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Secondary Education: Teacher Retention and Recruitment

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The Education and Skills Committee

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Witnesses

List of written evidence

List of unprinted written evidence

Additional papers have been received from the following and have been reported to the House but to save printing costs they have not been printed and copies have been placed in the House of Commons library where they may be inspected by members. Other copies are in the Record Office, House of Lords and are available to the public for inspection. Requests for inspection should be addressed to the Record Office, House of Lords, London SW1. (Tel 020 7219 3074) hours of inspection are from 9:30am to 5:00pm on Mondays to Fridays.

Beng Huat See, Stephen Gorard, Patrick White and Karen Roberts, Cardiff University School of Social Sciences – research paper

Institute of Physics – 2002 report

General Teaching Council – continuing professional development – advice to Government December 2000

Oral evidence

Taken before the Education and Skills Committee

on Monday 19 May 2003

Members present:

Mr Barry Sheerman, in the Chair

Mr David Chaytor	Mr Kerry Pollard
Valerie Davey	Jonathan Shaw
Paul Holmes	Mr Mark Simmonds
Ms Meg Munn	Mr Andrew Turner

Memorandum submitted by the General Teaching Council for England (GTC)

Introduction and Background

1. The General Teaching Council for England (GTC) is committed to supporting teachers to secure the best possible standards of learning and achievement for young people. Headteachers and teachers provide evidence, albeit intuitive and anecdotal, that an association exists between pupil attainment and the ability of schools to retain appropriately qualified teachers. It is therefore natural that retention has been a core focus for the GTC since our inception.

2. The early work of the GTC's Recruitment and Retention Committee led to initial advice in June 2001, which highlighted:

- How every policy impacts on retention;
- That a recommendation for a "joined-up" approach to Recruitment and Retention is essential to ensure that strategies targeted at a specific issue are not counterproductive elsewhere;
- That longer term strategic approaches should be informed by improved knowledge about the teacher labour force and about the reasons why people are attracted to teaching in the first place;
- Supported the promotion of the profession by demonstrating trust in teachers' professionalism, thereby recognising the reasons why people become teachers;
- Identified the need for specific strategies to retain key groups of teachers; and
- To make a difference for pupils at the greatest disadvantage and to strengthen the teacher workforce in areas with the most serious shortages.

3. The Department for Education and Skills (DfES) Retention Unit has sought to promote the key idea that every policy is about retention. The GTC considers that all policy initiatives should be assessed for their possible impact on teacher retention.

Establishment of the National Retention Forum

4. The initial advice on retention and recruitment provided by the GTC in 2001 was taken forward with the establishment of the GTC hosted National Retention Forum in June 2002 at the request of the Secretary of State.

5. The membership of the Forum comprises representatives from Local Education Authorities (LEAs), headteachers, teachers, academics, the teacher associations, the Teacher Training Agency (TTA) and the DfES and provide a means for discussion, problem-solving and strategy development in the area of retention.

6. The Forum's core objectives are to:

- Gather evidence of current retention issues and good practice at LEA and school level;
- Explore mechanisms and strategies for identifying retention improvement;

— Enable DfES to report formally to ministers on key current retention issues, informed by professional views and practice; and

— Enable the GTC Council to put formal advice to the Secretary of State on effective retention strategies.

LEA Continuing Professional Development (CPD) Projects Supporting Quality and Retention

7. The GTC is working with teams of teachers, advisers and teacher educators, initially in nine LEAs around the country to improve retention through effective professional development.

8. The thinking behind the projects is that teachers' engagement with continuing professional development will improve not only the quality of teaching and keep teachers at the leading edge of developments, but also help to support teachers' confidence and commitment, thereby impacting on retention.

9. The LEAs involved in these partnership projects are Essex, Greenwich, Lincolnshire, Manchester, Redbridge, Sheffield, Southwark, Telford and Wrekin, and Warwickshire.

10. Two of the key aims of the partnership work are to:

— Support the development of transferable models which enhance retention and quality; and

— Identify barriers and opportunities to developing coherent models of CPD, which might affect national policy on CPD and retention strategies.

11. The work of the GTC/LEA partnership project links directly with the work of the Forum.

Retention—the Evidence Base

12. In its initial advice the GTC concluded that a key priority for policy on recruitment and retention is to secure improvements to what is known about supply, recruitment, retention and progression.

Teacher data

13. Developing the Council's Register (to become an effective tool for questions about supply, recruitment, progression and retention) will increasingly enable GTC policy advice and the work of others to be based on richer data.

14. Further improvements to the collection and use of teacher supply data are necessary in order that policy makers have a consistent, more finely nuanced and longitudinal evidence base for policy development. For example, responsible bodies could usefully consider common definitions of turnover and wastage that reflect the extent to which vacancies are concealed by the employment of inappropriately qualified teachers or unqualified teachers.

15. The completion rate of final year students on postgraduate and undergraduate Initial Teacher Training (ITT) courses in England has been stable over the last three years and is in the order of 88%[1]. This figure does not include trainees on employment-based routes or any students who withdrew prior to, or in the early weeks of their final year.

16. The TTA estimate that over the complete period (not just the final year) of undergraduate ITT up to 25% of students withdrew.

17. The GTC has 534,812 teachers registered of which 40% are primary and 39% are secondary teachers. Of the latter, 42% are male and 58% female. Supply teachers make up 10% of the register[2].

18. For the year 2000–01, 25,903 people were awarded Qualified Teacher Status (QTS) of these, 75% went on to achieve fully qualified status. The missing 25% include those who have not yet successfully completed their induction, those who have extended induction, those who were exempted from induction and those who chose not to enter teaching.

[1] Source: Teacher Training Agency (TTA).

[2] According to Teacher Workforce Statistics released by the DfES on 29 April 2003, the number of supply teachers has dropped by 17% since January 2002.

19. There are 914,874 people on the GTC database who do not have full registration. This figure includes teachers who are no longer teaching, teachers in the independent sector and recently qualified teachers who have not started teaching.

20. Further improvements to the collection and use of teacher supply data have been identified by the GTC Teacher Data Forum which brings together those who need access to sound evidence about teachers and teaching in order to inform good policy making.

MORI/Guardian survey

21. A GTC commissioned MORI survey of over 70,000 teachers indicates some of the key factors suggested by other research in relation to reasons given for leaving the profession. The major "pull" factor was working with children and young people at the chalk face. "Push" factors include excessive workload, too many initiatives, children's behaviour, pay and concerns about professional status with some clear differences between primary and secondary respondents (see Appendix 1).[3] 46% of secondary respondents to the GTC survey identified pupil behaviour as a major discouragement to continuing in teaching.

22. Teachers who had opportunities for professional development were far more likely to want to stay in teaching and the data highlighted that young teachers are a particularly vulnerable group in terms of retention.

GTC National Retention Conference—24 June 2003

23. The GTC's work on retention is informed by its regular regional meetings and focus groups with teachers and a series of other national events involving policy makers. In this vein, the GTC is organising a national conference on retention to give teachers, senior LEA staff and education opinion formers an opportunity to evaluate the evidence of what works and share ideas for supporting teachers to retain their commitment to teaching.

24. Lessons from both the Forum and the LEA CPD projects will be presented to the conference.

25. The conference will:

— look at the successes and constraints in national policy; and

— identify local and national retention strategies that work.

26. The GTC intends that the conference and post conference information will be disseminated widely to provide practical support to schools and LEAs, complementing the work of the TTA and others.

Recruitment

27. Since Mike Tomlinson, former Her Majesty's Chief Inspector for Schools (HMCI), raised concerns about teacher retention, numbers of recruits have risen following considerable investment in a wide range of both general and specific interventions. There is also evidence, as defined by official statistics, that turnover and wastage has decreased ie,

— more teachers, in excess of 34,000 in 2002–03, have been recruited through a wider range of teacher training routes;

— overall numbers of teachers in service have continued to increase since the 1997 low due to changes in retirement regulations and are now the highest since 1982;

— official vacancy figures have stabilised and begun to improve; and

— official turnover and wastage statistics have done likewise.

28. However, the official statistics do not take into account the creative and resourceful efforts of LEAs and headteachers to cover vacancies. The extent to which this may affect the provision of specialist subject teaching is indicated by the evidence of the National Union of Teachers (NUT) report *The Reality of School Staffing*.

29. A growing body of research evidence (see Appendix 3)[4] suggests the key factors affecting retention include:

— workload;

— pupil behaviour;

— preparedness for teaching at the earliest possible stage (ITT entry); and

— support for changing school contexts.

[3] Not printed.
[4] Not printed.

30. Strategies which are both preventative and encourage and empower the return of those who are likely to do so need further prioritisation:

— investment in younger teachers to develop a sense of belonging to the profession and having benefited from CPD. Alleviate the effects of financial debts—student debt and cost of living in some areas;

— flexible employment linked to personal circumstances;

— investing in areas of high turnover ie shortage areas, challenging circumstance; and

— promotion and support of sabbaticals and other refreshment or secondment options.

31. Any strategies developed should also consider gender differences at each stage, eg:

— higher wastage rates for men in the first five years of teaching;

— recent confirmation that female headteachers are significantly more likely to live alone with no family commitments; and

— issues around women returning to continue their careers after caring for children while proportionately more men leave after the age of 50 and do not return.

Retention and increased recruitment of Black and Minority Ethnic (BME) teachers:

32. The GTC has organised meetings with teachers focused on BME teachers and pupil achievment. To explore issues identified by research and in the context of the current *Aiming High: Raising the achievement of Minority Ethnic Pupils* consultation evidence.[5]

33. Evidence suggest that targeted recruitment in the areas where potential BME teachers live or study not only reduces the impact of financial constraints on trainees, but also tends to provide ITT and school experiences in supportive contexts. However, the NCSL research and the testimony of serving teachers highlight barriers to promotion as a major retention issue. The development of a robust and appropriate framework of professional support is as much a significant key to change for BME teachers as those from any ethnic background.

Better human resource management

34. Support and advice to develop positive human resources policies for the 21st century in all schools is required, with support and resources for headteachers to draw on and develop good practice.

35. In the GTC/MORI survey secondary teachers identified support for more flexible career routes in and beyond the classroom and promotion of, and support for flexible employment practices as most desirable (See Appendix 1).[6] Teachers attending GTC teacher meetings identified having a career support plan, backed by careers advice, as important to them.

36. The GTC is undertaking a project to examine the extent to which more diverse career routes and options would better meet teachers' career expectations.

Teacher Training

37. The primary task is to reduce wastage from teacher training through the effective selection and preparation of trainees.

38. At the joint GTC/Institute of Education (IOE) Conference in November 2002 there was a clear consensus among trainees, newly qualified teachers (NQTs), teachers in their first five years, school leaders, ITT providers and others that greater investment in the processes whereby graduates choose to become teachers, are trained, inducted and then further supported, would be money well spent.

39. The provision of taster courses, the "Open Schools" programme and TTA plans to provide regional careers advice are examples of solutions in practice which prioritise the following:

— experience of school prior to application as well as during teacher training;

— informed selection of teacher training routes that are appropriate to previous experience, interests and aspirations; and

— continued work on ensuring preparedness of trainees for the job including a stronger emphasis on behaviour management and (ICT).

40. The cohort study of teacher trainees recently commissioned by the DfES, TTA and GTC will provide evidence of how different training routes, induction, early professional development (EPD) and school context experiences vary and relate to retention issues (See Appendix 2)[7].

[5] eg the TTA Carrington Report, the National College of School Leadership (NCSL) *Challenge Plus: The Experience of Black and Minority Ethnic School Leaders.*

[6] Not printed.

[7] Not printed.

41. While this offers a longer-term opportunity to explore teacher preparation there are early indications that the training school route is producing a higher retention rate. Additionally it has been suggested that fast track appeals to mature entrants who are unlikely to make a further career change.[8] This and other studies suggest that a retention and quality cost benefit analysis of the different training routes and incentives would be useful.

Workload

42. While the GTC has no remit for teacher pay and conditions, the reduction of workload is crucially important and relevant to the retention of all teachers, as corroborated by the GTC's MORI survey and other studies (See Appendix 3).[9] The GTC believes that there is a genuine opportunity to enhance and promote teacher professionalism by ensuring that every pupil's learning remains the responsibility of suitably qualified teachers, supported by a range of other adults.

43. However, in the context of retention, the effective monitoring of the implementation of school workforce reforms could sensibly take account of teacher retention as a primary focus and consider the extent of:

- teachers' receiving appropriate professional support to focus on teaching and learning;
- CPD as well as planning preparation and assessment (PPA) time especially for school-based activities highlighted in the GTC *Teachers' Professional Learning Framework* (TPLF);
- securing a better work-life balance for all staff;
- access to networking collaboratively across schools;
- increasing access to use of new technology; and
- ensuring that funding levels are commensurate with required levels of workload reduction.

44. Echoing the original PricewaterhouseCoopers (PwC) study on workload, the GTC's teacher meetings have confirmed that many teachers remain concerned that planning with and the management of support staff may increase workload. There is also a specific concern that headteacher workload may be adversely affected.

Continuing Professional Development (CPD) and Early Professional Development (EPD)

45. The Council remains firmly committed to the establishment of a CPD entitlement for all teachers. 61% of all secondary respondents to the GTC MORI survey of 24,674 teachers would welcome time for professional development additional to the statutory provision of five INSET days. Teachers who have some form of professional development are at least 12% more likely to stay in teaching.

Teachers in their first five years:

46. Early findings from the DfES-funded EPD Programme[10] indicate that teachers are reporting high levels of commitment to teaching. The Council welcomes guaranteed time and funding for EPD, despite its concerns about the proposed timescale for embedding this, including:

- career planning and advice;
- access to a mentor;
- planning opportunities to meet their identified development needs; and
- additional behaviour management training.

Teachers age 35–45:

47. Consideration at all levels should be given to providing opportunities to extend experience (eg through LEA or school networking) to meet differing needs according to size and context of school and role. GTC teacher meetings have provided evidence of teachers seeking secondments to different kinds of schools, from smaller to larger and vice versa.

48. Increased opportunities for networking between schools offer greater potential to support secondments. Teachers taking time out increasingly opt to travel or teach abroad, in addition to doing so in relation to family commitments. Recognition of the validity of additional experiences such as teaching

[8] Mature Entry Study, GTC.

[9] Not printed.

[10] The EPD Progamme is part of the DfES National CPD Strategy created on the basis of GTC advice. It offers teachers, who are in their second and third years of teaching, funding to direct their own individual professional development following the statutory development received during induction.

abroad is likely to encourage return. Collaboration between schools again offers greater potential to grant leave of absence and keep in touch, as for example in the case of Birmingham LEA's partnership with Voluntary Service Overseas (VSO).

Teachers over 45:

49. More than half of teachers are over 45 and will retire in 15 years.[11] Early retirement is increasing again after the 1997 peak and one third of retirees in 2001 were below pensionable age. The GTC strongly recommends that Government should aim both to retain good experienced teachers for longer and develop ways in which their expertise can benefit an increasingly less experienced profession. The Council is commissioning research to identify, describe and analyse effective practice in this area and will make further recommendations by January 2004 for the 2004–05 financial year.

50. Sabbaticals and other career break or refreshment opportunities are of relevance to teachers at all stages of their careers although, in relation to teacher retention, there will always be key points related to teachers' experience or age to consider targeting.

51. There is a need, which was emphasised by teachers talking to the GTC, for a national focus to slow the trend towards early retirement and a focus on flexibility towards the end of teachers' careers in terms of working patterns.

SUBJECT SPECIALIST ISSUES

52. It is widely accepted that there is no simple solution to the problem of subject specialist teacher supply and retention. GTC will continue its work with Subject Associations and welcomes the Secretary of State's special interest in these issues.

53. Recognising the frequency with which "love of subject" has been identified as a reason to teach and a key motivator, we strongly recommend that government also develop closer partnerships with subject associations to identify strategies based on this.[12] 49% of secondary respondents cited love of subject as a major reason for teaching.[13]

54. One ITT route, which can alleviate the shortage in subject specialist teachers, is that of mature entrants. At the time of our initial advice, it was assumed that career changers might be more prone to change careers again. Our mature entrants research in partnership with the Open University (OU) may confirm this is not the case.

55. Provisional findings from 803 secondary PGCE trainees suggest the following:

— most mature entrants are career changers, with 10% having already worked in schools;

— 93.9% entered teaching but not always immediately after qualifying. Location and flexible employment are factors here; and

— At least 75% of mature entrants intended to teach for a further five years, having already taught for two to six years.

May 2003

Witnesses: **Mr John Beattie,** Chairman, **Ms Sarah Stephens,** Director of Policy, **Mr Alan Meyrick,** Registrar and **Mr Keith Hill,** Link Adviser, Teacher Retention and Continuing Professional Development, General Teaching Council, examined.

Q1 Chairman: May I both welcome and apologise to our witnesses for a slightly late start because of the division? May I welcome John Beattie, Chairman of the GTC, Alan Meyrick, Sarah Stephens and Keith Hill? We are very pleased you could come and we do hope your Chief Executive is back and in full operation as soon as her health is recovered. Would you please send our best wishes to her. We really want to ask you a range of questions about GTC but would you like to open up with a couple of words—not too many—about how GTC Mark II, or GTC *sans* Puttnam, post Puttnam, is different to the GTC which was there a year or six months ago?

Mr Beattie: Thank you, Chairman. May I begin by reciprocating on behalf of my colleagues and myself? We are very pleased to be here and welcome this opportunity. To start with I will identify their particular areas of expertise within the Council so that later on you will know to whom to address particular questions. Keith Hill, on my far right, is one of a group of what we call Link Advisers. He has been a practising teacher and head teacher and is at the moment concentrating on the issues of retention and professional development and that sort of thing. On my right is Sarah Stephens, our Director of Policy. On my left is Alan who is our Registrar, so

[11] GTC Annual Digest 2003.
[12] GTC Survey and elsewhere.
[13] GTC MORI Survey.

that is his area of expertise. Never having been in this situation before, I fear I over-prepared, as school teachers are wont to do sometimes. Now that I know the real focus of what it is you are seeking to do, I shall pick and choose in what I say in my introductory comments. You will be aware, I am sure, that the Council's remit falls into two main parts—at least I like to think it does. The first is to maintain that register of teachers whose conduct and competence is regulated by the profession and its stakeholders and all this is done in the public interest. The second is to provide advice to government on a whole range of issues and topics concerning education. I shall say more about that in a moment. What I want to say now is that the Council's composition itself is unique in education circles, reflecting, as it does, the diversity within the educational landscape itself: we have practising teachers, we have school governors and parents, we have people from further and higher education, nominated representatives from teacher associations, local government, we have quality boards in business, all represented on the Council. When we speak on behalf of teachers, for example, I need to make it clear that we do so on the basis of having actually spoken directly to teachers in a number of ways, in a number of forums, taking advice and information from surveys and research, either commissioned by ourselves or by other bodies. Coming through all the advice and all that research consistently is one single message, that the single most important factor in education is the quality of teaching and that is the teachers' professional concern and the Councils, as the professional body for teaching, seeking to articulate and advocate the professional framework in which teachers are best able to maximise pupils' achievement and development. Within that framework lies the profession assuming for itself responsibility for the maintenance and improvement of standards. It seems to me that an immense amount has been achieved by teachers, by pupils, parents, local education authorities, government, in terms of raised educational standards over the last ten years. Within this picture of positive progress, substantial challenges still remain. One is the endemic under-achievement of some groups of pupils. Another one, certainly that we are aware of, though it may not be so publicly obvious, is what we call the accountability issue; other people might call it inspection. Teachers need to take informed decisions about their actions and their professional activity within the context of open self-evaluation and public accountability. That much is clear. We feel there needs to be a better balanced system of accountability, which brings external inspection, yes, performance management, self and peer evaluation, professional standards, performance measures, into a more coherent and useful relationship. Finally, but not least, there needs to be an improvement in the confidence, the professional motivation and the retention of teachers and those all hang together. What has changed since last year for the GTC? We have identified areas of advice and provided through discussion—I shall not bore you at the moment about how that advice comes into being, suffice it to say that the whole of the Council at some point is involved in agreeing whatever policy and advice we put forward. We have offered advice to the Secretary of State, for example, on the role of support staff, on continuing professional development and on the use of professional time. We have continued to work with a whole range of others to create and foster informed professional dialogue amongst teachers and between teachers and educational policy makers. To do this we have developed further the means by which we communicate, enter dialogue with, and support the profession, including meetings, seminars, workshops, conferences, focus groups and an increasing range of research projects and we offer teachers an active role in all of those rather than just being objects of research. We have begun to focus too on our relationship with local education authorities and to enable teachers to influence development of local strategies. In particular I should like to talk about the LEA continuing professional development projects, where we are working with teachers and LEA advisers across the country to develop models of entitlement to professional development to support quality and retention in these areas. It will produce guaranteed professional development opportunities as an essential ingredient to these LEA recruitment and retention strategies. Indeed our own MORI survey of 70,000 teachers raised further awareness of the urgent need to invest in retention alongside recruitment. Further advice on retention and further development of the Government's CPD strategy will be tested as part of a national conference on retention which we are holding with teachers and key partners. This will be the culmination of our work in this area. It is a first opportunity to identify solutions, moving beyond discussions of the challenging complex situation we are in. We have done quite a lot and achieved quite a lot in the past year, not least of which is our profile amongst the teaching professions. I do also want to mention at this point that during the past year, the Council has carried out its first full year of regulatory work, working closely with a range of partners to embed the procedures established and we carry all that work out in a transparent and open way in the public interest. I shall say no more about that at the moment. Yes, we have moved on, we are developing a range of partners, we are often called in by the Government to working parties to offer advice on how various things might be done and my colleagues will no doubt touch on some of these as we go through. You will see that running through a lot of our work this year has been the issue with which you yourselves are concerned, that of the retention of able teachers in the teaching force. Thank you.

Q2 Chairman: Thank you very much. What about in terms of your personal style? Is this a full-time job for you at GTC?

Mr Beattie: It could easily become one; in theory, it is not. At the moment I am able to give the Council more time than I was last year, but I shall have to

look very carefully over the next year at the balance between my other commitments and the Council. Nonetheless, I would not want to be not doing it.

Q3 Chairman: Is it a one-day or five-day job?
Mr Beattie: In theory it is two days. Because of the distance involved in travel between home, in Birmingham, and London, it is more often than not three days.

Q4 Chairman: In terms of the state of play of the corporate identity, the profile of GTC, is it on course for what you wanted it to be?
Mr Beattie: It is on course, it is developing. It is not developing as rapidly as some people would have wished, but having worked amongst teachers all my working life, I know the order of priorities which they devote to various activities. In the sense that the General Teaching Council will initially be seen in the same light as their professional associations, for example, or, dare I say it, the Department for Education, when there is a pile of work to be done it is somewhere fairly low in the pile. What I have found is that where we have been able to interact individually face to face with teachers, particularly young teachers, teachers in training, teachers in their first year of teaching, we are getting a very, very positive response.

Q5 Chairman: Do all teachers have to belong now to the GTC?
Mr Beattie: No; no, they do not.

Q6 Chairman: What percentage do?
Mr Beattie: Teachers who wish to teach in maintained schools and non-maintained special schools must be registered with the Council. Other teachers may, if they have QTS, register with the Council and others do.

Q7 Chairman: What percentage of the profession do you now have?
Mr Beattie: I should have to turn to my friend the Registrar on that.

Q8 Chairman: A ballpark figure.
Mr Meyrick: In terms of those teachers who are required to be registered, we have all of them now. When we set up the Council, we had a process called automatic registration, whereby we received information from employers. As a result of that we now have virtually everybody; I should be surprised if there were many teachers out there who were required to register and who had not. We have also been working very closely with other sectors to try to encourage them. We now have nearly 10,000 teachers from the independent sector who have chosen to register with us on a voluntary basis.

Q9 Chairman: What does it cost to be a member?
Mr Meyrick: It is £28 for registration.

Q10 Chairman: Who pays it? Individuals?
Mr Meyrick: Yes, the individual teacher pays the fee to the Council.

Q11 Chairman: Do they receive any help with that?
Mr Meyrick: Yes, they do receive help.

Q12 Chairman: All of them or some of them?
Mr Meyrick: All those teachers who are required to register with the Council receive £33 paid through their employer.

Q13 Chairman: Why £33?
Mr Meyrick: Why £33? Because the Council's fee at the moment still has a tail-off from the Government's support which was initially provided. The intention was to provide an initial figure which would then be able to carry through and cover the small growth in the fee as the Department's money moved and as we became an independent body entirely funded by teachers' fees.

Q14 Chairman: At first there was a certain degree of great co-operation and then suspicion from the teaching unions that you were going to muscle in and do their job and even make them redundant, or certainly subdue their voice in the corridors of power. How would you describe the present relationship with the teaching unions?
Mr Beattie: I would describe it as fruitful. We have moved beyond the situation which you describe which certainly did exist in the early days. Especially when I am speaking to meetings of teachers, I make it quite clear that we are not a trade union, have never had any intention of being a trade union and our remit is not that of the trade unions. They are concerned with pay and conditions: we are concerned with teachers' professionalism. A trade union will look after a teacher's interests: the General Teaching Council looks after the public interest. Once you can lay that clearly before such audiences, they appreciate the difference between the trade union and the General Teaching Council. That is also the answer to the question which was raised at the time and is still raised sometimes in meetings: why do we have so many people on the Council who are not teachers. We point out that it is a Teaching Council not a Teachers' Council and that there is a whole range of education stakeholders in the country and if we are to serve the public interest then those stakeholders must be represented on the Council. That too is being increasingly accepted.

Q15 Chairman: What sort of pot do you have to devote to things like your own research?
Mr Beattie: I do not have those figures at my fingertips and I am not sure we have them with us.

Q16 Chairman: Do you have a vast research department?
Mr Beattie: No, we do not.
Ms Stephens: We allocate a quite modest budget to research in its pure form, that is that conducted by educational researchers. I could certainly supply the Committee with figures. It is in the region of £200,000 per annum.[14] We seek to maximise that amount of money by bringing our resources together

[14] Ev 26

with those of other parties who would benefit from the results of that research. Almost all of our research is undertaken in partnership with other organisations and indeed we have run a couple of rather small scale but nevertheless significant projects with some of the teaching associations, particularly one I could give you as an example on the effective types of professional development practices which make the most difference in terms of pupil learning. We do have another amount of money which is dedicated to directly gathering evidence in broader ways from the profession and from other stakeholders through focus group work, through survey work, through seminars, structured discussions and so forth.

Q17 Mr Chaytor: Your predecessor was best known as a film producer and you are a former teacher. Do you think there are disadvantages having the organisation led by a former teacher? What particular contribution do you think you can bring as Chair of the GTC?
Mr Beattie: It is an interesting cultural change for the Council and for the profession's view of the General Teaching Council. One of the things I can do which Lord Puttnam could not—and there are very few of those—is to look teachers in the eye and say "Look, for the past 37 years I have been doing what you have been doing and I know all about it. I think we need to move on from where we are. This self-regulating professional body is probably the best thing which has happened to the profession in a long, long time". The other thing I say to them is that I am quite happy to be on the Council because when I started teaching in Scotland in 1966, one of the first things I had to do was to register with the General Teaching Council for Scotland.

Q18 Mr Chaytor: Do you think there is a risk that the GTC is just seen as another area of the producer interest? How are you going to defend yourself against that accusation?
Mr Beattie: In the first instance I would point to the fact that we have representatives of parents, governors, a whole range of stakeholders I have already mentioned on the Council. I would have thought there was little opportunity for any policy development or piece of advice that appeared to be self-serving getting through that Council. I cannot in all honesty identify any stage or any support—that is not true, I can, I can identify one spot in the life of the Council—where we had to make that quite clear to ourselves as Council. People come through many routes to the Council. Having come through the route I came through, which was through one of the teachers' associations, indeed there was a learning experience for me to undergo as well. Certainly all members of the Council have trod that path by now.

Q19 Mr Chaytor: In your opening remarks, in characterising the range of problems we face, you referred to the endemic under-achievement of certain groups of pupils. Could you tell us either what you individually or the GTC as a body thinks are the main causes of that endemic under-achievement?
Mr Beattie: Yes; I will not reply to that one because I was at the same conference as Sarah recently which we hosted on exactly this issue and I will let her speak for the Council.
Ms Stephens: There is no simple answer, but there is, as we are all aware now, a correlation between socio-economic status and achievement. It is one we have yet to finally foreclose on in this country. It is certainly also the case that there are groups of black and minority ethnic pupils one can identify who also show historical and continuing under-achievement. The evidence and the data are there to show those links. It is also the case, however, that there are strong examples and a range of examples where teachers in schools are effectively breaking that link. There are elements of government policy one could point to which are supportive and targeted and making a difference. The Council has said that the targeting of resources, particularly in the area of multi-agency support, in the area of professional development for teachers to understand those particular circumstances in which those pupils are learning cultural diversity and so forth, still requires more attention.

Q20 Jonathan Shaw: The role of the GTC. You have power to discipline teachers. Last time Carol Adams came before our Committee she advised us that there had been five disciplinary hearings. Obviously you discipline after the process at the school or the LEA. She said that caseload was expected to increase. It is nearly a year now since we last saw you. What is the position in terms of disciplinary hearings?
Mr Meyrick: To date the Council has now heard 30 cases. In terms of the orders which are available to the Council to use, they have used the full range of orders which are available under the legislation to deal with those cases. Of those 30 cases, 27 have resulted in a finding of either unacceptable professional conduct or serious professional incompetence. What is particularly interesting is that the sanctions which have been used by the Committee have particularly focused on using the conditional registration order which is about trying to find ways of supporting those teachers back into effective practice. Often it is the result of one aberration rather than a continuing pattern.

Q21 Jonathan Shaw: We were surprised to learn that the disciplinary measures which are registered are removed after two years. We were advised last year that you were going to be reviewing that. Have you done that?
Mr Meyrick: It is not entirely true to say that. The reprimand sits on the register for a period of two years and at the end of that period comes off. Other orders can be indefinite. A conditional registration order, for example, can be indefinite.

Q22 Jonathan Shaw: Did you review that?
Mr Meyrick: We have not reviewed.

Q23 Jonathan Shaw: You have not reviewed it yet.
Mr Meyrick: Yes; but we will be reviewing that. It is in the plan to review that particular process because it would require a change in primary legislation. What we have changed is that if a teacher comes before the Council who has an existing reprimand, then the Council are able to take that reprimand into account at the point of deciding what order to give to that teacher. Post the finding of unacceptable professional conduct or serious professional incompetence, they would be able at that point to take into account the existing reprimand.

Q24 Jonathan Shaw: In terms of other parts of your role, you were saying you advise Government. Do you meet with the Secretary of State regularly?
Mr Beattie: No, not regularly.

Q25 Jonathan Shaw: How often do you see him since you have been in post?
Mr Beattie: I have met Mr Clarke once. I also met Estelle Morris once.

Q26 Jonathan Shaw: So you have met the Secretary of State twice in different guises.
Mr Beattie: Yes.

Q27 Jonathan Shaw: When you met Estelle Morris and Charles Clarke were there any significant matters you pressed upon her or him?
Mr Beattie: When we spoke to Mr Clarke, it was shortly after we had published the result of the MORI survey on Teachers on Teaching and we were speaking to him about the results of that survey and how it had thrown up the issue which was not recruitment but retention and that we would be coming back to him in some months with advice on retention strategies.

Q28 Jonathan Shaw: Is there anything significant you can report to the Committee, which you can point a stick at and say that was the GTC, that was what we influenced? Can you tell the Committee about that? We are very keen to know what effect you are having? What is the point in you basically?
Ms Stephens: I can offer some examples of where we have had significant influence. In the process of the education policy, I am not sure we shall ever be able to claim total influence and I am not sure we would wish to do so either. We see that our work in influencing other partners, in alliance with partners, is also important.

Q29 Jonathan Shaw: Some are more direct than others, as I understand it.
Ms Stephens: Indeed. A couple of concrete examples. The early advice from the Council on the need for a national strategy for professional development, all the elements in that strategy, the focus on supporting the practice of teachers in their early years, second- and third-year teachers, post-induction, the extension of that into fourth and fifth, professional development, consolidation of that into a coherent strategy and making a point, not just on issues of quality, but on issues of retention and the cost benefit of follow-through of the investment in early training and preparation and induction with a modest follow-through in those early years is one which, certainly from the early evidence of the early professional development pilots, seems to be paying dividends in terms of retention. So that was certainly one area. Another has been the focus on the need for clear national standards and training for other adults in schools. As the Committee will be aware, the Government are currently consulting on the standards for high level teaching assistants. When the whole area of refocusing some resource on support staff, other adults in schools, teaching systems, recognition of the contribution they can make as para-professionals to teachers as professionals and to pupil learning, when that whole debate came through, the Council was very clear from the beginning that it recognised the practice of these other individuals, their contribution, that standards and training had to be in place which were clearly defined. Two examples, but I could offer more if you want me to pursue that.
Jonathan Shaw: No, that is helpful.

Q30 Chairman: Is it a cosy relationship with Government? Are you a soft touch or are you a thorn in their flesh.
Mr Beattie: I would not have thought we were a soft touch by any manner of means. As you know, the Council is 64 strong and it is 64 strong individuals on the Council. They would not take kindly to being thought of as being a soft touch for the Government, which was clearly one of the accusations which was sometimes levelled at us in the early days of the Council. We are polite—we are always polite, but we are nonetheless forceful and when we think a policy is the right one then we will argue it with all the vigour we can. Where we think sometimes government policy is counter-productive, one policy impacts adversely somewhere else in the system, we will also point that out. In my inaugural speech I did indeed say we would look at policy in terms of where it either impeded or enhanced the professionalism of teachers and where we thought it was advancing or inhibiting the progress of pupils. We are quite forceful in that respect.

Q31 Chairman: When MORI did the poll for you and when you got those results, what did you do with them *vis-à-vis* the Government? Did you immediately make an appointment to see the Secretary of State.
Mr Beattie: Yes, we saw the Secretary of State shortly after they were published.

Q32 Chairman: What was your priority to drive home to him from the MORI results?
Mr Beattie: At that stage, because it was still fairly new material, we were doing broad brush stuff in terms of retention rather than recruitment being the

main issue. We will certainly be coming back with more detailed work on retention policies and strategies which will be useful.

Ms Stephens: On a point of information, prior to the survey the Secretary of State at that time had requested that the Council host a national retention forum of all partners in the system, to bring forward evidence directly from teachers and employers, from other sources, and to examine that evidence and on the basis of that to keep the Secretary of State informed. The survey was part of that process but what the survey does do, is focus quite clearly on the issues of those factors which remain intractable. If we think back to the first significant survey on retention in 1991, which was by Smithers and Robinson, many of the factors which were revealed in the GTC survey are consonant with those in 1991. What that says to us is that there are what so far have proved intractable issues here. It is our focus on those issues and getting the profession to the point that when teachers leave they do so for reasons of positive career choice or personal circumstance, rather than having these factors propel them. If I might just take this opportunity, for the GTC it is about the numbers leaving, it is about the wastage, it is about the waste of the investment, both in financial and moral terms; financial terms in the system and moral terms in the commitment of the individual entering the profession. It is also about retention being a question of the indicators of a healthy profession. Those indicators must include a much lower level of wastage than we have seen hitherto.

Q33 Chairman: Why did you come to that conclusion? Nothing I saw in that or any other material I have looked at compares you with other professions, does it? I would get worried, if I did a survey of retention in my particular profession, only if I compared it with other professions and found that we were in a much more serious situation in terms of wastage. I do not see the evidence you have for that. Have you any?

Ms Stephens: The data which are comparable between the professions, as the Committee will be aware, are very difficult to identify and, as part of the process of the comprehensive spending review of 2002, there was certainly a recommendation that the data sets across the different sectors and professions be made to be comparable.

Q34 Chairman: So there is no way we can say that your situation is better or worse than nursing or any other profession. You say you just do not know, it is all unknowable.

Ms Stephens: What is significant in teaching is the number of teachers who have been exiting in their early years. If you look at the full process between entry to training and the first five years, the waste is quite dramatic. We do not have comparable data with other professions as of yet, but one of the things the GTC has suggested, through the auspices of the Teacher Data Forum, is that nationally we do need to have a sample of young graduates whom we track over time in different professions to see quite where we are. If it be the case that this is no different from other professions, or indeed from others who are entering other graduate employment, then perhaps we need to revise our positions as a profession. It seems to us that the issue within the teaching profession is also of a degree of demoralisation.

Q35 Chairman: Before you go down that track and I think I know where you are going with that but just park that for a moment. You are saying that if I asked a Parliamentary Question or my colleagues here asked a Parliamentary Question about wastage in the Health Service or in other departments, we could not get an answer. Certainly if you look at the front page of the *Financial Times* this morning, there is this crisis the insurance industry faces of high level recruitment into the insurance industry and very high wastage. Sorry to bring in a private sector industry but that is the truth. I am just worried that you think it is unknowable, when most people would say that one is reasonably able to find out what the wastage is in a number of the professions.

Ms Stephens: In broad terms that is the picture. The definitions, and it is acknowledged in the CSR, of turnover and wastage are different from sector to sector; that is my point. One can make comparisons in the global picture.

Q36 Mr Turner: How many of those who could have registered with the GTC have done so? Apart from those who are required to, how many of those who are eligible to register with the GTC chose to do so?

Mr Meyrick: I am not sure I could immediately answer that, inasmuch as any person who has qualified teacher status is eligible to register with the Council, so that would include all those people who have retired from teaching and it would not necessarily be a reasonable position to expect that all those people who have retired from teaching but who have QTS necessarily should be counted in that figure as people who could join the profession. It will probably be a fairer picture to look for example at the independent sector and to say that of the 40,000 teachers there at the moment 25% of those teachers have chosen so far, to date, to register with the General Teaching Council where they do not need to be registered. To take it beyond that into all of those people with QTS would be a bit unfair.

Q37 Mr Turner: That is fair. What do you think are the reasons the other 75% have not done so?

Mr Meyrick: Partly the simple statutory reason that there was no requirement for them to join. I suspect that to some extent they and their employers have not yet necessarily understood the full benefits of becoming registered with the Council and the sort of place that potentially gives them in terms of the sort of issues Sarah and John have already alluded to about their ability to contribute to policy making for example. There is a message there that you need to work harder at persuading some of those teachers that being registered with the Council not only makes them part of that registered profession, but

also that ability to be part of policy making can come through that. That is something we need to work harder at.

The Committee suspended from 4.48pm to 5.08pm for divisions in the House.

Q38 Mr Turner: Do you think you would have found out more quickly that you had not sold the message had those in the maintained sector not been required to register?
Mr Meyrick: On balance the requirement for teachers in the maintained sector to be registered from the very beginning has been helpful to us. It has enabled us to focus inevitably on getting that key message across to those teachers to start with and obviously alongside that working very closely with the independent sector as well. We have been able to focus our work on those teachers for whom registration is a statutory requirement. It has not impacted negatively on our ability to persuade those other teachers and it has meant that we have been able to work on getting our message across to those teachers who are required to be registered very effectively as well.

Q39 Mr Turner: Mr Beattie said that he would certainly take action if government policies were impeding or inhibiting the achievement of the GTC's objectives. May I ask whether he has identified any?
Mr Beattie: I do not think I put it quite like that. We would seek to identify areas of policy which would impede or enhance professional practice. The action we would take would be, once we had identified those glitches, to go to the Government with them and say they need consistency in their approach and it was having unintended consequences in this area. We would not just go along and say we did not think it was very good, we would suggest a solution. At the moment nothing leaps to mind, unless Sarah can come up with something from her perspective.
Ms Stephens: We have not done so in that sort of direct way. There are certainly issues which are of concern to the profession currently that we would want to investigate further.

Q40 Mr Turner: Such as?
Ms Stephens: Such as the national assessment regime, which is evident from all the dialogue, not least in the media recently. It has been a core and growing concern to teachers and more widely as well, to parents and others in the education system and centred around the balance of high state testing and issues around the need for that, when other countries, for example, use national sampling quite effectively to measure their progress towards targets, supported by robust teacher assessment. There are those issues around.
Mr Turner: That is one. Is there another example?

Q41 Chairman: Are we talking about an area where you might take a more active part or something you already have taken an active part in?
Ms Stephens: In that particular instance the Council has determined that it will seek to review the evidence in this area and look more widely at international comparisons, investigate for example, those countries which come out more positively in the PISA studies, how they operate in their national assessment systems at different ages. Yes, it is an undertaking on the part of the Council to do further work on that and we have communicated that to the Department.

Q42 Chairman: Mr Turner was asking for another example.
Ms Stephens: Yes, indeed. The chairman referred to this in his introductory remarks which you invited him to make. There is a concern also in the profession which is expressed in a variety of ways, sometimes concerns about inspection, others expressed more broadly as the total accountability framework which teachers currently operate. There is a sense of systemic unease amongst teachers about the different elements of that accountability framework and how they fit together and the extent to which school self-evaluation and the amount of time which is invested in that towards school improvement is actually supported by the accountability framework, the extent to which local stakeholders of a school have a role in that self-evaluation process, a critical but supportive role, and the extent to which there is a reliance on the Ofsted processes. These are concerns. There is an unease in the system and that is something the Council is actively addressing. We are in this next period, following an initial seminar, with key researchers and other stakeholders in this area, taking forward a forum, a programme of seminars and workshops, to examine the issue of the accountability framework and in particular the role of self-evaluation within that.

Q43 Mr Turner: Given the examples you have chosen and the role of the GTC as a defender of the public interest rather than merely the teachers' interest, would you understand why some members of the public might be concerned that you have chosen things which the teachers' unions tend to rattle on about, rather than concerns, for example, of under-achievement, as the two examples you have given?
Mr Beattie: We have already mentioned under-achievement as one of our concerns and it is one we are already working on. We had a conference just a few weeks ago about the under-achievement of certain ethnic minority school children which would be the start of that process. Yes; the answer to your question is yes, I can understand why some people might think that it was self-serving to identify the ones we have identified. In a sense you have to take this on trust. I have been doing what I have been doing for 30-odd years not for my benefit, but because I genuinely care about the youngsters which I teach. If it seems to me that the inspection regime—and I do not use that unkindly; it is the system we use—and the assessment regime with which I am currently involved are not enabling me to enable

them to do their best, then as a professional I would feel constrained to try to persuade other educational partners that it was time to look at this again. It is a question of establishing our credentials and trust as professionals with those representing the public; in this case it would be the inspection regime and we would argue that there are other ways of doing it which would not inhibit progress in the way we suspect the current one does. Let me put it this way. I could not argue against an inspection regime which I personally found uncomfortable just because I did not like it. I would have to be convinced that the inspection regime, however unpleasant it might be for me, was not working in the interests of the students. At the moment I do not feel that. I feel that the assessment regime we have is not forward enough looking. I have just been reading a very interesting book on assessment for learning and assessment in the future and where our assessment system is going. I found it quite stimulating and I am somewhat regretful that I am coming towards the end of my career because it looks as though we may be beginning to make progress in that field, where we have been looking for some time for a change.

Q44 Mr Pollard: You were asked a question about the Council and its effectiveness and the answer from Mr Beattie was that you have 64 strong individuals on the Council. I shuddered at that because I wondered, with 64 individuals all having their own opinion and putting it forward forcefully, how you would cope with that and whether it would be as effective as you maintain. If you had said a strong, determined and focused body, I should have felt much reassured. I was wondering if you could tease that out a little bit. Is my definition of what we should be looking at better than your one of 64 individuals?
Mr Beattie: Yes.

Q45 Mr Pollard: Thank you; that will do.
Mr Beattie: That was merely a polite yes. Your way of describing it is more accurate and better. The reason they are where they are is because of the sorts of people they are. As a Council they work well together because the Council comes together at the end of the process and not at the beginning of the process; the detail has been worked through in various committees before it gets there.

Q46 Mr Pollard: I have controlled meetings of three and that was enough.
Ms Stephens: On the issue of individual predilection which might have been implied there, this Council is seeking to operate on the basis of evidence and the proper analysis of that evidence.

Q47 Ms Munn: I want to come on to talk in a bit more detail about the survey and how it highlights some of the retention issues. I notice that in terms of de-motivating factors pay got a much lower score than a number of other issues. Are we paying teachers enough now then?
Mr Hill: If I understood the question correctly, the first important point to make is that the GTC does not have the same relationship with things to do with pay and conditions as the teachers' unions. In terms of what the research suggests, pay consistently comes out as a factor, but not the most important factor, in many situations as far as teachers are concerned in relation either to their reasons for leaving the profession or reasons given why they might have considered leaving the profession. In one example of this which I can give you, as to what might make a difference to teachers who have left the profession—and that has come from the London Metropolitan University and the work of Professor Ross and colleagues—pay features higher as a possible incentive to come back. As to whether we are paying them enough or not, because of our remit I am not sure I should comment on that.

Q48 Ms Munn: The reason I asked the question was that, in terms of general management theory about the kind of issues which motivate and de-motivate people, pay is a classic one which is not a motivator but a de-motivator, yet in terms of the survey you have done it actually comes below a number of other issues. So you may not want to say, exactly as I have put it, whether we are paying enough, but in terms of whether it is a main issue at the moment, it seems that teachers are generally more content with the level of pay. Nobody is going to say they are getting enough, are they?
Ms Stephens: It shows the relative significance of some of the other issues.
Mr Beattie: That is the point I was going to make. We need to look at it round the other way: if pay is coming down there and the other things are up here, those other things really are significant and we need to tackle them.

Q49 Ms Munn: That is an interpretation. Coming on to talk about the issues which have been identified in terms of motivating and de-motivating, there is a clear group of reasons why people come into the profession, why they feel motivated and then there is clearly a load of issues which come up subsequently which make them feel de-motivated. One of the things I have found very interesting in terms of the paper which reflects upon the findings is that it notes across the board that those teachers who are exposed to any opportunities are at least 15% more likely to be a teacher in five years' time compared with those who have not had any of the opportunities listed. What I am wondering, in terms of the structure of the whole profession, is how good it is at looking at the issues which motivate teachers, the reasons why they come into teaching, looking at the reasons which de-motivate teachers and to be honest de-motivate lots of other professionals, high workloads, high amounts of bureaucracy, the face-to-face work with the kids. How good is the profession at seeking to provide more of the motivators and minimise the de-motivators, particularly over a longer period of time as the

evidence shows that the longer people are in teaching the more they become ground down by the kind of things people get ground down by in all professions.
Mr Hill: One thing to say in relation to some of the testimonies from individual schools where the teacher retention forum, particularly earlier on in its life, in the autumn, received, was that there were several issues to do with ways individual schools have tackled recruitment and retention problems which they have encountered which home in on exactly the point you are making: various elements of human resource management, but in particular looking at what it is that makes teachers want to be teachers in the first place. What is it that makes teachers happy to be in the particular schools they are working in? What is it that makes them continue to want to teach there? In particular we have very strong evidence of the fact that the extent to which teachers are able to take part in the schools involved in initial teacher training can make a big difference to the opportunities offered within that school for teachers to gain new experiences, to celebrate their own good practices with other teachers within the school and with trainee teachers beyond and so on. There are those sorts of evidence of schools doing something about it. You asked the question about the profession as a whole and I guess the message there is that there are some things schools can do to make a difference and it is a question of how you communicate that and support schools, in particular school leaders, in doing something about that.

Q50 Ms Munn: The point I am making is that it is probably easier in some schools than others. If you take a large comprehensive, that is fine. I was a school governor of a primary school which had six teachers. Even for them to do the basic of having the opportunity to observe their colleagues, which was something Ofsted had recommended in the inspection, over a period of time was a major financial and logistical nightmare. What I am really asking is whether it is something about the fact we have schools set up as individual schools on their own, which in itself is creating a number of difficulties, or not allowing them to be the resolution to some of these which you described and which some schools are able to do.
Mr Hill: There is obviously greater potential there to do something about that where groups of schools work together, in whatever situations they work together, whether it be education action zones, network learning communities or federations, as they become a reality. In terms not so much of the work of the retention forum but the LEA CPD projects, I am aware of situations, for example, in rural Lincolnshire where there are some smaller schools and opportunities that schools look for to work across schools and provide teachers within those schools with different opportunities to the ones they might gain from within their own schools. Conversations with teachers and head teachers for that matter of small schools at some of our teacher meetings held in different venues nationally have raised similar recipes for doing something about the problem. It cuts both ways. There is also an example of teachers who have a particular kind of experience at a larger school looking for something in a bit more depth that they might be able to get by working in a smaller school. I hope that is helpful.

Q51 Ms Munn: I suppose the other sort of issue I am looking at is that you have individual teachers and the pattern you get—and I am going to characterise this in a way which is perhaps extreme, but—of somebody who has been doing the job for a period of time, over 20–25 years, and they have basically become a burned-out teacher because, for whatever reason, they have become stuck in a particular school, doing the same job, not getting the creativity stimulation which they wanted, which they went into the job for. Whose job is it to look at individual teachers, rather than relying on individual teachers sticking up their hand and saying they want to go to do this, and say they are getting burned out—perhaps not a terribly helpful phrase—or they need something else? Is it the schools, the head teacher? Would the local education authority have a role in this, given that what you are looking at and what we are concerned about is that overall the teaching resource within our country is being depleted? If we leave it up to the individual school, is it going to get done?
Ms Stephens: The dimensions of that, LEAs, schools, individual teachers, all play in, as does the national framework which enables teachers to undertake roles which may be beyond just the classroom practice they have committed themselves to and may indeed involve supporting new entrants into the profession, supporting those in their early professional development, spreading that expertise. We have a profession now with 50% who are over 45 years old who in 15 years will be gone. That is a massive reservoir of expertise. How do we get that back into what will become, in that sense, an increasingly inexperienced profession? These are critical issues and in the early professional development pilots, there has been quite an amount of focus on the role of those older teachers in mentoring and the LEA co-ordination of that. There are instances of work going on under our own auspices and guidance and that of others, where LEAs are looking very much more carefully, in a more nuanced way, at succession planning, for example, at matching particular expertise or particular teachers to needs and aspirations of newer teachers, older teachers and newer teachers perhaps across schools working in consortium models within LEAs to support that, so there is a whole range of practical realisations, but it does need input at each school level. Certainly the work the National College for School Leadership is doing around focusing school leaders on human resource management in a way that perhaps hitherto they have not been focused will contribute significantly at the school level. There is a sense in which there is not a single solution and it is rather dependent upon the size of the schools, the nature of the schools, the nature of the region, whether it is a rural region. A whole load of propositions are being looked at around on-line exchange and connection enabling

teachers to do that kind of thing as well. It is evident from the large number of discussions we have had with teachers on this, that those teachers whom you described as perhaps burned out are actually looking for something to recharge them and how can we offer that to them? What are the options on flexible working practices towards the end of a career, for example, or the options of continuing a commitment to pupil teaching, to class contact, but also supporting those coming into the profession? We really need to mine that nationally.

Q52 Valerie Davey: Young people at school are constantly being told these days that there is no such thing as a job for life; they have to be multi-skilled, they have to be prepared to change. Should we be telling them "with the exception of teaching"?
Mr Beattie: Recently, whenever I go to speak to groups of teachers one of the things I do is ask how many of them are closely related to a teacher, because when I was doing my MA many years ago most people coming into teaching had close relatives who had been teachers and that was what drew them in. The second question I now ask is how many of them are coming into teaching from a second career. Those numbers are now as large and even larger. It is already acknowledged within the profession that the new approach of people coming into the profession is very often not one of saying they are going to become a teacher, they will be here in 40 years' time and will draw their pension. The youngsters I speak to now are quite clear that they have career plans, they expect these career plans to be supported once they are in the profession, it may involve them working in schools for up to 5 or 10 years then they go off and do something else. They may well come back; they might not. The other side of that coin is that we are increasingly seeing people who have done something for 10 years deciding to come into the profession. I suppose the direct answer to your question is no, we would say the same to youngsters: it is not a job for life. It can be, but it is increasingly not being so.

Q53 Valerie Davey: What are you as the Council using as your criteria for retention? What is an investment? You said that it was not a good investment for people to be leaving. I understand that. There is a wastage. What do you mean by wastage? What are your expectations in terms of retention then? What are you actually saying to yourself when you are looking at the issue of retention? What criteria are you using? 20 years, 30 years?
Ms Stephens: You are looking at the quantification of that.

Q54 Valerie Davey: I am looking for some guideline as to what you are thinking.
Ms Stephens: We are not positioned to answer that. We have not gone down that track. The issue we focus upon is the one I referred to earlier. Of those who go, let us say the majority go for positive reasons.

Q55 Valerie Davey: You might be wanting to push some out. If you had a clear vision of the teaching profession these days and what it needed, is it physically possible or intellectually or emotionally possible to teach for 40 years these days?
Ms Stephens: There are some really interesting issues in there. One of the characteristics of teaching has been the extent to which the individual has been isolated in the classroom and certainly that desire to work with other adults and make a contribution to other parts of the education system. What we are looking at through a project the Council is doing is how to further diversify the possibilities within the education system such that teachers can retain a commitment to teaching as well as offering to other parts of the system. The Council is also interested in issues, for example, such as whether it is possible to find combinations where those who have the most attractive options elsewhere, for example, in science and technology sectors can also make a contribution as fully qualified teachers at the same time as, as well as, this notion of portfolio careers in and out. Is it possible to find ways where those individuals can keep their professional knowledge up to date in the sectors in which they work and offer some contribution to teaching? I do not think there is a sense now in which we can have any single model. I suspect a model of a full-time qualified teacher will always be the backbone of the system, but there is a range of other options which need to be investigated in order to modernise this profession, to give it an attractiveness which is beyond just that which is about the commitment to their pupils which of course is at the core.
Mr Beattie: May I answer the question directly about whether it is possible to have a lifetime career in teaching, which is what I had? It still is; although there is this pattern of people dropping in and out of teaching, it still is. It would not be possible in the way that it was in the past in the terms people have described in that you have gone in and you have got your chair in the corner of the staffroom and that is where you are going to be for the next 20 or 30 years. There is now an expectation for variety within that career. Within that variety would be things like sabbaticals, for example. Those can recharge batteries enormously well and enormously quickly by taking people out of the firing line, as they might see it. Usually, very often in cases I was familiar with, they went off to do some educational research and came back. Often they came back to the same place and applied and made a change. Sometimes they used that as a stepping stone to go on somewhere else, to another aspect of education. It is possible, but we would have to build in those sorts of opportunities that Sarah was talking about of mixing and matching with things you did. You might go off, as people did, and be literacy consultants. That is the current example. A number of people have been literacy and numeracy consultants, will do that for three years and then come back into school. We are thinking much more richly about the nature of a career of 30 or more years in education. That was the point Sarah was making about the other things they can do.

Valerie Davey: I am thinking rather differently, as a former teacher. The criterion is that it is for the benefit of young people. Perhaps they need in front of them people who have been something different, who have been engineers, who have been doctors or whatever it might be and who bring therefore a real richness back into the classroom, the people you are saying—and I keep meeting them too—they have decided, having had a lifetime in retail or a lifetime in something else, as it felt to them, 20 years, that actually they want to give something back and the way they want to give it back is by going into the classroom, by being a teacher. It seems to me we ought to be asking what retention is. Are we retaining them simply because it looks good on paper and we have an investment in them, or are we actually saying we ought to say this investment is 20 years, then we are going to re-invest or have new people. I just do not think that teaching ought any more to be a lifetime commitment, quite honestly, for the majority of people. There should be this in and out and we should be looking to bring people in and send people out. What the nation is doing is investing in people, not just for teaching, by giving them their degree, but actually saying their degree is for . . . and not being, as previously, worried about having to retain people. There is something unhealthy about it.

Chairman: I am just a little worried because we have a lot of material to cover. I want shorter questions and shorter answers. Do you want to pull the question out of that now?

Valerie Davey: Should we not be saying more cheerfully "Go" and "Come"?

Chairman: I see that GNER are just refurbishing their fleet which is through its half-life. I wonder whether half-life refurbishment for individuals is perhaps what we should be into, especially in teaching. I offer you that as a passing thought.

Q56 Valerie Davey: In your document you have the fact that you have in round terms 535,000 registered people. You also have 950,000 who are not fully registered. You have this huge bank of people to draw on. What is the problem?

Mr Meyrick: The 950,000 does cover a huge range of people from those people who have QTS and have had a full career in teaching and are now retired, to those who might be accessible in terms of being able to be brought back into the profession. It is about finding strategies to deal with those different groups of people, some of whom it would be very appropriate to attract back in the sort of way we are talking about. A lot of people out there do not have QTS and they need to be attracted into the profession as well and those people need to be encouraged to find ways into QTS so they can come into the profession as well. It is finding the right approach for the right groups.

Q57 Chairman: Earlier Sarah said that the sort of thing you are getting into is the stuff where you can find evidence, you want to base our views on evidence, which this Committee would applaud and this is what we consistently ask the Government to do, to base their policy on evidence. Surely there is evidence here—you do not have to invent this—a whole range of sectors and professions which has these problems. They are not unique to teaching. They go across a large number of callings and professions and jobs people do. Surely part of your job could be to try to get the best practice or good practice in these other disciplines, other sectors and help apply them. I do not see how you can do it with the measly amount of money you are spending on research at the moment. Is this the sort of research and comparison you would like to bring together? What I am getting at is that you said you want to base policies on research, on evidence. In this very area of teacher retention, it seems to me you are not looking outward, you are looking inward. You are not looking at what is happening in other sectors because retention of staff is not individual or unique to your profession.

Ms Stephens: I would accept that as yet we have not undertaken any specific study across professional comparisons. That is the case. In the first instance, we have sought to understand those factors which are propelling people from the profession and those which are specific to teaching, those which are in the nature, as the individuals who are leaving or intend to leave see it, of teaching itself. That has been our first point.

Q58 Chairman: What are the Government and the Department saying to you? They have a big research budget, they have a lot of people commissioning and carrying out research. What are they saying? What is the dialogue between you? They do have knowledge of much of this material.

Ms Stephens: Surely. Certainly in our first advice to the Government on retention, we suggested to them that they fund a study to look at those factors now, currently, which are influencing retention and they did indeed do that and that study is about to report. It is a study which was commissioned from the University of Liverpool, Professor Smithers.

Mr Hill: To give some examples which would demonstrate how the relatively small amount of money spent on research by the General Teaching Council nonetheless enables us to gather evidence, the forthcoming report from the University of Liverpool is an example of where our advice has at least contributed to the commissioning of a substantial piece of research, which will be very important to the work of the Select Committee for sure. One of our other recommendations in the initial advice on recruitment and retention was to do with a longitudinal study of the different routes into teaching and recommending that a study be made of that to look at how cost effective it proved, but also to look at the extent to which teachers entering the profession by the different routes felt prepared and then coped with their early professional development and so on. That relates back to questions about where we find ourselves in terms of how long we want teachers to be retained for. If you are looking at teachers' training, before they become teachers and their early professional development, clearly what we are looking for is teachers who, even

after three or four years, go off to do something else, by the time they get to that point feel they are members of the profession, feel they are equipped to do the job and come back. In relation to that we and the Teachers' Training Agency have put in a certain amount of money for a five- or six-year project with the Department putting in a more substantial amount of money and that is about to happen.

Q59 Chairman: Are you telling me that GTC or the Government have never looked at those schools or those regions or sub-regions where you do not have a problem with retention, where people actually stay in the school, there is stability in the school and much better practice and perhaps the lessons could be learned quite quickly in terms of evaluation? Is it better in places like Northern Ireland, which we recently visited, where you have very highly qualified entrants into the teaching profession? Is that within your knowledge?

Mr Hill: That is certainly not within our knowledge at the moment in terms of research. The other examples I would have given include the one in the memorandum to you with the Open University looking at mature entrants to the profession. Interestingly they are already finding that they are less likely than might have first been thought to go off and do something else. You have a memo about that. Also, not in relation to Northern Ireland, although I know of an example in Northern Ireland that these researchers are aware of, our commissioning with SAGA of a piece of research specifically into what happens with those experienced teachers towards the end of their careers, moving some research which was previously done based only on the accounts given by teachers themselves to identify and look in depth at some examples of good process within schools in relation to older teachers. That work will be carried out in partnership with SAGA and researchers.

Chairman: John, you were looking a bit puzzled about the line of questioning. What I was trying to get at was the difference between the unions and you. You are different from the unions. You opened this session by saying you were different from the teachers' trade unions. You said when you get into the policy areas you are different because you base your campaigns or your dialogues with government on evidence. What I am trying to draw out is that if you are doing that we have to know where that evidence is. Part of our inquiry at the moment is to find whether you know about evidence, in the Department, in your own knowledge, it may be international studies, which can help this Committee. That is what I was trying to draw out.

Q60 Mr Pollard: I am not very good at sums but on a quick calculation a 14% response rate is a very small response to the general survey which you did on teachers' views on teaching. In line with what the Chairman said about having a small pot for research and that you wanted it evidence-based, I wonder what value that actually has and whether you would have been better concentrating on the retention bit of it and asking those who were leaving why they were leaving, if it is a problem. May I give an example, as somebody sitting around this table who started off as a chemical engineer, then worked for a charity for the homeless as a director of housing and then an MP, looking forward to joining the Chairman in the Lords in due course, last Tuesday I was made an honorary of the Royal College of Midwives and I am looking forward to delivering my first baby. What I am saying is that you can go through your career and have real distinct changes and that is a good thing, not a bad thing. That follows on from what Valerie was saying earlier. We should encourage this. This enriches rather than being a worry. It might be a worry if a lot were coming in and then going straight out again so you were left with none. That is where you should really be focusing. There is a question there somewhere.

Ms Stephens: To pick up on one point along the way there, we have, as you said, put some proposals forward to the Government to do just the kind of research work you suggested and they have picked up on that. The study is due to be completed shortly and will indeed address that. Just to reflect for a moment on the point about whether the Council is suggesting that it is a reasonable proposition to attempt to chain an individual into one career strand, no, we are not. What we are saying is that when they go—at the risk of repeating myself—let us hope that they feel they can advocate on behalf of teaching, because at the moment that is not the picture.

Mr Beattie: I was not looking puzzled at your question, Chairman, I was making a note about Northern Ireland. I was talking to my opposite number on the Northern Ireland TC not too long ago and this was one issue we did not discuss. We will the next time. We have learned something.

Q61 Paul Holmes: Can we explore some of the figures on recruitment into teacher training and retention within the first year or two of new teachers? The Teacher Training Agency says that about 25% of trainee teachers do not complete their course at all. The GTC says that another 25% of the remainder have not completed their course, they do not turn qualified teacher status into fully qualified teacher status. That would work out at around 40% of all people who started teacher training courses not becoming fully qualified teachers one way or another.

Mr Hill: It would do, although you also have to allow for the fact that the 25% figure we give in relation to completion of induction years does not mean there are not teachers who will not go on to complete their induction years beyond that. Those two figures you have just used in a way continue to set the context which was set a couple of years ago through the work of Professor Smithers and through the work of Martin Johnson at the IPPR, where they both did similar but slightly different calculations and came up with a figure in Professor Smithers' case and it is there in *The Reality of School Staffing*, a more recent report produced in the autumn for the National Union of Teachers, that from the point where anyone enters teacher training to a point three

years into their career anything up to 50% of those who were there at the beginning have gone. You can check the precise figures in the report.

Q62 Paul Holmes: If around 40% either do not complete teacher training or turn QTS into fully qualified teacher status, you then have up to another 20% who, within two or three years, have left teaching very, very early on. You have somewhere between 50 and 60% of the people, who started teacher training courses, who within two, three, four years are out of teaching or never entered it at all. Is that sort of wastage rate, 50, 60%, good or bad? We have already said it is difficult to compare with other professions, but surely a 50 or 60% wastage rate is pretty alarming.
Mr Hill: The point to make about that is that in comparison, for example, to another profession, if you are talking about the expenditure of public money on the training of people who will eventually be teachers, who you hope, even if they follow a modern career path and teach for a while and then go off, will come back, you are still talking about a big loss. Whether it is nonetheless acceptable, because that is what you have to do in order to get the right number of people coming out of the system at the other end of it, may be argued differently by others, but certainly it was the original cause of concern in the General Teaching Council among others, going back to 2001 when the initial advice was given.

Q63 Paul Holmes: Are you aware of any studies in the past, in the 1980s or 1970s, on the same sort of topic, which would say that things are exactly the same as they were then, or they are getting worse, or they are getting better?
Mr Hill: I am not aware of anything comparable with those figures. The figures in 2001 were based on teachers who had been in their induction year in 1998 and the most recent complete set of figures I could come across, which might enable a similar calculation to be done, would be 1999, which is why I think the two percentages you have offered, based on things more recently, are quite helpful and suggest that the scale of the problem is probably still there.

Q64 Paul Holmes: So you are not aware of any studies from the previous 20 or 30 years which you can compare back to. What about other professions, nurses, doctors, lawyers, whatever? Are there any side comparisons to make? Would they accept that a 50 or 60% wastage rate was good or bad?
Mr Hill: I do not know whether we could provide the evidence here, but I am sure we could find it. In relation to the medical profession, doctors, quite clearly you would not get that kind of wastage rate from a point at the beginning of training to a point in their service.

Q65 Chairman: A very high percentage of women who study medicine, after seven years of training, never ever actually practise. It is a very high percentage. Have you checked the percentages?
Ms Stephens: Although I understand that there was an STRB commissioned report in 1999 which at that time showed, to the extent it is possible to show the data and comparability, that the health sector was in a better state in this respect. You may want to refer yourselves to that.

Q66 Paul Holmes: Is that sort of comparison or study or digging back over research from 20 years ago on teacher training retention not something which should be done as a matter of priority by either you or government or both? Are you not flailing in the dark a little bit if you do not even know whether 50 or 60% wastage rate is good, bad, improving, getting worse? Is that not a priority you should be looking at?
Ms Stephens: Yes, I believe it is a national priority.
Mr Beattie: It may be though that it was bad news even then. If they turned out to be comparable figures, there is not much comfort in that particularly. Yes, it is something we can do, certainly.

Q67 Paul Holmes: So it is something the GTC intend to undertake.
Ms Stephens: Whether we have the resource to take that kind of survey is in question.

Q68 Mr Pollard: Or whether you should be doing it in the first place.
Ms Stephens: Or whether indeed it should be done at all.

Q69 Paul Holmes: In the sense of flailing in the dark, the Government has then come up with some solutions to all these problems such as golden hellos, paying for training bursaries for certain categories of subject and not others. Is it too early to say or are there any figures, any estimates of how successful things like that are? Do the students who get their training bursaries paid for stay in teaching any longer as a result? Do the ones who get the golden hellos stay any longer than the ones who do not?
Ms Stephens: It really is too early to say. Certainly the cohort study we have advised the Government to fund, but which we are also supporting with modest amounts of money, will actually get to those very issues, the diversification of entry routes, what benefits they have in terms of retention, in terms of career progression, in terms of quality of teaching. That study will also look at the extent to which incentivisation of particular routes or particular subjects actually has a payback in terms of retention.

Q70 Paul Holmes: There is a golden handcuff effect as well. If you get your training bursary, if you get the golden hello, you have to stay in teaching for a certain minimum period of time, but what is the limit, how long do you have to stay?
Ms Stephens: I am afraid I do not have that detail.
Mr Hill: No, I do not have that.

Q71 Paul Holmes: I was a teacher up until two years ago and anecdotally I have had it suggested to me that there is certainly a noticeable trend now in

people who have come in under this system who are staying for the minimum period and then they are out. They have borrowed under some of the student loans and all the rest of it and once they have done the minimum they are off. Presumably the Government has analysed that to see whether it is a good investment of money and training or not.

Mr Hill: The cohort study[15] to which I referred earlier will also explore another concern that we have about some of these incentives and which was flagged up in the initial advice in 2001 along the lines of being aware that some recruitment policies could have an adverse effect on retention at the other end. We have anecdotal and slightly more than anecdotal evidence from teachers at teacher meetings that some of the young teachers who worked in the GTC, LEA, CPD projects are recipients, for example, of golden hellos or recently, for example, have had opportunities to have their student loans repaid and so on. There are others who have not benefited from it and two things seem to be going on there. One is, quite understandably, that some people feel put out that they have not benefited. More worryingly, I would suggest, there is also the financial aspect of it as well. Some of those missing these opportunities are slightly older teachers and they may have been the very things which would have enabled them to pay off some of their debts and they are still fighting with those debts. It would then mean that in terms of teacher retention, not on a national scale but in terms of the areas where they work, they simply will not be able to afford to continue to teach in that particular area because of the cost of living in that area and they may go somewhere else. There are other things to explore in relation to the effects of some of those incentives which no doubt have made a difference to some teachers.

Q72 Paul Holmes: There was a suggestion that the Open University study looking at training teachers who go in through work-based training rather than BEds or PGCEs, that they might actually be staying in teaching more than was expected.

Mr Hill: The cohort study will examine all the different routes to teaching. I am also aware from the NASBTT conference, the National Association for School Based Teacher Training, that a claim was made there that the retention rates for teachers entering through training school routes is in excess of 90%. That was probably mentioned in the memo. It would be very interesting to see the extent to which that was true and sustained over time. In terms of the joint conference we held at the Institute of Education in the autumn, the conference looking at issues around initial teacher training, the interpretation of why that might be had a lot to do with the notion that teachers trained through those routes are better prepared for hitting the ground running and understanding the realities of the job they are going to take on when they move over to their induction year. I am also aware of counter evidence in relation to the quality of some of the teaching and Ofsted reservations about some of those routes. It is not the whole solution to the problem but it is an area which needs further investigation, which the cohort study would certainly do.

Q73 Jonathan Shaw: Would the cohort of students through the initial teacher training programme tend to be older students? You advised us that a greater number of teachers tend to stay on after their training, who are perhaps coming into it as their second career.

Mr Hill: The average age of people entering teaching is higher than it was and marginally even higher for black and ethnic minority groups. The mature entrants study, which is a different thing, undertaken by the Open University, specifically looked at those entering through some of those various routes on the basis of them being older entrants and having come from other backgrounds, though interestingly about 10% of them, on the initial evidence—and it is very initial evidence—had recently had some experience of working in schools, which is what motivated them then to think they would become teachers.

Q74 Jonathan Shaw: You briefly referred to ethnic minority and black teachers. The survey which you and MORI undertook looked at gender, age, sector, employment status but not ethnic origin.

Mr Hill: It did actually collect ethnicity data, but it does not feature in any of the evidence provided to you.

Q75 Jonathan Shaw: It does not feature. Can you illuminate the Committee? What are your findings?

Mr Hill: The best thing we can offer to do is send you some information about the survey.[16] We commissioned London Metropolitan University to look further at the survey from the point of view of ethnicity. One of the problems is the numbers of teachers involved and whether there are enough of them to make it useful.

Ms Stephens: Just to make that group data robust; whether there are indeed sufficient numbers who responded. We are clear on the survey that it is broadly representative in terms of gender, in terms of sex, in terms of region. I just want to be clear about this. We are not as confident on the issues of ethnicity, service and position, in terms of the research methodology and the response from it.

Q76 Jonathan Shaw: Certainly it was a concern of the Committee. When we visited Birmingham this was spelled out very clearly, particularly in terms of role models for young black men and under-achievement in that particular cohort. So obviously we should be interested in understanding any information you might have, particularly if it could pinpoint areas which seemed to be doing well in terms of retention of ethnic minority teachers. We should be particularly interested in that.

[15] *Note by witness:* this study, in partnership with the TTA and DfES, is entitled *'Research into ITT, Induction and EPD: a comparative study of teachers' experiences as trainees and their early career progression'.*

[16] Ev 27

Mr Hill: For your information, the Teacher Training Agency have a report, referred to as the Carrington Report, which did some useful work on issues to do with recruitment. It is a recruitment issue as much as retention issue of the black minority ethnic teachers. The national college's study focused more on those who have made it to leadership in order to examine possibly the major retention issue in relation to those teachers: the fact that they are ambitious but appear to hit a glass ceiling when it comes to promotion. Also for your information, but I cannot comment on this as it is not yet a public report, the other major report which has almost reached the point at which it will be a final report, commissioned by the department, is one from the University of Glasgow and looks at aspects of teachers' careers in relation to gender, disability, ethnicity and sexual orientation and that has further information about issues to do with recruitment and retention of black and minority ethnic teachers.

Q77 Jonathan Shaw: We see in the papers today that a particular school says that they are not going to have traditional sports days; they do not want competition amongst their kids, they want inclusive problem solving. They will all come first. Mr Beattie, you said you were concerned about teaching. Sports teaching is an important part of the curriculum. We hear it time and again. You can say that is a peripheral media story, but presumably the media would make an enquiry of the General Teaching Council as to what your view is. Would the GTC have views on that?
Mr Beattie: I have not heard about that and I certainly have not heard from the press.

Q78 Jonathan Shaw: It is in *The Times* today.
Mr Beattie: Is it? I have a copy of *The Times*; I must get round to reading it. Without knowing the details I could not possibly comment on the case, except to say that I share your view that healthy activities, sporting or otherwise, should be part of the curriculum for all children.

Q79 Jonathan Shaw: In a competitive way?
Mr Beattie: I have no objection to competition and most of the children I know who have undertaken sport and other activities like that appear not to have either. I would not necessarily make it compulsory. On the other hand I would also encourage problem solving activities, enquiry based learning and all those other things. I do not think it is a choice: there is a place for both of them.

Q80 Chairman: What I am trying to tease out of you in a sense is what we started off with, the firmness of your role. The parallel with the GTC was always drawn with the General Medical Council, the GMC. What I am trying to get out of the discussion is whether you are a General Medical Council model or whether you are a BMA model. At one moment you sound more like the BMA than like the GMC. It came out strongly when Keith was answering a question. He started by saying it was all anecdotal but he was going to tell us about it. Then Sarah referred to the MORI poll, which is interesting but not exactly frontline academic research. You have a piece of research which we have in common with you, although we have not been allowed to see it, in the sense that we share a specialist adviser who wrote part of that report and we will, I hope, be able to see it at a certain stage. You are telling us you are the GTC, you have been going for two and a half years. We are a Select Committee just starting an inquiry into why or whether we have problems with teacher recruitment and retention and I am not getting a clear focus from the four of you, or any firm idea about whether there is a problem and if so where its roots are. I am sorry, I am not being rude but I am giving you a second chance.
Mr Beattie: The distinction between the General Medical Council and the British Medical Association is one which is unknown to me so I cannot respond to that. Certainly in terms of the retention issue—and it is an issue rather than a problem—we are at the stage, on the basis of the MORI survey which you described. My colleagues' research and discussion and policy work in other areas, identifying what at the moment are the strands and trends and information there, are about retention or lack of retention in the teaching profession. I am quite clear that our intention in all this is to identify the sort of good practice which will enable the profession to enable good practitioners who wanted to remain in the profession to do so constructively and fruitfully over a number of years. Does that help?

Q81 Chairman: It does. What was the most worrying thing for you out of the MORI poll when you read it through?
Mr Beattie: For myself—and it was a very small sample—it was the feeling amongst teachers from ethnic minorities that the respect they received was less than their white counterparts and in some cases they felt that perhaps even their professions did not accord them the same sort of respect as they did to their white colleagues.
Chairman: I partly share that, but what seemed to mark the profession off was that a lot of the responses in a sense were what we might have considered them to be. When we get to the lower respect teachers get from the public, from parents, from politicians, personally I thought that was absolutely mind bogglingly more extreme than I would have guessed.

Q82 Ms Munn: I want to raise an issue which is related to that, about the bunker mentality "I am okay with my kids in my school and my parents know me and I get a reasonable level of respect, but generally I do not". Then when you come onto the issue of the image of the teaching profession, it seemed to be that 56% thought the Government must become a better advocate of teachers and the career of teaching, but only 10% of teachers thought they themselves could do more to promote their achievements. There almost seems to be this feeling

not just of nobody liking them, but that it is not their job to do something about it, which I think is enormously worrying.

Mr Beattie: Yes, it is a worrying factor. Even if this is a reasonably small sample, the fact that that number of people feel that way is something we ought to be concerned about. We are certainly concerned about it. What we can do about it is another matter. One of the things we set out to do is make the profession feel better about itself and slowly we are beginning to do that. It is a significant message to us as a nation that this number of teachers feel that way about how they are perceived.

Q83 Ms Munn: What is the message you are going to be giving to teachers about this being a two-way thing, that it is not just up to everybody else to do something about saying how wonderful teachers are, which a lot of us do quite a bit of the time in our constituency life? Should they not be doing something about it themselves? In a sense we as MPs suffer from the same thing. A lot of people will say they have no time for MPs, but if you ask about their own MP, they say they are doing a good job, or they are taking up an issue on their behalf. It is in our interests because we have to get elected, but we take on the importance of portraying ourselves and doing what we can to make sure that we come across well to the public. Should something not be done about the fact that teachers do not see that they themselves have to get out there?

Ms Stephens: And advocate on behalf of teachers. We return to the issue, do we not, which we touched upon earlier? We do seem to have a position at the moment where few teachers feel that they wish to have that advocacy role on behalf of teachers, because their professional experience has been such that they do not wish to recommend it. Of course that is not all, but it is a significant factor within the profession. Part of dislodging that has to be our role in supporting that professional experience, getting it right, getting it right so that teachers, when they come into the profession, have a good range of challenges and a framework of professional support, which is commensurate with other graduate employment opportunities. Part of our role is also about revealing those teachers who do feel able to say that thus far their professional experience is this. And working with the media on that, we have begun that process of identifying those teachers.

Q84 Ms Munn: The issue for me though is that it is not just about somebody going out and saying come on in this is a great job to do. It is also about teachers themselves talking about what they are achieving. You might not want to be somebody who suggests to somebody else that they do this job, but that does not mean you should not have pride in what you do. We have some of the best results we have had in literacy and numeracy. That is down to teachers; it is down to additional resources, but it is down to teachers. I would want to see them prepared to go out and argue that. Changing people's views and the public's views about how teachers think cannot be done by Charles Clarke standing up and saying teachers do a good job. That is the important thing.

Ms Stephens: I am sure that is right and part of our role is on that level, to enable the profession to articulate what it is that it does do. Even now we have a popular conception that teachers stand and deliver, that it is quite a simple transmission model which goes on in the classroom. Actually what teachers do is pretty complex stuff. For teachers to be able to make that clear and the results of their achievement is vitally important and we are certainly attempting to work with teachers to enable them at local, regional, national level to reveal that, for example through the media, giving them opportunities to do that.

Q85 Chairman: What are the subject areas which most concern you at the moment in terms of shortage of teachers?

Mr Hill: In relation to the way the curriculum will be changing, the demand for teachers will be changing according to the way individual schools interpret curriculum 14–19 with time in relation to some of those vocational subjects. I would look to the core subjects in particular, but on the basis of the TTA targets and applications, and that is obviously not the be-all and end-all of how many teachers you are getting, they point to the situation in science subjects and maths as a concern, for the simple reason that those subjects are going to continue to be important in every school, whatever way individual schools interpret the increased responsibilities there within curriculum 14–19.

Q86 Paul Holmes: I was tempted to pick up several things, but I will not, or we will be sidetracked into party-political slanging. So may I ask you a different question, but carrying on from something you said earlier? In terms of the role of the General Teaching Council, and you were talking about the Teacher Training Agency, what is the point of having two different bodies like that? Why does the Teacher Training Agency not just get taken over by the GTC, for example? Why have two separate bodies?

Mr Beattie: The immediate objection to that would be that at the moment we are not in a position to do so. We have quite a lot on our plate as it is. What might happen in the future is another matter. At the moment, we work quite closely with the TTA on a number of issues. We are certainly not big enough to do all that would need to be done in that respect at the moment. They have practice and expertise in the field which at the moment we are happy to share with them.

Ms Stephens: The TTA administers large-scale processes. The General Teaching Council is not an administrative body. It is a body which enables self-regulation and advice to Government on behalf of the education community, including teachers. Anything of a different nature would require a change in remit. It is not one we seek. We see these two roles as key roles in influencing the contribution teachers make to pupil learning in the public interest and we do not see ourselves as an administrative

body of the recruitment and supply of the profession. Indeed neither does the GTC. There are no easy comparators to reach there.

Q87 Paul Holmes: If the General Teaching Council is to have a real role for teachers—and I was a school teacher when the GTC was set up and refused to join it at the time—if teachers are really going to think yes, this organisation is standing up for us and representing us and so forth, should you not get more teeth in some way? It is hard to imagine the BMA saying they want to have a say in how doctors are trained. Why should you not, if you are an organisation which is really going to stand up for teachers or regulate teachers, have more resources? You were saying earlier that you do not have the resources to commission research and comparisons. Should you not have more resources and more involvement in what is going on, if you are going to do a real job on behalf of teachers whom you are there to represent and regulate.
Ms Stephens: In terms of the definition of qualified teacher status standards, they are the responsibility of the Secretary of State. The primary point of advice thus far is the TTA. We made a significant contribution to the last revisions to the QTS standards, which after all define the training upon which professional entry is based. The General Teaching Council's code of values is now part of the qualified teacher status standards. That has been an important move for the profession in that they are values which have been signed up to through consultation with the profession. The Council believes that there is an issue in how the enactment of professional standards occurs. Are professional standards best carried into the classroom through the profession having a significant contribution to their definition? That is a role we can helpfully fulfil: ensuring that is the case. On the issue of professional development, we are making a major contribution. We have just set out a professional learning framework which maps the kinds of professional development which teachers and research show are effective in supporting pupil learning.
Mr Beattie: We do have a very real role and that role is the regulatory role. This is the first time this profession has been regulated in this way. It is a major undertaking and our core activity at the moment is to get that registration perfect and to carry on with the regulatory, disciplinary work and build up that clear code of standards and conduct that we want for the profession.
Chairman: Thank you for that. I want to look at reasons for leaving the profession now in more depth.

Q88 Mr Chaytor: Of those who leave the profession at whatever stage of their career, is there a significant difference between primary and secondary teachers?
Mr Hill: In terms of numbers or the reasons?

Q89 Mr Chaytor: Yes, is there statistically a significant difference indicating that either secondary are more disaffected or primary are more disaffected or is it across the board?
Mr Hill: No. There are some differences in the reasons those who leave give for leaving in the same way that in our survey there were differences in the reasons teachers gave for being demotivated and having thought about leaving. The biggest ones emerging in secondary are clearly the increased emphasis on behaviour management, behaviour issues with students being a factor.

Q90 Mr Chaytor: Is there a difference between those who were recruited at the beginning of their career and those who were recruited as mature students, that is to say are those who came in without having experienced anything else more likely to want to leave early?
Mr Hill: It would be interesting to see what comes through in this mature entrants study in relation to the question about people who have come in with experience of other things. I could not comment on what that shows at this particular time. What is very clear, not just through our survey evidence or the University of Liverpool evidence, that you will have access to through the Department, is that the feedback on the induction year, going through the annual mid-year survey done by the TTA on the evaluation of teacher training has identified behaviour management and ICT as key areas for development. The suspicion has to be, although I do not have it broken down into primary and secondary, that behaviour management will matter even more to secondary for the simple reason that it seems to matter more to secondary teachers than primary teachers in general.

Q91 Mr Chaytor: One of the issues you raise in your submission to the Committee is the question of flexible working patterns for those reaching the end of their career. What are the real specific obstructions to getting a more flexible system as people approach retirement? Is it simply the pension being based on the last three years' salary or however it works? How could the system be made more flexible and what representations have you made to the Government to suggest it should be made more flexible?
Mr Hill: The detail of what goes on in pensions is much more in the area of pay and conditions, so it would be for the teachers' unions to make specific recommendations.

Q92 Mr Chaytor: You made the point in your submission, so presumably the GTC has a view as to how it should change. What is the essence of the problem?
Mr Hill: The essence of the problem at the moment is that teachers who might seek to work less and stage an exit to their careers are largely bound by their own personal financial circumstances which would include the implications for their pension if they reduced the numbers of days a week worked.

Q93 Mr Chaytor: Is that not always going to be the case? You seem to be arguing that the traditional model of working until you are 60 and suddenly retiring needs to be changed, needs to be made more

flexible, but the problem of making it more flexible is always going to be a financial one, is it not? What I am trying to get at is whether there is something within the teachers' pension scheme which prevents it being more flexible for those who have the financial stability or the financial security to work less.

Mr Hill: Clearly there is. Our reference to flexible employment, both in the case of teachers reaching the end of their careers and in more general terms, has more to do with the middle of their careers with reduced hours worked, part-time work, job sharing and so on. With teachers at the end of their careers it also has to do with what they do with their time and whether there are ways in which those teachers would be able to continue to work full time for longer.

Q94 Chairman: David Chaytor is asking you a specific question. Those of us who have talked to senior police officers about how to keep good experienced police officers who would like to stay on, have asked them what inducements there should be in pension and other arrangements, in order to attract senior officers, officers of any rank, particularly senior and middle ranking officers, to stay on for five or ten years. They have a specific number of very detailed suggestions as to how you could change pension arrangements and so on in order to do that. Have the General Teaching Council got specific proposals to make it more attractive for your people to stay on?

Ms Stephens: No, we do not. We believe that is the proper work of the teachers' unions in negotiating different terms and conditions which apply to the profession and that is outside our remit.

Q95 Mr Chaytor: Your brief is to advise Government on all aspects of the profession, so how can that be outside your remit? This is a key issue to maximise the potential of long-serving career teachers.

Ms Stephens: Absolutely. We would advise them to work with the teachers' unions on such a matter; that would be our advice.

Q96 Mr Chaytor: It is not very helpful advice.

Mr Beattie: I must come to my colleague's support here. We have to be very, very careful the minute we enter this arena of pay and conditions; there are great sensitivities around that. To answer one of the questions which was asked earlier, there is already a stepping down arrangement in the teachers' pension scheme. If you no longer want to carry particular responsibility, then you can negotiate that.

Q97 Mr Chaytor: You cannot negotiate stepping down to 50% or 75%.

Mr Beattie: I do not know the details of it. I have known colleagues who were interested and I have told them that there is such an arrangement and they should phone the union and they will be told about it. That is the extent of my knowledge. That is something we really cannot get involved in. On the other hand, I can foresee ways in which you could take early retirement. I have a number of colleagues at the moment taking early retirement—two to be precise—who are going to find life quite difficult as a result, but they are determined to go. I could foresee a situation in schools where we began to recognise this as a professional issue and not an individual issue, just solitary individuals who are finding life hard and want to get out, where we say there is a great reservoir of experience in those people, they carry the history of the profession to some extent and it is going to be lost when they go. So let us look at some of the things we can do. What is it that makes their lives so difficult at the moment? It is probably teaching full time in the way they always have done. On the other hand—we talked earlier about entrants coming into the profession—let us move them into mentoring positions, let us give them the opportunity to be responsible for performance management, so they can use their expertise as teachers to watch young teachers teaching and suggest how they might do things differently in the light of their greater experience. Let us see whether we can send them out to do some work with our primary colleagues. The ones I am talking about at the moment do have areas of expertise which would be quite useful in primary schools. If I look at the situation with which I am familiar, which is a very large secondary school, the only one in town with a whole series of satellite primary schools feeding into it, because we have the sort of committee where all the heads of primary schools come together with our own head and consult on issues for the whole town, we could start in that sort of situation to develop a scheme whereby some of the teachers like that might move out to do some things in primary schools and they could swop. It would be quite useful to have the primary maths teacher who is currently teaching key stage 2 maths to come and work in key stage 3, for instance. That sort of thing. It would have to be local solutions and that is one of the things.

Q98 Mr Chaytor: Have you advised the Government about these options or are you going to?

Mr Beattie: We have not done yet. We need to work those through in our own committees first before we can go to the Government with them.

Q99 Mr Chaytor: Can I shift the topic a little? In terms of the reasons for people leaving, the workload, the initiative overload and so on, do you think the Government has responded to the messages from that survey in recent times? How do you think the proposals on reforming the workforce will help or hinder that?

Mr Beattie: Speaking in purely personal terms, the Government clearly has responded in terms of the work on the remodelling of the school workforce. How the individual proposals will work out in practice we will have to wait and see. I hope that they will be really successful, but I am going to call my colleagues from the research and policy departments to carry on this discussion.

Ms Stephens: Certainly we made the case to the Government, one that had long been evident, that, particularly in primary schools, teachers had not had any guaranteed time for preparation and planning for assessment. It seemed to us that this was a key factor, not only in retention but also in quality of teaching in the classroom. The national agreement, as you will be aware, is designed to deliver changes on that basis. The extent to which those are realised is really in the air at the moment, particularly in the current funding environment, but one does not need to go much further on that.

Q100 Mr Chaytor: What about the initiative overload then, or slowing down of the pace of new initiatives? Do you detect any positive response by the Government there or do you think the pace of change has carried on?
Mr Beattie: Mr Miliband got a round of applause, the first round of applause we have ever had at the General Teaching Council, when he announced that he had yet to launch any initiatives. There does seem to be some movement in that direction. I would sense at the moment that there is a wave of initiatives around, but on the other hand I have just seen a consultation document on the achievement of ethnic minority students and just last week there was something about styles of teaching and learning which the Government wants to bring into schools. So there are initiatives out there. I suppose what we must hope is that the sorts of initiatives which now come over the horizon are recognised by the profession as being helpful to them but primarily to their students first of all and then to themselves rather than initiatives which they see as an additional burden on already overworked teachers.

Q101 Mr Chaytor: In terms of the bureaucracy which is often related to initiatives, do you have any sense that the level of bureaucratic demands in terms of record keeping or completion of returns is improving?
Mr Beattie: I have only anecdotal evidence on that and at the moment the sense is that it is not noticeable. My colleagues may have more specialist information.
Ms Stephens: Just in terms of the extent to which Government is acting. A new unit has been set up of teachers and head teachers, the implementation review unit, which is going to act as a monitor on that very point of the extent of reduction of bureaucracy, of unnecessary paperwork.
Mr Hill: In relation to the original question, I might want to say more about some of the other things the Government has been doing which address key factors that teachers have cited for either low morale or actually leaving the profession. We have reducing workload but we also have the improving behaviour and attendance programme as another. We have been advocates of a CPD strategy and although GTC will be giving further advice on its reservations about where that is heading, that has been a major factor which has addressed the sorts of issues. We have already highlighted our main concern that the missing bit has something to do with what we have described as accountability in relation to things to do with inspection and assessment procedures as they exist at the moment.
Ms Stephens: One of the things we would say to Government in all of this is that as you monitor the effects of reduction of workload, as you monitor for the effects of the increase in professional time, also monitor for the effects on morale, also monitor for the effects on retention.

Q102 Mr Chaytor: Are the two separate? Is one not a proxy for the other?
Mr Hill: Something we have not said clearly enough from the beginning, and I would certainly have said it in response to the question about the major thing I would take from the survey, is that the headline grabbing from the survey was all to do with the extent to which there might be so many teachers leaving within a certain period of time and it was unpicked and it was clearly misleading and unhelpful. You can ask probing questions about the extent to which there is or is not a retention problem, but what the survey does highlight very clearly is that there is an issue of teacher morale and it is an issue which leads to quite surprising findings, like the one you mentioned in relation to the 10% who saw it as not their responsibility to do anything about the public perception of teachers, but that is not my experience of what teachers do on a day to day basis in their contact with parents. We cannot emphasise enough the extent to which that survey and the other evidence to do with the reasons teachers give that they might leave are also to do with teacher morale and an indication of where that is in the profession at the moment. The other big thing to say about retention is that whatever the global picture, and you know this only too well in relation to the secondary subject specialists, and certainly the London situation, the way in which teacher supply and teacher retention issues can impact on individual schools can be quite substantial and there are differential effects to be considered.

Q103 Valerie Davey: The Government has responded to the workload concern by emphasising the need for more teaching assistants. That is an area which has been either acceptable or contentious, depending on the different trade unions. How do you feel about that and how do these new assistants coming in, these higher level assistants, come into your responsibility or do they not? Are they part of your brief? Could they be registered with you or not?
Ms Stephens: On the first part of your question, our view would be that teachers are those primarily responsible for the teaching of pupils. Extended support through the contribution of properly trained other adults has been seen to be beneficial. There is some limited research evidence, there is a wealth of intuitive evidence, testimony from the profession and there is some correlation on school improvement as well. To that extent, and to the extent that other adults in other capacities can relieve some of the administrative burden of teachers for which their training presumably was not destined, the Council supports the contribution

other adults make, underpinned by clear national standards and clear training. Currently the high level training assistants do not fall within the provision of the legislation for the General Teaching Council, which was set out to register those who have qualified teacher status. There is nationally an issue on para-professionals and the extent to which they are within the regulatory frameworks that more highly qualified and trained individuals are. It is not just in the teaching profession, it is wider than that, although my understanding is—I would not say this with absolute conviction—that the new Social Care Council does embrace para-professionals as well as those trained as social workers. I am pretty sure that is the case.

Mr Meyrick: That is my understanding.

Ms Stephens: There may be something of an irony in that those with the greatest levels of scrutiny and public accountability are those with the greater levels of training.

Mr Meyrick: The General Social Care Council will embrace all types of social worker. It is not a requirement at the moment for any of those people to be registered with the General Social Care Council. I understand that the intention is that gradually certain types of jobs will come under the requirement through employment requirements but at the moment the General Social Care Council is entirely voluntary based.

Q104 Valerie Davey: Do you anticipate that this will or should be an extension of your work, given that this is certainly within the education ambit and will be increasingly in the future, together with the important role of managing that group which is the teachers' responsibility.

Ms Stephens: There would be merit in having a sensible discussion with Government about that. That would be the position of the Council generally; that is not a personal view. There would be merit in having a discussion about whether that might be a problem.

Q105 Chairman: That does bring us back to the definition of your role, whether you are a regulator and whether, if you are a regulator, everything else you might be tempted to do—because it is so tempting to do other things once you are set up—could make it very difficult for you to run that regulatory role in quite the independent way that people would want you to?

Mr Meyrick: It is important to go back to the legislative framework which establishes us and also to look in some senses at the differences already highlighted between ourselves and an organisation like the General Medical Council. We have been given a dual responsibility to regulate the profession but also to provide statutory advice to the Secretary of State and others on a whole range of other issues. We have not been given, as the General Medical Council has, the responsibility of inspecting the provision of teacher training, where the General Medical Council has a responsibility to inspect the provision of medical education. We have not been given the responsibility to set the standards for qualified teacher status. The General Medical Council does have the responsibility to set the standards for primary medical qualification, but the General Medical Council does not have, in the way we have, that statutory duty to provide advice on that range of issues such as the retention or recruitment of the profession we have been talking about today. Similarly, we have a statutory duty to regulate those with qualified teacher status. That is very similar to the General Medical Council which also has a duty to regulate only those people with primary medical qualifications. The General Medical Council would not expect to extend its remit beyond those people and the Nursing and Midwifery Council has a particular remit to regulate registered nurses but does not at the moment have any power to regulate nursery nurses, for example. If those nursery nurses happened to have qualified teacher status, then they could fall under the regulation of the Council, albeit that they are not required to be registered under the current statutory framework. In terms of the future of regulation of people who are in the classroom, there is a debate to be had with Government about how that is best delivered, whether the General Teaching Council is best placed for that role or whether some other way of regulating those people might be found for the future and we should be delighted to contribute to that debate. At the moment we have a very clear regulatory responsibility for those with qualified teacher status.

Q106 Chairman: You put very clearly the regulatory case and the comparison with other bodies very well and succinctly, but in terms of the other role you alluded to, giving advice to the Government, you are a regulatory body with a degree of independence, or you should have, so when you give advice to the Government is it published, is it in the public domain?

Mr Meyrick: Absolutely.

Q107 Chairman: All of it?

Mr Meyrick: Yes.

Ms Stephens: Yes.

Mr Meyrick: Absolutely. Without being pedantic about it, you kept emphasising that we are a regulatory body, but the legislation is very clear: we are a regulatory and advisory body. We have two very clear prongs of our responsibility and our role. Yes, we are a regulator, but yes, we are also required to provide advice on a statutory basis.

Q108 Chairman: What I was trying to tease out with some of my questions was the way in which that regulatory role and the advisory role affected one another. One of the strands which interests us very much is, if you have an advisory role, what the quality of your advice is, in other words what is it based on? If it is based upon something like evidence, where do you get it from, otherwise are you not just like the trade unions and campaigners rather than advisers based on evidence?

Mr Meyrick: May I give you a particular illustration of that which is one of the specific areas of regulatory responsibility we have, which is that we now are the appeal body for those teachers who are unsuccessful and do not pass their induction year. In that role members of the Council sit as committees to hear cases of individual teachers who have failed their induction year. There has been a direct read-across into the advice we have been able to provide to Government and to providers of the training around the induction year into saying look, there are some specific lessons we are learning as a result of hearing these cases on inductions, which can read directly into the sort of structures, the sort of support which are required in order to deliver very good induction. There is an absolute direct correlation there between our regulatory work on the one hand and our advisory work on the other hand. As we grow as a council, that sort of read-across is going to grow and grow: the use, for example, of the register, which has the potential, we would all acknowledge, to be an absolute key tool for supporting policy development. When we are able to have a register on which we are able to track individuals through their careers as they move in and out of those careers according to the entry point, the type of entry they came in through, with information about their ethnicity etcetera captured on that register for those 500,000 registered teachers, that is going to become a hugely powerful tool for supporting policy advice. Of course it is early days at the moment, but we have the potential to build on that.

Q109 Chairman: That is most useful and exactly what we want to see as you develop and having a regular relationship with this Committee as well. As you mentioned the policy advice you give to Government is on the record in the public domain, can we have some examples of the sort of stuff you have been saying to Government on teacher improvement and retention? Would you send that to the Committee?

Ms Stephens: I am so sorry, I had presumed that we had already done that. Certainly, yes. We will certainly make available the advice that we have submitted thus far.

Chairman: Thank you. That is the note on which to end our deliberations. It has been a long session for you and I really am grateful. It was long and must have felt even longer because we lost three quarters of an hour with voting. From the bottom of my heart, I know how long it is sitting there, thank you.

Supplementary memorandum submitted the General Teaching Council for England (GTC)

Introduction and Background

This memorandum is offered in order to provide the Education and Skills Committee with additional information promised by GTC representatives during the session on 19 May 2003. It also contains supplementary information on studies and position papers referred to in the session to explain references to activities that were provided as part of the evidence gathering.

NB: Additional information is not organised according to order of importance but as references were made during the session, with question reference and page numbers for ease of reference.

1. GTC Research Budget (Q16)

The GTC offered to clarify details of the GTC's research budget. It is as follows:

— The budget allocated to research conducted by external researchers (see later briefing) is £190,000.

— The GTC also has a budget of £20,000 for teacher focus groups to engage the profession in in-depth discussion on professional issues that inform GTC policy advice.

— There is also a budget of £10,000 to continue to develop the research potential of the GTC's Registration Database, including hosting the Teacher Data Forum and commissioning specific work such as the Scoping Study (see later). Additionally, £20,000 is provided as part of this year's budget to conduct a pilot survey of teachers using the GTC Registration database (see point 8 for further information).

  In addition, corporate development activity to improve the architecture, structures, management and validation methodology of the database, will contribute to the capacity of the database to support research.

2. GTC Advice (Q29)

In response to Q29, the GTC refers to its first advice on the development of the National CPD Strategy and the Role of Other Adults. They are attached as Appendix I and Appendix 2[17] respectively.

3. GTC Teacher Data Forum (Q34)

The GTC makes several references to the Teacher Data Forum during the evidence session. Appendix 3[18] is a paper which gives background and puts into context the work of the Forum, as well as offering a briefing on its initial work, a pilot study which has begun the task of identifying, logging and assessing the key data sources and datasets on the teaching workforce. Some of the Forum's key recommendations include:

— constructing some new, strategic primary data-gathering exercise which might well include a survey of 10,000 graduates every two years;

— agreeing a set of definitions on the categorisation of teachers by contract, phase, full-time or part-time; and

— referencing existing datasets.

Additionally, the GTC is working closely with the Department for Education and Skills (DfES) on the development of the Adult Common Basic Dataset in order to create an effective partnership platform for data management and exchange for the whole school workforce.

4. Comparable Data Between the Professions (Q57)

Appendix 4[19] is an extract from a paper discussed by the GTC's Professional Development Advisory Committee in March 2003. The Professional Development Advisory Committee is one of the four advisory committees that Council members contribute to in supporting the development of education policy. The excerpt provided explains the GTC's involvement in studies across professional comparisons through its membership of the Professional Associations Research Network, a non-political membership organisation set up to undertake research and provide networking opportunities for professional associations and their regulatory bodies. The GTC is now participating in the study referred to in the appendix.

5. GTC's First Advice on Retention (Q58)

The GTC refers to its initial advice on retention. This piece of advice has informed the OECD Project on Attracting, Developing and Retaining Effective Teachers: Country Questionnaire. The evidence is attached as Appendix 5.[20]

6. GT/SAGA Research on "The Needs, Expertise and Experience of Older Teachers" (Q59)

The GTC refers to a study of teachers aged 45+ that the GTC, with support from SAGA, has commissioned from the Centre for Education Leadership and School Improvement (CELSI) at Canterbury Christ Church University. The purpose of the study is to investigate how best to utilise and retain the experience of this key group of staff in order that the GTC can make further recommendations. The study started in May 2003 and is expected to report at the end of December 2003/beginning of January 2004. Appendix 6[21] provides the full brief for this research as provided to the tenderers.

7. Cohort Study (Q71)

The GTC refers to a "cohort study" on young teachers. The title for this piece of work is Research into Initial Teacher Training, Induction and Early Professional Development: A comparative study of teachers' experiences as trainees and their early career progression. The brief on this study is attached as Appendix 7.[22]

8. London Metropolitan University Work on the Ethnicity Based on the GTC MORI Survey (Q75)

The GTC refers to additional work being undertaken by the London Metropolitan University to test how representative the GTC MORI survey is in terms of ethnicity. This work is in development and the GTC will provide the Committee with copies of any findings/reports once completed.

[17] Not printed.
[18] Not printed.
[19] Not printed.
[20] Not printed.
[21] Not printed.
[22] Not printed.

9. Registration Database (Q108)

LEA information

In its closing remarks, the GTC refers to the register as a "key tool for supporting policy development". The Committee has already received copies of the GTC's National Digest of Statistics, and the Council is now preparing (subject to permission of participating LEAs) examples of anonymised versions of workforce profiles prepared for Local Education Authorities to inform their work. These will be forwarded.

Pilot survey of teachers using the GTC Registration database

Additionally, as part of the research budget bid for 2003–04, the GTC is conducting a pilot survey of teachers using the GTC Registration database in order to:

— test the capacity of the database to provide a sampling basis for surveys; and to

— model the necessary stages in conducting a good survey.

Although the database is still under development in terms of capturing and validating a range of data on teachers, this small-scale survey is critical in testing the capacity of the database to inform GTC policy work. The GTC allows access to its Registration database, under strict terms and conditions and in full compliance with the Data Protection Act. At the moment this access is restricted to the DfES and Non-departmental Public Bodies.

June 2003

Wednesday 11 June 2003

Members present:

Mr Barry Sheerman, in the Chair

Mr David Chaytor
Paul Holmes
Mr Kerry Pollard
Jonathan Shaw
Mr Andrew Turner

Memorandum submitted by Professor John Howson

1. Introduction

1.1 No employer would expect their entire workforce to remain in the same post forever. Indeed, too little turnover might lead to claims of a static labour force that was not ready to accommodate change. However, too much turbulence in the Education workforce can also be a problem, especially if it affects continuity to such a degree that children's education is impaired.

1.2 One of the major drawbacks of any discussion relating to the present position regarding the movement of the workforce in schools, whether teachers, classroom assistants or other staff, is that relatively little information is collected on a regular basis. By contrast, much more is known about the entry of teachers, if not other workers, into the education labour market, particularly if they join the profession immediately after training. In some cases their exit is also monitored. But the best data is still only available for those teachers who are members of the Teachers' Pension Scheme (TPS).

1.3 Such information as there is, on a national basis, concerning the education workforce comes mainly from the PLASC (Pupil Level Annual School Census) or the 618g census complied by LEAs for the DfES. Additionally, limited information is available from the DTR (Database of Teacher Records), but it does not provide helpful information on current trends in the labour market.

1.4 Local Authorities may collect additional information, but there is little by way of national standards for such information. Some local authorities conduct "exit interviews" or ask leavers to complete questionnaires. These are often administered through the Recruitment Strategy Manager (RSM), where one is in place. However, it is possible that many LEAs do not see the importance of good management information in this area, now that money is "passported" directly to schools. Indeed, unless central government is prepared to pay for this service it is unlikely that schools would be convinced of the usefulness of such information. An additional problem is that the contracting out of LEA services, or indeed whole LEAs, may have resulted in data collection services being omitted from the specification in the contract.

1.5 There are also irregular research studies, such as those carried out principally by Centres at London Guildhall University and Liverpool Universities. By contrast, Education Data Surveys has been conducting a longitudinal study of turnover amongst all staff in the Leadership Grades for the past 18 years; our views will be discussed later in this paper.

2. When does Teacher Retention Become a Problem?

2.1 There are many reasons why teachers leave their jobs. Some are inevitable; such as retirement at pension age; completion of a fixed-term contract; relocation of a partner or spouse to a new post in another part of the country, departure due to poor health, accidents or even, sadly, in a small number of cases, death in service.

2.2 Additionally, some departures may be temporary, such as for maternity leave, or to undertake a period of professional development. These teachers often, but not always, return to their previous posts.

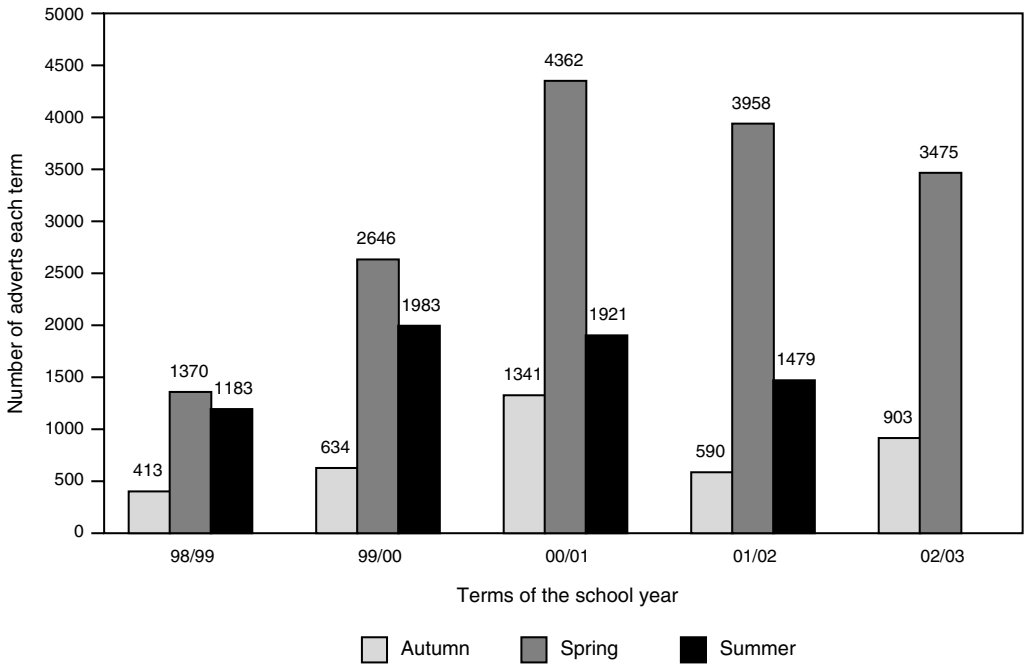
2.3 However, the bulk of the movement in teacher workforce each year is to another post within teaching, usually in another school, and often as a result of a promotion. The amount of turnover is likely to be affected by a number of factors, including government policy decisions. Thus, when schools are expanding, due to either increased pupil numbers or extra funding they may create additional posts, often with responsibility points attached to them.

2.4 Central government can affect this trend by the rate at which new posts are created, whether through initiative such as the Literacy or Numeracy Strategies or through new posts such as Advanced Skills Teachers or the Assistant Head Teacher Grade.

2.5 The creation of the Upper Pay spine may well also have had a short-term effect on turnover, as some teachers will have delayed a move to another school until they had passed through the threshold at the school where they were then working.

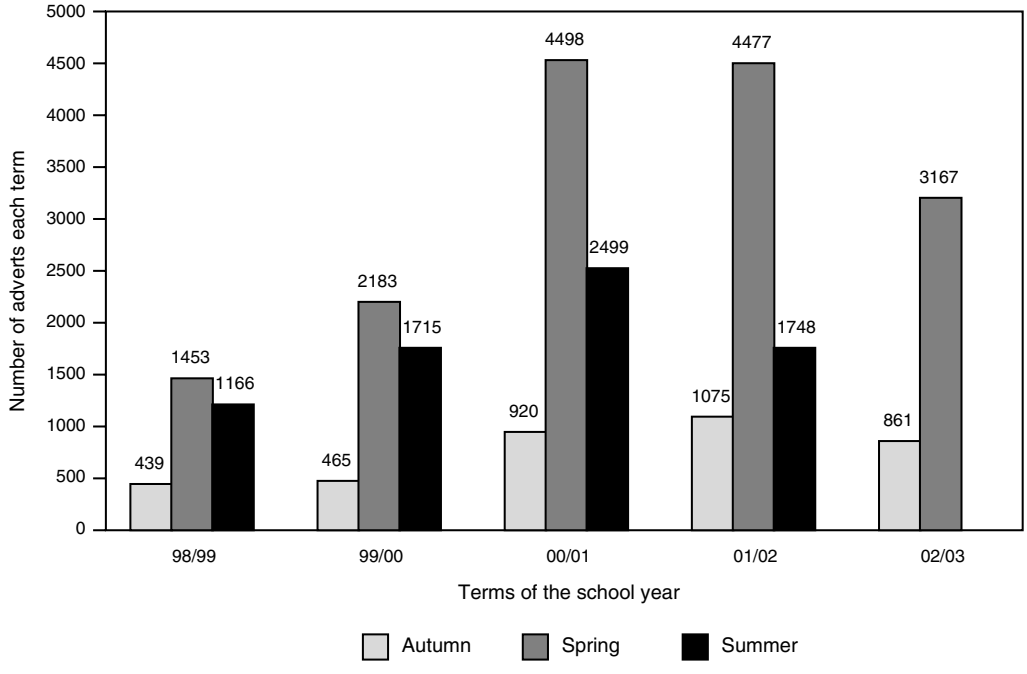
2.6 Indeed, it was this reduction in turnover as teachers waited to ensure they had two years experience in one school that may have been a key component of the turbulence experienced in the labour market for teachers during the summer of 2001. The additional funding provided to schools that year by the Chancellor probably didn't help the situation. As that has now changed, Education Data Surveys has been monitoring recent trends in advertisements for teaching posts. Whilst not an infallible method it does provide pointers to what may be happening in the labour market. For secondary mathematics and science posts and all posts in the primary sector that we have been monitoring, there has been a considerable reduction in the number of posts advertised this year, even before the present budget crisis became a national issue.

Number of Advertisements for Mathematics Teachers in the TES



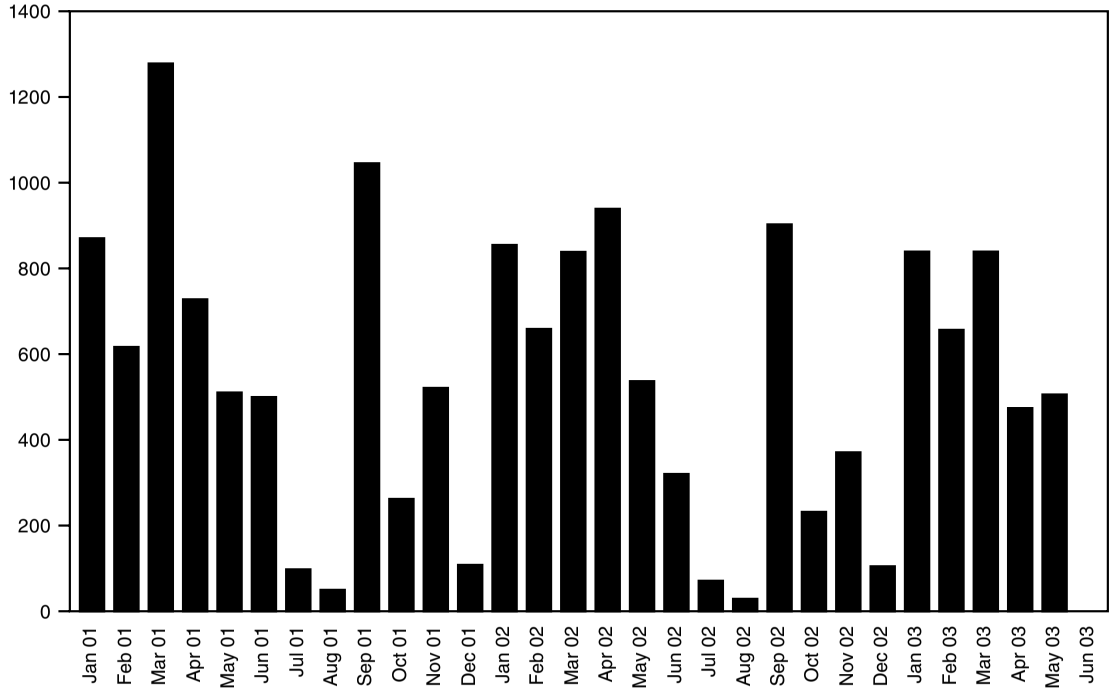
Source: Information supplied by TES to the author

Number of Advertisements for Science Teachers in the TES



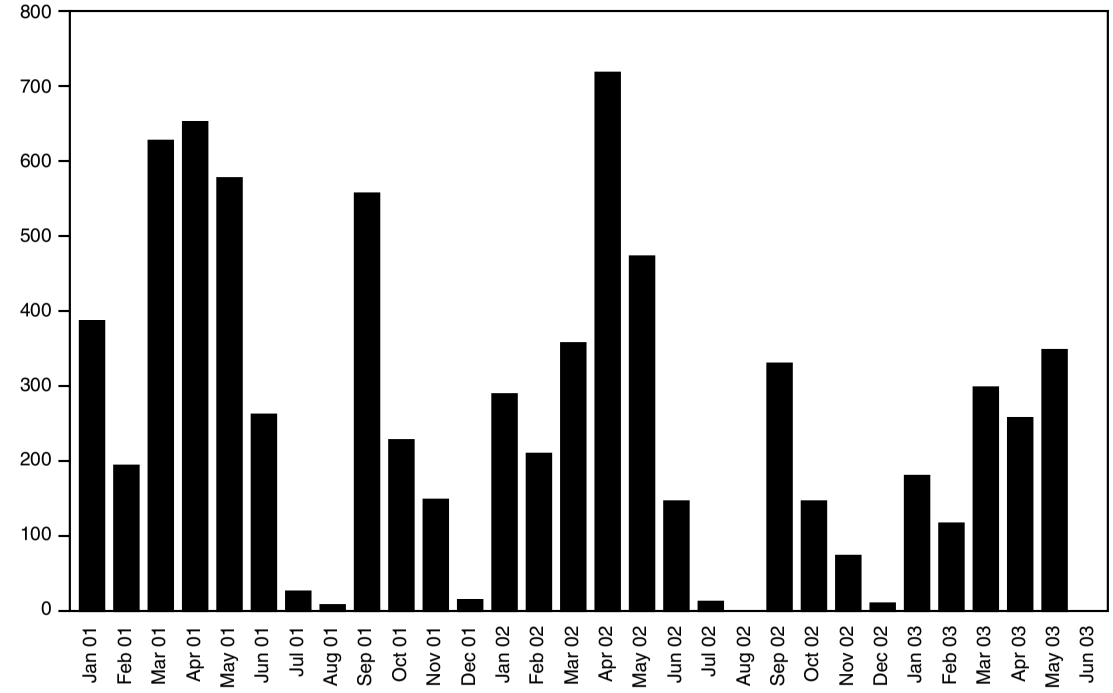
Source: Information supplied by TES to the author

TES primary adverts 2001-2003 Headships
(Heads / Deputy Heads / Assistant Heads)



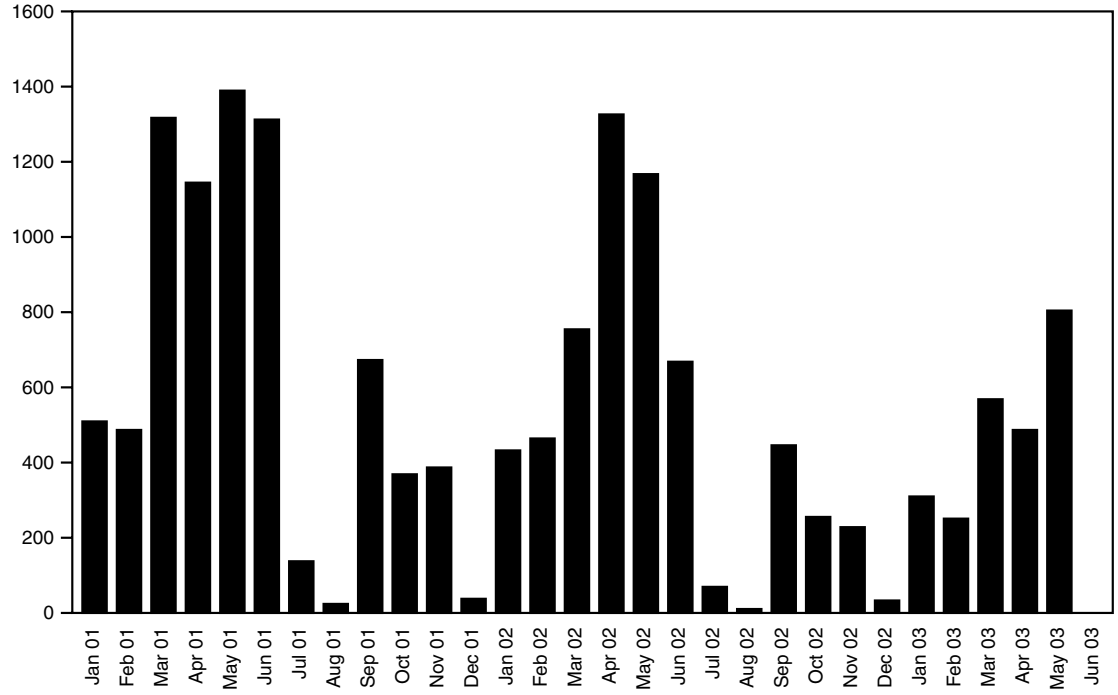
Source: Information supplied by TES to the author

TES primary adverts 2001-2003 CPS+
(CPS+1-CPS+5)



Source: Information supplied by TES to the author

TES Primary Adverts 2001–2003
(not Head / not CPS+)



Source: Information supplied by TES to the author

2.7 Teacher turnover only becomes a serious problem when either the numbers exiting the profession are greater than those entering or the numbers entering are insufficient to satisfy the demand from schools for teachers.

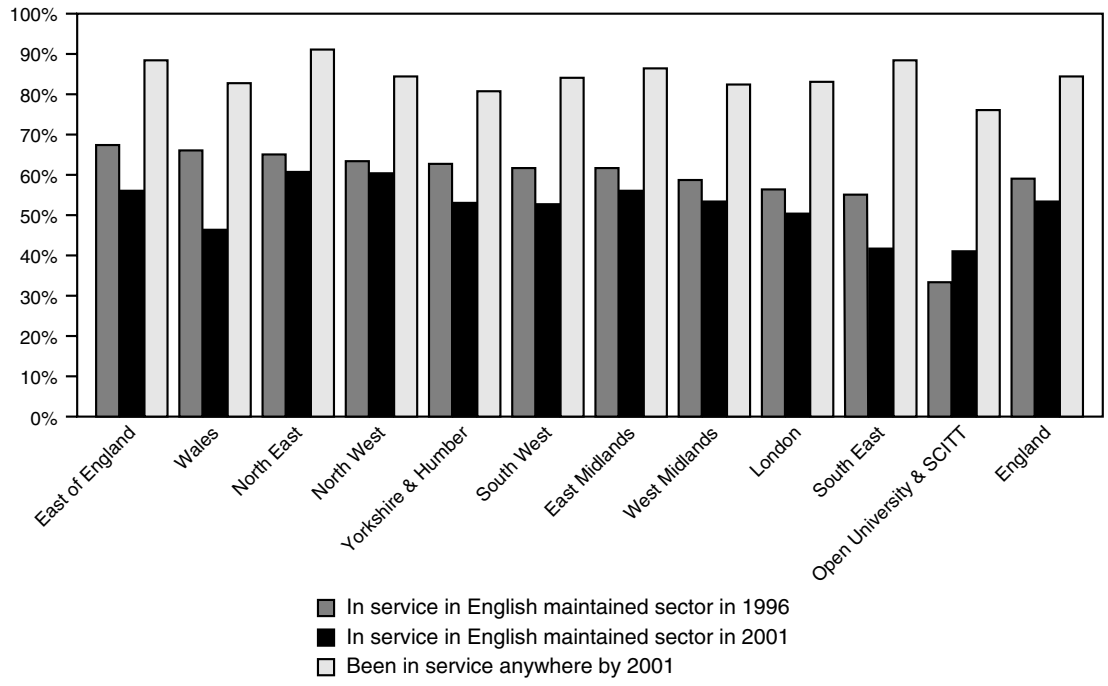
3. The Importance of Retaining Teachers in their First Five Years

3.1 Recently, there has been a focus on the number of teachers quitting during their first five years in teaching. The assumption has been that such teachers have been quitting in greater numbers than in the past, and that the cost of this wastage has been unacceptable to the profession. This issue has often been linked to the overall ageing of the teaching profession, a problem that will result in the number of teachers leaving through retirement rising sharply from around the middle of this decade. Retirement levels will then remain at high levels until around 2015. A reduction in the number of teachers leaving in their first five years will help reduce the numbers that need to be attracted into the profession.

3.2 All too often, because of the problems with the availability of up-to-date information, when there has been discussion about the level of early departure from the teaching profession, there is a risk that commentators just add together the numbers lost during training, to the numbers who don't enter teaching during the first year after completing training. Whilst it is true that this provides a gross figure for the loss of teachers, compared with those that had entered training, it does not provide for the number of "late entrants" to teaching. For a more accurate figure on the destinations of trainees these late entrants must be added back into the total.

3.3 The following chart based on data provided by the DfES from the DTR tries to reconstruct the history of those who qualified as mathematics teachers in 1995 and 1996.

Mathematics ITT completed in 1995
(by region)



Source: DfES data supplied to the author

3.4 As the source of the data is the DTR, it is possible that there is some under-recording, for instance—of part-time staff who haven't entered the Teachers' Pension Scheme and of teachers who opted to work in the "Supply" sector. Additionally, the figures do include some teachers working in the fee-paying sector and in further education, such as Sixth Form Colleges, as well as those who are employed in the maintained sector.

3.5 From an analysis of the graph, it would appear that while only 53% of the 1995 Mathematics Completers were still employed in schools in England in 2001, some 85% had been in service at some point during the period. Of those who trained in the North East, over 90% had been in teaching at some point, and some 60% were still there in 2001. This may reflect the relative lack of alternative graduate careers in the region. By contrast, in the South East, where competition for graduates was greater during this period, the retention level was just 41% by 2001, although 89% had been in teaching at some point.

3.6 For London the percentages were 83% who had had some experience of teaching, and just 50% of "completers" still in teaching in 2001. This means that of the 219 trainees who completed training in London in 1995, 182 had taught at some point and 109 were teaching in 2001. However, of the 124 (of the 219 Completers in 1995) who entered teaching in 1996, only 83 were still in service in 2001 and had completed five years of service.

3.7 There is always a concern that past data may not be useful to predict the future. The period from 1996–2001 was one where teaching as a career did not seem to be attractive to many, for a variety of reasons. The media was continually carrying negative stories about schools and in particular the difficulties of maintaining discipline in the classroom. It must be remembered that these students did not benefit from any formal induction programmes on entry to the profession. They also received little or no financial help during their training at a time when the State was transferring part of the cost of higher education onto the individual. Salary levels often fell behind those for graduates in the private sector during the "boom" years of the late 1990s. Taken together these factors may have affected retention rates.

4. The Leadership Grades

4.1 There are particular problems with retention amongst those on the Leadership Grade. For many individuals, an appointment to this grade is their last career move. The next move is to leave the profession.

4.2 Last year I conducted a study for the National College of School Leadership. This was the first attempt to correlate the length of head teacher's service with a school's PANDA grade. The outcomes are summarised below:

The analysis revealed a definite association between the length of service of the head teacher and the PANDA grade for the school.

In both primary and secondary sectors:

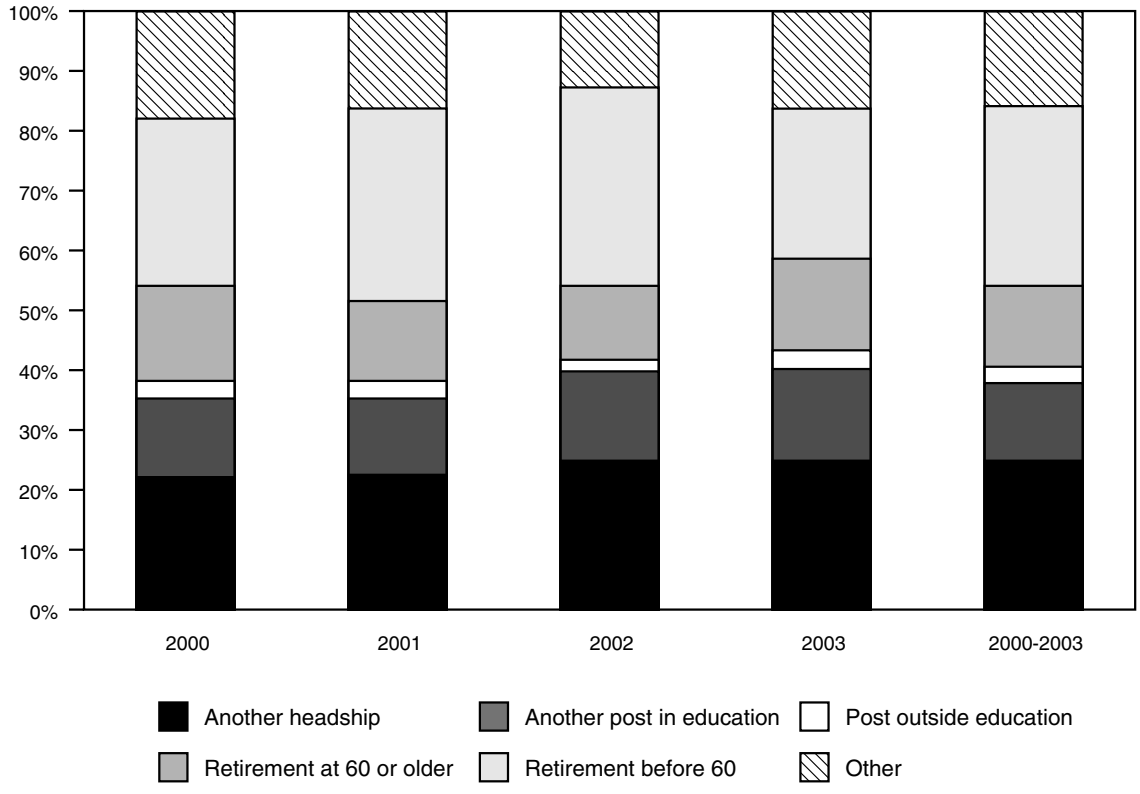
- A* schools had the greatest percentage of heads that had a length of service of over six years in the same post. Nationally, this category also had the smallest percentage with 0–3 years of service by a head teacher at the same school.
- E* schools had the smallest percentage of schools with heads having a length of service of 6+ years in the same school and the largest percentage of schools where the head teacher remained in post at the same school between 0–3 years.
- The research confirmed a clear division between the profiles of the length of service of head teachers in the two A gradings and the two E gradings. Both A and A* school categories had more heads with a length of 6+ years service at the same school while both E and E* categories had a greater percentage than any other category of schools where the head teacher remained at the same school for 0–3 years.
- There are many factors that may affect the strength of the association between PANDA ratings and head teacher turnover. These include both educational changes that have impacted nationally during the period under review and performance and management factors more specific to individual schools.

Source: The relationship between head teachers' length of service in primary and secondary schools and selected PANDA grades—John Howson (2002) Published by the National College for School Leadership

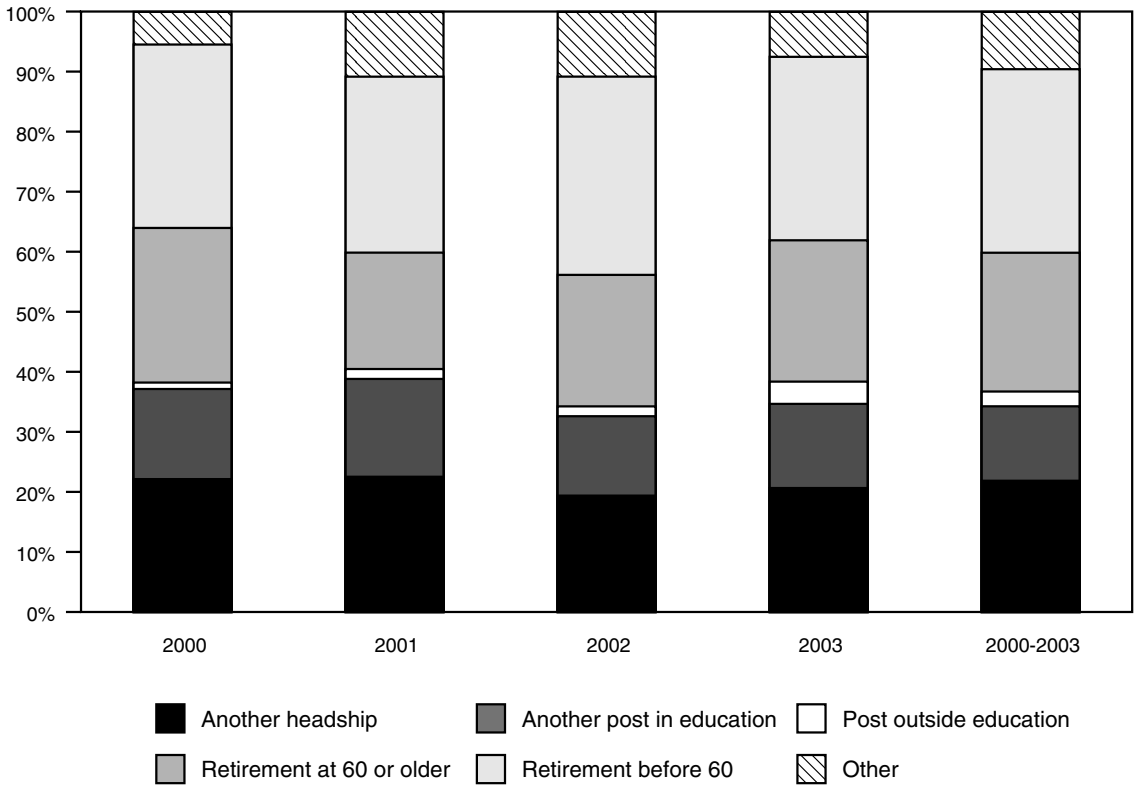
4.3 For the past nine years Education Data Surveys has been working with the two main head teacher associations to monitor trends in the appointment of new leaders for maintained schools in England and Wales. One question we have asked was: "Why was the post advertised?"

4.4 As the graphs reveal, early retirement before the age of 60, with or without enhancement, has been a key reason why many schools have had to seek a new head teacher during the past few years. For primary schools appointing a new head teacher, early retirement figures rose from 28% in 2000 to 33% in 2002; figures for this year have reached the 25% mark already. In secondary schools, early retirement accounted for roughly 30% of all cases. Data for this year indicates a similar trend as 30% of the schools already having sent in questionnaires stated that their need to advertise the post was due to the early retirement of the present head. Special schools' figures rose from 24% in 2000 to 31% in 2002, with this year's data being not far below the average of 29%.

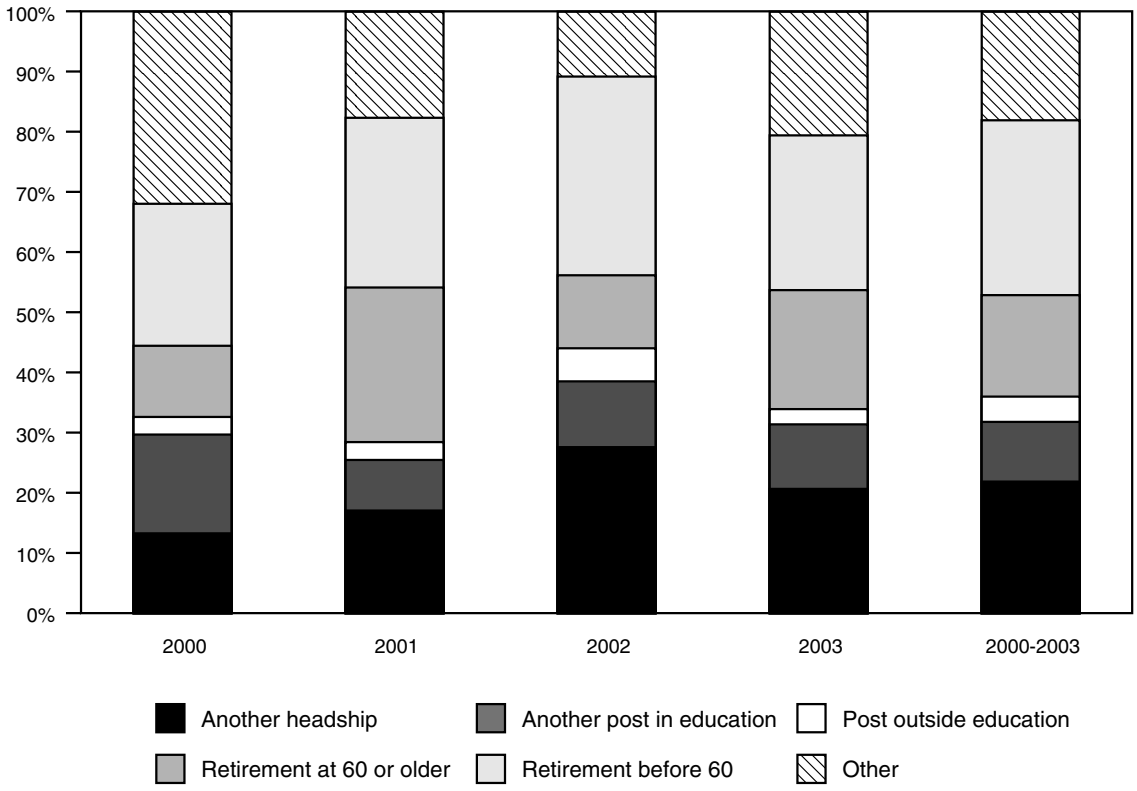
Advertisements for Primary Headships 2000–2003



Advertisements for Secondary Headships 2000–2003



Advertisements for Special Headships 2000–2003



Year	*Primary (All)*	*Secondary (All)*	*Special (All)*
2000	1,084	163	34
2001	965	163	52
2002	1,046	222	75
2003 (May)	524	102	35
2000–03	4,402	650	196

Note: Totals in this table relate to the percentages given in the graphs above.

5. Evidence from the USA

5.1 Recent research evidence from the USA, presented this April to the American Education Research Association Conference in Chicago[1], suggested that factors affecting retention in the teaching profession, as opposed to turbulence, could be divided into either structural or institutional factors. As many School Boards in the USA have similar teacher recruitment and retention issues to LEAs in this country, the research may offer some pointers to help understand the position in England.

Structural factors

5.2 These included the salary teachers earn. When teaching salaries are more competitive with business sector salaries, teachers are less likely to leave teaching. This may now be particularly important during the early years of teaching, when the need to repay the financial investment of undertaking higher education, as well as gain a foothold in the housing market, may place significant financial pressures on young teachers, particularly in higher cost areas of the country.

5.3 Similarly, the opportunity cost of a teacher's degree may affect their staying on rates. Mathematics teachers are amongst those graduates whose knowledge and expertise are widely in demand and, therefore, are more likely to leave teaching than teachers with degrees in subjects with a lower opportunity cost. However, all teachers have skills that can be used elsewhere in the labour market.

5.4 Policy decisions such as identifying schools as "failing" may affect turnover in those schools. It may also affect the desire of teachers in those schools to remain within the teaching profession.

5.5 The age profile of the profession can affect retention rates. At present a significant percentage of teachers are within 10 years of retirement. Whether they stay to retirement may depend upon whether they have paid off their mortgage, trends in interest rates, future likely levels of salary rises versus number of years of contributions to the pension scheme and other lifestyle decisions.

5.6 The attitude towards work amongst men and women professionals in later career stages is important, but as yet little researched. Teaching is a profession where the total number of women employed significantly outnumbers the number of men, in both primary and secondary sectors. Little is known of the career decisions of women with working life patterns similar to men, but in the late stages of their careers, since the feature of large numbers of women remaining active in the labour market for the whole of their working lives is a very recent phenomenon.

Institutional factors

5.7 Teachers are more likely to remain in teaching where they have positive perceptions of the support they receive both from colleagues and from those responsible for their management. This view has been endorsed by a recent study of the Induction Year conducted by researchers at the London Institute of Education.

5.8 Teachers are more likely to remain where students are more committed to their work.

5.9 Secondary school teachers who are required to teach "out of field" are more likely to leave than secondary teachers teaching the subject of their training.

5.10 In England, the perception that a teacher's workload is unacceptably high may also be a negative factor that needs addressing.

[1] The author of this paper has not been able to gain clearance from the presenters to allow direct quotation from the papers without their authority.

6. Conclusions and Suggestions for Action

6.1 At present, a strategic review of the School Workforce statistics is being conducted by the DfES for the Office of National Statistics. The DfES should be encouraged to put in place measures to improve the speed of the information collected about teachers who leave the profession. This would allow policy decisions to be made on data that is more up-to-date than at present.

6.2 LEAs and schools should be encouraged to conduct exit interviews with teachers who leave. Where appropriate this should include questions about the reasons for leaving. Feedback from these interviews should be used to influence human relations policies by policymakers at all levels within the school system.

6.3 LEAs should ensure schools fully implement the terms of the Induction Year and that NQTS are provided with the appropriate reduced timetables and access to training courses. This will be especially important when budgets are under pressure, as some head teachers might be tempted to save money.

6.4 Funds for the Induction Year should be "ring-fenced" by LEAs and should not form any part of a school's core budget. This is particularly important for the primary sector, where not all schools employ NQTs every year, and falling rolls may put school budgets under pressure for the next few years.

6.5 Consideration should be given to offering all trainees who pass their training employment in a national teacher pool for twelve months after qualification, if they do not find a teaching appointment before the start of the term after they qualify. At present, if the teacher employment market is rationale in its operation, the best students will find teaching posts quickly. However, if there is any over-supply of trainees, weaker students may need to wait before finding teaching posts. This wait may reduce their effectiveness, as they may lose what proficiency they had. They may also find teaching posts in more demanding schools. Such problems may reduce their effectiveness as teachers and increase the likelihood of their leaving the profession.

6.6 As demand for teacher training places has been increasing since the introduction of the Training Grant in 2000, some consideration might be given to re-opening an early retirement scheme, funded centrally. The aim would be to prevent the possible effects of significant levels of teacher retirement arising at a point in the economic cycle where teaching had a lower opportunity cost than at present. This move would also help to produce a more balanced age profile for the teacher workforce and prevent the "yo-yo" effect of moving from a profession with a large percentage over 50s to one with a similar percentage under 30, many of whom would be forced to undertake senior roles before they had had sufficient experience.

6.7 With the implementation of the Workload Agreement, the monitoring of staff turnover amongst others in the school workforce should aim to prevent similar retention problems that have been experienced with teachers.

6.8 Regular research should be undertaken to identify whether certain types of teacher training courses are more likely than others to provide good quality teachers who are willing to remain in the profession. Research should also monitor whether there are different rates of retention by gender, ethnicity and age of trainees and amongst teachers. Teacher training should be adequately funded to cope with the demands placed upon it in preparing excellent teachers.

6.9 The National College for School Leadership should ensure that those on the NPQH training course for intending head teachers are made aware of the benefits of good leadership on levels of teacher retention.

June 2003

Memorandum submitted by Professor Bob Moon and Mrs Elizabeth Bird, The Open University

Summary of Evidence:

— Problems of teacher supply and retention are facing many countries; encouragement to develop more diverse entry points into teaching often with the purpose of attracting mature entrants, extends beyond the English context.

— In some other countries the Civil Service status of teacher trainers and teachers linked with stronger local and regional networks allows better "management" of transition into teaching and provides more accurate data on retention.

— Nearly 5,000 teachers in England have been trained via a part-time, OU routeway. Mature entrants have different characteristics than their peers who entered teaching at an earlier age: Mathematics and Science, for example, are the most popular secondary subjects, and primary teachers are much more likely to have Mathematics and Science backgrounds: additionally they bring valuable other vocational experience to the classroom.

— A part-time, mature entrant route is particularly attractive to teachers from ethnic minority groups: mature entrants from the Open University reflect the population distribution of the country and higher numbers, therefore, exist in some of the areas of greatest teacher need (such as London).

— The formal data collection on those entering teaching significantly underplays levels of mature teacher retention: the mature entrant may enter at a number of points in the early years after training and this is not picked up by the "once only" year following training census point. (This research suggests this may also be true of other training routes thus exaggerating the percentage drop-out between training and teaching.)

— Mature entrants, contrary to some conventional views, do not appear to find any more difficulty in obtaining posts than others although, and this is significant, they may find it difficult to have their prior experience recognised on the pay spine.

— Mature entrants are ambitious to gain career enhancement and progression and there is evidence to suggest that significant numbers are promoted within two years of qualification.

1. Context

1.1 The Centre for Research and Development in Teacher Education at the Open University has, over the last decade, carried out a number of studies of teaching and teacher education policy at a national and international level. This evidence looks, in particular, at the significance of mature entrants to the supply and retention of teachers. This work is located alongside other studies that provide important contextual information. Most recently, for example, the Centre has co-ordinated a study for UNESCO on teaching and teacher education in the European regions (Moon, 2003) which builds on an earlier study of international developments (Moon, 1999). These studies provide important contextualising factors for reviewing the current English situation. In summary, a number of general points emerge:

— that across nearly all European countries governments have adopted an interventionist approach to teaching standards since the early 1990s: more regulatory and legislative activity can be observed in the last decade than in the whole of the previous century;

— that most countries are experiencing problems in attracting appropriate applicants, particularly in certain subject areas;

— that many countries "manage" the transition from training into teaching through the mechanisms of strong local and regional associations with trainees and through a "salary" payment linked to civil servant status;

— that interest in attracting mature entrants into teaching, sometimes through diverse routeways is high, although the conventions and assumptions of established training routeways can make this problematic; and

— that in a number of countries there is inadequate data on the entry and progression of teachers within the profession and that this is less true where teachers hold civil service status.

2. The Open University

2.1 In the early 1990s the Open University carried out a number of studies of the potential interest of mature entrants (over 26) entering teaching through a part-time OU-type study route. The findings indicated high levels of interest (amongst those embarking on an OU degree 50% were thinking of taking up teaching on graduation). Most interestingly amongst those who thought they would go into secondary teaching, the two most popular subject areas were Mathematics and Science. Amongst potential primary teachers, over half had qualifications in Mathematics and Science. This was subsequently borne out by actual recruitment to the OU's first PGCE which ran from 1994–99, and most recently in the second PGCE model which began in 2002. An important point to make at the outset, therefore, is that:

> those who choose to enter teaching in their thirties represent a different segment of the age cohort than that which chose teaching a decade earlier.

2.2 It is interesting to speculate on the reasons for this. In interviews and discussions with mature students it is clear that the sort of negative attitudes to teaching, that tend to characterise the undergraduate years, have dropped away. Such entrants have usually had parental or occupational involvement with children which has kindled a sense of vocation. Many mature entrants have also experienced the demands of other occupations and are attracted, despite lower material rewards, to the lifestyle associated with a career working with young people.

2.3 Given the high level of interest in teaching amongst mature entrants, the Open University has been investigating the subsequent careers of those training through a part-time, PGCE routeway into teaching. The evidence collected thus far represents the main body of evidence presented. This should be seen in the context of the relatively little reliable data available as to the numbers and natures of those who enter teaching and their subsequent career targeting. Data is collected on first jobs (often demonstrating a high drop out rate between training and teaching) but little systematic follow-up data is available. We have little idea, for example, how the trainees of different institutions (or different routeways) then progress, if at all,

in a teaching career. No mechanisms exist for monitoring and reporting this, and current investigations which have to be conducted via training institutions are significantly hampered by differing interpretations of the data protection act. The focus of this research is, therefore, on the thousands of people who have qualified to teach through the OU although, more recently, with support from The General Teaching Council, this work has been extended to other institutions.

3. Analysing the Career Entry and Progress of Mature Entrants to Teaching

3.1 Current research, following on from earlier studies of primary trained teachers, has focussed on those gaining a secondary PGCE. With support from the General Teaching Council the enquiry is looking at three groups of secondary trainees:

Group 1—those entering teaching with an OU part-time PGCE

Group 2—those entering teaching through a full-time PGCE

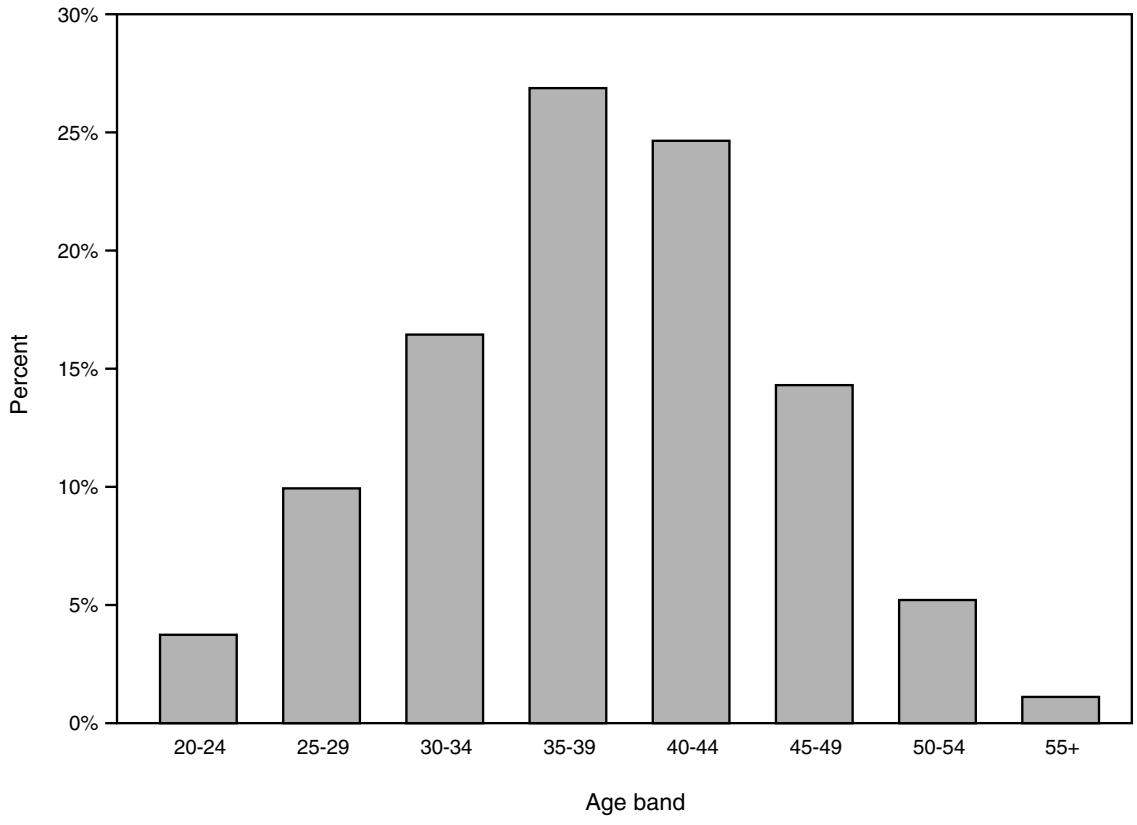
Group 3—mature entrants who followed a full-time PGCE route into teaching.

3.2 It is planned that ultimately comparisons will be able to be made across subject, gender and age groups, between types of training institutions and geographical regions, both within and across groups.

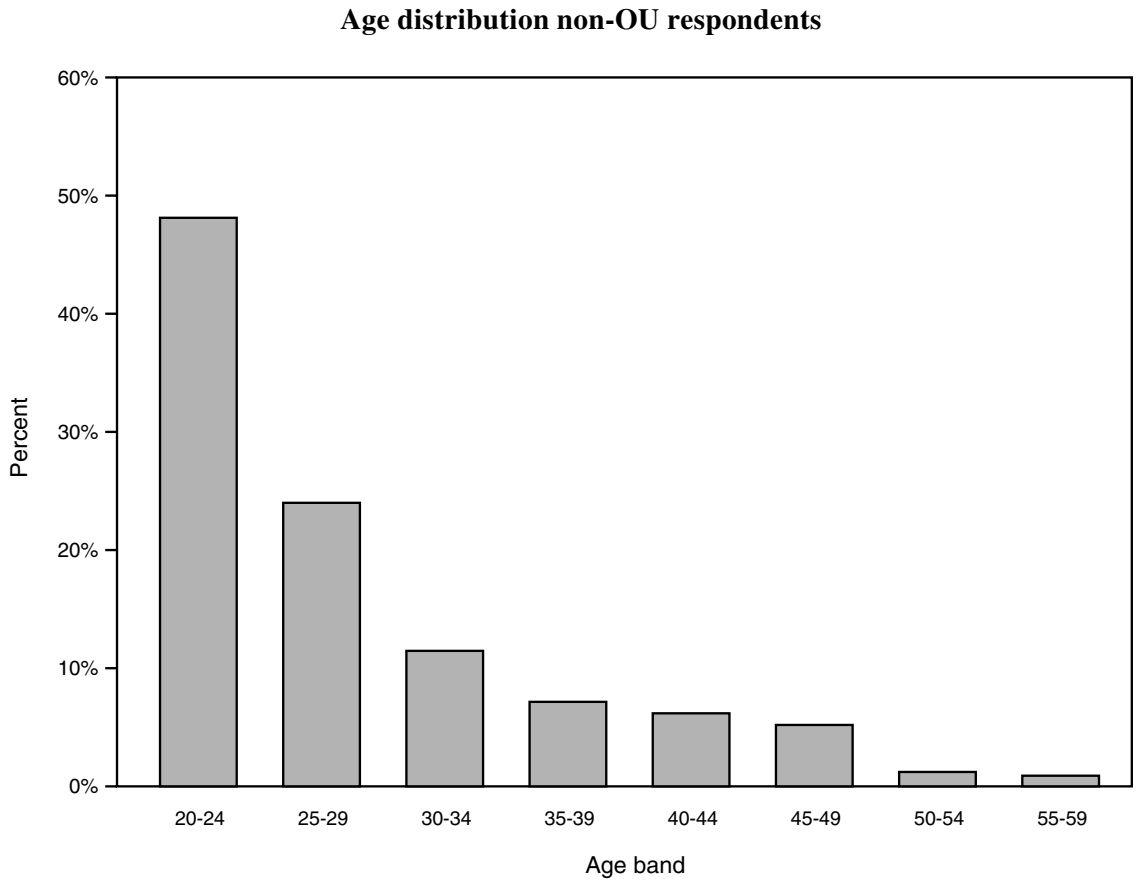
3.3 There has, to date, been no large-scale study of the employment and retention of mature entrants to the profession, nor one comparing those trained through different forms of provision. It is hoped that this study forms a start to addressing these needs, and providing an informed basis for policy initiatives in the area of mature recruitment.

3.4 Group 1 data was collected from all successful secondary PGCE students who trained on the OU PGCE programme between 1994 and 2000. The OU PGCE was a part-time, distance learning course, which made it attractive to mature students, many of whom studied the course while still in full-time or part-time employment. 97% of secondary students successfully completing the PGCE course between 1995 and 2000 were aged 25 or over. The age profile of the respondents is as shown below:

Age distribution OU trainees



3.5 Group 2 data is being collected from a sample of training institutions across England. The very different age profile shown by trainees on these "traditional" PGCE courses compared to the part-time OU routeway is indicated below:



4. Recruitment of Mature Trainees

4.1 The potential contribution to teacher supply of mature trainees has been recognised for some time, with increasing mature recruitment stated as a policy aim; for example, Bullock and Scott (1992) reported that:

> *The importance of mature entrants was further stressed by the DES in their evidence to the Education, Science and Arts Select Committee (April 1990) when they recorded the success of their advertising campaign aimed at potential mature entrants to teaching in attracting 15,000 responses.*

4.2 Almost a decade later, Anthea Millett (1999), then Chief Executive of the Teacher Training Agency, suggested that,

> *One area where the potential for growth in trainee numbers is greatest is among mature entrants. We know that there are many thousands of people with degrees who want to teach [. . .]. We also know that there are many thousands of people without degrees who want to upgrade their qualifications and then train to teach.*

4.3 The Green Paper "Teachers meeting the challenge of change" (DfEE, 1998a) proposed extending employment-based routes and the establishment of flexible, modular postgraduate teacher training which would be attractive to more mature career changers (p 46).

4.4 The aim of the first OU PGCE was "To widen access to teaching for those who require part-time, flexible course provision". The course was highly successful in achieving this purpose: more than four thousand seven hundred trainees achieved QTS through the programme, representing 5 cohorts of primary students and six of secondary. Research, based on application form data and questionnaire responses, indicated that the OU course was chosen because of the particular training opportunity it provided. 40% of applicants for the 1999 cohort stated that their main reason for applying to the OU was the fact that it offered a distance-learning route (Open University, 1999). Responses to a questionnaire completed by PGCE students in the London and West Midlands regions (Lewis 2000) indicated that 46% of responding students had not considered any other course. Respondents to that study were asked to indicate which factors reflected their reasons for choosing the OU course, with the following results emerging:

Students' reasons for choosing the OU PGCE course

Reason	*Percentage of respondents*
Ability to study at a distance	46%
Flexibility of school placements	39%
Quality of course materials	38%
Ability to study in your own time	68%
The fact that it is a part-time course	80%
Other reasons	5%

4.5 The current Flexible PGCE programme likewise has the aim, to "provide a route to QTS and PGCE for students who require maximum flexibility to meet their personal needs and circumstances". The programme offers similar, but increased, flexibility as compared to the previous course, and is attracting students with a similar profile. Again, Mathematics and Science are the most popular subjects. Entrants are attracted to the part-time open learning format which allows them to adopt flexible working patterns which fit in with domestic and occupational commitments.

4.6 Applications for the Flexible PGCE show the following breakdown by subject, gender and age:

	Applicants	*Gender*		*Average Age*
		Female %	*Male* %	
MFL Spanish	146	75	25	37
MFL German	103	88	12	39
MFL French	289	82	18	37
Geography	209	54	46	38
Maths	588	45	55	39
Music	228	60	40	33
Science	732	59	41	37
Design & Tech	241	60	40	39
All	2,536	60	40	38

4.7 40% of applicants are male, which compares to national data (GTTR 2002) which shows 32% of applicants and 29% of accepted applicants to be men. This is of importance in a profession that is seen as becoming increasingly feminised. For mathematics, the percentage of male applicants is as high as 55%.

4.8 Applications for the Flexible PGCE course show a very high proportion of applications from minority ethnic applicants. Over all, the applications show that 24.1% of applicants are known to be of minority ethnic (including mixed) origin.

	Total	*Percentage*
Asian	235	9.3%
Black	291	11.5%
White	1,780	70.1%
Other	40	1.6%
Mixed	46	1.8%
No response	147	5.8%
All	2,539	

4.9 The percentage of those accepted on to the course to date who are known to be from non-white groups is 12.4%. These figures compare favourably with national data (GTTR annual report 2001) indicating that 9.1 % of applicants and 6.4% of acceptances were minority ethnic individuals. In London 54% of applicants come from minority ethnic communities. There is some evidence from the Midlands, that Muslim women are particularly attracted to the home-based, part-time entry into teaching.

	Accepted to date	*% of accepted applicants*
Asian	23	4.9%
Black	16	3.4%
White	405	86.4%
Other	5	1.1%
Mixed	14	3.0%
No data	6	1.3%
All	469	

6. Mature Students Entry and Progression into Teaching

6.1 Evidence from this research shows that mature entrants completing an OU PGCE enter teaching in the same numbers, if not greater numbers, than through conventional routes. This challenges a conventional wisdom that such entrants experience greater difficulty in finding employment. There has been media comment on this (Dean, 1996 and O'Leary, 1999) and national data on the destinations of those completing courses of initial training indicates smaller percentages in employment as age increases (DfEE, HESA, Smithers 1999a). DfEE data suggests that the percentage of NQTs in employment by March of the year after qualification falls off markedly with the age of the NQT.

6.2 These analyses, however, are based on the limited data that is collected midway through the first year following the completion of training. When an analysis is made over a number of years past training a different picture emerges.

6.3 Of the 1,071 OU trainees who responded to the survey, 1,005 had taught since completing their PGCE. This represents 94% of respondents. This demonstrates at least comparable figures to full-time PGCE routes into teaching, except for those in the over 55 age bracket (a very small number).

Age group	*% employed*
20–24	94.59%
25–29	94.34%
30–34	91.86%
35–39	95.10%
40–44	94.30%
45–49	93.96%
50–54	92.00%
55+	71.43%

6.4 Among those trainees (67) who had not taught since completing their PGCE, a further 36 were still intending to enter teaching employment. This gives a total of 1,042 having entered or intending to enter teaching, over 97% of respondents. This represents a very low level of wastage between qualification and employment.

6.5 For the trainees from other institutions, the overall percentage entering or intending to enter teaching was 94%. In each survey group there are a small number of individuals who are still uncertain as to whether they will enter teaching. The OU data shows 2.3% who have definitely decided not to teach after qualification. The corresponding figure for other institutions is 3.7%. In neither case is the wastage figure high.

6.6 What this analysis begins to suggest is that the sort of dramatic wastage rates from training that are reported in the press are not necessarily borne out if the clock is run forward four or five years. This is certainly true of mature entrants taking the OU part-time PGCE when the data set is very robust.

7. Point of Entry to Employment

7.1 When did OU trainees take up teaching posts?

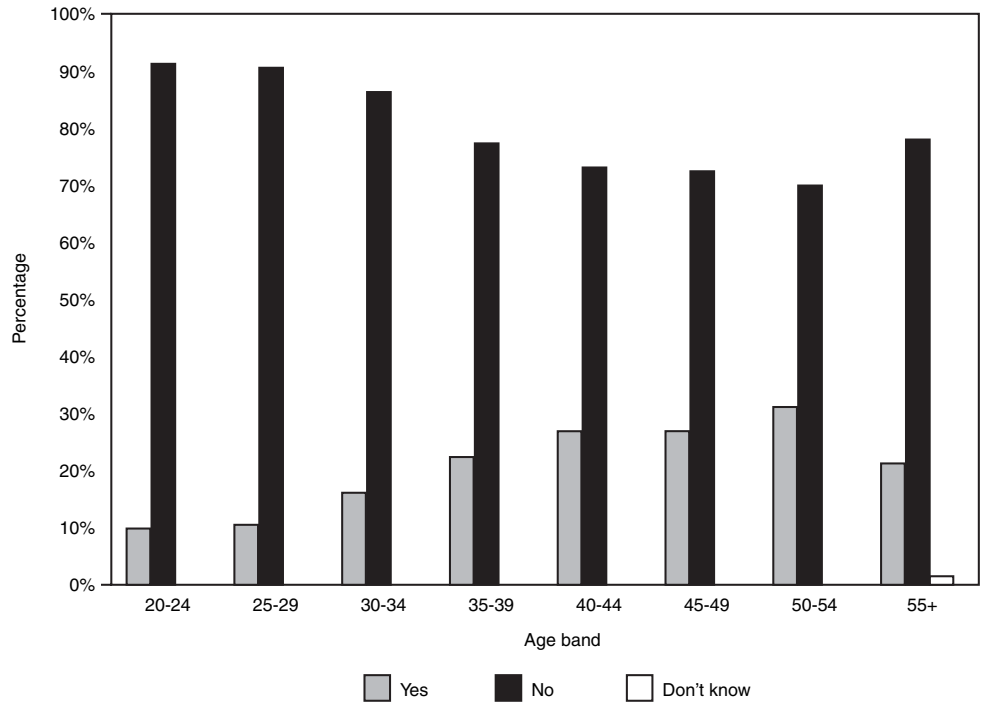
Within 3 months	79%
between 4 and 6 months	9%
between 7 months and 1 year	5%
more than 1 year and less than 2	4%
2 years or more	4%

7.2 Of those who responded to a question about when they took up their first teaching post, only 79% of these mature trainees had entered teaching employment within three months of qualification ie by the September after they qualified. A further 9% entered within six months of qualification, but the remaining 12% took up teaching employment at least six months, and some as much as more than two years, after completing their course of training. If we additionally include those OU trainees who were still, at the point of survey, intending to enter teaching employment in the future, this would suggest that as many as 15% of trainees enter teaching more than six months after they qualify. The percentage of OU mature trainees who eventually enter teaching employment is thus very much higher than is suggested by single point surveys carried out soon after completion. The key issue is that it appears that a substantial minority of trainees take some time to enter the profession. This contrasts with the sample from "traditional" PGCE courses: among those who had taught, 90% had entered teaching employment within three months of qualification—ie by the September after qualification, with a further 5% entering by six months after qualification. However, what we now need to consider is whether this delay in entering employment reflects mature applicants failing to be appointed to the posts for which they apply, or some other reasons, such as waiting for jobs in particular, restricted, geographical locations. Indications from this survey are that late entry reflects, at least in part, a pattern of later application for teaching posts among OU trainees: data from the OU study of primary trainees suggests that this pattern of late application is a result both of choice arising from personal circumstances, and from geographical restrictions which mean that trainees may wait for some time to find an appropriate job for which to make an application.

8. Difficulty in Finding Employment

8.1 As indicated above, one aspect of the conventional wisdom about mature entrants is that they experience difficulty in finding posts. This research asked respondents the extent to which they found such difficulties, and the responses are set out below.

Perceived difficulty in obtaining posts



8.2 The chart shows that the data for the OU suggest that a number of trainees considered that they experienced difficulty in obtaining posts, and that the perceived difficulty increases with the age of the respondent. However, when compared with those on full-time PGCEs, a much younger cohort, similar levels of difficulty were perceived.

	OU	*Other aged < 30*
Yes—a great deal	9%	9%
Yes—some	8%	11%
Yes—a little	4%	11%
No	79%	68%
Don't know/no response	1%	1%

9. Retention and Progression in Teaching

9.1 One aim of the current survey is to obtain some indication of the retention of trainees within the teaching profession. Although 94% of trainees had been in teaching employment at some point since qualification, at the point of survey only 656 trainees were in teaching employment (81.7% of respondents). These findings concur with previous OU findings that any single point data collection underestimates the number of trainees who enter teaching employment. However, we need to ask whether the difference between the percentage employed at point of survey and the higher percentage who entered teaching employment represents movement out of the profession, or short-term movements in and out of teaching employment, especially among women with young families. Of those who had taught since completing their PGCE, but were not teaching at the point of survey, some will be those who have left teaching within the first few years of employment. There will be others who are taking time out, for maternity and other reasons, who intend to return to teaching employment.

9.2 Among the OU sample, 138 of the 1,005 respondents who entered teaching employment were not teaching at the point of survey. Of these, 50 intended to return to teaching employment, with a further 32 unsure. This represents a firm drop out of only 5%. All respondents were asked about their future plans. The table below summarises the findings.

How long do you anticipate teaching?	*Number*	*%*
Until retirement	579	54%
More than 10 years	47	4%
Between 5 and 10 years	143	13%
5 years or less	109	10%
Unsure how long will continue teaching	74	7%
Have taught and left	57	5%
Have not taught and will not teach	24	2%
Unsure whether will teach	38	4%

9.3 54% of all respondents intended to teach until retirement. At least 71% of respondents intend to teach for at least another five years in addition to those they have already worked. A more detailed analysis of this data is required to give a fuller indication of the number of years served by mature trainees in each age band. It is significant that a number of teachers are unsure how long they will remain on the profession. In terms of retention, one of the essentials must be to find out more about this group who are undecided about their future, and to identify the needs that must be met if they are to be retained in teaching employment. A similar level of turbulence appears to exist amongst those entering through a full-time routeway but more investigation of this is necessary.

10. Reasons for Leaving

10.1 The research asked those who had decided not to enter teaching employment, had taught and left teaching, or were intending to leave within the next five years what their reasons were for leaving the profession. For those who had not taught since completing their PGCE, and did not intend to do so, the most common reasons cited were salary and workload, with pupil behaviour the next most frequently mentioned. For those who indicated that they had taught and left, or were likely to remain for less than five more years, the most common reasons given for leaving were workload, stress and pupil behaviour. Salary and personal/family circumstances were also mentioned, but less frequently. The pattern of responses from the trainees from other institutions is similar.

11. Salary Considerations

11.1 It has been suggested that mature trainees experience difficulty in being appointed to teaching posts because schools discriminate against them indirectly on the basis of the extra cost (or a perception of the extra cost) as compared to their younger counterparts. Certainly, mature entrants may be entitled to higher salaries on the basis of previous relevant experience. This payment is not mandatory, and may be left to the discretion of individual schools. In previous OU research on mature primary trainees (Bird, 1999), the issue of employability as related to the expense, or perceived expense, of employing mature trainees emerged clearly, with many trainees feeling obliged to forgo financial recognition of previous experience in order to secure employment.

11.2 This research asked trainees about any allowances they received in their first posts. They were asked whether they received spine points for previous relevant experience.

Were you paid spine points for previous relevant experience?

Yes	47%
No	50%
Don't know/can't remember	3%

11.3 65% of those who did not receive spine points believed that they should have been entitled to receive spine points for previous relevant experience. This represents 32% of all those who had taught. There is an issue here if mature entry is to be a possible route to solving teacher supply problems. It is clear that the dissatisfaction of which Bullock and Scott wrote in 1993 *("There was some dissatisfaction among new teachers at the lack of automatic recognition, in the form of salary increments, of work and life experience")* still exists and this may be particularly true of mature entrants who bring significant vocational experience to the classroom.

12. Types of Posts

12.1 The survey data indicates that among these OU trainees, 42% entered teaching employment on a part-time basis. This is compared to 8% of the respondents from other institutions, and 5% of those from other institutions aged less than 30. In terms of mature retention in the profession, the availability of part-time posts may be a major area of significance. Among the OU respondents, at the point of survey, around one third of those employed were still working on a part-time basis.

12.2 Many of those seeking part-time work are likely to be those, especially women, with family commitments. It may well be that increased availability of part-time positions would serve to encourage more women with children to enter the profession. Of relevance here is the observation of Andrews and Hatch (2001):

> *"Our sample showed a significant number of women entering teaching after having children. It would seem sensible to focus advertising campaigns on such groups."*

12.3 In terms of increasing overall supply, increased availability of part-time posts may serve to attract more women into the profession. While some of these will continue to work part-time, others may subsequently seek full-time work as their own children get older.

> *The majority of this group did not wish to teach full-time . . . However, a significant number, almost always returners, saw part-time work as a stepping stone to full-time employment in the future. Ofsted,* p 15.

OU survey data does indicate some move from part-time to full-time employment.

12.4 An increasing proportion of the teaching workforce is employed on fixed-term, rather than permanent contracts. Lock, as long ago as 1990, remarked that "the growth of fixed term appointments . . . does not encourage recruitment", p 264. This is especially likely to be true in the case of mature trainees who need financial security, particularly since NQTs are those most likely to be appointed on fixed-term contracts (Millett, 1997, p 16).

Type of post	*First post*	*Point of survey*
Permanent	50%	85%
Temporary (1 year or more)	22%	6%
Temporary (less than 1 year)	15%	3%
Regular supply	6%	3%
Occasional supply	6%	2%

12.5 Initially, only 50% of respondents were employed on a permanent basis, but the data reflects, as we would expect, a move from temporary to permanent posts, and with very few trainees still employed on short term contracts.

12.6 Over the past few years, there has been a considerable increase in the number of supply teachers. Adams (2001) points out that the number of supply teachers has increased by 42% since 1997 and DfEE figures show a continuing increase. Previous OU research has indicated that a number of the OU primary trainees, especially those seeking part-time posts, used supply teaching as a way of becoming known by schools in the area, of obtaining experience, and through this finding temporary and, eventually, permanent posts. Some adopted the supply route because they were initially unable to find the sort of post they required. For others it was a deliberate choice, made to suit their personal circumstances. This latter situation may be an increasing trend, and not only among older NQTs and returners. McHardy (2001) refers to *"The high proportion of young teachers who choose the flexibility of agency work"* (p 11).

12.7 Of the OU trainees in this survey, 392 had, at some point since qualification, been employed on a supply basis: 39% of all those who had taught. Of these, 130 had found employment through the LEA pool, 131 through supply agencies and 207 through direct contact with individual schools (some through more than one of these). The table below shows the different lengths of time for which these teachers had worked on a supply basis.

Number of terms of supply work	*< 1*	*1*	*2*	*3*	*4*	*5*	*6 or more*	*unsure*
Number of respondents	19	55	82	57	63	21	25	70
%	5%	14%	21%	15%	16%	5%	6%	18%

12.8 55% of those who have worked on a supply basis have done so for one year or less, suggesting that these may be NQTs who have worked on a supply basis as a "way in" to the profession. This is supported by the evidence that while 126 respondents stated that their first post after qualification was supply teaching, only 15 of these were still working as supply teachers at the time of the survey. For those who qualified more recently, the induction "four term rule" means that most will then have sought more long-term employment in order to be provided with induction programmes. The existence of the four term rule has implications for those trainees wishing to adopt the more flexible working patterns made possible by employment on a supply basis.

13. Promotion and Career Prospects

13.1 The questionnaire also asked about any promotion received, and ambitions in terms of future posts of responsibility. The table below shows the proportion of respondents who had received a responsibility allowance since qualification. Approaching half of the respondents have received some responsibility allowance, with one third having been promoted within two years of qualification. We currently have no indication to the type of responsibility held, and the career progression of those who trained as mature students needs further investigation.

Year of qualification	*% with responsibility allowance*
1995	54%
1996	52%
1997	47%
1998	45%
1999	41%
2000	37%
2001	33%
total	46%

13.2 Few previous studies have investigated the promotion of teachers within the early stages of their careers, at least in terms of considering the progress of those entering at different ages.

13.3 The research also asked about anticipated career progression, with respondents asked to indicate the highest level of responsibility they hoped to achieve.

Level of responsibility sought	*%*
Classroom teacher	21%
Classroom teacher with responsibility points	10%
Head of department/head of year/SENCO	34%
Advanced skills teacher	9%
Deputy/assistant head/Senior teacher	11%
Headteacher	7%
Other—specify	2%
Don't know	4%
No answer	2%

13.4 The findings suggest that many mature entrants to the profession are keen to progress in their career, with 60% seeking to achieve head of department or senior management positions. Further research will be needed to determine the extent to which these mature entrants achieve career progression—and to assess the significance of contributions from their previous experience in other employment roles—including those with considerable management experience in other environments.

14. Conclusion

14.1 The research and analysis suggests that mature entrants into teaching, most commonly people in their mid-thirties, offer an important source for teacher supply. Their subsequent retention in the teaching profession is at least as high as those entering through conventional routes. They also bring valuable additional personal and vocational experience to the classroom. In a number of respects, however, the contribution of mature entrants needs reassessing.

14.2 First, the form of data collection on teaching retention inadequately recognises the subsequent contribution that such people make to the teaching force. Whilst data is only collected in the year following training the more varied patterns of teaching employment taken up go unrecognised. (There is some evidence to suggest that such data also exaggerates the fall out from teaching across all entry routes.)

14.3 Secondly, encouraging mature entrants will definitely increase the number of entrants in shortage secondary subjects such as Mathematics and Science, will increase those teaching in primary schools with Mathematics and Science backgrounds and will contribute significantly to increasing the numbers and percentage of teachers from ethnic minority groups.

14.4 Thirdly, much policy development around training is set within an assumption that the trainee is younger, going from University to training, and without family or occupational commitments. For example, the "four term" rule represents a worry and concern for mature entrants and may be deterring a number of motivated and well qualified people from entering training.

14.5 Finally, more appropriate collection of data about teacher retention and progression would challenge some of the conventional wisdoms in this area, most notably in respect of the employability of mature entrants and the drop-out rates from teacher training generally.

14.6 The evidence here suggests that policy development in this area needs to be informed by a more systematic and ongoing collection of quantitative and qualitative data about those who enter teacher training and their subsequent careers.

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Witnesses: **Professor John Howson,** Director, Education Data Surveys, Visiting Professor, Oxford Brookes University, **Professor Bob Moon,** Centre for Research in Teacher Education, **Mrs Elizabeth Bird,** Centre for Research in Teacher Education, The Open University, examined.

Q110 Chairman: Can I welcome our witnesses for today and say what a pleasure it is to have you helping us in our major inquiry into secondary education. You will know that we are now well into teacher recruitment and retention; it is something on which we have already started taking evidence, and we had a session with the General Teaching Council last week. We really want to learn as much as we can. We are very grateful for the work that you have submitted, the report from John Howson and the evidence already received from the Open University. Thank you for that, indeed. I thought I would ask Professor Howson if he would like to make some opening remarks.

Professor Howson: Thank you, Chairman, and thank you for inviting me to give evidence to the Committee this morning. Your inquiry is timely, although I suspect, in some ways, perhaps not as you originally anticipated, given what has happened about teaching supply and the teaching workforce over the last couple of months. I would like to apologise if my written submission is a little on the scrappy side; it is only about two weeks since your Clerk asked me to appear and a sensible date for submission would not have left you any time to read anything, so perhaps you will accept its shortcomings in terms of presentation. Clearly one problem with any inquiry into retention is the paucity of available data on the current position as opposed to the historical position. Indeed, your own adviser who has been researching this area for the DfES probably knows more about this topic than almost anybody else in the country.

Q111 Chairman: Professor Howson, we do not like to praise him too much, we may have to increase the fee!

Professor Howson: I just want to note that he is clearly an expert and we look forward to the DfES publishing his evidence so that we will all be able to read it. In putting my own evidence together I have tried to consider what is known about the present situation and what might affect the position during the next few years. I have to say that I confess, in the short term, to being slightly more worried about the possibility of unemployment amongst newly qualified teachers than I am about the problems arising from their early departure. However, I do acknowledge that with the retirement bulge on the horizon we cannot afford either to be complacent or to waste any teaching talent unnecessarily. Before closing these introductory remarks I would like to thank my researcher Almut Sprigade who did all the work on the graphs and tables in the paper which was invaluable in getting it to you in the time available.

Q112 Chairman: Professor Howson, we know about your distinguished career but could you tell us a little bit more about Education Data Surveys? Is it part of the university or is it an independent consultancy based in the university? I know we have all sorts of different varieties of these things these days.

Professor Howson: It is an independent consultancy in the private sector that I set up after I left the Teacher Training Agency in 1997. Both the two Oxford Universities have been kind enough to honour me with honorary positions—Brookes with a Visiting Professorship and, more recently, the university department with an honorary Senior Research Fellowship. In some cases, like the study into the turnover in the senior staff labour market, I do it largely by myself; in other cases I work on research projects with university staff to use their expertise rather than spend a lot of time on administration and bureaucracy.

Q113 Chairman: The more I have read in terms of this inquiry, what fascinates me is that every piece of evidence that you read says that the stats are poor; the level of information is not really adequate. That surprises me. Here we have a large Department for Education and Skills, an enormous Ofsted personnel and all sorts of people like yourselves and Professor Smithers' outfit at Liverpool, yet people can consistently say we do not have the data. I would have thought it was easy to obtain the data on who comes into the profession, who trains in the profession and who leaves the profession. I would have expected the detail to be there. Why is it not there?

Professor Howson: I recall that the OECD when writing their country report in the mid-70s complained that the statistics on education even then were somewhat difficult to get hold of, so the situation has not changed. I think one of the reasons is the Department's genuine desire that information that goes into the public domain should be as

accurate as possible, and that because they do not run schools they are working at arm's length in collecting that data. They have to work, effectively, through local authorities. As the role of local authorities has altered over the last 20 years—in some cases it has diminished—the collection of statistics may not have been a high priority any longer for them because they are no longer seen to be the controlling institutions for the schools, and indeed with the delegated budgets to schools, schools are controlling themselves in terms of making their own policy decisions. That, I think, was not taken into account in terms of the effects it would have on the statistics and the need to take strategic decisions at the centre. There are also decisions like the failure to carry out the four-yearly Secondary Curriculum and Staffing Review in 2000 , which I was critical of at the time and which, in fact, only started to take place last year, which meant that the figures which are an input figure into the teacher training model are still being based on data from 1996, in some cases, before the last major change in the early retirement regulations. Whether that is a policy decision or whether it is just an administrative decision from a department that is more concerned with policy than operation, I do not know; others will be better placed to answer that. However, I think that there is a difference between public sector statistics which the Official of National Statistics clearly demand are of the highest possible quality and the management information to understand what is happening day-to-day within the organisation and its operational procedures. Throughout most of my career I have championed the need for the organisation to have good management information. That is, for instance, why I set up the database on senior staff turnover, so I could understand—accurate to the advertisements that appeared last Friday—what is happening in terms of the labour market for senior staff. You can see we have some graphs in my evidence about what is happening with job adverts in terms of *The Times Educational Supplement* over the last couple of years for a range of posts, in an attempt to understand the labour market as it is operating now. It will not be 100% accurate and nobody would claim it is, but it may give you some idea of when trends start to move in the current labour market rather than knowing what it was like at a different point, for instance, in the economic cycle.

Q114 Chairman: Elizabeth Bird and Bob Moon. Would you both like to say something?
Professor Moon: I think I am going to start and Elizabeth is here to respond to questions as they arise. Thank you for the invitation. I head up the Centre for Research and Development in Teacher Education at the Open University. It has existed for about 11 years now and we are involved in a whole range of projects, not just national projects but also international projects; we co-ordinated a UNESCO survey of teacher education in European countries over the last two years, which has just been published, and so forth. So there is an international perspective in our work. The thing that we are particularly interested in is the OU's contribution to the teaching force in this country, and that is the main focus of our evidence. It is quite interesting to begin by saying that of the people who start an Open University course round about 60% are thinking about becoming teachers. We have had that as an analysis. When you think that we have around 125,000 people doing an Open University degree at the moment, that is a very significant part of our population.

Q115 Chairman: How many do?
Professor Moon: Nowhere near the 75,000 that that figure might represent, but it is an aspiration. In fact, one of the reasons why we introduced our own training programme 8 to 9 years ago was to accommodate the insistent demands we had from potential teachers, 30 a week, who said why was the Open University not running a training programme. Through the 1990s round about 5,000 qualified through the Open University, and I think that gives us quite a good feel for what the mature entrant into the population might be. So there are some statistics which come out of this which I think are important. First of all, if you look at the people who trained in that way, for those who trained as secondary teachers the most popular subjects were science and maths. For those who were training as primary teachers round about half had maths and science in their degrees. You will know that in the primary teaching force at the moment we hardly get people with an A-level in maths and science let along a degree level component. This showed to us, I think, that the segment of the population which chooses to become a teacher in their 30s is a different segment from the peer group that 10 years earlier decided to enter into teaching. There are two or three reasons for that: the anti-teaching feeling of university life has dropped away because they have had all sorts of experience with children and so forth, they have also had other vocational experience and come to view what you might call the teaching profession in a different way. We know that because we have, on our current programme, a huge number of applications compared with the number of places we have available—again, with maths and science coming out as the top subject. We have a higher proportion of applicants from those who come from ethnic minority groups. In London, for example, round about 50% of our applicants come from ethnic minority communities. So I think offering an alternative route way into teaching for these people is an important thing. This was noted, incidentally, by the IPPR a couple of years ago in a major report they did, where they felt that the only way we were going to square the circle in terms of teacher supply and retention was by giving much more attention to mature entrants than had previously been the case. I think we are doing that, although a lot more could be done, and I could make some suggestions on that. Two final points for us is that when we look—and this is the work that Elizabeth has been doing—at what happens to mature entrants when they have qualified, we see I think a slightly different pattern from those who go through the conventional route.

So, for example, they do not go immediately into teaching necessarily, they may have a year off while they recoup their energies and so forth. If you take it forward, as we have done, four or five years, you then find that 94% have actually taught in that period. The reason I make this point is that the DfES statistics tend to focus on where people are the year after they have done their training, and this does not necessarily accurately represent what is going on in terms of the transition from training into the teaching force. John, we may agree or disagree on this, but I think that is also an issue in terms of conventional entrants into the profession—some of the horror statistics you see about drop-out rates I do not think are as accurate as a longer time scale would suggest. The other thing we discover is that those who are going into teaching, within two years they have got promoted positions. So it is quite clear that mature entrants are attracted to teaching. So for all sorts of reasons we think that this is a vein of potential supply of teachers that is being worked at the moment but could be worked more significantly.
Professor Howson: Can I just add one comment to that? While I broadly agree with everything Bob said, the latest workforce figures from the Department for entrants who finished training in 2001 and were in the profession by the end of the financial year, March 2002, show that of the 31,000 only 16,000 were under 30. So about 14,000 were over 30 when they joined the profession. I think that whilst I accept that mature, second career entrants are very valuable to us, I would want some discussion at some point or other as to what the balance of the profession should look like to ensure as well that we do not get back into a yo-yo situation, where we yo-yo from a very old profession, with most people coming up to retirement, to a very young profession with everybody under 30, and how we can get back to a more balanced profession with a reasonable number in each of the age cohorts.

Q116 Chairman: From what the two of you have said to the Committee so far, are you saying that the situation in terms of teacher recruitment and retention is not as bad as we thought it was comparatively recently? Is that what you are saying to the Committee?
Professor Moon: I am certainly saying that of the mature entrants that we have been studying over the last four or five years the degree of drop-out which tends to get recorded by official statistics is not borne out when you look across the first four or five years of a potential teacher's career as opposed to where they are in the first year.

Q117 Chairman: And you said you are less worried about it?
Professor Howson: Yes. I think you have to distinguish between recruitment and retention. Recruitment is relatively easy to track and, indeed, I sent your Clerk a copy of the monthly commentary that we bring out every month when the GTTR (Graduate Teacher Training Registry) issues its monthly figures. It is quite clear that when the Government finally announced the training grant of £6,000 in March 2000 that marked a watershed. Until that point applications for teacher training had been declining across the board in secondary and was starting to look at least worrying in primary. From that point onwards virtually every subject has turned round and the only subject that is now below where it was in terms of March 2000 is religious education and the only subject this year which is behind where it was at this point last year is music—both of them relatively small subjects, both of them specialist subject areas where there may be particular reasons for concern. Indeed, as I have said in the conclusion to my paper, I do think that as we are in that point of the economic cycle where for various reasons teaching looks attractive we should be making the most of that to attract as many people as possible and, if necessary, we should be both over-recruiting in terms of the department putting up training targets where it can but, also, providing opportunities to get those people into employment. If that means re-opening some limited form of early retirement scheme to help balance out the large numbers of people who will be retiring anyway in the next ten years that might be advantageous to us if we were to be in a circumstance, say—

Q118 Chairman: I am sorry, Professor Howson, could you just repeat that last remark?
Professor Howson: Let me unpick that a bit more. We are at a point in the economic cycle, as regards the attraction as a teacher, where more people want to be teachers than did in the boom years of the economy at the end of the last—

Q119 Chairman: But we are still in a boom, are we not? I think the unemployment figures fell yet again last month.
Professor Howson: But we are being told that the City is shedding labour.

Q120 Chairman: There is very little sign on the national economic indicators. I have to tell you, when I drive to Wakefield Station, which is my indicator of the economic state of this country, I cannot get parked for the executives still piling on to the trains to London!
Professor Howson: I think it may be like the housing market, it may be spreading out from London and the boom may at last be affecting those areas which, over the last 30 years, have been called "intermediate regions", "depressed areas" and all sorts of other things. They may have been benefiting more than some other areas where we are particularly worried about recruiting teachers, which is noticeably London and the South East. What is clearly true is that we are attracting more people into applying to do both secondary and primary PGCE courses, knowing that we have a very large number of teachers who will be reaching retirement age in a few years' time. If we were to get to an economic situation where the economy was even more in balance or overheating in those times and teaching was not attractive as a career, we would struggle at that point to fill those vacancies. All I am suggesting is that the Department considers that whilst the

goose is laying golden eggs we collect the eggs and make use of them—if I can use a metaphor there. It would be silly, for instance, for us to turn away large numbers of people who want to be ICT teachers who went to university on the back of the telecom boom of the late 1990s, signed up for degree courses in these areas and are graduating this year and next year only to find that that market has disappeared. Many of them will have maths as one of their A levels and we would need them, I suspect, to teach ICT and they would be a valuable source of extra maths and numeracy teachers to us as well.

Q121 Chairman: Professor Howson, very recently people like you—and I am not saying you—were telling us that the one way to solve the so-called crisis—I do not know whether it was a crisis stimulated by John Humphrys on Radio 4 but we were told it was a crisis—was to encourage older teachers to stay on for a couple more years, not only to go to the end of their pensionable period but to go on for a couple more years. You are saying that that no longer is what the pundits, and professors like yourselves, are now recommending, but something totally different?

Professor Howson: What I think I am saying is that in a labour market like this it is important to keep it continually under review. If circumstances change and you look at the balance of the workforce and you find that something like 40% is either over 50 or approaching 50, and they will retire almost certainly within the next 10 to 15 years, if you have a circumstance whereby allowing some of those to go earlier allows you to re-balance the workforce and reduce the demand in a few years' time, then that would a sensible thing to consider. The reason that we could not do it and the reason that pundits and people like myself were telling you to hang on to these people was because that was at a point when the number of people applying for teaching was falling rapidly. It was only when the Government took heed of some other pundits who pointed out that transferring the cost of higher education from the state to the individual meant that if people were going to go into the employment market they would seek some return on that investment, and that expecting them to train on a PGCE course and bear the whole cost of that training and the risk of trying to find a job at the end of it might not be attractive, that the training grant appeared miraculously about five days before the end of the financial year 2000 and has made a significant difference.

Professor Moon: I would give a slightly different interpretation, I think, although we share a lot of the same ideas. I think John is over-engineering things a little bit rather in the way, 20 or 30 years ago, we tried to get exactly the right number of people into the classrooms—there were tight limits on the places for teachers—and each year it proved problematic. One of the concerns I have around that is the competition there is within the profession for the higher management posts. So I would say if we have the resources and we have the means, let us have as many people coming into the profession as possible. We certainly need to have more competition for management posts in primary and secondary schools than we have at the moment, particularly in primary head-ships and so on. I think there is a danger, when you talk of early retirement, of trying to balance the numbers evenly. There is also a danger as far as the people who I see as my natural constituency are concerned, and that is mature entrants, in always thinking of those as the people who come along when the economic cycle is at the other point, if there is a problem of supply, suddenly the need for mature students raises its head. I think mature entrants can make, and do make, a really significant different to the profession; they bring important vocational, personal experience, and there ought to be a steady stream of such people into teaching—as I believe there should be in other professions, but teaching we are talking about today.

Q122 Jonathan Shaw: You have raised this issue about headships. Can I ask you a bit about that? Is the period in which people are in the classroom before they go on to senior management—deputy or headships—coming down?

Professor Howson: I cannot give you a definite answer, I can go away and have a look at it from the evidence that we have got. My feeling is that most people are still trying to appoint heads from the 35–45 age group into first-time headship and that where there is significant pressure they will appoint either older or younger people. The interesting test will, of course, come when the market is regulated with the announcement that the national professional qualification for headship will be mandatory, or working towards it will be mandatory, for anybody who is appointed to a headship for the first time, I think, in April 2004. That should mean that the National College should know what the pool of potential heads is and should be able to identify whether that pool is big enough to fill the jobs available around the country. It does, however, mean that many governors may well find themselves faced with if not Hobson's choice something very close to it, because if you have got two or three applicants turning up who have a national professional qualification and, therefore, have in a sense been certified by the National College, it will be very difficult for the governing body to turn them down; they may find their hands tied. I think where the difficulties particularly lie are schools that have had a chequered past in terms of special measures, failings and schools, particularly those run by the Roman Catholic Church within the maintained sector, who wish to appoint practising Catholics with a Catholic Teaching Certificate, who are frequently the sort of schools we see re-advertising once, twice or sometimes even more in order to fill their head-ship posts. This is where I disagree with Bob slightly about this question of mature entrants and the need to balance, and why I made the comment that about 14,000 people (on the last year available) coming in were already over 30. If you want to appoint somebody as a head you either have to appoint them if they are coming late with relatively little education experience but lots of

other experience, and you have to assume that these people coming in actually want to take on managerial responsibility rather than actually wanting to come and be classroom teachers. I think there is perhaps more evidence in the secondary sector that they may be more willing to take on careers leading to managerial and leadership responsibilities. I have some queries about what the data will tell us in terms of the primary sector.

Q123 Jonathan Shaw: So this is an issue for us then. If the profile of the teaching profession is changing in terms of when people are coming in, they will have to form a large part of future management rather than the traditional pattern. I think it is our expectation that someone would have been in the classroom for 10 years or so before they became a headteacher. That is, perhaps, not going to be possible if someone is coming in in their forties, etc. It has implications for training and all sorts.
Professor Howson: One in eight primary school teachers will end up as probably a head or a deputy. We do not ask people who come into training whether they have a field marshal's baton in their knapsacks or whether their aspirations are in there; we are just interested in whether they can be good class room teachers.
Professor Moon: But a lot of those who come as mature entrants do aspire to have that in their knapsacks. You have got the evidence on mature entrants.

Q124 Chairman: Elizabeth wanted to come in.
Mrs Bird: We have evidence for secondary, not for primary, of aspirations for careers of these people coming in as mature entrants, and it certainly was that around 60% of our samples aspired to at least head of department, with a significant number looking for deputy or headship roles in the future.

Q125 Jonathan Shaw: I have gone a little away from the script. I was a bit shell-shocked that you were not able to park up there! I cannot quite get over that you have not got your own space. Have there been any other comparisons between other professions in terms of recruitment and retention?
Professor Howson: I had a quick scout around within the limits that I could find and in a previous incarnation of this Committee when it looked into teacher recruitment there was some discussion about the medical profession by one of the witnesses, and the evidence then tendered was that 20% of those who trained as doctors left within the first five years, and that rose to about 25% after ten years. The Association of Graduate Recruiters did some surveys some years ago which looked at turnover in the private sector and suggested that something like 50% of new graduates were not with the same company five years on—of course, they may be doing the same job but may have moved from Marks & Spencer to Debenhams in the retail trade or from the Hilton to de Vere or somebody else in the hotel trade. It is very difficult to calculate that sort of thing. Some parts of the public sector make a virtue out of a vice in the sense that the armed forces have always had short-service commissions, deliberately targeted to people who only serve a short amount of time but with the hope that some of those people who do a short-service commission will convert to regular commissions because once they get in they discover they like it, so they are using it as a recruitment tool.

Q126 Jonathan Shaw: So a National Service for Teachers, do you think?
Professor Howson: In a sense, Teach First, having brought the idea over from America, is trading on that short-service idea—that you do two years and then go off and join your large corporate company. I expect that at the back of that there is the hope that some of those people who get into these challenging inner-city schools in London will find the experience so rewarding and enjoy working that they will actually want to convert to be long-term stayers in the profession.
Professor Moon: That is an indication, I think, that if we had a mature version of Teach First in a more significant way—teacher scholarships from commerce and industry and so on for two years—that would again give status to the notion of somebody mid-career entering teaching, whereas at the moment the policy system still sees that as second-best and forgets about it. The rhetoric is there but the reality of policy development needs strengthening.

Q127 Jonathan Shaw: So the future is bright, Professor Moon, or is the future grey?
Professor Moon: I am much more upbeat about where teaching is going than some of the rhetoric there is around teacher disenchantment and teacher morale. I have two daughters who are teachers who give me front-line experience, which reinforces it. When I talk to the hundreds of people who are aspiring to be teachers coming from the medical profession, the legal profession or bringing up children through the Open University route way it is difficult not to be a little bit inspired by that.
Mrs Bird: The future may not entirely be grey but I do think it is important to keep track of the recognition that many people no longer see a career as being for life and that while we are attracting young people in, who may be leaving after 10 or 20 years, perhaps to other educational jobs but actually leaving the chalkface, equally we need to have the people who are doing other jobs coming in to balance that out.

Q128 Paul Holmes: Just a very quick one to Professor Moon. You have just said you are very optimistic and inspired by talking to Open University students, many of whom are saying that they want to go into teaching, but you have said quite early on in the evidence that although 60% said they would like to get into teaching, in fact a far smaller number actually did. How far do the statistics bear out the optimism that you get anecdotally?

Professor Moon: We have nearly 800 people applying for 100 science places, we have 700 people applying for 100 maths places. That is a quite good strike rate in terms of a barometer of interest. We have not got the data on it but we do train classroom assistants as well as teachers, and a lot of those people who are in the process of gaining an Open University degree also train with us to be classroom assistants, and that has come in in the last three or four years, and I think that will be another route into the profession that will be an important one to exploit.

Mrs Bird: On that line, looking at the research we have just done, it is interesting to note that of the people coming in as mature trainees, a very large percentage of them have already had some experience of working in schools, not necessarily in teaching in schools but technician and support roles. So they were aware of the reality of schools and still found it an attractive proposition and wanted a route along which that they could train flexibly alongside, perhaps, the work they were already doing.

Professor Moon: School governors is another group.

Q129 Mr Chaytor: One of the issues that has come out in discussion so far is the lack of reliability or the variability of the data that we collect. What would you suggest needs to be done to get a more reliable and consistent set of data on all issues of teacher recruitment and retention?

Professor Howson: I think, ideally, it is to get to a bit of joined-up thinking between the various players in the system. If I could have a sort of magic wand and wave it around, the schools need to collect human resource data about the people they employ and how they deploy them in the system. If that could be collected electronically, as more and more schools are doing, in such a way that the data is available to policy-makers both locally, regionally and nationally then we may be able to get management information which is useful to understanding the trends in the labour market so that those people who are working on the levers associated with recruitment are able to recognise what is happening as it is happening and not after it has happened. It worries me, as I said in the introduction, that much of the data we have got inevitably looks backwards for quite a long period of time; for instance, the data that I put in the report on 1996 completers on the first five years through to 2001 is the latest that the department could give me earlier this year. That period is a particularly difficult period of history of teacher supply, for all sorts of reasons. What we want to know is has it improved since then? What has happened to the 2002 completers who have been working in schools in the last year? How many of those are intending to stay? Can we distinguish between what I call in my paper organisational factors and institutional factors—the extent to which the work that the London Institute has done on what they call rogue leaders (those heads who do not follow the rules on induction, do not give inductees full timetable relief and do not send them off to training courses) produces people less likely to stay, and those people who have trained in what one might describe as cathedral cities but find themselves teaching in urban and inner-city settings and whether or not they are more likely to leave because there is less of a relationship between the training and the employment? So we need, I think, better data both on the system, therefore, and also at the institutional level. If we can use the opportunities which ICT give us to be able to work as a profession at all levels to be able to use that sort of data which is useful both for managers and leaders of institutions staffing their own institutions, but also those who are operating on a wider canvas, that would be helpful.

Q130 Mr Chaytor: Given the enormous amount of data the Department collects on pupil achievement, for example, why is the Department, do you think, reluctant to have a simple system of data collection for each individual school in respect of all aspects of recruitment? What is the blockage there? Looking at it from the outside, it seems such an obvious thing to do.

Professor Howson: I think you would have to ask the Department, but if you are asking me to speculate I think it is probably to do with the way that the education system in England is conceptualised and the roles of the various parties involved in it, and the way they have been evolving, essentially, over the last 20 years from the days when I first came into education administration when it was described as either a national system locally administered or a partnership. If we have new roles we have new responsibilities and we need new structures. I think that the information part of those new structures (the system we have got) may have been one of the things that not as much attention may have been given to as might have been.

Professor Moon: One of the things we have to be clear on in relation to this is that the GTC—who you were talking to last week—is setting up their own database, and certainly for registered teachers that ought to be a pretty accurate plotter of where people are going. How that then relates to DfES collection of statistics—and the TTA is doing its own thing as well—is an area where there are problems.

Q131 Mr Chaytor: Can I come back to the question of the evidence over time about teacher recruitment and retention and ask has there been any analysis of the relationship between the labour market within teaching and the wider labour market at particular points in time? I suppose the purpose of my question is, is not the easiest way for any Government to improve recruitment and retention in teaching simply to jack up unemployment to 3 or 4 million?

Professor Howson: I think, when I first gave evidence to an inquiry in early 1996 on this, that was one of the issues that came out—as to whether teaching and the public sector were counter-cyclical to the economic cycle. Since the economic cycle, as the Chairman has already alluded to, appears to have disappeared in terms of the labour market since then, and labour market growth has held up very strongly (I think we probably still have record numbers of people in employment) we may not be in

that situation in the future, particularly since we are trawling in that portion of the labour market which is probably the most rapidly growing, which is the demand for graduates. If we have an education system which either releases people on to the labour market at 16 with virtually no qualifications or at 21 or 22 as graduates, then more and more employers are trawling in the graduate market, which has traditionally been important to us as the largest consumer of graduates in that market. We are finding ourselves in a more and more competitive market.

Q132 Mr Pollard: I was interested when you said that about 75,000 aspired to be teachers and then you are turning out 5,000 at the end.
Professor Moon: I did not say "aspiring teachers" I said they had teaching as a possible career. I think if you decide to do a degree when you are 34, which is the average age of somebody entering an OU degree, then it might well be that that sort of profession is something that you have in mind.

Q133 Mr Pollard: Why do not more of them go in? It would seem it would solve all our problems if we could get more of those in, particularly if you have got a steady stream of mature folk. I am an OU person, I dabbled in that some years ago. Can I also say that I was looking at my own career and after training I went two years, four years, two years, four years and the longest job is the one I have got now which is six-and-a-half years.
Jonathan Shaw: And for years to come as well.

Q134 Mr Pollard: It is not looked upon as a virtue in industry and commerce: if you stay longer than three or four years, you are stuck and you are not worth employing. This is the standard. In the teaching profession it does not appear to be the standard.
Professor Moon: I think it is the way the policy system faces on to recruitment. If you look at the adverts that are on the television at the moment to attract teachers, there is nobody with a waistline of more than 30 inches, for example, and they are all actors—I think they may be models, even, judging by the people you see. That is the sort of image which may attract a certain group but I think there is another group in society that would be very motivated to go into teaching. I think we ought to be encouraging schools to take mature entrants into teaching because one of the great difficulties we have is that nationally—because we place teachers right the way across the country and therefore we are having to place teachers in parts of the country which have not had a tradition of teacher training—we encounter some worries about doing this. Some financial incentive to schools to play a role in that I think would be important. I have talked about the idea of teacher scholarships, as well, coming out of industry.
Mrs Bird: If I may clarify, Bob is talking about placing teachers in training within schools.

Q135 Chairman: Before we finish this session, the big question we start with, the answer to which we want to discover in the course of this discussion: Is there a problem in teacher recruitment and retention at the moment or not?
Professor Moon: In terms of the statistics over recruitment, at the moment I think things are looking quite buoyant. Underneath that there are some issues. We have talked about the primary headship issue. Another issue is teachers who are teaching outside their area. One of the difficulties that we have had over the last few years is head teachers—-

Q136 Mr Pollard: Do you mean geographical area or subject area?
Professor Moon: Subject area—and that applies in the primary school as well as the secondary school in terms of specialism. Head teachers are having to flex their curriculum and their timetable to do that. This is one of the reasons why I think over-engineering in terms of entry would be a negative thing, because those people who are teaching maths who really do not want to be teaching maths are better not teaching it. It would be better getting more maths teachers into the classroom. Those are the sorts of areas that I think are more subtle issues of concern than the big questions: Are teachers leaving the profession? Are we getting enough people wanting to be teachers?

Q137 Chairman: But you would like a more diverse stream of entry.
Professor Moon: Absolutely. Yes.
Mrs Bird: My background is in physics teaching. To back up what Bob was saying, there are several heads of departments in local schools who every time I meet them say, "You don't want a job, do you? I can't get physics teachers."
Chairman: They rarely say that to Kerry and I—and I am an economist.

Q138 Jonathan Shaw: On the image thing, Chairman, do you think the Department are projecting the wrong people?
Professor Moon: No, not the wrong people.

Q139 Jonathan Shaw: Thirty-inch waists, you say. Should Charles Clarke be on there saying, "Do you look like me? Come into teaching."
Professor Moon: Some of us looked like that 30 years ago. I think there are homely figures in teaching to which people respond, I think there is the mature person who has the knowledge in a particular area as a result of vocational experience. All those could be demonstrated.

Q140 Jonathan Shaw: It is a serious point.
Professor Howson: The teaching awards demonstrates that by having a cross-section of teachers, real teachers, who get into the media. I think, Chairman, there are two separate issues here. One is recruitment and the other is retention. On recruitment, the short-term news is good and we should make use of that wherever possible. But we

cannot be complacent because with the very large numbers of teachers who will retire from about 2005 onwards, the recruitment levels are going to have to be at or above the sort of numbers that we are talking about at present, which is 32,000/35,000 into training each year.

Q141 Chairman: That is the irony of your point, that you would actually stimulate early retirement now and get new blood in, so the balance was better for when we hit a more difficult time.
Professor Howson: Yes.

Q142 Chairman: Interesting.
Professor Howson: On retention, because the quality of the data is so poor, the jury is still out. We do not really know, for instance whether the introduction of the proper induction year from 1999 onwards has made a significant change to that. One of the things that clearly the research evidence from the London Institute and elsewhere is showing is that where the induction year works properly, then it is more likely that people will stay in the profession at the end of that year. Where they have a very difficult induction year—either because the circumstances are different from where they trained or because frankly they are not being given what they should be in terms of assistance during that year—they are more likely to quit. The Scottish Executive, who are very concerned about the relationship between training and employment, have a system whereby you can nominate in which authorities you want to work at the end of your training. The press release which came out yesterday suggested that 96% of new primary teachers and 94% of new secondary teachers gained a job this year in either their first, second or third choice authorities. That is 2,000 new Scottish teachers who will be teaching where they want to teach. In a structured way, moving between training and employment will assist their induction year and ensure that that goes smoothly and they complete their training. One of the problems that we have is that we have a free market where the risk is all borne by the student. By whatever system, whether it is the GTP in schools or a traditional higher-education based training course, at the end of that you are on your own in terms of finding a job. If the market works efficiently, the best quality students will get the jobs that are there first, and then the market will sort itself by taking the less well qualified students, and the least well qualified may have to wait before they enter the market, during which time their skills may go backwards because they are not practising them.

Q143 Chairman: That is a very good point. I want to move into teacher training, but, before we do, one of our specialist advisers has passed me a note: Are there gender differences in terms of how you view both recruitment and retention?
Professor Howson: On the Department's evidence, there is little difference, if you look at the 2002 workforce statistics volume, on leavers by gender in terms of roughly their percentages. There will be undoubtedly be more women who are leaving for a caring role in the community—because they will inevitably want to be taking maternity leave—than there may be men in the same circumstances. I have to say, the thing that worries me in strategic terms more than anything else would be a change in society's attitude to women and lifelong careers, because one of the things that we as a profession in education have benefited from is the change in female participation rates during what might be described as the second half of their working life. If you go back 30 years to the big changes around and about the equal opportunities legislation and the employment rights legislation in the 1970s, before that it was quite common for women to leave the labour market at some point when they started their families, and, if they came back, only to come back part time, and for many of them never to become economically active again. We have benefited as a profession by the first generation of women who have been in large numbers economically active for the whole of their working lives. Indeed, we are seeing the first of that generation of female teachers coming towards the end of their careers. As a profession it has become increasingly feminised. If societal attitudes to that were to change in any way, it would have a profound effect on professions like teaching. I see no evidence other than the occasional books that come out recalling the blissful days of housework in the 1950s or whatever, that living at home and bringing up your family is a good idea. Attitudes are changing. I merely raise this as something which has an implication for professions like teaching as it does for nursing.
Chairman: A good long-term point. We are moving on to teacher training and I am going to ask David to lead us on this.

Q144 Mr Chaytor: The evidence on recruitment as a result of the new incentives is fairly clear. You have said that there has been a substantial increase. Could I ask about the quality of the new recruits; that is to say, have the new financial incentives improved the quality?—however you define quality, whether it is over the point scores or class of degree or whatever. Is there anything we know about that?
Professor Howson: I have to say I do not know. The TTA would be able to tell you this more accurately, I suspect, than anybody else. The only measure I can think of is that admissions tutors are clearly looking over their shoulder at Ofsted inspections of initial teacher training, and the quality of applicants is one of the things that is inspected. Therefore it is not in the interests of an institution to take people who Ofsted would query if they wish to keep up their grades. There is information that is not in the public domain which the Graduate Teacher Training Registry have and which they share with the Teacher Training Agency on a weekly basis.

Q145 Mr Chaytor: On a weekly basis.
Professor Howson: On a weekly basis—and I get it on a weekly basis, but it is confidential. It relates not only to the number of people who apply but the rate at which those applications are translated into acceptances by institutions. What is interesting me

on the confidential evidence I have seen so far this year is that that translation appears to be slightly slower than in previous years, even in some subjects where the rate of increase in applications has been significant. All I can say in research terms is that some years ago an American researcher at Harvard who did a lot of work on teacher supply discovered that when applications were low you got a very high proportion of people who might be regarded as vocationally interested in teaching (in other words, teaching was something they had always wanted to do) and they were more likely to stay there six years after. When applications went up significantly, institutions had no more money to make decisions about who they took into the profession but, because they were having to make those decisions on a larger number of people, they were more likely to get it wrong and more of those people were likely to quit within the first six years. It would be interesting to know whether or not the fast-track scheme, on which the Government spends an enormous amount of money, in terms of assessment centres for selecting people compared with what the average institution like Professor Moon's or any other teacher-training institution has in terms of selecting, is any better able to spot people who will stay in the profession than the very small amount of time that universities are able to spend on it.

Q146 Mr Chaytor: It is too soon, presumably, to assess whether those who have come in as a result of the new incentives are more likely to stay. We just do not have the data yet.

Professor Howson: How much of it will be the new incentive and how much of it will be the improved induction schemes and how much of it will be the possibility of other employment elsewhere. It is a combination of different factors. How do you winnow out without a significant research project on this? I am not privy to the extent the Department that is conducting research is asking those specific questions. I do not have any research data because nobody has funded me in the private sector to do it.

Q147 Mr Chaytor: Given that we now have a great variety of ways into teaching, has someone done some analysis of the impact of these different ways in on teacher retention. We have some figures on mature entrants, but do we know if people are more likely to stay if they come in as mature entrants or if they come in through the old BEd route or through the PGCE or through the graduate Training Programme? Are there any emerging patterns here?

Professor Moon: I think the answer to that is no, although the Department is launching a major research project as we speak in that area to plot that. How that research project handles the data issue, which we keep talking about, is going to be a crucial issue.

Professor Howson: I think it is something people should know. It seems to me rather bizarre that if the Teacher Training Agency spends several million pounds on television advertising it does not know at which segment of the market it should be aiming. This sort of market research data—and this is where it is management information rather than statistics that is up to date, it may not be 100% accurate but it at least tells us broad trends—ought to be feeding back through the loop to policy makers who are making decisions. I assume that the Government increased the number of places on the Graduate Training Programme for employment-based training on the basis of evidence that that programme produced a better retention rate than university-based courses, but I have actually never seen a piece of research—I do not know whether Professor Moon has—that comes to that conclusion in the public domain. Otherwise, why are we spending money asking schools to do that programme? Similarly, with school-based training, like the SCITT courses, interestingly, if you look at primary teacher training courses, where at the beginning of this month every single university course was full (apart from those that were looking for specialist language teachers or, outside of England, the Welsh and Gaelic courses), the other courses that were still looking for people were school-based training courses. Is this because they are looking for a better quality of applicant than the other courses or is it because people do not want to go on to those courses or is it because they just do not know about them?

Professor Moon: I think it is important to look at what happens to people as they come out of the individual institutions. For example, there are some institutions for historical and geographical reasons that attract people into doing a PGCE. Competition to get into those institutions is greater. Whether three or four years down the line the people that that institution trained are still in the teaching force is something which I think is important. They can be very successful there with very good students . . . This is from a head teacher in Oxford, for example. I know that the Oxford Department gained absolutely splendid students, but in some subject areas I had the feeling, anecdotally, that a few years down the line there would not be that many left in the profession as they moved off into other things.

Q148 Mr Chaytor: Is it not almost inevitable that the most high-flying recruits are going to move on? It is just the nature of life and the labour market: those who have the highest level of talent and therefore the greatest opportunities open to them are less likely to stay in the job they start off with at the age of 22 or 23.

Professor Moon: It depends how quickly they go. That is one of the things we are concerned about.

Professor Howson: This is one of the policy decisions that was anguished over in the mid-1990s when the Advanced Skills Teacher grade was created. This was a centralised policy decision deliberately determined, I think, to attempt to keep more teachers in the classroom by offering that career route. Judging by the numbers of Advanced Skills Teachers we have and the targets which the Government has set over time, it has not been for some reason or another the most successful policy initiative that has ever been promulgated.

Q149 Mr Chaytor: Could you expand on that? You said, "judging by the numbers of Advanced Skills Teachers we have," how many do we have?
Professor Howson: I believe we still have less than 2,000. I believe that when Mr Blunkett was Secretary of State we had a target of 2,000 by September 1999 or 2000, and I believe the current Minister of State last year said that he wanted 5,000 by a certain date—which looks as if it will be difficult to achieve. It is interesting to compare that with the relative success of the Assistant Headship grade, which is not a top-down initiative but is actually a bottom-up initiative which allows schools the freedom to add extra posts into their leadership, which has probably produced more posts than the AST grade in a shorter period of time. Government initiatives as well take people out of the classroom. The whole of the literacy strategy and numeracy strategy produced a significant number of coordinator posts that have taken people out of the classroom. One only has to look around about, whether it is Sport England or Healthy Eating or something else, there is a whole raft of trained teachers being stripped out of the classroom and the schools to operate those posts. Clearly there is a necessity for that. There are others posts, allied to teaching, for which we need people to have been through the teaching workforce to be successful at. For instance, for educational publications, it is helpful if their editors have been teachers. We would not be able to staff Ofsted without people who have been through the teaching career. So there will always be 400,000 people in teaching and almost as many people not in teaching but many of them doing jobs allied to teaching.

Q150 Chairman: The fact is that at the moment we train twice as many teachers as we need in order to get the number we want. That takes in a lot of taxpayers' money to be spent on people who are not going to use those teaching skills. The Scottish experience to which you were alluding seems of great interest because it has always seemed to me—and I think other members of this Committee share this view—that having someone come through a university course and then into a teacher training year and then being dropped almost indiscriminately, that any major company with a recruitment policy would not do that. They would actually take a graduate entry programme over three years, where you would develop the talents, put someone not in the most difficult school in the world to start honing their skills, and then you would move them around until they are a rounded teacher. We have the Teacher Training Agency and all these other different agencies, we have Government initiatives, but no one seems to have grasped the nettle that dropping people into the teaching experience is not a way that most others who professionally train people would do it.
Professor Moon: If you look at other countries, the status of teachers can impact on that process. Where you have teachers as civil servants, as you would have in France or Germany, for example, you would have exactly what you have just described in terms of control.

Q151 Chairman: I do not think we want to go as far as the French.
Professor Moon: No, but I use that to illustrate the point: that implies a degree of managerialism from the centre or from somewhere that is not part of the English tradition in terms of the way education is currently organised.

Q152 Chairman: Do you think it is something we should attend to, Professor Moon?
Professor Moon: I personally think that we should have a much more regional sense of what is happening to teachers. I think looking at other parts of Europe is instructive in that sense. If you are training to be a teacher in France or in Germany, you very much do associate with your academy or your länder: the inspectors of that area are thinking about you, the teacher trainers are thinking about you, the head teachers are thinking about you, the teachers unions are thinking about you. Whether we can do that in England—I think we can in Wales and we do it in Northern Ireland—is something which I think would need more structures than we currently have. There are some universities where not a single graduate from that university is doing a PGCE in that university; they have come from all over the country. If you went in mid-September to stand at Spaghetti Junction in Birmingham, you would see potential PGCE students streaming past each other up and down the motorways. Some head north and some head south, so they do not have an association with the locality in which they do their training necessarily. Once they have done that training, who do they go to? There is nobody looking after them at all. They are on their own. I think we could put some structures in there to support people.
Professor Howson: I think I said a few minutes ago that the risk is with the student in teacher training. We have a free marketeers' dream in the labour market for education, in that all posts are advertised and anybody may apply for any of them, and there is no or virtually no intervention in that market to ensure that it works. I think that the relationship between what one might now call stage 1 training, which is the formal training course, and stage 2 training, which is the induction year, is totally haphazard. As Professor Moon has said, you finish your training course, you go to your training year in school or a course in a university, and you apply for posts. If you are lucky, and you are in the primary sector and you apply to an authority that still has a pool application system, you are vetted by the pool and then offered to schools to pick from that pool, as to which school wants to take you. For the secondary sector, where pools have largely not existed for the last quarter of a century, you just apply for a job that you see in the *Times Educational Supplement* and keep applying until somebody appoints you. If you are lucky, you end up in a school which has a good induction programme and is used to dealing with newly qualified teachers and all goes well. But, particularly in the primary sector, where more schools do not have newly qualified teachers each year and may struggle to keep up to date with what the latest training is, where your

mentor may also be your appraiser because the school is so small that the head is doing both roles, the possibility of people getting a bad experience during that year may be causing us to lose people in whom we have invested quite a lot of money during their training, who have invested their own intention to want to come into teaching and be teachers and are then put off by the failure of the system at the institutional level at that stage. Whether there is somebody in the locality that can intervene, in terms of local authorities or some other body, or whether we can improve that system, it would certainly cut down what you are alluding to and produce the sort of practice that in the private sector they would regard as the norm in their large graduate career development programme.

Chairman: I am conscious that we have to move into a rapid question and answer session to get all the questions in. I am going to call Paul on this subject, then David, then Andrew, and then we are on to the next topic.

Q153 Paul Holmes: A few years ago there was a lot of discussion about teacher training courses and people in the Government and the media saying we need a lot more in-school training and a lot less sitting back in the university doing BEds or PGCEs in a theoretical way. Starting with that viewpoint, what statistics do we have on how many people start teacher training of any kind and never complete it? I recall a figure of about 40% being published sometime this last year.

Professor Howson: Your adviser will probably be able to give you more up-to-date statistics than anybody else on this. My feeling is that you have to distinguish between the undergraduate training course for primary—because virtually all the secondary training is either in school or on the one-year PGCE—where a significant number of people who are taken in may lose their vocation at some point during that course for all sorts of different reasons, and a drop-out rate of 40% might not be unexpected. For the one-year PGCE course, now that the £6,000 training grant is there and there is help for people in other subjects through other means as well, I would expect the drop-out rate during training to return to its long-term norm, which is probably somewhere round about 10%, and that would be made up of those people who clearly, once they get into the course, discover that they do not have one or other of the attributes that are necessary, and those people who unfortunately fall sick or for some other reason are unable to continue during the year. I would regard that sort of in-course wastage level, which is historically what it has been on PGCE courses, to be probably about tolerable and unlikely to get it down very much more. I think people coming on a one-year course like that are making a commitment, know what they are coming to, know the PGCE course is not (as it might have been described in the past) a relatively easy year. It is an extremely difficult, hardworking year of preparation for teaching and people will not do it unless they actually want to do it.

Q154 Paul Holmes: Is there any noticeable difference, therefore, between courses which spend more time in school and the graduate teacher training programme which is all employment based? Are some more successful than others within that overall figure?

Professor Moon: Certainly people think much more highly of their PGCE courses than they used to. Evidence from the University of Cardiff is quite significant in this respect. Good, robust studies. The percentage satisfaction rate amongst students—and I do not have the figures to hand at the moment—has leapt up from 50% feeling they have a good deal to something like 90%. The more practically based, school-based courses have been a big success with the students themselves and I think with schools.

Professor Howson: It is almost one of those problems, as well, that it is the way you ask people. If you ask people immediately after training, they want to be able to be successful practitioners in the classroom at that point. If you ask them five years later, they may well say, "That was terribly useful but I did not get anything about the philosophy of education which underpinned my values and I now recognise the importance of that sort of thing." That of course feeds through to the importance of a significant continuing development programme which I think the Government has recognised over the last two years.

Q155 Paul Holmes: I would imagine that the answer to this is that it is too soon really to tell statistically, but, in terms of the financial incentives, the hellos and so forth, they are time restricted: if you leave too quickly from teaching you have to pay the money back or you lose the money. Is there any evidence that people are taking advantage of those financial incentives because they have student debts, student loans, etcetera, but as soon as the time limit is up they are off, out of teaching, and it is just a way to minimise their graduate debt?

Professor Howson: I do not have any evidence of that. I would think that the PGCE course is so intensive now that if you have done any research and understand what the training course is like you would be unwilling to do it, as people use to, for instance, as an insurance policy or because they wanted to stay in the same university because their current partner was finishing off. That has long gone. The course is so demanding that you do not put yourself through it unless you actually want to come into teaching. The evidence suggests that the conversion rate at the end of the course of people looking for jobs is high.

Q156 Mr Turner: How can you describe something as a free market where there is a control of supply, the price is totally controlled and there is a significant lack of information about the institution in which you are going to work.

Professor Howson: I think the market is quite free because all jobs are advertised in effectively the *Times Educational Supplement*. The price is not controlled, in the sense that you can go and barter as to what the school is prepared to employ you at,

whether they would give you recruitment and retention points, what else they would do in terms of a relocation allowance, when they will start paying you if you are a new teacher, what responsibility points they will give you if you are a teacher already in the profession. I would have said it is a fairly classic open market, in that sense. Yes, there are imperfections in it, but it is not regulated in the way that many, for instance, in American school boards, regulate their labour market, where you can be rung up out at 11 o'clock in the morning and told, "We are taking you out of this high school and putting you into another high school." We have a much freer market. It is one of the things which attracted me into teaching as a young graduate, that I could be in control of my career. I was not going to be, as in many other organisations, at the risk of somebody writing an appraisal report on me with whom I did not get on, and that potentially blighting the rest of my career. I could apply for whatever job at a point where I felt like it and track my own career through it.

Professor Moon: Although if you joined the profession now you would certainly get an appraisal report each year.

Professor Howson: Yes, you would get an appraisal. But it is, in my view, a very open labour market compared to many others. You can move anywhere in the country with your qualification. There is probably more we can do to make it even more open.

Q157 Mr Turner: We have institutional arrangements coming out of our ears in education and you suggest more institutional arrangements. Would it not be better to pay teachers more where and when there was a shortage and pay them less where and when there is not a shortage?

Professor Howson: I think we do that anyway. Certainly if you look at the labour market for heads, which is the least regulated part of the market and the nearest to a free market, the first primary school to hit the £70,000 pay barrier was in the London Borough of Waltham Forest just before Christmas. There are no primary schools of the same size anywhere else in the country that are anywhere near approaching that in salary.

Q158 Mr Turner: That may be true recently for some headships—and I think the London Oratory was the first that was quoted in that sort of context—but at the recruitment end of the market are there those freedoms and what would the effect of the Chancellor's proposed regional pay negotiation information have on this?

Professor Howson: If I may, there are two answers to this. When I joined the profession in 1971, working in a school in Tottenham which, were it still to exist, would clearly be a failing school—fortunately, it was failing so much, even then, that it was closed—if you were a maths newly qualified teacher or a design and technology teacher, at the end of your first year you went to the head and said, "I've seen a job down the road, paying (then) scale 2" and the head said, "I'll match it." If you were an English teacher and you went to the head and said, "I've seen a job down the road, scale 2," the head would say, "I'll write you a reference." He knew there would be another newly qualified teacher around who could fill the English post but he was very doubtful whether he would get a maths teacher or a design and technology teacher. To that extent, within the framework that was allowed, there has always been the ability to tweak the system. I suspect much of it has been done covertly and much of it is probably done with the benign connivance of the professional associations. Unfortunately, when local management of schools came in, the market was thrown into some degree of confusion. Previous to that, you could regulate how many promoted posts there were in each school depending upon its size and where it was. By giving the schools the budget, you then turned it into even more of a free market because they could choose (a) how much of their budget they decided to spend on staff and (b) whether they wanted to go for large classes and well paid staff or small classes and less well paid staff—the dilemma which always faces the Government on a national level when it is setting teachers' pay: does it go for more teachers less well paid or a smaller number of teachers but better paid, depending on how much money it can get out of the Treasury. We have always had regional pay, in the sense that we have always had a supplement for London, and that has been recognised this year within the School Teachers Review Body report, where there has been the extra pay for people working in Inner London, which is clearly a significant difference between people working there and working beyond the outer London fringe area. It is a macro-economic decision as to whether or not you deal with the differences within the economy between different parts of the country through paying people to work in the labour market in different areas or you work on the other side of the economy to bring down the prices that are inflating the costs in that area—and that is not a debate, as a teacher supply person, which I particularly want to enter into.

Q159 Mr Turner: You clearly think that the market is reasonably free and effective, but that suggests then that there must be some other hidden reason which is causing the difficulties of some schools to recruit some staff. The one which is most frequently cited—and, indeed, is cited by the DfES—is workload, discipline, stress. Would you share that view?

Professor Howson: I think we have all been round this agenda many times. I made a note of what, I think, was the second inquiry which this Committee under Margaret Hodge did in 1997, which was Recruitment and Retention, and the list of issues which came up there. It started off with the image of the teaching profession, then workload, then pay, then the cost of training to the individuals (since the report was before 2000), then competition from other employers. I think, if you put all those things together, you get a situation as to how competitive teaching is. In the north-east, where the number of graduate jobs may be a smaller fraction of the total labour market, it is interesting—and the chart is in

your table—that over 90% of those people who trained in mathematics in 1995, despite all the problems of the period between then and 2001, had been in a state-maintained school teaching at some point or other and over 60% of them were still there by 2001. In London and the south-east, where the competition for graduates and the opportunities are much greater, the percentages who were still there and the percentages who have been in are very much lower. If we do not remain competitive across the whole range of different factors, some of which are national, like workload, some of which are specific to individual schools, like whether it is an "easy" place in which to work or a "difficult" place in which to work, we will not solve the problem across the board.

Professor Moon: There are factors that inspire in that respect, are there not? I was in Hillingdon just a week ago talking to the Deputy Director of Education about schools there. Hillingdon is not in the Inner London area, so the salary incentive is not as great there, and it is also quite a diversified borough, so some schools are able to offer higher up the spine starts for initial entrants, which means that in the pecking order, in terms of where certain schools were, they were heavily disadvantaged. I did not feel that those schools were recruiting actually in a very free market, but that is taking another perspective on it than I think is the notion of market that is being talked about there. Those schools did not really have anybody who was applying for them. They did not have a market to go out to. They could not get a head of maths and they could not get any maths teachers. Nobody was there in the maths stall.

Q160 Mr Turner: Is not the conclusion from that—and I know this is easy to say—that those schools did not have enough money to attract people to the difficult conditions in which they were operating, whether because they were badly run or because they were at the wrong end of the barrel?

Professor Moon: Whether the schools did not have enough money or whether the schools did not have maths teachers, it is the same thing really, is it not? Whether you give the money to the school to pay for the maths teachers, to attract that head of maths, or whether some other interventionist policy was pursued that put a head of maths into that school which badly needed an experienced head of maths would be a policy and, perhaps, a political issue. But that school needed a head of maths, whichever way we did it.

Q161 Mr Turner: Surely we are trying to look at is what is the best way of doing it.

Professor Moon: I am attracted to giving a lot more money to the school, but that is . . .

Professor Howson: Let us go back to the economics of this. Clearly economics tells us that if you want to get supply and demand into balance you have to use a mechanism which is frequently price. The best evidence that we have in terms of that, in terms of teacher recruitment, is what happened when we improved the price to people who wanted to train by giving them £6,000. Across the board, the price produced an increase in supply of people coming on to training courses. As soon as you put in even more differential pricing, like the golden hellos . . . I never quite understood why the Department introduced English as a golden hello subject in January 2002, I think it was. It seems to me that is a subject that has never failed to recruit to its target. Somebody panicked, because it was having a slow start that year, put it on the list for golden hellos and applications have gone through the roof. We are about 30% up on what we were this time last year for English. It may well be that by doing that we improve the quality: of course price is affected by quality because, the more you pay, the rational theory of economics would suggest you get a better quality. The problem about heads of department is a slightly different problem. That is a hangover problem from previous decisions in the labour market. If you get the labour market wrong in a closed profession where people start at the bottom and progress through, the hangover of getting that wrong will be with you for generations to come. We had a problem at the end of the 1980s. We had cut back on the number of teacher training numbers because the birth rate had been falling and the school population was declining and we were not filling even those small revised targets. We had, in a sense, a double long-term whammy, in that we had lower numbers of people than the historical trend in training, and those training targets were not being filled. That is now filtering its way through to people who have been in the profession 10/12 years who are the core of the people you would be expecting to take middle management and be moving into senior management positions—that is one of the reasons why we have this serious problem in terms of senior middle management in secondary schools and deputy heads and heads of primary schools—and that is a much more difficult problem to eradicate in the short term.

Chairman: It is interesting that you use Chris Patten's term "double whammy" about a period I think when he might have been Education Minister.

Q162 Mr Pollard: Could I ask about mature students, mature entrants. Professor Moon, on page 6 of your report it says, "Many mature entrants have also experienced the demands of other occupations and are attracted, despite lower material rewards, to the lifestyle." Does that imply that when they come in the grass is not quite so green for one side than the other?

Professor Moon: One of the myths about mature entrants is that they find difficulty in obtaining jobs. That has not been the case with the cohort of 5,000 at which we have been looking: they do find jobs but they accept a position on the pay spine which is lower than would reflect the sort of vocational experience they have had. It is an indication of their level of commitment to becoming teachers that they are prepared to do that.

Mrs Bird: I think we have people coming in as mature entrants from a very wide variety of backgrounds. We do have people coming in from domestic responsibilities at home with children, a lot

of whom have become involved in education through their own children's education and have seen the appeal through that. We have people coming in from other jobs who may have been disillusioned with the other jobs, may have wanted a change of career, but quite a lot of them are saying, "Actually, I had always thought about teaching and now seems a good time to make the change."

Q163 Mr Pollard: One of the things teachers complain about is workload. If people are coming in from commerce or industry, their workload has been high. Industry and commerce demand a lot from people nowadays. Are the two not equitable, so that when people—not those who are home-carers but in industry generally—leave and move into teaching they say, "The workload is not much different than it was previously. It is about the same." I think I am asking whether teachers are overblowing this workload compared with industry generally.
Mrs Bird: My answer can only be anecdotal. We have certainly had some students who have said that the workload is much higher than they had anticipated. It is more concentrated over the term time and they had not anticipated the level of stress and workload that teaching did demand. But that is not all of them.

Q164 Chairman: Should we make it easier for people to transform from being a full-time teacher to a part-time teacher if they find at a certain stage it is becoming too stressful for them?
Mrs Bird: I think that is probably quite an important question in terms of mature entry to the profession. Certainly the data I have suggested that something like 42% of our trainees actually went into the profession on a part-time basis. There have been suggestions, going back many years now, from people in the field that more flexible working patterns might be instrumental in attracting a lot more women with school-age children into working in the profession. Recently, that has also been added to by looking at people at the end of their teaching career who may wish to downsize and to teach more flexibly. There is an indication that there are a lot of people who are moving into supply teaching after leaving full-time employment in their fifties. I think it is important that we look at ways that flexible and part-time working could be used within the profession to keep people in and to attract in people.

Q165 Mr Chaytor: On this very point, because I think this was an issue that we raised with the witnesses from the General Teaching Council just a few weeks ago: what is the main problem in preventing a more flexible set of contractual arrangements for teachers in their fifties as they move to retirement? When I put this question to the GTC, the answer was, if you give up your full-time contract you are worse off. We all know that. My question is: Is there something in the teacher's pension that makes it financially disadvantageous for teachers to go to a half-time contract in the last three years of their employment, for example?
Professor Howson: I think the answer to that is probably inertia. There were significant changes to the pension rules some years ago to allow segmentation of the pension, so you did not fall into the trap of your salary being based on your best pay in the last three years. You could effectively ring-fence your pension up to a certain point, step down to another job and restart. When that was announced, some people did it. I see quite a lot of evidence in primary schools of head teachers and deputy head teachers stepping down to classroom teacher level again, in the questionnaires that we get back from schools. I suspect from the notes that we get that it is more to do with decisions about workload and lifestyle than it is a positive decision in terms of career choice. I think, again, in terms of the micro-management of the workforce, given the age profile of the workforce, if we do not have policy decisions about how we want to manage the movement into full-scale retirement of a very large number of teachers over the next few years, we may be in some difficulties, and that is something which I hope the Department is modelling in terms of what will happen. It will clearly be affected by this generation being the generation that will have paid off their mortgages—in many cases because they were starting to buy their houses much younger than their parents' generations—by the time they are in their fifties. If they have made a substantial capital gain on that, if you are doing the figures it may well be worth, from 55 onwards, putting that capital gain into an interest bearing account and going part-time or going to live in a villa in the south of Spain where the cost of living is lower. But not all teachers, indeed, not all of us are rational beings in terms of working out the finances versus the other sections of lifestyle. If you are happy with what you are doing and you enjoy the job still, you are more likely to stay. If you find that there are opportunity costs to do with something else which you feel are greater, you will do something else. Clearly the closure of the funded early retirement route in 1996 had a big effect on the number of people staying/going officially. We do not know—and again this comes back to the statistics' question—the leakage of people over 50 out into just doing supply work, leaving the profession without bothering to collect their pension but effectively banking it, and what more we could do in terms of utilising their skills up until retirement age, whatever that is in the future, to the most effective way for the profession as a whole.

Q166 Mr Chaytor: To clarify this point, there is therefore no financial barrier to prevent a teacher in a hardship subject in a secondary school, who really feels that in their fifties a full-time teaching commitment is just too heavy a workload, switching to a half-term contract, thereby maintaining the stability and continuity in that school, rather than throwing themselves on the supply market, working Tuesday, Wednesday, Thursday, zipping off on Thursday evening Ryanair to their cottage somewhere in Andalucia, coming back on Monday evening and starting again Tuesday morning. There is absolutely no problem for someone to do that

other than inertia. There is nothing in the teachers' pension scheme that would make them financially worse off, other than the fact that their gross earnings are obviously slightly lower.

Professor Howson: As you know, the teachers' pension scheme is a weird and wonderfully complicated document, and I would not claim to be a total expert in it, but my understanding is that the mechanisms exist, since the changes that were made at the end of the 1990s, to make that sort of flexible working at the end of the career a possibility in a number of different ways, including the one you have suggested, and including the stepping down where you want to give up responsibility and go back to, for instance, classroom teaching without the extra burden of leadership associated with it, but stay full time.

Q167 Mr Chaytor: This is a very positive way of managing the issue.

Professor Howson: Yes.

Professor Moon: If I may just come in on that point. I think that is right but I think there need to be cultural changes in the management traditions in schools to allow that to happen. The culture of the English teacher is the all-singing, dancing, doing everything person: the fête, dealing with the dinner queue, teaching the subject, and so on. I think one of the, as you call it, stepping down things is that individual tasks will become more differentiated and that is going to require, I think, a different organisation of schools. For example, we have a growing number of people who are taking up classroom assistant type roles in schools. That is a part of policy at the moment. How that group of people can be incorporated into the workforce in ways that allow some teachers to work in the way we have just described I think is going to be critical.

Professor Howson: It may be a straw in the wind, but the number of full-time teachers in primary schools dropped by about 1,000 between January 2002 and January 2003. There was not a similar sort of significant drop in the number of part-time teachers. It may be that as falling rolls start to impact, what is happening is that, because it is impacting on budgets at the margin in primary schools, they are less likely to take up full-time teachers and more likely to offer fractional posts or part-time posts to people because that fits in with the budget, because of the way that the budgets are constructed. One would need to see some more research evidence on that.

Q168 Chairman: You have not given much in evidence on the demographics. Are we going to need less teachers because there is going to be a substantial fall in the population over the next number of years?

Professor Howson: If you can answer some other policy questions, I would be able to give you an answer on that. What level of pupil:teacher ratios, for instance, are the Government trying to achieve? What balance between, as Professor Moon says, classroom assistant, other support staff versus IT assistants and qualified teachers as we traditionally know them, will the mix of the labour market need? You have to put all those together to answer that question. We do know, as I think we said at the beginning, that the age profile of the profession—which is well known, which I certainly did not bother to rehearse it in my evidence—means that from somewhere round about 2005 onwards, depending on how many people go through to 60 and how many people opt out from 55 onwards, we will have a significant number of people leaving the profession for about an eight to 10 year period and they will need to be replaced. My best guess on the current mix is that that will mean that we will need to train somewhere round about 30,000 to 35,000 teachers every year into training.

Q169 Chairman: What about the number of children coming through during the same period?

Professor Howson: The good news from the educational point of view was that the birth rate went up marginally in 2002 after several years of decline. The Department's statisticians estimate that the primary school population peaked in, I think, January 1998, but it might have been 1999. The secondary school population will probably have peaked this January, partly depending on how many people stay on in school, sixth forms, and how many people go into the FE sector post-16, and, I have to say, partly affected by the number of children of asylum seekers and other people who are coming into the country which slightly skews the figures. It has particular implications for certain regions of the country. Generally speaking, the secondary population overall, having peaked, will continue to decline slowly at least until 2011, which is the furthest period forward that the DfES or ONS statisticians are prepared to give evidence in their evidence to the Pay Review Body every year. I can give you the figures. I cannot quote them and I would not want to off the top of my head, but it is quite clear that there will be a loss of a number of children to the system and that will impact on the number of teachers you need if you keep everything else level. If you want to improve pupil:teacher ratios, then you will want to keep the number of teachers the same. If you want effectively to keep your pupil:teacher ratios as they are now, you will need fewer teachers.

Q170 Mr Turner: Is the achievement of an age balance or for that matter a gender balance in an individual school something that governors should regard as important?

Professor Howson: I think this is a philosophical question which relates to the whole of the system. One could take an extreme example: if no governors anywhere in the country bore the slightest interest to this and said—a hypothetical example—"We are really interested in people who have done lots of other things beforehand, mature entrants. We will take people over 35" the question would be: Where is your next cadre of leaders going to come from? If you are planning an individual school, it probably does not matter. If you are planning a system as a whole that is employing potentially nearly 500,000 people, I think that some sort of modelling of the

effects of not taking any account of that needs to be understood. This is where the free market that we talked about collides with the planned market because the significant planned portion of the market is the fact that the teacher training targets are decided by the Department as, if you like, the manufacturer; they are given to the wholesaler, which is the Teacher Training Agency, who then passes it on to the retailers; the retailers differ from everything like a superstore, like the Manchester Metropolitan University or the London Institute of Education, with large numbers of training places down, to your corner shop, as you might describe it, the school-based training programme with 20 places. That is clearly very tightly planned, and in some cases you could argue more tightly planned than is necessary, but I do think that if nobody takes any account of age profile, you will have a problem about where the next generation of leaders are going to come from.

Q171 Mr Turner: Professor Moon, would you agree with that?
Professor Moon: I think I would agree with that, yes. We have not come to a conclusion, I should say, though.
Chairman: The last topic we need to cover is school standards, if we can just switch to that.

Q172 Jonathan Shaw: One of the issues about disadvantaged schools is that we know they have more difficulty in recruiting and more difficult in retaining and there is also research you have carried out, Professor Howson, on the PANDA ratings and the length of service for a head teacher. Obviously, we want to understand what you think about improvements to retaining in challenging schools, and my colleague was referring to this marking system earlier on. The Government is spending lots of money with golden hellos, golden comebacks, golden this and golden that, do you think that they are being sufficiently imaginative with the sort of money that is available? For example, if there is a golden welcome back, presumably a school in a leafy suburb can go out and get a teacher who can go to this school and get this £4,000, whereas they would not have much difficulty in recruiting someone else, would they? Is that the best way to use this public money, because you were talking about quality and pay and that was the position?
Professor Howson: I think you have to distinguish between those things which are important for the system as a whole, like the £6,000 training grant, which clearly had a system-wide impact, and those things which you target as individual institutions for whatever particular reason you do. Specialist school grants are one example of that, where you allow individual schools to get extra money if they meet certain criteria. If one of your criteria is that schools facing difficulties have traditionally the most difficulty in getting the most staff and are the first ones who are most likely to suffer in any teaching shortage, you have to ask, do you want to intervene in that market to actually do something about that if there is an overall shortage, or if there is not an overall shortage but there is a differential quality, to either to make sure that those schools are first in the staffing queue, or get the best quality teachers. Then there are various mechanisms you can adopt. One is clearly a price mechanism. We did that in the 1970s when we had the schools with exceptional difficulties payment, which was paid for teachers working in certain schools, where for the first three years they got £201, and once they had been there more than three years they got £279.

Q173 Jonathan Shaw: What would that be like in today's prices?
Professor Howson: I have no idea, but I would be guessing.

Q174 Jonathan Shaw: Yes. If you said £200,000 to anyone, I think—
Professor Howson: Certainly I know—since I was working in one of those schools at the time—it was a significant addition to my salary, and was the sort of thing that might well have persuaded me to stay there rather than go into a leafy suburb. I think what also attracts me is the sort of work that is being done at UCLA with what they call Project X, which is to recognise the social justice element of people who are going to be successful, what we might call the vocational element.

Q175 Chairman: Is that the one which relates to a former governor who runs Project X, as I understand it?
Professor Howson: Its genesis and history, I cannot tell you.

Q176 Chairman: Sorry, the Committee may want to know more about that. Anything called Project X is of interest to us.
Professor Howson: My understanding is that it is based on the concept that if you have got people who are attracted to working in those sort of urban high schools, then you need to be able to give them the tools to do the job, and it is no good training them in schools where those conditions do not exist. You need to stand on its head the concepts that some of these schools are so bad you must not put trainees into them, and so you put trainees into them who have expressed an interest to work in those sort of schools. It is no good putting people in there who have no interest in working with those sort of children.

Q177 Jonathan Shaw: Do we have any evidence that newly qualified teachers, trainees, et cetera, when they go into schools like that are more likely to leave the profession in the way that Paul Holmes was asking you about? Someone qualifies, they go into a very difficult school and it is horrendous, and they feel all of the pressures that we know about all the more than your average school, are they more likely to leave the teaching profession?
Professor Howson: I think it stands to reason if they have been properly trained for those sort of schools and are aware of what they are getting into, they are more likely, if the institutional factors are then right

during their induction year, to stay. If you have trained in a cathedral city, in leafy suburban schools, this is the only sort of job you can get because you may not be the strongest person on your course, and you are not philosophically inclined to want to work with those sort of children, then you may well find that as something where you leave very quickly. It was very interesting that in *The Sunday Times* last week there was an article by a teacher who had come back from teaching in Botswana, and had gone to teach in some London schools, and had quit after two years. She was complaining about how difficult these schools were to teach in, and how everything was stacked against working in them. I felt underlying that was a philosophical point of view that actually she did not want to be in that sort of school, working with those sort of children.

Professor Moon: There is definitely a greater churn of teachers in those schools, in those urban areas. My own view is that what we have to address here is a cultural thing, not just a statistical thing. We have had periods when working on the front line in urban schools was seen as one of the high spots, that you were in the forefront of your profession if you were prepared to take that on, and I thought like that myself in the mid-1960s in London. Now, for various reasons, that has disappeared, particularly in the secondary area, and I think we just have to regenerate that sort of feeling. There are some policies that are moving us in that direction.

Q178 Jonathan Shaw: What I was going to ask you is, from what you have described, Professor Howson, whether the structures and pay as they are at the moment perhaps lead to the most least able teachers teaching in the hardest schools in our country?

Professor Howson: I think because of the way in which the nexus between training and employment works, there is that risk. That was what attracted me to what the Scottish Executive is doing, and anything that will look at the most disadvantaged schools which clearly need people with additional skills to be able to succeed in them, to be able to provide them with the tools rather than leave them to get what they can on the open market. If you are going to leave them to the open market, then what works in the open market is normally price, which is a slightly curious thing. I think price, by itself, is only part of the thing; it is not the whole package. We have seen it with head teachers, and we have seen it with high profile head teachers, who come in from being successful head teachers in leafy suburban areas, have gone into inner city schools and have found the challenge extremely difficult because they have not been prepared for it.

Professor Moon: John, you talk about a risk, but that is a reality in a lot of urban comprehensive schools, particularly in Inner London. My daughter's year eight tutor group only has one permanent member of staff who teaches them.

Q179 Jonathan Shaw: If you had the pot of money that we spend on the golden hellos, the golden goodbyes and welcome backs, et cetera, and there was no more money, what would you do differently with it in order to try and address some of the issues that we are talking about?

Professor Howson: I think my key concern is that the most disadvantaged children in the most disadvantaged schools do not necessarily get provided with teachers who have been trained to meet their specific needs. We talk about x amount of the course being in school and the rest of it being in college or university. If you are going end up in those sort of schools, either by choice or that is the only place where you will get a job, my feeling is that the whole of that course—that is what happens on the college-based part of the course, and what happens on the school-based part of the course—actually needs to be focused on helping you to be able to work successfully with those sort of children, many of whom are very damaged in all sorts of different ways. Many of them will be damaged in ways that you, as a successful graduate, will not have experienced in your own lifestyle. Although we have comprehensive secondary schools, there is still a wide gap, I think—

Q180 Jonathan Shaw: They have never been onto a council estate in their lives.

Professor Howson: Between the social experience of being a successful student in a comprehensive school and being in one of our council estate schools in one of our northern cities, or parts of London or, indeed, in some of our less successful social schools in terms of rural areas as well, because it is not entirely an urban problem.

Q181 Jonathan Shaw: What would you do with the money? Would you do anything differently with the money?

Professor Moon: Yes. I think the Government's inquiry into 14–19 education at the moment is actually crucial to the issue and we are coming to this late in the day. In one sense the model of teacher supply is posited on the model of curriculum, but we are going to see change and I think there will be cross-party support for this change. It is clear that we have to have more practical applied relevant vocational work in schools than has been the case, but we have not got the teachers there necessarily to deal with that.

Q182 Jonathan Shaw: I agree with that, but neither of you have answered my question. If you were in charge of the money, and in terms of what we have spoken about in terms of quality and how much you pay, are we distributing the money correctly? When I gave you the example that you can come back into the profession, into a leafy school and get £4,000, that does not seem to me the best use of the public money when we are talking about your daughter's school?

Professor Howson: In theory, the LMS formula, topped-up with the special needs' elements, should provide for those schools to have more money than the leafy suburb schools in the same authority, because they will be getting x amount—

Q183 Jonathan Shaw: Sixth forms, do you mean?
Professor Howson: Which should, in theory, mean that they are able to offer more responsibility. Clearly, it does not work like that for all sorts of reasons, such as whether the school has got a sixth form, or other factors, in which case if you want them to be successful you have got to find some other way of intervening. I am probably arguing that you need to pay people more to work in the most challenging circumstances, and you need to find a way of doing that which is acceptable to everybody. Even, more importantly, you need to identify, right from the word go, people who are actually socially responsible and wish to take on the challenge of working in those sort of schools, and give them the training and the support to enable them to be successful with those sort of children. I suspect a greater number of people can succeed teaching leafy suburb children, who are there because they want to learn, are relatively biddable and are not facing all these other problems. That is exactly the sort of school that I spent seven years in at the start of my career. Professor Moon spent time in London with his career. We went there, we enjoyed doing it and we were—we hope—successful, but we need to make sure that the generation who are doing it now gets as much help as possible to be successful for the education of these children.

Q184 Chairman: Something that is not coming through from this very interesting set of questions from Jonathan in terms of the answers, is it is all very well to juxtapose the leafy suburb school to the inner city school, but what is the difference, in your experience and in your knowledge, of what high quality management of that school brings to the new teacher coming into that environment? What I think this Committee needs to know is if you take two leafy suburb schools, or two inner city schools, which are very similar, what difference does it make? Some of the evidence that we have had from you and others suggests that if there is a good head, a good management structure, who cares about the induction and all the rest, it makes a tremendous difference between whether that teacher stays or not. Is that wrong or is it right?
Professor Howson: I would say, yes. I would say very clearly that the leadership role is critical. We are in the people business in education. We work with people and most of what we do is an interaction between people, and if those interactions in a learning sense can be successful, then everybody will feel better about it and the outcome, however you measure it, will be better. Now, as Professor Moon says, it may be that for some of the age group we are actually doing the wrong thing. So it is going to be very difficult to make it succeed because we are not doing the right sort of thing. I would say you have to have successful leaders, again who are trained to understand the circumstances in which they find themselves in, are supported at the local level—whether it is a buddy system, or whether it is through some sort of local support network—which allows them when the going gets tough, as it inevitably does, to recognise that they are not going to be named and shamed, and that they are not going to be held to account for every mistake that they make. Inevitably, in challenging circumstances, you may make mistakes and, if you take risks, of course, you are more likely to make mistakes. Again, this is a question for the National College in terms of the National Professional Qualification for Headship. To what extent is that a bland national qualification, which assumes that in all schools are the same and should it, or can it, be tailored to recognise that challenging schools need their leaders to be able to be equipped to take on those challenges during the preparation stage, just as I think we are arguing that those people who go in as newly qualified teachers need the extra support and training that going to those schools demands.

Q185 Paul Holmes: Two areas on schools then. The first one is picking up on what you have just been saying. I was really pleased to hear Professor Moon say that not that many years ago some teachers went into inner city schools. As they say in the survey, it was a challenge, they were at the cutting edge, they were making a real difference, but you said that various structural changes, or changes in policy, will work against that for various reasons now. We have just heard that a really good head, as a leader, can make a big difference. Just to take an example. The Phoenix School in Hammersmith was one of Labour's first Fresh Start schools in 1997, and William Atkinson, the head there, is seen as one of these really great leaders. His school over the last five or six years has got around 11% A–Cs—11% of the children got five A–Cs—although in this last year it has gone up to 25%, which is a very good improvement but still way behind what the Government want. 60% of the kids are on free school meals, 60% have got special educational needs and 40% have got difficulty with spoken and written English. The last Ofsted report said: "The school's problems were largely beyond its immediate control, staff recruitment and retention in particular". How far do you think things like naming and shaming, league tables, professional staff performance pay—which means you are held responsible for your kids making certain progress, otherwise you do not get your pay rise—encourage teachers to go into schools like these, and how far do they discourage teachers?
Professor Moon: It is in one sense a very important question, but I have to give the balanced answer. I think the pressure on schools to improve standards across the board has been a positive thing. In the schools in the most challenging circumstances what you often require is the most amount of innovation, and the context in which the schools now operate actually can constrain innovation rather than open it, so people go for safe options, they go for trying to nudge forward, to keep it tight and so on, and I think that is one of the difficulties that we face with the system at the moment.
Professor Howson: Yes. I was talking about risk taking a few minutes ago. I think risk taking is clearly important there. One of the interesting questions that one would want to ask the Phoenix School is: "Has your staffing settled down over the

last year after a period of very great difficulty, and was that one of the reasons why your GCSE results have started to improve?" It is very difficult for secondary schools, in those sort of circumstances, where its primary schools are facing an enormous amount of turbulence and, therefore, are unable to meet the standards that one would expect of primary schools normally across the country, for those secondary schools then to pick it up. This is why it takes so long—it is a bit like a super tanker—to turn it round. If your primary schools have stable, good, high quality staff, able to produce the basics, then those children transfer into secondary schools with the sort of skills that secondary schools can build on. If the primary schools have got no secondary staff, are operating on a procession of overseas-trained teachers from the Commonwealth countries, or itinerant supply teachers who have no commitment to that school, it is not surprising that the children in those schools (a) do not see education as a very worthwhile experience, and (b) may not succeed. If the secondary schools are then trying to adopt a normal secondary school process, they are trying to impose success on failure. One of the things that we did in response to the Bullock Report in the 1970s—*Learning for Life*—was to recognise that 50% of our intake, in the school I taught in in Tottenham, had a reading age which was two and a half years behind their chronological age, so we abandoned subject teaching. We went back to classroom teaching to give the children the settled environment where they could actually continue to develop their basic skills. If the staffing in the primary schools settles down—and it has been particularly settled in parts of London—then that will have a knock-on effect for secondary schools, but it will take time. I think to expect the secondary schools, in those circumstances, to work miracles, and then to name and shame them when they do not, is hugely counter productive.

Q186 Paul Holmes: Yes. You have talked about the importance of stability of staffing, like these preferred examples. We hear a lot these days about teaching should not be seen as a profession for life, which perhaps it used to be. We have got the Fast Track Teacher Scheme, for example, which the Government introduced, that emphasises very much, "We will take these whizz kid new recruits and we will put them in one school for two years, then we will move them to another school for two years, then we will move them to another school for two years, and then they will be fit to be a super head and so forth". With some of the old "stick in the mud" teachers, like I was,—who stayed in one school for 10 or 12 years at a stretch—we were always a bit sceptical about this, about wanting a fast churn of teachers all the time, who come in and leave before the problems materialise from what they have done. Some of the research that Professor Howson has done on schools getting A* grades on their PANDAs, on their performance assessment, shows they tend to be the schools where the head has been in post for over six years rather than be somebody who is here today, gone tomorrow, onto another fast track job. Is there more of a case to be made for stability and service of teachers and heads, and heads of department, rather than this sort of commercial sector pressure that we have heard about from Kerry Pollard, for example, where, as an engineer, he would spend two years with one firm, four years with another and two years with another? Are we undervaluing the idea of length of service and stability with teachers within a school?

Professor Moon: I taught in the same school for ten years when I started, so I would empathise with what you are saying there. Is it not a mix of the two? I think this issue about heads in posts is a really significant one, but I would also apply that in secondary schools to those who are in the middle management area. It is quite clear that the same thing applies, particularly in the major departments in a secondary school, the core curriculum areas. Those people who come in to fill those posts may well have benefited from the sort of moving around that you have talked about, and we do not manage that very well.

Professor Howson: No, I think it is the balance. Some people may want to spend a long time, some people may find it, for all sorts of different reasons, worthwhile moving around to get the degree of experience. If everybody moves around at one end of the spectrum, then you get so much turbulence that there is no continuity for the children and I suspect they start to fail to understand the advantage of having a settled thing where they can relate to the people who are delivering their education. If everybody stays put, the risk is that you get no new ideas and no fresh blood. If somebody comes in, they are treated like hero innovators and the dragon eats them as if they are St George, because their ideas do not fit in with the conceptual norms of the institution and, therefore, they leave. The worst possible diversion, I think, is an institution where too many people are there for too long that they become resistant to new ideas and become antagonistic to anybody who wants to change the status quo. So it is finding that right sort of balance for the institution that is most critical.

Q187 Jonathan Shaw: Were you a history teacher?

Professor Howson: I was a geography teacher.

Q188 Jonathan Shaw: I thought that, because I thought St George slew the dragon.

Professor Howson: Not the hero in the battle.

Q189 Chairman: Just this last one. We have found this a very valuable evidence session, that it why it has gone on for much longer than we predicted, and we have learned a lot. Are there one or two aspects of this you would be very discontent if, when we wrote this up, we did not include? Is there anything you think you have missed informing the Committee and you would like to see it in the report? Professor Moon?

Professor Moon: I mentioned in my introduction the issue of ethnic minority communities representation in the teaching force, and the fact that I think

through mature entrants you will get a greater participation. I really think that is a terribly important point.

Q190 Chairman: Elizabeth?
Mrs Bird: Nothing more to add, no.

Q191 Chairman: Professor Howson?
Professor Howson: I think I would want to put two in. One is the whole issue of data and information, and how it is managed throughout this large and complex situation that we call the education organisation in England. Secondly, this nexus between training and employment and the potential risk that getting that wrong for retention involves, and the wastage that that involves in terms of public money that has been spent on producing high quality training for people. I think as a caveat to that, I would want to say that the training should be funded on the basis that it is a training course and not a higher education course which is subject to the sort of pressures that higher education funding has been subject to over the last few years, because that has consequences. It would be interesting to compare the cost of training a teacher with the cost of training a police constable at Hendon, with the cost of training an army officer at Sandhurst and, indeed, the cost of somebody going through the Marks & Spencer's-type training programme, to see whether or not the Treasury is still regarding teacher training as effectively higher education at low cost, to get more out of it through economies of scale and efficiency costs, and whether that is damaging the recognition of being able to improve the needs of the individuals who go through the process and who are on their way to becoming more valuable members of the teaching profession.
Chairman: Thank you very much for that, Professor Howson. Thank you.

Wednesday 18 June 2003

Members present:

Mr Barry Sheerman, in the Chair

Mr David Chaytor	Paul Holmes
Valerie Davey	Ms Meg Munn
Jeff Ennis	Jonathan Shaw

Memorandum submitted by The National Employers Organisation for School Teachers (NEOST)

NEOST represents local education authorities in England and Wales on schoolteachers' pay and conditions. NEOST has conducted a survey of teacher resignations and recruitment since 1987. The survey is based on information provided by schools and is supported by the teacher unions and the DfES.

The survey allows detailed analysis of:

— turnover of teachers—this is defined as a teacher leaving a school;

— teacher wastage—the numbers leaving LEA maintained schools; and

— recruits.

In each case the survey shows the destination (or source for recruits) rates by region, age group and salary. The data is collected for calendar years to match the DfES survey on vacancy rates. Details of the survey can be found on www.lg-employers.gov.uk.

The survey allows analysis of the factors that affect vacancies. There is no direct correlation between the two as high wastage can occur without an increase in vacancy levels, as happened in 1997. The survey can be seen as providing the detailed background to key factors behind the vacancy rates.

Policy Issues

High turnover rates will have predictable effects within schools. Disturbances in delivery of education to pupils and the resources required to recruit and include replacements are obvious factors. Too low turnover rates can cause problems if it leads to promotion prospects being restricted.

NEOST has used the evidence of higher turnover rates amongst younger teachers to press for the main classroom teachers pay spine to be shortened. It now takes five years to reach the scale maximum. The accelerated progression together with the prospect of the threshold, was designed to assist with the retention of teachers in the critical early years of their career.

The survey points to above average turnover rates for the London and South East regions. The growing emphasis on the need to improve measures to increase retention as well as recruitment reflects the findings from the survey.

There is no consistency of turnover or vacancy rates within regions. That has led NEOST to advocate targeted measures to allow schools to tackle retention.

It has proved difficult to persuade schools to use the existing flexibility in the salary framework of recruitment and retention allowances. Only 4.2% of teachers receive these allowances.

Reasons given for the limited use include:

— limited resources;

— concerns about the divisive nature of targeted allowances; and

— concerns, probably misplaced, about equal pay.

The emphasis on non-pay measures has been reflected in a number of national and local initiatives on training, access to housing as well as on workload.

Workload has been recognised as a major factor in retention. The survey from the GTC in England confirmed the findings from the Audit Commission across the public sector, that workload is a major factor in decisions to remain in a major factor in decisions to remain in employment in a sector.

The link with improving retention was one of the reasons for NEOST signing the national agreement "Raising Standards—Tackling Workload". The opportunity to allow teachers to concentrate on key tasks of raising standards is another key reason for supporting the change programme that is now established.

CONCLUSION

NEOST would value any opportunity to develop measures to assist in retention. It has to be accepted that career patterns are changing with greater movement between careers becoming an accepted development. That must mean that emphasis should continue to be given to maintaining measures for recruitment. Steps to improve the image of teaching as an exciting career will continue to be important in attracting potential teachers at different ages.

June 2003

Witnesses: **Mr Graham Lane,** Chair, **Mr Ronnie Norman,** Vice Chair, and **Mr James Kempton,** Education Committee, National Employers Organisation for School Teachers, examined.

Q192 Chairman: May I welcome our witnesses this morning and say that it is a pleasure to see here an old friend of mine, Graham Lane—that does not mean that I have known him so long that he will get any quarter from the Chair, as he knows—and also Ronnie Norman and James Kempton, the first team to bat. I have told my team that we want to get into this hour as much as we can. We want to get a lot of questions and answers into this hour. We know that you are very knowledgeable in this field. This is an inquiry into recruitment and retention of teachers; it is a very interesting issue and one about which we are particularly keen to learn. I start by asking Graham Lane if he wants to say anything briefly about the situation. Do we have a crisis? Do we have enough teachers? Are teachers coming into the profession in enough numbers? Are we retaining them properly? What is the situation from the employers' point of view?

Mr Lane: The employers' point of view is much better, I think, than sometimes the media leads people to believe. First, may I say that we do represent all teachers in the state sector; that includes the church schools and foundation schools and not just local government schools. One-third of our schools are voluntary aided. The situation is better than it has been. It is also better than I think some people feared. Two or three years ago, I remember saying on radio that we were not going to have a three or four day week because of the shortage of teachers. It is very interesting that this story keeps re-emerging and over the funding issue as well. The biggest problem for some time has been the retention and turnover of teachers. That has declined considerably in certain parts of the country. Even secondary schools in London are now showing more retention than they did a couple of years ago. There are reasons for that and one is what we actually did as employers. We persuaded the Teachers' Pay Review Body to shorten the pay scale for younger teachers and those leaving the profession. Turnover does not mean necessarily those leaving the profession. You can move within an authority or to another authority. The highest number of teachers leaving the profession, apart from actual retirement, was among 25 to 30 year olds. Younger teachers for three or four years were considering leaving teaching for various reasons. We persuaded the Teachers' Pay Review Body to shorten pay scales so that people reached the threshold in five years instead of nine. The DfES officials were not very pleased about this, and did not fund it properly as a result, which may have caused some of the problems we now have. We think that was a significant thing that we did as employers. You will notice from our evidence that we think it is difficult to start talking of a shortage of subject teachers in secondary schools. Maths is not the subject with the highest shortage; the shortage of English teachers is higher. To suggest that certain subjects receive a premium payment over others would fly in the face of the evidence we produce. There is a much more even shortage of subjects at secondary level. We also think there is good news on the horizon. With most of the other unions, bar one, we played a great part in getting the agreement on workload signed. As that goes through, there will be the 24 tasks next year, then the year after there will be a limit on the amount of cover for absent staff, and then in the third year, which is the most important move in our view, and we are the ones who pushed for this, the minimum of 10% non-contact time for all teachers, including primary teachers. We think that will have a significant effect on recruitment and retention of primary teachers. Again, as employers, we pushed for that. We had to fight the DfES officials on that to get it through. The unions were in favour of it and we got it through as part of the workload agreements. We think that is going to be very significant. Finally, there are two things I would like to mention where we still need to do more work. We need to see older people, perhaps some who have been made redundant from British Airways or Marconi, with degrees coming into teaching at a later age. Very often, head teachers and governors are reluctant even to interview such people. I think we ought to make it easier for people who have had another career to come into teaching in their late 30s or 40s, or even in their 50s. That is a source of recruitment we should consider. We should look much more towards people being flexible about moving in and out of teaching. Young teachers tell me they are only going to work in teaching for five or six years. There is nothing wrong with that but can we attract them back for another five or six years, sometimes in their 30s or 40s? The structures do not make that easy. One area where we are keen to work, though we need to get the DfES officials more in agreement with us on this, but there are people interested in doing it, is in the formation of a proper professional development career programme for teachers. The London Challenge under Tim Birdhouse is looking at this as a method of recruitment and retention in London. We think professional development for teachers is still left very much to individual schools or individuals. We

think a proper national programme with the employers working with the teacher unions could do a lot to make teaching a very attractive career in which people will remain. That is the sort of area we would like to move on to but the situation is always one in which we must be careful. We will never have enough teachers but in fact there are more people teaching now than there have been for many years. We need to make sure we retain our teachers and make teaching an attractive profession. Some of the measures in the last few years have been very welcome indeed. As employers, we have played a key part in that.

Q193 Chairman: You are quite strange employers in one sense, are you not? I am not going to take a side swipe at the fact that you all seem to come from London and the South-East this morning, or very close. In terms of employers, normally one associates employers with having a much more proactive role in the management of the people being employed. Is there not a sense in which you are more spectator than employer? On that last point you mention, that of career development, the Committee has already had evidence that a large number of teachers are lost very early on in their careers. Any other big organisation would look after the staff they employ very carefully in those first three to five years, when they know that they are going to lose a very large number of them. That management of their experience as young teachers, the quality of mentoring and support, would be very carefully looked at. Are you able to do anything about that?

Mr Lane: There are 150 employers, if you analyse local government. You are right that we do not actually decide teachers' pay; it is decided by a Government-appointed body called the Teachers' Pay Review Body. That creates problems in itself because governments have a habit of not actually funding the awards that they then recommend to be implemented. A lot of the work is done at school level. Head teachers and school governors appoint and dismiss staff. That does not mean, as national employers, that we do not exert a much more strategic influence. For instance, we persuaded the Government to bring back the induction year for newly-qualified teachers; there was no induction year. A lot of authorities now ask for exit strategies from teachers as they leave the school. We find it surprising how many teachers leave because of bullying or the behaviour of senior management. That alerts us to do something about it. We have now started in many areas to introduce much more support, and not just for first-year teachers. We managed to introduce time out of the timetable but also support by in-service training for second and third year teachers. Because of a competitive market, there has been a shortage of recruits. It is important to retain teachers. Local authorities and employers have done much more work with their schools in order to help recruitment and retention of staff. Very often, a school needs more support, particularly with the recruitment of newly qualified teachers. Where there were big shortages, some authorities have done a lot of work with their schools to solve some of the problems. Without the strategic work that local employers have done, you would have seen a more difficult situation in certain areas.

Mr Norman: There are a couple of things in the pipeline. Graham Lane has referred to many of them. One of those is professional development. I am on the General Teaching Council and, as it so happens, we are advising Government on the professional development of younger teachers in their first five years. In Kent, for instance, as an employer, a local education authority, we are moving into key worker housing. That involves not only teachers. We are building cheap housing and have a housing association joining this so that there can be equity sharing in the housing and cheap rents. We are also building blocks of flats on school grounds, if we can surmount the planning hurdles. As far as the teacher workload reform is concerned, there is the work-life balance responsibility coming in this September so that head teachers look after teachers and governing bodies look after head teachers. Personally, I feel this is terribly important in keeping people happy. I believe that we ought to allow, as Graham has said, people to leave the profession with a smile on their faces. People in other professions move around. Accountants and lawyers go off and work in big businesses and come back. I feel that one should not hang on too tightly but should make a return back into teaching more easy, as happens with other professions. I think that is extremely important.

Mr Kempton: It is important to try and set the context correctly. We have provided you with some information from our survey, which I think shows some of the views around in a different light. Particularly with younger teachers, whilst we would want to see that there was some turnover, because you would not find many people staying in their first job for an enormous length of time in any other walk of life, we need to focus on the amount of wastage. There are teachers who are leaving the profession. That is a key statistic, taken alongside turnover. It is misleading to look at a person leaving a job in a school; we ought to focus on his or her destination. As employers, we are concerned about the people who are leaving the profession early. As you have heard, we are doing things to support that inquiry. There is a disadvantage in terms of people changing jobs and the disruption within a school but we need to recognise that there is a lot of movement within the career patterns and we should not see teaching somehow as different to the sort of career patterns that young graduates have in other professions.

Q194 Mr Chaytor: You mentioned the changes to the induction year, the shortening of the thresholds and the importance of the 10% non-contact time as part of the new Workforce Agreement. Is that it? What else has your organisation done or achieved in terms of influencing teacher supply, recruitment and retention? It does not seem very much.

Mr Lane: There is a number of things that all local authorities are doing. One of those is making sure we employ enough teachers each year. Obviously there is always a turnover; that is now down to about 10% over the country. That is probably not unhealthy. It is only once it goes below that you start to have some worries. As employers, we actually went to David Blunkett at the time and said we had to reconstruct and teachers' pay arrangements. We advocated and supported the threshold arrangements. They did that in bits and pieces, which was not what we wanted. If we had been in charge of these negotiations, we would have had a proper trade-off of pay and conditions at the time, and we would have had a much more thought out approach to what happens post-threshold, which at the moment is still unclear. We are still trying to persuade Ministers that there should be two basic career structures post-threshold: one for advanced skills teachers, which is constantly turned on and off, and one for management. Obviously there is a link between them and a way of moving to and fro. The advanced skills teacher was a wonderful way—and Estelle Morris was keen on it—of paying teachers high sums of money in order to remain in the classroom, instead of them having to leave the classroom to get the sort of salaries to which some of them aspire. There was an opportunity to use that scheme with teacher training to get them to work with the TTA. We had all sorts of ideas but that has not really caught on as much as it could have done. I understand there will be a proposal over the next few months to phase out the specific grant-funding through the Standards Fund for that, which I think will be very regrettable. The reason we went back to the Government and argued for a change in the structure was because we could see real problems in recruitment and retention on the horizon with the teaching pay scales locked into something which did not reflect the 21st century. We were the big movers behind the Workload Agreement. The employers got the NAS and NUT to suspend their action in April 2001. We put to David Blunkett then that you have seriously to look at changing the contract and at getting everybody around the table to look at the conditions of service for teachers. We argued that you should bring into that debate UNISON, T&G and GMB around the same table. At local level, that is exactly what should be being mirrored as we now begin the changes in the contracts which start in September. Our view always is that you have to be doing various different things both to recruit and retain teachers, but also to look very much at the way teaching can be seen as a very attractive career for our very best graduates.

Q195 Mr Chaytor: The issues for which you have lobbied are based on the information in the annual surveys that you have done over a number of years. The way you collect data is different from the way the DfES collects it. Is that right? Can you remind us of the difference?
Mr Lane: We ask a series of quite detailed questions. We surveyed something like 10,000 schools, which is a very large survey, and we had a 70% response, and again that is high. If you look at the last two pages where you have an analysis of what we have found each year, that goes back to all the people we surveyed who replied. That is one of the reasons we have a good return; they get some feedback as to what is happening. This is seen as much more thorough and giving a fuller picture than some of the more simplistic surveys that are done. We also share this information with the DfES and the Teachers' Pay Review Body and have close discussions about what we find.

Q196 Mr Chaytor: But the DfES collects information as well?
Mr Lane: It does do that.

Q197 Mr Chaytor: How is that different from yours and why do we not just give the job to one of you? Why do we have these multiple surveys?
Mr Lane: The difference is a series of wastage statistics with those data historically showing a higher level of gross wastage than is shown by our surveys. They certainly do collect data in a different way but we talk to them about the different figures we get.

Q198 Mr Chaytor: Would it not be simpler just to have one collection system? I do not see the value of having two or three different sources of data?
Mr Lane: That is not the only thing that happens. All sorts of people keep asking schools the same questions and schools have always said to us, "Why can't one person ask us one set of questions with which we would co-operate fully?"

Q199 Mr Chaytor: Could we deal with the criticisms of head teachers about excessive bureaucracy when they only have one survey to complete?
Mr Norman: That is a perfectly fair point but it comes from a great mass of different areas. The General Teaching Council is doing it, the DfES does it, and we do it. Personally, I think it would be a great contribution to get this into shape.

Q200 Chairman: We have had other evidence, even last week, that suggested that the data was not full and good enough, yet we do now stumble on the fact that not only do you have very good data, but the DfES has good data. I think this Committee is persuaded that the data is out there but do we need schools to fill in countless questionnaires?
Mr Lane: There are reasons for relying considerably on the questions we ask. We have a close relationship with local authorities in dealing with their schools. Heads are pleased to fill in the forms we give them because they gain feedback on that and it provides very important information, for instances as to the reasons for people leaving the profession. The Teachers' Pay Review Body keeps its own figures, as does the DfES, and we do share all that information. We would be reluctant, as employers, not to be able to talk to our schools about the problems they are facing.

Q201 Chairman: We are not trying to stop you doing anything, Graham. Perhaps we will ask the secondary heads in a minute whether they would like to see fewer of these questionnaires and requests for information.
Mr Lane: It might be possible to persuade all the people carrying out the surveys to agree on one survey. I agree that we want to be sure we can agree on the questions that are put.

Q202 Mr Chaytor: To move on to a couple of other issues, one is the survey that you supplied to the Committee, the December 2002 survey. You have a chart here on turnover. I return to your opening remark, that there is no crisis at the moment, that the impression of crisis is largely media-generated. You are concerned about the implications for the next 10 or 15 years as the age profile of the profession works through. In the turnover chart, the lowest level of turnover would appear to be at the time when budgets are being cut most severely. There seems to be a relationship between falling turnover and declining budgets and therefore increasing the pupil:teacher ratio. My question is: is it not inevitable, when new money is going into schools and more jobs are being created, that turnover is going to be greater? Is not turnover a function of the number of jobs in the labour market as much as anything else? Therefore, high levels of turnover are symptomatic of quite a healthy labour market?
Mr Lane: When unemployment is low, then obviously turnover is higher. There is a link between unemployment and turnover in the market.
Mr Norman: May I make a general comment, but not on the specifics? As the City or employment outside the teaching profession gets tough, as it is at the moment, that is the time for us to go out and collect a good second-stage of life set of people who have a tremendous amount to offer the teaching profession. Right now, there is an opportunity to bring in different types of people. They do not have to be 100% teachers from leaving university to the age of 65, or whatever the age the group is. I think that is healthy. If we cannot do something about that right now, we will have failed.

Q203 Mr Chaytor: You can only do something about it right now because there is money in the system which is creating new jobs and generating opportunities.
Mr Norman: Yes, and there is a lot more security of employment within, say, the teaching profession than there is in the banking system or in industry.
Mr Kempton: This goes back to the point I was making earlier about this particular page 4,[1] which is about destination. If you look at that, you can see that there is currently high turnover and at the end, which is within LEAs, that means teachers leaving one job in a school and going to another job. That may well be linked to the increase in the number of teaching posts and the opportunities available. There are pluses and minuses with that sort of movement. I would draw your attention to the lines at the bottom of the page which look to the movements to jobs outside teaching. The change is around 1%. The difference between the two is probably an important statistic to bear in mind.

Q204 Mr Chaytor: That is wastage and not turnover, is it not? My point is that high turnover in itself is not an indication of crisis. In fact, it is exactly the opposite; it is an indication of a healthy labour market in teaching.
Mr Kempton: It could be that. It is also linked to the general health of the economy. I think you can draw different conclusions from that. What we need to look at is, for example, how long teachers are staying within schools and the levels at which they do that. The churning effect can be difficult for schools in the same way that teachers staying too long in a school may have adverse effects.
Mr Lane: If you look at page 6, the turnover rates by regions, you discover that London, the South-East and the eastern region had a much higher turnover in 2001 than the North, Wales and the North-West. There is some evidence now that the London turnover is beginning to decline. There are reasons for that because action has been taken. I understand that the authority, for instance, with the biggest number of vacancies turns out to be Essex, followed quite seriously by Hertfordshire, which is now amongst the highest in turnover terms.

Q205 Paul Holmes: This follows on from David Lane's argument that the graph in Figure 1 shows peak turnover at times when there is more money going into the system and more job creation. Another interpretation of the graph might be, and I declare an interest in this as I was teacher throughout the period shown on this graph, that first you go from an average turnover of about 9.5% in 1987 to a peak of about 14% in round about 1990–91, and then you do the same thing from 1997 to 2001 going from about an 8.5% turnover, soaring back up to 14% again. You have two high peaks; they both coincide with the periods of most massive change in the imposition of ideas on schools from central government. In 1987, we had the National Curriculum, which meant that year by year teachers had big, thick folders about how to mark to levels of achievement that were then scrapped and replaced the next year and then scrapped and replaced the next year. There was a constant imposition of things from above. Teachers felt powerless and out of control. Since 1997, of course we have had the similar imposition of all sorts of different ideas, sometimes contradictory, by a new Government keen to make its mark. How far could you argue that those two high peaks of turnover in the teaching profession come down to low morale, a feeling of being powerless in the face of Government's imposition of its ideas and then changing its mind a year later, then again after another year?
Mr Lane: I am very reluctant to assume a theory and look at the figures and try to put the two together. One thing which happened in 1996–97 was when the Conservative Government, for very good reasons,

[1] Employers Organisation, *Survey of Teacher Resignations and Recruitment 1985–86 to 2001: Summary Report, December 2002.*

had to stop the flood of early retirements. In 1996–97 there were over 10,000 early retirements, with 12,000 the year after. The figure dropped in 1998 to 2000. The 1997 turnover figure is almost entirely due to the fact that there was a last minute rush of early retirements before the barrier came down. Of course, teachers will leave the profession if they can. Salaries may have something to do with it. Certainly there was more turnover; sometimes the turnover is not because people are leaving the profession but because of promotion. In a rising roll situation, you are obviously creating more jobs, and that increases the turnover in LEAs because there are more job opportunities and more promotion opportunities. It is interesting that with the increase in teachers' salaries, which have now been fairly significant since 1997 with the new structure, it is possible for instance for people working in London now to be on over £30,000 relatively quickly, certainly within five years, and not impossible to be on £40,000 at the age of 35 to 40 as a threshold for most teachers after six or seven years. That becomes a fairly competitive area for teachers working, say, in the London set-up. The situation is similar nationally. Therefore, I think that stops people leaving the profession and encourages people to come into it. Actually, you may see a reduction in turnover in the profession in the next few years. You are right that there are rising rolls which create more jobs and more turnover.

Mr Norman: There was almost an implied criticism, and fair enough, of LEAs and what they are doing. I think they can have quite a say on turnover by encouraging young teachers to come out of teaching and move into becoming advisors, then moving back into teaching in promoted situations. We tried with the Peer Review Body to put sabbaticals much further up the list. This gives people a top-up and a freshening so that they can start again, if you like, and it is a very healthy side of turnover. That is a role that LEAs should play and do play.

Q206 Paul Holmes: We had the point earlier that there are three different sets of surveys: those from you, the DfES and the GTC. When we were talking to the GTC, for example, and they now have this survey, we asked if the level of recruitment and retention was good or bad compared with other professions and good or bad compared to teaching five or ten years ago? They just said, "We do not know". Apart from the fact that we have three different surveys rather than just one, do we need to sharpen up the sorts of analyses and comparisons both to other professions and to the historical trends which you show?

Mr Norman: I am almost speaking as GTC here. I am trying to urge the GTC to get hold of all the research that was done on these sorts of issues and make that available on a website so that there is only one set of information. As the Local Government Association, we have already asked the DfES if we can share their piles of information. The answer always comes back "yes". Whether we actually get in there and find it and then do share it, I am not quite certain. It is a huge subject area of trying to rationalise all the research and information that is there and make sure it is best used.

Mr Lane: The DfES tends to collect data rather than to undertake detailed surveys. Our information is coming from individual schools. That is one of the differences in the methodology. Therefore, you can draw less particular lessons from it.

Q207 Chairman: I hate to do a John Humphreys on you, Graham, but Paul Holmes is trying to push you. What is coming over from the evidence you have given so far is that you are pretty happy about the situation at present?

Mr Lane: We are fairly sanguine about the present situation. However, if we do not keep on taking the measures that we are taking, and if we do not keep on at local level also working with the schools on this, there is always the danger that we will slip into a crisis. There are 24,000 schools out there and it is very easy for shortages to appear. Of course, in the next few years in some areas of the country, but not all, we are going to reach a falling roll situation. That is going to add a different dimension to our issues. We have not had a falling roll under local management for schools. Some of the funding issue this year was because schools were not getting ready to plan for the falling roll situation. That forced some of them into a serious deficit situation. That is not the only explanation on the funding issue but it was an element there in some schools in some parts of the country. Of course, when there is a falling roll situation, one always asks the question, and certainly the teaching unions do so: is this an opportunity to reduce the size of classes and keep the same number of teachers with fewer students?

Q208 Chairman: If that was only one of the problems we have heard reported, that of the falling roll, particularly on Radio 4, what are the other reasons?

Mr Lane: One of the two reasons why there has been a major funding crisis in our schools this year, and it has been a crisis, is that DfES officials have totally underestimated how much it costs to employ teachers. With the shortening of the pay scale, for instance, there was an enormous increase in the bills for schools. That was not fully funded or fully calculated. The post-threshold payments were not fully calculated. Of course the increase in wages and the increase in the number of staff being taken on as teaching assistants and learning support staff were not calculated and so there was an under-funding for the pay bill. The other reason was the way that the Standards Fund was removed and put into the main stream and redistributed much more thinly. It was not modelled properly. We all tried to suggest a better modelling. The result is that some secondary schools in particular lost a large amount of cash. The money had to go more thinly across primary schools but not enough to compensate for the loss in funding that many individual schools had. I think we may be coming out of that now that we are getting better

data, but it does need some extra money going into the system, certainly by next April, if there is not going to be a repetition next year.

Q209 Jonathan Shaw: Do you share good practice with your competitors in terms of different authorities for recruitment and retention of teachers? Do they ring up each other and say what is working in one local authority and what is not working?
Mr Lane: Yes, on the whole they do because none of us is in the business of trying to solve one's own problems at the expense of those of other people. Of course, you always make sure your own schools are fully staffed at the beginning of each year. Good practice is shared constantly. One of the reasons we are working together on housing issues is because we have now discovered that is one way of keeping younger teachers in the profession.

Q210 Jonathan Shaw: You mentioned Essex and Hertfordshire were having particular problems. Why is that?
Mr Lane: The reason Essex is having particular problems, and it is a large authority, is because a lot of teachers live in Essex but can earn considerably more money in a London school after a daily short train journey. Housing is cheaper in parts of Essex than it is in London.

Q211 Jonathan Shaw: They will live in Essex but teach in London?
Mr Lane: Yes. I can give you similar situations?

Q212 Jonathan Shaw: What about part-time work and job sharing? What are you doing about that? What are the disadvantages and difficulties in that?
Mr Lane: I remember doing quite a bit of work on job sharing in the London Education Authority before it was abolished. There was controversy at that time about job sharing. Many people do work part-time in teaching, particularly some who may have left the profession but returned after maternity leave to work part time. We think there is more room in that area for people to continue working part time. The part-time route and job share should be encouraged. I have now discovered there is a school where the heads job share; two heads share the job of being a head teacher. People find this rather surprising, but I do not see why they should.

Q213 Jonathan Shaw: Do you have any examples from your authorities?
Mr Kempton: I was not going to give you some examples. I was going to agree that certainly job sharing and part-time work is increasing. We have been working with teacher unions on this and we have put out guidance on the issue, particularly that of the work-life balance. It is important that we provide opportunities for that. I do not have any examples to hand.

Q214 Jonathan Shaw: Do you think that head teachers are really keen on job sharing? Is that what parents want? Do they want two teachers in the classroom rather than one? Are you promoting that in your respective authorities or do people just say it is a jolly good thing and it needs to be done?
Mr Norman: I have a hunch that the head teachers are going to have more to say on this than we are. It is a fact of good employment, whether it be in teaching or not, with the way the world is developing, that there are an awful lot of people with many skills and we cannot lose those skills. It is down to the inventive boss to create ways so that he or she gets the best value out of it. I am sure they will have very good answers on that. They are well prepared now.
Mr Lane: I think head teachers are responsible for the way they appoint and deploy their staff. You are right that there are some head teachers who will be keener on this than others, who will be reluctant. All primary schools are going to have to face this issue in 2005–06 with 10% non-contact time, half a day a week or a day a fortnight. That will provide an opportunity to look at the way the class could be taught by job share for four and a half days a week by one teacher and half a day by another.

Q215 Jonathan Shaw: You would encourage it generally?
Mr Lane: Yes.

Q216 Jonathan Shaw: Generally it is a matter for governors and the head teacher. Can I ask you about targeting effectively in terms of retention in schools in challenging circumstances? You have talked about London and the South-East. Take that a stage further down to schools in challenging circumstances and schools in disadvantages areas, which is where we see the highest turnover and where it is most difficult to recruit and retain. The Government has various cash incentives with £6,000 for PGCE and the difficult subjects. There are things like the golden come-backs of £4,000. Do you think that the Government could use the money more effectively with targeting? In a leafy suburb, perhaps in Tunbridge Wells for example, a head teacher would not have too much difficulty but he could give someone £4,000 to come back, whereas in an inner city school in London perhaps that money could be used more speculatively and someone could be given £8,000 to come in. The Tunbridge Wells people do not need that amount.
Mr Lane: There has been flexibility of recruitment and retention allowances for some time, which heads of school have been able to use. It is interesting that only 4.2% of teachers receive these allowances. Heads and governors are reluctant to use them, and understandably because they are divisive.

Q217 Jonathan Shaw: How are they divisive?
Mr Lane: One of the reasons they are reluctant to use these recruitment and retention allowances is because they are felt to be divisive, by the staff and by those receiving them. We share a rather different view. We would like more flexibility to deal with specific problems. We have started to do this, particularly with schools in challenging circumstances and failing schools. This is not

without a cost. Often the way a failing school is turned round is by moving in an experienced teacher. These head teachers have to be given a guarantee that they are not going to lose their jobs if the schools remains in special measures or challenging circumstances, and very often you have to put extra money into that particular school in order to attract the teachers. That is a perfectly reasonable thing to do because some people enjoy the experience of doing that work and then you can persuade them to move on to another failing school. This is a job done locally by local government, working with the schools. National solutions of targeting are not targeting at all. In fact, that is not necessary a good use of money. We are talking to Ministers about more flexibility in the local management scheme to allow us to do this more effectively at local level. We have had great success in turning round failing schools but we want to stop them going into special measures in the first place.

Mr Kempton: The one area where this has been tried and has been a resounding failure was with the whole initiative on superheads. There was a feeling, was there not, that you paid for very expensive and experienced heads and, if you brought them into schools, they would turn them round? I have personal experience from Islington and from other places that the whole superhead initiative was not successful. There are issues in that area.

Q218 Jonathan Shaw: Mr Kempton there are examples, perhaps less high profile than the superheads, where a head teacher has left because the school was in difficulties and a new head has gone in and the school has been transformed. I know of two or three in my constituency. It is not a question that it cannot happen. It does happen. Perhaps it is in the higher profile ones where it is so difficult.

Mr Kempton: That is not quite what I meant. Clearly schools are turned around by experienced and more qualified head teachers. The idea of picking out one or two individuals and paying them a lot of money and assuming that they are going to be able to turn things round is not necessarily something which has been shown to work in practice. As Graham Lane has said, schools are wary about identifying one or two individuals and paying them a lot of extra money, which is why the recruitment and retention issues have not been picked up.

Mr Norman: I was going to pick up on the challenging circumstances, and I guess we are talking about the same county anyway. One thing that happens in Kent is that there is team of 15 heads, I think, who go around and act as advisors to schools that are in challenging circumstances or in some difficulty. They feel they are being advised by one of them. These heads are taken out of their own schools for a two-year period, or something like that. If the situation becomes worse, it nearly always happens that the head teacher goes and the chairman of the governors goes, and in comes a head to take over the school for a couple of years, and this has normally worked. It looks jolly good on that head's CV if he can be seen to have done this. As you point out, it is not a question of superheads or anything like that; it is just an internal arrangement that seems to work very well. You were also talking about retention and recruitment allowances and performance pay; that is the ability to head teachers to pay their staff in almost any way they like. A good head teacher can structure the pay inside the school as he wishes. I slightly feel there is a big muddle about management allowances, which are used to cover extra pay to go somewhere rather than recruitment and retention or performance. I rather prefer the latter ones of those and only genuine management allowances. I may be being very rude to most schools.

Mr Lane: The point I was going to make about effective heads is that sometimes you do replace a head in a failing school with a more experienced one but you also have to build up the expertise of the staff. What is more common is twinning of schools. You twin a school with difficulties with a successful school in the same authority, occasionally even in another authority, and the staff interchange by mutual arrangement. That has been very effective in getting schools very quickly out of special circumstances.

Q219 Jonathan Shaw: You can see a Hackney-Bromley act?

Mr Lane: I am quite happy to do that. My own authority, Newham, is now twinning with West Sussex.

Q220 Jonathan Shaw: Schools spend a lot of money on advertising. The *Times Educational Supplement* is enormously thick. Advertising costs huge amounts out of school budgets. As employers, are you doing anything about this?

Mr Lane: We do not always leave it to the schools to put an advert in the TES.

Q221 Jonathan Shaw: I was advised recently that there was a panel for a new head where the LEA said, "You have to advertise in the TES. If you do not advertise in the TES, no-one will apply for the post".

Mr Lane: First, when it comes to newly-qualified teachers, the schools may ask the local authority to collect into the pool through the teacher training colleges and therefore reduce their costs and give them much more expertise in that. Local authorities advertise in the journals as well, particularly for head teachers, and have successfully tested the field. If lots of schools have vacancies, as they often do in April/May, sometimes the local authority will buy a whole page and that cuts down costs.

Q222 Jonathan Shaw: That smacks of desperation, does it not?

Mr Lane: No, it is not desperation. It saves the schools money; it gives them a help with the expertise; and it solves the issue effectively. Any good company would do something similar. Also of course, many of us have been recruiting in South Africa, Canada, the West Indies, *et cetera*,

successfully. Local authorities will work with the schools to cut the individual costs to make sure that we get our fully qualified staff for the academic year.

Q223 Jonathan Shaw: Do you think there should be a DfES website?
Mr Lane: I would not hand it to the DfES under any circumstances! It is an interesting idea we might look at.

Q224 Chairman: Graham, there is something behind this question. If you are a Member of Parliament and you want to advertise a job in your office, and these days no-one advertises in newspapers, which is expensive; you go on to *"working for an MP.com"* and get hundreds of replies. I think the Committee is suggesting that a website might be a better way of advertising vacancies.
Mr Lane: There are two matters. First, there is a local government website, which is increasingly used. There is a problem with headships. We are forced by law—regulation—to advertise all headships in a newspaper. If that regulation were lifted, and we suggest it is lifted, it might be rather easier just to use the website. You might want to take that up.

Q225 Valerie Davey: May I return to the FETs, and we have them in there, does NEOST monitor the induction year that schools are then giving them? Does it have a role in monitoring the quality of that provision?
Mr Lane: The local employer would do that.
Mr Norman: The LEA does that, overseen by the General Teaching Council. I happen do be on the induction panel of the General Teaching Council for any appeals against an induction year.

Q226 Valerie Davey: I wanted to move on to the fact that some LEAs certainly are doing a second and third year, which in terms of retention seems to me a very good investment. Given your concern for retention, as ours, do you not have any role or any comment in that either?
Mr Lane: The reason why some authorities are now doing a second and third year induction is because they have picked up this information from the surveys that they were collecting from staff who were leaving their employment or leaving their school. One of the things that came out very clearly from many young teachers is that they found the induction year extremely valuable but then it was all switched off. We would like opportunities to continue that in the second and third years. That is one of the reasons that many local authorities have actually done exactly that. By picking up the information, we have actually addressed the issue that you raise.

Q227 Valerie Davey: This is then good practice happening, which is my colleague's point. Who disseminates that? Has NEOST any role in that or are you simply going to have, as we would assume from your earlier comment, an awful lot of statistical information, which possibly does not get translated into effective action nationally?
Mr Lane: There are the various networks that local government runs. NEOST, as national employer, is constantly in dialogue with officers of the authorities and members, and advice notes endorse all sorts of things in different parts to spread to good practice. The answer is: yes, we do that, but we are not a Stalinist organisation that can tell 150 authorities what to do.

Q228 Valerie Davey: I think celebrating and good practice is at least to do with that.
Mr Lane: Yes, we do that.
Mr Kempton: The point which probably has not come across so far in our evidence is that NEOST functions as a national organisation but local authorities get together on a local basis. For example, in London, the chief education officers meet regularly as a group of London Chief Education Officers and members meet regularly, too. That works throughout the rest of the country. That is an opportunity where people can share good practice. These are not regional organisations of NEOST because it does not function that way. In terms of employers working together, it works very effectively at that level.

Q229 Jeff Ennis: It is good to see you again, Graham. My association with Graham Lane goes back to the late 1980s when we sat togther as representatives on the Association of Metropolitan Authorities. I have a general question to begin with before I turn to a more specific retention issue. How big a problem still is teachers seeking early retirement? I know it has been reduced over the years since 1997. How big an issue is it still?
Mr Lane: It has dropped considerably.

Q230 Jeff Ennis: I can see that statistically.
Mr Lane: That is because of the new funding regime that came in. We persuaded the DfES to allow what the civil servants have got, actually reduced early retirements. We could not get it at 50; we could only get it at 55. We were told that could cause people to leave who would not have done. We did not think it would but it has actually; the numbers increased when the Government reduced the arrangements at 55. We do not think we would persuade the Government to reduce the age to 50. I have seen an indication of some consideration in the new pension arrangements that it may be difficult for new entrant teachers to retire at 60 from the profession. The number of people seeking early retirement is not significant now since they cut off the early retirement arrangements.
Mr Norman: Anecdotally, I think the issue is more with head teachers. I think a lot of head teachers start being a head in their mid-40s and, by the time they get to their mid-50s, they feel they are almost on burn-out, and I can quite understand that. There is a problem with getting them added years and that is becoming tougher and tougher. It is apt to be the unsuccessful person who is encouraged to retire and

who receives the financial package. This is the wrong way round but it is very hard to know what to do about it.

Q231 Jeff Ennis: My individual perception of the situation is as someone who did 20 years in the classroom. I am sure everybody in this room agrees that teaching is a very difficult profession. I have nothing but admiration for all teachers in this country. I have quite a few close friends who are still teaching in their early 50s. You have used the word "burn-out". I think some of my friends fall into that particular category. They see having to work until they are 60 or 65 as a big problem. Many MPs carry on after the age of 65 in this country but very few teachers do so. You can draw the obvious conclusion from that. Are we using enough mechanisms, for example, to try to get teachers in their 50s to go part-time, *et cetera*? What sorts of measures are we taking to try to keep the enthusiasm amongst this older group of teachers and to retain them in the profession, so they are satisfied with the job they are doing?

Mr Lane: Teachers retire at 60, not 65. We have "step-down" regulations agreed. We put that forward and persuaded the Government to bring in step-down regulations, which some senior staff have used. That means you do not take the last three years' salary but you preserve what that high salary was. There are examples of people choosing to move into other parts of the educational service. There is a problem in doing that with very senior staff because of the salary structure. It is always difficult to recruit inspectors and advisers, even for primary head teachers but certainly for secondary head teachers, because of the differences in salary. The only way to do it is possibly by a secondment arrangement, but that can be quite expensive short-term. There has been some movement, particularly with head teachers. If someone is in an inner city comprehensive schools for 10 or 15 years, he or she may start to think of doing other things. Other opportunities are beginning to emerge. Appointing advisory head teachers is one way in which local authorities have been using experienced head teachers who have successfully run a pretty difficult school for a number of years. As employers, this is an area we need to work on continually.

Mr Norman: Another thing we have not really talked about is the use of support staff to help out teachers. I suspect that people going through their 50s may easily want to spend their time coming into a school and lifting the burdens. They may not be qualified teachers, but they may become qualified teachers. That is a very important development that must be carefully handled.

Mr Kempton: Your question was addressed to what may be a short-term issue. I think it is right that you should raise that. One of the things we referred to earlier is getting more flexibility within the workforce so that there are opportunities for career breaks and for people to come in at an older age. Your experience of clocking up 20 years before going on to something else may actually be a positive one. Somebody clocking up 20 years' experience elsewhere before entering teaching would also show a positive element in addressing this subject. Things need to be done to change the culture of teaching and to make the whole issue of flexibility better. I think the statistics show that there is quite a large number of people now coming into teaching over the age of 30. I think that is very positive but the culture of the teaching profession needs to change in that area. As employers, obviously we are working towards that. Hopefully, you will be talking to the head teachers and other representatives about that issue.

Q232 Chairman: What you have been describing this morning is a very complex management task of a dynamic profession and a great deal of change. As we listen to the evidence, particularly on this topic, not just the evidence you have given today but the evidence we have taken from other experts, where is the competence of employers, of local education authorities, indeed the Department itself, actually to manage the process? It seems to me that you all have great and good intentions but are you able to manage this, to make sure, for example, that we represent our constituents who are taxpayers? If you were in the private sector—and you do not have to talk about a Stalinist system—many of your constituents would say that it is an enormous waste of taxpayers' money to lose so many teachers. The process seems to be managed ineffectively because no-one seems to be able to manage. The LEA is not in control any more. The Government does not seem to be able to do that job and nor do you as employers. How will you resolve this problem? If you were a private sector company, spending this amount of money recruiting, training and then losing that percentage of entrants into the profession, you would be in serious trouble and it would show in your bottom line. What can you do about it?

Mr Lane: This situation is complex, it is true. I think it is right that we move towards a situation where a lot of the employment decisions are made at school level and made obviously by the heads and sometimes the governors—but that is right, I would not want to have a system when that was not the case—and therefore the employment role has changed for local government and changed in a much more strategic way. I do share the view—and it is the view shared by the National Employers—that you have really to question whether you need a Teachers Pay Review Body. They do not deal with conditions of service, for instance. We have found very successful discussions on the workload talks, where they have involved the Department and ministers, ourselves as employers and all the unions, including the support staff unions. Increasingly, I think the schools are no longer going to be seen as where you just have students and teachers but you also have a whole group of other staff, who often are on worse conditions of service, certainly lower salaries, but you have to see the school staff as a whole, much more interchangeable too in some of the work that is done. It is quite absurd to expect head teachers to be expert in accounts and finance, when in fact there are many more people who could be working with schools to reduce some of that burden, so they can concentrate on the curriculum

and the educational leadership. Those changes will obviously make the situation easier to manage. But I think it was always going to be a complex situation and I think also we must not assume that teaching is going to be a job that people go into at the age of 20-odd and come out at the age of 50-odd, having worked in three or four schools. They may do many other things in their lives as well. We need to set a school system up which reflects that in the current structure.

Q233 Chairman: We understand that. Are you being critical, then, of the inability of, say, local education authorities to manage the staff across a local education area? We see from the evidence that here we have a young person, who comes through as a trained teacher, goes into the first school, the mentoring may be poor, the whole process of career development may be poor because of the particular circumstances—you even mentioned bullying of members of staff, which is quite an astonishing fact, is it not?—but there seems to be no process where that new entrant into the system is looked after by a competent management system.
Mr Lane: We have a conflict in this country between what is known as school autonomy and schools working together. We are much keener on getting the latter, but we do need to look at some extra flexibility that we can have. I was talking to a senior manager in Marks & Spencer. If they have the problem in a Marks & Spencer store of weak management, they move somebody to strengthen that management. That is much more difficult under local management of schools in this country and it is in fact a downside of local management that it is not as easy to do it. We started to use those measures to find ways round them, but we would like to have more flexibility, so that, where there is a failing school, we can move a senior member of staff—he could be a good deputy somewhere—to get experience of working at headship level in a failing school, of helping to turn it round, advancing that person's career at the same time as solving some problems.

Q234 Chairman: Would that mean a stronger role for the LEA?
Mr Lane: It would mean a stronger strategic role for the LEA.

Q235 Chairman: Ronnie Norman, what do you think?
Mr Norman: You started off by saying from statistics you were not quite sure whether the teaching profession was any different from other professions and I am not sure we do know that, but I know if you try to shackle anybody to stay in anything you are not going to succeed. You must allow freedom of movement. I think there are a lot of steps in place at the moment (like professional development for teachers in their first five years, like the whole of the teachers' workload reform) which are going to help but I would want to make sure that people can come back in and go out and there is flexibility of movement. One cannot be a dictatorial employer or you would be an unsuccessful employer. I think teaching, which is becoming hopefully more professional and being seen as a profession—and it is so important that educators are seen to be a professional in the same way doctors and lawyers and accountants are—will help people move in and they will go and be successful elsewhere and come back in. It is managing all of that which is not the role of a strong LEA. They must contribute by helping new teachers in schools to make sure they are developed, offer courses, talk to their head teachers, et cetera. I am quite buoyant about the future role of teachers, and there seem to be enough around at the moment, although there is some disagreement in that, and it seems to be a profession that people are likely to want to go into.

Q236 Chairman: Could I thank you very much for the evidence. We have run out of time. We could have gone on much longer. Thank you very much for the very high quality of evidence and comment. Also, your colleague who was trying to undermine the whole Hansard system. If there is anything you want to add that you think should have been added, it can be amended—remember when your colleague started speaking.
Mr Lane: Thank you very much for enabling us to give evidence. You have put some questions which we will go away and think carefully about.
Chairman: Thank you.

Memorandum submitted by the Secondary Heads Association

A. Introduction

1. The Secondary Heads Association represents 11,000 members of leadership teams in maintained and independent schools and colleges throughout the UK. Retention and recruitment of secondary teachers are clearly of major interest to our members at the institutional level and out of their concern for the education system as a whole.

2. The age profile of the teaching profession is very worrying:
   — 50% of teachers are aged over 45;
   — 22% of teachers are aged 35 to 44; and
   — 28% of teachers are aged 21 to 34.

3. The implication is that rates of loss will rise significantly over the next 15 years, even if everything is done to reduce the incidence of teachers leaving for other professions or retiring early. More than half of the teaching force of 2015 is not currently in teaching. The problem is not distributed evenly between schools, between types of school, or between areas of the country. Some schools experience much higher turnover rates than others; some currently have a still higher proportion of their key staff due for retirement within the next 10 years.

4. Of particular concern is the inevitable loss of the large number of experienced and highly effective senior teachers due to retire during the next 10 years. These staff will be very hard to replace.

5. Some retention issues are common to all age groups but there are particular concerns for particular age groups.

6. There is some transfer of secondary teachers into and out of the primary and tertiary sectors. Pay and conditions have been particularly poor in the tertiary sector in recent years, which has tended to favour the secondary sector. Recent initiatives aimed at allowing college staff to catch up with schoolteachers may further worsen the supply of secondary teachers.

7. We have organised our remarks as follows:

A. Introduction;

B. Workload;

C. Bureaucracy;

D. Poor behaviour;

E. Conditions of service;

F. Pay and pensions;

G. Recruitment and retention allowances;

H. Particular age groups;

I. Standing of the teaching profession; and

J. Summary.

B. Workload

8. During term time teachers' working hours are high by comparison with other public servants and the commercial world. Although the holiday entitlement is good, teachers feel that they need psychological recovery time because of the high-stress nature of the occupation—even in schools with virtually no behaviour problems.

9. The recent workforce remodelling agreement is aimed at reducing the workload of teachers and enabling a greater focus on their main role of teaching. This is welcome, but as yet unproven in practice. Further, as teachers' workload is determined principally by the number and size of the classes they teach, present funding difficulties can only worsen these figures.

10. Teachers come into teaching because they want to work with young people and to have a job that is creative and challenging. Hard work is not a deterrent. Research into the civil service showed that stress was not determined primarily by workload but by the level of responsibility and insufficient freedom to carry out the role. Initiatives aimed not at supporting and developing teachers but controlling them are very unhelpful in this regard. There have been too many such initiatives in recent years.

C. Bureaucracy

11. People in all walks of life complain about unnecessary and irksome paperwork, but teachers have experienced a marked rise in this during the past 15 years. It is a factor often cited by those leaving the profession.

12. The Ofsted inspection regime in particular, though it has not been alone in this failing, has set unreasonably high expectations of the extent of documentary "evidence" required of teachers.

13. Emphasis on the progress of individual pupils is right, but the role has changed; instead of being in charge of one class following one, albeit differentiated, programme of study, teachers now feel that they have to be prepared to describe 30 different programmes. This has been a major contributory factor to teachers' dissatisfaction about workload.

14. Teachers rightly feel accountable for raising standards and improving results. But they are often faced with externally imposed and unattainable improvement targets with cohorts of children who may be similar to or less capable than last year's group.

15. The Secretary of State's recent announcement in relation to primary education that schools should be able to set their own targets is welcome, and SHA would hope that this principle will be extended into the secondary sector as soon as possible. If target setting began with individual teachers instead of ending with them, they would have a much greater attachment to the target, instead of resenting its imposition as they frequently do at present.

16. None of this need undermine accountability in its true sense; teachers and their leaders expect to be accountable. Please see the recently published SHA paper *Towards Intelligent Accountability for Schools*, attached as Annex A.[1]

D. Poor Behaviour

17. There have always been challenging pupils in schools, but the very poor behaviour of a minority is widely felt to be more burdensome on teachers, and indeed upon other pupils, than ever before. This may reflect changes in society as a whole. SHA welcomes the reduction of the number of pupils in special schools and the trend towards inclusion, but it has tended to be seen by successive national and local governments as a cost saving measure, with the result that insufficient resources have followed often challenging pupils into mainstream schools.

18. Retention of teachers is harder in schools serving disadvantaged communities. Compensatory funding must be adequate to support teachers in the difficult task of teaching in these schools.

19. Targets to reduce exclusions, elaborate procedures and intensive monitoring of short term exclusions have undermined disciplinary systems in schools and the authority of teachers and school leaders. Schools have been criticised for the number of exclusions they report, even when they are reacting with moderation to a large proportion of very difficult pupils. This has resulted in schools keeping pupils who should be educated elsewhere. In many areas there is a lack of suitable alternative provision. The development of on-site pupil referral units has benefited the school where they are sited but they have not been the useful area resources that had been intended.

20. Managing poor behaviour is the aspect of teaching that most often causes young teachers difficulty and ITT courses should tackle the problem much more fully. New teachers still have to learn all their strategies for avoiding, containing and reducing bad behaviour during their first years of teaching. Many young teachers feel as if they are failures if they find some classes difficult.

E. Conditions of Service

21. Like any other employees, teachers want to work for successful, stable and supportive organisations. Inconsistency of funding, leading to redundancies of teachers, has been damaging in this respect. When longer serving teachers entered the profession, redundancies amongst teachers were unknown; in the public sector as a whole, security of employment and an excellent pension scheme were seen as balancing the relatively poor pay and working conditions. Although relatively few teachers are made redundant these factors are no longer seen as compensatory.

22. Professional development is very important to, and for, teachers and this should be available at all stages of their careers. Recently training has often focused on the most recent government initiative rather than the professional development of the individual teacher. Funding difficulties in 2003–04 have resulted in cutbacks to professional development.

23. Decrepit buildings and poorly equipped classrooms are still too common in secondary schools, and are instrumental in the decision of some teachers to find work in other professions, where warm, dry, clean, quiet and properly equipped workplaces are taken for granted.

24. Some heads report that increasing the comfort factors for teachers has been helpful; for example better staff room facilities, readily available tea and coffee, sandwiches at meetings, and occasional social events in and out of school. These are all good employment practice, but difficult for heads to justify in some quarters when funding is tight. These quite inexpensive moves help to give a fully professional experience for young teachers in particular.

F. Pay and Pensions

25. Teachers still feel their salary levels to be low in comparison with those of similarly qualified and capable graduates who go into the world of commerce. Especially in the South East there is a very serious concern about the cost of house purchase, which is beyond many or most young teachers.

26. In the context of pensions problems in other sectors the Teachers' Pension Scheme is an attraction into teaching. It would bear improvement, or at least guaranteeing in its present form, and should not be worsened. In particular, it would be a mistake to raise the normal age of retirement. Whilst this would keep

[1] Not printed.

some teachers working longer, they would be doing so under sufferance, sickness levels would rise and there would be more cynical and unhappy staff to tell potential teachers and young teachers not to begin, or to leave whilst they have alternatives.

27. Young people are now thinking about pensions to a much greater extent than in the past, and there are benefits that could be highlighted. The scheme could be improved in various respects.

G. Recruitment and Retention Allowances

28. Under the *School Teachers' Pay and Conditions of Service Document 2002* (STPCD), relevant bodies have the discretion to pay teachers any of five recruitment and retention allowances (RRAs). With effect from 1 April 2003 the cash value of these has been as follows: RR1 £1,002, RR2 £1,971, RR3 £2,985, RR4 £4,158 and RR5 £5,415.

29. When in April 2001 the previous restrictions on the use of recruitment and retention allowances (the third and fourth allowances could only be awarded in Inner London and in schools requiring special measures) were removed and a fifth allowance was introduced, SHA was concerned about the impact of such measures on schools' management structures, because a teacher could in theory be awarded a recruitment and retention allowance that was worth almost as much as management allowance 3. SHA was also concerned about the impact on school budgets of spiralling salary costs, due to the operation of market forces in the context of a severe teacher shortage.

30. In practice such fears have so far proved groundless. The data published in table 11 of the School Teachers' Review Body's (STRB) *Twelfth Report* (January 2003) shows that 2.9% of teachers were in receipt of RR1 in September 2002, 1.1% in receipt of RR2, 0.2% in receipt of RR3, a small number in receipt of RR4 and that 95.9% did not receive a recruitment and retention allowance at all.

31. The research study carried out by PricewaterhouseCoopers for the STRB and published on 12 May 2003 broadly speaking confirms the data provided in the STRB report. Relatively few headteachers use RRAs outside London and the South East and even in these areas payment seems to be concentrated in particular districts and particular schools. Where RRAs were used, they were used more widely than to address teacher shortages in particular subjects (that is to address general recruitment and retention issues). The case study research indicated that heads disliked using RRAs and felt that they were divisive. As a result other devices tended to be used for recruitment and retention purposes—for example, payment for new teachers in July and August (an informal "golden hello") and the award of management allowances. A starting salary that is higher up the main scale than is strictly permitted under the STPCD is another tactic that is often used (the advantage of this and the award of management allowances is that they are seen to confer status and advancement).

32. Despite the limited use of RRAs, SHA remains very concerned about the potentially detrimental effects of RRAs on school management structures and budgets and feels strongly that recruitment and retention difficulties would be better addressed by means of improved base pay and a far better balance between base pay levels and discretionary payments than is currently the case.

H. Particular Age Groups

33. *Experienced Teachers*

To reduce the numbers wanting to take early retirement, there should be opportunities for timetable variation, for part-time work without any detrimental effect on pensions, and to become mentors or coaches for younger colleagues. Some heads of department will eventually have the opportunity to become consultant leaders and this should have a positive effect on the morale of the group concerned.

34. We await with interest the outcome of a project between the GTC and SAGA. It is imperative that teachers with many years experience should feel that they want to continue to make use of their skills, and that they should not feel dragooned or tricked into doing so.

35. Decent working conditions and a reasonable degree of comfort are likely to be significant for teachers in this phase of their careers. See paragraph 21 above.

36. *Middle Years*

Some teachers in this age group feel resentful because the only career development that they see is to apply for senior posts on the leadership scale or as advanced skills teachers. A more coherent and unified scale would be helpful in this regard.

37. Opportunities for secondment or sabbatical after a number of years teaching would be welcome, as available in HE and for school teachers in, for example, Australia.

38. Decent working conditions and a reasonable degree of comfort are likely to be significant for teachers in this phase of their careers. See paragraphs 21 and 22 above. Those with extra responsibilities in particular should have properly equipped workstations with desk space, filing and a computer.

39. Teachers in this phase are also particularly in need of a reasonable degree of secretarial support.

40. *Young teachers*

LEAs that have piloted special programmes for teachers in their second and third years have indicated their success. These should be developed nationally. Higher education courses, such as a masters degree in teaching, may be beneficial for teachers in their second year onwards, but those which begin immediately after initial teacher training SHA would not encourage; the first year of teaching is busy enough without this. It may be helpful for newly qualified teachers to retain some link with their ITT provider during the first year and this could lead to a further degree later.

41. Decent working conditions (see paragraphs 21 and 22 above) are significant for young teachers too. Clearly, social events are very useful in developing a sense of belonging to the school and to the profession.

I. Standing of the Teaching Profession

42. There has been a period of denigrating the work of teachers that has been very damaging to morale. Teachers feel that they are not well regarded by the public, though recent research would suggest that this is not the case.

43. Further effort should be made, however, to celebrate the excellent work of teachers and schools. Awards for a few may have some good effect, but more opportunities should be taken to praise the many.

44. In a much less deferential and increasingly litigious society, parents are much more inclined to complain about schools and individual teachers than they once were. This may be right, but teachers need to be better prepared for it, and schools should have the resources to deal with complaints and if necessary defend their staff.

45. A period of managerialism in education, emanating from central government, has undermined the sense of teaching as a vocation. We need to try to recover that sense in the profession; we can foster a sense of corporate vocation by constantly highlighting the student-focused and person-focused approach. Teachers need to feel that they work to help and support children and do their best for them. This will not be possible whilst they are subject to a top-down numerical target-driven approach to accountability.

J. Summary

46. Measures required to improve the retention of teachers include the following:

1. Implementation of the Workforce Agreement, signed by the Government, NEOST and unions on 15 January 2003.
2. An improved funding system, which delivers increased funding equitably and transparently to all schools.
3. A reduction in the number of government initiatives for schools.
4. A change in the target-setting regime from top-down to bottom-up.
5. Implementation of the measures recommended by SHA in *Towards Intelligent Accountability for Schools*.
6. Adequate resources to educate children with special needs.
7. Appropriate levels of funding for schools serving disadvantaged communities.
8. Further encouragement from the government in support of good discipline in schools.
9. More attention to behaviour management in ITT courses.
10. Improved working conditions in schools.
11. Improvements in the Teachers Pension Scheme.
12. Maintenance of the existing retirement age.
13. An improved pay structure for teachers, with improved base pay and a better balance between base pay levels and discretionary payments.
14. Absorption of the Recruitment and Retention Allowances into the main pay spines.
15. Opportunities for timetable variation, for part-time work without any detrimental effect on pensions, and to become mentors or coaches for younger colleagues.
16. Better administration support for teachers, as outlined in the workforce agreement.
17. More celebration of the excellent work of teachers and schools.

May 2003

Witnesses: **Dr John Dunford OBE,** General Secretary, **Rev John Caperon,** Chair of Professional and Management Committee, Secondary Heads Association; **Ms Kerry George,** Senior Assistant Secretary and **Mr Gareth Matthewson,** President, National Association of Head Teachers, examined.

Q237 Chairman: May I welcome you to the Committee. John, you are an old friend of the Committee. We have seen you in front of the Committee many times. We always get very good value out of you, I do not know if you do out of us—
Mr Dunford: Of course.

Q238 Chairman:—but we hope you do. I have met Kerry George before but John and Gareth I may not have met before. Welcome to the proceedings.
Mr Dunford: Thank you very much, Chairman. John Caperon, my colleague from SHA is Head of Bennett Memorial Diocesan School, an 11–18 school in Tunbridge Wells.
Jonathan Shaw: I did know that. One of his pupils is coming on work experience in my office.

Q239 Chairman: In the private session, Jonathan asked would I get away with asking questions about access, in terms of admissions, but I said we would have to control that strictly today. John, you and the team have been listening to the previous evidence and you will know that we are keen to learn some lessons about how we recruit and retain teachers. We are learning a lot from that process. Would you like to say how you see it. There was quite a rosy feel about the last group of witnesses. They thought the situation was pretty much all right.
Mr Dunford: It does not reflect the picture as we see it. I have to say that I think the essential player in recruitment and particularly retention now are the schools rather than the local education authorities. I think that balance has changed very much in the last 10 years. I presume we want to focus on retention into the profession as opposed to retention into a single school because there is a balance between retaining teachers, which you want to do in your school, but equally helping them to gain promotion and go elsewhere and get different kinds of experience. A really good staff in a school is a balance of people who have been there for a good time and new blood that is coming in. We want to focus on retention in the profession as a whole. I guess one of the worries which was highlighted on the front page of our evidence to you, Chairman, was the age profile of the profession. That is something that clearly worries you as much as it worries us over the next 10 years or so. In that context, I think we have come to realise in the last two years that actually retention is now a bigger problem than recruitment. A lot of the measures are in place for recruitment but the measures that would really do something to improve retention, such as the Workload Agreement, have not yet started to come in place, and at the school level I think we feel that retention is more difficult than recruitment. Workload is a problem but it is not just a problem in terms of the amount of work the teachers have, it is a problem in terms of the type of work teachers have and the ownership that they feel of that work. It is altogether different if you feel you are a delivery service for a government curriculum, which is never going to retain the brightest and the best people in teaching, as opposed to a more creative role that you might have. But where the workload bites we feel particularly in secondary schools is on middle managers, on the heads of departments particularly, who have borne a huge load, particularly in those schools where recruitment has been very difficult, where there are a lot of young teachers, a lot of new teachers, a lot of teachers from abroad and the head of department may in fact be the only fully qualified graduate teacher in a department of 6, 8, 10 or a dozen people. So that is difficult. One of the things that has made that worse in recent years is the number of government initiatives which have set up opportunities for local authorities to create secondments. If you look at, for example, the Key Stage Three literacy and numeracy initiatives and the behaviour management initiative in secondary schools, the *Times Educational Supplement* is full of advertisements in the back section. I started counting them at one time and I remember one week there were 33 of these secondments, just for secondary pupils, apart from the number in primary schools. The people who are being sucked out of schools for these secondments are the really good heads of departments, people at that level. I have been advocating for some time, both in the Department and to local authorities that these secondments should be part-time, that people should still be rooted in the schools as heads of departments, as deputy heads, as experienced teachers, continuing to have that experience, and for perhaps two days a week working for the local authority, spreading the good practice around, and so on. You could have groups of people doing that. I think that would be much more effective and it would not have the adverse effect on recruitment and retention, because very often under present circumstances these people do not come back into the classroom regrettably. I would just make a comment, because it was in the evidence of the local authority witnesses earlier, on recruitment and retention allowances. A very low percentage of teachers was quoted. The reason for this is actually outlined in our evidence, that secondary school heads do not like using recruitment and retention allowances because of the inequities that they create in the staffroom. These inequities can be hidden in other ways, by paying newly qualified teachers for July and August when starting in September, and by starting them higher up the salary scale than legally the head is really allowed to do. That is widespread in London and the South-East, people starting not at point 1 but at even point 4 or even as high as point 5. That is silly because they get to the threshold within one year or two years of starting, which is not right. There should be a better way of organising management allowances. Again, management allowances are used as kinds of recruitment and retention allowances to give somebody a higher management allowance. These things should, in our view, be brought into a

simpler pay structure, a simpler classroom spine—and we could show you the details which we have worked up. A final two points: no, we would not abolish the STRB—

Q240 Chairman: Get away!
Mr Dunford:—flown mysteriously by the LGA a few minutes ago. We believe that the STRB has been a good independent body that has produced a lot of good recommendations over the years. We certainly do not want to go back to the collective bargaining situation that we had before. To sum it all up, the paper that we have given you on accountability, which in fact I think I sent to Members of the Select Committee a few weeks ago, I think it is that whole area of accountability which is reflected so much in retention—particularly to the question you asked about retention into schools in challenging circumstances, where you particularly want to retain a good cohort of experienced teachers to bring some stability into the lives of those youngsters. There are certainly pay measures that you can take to do that. I think that the accountability framework is particularly important in that respect.

Q241 Chairman: Thank you for that. I am going to return to the very patient Meg Munn to open the questions.
Mr Matthewson: Is it possible for us, from the National Association of Head Teachers, to say a few words at the beginning as well.

Q242 Chairman: I am sorry. Please, do carry on.
Mr Matthewson: I will not say much because I think John has made an excellent introduction and we fully support what he has to say. The NAHT obviously represents primary as well as secondary and special schools, and we have a lot of information coming through from our colleagues about the situation as it exists across the country—which is a very mixed picture as you could probably imagine. Some areas, for example, when advertising for primary staff, are receiving anything up to 100 applications and other areas of the country—and I probably do not have to tell you where those areas are—might receive no applications at all. The point made by John at the beginning is absolutely right: it is the schools that are responsible for recruitment and it is the heads who have the responsibility each year to make sure that their schools are fully staffed and that there are teachers in front of children; otherwise, they are the ones who carry the accountability for that. In many places, they are covering up the cracks brilliantly. I think that is hiding a lot of the problems. A colleague to whom I was speaking only a moment ago, who is sitting behind me, said that recently he has had to make two phone calls in the middle of the night to Australia, to carry out interviews over the phone in order to recruit staff for his school. That is the sort of work that is being conducted by head teachers in order to make sure they actually have teachers in their schools in these difficult and challenging areas. There is also an issue, particularly for London and the South-East, where you have a body of teachers which is not necessarily increasing in number but actually moving around from school to school and driving the pay up in the sort of way in which John was describing earlier. The issue of turnover is indeed a big problem. That is one of the issues that is highlighted most often by head teachers in their complaints and criticisms of the current situation. Fast turnover is very unsettling and the turbulence to schools is quite considerable, and it is not helped particularly by a policy of open enrolment that does tend to create some schools that are far more popular than others. Clearly schools that are struggling in certain areas because of the nature of their intake will find young teachers moving reasonably quickly to a school in a different area where life can be less challenging, shall we say. That creates problems for some schools and extreme difficulties for some head teachers as well. I have just one last comment. The appalling situation we have experienced this year in some parts of the country with regard to the funding of education is actually, perversely, leading to redundancies and job losses. We have some areas where the number of teachers being employed is falling whilst of course other parts of the country are still struggling for teachers.
Chairman: Thank you very much for that and apologies again.

Q243 Ms Munn: I want to move on to talk about this whole issue of whether it is reasonable to expect teachers to remain in the teaching profession throughout their life. You heard earlier the witnesses saying that having people feel it is okay to leave and come back is important. Is that your view? If so, how does that affect what you would want head teachers to be doing about this whole issue of retention?
Mr Caperon: I think it is very important to try to keep the maximum amount of continuity and service. Such is the movement, such is the pace of change in schools, that I think even a relatively short break is going to be difficult sometimes for a very professional person even to be able to negotiate. Therefore, we need to try to ensure, while there are obviously going to be, if you like, flexible structures for working practices generally, I think we need to try to ensure in schools the maximum degree of continuity of work. Obviously, through issues like maternity pay and maternity leave, the provisions now exist for people to move to a part-time post at some time and then perhaps back to a full-time post subsequently. That is the kind of arrangement which is actually very helpful, but I think schools, as John said earlier, do need continuity and I do not think we would want to get into a culture of schools where there was a great deal of onward movement year by year. Children and school communities need as much stability as possible.
Ms George: I think part of the issue also is that the expectation that young people have of the way that work actually works, if I may put it that way, has changed massively. Very few young people now expect to go into a job and stay in the same place for 15, 20, 25 years. They just do not. They expect to move around. If we do not recognise that, that will be something that we will fail to learn at our peril.

The critical issue, however, my colleague has raised is the business of saying how, if people are to come in and out of the profession, you ensure that someone coming back does not then immediately face things that they simply cannot deal with because they are out of touch with the changes that there have been, and the non-stop change that we are becoming hardened to, shall we say. There are massive issues, it seems to me, around saying, "Yes, we have to recognise that people will come and go, but, equally, we have to be very, very clear about how you re-induct people into schools." Some of the keeping in touch schemes that some authorities did were fine, but they were very, very, sort of, small beer, in the sense that they tended to concentrate on the one group which people think of as coming in and out of the profession: the maternity leavers. The reality is, as my colleague said, that has changed. People do not leave now by reason of maternity. They take a reduced post and they stay around and come back. An awful lot of them, frankly, cannot afford to leave completely. So that has changed and it has changed quite markedly. It is something which I do not think we have yet got to grips with, but which we will lose completely if we do not recognise that young people do want to come in and out of different sorts of work.

Mr Matthewson: Flexibility is key. The opportunity to be able to say yes to a colleague who has been on maternity leave and wants to come back on three days a week or four days a week. To be able to accommodate that I think is very helpful. It keeps that person in the profession and then they gradually later on go back to being full time. But it requires a lot of skill, I think, on the part of heads, in particular, in schools to be able to manage that.

Q244 Ms Munn: We seem to have a bit of a difference of opinion here, with this end of the table saying, "This is the expectation we have, that people might want to do something else," and the other end saying, "Really, we want to keep them in." Do you not see that perhaps there is some value, for somebody who has maybe been in teaching for 10 or 15 years, actually going off and doing something else, getting different experiences, perhaps feeling motivated and refreshed and then saying, "Actually, I am going to take that experience back into the classroom."

Mr Matthewson: I do not think we are disagreeing, actually. I am saying that by being flexible we are keeping them.

Q245 Ms Munn: No, what John Caperon said was very different from what Kerry George said.

Mr Matthewson: All right.

Q246 Chairman: I think it is up to us to decide whether witnesses agree or disagree! We will have the transcript. John, you wanted to come in.

Mr Dunford: The problem, I think, is that they do not come back. If people are going to go part-time or on maternity leave and so on, they come back into teaching. People who leave teaching and go to another job are very often leaving because they have had a bad experience, they feel bad about the job, and they do not come back five or 10 years later. Perhaps if they have been an MP and lose their seat, then you never know, but . . .

Q247 Ms Munn: I am worried about these two! There are two issues. One, sure, if people have had a bad experience and/or they discovered teaching just is not for them, that might be the right thing, both for them and the profession to move on. If they have had a bad experience, that is about what your group as head teachers and everybody can do to improve their experience. But there is the other end of that, which is what should your organisation be doing to say to people who have left teaching and are doing something else, "Come back."

Mr Dunford: Crucially, we have to be able to say that you are coming back to a more attractive profession than you left. We, as associations, have been working incredibly hard on that over the last two years, particularly in discussions around workforce remodelling and reducing workload. We really do pin high hopes on that in terms of making teaching a more attractive profession and actually the benefits to us, first of all, will be for retention.

Q248 Ms Munn: That helpfully moves into my next question really, which was around what is the role of head teachers in managing and reducing teacher workload? It is very easy and legitimate to say the Government should do this, the Government should do that, but what is the head teacher role in that?

Mr Dunford: We certainly have what is potentially a difficult situation to manage in September this year, with the so-called 24 tasks being taken away from teachers, which head teachers will no longer be able to require those teachers to do. During the course of the last few months, heads have been meeting with staff to try to see the distance between where the school is now and where the school is going to be in September. But in September they will have to manage the consequence of that situation and that could actually be quite difficult, particularly if relationships within the school are not so good. It is also, I think, not just a matter of these 24 tasks; it is actually about a culture change in school. At a meeting of head teachers the other day, I asked a head teacher sitting in the front row, "How many staff do you have in your school?" He said, "177." Two years ago, he would have said "65" meaning 65 teachers. He now says "177" meaning all staff that he has at school. That head teacher has made the cultural leap that probably a lot of us do not often make and will have to make very quickly in the autumn term.

Ms George: If you are going to have this kind of culture—and, I agree with John absolutely, it is a cultural change—it is also, as far as I am concerned, a refocusing of what teachers should be doing, rather than a whole pile of stuff they have picked up over years because schools have been underfunded and they have not brought in support staff and they have collected jobs. Anyone who is addicted to photocopying, for a start, is going to find life very tricky from September onwards. They really are.

Mr Matthewson: They will still do it!
Ms George: Yes. But, realistically, it is about changing the culture completely and that has to start with the leader of the organisation. It is head teachers who actually work more excessive hours than any other group of people in the entire system. Price Waterhouse Cooper's report demonstrated that. They themselves have to think differently and operate differently. The governing bodies are going to have to think differently. We cannot seriously have situations where meetings start at 7 o'clock in the evening and go on until midnight on a regular basis. That is no way to run schools. There is a massive culture shift that needs to take place. I think what John originally said is right, the way you get people back into the profession when they have left, assuming that they have not left with broken legs, is that they will come back to something that they see as more attractive and much more of a profession than a job where they are picking up all sorts of things they should not be doing.

Q249 Chairman: Going back to the point I tried to raise with the witnesses at the end of the previous session: who manages that process? If you are going to give new experience, it is going to be better, but who manages it? At the moment, with the relatively independent role of schools and the weakened role of LEAs, it does not look to us, or certainly to me, that there is anyone out there who actually can make sure that process is managed.
Mr Dunford: As two associations, we are supporting our head teachers in managing that process. We want the Government—and in this case it is not just the Government, it is us all working with the Government by agreement—to create the framework in which the head teachers manage the situation. We are saying that, that framework will be radically changed, culturally changed, this September and through the next couple of years, in ways that would be helpful to head teachers to manage that situation. Managing any kind of change is not easy, particularly where, as Kerry points out, there are working practices that teachers are not always going to want to give up these things.

Q250 Chairman: It is a very complex management task, running a large school, and even a small school. Are you satisfied that the quality of training in management is there? This symptom that Kerry George mentioned of someone having meetings that start at seven and run until midnight, is that not the sign of poor management?
Mr Dunford: I have two good heads on either side of me.
Mr Matthewson: We do have to meet until midnight sometimes—but that is more because governing bodies want to talk a lot, and for various other reasons. With regard to the implementation of an agreement on workload, that we are going to be moving on to in September, there is a slight difference perhaps for larger schools which are used to employing a fair number of non-teaching staff, and probably in many large schools the 24-tasks are not being carried out by many teachers anyway. For the big schools—and I am head of a pretty big school—it is going to make a tremendous difference. I think where the problem is going to come this year, and hopefully we will get over it in future years, is in smaller schools where the budgetary restraints are not necessarily going to allow them to employ additional non-teaching staff in order to take on these tasks, and they could find themselves in a very tricky management situation where you have possibly a union rep saying, "We are not doing these any more," and you have the head teacher saying, "Who is going to do them?" Of course, who will end up doing them? The head teacher and the senior staff. That could be a problem. I am hoping that will not create the sort of difficulties at the beginning of this new agreement that will sour it for the rest of the years to come, when I think there are big gains to be made by all of us.

Q251 Chairman: That is very interesting, but you have sort of side-stepped the question. You manage a big school, you have just said.
Mr Matthewson: It happens to be, yes.

Q252 Chairman: Where did you get your management experience?
Mr Matthewson: I picked it up along the way, I suppose!

Q253 Chairman: In any other business, Mr Matthewson, running a big, complex organisation, to say that would have people laughing in the aisles.
Mr Matthewson: Perhaps it was a flippant remark.

Q254 Chairman: John Caperon, where did you get your management experience?
Mr Caperon: Chairman, thank you. I got my management experience in the relatively early days of my career in what was then a pioneering school, Banbury School, in Oxfordshire. That was, I think, one of the first major comprehensive schools to become a seriously professional organisation. I think throughout my work in that school and subsequently, added to with reflection and higher degree study time (as it happens, in my case, the University of Oxford), I was able to move through a range of management posts, gaining experience, gaining perspective and gaining, if you like, as a consequence of the way the ladder works, increasing responsibility. Head teachers nowadays obviously have a far greater support than was the case when I was coming through, through NPQH and through all the other support mechanisms for head teachers, both before headship and, indeed, subsequent to their appointment. I think it would be very misleading, Chairman, for you to assume that a lighthearted remark from a colleague here—
Mr Matthewson: It was not quite meant in that way.
Mr Caperon:—was meant in any way to be an accurate description of a whole complex of very serious management training arrangements which are in place for the profession. Increasingly, the work of NCSL (the National College for School Leadership), and you will know, Chairman, of the shift that has now very significantly taken place from

an emphasis upon management to an emphasis on leadership. I do not think that means that the management of schools is any less important than it ever was. Clearly, we have huge issues to manage.
Mr Matthewson: Could I add something.

Q255 Chairman: Could I just say before you do—
Mr Matthewson: I made what appeared to be a flippant remark and I would like to expand on it.

Q256 Chairman: Gareth, would you be quiet for just a moment. I want to make clear that this Committee and certainly the Chairman does not say anything, in terms of the management, in terms of a negative. You have absolutely the greatest of support. I believe that heads should get all the help they can in a complex management task. Gareth, someone who learns management on the job, I would not decry at all. I hope we get that straight.
Mr Matthewson: Yes. What I said actually was true: you do pick it up along the way, because that is the way head teachers of my generation did learn. It has been described in a more expansive way, but it is very much a case of learning on the job. I can remember, when I first became a head in Newham, one of the other head teachers, who had recently had a secondment for a term, had written a very good thesis on becoming a head. She could not think of a proper title for it but her husband came up with one: *Bang, Bang, You're Head.* I think it summed it up. At that time, you were a deputy one day and you became a head the next. A lot of it was brand new to you. Although you had been a deputy and you had picked up a lot of management experience, all of a sudden this was a totally new job that you were taking on. It is changing today because of the national professional qualification for headship and the sort of work that is being done in order to prepare people for the situation.

Q257 Chairman: Here we have a tremendous waste of our nation's money, in terms of losing people from the profession and, as John said, who never come back. We are trying to dig under the surface, to find out in terms of the quality of management experience. Should it not be very very high, for a head as a manager, to ensure that a young member of staff coming into the school does have a very positive experience. If he or she is in the wrong niche, if the experience is not going well in the first year . . . . We have examples of a recent survey, about to be published, by one of our specialist advisors that gives cases studies of people getting to the profession. Their mentoring is nominal, minimal, if it exists at all, and there they are, cast away, from the case studies we have in front of us, and they get no support. Then after three years, they leave the profession and never come back.
Mr Caperon: Chairman, if that is the case, it is a matter of extraordinary regret. I would say to you, certainly from the perspective of the Secondary Heads Association and, I have no doubt, from NAHT's perspective as well, one of the key priorities for all school managers is to ensure that there is effective, adequate support, both for newly qualified teachers in their induction year and, indeed, subsequently. Most schools, I am quite sure, are keen to develop or have already developed a structure in which there are very specific responsibilities, as, for example, professional tutor, staff tutor, subject mentors and so on, very specific professional structures within which the early years of teachers can be supported and made more effective. Clearly—and I think you are absolutely right to challenge on this—unless there is in all schools an effective, positive culture of ongoing professional development, then people are going to be saying, "This profession is not actually helping me to move on as a professional, it is not helping me improve the quality of my work, and the quality of my rewards, therefore"—which must be seen in human terms rather than monetary terms—"is not adequate." Professional support is absolutely essential. I am sure all the associations would agree on that.
Mr Matthewson: That is absolutely right. I will not add at great length because I think that has summed it up pretty well, but what you are finding these days is more and more schools are actually going for the Investors in People Award, which I think is a very clear indication of how seriously they take the business of the professional development of their colleagues. If you are going to go for an award of that sort, then clearly the professional development and the support you are giving to new colleagues coming into the profession is absolutely crucial. Certainly it is in all our issues to pursue policies of that sort, because we want these youngsters to stay in the profession. We do not want them to leave, we do not want them to be attracted to go elsewhere, and we need to make sure that if, for example, they might be having some particular difficulties, perhaps with behaviour problems with youngsters and so on, they get the full support in the early years while they develop and mature and become competent teachers.

Q258 Paul Holmes: You talked in the evidence you have given about the importance of the new workload initiative in helping to retain teachers with better conditions of service and so forth. The employers group also said the same thing. But Graham Lane said that, for example, the shortening of the pay spine from 9 to 5, which is one initiative, had been underfunded and that is part of the crisis this year. Of course the largest teachers union has not signed up yet to the workload initiative, because one of the things they say is that it is not going to be funded: it is not going to work because the money is not there. Are you confident that the money actually will be there in September and the year after and the year after to make it work and therefore to retain teachers in the profession?
Mr Matthewson: We are not confident it is going to be there in September but we are working on or hoping that the guarantees that we have been given that it will come through in future years will actually materialise. We can only go by what government ministers are saying to us.

Mr Dunford: For both NAHT and SHA this has been of huge concern, and right from the beginning of the negotiations we have been saying, "Yes, this is fine provided we have the resources to deliver." That is a major worry.

Ms George: The essence of our concern, and we have said it right from the start—neither of the associations ever had the slightest difficulty with the agreement itself and the principles contained within it: they are absolutely sound and we have got to deliver them—is that it is members ultimately, whatever the LEA said earlier—and I was impressed by some of the things they said—who will have to further that. It is the heads in schools who will need to deliver that and make sure those changes occur. The risk for our members has always been that they would end up piggy-in-the-middle, that they would not have the sufficient resource to deliver the things that are needed, that they would have members of staff on their hands who, quite rightly, have had their expectations raised and want to see changes. They want to see changes with effect from 2 September. That has all been of huge concern for us. The Government, I think, in fairness, has recognised that there is a major problem this year—we all recognise it is an extremely difficult year. We also know that we will have schools that will be going into deficit budgets this year because they are determined to make sure that they will deliver the changes. We are really pinning our faith at the moment—and I have to say it is our faith—on the idea this will not be replicated and we will get the money sorted out properly for years two and three of the agreement. The problems that will ensue if we do not, do not bear thinking about. The agreement, frankly, will fail unless it is funded.

Mr Matthewson: We are concerned about recruitment and retention but recruitment and retention of senior staff as well, head teachers and so on. If this agreement turns out to reduce the workload of teachers but at the expense of increased workload of the senior staff, then clearly that is going to have an effect on the recruitment and retention of heads. There is a concern that unless it is properly funded there are dangers that senior staff in schools could end up picking up some of the pieces, ending up with a greater workload themselves. If I could just quote an example, we will have a situation in a few years time where teachers will not be required to invigilate in examinations, but if you do not have sufficient funding to be able to recruit enough good quality invigilators you could end up with heads and senior staff having to fill in lots of gaps in situations like that, which clearly would be an increase in their workload in which they are not currently engaged. My worry may be unfounded but it is those sorts of concerns that are nagging away at us at the moment, and that is why we want to be certain that the agreement will go forward—that it will go forward and reduce workload across the board, not just in one sector of the service.

Q259 Paul Holmes: The employers' statistics showed that turnover in teaching has shot back up to 14%, which is the high level it was last at round about 1990. Graham Lane said the thing that is going to solve this is things like the workload initiative. But you are saying there is a grave danger that, even from this September, if you do not know the money is there—and we are already in that financial year—there is a grave danger that, far from solving the problem, the turmoil that could come from it being underfunded will make the problem worse.

Mr Matthewson: It could be very difficult during the first year.

Ms George: And as much in the primary sector as anywhere else because of the differences in terms of the extent to which support staff are employed. The smaller the school, the less likely it is that you have a massive support staff handy. You simply will not. That aspect of it is going to be difficult, that these funding problems came at a time when an initiative of this importance is just starting to hit the schools. Absolutely desperately unfortunate.

Mr Caperon: Could I add a further comment on that with your permission. I think it is enormously important that all of us recognise that this is a three-year programme of reform which does need, as colleagues have said, to be very adequately funded, but it is not something which relies simply on head teachers. It is, I believe, essential that head teachers and governing bodies are working very effectively together to ensure that the culture of schools has changed and that the employment practices and assumptions of schools are brought into line with the new expectations. But, if I may, let me just return to the issue of the retention of younger members of staff and the workload implications of this. I am actually this year, in the school I lead, losing only one younger member of staff. This is somebody who is an extremely able and talented teacher, who has had no broken legs or other difficulties during the course of her two years with us. She happens to be married to a junior hospital doctor. When explaining to me that she felt it was time for her to move on from the profession and return to academic study, she made it very clear that one of the key reasons was that, by comparison with her junior hospital doctor husband, she was working excessive hours, and she had no opportunity except during holiday times to have a life of her own. Unless that situation is changed for young and, indeed, more experienced teachers, the drift from the profession will continue.

Q260 Jonathan Shaw: Could I ask you about job share. It would be an interesting concept for Members of Parliament to be job sharing. I wonder. More realistically, I asked the question of the employers, and they said, "Yes, good" but it is up to you guys, effectively.

Mr Dunford: It is.

Mr Matthewson: Yes.

Q261 Jonathan Shaw: There we are, there is agreement.

Mr Dunford: It is not easy. It is not easy to organise job share. We support the aspirations of people to come back in, particularly people who have had maternity leave and come back in part-time and so

on. The legal framework now is such that we actually have to grant people part-time work and try to organise two part-timers to do a full-time job, even if it is not a formal job-share, under many circumstances. In some subjects in a secondary school, that is perfectly satisfactory. The geography teachers meet their classes once a week, and part of the job share can do one set of classes and another part of the job-share can do another set.

Q262 Jonathan Shaw: Do you think Reverend Caperon and Mr Matthewson could run a school together?

Mr Caperon: Indeed, Chairman, just to take that illustration further, as it happens in my own schools this coming September we shall have one absent colleague and two part-time job-sharing colleagues to take over that absence. It may be easier in a primary school situation, where there is more contact with the same group of people throughout the week and to divide between two teachers may not be a huge problem. But if we are talking about, shall we say, an English timetable or a mathematics timetable, you are down to issues of timetabling where it is obviously extremely unsatisfactory for, shall we say, a year 9 maths class to be taught by two or three different maths teachers during the course of a single week or a cycle of the timetable. It does not make for continuity, and, as we said before, continuity is essential.

Q263 Jonathan Shaw: It does not make for continuity, but, if we are talking about trying to retain very experienced and able teachers . . . As a parent, if I had to choose between one pretty good maths teacher and two exceptional ones, I know what I would choose. You are putting up those points almost like the reasons not to do something. That is how it feels.

Mr Caperon: I am sorry, Chairman, if that came across as a negative; it was not intended to be.

Mr Dunford: We had discussed this beforehand—I was a head teacher, as you know, for many years and faced exactly these situations—and we were trying to illustrate simply that it is easier in some areas of the curriculum than others. But, yes, it is one of the weapons open to us to solve recruitment problems. It is increasingly being used in schools, so, if you have to do it, then you have to try to do it well.

Ms George: Just to prove that we do not always agree on these things—

Q264 Jonathan Shaw: Yes, I saw you disagreeing when the comment was made that it was easier in primary schools.

Ms George: I would say it is not necessarily easier in primary schools, but I was about to say—and this is really quite worrying—that I remember what Graham Lane was talking about in negotiating job-share agreements in the ILEA because I was one of the people who did it. I have been involved in job-share working, flexible working for the last 20 years, which is slightly worrying, but, essentially, the issue is actually all tied up with this whole business of saying you have to have a change of culture, you have to think about things differently, you have to come at things from a different perspective. Your perception that you would rather have two good teachers than one indifferent teacher—it would be wonderful to get two excellent and one really good to choose between—seems to me realistic. In those circumstances, a head has to get over the attitudes of other members of staff—which, surprisingly, can be quite negative, and this has always impressed me but it is there—and the attitude of parents. Again, particularly in the primary sector, there is a powerful belief that if children see a different face on a Wednesday morning, somehow or other this will mean that their entire lives will be ruined. Children I think have probably demonstrated they are rather more adaptable than that and they can cope with these things. Certainly there is no evidence to show anywhere that flexible working, job-share working damages children's education. I deal with a primary school which, for the last five years, has only had one full-time member of staff, and that full-time member of staff is the head. By means of flexible working, they have managed to get greater specialism into a primary school, they have delivered all sorts of different things in all kinds of ways. It requires a lot of communication and a lot of planning: once you get into that, it is wonderful. By the way, they have not had a single supply teacher in that school for the last . . . heaven knows how long, because people do not go sick.

Q265 Jonathan Shaw: What about the issue of early retirement of head teachers? How does that compare now to a few years ago?

Mr Dunford: There is now an increasing number of things that head teachers can do if they wish to retire early. Heads who have been in post for a long time are now looking, in their mid-fifties, very often to cease to be full-time heads and to become consultants, threshold assessors, advisors and so on, on a part-time basis, and to build up a portfolio and a career in their late fifties. If we tie that in with the National College's development of consultant leaders, which is the top end of their professional development scale, that is actually quite a good development, if those people are then spreading good practice back into the system, either by staying in post and doing that consultancy work part-time or by actually retiring early and doing these jobs.

Q266 Jonathan Shaw: We heard from the Open University last week. They said that in terms of mature entrants into the teaching profession, 60% were seeking to achieve head of department or senior management positions within two years of qualification. That changes the picture, does it not, from what Mr Matthewson told us about, your management development? You have had a traditional route, you have been in teaching all your life and acquired management skills over a period of time. If we have mature people coming in from various different backgrounds—which is a good thing, as I think everyone agrees—what do we need

to do to ensure that those people who are ambitious are going to have the necessary depth and skills to manage our schools in the future?

Mr Dunford: We have the flexibility within schools at the moment, when really good people come in like that, to fast-track them. The way we fast-track them is not by joining any government scheme, but by giving them posts of responsibility and actually giving them really good jobs to get their teeth into at a very, very early stage. Yes, it is perfectly possible, particularly in certain parts of the country, where heads of department posts can be very difficult to fill, for these people to become heads of department very quickly indeed if they have the talent to do it.

Q267 Jonathan Shaw: The *Times Educational Supplement,* your schools, the 24,000 schools, spend enormous sums of money. Can we do it any differently? Or was the advice from my LEA, that you have to advertise if we are going to have any head teachers respond to this advertisement in the *TES*.

Mr Caperon: The situation, Chairman, is that there are a number of different advertising possibilities at the moment. I think the vast majority of schools are still using the *Times Ed*, which is of course available as a web site as well as a newspaper, so it is simply a bit of old technology and it does I think at the moment still provide for the vast majority of schools the place where they would probably, on balance, want to advertise most, if not all, of their full-time permanent posts—although obviously the local press tends to be used for short-term and part-time advertisements—at a cost, however. One of my colleagues in Hampshire tells me that over the last year he has spent way in excess of £25,000 on advertising in order to try to attract from a very, very sparse field.

Mr Matthewson: There are other ways of advertising for staff, using the E-Teach, for example, which operates a system via the website. You can advertise through them very, very cheaply. But, although many schools are using them because they are so cheap, they are worried about whether to not it will actually go to all the people that they think it should, so the *Times Educational Supplement* continues to be used, I think, by the overwhelming majority of head teachers when they are advertising for staff, because you want to get the best feel and you do not want to lose out because you failed to advertise in the right place. In my part of the world, I have to say, if you are advertising for a Welsh teacher you advertise in the *Western Mail*. I am sure John would know that. May I make one other point which is quite important. I do not want us to lose sight of the fact, John is right, that people are leaving for further development and professional enhancement in other ways, but we are still losing many heads because of burn-out, the stress of the job and so on. I really do feel that that should not be lost, because it is a factor in retaining good staff, good head teachers. In terms of the costs, going back to the *Times Ed*, a colleague sitting behind me says it costs him the equivalent of two teachers a year because he has to advertise for so many teachers.

Ms George: The new regulations, the staffing regulations which will be applied in schools shortly, still require that the head teacher has to go into a printed publication, so the *Times Ed* will still keep its place, I think, for some time. The second point about early retirement which we skipped over rather quickly, is that we have always said that the prospect of early retirement actually enhances people's capacity to stay on. There is something encouraging about being able to see the finishing tape, as my colleague behind me just said. Ironically it can work that way. We would also like to see considerably greater creativity, as, for example, there has been in Scotland, where they now have a much better winding down scheme than anything we have in England and Wales. They do actually have something that means in the last few years you can reduce your teaching, you can work differently, but you do not lose out in pay terms. Graham Lane described the stepping down scheme. Stepping down is fine, but, depending on when you do it, you lose out in pension terms ultimately. We would like to see a bit more creativity there.

Q268 Jeff Ennis: I wonder if our two sets of witnesses could very quickly outline and rank in priority order the main issues that they feel are impeding successful retention in schools today.

Mr Dunford: Workload; accountability—excessive accountability . . . What is my next one?

Mr Matthewson: Perhaps I could come in!

Mr Dunford: Sorry, behaviour.

Mr Matthewson: That is exactly what I was going to say.

Mr Dunford: Behaviour; and pay. In that order.

Q269 Jeff Ennis: Teacher behaviour or pupil behaviour?

Mr Dunford: Pupil behaviour; and pay.

Q270 Chairman: Gareth Matthewson?

Mr Matthewson: The same. I think the issues are pay; workload; behaviour, definitely; accountability—which is a big issue and getting worse, particularly for head teachers. When you asked the question, I could not quite work out whether it was heads and senior staff you were talking about or teachers generally.

Q271 Jeff Ennis: Teachers in general.

Mr Matthewson: In which case, then, all of those, and the whole business about house prices in certain parts of the country. I really do feel that we have to keep that in mind. It is interesting that you go to some schools, particularly, say, in Inner London, and you will find that they survive largely obviously with lots of Australians and so on but also large numbers of youngsters, who, in many cases, are happy in their early years of teaching to continue to live like students. Because of that, living in shared accommodation and so on, they can manage to continue to live reasonably cheaply and they are happy to stay in London. But, of course, there is a time when they eventually wish to leave London and our view tends to be that once somebody has left London they do not come back.

Ms George: Perhaps I could just add very quickly that yesterday I had a call from a school in London where they were asking whether it was okay to give a newly qualified teacher a management allowance because they had no one else to carry out management responsibilities. We had a long discussion about it and I suspect that if they do that, that is going to be one of the NQTs who will go, but they are desperate. It is that sort of situation that we cope with because particularly in London we have young staff who do not stay.

Mr Caperon: Could I just make one further response to the issue about concerns and could I add the issue of public esteem. It does seem to me that we need, as a society, to continue the efforts to recreate public esteem for the role of the teacher and I am encouraged to say that recently in attempting to recruit for the graduate teacher programme in our school, we had an excellent response to a single advertisement and several of those whom we interviewed said that it was that advertisement which said, "Those who can, teach", which got me thinking. Perhaps we are moving in the right direction, but until there is a real understanding that teachers are doing a most valuable social role, then I think there will be difficulties in retention.

Q272 Jeff Ennis: To change the subject slightly, one of the initiatives the Government have really brought in, which I think has been quite successful, has been the real expansion in the number of non-teaching assistants and curriculum support assistants. Has that had any effect on the ability of schools to retain staff?

Mr Dunford: I think it is early days to say. It is something that both secondary and primary schools have been doing of their own accord in recent years and clearly it will be accelerated considerably by the new agreement. Anything frankly that makes a teacher's job easier and makes it easier for the teacher to concentrate more on the teaching and the learning and to get away from the administrative tasks is helpful.

Ms George: I think the evidence is that teachers absolutely value the classroom assistants and the support that they get. The mere presence of other adults in the classroom assists with a whole mass of things, including pupil behaviour which causes enormous difficulty. There was reference earlier to the NUT's position on the Workload Agreement and I think it is sad that the NUT manages to produce evidence that suggests that some of our teachers see this as creating workload for them to have additional people to work with in the classroom because certainly everywhere I have been to, talking to headteachers in the country and talking to deputies and teachers, they have not said that at all. They value these people hugely and they wish there were an awful lot more of them. I think it is starting to make a difference and to see how it works over the long term will be interesting.

Mr Matthewson: There has of course been a big move, particularly in large schools, of administrative tasks to non-teaching staff. For example, I have a non-teaching member of staff doing all the exam work in the school, doing all the daily cover work and all those sorts of task which were previously done usually by a senior member of the teaching staff and they are done just as efficiently by somebody who is specialised in that area.

Q273 Jeff Ennis: In Barnsley and Doncaster, the two local education authorities I represent, we have a number of schools in challenging circumstances and the sort of variation in retention rates between the schools in challenging circumstances is enormous. What would you think are the main factors in terms of a school in challenging circumstances being able to keep its retention rates high as opposed to some others where the rates are low?

Mr Dunford: I think it is partly a funding issue and I think the Government's Excellence in Cities programme has put a lot of money into schools in inner cities, schools which are in challenging circumstances and has helped them to employ a much wider range of support staff. I think that has been hugely helpful as well, but I think the thing that works most against retaining people in schools in challenging circumstances is the accountability regime which I put pretty near the top of my list because over-accountability, as we said in our paper, is even worse in schools in challenging circumstances than it is in other schools.

Mr Caperon: There is also the whole issue of league tables and I think it is exceptionally difficult for schools in difficult circumstances who are seen both by themselves and by external observers to be less successful, going down the tube, at the bottom of the pile. Wherever we have a hierarchy of schools, that is going to be very, very destructive to professional morale for those working at the lower end and it is enormously important that we do all that we can to ensure that those schools which are perceived as, in some sense, at the bottom of the pile are given those additional resources to enable extra staff to go in, and it is not of course the case that Excellence in Cities universally applies to all such schools.

Q274 Chairman: I certainly appreciate those comments with the particular difficulties of my own constituency. Can I just push you on one point though, Gareth and John. In terms of your hierarchy, in behaviour, what is interesting about behaviour is that you go to two schools that look broadly similar on most of the criteria, special educational needs, free school meals, whatever the criteria, similar sorts of parts of cities or towns. One has excellent behaviour, excellent behaviour, and the school in exactly similar circumstances has appalling behaviour. Now, what is it? Is it something about the quality of management, leadership from the head or what is it that you notice as soon as you go into a school where you immediately see that the staff are in the corridors, in the playground and the head is everywhere? You say it is behaviour, but very often the behaviour is a factor very related to the management of the school, is it not, the quality of management?

Mr Matthewson: What you quote is something that you can see clearly because you will go to some schools in similar areas and yes, the behaviour in some schools is good and the behaviour in others is not so good, but I think we need to look a little bit below the surface and see why is it that perhaps this school is different from that. Very often, once one school has gained itself a sort of reputation of perhaps being the better school, it attracts *per se* the better children and there is no doubt that the whole business of open enrolment and the fact that there are in some areas schools where perhaps there is a surplus of places, you are going to find that some schools are going to benefit by recruiting the better kids, the ones from families where they take more notice about education possibly, and other schools are left with the more difficult children to deal with. Those present particular challenges, particularly in terms of retaining teachers because if teachers can go to the school up the road and earn exactly the same salary and have less challenge and more professional fulfilment, then clearly that is a choice that they might well be inclined to make rather than stay in the school which is extremely challenging. I think there are issues about looking at the way in which we allow pupils to go to schools because even those that have been quite well publicised, those schools that have had so-called 'superheads' installed which have managed, if you like, to pull themselves up by their bootstraps, even they have had great difficulty in maintaining a very high standard over a very long period of time because the problem persists.

Q275 Chairman: So you are saying that whatever the quality of the head, the quality of the management, the behaviour will remain the same?
Mr Matthewson: No, I was not saying that. What I was saying is that the system of open enrolment can create difficulties.

Q276 Chairman: No, you have just said that.
Mr Matthewson: I said that the system of open enrolment can create particular problems for certain schools because once schools in one part of the town perhaps are perceived as having a better reputation, they are likely to attract the better pupils which creates particular problems for other schools. The school which has got the more challenging circumstances could have an excellent headteacher and excellent staff working there, but if they have got more challenging children, I am afraid you may well see, particularly in the locality around the school, more evidence of misbehaviour far more than you would see in another school. I do not think it is as simplistic as you described originally of saying that if you go to two schools in similar areas, the behaviour is good in one, bad in another and it must be something to do with the head and the staff.
Mr Caperon: I want to put a complementary view to that. It is not an opposite view, it is a complementary view. I would say that most children in my experience, most children, will behave properly, positively if effectively led and managed, most children, but effectively led and managed does not just mean having a head who is on the corridors all the time or is inspirational or whatever, but it is about a whole staff commitment to shared expectations and values and without that, then clearly the culture is not going to work. It is essentially about culture and underpinning that culture has not only got to be a set of shared assumptions about what we do in school and what we do not do in school, but there has got obviously to be the parental support. Unless there is a clear understanding and agreement between parents, teachers and students about what students are in school for and how they need to behave in order to benefit from it, then obviously we get the difficulties of which you have spoken, but there is a significant minority of youngsters for whom what perhaps most people in this room this morning would regard as normal and acceptable canons of behaviour do not exist and it is with that very small minority of youngsters that there is, I think, a very particular problem and the need for very well resourced, very adequately staffed with good ratios specific attention given to, if you like, the process of re-education and socialising so that the educational enterprise can actually continue effectively, but that is a small minority, I believe.
Mr Matthewson: I think the difficulty about the small minority is that it is concentrated all in one school and I think that is where you have the real problem.

Q277 Mr Chaytor: Just pursuing Gareth's point, surely what you are arguing is a circular argument, accepting that the immediate neighbourhoods of schools vary significantly. If we are comparing like with like, the school that is getting a better reputation and, therefore, attracting a greater number of applications is doing that precisely because of the quality of the headteacher and senior management?
Mr Matthewson: It may well have started off there and that is absolutely possible, but do you want to accentuate that and have a situation where you create, one does not like to use the term "sick schools", but you have schools that have difficulty in breaking out from the situation that they are in because all the circumstances are contriving against them? There have been many examples, have there not, of superheads going into schools, being paid large sums of money, but not actually being able to do a great deal because we have found that it is not just the head, but it is the whole team that really needs to be looked at and the additional resources need to address those issues as well. There is another two-pronged attack, I suppose, on the issue of pupil behaviour and that is actually putting into place policies which will support and help youngsters in controlling their behaviour and seeing the benefits of a proper social existence with their peers in school and the normal respect that we would expect to be shown from youngsters. Generally speaking, LEAs I do not think have the resources necessary in order to be able to provide the back-up that we need. Just getting an educational psychologist to come and see a child can be a major undertaking in some local authorities because the resources are not there and

that creates further problems. It leads on to all sorts of difficulties about exclusions and so on, particularly in the upper part of the secondary school, which I think have been created largely because of a lack of resources earlier on.

Q278 Mr Chaytor: Yes, but at the end of the day I am just anxious that you are trying to abdicate the heads of responsibility.
Mr Matthewson: No, I am not doing that.

Q279 Mr Chaytor: At the end of the day these things must remain the head's responsibility within the overall financial context and within the nature of the immediate catchment area. What I am trying to say is do you not accept that at the end, it is the head who determines the culture and policies of the school and determines the overall ethos and, therefore, sets the standards of behaviour?
Mr Matthewson: No problem. I fully support what you say.
Mr Caperon: I think that is absolutely true, but to establish that culture and ethos positively in some schools is far more difficult than it is in others.
Chairman: Well, we go to a lot of schools as well as you, John, and the fact is that the most depressing school to go to is where the head and the staff say to you sometimes straight and sometimes in code, "What do you expect us to do with these kids coming from this sort of background?" That is the most depressing thing that anyone who visits a school might face.

Q280 Paul Holmes: Just returning to a point which was raised earlier about trying to get some respect back for the profession and that that was a key factor in recruitment retention, when the Committee visited Dublin and Belfast recently to look at schools, one of the big things which struck us over there was where they were saying, "Teachers are respected. The brightest young graduates apply for teacher training", and they were comparing that to here. Ronnie Norman, at the end of the first session, was saying that he thinks that we are just getting teachers to the point where they can be professionalised, but would you agree that people have not been professionals for the last 20 odd years and whose fault is it that it is seen that way?
Mr Caperon: I think there has been a growing culture of professionalism over the last 30 years in the education profession. I think the issue is, if you like, an issue of perception rather than an issue of actuality and I have to say that the press or certain sections of the press have not always been as positive in their presentation of the education system and those who work hard within it as they might have been and I think a lot of very regrettable assumptions have gone around on that basis.
Ms George: I also do a lot of work particularly in Northern Ireland and the difference I see there is that education itself is highly respected. There is a massive difference in terms of the culture in which people are working and that is something again which I think we have damaged in this part of the world very much at our peril because it is actually important. The Workload Agreement, just to come back to that very briefly, again is actually about refocusing the teaching profession on teaching and not being distracted by other tasks which actually seem to me, and I think a lot of teachers have said this and a lot of heads have said it, to have taken us down roads which have been deprofessionalising rather than anything else.
Mr Matthewson: A recent survey of the quality of managers and so on put headteachers in a very high position as being trusted, honest, efficient and whatever, so I think that did quite a bit of good for heads generally. I sometimes think that the profession think less of themselves than others do. Generally speaking, parents will always, or almost always, be highly complimentary about the school that their children go to and certainly are not critical of the teachers in the overwhelming majority of cases, although they may make general comments about teachers having long holidays and things of this sort, but, generally speaking, they do show respect to the teachers in the school where their own children attend.
Chairman: If I can draw this to a close, perhaps I can say as Chairman of this Committee that I think the teachers in this country are fantastic and do a wonderful job, but sometimes around about Easter perhaps they give the press an opportunity. Thank you very much. It has been a very good session.

Monday 23 June 2003

Members present:

Mr Barry Sheerman, in the Chair

Mr David Chaytor	Mr Robert Jackson
Valerie Davey	Ms Meg Munn
Jeff Ennis	Mr Kerry Pollard
Paul Holmes	Jonathan Shaw

Memorandum submitted by the National Union of Teachers (NUT)

INTRODUCTION

1. The National Union of Teachers welcomes the opportunity to submit evidence to the Education and Skills Committee Inquiry into Secondary Education: Teacher Retention.

2. The NUT commissions regularly research and carries out its own studies in order to inform the development of its own policies.

3. In order, therefore, to provide the Education And Skills Committee with objective and independent information on the recruitment, development and retention of teachers which its inquiry seeks, the NUT's response draws substantively on evidence from recent relevant research reports, including those initiated by the NUT. The main body of the report draws attention to the implications of this evidence.

SUMMARY

The evidence submitted describes a general picture of recruitment and retention of teachers to the profession with reference to the particular circumstances facing secondary recruitment and retention.

Evidence from both Government studies, such as that commissioned from PricewaterhouseCoopers, and the NUT's own studies and research point to four reasons for teachers leaving the profession. They are:

— excessive workload;
— unacceptable pupil behaviour;
— government initiatives; and
— low salaries.

It is these reasons which have to be addressed.

— The arguments for ensuring that teachers' pay is competitive are well rehearsed. In the long term, recruitment difficulties will not be ameliorated by devices such as "Golden Hellos". The submissions by the National Union of Teachers to the School Teachers' Review Body have consistently drawn the Government's attention to the impact of low salary levels on both teacher retention and recruitment. This is highlighted graphically in the latest figures for recruitment to secondary PGCE and ITT courses. According to the May bulletin of Education Data Surveys, the majority of secondary courses still have vacancies.

— The need for a planned approach by Government to the introduction of any new initiatives it contemplates is essential. Before any initiative takes place, Government must audit the capacity of schools to introduce that initiative both in the terms of financial costs and time available. Both the Qualifications and Curriculum Authority and Mike Tomlinson are conducting inquiries into the future of public examinations for the 14–19 age range. Nowhere is there a greater necessity in secondary education for proper planning and auditing than in this area. The NUT believes that there must be a period of stability before the introduction of any new public examination.

— Unacceptable pupil behaviour impacts on all school communities, particularly teachers. Secondary schools face some of the toughest challenges. Despite welcome initiatives such as the Improving Behaviour and Attendance programme, both headteachers and classroom teachers in secondary schools are still unclear about the support available to them externally when school-based strategies dealing with unacceptable behaviour do not work for individual pupils. Schools still receive mixed messages about whether or not exclusions are acceptable. Those messages are compounded by the effects of the current schools' funding crisis. Local education authorities have been encouraged to expand and strengthen behaviour support teams and pupil referral units. As a result of the Secretary of State's recent statement on funding to Parliament, local authorities are now being told to transfer as much funding as possible to schools.

— Entitlement to professional development is fundamental to the effective retention of teachers in secondary education. The NUT has expressed deep concern about Government decisions to dismantle its continuing professional development strategy. It is essential that teachers in secondary schools feel that they have control over their professional development. Evidence from the NUT's own professional development programme demonstrates that professional development focused on teachers' needs such as the need for professional development in the management of pupil behaviour is effective and raises teacher morale.

— There are specific implications for secondary schools arising from the School Workforce Agreement. Most secondary teachers already receive non-contact time. Any attempts to reduce current non-contact time which exceeds the minimum guarantee of 10% would increase teachers' workload and undermine consequently their morale and confidence.

— Attempts at remodelling job descriptions against the wishes of secondary teachers will have the reverse effect of that intended. Attempts may be made to remove the responsibilities of examination officers, for example. Examination officers have a crucial role in schools; a role which involves decisions on teaching as well as on administrative arrangements.

— No less important is the need to ensure that those in management and leadership positions receive their promised management, leadership and headteacher time. This is important in secondary schools, as well as in primary schools, because of the numbers involved in the management and leadership. No detriment in current allocations must apply to these groups of teachers as well.

— In addition, the introduction of cover supervisors as opposed to using qualified teachers for cover could have unfortunate effects on teacher workload and standards. The NUT supports proposals made by Ofsted for integrating the work of temporary cover teachers and ensuring their development and training.

— The greatest threat to the implementation of changes to the School Teachers' Pay and Conditions document arising from the current consultation concerns the availability of funding for secondary schools. In general, secondary schools are experiencing rising pupil rolls. The inadequacies in school allocations for 2003–04 brings into question whether intended allocations for 2004–05 and 2005–06 are sufficient. The NUT believes that the Government must provide additional funding to those schools and local education authorities, including secondary schools, which have had to reduce the number of teaching and support staff posts as a result of insufficient funding.

— The Government promised unprecedented increases in school funding for 2003–04. The National Union of Teachers does not accept arguments which point to falling rolls as a reason for losing posts. Increases in funding should have been used to cushion the effects of reduced pupil numbers and also to provide funding headroom for the introduction of the School Workforce Agreement. The funding crisis is not only devastating for those who face redundancy, it has undermined the confidence of schools in the Government's commitment to provide stable and sufficient resources for schools.

— The NUT's submission, DEMOS's conclusion that:

> "In order to maintain a momentum of education improvement and reform, policy makers will have to find ways to overcome both the cyclical and long-term weaknesses in the supply of high quality teachers."

— Secondary schools need stable staffing and guarantees that contractual changes which reduce bureaucratic burdens, introduce a work/life balance, and which guarantee planning, preparation and assessment time will not be dependent on the vagaries of school funding. It is essential that the commitments made by the Government when it launched the current Comprehensive Spending Review are kept to. Unless this happens, teacher retention and supply will continue to be bedevilled by cyclical and long-term weaknesses.

Recruitment and Retention—the General Picture

4. There are many inter-related factors which contribute to overall teacher supply. No single factor is, or should be regarded as, a pre-eminent measure in assessing the true position with regard to teacher shortages. The NUT's work has concentrated upon uncovering the whole picture. The DfES, by contrast, in focusing upon vacant teaching posts (and upon a particular selective definition of vacant post), has in reality obstructed a wider understanding of the current situation.

5. An example is the age profile of the profession, the age imbalance of which continues to be a matter of serious concern. In March 2000, whereas less than one-fifth of full-time teachers were aged under 30, 59% were aged 40 or over, it follows from these figures that the profession is likely to lose the majority of teachers over the next 20–25 years.

6. In their study, "Teachers Leaving", Smithers and Robinson showed that, of every 100 final year teacher training students, 40 did not enter the profession. A further 18% left during the first three years of teaching. Thus, over half of the trainee teachers were soon lost to the profession.

7. In the same study, Smithers and Robinson found that the resignation rate for schools was rising sharply. They identified a range of reasons for teachers leaving. Among secondary teachers, there were a range of reasons for leaving, including: workload; pupil behaviour; government initiatives; pay; stress; status; career prospects; and facilities.

8. Research commissioned by the NUT from Smithers and Robinson investigated *The Reality of School Staffing* in the autumn term of 2002.[1] The research findings contrasted the reality of school staffing with the Government's optimistic view of teacher recruitment and retention. Key findings are presented below.

- Secondary schools experienced a high level of turnover in some parts of the country. Poaching from other schools was used by headteachers as a coping strategy and this in turn added to the general turnover problem.
- In terms of recruitment, there remained considerable concern about the low number of applicants for each post.
- Vacancies in some subjects proved particularly difficult to fill, including vacancies in mathematics, English, modern foreign languages and physics. Management and, in particular, headteacher posts remained difficult to fill in some areas of the country.
- Headteachers' solutions to the impact of turnover and recruitment problems ranged from increasing teaching hours of staff which often involved staff being asked to teach outside their specialism to employing more part-time and temporary staff. Shortages were continuing to have an impact on the shaping of the curriculum offered in schools.
- Many schools reported that the above problems were becoming more acute.

9. The authors concluded that the reality of school staffing in the autumn of 2002 remained a chronic lack of stability, with continuing high turnover stemming in part from shortfalls in teacher supply.

10. Competition from independent schools was also found to be a significant factor by Smithers and Robinson in their study of September 2000, "Coping with Teacher Shortages". In particular, they offered not only better salaries but also housing and other benefits, as well as better working conditions as exemplified below.

"As well as enhanced salaries, many independent schools can offer help with housing and have a package including other benefits." "I was just seeing in the local newspaper this morning my colleague down the road, at the grammar school, at his prize day, bemoaning the difficulty of attracting appropriate members of staff because of the cost of housing around here. We, like most boarding schools, offer housing and the great majority of those who join us do go into school housing and we find ourselves buying or renting properties. I think it is a crucial element in attracting the right quality of staff" (H25). "We have retained about half a dozen of what we call starter flats and that actually is a big selling point" (H24). "Probably the biggest issue in people moving here is the accommodation one. We do have a very small number of school-owned flats and we can offer youngsters accommodation to start with in some instances, but it has been an issue" (H27). The other benefits can include "discounted education for sons and daughters and health insurance". (H10) (Smithers and Robinson, "Coping with Teacher Shortages", paragraph 10.16, page 50).

Teachers Salaries and Recruitment and Retention

11. Teachers start at a salary disadvantage relative to other graduate professions and then fall further behind. The starting salary for teachers in 2002 was £17,595, compared to the average starting salary for graduates generally of £19,714, according to Incomes Data Services (IDS).

12. The IDS data is based on graduate pay in companies which have specific graduate development programmes. Given that teaching is a graduate profession, the kind of companies surveyed by IDS provide the appropriate comparators for teaching. The IDS data is not based on the highest-paid graduate jobs, but on a range of graduate employers. The findings of the research conducted by IDS is similar to that carried out by the Association of Graduate Recruiters (AGR) and CSU.

13. Despite recent increases for new entrants to teaching, teachers' starting salaries continue to lag well behind those of other graduate professions. The relatively low level of teachers' starting salaries continues to hinder recruitment to the profession.

14. The figures for teacher starting salaries compared with those of other graduates are the latest in a now established pattern of a decline in the relative value of teachers' salaries. In 1994, the starting salary for teachers was worth 96% of median graduate starting salaries. According to IDS, in 2002, teachers' starting salaries declined to just 89% of average graduate starting salaries.

15. Teachers have lagged behind other graduates in terms of salary progression for a number of years. This disadvantage compared to other graduates continues, according to analysis of the latest data.

[1] *The Reality of School Staffing*, Alan Smithers, Pamela Robinson, Louise Tracey, Centre for Education and Employment Research, University of Liverpool, 2003.

16. The table below illustrates the poor position of teachers relative to other graduates even when the shortening of the main pay scale for teachers is taken into account. The figures for graduates generally show salary progression rates in 2002 from starting salaries for two groups: those recruited in 1998 and those recruited in 1996. The three-yearly figures are for the former; the five-yearly figures for the latter. These are then compared to teachers' rates of salary progression after three and five years respectively. Two examples are given for teachers: a teacher without a management allowance and a teacher with such an allowance.

Salary Progression After Three Years

All graduates 45%

Teacher (no management allowance) 26%

Teacher (one management allowance) 35%

Salary Progression After Five Years

All graduates 70%

Teacher (no management allowance) 46%

Teacher (one management allowance) 55%

17. Like salary levels, poor relative rates of salary progression send the wrong signals to potential recruits to the profession.

Recruitment of Black and Minority Ethnic Teachers—A General Picture

18. The NUT believes that there is a particularly urgent needs to recruit and retain black and minority ethnic teachers within the teaching profession. Evidence from the NUT[2] and others[3] show that black and minority ethnic teachers leave the profession earlier and at faster rates than white teachers. A perceived lack of promotion prospects is a major issue hindering the recruitment and retention of teachers from some minority ethnic groups and needs a concerted and focused strategy from the DfES, NCSL and the TTA in order to redress the relatively low numbers of such teachers in the profession.

19. How to support isolated minority ethnic teachers in all white schools is another area which needs attention. The DfES with LEAs and schools needs to explore new ways of providing support for such teachers, including creating networking opportunities for minority ethnic teachers.

20. Although statistics on this issue are not easily available, it is the case that a disproportionate number of black and minority ethnic teachers are engaged in work funded through EMAG. There is a vital need to support black and ethnic minority teachers' aspirations for moving into management. The NUT itself has jointly organised with NCSL "Black Teachers into Management" courses.

21. An NUT survey on EMAG[4] itself showed that it was difficult to retain well-qualified minority ethnic staff employed by EMAG because of the lack of job security and perceived marginalisation. Developing and identifying clear career paths for teachers employed under EMAG and linked with comprehensive training and continuing professional development would go a long way towards encouraging more staff to continue providing support to children and young people from minority ethnic groups.

The DEMOS Report—Classroom Assistance: Why Teachers Must Transform Teaching

22. The NUT would draw to the attention of the Select Committee the report commissioned by the NUT from DEMOS on the future of the teaching profession, based on detailed interviews and workshops, with more than 150 teachers drawn from a range of primary and secondary schools around Britain during 2000 and 2001[5]. This report's insights and conclusions continue to remain relevant.

23. The report warned that the teaching profession would, on current trends, be unable to attract and retain enough teachers to sustain itself in the long term. The generation of teachers who entered the profession in the 1960s and 1970s would retire in the next 10 years, which would place extremely serious demands on supply teachers, irrespective of specific fluctuations in labour market conditions. The report said that:

> "In order to maintain the momentum of educational improvement and reform, policymakers will have to find ways to overcome both the cyclical and long-term weaknesses in the supply of high quality teachers".

24. The report found that teacher shortages and lower morale were closely related. The danger was that teacher shortages placed even greater strain on serving teachers and further constrained opportunities for creativity and professional autonomy.

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[2] Black and Minority Ethnic Teachers into Senior Management: An NUT Survey, May 2003.

[3] For example, "Towards a Representative Teaching Profession: Teachers from the Ethnic Minorities", Ross, A, University of North London.

[4] Race Equality Funding Survey, NUT, 2001.

[5] "Classroom assistance: Why teachers must transform teaching"—DEMOS: 2001.

25. The report emphasised also that the most common reasons for entering the teaching profession were job satisfaction and working with children. Prospective teachers were also attracted to the profession principally by the rewarding nature of the work rather than by pay.

26. According to the survey, declining morale was related to external factors such as the media's portrayal of teachers, poor working conditions and a high-pressured environment.

27. The research found that teachers felt undervalued. Teachers believed that their comparatively low pay reflected and reinforced the low value placed on teaching by society. Improving the conditions under which teachers worked was considered as important as the need to improve pay.

28. The research also showed that younger teachers were more concerned with pay than their more experienced colleagues. Many younger teachers pointed to the huge differences between their salaries and those earned by their university peers. The younger generation of teachers were more likely to compare their pay levels with graduates working in the private sector than was previously the case. Younger teachers also felt strongly that they were capable of earning much more money outside teaching if they had to.

29. Some experienced teachers, however, were prepared to trade higher earnings for an improved quality of professional life. Nevertheless, money seemed to have become an increasingly important factor and it was likely to become even more so as a result of reforms that encouraged a more explicit link between individual performance and financial reward.

30. Nearly all the teachers interviewed during the research expressed frustration at the limited opportunities they had to reflect on and develop their own practice, which they saw as a result of excessive workload. There was also dissatisfaction with an increasingly centralised, standardised system of training and guidance. Teachers also seemed to be seriously frustrated by the lack of opportunities to engage in debates about teaching and learning. Several remarked that participating in the research project was the first time they had participated in the long-term discussion about the future of education.

31. Although reflection was a defining characteristic of their professional identity, many teachers felt that opportunities for critical reflection had been reduced by increased workload. One teacher stated:

> "What has gone missing somewhere along the line is a chance to reflect. I mean, how can you? I think I know a lot of people who are very professional, and are very committed to the job and who do reflect on their teaching, and do think about what they are doing and how they do it. But the more pupils get swamped, the less they do that, and you get good people who give up, or get tired, or whatever, and then somebody comes along with a big stick and hits them".

Excessive Workload and Retention

32. At the start of the 2000 Easter term, the National Union of Teachers sent questionnaires to 500 teachers in secondary schools and sixth form colleges in England and Wales, asking them for their views on the aspects of their job which they most enjoyed or created the greatest pressure.[6]

33. The questionnaire also asked for their views about what changes would improve their working conditions and the running of their schools and colleges. When asked which of the top three pressures they faced that particular term, respondents said that the greatest single area of pressure was some aspects of time management, with 76% of respondents giving an answer which fell into this category. Responses were as follows. They included:

(a) overloaded timetables;

(b) a lack of non-contact time;

(c) the length of the working day;

(d) the difficulties of filling the broad range of responsibilities with which teachers are entrusted over and above teaching, such as paperwork and administration; and

(e) engaging in the "pastoral elements of school life and the social development of pupils outside the formal classroom setting".

34. Respondents cited also the pressures to set and achieve targets and to demonstrate "added value" through their teaching as further principal pressures.

35. Respondents viewed managing some aspects of change as one of their top pressures.

36. Unacceptable pupil behaviour also represented a significant pressure for respondents in the survey. This included disruption in class and perceived inadequacies within the school discipline policies, including effective sanctions for ill-discipline or truancy.

37. A substantial amount of the major external pressures for teachers, as they themselves reported them, included the introduction of new examination specifications, education initiatives, target setting requirements and aspects of monitoring and inspection.

[6] "Trust us to do our job"—NUT survey of the views and attitudes of teachers in secondary and sixth form colleges in England and Wales. (2000)

38. When asked the question, "In a sentence, what would you say to government ministers to help them understand the current 'mood' amongst secondary school teachers?" The following quotations represented a selection of the responses received to this question.

> "Teachers do an important job. Value them by giving them the necessary time and resources to do their job properly".
>
> "Make us feel you value us. Stop the constant criticism".
>
> "Overworked, underpaid and fed-up with other people's views of my profession".
>
> "I need more time to do my job properly. I would like to feel trusted as a professional".
>
> "Get off our backs and trust us to be creative. Fewer tests and fewer checks please".
>
> "Let us (teachers and pupils) enjoy learning again".
>
> "If you constantly denigrate a profession and interfere critically with the business of that profession, you will not only lose the goodwill of those people, but also their own sense of professionalism".
>
> "How can all the recent changes to the profession be a good thing when the extra pressure has driven five members of staff at my school to be off with long-term stress, and classes, therefore, have a different teacher each lesson. This is a day-to-day reality of schools".
>
> "I now hate the job. I want to be made redundant and given early retirement because I'm overworked and underpaid".
>
> "My young daughter wanted to know the meaning of the word 'hobby', and then went through a list of the hobbies of the adults she knew; when she said 'Mummy's hobby is marking', it made me feel something isn't right".

39. Other evidence complements the findings of the NUT's survey and PricewaterhouseCoopers' study on Teacher Workload[7] came to a number of conclusions. They are included within this submission for ease of reference.

- Teachers and headteachers worked more intensive weeks than other comparable managers and professionals. Secondary teachers were found to work longer hours than their colleagues in other sectors both during term time (56.1 hours per week) and during school holidays. For example, during the summer holidays, secondary teachers were found to work, on average, 36.1 hours.
- Teachers in many schools perceived the lack of control and ownership over their work, undertaking tasks—particularly documentation—which they did not believe were necessary to support learning or which could be done by support staff rather than by teachers, or more efficiently, using information and communications technology (ICT).
- Although, in general, teachers, headteachers and senior teachers welcomed the spirit of many government initiatives, they felt that the pace and manner of changes were working against achieving high standards. They felt that they were insufficiently supported to meet these changes and not given the professional trust that they merited. This was not withstanding the resources that in recent years had been made available to schools.
- Teachers believed that headteachers did not always recognise the need to have to manage the workload of their staff, which was led by approaches driven by a desire to maintain "high quality". This was not always balanced by a need to ensure sustainable workloads.
- Secondary headteachers' workloads were higher than average annual hours worked in the UK by some 300–400 hours a year. The pressures on headteachers related to the need to support their school in a changing environment with changing initiatives. They believed there were high expectations and levels of accountability (in particular through Ofsted inspection reports and school performance tables). They, like teachers, believed that the pace and manner of implementation of change had added significantly to their workload. Some of them also perceived themselves to be inadequately supported by staff and ICT.
- Secondary schools were found to have more "hard to fill" teacher vacancies, to have a greater level of teachers leaving each year and to employ more supply teachers, for longer, than other sectors and that these trends were increasing.

40. The NUT would also draw the attention of the Select Committee to the research it commissioned from the University of Warwick in 2002, which focused on the impact of the National Curriculum tests, national targets and performance tables.[8] This provided overwhelming evidence of the detrimental effects of the tests of the curriculum, teacher workload and the morale of pupils and teachers. Almost three-quarters of secondary teachers (64.1%) felt the effects on their workload had been detrimental, including some who had not spent any extra time on marking and administration.

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[7] "Teacher Workload Study: Final Report"—5 December 2001—PricewaterhouseCoopers.

[8] National Curriculum Tests: A survey analysed for the National Union of Teachers'—Dr S R St J Neill: Institute of Education/ University of Warwick: 2002.

41. Additional marking and/or preparation for end of Key Stage tests was found to be a significant factor in excessive workload. 22.9% of secondary teachers reported spending between five and ten hours extra on such work, whilst 30.8% spent over ten hours. 38% of secondary teachers spent between two and five hours on administration connected with the end of Key Stage tests, with 13.3% spending over five hours on such tasks.

42. The NUT is deeply concerned that the Government's policies on School Workforce reform as a means of tackling teacher workload may in fact compound the recruitment and retention difficulties faced by many schools. Many teachers join the profession largely because they enjoy working with children. Despite the fact that bureaucracy and regulations inflicts excessive workload, working with children is the reason why teachers stay in teaching.[9]

43. A survey on members' experiences of working with and perceptions of teaching assistants, commissioned by the NUT from the University of Warwick,[10] found that, if teaching becomes a job where more time is spent on planning work, which classroom assistants get the satisfaction of delivering to children, some potential applicants to teaching may consider becoming assistants instead, especially if the proposed improvements in pay and conditions for support staff are actually delivered. The study's principal conclusion is set out below.

> "Indeed it already appears that some teachers, who can afford to do so, have left the stresses of teaching behind, and are now working at the more congenial job of classroom assistant. The Government's drive to compensate for the teacher shortage by increasing the recruitment of classroom assistants could, if not handled carefully, itself increase the teacher shortage. As Morris points out, many other career openings are now available to graduates, with the result that recruitment to teacher training courses sometimes has to draw on applicants with lower qualifications—precisely the group who might be tempted to take up a post as a TA instead."

Recruitment to Initial Teacher Training

44. Teaching is the biggest recruiter of graduates in the UK. It needs to recruit 12% of the graduate population a year in order to maintain numbers, but the profession is facing increased competition from a booming service sector and from the small-business sector, which is recruiting graduates in an unprecedented scale. To recruit teachers, schools also have to compete with the growing sectors of further and higher education in the UK and other English-speaking countries.

45. Trends in recruitment to teacher training show that, except in times of economic recession, there have been severe shortfalls, particularly in subjects like mathematics, the physical sciences and modern languages. Smithers and Robinson[11] have reported that the application pattern is remarkably like that for new graduate unemployment. It appears that teaching can attract applications when opportunities elsewhere are limited, but when the economy is strong teacher training providers struggle to fill its places.

46. Men and ethnic minority groups are under-represented on ITT courses. Since 1997, the TTA has taken a number of steps to address this issue but there is limited research evidence available.

47. The evidence which does exist suggests that some black and Asian trainees are attracted to teaching by the prospect of becoming role models for minority ethnic children[12] although this is not accepted by all minority ethnic entrants to the profession, who resent being cast as advocates for black and Asian pupils or viewed as experts on their cultures.[13]

48. The NUT considers it important that minority ethnic pupils are able to see minority ethnic people as role models at all levels within the education service. Currently minority ethnic staff are severely under represented in the teaching profession. Research[14] estimates that minority ethnic teachers comprise 2% of the teaching profession, as compared to 12% minority ethnic pupil population. Whilst welcoming the efforts made by the TTA to remedy the situation, the NUT is concerned that the TTA's strategy is having limited effect. The NUT welcomes the TTA's target of 9% teachers from minority ethnic backgrounds. Schools and LEAs, however, should be made aware of their important role in helping the TTA achieve its target.

49. Statistics from the GTTR indicate that some HEIs are more successful than others in recruiting minority ethnic students to initial teacher training. The extent to which, once recruited, on completion of their course, these students will remain in the teaching profession is partly dependent on their experience at the HEI and on school placement. The NUT believes that much more needs to be done, both at HEI and school level, to ensure that minority ethnic students have a positive experience which encourages them to make a long term commitment to teaching as a career.

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[9] Smithers A and Robinson P, *Teachers Leaving*, University of Liverpool, 2001.

[10] Neill S, *Teaching Assistants*, University of Warwick, 2002.

[11] Smithers A and Robinson P, *Coping with Teacher Shortages*, University of Liverpool, 2000.

[12] Gariewal, "Experiences of Racism in Initial Teacher Training" 1999.

[13] Wolverhampton Race Equality Council Consortium, "Recruitment and Retention of Teachers from the Ethnic Minority Communities", 1999.

[14] Ross, Alistair (2002) Towards a Representative Profession: Teachers from the Ethnic Minorities.

50. It has been evident over a number of years that the teacher training institutions have been struggling to meet the secondary teacher training targets, particularly in certain subjects. If the number of places allocated truly reflected schools' needs then we would expect there to be severe consequences for schools.

51. As Smithers and Robinson[15] have pointed out, however, it is not only the overall targets that are important, but also how they are met.

> "Teaching's lack of success in tapping the widest pool of potential applicants may mean the profile of those accepted on training courses for the secondary age range does not adequately reflect the needs of schools in terms of gender, age, ethnic background and location."

52. The table below provides details of recruitment as a proportion of target in 2002–03 by subject. The figures for 2002–03 became available recently and are taken from an article by John Howson in the *Times Educational Supplement* of 13 December 2002.

53. Howson commented that recruitment to teacher training was at its highest level for 12 years. Trainee numbers had started rising two years ago and increases were particularly marked for secondary postgraduate courses. Increasing numbers of trainees were on the employment-based route, with 4,350 places this year compared with just over 2,000 places last year. There was a continuing decline in the number of secondary teaching students taking undergraduate courses, though the number taking primary undergraduate courses increased by 2%.

54. Howson concluded that secondary schools are unlikely to be able to do more than maintain the status quo on the basis of the latest figures. Despite the increase in trainee numbers, the Government's targets had been missed in 8 of the 12 secondary subjects (see the table below for details). Targets in mathematics had not been met for almost a decade.

Subject Area	*Recruitment as (%) of target 2002–03*
Physical Education	110
English & Drama	106
History	105
Art & Design	104
Technology	96
Geography	94
Sciences	94
Citizenship	93
Mathematics	87
Music	87
Modern Languages	85
Religious Education	82

55. According to the latest monthly commentary on ITT applications produced by John Howson,[16] which is based upon the figures for applications to PGCE courses in England and Wales provided by the GTTR, despite the increase in applications compared to last year, the majority of secondary courses still have vacancies. Only History has more than 50% of courses now full. More than a third of courses are full for citizenship, drama and dance, English, Italian and Spanish. By contrast, fewer than 5% of courses in Mathematics, Modern Foreign Languages and Religious Education are full at present. Howson voices particular concern about Music, where despite an improvement in applications during the past month the total is still below what it was at this point last year.

56. From Howson's statistics, it is clear that, although total numbers of applications for initial teacher training have increased this year, it is uncertain whether recruitment targets will be met. In Mathematics, for example, applications are up by over 36% on this time last year but are still more than 1,000 below the recruitment target. In addition, although applications for Religious Education courses are up by some 15%, this takes them back to the levels of 2001 and they will still be insufficient to fill all the places available.

57. Howson has also identified some emergent regional trends in secondary ITT. Over 40% of secondary courses are already full in Wales and North East England, compared with 9% in the East Midlands and 16% in London and the West Midlands. This finding has important implications in terms of providing a sufficient supply of NQTs in areas of the country where there is most demand, as the increasing emphasis on mature entrants to the profession, compounded by regional differentials for the cost of living, in turn means that there may be less mobility amongst NQTs when their training has been completed.

58. Although the commentary principally deals with PGCE courses, Howson noted that applications for most undergraduate courses are down on three years ago, which he linked to those students' ineligibility for the training grant and requirement to pay tuition fees.

[15] Smithers A and Robinson P, 2000. *ibid.*

[16] Monthly Commentary, Volume 3, Issue 4, Education Data Surveys Limited, May 2003.

59. A feature of the last decade has been the decline of the B.Ed. In 1990, for example, a total of 11,838 students were recruited to B.Ed courses (9,524 primary, 2,314 secondary) compared to 11,956 PGCE (4,806 primary, 7,150 secondary). By 2000, the number enrolling on B.Ed courses had dropped dramatically: 8,960 (7,330 primary, 1,630 secondary) compared to 21,150 on PGCE courses (7,090 primary, 14,060 secondary). The growth in ITT has, therefore, been exclusively in terms of PGCE courses, highly influenced by Government financial incentives aimed exclusively at students on such courses.

60. The NUT has held the view consistently that many of the recent Government ITT recruitment policies appear to be "quick-fix", offering only short-term solutions and disregarding the need to value and retain experienced, committed and dedicated teachers—at whatever stage of their career—within the profession. The NUT has, on many occasions, raised particular concerns with the Secretary of State about the implications of the introduction of the PGCE training salary for the future of B.Ed and BA/BSc QTS courses and has urged the Government to ensure parity. The financial incentives for PGCE courses, although welcome, compound the existing inequity whereby B.Ed and BA/BSc QTS students must pay tuition fees, which PGCE students do not.

61. TTA data demonstrates that about 12% of trainees drop out during their ITT course, with non-completion regularly higher for secondary courses.[17] Ofsted have also reported that 15% of secondary ITT trainees left their course before it was completed, due to a wide variety of personal reasons.[18]

62. Surprisingly, however, recent pronouncements by leading policymakers such as the Secretary of State for Education and the Chief Executive of the TTA have encouraged people to think of teaching, not as a career for life, but as an occupation which might be undertaken for a period of years, before turning or returning to another occupation, having offered "public service" as teachers.

63. The quality of support trainees receive whilst on school placements may also be compromised by teacher shortages. Ofsted has reported that high turnover of schools in training partnerships in some parts of the country, coupled with school staffing shortages in subjects such as mathematics and science, means that experienced teachers are not always available to act as mentors for trainees, thus comprising the level and quality of support experienced by trainees.[19]

64. Around 30% of those who successfully complete ITT do not teach full or part-time in State education.[20] Approximately 4% teach in independent schools or in FE/HE, leaving 26.5% not in service. The NUT believes there is an urgent need for research into the reasons why such trainees do not enter the profession.

Effects on Pupil Achievement

65. It is evident that continuing shortages of skilled teachers in some areas of the curriculum have led to the need for secondary schools to develop alternative strategies for delivering the curriculum ways of relieving teachers of non-teaching duties. These have involved use of associate staff in a variety of supervisory roles and as associate staff or instructors in areas like modern languages, computer studies, business studies and music.

66. Ofsted have consistently identified a number of ways in which difficulties in recruiting and retaining teachers have had a detrimental effect on the quality of education experienced by pupils. In some schools, staffing difficulties have led to a large proportion of the teaching being graded unsatisfactory; inconsistencies of teaching approach; teachers teaching outside their specialisms and to inexperienced staff struggling to come to cope with "tough" conditions. Ofsted also reported that

> "Teachers recruited from overseas are often less effective because they lack familiarity with the National Curriculum".[21]

67. Of particular concern to Ofsted was the use of non-specialists in secondary schools. The match of teachers to the curriculum was found to be unsatisfactory or poor in 23% of those receiving a full inspection (compared with 18% in the previous year). It was reported that secondary headteachers in areas of high turnover increasingly saw the school timetable as "a short-term programme with substantial revisions necessary term by term".

68. Significant difficulties in the recruitment of specialist teachers of non-specialists, particularly in mathematics, modern foreign languages, science, design and technology and ICT were found to be having an adverse impact on pupils' standards of achievement. Examples given in the 2001–02 Annual Report included:

- "the quality of mathematics teaching at Key Stages 3 and 4 suffers in many schools because the limited amount of specialist teachers' expertise is deployed largely on post-16 courses. As a result, non-specialist teachers undertake a significant minority of the teaching at Key Stage 3, where they find it difficult to respond effectively to the demands of the Key Stage 3 Strategy.

[17] Teacher Training Agency *Performance Profile* 2002.
[18] Ofsted *Annual Report* 2001–02.
[19] Ofsted *ibid.*
[20] DfES *Statistics of Education* 2001.
[21] Ofsted *Annual Report* 2001–02.

— high staff turnover and staff shortages are also having a negative impact on Key Stage 3 Strategy development work in science in a minority of secondary science departments".[22]

69. In addition, Ofsted reported that the highest level of teacher turnover is often found in schools facing challenging circumstances or where a high proportion of pupils are entitled to free school meals, forcing such schools to rely on temporary and/or unqualified teachers.

Funding Issues

70. A survey conducted by *The Times* newspaper and published on 22 May 2003 concluded that at least 3,000 teachers would lose their jobs as a result of the current education funding crisis and that significant numbers of teachers employed on temporary contracts would not have these renewed, although these would not appear on redundancy notices. In the London Borough of Hillingdon, for example, 16 secondary schools were reported to be reducing the curriculum offered to pupils, increasing class sizes, leaving 40 vacancies unfilled and not renewing 17 temporary teaching contracts.

71. John Atkin's study for the NUT of the causes of the schools' funding crisis for 2003–04 illustrated dramatically the effects of underfunding in relation to costs on schools including secondary schools. The NUT's own survey of potential teacher redundancies came to similar conclusions.[23]

72. This situation not only undermines the Government's manifesto commitment to provide an additional 10,000 teachers during the lifetime of Parliament, but also presents a genuine threat to the quality of education that could be offered by schools and to efforts to reduce teacher workload. The Government has not provided sufficient money for schools to avoid job losses and worsened conditions of employment. Teachers will take their half-term break wondering whether they will return to school to face redundancy notices for September.

73. Not only will the uncertainty caused by the prospect of redundancy demoralise staff across the country, it is also likely that the public's perceptions of the attractiveness of teaching as a career would be damaged. Research by the Teacher Training Agency[24] has found that job security was a very important factor in recruitment, with 47% of people viewing a teaching career as offering long-term employment. This was found to be especially attractive to men and chief income earners who had children, a key target group in terms of recruitment.

74. In addition, there is concern about the job prospects of some of those who will qualify as teachers this summer. As noted above, total applications for secondary courses were at record highs for this point in the recruitment cycle. In certain parts of the North and South West of England and in Wales, however, NQTs will be faced with a very limited number of teaching posts for which they can apply. At best, especially for those training in popular subject areas, NQTs would have to be prepared to teach subjects other than their specialisms in order to meet schools' requirements, a situation which is undesirable for both the NQTs themselves and the pupils that they would teach. Without the provision of additional funding for 2003–04, it is likely that uncertainty about teacher job security will act as an inhibitor to maintaining, rather than increasing, numbers entering the profession.

5 June 2003

Memorandum submitted by the Association of Teachers and Lecturers (ATL)

Summary

Recruitment

— ATL commends the Government on existing teacher recruitment and retention initiatives to provide financial incentives to enter teaching and we would urge the Government to revisit tuition fees for newly qualified teachers working in the public sector.

— ATL would like to be assured by the Government that there will be sufficient and timely monitoring of movement from higher education into employment in the public sector, particularly the teaching profession.

Retention

— ATL fully supports the GTCE's view that every strategy related to education should at one and the same time be a retention strategy. At the heart of retention is an effective system-wide human resource management strategy that recognises the role of support, developmental opportunities and personal and professional recognition as key elements sustaining and enhancing motivation.

[22] Ofsted *ibid.*
[23] *Guardian* 23/03/02.
[24] TTA Press Release 16/01/02.

— It is our view that that the DfES's record in this respect is highly variable. Many initiatives, such as the introduction of performance management and the performance threshold, have had, and continue to have, an adverse or neutral effect.

— Retention is critically related to the level and quality of support provided in every school and to the professional opportunities for both career progression and for a sense of growing professional competence, esteem and value.

— Retention of teachers in their early years cannot be addressed until the capacity, both in terms of skills and expertise and working conditions, of those who support them is taken more seriously. This is not an issue which can be addressed by the present conception of workforce remodelling.

— ATL recommends, as it has on many previous occasions, that the training of induction tutors, team leaders and mentors is given a high national priority and that it is fully recognised in a framework of Standards and career progression, since the support of a trained and accessible colleague is a key issue in the retention of teachers in the early years. We consider that a date should be set by which ASTs, induction tutors, team leaders and middle managers should hold a coaching and mentoring qualification or by which a coaching and mentoring module should be an element of the relevant quality assured Standards.

— ATL recommends that, as a contribution to retention and to the wider benefits to the school system, funding for the development of each teacher in the first five years is ear-marked separately for every primary and special school and that a substantial proportion of the funding should be for use at the discretion of the individual teacher. Secondary schools should be required to identify separately in their budgets the funding allocated to teachers' CPD for those in the first five years of teaching and make available a substantial proportion for the discretionary use by the individual teacher.

— The revision of the NPQH should look critically at whether sufficient attention is paid to developing the skills of human resource management, especially those skills which relate to establishing a positive organizational culture and developing and motivating professionals.

— The DfES should continue to promote IIP and quality systems which continue to put personnel development at the centre of management.

— ATL considers that not until accountability for teacher retention is incorporated intelligently into the accountability structure will there be qualitative changes to the negative experiences which encourage teachers to look for alternative employment options.

— ATL has cautioned the DfES against policies such as the professional bursaries, which we applaud in principle as a motivating and imaginative scheme, but which are not available to teachers later in their careers. There are severe dangers in providing new and individualised opportunities for those in the first five years of teaching, but leaving a missing generation of teachers in their thirties and forties to the vagaries of the decisions school management makes about the allocation of resources for professional development.

— Funding for sabbaticals, secondments, international opportunities, research scholarships, and for individually determined development opportunities, which is open for application by the individual teacher and not under the control of the school must be seen as a retention issue. It will also be necessary to incentivise training for middle management and leadership and to ensure that is it compatible with a reasonable work/life balance and for those with family and other responsibilities.

— ATL welcomes the DfES consultation on Subject Specialism. We support the proposals for National Centres of Excellence and we agree that subject associations, too, have a key role to play. However, we believe there could be an adverse effect on both the recruitment and retention of secondary teachers if it appeared that the DfES was seeking to influence the subject associations towards a centrally-determined view of the subject, curriculum materials, teaching methods or shared values.

— The issue of attracting, developing and retaining effective secondary teachers is central to the Government's stated aim of raising standards and providing differentiated and individualised opportunities for each young person. Central Government initiatives, DfES implementation strategies, local education authorities, school governing bodies and headteachers must all co-ordinate to ensure that secondary teachers do not leave teaching because of negative experiences. Teachers' experience of teaching must match or exceed their expectations and this requires strategies to ensure that the working environment does engage, enable and support staff. This, and not a climate of constantly proving competence; being regarded as under-trained and un-modern; and of inspection and monitoring, is what is needed to secure recruitment and to encourage retention.

Main Evidence

1. ATL agrees with the Audit Commission's summary in *Recruitment and retention; A public service workforce for the twenty-first century* (2002) that public sector staff want to "make a difference" in a job that satisfies them, and with a reward package that meets their needs. But . . .

   — People are leaving the public sector because of negative experiences rather than compelling alternative options.

   — Most public sector employers do not know why their staff are leaving.

2. We also agree that there are no simple solutions:

   — Recruitment and retention are issues that go to the heart of how organisations are led. Pay is one but only one aspect of this.

   — Government and national bodies can play a key role in creating a positive image of public service work.

3. And that critical success factors include:

   — People's experience of work must match their expectations.

   — Their working environment must engage, enable and support staff.

   — Staff need to feel valued, respected and rewarded.

4. Those who might and do enter secondary teaching are influenced by precisely these factors. They are highly educated and have readily available employment alternatives. Other employers recognize the worth of personable graduates, with good communication and inter-personal skills and adapt rapidly and flexibly to social and legislative developments which affect their recruitment pool. In ATL's view there remains much to change in order to maintain the teaching workforce even at its present level.

Recruitment

5. We do not wish to reiterate here the endemic problems of recruiting teachers, especially in the shortage areas of mathematics, science and modern foreign languages, which in *Time for Standards* the Government appears to accept are insuperable and concerning which there is information readily available to the Committee, for example, in the OECD Country Background Report *Attracting, developing and retaining Effective Teachers in the United Kingdom of Great Britain and Northern Ireland* (Ross and Hutchings, 2003). Our concern is with Government initiatives where an undesirable impact on teacher recruitment could be avoided. Most recently ATL has expressed its concern for the impact of the proposals in the White Paper, *The future of higher education*.

The likely impact of changes to the funding of students in higher education

6. ATL is disappointed with the Government's thinking in this area. The teaching workforce is an ageing one: its replacement demands a more strategic approach than has been demonstrated to date. The proposed funding changes, we believe, will have significant and damaging effects on teacher recruitment. The need to repay higher levels of indebtedness will weaken the flow of people choosing to work for a teacher's salary in the public sector. Government action might, of course, move towards schemes of debt relief for teacher entrants; but it seems likely that these would focus on alleviating effects in the more desperate areas of recruitment (such as London). The general effect nationally would still be significant and damaging.

7. ATL commends the Government on existing teacher recruitment and retention initiatives to provide financial incentives to enter teaching and we would urge the Government to revisit tuition fees for newly qualified teachers working in the public sector. ATL would like to be assured by the Government that there will be sufficient and timely monitoring of movement from higher education into employment in the public sector, particularly the teaching profession.

Retention

8. ATL fully supports the GTCE's view that every strategy related to education should at one and the same time be a retention strategy. At the heart of retention is an effective system-wide human resource management strategy that recognises the role of support, developmental opportunities and personal and professional recognition as key elements sustaining and enhancing motivation. It is our view that the DfES's record in this respect is highly variable. Many initiatives, such as the introduction of performance management and the performance threshold, have had, and continue to have, an adverse or neutral effect. Retention is critically related to the level and quality of support provided in every school and to the professional opportunities for both career progression and for a sense of growing professional competence,

esteem and value. It is important throughout a teaching career but we wish to divide our comments into factors which affect teachers in the first five years of teaching, described now as Early Professional Development (EPD), and factors which influence teachers we describe as Career Professionals.

Early Professional Development

9. It is clearly critical now to retain a much higher percentage of those we recruit. Attrition rates in the first five years of teaching are unacceptably high. ATL welcomes the national extension of the Early Professional Development (EPD) programme from 2004 but there are lessons and concerns from related initiatives that must be taken into account.

Induction

10. ATL welcomed the introduction of an induction year, with its specific provisions for induction support and a reduced time-table for each newly qualified teacher (NQT) but it is clear that it may not have made the contribution to retention and motivation that it should have done. The evidence of the variability from school to school is extensive, including the DfES Research Report 338 *Evaluation of the Effectiveness of the Statutory Arrangements for the Induction of Newly Qualified Teachers* (Totterdell *et al*, 2002). However, two of the researchers have gone on to investigate "rogue" school leaders who "treat new teachers badly or unprofessionally, wasting public resources and, in some cases, hindering or potentially ruining individuals' careers and losing them to the teaching profession" (Bubb *et al*, 2003).

11. They found that the extent to which NQTs enjoyed their first year of teaching appeared to be related to factors, such as, the extent to which they felt their induction tutor had been accessible, their individualised induction programme and the behaviour of their classes. For example, of those that said their induction tutor had been accessible for support and guidance, 49% enjoyed their first year "very much" while only 13% whose induction tutor had not been accessible said this. As the researchers say, and as ATL agrees, the role of the induction tutor/mentor is complex and crucial in induction. Yet teachers undertake the role for no extra money and are allocated little, if any, time to support their less experienced colleague. Researchers found that 15% of induction tutors had not been on any training for the role.

12. This situation was foreseeable since the initial introduction of the Regulations for induction was not accompanied by system-wide awareness raising and training for teachers in the schools who would be responsible for NQTs. Furthermore, there are two recent examples of how schools are left unprepared to support their NQTs. From next September NQTs are to be assessed against a new set of Induction Standards and it is said that these Standards represent a progression from the Standards for Qualified Teacher Status (QTS), which are used for the assessment at the end of initial teacher training (ITT). Yet the new Standards have only been available since April 2003, leaving little time for schools to be aware of the changes let alone consider or deliver the necessary training for their induction tutors. In the week of 19 May 2003 the Teacher Training Agency (TTA) also held conferences on its revised Career Entry and Development Profile which is to be used from September 2003. It was emphasised that the change this is intended to bring about is to promote a "process", as we understand it, this is to promote induction as a means by which the NQT is to become more reflective, more self-evaluative, more able to consider their long-term career aspirations and to promote a constructive dialogue between NQTs and their induction tutors.

13. ATL fully supports induction as this professional process, and indeed, would argue that this should have been the conception and intent from the outset. However, schools are not even to be sent the Career Entry and Development Profile, induction tutors are receiving no advance notice of these changed expectations and, most critically, schools and LEAs have little time and even less resources to adjust the skills profiles of those selected to support NQTs or to adapt their training programmes. Furthermore, the issue of training for induction tutors is still not being addressed by the TTA and DfES. If the TTA and the DfES really appreciated our new teachers as the essential resource they are we do not think that such arrangements would be so belated and ill-thought through. We hope the Committee will think fit to make forceful recommendations about improvements in this area.

14. The research also identified a key area of concern for induction for secondary NQTs in that 37% of secondary NQTs said that they had taught outside their subject, but only half of these said they had extra support. This is clearly a deficit which can be demotivating and adds additional stress and vulnerability in the first year of teaching.

15. Retention of teachers in their early years cannot be addressed until the capacity, both in terms of skills and expertise and working conditions, of those who support them is taken more seriously. This is not an issue which can be addressed by the present conception of workforce remodelling. ATL recommends, as it has on many previous occasions, that the training of induction tutors, team leaders and mentors is given a high national priority and that it is fully recognised in a framework of Standards and career progression, since the support of a trained and accessible colleague is a key issue in the retention of teachers in the early years. We consider that a date should be set by which ASTs, induction tutors, team leaders and middle managers should hold a coaching and mentoring qualification or by which a coaching and mentoring module should be an element of the relevant quality assured Standards.

The variability of school management and leadership

16. But the issue of "rogue" schools, in our view, goes deeper. The researchers illuminate their findings by the following example:

> Beta is a very well-managed school, which gets good results from a socio-economically deprived group of students. It is recognised by the DfES as a very good school and has Beacon status. However, its management of human resources is less impressive. It employs large numbers of NQTs. Over a third of the teachers are fresh from training college. This appears to be a deliberate policy that allows salary costs to be kept at a minimum.
>
> NQTs tend to teach the lowest streams and all are expected to do a lunch duty, even though this is not usually a requirement of any teacher let alone a new one. NQTs have no written contracts.
>
> There are meetings with induction tutors but they are not supportive, nor are they intended to be. They are line-management meetings to ensure that the NQTs are conforming to school policies. No staff have attended induction tutor training.
>
> Observations are carried out by people within the school, but they are done to monitor and assess, rather than support and so NQTs dread them rather then seeing them as helpful.
>
> Within the school there is a climate of bullying that results in fear of senior management and a distrust of being too open with other teachers. Staff are discouraged from talking to each other. One NQT was admonished for talking to other new teachers.
>
> Almost all the NQTs (10 out of 11) leave during or at the end of their first year at the school. The four NQTs who had left who we interviewed spoke of severe bullying, having to ensure that students were quiet, even in the playground. "They (the principal and deputies) made my life miserable." They found the experience damaged their self-confidence enormously. One said that she was unable to work for a month.

17. Although in our experience this is an extreme example of poor human resource management, there are many aspects that illustrate a more general lack of concern in many schools for the impact of their demotivating conditions on retention across the system as a whole. We agree with the researchers that Ofsted inspections are not an effective deterrent, because they take place infrequently (every 4–6 years) and it is clear that unless the school is seriously failing to provide an adequate education for the students, the inspectors are incapable of exerting the pressure needed to ensure compliance. We note with interest their comment that:

NQTs are dissatisfied with the inconsistency of provision, which they see as unfair and bringing into question the status of induction as a whole. Individual new teachers appeared highly aware of the provision other NQTs were receiving because they stayed in contact with college friends through networking sessions and courses. Indeed, the most common area needing improvement identified by the NQTs surveyed was tighter monitoring of school provision.

18. This concurs with ATL's view, which we set out later in relation to the need to make more transparent the arrangements for ensuring the accountability of schools for factors which influence teacher retention.

Funding

19. The means of funding EPD, in ATL's view, is closely related both to what has been said above in relation to "rogue" schools and to the impact EPD will have on retention rates. ATL was dismayed to learn that what had previously been ear-marked funding to support individual NQTs is now to be submerged into the general school's budget. We regard this as a retrogressive step. For many years we argued that each NQT deserved direct funding and that only in this way could the funding for the reduced time-table and supportive induction programme be provided without adverse impact on other colleagues' opportunities for professional development, especially in small schools and in schools with a highly mobile teaching force, heavily dependent on new entrants. We believe that it is unfair on the new entrant if the funding for their support appears to be in competition with other pressing priorities. We are also concerned that schools which do not put the proper value on a new entrant, or indeed on investing in and motivating its people generally, will use the lack of transparent funding as an excuse not to provide high quality support and development.

20. The recent publication, *A Report on the Award-Bearing INSET Scheme* outlined, too, the problems of devolving professional development monies to schools when it said that there are risks of undermining system-wide capacity by making decisions on teachers' further professional development too "subject to the aggregated effects of decisions made by individual headteachers concerned wholly or mainly with the impact on their own school development plan, budget and staffing." The authors pointed out the contradiction with the Government's CPD strategy, which aims to open up more scope for meeting teachers' individual needs for professional development, "since heads will understandably tend to allocate resources to improve their school, rather than individuals or the wider system." (Soulsby and Swain, 2003)

21. ATL believes that, combined, these are pressures that suggest seriously that, unless there is specific funding, any funds for CPD may get diverted away from teachers in their early years or away from individual development which could benefit not the school but the profession—both of which will down-play the contribution professional development makes to retention across the system.

22. ATL recommends that, as a contribution to retention and to the wider benefits to the school system, funding for the development of each teacher in the first five years is ear-marked separately for every primary and special school and that a substantial proportion of the funding should be for use at the discretion of the individual teacher. Secondary schools should be required to identify separately in their budgets the funding allocated to teachers' CPD for those in the first five years of teaching and make available a substantial proportion for the discretionary use by the individual teacher.

The proposed website to support career progression for teachers in the first five years of teaching.

23. ATL supports the development of a website to inform teachers in the first five years of teaching of possible career paths and of professional development opportunities. However, we suggest that the DfES and CfBT, which has been commissioned to design and create the website, maintain close contacts with the likely users to ensure that it is attractive, user friendly, and, above all, a good use of their time. We are less confident of the ability of a website to audit a teacher's strengths and weaknesses, to develop self-evaluation skills, and to identify professional development needs. ATL has argued for the benefits of, in effect, a careers service for teachers, since not all schools, headteachers or team leaders have access to the full range of career routes and opportunities. But we do not think that it will contribute to retention if the DfES sees this as a cheap alternative to enhancing the capacity of the profession to support less experienced colleagues and providing the time for them to do so. It is widely felt that such developments may motivate confident, aspiring and extrinsically motivated young professionals, but may have less to offer those who are motivated by the intrinsic challenges of classroom teaching and the collegiality of working with their professional colleagues.

24. Valuable though they may be, not everything can be achieved by virtual activities and we would suggest that the motivation and support that underpins morale and retention is one thing that requires inter-personal skills and human qualities in the real working environment. As the Audit Commission concludes "the working environment must engage, enable and support staff". ATL considers that it is precisely the working environment that has the greatest effect upon the recruitment and retention of secondary teachers. When it is unsupportive it can have a powerful negative effect on those who would otherwise consider themselves career professionals.

Career Professionals

Management and the conditions in schools

25. ATL is fully appreciative that many Government initiatives influence a school's environment. They can impact upon workload, professional autonomy, the need for retraining and the resources which each school has available to alleviate pressures and to provide a positive environment for teachers. The Ross and Hutchings report states that teachers are leaving the profession because of frustrations about their professional autonomy and the ability to be creative in their work. However, it is also widely recognised that the "organisational culture" of a school has a very significant effect on a teacher's sense of well-being and on the opportunities for professional development, both related to motivation and retention. Some of the characteristics of such a culture are an atmosphere of trust, good communications, recognition for good work, an emphasis on enhancing everyone's confidence, supportive colleagues and encouraging professional development. This is supported by the DfES's own strategy for professional development. Yet poor people management persists, notwithstanding the introduction of the NPQH and the work of the National College for School Leadership.

26. We would argue that day-to-day management has the greatest effect on the retention of career professionals, as well as on their morale and productivity. We welcome the DfES Research Report 336 *Establishing the Current State of School Leadership in England*, (Earley *et al*, 2002) which provides a relevant bench-mark. For example, the research established that 30% of secondary headteachers identified the standard "lead, support and co-ordinate high quality professional development for all staff, including your own personal and professional development" as an area in which they would welcome further training and recommended that leadership development programmes need to ensure that they are paying sufficient attention to the management of interpersonal relations and that a key component should include managing professional development for others. We hope that the proposed revision of the NPQH will see new opportunities for these issues to be remedied. It is also clearly necessary to continue to promote positive approaches to human resource management in schools.

27. We, therefore, conclude that:

The revision of the NPQH should look critically at whether sufficient attention is paid to developing the skills of human resource management, especially those skills which relate to establishing a positive organisational culture and developing and motivating professionals.

The DfES should continue to promote IIP and quality systems which continue to put personnel development at the centre of management.

Intelligent accountability

28. It has recently been suggested that we need a new concept of "intelligent accountability". ATL considers that not until accountability for teacher retention is incorporated intelligently into the accountability structure will there be qualitative changes to the negative experiences which encourage teachers to look for alternative employment options. Like the NQTS above we are now led to the view that the most common area needing improvement is the tighter monitoring of school provision.

29. We, therefore, propose the following:

A key performance indicator for the DfES should be to narrow the gap in the developmental capacity of school leaders as demonstrated in, for example, *Establishing the Current State of School Leadership in England*.

The DfES should incorporate into all its policies the clear message that headteachers and governors are unreservedly accountable for the continued development and career progression of personnel and that this is a key issue in raising standards.

Accountability for all teacher development (pedagogic and leadership) should be reported on by Ofsted.

Ofsted should comment on:

- Each school's provision of CPD for teachers in their first five years of teaching, in secondary schools this should include provision for subject support and development.
- The level of the school's involvement in educational research; networked learning communities; international opportunities and with higher education institutions and subject associations.
- The extent to which the school's self-evaluation had honestly evaluated the conditions in the school which support a positive working environment.

Headteachers should be able to demonstrate that all staff have been consulted on the School Improvement Plan and its implications for professional development.

Headteachers should be required to report to the governing body on the programme of support for each teacher in the first five years of teaching and on why any teacher fails to succeed against the Performance Threshold Standards.

The missing generation

30. The Ross and Hutchings report identifies the retention of this "missing generation" of teachers in their thirties and early forties as the issue which may prove more intractable. We agree with this report that the retention of those who are in this cohort is critically important, since they form the principal pool from which future professional leaders and managers will be drawn. ATL has cautioned the DfES against policies such as the professional bursaries, which we applaud in principle as a motivating and imaginative scheme, but which are not available to teachers later in their careers. There are severe dangers in providing new and individualised opportunities for those in the first five years of teaching, but leaving this missing generation to the vagaries of the decisions school management makes about the allocation of resources for professional development. Once again we would argue for funding, for sabbaticals, secondments, international opportunities, research scholarships, and for individually determined development opportunities, which is open for application by the individual teacher and not under the control of the school. It will also be necessary to incentivise training for middle management and leadership and to ensure that is it compatible with a reasonable work/life balance and for those with family and other responsibilities.

The emphasis on subject specialism

31. We believe that these proposals have the potential to encourage retention in the secondary sector. ATL welcomes the DfES consultation of Subject Specialism. We support the proposals for National Centres of Excellence, linking teachers with higher education institutions, although we consider that the concept should be extended to all subject areas and not only science and mathematics. We agree that subject associations, too, have a key role to play. However, our members value above all the independence and autonomy of their subject associations and the extent to which they maintain the integrity and values base of their area of specialism. We believe there could be an adverse effect on both the recruitment and retention of secondary teachers if it appeared that the DfES was seeking to influence the subject associations towards a centrally determined view of the subject, curriculum materials, teaching methods or shared values.

Secondary teachers do indeed have a passion for their subject, which is often what takes them into teaching, but to destabilise this "subject professionalism" will adversely influence their motivation to enter and remain in school teaching.

Conclusion

32. The issue of attracting, developing and retaining effective secondary teachers is central to the Government's stated aim of raising standards and providing differentiated and individualised opportunities for each young person. Central Government initiatives, DfES implementation strategies, local education authorities, school governing bodies and headteachers must all co-ordinate to ensure that secondary teachers do not leave teaching because of negative experiences. Teachers' experience of teaching must match or exceed their expectations and this requires strategies to ensure that the working environment does engage, enable and support staff. This, and not a climate of constantly proving competence; being regarded as under-trained and un-modern; and of inspection and monitoring, is what is needed to secure recruitment and to encourage retention.

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May 2003

Supplementary memorandum from the Association of Teachers and Lecturers

Teaching in London

Transforming London Secondary Schools

Although it is a yet untried, we believe that this strategy is promising.

The retention of middle leaders, for example, has long been an issue in London and we would support examination of the possibility of mortgage subsidies for experienced teachers, particularly those working in challenging circumstances or in areas with real problems of retention who commit to a long-term career working in London schools.

Teach First

This scheme is at any extremely early stage of development. We caution against the assumption that it has the capacity to be a panacea. It would be wiser to allow the scheme time to be properly evaluated before putting too much reliance on further expansion.

Chartered London Teacher

We are more tentative about this proposal because of the proposal to link this with pay, the details of which are not yet established. It is not clear to us how this new status will promote professional development. We would also question how this is different from the intention to establish Early Professional Development (EPD) for all teachers nationwide in the first five years of teaching. There are also assumptions built in to, for example, a contribution to extra curricular activities, which we believe may not be an attractive retention issue for London teachers, particularly if this means that their conditions of employment are substantially different from those of teachers in other parts of the country.

We would also want to have far more detail about the assessment process.

May 2003

Memorandum submitted by the National Association of Schoolmasters and Union of Women Teachers (NASUWT)

Summary

The NASUWT submission highlights a number of key concerns relating to teacher retention in the secondary sector. In addition, it highlights the areas where progress is being made towards resolving the difficulties and others where further action is required.

The NASUWT submission can be summarised as follows.

— There is clear and demonstrable evidence of serious difficulties with the recruitment and retention of teachers.

— At the root of the difficulties are the issues of pay, pupil indiscipline, excessive workload, lack of professional autonomy and the perceived low status of teachers.

— A simple, transparent and fair national pay structure must be introduced which recognises the central importance of the classroom teacher and appropriately rewards those who remain committed to classroom teaching by providing access to higher salaries without either unnecessary barriers and complications or the need to take on additional management responsibilities.

— The Government has recognised the debilitating and demoralising effect on teachers of pupil indiscipline and its consequent impact on recruitment and retention. The introduction of strategies which support teachers and schools in promoting high standards of pupil behaviour have been welcome but these need to be developed and enhanced.

— The implementation of the National Agreement *Raising Standards and Tackling Workload* has the potential to make a significant contribution to addressing the problems of excessive workload and will refocus the skills and expertise of teachers on the all-important task of teaching.

— Under the terms of the National Agreement, regulations will be made under Section 133 of the Education Act 2002 to protect the pedagogic role of qualified teachers, confirming them in the lead role for teaching and learning activities. This will help to enhance the role and status of teachers.

— Although the Government has a national strategy for CPD, including programmes of early professional development opportunities for teachers two to three years into their careers, the provision within and between schools is patchy. This cannot be coherently addressed until teachers have a contractual entitlement to CPD within working time.

— The regime of testing, performance tables and target setting has undermined professional confidence and led to reduced levels of professional esteem. There is an urgent need to review these issues. In relation to performance tables the Government should follow the example of Northern Ireland, Scotland and Wales and eschew their use.

— With the exception of the pay, positive steps are being taken to address the key factors affecting retention; but there remains more work to be done, particularly in the areas of reinstating professional autonomy and addressing the oppressive systems of accountability.

Background

1. That problems exist with teacher recruitment and retention is undeniable. A wealth of information has been produced by a range of organisations, including Ofsted, TTA, the University and Colleges Admissions Services (UCAS) providing data describing the trends in teacher recruitment, particularly Initial Teacher Training (ITT) courses.

2. The difficulties in recruiting to ITT courses were evident throughout the 1990s, particularly in relation to secondary courses.

3. In 2002, UCAS released figures which demonstrated that overall applications to higher education had risen by 1.9% compared with the same period in 2001. There were significant increases in applications for many subject areas, particularly law, medicine and history but the number of applications for teacher training courses had barely changed.

4. Analysis of the figures in the 2002 report of the School Teachers' Review Body (STRB) on recruitment to ITT courses compared to ITT places allocated showed a 9% increase in the number of students recruited to secondary ITT courses in 2001–02 but this represented only 92% of the places allocated, a shortfall of 1,500.

5. An Ofsted analysis of recruitment and retention strategies used by LEAs found that a number reported difficulties in recruiting highly qualified teachers and identified that schools were making increasing use of non-specialist teachers or placing teachers on temporary contracts.

6. Data indicating the difficulties of teacher retention is also readily available. A high proportion of entrants to the profession leave in the early years of their career. Between three to five years in the profession is the most common time for departure. A survey of postgraduate teacher training students conducted by Exeter University found that only a third expected to be in the profession after ten years and one in ten planned to spend no more than five years in teaching.

7. A feature of recent years has been the recruitment and retention problems associated with particular subject areas. Whilst some have been more severely affected than others the expansion in the number of subjects defined as shortage demonstrates that problems are not confined to a small number of subjects.

8. There have been serious problems identified by the Teacher Training Agency (TTA) and Ofsted in english, mathematics, science, modern languages and design and technology. Some areas of the country, notably London and the South East, report problems in all subject areas with the exception of history.

9. There are equally worrying trends associated with the retention of senior staff. Professor John Howson of Education Data Services has conducted an annual analysis of headteacher vacancies since 1985. He states that 2002 had the highest number recorded. In a report in June 2002 Ofsted confirmed that the number of applications for headship was in decline and that there were fewer applicants for senior posts in schools.

10. It is clear from the analysis of this information that there are problems of recruitment and retention at all levels within schools. The issue of teacher supply is compounded by the implications of recruitment and retention problems for equality issues and the age profile of the profession.

11. There are marked imbalances in the profession in terms of gender and continuing under representation of teachers from minority ethnic groups and those with disabilities. There exist clear difficulties relating to the retention and career progression of these groups of teachers which require urgent attention, not least by the introduction of comprehensive and effective equal opportunities monitoring of the school workforce, able to pinpoint precisely the barriers in respect of appointment, retention, professional development and career progression.

12. The imbalance in respect of age profile of the teaching profession must also be addressed. DfES figures published in March 2000 demonstrated that less than one fifth of full time teachers were aged under thirty and 59% were aged forty or over. This imbalance is a reflection of the inability of the service to attract a wide range of applicants.

Issues Affecting Recruitment and Retention

13. Extensive and regular surveys of the attitudes of graduates who are considering their career options and teachers in service invariably highlight that the key reasons for the problems with recruitment and retention are pay, pupil indiscipline, excessive workload, the perceived low status of teachers and lack of professional autonomy. It is, therefore, evident that if the problems of recruitment and retention are to be addressed these issues must be tackled effectively.

14. These concerns are underpinned by an absence of strategic planning across schools and LEAs to encourage retention. Instead, schools have been encouraged to concentrate on developing their own pool of teachers often at the expense of the needs of other schools. Competition between schools has created a system of poaching.

15. High levels of teacher turnover are a feature of many schools, particularly those in more challenging areas.

Pay

16. There are serious weaknesses in the present pay structure.

Recruitment and Retention Pay Incentives

17. The Government's strategy of introducing financial incentives to boost recruitment and retention has not delivered long-term retention of high quality teachers. They are usually either one-off or time-limited payments.

18. Those who benefit from the incentives on offer, particularly those who have received golden hellos/ golden handcuffs, do not as a consequence demonstrate a commitment to remaining in the profession beyond the duration of the rewards offered to them.

19. The incentives lack transparency and equity and have been a source of resentment amongst teachers who have been ineligible for them. They have served to add to the complexity of the pay structure and contributed to the dissatisfaction of teachers.

Pay Structure

20. The pay structure fails appropriately to reward classroom teachers whose role is fundamental to the provision of high quality education.

21. Too much emphasis is placed on management discretion and flexibility. The existing flexibilities are unduly complex and lack fairness and transparency. The absence of national criteria governing the numbers and levels of payment for additional responsibilities demotivates and demoralises teachers.

22. The Government's current fascination with introducing increasingly higher hurdles for access to higher salaries, greater emphasis on local pay determination and additional incentives for teachers of shortage subjects will not address the pressing issues of:

— the poor position of teachers relative to other graduates on entry and salary progression;

— the decline in the value of teachers' salaries relative to other non-manual occupations;

— the failure of current pay levels to provide a durable solution to the current recruitment and retention problems.

23. A simple, transparent and fair national pay structure must be introduced which recognises the central importance of the classroom teacher and appropriately rewards those who remain committed to classroom teaching by providing access to higher salaries without either unnecessary barriers and complications or the need to take on additional management responsibilities.

Pupil Indiscipline

24. Research conducted by NASUWT confirms the adverse impact of pupil indiscipline on teachers' job satisfaction. The level of pupil indiscipline, violence and increasing levels of verbal abuse have a critical bearing on teacher motivation. These realities of daily life in school have impacted upon the workload of teachers and the stress of work in the classroom.

25. The policy of unqualified inclusivity adopted by some schools and LEAs, and until recently by the Government, has resulted in some pupils with special needs being placed in schools which are ill-equipped to cater for their needs. This places additional pressure on teachers, other pupils and particularly on the individuals with special needs themselves who are unable to access the level of support to which they are entitled.

26. Recent policies adopted by Government to provide more support for schools in dealing with disruptive pupils, particularly the revision of composition of independent appeal panels and the guidance given to them and the DfES-funded LEA projects which focus on behaviour strategies, are all very helpful developments.

27. The landmark victory secured by NASUWT in the House of Lords (*P* v *NASUWT*) which affirmed the right of teachers to take appropriate action when faced with violent and disruptive pupils has also done much to raise the morale of teachers in this area of their work.

28. However, more work is needed particularly in securing:

— the provision of appropriate support for teachers within and across schools;

— the removal of the unnecessary bureaucracy and prolonged timescales associated with pupils referred for specialist support;

— consistent application and monitoring of standards of behaviour across schools; and

— high-quality off-site support for pupils whose needs cannot be met in a mainstream school setting.

Excessive Workload

29. The problems of excessive workload of teachers have been well documented and illustrated in a range of reports and studies. The Office of Manpower Economics (OME) produces an annual report for the STRB which has demonstrated year-on-year increases in teachers' working hours. Excessive workload and working hours have impacted adversely on recruitment and retention and has affected morale and job satisfaction.

30. The National Agreement *Raising Standards and Tackling Workload* signed in January 2003 by the Government, the Welsh Assembly Government, the Employers, ATL, NASUWT, PAT, SHA, NAHT, T&G, UNISON and GMB represents a significant breakthrough in addressing this major contributory factor to the problems of teacher recruitment and retention.

31. At the heart of the Agreement is the concept of teachers being released from tasks which do not require the expertise of a qualified teacher in order to allow them to focus on the all-important role of teaching. For the first time the link between high quality teaching and the need for time to plan, prepare and assess pupil progress has been recognised formally. Amendments to the teacher's contract will provide crucial levers for change.

32. Although, disappointingly, no overall limit has been set on teachers' working hours the introduction of a contractual entitlement to a work/life balance, combined with other key strategies in the Agreement to reduce workload, should exert downward pressure on working hours. Working hours will continue to be monitored by the OME and the Workforce Agreement Monitoring Group (WAMG) which consists of signatories to the Agreement.

33. Strategies to reduce workload introduced in the past have invariably failed because of the lack of appropriate levers for change and the continuing stream of new initiatives emanating from a national and local level which were introduced without any mechanism for assessing their potential to increase the bureaucratic burdens on teachers and schools. Integral to the National Agreement is the establishment of an Implementation Review Unit which will operate a "gatekeeper" role, reviewing existing and new policies and initiatives generated by a range of national bodies. Tackling bureaucracy in schools is an important strategy for teacher retention.

34. All of these strategies have the potential to make a positive impact on the issues which affect retention. However, there is still work to be done to secure the implementation of the Agreement and rigorous monitoring of its impact will be necessary.

The Role and Status of Qualified Teachers

35. Lack of professional autonomy is seen by many teachers as a diminution of their role and status. The regime of testing, performance tables and target setting has undermined professional confidence and led to reduced levels of professional esteem. The level of external accountability causes immense pressure and stress. Although the new flexibilities recently announced by Government in relation to Key Stage 1 are welcome they do not go far enough. Real progress will not be made until the Government follows the example of Northern Ireland, Wales and Scotland and eschews performance league tables.

36. Castigation of teachers and schools by Ofsted, the media and at times by Government have left their mark on the profession. Many graduates are influenced by such criticism and deterred from joining the profession. Teachers in service become more demoralised and disillusioned by persistently adverse comments.

37. Support for teachers in their early years in the profession has not been consistent. Schools are increasingly responsible for induction and early professional development. Yet it is evident that the standard of provision is variable and that some schools do not have the capacity to provide the support needed by newly qualified teachers.

38. The issue of the inability of some schools to offer appropriate support is of particular concern for teachers from minority ethnic groups. There is evidence that these teachers are more likely to leave the profession than their white counterparts, citing racism and discrimination in career decisions as the reasons. Teachers from other groups such as women or teachers with disabilities also appear to face similar problems of discrimination which impacts on job satisfaction and long-term retention.

39. The position of Continuing Professional Development (CPD) in schools is unsatisfactory for the majority of teachers. Despite the Government's introduction of a National Strategy, the access of teachers to appropriate training is extremely variable due to a number of factors including:

- a lack of contractual entitlement to CPD within working time;
- inequality of provision within and across schools and LEAs;
- variations in the provision of funding; and
- restriction of aspects of the national strategy to small numbers of teachers.

40. In principle the National CPD Strategy has much to commend it. In practice it will make little impact on the majority of teachers until it is linked to the pay and performance structure along the lines of the Chartered Teacher Scheme in Scotland and teachers have a contractual entitlement to time to access CPD.

Conclusion

That there are difficulties with recruitment and retention is evident. There is no single solution which will resolve the problems. It is clear that the strategies adopted must target improvements in conditions of service, including pay and the restriction of professional autonomy and self-esteem.

26 June 2003

Witnesses: **Mr D McAvoy,** General Secretary, National Union of Teachers (NUT), **Mr E O'Kane,** General Secretary, National Association of Schoolmasters and Union of Women Teachers (NASUWT), **Mrs M Thompson,** Head of Policy, Association of Teachers and Lecturers (ATL) and **Mrs D Simpson,** Senior Professional Officer, Professional Association of Teachers (PAT), examined.

Q281 Chairman: Ladies and gentlemen, now we are all settled down, apologies for a slightly later start. We have just been putting the final touches to the Committee's investigation into our Education White Paper, but we are all feeling very cheerful as we now have that behind us and we can get back to our main inquiry for this year which is on secondary education. Thank you very much, all of you who are extremely busy people, for spending time to come before the Committee to talk about teacher recruitment and retention. May I welcome some fairly familiar faces, Doug McAvoy and Eamonn O'Kane, whom we have seen before, Meryl we all know and I think it is the first time Deborah has been before the Committee, so we shall be very pleased to hear what you have to say. We have let a couple of the members of the Committee go because there is also a full debate this afternoon on education, as you will see from the monitor, on student finance, so apologies on that. If witnesses would like to say anything briefly on recruitment and retention to start, we would welcome that, otherwise we could get straight into questions. What do you prefer?
Mr O'Kane: I prefer to go straight into questions, but I cannot speak on behalf of my colleagues.
Mr McAvoy: Sometimes you can; I am happy to do that as well.
Mrs Thompson: Fine.
Mrs Simpson: Fine.

Q282 Chairman: Good, we will go straight into the question session then. We are right into this part. As you know the year's report has four headings, so we started with specialist schools and we have reported that out and we have written up the pupil achievement part. Now, this one, where it seemed only such a short time ago that there was a crisis in recruitment and retention, but the evidence we are getting is that we are not using the word "crisis" any longer, people seem to be much happier about the level both of recruitment and retention; rather than a crisis, people are coming before us feeling reasonably content about the present situation. Would you agree with that analysis?
Mr O'Kane: In comparison with the situation four or five years ago there is a certain justification for making that observation. On the other hand, I do believe that the figures we see sometimes disguise more than they clarify. For example, on the issue of retention, when you look at the figures, you do see that the turnover is increasing, furthermore, particularly in secondary education, there is a growing problem in terms of mismatch between the teachers of specialist subjects and the subjects which they are down to teach. There has not been a survey of that in recent years and that is something which needs to be looked at. I suppose the most comprehensive survey of teacher opinion, which was conducted by the GTC and which I know you have already heard evidence from, did show that there was a major problem in terms of teacher morale and that in itself must affect their view of the profession and their desire to stay in it or not and to contribute to it in a positive way. I do believe that it is important for the Committee to look underneath the surface, as it were, of the figures and perhaps the somewhat more sanguine views of the situation at the moment. When you look at it, I do believe you do see, not a universally depressing picture, it would be wrong to give that impression, but nevertheless there is, amongst many teachers in the country at the moment, a strong feeling of frustration, a feeling that their own professional skills, their own professional autonomy, have been undermined by the tremendous raft of government initiatives, which has come in under this Government and previous Governments. The issue of the context, the environment in which many teachers operate, I am thinking here particularly of pupil behaviour and so on, is one which we find of increasing importance in the attitude teachers take to their profession. Often you find, when you question teachers more closely, that underneath even complaints about excessive workloads, which are real and which are now being addressed, there is this issue of pupil behaviour and the relationship they have with their pupils and the increasing difficulties which many of them experience. That is a fundamental issue which is not easy to resolve, nobody claims that for a second, but nevertheless it is one which has to be addressed. That is linked to the issue of those teachers who teach in more challenging schools and I believe they really deserve special attention in terms of the morale and the difficulties of the job which they have. Take these together, take the question of pupil behaviour, take the question of excessive workload, take the question of professional autonomy and, not least, ultimately the question of salary and pay, which tends not to be at the forefront of their concerns but is still there, take all these in the round, while the picture has changed over the last number of years, for the better in some respects, I still believe that in the bulk of our schools there is a widespread feeling, amongst many teachers anyway, that if they had an opportunity to leave the profession they would probably take it.

Q283 Chairman: Meryl, would you go along with that? It is certainly not exactly what we are picking up in the evidence so far.
Mrs Thompson: The idea that the crisis has receded would be premature. I agree that there is still a very volatile situation which could very easily be affected by, for example, the recent announcement of the extension of teachers' retirement age until 65, which may have quite a dramatic effect on those close to retirement. Certainly our concerns would be that we do need to watch very carefully the impact of the funding implications of higher education on whether that means that the public sector is disadvantaged by that and we would like to see that monitored so that we can see whether the increased burden of debt which passes to trainees and those entering teaching impacts on recruitment. One of our major concerns

at the moment is the amalgamating of earmarked funding for early professional development, for newly qualified teachers (NQTs) and indeed for the whole of CPD, into school funding, particularly at a time when schools are announcing deficit budgets. Our members are really concerned that many of the motivating factors which do support the retention, particularly of new entrants, could be harmed by the fact that there is no longer to be separate indications of the funding which will support them. That is solved when in fact the management ethos supports professional development and career progression. Unfortunately there are many schools, either because their budgets are so tight they cannot find the monies for professional development, or schools where perhaps they are rather more cavalier about that and we are very concerned that those motivational effects of having access to sabbaticals, for example, professional bursaries, earmarked funding for your own development, may go. We cannot be quite so sanguine that we have solved the problems, because there is a whole series of new potential problems around the corner and those are some of them.

Q284 Chairman: Doug, would you agree with that? Some people giving evidence to this Committee have suggested that one of the great weaknesses of the professional development of teachers is just that, the early years. If you compare what happens to a teacher, who comes into teaching, they are dropped into a school. Some of the evidence from Professor Smithers' work and case studies suggests that people felt they were dropped into a school, very little mentoring, very little help in settling down, whereas someone who joins PricewaterhouseCoopers has for three to five years constant evaluation of progress, support, keeping them in the profession and integrating them into the profession through the difficult times and through the better times. Is it not a comment on teachers and perhaps teacher unions that you have not actually come up with a kind of cohesive approach to those early years and you lose a lot of people from the profession because of that.

Mr McAvoy: May I just address your very first question? I think there is still a crisis. I do not agree, if you are getting a picture that the crisis has gone. I suppose you might be able to establish that the crisis is less than it was, but it is still a crisis because we cannot recruit sufficient numbers and the figures show that there are still going to be shortages against government targets for recruitment into secondary teaching posts in certain subjects and we certainly cannot retain. All of the evidence demonstrates that teachers will come in and then they will leave. They may be here for three years or fewer than that, but perhaps within three to five years a very large number will have left the profession. That has not changed very much since we first commissioned the survey and the study from Alan Smithers and Pamela Robinson, which in a sense is what has caused your work. When I read all the other evidence and the questioning, it constantly comes back to that study. We are glad we have triggered off that interest by the work we commissioned. I do not think the factors which are critical have changed very much. Those factors are: can we recruit enough and can we retain those we recruit? There is still a crisis. The turnover has become a big concern for us. The evidence which was given to you by NEOST confirms that. They talk about where the areas of greatest turnover are and they were geographic, they were sector, they were subject areas and they were age groups. So there is a pattern there about retention and turnover. Unless we can solve that, unless we can declare quickly that we have a programme for the solution of that, then we are not going to attract more and we are not going to retain those who come in. I agree with Meryl, that there must be some mornings when those who work for the TTA wish they had never woken up. Here they are to recruit and they read in the press the declarations of Government on such matters as pensions, or no sixth forms in secondary schools, all in the sixth form colleges. They must ask themselves how they can continue to recruit and retain against this message from Government. They must despair. There are all kinds of things which need to be done, but I support Eamonn when he says that four factors were identified in that very early study: workload, behaviour, government initiatives and pay. Unless they are addressed, you may find that you can argue the crisis is smaller or bigger, but the crisis will be there: you will not be able to recruit and retain sufficient qualified teachers. You then talk about people being dropped into a school and, provocatively, you say that the teachers' unions have done nothing about it.

Q285 Chairman: They could perhaps do more.

Mr McAvoy: We thought we had done a lot when the James report was published in the 1970s. If you, as a Select Committee, could re-visit the James report and put it back in place, with the promise of sabbaticals for teachers, or professional development, which the National Union of Teachers wants—we do want it—and be willing to join us in campaigning for that, it would help us to get it. If we did get it, yes, it would change the image of teaching. It would restore some of the professional concepts of teaching as a career, because you would be saying to those who come in, that they are not going to be dropped in this and left, which they should not be anyway, because there is an induction programme and we fought for induction through the working parties of ACAS. Some of it is not being delivered because there is not the money to deliver it, because they cannot be released from the full timetable and they cannot have mentors and they cannot visit other schools. So have a little study about that, find out what the shortcomings are. We have no problems with what we have been arguing for. The things we think should be in place are a very professional structured system of induction, linked to progressive, continuing professional development, with sabbaticals, for which they can be released, not leaving others to carry out their teaching work, not getting away in some schools for professional development and not in others. If you sign up to that, you might help us to get them. I do

not think there is any fault on the NUT—I cannot speak for my colleagues—about our desire for a proper system of professional development and induction.

Mrs Simpson: I would echo what colleagues have said. It is not so much that new teachers, when they begin teaching are dropped into the school situation, certainly they should not be. We feel that the mechanisms are there to support new teachers and we thought we were going along a path of providing more support for teachers in the first five years of their careers, which is the time when, statistically, the largest fall-out comes. What we find now is that because of changes in funding, what we thought was going to be a support package through the CPD strategy, is now going to go into school funds and whether or not that will find its way into the place for which it was intended is questionable, with the best will in the world. The question of teacher morale, which colleagues have touched upon, is very important. It is important to give new teachers the right start and the induction process is there and yes, it is hit and miss; the message we are getting from our NQT members is that it is hit and miss. In some schools they get extremely good induction and in some schools' circumstances, be they financial or management circumstances or otherwise, mean they have a harder time. That should not be the case, but too often young teachers are left feeling that they have been dropped into it. The CPD strategy group, of which some of us here are members, have been putting together a package of support for teachers in the first five years of teaching, which we felt would give them the opportunities that they needed to develop during that period. One of the things which contributes to morale is support and feeling support is there and feeling that the opportunity for professional development is there. If that is now going to be eroded, as some of the sabbaticals and the research bursaries are being eroded, which were things which fed in to teachers' careers at various strategic places to raise morale, to give them the feeling that something is there for them and that they can develop and they can move on, it is crucial that those kinds of things remain, otherwise we are going to see morale declining. Although we might not see such a big turnover of teachers, it has already been mentioned that morale amongst mid-career teachers can be so low that they feel and say when asked that if they had the opportunity to leave teaching they would. That is not the kind of workforce we want in schools. We want a motivated workforce in schools, not one which is looking for the first opportunity to get out. Those support structures have to be there, along with solutions, dare we say, to the four points Doug McAvoy has mentioned. Those are the things quoted by teachers who leave, as being the reasons for leaving: workload, pupil behaviour, salary, etcetera. You have heard it before.

Chairman: Thank you for those opening answers.

Q286 Jonathan Shaw: What are the characteristics of those schools most affected by turnover?

Mr O'Kane: I think you will find that geography plays a large part in the schools which are most affected by turnover, London and the South-East particularly have a much higher turnover rate than elsewhere in the country. It is also interesting to note that London, unlike the rest of the country, will actually have more youngsters in secondary schools in 2010 than it has now and that is a contrast to other parts of the country. London in many ways has quite an important issue in terms of its own future in relation to teachers. That is one thing. The characteristic of schools where possibly there is a bigger turnover may well be schools in special measures. Though I do not actually have any statistical proof of that, my instinct would be that is the case because the problems there for teachers are immense. They are linked to several features, the degree of accountability to which those teachers will be subjected in terms of frequent and regular visits from Ofsted and HMI, which places tremendous pressure on them, the degree of record keeping and target setting that will be an inherent part of a school like that, places great pressure on the teachers. This big issue of pupil behaviour will of course also play a very clear part in that. Something which may not necessarily be the case, but one suspects it might be, is when there might not necessarily be a very good join between teacher specialisms and the actual degree or professional skills of the teachers in terms of their qualifications. That may disjoint. In many ways it might be a mistake, if I may say so, to concentrate specifically on those schools. They do have quite specific problems which have to be addressed, in particular, for example, the question of funding those schools, the question about the small pupil:teacher ratios are absolutely crucial.

Q287 Jonathan Shaw: Do you think we should pay teachers in those schools more?

Mr O'Kane: In some respects that has happened, but I do believe it is a serious question that we have to address as a union. It is true that teaching in such schools is extremely difficult and ought to be recognised in the salary structure and the salary structure should be so geared as to recognise that fact.

Q288 Jonathan Shaw: We heard evidence before effectively saying that if we are to get the very best teachers into the most difficult schools then we have to pay more, but in your written evidence to us you are saying that the incentives lack transparency and equity and are a source of resentment amongst teachers who are eligible for them. You have just said to me that it is something we need to look at.

Mr O'Kane: No, what we were referring to there was the "golden hellos" and "golden handcuffs" and all the rest of it, which have been a mish-mash of measures which we believe have had an effect, not on retaining teachers, but in creating this quite inchoate system of payments which is leading to ill-feeling amongst teachers. The point I should like to emphasise is that teachers in schools like this, need to be extremely well supported. This is where we touch upon an issue which hopefully may have

beneficial effects in terms of raising teacher morale. It means measures which will address the excessive workload of teachers. Teachers in schools like that have particularly heavy workloads, often a heavy degree of accountability and there is the whole question of behaviour management and so on. They can support them, through the employment of more teachers in those schools and also through the use of other staff to help them in their particular task, and that is why I believe at the end of the day it does come down to a question of funding and a recognition that such schools have particular problems. I believe that the LMS system sometimes has a regressive effect on the funding of such schools. Those schools in many ways are entitled to a disproportionate funding in order to compensate them for the real difficulties which they face daily. That goes wider than the differential payment of teachers in such schools.

Mrs Thompson: I should like to turn it round the other way, not looking at the characteristics of schools with high mobility, but the characteristics of those in which teachers want to remain teaching. From the research by the London Metropolitan University, what they are looking for is an ethos inside the school which is to do with supporting teachers and providing provisions for them. Clearly in schools which have peculiarly difficult circumstances that is not going to be relevant, but what we would want to emphasise is what the Audit Commission says and that is that teachers and people in the public sector in general leave because of negative experiences rather than compelling alternatives. For example, the research on NQTs suggests that where in fact you have the support of an induction tutor and they are accessible to you, 49% of those NQTs said they enjoyed their first year of teaching compared with 13% when that was not the case. You are looking at internal characteristics of schools, which actually make them places where teachers want to remain working, which is the reverse of that which makes teachers more mobile. We would want to emphasise the importance of the nature and characteristics of managing schools as organisations which do impact upon both retention generally and on mobility.

Mr McAvoy: May I address it from two different positions? The first is in a sense before we get to the point of analysing what criteria within a school might attract people to stay, and equally the reverse, how can we get more of those who train and complete their course into schools? Currently there is a massive gap between those who complete their course and qualify and those who enter.

Q289 Jonathan Shaw: Some of them do not go in the first year, do they? We have questions about the collecting of data and there have been complaints from a number of organisations about the reliability of that. We do know that there is a number of teachers who qualify who then wait a year or so before they actually go into teaching.

Mr McAvoy: Maybe.

Q290 Jonathan Shaw: For sure.

Mr McAvoy: I am sure that is true, but the Alan Smither's study in 2001 has a chart which identifies training wastage. It may not take account of those who come in a year later than expected but they will not account for the tremendous gap between those who qualified as final year trainees in 1997, completed in 1998 and then were teaching in 1999. If you look at that cohort, there is a tremendous gap. We may differ as to what that percentage is, but I am sure we would not differ in our view that there is a sizeable percentage of youngsters who get to the point of being able to teach but who choose not to. We should know why. We know why, in terms of our original survey: it is because of those four points which I identified earlier. If Government wanted to get them in and make it more attractive to go from the point of qualifying to the point of work, it must address those four issues. That is in advance of answering your question.

Q291 Chairman: Just on that point, are you not having your cake and eating it there? Your reply to Jonathan's question started by saying that the real problem is that they get trained and do not ever actually teach. Surely there must be a rather different explanation for those people who never use the qualification than for the others who are put off by the four areas which you mentioned in your earlier question?

Mr McAvoy: I think you will find I did not use the word "real", that the "real problem was . . .". I said there was another problem.

Q292 Chairman: So what is the distinction between the two?

Mr McAvoy: I do not want to be portrayed as having said that the "real" problem is this gap between those who qualify and those who come in. That is "a" problem, not the "real" problem; it is just "a" problem. We should seek to identify why it is that they do not come in. If they get in, what is it which might be factors and criteria in some schools which make them more willing to stay. We should do that analysis as well, but in doing that analysis, you then have to question whether you could replicate all of the factors in the schools where they stay, such that they occur in every other school? You could not. Some of the factors are about the population, about the circumstances they face in those schools, more challenging schools, more difficult schools, schools where there might be a greater likelihood of behavioural problems.

Q293 Jonathan Shaw: Should we pay teachers more in those schools than in the leafy suburbs in the home counties? Is that what you are saying?

Mr McAvoy: We tried it; we tried it before. My guess answer is that we should make sure that all teachers are properly paid. If you do that, such that you tick off that fourth element, or one of those four elements and do that and as a result of doing that get more from the point of qualifying to entering the school, let us see what the problem is then and see what we need to do. We have tried payment before and we did so through the social priority schools approach and

it was rejected, it was rejected by everybody. It was tried and did not work. You were applying a different salary element to schools which were separated by the width of a road, because the criteria themselves seemed to suggest that teachers should be paid more. Maybe the school needs more support, maybe that school should have more teachers in order to deal with the behavioural problems which might be rife in that school, or maybe there is another factor. You are into looking for the factor which causes that school not to retain teachers against this school. If you analyse that, it will come down to one or two of the four we have identified. It will either be excessive workload, because of bad management, or it will be behavioural problems which are not being properly dealt with. It is unlikely to be pay because that would affect everybody. It is unlikely to be government initiatives, because they are going to affect everybody. If you look at those four factors and then do what I have suggested, start by asking how you get these people from being qualified into post, then, why should some leave that school more quickly than that, you will gradually come towards the solution. I do not think paying them more will necessarily be that solution.

Mrs Simpson: I would agree with that. Paying more to teachers who are in difficult schools has been tried. Mechanisms still exist for doing that through recruitment and retention allowances. They are not liked, they are not well used and the reason for that is that the motivation for teachers to remain in a school like that is not only salary. You can pay a teacher as much as you like, if they find the place difficult to work in, if they find the place stressful, if they have huge problems with workload and behaviour, they are not going to stay there, however high the salary. We have to look at things other than salary within the school context and I think that is why in so many cases workload and behaviour come out as the top reasons for teachers leaving a particular post or indeed for leaving the profession as a whole. Salary is not up there with those two. In the kinds of schools you are talking about, the schools we would class as more difficult and more challenging, the major problem that teachers in that kind of a situation face is the problem of increased difficulty in pupil behaviour. Initiatives, workload, yes, pupil behaviour does engender its own workload element, but those things remain fairly constant. There are other ways of tackling the working environment, for example more support, smaller classes in that type of school and those are the things we should be looking to put in to support the teachers who are there. I do not think you are going to do that through salary. It has been tried before and it has not worked.

Q294 Jonathan Shaw: As I mentioned in my question to Mr McAvoy, there is the question of the collection of information. NEOST and others have said to us that they collect, the Department collect and it is important, in order to understand the problem, to have an exact figure of what the turnover and wastage is. Do any of you have any comments about that? Should it be one source?

Mr McAvoy: There would be a tremendous advantage if a government were to decide it was going to collect information and hopefully do so on the basis that it would then discuss with all partners the type of information that would be beneficial and the publication of that. Over the years the Government used to do that; it used to do that on teacher shortages and then they stopped the survey because they did not find the results very acceptable. It used to have a staffing survey and, I do not know, there might be one currently under way. You read that kind of study and some tremendous work is being done to which I am privy as president of ETUCE. This is saying that the lack of statistical information reinforces the inward-looking nature of the discourse. The problem about teacher supply, teacher shortages and teacher deployment is European, it is not peculiar to this country. Therefore a study has been undertaken and a report is to follow, but one of the key issues is that there is a lack of statistical information. As I said to begin with, but for the union commissioning Alan Smithers and Pamela Robinson, would we be having this discussion now? I do not know, but we did and as a result of doing that, we hope there can be a healthy debate. Certainly I go along with a point which comes from your question, yes, a brave and courageous government would set about a study which was carried out openly and in concert with partners ready to publish the results.

Q295 Jeff Ennis: In response to what Doug has just said about the two main factors in terms of inhibiting retention being workload and behaviour, I very much agree with what you have said. Do we have any evidence to show varying retention rates in terms of specialist schools as opposed to non-specialist schools or excellence in city schools in challenging circumstances as opposed to schools with challenging circumstances outside excellence in city areas?

Mr McAvoy: It may be too early, but the initial information we have is that you get less turnover there, because those schools are better resourced. You almost get a situation where the teachers want to work in those schools, either because they are better resourced, they have equipment they would not have anywhere else, they have better staffing, or because they are in tune with the commitment, with the philosophy, whether it is excellence in the city or whether it is specialist schools. The only returns we have are proven on a wider scale. You then cannot ignore the fact that they are better resourced schools and therefore they could provide smaller classes, they can provide more support, then, in terms of specialist schools, they may be able to avoid all the behavioural problems by the selective nature of the specialist school. Certainly if you then were to take a step further and look at the independent sector, some of the problems do not arise there and there is a greater stability of staff.

Q296 Jeff Ennis: Do they then have a tighter focus or mission statement which might assist the retention policy?

Mr McAvoy: No, the mission statement would be for governments to give them more money, to give all schools the same amount of funding they give to special schools. That would be one hell of a mission statement.

Mr O'Kane: This is the obverse of the point Mr Shaw was making. The position of schools in challenging circumstances, which are experiencing difficulties in retaining teachers, I believe, is that they need differential funding. The problem is that funding goes the other way and in that sense it accentuates the problem rather than solves it.

Mrs Thompson: It is not only the turnover in schools it is whether or not that turnover means that they are leaving the profession. You can have high turnover schools which is actually a very positive feature because it actually means that the schools are doing a great deal to enhance the confidence of the staff in the schools and those are the schools quite often which do have a high turnover, but not because teachers leave the profession, because they go on to play valuable roles elsewhere in the system. It depends what you mean by turnover I think.

Q297 Jonathan Shaw: Teachers leaving also means that a lot of them are going to other schools as well; we are aware of that. I wonder whether you have considered as well, as has been suggested in evidence to the Committee, that young people coming into the profession these days will have a different perspective on how long they might stay in school, in a similar way that society has changed and there are not so many jobs which are jobs for life and people do have an expectation that they will change quite frequently. I know that there is a negative implication for that, but nevertheless that is with us.

Mr O'Kane: I know that point has been made on numerous occasions about portfolio careers, as it were, and teachers moving in and out of the profession and there may be some truth in that. Indeed many presumably do move out once they have paid off their student debts and that may be one way that the exodus is even an enhancement of the profession after four or five years. The point of the matter which is crucial is that in teaching you do need a solid cadre of teachers who are there as lifelong teachers. Of course career breaks ought to be encouraged but at the same time there has to be a certain cadre of teachers who are committed to the profession on a lifelong basis. That experience and continuity is crucial and it is particularly crucial in a school which is experiencing real difficulties. It is actually the turnover of staff in those schools which often accentuates the difficulties.

Q298 Mr Pollard: Eamonn said earlier on "my instinct would be" and Doug said "I guess my answer would be" and it seems to me that whilst I am sure Eamonn's instincts are first rate and very sharp, we must not rely on instinct, we must rely on solid data to effect our decisions. I just wonder whether it is your belief that there is sufficient data, particularly as the only information we have is for first year graduates and after that there is little. I was at one school this morning, nursery school admittedly, where the newest recruit was a 53-year-old chap who had been in printing for many years. He said to me that he loved the job, it was a new job, he did not think it was an excessive workload and he said it was no more excessive than it was in the industry he had just left. I wonder whether we should encourage fluidity, more transfers across from teaching into commerce, into industry and back again. It seems to me that would enliven things. Nobody has a job for life now. I have had six different careers and 12 different jobs in my life and I still have some more to go. Could you take us through that?

Mr McAvoy: The figures are there which show that we cannot recruit sufficient good graduates into teaching; those figures are there. I cannot imagine anyone on any committee challenging those figures. We cannot meet government targets for the intake and therefore we are short of sufficient good quality graduates coming into teaching. We also know we cannot keep the ones who come in. They leave within three, four, five years, certainly many of them not to come back. There is a problem about recruitment, there is a problem about retention, which is statistically and research based and those figures are there and have been there for a long time. Add to that the fact that we have been given the reasons for teaching not being attractive, or being attractive to begin with, but why people leave. There are four. They have been there for a long time. I cannot agree with the suggestion that maybe we do not have the statistics. Whatever Eamonn and I might have said in terms of a previous question, certainly my answer was not to be hesitant about whether we had the facts. We have the facts. The National Union of Teachers has long been a supporter of widening the routes into teaching. We want to encourage people to come into teaching. We will not be able to encourage them to come into teaching without necessarily having to uproot their family life and go somewhere for three or four years. We want a system whereby people can build up through a credit type system and develop their qualifications such that they can become teachers. We have been promoting that for about 15 or more years. We are not a closed shop in that respect. We welcome those who have come in from other occupations. It might be a fact of life that youngsters do not now come into teaching for life. If that is a fact of life, let it be a fact of life. Do not promote it. We have statements from government ministers which say teaching is not a job for life, almost encouraging them to believe they can come and go. How can anyone then budget for the number of teachers we need if you do so on the basis that you encourage them to go or plant the seed that they might want to go? Surely we should start by having a system which makes teaching so attractive that they want to come in and when they come in, nothing, but nothing, would drive them away from teaching. That is the kind of vision we need from a government, of whatever political hue. That is what we need. We need that to reassure teachers who are in schools now that they do not have to work longer to get the pension they have been promised. We need that to ensure that those youngsters, who get to the point of qualifying but do not take the next step into

our schools, come into our schools and we need that to ensure that those who come into our schools stay in our schools. That is a fairly simple vision.

Chairman: Let us shift for a moment. I want to focus on retention issues which we have obviously touched on already: workload and pupil behaviour.

Q299 Ms Munn: I am going to go on behaviour. There is an agreement that behaviour is an issue, an agreement generally from the Government and yourselves and you have mentioned it several times today. The Government has had a behaviour improvement programme in place for a year. Is this the right approach?

Mr O'Kane: I certainly welcome what the Government is embarking upon. First of all, it is a recognition of the problem and that is quite important. There have been quite unsuccessful attempts in the past to sweep these issues under the carpet. There have been many examples of schools, local authorities and government ministers suggesting that the problem of behaviour is an exaggerated one. My own union has on many occasions been accused of giving an alarmist message when we have reflected only too accurately the strong feelings of many teachers confronted with this difficult and pervasive problem. Therefore it is a useful step that the Government have recognised that this is a problem and have begun to institute measures to address it. Whether the measures they are producing will in themselves deal with the root of the problem, remains to be seen. It is a pilot project as you know and obviously there are lessons which need to be learned from its implementation. If I may make a couple of observations in a rather more general way on this issue.

Q300 Ms Munn: Can we just deal with the programme?

Mr O'Kane: Indeed. I was going to make a point that one of the ways in which I think the BIP programme has looked at this issue of managing pupil behaviour is the ability of schools to be able to tackle it on an individual basis, for example to have considerably more mentors, to have more adults being able to deal with problems, try to nip them in the bud before they develop. Frankly, teaching, because we simply do not have enough teachers and they do not have the time because of the pressures they are under from their other responsibilities, simply does not give them that opportunity. I think that one of the positive aspects of the proposals for remodelling the profession, which I know are a touch controversial, one of the useful developments which will take place there, is bringing more adults into the schools, properly trained, who can help and complement the work of teachers in tackling problems which often derive from the youngsters' own particular difficulties in their individual home backgrounds or their relationship with other youngsters and, incidentally, could also touch upon the issue of bullying, which is an important point which teachers again may simply not have the time to concentrate on and identify the causes of bullying and help the youngsters deal with it. There is a series of issues which, when taken together, can produce disruptive behaviour in classes which causes teachers so many difficulties. If we can have more people in schools, helping on all those issues, through learning mentors, through helping with behaviour of pupils, then I think that is a good thing and that is what part of the BIP is and they have been experimenting with that in certain LEAs where I have had some detailed briefings. That approach is one which we could look at. There is a series of other issues, but I will not go on to them, because I want to concentrate on your specific question.

Q301 Ms Munn: Certainly I know from schools in my own constituency, when I go into them, that this whole issue of learning mentors is probably one of the single most important things the Government have done through all sorts of different programmes and it is interesting to hear you saying that. Meryl Thompson and Deborah Simpson are nodding. Do you want to say something on the Government's programme?

Mrs Simpson: Any initiative from the Government which actually highlights and acknowledges that behaviour in schools is a problem . . . As colleagues have said, it has been something that teachers have known for a long time, but is all too easily swept under the carpet or the blame has been laid at the door of the individual teacher or indeed the individual school. Any measures which highlight the problem and actually go out to tackle that problem are welcome. One of the things with behaviour is that a lot of the causes of bad behaviour in schools come from outside the school, so in a sense it is very difficult in that context for schools to provide a total solution. I do not think schools can. To provide a solution within the school setting is a time-consuming thing. The experience I have had from our members who have worked with learning mentors has been that they have found it overwhelmingly positive. Encouraging moves of this type, which give other adults time to spend with difficult youngsters, are to be welcomed. It is another way in which teachers are supported. Initiatives such as this, which are actually targeted at improving pupil behaviour within the school context, are to be welcomed. They should be expanded and built upon. One of the things in the remodelling agenda is that adults with specialist training are going to be there in schools working alongside teachers, working with teachers to help those pupils who have these behavioural difficulties. In some schools it is rather a large proportion of the school.

Q302 Ms Munn: What about the issue of school leadership in relation to this? When I was a school governor in an inner city area, one of the things I found that made the biggest change to behaviour was actually when they introduced a whole school behaviour policy. I am talking about the primary school level now and I know it is more complex at secondary school. That had a significant impact because the rules for the kids were the same throughout the whole of the school and there was a clear understanding about that. How important in

your view is that school leadership approach of actually saying this is how this school deals with behaviour, or indeed maybe even on a wider basis than just one school, given that schools inter-react?
Mrs Thompson: As long as that is accompanied by the relevant training for teachers. Some of it is actually to do with the understanding of behaviour management that teachers themselves have. They need to have a range of strategies to deal with behaviour and sometimes it is not recognised that you may have been in a career for 30 years and during that time the behaviour of children has changed enormously. There needs to be an adaptive process in the methods you might need, provided it is accompanied by empowering teachers to deal with behaviour. One thing that some GTC research showed recently, which is quite interesting but does not offer any solutions, is that really there are some teachers in schools who have very little experience of highly motivated pupils. The pupils they have met have always been those who are reluctant. To have had a whole career in which you have not met any eager and curious children, but have always had problems with behaviour and getting them interested is actually quite a challenging life to experience. We do need to try to find ways of supporting teachers in these areas, perhaps in recognising that there are differences in the challenges in some schools compared with others.

Q303 Ms Munn: You have raised an interesting issue there, because it is one of the issues we talked about in a previous session, the difficulties of individual schools helping teachers have successful fulfilling careers without there being any overview which might, whether it was an LEA or some other mechanism, actually say what this teacher needs is a different school. Do you have any views on whether that could be put in place to deal precisely with that kind of issue?
Mr McAvoy: We would support totally what has been said. The attempts to provide more support for schools are welcome. We do need more learning mentors, we need to have the facilities which the school can turn to and use if they get to a point of exclusion, pupil referral units and the rest. There needs to be an acceptance, which is not there yet generally among the public, that really the decision about the pupil or pupils who are causing the behavioural problem must be left to the professional judgment of the head teacher and teaching staff. There still is the problem of the prospect of an appeal committee getting involved and forcing reinstatement of the pupil which will not help education in the school. If you then have all those ingredients in place, are there other things? One of the things is to accept that the professional qualification a teacher has should prepare the teacher in most cases for the behavioural problems which occur. If they do, that is why the professional judgment of the teacher and the head teacher should be acceptable. That is part of the qualification of teaching, that is what they have been trained for and what you should expect from them.

Q304 Ms Munn: And they are all perfect and they never get it wrong.
Mr McAvoy: All kinds of people get things wrong; MPs get things wrong.

Q305 Ms Munn: We know that but I do not want to go too far down that road. A blind acceptance that they are always going to get it right is surely not right.
Mr McAvoy: The appeal panel, if it does exist, should have the power to ask for a particular case to be looked at again, but it should not have the power to call for a pupil to be reinstated when it is clearly the view of the professionals that that is not in the best interests of that pupil and certainly not in the best interests of the other pupils in the school. The Government have moved some way towards us on that issue but not yet far enough. The key point however is that there needs to be an acceptance. What is the purpose of people becoming qualified teachers? It is because, having got the qualification, it brings something with them to the job. Part of the thing is to identify behavioural problems before they get to the point which causes them to be a real issue for the school. That needs to be recognised. At the same time, however, there will be different problems in certain schools. Certain schools are more likely to have more behaviour problems over a period of time than others and there is this other dimension which perhaps has been never identified very much previously of the teacher who is suddenly in a situation where the challenge is not keeping these kids in order, but trying to respond to the needs of a youngster who wants to learn and wants to go further and further. By and large the qualification of teachers should prepare them for that.
Mr O'Kane: I want to pick up on one of the points Ms Munn raised about the collaboration which you mentioned earlier on. First, your point that a behaviour management policy should be common to schools is absolutely crucial. Recently my own association and the Secondary Heads Association produced a joint model which we think meets exactly the sort of points you are making. The other thing is that when you have a policy of inclusivity in schools where you are arguing that every child, irrespective of their particular needs must be educated in a mainstream school, that can place enormous difficulties on schools. The NASUWT is very clear that of course we are in favour of trying to include as many children as possible in schools, but sometimes there are some youngsters whose behavioural difficulties and problems are such that to teach them in a mainstream school presents such huge problems that it is certainly not in the interests of the child and certainly is not in the interests of the other children. One way in which we could look at this in the future is to develop a more collaborative approach between schools. That is why the idea, for example, of federation is one worth thinking about. I know that there are all sorts of difficulties with it and I know there are all sorts of questions which need to be asked before it is ever rolled out. For example, if a child is experiencing difficulty in school A which is part of the federation, it may well be that to move the

child from school A to school B could solve the problem. It could also transfer the problem, which could be resisted by the teachers in school B. At least it gives the opportunity for children to move around schools and indeed the teachers to move around the schools—the point Mr Shaw made earlier on about teachers being able to move around different schools. If you concentrate all the time on individual schools, this is what LMS, indeed the whole funding thing does, it causes great problems. If you miss out this collaboration, you miss out this movement between schools, the opportunity for the professional development of teachers and in this particular case the youngsters could move around and in this way the child is not necessarily excluded from school, they are not excluded from the system; they are excluded from school A, but they are not excluded from the federation. The federation may begin to develop a mini-LEA, but so what?

Q306 Ms Munn: That helps me move on to my last bit of questioning on this issue which is around key factors which influence pupil behaviour. A number of you referred to what kids are bringing into school effectively. I suppose I just want to widen out this discussion to perhaps even go beyond the school federation in terms of tackling and looking at the causes. What involvement should schools be having? How should they be dealing with this issue in relation to other ranges of professionals and even support for individual children with problems, bearing in mind that one of the positive things for children is, if they can be in mainstream school, it does bring lots of other benefits, but it needs to be done in a way which supports the whole of the system.
Mrs Thompson: One of the positive things about workforce remodelling is that you can actually look for ways in which you can support children which is not left solely to teachers, so you can bring in expert support of a variety of kinds, including learning mentors, which can provide that support which young people need.
Mr McAvoy: I certainly think schools should be working with other agencies. I just want to make a comment on the federation approach. I think it is a good approach, but, if at the same time specialist schools are being promoted as the way forward, then you will not get schools co-operating.

Q307 Ms Munn: Except in Sheffield.
Mr McAvoy: Generally schools will want to become specialist schools because they can see the financial attraction. They are going to get more money. They will not get more money by co-operating with the school down the road because they have lost the reason why they get more money. The whole drive towards specialist schools works against any kind of collegiate approach with schools; that is what it does, that is the consequence. It is a dreamland to believe that whilst the Government promotes one concept and says to the secondary school population that it wants them all to become specialist schools, they should get in their bids, they are then going to share their problems and share their expertise and share their assets—why would they?—if by so doing they do not get on the bandwagon of the specialist school as quickly as they otherwise would.

Q308 Paul Holmes: Moving on to workload issues, in the evidence session last week we heard from Graham Lane from the employers' association and he said yes, there had been a problem in the last few years of teacher recruitment and retention and we might be turning the corner now. He thought that some of the measures in place or about to come on stream might transform the situation, although he did only say might. He was thinking of the workload conditions and the fact that from September there would be 24 things that teachers do not have to do any more such as putting up displays, counting the lunch money and doing the filing and the photocopying, all the things I loved in the 22 years I was a teacher and this army of classroom assistants were going to come in and take all the pressure off in the classroom and allow the teachers to nip out and have a cup of coffee while they marked some exam papers. It was going to be teacher heaven from the sound of it. Do you have any comments on that?
Mr O'Kane: Yes, I have. I have been striking a slightly more optimistic note than Graham Lane, who is of course a signatory to the national agreement to bring in these measures. Yes, the issue we are all agreed upon on this side of the table is that one of the problems we face in future was the question of excessive workload and that came out of every survey which has ever been conducted in the last number of years on teachers' attitudes to the profession. I do believe that the extensive and detailed discussions we have had with the Government over the last number of months which did lead to the national agreement on raising standards and reducing workload have both the potential in the long run to bring down the workload of teachers and in the short term certainly will, in the ways you have described, in the 24 tasks which have been transferred. It is even more fundamental. What we are seeing is indeed a remodelling of the profession which is an uncomfortable process for some and I can understand that. The fear is that in bringing other adults into the school to complement the work of teachers there could be a danger that those adults would be substituting for teachers in carrying out a pedagogic function of teachers which rightly should remain the prerogative of qualified teachers. I believe that the national agreement which has been negotiated, which has now been rolled out, will protect the role of the qualified teacher, but at the same time will relieve them from a whole raft of tasks which you quite rightly say have been the bane of teachers' lives for many years. Furthermore I hope it will also help teachers in terms of some of the onerous duties they have already had to carry out when teaching, very specifically, for example, their obligation to cover the classes of absent colleagues, which has been one of the things teachers most cordially detest when they have to fill in for absent colleagues. That is something which needs to be addressed and I believe the measures we have put into place will do that. I do believe, and I say this

quite explicitly, that the Government deserve credit in this regard. It is not something which teacher unions have been noted for saying in recent years, but I do believe that in this context they do deserve credit. There are conditions of course which underlie this and the most fundamental is the problem of what is going to be a very extensive reform programme and if the funding is not put in then clearly the measures will not succeed. It is absolutely crucial that that happens. I do think that for many teachers this is the first chink of light in this very, very important issue of reducing the excessive workload of teachers, of concentrating the work of teachers on what it always should have been, that is the primary task of teaching, that these extraneous duties and responsibilities which have been piled upon them over the years through the activities of various governments should be stripped down and can be easily transferred to colleagues, who themselves will hope to have a career structure in which they will be able to contribute to the life of the school. I do actually think it is a recognition, as it is in other professions, that there is nothing intrinsically wrong with widening the group of people who are involved in a certain profession. It has happened in medicine and it is happening in teaching and in my belief, provided the proper safeguards are put into being, it will not undermine the job of teaching, in fact in many ways it will enhance the job of teaching. That is something which needs to be recognised. May I just conclude by saying that I would love to see that simple role of the teacher as the pedagogic leader being reflected in the whole salary structure so that all the accretions of salary for management and administrative posts which have been the major way in which teachers have made their careers in the profession, will be swept away and we do concentrate on rewarding teachers for that primary task of teaching? I do think these measures are very helpful in that regard.

Q309 Paul Holmes: I wonder whether there might be another point of view.

Mr McAvoy: I was certainly going to give one and I shall do it now. Your question was based on the transfer of tasks and the transfer of the tasks is not contentious. It is something where I do not think there is any difference between the National Union of Teachers and those who signed the agreement on 15 January; I think we are all agreed on the tasks which should be transferred. The NUT view is that they currently are not a requirement for teachers. Teachers do them because nobody else is there to do them, or because they want to do them, but nowhere in the current contract for teachers is there a requirement for teachers to undertake those tasks. It is not there. We have a pay and conditions document which is based on the Pay and Conditions Order which goes through Parliament and that contract does not require teachers to do those things which are covered by the 24 tasks. So to transfer them is no big deal in terms of the contract: it is a big deal in what they do. There may be lots of teachers who still say—and I have met them in meetings—that they still intend to put up their children's work in the hall because if they do it themselves they give a message to the kids in their class that they treasure their work and they do not want someone else to put their work up. That is what they want to do. If that is what they want to do, they can do it, but they cannot be contractually required to do it and that is the position of the National Union of Teachers. We welcome the commitment to transfer that work, but sadly the draft contract is written such that for the first time teachers will become contracted to do the work other than routinely. That is a worsening in their contract, but that is a minor point. The principal point is that raised by Eamonn. How can you afford to transfer the work because the funding crisis has caused local authorities and schools to make redundant or to decide not to replace not only teachers but support staff. When Dave Prentice and I met last week, the issue for us was how his members can take on this work in September when there are fewer of them. That is a very difficult equation to balance. There are fewer of them because of the funding crisis. Can it be done? I do not know the answer to that. What I want to encourage you to look at is the 15 January agreement. If you read that, you will find there is an annex to it and the annex identifies and puts figures against all the ongoing costs, not just for 2003–04, but also 2004–05 and 2005–06. For 2003–04 it identifies all these costs which are expected to increase and then says that leaves us £1.1 billion for the workload reform agenda. However, at the local government association conference two weeks ago, the Secretary of State was proud to say that we have £250 million for the workload reform agenda. So between 15 January and two weeks ago he had lost £850 million. I met David Miliband last week and he would not tell me which of those budget heads—and there are five—had been increased except one. He said they had budgeted for a 2.5% increase on teachers' salaries and it is 2.9%. But he would not give me a figure against any of the other budget heads. I invite you to get the figures, because if, instead of £1.1 billion for workload reform this year, we have only £250 million, every one of those budget heads is the base for next year and then the base for the year after. That is why David Hart has gone public and said that we are short of £2.2 billion. That is the arithmetic. That is not the fault of the Chancellor, it is not the fault of the Treasury, it is the incompetence of the DfES and the Secretary of State. Unless that money is put in now, how can you transfer work to people who have gone, because they have either been made redundant or they have not been replaced. The transfer of the 24 tasks is not a contentious issue at all, but if the money is not there for that, nor for the rest of the workforce reform agenda, then what chance is there of teachers getting their marking and preparation time, limits to cover and a reduction in workload such as was recommended by the school teachers' review body. The school teachers' review body was very careful, cautious. It suggested that the Government should agree targets for overall workload and it put figures in. The NUT believes those targets should be in the agreement but they are not, which is one of the reasons we did not sign, not

just because the targets are not there, but because the review body said why they thought targets should be there. If they are not working, they would come back and re-visit the issue with a view to putting contractual limits on the number of hours a teacher can be required to teach and that is the issue. Teacher workload relates directly to the number of hours required to teach and the number of pupils they teach. That determines how much time they have to spend on marking and on preparation and the other activities they need to do to discharge their professional responsibilities. If you do not address those, you cannot drive down workload in the way in which the NASUWT and the NUT first embarked on a joint campaign to get teachers in England and Wales the same benefits in their contracts as had been agreed in Scotland.

Mrs Thompson: The Committee is particularly looking at secondary teachers at the moment and there are probably arguably differences between the impact of the workforce remodelling on the secondary sector compared with the primary sector because it is common for secondary school teachers to have non-contact time. I agree that the issue of cover is likely to be very important, but the sorts of issues which our members are now beginning to be concerned with are what their involvement might be in the training of other staff who have worked with and supported them and whether there will be time to liaise appropriately with other staff who might be taking over their teaching responsibilities. There is also some concern about the necessary level of subject specialism of anyone who is going to be working, for example, as a higher level teaching assistant in the secondary sector where certainly that is now beginning to be a concern.

Q310 Paul Holmes: The suggestion is, in terms of classroom assistant, that they will save teachers work. In my last year in teaching one of my classes had 32 kids in it and four other adults apart from me in the classroom supporting kids in wheelchairs, with learning difficulties, etcetera. Certainly having those four classroom assistants helped enormously in doing the job in the classroom. What it did not do was reduce my workload because of exactly what you were saying about the amount of preparation and training and this was at secondary level where as a subject specialist with secondary school kids you have to make sure that the support staff were actually delivering at an appropriate academic level as well. Do you want to expand on that side of it, the classroom assistants?

Mrs Thompson: Less work is being done on the arrangements in the secondary sector and for some secondary teachers working with any other adult in the classroom will be quite new. There is a learning curve in the secondary sector which possibly is not there in the primary sector. What you said essentially would reflect what our members would be concerned about, that it is a more complex task to direct and supervise the work of others, particularly when you need to be reassured both of their skills, if you are not in the class with them, and also that their specialist knowledge is sufficient for you to have confidence and take accountability for what it is they are going to be teaching.

Q311 Paul Holmes: So while improving educational delivery, it could actually increase teacher workload rather than decrease it.

Mrs Thompson: It is an open question yet as to exactly what it looks like in the future.

Mr O'Kane: I am sorry, I entirely disagree. I find it a remarkable proposition that teacher organisations would sign up to an agreement which actually ends in increasing their workload rather than decreasing it when the whole point of the exercise is to reduce workload. I know some curious descriptions are attached to teacher unions at some times, but I do not actually believe they are incapable of understanding their real interests. I do not accept the proposition that you are advancing. I understand that in certain circumstances there could be a problem in allocating work of non-teaching staff, but the agreement provides and the new regulations which will come in on the higher level teaching assistants, for the supervision of many of these support staff by other support staff. One of the things which is missed here is that you are creating career structures for other adults. For the first time, the work of other adults in schools has been recognised in a way which I find remarkable and is shared by my colleagues elsewhere. It is a good development, it is not a threat. We have had people helping out in secondary schools for years, lab assistants, language assistants, and the idea that they have added to the workload of teachers is a nonsensical proposition with the greatest respect. Like many of my colleagues, we find ourselves having great difficulty absorbing the message we are getting from some quarters that, whatever reservations one might have about the funding, the measures which have been brought in, which actually reflect the objectives of every teacher organisation sitting at this table and which have been passed at conference after conference since time immemorial, are now actually being implemented, that is then to be met with a whole range of doubts and hesitations. I just frankly find this a negative message to give to those of my colleagues who believe in trade unions.

Mr McAvoy: I just want to come back on the question you asked from your own experience. We have said all along that we welcome the use of teaching assistants and in our primary schools our members are encouraged to work alongside the teaching assistant, particularly in the literacy and numeracy areas and they do so and they enjoy it and they benefit from it. They do not necessarily benefit from it by a reduced workload, but they do benefit from it by seeing the benefit the youngsters in the classes get by having that other person there. Because they are professionals, they say that is good, but it is not because suddenly their workload is less, because all the time they have to be sure that the people who are working alongside them in literacy and numeracy understand what the next stage is and what they are going to be doing with a small group

of pupils. There is nothing wrong with that. There is no reason why teachers should not be doing that, but not if the belief is that you have solved their workload problem, because you have not. Exactly the same would be true in the secondary school. Our view is that at best the solution of more people working alongside teachers is workload neutral, but it is probably to the advantage in educational terms of the youngsters both in secondary schools and primary schools and we go along with it for that. However, we resent the idea that I think was in the PricewaterhouseCoopers' report, which said that if you transfer the 24 tasks, you will save 10% of the workload of teachers. That is the analysis in their study. So you would have primary school teachers having their workload reduced from something like 56 hours to something round about 50 hours. That would be a tremendous achievement and that would not be something which added to their management time because somebody else would just do it; they would collect money and do the other things. Then, when you have teachers working alongside support staff, the same equation does not work. What you have is certain things being shared and potential to do things they could not do otherwise, but not to the benefit of reduced workloads. I am not against the agreement to do that, I am against the sale of it as going to reduce another chunk of 10%, which it will not do.

Q312 Mr Pollard: Is flexibility in school pay a realistic strategy for managing retention given the potential divisiveness of pay differentials?

Mr McAvoy: Not at all. What we are going to see in the next few weeks is that because of the imposition of an inner London salary scale, there will be people from the outer boroughs moving into London in order to benefit from it, then people from the fringe also benefiting from it. If you have any shortage of teachers, regional pay, this kind of pay structure which benefits certain locations, certain schools, will not work, it will simply move people from A to B. So there is no solution in regional or localised pay, none whatsoever. It is not being used in the public sector.

Mr O'Kane: Yes, a fair degree of flexibility was in the existing school teachers' pay and conditions document, but it has not actually solved that particular problem. In fact in many cases it has led to a series of anomalies and contradictions between schools. Clearly any national pay system has to have a degree of flexibility; it would be nonsensical to argue that it never has any flexibility. Quite bluntly, the teaching profession is best served by having a salary structure which is recognisable and one which is understandable whether the teachers are in Cornwall or in Cumbria. This may not be something you particularly wished to raise but, bluntly, I believe the way in which, for example, we move through the threshold and then to the upper pay levels, if we can ensure that teachers continue to meet the standards set down for the threshold, after all they are reasonably rigid standards, if they continue to meet those, we can create the salary structure which does honestly reflect the importance of teaching; I hope the workload reducing measures will also identify and reflect that importance. Where some schools are doing it and some schools are not doing it, then that creates enormous tensions and rightly so because one teacher is saying they are doing a particular job and it is the same job as the teacher in the school up the road and for various reasons the governing body or head teacher in that school has decided to allocate the money in a different way. I do not believe that meets the need of a national educational system.

Mrs Simpson: Within a national structure the flexibility which is there, if you look at it in detail in the pay and conditions document at the moment, is huge. It is not being used to its full degree by schools. The reason it is not being used to its full degree is partly because of funding, but because some of the flexibilities which are there are very unpopular. Just to quote one, it is the recruitment and retention allowances, because they are quite rightly found to be divisive. Our position is that within the national pay structure there should be some sort of guidelines as to the implementation of the flexibilities so that they are equitable and it is not sheer chance how a manager in one particular school exercises the flexibilities, whereas in a school down the road very similar jobs may be done for a good deal less money. That kind of inequity is not going to get anybody anywhere.

Q313 Mr Pollard: In St Helens a three-bedroomed semi-detached house would cost £115,000. In my constituency of St Albans, the same house would cost £360,000. How do the unions and organisations suggest that recruitment and retention is practised to get over that problem, bearing in mind that all of you said you do not like regional pay when that would seem to me to be one of the answers which would lend itself to this housing difficulty.

Mr McAvoy: One of the things is that you have to locate the present allowance system. Your report last time conceded the claim of the NUT that an allowance for inner London of around £6,000 was needed. That is what a teacher who is above the threshold will now get in inner London, but as part of the inner London scale. We think the £6,000 is deserved by all teachers in inner London, we think there should be a massive increase in the allowance for the outer London boroughs and, equally, a massive increase in areas on the fringe such as Hertfordshire. You start with that but you still have certain areas within any of those bands where there will be hot spots in terms of housing costs and we may need to devise a means by which we assist teachers to buy houses in those areas, not necessarily things which have been suggested such as cheap housing, but to have some assistance with mortgages, with housing associations, with shared mortgage purchase, a variety of options. Once we then get the teachers into Hertfordshire—I used to live in Harpenden, so who would want to leave St Albans—as long as we have all the ingredients in place so they can enjoy the job, why would they leave? In time their investment in that housing will pay off.

Q314 Chairman: Did you say who would want to "live" in St Albans, or "leave" St Albans?
Mr McAvoy: I said, who would want to leave St Albans? Having enjoyed its attractions from only four miles away in Harpenden, I could not imagine people wanting to leave, but they have to get there first and it is difficult to get there if they are coming to their first post as a teacher. You have to get them there. I think we can do that by allowances which are in line with what we have been jointly demanding and if then, on top of that, where necessary there is some assistance with first purchase.
Chairman: I want to cover career patterns in teaching and Val Davey has been very patient waiting to ask her questions.

Q315 Valerie Davey: First, may I register an interest as a member of the NUT and then say that I am somewhat dismayed at the tenor of this afternoon's session. It does not seem to me to reflect the fact that the numbers of teachers have gone up dramatically in the last few years and that the standards they are achieving with their young people have gone up. Therefore we are attracting teachers, larger numbers of them, across the spectrum. In that situation, what we ought to be doing more, is the issue today. The end I should like to take up is the flexibility in hours, part-time teachers, job sharing. Is that being encouraged by the trade unions or is that looked on as perhaps the standard mould which we have traditionally grown up with?
Mrs Thompson: Particularly in relation to the position for older teachers, who perhaps are finding that what they do not want to do is to carry on with the level of responsibility they currently have, or perhaps with the amount of time they are teaching. We have always felt that a whole range of much more flexible alternatives for teachers, which will include being able to move down without an overly adverse effect upon your retirement position, the greater flexibility particularly for women when they have family responsibilities, or indeed anyone who has a responsibility other than teaching, to balance your working life, is something which we have propagated for many, many years. There is a tendency for both government bodies and teachers to be somewhat reluctant to be creative in the way they think of these solutions and I do think this means that the teaching profession is less well placed than many other occupations are, particularly perhaps for women in their twenties and thirties. It is a very inflexible profession in terms of being able to have time off to go to see your own child on the sports field or whatever it might be. We are not really imaginative enough in looking at a whole series of things which would impact very greatly. The recent example I have seen, because I have been involved with the Pathfinder project, is a school which has had the imaginative idea of providing for the ironing of all the teachers on the staff. You bring your ironing to school. There are issues of that kind which would actually do things which would make your teaching life easier, which at the moment we are only really just thinking about and not just formal things but informal things too.
Mrs Simpson: Just to support what Meryl was saying, certainly to retain teachers and that is what we are talking about, one of the ways in which teachers can be retained is to offer them more flexible ways of working and to open things such as job sharing. In order for that to happen, there has also got to be a flexibility on the part of management in schools. We find with our members that the greatest problem is not with the teachers themselves, who in some cases find themselves a job-share partner and have it already set up, but the inflexibility of some—I am not saying all—school management teams who, to take a very extreme position, say they do not have part-timers in their school. As long as you have entrenched attitudes like that, you are not going to reap the full benefit of teachers who are there in the job market, if they can find employment which will fit in with their life responsibilities as well. To retain teachers and particularly women teachers who perhaps have young families and other responsibilities or even teachers who are caring for elderly dependants, we have to look at being more flexible and that flexibility has to come from within the school management.

Q316 Chairman: Are you not dodging the beginning of the thrust of Val's remarks in the sense that the way you come over this afternoon is as a glass half empty rather than glass half full sort of profession, in the sense that here we are, the Government has pumped enormous amounts of new resources into education, it has had a theme of education free at times and a lot of very good things are happening in schools, but by and large you have come over as glass half empty, have you not?
Mr O'Kane: I do not think so. I thought Mr McAvoy was making a point which was advertising the Government's virtues. Val's is a very fair point. You are looking into the question of retention of teachers in the secondary sector in particular. All of us have pointed to statistics which do show a problem. That is the point and because there has been a problem and are problems—we have identified four—we have been exploring those problems and seeing how they can be dealt with. It is entirely reasonable, if I may say so, for us to respond to your questions on where the difficulties are and I hope we have put forward solutions to those. I do recognise that since 1997 the general level of teachers' salaries has increased in a way we may not have anticipated before 1997 and while the way in which that has been done may have been controversial in certain parts of the profession, equally there is a recognition there. My point to Kerry was that we want to build upon that in terms of the upper pay spine, but I do make the point, and I thought I was trying to say it, on the issue of the national agreement, when you decide the ins and outs of that particular debate and obviously it is a debate we continue to have with our colleagues in the National Union of Teachers and so on, nevertheless I do genuinely believe that that will be a hopeful development and one that we can vote upon. We are not painting a universally negative picture, but nonetheless I think we are attempting to describe

a realistic picture in many schools in the country. We do have these difficulties, which it would be foolish of us to pretend do not exist. That does not mean that because we are concentrating by the very nature of a discussion like this on the problems that we are dismissing the positive aspects. There have been positive aspects of the national agreement. I just hope we can persuade the Government to go a little further and try to move to a much more relaxed degree of accountability for schools, for example, which in turn will have a significant impact in terms of government initiatives and perhaps tackle this one issue we have not addressed, which is this concept of professional autonomy, a difficult concept, but nonetheless one which is deeply at the heart of a teacher's self-esteem and the perception of how they are doing in their profession. If they believe that everything they are doing in effect is being dictated from the outside and the degree of choice and the degree of autonomy they have in their working life, which can be often to do, if I may say so, not necessarily with the Government, it can often be to do with the way in which the school is managed . . . School leadership is actually crucial here and identifying and developing a collegiate approach in the running of the school. If teachers do not have that degree of involvement, of positive involvement, then all these negative aspects of the job, which are present, create or produce a greater feeling of disaffection than they otherwise might have done. There are ways in which we could develop a person and I suspect it might need another session to develop those, but certainly as far as my own organisation is concerned, we do see ways in which we can develop a much greater involvement, positive involvement of teachers in the running of the school and a much greater degree of professional autonomy, which would go a long way to countering those feeling of disaffection which unfortunately are present in the profession.

Q317 Valerie Davey: May I just come back on part-time working? I decide I want to do three days a week and you are telling me management will not like that, it is going to be difficult. As trade unionists, are you going to support that approach to my manager as being new and flexible and different? If I am in the trade union and I am coming to you, that is my position, am I going to get support or not?
Mr McAvoy: Yes.
Mrs Simpson: Yes.
Mrs Thompson: Yes.
Mr O'Kane: Absolutely, we support that all the time.
Mr McAvoy: Going back to the first point you raised, it may seem as though we are always opposing things, sometimes that is because the way in which it is presented is not necessarily accurate. There is a claim which has been made that we have 20,000 extra teachers. You then have to dissect that. Let me give you some facts. In 1997 there were only 2,940 persons employed as teachers without QTS, so fewer than 3,000. By 2002 this number had risen to 11,450, an additional 8,450 people being counted as teachers but who did not have QTS, part of the 20,000. If you take those out, then the figure for entries of teachers with QTS is 11,940 since 1997, but overall pupil numbers have increased during that period. The number of primary pupils fell but the number of secondary pupils increased. If you were to take that balance and look at the PTRs in 2002 against 1997, we needed 13,166 more teachers to keep pace with the staffing we had previously. The net change, if you look at the extra teachers due to change in pupil numbers set against the actual rise of 11,940, is less than 1,000; it is 968 extra teachers. Those facts are readily available to everybody. You simply have to ask: how many QTS and how many without QTS?

Q318 Chairman: There is a little bit of sleight of hand there is there not?
Mr McAvoy: No, not on my part.

Q319 Chairman: The people without QTS do they not include qualified teachers from abroad, from Australia and New Zealand and South Africa and you just wiped those out? Most parents would recognise those as qualified teachers, would they not?
Mr McAvoy: You either believe that the difference between 1997 and now is as told, 20,000 extra teachers, or you are willing to question it. If you are willing to question it, question it against all the facts you want to introduce and see what figure you end up with. It will not be 20,000 because many of them are needed to maintain the existing PTR and take account of increased pupil numbers. That is not an advance in provision, but we welcome the fact that it has not got any worse. To talk about extra teachers, what does "extra" mean? Extra over and above the numbers or extra over and above those which are going to be needed. If it is the latter, then it falls short by some 1,800. Forgive me if I am not enthusiastic about the claims of Government, because they do not add up.

Q320 Jonathan Shaw: It is a fair point. You talk about QTS, QTS, QTS and the Chairman asked about Australians and New Zealanders? If at one point you are complaining about the Government's presentation of the figures, then it might be suggested that you have presented them perhaps in not the most accurate way.
Mr McAvoy: No, what we have got is a difference.

Q321 Jonathan Shaw: No? Australians, New Zealanders. I have seen them perform and some of them are fantastic. You were not including those in your figures.
Mr McAvoy: I am doing it no differently from the way it was done in 1997. We have a figure now which is based on exactly the same categories as used by the previous administration up to 1997. As I understand it, from the then Secretary of State, Labour in government said they could not change the way they counted because if they did it would look as though they had fewer teachers than they had. So we have to go on counting as they did and that is what they are doing, but they do not have 20,000 more teachers.

Mrs Thompson: Surely it does not matter how many more teachers we have recruited, the issue is whether we actually have a teaching workforce which is suitable to provide a high quality for all of the areas in which we need those teachers. If you want additional information, the Ofsted report on secondary training, for example, has said that two thirds of the courses have not recruited to their allocation, so they are still not recruiting to that level. Perhaps it has gone away, but I certainly did not realise that it had and that is the demographics of the teaching profession and the rate at which teachers will retire, bearing in mind that half of the workforce is over 45. If the question is that we are not sure that we have a recruitment and retention problem, the very first thing to do is to establish exactly what the position is and to model for the future what teachers we are going to need.

Mr McAvoy: What we do know is that schools in London are heavily dependent on recruiting teachers who are coming from other countries and indeed people go out from their staffing offices to recruit from other countries. It does not in any way mean that those teachers are not qualified, nor that they are not valued when they are in the schools. If you were to check what then tends to happen, they are here for a short space of time. They come and they move on. They do not provide the stability of staffing that comes through other sources. You only have to ask questions of schools in and around the London area to have that confirmed. This is not an attack on those who are teachers and gained their qualification in Australia, but in fact they will come under a particular scheme, they will be registered under a particular category so they will be identified. What I am saying is that the NUT, because it has asked for the figures to be analysed, knows that the presentation of 20,000 more teachers begs lots of questions. Ask the questions, get the answers for yourselves and then you will find out whether you will be cheering as much as Valerie hoped I would be. I can cheer and hope she will cheer on another point. The NUT is totally supportive of job sharing. We want job sharing and we will campaign for that. We want those teachers who are employed on a part-time basis to be employed not just for the hours they are in the school. Just as other teachers have to have time to mark and prepare, so do they. You could have a part-time teacher who moves from one local authority to another and finds himself or herself very much worse off financially because the basis on which they are paid changes and that is because of the inadequacy of the employment legislation governing that category of teacher. So we should love your support in dealing with that. We are totally supportive of more use of part-time teachers, more job share and of course we want to have more teachers coming into supply teacher pools, not employed through private agencies but employed as they are being employed in the South West, by a federation of local education authorities. They are not making a killing out of it and they have some concern for how those teachers are developed, how they are managed and how they are deployed, consistent with the Ofsted report. We want all of that and our view is that if you were to do lots of things in those areas, the need to contemplate the changes in the regulation, which is part of the 15 January agreement, which allows anyone to teach, would not be there.

Q322 Valerie Davey: As well as teachers coming here, of course we are sending teachers abroad and that is part of their development and it is a good positive aspect. I am delighted you mentioned the supply issue and the need for us not to get into the nursing situation of the agency staffing, because it seems to me that if we go down the extremes of that position, and I am delighted therefore you have mentioned the South West situation, so those are all good points and I am glad we are coming towards the end on something very positive.

Mr O'Kane: I can give one practical example in answer to your question about part-timers and whether the unions would be encouraging that. In fact, under the national agreement, for the first time, the new contract for teachers will specify contractual gains for part-time teachers who, at the moment, are simply mentioned in salary terms but none of the conditions and terms apply to them. The agreement will for the first time be specifically rolled out for part-time teachers, so that will be quite an explicit recognition of the importance which Valerie quite rightly places on their contribution.

Q323 Jeff Ennis: Changing the subject slightly, there seem to be more opportunities these days for mature teachers to come into the profession. Do our trade union colleagues view that in a positive light and what dimension does that add to any recruitment or retention issues within the profession, if any?

Mr McAvoy: We welcome it as part of our view that there should be the broadest possible routes into teaching. We would encourage people from industry, from commerce, from Parliament. You would be in the PITs. Do you know about the PITs, the pool of inactive teachers? I think you could envisage New Labour putting through regulations which allowed them to direct anyone in the PIT to go and teach. I think you would be top of the pile. We welcome them in, they bring their own expertise, bring a tremendous amount of knowledge about the outside world and they can contribute that in their lessons. We are totally for that as long as they are qualified.

Mr O'Kane: I entirely agree. We do see more colleagues coming in from outside. They do bring another experience and sometimes an unjaundiced eye to what is going on in schools, which is very refreshing. Teachers can sometimes fall into somewhat conservative habits and people coming from outside can challenge those in a very helpful way. At the same time, if I may say so, while that is obviously something we do genuinely welcome, we still have to go back to this question at the end of the day of whether we need a cadre of lifelong teachers and I think the answer to that must be yes. That

should be supplemented by all the various measures we talked about earlier, including bringing in mature entrants.

Q324 Chairman: Anything our witnesses think we have missed today that we should have asked you?
Mrs Simpson: No, I do not think so.

Q325 Chairman: Do you think we have covered most of the issues as far as you are concerned?
Mrs Simpson: Yes.
Mrs Thompson: I think so. Certainly, as far as our members are concerned, the issue of opportunities for professional development, wherever they are and not to forget that older teachers, even those very close to retirement, still benefit from it, it is still a motivating factor and that things like this can affect, perhaps marginally, whether you stay in the profession for two or three more years, is actually going to make a very big difference. We should not ignore the motivating effect on teachers, wherever they are in the profession.
Mr McAvoy: I think you have covered all the things. I just want to appeal to you that wherever you have the ear of an MP, you just ask them to be cautious and think again on the pension issue. I think that would be disastrous. The motivation of teachers will plummet overnight, we will not keep people in, they will get out as quickly as they can and the whole exercise in trying to improve staffing in schools will be in jeopardy.
Mr O'Kane: I really would like to endorse what Doug says. This is a really dynamite issue and I know it extends beyond teaching, but quite frankly the perception in teaching is that retirement age is at 60. If that is tampered with, the sort of problems we have been identifying and discussing this afternoon will pale into insignificance in the reaction of teachers. Of that I have absolutely no doubt.

Q326 Chairman: On the other side, most people we have had in front of us up to now would welcome incentives to encourage people who wanted to continue teaching after 60. If the incentives are right, if the pension can be arranged, most of them seemed to believe that was a very good option.
Mr O'Kane: We believe there are several ways—colleagues are much more expert on pensions than I am—in which we could facilitate the necessary flexibility for those who wish to do that. That is one thing and we can look at it and I am sure people will look at it very seriously. What is being suggested, that the retirement age be pushed up formally to 65—
Mr McAvoy: The perception teachers have is that after 40 years they are entitled to their full pension. If 40 years takes them to 62, that is when they want it. If it takes them to 64, that is when they want it. On top of that, if they are being told that we would like them to stay longer and these are the things they could benefit from, because I am now nearly 65 I believe no one should have to finish employment at 65. I shall try to persuade members of the National Union of Teachers to that view.
Chairman: I was the only one who did not have to declare an interest today, because I am still a member of the Association of University Teachers and of course I never trained to teach. Sometimes reflecting on the evidence we have taken on higher education, perhaps you guys should have been in charge of that union. Thank you very much for your attendance, it has been a good session.

Monday 7 July 2003

Members present:

Mr Barry Sheerman, in the Chair

Mr David Chaytor	Mr Kerry Pollard
Valerie Davey	Jonathan Shaw
Paul Holmes	Mr Mark Simmonds

Memorandum submitted by the National College for School Leadership

SUMMARY

1. The National College for School Leadership wishes to highlight the following key points from the following evidence:

— There is a need to ensure excellent leadership in schools—to inspire, nurture and motivate teachers and through this raise standards of achievement. This raises the status of the profession, encouraging individuals to become and remain teachers.

— For headteachers, the priority is to support their school staff in a changing educational environment, to maintain a clear focus on their school's strategy for improvement, and to give their staff confidence about the clarity of direction and encourage every teacher to feel that he/she is making a difference to the lives of the children in their care.

— Teachers should think of their careers as a leadership journey, at whatever level within the school, and continuing professional development (CPD) opportunities need to be available to underpin this belief.

— Teachers must be valued and supported, and also challenged.

— Headteachers have a role in reducing teacher workload, by removing unnecessary administrative burdens and ensuring that non-teaching tasks are transferred to support staff.

— The College seeks to provide school leaders with the opportunity to develop the interpersonal and technical skills they will need to continue to inspire, motivate and influence both their staff and pupils. Excellent school leaders will provide good role models, which will be crucial to encouraging teachers to stay in the profession and aspire to be leaders themselves.

— The College programmes are organised to ensure that school leaders are able to benefit from a professional development ladder (the Leadership Development Framework), in order that individuals are able to receive support at different stages in their careers starting from early on in their career.

— Making mandatory the National Professional Qualification for Headship for new headteachers is a key advance in ensuring high quality leadership.

— The College also provides programmes for other school staff, such as the Bursar Development Programme, which develops bursars to be leaders in the business management of their schools.

INTRODUCTION

2. The National College for School Leadership ("the College") was launched in November 2000 under a remit set out by the then Secretary of State for Education, David Blunkett. Under this remit, the College has three specific aims:

— to provide a single national focus for school leadership development and research;

— to be a driving force for world class leadership in our schools and the wider education service; and

— to be a provider and promoter of excellence; a major resource for schools; a catalyst for innovation; and a focus for national and international debate on leadership issues.

3. The College operates under the direction of the Leadership Team, chaired by Heather Du Quesnay, Director and Chief Executive of the College, with strategic guidance and support provided by its Governing Council, chaired by Richard Greenhalgh, Chairman of Unilever UK.

4. Leadership and vision are crucial to raising standards and aspirations in our school education system and the College has a key role to play in the Government's transformation agenda.

5. To bring about the transformation in leadership practice which is crucial to developing a school workforce with higher morale, greater self-esteem and enjoying a stronger sense of job satisfaction, the College's core purpose is "to develop individuals and teams to lead and manage their schools to be the best they can be". Our key goal is to have "every child in a well led school, every leader a learner".

Background

6. In the recent MORI survey of teachers conducted on behalf of the General Teaching Council (GTC), 33% of the respondents cited the "creativity, mental stimulation and challenge" of teaching as one of the three key factors which motivated them to become a teacher. However, only 25% of the respondents cited this as a factor which continues to motivate them as they mature in their role. If we are to ensure that our teachers retain their enthusiasm for their role, we need to make them feel more highly valued and more able to use their personal creativity, both in their teaching and learning.

7. In the same MORI survey, workload (including unnecessary paperwork) was cited by 56% of the respondents as the main factor which de-motivates them as a teacher. This is clearly another key area requiring attention if we are to ensure that we are able to continue to recruit and retain excellent teachers and to ensure that we develop and nurture our school leaders of the future.

8. The above data also corroborates the work published by PricewaterhouseCoopers in December 2001, which looked at teacher workload. Their research found that teachers worked around 52 hours per week during term time and for headteachers this figure rose to an average of around 60 hours per week (as compared to an average 45 hour working week for managers and professionals in other occupations across the UK). The research also found that one of the key reasons for this high workload was that teachers were carrying out tasks that could be better undertaken by other staff. This highlighted the need for better use of in-class support, administrative, clerical and specialist support.

9. The PricewaterhouseCoopers report also looked at the role of the headteacher in the management of teacher workload. Only a third of headteachers believed that the workload of their staff was their responsibility and actively managed it. However, while some headteachers attempted to support the reduction of workload for teachers, they were hampered in doing this by the need to respond to external pressures to deliver improved standards. For headteachers, the pressures are of a different nature but include the need to support their staff and school in a changing educational environment; maintaining a clear focus on the school's strategy for improvement; responding to external research, advice, guidance and requirements relating to local or national priorities for improvement.

10. In addition to the above data, the College is currently undertaking a small internal review of the latest figures available from the "Statistics of Education: School Workforce in England" 2002 edition, which is based on teacher numbers available in March 2001. This review has found that, of the total number of 389,737 teachers in March 2001, 27% of the teaching population was aged 50 or over, with 45% of heads, deputy heads and assistant heads also aged 50 or over.

11. The above figures highlight the urgent need to recruit and retain teachers beyond the early years in their career and to encourage teachers to be ambitious for a headteacher role, both to ensure that our school children have access to the best possible educational experience and to guarantee a cadre of future school leaders to replace those who will be retiring over the next 15 years.

12. In respect of the recruitment and retention of school leaders, the College has a good relationship with Profession John Howson of Education Data Surveys, and has access to the database he holds on headteacher and deputy appointments. The College's report "Staying Power", which reported on the relationship between headteachers' length of service and PANDA (Performance and Assessment) grades, was built on data supplied by Professor Howson.

13. Also on the issue of ensuring the availability of the next cadre of school leaders, the College has commissioned the Hay Group to carry out a study on leadership succession practices. The study aims to examine current practices in this area outside the education sector, as well as what processes some schools and Local Education Authorities are beginning to develop, to see what might be done to secure a steady supply of school leaders for the future.

14. The College's online communities have hosted a number of "Hotseat" discussions, where school leaders have been able to question experts and officials at the Department for Education and Skills about a range of current issues. One of the recurring issues highlighted during these discussions has been the amount of time teachers spend undertaking administrative duties, which adds to teacher workload and which in turn is a major de-motivator for teachers.

15. These "Hotseat" discussions have also focused on the issue of performance management, particularly in relation to teacher retention. There are concerns among the teaching profession about performance management, particularly the link to performance related pay and especially where there are concerns about budgets. However, if undertaken as an integrated process, rather than an add-on to existing appraisal cycles, performance management ought to be an excellent aid to developing a new culture, where teachers feel valued and their work and achievements celebrated. The College believes that education has some lessons to learn from the performance management philosophies and activities of organisations in other sectors. Research undertaken as part of the College's Research Associates programme indicates that performance

management itself can be highly motivational and in schools can have a positive impact on exam results. The key appears to be a people-centred process, which provides time for reflection and discussion. Highly-motivated, positive-thinking leaders created a climate where employees lived up to their leaders' expectations.

The Role of the National College for School Leadership

16. There is general agreement that effective teaching in a school is unlikely without strong and effective leadership and management and we also know that there is a clear link between effective teaching and pupil achievement. Therefore, it is logical to suggest that strong and effective leadership in our schools is central to improving the opportunities for and achievements of our school children.

17. The College believes that there is much excellent leadership already being widely demonstrated in our schools, a belief that is also held by the public. A survey undertaken by MORI on behalf of the College in February 2003 showed that there is no profession regarded as providing a better example of good leadership than headteachers.

18. The College is pleased that Ofsted's new framework for school inspections, which will be implemented in September 2003, will place greater focus on the quality of school leadership by differentiating between governance, leadership and management. One of the criteria on which school leaders will be assessed is the extent to which they "inspire, motivate and influence staff and pupils" and another is the extent to which they "provide good role models for other staff and pupils". The College welcomes the inclusion of these criteria within the framework as we believe that it is the excellent interpersonal skills of our school leaders, as well as their technical expertise, that will be crucial in encouraging teachers to stay in the profession and aspire to be leaders themselves, at all levels in the school.

19. Since the College's inception in 2000, we have undertaken the following major activities to aid in the transformation of the education system:

- Within the context of the Leadership Development Framework, we have reviewed and improved the pre-existing national programmes and developed new programmes which target specific groups of school leaders.
- We have begun to bridge the gap between educational research and practice, providing school leaders with resources that challenge, inform, build confidence, guide and inspire.
- We have brought increasing numbers of school leaders together in innovative ways, promoting collaboration in order to develop capacity and giving them opportunities to contribute to the education debate.
- We have developed critical strategic alliances, increased our profile amongst key stakeholders and set up a robust business infrastructure.

The Leadership Development Framework

20. The College's Leadership Development Framework, published in 2001, proposes five stages of leadership, which provide a context in which to think about leaders' development and training needs:

- Emergent leaders (for teachers who are beginning to take on management and leadership responsibilities).
- Established leaders (for experienced leaders who do not intend to pursue headship, including assistant and deputy headteachers).
- Entry to headship (for those preparing for headship and keen to take up a headship post in the near future and for newly appointed headteachers to support their induction to headship).
- Advanced leaders (for headteachers with four or more years experience, looking to refresh themselves and update their skills).
- Consultant leaders (for experienced headteachers who are ready to take on training, mentoring and coaching roles).

21. The College provides a wide range of leadership development programmes within this framework, which encourage teachers at all levels to see themselves as leaders early in their teaching career. Through its programmes, the College is seeking to promote a positive environment in schools through the development of effective leadership styles and skills and to provide an opportunity for school leaders to develop and discuss ways of addressing the leadership and management of retention issues. These programmes include the three national headship training programmes for which the College took over responsibility in 2000 from the then Department for Education and Employment:

- the National Professional Qualification for Headship (NPQH);
- the Headteachers' Leadership and Management Programme (HEADLAMP now known as the Headteacher Induction Programme, HIP); and
- the Leadership Programme for Serving Headteachers (LPSH).

From 1 April 2004, it will be mandatory for all first time headteachers in maintained schools to hold NPQH or to have secured a place on the programme.

22. In addition to the above programmes, the College has also developed a range of programmes to address the specific needs of school leaders at different stages in their career:

- Equal Access to Promotion—this programme gives black and ethnic minority teachers in middle management positions in schools an opportunity to explore their successes and challenges and supports them in moving on to senior management and leadership roles.
- Women in Leadership and Management—this programme addresses issues related to women teachers' career development and provides support in helping women middle managers in overcoming barriers to promotion and developing their leadership skills.
- Leading from the Middle—this programme provides leadership skills and support to middle leaders in primary, secondary and special schools.
- Established Leaders—this programme is aimed at deputy and assistant headteachers who are not currently seeking headship but wish to enhance their leadership skills.
- Consultant Leader Development Programme—this programme aims to encourage and enable experienced school leaders to take a prominent role in facilitating the learning of others in school leadership positions and senior management teams. Consultant Leaders will be key to helping school leaders to develop the skills they will need to transform the school system by promoting a school environment that will encourage the recruitment and retention of excellent teachers.

23. In support of these national programmes, the College also offers a range of strategic programmes, which focus on issues within leadership or on particular types of schools. eg the College's Bursar Development Programme is aimed at practicing bursars and school business managers and those who have worked in schools in administrative and support roles. The role of the bursar in schools will be a vital element in removing some of the administrative burdens of headteachers.

24. The College is also building strong links with colleagues and leadership centres worldwide through a variety of mechanisms, including international conferences, seminars and international speakers, as well as the international aspects of the College's programmes. These links enable both the College and school leaders to learn about and share knowledge and best practice with our colleagues overseas. Through its "International School Leaders Placement Programme", run with the British Council, the College is also providing opportunities for groups of heads to undertake study visits to other countries. The College will also continue, through our network of leadership partners, to provide business placements for school leaders to learn from best practice in business.

25. At the heart of the College's programmes is a recognition that leadership needs will differ according to context and need, such that a school leader is likely to have very different requirements according to whether they are in a rural primary school or an urban secondary school. The importance of interpersonal leadership is one of the many themes covered in the programmes, all of which aim to enable leaders to build the confidence, skills and understanding to transform the quality of learning for all pupils.

The range of College activities

26. In addition to the programmes offered by the College, there are also a range of other activities, which all contribute to the College's aims and objectives in developing excellent leadership in our schools:

- Research and development: the College's Research Group:
  - commissions professional research exercises and literature reviews to help build a knowledge base on which to develop programmes and other activities;
  - supports a Research Associate Programme to enable school leaders to contribute directly to the College's work;
  - organises regular "Leading Edge" seminars to look at new issues in school leadership; and
  - undertakes in-house research and evaluation projects to obtain and analyse data to help the College to develop its work.
- Online communities: the College's Online Learning group:
  - maintain and develop the College's website, which provides school leaders with information about the College, wider educational issues and access to learning resources for its programmes; and
  - co-ordinate a number of online communities, within its talk2learn environment, which are providing school leaders across the country with an innovative method of communication and collaboration, which is vital to ensuring that good leadership practice is shared and utilised. These communities are:
    - Talking Heads
    - Virtual Heads

— DfES in Dialogue

— NCSL in Dialogue

— Networked Learning Communities—the College's Networked Learning Group focuses on the development of schools and school leaders within networked communities of practice. Networked Learning sees schools working smarter together rather than harder alone. Networked Learning Communities work in interdependent and mutually supportive ways to act as a positive force for knowledge-sharing and innovation.

— National Remodelling Team—the College has responsibility for running the national programme "Remodelling the School Workforce". The overarching aim of this programme is "freeing teachers to teach", by eradicating time-consuming activities, facilitating the use of new technologies to improve efficiency and optimise the use of resources, sharing innovative and effective practices, enabling schools to deliver solutions to workload issues and encouraging school leaders to take control of and lead the change agenda.

The College's reach and engagement with its customers

Reach

27. The above-mentioned survey undertaken by RBA Research on behalf of the College in February this year showed that 51% of school leaders had taken part in a College activity during the past 12 months.

28. The three largest programmes offered by the College are the National Professional Qualification for Headship (NPQH), the Headteacher Induction Programme (HIP) and the Leadership Programme for Serving Headteachers (LPSH). The numbers of school leaders who undertook these programmes last year and the projected figures for this year are as shown in the table below. In addition, it should be noted that the 1,000 Primary Strategy Consultant Leaders have the potential to engage a further 5,000 schools through their work.

Programme	*Number of participants 2002–03*	*Expected number of participants 2003–04*
National Professional Qualification for Headship	4,438	5,000
Headteacher Induction Programme	1,507	1,500
Leadership Programme for Serving Headteachers	1,371	1,400
Leading from the Middle	180	2,750
Consultant Leader Development Programme	254	1,400 (including 1,000 Primary Strategy Consultant Leaders)
Totals	7,750	12,050

29. The College has also established a network of nine Affiliated Centres, which will greatly increase the College's capacity for the provision of its programmes and courses across the country. The Affiliated Centres will be valuable partners for the College in enhancing and building our links with key partner organisations such as Local Education Authorities, Higher Education Institutions, Diocese and private sector education companies. The Affiliated Centres will make a significant contribution to informing our thinking and development of practice and they have an essential role in building capacity for leadership development in the regions.

30. Since taking responsibility for the College's website from the Department for Education and Skills in 2001, the NCSL portal has seen a 711% increase in the number of visitors. There are now over 24,000 members of the online communities, which include headteachers, deputy heads (undertaking NPQH), bursars (undertaking the Certificate of School Business Management Programme), middle leaders (undertaking the Leading from the Middle Programme) and those involved in Networked Learning Communities and the College's other programmes and initiatives. Recent research by Bristol University has shown that the College is at the forefront of online learning community development.

31. The Networked Learning Communities Programme is one of the largest network-based initiatives in education in the world, working with nearly 1,000 schools in England and more than 30,000 teachers and 500,000 pupils. The programme emphasises the value of collaborative learning and the benefits that school leaders' involvement with the communities can have on the learning of young people in our schools. The third cohort of Networked Learning Communities is due to start in September 2003 and has drawn 172 submissions (covering a further 1,800 schools).

ENGAGEMENT

32. The feedback the College receives from participants in our programmes demonstrates that school leaders are benefiting from their engagement with us on these programmes and are applying their experiences to the benefit of their schools and pupils.

For example, 90% of participants in the NPQH last year found the different elements of the qualification either excellent or good. Some of the quotations we have received are as follows:

"NPQH remains the best training I ever had. It stood me in good stead for my first headship."

"NPQH has been instrumental in helping me respond to the many and unexpected pressures of being a headteacher."

The feedback gained from participants on the "Leading from the Middle" pilot programme has been equally positive:

"I feel I have grown personally. I looked at ways I could do my job differently."

"It has helped me stand back and be more effectively proactive."

Participants on the Consultant Leader Development Programme have also found the experience rewarding and challenging:

"The most significant development for my personal needs. I leave feeling affirmed, skilled up and hungry for more!"

"I felt I have professional development for the first time—I felt challenged."

The Bursar Development Programme has also provided a valuable experience:

"I now, suddenly, have access to a wealth of knowledge and approaches which I could never have gathered individually."

33. The feedback received from those involved in our online communities demonstrates the value of allowing school leaders easy access to key information, encouraging the sharing of ideas and knowledge and of ensuring that school leaders' opinions are heard by those at the heart of educational policy development. Some of the quotations we have received are:

"The National College's website has made my life easier; it's made information more accessible. Any new policies, anything that I need to inform myself or my staff or my governors about is there for me to use."

"We have all become more open with each other . . . It has also led to the sharing of good management practice, with honest advice being given and sought. The loneliness of headship has reduced as communication has developed . . . We are all committed to the development of this facility—it has become part of our working lives now . . . It is fair to say that Talking Heads has been responsible for a major shift in our working patterns and plays a significant role in future plans."

"It really drew our attention to issues that we needed to spend more time on . . . It reinforced our policy direction and thoughts."

34. The Network Learning Communities have also been a source of enthusiastic feedback from those already engaged with the programme:

"The significant element that is distinctive is engagement around the levels of learning and the emphasis upon whole school ownership . . . letting the schools take the ownership in driving it forward."

"It gives us a chance to look at what we do well, it's enabling, confidence building."

"Getting out of school, meeting new people, getting new ideas, you feel refreshed, the loads feel lighter and that feeling comes back into school with you."

35. In determining the effectiveness of the College in meeting the needs of school leaders, we have also undertaken annual surveys of school leaders' opinions of the College (undertaken by RBA Research). The latest survey by RBA, conducted early in 2003, demonstrated the following key findings:

- In the survey of 800 school leaders (including heads, deputies and subject heads), 88% of all school leaders had heard of the College and more than half (54%) said they have a great deal/fair amount of knowledge about the College.
- 80% of school leaders believe the College will have a positive impact on education and 69% expect the College to have a positive impact on them as individuals and their personal and professional development.
- 72% of school leaders perceive the College as a source of support for school leaders and over half (54%) perceive the College as an independent voice for the profession.
- 7 out of 10 school leaders surveyed believe that the College: will help to raise standards: supports them in their work and is already the national focus for school leadership.

DISCUSSION

36. The College believes that there are a number of issues which need to be addressed in order to ensure that we recruit and retain the excellent teachers we need to ensure that every child has access to the best educational experience possible in their formative years. These issues are:

— the need for excellent leadership in our schools—to nurture and develop teachers to drive forward the transformation agenda and to raise standards for pupils;

— the need to reduce teacher workload—by removing unnecessary administrative burdens and by introducing practices which encourage teachers and school leaders to work smarter, not harder; and

— the need to re-educate teachers to think of their career as a leadership journey, at whatever level within the school, and to provide the frameworks and continuous professional development (CPD) opportunities to underpin this belief.

37. The College has a key role to play in all of these, in particular to provide school leaders at all levels and at all stages in their careers, with the resources and development opportunities they need to increase pupil achievement, lead and manage their staff and to steer their schools into the future of education. The College's programmes and associated activities are all aimed at providing school leaders with the means to work smarter, share their experiences and ideas and to help each other find solutions to problems. The College is also continuously working to ensure that its programmes encourage teachers to think about leadership early on in their careers and to understand that the interpersonal skills and attributes of leadership are applicable at all levels of leadership and are crucial to developing our schools as truly learning environments, for both the staff and pupils.

38. Finally, the College believes that all who are involved in education world-wide have an increasing responsibility to ensure that the theory and practice of school leadership and pupil learning are shared, such that good practice can be implemented and built upon in supporting the right of every child to the best possible education. The College's programmes and activities are all developed to accommodate the needs of today's school leaders, whilst recognising that tomorrow's school leaders may be working in a very different system. School leaders all over the world are facing similar challenges, as their national education systems are moulded to meet the needs of future societies and the College has a key role to play in enabling networks and encouraging collaborative working between school leaders in England and internationally.

39. The National College for School Leadership will continue to work to ensure that all school leaders and those aspiring to leadership at all levels can be proud of their achievements, confident of their potential and enthusiastic about their role in education. We are confident that our work with leaders and their schools will help to mould a system where teachers once again feel that they have the best job in the world.

June 2003

Memorandum submitted by the Teacher Training Agency (TTA)

SUMMARY

1. The TTA is primarily responsible for initial teacher training and for initial recruitment into the profession. Recruitment has improved markedly in the last three years, mainly due to better financial incentives and because we have opened new routes into teaching. TTA has adopted modern campaigning and recruitment methods to exploit the better competitive position that teaching has achieved in the graduate labour market. The quality of new entrants has never been better, although there is always more to be done to keep training up-to-date with the challenge of the classroom. TTA supports retention measures by ensuring new trainees are well prepared, by providing guidance to schools and by supporting the remodelling agenda for schools.

TTA AND ITS RESPONSIBILITIES

2. The Teacher Training Agency is an executive Non-Departmental Public Body established by the Education Act 1994. Its purpose is to raise standards in schools by attracting able and committed people to teaching and by improving the quality of teacher training.

3. Our five strategic aims, agreed by Ministers in the context of their commitment to the delivery of better public services, are to:

— increase the number of able and committed people recruited to teaching;

— improve the quality of initial teacher training and induction for newly qualified teachers;

— ensure a sufficiently wide range of good quality ITT provision to meet trainee needs and national targets;

— communicate clearly, effectively and persuasively with all audiences and stakeholders; and

— plan and use resources effectively, seeking to improve the quality of services.

4. The TTA works closely with the DfES at the gateway into the profession. The Agency undertakes marketing and recruitment activities designed to attract teachers to take up places on teacher training courses. It develops new routes into the profession, in order to attract more graduates in a very competitive labour market. It purchases training for the new entrants from higher education, school and other providers. Through funding, allocations, inspection and other means, it works closely with providers and Ofsted to improve, and assure, training quality. It works closely with schools and LEAs in ensuring the effectiveness of the induction year. Additionally, it provides some support to LEAs in the form of funding local Recruitment Managers in areas with high vacancy rates.

Improving Numbers and Quality of New Recruits to the Profession

5. The TTA contributed data and information to the written evidence on teacher recruitment which the DfES provided to the Committee (see paragraphs 1 to 13, DfES). The main points of that evidence were:

— Teaching has become an increasingly attractive public sector career, although the graduate labour market remains very competitive.

— Recruitment has risen markedly in the last three years, partly due to improved financial incentives.

— The teaching force has been growing and the number of training places being allocated by Government is rising.

— New routes (such as the Graduate Teacher Programme which provides "on-the-job" training) have been particularly effective in attracting career changers.

— New schemes (such as the undergraduate credit scheme) are endeavouring to widen the recruitment markets from which we draw.

— Targeted financial measures (such as Golden Hellos and student debt repayment) are helping to improve recruitment in priority subject areas in secondary education.

6. Recruitment to teacher training in secondary specialisms has always been more difficult than recruitment to the primary sector. Secondary trainees are more likely than primary to be attracted through the postgraduate route, which means that the supply of new trainees depends to some extent on the buoyancy of recruitment to different first degree courses. In some subjects, such as mathematics and science, this provides a serious challenge to trainee recruitment. It has been estimated, for example, that to fill all of the places for new secondary mathematics recruits from a single cohort of graduates, some 40% of those taking mathematics would have to choose to teach.

Promoting the Profession and Attracting New Recruits

7. The TTA undertakes recruitment campaigns each year, designed to boost interest and enquiries about teaching. In the last six years, two campaigns—*No-one forgets a good teacher* and *Those who can, teach*—have emphasised the idealistic dimension which attracts people to teaching (the opportunity to "make a difference in young lives'). More recent campaigning has also promoted the improved material rewards, shifted focus more to secondary and priority subjects, and introduced a stronger call to action.

8. The campaigns are just the first step in a recruitment process, which is designed to enable individual training providers to fill their allocated places. A Telephone Information Line (0845 6000 991) provides professional guidance to those seeking a career in teaching. Increasingly, it is focused on direct marketing and "outbound" activities, using customer relationship management techniques to help ensure that we convert as many as possible of those with ability and interest in teaching into new recruits each year. Recruitment also takes place online, in collaboration with the Graduate Teacher Training Registry (which is part of UCAS)

Impact and Improvements

9. Since the introduction of improved financial incentives, secondary recruitment has risen significantly. In the last full recruitment cycle, secondary recruitment was 17% higher than in 1998–99. In the five priority subjects (mathematics, science, design and technology, modern languages and English), 11,057 trainees were recruited in 2002–03, compared with 8,871 in 1998–99. In this year's recruitment cycle (2003–04), the signs are that this positive trend is improving.

10. The TTA provided the following table which was incorporated into the DfES written evidence. It is repeated here for ease of reference:

Table 1

THE NUMBER OF INITIAL TEACHER TRAINING PLACES FILLED BETWEEN 1997–98 AND 2002–03

	1997–98	*1998–99*	*1999–2000*	*2000–01*	*2001–02*	*2002–03*
Secondary						
Mathematics	1,464	1,120	1,302	1,290	1,559	1,681
English and Drama	2,142	2,133	2,030	2,029	2,247	2,499
Science	2,789	2,279	2,362	2,413	2,614	2,724
Modern Foreign Languages	1,799	1,657	1,469	1,635	1,715	1,748
Technology	1,982	1,682	1,702	1,855	2,161	2,405
History	964	898	816	913	933	998
Geography	850	747	872	899	1,035	949
Physical Education	1,644	1,491	1,190	1,205	1,330	1,326
Art	896	903	799	851	843	885
Music	498	493	518	560	656	599
Religious Education	641	620	528	573	588	576
Citizenship					147	185
Other	297	356	283	319	231	174
Total secondary	**15,966**	**14,379**	**13,871**	**14,542**	**16,059**	**16,749**

Source: TTA
Note:
1. For 2001–02 and 2002–03, 83 and 87 fast track trainees respectively are included.
2. Technology includes design and technology, business studies and information technology.
3. 2001–02 was the first year for recruitment to citizenship, and before 2002–03 the allocated places for citizenship were included along with economics in "other" subjects.

Quality of Training and New Recruits

11. On Friday 20 June, Ofsted published *Quality and Standards in Secondary Initial Teacher Training* (HMI 546), which summarised their findings from the inspection period between 1999 and 2002. Key findings include:

- The quality of secondary ITT is good and there is much that is very good.
- Quality has improved significantly since the last inspection cycle and today's newly qualified teachers are the best trained that we have ever had.
- 9 out of 10 trainees showed good knowledge and understanding of their specialist subject.
- Training in how to plan and teach lessons had improved significantly.
- The majority of trainees used a variety of teaching approaches, managed classes well and maintained an orderly learning environment.

12. The report also identified a number of areas where further improvements need to be made. Notably these include: planning for low attaining and very able pupils; behaviour management; and assessing and recording pupils' progress. These findings accord with information we receive from newly qualified teachers' about their training. Accordingly, these are areas which are prioritised in the TTA's support programme for providers over the next three years.

Retention Issues

13. While TTA does not take a lead on teacher retention, we are aware of the contribution that we can make to teacher retention by:

- ensuring that those entering initial teacher training are as fully prepared as possible for the experience—for example, we provide taster courses and we run an "Open School" initiative designed to offer potential new recruits some school experience prior to their ITT courses;
- ensuring that training is a thorough preparation for the challenges of the classroom—setting recent improvements in quality to one side, there is always more to do to make sure that initial training keeps up-to-date and in step with changes in schools, and the TTA has prioritised extra support to the sector in such areas as behaviour management training, training for work with pupils of diverse backgrounds and abilities, and preparing for managing a range of adults in schools;
- increasing the range of enhancement programmes available to trainees—for example, we provide a range of subject knowledge enhancement (or extension) courses and we are piloting communications skills courses;

— providing best practice guidance to LEAs—we published a 36 page guidance booklet earlier this year (see below); and

— supporting the remodelling agenda—the DfES has asked TTA to carry forward the work on new Standards and Training for Higher Level Teaching Assistants (HLTAs) who will be a key part in diversifying the school workforce, in keeping with the terms of the National Workforce Agreement.

14. A recent study by TTA (2002) of withdrawal on postgraduate courses provided insights into improvements we could make to retention through the training period. It highlighted that:

— money is not the most significant factor although the training bursary is removing a barrier for people who would otherwise not train to teach;

— tutor support is crucial;

— a reduction in paperwork and general workload will help;

— special preparation and support are needed while trainees are on school placements;

— people who move their residence to start training are more likely to withdraw in the early stages; and

— managing childcare is a particularly influential factor.

These findings have been shared with training providers, and TTA has been taking further steps—for example—to improve trainees' preparation for training, strengthen tutor support in schools and reduce burdens.

15. TTA's new guidance to LEAs and schools, *Keeping good teachers: effective strategies in teacher retention*, is based on an investigation into best practices and offers step-by-step advice on ways to improve retention. The areas covered include: equipping teachers for their work (focused on induction, clarifying roles and responsibilities, collaborative working, and continuous professional development)); workload management and support (using support staff, flexibility and work-life balance, creative timetabling, managing problem behaviour, dealing with stress, and ICT) motivating and empowering staff (involvement and ownership, rewarding teachers, innovation); and implementing and monitoring your strategy. Teachers' perspectives are set out and school examples are used as illustrations. A self-evaluation exercise is included, as are links to other organisations and resources.

June 2003

Witnesses: **Mrs Heather Du Quesnay, CBE,** Director and Chief Executive, National College for School Leadership, **Dame Patricia Collarbone, DBE,** Director of Leadership Development, National College for School Leadership, **Mr Ralph Tabberer,** Chief Executive, Teacher Training Agency, and **Miss Mary Doherty,** Director of Teacher Supply and Recruitment, Teacher Training Agency, examined.

Q327 Chairman: Can I welcome today's witnesses? Most of you are well known to this Committee and some of you have given evidence before. On social occasions I think I have teased Ralph that he has not yet had the pleasure to appear before our Committee and he said he could not wait to appear. We are coming to the end of our inquiry into teacher recruitment and retention. I suppose we are at that stage where we are getting dangerous because we now know something about the subject. On some of the questions that have been left unanswered we will be looking to you and the Minister on Wednesday to reveal all. Heather, in terms of the National College for School Leadership, can you tell us what impact you think you have made? I remember when I first met you. I think I was about to be elected Chairman of the Committee and we were across the road at a school together. Very shortly after that, you moved on and now you are in this very important job. What sort of difference are you making to retention and recruitment of teachers?

Mrs Du Quesnay: It is a good question. We have been in existence for just over two and a half years so we are still quite a new organisation. We are not going to claim that we have everything taped. We have not cracked it all but where we are making a difference is that we can now offer a fairly comprehensive range of leadership development programmes. We have put enormous emphasis on encouraging all teachers to see themselves as leaders. For those who are taking on a formal leadership role for the first time at head of department/head of subject level, subject coordinator level, those people should not just see themselves as leaders and be acknowledged as leaders but also have some formal training provision. We piloted quite a sophisticated programme for those people which will be rolled out from September. Part of what the college has done is about enhancing the skills, the knowledge, the understandings, the behaviours of leaders within schools and the other part is about enhancing their self-belief, their status if you like, because the whole notion of leadership is something which is enhancing in terms of people's confidence, people's sense of having an ability to affect their environment, to influence others. As I think you have probably found out, one of the issues that affects teachers' morale and possibly demotivates them from time to time is that they do not feel that sense of control and that ability to shape their work. We would want very much to counter those kinds of impressions. We have just published the first report that we have compiled about our work. At the moment it is still fairly partial but we have a good picture of very

positive reactions to the college's work from those who have engaged with us. We have had well over 10,000 people engaging in major programmes over the past year coming to our building in Nottingham, which is a splendid place that offers an environment that will encourage pride in the teaching profession. We have many thousands more people engaging in college activities all around the country through our affiliated centres and through the other leadership providers who work with us.

Q328 Chairman: How long do people come for? What sort of courses do they do?
Mrs Du Quesnay: It varies very much. We do not offer long programmes. People do not come for three or six months and spend time continually at the college. All of our work depends on what we call "blended learning" which means that people have the opportunity to access learning materials through our website, which is quite extensive and sophisticated. They also have the ability through the website to engage in discussion with others through some of the most extensive online discussion communities we believe exists anywhere in the world. We have 28,000 leaders registered to participate in those discussion communities. They will also spend some time at the college or in some other residential provision but that might only be for two or three days at a time. Then there will be a significant component of the study that they do which depends upon them doing work in their own school. They will do a school based improvement project. I have mentioned already the programme for middle leaders, subject leaders and others. That is Leading from the Middle. Then there is the National Professional Qualification for Headship which becomes mandatory in 2004. There are three routes for that. The length will depend upon how much prior experience people have and there is a variety of other programmes of varying length, but mostly a relatively limited residential component, coupled with web-based learning and time spent in school on a particular project.

Q329 Chairman: People outside looking into the educational sector might say about institutions like yours that they are a bit special and focused. What is the difference between someone like yourselves who talks about leadership and other providers in other sectors who talk about management?
Mrs Du Quesnay: It is a good old chestnut that we can spend a lot of time thinking about. We would want to argue at the college that leadership and management are closely intertwined but that management probably puts more of a focus on processes, structures, the maintenance of good systems, day to day operations, all of which are absolutely essential to make a school work well. If you are going to look for a situation where you are going to get widespread and radical change—and I think we are signed up to the notion that that is what the public education service needs—you have to think of leadership in a more profound way. You have to think about the way in which leaders can really exert a powerful influence and give a powerful message that will motivate people and move people forward to do things that they might otherwise have thought were unthinkable.

Q330 Chairman: Why do we have a special college like yours for education? We have the National Health Service University coming in to see us on Wednesday. Why would not a provider like Ashridge or Cranfield or even a private sector supplier be just as good at providing management and leadership rather than setting up a special college in this exclusive zone of education?
Mrs Du Quesnay: There are an awful lot of things that we have in common with other providers. We just saw Bob Fryer, the chief executive of the National Health Service University, before we came here. We have tried to learn from what is going on in the private sector. We have a number of private sector members of our governing council, including our chair, Richard Greenhalgh, who is chairman of Unilever UK. The whole notion of a coordinated, coherent framework for developing leaders we borrowed from the private sector and from what they do in companies like Unilever. We do spend quite a bit of time trying to find out what is going on among other leadership providers both in this country and internationally. We try to learn from the best. We also hope we have some practice to share with them. The big difference is that if you are leading a school you are leading pupils as well as staff and you are leading learning. Most leaders would say you have to be committed to learning if you are going to be an effective leader these days. There is something special about the role of the school in terms of its role to educate and instruct pupils and that does require some special skills, knowledge and understanding.

Q331 Chairman: There seems to be a problem emerging that we are not getting enough female heads coming into secondary education. Are you addressing that in terms of the kind of work you are doing?
Mrs Du Quesnay: Yes. It is an issue that does concern us. We do have data. I am afraid I do not have all the data about the gender split just at my fingertips but you are right. We have a lot of head teachers of primary schools who are women but there is still an issue about the number of women coming forward to headship roles in secondary schools. We are researching and have already done some pilot work in terms of developing a programme that would encourage women to come forward into secondary, formal leadership roles and particularly headship, just as we are for people from ethnic minority groups as well.

Q332 Chairman: Ralph, in terms of the particular niche that you have in the education empire that we jointly have this interest in, what is your special contribution? What is your unique selling point?
Mr Tabberer: The Teacher Training Agency is an executive agency charged to deliver at the gateway to the profession on targets for recruitment to the

profession. We have to bring in about 35,000 people to initial teacher training a year. Our other primary charge is to ensure that the quality of the initial teacher training is the best we can make it. That is most of our remit. We have additional areas where we contribute towards overall teacher retention policy, for example, by supporting LEA and school local initiatives to hold onto and recruit staff and also by overseeing the induction year. We are very much a gateway organisation.

Q333 Chairman: How do you benchmark your success? When I was an undergraduate and coming towards the end of my undergraduate studies, there were a lot of people round me who did not quite know what to do with the rest of their lives and they signed up to initial teacher training because it staved off the fearful day when they had to decide to go out to work. I say that only in a slightly humourous way in the sense that still, despite your best efforts, we have an enormous amount of wastage out of the profession in the first three years. First of all, people come in; they take the initial teacher training and they never teach. Others do not stay the course and drop out during the first three years. If you were a commercial organisation and you had that track record of getting bright, young graduates in; they stay with you such a short time, you would be asking some pretty hard questions of your management team about why that was happening. It still seems to be the same sort of problem with large numbers of people going out of the profession very quickly.
Mr Tabberer: You started with a question about how we judge our success. You have gone into the particular of what we do about people in the first three years. We judge our success and our performance against the government targets and how well we have done over a period of 10 years. We judge against the quality of the intake, how many people have had 2:1s and better, for example, and also we judge against the quality of people in their first year of teaching. We use several yardsticks for judging how well we are doing. Coming to your specific question about people leaving in the first few years, when I talk to industrialists about what happens in teacher recruitment and in early years retention, the sort of dropout that we have is not unfamiliar to them. It is true that early in a career people are still finding their choice of career. If there is going to be turnover anywhere, it is early while people are beginning to understand their choices.

Q334 Chairman: Unilever, Shell, Pricewaterhouse-Coopers lose 50% of the graduates they take in?
Mr Tabberer: It is very difficult in practice to compare figures. There was the Audit Commission report 2002 on several public sector recruiters and we have discussed recruitment with a number of private sector recruiters as well. I know we should be doing everything we can to hold on to everybody we can. That is exactly what the best companies are doing but this comes up every year with industry colleagues from STRB. My experience from industry is they find our problem unremarkable.

Q335 Chairman: The evidence we have taken so far suggests that here we have people training to be teachers. They are bright, young undergraduates. Many are committed to teaching. They come into teaching and they are very quickly dropped into schools. Many of them have very little experience of teaching in a range of schools, perhaps socially deprived schools right through to more affluent schools and so on. It does seem to many of us on this Committee that the evidence we are getting is that the management of their first three years is pretty hit and miss. Is that not something that your agency should be looking at?
Mr Tabberer: I do not want to say there is not a concern. We believe that as a profession structurally and by institution we should set out to provide the industry best practice, human resource management. We ought to work at everything we can in order to hold on to the precious graduates that we get. It would certainly make our job of recruitment easier. Indeed, we look at what we can do to hold on to people better in those early years. All those things are true. We have to look at the issues that have been raised by other people giving evidence to your Committee and by the GTC survey. We have to look at issues of workload, behaviour management, but we also have to recognise that there are limits to what we can do, particularly because these days when we talk to young people and career changers about their outlook on career there is a very different attitude these days from the one that would have existed, say, 20 years ago. There is much more expectation of high occupational mobility. If we go back to industry colleagues, many of them would be assuming, if anything, higher churn in the future rather than lower. We must do things but also we must not pretend that there is a magic bullet or that we have unique problems which somehow, if we just did this or that differently, would be solved.

Q336 Mr Chaytor: Can I ask about your projections for the future? You have said that at the moment we are recruiting 30,000 teachers into training for each year but what is the pattern likely to be in the next decade in terms of the demographic patterns in schools? Will that 30,000 a year figure remain constant? What will happen to the numbers of pupils and how are you planning for that?
Miss Doherty: The first thing we have to take into account is pupil numbers. They are a major driver. In terms of primary pupil numbers, we already know they have started to decline and secondary pupil numbers will decline from 2005. They are not the only things which make demand for teachers. The other factor you have to take into account is the age profile of the teaching profession. We are recruiting at the moment because we are aware of the demographics of the age profile. It is characterised at the moment in a sphinx shape where we have a large number of people at my sort of age in their career, moving forward, who will be retiring over the next 15 years. The supply model we work to from which the targets are set is derived from taking into account the number of people who will be leaving, the pupil

population numbers, the demands for teachers. That comes into the work that the Government is developing now on remodelling the profession, looking at the demands being made on teachers and looking at the work that teachers are doing and the concerns teachers have about workload. All of those factors are taken into account in the numbers. That comes back to us being allocated numbers by the department to recruit to. That is the next challenge. Recruiting to secondary priority subjects has been very challenging. We have made headway in those areas. We need to continue to look at the introduction of the training salary and golden hellos. The repayment of the student loan has helped, as has a starting salary which appears competitive and a shortening of the pay scale. We cannot let up. We have to be unrelenting in working to fill all those allocated places in a very competitive job market.

Q337 Mr Chaytor: In terms of the annual figures, are you saying therefore that the 30,000 a year will remain constant because that takes into account the compensatory effects of declining school numbers and the large numbers of teachers declining in the next 15 years?
Miss Doherty: The aim will be to have a flatter age profile rather than the sphinx shape we have now. The numbers we recruit each year are reflecting that.

Q338 Mr Chaytor: In terms of the interrelationship of the different factors, what assumptions are being made about the role of non-teaching assistants?
Miss Doherty: The major issue for teachers and retention is workload. You want teachers to be doing the jobs that only teachers can do. We have seen in other walks of life—I am grateful to my colleagues in the TTA—a whole range of jobs which enable me to do my job and that is equally true in teaching. The remodelling agenda, bringing in the high level teaching assistants, is going to enable the teachers to do that job.

Q339 Mr Chaytor: Within the model are there assumptions made? We know about the importance of relieving teachers of jobs that non-teaching assistants should be doing but are there assumptions made about non-teaching assistants taking on a teaching role?
Mr Tabberer: At the moment, we have our provisional allocations only within this spending round, so it is for the next two years, both for secondary and primary. In both cases, we have been asked to bring in additional teachers. The general climate at the moment is very much one of recruiting more teachers and more non-teaching assistants and teaching assistants.

Q340 Mr Chaytor: Can I pin you down on this 30,000? It is not 30,000 until 2011 but it is 30,000 for the current spending round?
Mr Tabberer: Formally, we will have provisional allocations only for this spending round, but it would be reasonable to assume that the figures will be in the region of 30,000 over the next 10 years. There are a number of fluctuating considerations including government policy. We have had to recruit more primary teachers because of the expansion of primary education in the early years. If there are decisions taken about changing the nature of range of qualifications for secondary education, that could affect things but there are no proposals that I know of in that area at the moment.

Q341 Mr Chaytor: In terms of the scale of the problem of recruitment at the moment, we have had varying messages during our inquiry but how do you judge the scale of a problem between nirvana and crisis?
Mr Tabberer: It is often observed that the business of recruitment is one of flood and drought. If you have slightly too many teachers, there can be media stories about people who are not finding jobs. If you have slightly too few, it is a major problem. This is an issue because in many schools one teacher not being there can mean a whole class is not covered. The projection at the moment on recruitment is, over the last few years, we have done much better. Everybody recognises that the numbers are up considerably. The view that generally there is now as much a problem to be focused in retention as in recruitment is a very good position to be in.

Q342 Mr Chaytor: In terms of recruitment it is really: crisis? What crisis?
Mr Tabberer: No. I would not say that. We work in a very competitive labour market. These days, everybody wants graduate labour. There are industries who would have accepted intermediate qualifications a while ago who now compete for graduate labour. Frankly, if we let up with any of our aggressive campaigning or incentives we would be concerned that we could slip back very easily into what may be a crisis for individual schools.

Q343 Mr Chaytor: In respect of turnover, this is the issue that is worrying you more at the moment but if we accept we are living in an era where most people assume they will not do the same job for life and if we accept that teaching is a demanding profession, where we need a constant influx of new blood anyway, how do you balance the healthy effects of turnover and injecting new blood at all stages of the teacher's career and the need to ensure stability and avoid unnecessary wastage?
Mr Tabberer: These are the very challenges. Structurally and by institution, it seems to us the only way you can go is to improve across the whole sector and in individual schools the quality of human resource management, so these things are managed locally as well as possible. If we do not plan succession, if we do not recruit actively and positively, if we do not look after our staff as well as industry is planning to, we will find things more and more difficult. The conditions at the moment that seem likely in the labour market, with higher occupational mobility, the right way to go is to improve leadership and management, not making movement in and out of the sector more difficult. That would be taking a risk, not least with recruitment. These days, if you ask large numbers of

young people about coming into teaching, if you said it was a career for life, you would find the numbers who perhaps are now willing to commit to that in the terms that they might have 20 years ago are far fewer. Lots of people want to teach. They enjoy the idea of making a difference in young people's lives, but it is far more likely these days that young people will seek maybe four or five career changes in their lives and we are very much in favour of an open market and a sector competing well.

Q344 Mr Chaytor: Your solution to turnover is to improve the quality of management of each individual school but are there not patterns between schools? There are patterns of turnover that vary hugely between schools. What can you tell us about the variable forms of turnover that we have?
Mr Tabberer: There are structural issues for the whole sector as well as institution by institution issues. There is very clear evidence that the more we can do to reduce burdens on teachers, the more we can do to reduce the workload, the more we can do to improve work/life balance, the more we can do to offer extra support and behaviour management, when we survey new recruits and when we survey people in the profession, these are the critical issues which keep coming up. Just as if we were in a company, we should be listening to our employees and taking their views into account in future policy.
Miss Doherty: There are also hot spots. London and the south-east are clearly areas of great turnover and we are heartened by the introduction of the London Challenge and the opportunities that is going to present. Turnover there, where you already have considerable turmoil in pupils' lives, can be a useful thing but it can also be detrimental to the well-being of the learning experience of the pupil; so making sure that the focus is on retaining the good staff and having a core of sound good staff, but also welcoming others back. We have a programme for people returning to the profession, encouraging people who have had experience to come back. The number of returners has increased over the last few years, and they have opportunities through returners' course provision.

Q345 Mr Chaytor: In London and the south-east, is the issue the nature of the school systems and the individual schools or is it the competitive pressures of an economy that has a very, very high level of unemployment?
Miss Doherty: I think it is a range of factors. When the housing prices in London are, on average, £100,000 more than elsewhere, that is going to be a major factor. There are also other things in terms of the amount of investment in London in education compared to, say, the police or other services. There are major challenges for London schools also. The London Challenge is going to be very welcome in that area.
Mr Chaytor: We have a confused picture of the availability of data on teacher recruitment and retention and I would like to ask the TTA and the National College what your views are on this and if you think the current arrangements are satisfactory. If not, how can we improve our data collection systems for teacher recruitment?

Q346 Chairman: Is the data good enough? Some people will tell you, "We have all the data we like." Others tell us it is insufficient and they do not really know what is going on. Who is right?
Mrs Du Quesnay: They are probably both right. I do not think our data is good enough. We have been in existence for just over two years. We are refining it all the time. We will have a much more sophisticated means of collecting data about the people who engage with us next year but in terms of overall predictions about the shape and structure of the teaching profession we depend very much on the Department for Education and Skills. There is lots of data. The problem is it is not always processed in a way that makes it very usable and accessible for the particular needs of particular agencies. I am pleased to say we have just managed to get into much closer discussion with the Department about that and we are hoping to do some work with analytical services in the Department, which we hope will satisfy our needs better in the future. There may be more work to do.
Mr Tabberer: We are in a different position in the initial recruitment and the early years of the profession. The TTA has been around for nine years. We have been building data sets quite elaborately for quite a while. The data we need to take decisions in our area is pretty good. Recently there was a study of data availability across Europe and I think only four countries had data sets of any strength. Ours compared well with those other three. We feel that broadly we have data to take the decisions we need. There are always areas where you collect it where you would like more because you are drilling into issues more deeply. A bit more comparative data might help us so that we could cope better with questions about the relative performance in teaching and other professions but whenever we have gone looking for that we get very clear advice from people about being very cautious about the comparative basis. The other area where we could do with more data is simply long trends over time. We have now built up some pretty healthy data sets tracking inquiries about teaching into acceptances on courses, into applications, into acceptances and into registrations and then through. In the next few years, we will be able to use that data to look back and understand a bit better than we do at the moment which routes and which types of people to drill into further but broadly we have the data we need.

Q347 Mr Chaytor: Your data systems are largely about recruitment and not so much about turnover. In terms of the monitoring of what happens post-recruitment, who is collecting and analysing that information and is that satisfactory?
Mr Tabberer: The responsibility for that lies largely with the Department. It works with pensions data and with GTCE because it is now collecting data. We all link up and try to make sure, within the compliance of the Data Protection Act, we can use

and share data and drill into it. There is certainly more to be done in tracking on from the early data and following it over time so that we can really get at trends. There are quite extensive data sets within the profession, age profiles etc., but that is probably something that you ought to ask the minister.

Q348 Mr Pollard: I am delighted to see Heather Du Quesnay in her new role. When she was director of education in Hertfordshire, she was inspirational and showed great leadership. I have followed her career with great interest. Ralph suggested earlier that there would be more churning in the system in the future and there will be pressure on class sizes coming down. Is that likely to require more than the 30,000 you were talking about? Mary mentioned the overall pupil numbers dropping. That may well be so in certain parts of the country but in the South-East where the new build is likely to take place the population is likely to go up, so there will be regional differences. That would need to be taken into account as well.

Miss Doherty: I think you are right about regional differences. It is very important to take account of them. When I was talking about the pupil numbers, I was talking about nationally. We know in London and the eastern region that pupil numbers are going to increase there. That is where things like the pay and awards and the progression are important in attracting people, because we can attract people to London for several years in the beginning stages but as they reach different stages in their life cycle they are tending to want to move out. We have to make it attractive for people to stay in the profession at those stages and we have to respond to the regional variations and differences. Much of our work with recruitment managers is funded from the TTA through a grant from the DfES where 97 recruitment managers work in 107 LEAs. They are working very much at making sure that they have a staffing population which is appropriate to their school needs. They are doing some forward thinking in terms of the demographics you are talking about within regions.

Q349 Mr Pollard: When we talked to Doug McAvoy a short while ago he said his ambition was to have every teacher staying in the profession and having to be dragged away, kicking and screaming from it because it was so good to be a teacher. It gets back to the churning. I have had seven different careers in my time and no doubt I will have a couple more before I have done. I am not sure that Doug McAvoy's hypothesis was entirely right. What would your view be about that?

Mrs Du Quesnay: We need a mix. I do not think it is realistic to think that anybody is going to sign up to a job for 40 years. I have had three or four different jobs myself but when I went into teaching there was a sense of probably embarking on something that might be a career for life and the world is not like that anymore. It is absolutely true that you have to have a sufficient, stable core of people who children get to know, who parents get to know, who create the community and the ethos of the school. You cannot afford to have such a churn that you never achieve that. That is one of the issues in London and it is particularly an issue if people leave after three or four years and they never really move on to middle leadership roles. You have that hole in the middle. You might be able to get a headteacher. You get the youngsters or the Australians or New Zealanders coming in, but you get that hole in the middle which is where so much of the quality of the school is driven. That becomes a real problem.

Q350 Chairman: Is not one of the problems that so much of your management and leadership is education specific? Many teachers seem when you talk to them to be worried they are going to be trapped in teaching only for the rest of their lives. If you gave them a more transferrable skill, perhaps they would feel more confident. If the trend is that people move in and out of careers, if you gave them less specific training and more general management training but with education as a main focus, they would have more self-confidence in their ability to move in and to move back. Is there not something in that?

Mrs Du Quesnay: The leading of teaching and learning is only a part of what we do at the College. A lot of what we do would be very much shared with other kinds of leadership organisations. We look at strategic planning, managing the organisation, interpersonal skills, self-awareness so that you know the sort of impact you have on others. All of that kind of activity and understanding would be shared with all sorts of leadership development providers. We are also looking very hard at how we can get higher education accreditation for some of the leadership qualifications and programmes that we offer again in order to give them greater currency and status so that people would feel confident that they could move into other spheres, other professional areas.

Dame Patricia Collarbone: What we are trying to do with the programmes more and more as we develop is work very much with management consultants and others, putting together programmes which do bridge that gap so it is not purely educational. You can take the best of the best from Ashridge or Cranfield or wherever to make the programmes a good balance. That is very important indeed. One thing I would agree with Doug McAvoy on is that we do want teachers to say that it is really good to be a teacher. That is very much to do with providing things which are motivational, with the right kind of support and career progression. Indeed, there are many more teachers these days who will talk about transferrable skills because they realise the skills that they have gained as a teacher are very marketable and transferrable, particularly those which are to do with interpersonal skills, emotional intelligence. There I go back to data because the one thing we need to remember is that schools are very data rich. More and more these days there is a lot of data and information that schools can use, both about the individual as well as about the class and the school. That means that we can know a lot more about what we want to do. That is specifically important in the

programmes where we do a lot more work on emotional intelligence and thinking about what does this 360 degree feedback mean to me. We are trying to get heads to look at that so that when they take 360 degree feedback from their staff and staff give them messages they can say, "Hang on. What do I need to do to make this school much more motivational for my staff? Oh God, I did not realise this behaviour was producing this kind of effect for my staff." There is a lot of work we are doing, borrowing from the work of Daniel Goleman from Harvard and those places around those interpersonal skills. There is more to do and of course there always will be but we are certainly beginning to bring those things into programmes.

Q351 Mr Simmonds: I want to follow up one or two points that David raised with regard to recruitment. I was very intrigued by one of the exchanges that took place when there seemed to be a general acceptance that recruitment was fairly acceptable at the moment, except at the margins. I want to give you the experience in my constituency. Governors, head teachers and teachers say to me that 20 years ago for every job there were 50 applicants. Ten years ago there were 20. Now, if you are lucky, you have a choice. Often there is one. More often than not, there is nobody at all. Is that not an abject failure on your part?

Mr Tabberer: What we were saying on the issue of recruitment is that recruitment into the profession is now in a stronger position than it has been but I would completely accept that there are real challenges in London, the South-East and you can follow it up through Oxfordshire and other areas. It is true these days that in many schools they will get smaller groups to recruit from. If people are after priority subjects, maths or science, in perhaps disadvantaged areas of London in a school that is not doing well, it can be extremely difficult to find people. We would absolutely accept that there are real problems and we are working with local authorities and schools in those positions. What we have to recognise is several things have caused this to come about. Some of it was lower recruitment into the profession during the 1990s. Part of it is also the expanding appetite for teachers in schools. The school sector has been expanding over the last five or six years. The amount of expenditure, at least up to this year, has been growing. People have been looking for extra teachers and the demand within the system has increased. If you look at teacher numbers compared now with what they were six years ago, they are considerably larger across the whole profession. I am not saying that the situation you have described does not exist. We try and do everything we can to help those schools. We are starting to help to bring in more teachers now which will contribute towards making this position better over time.

Q352 Mr Simmonds: Is there anything that can be done in addition to the dedicated resources that are going to the recruitment process at the moment? Student loans were mentioned earlier and the golden hellos. Certainly in my constituency, which is part of rural Lincolnshire, it is not part of the London problem but there are terrible recruitment issues. Nothing seems to be specifically being done for the particular area that I represent where maybe all the focus tends to be on providing London weighting or whatever where perhaps the more visible problem in the South-East is. Is there more that can be done?

Miss Doherty: There are recruitment managers in Lincoln so they are working in Lincolnshire in order to attract people, but there are particular areas which may find it very difficult to attract people. Schools have at their disposal recruitment and retention allowances which they can use to encourage staff to apply for posts but there is some reluctance on the part of head teachers to use those recruitment and retention allowances. That is the first thing, using all the opportunities and incentives that head teachers have at their disposal. Secondly, in terms of Lincolnshire, it may be worth tapping into the returners. If schools can respond and have more job shares and flexibility in terms of working hours, there are probably more people to tap into.

Q353 Mr Simmonds: Obviously I am talking about the whole of the country. Are there other areas that you think could assist recruiting teachers into the profession—ie, an allocation of a specific funding stream that does not exist at the moment? If the Secretary of State for Education said to you, "We have this spare pot of money. We would like you to use it in a way that it is not being used at the moment", how would you use that money to recruit people and in what area?

Mr Tabberer: We have found that the way we have to approach recruitment—I think the same applies to retention—is very much thinking about different groups of people and different people's expectations of work. It is a marketing job. It is trying to make the proposition of teaching attractive to them in the short or long term. What we have done with previous injections of funding is to look for new schemes which are viable at bringing in able and committed people we have not had access to before. This is how we started, for example, the graduate teacher programme which is on the job training so that a school which is facing difficulty has an additional option of going to a career changer and saying, "You do not have to go back to college to train. Maybe that is not an attractive option for you. You can come into school and we will organise a training package for you". We have been able to expand that scheme over the last three years from just a few hundred people to now round about 4,000. We are just about to take that up to about 6,000. We constantly look for these new routes in which attract different kinds of people. Last Tuesday I was in Canterbury with a new group on Teach First. This is a new experiment with a different kind of candidate. It is trying to recruit some of the most able people from the universities of Cambridge, Oxford, Imperial and the like and offer them a proposition, which is that they will train for two years as teachers and work within our most challenging schools. In that period, they will also get a business education so

that at the end of that they can make a choice about which route they want to go down. That is an experiment that is well worth trying. It currently has 186 people on it and if it proves itself as quality training and gives us some retention we would look to come to Government and argue for an expansion of it, with a proven scheme. There is quite a marketing process about trying out new ideas, watching how they catch. Where they are worth pursuing because they give us able and committed people, we try and take them to scale.

Miss Doherty: The school curriculum is based on a range of fairly defined subjects, whereas in higher education people are tending to go in for amalgams of degrees and disciplines. Although we have a good, healthy graduate population, when we are looking to recruit people to particular subjects we are looking for people who perhaps do not have the subject knowledge in physics and we give them an opportunity through physics enhancement courses which we are going to start piloting in January. We are already under way with maths for those people who are just below the subject knowledge required for initial teacher training, to have a six months, in depth opportunity to enhance their subject knowledge. That is going to be maths, physics and chemistry. For modern languages, we are looking for linguists with two languages; whereas people are tending to go for a language with economics or with business studies. From next Easter, we will be piloting an opportunity for people to get up to speed in a second language for Key Stage 3 by an intensive three month immersion course; looking at all the different pools that we can draw upon and responding to those different pools with different provision, recognising that there is no one answer, but constantly examining the data and the statistics and what is going on and then deciding: is the provision of a one year PGC appropriate to all? Do we need to find other ways to support and enhance subject knowledge so that that graduate population that is there can be matched to the challenges of the school curriculum.

Q354 Mr Simmonds: You mentioned earlier that the recruitment process in the graduate market was highly competitive and you also mentioned some of the issues that you have to try to resolve to make teaching a more attractive profession. You did not mention pay. Is that a significant factor?

Mr Tabberer: Yes, pay is important. It is a factor but it is not, in our experience, the most important factor. It plays slightly more strongly in our testing with men than with women as a factor. It has been an advantage to us in our recruitment and campaigning over the last few years that there have been improving pay and conditions in the sector. We promote the starting salary. People ask us about the salary several years in. There is now a threshold payment which helps us to talk about progression after several years in. We talk about higher levels that teachers can aspire to, staying in the classroom, and indeed the higher headship scales. We also recognise that there are lots of pressures on the public purse. What we are particularly keen to see is a mixture of a national pay which is compelling and also pay flexibility so that individual head teachers can make decisions about what additional bonuses or wider human resource packages they should be supplying locally in order to tailor to the particular needs of Lincoln or Birmingham, Cumbria or whatever.

Q355 Chairman: Are teachers well paid now or generously paid? What is your view?

Mr Tabberer: When we are in campaigning mode, there has never been a better time to be in teaching. In London particularly there is a compelling salary and if you are considering a future career in teaching I can assure you it is well paid. We always take our advice to the STRB that if there are any additional allowances possible then we are interested. It helps us to recruit.

Q356 Jonathan Shaw: We heard from the Open University a few weeks ago and the solution, according to them, was more mature teachers. One of the criticisms that we had of the Teacher Teaching Agency's adverts was that they did not speak to the people who were potential recruits. The gentleman said it was aimed at people with 30 inch waists and it was not necessarily the image that people would relate to who might be prospective candidates to go into teaching in terms of a career change. What do you say to that? Is it prospective, mature teachers who offer the solution? Are we going to have more places?

Mr Tabberer: Our campaigning in the last three years has been strongly focused on increasing the number of career changers coming into the profession and it has been highly successful at attracting more mature recruits. We now attract over a third of our recruits at over 30 and we have something like 12,000 career changers a year, choosing teaching as a second career. There are many mature entrants. You could argue that part of the increase in the last few years has been because we have been particularly successful at going after and succeeding in getting this group. Our advertising takes many forms. It is not just the television and commercial advertising. It is press, media, ambient. We even advertise on beer mats, for example, and they have all helped us to attract the very audience that you are talking about.

Q357 Jonathan Shaw: So, "Beer Bellies Are Us".

Mr Tabberer: Thank you for a new slogan.

Q358 Jonathan Shaw: Can I ask just following on comments from my colleague Mr Simmonds, in terms of the money that is available, the golden hellos, the golden come backs, et cetera, I have asked a number of witnesses, "are we using the money to the best effect?" Some witnesses say that it creates resentment within particular schools, but putting that aside for a moment, if we have a school in a leafy suburb where they have no difficulty recruiting and someone might get £4,000 for coming back is that really the best use of public money when that money

might be better used doubling up in an inner city school, for example? Do you think there is enough flexibility within the current regime?

Miss Doherty: I think you probably need both. Golden hellos have brought about an increase in recruitment to priority subjects, which is very important and very valuable and we would not like to see any diminution of that. Equally to attract people to inner city schools where they face many challenges we do need to make sure that there is a positive drift in that direction. That is where the opportunity for recruitment and retention allowances was first of all put in place so that head teachers could respond to local challenges, although head teachers are reluctant to use them. STRB is looking at these longer term issues and looking to see do head teachers need within a national framework greater flexibility for exactly the things you are talking about. The evidence is, yes, golden hellos have encouraged more people to go directly because they get paid the golden hello at the end of their first year, at the completion of their first year more are going directly into teaching. Repayment of the student loan is clearly intended to be a retention measure over time. I would not like to see us easing up on one to give greater money to another, but clearly both would be important.

Q359 Jonathan Shaw: You would not. Heather Du Quesnay, perhaps you might have a comment on this, it does seem to me there is a limit to the amount of money that we have. If it is a teacher in a subject where we have shortages they can still get that extra cash and go to a school where there are not any shortages, is that the best use of public money, whereas for a school in Lambeth or Tower Hamlets we might be able to double up that money to make sure we get the very, very best in the most difficult schools, something that you were talking about in terms of Christchurch? People are reluctant to answer this question, I do not know whether I am barking up the wrong tree but it does seem to me there is an argument for it.

Mrs Du Quesnay: It is difficult. I do see where you are coming from, the notion that with limited resource the more sharply you can target it at the areas of the greatest need the more you are going to get out of it. On the other hand, the more complex you make the whole system of teacher reward and payment the less flexibility you are creating locally for head teachers and governing bodies to determine their own priorities because they are dependent on these extra special things that are particular to a particular school. One of the things that should be looked at is a much more systematic approach to the continuing professional development of teachers, which would lead into leadership development, which is where we are coming from, than what we have at the moment. At the moment so much of it depends upon the particular priority that an individual school gives to supporting a particular teacher. When funds are tight, as they are this year, it is a much more threatened area than might otherwise be the case. We could do more to build through from initial training through the early years of a teacher's life in school and then on to leadership development.

Mr Tabberer: If I can add to that, I think the challenge is a good one. In a way I want to answer by saying that the system already allows for the situation you describe. Essentially there are two recruitment issues here, one is the recruitment of the profession and one is the recruitment of a school. We need a set of incentives that we can promote in the recruitment market, this competitive market, which are a guaranteed package for coming in. It helps us for that to be set at a level people can understand. In fact there is already a range of different incentives and we have a job explaining those. We need a set there. The golden hellos, the repayment of loans for priority subjects, these things help us to compete and get people into initial teacher training so that we have a chance of holding on to them. You are then right in saying, "do some schools not need to do more on top?" At the moment we have recruitment and retention allowances which they can deploy and indeed they can go beyond the terms of recruitment and retention allowances in order to hold on to people. Those sort of local pay flexibilities are important and in practice schools do use them. Across the system the more there are flexibilities available to disadvantaged schools or schools in London the more it helps us to get the balance of supply at school level right across the system. It is only really in the last few years that those flexibilities have started to enter. I would not like to see us becoming uncompetitive at the point of introducing people into the profession, I do not think we want to reduce our funding there because the set of propositions we have at the moment are working particularly well. If you are going to look at spending additional money one of the issues could be more help to disadvantaged schools.

Q360 Jonathan Shaw: Can I also ask following on what Mark Simmonds asked—he referred to Lincolnshire which has a similar system to that of Kent—do you find bluntly that newly trained teachers are going to work in secondary modern schools? Is the school structure something that puts people off? For example a teacher may not get the opportunity to teach A-Level, have you any information on that?

Miss Doherty: Not specifically, no. Recruitment managers would have but we would not.

Q361 Chairman: Who chooses which subjects are so much in demand and if there is a deficiency of recruitment that a premium should be paid: Where does that come from? Does it come from Charles Clarke? Does it come from you? Does he take advice from the two of you? What I am getting at is some subjects look obvious others look less obvious in terms of the shortage.

Mr Tabberer: The subjects are chosen by the Department. We will give advice about the state of recruitment in the different areas and that will have some effect. I also believe that they look at vacancy data nationally and locally, those are probably the

two most important sets, in other words, where the shortages are in the schools on the ground and where the difficulties are in recruitment and out of that they move the group from time to time.

Q362 Chairman: Who advises? Let us get this right, you are the experts, is there anyone more expert on recruitment than you?
Mr Tabberer: On recruitment into the profession I would say that we are the best source of advice.

Q363 Chairman: You are the best.
Mr Tabberer: In terms of recruitment vacancies that is data which the DfES collects itself. It would want to take both into account.

Q364 Chairman: How big is your staff?
Mr Tabberer: Approximately 200.

Q365 Chairman: Your annual budget?
Mr Tabberer: We disburse about £450 million.

Q366 Chairman: You are quite a big operator in the educational world. It would be a very silly Secretary of State who did not say, "I want to know what are the shortage subjects. Do we need 10,000 more medieval historians?" Ralph Tabberer will tell me that his organisation is the natural place to ask, is it?
Mr Tabberer: Yes. Except I would encourage any Secretary of State to look at all of the data available and if they have their own data. We may say recruitment is particularly difficult in maths, science and modern languages, if they can see data that says, "at school level there is a shortage of English teachers" then I would say that you would want to take all of the data into account, not just what we are saying about what happens in our particular frontline. In practice there is a very close sharing of data between us and the Department and there are very close discussions about any new incentives which are introduced. We are very active and interdependent staff working with the Department because that is what the sector wants.

Q367 Chairman: You will know we are a bit obsessed on this Committee about evidence-based policy, but what we are trying to tease out here is on the best of evidence the Secretary of State draws from you and other experts in the field about where the deficiencies are, where the golden hellos are and whatever subjects there is a shortage in and that is how he makes the decision.
Mr Tabberer: Largely, yes. It is very evidence-based. We will also look at marketing data and we will look at what graduates in universities think at the moment. We will go into testing ideas. When we start to develop new routes or new campaigns we will even go into focus groups. There are many different forms of evidence, not just one form.

Q368 Chairman: Do you ever fall out with the Department and say, "for goodness sake this priority is coming up, we can see it coming down the line, we are very experienced in this", do you fall out and the Department rejects your advice?
Mr Tabberer: I cannot think in the three and a half years I have been at TTA we have not been able to work through the data closely together and come to a common judgment. There are times when there may be funding pressures but it is our job to understand those as well and to make sure that money goes into the routes that will give us the best value for money.

Q369 Chairman: There are no specialist subject areas that you think are now being given a premium for recruitment that should not be in that list?
Mr Tabberer: No.

Q370 Chairman: They are all okay. What about Heather Du Quesnay and Dame Patricia, here are the deficiencies, here are the positive action from Government to meet those deficiencies, are they about right now or is there a gap somewhere?
Mrs Du Quesnay: In terms of the recruitment of teachers they probably are about right. We do seem to have made a tremendous amount of progress over the last three, four or five years. The situation does look a great deal healthier, which is not to say that anybody can afford to be complacent, as Ralph Tabberer said earlier, but it does look better to me.
Chairman: We got the impression from the National Union of Teachers that the sky was about to fall on us. No. Okay.

Q371 Jonathan Shaw: Is there any information on different routes in? Which has proved the most successful?
Mr Tabberer: Do you mean "successful" in terms of recruitment and retention or in terms quality, or shall I answer both?

Q372 Jonathan Shaw: Thank you for putting my supplementary for me.
Mr Tabberer: Now we are beginning to track with better data the recruitment and the retention on different routes. There is a different story on different routes. For undergraduate routes in, they are three or four years courses, the drop-out on those courses will be higher than the one year postgraduate routes. We now have on-the-job training routes, the Graduate Teacher Programme. At the moment we are finding the new Graduate Teacher Programme giving us slightly better retention rates. To give you an order of magnitude, we could lose about 5% off GTP, about 11% off postgraduate and it will be higher, about 20–23% of undergraduate off the longer courses. That gives you some feel on recruitment and retention data.

Q373 Jonathan Shaw: If I may, the difference in terms of the make up those first two groups?
Mr Tabberer: Of the undergraduate and the postgraduate?

Q374 Jonathan Shaw: The PGC and the Graduate Teacher Programme?

Mr Tabberer: In their make up both of them will have a fair mix these days of recent graduates and career changes. The Graduate Teacher Programme does not recruit people under 24, but otherwise the profiles will not be that dissimilar.

Q375 Jonathan Shaw: It is not a young person's, old person's or a more mature person's. Is the Graduate Teacher Programme in terms of a more mature person?
Mr Tabberer: It was first set up to attract more mature career changers and it has been successful. The reason I am characterising it as not that dissimilar from postgraduate is because when you look at postgraduate courses there are a lot of career changers who choose to do the postgraduate training year.

Q376 Jonathan Shaw: £6,000 helps.
Mr Tabberer: When some people change career they want to start earning and they work in a school from day one, others would like to spend some time studying again, maybe enhancing their subject, maybe enhancing their pedagogic skills, working within a prudent provider before they go in. It is our job to offer both options.

Q377 Chairman: Are these more mature teachers coming in through a different route? Do we know yet whether they are good quality teachers? Are they better than the traditional route or are they worse or are they the same? How do we know?
Mr Tabberer: We do not know yet. The quality is tested across the sector by the Ofsted inspection of newly qualified teachers in their first year of training, they do this as part of their school inspections and you can track how the newly qualified teachers are doing relative to experienced teachers. In the last five years when there has been an increasing proportion of more mature career changes coming in there has been a rise in the quality of newly qualified teachers overall. I am hesitating before I say that is a direct cause and effect. In fact it is a very interesting trend in the quality of teacher training. Now in their first year in teaching if you take the proportion of satisfactory or better lessons taught by newly qualified teachers against the average in the profession then the newly qualified teachers in their first year are almost as good. We do not think there is a quality problem. I could not say that the mature are definitely as good because we do not have that at the moment

Q378 Chairman: When the Committee was in Northern Ireland we were told that the quality of recruits into teaching was much higher in terms of the qualifications they had, much higher. Although we did not take evidence in Scotland somebody said the quality in terms of the qualifications coming into teaching were much higher than in England. Is that of concern to you?
Mr Tabberer: It is always in our interest and concern to raise the quality of our intake. I would point you to a study that was done recently which looked at recruitment across 31 countries in Europe, there were six countries that reported a surplus of teachers and in that report they talked about a better quality of intake. I think in each case we were talking about a better paid profession with an economy where there were fewer alternative graduate choices. I think when you are comparing us with Northern Ireland or with other countries in Europe you have to take into account the other graduate opportunities. It is not just about what we do in teacher training, it is the broad economy which is affecting it. The conclusion I reach is that we have to understand our own market, understand our own competition and within that learn from others but find our own ways of making improvements.

Q379 Chairman: Is there not another way of interpreting that data? In Northern Ireland and Scotland they still have the traditional public service that is much stronger than it is in England, is that not rather nice that we do have a higher level of dedication to public service, rather than the fast buck, in Northern Ireland and Scotland? Is that something that Heather Du Quesnay and Dame Patricia pick up in the National College for School Leadership in terms of, do you get a preponderance of highly qualified Scots and people from Northern Ireland in percentage terms compared with English people?
Mrs Du Quesnay: We can only answer that on the basis of anecdote. In the College we are only responsible for England. I think there is probably a feeling in Scotland that the education policy is a bit more sympathetic and comfortable for teachers, whether that is an accurate reflection I am not sure. We would be quite assertive about what is being achieved in England. I do not know whether there is a different public service ethos in Scotland and Northern Ireland.
Chairman: That is what people told us when we were in Northern Ireland but perhaps they were wrong. Let us move on to induction, continuous professional development and leadership.

Q380 Paul Holmes: Starting at one end of the teaching profession with newly qualified teachers, and so on, we have already had a number of discussions about where we have a recruitment and retention problem, one suggestion was that sometimes we have a flood tide and sometimes a drought. I know Professor Alan Smithers published some research for the Department for Education and Skills at the end of last month which showed that the number quitting teaching was two thirds higher in 2002 than it was in 1996. I do not know if that indicates a flood tide or an ebb tide, but it seems to be a worryingly high figure?
Miss Doherty: I have looked at the recent Smithers research and the conclusions were that people are not leaving the education sector but they are going to other jobs within education, either in teaching into the independent sector or to work in LEAs or other sectors. I think the opportunity comes back to a similar discussion we were having earlier about the opportunity for employment, and I think that is something that we need so start to think about

because in our recruitment work we like to encourage people to see being a teacher as being part of the education sector and we are very dependent in the education sector on people with previous experience of being teachers. Many of us here are in our positions because of our previous experience as teachers. The research did not say that people are leaving the profession in droves, we are losing fewer to other employers but it is to other jobs in the education sector, also to things like travelling. Alan Smithers very helpfully set out the best bets for getting people back, there are important lessons for us there and there are also important lessons for policy. It is not leaving the education sector but it is adding to that churn within the teaching profession.

Q381 Paul Holmes: There is a much higher churn at one end of the teaching profession than there was six years ago but you are saying that is not really a cause for concern. Going to the school leadership, deputy heads and head teachers, the National College for School Leadership's first Annual Report says on page five says, "10% of primary and secondary schools advertised head teacher posts in 2002, which was higher than a decade previously, indicating that head teachers on average are spending fewer years in the job". It also said that re-advertisements for primary school heads were about 34%, which was the highest recorded level and that premature retirement is one of the largest causes of vacancies for head teachers. Is that something that we do not really have cause for concern about or does it show a worrying recruitment and retention problem for heads?
Mrs Du Quesnay: Yes, I think there is some cause for concern there. We have to bear in mind that people who are headteachers well into their 50s have a substantial career in teaching behind them. One of the things that the College has been really working hard at is to try find ways we can enable those people to feel refreshed and find a new lease of life, if you like. Particularly if you are leading a school in challenging circumstances, if you do that job for 5 years, certainly 10 years, it is jolly hard, it is real tough work and it takes a great deal out of people, both intellectually and emotionally and physically. One of the things we have done at the college is to look at how we can create opportunities that will give people the opportunity of refreshment: we offer them part-time research associate-ships, we offer a limited number the opportunity to go and look at education systems abroad, we try to give them things to do that will open some new doors. We have also developed within our Leadership Development Framework the concept of the consultant leader, it is the fifth of our stages of leadership, and we offer people systematic training (it is a programme that Pat Collarbone developed) which would enable them to acquire the skills and understandings and behaviours to work with other schools and to work with other leaders. Many of them have said that has been some of the best training they have ever done and it does give them a sense of, we can make a new start, we have fresh energy. It is important to do that for people because otherwise it is a gruelling job.

Dame Patricia Collarbone: One of the things we have found is really helpful for people is when they receive a coach or a mentor, probably from outside education, maybe from the business world. We have had a scheme going with Partners in Leadership and that has worked quite well in terms of offering some support for head teachers in fairly complex and challenging circumstances. We are looking at ways in which we can develop mentoring, coaching, peer support, support with the business world and support internationally for people to get refreshment.

Q382 Paul Holmes: In a previous evidence session Mr Ronnie Norman, who is the Vice-Chair of the National Employers Organisation, said that he felt that the teaching profession was starting to become recognised as a profession in the way that lawyers were—as somebody who was a teacher for 20 years I thought I had been working in a profession for a long time anyway. Part of improving the professional status is something like the National College for School Leadership, so far how many deputy head teachers and head teachers have got the National Professional Qualification for headship?
Dame Patricia Collarbone: We have 9,000 people who have already got the National Professional Qualification. As we sit here there are 7,000 people in addition to that who are on the programme. The NPQH is staged in three routes, you can do it fast-track in a very short space of time for those who are nearly ready for headship or you can do it over one year or two years.

Q383 Chairman: What is that as a percentage of overall heads?
Dame Patricia Collarbone: About two-thirds. You have 24,000 heads in the country, give or take a few, that is a fairly high proportion. We believe we have over time now been able to develop a pool of people with a professional qualification to prepare them for headship. Again anecdotally you can get lots of evaluation reports from those who have done NPQH of late where candidates and people will say when they go into their job it is the best preparation they have had. I think if we are talking about the recruitment and the retention of senior post people that are more prepared, people that have support, people that have on-going support after they have finished NPQH when they take up their headship they can then go on to the Head Teacher Induction Programme (it used to be called Headlamp) where they can have for up to three years a sum of money they can spend on various modules and visits and coaching or mentoring dependent on them and their circumstance. It is all very well to train people for a job through NPQH but when they get into the school they need a different kind of support, there is support for three years and then four years in there is another programme called the Leadership Programme for Serving Heads, which is a programme about how well you are doing in the job and it gives them that feedback we referred to earlier. There is a lot of support we have now put in place for people to support them throughout their leadership

career. We believe it is not a one quick-fix, do this then and that is it, they need support of different kinds as they go through their leadership career, and that way we hope we will retain more people in the job.

Mrs Du Quesnay: Can I just come in, I may have been misleading there and I did not mean to be, about 16,000 people are either engaged in or have already acquired the National Professional Qualification. I do not think we know the proportion of serving head teachers who have already got the NPQH but by definition certainly the 7,000 have not yet moved into headship because they are still doing the NPQH. That is the sort of data we do need to be much smarter at collecting.

Q384 Chairman: How many staff do you have?

Mrs Du Quesnay: We have about 160 people currently.

Q385 Chairman: The budget?

Mrs Du Quesnay: In the current year the budget is about 80 million and well over half of that, about 50 million, supports the major training programmes. The National Professional Qualification has a budget of about 25 million or 26 million a year, and most of that is supporting the training of the people going through rather than paying administrative costs.

Q386 Paul Holmes: You think at the end of school management it is important to have on-going professional training and qualifications, back at the other end, how important is it that teachers are professionally qualified and have QTS status?

Mrs Du Quesnay: For teachers who are full class teachers it is absolutely essential. The College would very much welcome the emphasis that has been brought to bear through the recent policy moves on diversifying the work force in schools. It has been a ludicrous situation. I was a teacher for a long time but it is a while since I was in school and for all those years you see teachers doing jobs which other people could probably do better, particularly now as the environment in schools is changing, there is more pressure for community involvement, there are different kinds of resources and with the information and communication technologies we can see far more ways in which adults other than qualified teachers can support children's learning, but you always have to have that core of fully qualified teachers who can manage and supervise that situation and provide an overview, which is about the quality of education and children's learning.

Q387 Paul Holmes: You think it should be a core of teachers who are qualified teachers as opposed to all full-time classroom teachers being qualified?

Mrs Du Quesnay: I think full-time classroom teachers should be qualified but it is important they should be supported by a rich diversity of other adults. We can see more sophisticated ways of doing that now than would have been the case 10 years ago or when I was teaching.

Q388 Paul Holmes: This might be an unfair question but I will ask it anyway, if the Prime Minister says that since 1997 they have recruited 25,000 more teachers but it then turns out that only half of those are qualified do you think that matters?

Mrs Du Quesnay: It depends where they come from. Some of those teachers have come from abroad and they may have a teaching qualification, they may have good experience but it is not formally recognised in this country. I think we need to understand what the position is so that we do have sufficient—I am not going to try and quantify what is sufficient—fully qualified teachers to provide security about the quality and continuity of education for children and the relationship with their parents. For the most part in the country as a whole we have that. We know there are some schools, particularly in pressured areas like London, where that is a vulnerability. We all recognise that. I worked in Lambeth for four and a half years, some schools are very, very challenged about having a sufficient body of teachers who can really provide that quality and continuity.

Q389 Paul Holmes: Those challenged schools tend to be the ones that have the highest numbers of teachers without qualified teaching status, the highest number of overseas trained, the highest number of trainee teachers.

Mrs Du Quesnay: You get this awful syndrome developing where schools may have vacancies, they may draw in the most challenged and challenging children, they find it hard to recruit because some of the behaviour issues and the fracture issues in society make it harder and put more pressure on the teachers. You do get a spiral which is why I think that most of us who know London really welcome the fact we have the London Challenge and there is a recognition of those issues and that we are not trying to sweep it under the carpet any more and pretend we can do the same as we are doing in the rest of the country. I suspect one could argue there is some very similar pressures on schools in other urban areas but it is more intense in London.

Q390 Chairman: Are you saying the worse behaved pupils in Britain are in London?

Mrs Du Quesnay: No, but I am saying—I do not think I said that—you get a situation in London where admissions are quite competitive and where schools that find themselves with a large number of surplus places (I can think of a couple when I was in Lambeth) where they are under pressure to take in children who may have been excluded from other schools, children who may only have come into this country as asylum seekers and have gone through terribly traumatic experiences. It can be extremely difficult for the local education authorities and the governing bodies and the head teachers to maintain a reasonably balanced situation for those schools because you do end up, we know it happens, with a situation where some schools are subject to enormous challenges, much more so than maybe a neighbouring school not very far away.

Mr Tabberer: If I can add to this, I think it is a concern that schools have had a higher proportion or higher number of unqualified teachers involved, especially in these areas. When we look at the figures we have to recognise that a lot of those unqualified are on training courses to become teachers, they are on our GTP Programme, they are on our Overseas Trained Teacher Programme and for some of those it is an assessment-only period while we can properly validate their qualifications. It is important to say that. It is important to add, as Heather Du Quesnay said, for me these are the compelling reasons why we have to look at both increasing the number of teachers we have and what is called remodel the profession. In the period since 1997 we have increased the number of teaching assistants and support workers in schools by 80,000. I think the more we do to make our work force more diverse the more we do to introduce flexibilities in schools so that heads cannot only just deploy teachers as a solution for every problem but also deploy other staff and indeed ICT.

Q391 Chairman: I do not think Paul Holmes' question was unfair at all, the only unfairness is if we gave you a direct quote that Doug McAvoy gave to this Committee about unpeeling the so-called 20,000–25,000 extra teachers, and he took them sliver by sliver and said they come down to almost nothing, if we send you that quote could you try and unpick it for us because we would like to know whether that was an exaggeration? He did not go unchallenged on this.
Mr Tabberer: Obviously that is a question you ought to put to us with the DfES because a lot of the data on these numbers will be DfES's
Chairman: If we get your take on it and the Minister's on Wednesday we will be belt and braces.

Q392 Paul Holmes: Round 3,700 of the supposed 25,000 extra teachers are trainees. If you can count somebody on the Graduate Trainee Programme as a teacher for the purpose of Government statistics why not count all of the ones that are on PGC courses as teachers because they are all graduates? Surely we should count all those and then we would have far more than 25,000 extra, we would have 30,000–40,000 extra.
Mr Tabberer: There is a difference between the on-the-job training programme, which puts people in schools for full-time or near full-time courses and those who are in schools for part of the time. I think the important thing that we do is take a look through the slivers of the onion and show you what these people are doing and then you can make a rounded judgment about the increase in the profession and, indeed, the increase in teaching assistants and support workers at the same time.
Miss Doherty: There is also another factor in terms of 14–19 curriculum, when I worked at the QCA we encouraged schools to diversify the range of people so they were using instructors and people who have experience in ceramics and motor vehicle maintenance or other aspects of the work-related curriculum so schools were employing instructors for periods of time in order to give that enrichment to the curriculum. Your question is a very good one. Your follow up of asking people to unpack that is also very important.

Q393 Mr Chaytor: I have two points following Paul Holmes' line of questioning, you have said of the 24,000 serving head teachers you have 9,000 individuals who already have the head teachers qualification, a further 7,000 are in the course of being trained, you do not know how many are heads and how many are aspiring heads, but in terms of the debate earlier about data collection it is not a terribly difficult thing to do when the application forms come in to put them in two piles and count this lot which are heads and this lot which are aspiring heads, is it? This is a basic data collection task which is really quite important?
Mrs Du Quesnay: It is very important. People apply to do the National Professional Qualification and have been doing that over the last five or six years. We will know and we do know whether they have acquired the qualification, what we do not know is whether and when they go on to become head teachers because of course those appointments are made by individual governing bodies. At best it would be the Local Education Authorities who would have that data. That is the area that we have to get much smarter at. It does not sound that complicated but getting consolidated data of that kind from LEAs can be quite complicated. We have to crack that.

Q394 Mr Chaytor: At the point of which they are on the programme within the college do you not know who are then heads?
Mrs Du Quesnay: Yes.

Q395 Mr Chaytor: Fine. It is the follow-up later.
Dame Patricia Collarbone: Yes. We are putting a process in that tracks people from whenever they start to do a programme in the college throughout their career so we will have a complete data management set which we have not had to this point.

Q396 Mr Chaytor: Of the 16,000 people who have been through programmes and completed it or in the course of doing so at the moment what is the proportion at the point of entry of heads and aspiring heads?
Mrs Du Quesnay: They would mostly be aspiring heads.
Dame Patricia Collarbone: When they take the professional qualification they are all aspiring heads, they will not have a headship.

Q397 Mr Chaytor: At the point of entry they will all be aspiring heads.
Dame Patricia Collarbone: Sometimes during the two years they may get a headship during that time.

Q398 Mr Chaytor: In terms of current heads, current heads are excluded from the programme completely?

Dame Patricia Collarbone: From NPQH, yes they are, it is for aspiring heads only. Once they have a headship they go on to the HIP, the Headship Induction Programme.

Q399 Mr Chaytor: The second point, this does follow on that, in terms of the monitoring of their subsequent performance we were presented with some research which showed a strong correlation between the length of time a head served in a school and the PANDA rating of that school, my question is therefore in terms of tracking the subsequent performance of people who have been through your programme are you yet or do you envisage being in the position of being able to make the correlation between the PANDA performance of the school and the acquisition of the headship qualification?
Dame Patricia Collarbone: We are looking at all kinds of ways now in which our programmes impact and what the outcome is. As we are putting this programme in we are thinking of those kind of questions and moving into that domain very, very seriously to see what effect those are having, that is a crucial question.
Chairman: We are moving to career patterns now. Valerie Davey, who has been extremely patient.

Q400 Valerie Davey: You acknowledged earlier that the teaching profession has people changing their career, coming in and out of it, I was not sure whether that was just realism or whether you were accepting that this was beneficial. Is career change beneficial or is it just a realism, an acceptance of a situation you are coming to terms with?
Mr Tabberer: I will start answering that. I think it starts from realism and a realisation of how people think about career these days. You must excuse us if we are prepared to make a virtue out of a necessity. There are benefits. The more we have identified them and take stories from the people who recruit these career changers we will promote them very actively because that is the way to encourage other people to follow.
Miss Doherty: If I may add to that, if you think about the school curriculum and pupils' learning needs people who come into teaching from a range of different backgrounds are going to bring that experience and relevance. It is a virtue in many respects. Years ago people would criticise the pattern of people going straight from school to university, to teaching. There is the enrichment now. I know a lady who is a solicitor and she has gone into primary teaching. Her head teacher finds her not only an excellent teacher but really helpful in terms of all of the legal issues the head teacher is addressing. She is a very focused classroom teacher, she loves her job and she is delighted she has made the change. She has brought the richness of her previous experience into the job, and this is something very important for the pupils well-being and the experience they have.

Q401 Valerie Davey: You have made a virtue of that. Can you similarly think through the reality that people want to work part-time now and job share? Is that realism or is that a virtue that you can make of it?
Miss Doherty: You can do both I think.
Mr Tabberer: I think you have put your finger on an important issue. We have been following your evidence and your questioning over the last few weeks. The teaching profession as a whole has an occupational model which in history has been family-friendly, the opportunity for parents to synchronise their children's holidays with their own holidays. I think there is a lot of scope for more part-time and flexible working within the profession. If you look to the health sector and ways in which they have been developing their work force in that area I think we could do a lot to learn from some of their examples. I think that is an area where we have to be realistic and recognise these days that people want flexibility in their working arrangements, but there really is virtue to it as well, because it can leave you with very good people, a better work/life balance and access to other skills.

Q402 Valerie Davey: Can I stay with teaching for a moment, I want to come back to the college in these areas, again we are employing overseas teachers, is this a dire cry? Is this an extreme situation or is it again potentially a virtue and a benefit to our schools and our young people?
Mr Tabberer: In my view it is unquestionably a benefit. I have to say there are some outstanding overseas teachers in London who are enriching the curriculum of the children that are there. Occasionally they know even more about the communities in London that they are serving, which is one of the great qualities of being a good teacher. It seems to me that is a very good quality. We have also been looking within initial teacher training and routes into the profession for ways we make these more suitable for people who want part-time options. We have introduced part-time PGCEs, flexible PGCEs and we are constantly trying to make sure that our recruitment end of the game is as strong as we aspire to be.

Q403 Valerie Davey: We have already heard the international teaching element for training is a very good plus. I think Dame Patricia Collarbone was saying earlier that the international training element for head teachers in particular has given them a new lease of life, a new insight, would you say these are all elements which for the retention of teachers and head teachers are potentially valuable so that both the career change people, the people who are doing flexible working and those who are either teachers from overseas or who are teaching themselves overseas, perhaps secondment work, adds to retention?
Mr Tabberer: It adds and it takes away. It is going to play differently with different people. Some of the overseas trained teachers will come here for a short period of time, so that will not help retention in our schools, some of them come and stay. The benefits

to the overall profession is that we end up more flexible. A modern employer of any size, particularly a sector of our size, needs flexibility, needs adaptability. We cannot run a one-size-fits-all model, we must embrace diversities. We must accept that we have to have flows. We must attend to improving retention but not do it in such a way as to close down some of the very features of the system which elsewhere may be working in our favour.

Q404 Valerie Davey: Can I move on to ask, how do ensure that your leadership training embraces these as positives for future head teachers rather than the rather negative image which some of these factors still have, ie people coming in at a later stage or people wanting part-time, flexible working or indeed coming from overseas? We have heard from Ralph Tabberer, and I believe very strongly they are all positives for a 21st century profession and yet how do we make sure your training embraces these and makes it a positive virtue for the schools they then lead in headship?

Mrs Du Quesnay: We share Ralph Tabberer's view that many of these are positive. I think one would have to add that schools want to be seen trying to be as flexible as possible in terms of the way they employ people. You always have that kind of limitation that if you are tied into supporting youngsters through an exam course or a programme leading towards tests there does need to be a degree of appropriate continuity there. We have to work all of the time at the sophistication of the way we timetable and organise lessons. For our major programmes we do deal at a pretty generic level so that we encourage people to look very hard at the way they lead and manage staff, the way they deal with people, the way in which they plan and organise the curriculum. I suspect we are going to have to be more sharply focused on some of these issues in the future. One of the major developments of the last few months is that the Department has set up a national remodelling team, which Dame Patricia is going to lead, and that will focus on these kind of issues.

Dame Patricia Collarbone: The idea for a national remodelling team came out of some of the work of the Pathfinders schools, where we were looking at school work force remodelling and that links directly to the Workforce Monitoring Group and the implementation of the 24 tasks—I take it you are familiar with that—by 1 September. It is this whole business about freeing teachers to teach in order to raise standards and using the workforce in a very flexible way. What we are doing at the moment is setting up a team that will be working with all schools and LEAs across the country in assisting, guiding, giving advice and sharing knowledge on how we might go about this. The biggest challenge with all of this is breaking down a culture, it is a culture change. We are using the changing process to help schools address their own issues and think about how they might take those issues forward and how they might creatively think. I fondly call it zero-based thinking, they might take a fresh look and say, "do we need to go on doing it in that way?" or "do we need to do those tasks? Could we employ people differently to do it?", a whole way of rethinking about how people use resources, financial and human, and thinking about how they might bring in different flexible working arrangements. I do not know where all that will go, suffice it to say that people are very excited about it. We have to think differently for the sake of the young people, that is the important issue, that is why we are doing it.

Q405 Valerie Davey: You talk about culture change, there is going to be a need for huge culture change, we are going to get to retirement as quickly as we can and go, is there a potential in linking up some of these things we were talking about, namely a secondment overseas or part-time teaching or a change of profession? How is this being thought of at the stage where you have this fin shaped curve, where you have a large number of people in their 50s now, are we going to apply some of these principles to retain them or is that too late or can the ethos still be changed?

Dame Patricia Collarbone: It can still be changed. One of the programmes we have is a programme for consultant leaders and it is really aimed at people who are experienced in the role they have, particularly head teachers, and thinking about how we capture their wisdom and use it to train the profession itself, getting them to have experiences overseas, getting them to have experiences in different places and using their expertise to work as consultants, mentors, coaches and trainers with other school leaders. At the moment we are doing it with head teachers. We intend to roll it out to advanced skills teachers, to deputy heads and even to middle level leaders so that we are building capacity in the profession. What we found with people coming on the programme, and we have had about 350 through now, if not more, is it is kind of giving them a new lease of life and they can make a contribution and it is about their own professional development at that stage. What we are not trying to do is take people out of school. We are trying to get them to remain in school but perhaps take on different roles with people as well. It has been quite interesting and successful at the moment.

Q406 Chairman: Are you worried about the lack of success you are having in recruiting ethnic minority teachers and heads? The figures that we have been given represent 2.4% of the teaching force compared with 9.1% of the working population of England. If that was police recruitment you would have recriminations flying round. It is not very good, is it? Why do you think we are not getting ethnic minority teachers? Why?

Miss Doherty: I think there are two things there, firstly, recruitment of teachers into the profession. We have been working very hard to increase the number of teachers from minority backgrounds into the profession and our target is 9%. Our target was 6% last year, which we achieved. Our target for 2005—

Q407 Chairman: That is new recruits? That is how many?

Miss Doherty: 9% of the 35,000 we recruit, we recruited 7.8% last year. We look like we are on target for the 9% but we need to be relentless in pursuit of making teaching diverse and responding to minority ethnic groups. I think your question might be more about the progression of those recruits through their career and the opportunity for having more ethnic minority leaders.

Q408 Chairman: Teachers and heads. However good you say you are in the last two years the fact is it is 2.3% compared to 9.7% of the population. This is what we are asking, both in terms of teachers and in terms of leading roles in schools.
Mrs Du Quesnay: Is it is a huge concern. It is certainly a huge concern for areas like Lambeth, where you just do not get people who are visible role models for young people from the minority ethnic groups. We have run two or three pilot programmes which we developed with the National Union of Teachers, called Equal Access to Promotion, where we have had a couple of hundred people through, and that seems to have been quite successful for those individuals. There is a poverty of data about the ethnic background of head teachers. Plans are well in hand now for the Department to begin to collect that data. I would think once we have that we need to do training, as the Teacher Training Agency is doing, and establish some targets for NPQH recruitment, for example. It is not really defensible to be where we are.

Q409 Mr Pollard: Recent research shows that only one third of head teachers believe that their workload and management of their teacher workload was their responsibility, do you have a view on that?
Mr Tabberer: I saw that statistic and was concerned. I think this refers back to some of Valerie's questions too, there are times when the profession is quite cautious and conservative and is still in the process of taking on some of the human resource responsibilities that come with the local management of schools. That is understandable because there has been tremendous pressures on schools to learn financial management and to then take part in a drive to improve standards. I am not utterly surprised that at the moment not every head does so, a small proportion of heads take it as their first responsibility. Unquestionably for me we will not have an industry best practice human resource model until structurally we do things in order to make sure that every individual is looked after and institution by institution people accept and exercise that responsibility.

Q410 Mr Pollard: What are you doing at the Leadership College to promote this responsibility of head teachers?
Mrs Du Quesnay: I think this is the PricewaterhouseCoopers study, which was the research on which School Workforce Reform Strategy was founded, I think it is an incredibly powerful piece of data because I think what you learn from that PricewaterhouseCoopers study is that head teachers who do see themselves as powerful people, who actively manage the perceptions of the school and actively manage all of the external initiatives and pressures that come into the school can make a huge difference in terms of the way all those connected with the school perceive their situation. The successful head teacher makes teachers and other school staff feel at ease with themselves, they feel powerful, confident that they can make a constructive and creative contribution, whereas those heads who allow themselves to be a sort of an open tap through which everything passes through to their staff create much more a sense of people being overwhelmed, victimised, harassed by other people's agendas. It is incredibly important. The message that the college puts across all of time in all of our activities is that the role of the head teacher does imply a powerful, leadership role so you are shaping perceptions, you are controlling the agenda, you are not just letting everything through and you have a responsibility to create for your school an individual identity and ethos, a culture within which people feel at ease in coping with the outside world. We have a lot of brilliant head teachers that are doing that. Clearly the study shows that not enough of them are doing it at the moment. We have reason to be confident that there are enough people who know how to do it and through consultant leadership and through the sort of programmes that Dame Patricia Collarbone has talked about, we can spread that confidence and those abilities through the profession.

Q411 Mr Pollard: Being anecdotal, when I was in Birmingham with the Select Committee we visited one school, King Edward VI School and had coffee with the teachers and I asked two or three of the young teachers, "what about this workload and form-filling?" They said, "what are you talking about, we do not do any". I just wonder whether the more mature teachers worry about it more than the younger teachers I do not know whether they did not do it or it was better managed in that school. Clearly there is something from what you were saying. Can I move on really quickly and ask about pupil behaviour, because that is another thing that teachers say repeatedly puts them off, the worse an area is the more difficult it is to recruit and retain. Who wants to work in a school when they can come to my constituency, St Alban's, and have a wonderful time. All the pupils are excellent, as you well know. What are you doing about that to prepare our new leaders for this bad behaviour? How can we get round that?
Mrs Du Quesnay: It is about establishing a positive ethos and a positive climate within the school. There is a major component in both the National Professional Qualification and the Head Teachers Induction Programme that deals with behaviour. Of course there are a lot of other support strategies coming through from the Department direct, like the behaviour improvement programmes.

Dame Patricia Collarbone: We are linking in with what the Department are doing in terms of behaviour improvement strategies that they have and all of those things get written into the programmes. What I should say about the programmes is sometimes it causes us a lot of work and angst but is so worthwhile doing it because they are dynamic by nature, so we continually review and update the material. If there are things coming on line, new pieces of research, new evidence from schools we include those kind of things within the programme so that people have access to very up-to-date material. All of those current initiatives that are moving in terms of behaviour management are written in to the material.

Q412 Chairman: Can we come back to you Heather Du Quesnay and Dame Patricia on the comment you made about the attitude of head teachers. "Research on teacher workload by PricewaterhouseCoopers showed that only one third of head teachers believed the workload of their staff was their responsibility and actively managed it". Is that a bit of a condemnation of your operation? Here you are, the National College for School Leadership you said at the beginning of this hearing when I said, "what is the difference between leadership and management?" you said, "that is a bit of an old chestnut" as if it was an inappropriate question to ask. I still do not know the difference between what you teach as leadership and what I define, something I am very interested in, as management. This is an appalling situation that two thirds of those heads did not think their staff workload was part of their responsibility. Someone is deeply deficient in terms of understanding what their role is as a school manager, whether that is leadership or management, but whatever it is it is not good, is it?
Mrs Du Quesnay: It is not good enough, we are not pretending so. We should bear in mind that in terms of the college's responsibility this research was conducted in the autumn of 2001, so the college was barely operating by then, we only started in 2000 and we started from nothing. Yes, of course, it is a condemnation but it is a situation that has been brought about I think by a decade or more of policy initiatives which have really forced heads or allowed heads in some cases to fall into a kind of compliance mode so that too many of them have seen their role as fulfilling other people's requirements and following instructions and some of them find it difficult to say no and find it difficult to shape the agenda for themselves. This kind of research finding bears that out. We know that is an issue, we know that is a significant issue and we need far more heads who feel confident, as I say, about shaping their own agenda, forming their own priorities and recognising what the national policy thrust is about but seeing how to exploit that for the particular school they are in and the particular children they are responsible for, they create something that is individual and special to that particular school and to which the teachers and the other staff can sign up. That is what the college's mission is about. I do not know what the findings would be now, I suspect it would be a lot better than that. I do not claim that we have cracked the problem there. We have a massive culture change to bring about in the profession which will probably take 5 or 10 years fully to achieve.

Q413 Chairman: When you teach these heads these qualities of leadership if not management—
Mrs Du Quesnay: Both!

Q414 Chairman:—would retention be part of that? In most organisations I know a sign of a good manager as opposed to a poor manager could often be that there is not a high turnover of staff in very similar schools. I am not comparing a school in challenging circumstances with one as Kerry described as the idyllic place he represents in the leafy suburbs, what I am getting at is we know that a good manager enthuses, motivates and retains staff, whereas a poor manager does not. Is that something that you are teaching at your college?
Mrs Du Quesnay: We are encouraging heads more and more to collect data on that kind of thing, so it is not just a matter of impression, because you can fool yourself with impression. If they do the Leadership Programme for Serving Head Teachers they have good 360 degree appraisal data, which is rigorous and tough about their impact, so that they collect data on staff absence, staff retention rates, all of those things, which are really relevant to judging how successful you are being in creating a healthy, thriving school.

Q415 Chairman: You are the four most impressive people in the whole of the education sector and it is a pleasure to have you in front of the Committee but you are not really what I would call managers, you very much come from an education background. If I was really rude, a bit of in-breeding amongst you. That is not meant to be an insult at all. I come back to the original comment, should there not be more management expertise in both your organisations? I may have a worry about cooperation with the private sector, I think there are some private sector recruitment management experts in your organisations, do you find that a deficiency?
Mrs Du Quesnay: Something like 40% of our staff come from the private sector. Our corporate services people who manage lots of contracts for us and money, and on so forth, they are all private sector people. I resent terribly the suggestion that people who work in education are not managers. I managed to the very best of my ability very challenging situations.

Q416 Chairman: I am talking about people that you would find in the leading management schools in our country, would they be trained as managers, who have a lot of experience in management and also trained to teach managers? I am just wondering how many you have in your organisation? Here we have a dire situation, a lot of heads do not realise they are supposed to be managers, managing retention, managing workload and I am worried that perhaps we are creating government-type quangos that are not really very knowledgeable about management?

Mrs Du Quesnay: I do not think we have anybody working for the college who has experience of a business school, not working for us full-time as employees. We use the business sector and business school experience all of the time. We have a termly meeting with key leading edge thinkers from business schools so they can update us on what is going on. We regularly meet with people from international leadership centres from across the world. We commission a lot of work from leadership experts, whether they are in higher education institutions or in business schools and we will do more of that. We are really trying to pull together the expertise and the experience of people managing in all sorts of sectors. We have a number of business people, four significant business people, on our governing council. Pulling that together with the best of what is available in education and you create something that is special but also has currency and relevance and would be recognised as being of value by managers in any part of the economy.

Q417 Chairman: I was in no way trying to undermine or challenge the professional quality of your organisation, what I was saying is the Government seems to be sponsoring at the moment—we as a Select Committee know what management education is about, we know what MBAs are like and we know where you can go and get a good MBA—and manufacturing centres for leadership and it is not altogether clear to many of the people I represent and to the people who those round this table represent what the difference is between these leadership courses and good management? This is what I was trying to tease out.
Mrs Du Quesnay: I do not know whether I am digging a hole here or am I doing all right, I am not sure! I think you are asking two different questions, one is about the extent to which the college and other educational organisations can draw on generic expertise and knowledge about leadership and management in other sectors. I am saying vigorously I hope that is what we are trying to do. I think that the dichotomy between leadership and management—forgive me Ofsted—is to some extent a false one, you cannot lead successfully if you cannot put in place the processes and the structures and the systems that will carry your vision into reality, nor is management going to serve very well if the focus of management is on operational processes that will tend to be more about maintenance when we live in an age of such dramatic change and when the needs of our children are crying out for us to do something more imaginative and more bold and more radical than we have managed to date. It is really important for us as a college to try and bring those two things together and give them appropriate emphasis in the appropriate context. If you go into a school in challenging circumstances where the kids are climbing the walls you are probably not going to do big, visionary things, you are going to focus all of your energy on getting those children behaving properly, sitting down and getting some basic learning systems in place. On the other hand there are schools in places like St Albans, but certainly not St Albans, where there is a degree of complacency and where they want a bomb put under them. That is precisely what good leaders should be able to do, to match the style and the approach and the strategy they take to the particular circumstances and context, and that requires an appropriate mix of leadership and management.
Chairman: Thank you very much.

Q418 Mr Pollard: Sometimes people's aspirations do not match their ability, do you get much of that in your leadership schools? I do not mean from the trainers, I mean from the trainees. How does the weeding-out take place? How do you establish that somebody will never make a leader?
Mrs Du Quesnay: We just had the biggest recruitment round for the National Professional Qualification ever, we recruit twice a year and the weeding-out process resulted in about 8% of people being found not to have the appropriate experience and qualities to go forward with NPQH at this stage. There will be a few more who will drop out as they go through, perhaps 5% will drop out in the course of the programme. I think we want to get smarter at doing those things all of the time. One of the pieces of research that the college is currently doing is to look at the whole business of career management and succession planning, which in many businesses and industries is developed in a very sophisticated way, that is certainly what we understand our Chair does at Unilever. In education it has been pretty neglected, partly because I do not think anybody is sure whose responsibility it should be. Many schools are too small to do it effectively. LEAs are not sure of their role and their powers in some respects and you cannot do it at a national level. We want to look at some of those issues and see if we can do a better job at helping people to know themselves better, it is much better for you to make your own judgments about what your capabilities are rather than have to be found out by somebody else. We certainly do not want to waste our resources on people who are just not going to make the grade as head teachers or as any other kind of leader.
Chairman: Thank you all for your evidence. I often say it is a cruel and unusual punishment to be in front of these Committees for more than two hours. Thank you very much for your cooperation. On your way home if you think there is something that the Committee did not ask you which you would like to have been asked and would like to tell us then please do communicate with the Clerk. Thank you.

Supplementary memorandum submitted by the National College for School Leadership

Thank you for your letter of 10 July, regarding our additional evidence to the Committee about teacher numbers and the comments made by Mr Doug McAvoy on 23 June.

We consider that it is difficult to compare numbers of teachers over time due to the changing shape of the profession. A number of those individuals who do not have Qualified Teacher Status (QTS) will be very experienced teachers from overseas, who do not therefore have a qualification which would be recognised within our education system. Others will be working towards QTS through new routes into teaching and we should take care not to undermine the diversity of routes into teaching by questioning the status of those who participate.

The figures quoted by Mr McAvoy reveal the increasing diversity of the teaching profession which we believe should be welcomed for its potential to expose our school children to different cultures and experiences. However, it is also important to retain a core of experienced and qualified teachers who can assure the quality of education and continuity of pastoral care for pupils, as well as providing valuable links with parents and the wider community.

We hope that these comments are helpful.

15 July 2003

Supplementary memorandum submitted by the Teacher Training Agency

The Select Committee asked TTA to respond to the uncorrected evidence from NUT questioning official announcements about the recent increases in teacher numbers. I pointed out during our evidence that the dispute was over DfES data and I feel it is only proper for the Department to make the official response. Nevertheless, we have looked into the data ourselves and have drawn the following conclusions:

— Between January 1997 and January 2003, official figures show that FTE teacher numbers rose by 24,700 and this is an exceptional rise in such a short period.

— The increase included a substantial proportion (approximately 12,500) with Qualified Teacher Status or equivalent from EEA, which appears to go to the heart of the way that the NUT has posed its question.

— The increase also includes the 3,700 teachers who we referred to in the TTA oral evidence as being on our employment-based routes (the Graduate Teacher Programme, Overseas Trained Teacher programme and Registered Teacher Programme), progressing towards QTS while in employment.

— The increase further includes approximately 8,500 FTE teachers with a professional qualification gained outside EEA, or instructors with special qualifications or experience in a particular skill, art or subject.

We can find nothing in the reporting of these data by DfES which is inconsistent with their previous reporting of teacher numbers.

July 2003

Wednesday 9 July 2003

Members present:

Mr Barry Sheerman, in the Chair

Mr David Chaytor
Valerie Davey
Jeff Ennis
Paul Holmes
Mr Kerry Pollard
Jonathan Shaw
Mr Andrew Turner

Memorandum submitted by the Department for Education and Skills (DfES)

SUMMARY

— Retaining good teachers in schools is a high priority for the Government. Having invested time and money in training people to a high standard, we must make the most of their expertise.

— Effective recruitment is the starting point. Training bursaries and golden hellos have had a significant effect on numbers with recruitment in secondary training this year up 16% on 1998–99. Increasing numbers has not brought a diminution in quality, and this increasing flow of well-qualified and well-prepared trainees is likely to help retention in the longer run.

— FTE regular teacher numbers are up by 4,300 on last year and by 13,700 since January 2001 bringing the total to 423,900. They have reached their highest level since 1982. Regular teacher numbers (excluding supply teachers) are up in both primary and secondary schools. Total teacher vacancies have fallen since last year by 1,140 (–25%). Headteacher, deputy head and classroom teacher vacancies have all fallen. Classroom teacher vacancies are down 27% on last year. The national teacher vacancy rate is 0.9%, the first time it has been below 1% since 2000. Since 2001, total teacher vacancies have fallen by 32%.

— Retention also appears to be getting better. Latest data from the University of Liverpool in the 2002 calendar year suggest that wastage rates from teaching have stabilised or are decreasing, after rising since 1998. The major reason teachers give for leaving is workload. Secondary teachers also cite pupil behaviour. Personal factors (wanted change/new challenge, personal circumstances) are also important. The main reasons for staying are helping pupils learn, love of a subject, a sense of vocation and school holidays.

— Based on this and other research the Government's retention policies concentrate on reducing teacher workload and bureaucracy, and making more time for professional development and lesson planning; supporting teachers better in managing behaviour and supporting learning and professional development for teachers, especially in the early years in the profession.

— These are the three national policy strategies, which apply to all teachers. In addition, we have particular policies aimed at teachers in shortage subjects; teachers in particular parts of the country, notably London; and teachers at particular stages in their careers. And at the forefront of our measures to modernise the profession, to raise standards, to address teachers' concerns, and to improve retention is workforce remodelling.

— On 15 January 2003, all national partners, with the exception of the NUT, signed the National Agreement on Workload—"*Raising Standards and Tackling Workload: a National Agreement*"—which represents a broad, deep and determined coalition for a better deal for teachers and pupils. The benefits to schools and their staff of remodelling will be profound. Schools that have already addressed the issue of teacher workload will be in a stronger position to retain their staff. Not only will teachers experience a reduction in workload, their work will also be focused on teaching and their professional responsibilities.

— Improving schools' and teachers' ability to deal with challenging behaviour from pupils is crucial to raising educational standards, as well as improving teacher retention and job satisfaction. The Government is therefore investing nearly £470 million over the next three years in a major programme to achieve that.

— Better human resource management is also vital, reinforcing the reasons why teachers enjoy their profession. It is here that our strategies for Continuing Professional Development and improved leadership have a key role to play.

— Pay and pensions have been improved. A good honours graduate who started teaching in 1997, for example, will have seen his salary increase by 68% in real terms by April this year and The Teachers' Pension Scheme, as a final salary scheme providing an index-linked range of benefits, is an increasingly attractive retention incentive when compared to pension developments elsewhere. In recent years we have taken action to make the scheme more flexible, so that teachers who wish to reduce their working week while not leaving the profession altogether are not disadvantaged.

— The effects of retention on pupil achievement are hard to establish. It must be true that schools which are unable to retain high calibre teachers find it harder to achieve high standards for their pupils. Schools which have high proportions of pupils who enter with low attainment or with behaviour problems; schools which have poor and decaying buildings and fabric; and schools whose leadership and management standards are poor are likelier to have difficulties with both standards and retention. But it is certainly not true that this necessarily applies to all schools serving "tough" areas, or with high proportions of children entitled to free school meals. There are plenty of examples of schools which succeed despite these challenges.

— Everyone in the education system has a role to play to ensure the current encouraging trend is maintained. The initiatives described in this memorandum—on workload, behaviour, professional development, leadership and so forth—are intended to help schools and those who run them. But they will not work by themselves. Every school, as an employer, and every LEA must take responsibility for the way it manages its employees as much of their job satisfaction depends on the working environment and colleagues that they meet there.

Retention cannot be considered entirely independently from recruitment. The following section and the associated tables are designed to highlight the impact that recent initiatives have had on improving the numbers and the quality of recruits into Initial Teacher Training (ITT).

Improvements in the Numbers and Quality of Recruits into ITT

(The tables referred to in this Section are located in Annex A)

1. Teaching is a profession with good job security, comparatively good prospects of advancement, long holidays and, over the last five years, pay rates that have appeared increasingly favourable by comparison with other parts of the public sector. Nevertheless, in times of economic stability, public-sector employers find it hard to compete with the material rewards on offer in the private sector.

2. The Government and the Teacher Training Agency have taken measures to help ensure that teacher recruitment over the last three years has been able to buck the economic trend. This has been largely thanks to the introduction of a portfolio of financial incentives. The upturn in recruitment for mathematics and science began in 1999–2000 with the introduction of "old-style" Golden Hello incentives for PGCE trainees in these subjects, consisting of a £2,500 bursary during training and a further £2,500 lump-sum on appointment to a post in a maintained school. From 2000–01, these payments were superseded by a training bursary of £6,000 for all home and European PGCE trainees, followed by a £4,000 "new-style" Golden Hello for those qualifying and completing their induction year in the priority subjects of mathematics, science, modern languages, technology and English.

3. The effect of these incentives on recruitment has been dramatic with full-time equivalent regular teacher numbers up to 423,900, their highest level since 1982. Table [1] shows, in the current academic year, 11,057 trainees have been recruited in the five priority subjects, compared with just 8,871 in 1998–99. Overall, recruitment in secondary training this year is 16% higher than it was then. The signs are that this positive trend is continuing. Applications for PGCE courses starting in 2003–04 are running well above last year's level overall and in almost all individual secondary subjects.

4. Data on the academic qualifications held by postgraduate secondary trainee teachers by subject as shown in table [2] are available only up to the 2000–01 entry cohort. Data for 2001–02 will be published this summer. While there are some year-on-year fluctuations, the figures suggest that about half of new entrants to PGCE courses consistently hold an Upper Second or better degree, and that the increase in recruitment that followed the introduction of training bursaries from September 2000 did not bring a diminution of the academic credentials of trainees.

5. Data on completion and progression among final-year undergraduate and postgraduate secondary trainees as given in table [3] is also available for the 2000–01 cohort and shows that, while the proportion who gained Qualified Teacher Status (QTS) fell slightly over the previous year, the proportion of qualifiers who went straight into teaching jobs rose. The increasing flow of well-qualified, suitable and well-prepared trainees is likely to help retention in the longer run.

6. The incremental easing of the recruitment position has allowed the Government gradually to increase the number of training places that it funds, moving away from the concept of an annual recruitment "target" and towards a system that encourages training providers to raise their aspirations in terms of the number of places that they fill. Accordingly, the number of places on secondary training courses in 2003–04, at 19,475, will be 10% higher than it was this year and 17% higher than in 1999–2000.

7. As well as seeking to recruit new graduates who are likely to stay, the Government has also sought to widen the range of recruitment markets in which teaching is active. The QTS credits and Teacher Associates Scheme are seeking to give undergraduates a taste of what working in a school is like (and, in the case of the former, academic credit towards a teaching qualification) with a view to encouraging them to choose teacher training when they graduate. The early results of these schemes show that they are having a positive effect on students' perceptions of the teaching profession, and they are set to expand over the next three years. Last year's Spending Review also provided funds for the TTA to develop subject enhancement

courses in mathematics, physics, chemistry and modern languages. The Government hopes that these will in due course provide an effective route into teaching for graduates whose subject-knowledge falls just below the degree-equivalence needed for admission to a PGCE.

8. The most important of the new markets being exploited is, however, that of mature career-changers. The Graduate Teacher Programme (GTP), created in 1998, has quickly become a major contributor to secondary teacher recruitment. Under this programme, mature graduates are able to work towards QTS while being employed in schools (and paid) as unqualified teachers. Employment-based training options are now also available to those with HND or equivalent qualifications and overseas-trained teachers who wish to develop longer-term careers in this country than would be possible without gaining QTS. In 2001–02, the employment-based routes provided 10% of all secondary trainees, and as many as 17% in the five priority subjects. The Government announced on 13 December 2002 that the number of employment-based training places on offer would double by 2005–06. Over 90% of entrants to employment-based training go on to gain QTS and take up jobs in the maintained school sector.

9. It is clearly desirable to ensure that as many new teachers as possible be encouraged to make use of their training. In determining whether or not newly-qualified teachers actually take up their first teaching post and then stay, experience of school life gained while in training and the availability of a suitable post in a convenient location are clearly important. The Government has also introduced a number of additional, targeted financial incentives to encourage more teachers to go directly into and then stay in the profession. Golden Hellos have, in their various forms, been available since 1999–2000. These were supplemented last September by a scheme to pay off, over time, the student loan debts of new teachers of the five priority subjects if they enter and remain in teaching posts in the maintained sector.

10. Newly-qualified teachers are the main, but not the only, component of the supply of secondary teachers with QTS. Returners to the profession and teachers who move into the maintained sector from other types of service (for example, in an independent school) also make a major contribution to replenishing the teaching force. Table [4] shows the numbers of entrants and leavers to the maintained secondary schools sector over time. They show that in only three years out of ten from 1988–89 were there more entrants to than leavers from teaching, but that numbers of entrants exceeded number of leavers in the three years to 2000–01, on the most recent data available.

11. The extent to which the secondary teaching force has grown since 1997 is shown by table [5]. There are now almost 18,000 more full-time equivalent teachers in secondary schools than there were in 1997. Although some of this increase is due to changes in the Teachers' Pensions Scheme, larger numbers of overseas-trained teachers, employment-based trainees and instructors without QTS, there has also been a rapid increase in the number of staff with QTS who are, it might be presumed, more likely to stay. Growing numbers of qualified teachers working part-time suggest that employment practices are becoming more family-friendly, and that this may be allowing teachers who have taken a break from the profession for family reasons to return sooner than might have been the case a few years ago.

12. Despite larger numbers of teachers, it appears from table [6] that there is no clear relationship between trends in numbers of secondary teachers and the number of secondary classroom teacher vacancies. This may be due partly to the increases in school funding that took place over this period having allowed headteachers to aspire to a staffing complement closer to their ideal than was possible in less generous times. Geographical factors may also have played a part in local teacher availability. Of the 2,050 secondary teacher vacancies (1,940 classroom teacher vacancies) recorded in January 2003, over a quarter were in London schools.

13. Although steadily growing teacher numbers are welcome in themselves (*Annex B provides further statistical information*), the constraints on the supply of new teachers already described and the fact that teacher superannuation will peak over the next few years mean that this trend is unlikely to continue indefinitely. This was recognised by the former Secretary of State in her speech to the Social Market Foundation in November 2001, which heralded a new approach to teacher supply. The Government aims to continue to focus on bringing teachers into the classroom, but with the aim of using them better, supporting them more effectively and retaining them longer once they are there. The remodelling agenda is covered below.

Teachers Leaving the Profession—Some Evidence

14. The most recent research on factors affecting teachers' decisions to leave the profession is by Smithers and Robinson at the University of Liverpool, a project commissioned by the DfES. The study involved surveys of schools and teachers across the three termly resignation dates in 2002.

15. The research found that, in 2002, 14.8% of teachers in primary schools and 12.8% in secondary schools resigned from their posts, but most of these teachers were moving onto full-time jobs in other maintained schools (33.4% primary and 38.8% secondary). A significant minority were moving to supply teaching (10.9% from primary and 3.6% from secondary). Other destinations included:

- 13% were retiring (12.1% from primary 13.5% from secondary);
- 9% leaving for maternity/family care (12% from primary and 5.7% from secondary);

— 7% were taking other teaching posts, for example in the independent sector and FE (6.3% from primary and 8.6% from secondary);

— 5% to "other employment" (3.8% from primary and 5.9% from secondary);

— 4% to other education jobs eg LEA advisers (3.8% primary and 4.5% secondary); and

— 4% to travel (3.4% primary and 4% secondary).

16. Secondary schools have lower turnover (ie loss from a particular school) and wastage (ie loss from the profession) than primary schools. The survey findings identified turnover rates of 15.3% for primary and 13.1% for secondary; and wastage rates of 9.3% for primary and 7.3% for secondary.

17. Those leaving tended to be either very young teachers with a few years' service or older teachers approaching retirement, to be female, and to teach in shortage subjects. This was similar across both primary and secondary.

18. Smithers and Robinson suggest that the rise in teacher loss of the last few years seems to have improved when looking at DfES and Employer Organisation comparable figures.

Reasons for leaving the profession:

19. For an individual school, it makes little difference whether a teacher is leaving to take another post in a different school or leaving the profession completely. For the Department, our attention is naturally more focused on keeping teachers in the profession.

20. Liverpool University asked those leaving the profession for their reasons. The main ones rated as "of great importance" by secondary teachers were: workload (39%); wanting a change (38%); Govt initiatives (35%); stress (34%) and poor pupil behaviour (34%). The picture for primary schools was very similar, except that pupil behaviour ranked much lower.

21. These findings echo those of other research and polls, including the large-scale survey by the GTC in late 2002. This survey with 70,000 respondents, asked why teachers go into teaching, and stay there. The main reasons are because they like working with children (54%) and they think it is a creative, varied, challenging job (33%). These factors continue to motivate them during their career—working with children (cited by 48%), the job satisfaction of teaching (32%) and the creativity and stimulation that it brings (25%). There are also many teachers (approximately 15% for each) who value their school community/collegiality, their subject, family friendly hours, the long holidays or simply think it is too late to do anything else.

22. When asked how they think the profession should develop—the largest single request was for "appropriate support to be able to concentrate on teaching and learning" (59%). 56% of teachers say they want "ring fenced time for professional development". 44% want to be free to adapt the curriculum to meet the needs of individual pupils and 36% want to be "free to use autonomous and creative learning and teaching approaches".

23. Based on this research (and, rather more so, the previous studies with similar findings), the Government's secondary retention policies concentrate on:

— Reducing teacher workload and bureaucracy, and making more time for professional development and lesson planning.

— Supporting teachers better in managing behaviour.

— Supporting learning and professional development for teachers, especially in the early years in the profession.

These are the three national policy strategies, which apply to all teachers. In addition, we have particular policies aimed at teachers in shortage subjects; teachers in particular parts of the country, notably London; and teachers at particular stages in their careers. And at the forefront of our measures to modernise the profession, to raise standards, to address teachers' concerns, and to improve retention is workforce remodelling.

Workload and Bureaucracy—Workforce Remodelling

24. Our strategy on school workforce remodelling has been developed over many months, and in close consultation with national partners with an interest in our schools. It brings together the need to reduce teacher workload with the need to continue to raise standards in secondary schools. We recognise, above all, that a tired teacher is not an effective teacher. And a teacher must be allowed to focus on what is most important—teaching and learning.

25. The PricewaterhouseCoopers report on teacher workload, commissioned by Government and published in December 2001, found that teachers were spending 20% of their time on administrative and supervisory tasks that could be done by others. The subsequent School Teachers' Review Body report, building on the PwC work, made plain that teacher workload needed to be tackled. Teacher hours in term-time were on average 52 hours per week, and in some cases higher. The STRB made a series of proposals for reducing excessive workload, including thorough changes to the teachers' contract. In responding to these

proposals, the Government entered into detailed discussions with all national partners with the aim of reaching an agreement on the nature and implementation of reforms that would turn the tide on teacher workload.

26. In October 2002 the Government published "*Time for Standards*"—a vision of the future whereby lessons are delivered more flexibly, supported by a wider range of adults and ICT, so that teachers have more "time to teach" and headteachers are committed to leading change in their schools.

27. On 15 January 2003, all national partners, with the exception of the NUT, signed the National Agreement on Workload—"*Raising Standards and Tackling Workload: a National Agreement*"—which represents a broad, deep and determined coalition for a better deal for teachers and pupils. It set out particular milestones for implementing the agreement in schools:

- Phase one—2003
  - Routine delegation of 24 non-teaching tasks
  - Begin to promote reductions in overall excessive hours
  - Introduce new work/life balance clause
  - Establish new Implementation Review Unit
  - Undertake review of use of school closure days
  - Leadership Time
- Phase two—2004
  - Introduce new limits on covering for absent teachers
- Phase three—2005 (at latest)
  - Guaranteed professional time for planning, preparation and assessment

28. Progress on delivery of the proposals in the National Agreement is being monitored through the establishment of the Workforce Agreement Monitoring Group—a group for Signatories to the Agreement, but involving other partners as necessary. It will promote the Agreement, help to finalise the new contractual and legal framework and initiate change on the ground.

29. On 7 April 2003 a consultation package developed in partnership with WAMG was published. It contains details of proposed changes to teachers' contracts, regulations on the role of support staff in teaching and learning and a set of standards for Higher Level Teaching Assistants. The consultation represents the first concrete step in implementing the National Agreement.

30. A National Remodelling Team has been established as part of the National College for School Leadership. Under the leadership of Dame Patricia Collarbone; the team will work closely with WAMG, LEAs and other partners to help schools to remodel. The Team will establish a network of support that will provide practical guidance on remodelling for the nation's schools. The NRT will also support school leaders in managing change within their schools, building on the success of the Transforming School Workforce Pathfinder project (see case study).

31. The NRT will draw on the expertise and knowledge of LEAs to ensure school successfully remodel. A network of LEA facilitators will work closely with the team and help schools to deliver the national agreement.

32. Over the next three years there will be significant extra money coming into the system, with £2.6 billion this year, and more in the next two years. There have been well-reviewed and debatable issues around school funding this year. But remodelling has always been about the total amount of resources available to a school. Schools will need to look carefully at how they use existing resources as well as new funding to meet the contractual requirements outlined in the Agreement and to successfully remodel. They need to think in new ways about how they can best utilise the range of skills within their workforce, both existing and new. And how they deploy them to allow a sharper focus on teaching and learning.

Effects of Remodelling on Retention

33. The benefits to schools and their staff of successfully remodelling will be numerous. Schools that have already addressed the issue of teacher workload will be in a stronger position to retain their staff. Not only will teachers experience a reduction in workload, their work will also be focused on teaching and their professional responsibilities. Evidence from the Transforming School Workforce Pathfinder project has clearly highlighted the benefits a remodelled workforce can have. A snapshot shot survey of the 32 heads involved in the project, taken just 6 months into the year long project, produced the following results:

- 29 heads said that their teachers' workload had reduced or been redistributed either significantly or to a large extent.
- Half said their workforce were now experiencing a better work/life balance.

— All reported benefits on teacher morale and well being with just over a third saying these were significant.

(Case studies provided as Annex C outline some of the plans implemented by Cirencester Deer Park school in Gloucestershire and the benefits that they have experienced).

Tackling Bureaucracy

34. The Implementation Review Unit (IRU) is another key component of implementing the national workforce agreement. A panel of 12 experienced practitioners (nine heads, two senior teachers and one bursar) will review existing and new policy initiatives by the Government and other relevant organisations such as QCA and LSC. It will tackle unnecessary paper work, assess workload implications and reduce bureaucratic processes. We expect the IRU—which will publish an annual report on its work—also to be vigorous and challenging to the Department in the cause of reducing burdens on schools and maximising the coherence and effective communication of DfES strategies and policies.

BEHAVIOUR

35. Improving schools' and teachers' ability to deal with challenging behaviour from pupils is crucial to raising educational standards, as well as improving teacher retention and job satisfaction. The Government is therefore investing nearly £470 million over the next three years in a major programme to achieve that. The programme has two main elements:

— a universal element, providing every secondary school with review, training and consultancy support; and

— a targeted element providing intensive support for schools facing the greatest challenges.

36. The universal element is a new behaviour and attendance strand of the Key Stage 3 Strategy. From September 2003 it will provide every secondary school with materials enabling them to review how they improve and manage behaviour and to identify staff training needs. It will also provide training materials to meet those needs. Every LEA will have expert behaviour and attendance consultants to help schools carry out reviews and deliver subsequent training. All this will enable schools to improve their systems and give staff greater confidence in managing behaviour.

37. The targeted element will extend Behaviour Improvement Projects (BIPs) beyond the 34 local education authorities (LEAs) in which they have been operating since September 2002. BIPs provide intensive support for selected secondary schools and linked primary schools. They are packages of behaviour support measures tailored to local needs, but typically include multi-agency Behaviour and Education Support Teams (BESTs) to work with pupils with the most serious problems, Learning Mentors and in-school Learning Support Units beyond those already provided by the Excellence in Cities (EiC) programme and police officers based in schools.

38. BIPs are now part of the behaviour and attendance strand of the EiC programme. They will be extended to 27 more LEAs by September 2003, which means BIPs in all EiC LEAs supporting over 200 secondary schools, and to all Excellence Clusters by September 2005.

39. The BIPs operating in pathfinder LEAs are already starting to show results. London University's ongoing evaluation shows fewer exclusions from targeted schools and that teachers welcome support from multi-agency BESTs, additional Learning Mentors, police in schools and senior staff appointed to take responsibility for whole-school behaviour management issues.

CONTINUING PROFESSIONAL DEVELOPMENT (CPD), FEEDBACK, PROGRESSION AND LEADERSHIP

40. Workload, bureaucracy and behaviour are reasons why teachers leave teaching, and we are seeking to reduce them. But it is equally important to reinforce the reasons why teachers enjoy their profession, and want to continue in it. It is here that Continuing Professional Development (CPD) has a key role to play. According to the GTC survey, most teachers are looking for "appropriate support to be able to concentrate on teaching and learning", and time for professional development.

41. Our current strategy, launched two years ago in March 2001, aims to create better opportunities for relevant, focused and effective professional development leading to improved skills, knowledge, understanding and effectiveness in schools. There is a range of centrally-funded work-related training and development programmes and initiatives available to teachers. In particular these create opportunities to share effective practice and to learn from other schools, and encourage Heads to develop their schools as professional learning communities.

42. We are proposing to extend the Early Professional Development (EPD) Programme nationally from September 2004. This is intended to support teachers better during the critical first five years of their teaching careers. Interim evaluation of the EPD Pilot by the National Foundation for Educational Research has shown that the pilot has had a positive impact on the morale of those involved and, consequently, their commitment to teaching.

43. In addition, the Centre for British Teachers (CfBT) has been commissioned to design and create an on-line tool for teachers in their first five years in the profession, which will enable them to be more strategic when planning their career progression and professional development. The project will provide a comprehensive digest of possible career paths in teaching and a map of professional development and employment opportunities. These materials will be launched in September 2004 to accompany the introduction of the national scheme of early professional development for teachers.

44. All this will, we believe, be welcome to teachers. However, we also know that offering training and development opportunities by themselves are not enough; they need to be linked closely to an individual's needs. That will sometimes mean their personal needs; sometimes the needs of their job. Teachers, like any other employees, need suggestions and feedback from managers and colleagues, to help them identify their needs.

45. This is why effective and satisfying CPD needs to run alongside an effective performance management system in each school. Performance management, when done well, will raise a teacher's sense of satisfaction and commitment. It provides a focus for professional development, and links together the needs of the individual and the school where they are working. However, Ofsted has found that only 1 in 6 schools have an embedded system and too often teachers view it with suspicion.

46. We are therefore taking action to improve teachers' and headteachers' annual appraisals; to issue plainer guidance on capability procedures; to streamline the threshold assessment process for experienced teachers passing the "pay threshold" relying more on school judgements; to open the debate around performance-related pay; and to improve the link between performance management and professional development.

47. The aim is for more schools to start seeing performance management as part of a toolkit to support school and teacher improvement. This should directly affect staff retention.

Progression

48. For the experienced and competent teacher, fresh challenges help them to stay committed and enthusiastic. In introducing the Advanced Skills Teacher grade (AST) the Government provided an opportunity for excellent teachers to gain recognition through enhanced pay and status whilst remaining primarily in front-line teaching. ASTs have the stimulation of extending their own experience and skills, because they spend a day a week on outreach work with their colleagues in their own or other schools. As one head put it,

"The particularly good thing about the AST scheme is that it is a very good device for recruiting or retaining someone that you know is a good teacher. From the school's perspective, we get a teacher who can act as a best practice role model that others can observe and learn from on a much longer term basis than any other existing methods. But it is also good for the teacher's own career progression as not everyone wants to go into management, in which case becoming an AST is the only way to go."

Leadership

49. Retaining school leaders is an important aspect of overall secondary school retention. Headship is a demanding job, and heads rightly feel that they carry important responsibilities. But it is crucial that heads do not feel expected to carry sole responsibility for all aspects of their school's activities, because such a load, in a large secondary school, is not sustainable long term. That is why the concept of distributed leadership is so important.

50. Distributed leadership builds capacity within the school and across the school system. It is about developing leadership and harnessing energy at many levels, adapting structures, systems and cultures. It releases and extends leadership capacity now and develops it for the future. In this model, even NQTs can take some leadership responsibility within their schools from the beginning of their career, maximising their opportunities to develop the skills that will make them outstanding school leaders in the future. And it gives a head the support they need to run a large and complex organisation.

51. Distributed leadership is a key concept in the reform and retention agenda. The next phase of reform needs to be driven by schools which are individually strong and effective and which come together in powerful and innovative collaborative groups. Schools cannot be consistently strong, nor can we get sustained powerful networking without enthusiastic leadership at every level within the school.

52. School leaders, like other teachers, need refreshment and challenge at different stages in their careers. The advice of the National College for School Leadership (NCSL) have proposed a Leadership Development Framework, built around five stages of school leadership;

- emergent leadership (when a teacher begins to take on leadership responsibilities);
- established leadership (heads of departments and deputy heads);
- entry to headship (including preparation and induction for headship);
- advanced leadership (maturing leaders widening their experience); and

— consultant leadership (able and experienced leaders taking on training, inspection, mentoring and other responsibilities).

53. This framework offers teachers and heads different supportive routes for career progression, with training and support programmes on offer at each stage. This ought, in the medium term, to assist retention.

Targeted Measures

54. The three key national strategies, which will affect all secondary and many primary teachers, have been considered above. There are also particular subjects and parts of the country where the evidence shows that teacher retention can be difficult, and stages in a teacher's career when they are likelier to leave.

Shortage subjects

55. Golden hellos and the repayment of teachers' loans (RTL) were referred to in the section on ITT. RTL in particular is new, and is an experiment. The scheme has been running for only eight months, but so far over 5,000 teachers have applied to join it. By the end of the pilot we expect around 20,000 teachers to be in the scheme. It is naturally much too early to assess whether the scheme is aiding retention, but recent research among trainee teachers showed that 34% of them thought that having their loan repaid was likely to encourage them to remain in teaching.

56. We are also trying to help teachers retain the enthusiasm for their subject which, for many, is the reason they entered teaching in the first place. We issued a consultative document, "*Subject Specialism*" in March, and we will be meeting our external partners, including Ofsted, QCA, and key partners from the subject areas to discuss this. We will be looking at mechanisms, in our consultation meetings, of strengthening the role of subject associations in providing or recommending CPD programmes, teaching materials, and general support for teachers in their subject area. The school workforce agenda set out in "*Time for Standards*" makes it clear that support staff also need similar access to subject support.

Parts of the country

57. The vacancy data, and anecdotal evidence, confirm that teacher retention is harder in some parts of the country than others. The statistics show vacancy and turnover levels at their highest in London, especially Inner London, followed by the South East and Eastern regions. There is a high correlation with areas of high house prices and general high cost of living.

58. This is recognised through the pay system, on the recommendations of the independent School Teachers' Review Body (STRB). This year will see new, higher pay scales for all categories of teachers in Inner London. These merge the national scales with London allowances. STRB will be examining outer London and fringe considerations as part of their longer term examination of local approaches to pay, with the report on this due in January 2004. Given that the standard of living experienced on a teacher's wage and the recruitment and retention situation varies from one part of the country to another, we think there may be scope for more thinking here. Our evidence to the STRB asked them to consider as a long term issue how we can move to a position where we better reflect local differences in costs and rest more responsibility in the hands of Heads.

59. Affordable housing is a clear concern for teachers living and working in and around London and the South East. We continue to work closely alongside the Office of the Deputy Prime Minister (ODPM), who have responsibility for housing policy. The Starter Homes Initiative has delivered £250 million of funding helping to support 3,500 teachers in London and the South East to buy homes in areas of high cost and demand. This has been followed closely by a £300 million Challenge Fund, which will build affordable homes for people, including teachers, in London, the South East and Eastern Regions to rent and buy.

60. The concentration of issues that affect London, including the particular retention pressures, justify a tailor made programme of work for the capital. The recently published document "*The London Challenge: Transforming London Secondary Schools*" sets out our strategy for creating a world-class system of secondary education in London. The wide-ranging programme of work will be led by the first Commissioner for London Schools, Tim Brighouse.

61. A crucial part of the London Challenge is to make London a place where, as in many other professions, teachers feel they should come if they want to be at the peak of their profession. At present, while it remains possible to attract large numbers of teachers to the capital at the start of their working lives, significant numbers of them do not make their careers there. The impact of this differs between schools, but crucial for London as a whole is the reduced pool of potential middle managers and leaders of the future. Around a third of all London teachers have less than six years experience, and the age profile of London teachers shows a significant drop in numbers in their late 20s and 30s—crucial years for developing middle management.

62. Evidence suggests that a variety of factors contribute to this. Crucial are the high costs of living and particularly the costs of housing. Increases to teachers' pay (an inner London teacher with no management responsibility could receive no more than £23,379 in 1997—now, inner London teachers moving to point 2

of the upper pay spine will receive £35,673) and the Starter Homes Initiative are beginning to have an impact on these. In tackling the issue of the weakened pool of middle leaders, we are working with the Office of the Deputy Prime Minister on a targeted scheme to enable those with the potential to be leaders of the future in London to afford family homes.

63. Equally important is to create in London an education service which acts as a magnet for teachers. There is no doubt that there are considerable pressures on teachers in challenging London schools. The London Challenge seeks to strengthen the system London-wide, addressing challenges of behaviour, strengthening leadership development and embarking on the biggest programme of school building and refurbishment for very many years. These components of the strategy will all have a positive impact on teaching in London.

64. Equally, we want London to be a place where teachers are keen to come to develop their careers. We are developing a new status—"Chartered London Teacher"—to reward those who complete a programme of professional development and achieve excellence in the classroom. And through the National College of School Leadership and the London Leadership Centre, we are providing opportunities for London teachers at all levels to develop as leaders. A new cadre of London Commissioner's teachers, advanced skills teachers recruited and rewarded for working in the most challenging schools, will act as leaders of the London system.

Stages in a teaching career

65. It is a truism that new graduates, at the start of their careers, are the likeliest to switch jobs. For many, the idea of a lifetime career seems positively unappealing, beside the freedom to move between different opportunities—including periods of travel or study. It is therefore not surprising that teachers are the likeliest to leave the profession in the first five years of employment. We have already described how programmes of continuing professional development aim to give particular support to teachers during their early years.

66. In a working world where flexibility and job changing have become the norm, it is also important to enable teachers to find working patterns that they want, and to switch easily from full time to part time work. There are a number of examples of positive and proactive work being undertaken in this area. The Norfolk Staff Well Being Project was set up to help address some of the work-related health issues causing concern for its teaching and non-teaching staff and has proved a great success.

(Further details of the Norfolk Well Being Project are included as Annex D)

67. Pay is obviously a critical retention factor at all stages in a teacher's career. Teachers have received above-inflation annual rises every year since 1997. A good honours graduate who started teaching in 1997, for example, will have seen his salary increase by 68% in real terms by April this year. We believe that this is a good deal for retaining teachers and successfully balances fairness with affordability, and that the salary structures now in place provide for a well-motivated and well-rewarded profession.

68. Until August 2002, teachers usually reached the top of the main classroom teachers' scale (point 9) after 7 or 8 years of experience. From September 2002, the scale was shortened to six points. Teachers who perform well now have additional opportunities to earn significant pay rises that were not previously available to them.

69. Excellent teachers are now able to double jump on the main scale, providing additional financial rewards to young high-performing teachers. More importantly good experienced teachers have, since September 2000, been able to apply to "cross the threshold" and access a higher pay scale, if they can demonstrate their capabilities against national standards. We expect head teachers to make recommendations on which teachers should progress through the upper pay scale. They will base these decisions on the individual teacher's overall performance as part of the school's performance management system.

70. Schools may also award additional flat-rate allowances to teachers for recruitment and retention purposes which strengthen schools ability to target additional funds in recruiting, retaining and rewarding excellent teachers.

71. For teachers approaching the end of their careers, pension entitlements become more important. The Teachers' Pension Scheme, as a final salary scheme providing an index-linked range of benefits, is an increasingly attractive incentive when compared to pension developments elsewhere. In recent years we have taken action to make the scheme more flexible, so that teachers who wish to reduce their working week while not leaving the profession altogether are not disadvantaged. In addition, pensions may be protected in circumstances where it is necessary for headteachers, deputy headteachers and teachers in posts of responsibility to relinquish responsibility where that results in a reduction of contributable salary. It is also possible for teachers, after retirement, to work roughly half a normal working week without affecting their pensions.

72. The Green Paper: *Simplicity, security and choice: Working and saving for retirement* and Inland Revenue proposals on simplification of the tax regime within which pension schemes operate, offer further opportunities for flexibility. There may be more options for scheme members to draw pension whilst continuing or returning to teaching in a lower paid capacity. It is, however, too early to say what form any such changes might take.

EFFECT ON PUPIL ACHIEVEMENTS: CHALLENGED SCHOOLS

73. Schools which are unable to retain high calibre teachers find it harder to achieve high standards for their pupils. Ofsted have commented in recent annual reports on the difficulties faced by schools in areas of high turnover. They observed in their latest report that secondary headteachers in such areas seemed increasingly to see the school timetable as a short-term programme with substantial revisions necessary term by term. They also noted that frequent changes of staff, associated with the use of temporary teachers, can militate against the establishment of good pupil teacher relationships.

74. On the other hand, it is hard to establish clear cause and effect. It would be equally true to say that schools with low standards, or poor pupil/teacher relationships, or a highly unstable timetable, find it harder to recruit and retain high quality staff. Schools which have high proportions of pupils who enter with low attainment or with behaviour problems; schools which have poor and decaying buildings and fabric; and schools whose leadership and management standards are poor are likelier to have difficulties with both standards and retention. But it is certainly not true that this necessarily applies to all schools serving "tough" areas, or with high proportions of children entitled to free school meals. There are plenty of examples of schools which succeed despite these challenges.

75. Our approach has been, as described in this note: first to ensure a high quality of initial teacher training throughout the country; second, to provide incentives for more people to enter teaching, and to remain there, especially in shortage subjects; and third, to give particular support to schools where standards are low (and where the Government's reforms go well beyond the scope of this note).

76. On the latter, there is in particular a well developed programme of intervention for schools which enter special measures or serious weaknesses, which has proved itself over time. The intervention looks at the whole school, rather than a single aspect of it, such as retention, and recognises that piecemeal, uncoordinated change will not produce fundamental improvements in standards. It is worth referring briefly to one or two other broader policies which may have a significant effect on retention.

Excellence in Cities

77. Excellence in Cities is a targeted programme of extra resources for schools facing the particular challenges of the city. The EiC programme was developed to transform these schools and provides Learning Mentors, Learning Support Units, extended opportunities for Gifted and Talented pupils and City Learning Centres as well as more Beacon and Specialist Schools, Excellence in Cities Action Zones and opportunities for more pupils to set their sights at Higher Education through Aim Higher (previously called Excellence Challenge).

78. EiC has made a step-change in the aspirations and achievements of many city schools. It has also undoubtedly played a part to play in retaining teachers who might otherwise leave the profession—driven out by falling standards and disruption in classrooms. In EiC schools results are continuing to improve at a faster rate than in schools elsewhere; as are standards in behaviour and attendance and a better learning environment is being created in classrooms for pupils and teachers alike.

79. The latest Ofsted report, *Excellence in Cities and Education Action Zones: Management and Impact,* found that;

> *"the programmes have helped schools and teachers to meet the needs of disaffected and vulnerable pupils more effectively. The report also found that exclusions are being reduced and attendance is improving at a faster rate in the schools involved in the programme."*

80. As the EiC programme has become more fully embedded the successes have been more pronounced: The Publication of the most recent GCSE and Key Stage 3 results has shown that, for the first time, the achievement gap between schools in EiC areas (where entrenched socio-economic disadvantage has created major obstacles to teaching and learning) and those outside the programme is beginning to close. And as such creating an environment that will help to retain teachers where we may have previously lost them.

(Further details on achievements and successes in EiC are provided as Annex E)

The Leadership Incentive Grant

81. The Leadership Incentive Grant (LIG) provides groups of schools—called Leadership Collaboratives—with the opportunity and the funding to work together to:

- accelerate the improvement in standards;
- strengthen leadership at all levels; and

— build leadership capacity and strengthen teaching and learning through effective collaborative working.

82. The Grant is allocated to all mainstream secondary schools with over 35% of students eligible for free school meals in January 2002, or with under 30% of students achieving five GCSEs A*–C (or equivalent) in 2002 or 2001, or in Excellence in Cities (EiC) areas, Education Action Zones (EAZs) or Excellence Clusters (including Clusters due to start in Sept 2003). Each school will receive £125,000 LIG funding per year, from April 2003 to March 2006. A supplement to LIG of £50,000 for each year of the grant will be paid to LIG-eligible schools outside EiC or EAZs to allow them to develop collaborative working arrangements.

83. The unrelenting focus on teaching and learning at the heart of LIG is intended to emphasise the importance of the pupil and teacher as the keys to achieving improved standards. The emphasis on working collaboratively will have a positive impact on issues of teacher recruitment and retention, as collaboratives will be working together to:

— tackle the workforce remodelling agenda collaboratively;
— provide greater opportunities for career development in a mix of schools;
— identify and tackle shared priorities (eg behaviour, attendance, low prior attainment);
— use ASTs across collaborative schools;
— strengthen the training and CPD offer for all staff (eg teachers at middle management);
— develop a shared and powerful understanding of how to use VA data to look at a wider picture of achievement;
— speed up the improvement in standards and support the schools causing concern as they make progress towards meeting and exceeding the floor targets; and
— developing a shared sense of interdependent accountability for ensuring that all pupils have access to real educational opportunities.

Conclusion

84. This memorandum has necessarily concentrated on the Government's policies and initiatives to improve retention. But underlying all of this is the fact that teachers work in schools, and that much of their job satisfaction depends on the working environment and colleagues that they meet there. For every school that finds it hard to recruit and retain teachers, there is another, in apparently very similar circumstances, that succeeds in doing so. The differences are usually to be found in the calibre and style of the school's leadership; the sense of purpose and collegiality that they foster; their commitment to developing and involving their staff. The initiatives described in this memorandum—on workload, behaviour, professional development, leadership and so forth—are intended to help schools and those who run them. But they will not work by themselves. Every school, as an employer, must take its own responsibilities for the way it manages its employees.

85. That said, the overall picture on retention is encouraging. We are confident that we know the principal reasons why those teachers who leave the profession are doing so, and we are confident that we have the right policy initiatives in place to reduce that to a healthy level. There are clearly big challenges that remain for particular schools and for certain areas of the country, and teaching is perhaps inevitably no longer viewed as a job for life by all those who enter the profession. However, there are very exciting prospects in teaching at present and our data suggests that the whole school system is moving in the right direction.

Annex A

Table 1

THE NUMBER OF INITIAL TEACHER TRAINING PLACES FILLED BETWEEN 1997–98 AND 2002–03

	1997–98	*1998–99*	*1999–2000*	*2000–01*	*2001–02*[1]	*2002–03*[1]
Secondary						
Mathematics	1,464	1,120	1,302	1,290	1,559	1,681
English and Drama	2,142	2,133	2,030	2,029	2,247	2,499
Science	2,789	2,279	2,362	2,413	2,614	2,724
Modern Foreign Languages	1,799	1,657	1,469	1,635	1,715	1,748
Technology[2]	1,982	1,682	1,702	1,855	2,161	2,405
History	964	898	816	913	933	998
Geography	850	747	872	899	1,035	949
Physical Education	1,644	1,491	1,190	1,205	1,330	1,326
Art	896	903	799	851	843	885
Music	498	493	518	560	656	599
Religious Education	641	620	528	573	588	576

	1997–98	*1998–99*	*1999–2000*	*2000–01*	*2001–02*[1]	*2002–03*[1]
Citizenship[3]					147	185
Other	297	356	283	319	231	174
Total secondary	**15,966**	**14,379**	**13,871**	**14,542**	**16,059**	**16,749**

Source: TTA

Note:

1. For 2001–02 and 2002–03, 83 and 87 fast track trainees respectively are included.

2. Technology includes design and technology, business studies and information technology.

3. 2001–02 was the first year for recruitment to citizenship, and before 2002–03 the allocated places for citizenship were included along with economics in "other" subjects.

Table 2

PERCENTAGE OF STUDENTS WITH A KNOWN UK DEGREE CLASSIFICATION WITH A 2:1 OR HIGHER

Subject	*1997–98*	*1998–99*	*1999–2000*	*2000–01*
	%	%	%	%
Mathematics	35	39	39	42
English and Drama	62	63	64	65
Science	44	44	47	48
Modern Foreign Languages	50	51	58	58
Technology	34	65	71	65
History	64	48	52	50
Geography	53	43	49	52
Physical Education	43	35	40	41
Art	50	52	53	56
Music	50	49	49	58
Religious Education	52	52	52	51
Other	65	58	58	60
All secondary subjects	**49**	**50**	**53**	**53**

Source: TTA Performance Profiles

Table 3

SECONDARY FINAL YEARS: QTS AWARDS AND DESTINATIONS

Academic Year	*% final year trainees gaining QTS*	*% of QTS in teaching*	*% of final year trainees who go on to teach immediately*
	%	%	%
2000–01	86.2	83.1	71.6
1999–2000	86.8	81.2	70.5
1998–99	87.4	78.9	69.0
1997–98	85.8	79.2	68.0

Table 4

ENTRANTS TO AND LEAVERS FROM MAINTAINED SECONDARY SCHOOLS IN ENGLAND

Total headcount (full time and part time)

	88–89	*89–90*	*90–91*	*91–92*	*92–93*	*93–94*	*94–95*	*95–96*	*96–97*	*97–98*	*98–99*	*99–2000*	*2000–01*
Entrants													
Newly qualified	5,880	6,073	5,808	5,702	6,759	7,807	8,814	8,535	8,851	9,332	8,809	8,773	8,630
New to sector	2,883	3,169	3,394	3,105	2,818	3,475	3,127	2,943	3,572	3,942	4,982	4,283	4,927
Returnees to sector	6,888	7,487	6,745	6,665	5,794	6,171	5,814	5,203	4,547	4,665	5,092	4,474	5,785
Total	15,651	16,729	15,947	15,472	15,371	17,453	17,755	16,681	16,970	17,939	18,883	17,530	19,342
Leavers													

	88–89	*89–90*	*90–91*	*91–92*	*92–93*	*93–94*	*94–95*	*95–96*	*96–97*	*97–98*	*98–99*	*99–2000*	*2000–01*
Other leavers	14,968	14,789	14,468	11,589	9,865	9,913	9,587	9,881	8,789	10,325	11,075	12,108	12,263
Retirements	6,301	6,116	6,083	5,278	5,707	6,953	6,424	7,250	7,753	7,866	4,049	4,380	4,797
Total	**21,269**	**20,905**	**20,551**	**16,867**	**15,572**	**16,866**	**16,011**	**17,131**	**16,542**	**18,191**	**15,124**	**16,488**	**17,060**

Table 5

REGULAR TEACHER NUMBERS IN MAINTAINED SECONDARY SCHOOLS IN ENGLAND

Regular FTE teacher numbers (including seconded)

	1997	*1998*	*1999*	*2000*	*2001*	*2002*	*2003(p)*
With QTS							
FT	174,280	173,870	175,670	176,630	179,160	181,270	
FTE of PT	13,370	13,800	14,050	14,460	14,600	15,310	
Without QTS							
FTE	1,770	1,910	2,050	2,100	2,920	6,590	
Total	**189,420**	**189,580**	**191,770**	**193,190**	**196,680**	**203,170**	**207,000**

Table 6

CLASSROOM TEACHER VACANCIES IN MAINTAINED SECONDARY SCHOOLS IN ENGLAND

Subject	*1997*	*1998*	*1999*	*2000*	*2001*	*2002*	*2003(p)*
Mathematics	77	141	155	233	410	386	320
IT	17	32	41	56	124	96	110
All sciences	84	108	138	156	398	383	310
Languages	87	120	89	109	245	192	150
English	87	109	90	129	360	323	280
Drama	15	8	14	23	59	60	40
History	10	20	18	12	39	42	40
Social sciences	8	0	4	8	15	16	10
Geography	27	32	11	25	51	69	50
Religious Education	25	42	26	36	96	86	80
Design & Technology	57	111	101	110	206	211	160
Commercial/Business studies	13	20	13	17	41	30	40
Art, craft or design	18	20	37	24	47	59	40
Music	39	30	32	35	78	81	60
Physical Education	30	36	34	30	102	111	90
Careers	2	4	2	3	9	4	0
Other main combined subjects	84	81	100	137	197	198	160
Total	**680**	**914**	**905**	**1,143**	**2,477**	**2,347**	**1,940**

Source: 618g

Annex B

Statistical First Release: School Workforce in England (provisional data released in April 2003, finalised and published in August 2003)

KEY FACTS

— FTE regular teacher numbers are up by 4,300 on last year and by 13,700 since January 2001 bringing the total to 423,900. They have reached their highest level since 1982. Regular teacher numbers (excluding supply teachers) are up in both primary and secondary schools.

— FTE qualified teacher numbers are up by 500 on last year and at their highest level since January 1984. Qualified teachers comprise more than half of the 24,700 rise in regular teacher numbers since 1997.

— FTE overseas-trained teachers and specialist instructors are up by 2,900 on last year, but they still comprise only 2.6% of all regular teachers.

— FTE teachers on employment based routes to QTS are up 900 on last year, to 4,200. Since the survey was conducted in January, over 300 of them have been awarded QTS.

— FTE occasional (supply) teachers are down on last year by 2,600 (–15%), to 14,900. Numbers of long-term supply teachers have fallen by 310 to 5,800.

— Total teacher vacancies have fallen since last year by 1,140 (–25%). Headteacher, deputy head and classroom teacher vacancies have all fallen. Classroom teacher vacancies are down 27% on last year.

— Teacher vacancy numbers have fallen in all Government Office Regions except the North-East, where they are unchanged.

— The national teacher vacancy rate is 0.9%, the first time it has been below 1% since 2000. Since 2001, total teacher vacancies have fallen by 32%.

— Secondary teacher vacancy numbers are down in all subjects except information technology and business studies. Maths and science teacher vacancies are both down 18% on last year; MFL vacancies are down 21%; English vacancies are down 13%.

— Total support staff numbers have risen since last year by 8,300 to 225,300. Total support staff numbers have risen by 88,000 since 1997.

— Numbers of teaching assistants in schools have risen by 15,900, to 122,300. The number of teaching assistants in schools has doubled since 1997.

Annex C

Managing the Change Process to Transform the School Workforce

Introduction

In April 2002, the staff, governors and pupils of Cirencester Deer Park School were invited to take part in the Pathfinder "Transforming the School Workforce" programme. The challenge was, and remains, to make a significant impact upon the culture of schools to transform the learning environments that free teachers to concentrate on teaching, reduce workload and continue to raise standards. The retention of teachers and the recruitment of graduates from the University marketplace are additional core goals at the heart of the programme.

One year on, and the benefits gained from the involvement in the project are being felt across the school, and are being used to inform the work of the project leaders at the London Leadership Centre and DfES as they move towards a model of dissemination across the country. This article describes the change management process that has been put in place at the school and the short-term outcomes that are leading to the creation of a more effective workforce at the school, where the balance between professional and private lifestyles is being improved.

Managing the Change Process-Creating capacity for Innovation

The unique feature of this project compared with others that the school has been involved in, has been the greater emphasis upon process. There will be 32 different "products" that can be shared from each one of the Pathfinder schools, but the lesson for others to learn lies in the value of a robust change management process that builds the capacity of schools to innovate. Developing an understanding the power of communication and effective information systems lies at the heart of the process.

At Cirencester Deer Park School, every adult and pupil has been involved in the generation of ideas that has led to the creation of an implementation plan for a "school of the future". The school employs 118 adults as teachers and support staff, and each was invited to join one of the six pathfinder teams looking at the core improvement goals of KS3 strategy, ICT & on-line learning, Classrooms of the future, the School Day, extra-curricular and enrichment, and the support for learning across the school. Staff who had ended their working day by the time meetings were due to start were paid for their time and responded enthusiastically to the debate. The school gained from the richness of a discourse that took place between teachers, administrators, learning support workers, grounds and maintenance staff, and began the process of a shared vocabulary and common language about the change agenda.

Each team produced a series of recommendations for the strategic leadership team of the school to consider, and the teams have now been "commissioned" to take one of their core ideas and turn it into an implementation plan. Teams have been allocated a notional budget to support their thinking.

Searching for the Quick-Win-April to July 2002

The senior leadership team was aware of the need to find quick evidence that a reduction in workload and an improved lifestyle balance could be achieved. By the end of the summer term, simple factors such as the purchase of a fax machine for the PE department, the extension of hours within existing administrative staff and the offer of subsidised membership rates at a local health club had made people sit up and take notice.

Starting the Sustainable Change Agenda-September 2002

The academic year 2002–03 has been pivotal for the school in its quest for strategies that address the "freeing teachers to teach" agenda. Here are three mini case studies that reflect the work and thinking of the change management teams.

Case Study1: Making Classrooms Interactive to make Teaching and Learning more effective

The school was delighted to receive a grant within the Pathfinder project for ICT, and used the money to support the installation of an Interactive whiteboard in every classroom across the school. The concept of shared planning and using electronic resources produced in collaboration with teachers from other curriculum teams has started the process of reducing the workload of teachers as the repetition of planning tasks is reduced. Lesson content displayed on the interactive whiteboards in lessons is stored either on faculty websites or shared areas on the school network for departments across the school to use as they wish. Pupils who miss the lesson can find out what they need to do to catch up and supply teachers have instant lesson plans that are of high quality. In short, the "golden moment" that characterises the successful lesson is stored for future use.

Case Study 2: Creating the 24-Hour Learning Environment

The staff at Cirencester Deer Park School would be amongst the first to acknowledge that the goal of a virtual curriculum that mirrors and extends the entire school year for all five year groups is incomplete. However, the access that staff and pupils now have to the school network from home is enabling teachers to plan their time more effectively. Reports do not have to be written in school and important folders and documents can be accessed on the home lap-top as easily as they can in school. Using the RM package "Easy Link", all members of the school community can use their school password to gain access to their own user area, faculty websites and other resources that foster good lesson planning and preparation.

Case Study 3: Raising the Profile of Support Staff

Cirencester Deer Park School has an ambitious target of creating the same number of support staff as teachers by 2004–05. This year, the school has appointed an additional eight classroom based learning assistants. Within this team are a number of recent graduates who aim to become teachers in the future. Their role has been to support learning either by accepting "commissions" to prepare resources, targeting specific pupil groups such as pupils working towards A* grades in English, running extra-curricular activities and creating a school based Drama team from year 10 who have performed in assemblies, taking away the burden of assembly preparation from Heads of Year. The school has provided between 8–27 hours of support each week for Literacy, Numeracy, ICT, PE, Modern Languages, Expressive Arts and Humanities teams.

The School of the Future-September 2004

The benefits of the thinking produced by the staff at Cirencester Deer Park School during 2002–03 will be felt in the future. The senior leadership team believes that the process of change management employed this year has created the framework for sustainable change. For the coming year, the school is working towards a new school day, where a longer contact time will support extension activities for all pupils within the timetable that could replace the need for traditional homework. This strategy linked to the on-line curriculum could radically alter the working day of staff and pupils. The trade off that is built around more hours of teaching but less hours marking at home is one that both teachers and pupils find attractive. The change process will be illuminating. The outcomes could represent the start of the workforce transformation that could herald a new dawn in education across the UK.

Annex D

THE NORFOLK INITIATIVE

The final catalyst for the Norfolk education staff wellbeing project was research carried out in the autumn of 1996 as part of Norfolk County Council's overall strategy to improve its management of occupational stress and the health and safety of its employees. Norfolk County Council has 11,500 education staff—including 7,500 Teachers working in 450 schools and 20 education services.

The survey results revealed that staff in schools experienced higher levels of stress than employees in almost all other departments of the county council. Full-timers suffered more than part-time staff. Teachers suffered more than those in non-teaching roles and head teachers were the most stressed of all—particularly those in small schools. Job vacancies in the county were rising and recruitment was difficult.

One head teacher in a small school talked about how it can be particularly stressful because the head is usually the sole person in charge and has a number of different roles: manager, teacher, administrator. "You feel you aren't able to do any of the roles well because of the pressure from the others." On the other hand, education staff in the Norfolk County Council research reported their working relationships with others were supportive and beneficial. Teachers in particular said they would appreciate and respond to better coping strategies "where these were known."

Establishing the Need

Two representative steering groups were established in September 1997 as the next step. One group comprised head teachers and senior managers from schools; the other was composed of education authority officers, advisers and administrative personnel. Unions and professional associations were fully represented. Both steering groups reached similar conclusions: there was a need for a clear strategy for the positive management of change throughout Norfolk's education services. Northamptonshire County Council has already developed an employee assistance programme for its education staff. Those involved offered their support to the Norfolk project team and provided valuable feedback on their experiences.

From Theory to Long-term Policy

The long-term aim of the Norfolk project was to develop better practice and put in place lasting ways to improve the wellbeing of both the staff and the organisation in which they work. In addition, the project team hoped "to learn as much from what goes wrong as from what goes right"—and to secure long-term investment in the programme. The two steering groups recommended that a project team be established to implement the wellbeing strategy.

The project team would conduct "stress audits," provide training and guidance on relevant methods and techniques, and set up its own steering group to oversee the impact of the project and plan future action. An offer of joint funding from the TBF teacher support network was crucial to the success of the project. The proposal was for a project that would promote the better management of change and reduce work-related pressures, operating alongside the existing confidential counselling service for Norfolk County Council workers.

The Process

Project co-ordinator Ray Rumsby was appointed in late 1998, and initially worked for three days a week on a seconded basis from the Norfolk education advisory service in the spring term of 1999. The project was scheduled to run for two years until the end of the Easter term, 2001. Schools were given a choice about when they wanted to join the project.

Over the two-year pilot period, 112 of the authority's 450 schools took part, together with seven Local Education Authority (LEA) services. The aim over the next three years is to roll out the programme to all schools and education services in Norfolk. The key project principle was to make wellbeing an integral part of good management practice, "not a bolt-on" according to Ray.

"To apply that principle, the school or LEA works on its practical strategies to foster effective teamwork. That means good communication, creativity, emotional intelligence and personal responsibility . . ." "Realistically," he adds, "we are not trying to change the world overnight—just start making a difference that will build over time."

Funding Matters

The project had initial funding of £167,000. Apart from the county council and TBF, other co-funders were the Norfolk Education Authority, the research committee of the Health and Safety Executive, Healthy Norfolk 2000, and the Norfolk and Waveney Business Education Partnership. Part of the funding is specifically to aid research.

The University of East Anglia's Centre for Applied Research in Education (CARE) is currently conducting an in-depth study of the project's impact in a sample of organisations. This study will also serve as an independent evaluation of the scheme.

Nuts and Bolts

The small central project team of health, education and public administration expertise, headed by Ray Rumsby, provides a range of services to schools, and to agencies of the education authority itself. Their pivotal role is to help an employing organisation identify its main health-at-work issues through a wellbeing review, and to provide support and training.

Annex E

EXCELLENCE IN CITIES

How have improvements in schools been achieved?

- Learning Mentors; who provide individual support to pupils facing barriers to learning.
- Learning Support Units; which ensure that disruptive pupils do not disrupt classes and teachers, instead they offer a nurturing but disciplined environment in which these children can continue to learn and also improve their social skills.
- Enhanced opportunities for Gifted and Talented pupils to excel, both in and out of the classroom; preventing them from becoming disenchanted with their education. In addition dedicated teachers engaged in the programme are encouraged to take part in further professional development, increasing their own effectiveness.
- All pupils, teachers and other community partners receiving access to state of the art facilities through a network of City Learning Centres.
- EiC Partnerships also benefit through strategic use of Specialist and Beacon schools and the targeting of Education Action Zones which provide small groups of schools with local solutions to local problems. For example; Zones in Hounslow, Islington and Wolverhampton have targeted resources into "Continuous Professional Development" for teachers in order to address and improve recruitment and retention rates.

Successes

- On average the percentage of pupils gaining five or more good GCSEs in Phase 1 and Phase 2 EiC partnerships improved by 2.6 percentage-points between 2001 and 2002—Double the rate of schools elsewhere.
- The number of pupils in Schools Facing Challenging Circumstances (SFCC) gaining five or more good GCSEs improved by three times the rate of other schools between 2001 and 2002 ie 1,626 pupils gained five A–Cs who would not have done so had improvement in their school been at the national rate.
- Where schools face similar levels of high deprivation (in terms of the percentage of pupils eligible for Free School Meals [FSM]) pupil attainment was significantly higher in Excellence in Cities schools than elsewhere. For example:
  - In FSM Band 5 (which covers all schools with between 21% and 35% FSM) the percentage of pupils achieving five good GCSEs was over 6.5% higher on average in EiC schools than elsewhere. (see also annex A).
  - In addition; Value Added analyses (which allow the assessment of policies by tracking individual pupil's progress between Key Stages of the Curriculum) have shown that, again in terms of schools facing similar levels of high deprivation. Pupils are likely to progress relatively further between KS3 and GCSE level in EiC schools than in schools elsewhere.

June 2003

Witness: **Mr David Miliband,** a Member of the House, Minister of State for School Standards, examined.

Q419 Chairman: Minister, can I welcome you to—is this your third visit?
Mr Miliband: At least my fourth and possibly my fifth—

Q420 Chairman: I think you did a duo.
Mr Miliband:—in real terms. In 2002 inflation adjusted appearance terms! The duo does not count.

Q421 Chairman: It is good to have you here again. As you know, obviously the reason we have seen more of you than other ministers this year is because we have been doing secondary education on the third phase, and this is the final evidence session on the third phase of the secondary education inquiry where we will be looking at teacher retention and recruitment and, as we said to some of our witnesses on Monday, we are just about getting dangerous now—as you get towards the end you think you know something about the subject—so that could be a warning or not. What we do want to do really is for you to share with us your concerns, your worries, your plans for meeting the situation that we are now in and we are going to be in longer term. Do you want to say anything to kick us off?
Mr Miliband: Just a couple of things. Firstly, I think this is a very timely inquiry, either by accident or design, because most people would accept that there are some good things happening in the way teachers are paid, supported and trained in our system. There are some encouraging data but obviously it would be foolish to be complacent firstly because there remain issues—in parts of the country there remain subjects where teacher recruitment and retention remain issues—and, secondly, because we should always be thinking how can we make the best use of our

teaching force not just get anybody in front of a class, so the quality issues you are interested in are important. It may just be helpful to say a couple of things by way of introduction from my perspective. The first is that recruitment and retention, I think, are linked—they are obviously separate but they are linked—and we have to think about the flow as well as the stock and we have to think about the way in which new recruits work with more experienced teachers in the system and about the way more experienced teachers come back into the system. Secondly, I have been looking through your evidence sessions and your questions and I think there is a recognition that this is not just about pay which I think a few years ago may have been a knee jerk response or reaction as to how you boost retention or recruitment. The issues that we face and the demands that professionals make are for a career that really brings the best out of them and that allows them to develop as professionals, and that is why issues of workload, training and working environment are important as well. Thirdly, and I think this maybe has not come out very strongly in the evidence sessions I have read, this has to be done on a school by school basis and there will be school by school variation, and when we talk about building capacity in our education system to deliver effective education to different groups of children and pupils the critical role of the head and the governors in building a team of professionals who can support learning is really their number one function, and different schools face different needs and have different resources and have to address them in different ways, and we have to respect, encourage and build that local system. Finally, yesterday we had a conference to mark the sixth month anniversary of the workload agreement and workforce reform agreement that was signed by eleven organisations representing not just government but teachers, support staff and head teachers, and the message that came through loud and clear there is that if you are interested in delivering a more personalised education system, one that responds to the interests, needs, aptitudes and aspirations of individual children, then the whole school team has an absolutely critical role to play, teachers supported as professionals by a range of support staff, whether they be lab technicians, behaviour managers and mentors, sports coaches and music specialists from the community, and the way it was brought home is that the heads who spoke there said very clearly that now, when they are asked how many staff there are in their school, they do not simply tell you the number of teachers, they tell you the whole number of adults working in the school, and I thought that was a telling symbol of the sort of change we want to see. That is all I want to say by way of introduction and I am obviously keen and interested to see not just today but when your report comes out if you can help us to move from a position of strength to even greater strength.

Q422 Chairman: We certainly want to be a positive influence in the education sector and hope that all our reports do help you in your work. Can we start by saying that the backdrop of this is remarkable, is it not? We have had a period of remarkable investment in education over the past six years; you only have to look at the statistics from the Treasury to see just how much money has been put into it. 80% increase in capital funding, 60% pre school, 33% into schools, the only one that we will remind your colleagues about tomorrow is higher education does not get up there in those figures, but it is a remarkable story of new resources going into education. At the same time the Government in recent weeks has seemed to be able to snatch defeat from the jaws of victory in the sense of here we have had a run of bad publicity, of teachers being possibly made redundant in large numbers, and that sort of publicity is not very good for recruitment or retention, and we pressed the Permanent Secretary on this quite strongly a week ago. What is the Government going to do to make sure this kind of situation we have had in the last few weeks is not going to happen again, and thereby again give a rather bad bit of PR to the teaching profession?

Mr Miliband: We have a joint responsibility with local government not just to raise money for education, which we both do, but also to distribute it. We distribute it by formula to LEAs, LEAs distribute it by formula to schools, and obviously if you have joint responsibility when things go well you can claim credit for it, or at least part of it, and when things do not go well you have to take it on the chin and say, "Things have got to get better". I think the Secretary of State's statement in the House on 15 May made very clear that we are ready to be self-critical about the situation. He set out our ambition to deliver not just a per pupil floor for each local education authority in the country but also for each school next year and to work with local government to deliver that. He explained I think pretty persuasively how the first two years of this spending review settlement are relatively tight although the cash numbers are large, because there are significant pressures in the system, but I think he also made clear that we were looking at issues like the widely welcomed decision to reduce the amount of central standards fund spending that is planned for the next two years. We made clear we are ready to look at that again because the shift from those central standards fund down to the general system has caused particular difficulty in some schools and we are looking at those again, and I know he wants to ensure that all decisions are announced earlier rather than later so that schools have the right time to plan. As you know in the last school teachers' review body session we argued very strongly for a three year settlement on teachers' pay precisely so there could be the predictability and stability for heads to plan their budgets over the three years knowing well that the first two years would be relatively tight. We will be returning to that charge but obviously we need to bring forward the data distribution so that schools really are in an earlier position to make decisions about their budgets.

Q423 Chairman: So is there going to be an imminent announcement about some extra money, some extra resource?

Mr Miliband: Sorry? Well, there is not an imminent announcement. I do not know what you meant by an extra resource but what we want to do is bring forward decisions which, in the past, have often meant that it has been February and March, sometimes even May or June, before schools get their budgets for an April to April financial year. That means we have to make earlier decisions about our central funding but also we have to work with the Office of the Deputy Prime Minister to ensure that the local government funding system is able to respond earlier to the legitimate reasonable needs of schools to know earlier their funds.

Q424 Chairman: So you do not anticipate the Secretary of State making a particular announcement before the House rises or in September?
Mr Miliband: You are seeing him on I think Monday, is that right? I would be surprised if there was an announcement before then. Obviously we know that the House is rising on the 17th and that is more or less when schools are going on holiday too. There is an intensive amount of work going on but you will understand if I say that we want to get it right so the need for speed and confidence as people in the education system go off on their holidays, which we share, needs to be matched by a determination to make sure that the loose ends are tied up. As I say, we do want to give confidence; we are looking at what we can say but we do not want to say something that misleads, intentionally or otherwise.

Q425 Chairman: Some people say that the Government has gone from reacting and people saying there was a real crisis in recruitment and retention and a few weeks later there is the Government saying "Well, what is the problem? There is not one". What we are picking up from our evidence is that the situation may look a bit better than it seemed until fairly recently, but what we are concerned about is that the Government gets it right longer term in terms of both recruiting good teachers and retaining them, and one of the things that comes very clearly from the evidence is that we take all this time and trouble to identify potential teachers, to recruit them, we lose a very high percentage of them—almost 50% in about three years, certainly 46% I think in some of the figures we have been given in particular categories—and at the same time we have a system where teachers when they are qualified seem to be dropped into a school and the quality of support they get over those first three years in their career would not compare in any way to the kind of quality of support for a young graduate going into a private sector business, if you take the kind of care that someone who had, say, entered into one of the big consultancy firms like PricewaterhouseCoopers, the amount of care in nurturing that talent and supporting it, so there is a big investment in an important member of staff which is seen to give a good return. We see still an education system where the teacher is dropped into a school and, on the evidence that we have been given, survives or thrives and it is pretty hit and miss whether they do survive or thrive.
Mr Miliband: That is an important point. Firstly, we are obviously in a different order of magnitude from PricewaterhouseCoopers. Our recruitment numbers are of a totally different order of magnitude to theirs—

Q426 Chairman: If they lost 50% of their primary graduates they would be very worried, would they not?
Mr Miliband: I do not recognise that 50% figure but I am sure you can explain it.

Q427 Chairman: We will find the source of that.
Mr Miliband: It is probably us! I saw a figure in a previous session of about 30%—no, I said this in a speech—that 30% of teachers leave within five years, so I do not want to get into a quibble about the figures but I do not recognise the 50%. We are both people businesses, both us and Pricewaterhouse; we both thrive or not on the basis of people and I think the nurturing of staff is a big issue. Firstly, the much stronger partnerships between higher education and schools and teacher training and the links that mean that teachers are, as you say, just dropped in at the deep end has been smoothed—I would not say that all the problems have been eradicated but there has been a good step forward. Secondly, some of the recruitment difficulties that have existed have put more heads and governing bodies on their mettle about how they treat teachers and the increasing Ofsted evidence about the quality of new teachers means those heads increasingly know they have a precious resource there that they need to bring along. Thirdly, we know and we recognised a couple of years ago that new teachers felt not so much they were being dropped in in relation to the classroom but that they wanted to have some early professional development because it was important to feel they had a real career path in front of them. We have been trying to develop and push an early professional development programme and maybe later we can talk more generally about how it will all fit together because I am not sure we have got all that right so far, but I think the early sign of that early professional development investment is welcomed. I guess I am paid to look to see that the glass is half full not half empty but I think we are moving in the right direction, but I am sure there are cases where heads and governing bodies, for whatever reason, are not able to give the support and we have to try and work with them to overcome that. Obviously the fact we are not a centralised recruiting service makes a big difference.

Q428 Chairman: Is that the problem? When you get out and visit as many schools, as this Committee does and you certainly do, you talk to people and we have had the swing to independence of schools in terms of their personnel and in terms of the way they manage the school, and the local education authority no longer has that role, central government does not have that role that you have

just described and nor does the LEA, so what happens to someone in a school? It is very specifically about the environment in that school, the quality of management, and very much the particular head and the training of management skills. Time and time again we find examples of teachers who find themselves in a situation where perhaps their career development should not be in that school and they should be moved to a different school. There should be some transfer of personnel across the education policy. You no longer have the capacity to do that either centrally or locally.

Mr Miliband: There are a lot of issues there. Firstly, I believe it is good not bad that we do not have a centralised recruitment system. The idea that I would be employing teachers across the country I do not think is good—

Q429 Chairman: But what about local education?

Mr Miliband: Let me address that—I am not trying to dodge the question. Secondly, I think there is no substitute for good management and good leadership in the institution in which you work and, whatever role the LEA plays, if the school is not well led the staff are not going to thrive in the way they need to. There is no substitute for that. Thirdly, because of that, I believe very strongly that the foundations of an effective system are, firstly, legal and financial flexibility for school leaders coupled with an intelligent accountability framework that inspects and audits to set the incentives in the right direction and give them the support that they need. On that basis it is right that schools and governors take responsibility but also that they are supported in taking that responsibility. I remember being in Australia three or four years ago where the local authority still does the teacher recruitment and the teacher placement. It says, "State Government recruits you to the New South Wales education service and says you are going to work in this school". I did not feel that gave the degree of trust, ownership and commitment you need between teachers in a school and leaders, and I much prefer a system where heads and governors do take responsibility, are supported in that and have a sense that the people they choose to work in that school are there by choice and merit, not by imposition.

Q430 Chairman: That is not a bad tale, Minister. We went to New Zealand where schools have such a great degree of independence that it is a totally competitive system between every school competing with every other school. We have something of that, have we not, in terms of personnel? If we have a head who may be a perfectly good head but who perhaps is not the right head after seven years in a school in challenging circumstances, the right thing might be for that head to be given a spell in a rather different school. At the moment on the one hand it is very difficult to move a head; on the other those schools that have a good head are totally reluctant to see their head move, even for a year's secondment. So you get a new inflexibility in the system, because a local education authority can never still play a proper overview function.

Mr Miliband: Usually the accusation is not that we have too much stability but that we have too much change and that is the implication of a system in which there is too much "competition", that you have too much change in the system, not that it is ossified and stuck. Maybe we have a happy medium if we are between Australia and New Zealand, at least educationally if not geographically. It is difficult, this. I do not pretend there is an easy formula. I think building up the role of governors, because they are key people in the performance management, the personnel management, the head, is important—there is an important role for LEAs there. Supporting heads properly is important and LEA has a role there. New heads, for example, in my own experience are now being helped by consultant heads brought in from other LEAs or within the LEA by the LEA to support a new head, that is an important step in the right direction, and I sense quite a strong spirit of commitment to collaboration that exists in the system. When I was last here we talked about the Excellence in Cities programme—that established strong collaborative structures; the leadership incentive grant, for all the difficulties there are, always having a cliff edge approach where 1,400 schools are helped but another 2,000 are not, in those areas there is collaboration being developed, so I think the vocation that says you want to help as many kids as possible and sometimes helping other professionals as part of that is important. I was asked last week at a conference how can you stimulate that collaboration, what about the good school, what is in it for them. The good school can become better because the good thing about collaboration is it benefits both sides. I would not support a move to say that governing bodies should lose their power to hire their own staff; that would not be a sensible approach.

Q431 Chairman: Minister, I am not asking about that—I am pushing you on who has the personnel function. You admitted that the Department does not have it and local education authorities only if they are run by the private sector, and I understand you will be looking closely at what has happened in Southwark just this week with Atkins giving up the contract after three years and leaving, it seems, that local education authority is in somewhat of a mess. In a good local education authority, in a well organised local education authority, do you not see a personnel function across the board, at any level?

Mr Miliband: You did ask me whether or not LEAs should not have the function of hiring staff and I do not believe they should. Does that mean they should not have a personnel function? No. There is a personnel function that involves supporting schools that is different from a personnel function that involves hiring staff and imposing them on schools, and the personnel function is about supporting the governing bodies, supporting the head teachers, supporting the deputy heads in performing the personnel function in its multitude of dimensions, which are about hiring, career development, CPD professional development and training—all those things. Schools can seek support from outside to get

those things done well. We have an inspection system and an exam system which is a rigorous accountability mechanism; the biggest thing they can do to do well in inspections or to do well in exams is to treat their staff well; there is a very strong incentive for schools to seek help either from the LEA or elsewhere and I would encourage that, but it is about adding value to the institution in which people work, in my view.

Q432 Chairman: What I am trying to draw out of you is we are picking up time and time again from the evidence we have, the quality of the management of the system, and what we have been probing is where does the quality of that management come in. Does it come from your Department? From the local education authority? The quality of the head? Does it come from a whole range of initiatives, initiative after initiative, that the Department produces and which concerns us, because many initiatives sometimes can be quite a burden on staff whereas good management, which seems to be the thing that people give evidence to this Committee are asking for, is rather different?
Mr Miliband: Well, this is a good thing for you to be asking about. As I said when I was last here, I have not to my knowledge launched an initiative since I became a minister—I am sure that the member for the Isle of Wight is laughing in agreement with me not in disagreement—

Q433 Mr Turner: To your knowledge!
Mr Miliband: I have said it and I have not been contradicted. I am sure the scribes behind me can try and find out but I have not yet found an initiative that I have launched but maybe I can be proved wrong. So "initiativitis" is not the answer—I completely agree; substantial engaged reform is different from a multitude of initiatives. Where is responsibility? The first locus is the school, the head, the governing body. Do we have a responsibility at national and local level to support that? Yes. So is responsibility shared? Yes. Does that mean it is more messy than a GOS plan where you work for an English national education service and I hire you and appoint you out into the system? Yes, that is a more messy situation but that reflects I think a better understanding of reality than one where I try and do the appointments and distribution of staff centrally.

Q434 Chairman: Let us give you an initiative that you inherited then, and that is the National College of School Leadership. What is the difference, in your view as minister, between leadership and management?
Mr Miliband: I think management is about the efficient organisation of things as they are; leadership is about changing things so that they are better.

Q435 Chairman: Did you get that definition from a management text book, or is that your own personal definition?
Mr Miliband: As you reminded me on at least two occasions when I was previously before this Committee, you certainly pointed out something like you have never managed anything and, secondly, that I have never been to business school, so I promise you it did not come from reading a book! I remember the discussions we had inside government about the establishment of the National College of School Leadership, and you are absolutely right—it was a very significant decision to call it the National College for School Leadership and not the National College for School Management. That was a very significant decision taken by the Government because we are asking our leaders not simply to rearrange the existing furniture but to set a clear vision for where they want to take their school to better serve the interests of their pupils, to mobilise their own staff and wider resources behind that vision and we are asking them to lead their institution and to deliver on it, and I think the National College is going to prove to be an absolutely unique resource for the education system. I would never pretend that it has revolutionised leadership in 24,000 schools overnight and I would be very worried if it had tried to do so, but over two years it has established a reputation for itself, it is now building its capacity, and I think the prospect that by the end of this Parliament we will have every school in the country having some sort of engagement with the National College is a really positive step forward. They were here yesterday, the National College; I have not seen the *Hansard*—I only saw the note on the session—but I am very positive about that.

Q436 Chairman: Good. On wastage, in respect of the first three years, from Alan Smithers' report, only 100 entered ITT and were due to complete in 1998, only 88 completed, only 59 were teaching in March 1999, only 53 were likely to be teaching after three years.
Mr Miliband: That was the 1998 cohort?

Q437 Chairman: That looks like nearly 50% to me. I do not know where Professor Smithers is this morning but I am sure he can check up on this.
Mr Miliband: As you know, I have complete confidence in Professor Smithers—especially when he writes down the note and passes it to you!

Q438 Chairman: Minister, you should not make assumptions. I got that from my Clerk!
Mr Miliband: So some other missile is about to come flying—
Chairman: I have an even better note from Alan Smithers but I have not read it yet! Thanks for that, Minister, but we want to get on to the questioning on teacher supply and retention.

Q439 Paul Holmes: Over the last few evidence sessions we have had various points of view put to us that there is or there is not a crisis in teacher recruitment and retention, and I wondered if we could try and establish what you thought. You say you have been looking back at some of the evidence

we have received so some of these figures will not be new to you. One is the figure we have just had from Professor Alan Smithers but also a few months ago there was a similar study that came out with roughly a similar figure that 40% of teachers entering teacher training either did not complete the course or completed the course but never entered teaching, and then a further 13–17% entered teaching but left within three years, and that left a total of somewhere around 55–57% who were not entering teaching—
Mr Miliband: So the 50% figure that the Chairman quoted included people who had entered teacher training but never completed it?

Q440 Paul Holmes: Or completed it but never taught so you get a total of somewhere in the mid-50s depending which study you look at.
Mr Miliband: So not 50% who start teaching and then drop out?

Q441 Paul Holmes: No.
Mr Miliband: I am sorry, yes.

Q442 Paul Holmes: But that seems to imply a crisis in recruitment and retention. The National Employers" Organisation gave us evidence recently showing that turnover in teaching had reached a high of 14% in about 1990 and then it fell to about 8.5% in 1997, and in the last six years it has soared back up, to 15%, in 2001, although they have not got any more up-to-date figures. Professor Alan Smithers did a report for the DfES published recently which said the numbers leaving teaching have doubled since 1997 overall in six years and that in 2002–03 the numbers leaving are two thirds higher than in 1997. The National College for School Leadership in their first annual report published figures, for example, saying that 10% of primary and secondary schools advertised head teacher posts last year which is higher than for a decade, and 34% of the primary schools had to readvertise, which is the highest level ever recorded, so there is a whole set of figures there that we have received over the last few weeks which indicate there is a crisis of recruitment and retention from the level of recruiting and training teachers who then never go into teaching or leave very quickly through to numbers, the turnover, that has gone back to a high of 14% through to advertising for heads which has reached a high and readvertising for primary heads which has reached the highest level ever recorded, so there does seem to be some sort of crisis.
Mr Miliband: I think it is completely absurd to believe that, at a time when there are 25,000 more teachers than there were six years ago—

Q443 Paul Holmes: We will come on to that in a minute.
Mr Miliband: I am sure we will but at a time when there are 25,000 more teachers than there were six years ago, when there are 4,000 more teachers than there were a year ago, when 70% of teachers stay in the profession for at least 10 years, when the staying-on rate, so to speak, of secondary school teachers I was astonished to find is higher than that of chartered accountants—97% and 92%—it is completely absurd to say that is a crisis. If we conduct our debate at the level where if there is anything wrong it amounts to a crisis, we debase and devalue the point of having a serious mature discussion. If you say "Are there issues to address to make sure that we make the best of the people that we have, to make sure that people who have got something to offer in the education system do the best that they can?", then I am up for that discussion and I certainly do not pretend that I or we have a monopoly of wisdom or anything of the sort, but one union I saw described it as a crisis in front of you, the others snorted with derision and said that this was complete nonsense, and frankly it is nonsense to pretend we are in the middle of a crisis in teacher recruitment and retention when there are more teachers than there have been for a generation.

Q444 Paul Holmes: So the statistics from the National College of School Leadership, from the DfES report that you commissioned yourself, the figures on people entering training and not finishing it, or not entering teaching or leaving in three years, they all show record highs but you do not feel that is a problem?
Mr Miliband: They can all be true but they can also be selective and partial. The Smithers' report shows there has been increased so-called wastage rates, which is a very emotive way of putting it, but we also know that (a) it has levelled off; (b) a lot of those people are going into posts within education but not directly from the classroom so are still making a contribution to the education system, and (c) I am sure that we would all accept that one set of figures do not on their own prove anything. Also, you did raise an important point which I want to come on to which is at a time when you are expanding the number of posts, which I think we would accept although it sounds like we are going to have a sterile argument about whether or not people who have qualifications from other countries really count as teachers but we will come on to that in a second, at a time when there are more posts there is obviously a turnover in the system. Now, that is not to me evidence of a crisis. The fact that there are attractive promotion opportunities in other schools may raise issues, and it can raise issues about how schools use recruitment and retention allowances to hold on to their teachers, but it is not evidence of a crisis so we should not mistake turnover for mass exodus from the teaching profession, which would be a crisis.

Q445 Paul Holmes: So you reject all the figures from the—
Mr Miliband: No, I do not reject the figures—

Q446 Paul Holmes: You do not feel they contribute to a serious and mature discussion?
Mr Miliband: No, I did not say that. I said the opposite. I said that the allegation that those figures constitute a crisis is not a serious and mature contribution. These figures are correct, as far as I know—I have no evidence to the contrary—but they

do not constitute a crisis and it is silly to pretend that we are in the middle of a crisis. That genuinely is bad for recruitment and retention.

Q447 Paul Holmes: Well, we will move on from that sterile debate. The Employers' Organisation who we have taken evidence from were saying that they thought this was not a crisis but they thought there were moments of crisis, and they thought perhaps they were turning the corner and things were in place like the workload deal that would help to solve the issues that were causing a lot of these record levels of turnover and non recruitment and so forth, but then the Heads Association on the same day said that they were worried that they do not have the money for September to implement the workload deal given the funding crisis this year, for example. Now that is September. As you say, school term ends next week and then it starts getting into September, and the heads sat there and said "We are not at all sure we have the money"—

Mr Miliband: The heads have made a very valuable contribution to the workload agreement. They are signatories to it, they have discussed it at the highest levels of their councils and they remain signatories to it; they remain committed to it and they believe it is deliverable; and they have been sending out newsletters on their own and jointly with us to their members for at least the last year saying "Get on with it", because this is not just about using the marginal extra pound to do marginal extra work; it is about remodelling the school work force so we do things better, smarter. Step one of the workload agreement in September, as you know, is to say that 24 tasks should not routinely be done by teachers; they are the highest priority for support staff to take on those tasks, and if that means them not doing other things or other things being done through better use of IT or other mechanisms then so be it. What we are committed to doing with our partners, including the Head Teacher Associations, is to make sure the resources in the system are deployed so we use the personnel to better effect. Part of that is to make sure that teachers are not spending their time collecting dinner money and putting up displays but are teaching.

Q448 Paul Holmes: We received some quite alarming evidence from the DfES official David Normington where he said that, in terms of the funding deal this year and the press reporting of that, whether it is true or not, which creates the impression that perhaps teaching is not the best profession to go into, they had only realised that there was going to be a problem right at the end of March when Charles Clarke went to speak at the Head Teachers' conference, and all day they were being hammered by head teachers saying, "Look, there are going to be budget problems", and that late on in the stage they had only just realised there were going to be problems, but then the head teachers were sitting there representing both primary and secondary and saying, "We do not know if we have the money in September to implement the workload deal".

Mr Miliband: With respect, what I think they say is there is money across the system which more than funds the deal. What they are concerned about is the distribution across the system and whether individual schools are facing a particular squeeze. What they have agreed and why I have argued with them and they have argued inside the system is that the workload deal (a) in year 1 builds up the cost, so the biggest costs are in year 3 when we had the 10% of time guaranteed for preparation, planning, assessment, which is why you will find they are as, if not more, concerned about years 2 and 3 and the confidence they have got there as they are about this September; (b) that for many schools 24 tasks have already been devolved, especially in the secondary sector less so in the primary sector, but (c) that with the messages to go out—and partly this is a responsibility of the national remodelling team—the work force agreement is about doing things differently and not just doing more, so it is not a matter of dumping more tasks; it is about changing the way in which support staff work and the way in which teachers work. I think you will see a really co-operative attitude from the heads and from the teachers' unions who are signatories and from the support staff unions to make it work, and it is our responsibility to work with them to make it work.

Q449 Paul Holmes: The representative of the primary heads in particular said that she was worried that primary heads have less staff and less flexibility and less budget anyway because of the size of the school and that they would face the problem this autumn that their staff would be saying, "Look, here are the 24 things we do not have to do—it says so in the newspapers"; the primary heads would not have the money or the non teaching staff to enable that, and basically the primary school heads would end up picking up all that burden. It is in the record if you want to see it.

Mr Miliband: I do not doubt what you are saying and there is no question that it is more of a challenge in the primary sector than the secondary sector which is a good point. There is no question that we have to work closely with primary and head teacher colleagues but, as I say, in the same way that a pay deal has to be funded and paid, these are contractual changes and they will be our highest priority for the support of teachers and if that means support staff working in different ways, not just simply having more load dumped on to them but working in different ways, and if that means better use of IT—the Chairman referred to use of capital and ICT investment earlier to cut the amount of meetings and bureaucracy, to cut some of the footling things that support staff have to do to liberate time so they can do the 24 tasks, that is part of it and that is why it is about remodelling. If you are saying to me you are going to have to work very hard on the culture and on the structures locally to get it done you are absolutely right, and that is what we are committed to doing with the partners who signed the agreement, and the significant thing about the agreement is it is not just sign on the dotted line and walk away and hope for the best; it is sign on the

dotted line and work with the Government month after month, week after week, to make it a reality in practice, and all the signatories—all the representatives apart from the NUT—have been sitting with us, framing the regulations, working on the regulations, working on the drafts, putting real input into the way those are developed, and they feel a sense of commitment and ownership as a result of that process, and we want to carry that on so that we are taking the glib phrase "social partnership" and putting it into practice.

Q450 Paul Holmes: Finally on this, one of the things that would make teaching an attractive profession is that it would be viewed as a profession where you have the independence of a professional to do the job, and I know, having been a teacher over that period, that teachers certainly felt, from roughly when the national curriculum came in from 1987–88 onwards, that a lot of that had been stripped away from them. One of the employers' representatives quite upset me by saying that he thought teachers were just about starting to be recognised as a profession, like lawyers for example—I thought I had joined quite a good profession back in 1979 but there you go! He thought we were perhaps just getting there. One of the steps to giving professional status to teachers was making teaching an all-graduate recruitment in the late '70s. You have set up the General Teaching Council to provide a professional body so professional teachers are graduates with qualified teacher status, they are members of the General Teaching Council. Would you agree with that?
Mr Miliband: Yes. I can think of many other words that people would use to describe lawyers than a "profession"! But it clearly is a profession and we have to make it a profession in the richest and deepest sense of the word, and I agree with that. That is why I make speeches all about it saying how a range of things from professional development, CPD, etc, is about promoting what I would call a "modern professionalism".

Q451 Paul Holmes: And you made a speech to the General Teaching Council conference in which you said there were 25,000 extra teachers since 1997. Of those 25,000 extra professional qualified teachers, 3700 are trainees. They do not have qualified teacher status.
Mr Miliband: They are on the employment-based route.

Q452 Paul Holmes: But they are trainees without qualified teacher status.
Mr Miliband: Correct. The 25,000 figure includes people who are not unqualified but they have qualifications from foreign countries, they—
Paul Holmes: If we could just stick to that 3,700, to start with, of trainees.

Q453 Chairman: Let us give the Minister a chance to answer in the way he wants.

Mr Miliband: The 25,000 figure includes people with qualifications from other countries who are equivalent to QTS (Qualified Teacher Status) and also the 3,700 on the employment based route. I think the figure is that 900 of them have already had QTS of the 3,700, but I will check that and write to you.[1] They are counted as full time equivalent teachers because they are full time teachers, yes.

Q454 Paul Holmes: I asked this question in the last session, I think it was, which was if you are including people on the graduate training programme but they are not yet qualified teachers why include them, and one answer was that they spend a great deal more time in school because they are training in school on the job, but so for example are people on the school centres for initial teacher training. They are doing their GTP course primarily in the school rather than in a university base so why not include those as well and boost your—
Mr Miliband: I can imagine the row there would be if we did not have consistent data series to measure this. The GTP programme is unique in the way it works and who it recruits and how it deploys them. It has been a significant success for the Teacher Training Agency (TTA) who have done a very good job on this. It represents about 10% of the total recruitment. They are experienced professionals coming into the system—

Q455 Paul Holmes: But they are not qualified teachers—
Mr Miliband: No. They are on the employment based route to QTS, yes.

Q456 Paul Holmes: So I still do not see why particularly you do not include the ones on the school centres, the initial teacher training, as well as the graduate trained.
Mr Miliband: Well, because the school centres are not the same as the graduate teacher and if you look at the time and the role that people are playing on the employment-based route it is slightly different. I am happy to start claiming there are 28,000 or 26,000 or 27,000 more teachers than six years ago but I would not want to be accused of misleading you about the comparability of the data.

Q457 Paul Holmes: Another category of the 25,000, but we are not sure how many because the figures do not disaggregate down enough, are instructors. Now, in a footnote on page 10 of the DfES volume it says that instructors are teachers not employed in the general capacity but who possess specialist knowledge of a particular art or skill, such as music or sport—and I emphasise—who are employed only when teachers with qualified status in that subject are not available. Now, you are including in your 25,000 increase instructors who, according to a footnote in the DfES handbook, are not teachers with qualified status and are only to be used when teachers with qualified status are not available, so

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why are you now including instructors in your 25,000 teachers when your own handbook says they are not qualified teachers?
Mr Miliband: Because they are full time teachers. Sorry, I must have missed something in what you said.

Q458 Paul Holmes: But they do not have QTS.
Mr Miliband: No, but neither do people from Australia who have an Australian teaching qualification.

Q459 Paul Holmes: That is the point. Does the Department know exactly how many overseas teachers there are, how many of them are classed as occasional teachers, how many of them are classed as instructors, how many of them are with or without QTS status or the equivalent from their home country?
Mr Miliband: We know what we set out in our memorandum but I really think it is important. Are we really saying in the modern world, when people have qualifications from respected foreign systems which are equivalent by all the international "Institutes of Pedagogical This and That" that say that their qualifications for Australians, New Zealanders, South Africans or anywhere else are equivalent of QTS, are we supposed to say, "Sorry, you are not a teacher?" That would be a mad state of affairs. If schools choose to use those people who are making a valuable contribution and that is the only evidence that they are not of appropriate standard or anything else, what are we supposed to say? That they are not a full-time teacher? That would be a very silly state of affairs.

Q460 Paul Holmes: Well, that is the point I am trying to make. We are trying to work out what the DfES do count as teachers. Are they professional qualified teachers with QTS status or members of the General Teaching Council, and if not what was the point of setting that up, or are they instructors, trainees who are not yet qualified, are they overseas teachers? If you do not have the exact breakdown figures, could you write to the Committee and say exactly how many overseas teachers there are and how they are split up?
Mr Miliband: All the information we have is what we have submitted. Also, it is absurd to say that if the General Teaching Council is not only there to count the number of teachers it has got nothing to do, because as you said yourself it is there to be a professional representative and an independent voice for the teaching profession—underlined three times—and, thirdly, you have not answered my basic point which is if you are qualified teacher from France or Australia or anywhere else, and the school thinks you can do a really good job, or if you are an FE teacher with experience in music or whatever else, or if, dare one say it, we are poaching them from the private sector and they have come in and got teaching experience, somehow we are meant to say, "Sorry, you are not a teacher; you do not count as a full-time equivalent teacher", that would be a mad thing to do. They are there doing a job which heads and governors think is important and well done, and it is no rebuttal of a figure to say "Sorry, it is a different sort of person", because we have not said to you "There are 25,000 more people with QTS"; we have said there are 25,000 full time equivalent teachers in the system.

Q461 Chairman: We have spent a long time on that and we also asked our witnesses on Monday to comment on that 25,000.
Mr Miliband: Did they say the same as I do?

Q462 Chairman: Similar, but Doug McAvoy particularly made the point about the 25,000, and they will be crawling over the figures for us.
Mr Miliband: Good.

Q463 Chairman: But not many people apart from the NUT have said there is a crisis at the present moment, to be fair, Minister. On the other hand there are particular problems in particular schools, as you said in your opening remarks. Where is the pitch being felt most? What is your priority of concern in terms of both recruitment and retention at the moment?
Mr Miliband: Not, repeat not, in ascending or descending order of priority, there are clearly issues in schools in the highest cost areas of the country, notably in London, around the south east, although I think the STRB recommendation and our decision to support it in relation to the £4,000 threshold for inner London is very significant but obviously we are concerned about that. Secondly, something you picked up in your previous reports and in these evidence sessions is how one breaks into this problem that some of the toughest schools have the highest turnover of teachers and those schools with the highest turnover of teachers are also the toughest schools. There is a chicken and egg issue about school achievement and teacher transience or turnover that is tricky and important; and thirdly there have been some schools this year where there have been genuine pinchpoints, as you put it, because of the financial situation.

Q464 Jonathan Shaw: On that, there are a number of different financial incentives for teachers going into subject areas where there is a shortage and also £4,000 for teachers to come back into the profession. I have asked a number of witnesses whether they feel that we are using this money to best effect. For example, a teacher may be able to have that £4,000 in an area and in a school where there really is not a problem. Also, would it not make sense to provide greater financial incentive for the very best teachers to go into the most difficult schools? I realise that there are issues about division—that is something the trade unions talked about—but I would be interested to hear what you have to say.
Mr Miliband: That is a profound and important question. Let me start at the end, if I may. On the question of teachers for schools with the most challenging circumstances there are two approaches. One approach would be to say, "Right, we need a national programme of teachers in schools in

challenging circumstances and it should be national targets", and maybe five or six years ago that might have been our reflex or instinct. The alternative approach is to say that you have to get money into schools with challenging circumstances, recognise the pupil populations in those schools, and give the financial flexibility to the heads and to the governors in those schools who know those schools best to use that money to recruit the staff in the right way and to pay recruitment allowances. Significantly in London, for example, retention allowances are used four times as much as in the rest of the country. I think the latter approach is more consistent with what I said at the beginning about the principles of where we wanted to go which is a devolved system, financial and legal flexibility and intelligent accountability to match, rather than a national pot, a national programme. Do you see what I mean?

Q465 Jonathan Shaw: I do, but obviously there is a national programme, is there not? There is the money you make available for teachers to come back into the profession so there is a national programme and you are spending that money and, as I say, I think it is reasonable to question whether you are spending that money in the best way.
Mr Miliband: The biggest national programme, and obviously it is a big spending issue, is the £6,000 bursary and the £4,000 golden hello, which is slightly different in that it is a recruitment measure. The pre-existing situation was the £2,500 golden hello which was untaxed, and we got to £4,000 by saying £4,000 taxed is akin to £2,500 untaxed. Research went into this in terms of setting it up and there is no question it has had a discernible impact. If you look at the PGC figures, it is pretty striking, and pretty striking in the shortage subjects as well. It is not the only thing that works. For example, one of the issues that has been raised in your previous reports is the issue of male recruits into primary schools. There is not a particular financial thing there but the general push to recruit more men into primary schools has had an effect, so I think that it is money well spent. Put it this way: if we took away the £6,000 and the £4,000, that would make teaching significantly less competitive as a recruiter.

Q466 Jonathan Shaw: I am not saying take the £6,000 away but certainly money needs to go into difficult subject short areas. The thing is, is this a dynamic process or will it remain the same? For example, you have areas of the country that do not have a teacher recruitment and retention problem, but in other areas there are not enough black men teaching, not enough males teaching in primary schools, so do you continue blindly saying, "Oh, well, we are continuing with the national programme", where one area is doing absolutely fine and another area is screaming for additional resources but you continue with this national programme? Is it not better to say, "Right, this is where we were, we have resolved these particular issues, we have this pot of money, these are the problems now. We should spend it where it is needed most".
Mr Miliband: I hope we do not do anything blindly and I hope we will never say that things will never change. Dynamic is rather too of an "initiativitis" way of describing the thing but is it ossified? Is it static? Can it never change? Could I foresee circumstances in which it would develop—that would be a silly thing to say on my part. Could it evolve? Yes. Part of the evolution is your report and your interests and come back to us on that. I am always nervous about taking something that works well, even if it looks a bit bland, and saying, "Let us fiddle around with it; let us make it that much more pinpointed; let us say that if you live in the north east you cannot have it because you do not have a recruitment problem". I think if you try and micromanage such a diverse system it is really tricky. That is why I say that we give an extra £1,300 for every pupil on income support at central government, and local authorities should pass that money on to the schools in their areas where there are the most kids who have real problems, and the school faces challenging circumstances with that. That should put the school in a position to have a bottom-up engagement with it.

Q467 Mr Chaytor: If I may come in on this particular point, does it not follow inevitably, however, that if the Secretary of State's guarantee that every school in the current three-year spending programme will get a minimum increase of its budget, that must take away from the overall amount of money that can be better directed to schools in challenging circumstances, because the commitment to the annual increase over the next three years for every school's budget is obviously going to spread the total amount of available money too thinly. It is actually in many cases going to take away the—
Mr Miliband: I am always worried when David says "inevitably" because he has an incredibly logical mind which usually means that I have said two things that are immediately contradictory.

Q468 Mr Chaytor: This is what we want to test out.
Mr Miliband: Let me see if I can wriggle my way out of this one. The answer to what you are saying is, of course, that if you give money to one place you cannot spend it in another place. Obviously, this year, when we have a floor of 3% and a ceiling of 7%, that is mitigating the increase that an area might get—this is area based rather than school based—and it is saying that those areas that were minus 10% as a result of the formula are not going to get that, they are going to be brought up to 3%. So there is a trade-off there. There is a trade-off between stability and transition and the distributional effects that you are talking about. The Secretary of State has said that he is committed to a "reasonable per pupil increase," which is an important gloss on what you have said. The one thing I did not say to the Chairman at the beginning which I should have said and, if I may say so, would be a really good thing for us to have some sort of discussion over—if I may go into sort of parentheses for a minute—is this business of the decline in primary school numbers,

which is the first time this has happened since the introduction of LMS. 50,000 a year fewer primary school pupils every year for three years is a real issue. Talk about dynamism and turbulence in the system, it is a very big thing. Just in parenthesis: let's think whether there is a way in which we can work together on this, because I think it is a real issue. When the Secretary of State says "a reasonable per pupil increase for every school," it is important, the "per pupil" aspect to it. And obviously there is a trade-off between saying, "Let the formula rip" if you like and "Let's ensure that there is a smooth transition to any new end state." Yes, of course that is a balance to be struck. I hope that answers fairly the point you made.

Q469 Mr Chaytor: Just one further point: it does mean—and we want to try to get you to say yes or no—that the new per pupil increase guarantee will reduce the rate at which the floors and ceilings can be phased out. Therefore, next year the Government will be putting additional money into schools that have no recruitment and retention problem whatsoever, and thereby reducing the pool of available money that could be better targeted to deal with the recruitment and retention problems.
Mr Miliband: You have put a gloss on your question, which means I cannot say yes to it. If your question had been, "Does having a floor mean that there is less for ceiling authorities?" the answer is yes. If you say, "Does having a floor mean that schools who have no problem end up being showered with money?" that is an unfair thing to say—and, as we have discovered, it is quite possible for us to create a retention problem in a school if we do not get the distribution right. Remember, a school or an area that seems to be doing fine, let's not say, "They are all right," for creating a problem there. We have to make sure they carry on in a good position, rather than thinking that they could take a big hit, which does not do anyone any good.

Q470 Mr Chaytor: Having a floor for each school is fundamentally different from the original concept of the formula, which is a floor for each authority.
Mr Miliband: It is. Agreeing with local authorities to deliver a floor per pupil for each school is an important commitment. It is an important commitment to predictability and stability in the system.

Q471 Chairman: Do the particular recruitment packages meet resistance amongst the more established members of the profession? Is there a damage to overall morale?
Mr Miliband: I get letters not from people who are experienced members of the profession but from people who qualified in 2001, which say, "It is not fair, because if you got in in 2002 you got six grand or four grand." In my year as Minister, I have had maybe half a dozen or a dozen letters that say that. I have never had a letter that says, "I qualified in 1985 and it is a disgrace that NQTs now are getting these golden hellos." As always, when you introduce new things, if you are in the last year of the old system there is a bit of rough justice about it. But I have not heard resentment. I think most existing teachers would recognise that the labour market conditions at the moment are very different from what they were in the mid-80s.

Q472 Chairman: If you swept up all the incentives, what sort of pot would you be left with?
Mr Miliband: I do not have that figure to hand. I will have to write to you about it.[2]

Q473 Chairman: It would be interesting to know the size of the pot, and where, if you used it instead, reducing teacher/student numbers in primary schools—
Mr Miliband: You can do the sums. If there are 30,000-ish recruited, they are all getting £6,000 in the shortage subjects and £4,000 for maybe one-third of the 30,000, you can do the sums. I actually did ask this yesterday. Maybe someone would pass me a note if they have the figure. I do not think it was in my box last night, so I do not have it.
Chairman: That will be fine. Could we move on. Jeff Ennis wants to move us on to teacher training and continuing professional development.

Q474 Jeff Ennis: Before I move on to that, I would like to ask a supplementary in terms of the argument between individual school responsibilities against LEA in terms of recruitment and retention issues. There is no doubt the Government are trying to encourage better collaboration between individual schools via Excellence in Cities, which we have already mentioned, and, of course, the Specialist Schools Programme. Is the vision that this sort of greater collaboration between schools will instigate a sort of loose federation of schools which may in future act to address retention and recruitment issues in that locality? From a teacher point of view and from a pupil point of view, could that loose federation help pupil learning?—in terms of if a child is particularly experiencing problems in one particular school they could perhaps move to another school within the federation or study some subjects at A-level in one school and others at A-level in another school.
Mr Miliband: That is an interesting area. I think the dividing line between strong collaboration and loose federation is a fine line. Generally "collaboration" is lower case and "Federation" is upper case, and people get excited about which side of the boundary they are on. I think it is horses for courses. In relation to your question about pupils taking courses in different schools, I do not really see that in primary but at 14–19 I see that as a big potential thing. Every pupil should have a home base but every pupil should have the chance, if there is particular expertise or particular interest elsewhere in their locality—and this is notably in the sixth form, but you can imagine it post-14—that that should be open to them. Secondly, you raised federation or collaboration to boost teaching quality. I think this is incredibly important. The

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head of physics in a school where the science departments are fantastic helping the other schools—taking out their teaching techniques, explaining what they are doing—would be really, really productive. Do you need a federation to do that? No, you do not. You need collaboration and commitment. Thirdly, at the beginning you were talking about could it address recruitment and retention issues in the locality. I had not thought of that. That is interesting. You can imagine an LEA or a group of schools coming together to try to make their offer as attractive as possible in terms of experience and the professional development that a school will get. I had not thought of joint recruitment. I will think about that.

Q475 Jeff Ennis: I think we can all agree that the Government has been more successful in many of its recruiting initiatives and we need to move on to retention and get the same degree of success in retention initiatives, as it were. Is there any evidence now—and some of these I know are still very much in the early days—that the teachers who have taken a recruitment incentive to come into teaching are actually staying in teaching longer than the teachers who have not? Is it something that we are closely monitoring at present?
Mr Miliband: It is something we will want to monitor carefully. It is too early to tell, I think.

Q476 Jeff Ennis: But we are monitoring it.
Mr Miliband: I understand we are. One of the things which has not been discussed at previous sessions but which occurs to me in relation to the London issue that we were talking about, is the whole Teach First idea, which has, I think, 1200 applicants—something really quite substantial. It would be interesting to follow that through as well. We need to keep an eye on them and the statistics will tell us that.

Q477 Jeff Ennis: In an earlier evidence session from the teacher trade unions, in fact, they actually said that a big motivating factor for keeping teachers in the classroom was continuing professional development which we have obviously touched on in previous questioning. Do we have any evidence to show that teachers who are actually taking advantage of that and enhancing CPD are staying in the profession longer?
Mr Miliband: As I understand it—and your expert/adviser will tell you better—his research says workload and discipline are the two biggest issues for retention. In the mix, lower down, is professional development. It stands to reason, really. Paul Holmes asked about being a profession. A profession gives you a career as well as job, if I can make that distinction, and part of a career is a ladder of opportunity. I will sound like in my days as a civil servant when I say that professional development is patchy—which is civil service "weaselese" for we do not know what is going on, or it is a bit of a mess in some places and we do not really know what to do about it. I have seen some outstanding professional development done—really, very, very impressive—but I have also had teachers complain to me that their INSET days are not used in the most appropriate way, that the really important professional development that is done through Key Stage 2 and 3 national strategies is not integrated with a whole school view of professional development—which I think is a weakness. It is something on which we wish to have a bit of a push in the next couple of years, actually, to have a more integrated whole-school approach to professional development. I went to a school to look at their Key Stage 3 work and the English, maths and science teachers said that the Key Stage 3 programme was the first time they had ever done professional development together across departmental boundaries, whereas in fact the generic needs of 11 to 14 years olds, whether in a science, maths or English class, are actually quite similar and some of their learning and teaching strategies are similar. So I was disturbed to hear that and I think it is something on which we have to work.

Q478 Jeff Ennis: You have mentioned the five INSET days. Is there a plan to give a guarantee or a credit to teachers that they can have over and above that every year or within a cycle of so many years?
Mr Miliband: I think we are quite keen to make sure the five days are used as well as possible. Obviously, the 10% guaranteed PPA time in 2005–06 is professional development time potentially for collegiate and individual work, to tailor teaching and learning to individual pupils and to groups of pupils. But there certainly is no proposal from us to have more than five INSET days.

Q479 Jeff Ennis: Five statutory INSET days is sufficient, then?
Mr Miliband: I certainly want to see them used properly, yes.

Q480 Chairman: I am a bit worried about something you said there. You seem to hold in two compartments the difference between continuing professional development and research that came out of a number of studies, including that of Professor Smithers, that the things that really turn people off teaching are pupil behaviour, workload and so on. But there is a world of difference, is there not, between someone who is well supported in the first three years of their professional development, their professional teaching career, to get through the pupil behaviour and all that? That is what good support management is about in those early years. I am reminded of when we did our inquiry into higher education retention. For retention, we pinpointed after a lot of evidence, it is so important that you spend a lot of resource in the first year of a student's undergraduate career because that is when they drop out. Anything spent in that first year would seem to be good value for money, in the same way that the evidence that is coming to us is that spending money in schools on teachers in their first three years, making sure they are really professionally supported, gets them through the rough times when

they have bad behaviour of pupils, when they feel that workload is higher than they anticipated and so on.

Mr Miliband: The STRB said that the problem in London was years 5 and 6. That is why they targeted threshold. I think that was a 2001 study. So "Yes, but" would I think be my answer to that.

Chairman: Thank you for that, Minister. Let us move on now to look at retention issues. Jonathan is going to lead us through the wilderness.

Q481 Jonathan Shaw: We have covered some of the workload issues. As you said, Minister, the two issues that Alan Smithers has identified—which do not really come as a surprise—are workload and pupil behaviour. The Government is spending £470 million over the next three years looking at the behaviour improvement projects. What can you tell us about the progress of those projects?

Mr Miliband: It is obviously early days—

Q482 Jonathan Shaw: This was an initiative which you did not launch, you inherited.

Mr Miliband: Exactly, and obviously Ivan Lewis has taken the lead in this area. As you know, we are making a really big push on Key Stage 3, 11–14 year olds. I am sure every parent's worry is that when kids go to "big" school they get bored, fall into the wrong company, go off the rails. The challenge for us is to build on the progress in the primary sector over the last Parliament and see if we can make that 11–14 stage stimulating and secure for young people. The important part of that is obviously the teaching strategies, but critical also is pupil discipline, which is what a lot of parents worry about in the early years of secondary education, and so for the first time we have a behaviour improvement programme built into the Key Stage 3 strategy. It has been going for a year. It has been monitored very carefully. There is no independent evaluation yet but the feedback I get from the ground, from teachers, about the role of learning mentors and other aspects of the programme is pretty positive, but I do not want to claim success before we have got it bolted down.

Q483 Jonathan Shaw: What does the Department think are the key influences in terms of bad pupil behaviour?

Mr Miliband: The first driver to bad behaviour is boredom. If kids are bored in classes, that is a bad start. Secondly, clear boundaries and rules in the school that are consistently and coherently applied. If the boundaries are clear, if the rules are clear and if they are consistently enforced, that is very, very critical. Thirdly, I think a culture and ethos of high aspiration for every pupil transmits itself down to a sense either of engagement with learning or of "This is not an institution for me and I am going to rebel against it." Fourthly—there is no point in pretending otherwise—what is going on before nine o'clock and outside 3.30 in the pupil's home. Any of us as constituency MPs know that is critical to a pupil's sense of security and engagement and commitment to school. We have much more direct levers on the first three than we do on the fourth. That is the answer to the question.

Q484 Jonathan Shaw: You referred to teaching methods as being one of the key issues in terms of being able to manage pupil behaviour. The Secondary Heads Association told us that this is the aspect that most often causes young teachers particular problems. Have you looked at the training courses and what you can do in terms of pupil management? Going back to my point earlier, Minister, of one payment fits all, should we be developing teaching strategies/methods for particular types of schools?

Mr Miliband: Whenever I say "with respect!" it is a bad time and when you say "Minister" it is a bad sign: it is the sort of way in which we say that we disagree with each other. Does it need to be different in different schools? Obviously, yes. Should I mandate how it is different? No. Are there different issues between boys and girls? Yes. Ofsted have a report coming out on boys' achievement, which I understand has particular things to say about personal tuition from classroom assistants, about the use of ICT and about the disciplined nature of the learning environment. I think the workload issue is huge. If you are a teacher, especially a new teacher, going into a secondary school, if some of the kids are taller than you are and you are told, "Close the door and you are on your own" and there are 30 kids in there, that is a pretty big ask. If you are told, "You are going in, you have got some classroom support, there is another pair or two pairs of eyes and ears and hands in the classroom," that is a very big thing for teachers. I see that having and have seen it having a massive impact on pupil behaviour. It is much harder to sit at the back and be a nuisance with three of your mates if in fact you have a classroom assistant standing behind you. I think that is one of the big benefits of workforce reform.

Chairman: We will tackle pay and allowances now. Andrew is going to lead us through this one.

Q485 Mr Turner: In a way I think you have shot my fox on pay because you have said it does not really matter.

Mr Miliband: I would never say that because I think that might lead to some misunderstandings among some of our colleagues who faithfully report what I say and sometimes get reactions to it. I would not say pay never matters, pay does not matter; but I would say that pay is not the main issue in terms of retention, no.

Q486 Mr Turner: What about recruitment, particularly in high cost areas. I mean, teachers do aspire to own their own homes, not live in council houses, for example. Can we really compensate them by means of housing schemes rather than by paying them properly?

Mr Miliband: We said in our evidence to the STRB last year that outside London we were convinced that pay was competitive. All of the evidence we have—and we talk about evidence-based policy—is

that pay is competitive. That is why we argued last year for three years low inflation pay settlement because we did not believe that it was needed to meet recruitment or retention difficulties. Talk about blunt instruments: bunging up teachers pay would be a blunt way of tackling the rather "nuanced" and focused problems that we have talked about today. You are right, if you mean in London there are particular issues there. The STRB pinpointed, at the point around the threshold, the 22–23 year old teacher who has been in London for four or five years, is beginning to think about starting a family, setting up with someone, that is why they went for the £4,000 extra which takes a teacher in London up to £34,000. Now you and I can do the maths pretty fast about what sort of housing does a £34,000 income get you with an ordinary mortgage. If you are living with another professional or if there are two teachers living together, I do not know, there is obviously a different set of maths associated with that. My instinct, actually, is that what you call the housing schemes have a role to play. I would not dismiss them actually. I think the particular twist that the Department and Stephen Twigg are putting on support, the mortgage credit for the London teachers, has a role to play. I would not knock that. Also, it does not have the deadweight that a general across-the-board pay increase has.

Q487 Mr Turner: You think it is adequate to deal with problems of recruitment in high-cost areas.
Mr Miliband: I have to be very careful about saying something is adequate because I think it is very challenging.

Q488 Mr Turner: On a scale of 1 to 10, how adequate is it, then?
Mr Miliband: It is certainly above 1. I think that is a fair question. I always say, "How are we doing?" In this area, if we were really trying to spin our case, we would say we deserved a B+. You might beat us down to a B. We have to accept that we are fighting against some pretty strong market forces in terms of London housing. We are making a fist of it, but it is tough. I certainly would not claim victory in this area.

Q489 Mr Turner: This is related, I think, to some of the points on which you earlier offered some soothing words to the Chairman. He said on the reform of funding that you had snatched defeat out of the jaws of victory.
Mr Miliband: He said it or I said it?

Q490 Mr Turner: He said it and you offered some very soothing words about what was going to happen in the future. You were on the bench when I asked Charles Clarke about this. Did you and did ministers anticipate, whether told or not, the difficulties that would arise by introducing the changes to the resourcing of local authorities so late in the budget cycle?
Mr Miliband: With respect, I do not think the changes were announced late in the budget cycle. The Education Funding Group, sat for two years and had support and modelling and consultation options between us and local government . . . It was announced at the same time as every year. Nick Raynsford made his announcement in December, which is when he always makes it, so I do not think that was the particular issue.

Q491 Mr Turner: People usually say it is too late.
Mr Miliband: Yes.

Q492 Mr Turner: They say it is too late and this year there was much greater turbulence.
Mr Miliband: I would like to bring it earlier. You can announce the local government formula in November/December—late November used to be the local government statement, and I think it was 5 December—and then by the time that rolls through the local authority, of course, and budget setting, council tax setting—that is why I emphasised at the beginning that local authorities have a role not just in distributing money but in raising it—there is often a February budget setting meeting and then you are late in the day. The timetable for the decision making through the Education Funding Support group and all the rest of it, I do not think people think that was the core of the problem.

Q493 Mr Turner: The Permanent Secretary accepted that changes were made too late to allow local authorities to revise their funding formulae.
Mr Miliband: I think he was also pointing to the decisions about the Standards Fund rather than simply the local government funding distribution. For the schools that have found it the toughest, often it has been the Standards Fund issue that has been the real added component. There is an irony in this, which is that my predecessors, and even to some extent me when I first came into the job, could not go to a meeting in the education world without being told, "For goodness sake, whatever you do, the first thing you have to do is to reduce the amount of central funding." Sure enough, after December I was proudly able to go round and say to people, "Whatever you say about this local government funding system, the good news is I am spending less. I have a declining cash line of spend that I am doing," and they were all very pleased about that. Now I cannot go to a meeting without being told, "For goodness sake, do not put the Advanced Skills Teacher money into the local government formula; do not put the Support Staff money into the formula." There is a, sort of, not very wry smile about it. But I think David Nornington and others would say that the Standards Fund issue is a critical decision for next year and the year after.

Q494 Mr Turner: It was a critical decision for this year and, unlike the other decisions, you cannot blame it on the ODPM.
Mr Miliband: We do not blame any decisions. We take responsibility where it is due. I do not know what that is reference to. The Standards Fund issue, which, as I say, was fully supported by all sections—it is not a question of anyone giving warnings or anything—was recognised as being the right thing to

do. However, people are now very concerned about 2004–05 and 2005–06 and we are looking hard at what can be done about that.

Q495 Mr Turner: You accept it is possible to make the right decision but implement it in the wrong way.
Mr Miliband: Absolutely.

Q496 Mr Turner: And this is what has happened.
Mr Miliband: I think a lot of people are now worried that it is not the right decision! I mean, a lot of people who were telling us to reduce the amount of Standards Fund are now thinking maybe it is not so bad. We are looking at that. My general principle is: What is the point of central funding? We spend £4 billion out of the £26 billion budget by 2005–06. Why do we have central funds? £1 billion or so is non-school based Standards Fund money, such as—although it ends up in schools—Advanced Skills Teachers type things. What is the point of that spending? It is to promote innovation; it is to spread best practice; it is to tackle specific inequalities. Once you have the innovation accepted and the structure and culture of the system, you want to devolve the money rather than just keep it as a central thing. But the transition to that has been much more painful than people expected out there.

Q497 Mr Turner: Including you.
Mr Miliband: I think the—

Q498 Mr Turner: Particularly you.
Mr Miliband: I think no one in the Department would say that if we could have avoided the last three or four months we would not have chosen to do so. It has not been the sort of ordeal of choice.

Q499 Mr Chaytor: Minister, when the French Government announced they were going to increase the working life of teachers before they could claim their pension, it led to hundreds of thousands of people on the street and almost a general strike in schools and public transport. Your Government has done the same. You seem to have got off very lightly. Do you think you will continue to get off lightly with the increase in the pension age from 60 to 65?
Mr Miliband: I do not think we have "got off lightly," as you put it—although admittedly there has not been a general strike, so I suppose that is reassuring. This is an important issue. I think there is a lot of misinformation out there about this. If you are an ordinary teacher sitting in the staff room and you have been working for 20 years, you might think that you are not going to be allowed to retire until you are 65. That is 100% untrue. The Government is absolutely clear that if you have worked for 20 years on the basis there is retirement age at 60, that credit is banked, and if you want to claim it when you are 60 you can claim it when you are 60. It is really important that the message goes out to teachers that there is no question of taking away from them the entitlements that they have earned on the basis that they can retire at 60. The Government is absolutely clear about that. When you meet people in your constituency, you should absolutely tell them there is no question of them losing the entitlement that they have built up—and a lot of teachers do not know that. We have got a job to make that clear. Obviously the Government is going through a process of recognising much longer lifespans, and a desire in some quarters actually to work longer although to work more flexibly. We want to try to recognise that. We have to recognise that in a way that does real justice to the assumptions that people have made about the pension entitlements that they have built up and we will do justice to that. We also have to give proper warning and preparation for those who are coming into the profession in x-years time, so that they know what they are letting themselves in for, and we are going to do that in a very consultative and very open way. The stage we are at is that the Work and Pensions Department has published for the whole of government, and it is now for each department to take it forward in its own area. We will do that in a considered and careful way, we will do it with proper notice and proper planning, and we will do it every time saying, "What is yours is yours and we will not take it away from you. If you have 20 years of credits and you want to retire at 60 and take that, you will get it." I do not know the details of the French proposals actually. It sounds like I should get someone to do me a brief on what to do.

Q500 Mr Chaytor: The British proposal is more stringent than the French proposal, as I understand it, that is why I am surprised that all we got was a press release from Doug McAvoy.
Mr Miliband: I am sorry?
Mr Chaytor: All we got in protest was a press release from Doug McAvoy. The issue really is that of future teachers and how retirement is going to be managed. Can you tell us about your thinking in terms of the flexibility of the last decade of a teacher's life?

Q501 Chairman: It was the only point on which all the unions totally agreed when they gave evidence.
Mr Miliband: I think the proposition that they understood or the proposition that they chose to answer was, "What do you reckon if we rob your members of the pensions they have built up?" and they said they would not be very pleased. I would not be very pleased either. So we are not planning to do that and there is no question of robbing the teachers of what they are entitled to or what they have built up. In terms of our thinking—other than my repeated point that we are going to have to work on this carefully—we are going to phase it in, we are going to do justice to what people's expectations and assumptions are. We just have to recognise that with people living much longer the pressures on the scheme are much greater and we also have to recognise the flexibility. Those are the two founding principles of the thing. Fundamentally, it is not that complicated; putting it into practice is very complicated. But the principles underlying it are not that complicated and it has to be a sustainable scheme. We have seen this year a big increase in the costs of funding the teachers pension scheme, which

has not been very popular either, but in the end what you get out is based on what you pay in and we have a responsibility to keep it solvent and fair. We are going to have to work it through. In terms of the flexibility, again a lot of it comes down to some pretty technical things. We have to work on those carefully.

Q502 Mr Chaytor: What time scale do you envisage the Department will need to come up with a fully developed set of proposals?
Mr Miliband: I think that over the next year we have to take it forward in a serious way. It is obviously a long-term thing this.

Q503 Mr Chaytor: Do you have a mechanism for doing that?
Mr Miliband: No, we are in a process of discussions to get the right mechanism. We want to get the right degree of engagement with the teaching unions and others to make sure that it is done right, so we have not announced a mechanism for it, we are working on it.

Q504 Chairman: We will be informed as a Committee of your progress of your thinking.
Mr Miliband: I am sure you will be.

Q505 Chairman: We will be wanting to compare how teachers are going to be treated under this new thrust in government policy compared to police officers and other people in the public sector.
Mr Miliband: I am sure we will have long and comprehensive discussions.
Chairman: Excellent. This rather joins up nicely with career patterns in teaching. Valerie Davey wants to lead on that.

Q506 Valerie Davey: Thank you. May I follow on immediately in terms of people coming up to pensionable age. Are you considering the flexibility of moving people from full time to part time at that stage or allowing them to.
Mr Miliband: When you say am I considering . . . Do I think that there will be increasing demand for flexible patterns of work, whether when your kids are young or whether when you are close to retirement? Yes. Is that something which is a challenge to schools? Yes, as employers. Is it also an opportunity for schools? Yes. Is it an opportunity for them that is not yet fully taken? Yes. It can seem daunting but actually I think it will be seen more and more as a resource. You know, half a teacher who has young kids but wants to remain engaged with the school will, I think, seem increasingly part of the package of staffing resource that you have.

Q507 Valerie Davey: I think, like other witnesses, you are moving from a realism point to making an advantage of it. At the leadership college, the approach should be: This is a real advantage for our schools, to have more people doing flexible work, possibly at every age, coming in at part time, dual roles, moving on.
Mr Miliband: Yes, I am not sure about every age, because I think there are two obvious ages. One is when people have young families and one is when they are close to retirement. I believe in flexibility. Teachers who have 20 years' experience might want to have a year when they are teaching part time or teaching for half the year because they want to go and see the world or refresh themselves—and Paul raised the question of sabbaticals in the last session or the session before. That is all good. It means that someone has to pay for it, and there is an issue there—because if you work half the year you are going to be paid less than if you work the full year.

Q508 Valerie Davey: You must be looking at these in terms of cost-effectiveness. Since you have mentioned travelling, I was at British Council meeting recently where it was stated very clearly that the new funding which the Government is providing for travel for international teaching experience was possibly the most important thing for many, in giving teachers, particularly head teachers, a new vision, a new recognition, dare I say, of what is happening here and the values they have within the British system as compared to others, and that for retention it was money well spent.
Mr Miliband: I have not seen that research but the important thing is that we have leading professionals who are able to make decisions that are informed on good practice. So heads and governors are the people I want to empower to make these decisions. They are not my decisions; it is not me to say, "You are all right for a part-time job" because I am not in the school, I do not know the person. When I talk about legal and financial flexibility and a sort of informed professional leadership, it is about the decisions they make. That is a good example of a high trust profession.

Q509 Valerie Davey: I accept that, but the specific question was that the Department has just put considerable further funding into allowing for overseas training for teachers to be gaining experience abroad. Has that been done on the basis of further retention or is this just another good idea which is fairly idealistic but not grounded in the reality of money well spent.
Mr Miliband: My understanding is that it is a minute part of the leadership budget: 0.005% of the leadership training is done in this area. My answer is that it is only right for some people. Whether it is right for them is not a decision that I can make, it is a decision that they and their governing bodies have to make about how they professionally develop themselves. The college can help them on that, but the vast bulk of professional development will be done inside the country and the vast bulk of flexibility will be done in the country as well.

Q510 Valerie Davey: Could we go on to this broader issue that we have, which we all in this room recognise, a teaching profession. As with other professions, people move in and out of it and they

bring experience from other professions. Is that part of your glass half-full or glass half-empty at this stage?

Mr Miliband: I think teaching is a much more open process. The Graduate Teacher Programme to which we have referred, 10% of people are coming on to it. We should not make a fetish of saying people from outside are always best, but I think for any profession which has a mix of people, those who are always in, who have come from the bottom and worked their way up, and those who have come from outside—it applies to the civil service, it may even apply to politics, you never know!—it must be a good thing. It leavens the situation. I remarked on a previous meeting of this Committee that no less an authority than *The Guardian* said that teaching is now the career change of choice. That is a good thing. Does that mean some teachers might go out and come back? That would be a good thing as well.

Q511 Valerie Davey: Are there figures on time spent by mature entrants to the profession?—say people coming into their thirties. Do we know whether we retain them for longer than for first-time graduates?

Mr Miliband: Is that one of those questions where you have the answer and you are going to then sting me.

Q512 Valerie Davey: No, it is not. We have touched on it before and there seems to be some indication that . . . but we do not have the answer and we wondered whether the Department had.

Mr Miliband: I do not have. I will find out if the Department has the answer and if it has I will write to you and tell you what the answer is.[3] I have not seen any data on that. My own personal experience actually, now that I think about it, of people who come in, is that they stick with it and they absolutely love it. I am thinking of one person in particular who came in from advertising in their late thirties, who is now in their late fifties and has really stuck with it. But that is anecdote, so I will find out.

Q513 Valerie Davey: Therefore, if that is a correct assumption, are we making any efforts to incentivise people to come into teaching at this later stage?

Mr Miliband: The GTP has advised us, and that is 10% of recruits—which is not to be sneezed at. Ninety per cent are not coming in in that way but 10% are, so . . .

Valerie Davey: Thank you.

Q514 Chairman: I am a bit disturbed about the answers you have given to Valerie Davey. It seems to me that, at best, you could be described as inert in this area and to somebody else less favourable you might be seen as deeply conservative in this area. We have taken it that the whole nature of teaching is changing. Career patterns out there in teaching and elsewhere are undergoing a revolution. Not only do people talk about the fact that you are not going to have a job for life, as though this is something administered to them, that they will have to change five times in a lifetime on average, but in fact a lot of research is showing and practice is showing that people choose to change their careers several times during their lifetime. The evidence we are getting is that there is a tremendous desire for people to have a different kind of lifestyle that revolves around changing careers; that many people want to work part-time, want to come in the profession and out of the profession; that it is not just the two areas that you say it is, mainly two areas, but that there is much more turbulence (to use one of the favourite words of the Department) out there, which, if you are not aware of, we would be very concerned as a committee.

Mr Miliband: I am sorry. Maybe I should wear it as a badge of honour, of not having too many initiatives. When I talk about legal or financial flexibility at the frontline, when I talk about people coming into teaching and gaining wide experience in and around the education system and beyond, when I talk about people having part-time work, notably when they are starting their families or when they have young kids and when they are close to retirement, I think I am reflecting accurately some sense of what is going on, the reality , so I am sorry if you think that. Where maybe we part company is I do not believe the implication of that is that I should have a national programme for X, Y or Z. I believe I should give the people who really know the individuals, who are the teachers and the governors, and the people concerned, who are the teachers themselves, the flexibility to make the most of it. I do not believe that is inertia. That is a due deference to what my position is relative to those who are employing the teachers. If there are areas where I am clogging up the system, tell me, because I want to de-clog it. I want to make sure that there is sufficient flexibility there.

Q515 Chairman: You said, when you were talking about who spends the money, "I am responsible for £4 billion. My job . . ." and you started with innovation and the sort of vision element, and there you are comfortably sitting in your office in "Sanctuary House". The fact is that when you go to a school you know there is a very large number of heads who really want to appoint a full-time teacher. They are quite resistant to part-time teachers, flexibility: that is too uncomfortable, it is too difficult for many of them. I would have thought that your role as Minister would be to say that there is a new world out there, that we have to have a whole range of measures and initiatives to bring on the potential. Because the evidence we are getting to this Committee is that there is a great deal of potential out there, of teachers who should be teaching in our schools, in our primary and secondary schools, but they are not at the moment. For whatever reason, it is not made easy for them to come back to teach part-time, to go off, to join up their career and do all those things that obviously are changing.

Mr Miliband: There are two responses to the need to promote the measures. One is that I could have a sort of part-time teachers' pot which was £x million, to which people could apply and fill in forms if they

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wanted to do it, and schools could bid to be pilots and pathfinders for this. That is one approach. The other approach is to say that you want to have structural and cultural change throughout the system in the approach to people management, and that the battering ram or the driver for this is the National College for School Leadership. In our 1,400 toughest schools the Leadership Incentive Grant is a real driver for this. The Performance Management System that now exists in every school in the country should be asking of every teacher, but also getting them to ask of every leader in the school: What is my career path? How does it develop? I think that latter approach, to suffuse different ways of working and a different culture of people management in the system, is a better approach than the pot of money that you bid for through a partnership fund. I think that is defensible—I think it is more than defensible: I think it is a better approach, if I may say so.

Q516 Chairman: We are not asking you if you are doing a pot, or one way or tother; we are saying that the vision thing is up to you to position the Department for Education and Skills, to position yourself, to be aware of changing trends and not to pass the buck to some unproven quango that is given a leadership label. There are many people out there who are more advanced in terms of recognising these trends and reacting to them than government departments and government departments have to catch up.
Mr Miliband: No, you said to me, "You've got £4 billion, should you not spend some of it on this?" I am saying to you—

Q517 Chairman: No.
Mr Miliband: Well, you did.

Q518 Chairman: No. To bring you back to what you said, Minister, you said you saw your role as having three major roles.
Mr Miliband: Yes.

Q519 Chairman: And innovation was one of those. I am just pushing you, not in terms of the pot or the money, nothing to do with resources, I am saying that if you said one of the things you should do is to be the innovator, to talk up innovation, then you have to have a profile in that.
Mr Miliband: I would say we are more than fulfilling our role on promoting innovation by using the National College and other mechanisms, including the Workforce Reform, to push the idea that managing people is an absolutely core part of getting the best out of the system; that you are going to have to manage the whole team, not just manage the teaching force; that you are going to have to do it in a flexible way; and that we are going to have to give you financial and legal flexibility to do so. If you are saying to me that you think it has to become a stronger part of the departmental rhetoric—which maybe is what you are pointing to—rather than departmental policy, I would take that away and look seriously at that.

Q520 Chairman: Do they teach rhetoric at the National College of School Leadership?
Mr Miliband: They certainly do not teach that.

Q521 Chairman: I am talking about leadership. We have said very plainly to you, Minister, that on the one hand we are having evidence that shows there is a changing world out there and we are not as a nation tapping the real potential that is out there of teachers who could and should be teaching. On the other hand, we are getting a rather defensive attitude from the Minister in charge of these saying, "Well, you know . . ."
Mr Miliband: I do not feel the least bit defensive. I am saying to you that we are pursuing a policy to promote innovation which is different from an easy one that fobs you off by saying, "I have a £25 million programme, so do not worry about it." I am saying we are trying to do something different, which is to build a different culture of managing people and different structures for managing people in the system. I think that is a better way of doing it but it does not say, "Look how good we are, here is a £25 million programme."

Q522 Chairman: And that is not what we want you to do.
Mr Miliband: Then you would not think I am being defensive.
Chairman: It sounded a bit defensive. That is up to other people to decide. I want to go on to a number of other issues.

Q523 Mr Pollard: Doug McAvoy told us a day or two ago, where schools are failing and are challenging schools, that rather than giving allowances for that we should put extra teachers in. Do you share the same view?
Mr Miliband: I am sorry, what do you mean, giving allowances? Giving them more money allows them to have more teachers.

Q524 Mr Pollard: No, no, to pay a teacher more for teaching in that particular school.
Mr Miliband: We give recruitment and retention allowances into the system. Only 3% of schools use those retention allowances, so I do not understand what you are saying. There is scope for schools, whether they are in challenging circumstances or not—but the schools in challenging circumstances have more money generally, money allocated by us—to use that money to—

Q525 Mr Pollard: How they wish?
Mr Miliband: How they wish. Exactly.

Q526 Mr Pollard: How could measures to improve retention in challenging schools be targeted more effectively?
Mr Miliband: It is a big ask to say, "Come and be part of a school turnaround," but it is also a fantastic thing to be a part of. The trick of making it an attractive offer is to say that you are going to get real support in it. Maybe it is especially true for women teachers in secondary education. To say, "You are

going to have people in the classroom supporting you. You are not just going to be a victim of yobbish behaviour, you are going to have real support there," if we can deliver on that, that it is a big thing. That is what I mean by support. That is a big thing for recruitment, a big thing for retention. I mentioned "Teach First", there you are getting some of the top graduates in the country wanting to be a part of it, and through a mixture of perspiration and inspiration they are being given the chance to do so.

Q527 Chairman: What sort of schools are they teaching in? Primary, secondary? They are all secondary, are they?
Mr Miliband: They are in the toughest secondary schools in London.

Q528 Chairman: I was asking are they all in secondary schools or are they across the piece?
Mr Miliband: No, secondary.

Q529 Chairman: All in secondary.
Mr Miliband: Yes.

Q530 Mr Pollard: You mentioned earlier on, Minister, 50,000 less pupils in the system in due course. Certainly, in my constituency, as far as we can project into the future, school rolls will be rising. That is because it is a high employment area, with access to London, excellent schools, a cracking MP! All those sorts of things mean that people want to come and live there.
Mr Miliband: A new retention and recruitment policy is to use the inspiration of the MP. I shall send a press release to the *St Albans Advertiser* to tell them that the MP is—
Chairman: You are also partly responsible for the birthrate, are you not?
Mr Pollard: Not entirely, just seven, Chairman. I was the best customer.
Jonathan Shaw: He has a federation, not a family!

Q531 Mr Pollard: You suggested that falling roles would mean that perhaps we would require less teachers. That was the implication. I am saying to you that this might not be entirely true. It might be true in St Helens but not in St Albans.
Mr Miliband: That is one reason to look carefully at the statistics that are trotted out to prove there is a crisis. In a significant part of the system there are changing student profiles and profiles of student numbers. There are problems of growth as well as decline.

Q532 Mr Pollard: May I move on quickly to ethnic minorities. You will know as well as I do that many ethnic minority pupils are not achieving as well as they might. Pupil behaviour suffers as a consequence. It seems to me that we need role models, particularly for ethnic minority pupils, and role models might be ethnic minority teachers. What efforts are being made to recruit more teachers? Do you agree that it is a vital ingredient in improving pupil behaviour?
Mr Miliband: This was raised at the previous session, Chairman, I think by Mr Pollard.

Q533 Chairman: It was.
Mr Miliband: I asked for some data on this. Someone gave me some stuff before I came in.

Q534 Mr Pollard: Consistency there then, Minister.
Mr Miliband: Indeed. But no initiatives. The TTA are working on this. The proportion of recruits from ethnic minorities: 1999–2000, 6%. 2000–01, 6.8%. 2001–02, 7%. 2002–03, 7.8%. I had not seen those figures before today.

Q535 Chairman: These are new recruits.
Mr Miliband: Yes, the percentage of new recruits, and at a time when the number of recruits has been rising as well so it is not just a rising percentage of a declining number. I take some encouragement from that. I think that has been about the direction of their PR rather than financial inducement. And, yes, that does make a big difference, the role model issue must be right. I think the TTA are aiming for 9%—that is their target—so they are obviously doing something right.

Q536 Mr Turner: Is it your policy to match or broadly match the proportion of ethnic minority pupils with a similar proportion of ethnic minority teachers, or is that just something that—
Mr Miliband: That is not a policy, that is an aspiration.

Q537 Mr Turner: It is your aspiration.
Mr Miliband: Are you asking is it my aspiration?

Q538 Mr Turner: Yes.
Mr Miliband: I think it is healthy for ethnic minority students to see role models in the teaching force as well as in other aspects of public life. We have not set a target to match percentages. Of course the national figure in a way is less helpful because of the variation of distribution of ethnic minority pupils around the country. If it is correct that in Leicester more than half the population is going to be from an ethnic minority in 15 years time, there is obviously a bigger need there than in other parts of the country. I would say that it is healthy, whether in teaching or anywhere else, to see ethnic minority adults getting positions of recognition on the basis of merit and desert and that has a positive impact on kids' attainment. That is why it was worrying to see the very low percentage of recruitment from ethnic minorities. It is encouraging to see it go up.

Q539 Mr Turner: But it is not an aspiration.
Mr Miliband: It is an aspiration to see that we have healthy recruitment from ethnic minority communities that is reflective of the importance and significance of the minority children in our education system.

Q540 Chairman: Are these new recruits going into primary or secondary?

Mr Miliband: I do not have those figures, I am afraid. I can try to find out for you.[4]

Q541 Chairman: This is impressionistic, but when I was at school I would see quite a significant percentage of people from ethnic minorities as school support workers in different ways. If we, certainly in primary, use that as a channel of recruitment and advancement into full teaching status, that might be a valuable way of supplementing the effort.
Mr Miliband: Remember, this is an area where one has to tread carefully. I think one of the significant things that the Committee has done, and which the Policy Committee is recognising, is that it is dangerous—"dangerous" is the wrong word—it is wrong to look at ethnic minority achievement as if it is homogenous. You have got many different ethnic minorities and their achievement is widely variant, so even in this area one has to have a sense of the subtlety and the nuance of what we are talking about. From memory, children from the Chinese community are higher achievers than any other ethnic group, white or black, in the country as a whole, so I want to introduce that notion of recognising the diversity within what we as a white group can easily say are the ethnic minority community. There is more to it than that, I would say.

Q542 Jonathan Shaw: You have said during evidence this morning, and I am sure you will say it again and many of the Committee will agree, that head teachers are absolutely key to the performance of a school. In the performance and assessment comparison details which the Committee have been given, if we look at a higher-performing school, a PANDA A, you will see the head teacher staying longer. Where you have the performance and assessment of a school which is an E, you will find the head teacher not staying so long, on average. This is worrying, is it not, in terms of the correlation between head teachers staying and the performance of schools?
Mr Miliband: I always talk about school leadership as being not just the sort of John Harvey Jones figure that comes in at the top and turns things upside down. The head teacher is obviously critical, but anyone will tell you it is the senior management, the senior leadership team that is critical. Any head will tell you that it is the deputies in a secondary school, the 12–15 people, and in a primary school, the two or three people, and in a big primary school it might be five or six, a very big one, so the first point is that it is not just the head, but it is the senior team. Secondly, it is one of those chicken and egg things, is it not? Is it the length of service that is creating a good school or the good school that is supporting the length of service? I saw research, and this must have been in the mid to late 1990s, which said that head teachers were at their peak, that the height of their effectiveness was between five and eight years. Now, having said that, there are head teachers who are in a school for 20 years and who are fantastic, but I think that maybe was some management literature.

Q543 Jonathan Shaw: But we have a situation where we have the greatest number of schools with teachers staying less than three years in the E category in terms of their PANDA reports, so that is very worrying, is it not?
Mr Miliband: It is.

Q544 Jonathan Shaw: Especially from what you have just said about it being a report that stayed in your mind from the 1990s.
Mr Miliband: It is worrying. I will look into that. Are you saying that there is a burn-out rate in the tougher schools? Is that what the evidence shows?

Q545 Chairman: Churn rather than burn.
Mr Miliband: Is that by this or are they being moved on?

Q546 Jonathan Shaw: Well, I will have to write to you about that.
Mr Miliband: I look forward to receiving your letter.

Q547 Chairman: It does bring us down to the fact that we are constantly coming back to the point that it is the most difficult schools in challenging circumstances where you are going to find a higher turnover of heads and of staff, and it is the right measures to guarantee to those schools in the most challenging circumstances that the students get a decent education, and that does mean holding and retaining staff over a period of time. All of us who visit schools and see only two permanent members of staff where all the rest are either on short contracts, or they are overseas teachers or supply teachers, that is a very worrying situation which is not unfamiliar in schools in challenging circumstances in rather challenging areas.
Mr Miliband: I agree with that.

Q548 Chairman: The policies have to add up.
Mr Miliband: They have to make the most difference where it matters most and that is a reflection of the challenge of the pupils and the challenges that they bring into the school as well as the challenges of an area whether it be high costs or anything else. I think that I have got to avoid being bewitched by the great schools I go to in the toughest areas which are going from 9% five A–Cs at GCSE to 59%, which is the school where I was a classroom assistant for the morning, or two or three, last month. Equally, though, I have got to fight against the impression that is always easy to get abroad that you cannot find a good school in a tough area, which is not true either. We have to get the right balance and we have to give proper respect and recognition not as a sort of charitable pat on the head, but as a genuine recognition of the outstanding achievement by any standard, raw, value added or anything else, in some of those schools that are doing it. I do not think it is just that they are extraordinary people and it is a unique thing and it cannot be done anywhere else. I

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think it is about sustained, disciplined engagement with the issues in that school and a real confidence that schools are institutions that can fight against social and economic disadvantage in an incredibly powerful way

Q549 Chairman: That is why we, as a Committee, keep bringing you, as a Minister and Department, back to evidence-based policy. What works? What has shown to work? The Government has been in power running the education service for over six years now and what we want to see is whether there is evidence from Excellence in Cities investment that some schools in those areas or particular schools do better in terms of recruitment and retention. Where are the successes? If there have been government initiatives, which are the ones that seem to have added value and can be rolled out? That is our consistent message here. Is there evidence of something working and is it picked up quickly enough after evaluation and moved across so that it can help those schools?
Mr Miliband: As I said to you on my first appearance here, that is a very, very useful prompt and pressure for us. The only thing I would say to you is that I have to think about the evidence on those schools where it is not the only measure, but it is a good indicator of below 20% or below 30% five A–Cs, but I have also to think about those schools that are not chaotic or falling apart, but where 35, 40 or 45% of kids are getting five good A–Cs, but 40, 50, 60% of kids are not. We must not create a cliffhanger which says that as long as you are above 30%, you are fine because in those schools, there are an awful lot of 7 out of 10 or 6 out of 10 or 5 out of 10 kids who are coming out of those schools without what many of us would consider to be the basic passport into adult life. We have got to look at shifting the whole system along. That is the significance of the Key Stage 3, the determination to translate the step change in performance in primary into a step change at Key Stage 3 as well, and that will be the test and I will be interested to see how that goes this year. We have now had the first full year of the Key Stage 3 programme and teachers like it, so let's see how much difference it makes.
Chairman: That is encouraging, Minister. Can I just pick you up on one thing you said in passing about the falling rolls in primary schools. You will know well these figures, that in primary schools the pupil:teacher ratio is far less generous than in secondary schools. As 50,000 less pupils are coming in, I think you said, year on year—
Mr Pollard: Except in St Albans.

Q550 Chairman: Except in Kerry's patch! Is that an opportunity because the figures I have got of the pupil:teacher ratio are 22.6:1 in primary schools, 16.4:1 in secondary schools, so is there an opportunity at the time of falling rolls in primary to get a much better balance between pupils and teachers?
Mr Miliband: Well, I think I would say two things about that. One is that I am not sure if those figures include sixth-form pupils. Do they?

Q551 Chairman: They do.
Mr Miliband: Let's be careful with statistics. I think if you took out the sixth-forms, you may not see quite such a difference. However, even if it is 22.6 in both, it does not negate the point that falling pupil numbers are an opportunity to assess how you spend your resource and obviously if you lose two or three pupils from a roll, it is no question of getting rid of the teacher because you have still got 28 kids in the class, and that is why it is a tricky thing. About 80% of the money is pupil based, pupil number based, lagged by a year and a half to give time for planning, but 20% of it is not. What I would say to you in answer to your question as to whether changing pupil numbers offer you an opportunity to think about the deployment of your resource is yes, but I would say to you that we should be thinking about the deployment of our resource anyway. How can we best use the whole resource, not just the marginal pound? We have got to get out of the mentality that says that it is only the marginal pound that is there to be spent. It is the whole budget that is there to be spent and I think that is a really, really big challenge. Talk about building capacity, talk about the role of the national college of schooling, you should talk about my role. It is about saying how do you use your whole resource to maximum effect, and if you can help us with that, then we will really be doing a service to the whole system.

Q552 Chairman: Is there anything you have achieved in your activity in this area which you wanted the Committee to know about that we have not asked you?
Mr Miliband: No, I feel I have had a pretty full canter across the agenda, thank you very much.
Chairman: Thank you very much for your attendance.

Supplementary evidence from David Miliband MP, Minister of State for School Standards

I welcomed the opportunity to give oral evidence on teacher recruitment and retention to the Education and Skills Select Committee on 9 July. I promised to write to you with some more detail on a small number of issues. This letter discharges that, but do let me know if you need anything more.

First, you asked how many of the 3,700 increase in the number of employment-based trainees working in schools between January 1997 and January 2003 have gained Qualified Teacher Status (QTS). When I appeared before the Committee, I said that I thought that about 900 of the 4,200 total shown in the January 2003 survey had already been awarded QTS. That figure was correct at the time. It has risen since and, by 31 July, had gone up to 1,963. Since January, there have also been well over 1,000 new entrants to the employment-based training programmes.

The budget for specific recruitment and retention incentives, including Initial Teacher Training and the funding of the TTA, amounts to almost £400 million in this financial year. However, as I sought to explain in my written memorandum, all of our policies have a bearing on recruitment and retention to one degree or another. There is therefore force in the argument that funding for other related initiatives and programmes (such as the workforce reform, reducing bureaucracy, CPD, leadership and behaviour projects) can also be said to be squarely in support of recruitment and retention.

We also discussed the retention rates for entrants into the teaching profession at different ages, and since 1997 how many have remained within the profession. Details are given in the attached annex, broken down by age and gender. These demonstrate that, whilst there still remains work to be done in retaining teachers, the profession compares well with other public sector professions.

Finally, there were 2,178 recruits with a minority ethnic background to college-based courses of initial teacher training in England in 2002–03, of whom 827 (38%) were on primary and 1,351 (62%) were on secondary courses. This does not include recruits to employment-based programmes, of whom around 11% are from minority ethnic communities.

I hope that this is what the Committee wants. But, as I say, if you would like any more detail just let me know.

19 August 2003

Annex A

Relative retention rates for entrants at different ages

NEWLY QUALIFIED TEACHERS ENTERING FULL-TIME REGULAR SERVICE IN THE MAINTAINED SCHOOLS SECTOR IN 1997: OF WHICH IN REGULAR SERVICE IN THE MAINTAINED SCHOOLS SECTOR IN 1998, 2000, 2002—BY AGE IN 1997

	Number of entrants	*% in service by age at entry*		
		1 year later	*3 years later*	*5 years later*
Male				
Under 25	1,700	94%	82%	78%
25–30	1,550	92%	78%	72%
30–35	650	90%	80%	72%
35–40	320	88%	81%	79%
Over 40	320	88%	74%	73%
All ages	*4,540*	*92%*	*80%*	*75%*
Female				
Under 25	7,300	94%	83%	77%
25–30	3,340	92%	76%	68%
30–35	980	89%	76%	72%
35–40	810	91%	86%	84%
Over 40	820	91%	85%	80%
All ages	*13,260*	*93%*	*81%*	*75%*
All				
Under 25	9,000	94%	83%	77%
25–30	4,890	92%	77%	69%
30–35	1,640	89%	77%	72%
35–40	1,130	90%	85%	83%
Over 40	1,140	90%	82%	78%
All ages	*17,800*	*93%*	*81%*	*75%*

Notes:

Entrants includes all those teachers gaining QTS in 1996 who entered full-time regular service in the maintained schools sector in England or Wales in 1997, by age in 1997.

Percentage in service shows the proportion of those teachers who were in full-time or part-time regular service in the maintained schools sector in England or Wales in 1998, 2000 and 2002, by age in 1997. Some of those not in service will be taking career breaks and will return to service at a later date. This may affect some age groups more than others.

Source: Database of Teacher Records

Written evidence

Memorandum submitted by Stephen Gorard, Beng Huat See, and Patrick White, Cardiff University School of Social Sciences

1. Introduction

The following sections contain a brief summary of a fuller report prepared by Cardiff University for the General Teaching Council of Wales on the issues of teacher supply and retention, 2002. The full report is available from the authors. In this summary we have removed figures, tables and issues relevant only to Wales or only to primary schools, but present a subset of the remaining figures relating to England, England and Wales, or the UK. We have also removed sections relating to research literature review, detailed methods, sources of data, and recommendations for future policy, research, and data collection. Where appropriate we have, however, retained the bullet point summaries of these sections. All of the data presented is official, and is presented for as many years as available. Bodies, such as the DfES, are referred to by their previous names whenever the data relates to that previous period. Our re-analysis shows that media, policy-makers, and even researchers commentaries on the recent teacher "crisis" are misleading, based perhaps on consideration of too small a picture of teacher supply and retention.

2. Summary

There is no overall crisis in either the demand for, or supply of, teachers. No single indicator of teacher demand, including vacancies and pupil:teacher ratios, is sufficient in isolation. Vacancy rates largely represent a snapshot of teacher turnover within the profession, and are high when funding levels to schools are high. They are often inversely related to pupil:teacher ratios, which themselves do not translate easily into class sizes because of local differences in the number and organisation of schools.

Vacancies

- Vacancy rates are highest in the secondary sector.
- In England, the vacancy rate was at its lowest recorded level in 1997, and has since shown a slight increase.
- This increase is most obvious in Maths, Science and Technology posts.
- In England and Wales, secondary sector vacancy rates are highest in Careers (4% but very small numbers) and Maths (2%).
- Corresponding vacancies in England and Wales are lowest in humanities, social sciences and PE.
- Vacancy rates in England vary between different types of secondary school.
- Vacancies in England are especially high in London.
- Nevertheless, a large number of trained teachers in England are unemployed or not employed as teachers.

Teacher and pupil numbers

- In England and Wales there has been a huge growth in the numbers of both pupils and teachers since 1970.
- Teacher numbers are not clearly linked to pupil numbers—for example, the number of teachers employed in the primary sector continued to increase from 1996 to 2000 when primary pupil numbers dropped slightly.
- Since 1999, the growth in teacher numbers in England has been greater than the growth in pupil numbers.

Pupil:teacher ratios (PTRs)

- In England, PTRs in primary and secondary schools fell almost every year from 1947 to 1989.
- The lowest PTR ever recorded in England was in 1990, and there has since been a subsequent small rise.
- PTRs cannot be simply converted into class sizes due to differences over time and place in school organisation.
- In 1998, the UK PTR in secondary schools was lower than in comparable developed countries such as Canada, New Zealand, Korea and the Netherlands.
- In England, vacancies were inversely related to PTRs over the period 1985 to 2002.

- In 2002, vacancies were highest in London, where the PTR was smallest, and lowest in rural areas, where the PTR was highest.

Class sizes

- In England class sizes increased from 20.7 in 1990 to 22.2 in 2000 (despite the above drop in vacancies).
- There is considerable variation of class sizes between schools and regions.
- Inner London has the largest class sizes, but the lowest PTRs, and so PTR is not necessarily converted to small classes—perhaps due to administration, school sizes, and so on.
- Indicators for teacher supply are more crucially effected by the setting of targets, rather than the availability of potential trainees, or the demand figures (see above). Although there are problems for some subjects, the number of applicants per place and the high rejection rate for mature applicants suggest that, overall, trainee numbers can be increased simply by increasing the funding and targets (if desired).

Targets

- In England and Wales, in 2001–02, ITET recruitment did not meet targets in subjects such as Maths, Science and Languages.
- This was despite a downwards revision of targets for maths and science in 1998 and 1999.
- It is suggested that targets are primarily governed by cost factors and economic prospects, rather than demand.
- Targets in England and Wales have been reduced even in years when pupil numbers were rising.
- Regional problems might still exist if targets were met, as the DfEE calculated targets at the national level only. No evidence was found to suggest that practices have since changed.
- ITET recruitment is generally more difficult in periods of high employment.
- In 2002, employers reported a general difficulty in recruiting Maths and Science graduates.
- One limit on ITET recruitment in shortage areas of the curriculum is the number of students studying these subjects at A-level and as undergraduates.
- It was estimated, in 2001, that around 40% of all languages graduates would need to enrol in ITET to meet current targets. Similar figures have been quoted for maths and RE.
- There is a growth in numbers of HE students, but an absolute decline in those studying some shortage subjects.
- Therefore, the key problem is not in teacher supply, but in graduate supply. Relaxing the requirements for purported "specialisation" in secondary training would assist (economics graduates can make excellent maths teachers, for example).

Course completion

- In England and Wales in 1999–2000, 17% of PGCE students did not successfully complete their training.
- Over 29% of PGCE completers in England and Wales did not subsequently take teaching posts.
- It was estimated that, in 1999, only 50% of original applicants and 60% of those entering training, in England and Wales, consequently took up teaching posts.
- There is a growth in the number of new entrants to teaching, but a decline in the number of those who return after a career break.
- As a percentage of all entrants to full-time teaching in England and Wales, the proportion of NQTs increased from 46.8% to 61.8% between 1990 and 2000.

Turnover

- "Turnover" is defined by the School Teachers' Review Body (STRB) as the number of resignations from post.
- Teacher turnover in England and Wales doubled from 1994 to 2001. Most of this represented teachers moving from one LEA school to another (see vacancies).
- In 2000, in England and Wales, turnover was greatest in London at 16.5% (where vacancy rates are therefore higher).
- In England and Wales, in 2000, turnover was greater among females (at 13.5%) than males (11.95%).

- Relatively high vacancy rates would be expected at any moment in time, due to teachers moving between posts, making vacancy rates a poor indicator of teacher supply.

"Wastage" rates and retirement

- "Wastage rate", as defined by the DfES, is misleading, as it includes those moving to the further and higher education sectors, independent schools, and/or to part-time service.
- In England and Wales, between 1990 and 2000, "wastage rates" between primary and secondary sectors varied in unison. There is no clear explanation for this synchronicity.
- Over this period, wastage was lower in the secondary sector than the primary and nursery sectors.
- In England and Wales, 8–10% of teachers in service left the profession each year between 1990 and 2000.
- In England and Wales, many (58%) of those leaving the profession in 1999–2000 were aged less than 40.
- In England and Wales, between 1994 and 2001, there was a small but increasing flow of teachers to independent schools, overseas, and to other employment.
- In England and Wales, before 1998, the outflow from teaching, for all reasons, exceeded the inflow. Since 1998 this has reversed.
- There were a large number of early retirements in England and Wales in 1997–98, perhaps due to changes in the Teachers' Pension Scheme in April 1997.

Quality of teachers

- It was reported in 1997 that, in England and Wales, there was considerable variation in entry qualifications to ITET by subject. Trainees in maths and Science tended to have the lowest qualifications.
- In England and Wales, between 1990 and 2000, there has been a growth in PGCE applicants with first and second class degrees (from 82.3% to 91.7%) but this growth is in line with national trends for HE.

Other issues

- Between 1985 and 1999 the proportion of female full-time secondary school teachers in England and Wales increased from 46% to 53.4%.
- To redress this imbalance, potential solutions include attracting more men into teaching and attracting more women to study shortage subjects as undergraduates and at A-level.
- In England and Wales, in 2000, the most common age for full-time teachers was 45–54. Very few teachers were aged 55+, perhaps due to early retirement
- In the same year, relatively few teachers were in their 30s.
- The proportion of male and female teachers in their 30s was roughly equal, but in the <25 and 25–29 age groups females far out-numbered males. This is perhaps due to maternity and child-rearing.
- But in 2001 applicants in their 30s were also those least likely to be accepted onto PGCE courses in the UK.
- In Wales, in 2000–01, 2% of the population were from minority ethnic groups, compared to only 1% of ITET students and nearly 4% of first year higher education students.
- None of these ITET students described themselves as belonging to "black" minority ethnic groups.
- In Wales, in 2000–01, students with disabilities were also under-represented on ITET courses, at 4% of all trainees. This includes students registered as dyslexic.
- This compares with an estimated 11% of the economically active UK population.
- In England, funding per pupil was 10% greater in 1999–2000 than it was in 1995–96. However, between these dates it fluctuated.
- In England, between 1995 and 2000, there was a strong correlation between the number of schools and the number of teacher vacancies.

Some implications for policy

- There are currently many more applicants for ITET than places available, meaning that places could still be filled if targets were increased.

- It is not clear that the vacancy rate represents more than a snapshot of turnover: ie teachers moving from post to post. High vacancies can be a sign of a healthy profession.
- To be representative, the profession needs more men, more older trainees, more disabled trainees, and trainees from minority ethnic groups.
- More variation in what are considered relevant qualifications and/or experience may encourage mature applicants to ITET. This could address the "shortfall" of teachers aged 30 to 40.
- A key loss of potential teachers occurs in the transition from training to school.
- Keeping school numbers to a minimum can lead to a more efficient use of teachers and thus avoid shortages.
- Minimising bureaucratic and managerial tasks for teachers may help maximise the use of teachers' time.

2. The Demand for Teachers

2.1 *Indicators of teacher numbers*

The number of qualified teachers varies over time for both demographic and economic reasons, while the demand for teachers also fluctuates according to demographic shifts and as a result of policy changes. However, teacher supply cannot be calculated merely by using data on the number of teachers available and the number of pupils needing to be served. Because of competing views on the indicators of teacher supply and demand, there have been disagreements, in the past and in recent years, between teacher representatives and the Government over whether there was a teacher supply "crisis" (Grace 1991, House of Commons First Report 1997a, 1997b, House of Commons Select Committee on Education and Employment 2000). The most commonly used measure of teacher shortages is the number of vacant posts expressed as a percentage of the total number of posts (House of Commons 1997a, paragraph 21). However, because of the factors discussed above, alternative indicators are used in this report where possible.

2.2 *Teacher vacancies*

Teacher vacancies are perhaps the most direct measure of teacher shortages. They may not necessarily mean that there are too few teachers *per se,* but can indicate that there may be a mismatch between the teachers available for work and the types of posts needed to be filled. It is possible for teacher unemployment to co-exist with vacant posts, as it does today. Data on teacher vacancies must, therefore, be examined more closely before it is possible to identify exactly which types of teaching staff are required to address any shortfall.

Vacancies here refer to advertised vacancies for full-time appointments of at least one term's duration. Vacancy rates refer to vacancies as a percentage of teachers in post which includes full-time regular teachers in (or on secondment from) maintained schools, plus the full-time regular divided service, peripatetic, remedial centre and miscellaneous teachers. It is important to be aware that an alternative definition of "vacancies" is sometimes used. This counts "vacancies" as posts that have not been filled three months after they were first advertised. This is, perhaps, more in line with the conventional use of the term and the confusion of the two definitions may have lead to misinterpretations of the teacher supply situation in the media.

2.2.1 *Vacancies in England and Wales*

Table 2.1 shows the vacancy rates for teachers in secondary schools in England and Wales, disaggregated by subject. The vacancy rates represent the proportion of unfilled, full-time equivalent (FTE) posts for each subject, expressed as a percentage. Vacancy data were available as frequencies only for 2001. However, the data for this year allow a judgement to be made regarding the scale of vacancy rates in absolute terms. For example, in 2001, careers was the subject area with the highest vacancy rate, at 4%. But this represented a recruitment shortfall of only nine teachers, because the absolute number of careers teachers required is small compared to other subjects. In contrast, figures for the same year show a vacancy rate of just 1.5% in sciences, representing 407 unfilled vacancies. As these examples illustrate, where possible, frequencies must be used in conjunction with the vacancy rates to interpret the actual scale of the phenomenon they represent.

The most obvious trend shown in Table 2.1 is the increase in the overall vacancy rate in England and Wales, combined, by more than a factor of three (from 0.4% in 1997 to 1.4% in 2001). In terms of individual subjects, all vacancy rates were higher in 2001 than they had been in 1997. However, not all subject area vacancy rates rose each year. Vacancy rates in maths and sciences, the subject areas with the highest numbers of vacancies, rose each year, as did those for IT. There are other subjects, notably English and languages, that also have relatively high numbers of vacancies, but not year-on-year rises in vacancy rates. Both of these subject areas experienced a fall in vacancy rates between 1998 and 1999, rising again in the following two years. Vacancy rates fell in five other subjects (geography, religious education, design technology and careers) between 1998 and 1999.

Table 2.1

VACANCY RATES (%) FOR CLASSROOM TEACHERS IN SECONDARY SCHOOLS, BY SUBJECT, ENGLAND AND WALES, JANUARY 1997 TO JANUARY 2001

	1997	*1998*	*1999*	*2000*	*2001*	*2001(n)*
Maths	0.4	0.7	0.8	1.2	2	421
IT	0.4	0.7	0.9	1.2	2.7	126
Sciences	0.3	0.4	0.5	0.6	1.5	407
Languages	0.5	0.7	0.5	0.7	1.5	250
English	0.4	0.5	0.4	0.6	1.7	366
Drama	0.4	0.2	0.4	0.6	1.6	60
History	0.1	0.2	0.2	0.1	0.5	39
Social Sciences	0.2	0	0.1	0.2	0.4	15
Geography	0.3	0.4	0.1	0.3	0.6	54
Religious Education	0.4	0.8	0.5	0.7	1.8	103
DT	0.3	0.7	0.6	0.7	1.2	206
Commerce/business	0.4	0.6	0.4	0.5	1.2	42
Art, craft or design	0.2	0.3	0.5	0.3	0.7	49
Music	0.9	0.7	0.7	0.8	1.8	82
PE	0.2	0.3	0.3	0.2	0.8	104
Careers	0.9	1.8	0.9	1.4	4	9
Other	0.7	0.7	0.8	1.1	1.6	199
Overall	0.4	0.5	0.5	0.7	1.4	2,532

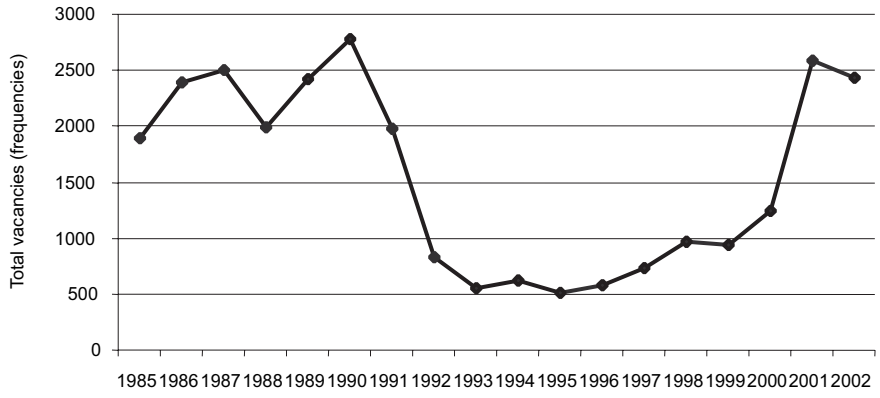
Source: DfES annual 618G survey and NAfW annual Stats3 survey
Note: Data for 1996 was available but, as the method of calculating vacancy rates changed in 1997, it was omitted.

2.2.2 *Vacancies in England*

In England the lowest level of teacher vacancies in the last decade was experienced between 1992 and 2000, after a period of very high vacancies between 1985 and 1990. The much talked about impending "crisis" was in fact the rise between 1995 and 2001, to its highest level since 1990. However, the growth in vacancies started from a low level, climbed slowly at first before rising rapidly in 2000. Up until this year, however, vacancies were still well below levels witnessed in the late 1908s (see Figure 2.1).

Between 1998 and 2001 teacher numbers rose by 3.9% while pupil numbers increased by 5.1%, and this period saw one of the most dramatic increase in teacher vacancies, from 970 to 2,590—rising by 267% over a three year period. It was only in 2002 that teacher vacancies started to ease, falling to 2,440. This was in part due to the narrowing of the gap between teacher and pupil numbers. Pupil numbers increased by 2.5% between 2000 and 2002 while teacher numbers increased by almost 4%. The related issue of pupil:teacher ratios is discussed in detail later.

Figure 2.1 Teacher vacancies in maintained schools in England, 1985 to 2002



Source: DfES Statistical First release(2002a) Teachers in service and teacher vacancies

2.2.3 *Variation between School Types*

Table 2.2 suggests that finding teachers is more of a problem for some kinds of secondary schools than others. One explanation for this is that there is variation in the perceived desirability of working in each of these types of institution. Secondary modern schools have the highest vacancy rate, whilst independent (fee-paying) schools have the lowest. The former may still suffer from being viewed as a "second class" institution type, a hang-over from the days of the tri-partite system of secondary education, and the latter have traditionally been seen as "high status" (although the reality may differ somewhat from public perceptions: see Gorard, 1997).

Table 2.2

UNFILLED VACANCIES BY SCHOOL TYPE, ENGLAND AND WALES, 2001

Secondary modern	21%
Comprehensive	18%
Selective	16%
Sixth form colleges	12%
Independent	5%

Source: STRB (2002)

2.2.4 *Geographical Variation*

Although secondary vacancy rates in England and Wales had risen from 0.3% in 1995 to 1.4% in 2001, rates for Wales increased at a much slower rate from 0.2% to 0.5% (STRB 2002). All economic regions of England reported an increase in vacancy rates between 1995 and 2001, the biggest increase being in London, the South-East and the East of England (STRB 2001). Table 2.3 shows that the problem is most obviously one for London.

Table 2.3

UNFILLED VACANCIES BY REGION, ENGLAND AND WALES, 2001

Inner London	29%
Outer London	24%
West Midlands	17%
South-east	16%
East Midlands	15%
South-east	14%
North-west	13%
North Yorks.	13%
North-east	12%
Wales	11%

Source: STRB (2002)

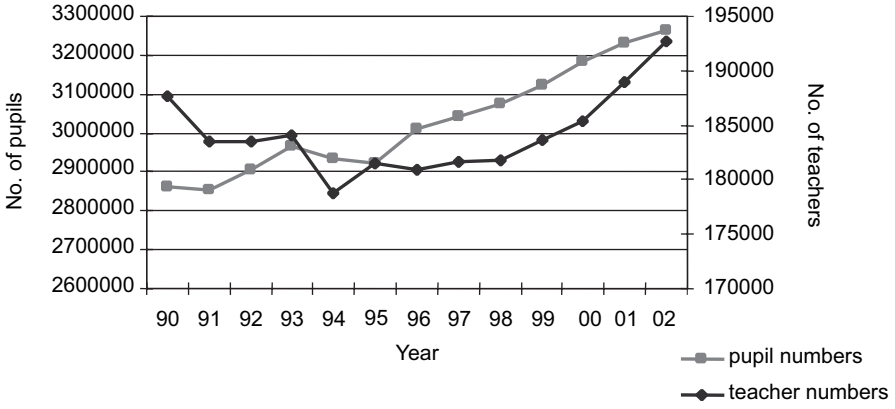
In 1999 there were 16,000 trained teachers registered as seeking work, many more unemployed but not receiving Jobseeker's Allowance, and more again in other employment who would prefer to be teaching (TES 2002). Therefore, the problem of vacancies, in so far as there is one, is of regional and subject dispersion, rather than total numbers.

2.3 *Teacher Numbers and Pupil Numbers*

The number of full-time equivalent (FTE) qualified teachers in England increased from 161,200 to 232,500 from 1970 to 1980. This growth corresponded with an increase in pupil numbers from approximately 2.9 million to 3.9 million (DfEE Bulletin, 2000). Between 1985 and 1998 the number of full-time secondary school teachers in England and Wales fell by 21% (Social Trends 30, 2000) from 237 thousand to 188 thousand. From 1980 onwards pupil numbers also declined to 2.85 million in 1991, the lowest level since 1970. They increased to 3.26 million by 2002, at the same time as a marked increase in teacher numbers. This is significant because, as teacher demand is determined in part by the target pupil:teacher ratio, in order to maintain the existing pupil:teacher ratios more teachers were needed. This explains the increasing teacher vacancies, and perhaps the beginning of the recent "crisis". Since 1999,

however, the growth rate of teachers has been greater than that for pupils (see below) and the number of pupils has been predicted to decline over the next 10 years. It would seem that, in spite of what the media may have portrayed, teacher numbers in 2000 were not at their lowest ever level (Slater, 2000a).

Figure 2.2 - Pupil and teacher numbers in maintained schools in England

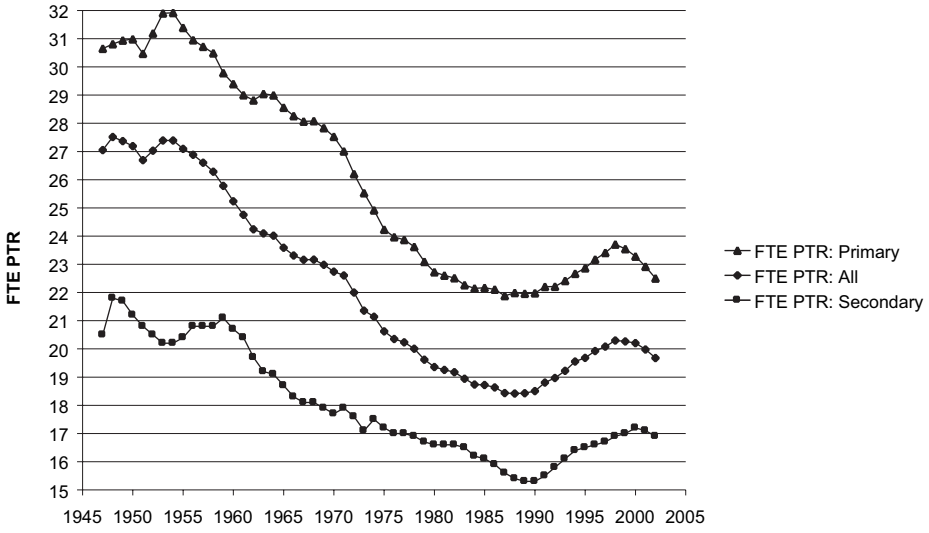


Source: DfES (2002a) Statistics of Education – Schools in England

2.4 *Pupil:teacher ratios*

Figure 2.3 shows the Pupil:teacher ratios (PTRs) for primary and secondary schools in England from 1947 to 2002. As Smithers and Robinson (1991) note, from the mid-1950s until the late 1980s (the latest point for which they have data) the PTR, calculated from aggregate data, decreased steadily, on almost a year-on-year basis. From 1990, however, the PTR began to increase until, after reaching a mini-peak in 2000, falling for two consecutive years.

Figure 2.3 - Full-time equivalent pupil:teacher ratios in England



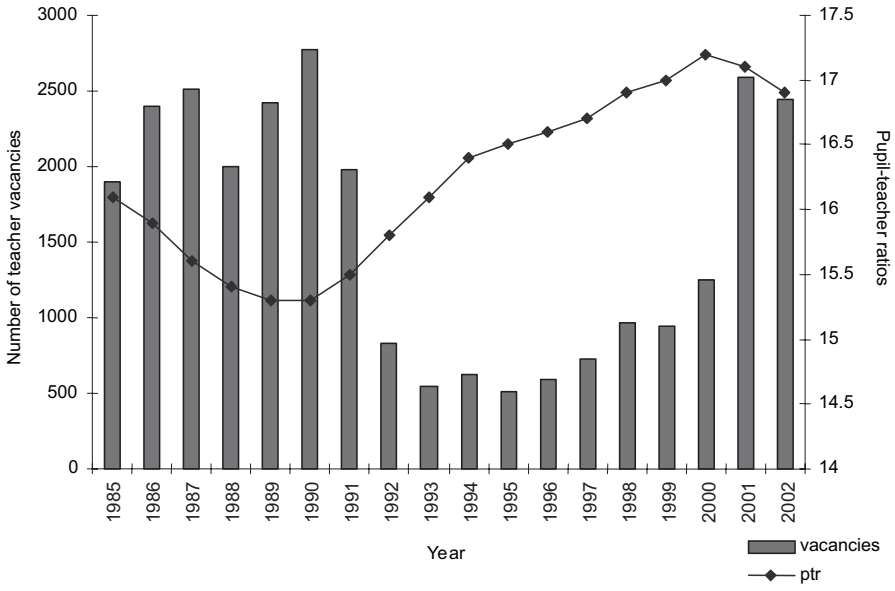
Adapted from: DfES, (2002a). NB Data collected in January each year.

However, the average PTRs tell us nothing about the size of actual classes. By its very nature aggregate data disguises variation within the system. The DfES (2002a, p 7) also caution that "while the number of teachers employed relative to the number of pupils enrolled will have an affect on class sizes, not all teachers will necessarily be in the classroom at any one time." (DfES, 2002a, p 7). Smithers and Robinson (1991, p 103) note that although class size is an important issue in relation to the staffing of schools, it is not ". . . principally a teacher *supply* problem. It is, in part, a matter of policy, and, in part, a management problem to be resolved by management action". Solutions to any perceived "problems" with teacher recruitment and retention do not necessarily have to come from the "supply" end of the equation. Changing the organisation of schooling can have more direct impacts on the requirements (or "demand") of the system itself (see below).

Average PTRs in English secondary schools increased annually from 15.3 (at its lowest) in 1991 to 17.2 (the highest in 25 years) in 2000, before falling to 16.9 in 2002. However, all of these scores are lower than the highest pupil:teacher ratio in secondary schools, which was 21.8 pupils for every teacher in 1948. Comparative data collected by the OECD (2000) shows that average secondary PTRs in the UK (16.9) in 1998 were lower than many other developed countries, such as Canada (22.1), New Zealand (21), Korea (22.8) and the Netherlands (18.5).

In reality, it is difficult to say when there may be a teacher shortage because the two commonly used indicators of teacher supply (PTRs and teacher vacancies) may not move in the same direction (see Figure 2.4). For example, when teacher vacancies were highest, in 1989 and 1990, PTR was lowest at 15.3 pupils for every teacher. The common perception at that time was that there was a severe teacher shortage, if not a crisis. In contrast, PTRs increased from 15.3 to 16.5 between 1990 and 1995, coinciding with the period of lowest teacher vacancies. Although PTRs were high, the perception was that there was no shortage of teachers.

Figure 2.4 - Teacher vacancies and pupil:teacher ratios in England



Source:DfEE(2002b) Statistics of Education-Teachers in England

The 2002 data show that areas with higher teacher vacancy figures, such as Inner and Outer London and the South-east, operate with correspondingly low pupil:teacher ratios, and areas with low teacher vacancies, such as North-east and South-west England, operate with higher ratios. As PTRs do not necessarily reflect the deployment of teachers within schools (DfES Statistical First Release, 2002a paragraph 5), some commentators believe that class sizes are a better indicator of teacher shortages. In England, average class sizes in secondary schools increased from 20.7 pupils in 1990 to 22.2 in 2000, before falling slightly to 22.0 in 2002, roughly in line with PTRs.

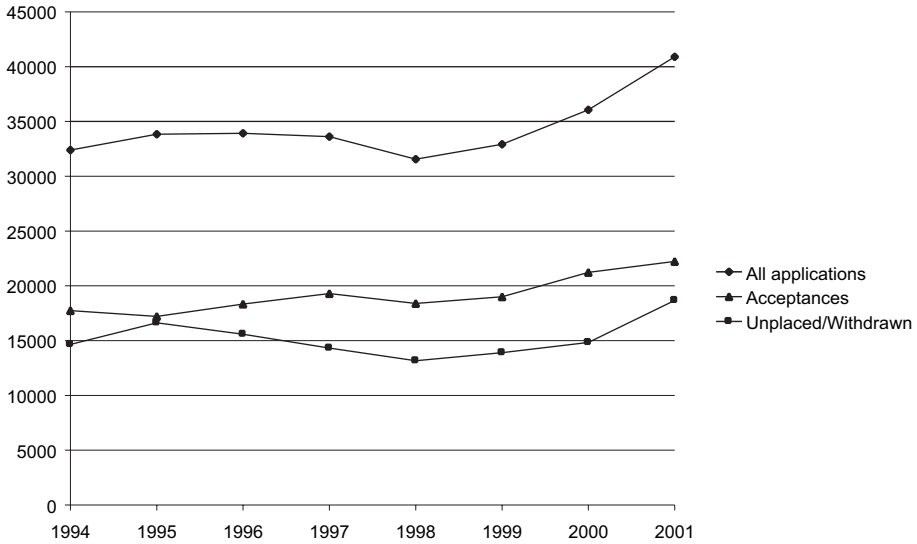
There is significant regional variation in class size, with Inner London and the South-East having larger class sizes than other areas of the UK. At first glance it seems reasonable to expect these schools to have larger class sizes, because they had been widely accepted as having the highest teacher vacancies and experiencing the most difficulties filling them. Close analysis, however, revealed that these schools had more teachers than schools in other regions (Slater 2002). By contrast, the East of England and the East Midlands had smaller classes than would be expected given the staffing levels. For example, one school had the lowest PTR in the country, but was ranked only 63rd by class size, whilst a neighbouring school ranked 18th on PTR and 16th on class size. According to the National Association of Schoolmasters/Union of Women Teachers (NASUWT), the gap between class sizes and staffing in similar authorities occurred because "teachers were doing less teaching and more administration" (Slater 2002). This is clearly an administrative or management issue rather than a policy or demographic problem.

4. Teacher Recruitment and Retention

3.1 *Recruitment to Initial Teacher Education and Training*

There is no problem with recruitment to BEd courses, with institutions regularly exceeding their targets (see full report). Therefore, what follows focus on recruitment via postgraduate routes. Figure 3.1 shows applications for PGCE courses in the UK, for the years 1994 to 2001. This first important point is that between these years both applications and acceptances have experienced a net gain. Applications rose from 32,389 in 1994 to 40,895 in 2001.

Figure 3.1 Post-Graduate ITET applications UK, by outcome



Source: Adapted from GTTR 2001, 2002.

In the same period (1994 to 2001), acceptances rose from 17,733 to 22,223 with the lowest point being 17,209 in 1995. As can be seen in Table 3.1, they do not appear to follow a particular trend, nor are they related to the total number of applications. In the period studied, acceptance rates remained between 51% and 59%, ending up, in 2001, 1% lower than the 1994 rate.

Table 3.1

PERCENTAGE OF ACCEPTED APPLICANTS

year	*1994*	*1995*	*1996*	*1997*	*1998*	*1999*	*2000*	*2001*
apps	32,389	33,831	33,920	33,612	31,555	32,914	36,065	40,895
accept	17,733	17,209	18,332	19,297	18,394	19,007	21,230	22,223
% acc	55	51	54	57	58	58	59	54

Source: Adapted from GTTR (2001, 2002)

At the UK level, many more female than male students apply to take PGCE courses. In 1994, for example, 20,236 applications were made by females compared to only 12,153 by males. Table 3.2 reveals that the percentage of female applications increased from 62% in 1994 to 68% in 2001. Thus, in addition to the general trend of a rise in applications over the period studied, it is also the case that the *proportion* of female applicants rose slightly.

Table 3.2

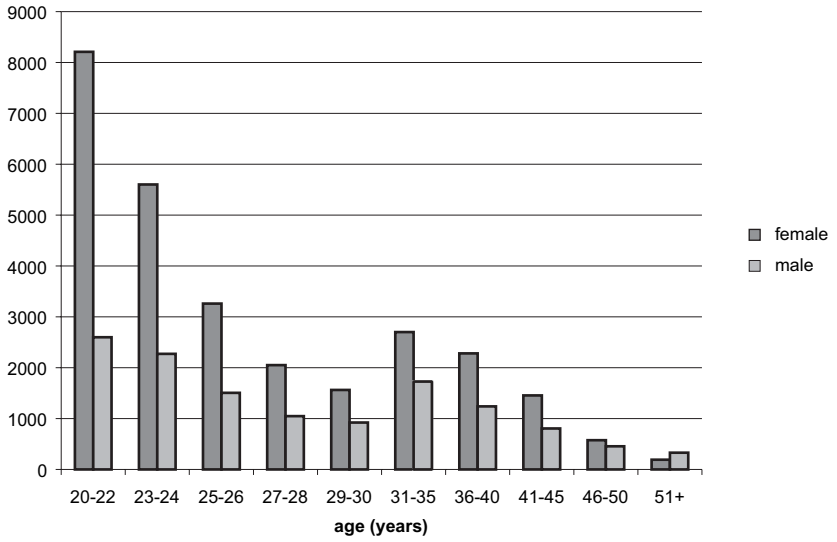
PERCENTAGE OF FEMALE PGCE APPLICANTS (UK)

year	*1994*	*1995*	*1996*	*1997*	*1998*	*1999*	*2000*	*2001*
All	32,389	33,831	33,920	33,612	31,555	32,914	36,065	40,895
female	20,236	21,741	22,176	22,400	21,523	22,564	25,009	27,989
female %	62	64	65	67	68	69	69	68

Source: GTTR (2001, 2002)

In every GTTR age category apart from "51+", female applicants significantly out-numbered males, particularly in the younger age groups (Figure 3.2).

Figure 3.2 - Post-graduate ITET applicants 2001 (UK), by age and sex

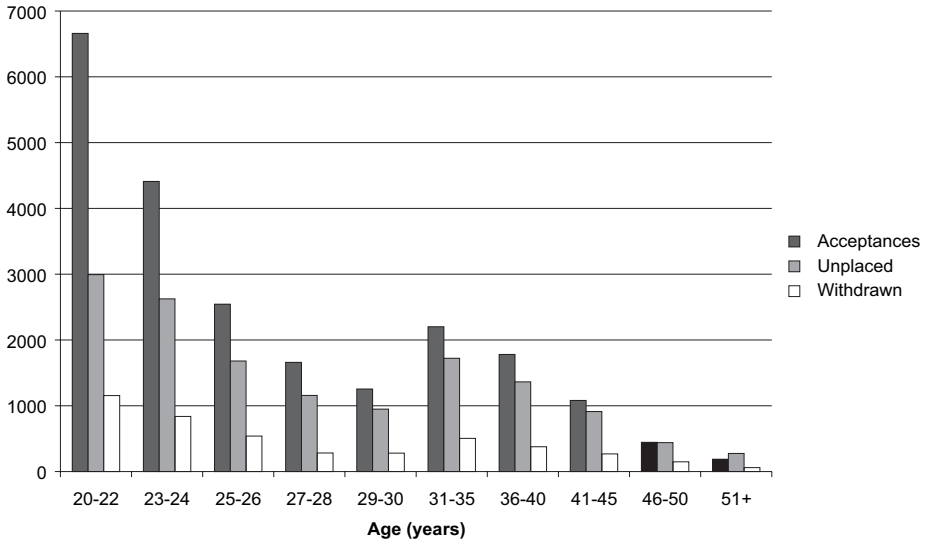


Source: GTTR (2001, 2002)

Figure 3.3 shows that younger applicants not only account for a disproportionate number of applications but also have a more favourable *acceptance* rate. This has implications for any strategies aimed at ameliorating short-term imbalances in the age profile of the teaching profession. There is a substantial number of applicants in their thirties. However, it is important to note that of 5,954 applicants aged 31–40 (not counting those who withdrew) 2,273 did not get allocated PGCE places, whereas that it is teachers of this precisely age who are under-represented in the profession as a whole. Policy makers wishing to increase the number of teachers in the maintained sector may be advised to investigate the (low) acceptance rates for applicants of this age on PGCE courses, and also to examine comparable data for ITET First Degree courses.

It may be the case that, for example, older applicants tend generally to have lower qualifications or less desirable *curricula vitae* than younger ones. However, this may have more to do with historical circumstances than suitability for teacher training. Indeed, higher education institutions often apply different entry criteria to mature applicants wishing to study on undergraduate courses. If policy makers wish to redress the imbalanced age profile of the teaching population, a thorough investigation into this issue would be a good place to start.

Figure 3.3 - Post-graduate ITET applicants 2001 (UK) by age and outcome

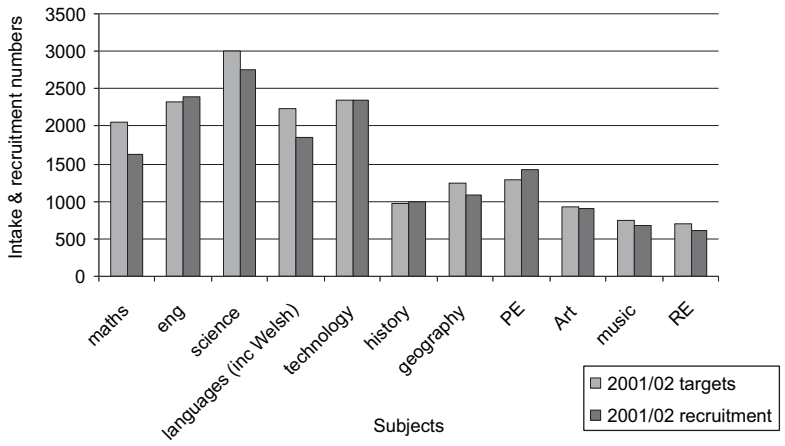


Source: GTTR (2002)

3.2 *Recruitment Targets*

Another indication of success (or otherwise) in teacher recruitment is the extent to which the Government's targets are met (House of Commons 1997, Vol I, para 13). In 2001–02 recruitment showed a significant improvement on the previous academic year. Recruitment rose in all subjects with the exception of Welsh, art and religious education (STRB 2002). However, for most subjects the intake was still below the targets (see Figure 3.4).

Figure 3.4 - ITET recruitment and intakke targets, England and Wales, 2001/02



Source: School Teachers' Review Body (2002)

The intake targets for maths, science and technology had previously been revised downwards, even though vacancies for these subjects had been increasing. In maths, for example, the target was reduced from 2,700 in 1996 to 1,691 in 1997. This represented a drop of approximately 40%, even though only 65.6% of the target was met in 1996. In 1997, despite the huge reduction, only 62.9% of the revised target was met. It was not until 2000 that intake targets for these subjects were raised.

The reduction in intake targets was implemented against the backdrop of an increasing student population in secondary schools, rising pupil:teacher ratios and increased teacher vacancies. The number of full-time equivalent (FTE) pupils in secondary maintained schools in England and Wales had risen from 3.24 million in 1997 to 3.5 million in 2002 (STRB 2002). DfEE and Welsh Office projections show that the number is likely to increase to 3.56 million by the year 2005 (School Teachers' Review Body, 2001).

There are also important questions about how intake targets were set, even though DfEE had published an explanatory paper on the model and assumptions they used in setting targets. There were suggestions that the targets were actually based upon how many new teachers could be afforded, rather than on actual demand (House of Commons 1997a, 1997b). The reduction of targets in 1996 and 1997, in the face of rising pupil numbers, was seen by some as indicative of the lack of government confidence in increasing the number of teachers. In reality, however, this reduction was an effort to undo the "mistake" made in 1995 where there was an unexplained, and perhaps unwarranted, upward revision of targets (House of Commons 1997a, Vol I, para 15). The indicative targets for 1997, issued in 1994, appeared to be in line with the long-term trend. If the long-term projection for 1997 had been considered there might not have been the controversial reduction in targets in 1996 and 1997.

Taken in perspective, however, the scale of the targets appear challenging. To achieve the PGCE secondary maths intake target for 2001–02, for example, would mean recruiting nearly half of all maths students graduating in 2001 (STRB 2001). According to the then Secretary of State for Education, four out of ten maths graduates would need to become teachers if existing training targets were to be met, and to aim higher might not be practicable (Howson 2001a, 2001b). Similarly, to meet PGCE targets in modern foreign languages and RE, over 40% of the UK graduate output in these subjects would be needed each year (Schoolsnet 2001). So the problem is more than the perceived unattractiveness of teaching as a career or poor pay, for example. The issue is that the number of people being taught to graduate level in these shortage subjects is relatively low. Taking into account the fact that the teaching profession must compete with other industries recruiting graduates, the number entering ITET in recent years might be considered to be healthy.

According to the Teachers' Training Agency (TTA), more than two-thirds of employers had difficulty recruiting graduates of the right calibre between 2000 and 2001 (STRB 2002). The problem was particularly acute among organisations recruiting maths and science graduates. It would seem, then, that the teaching profession might not be experiencing specific recruitment difficulties, but only those affecting graduate employers more widely.

According to the Higher Education Statistics Agency (HESA), between 1997 and 2001 the number of graduates (including postgraduates, first degree and other undergraduates) increased from 431.9 thousand to 470.3 thousand (an increase of 8.9%). Graduations from the physical sciences, engineering and technology, in contrast, declined by approximately 10%, while mathematical science graduates showed an increase of 10% during the same period (from 5,000 in 1997 to 5,500 in 2001). There are several issues here. One is that the number of graduates in shortage subjects is not increasing fast enough to cope with the increasing demands of the labour market in general. The second is the reluctance of these graduates to go into teaching, and the third is the difficulty in getting students to opt for these subjects at higher levels in school and university.

In a report reviewing the supply of scientists for the Treasury, it was found that school children had greater difficulty in getting high marks in science and maths than for other subjects (Canovan 2002). One of the reasons was the "parlous state" of science teaching in schools described in the report. The report also found that, to protect their league table positions, some schools were discouraging their students from doing "hard" science subjects at A-level. In the words of the House of Commons Science and Technology Committee Chairman: "School science can be so boring it puts young people off science for life. The Committee also remarked that GCSE coursework was "boring and pointless" and "stultifying". It added that "it kills the interest which may have been kindled at primary school" (Canovan, 2002, p 6). This may contribute to a spiral effect because if science teaching was not up to standard, the number of students going on to do science at A-level or degree level might decline. With fewer graduates in a competitive job market, the proportion going into teaching with good degree results is likely to be affected.

Some have argued that recruitment to PGCE courses is closely related to the peaks and troughs in new graduate unemployment, and that the current teacher supply "crisis" is due to high employment in the economy making it difficult to recruit graduates (Schoolsnet 2001). However, even if overall teaching recruitment targets were met, there would still be shortages in some regions. This is because the DfEE (as it then was) did not take into consideration regional differences in its calculation of recruitment targets. According to the DfEE "the number of teachers needed, minus the number in post and those known to be returning to teaching, will give the number to be trained nationally" (Dean 2000a, p 4). A report by the Education Management Information Exchange at the National Foundation for Educational Research (NFER) suggested this calculus might be partly responsible for the continued teacher shortages in some regions because "such a view seems to assume that those trained teachers will fill automatically the teaching vacancies wherever they appear. The regional data suggest otherwise" (Dean 2000b).

3.3 *Wastage Rates*

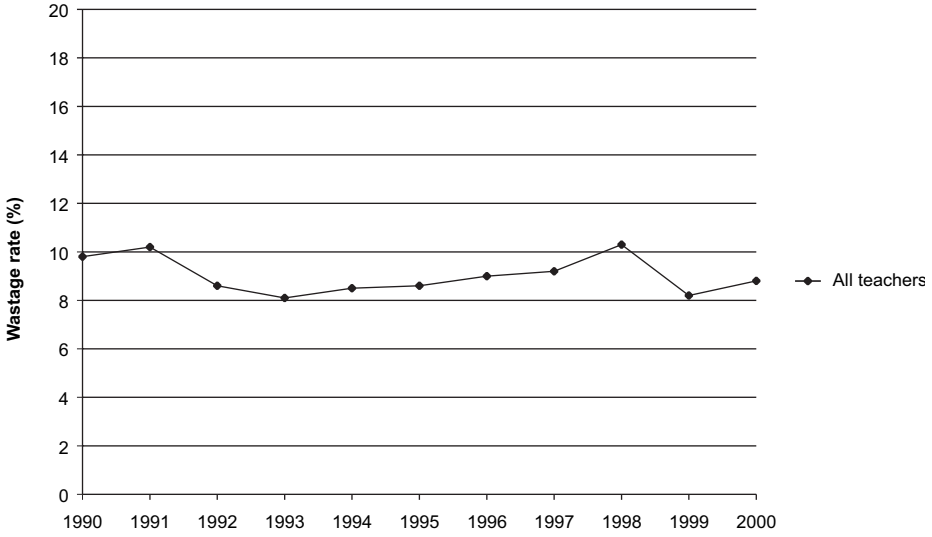
The number of teachers who leave the service include those who retire, those who resign due to ill-health, to seek alternative employment, to look after young children or for other reasons. This includes both "wastage" and "turnover" rates. The definitions adopted here are those used by the School Teachers' Review Body (STRB 2002). Wastage is defined as teachers who leave full-time service in the maintained sector during the school year. Some of these may not leave teaching at all, but either continue into part-time service, move to the further or higher education sectors, or teach in fee-paying institutions. Turnover is defined as teachers in full-time service in the maintained sector but who are not in full-time service in the same establishment the following year. It constitutes all retirements, resignations, and includes "wastage" and transfers to other institutions within the sector. Because teachers must resign from their post before they can take up another, it means that, theoretically, turnover rates can increase although the number of teachers remains the same.

Until 1998, the number of teachers leaving full-time service in England and Wales was consistently higher than the number who entered. In 1997–98, 37,700 left while 34,700 entered service. From 1998 onwards, despite an increasing number of teachers leaving full-time service, inflows have been higher than outflows. In England, in 1999–2000, the number of full-time qualified teachers who left the secondary maintained sector was 11,600 and the corresponding inflow was 13,500 (DfEE data includes England only from 1999–2000 onwards). One reason is that the increase in outflow was due to a higher number of people moving from full-time service to part-time service. According to the STRB figures on England and Wales, there was also an increase in the number of teachers who have moved to schools in other LEAs or non-LEA institutions (see below). This may explain why the popular perception runs counter to that of the Government's. In other words, an increasing number of teachers were leaving schools, but not necessarily the profession. Many were still in teaching.

Figure 3.5 shows the "wastage rate" for full-time teachers in England and Wales. Unfortunately, information relating only to Wales could not be located, nor could data expressed as frequencies. This definition of "wastage" can be misleading, as it runs counter to popular uses of the term. Teachers moving to the further or higher education sectors, and to fee-paying schools, are counted as "wastage". It is unlikely,

however, that students in such institutions (or their parents) would define them as such. In the case of employment in post-16 institutions, teachers are merely moving from one sector of state-funded education to another. Although independent schools are not state-funded, they could be argued to be providing a public service and teachers working in these institutions are responsible for the education of a substantial proportion of UK-domiciled pupils.

Figure 3.5 - Wastage rates for full-time teachers, England and Wales 1989/90 to 1999/00



Source:DfES, Database of Teacher Records.

It should be noted that the data are accompanied by the following warning, specifying that "the wastage rate for those aged 50 + in 1997 and 1998 reflects the increase in early retirements brought about by changes to the Teachers' Pension Scheme in April 1997 and September 1997. The subsequent decrease in early retirements resulted in a much lower wastage rate in 1999".

There are no particularly remarkable trends in the data for wastage rates for the years 1990–91 to 2000–01. The wastage rate in 1997–98 (10.3%) is only marginally higher than in 1990–91 (10.2%). Although the proportion of teachers leaving the profession rises year by year from 1992–93 to 1997–98, the change in pensions legislation affecting figures in 1998–99 obscures the extent to which this may, or may not, have continued over the following two years. The effect of the above mentioned policy change can be seen more clearly when the data is disaggregated by age group.

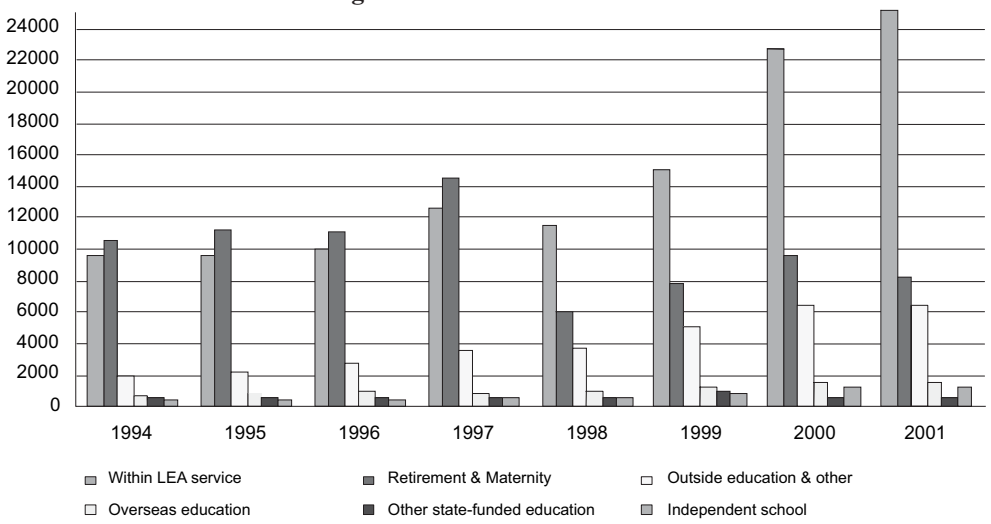
What is interesting is the extent to which the wastage rates between the nursery and primary, and secondary sectors are correlated ($r = 0.815$). There are many reasons why it would be reasonable to expect differences in wastage rates between (as well as within) sectors. Working conditions vary according to age of pupils taught and at an aggregate level the social and educational backgrounds of teachers varies, in certain respects, according to the sector they are employed in. What is unclear, however, is why the changes in wastage rates for the two sectors tends to be in the same direction over the course of any given year, and why such a high correlation exists between both the direction and magnitude of the changes. This, perhaps, suggests the influence of factors affecting the whole teaching profession or, alternatively, could be an artefact of the data collection and analysis processes used by the DfES.

It is clear that, overall, the total number of resignations from permanent full-time positions in LEA schools has increased 1994–2001. This, however, does not mean that more teachers are leaving the profession, as the data includes those taking up employment in institutions similar to the ones they left. Indeed, increased turnover of this type may be considered reflective of a healthy internal labour market. If the proportion of teachers in the latter group remains constant there will be no net losses. The greater the turnover the higher the vacancy rate will appear in any snapshot. However, high turnover and vacancy rates do not necessarily have direct implications for how difficult posts are to fill, or to obtain.

As Figure 3.6 shows, since 1994 the most popular destination of resigning teachers has been a post in an LEA school within the compulsory sector. Retirement and maternity are the second most popular destinations, although the former accounts for many more resignations than does the latter (see below) and were previously (from 1994 to 1997) the most popular destination. The change in pensions legislation,

mentioned earlier, may be responsible for the change in this trend. And it should also be considered that those teachers resigning to raise children may return to the profession at a later date, whilst those who retire are less likely to. Leaving the teaching profession altogether is the next most prevalent career choice, followed by taking a teaching post in a non-LEA institution.

Figure 3.6 - Destinations of LEA full-time permanent resigning teachers, England and Wales 1994-2001



Source: adapted from Employers' Organisation (2002, Table 4)

A large majority of resignations, then, are accounted for by moving from one teaching post to another in a similar institution, or by "natural" wastage due to retirement or maternity. Total resignation and turnover rates can, thus, give a misleading impression of the state of teacher supply. Those teachers moving from their present school to a similar one do not, presumably, present a major problem for the profession. Retirements, whether due to ill-health or reaching the normal retirement age are usually unavoidable, as is maternity. It is only resignations leading to other kinds of outcome that can be considered subject to any strategies to increase retention.

Amongst resigning teachers who moved to positions outside LEA schools but within the UK education system, the most common destination, for every year between 1994 and 2001, was an independent (fee-paying) school. In 1994 only 43% (430 of 1,010) of resignations leading to employment in non-LEA institutions were those taking posts in the independent sector, but by 2001 this had risen to 67% (1,200 of 1,780) (Table 3.3).

Table 3.3

DESTINATIONS, BY SECTOR, OF LEA FULL-TIME PERMANENT RESIGNING TEACHERS, 1994 TO 2001: (b) THOSE CONTINUING TO TEACH IN THE UK (%)

	1994	*1995*	*1996*	*1997*	*1998*	*1999*	*2000*	*2001*
Independent School	42	40	43	49	50	49	67	67
University/FE/HE	21	28	21	19	22	18	22	19
Sixth form college	7	7	7	3	4	6	11	14
Grant-maintained school	30	24	29	29	24	27	—	—

Source: adapted from Employers' Organisation (2002, Table 4)

3.6 *Teacher quality*

There have been concerns that "insufficient high quality entrants were being attracted in comparison to other professions" and "the quality of entrants was low in shortage subject areas" (House of Commons, 1997a; BBC News, 2001). In a survey by the National Association of Head Teachers (NAHT), seven out of ten vacancies in secondary schools in a London authority had been filled by people without the necessary qualifications (Levenson, 2001). The shortage in teachers was affecting the quality of teachers, especially those in the shortage subject areas. According to a TES report, only a quarter of Key Stage 3 teachers had

maths qualifications, and up to 45% teaching 11–14 year olds had limited knowledge of maths and little or no training. Many of the teachers did not study the subject beyond A-level (Henry and Thornton, 2001). The dependence on supply teachers also had serious implications on the quality of lessons delivered. About 25% of lessons taught by supply teachers were regarded as unsatisfactory (House of Commons 2000). This was likely to have a spiral effect as sixth-form drop-out rates were reported to have worsened. In physics, one-third of the teachers did not have a physics degree while another third had not even passed physics A-level (Canovan and Ward, 2002). There were also concerns that some schools were discouraging students from doing "hard" sciences at A-level, meaning fewer students could take these subjects at degree level. And fewer graduates means fewer teachers with the required qualifications.

Teacher supply is not just about numbers; it is also about quality. DfEE figures showed that in England and Wales, between 1990 and 2000, the proportion of students completing PGCEs with a first or second class degree had increased from 82.3% to 91.7% (DfEE 2000, DfEE 2002b). But this was in line with the overall rise in the proportion of students obtaining these degree classes over the same period.

TTA figures (for England only) showed that the proportion of secondary maths PGCE students with 2:1 or better increased from 33% in 1996–97 to 37% in 1998–99 (TTA Performance Profiles 2000). However, Sir Steward Sutherland noted that entrants to mathematics ITET courses were twice as likely than average to have a third class degree or lower (House of Commons 1997a, para 49). For science the figures were slightly higher with 42% for the 1998–99 cohort holding a 2:1 or better. For almost all subjects, the proportion either remained the same or had improved slightly.

3.7 *Gender, Age, Ethnicity and Disability*

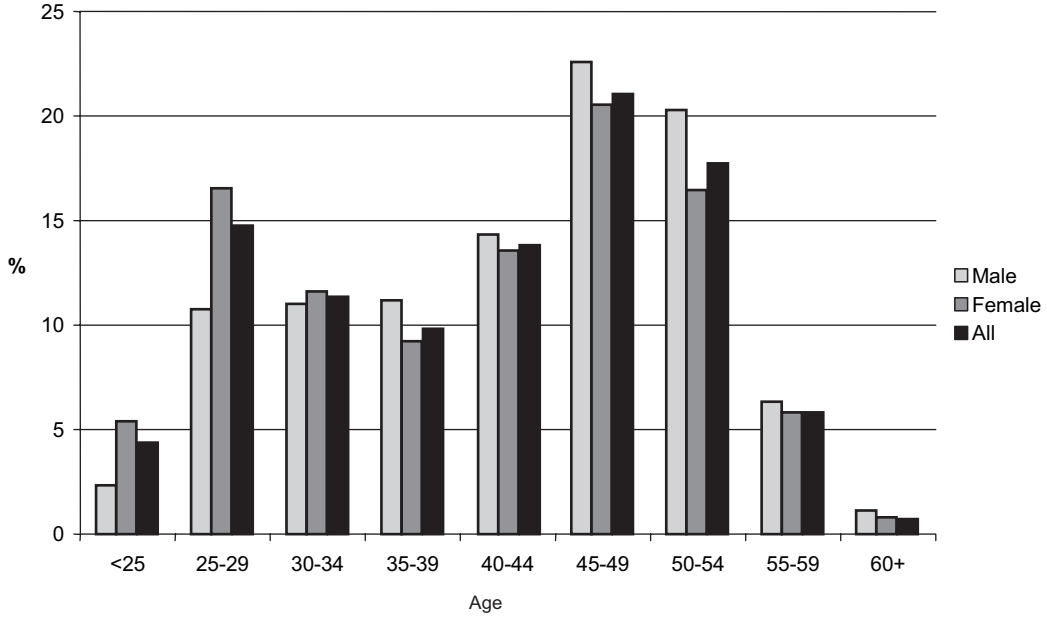
3.7.1 Gender

Between 1985 and 1998 the number of female full-time primary teachers in England and Wales increased by 13% (from 134,000 to 151 thousand) while the number of male teachers declined by 21%. Similarly, male full-time secondary teachers fell by more than 31% (to 88,000), but the number of female teachers also declined, by 9%, with most of the decline among both sexes occurring during the 1980s (Social Trends 30, 2000. p 53). Within a year the number of teachers increased by 1,500 to 189,300. However, most of this increase resulted from a rise in the number of women in the profession (Social Trends 30, 2000). There was a corresponding drop in the proportion of men in the sector (to 31%). This has important implications for teacher supply, as women are more likely to take breaks in their career for child-rearing. More importantly, there are proportionately more men than women taking degrees in shortage subjects such as maths, science and technology. Therefore, in order to increase the number of teachers in these subjects, it is crucial to make teaching attractive to men, or to encourage women to take maths, science and technology at school and university.

3.7.2 Age

The age profile of teachers in England and Wales in the year 2000 is shown in Figure 3.7. As can be seen the age groups containing the largest proportions of the profession were 45–49 and 50–54 years. It is, perhaps, unsurprising that there are relatively few teachers under the age of 25 as only those individuals who enrolled on ITET courses almost immediately after leaving post-compulsory or higher education would attain QTS and be able to enter the profession before that age. As many young people take "gap" years between the various stages of education they participate in, and some individuals do not decide to enter the teaching profession until later in life, the proportionally small representation of under-25s in the profession as a whole should not necessarily be interpreted as evidence of a recruitment problem. It is interesting, however, that interviews with headteachers, conducted as part of a major study in the late 1980s, revealed that ITET graduates in this age group, preferably with a PGCE qualification, were the applicants most sought after by those making appointments (Smithers and Robinson, 1991).

Figure 3.7 - Distribution of full-time teachers by age and gender, England and Wales, March 2000



Source: DfES. Database of Teacher Records.

Several plausible explanations for the small proportion of teachers in the 55–59 and 60+ age brackets can also be provided. Early retirement has been available to teachers for some time. The relatively small number of teachers aged 55 and over, then, may be predominantly accounted for by early retirements and/or retirements due to ill-health (and the legislation on retirement was changed in the late 1990s). What is less clear, however, is the explanation for the proportion of teachers in the 30–34 and 35–39 age groups. These two groups, combined, account for only slightly more than 20% of all teachers. This could, of course, be accounted for by historical trends in recruitment to the profession but, as previously mentioned, new entrants are not all graduates in their twenties entering their first career. Some graduates of ITET courses previously worked in other areas of the labour market or may be mature entrants to higher education. The age profile illustrated, then, is unlikely to be solely the product of historical trends in the recruitment of new entrants to the profession. Indeed, if all previous years showed a similar age profile as the year 2000, the most obvious explanation for the observed pattern would be teachers leaving the profession in their thirties. A common explanation for leaving work during these years is maternity and childrearing. The data offers some evidence to support this, as, whilst the proportion of male teachers aged 25–29 is almost identical to those aged 30–34, the proportion of female teachers in the 30–34 years category is much small than that in the 25–29 years group. However, as the data is only a "snapshot" of one year's distribution, it is an insufficient basis on which to make any definitive conclusions.

Whatever explanation underlies the relative lack of teachers in their thirties, it is, perhaps, paradoxical that it is applicants to ITET courses of this age that are, proportionally, the least likely to be offered training places. If the imbalance in the age profile of the teaching profession is perceived to be a problem, the reasons for the imbalance in acceptance rates onto ITET courses for this age group would be a productive area of investigation. Strategies could then be introduced, perhaps, to ensure that more applicants from this age group are accepted onto ITET. It may be the case that the entrance requirements for ITET are not as flexible for "mature" entrants as for many other undergraduate courses and that access could be widened in this respect. This would not, of course, ensure that these trainees eventually enter the profession (or even complete the training) but it may increase the number who get the opportunity to do so.

3.8 *What are the limits to recruitment?*

Although pay may not be the main factor putting people off teaching, it certainly is an important factor. Teacher unions have repeatedly asserted that teachers' salaries compare unfavourably with average graduate starting salaries in other sectors of the economy. The Smithers and Robinson report (Schoolsnet 2001), commissioned by the National Union of Teachers, noted that the starting salary for teachers with a good honours degree (£16,000) did not compare well with many other graduate occupations, which averaged at £18,300. The authors recommended that teachers' salaries be made more attractive and competitive, with salaries starting at between £20,000 and £22,000 for teachers in state schools, and with heads of department earning a maximum of £40,000. Dissatisfaction with salaries was also linked to recent changes in the profession. According to Smithers

> It looks as if many (teachers) have got ground down by the changes in the profession. One of the arguments on better salary was that people had gone into teaching as a vocation, and it has become a much more industrial process where they (teachers) were judged by output. If the criteria and targets of industry were going to be applied to them (teachers), they were looking for a commensurate salary.
>
> (from: Naylor and Schaefer 2002, p 1)

Higher salaries were justified, it was argued, because they could bring about higher quality education and thus make teaching more pleasurable and rewarding. However, the salary figures used by the NUT and the Smithers and Robinson report were from the Association of Graduate Recruiters (AGR). The AGR's figures were based on better qualified graduates, on special recruitment programmes, with major graduate employers (National Employers' Organisation for School Teachers 2001). These graduates accounted for only one in eight of all graduates entering employment. In other words the figures used by the AGR overstated the average salaries of new graduates. Moreover, the starting salary for teachers quoted by the unions were based on figures outside London, while the figures used by the AGR (which the unions used as evidence for the disparity) were based primarily on average starting salaries among London-based employers (STRB, 2001; National Employers' Organisation for School Teachers, 2001).

Other salary surveys, such as those conducted by Barclays Bank and by the Higher Education Careers Services Unit, indicated that graduates were entering a widening range of jobs with many employers who were not AGR members. These graduates were often on salaries more than £2,000 below the figures used by the AGR (STRB, 2001). The selective nature of the statistics used by the unions on graduate pay progression thus maximised the gap between the pay of "graduates generally" and the pay of teachers (National Employers' Organisation, 2001).

Another discrepancy in the teachers unions' submission was the use of two different data sources in their comparison of teachers' pay. The unions compared teachers' earnings from the Review Body's survey with those of non-manual earnings data from the New Earnings Survey. It would make more sense to use data from the same source which used the same methodology. Using the same data source, it was found that teachers' earnings were actually 110% of the average non-manual earnings for the year 2000. In fact, compared to non-manual earnings teachers' earnings were higher in 2000 than at any time between 1982 and 1990 (National Employers' Organisation, 2001). The National Employers' Organisation condemned the unions' submission as misleading by not comparing like with like when comparing teachers' pay with average earnings in the economy.

The number of teachers needed in a school is, in part, dependent on how many teachers the school can afford. Table 3.4 shows how funding per pupil in secondary maintained schools in England has changed between 1995–96 and 1999–2000. Funding per pupil had fallen between 1996 and 1997, the period of lowest teacher vacancies. From 1997–2002 pupil funding continued to increase. This coincided with the period when teacher vacancies started to rise.

Table 3.4

CHANGES IN FUNDING PER PUPIL IN ENGLAND 1995–96 TO 1999–2000

	1995–96	*1996–97*	*1997–98*	*1998–99*	*1999–2000*	*2000–01*
Real-terms index (%)	100	100	98	99	102	110

Source: DfES (2002) Departmental Annual Report

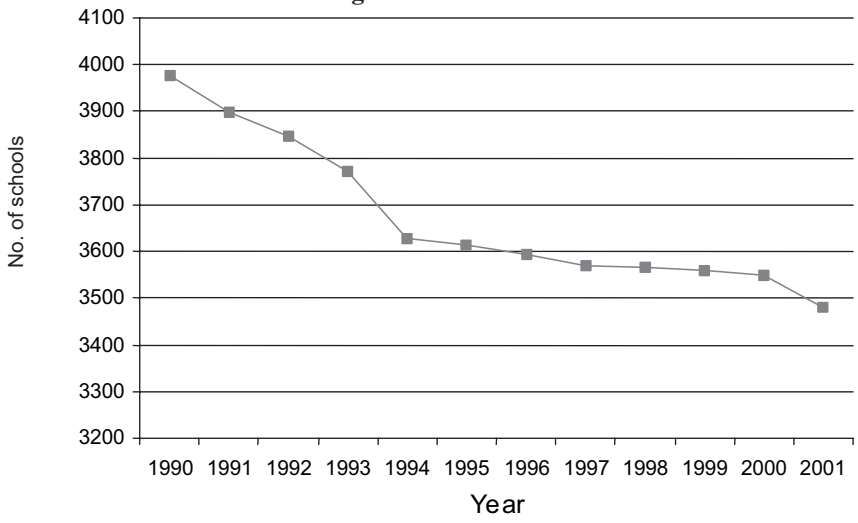
In a memorandum submitted to the House of Commons Education and Employment Committee (House of Commons, 1997, Appendix 15), it was found that in 1996 and 1997, when there was a budgetary cut, 36.7% of schools surveyed reported having to reduce staffing with 43.6% saying they may have to do so the following year. It was calculated that such reductions amount to a loss of 0.7 teachers per school. Funding per pupil has been recognised as one of the reasons for the current increase in demand for teachers. In May 2001 a response to the Select Committee on Education and Employment Minutes of Evidence stated:

> It is true that there is increased demand for teachers and in fact extra money which is in the system is being used to create extra posts. Compared with last year it has created 7,700 extra teaching posts and that is part of the reason why demand for teachers is increasing
>
> (House of Commons, 2001, para 40).

Another alternative explanation for the decline in teacher vacancies in the early 1990s is school numbers. Interestingly, the period between 1991 and 1995 coincided with the early impact of the Education Reform Act in 1988, which saw the introduction of policies such as school choice and pupil-led funding. These policies were partly an attempt to reduce surplus places in some schools. By closing very small schools with surplus places and transferring children to other schools, there was greater efficiency in the deployment of staff, since these teachers are likely to be in larger schools with a higher pupil:teacher ratio (Fidler et al, 1993). The policies resulted in the merger and closure of schools. The result is fewer schools. Fewer, but larger, schools led to fewer teacher vacancies year-on-year from 1990–96. However, after 1996, as the number of schools continued to decline, teacher vacancies increased. Two factors were at play here. One was that the

decline in the number of schools in England slowed down (Figure 3.8), the other was the increase in pupil funding. Looking at Table 3.4, it can be seen that from 1997–98 onwards expenditure per pupil (including spending on teaching and non-teaching staff salaries), increased every year, and the biggest increase was between 1999–2000 and 2000–01. This perhaps explains the sudden surge in teacher vacancies over the same period. Between 2000 and 2001, the rate of decline in the number of schools increased again, partly explaining the drop in teacher vacancies in 2002.

Figure 3.8 – Number of maintained secondary schools in England 1990-2001



Source: DfES Statistics of Education-Schools in England (2001)

This re-analysis of national secondary statistics relating to teacher recruitment and teaching vacancies serves to remind us that the dominant contemporary discourse is based on a partial account. There are more trained teachers in service today in England and Wales than there have ever been, and teaching vacancies are only a fraction of what they were in the late 1980s and early 1990s. There are proportionately more vacancies in some areas than others, but these are chiefly in inverse proportion to the operational level of local pupil:teacher ratios. Areas with higher vacancy figures, such as Inner London, operate with correspondingly low pupil:teacher ratios, and areas with low vacancies, such as South West England, operate with higher ratios. In fact, regression analysis shows that variation in teacher vacancies over time is almost entirely explicable in terms of school closures (See 2001). After the reforms of the 1980s many schools in England and Wales were closed to reduce surplus places in the system (even though pupil numbers had begun to rise again). Fewer, but larger, schools inevitably led to fewer teacher vacancies year-on-year from 1990–1996. Since 1997, more recent policy changes relating to diversity and class sizes have meant that the number of schools began to rise in proportion to the size of the relevant age cohorts. Simultaneously, teacher vacancies also rose (but nowhere near the level of 1990 as yet). It is this rise that lies at the heart of the current crisis.

Another policy measure affecting teacher supply is the proposal for a greater degree of school-based teacher training (Fidler et al, 1993). Gilroy (1998) argued that this move away from a university-based teacher education was an important cause of the recruitment "crisis" experienced in the recent years. He explained that by handing over the one-year secondary initial teacher education course to schools, at least 80% of students' time would be school-based—an equivalent to four days per week. This would mean a "considerable shift of funds" from universities and colleges to the schools (Clarke, 1992). An important consequence of this change in policy was a substantial increase in the cost of initial teacher education (Gilroy, 1998). Teachers, on the other hand, were concerned that they were spending too much time with student teachers at the expense of the school children. Consequently some schools withdrew their partnership with their universities. This started a chain of events whereby students might apply to courses but were rejected because no schools could be found to place them for the school-based training. There could also be a situation where students are accepted only for the school to withdraw a partnership later on. If a school cannot be found for the students to carry out their school-based component of the course, the university must withdraw their offer to the students (Gilroy, 1998). The net results are fewer universities running initial teacher education courses and fewer students that can be accepted on to courses.

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June 2003

Memorandum submitted by the Institute of Physics

The Institute of Physics is pleased to supply written evidence for the third part of the Education and Skills Committee of its Secondary Education inquiry: Teacher Retention.

The Institute of Physics is a leading international professional body and learned society, with over 37,000 members, which promotes the advancement and dissemination of the science of pure and applied physics.

In January 2002, the Institute produced a report into Physics Teacher Supply. This report contained a considerable amount of data that we believe would be of interest to the Committee. Rather than reproducing the whole report, we have extracted the elements that we think are relevant to the Committee's deliberations. The full report is available on the Institute's website at http://policy.iop.org/Policy/Phys%20Teach%20Sup%20Rep.doc or we can supply hard copies.

The report acknowledged that the issue of teacher supply is complex, not only requiring attention to recruitment but also to factors affecting retention. These include:

- Salary—teaching is perceived as low paid, especially to a physics graduate, and the prospects in mid-career are significantly lower than for careers in other sectors.
- Workload—the job is perceived as stressful and all teachers face excessive administrative burdens. There are considerable obligations on teachers to maintain their teaching competence.
- Discipline and disruptive pupils—dealing with disruptive pupils is difficult and, arguably, getting worse.
- Laboratories, equipment and technical support—there has been inadequate investment and this has led to much equipment becoming obsolescent with fewer technicians available.
- Status and standing—the status of teaching has declined compared to other professions such as law or accountancy. The teaching profession is constantly exhorted to do better and is seldom praised for its successes.

Action is needed in all these areas if the vicious circle in teaching is to be broken and more undergraduates attracted into and retained in teaching. Well paid teachers working in a pleasant environment with good resources will be able to inspire students to continue with physics and increase the numbers likely to choose to go into teaching in the future.

Recruitment of physics teachers is particularly difficult as physicists are in such demand in other areas of the economy. In the light of this difficulty, we particularly welcome the recently announced joint Gatsby/TTA PGCE enhancement scheme, which will commence in 2004. This ought to widen the pool of potential recruits to physics teaching to include appropriately qualified engineers and others who may be considering a career change. We would suggest that the latter category needs further financial support in their early years of teaching to lessen the pay gap.

We also acknowledge the work that has been done to provide CPD for physics teachers through the KS3 Strategy and the forthcoming National Network of Science Learning Centres. However, welcome as these initiatives are, they have not made sufficient inroads into breaking the vicious circle.

We note too that the House of Commons, Science and Technology Committee in their Third Report highlighted that "The way coursework is assessed for GCSE science has little educational value and has turned practical work into a tedious and dull activity for both students and teachers." We would maintain that this problem is a significant demotivating factor for physics teachers, and would seem to be an obvious matter to address.

We are particularly concerned that we are not able to determine the extent of the problem with regard to the numbers of qualified physics teachers in schools. We are worried that, when the backgrounds of teachers are published later this year as part of the Secondary Schools Curriculum and Staffing Survey, the data will not be sufficiently robust to draw significant conclusions. In addition, the survey will not enable us to quantify the problem in physics, as the results are amalgamated into the broader subject science.

The shortage of teachers with a physics background is a pressing issue since those entering the profession to teach science are increasingly unlikely to have A-level Physics, as there was a considerable dip in the entry numbers for A-level Physics during the 1990s. It should also be borne in mind that this decade saw growth in the uptake of mixed A-levels. Everything suggests that there could be a large number of science teachers entering schools with backgrounds that do not equip them to teach physics as part of a science course at KS3 or KS4. We have considerable evidence that such teachers often struggle with the concepts at this level.

We would hope that the Committee could make a very strong recommendation to Government that it must collect data on teachers' backgrounds and the subjects that they teach. This would enable Government and those like the Institute with a stake in education to plan more effectively to do what it can to ameliorate the situation.

The Institute is already committed to supporting teachers of physics at all levels, with a view to improving retention rates, which seem to be a particular issue for physics teachers. Currently the Institute is establishing a network of local physics teachers who are available to offer support and advice to schools. We are also developing an extensive set of materials that will support the teaching of physics at KS3. The intention is to improve the subject knowledge of teachers and make them more aware of the teaching and learning issues involved.

But neither of these schemes will be effective unless schools and teachers are encouraged and supported to take part. At present, the Government's commitment to professional development seems to be related to provision rather than entitlement. Perhaps if Government had a clearer picture of the number of teachers lacking expertise in aspects of their teaching, it would be prepared to consider an entitlement model.

2 June 2003

Memorandum submitted by Professor Michael Bassey AcSS, (Emeritus professor of Nottingham Trent University and Academic Secretary of the British Educational Research Association)

SUMMARY

— Too many school teachers are leaving the profession prior to retirement age.

— There is evidence that this is attributable in significant part to low morale resulting from lack of professional autonomy in the classroom and over-direction by Government.

— The problem of teacher retention can be resolved by Ministers having the political courage to recognise that while Government intervention has been valuable, to continue it is counterproductive to the aim of searching for excellence in schools.

— It is submitted that, if education is to respond to the changing needs of society and to achieve ever higher levels of excellence, teachers must be trusted as autonomous agents working in the best interests of both their pupils and the State.

STAFFING HAEMORRHAGE LINKED TO LOW MORALE

1. The starting point of this submission is that many school teachers are leaving the profession, prior to retirement age.

1.1 As Professor John Howson expressed it recently in the TES:

> The seriousness of the staffing haemorrhage suffered by English schools is underscored by new figures from the Department of Education and Skills. During the five years up to March 2001, more than 97,000 qualified teachers left teaching, some straight after completing their training. This equates to almost 25% of the active teaching force. . . . More disturbingly, nearly 36,000 teachers aged 25 to 39 quit between 1996 and 2001—an attrition rate of 7,000 a year. (*TES* 14 February 2003)

1.2 Howson has also shown from DfES statistics that of 270 secondary headteacher retirements in 1999–2000, only 70 were at the retirement age of 60. The rest retired prematurely, with 40 of them due to ill-health. (Howson 2002, *Staying Power*, National College for School Leadership)

1.3 The reasons for this "staffing haemorrhage" seem to be primarily low morale. Evidence of this is frequently expressed in the letters' columns of some national newspapers by individual teachers voicing their concerns. Perhaps the clearest piece of evidence was in a recent survey carried out for the GTCE.

> In a survey of 70,000 teachers carried out for the General Teaching Council of England and the Guardian newspaper, more than half said their morale was lower than when they joined the profession. They blamed workload, government interference and poor pupil behaviour. One in three said they would not consider a career in teaching if they had their time again. (TES 10 January 2003)

LOW MORALE LINKED TO FRUSTRATIONS ON PROFESSIONAL AUTONOMY

2. The most extensive study to date is the 108 page report of Professor Alasdair Ross and Dr Merryn Hutchings, prepared for the OECD, "Attracting, Developing and Retaining Effective Teachers in the United Kingdom of Great Britain and Northern Ireland". This will no doubt be separately considered by the Committee; here it will suffice to quote some of the research evidence that suggests why teachers may decide to leave the profession before retirement age.

2.1 Paragraph 404—Various surveys have shown that a substantial number of younger and mid-career teachers are leaving for other occupations. Hutchings *et al* (2000)[1] and Smithers and Robinson (2001) both raised particular issues about the wastage rates in the early years of teachers' careers that affect the general age profile of the profession in England, and particularly the maintenance of an adequate cohort of experienced teachers from whom leadership grades can be recruited. Much of their research evidence suggests that teachers are leaving the profession (rather than leaving a post) because of frustrations about their professional autonomy and their ability to be creative in their work (*ibid*) . . .

2.2 Paragraph 405—A review undertaken for the Teacher Training Agency in 2000 (Spear *et al* 2000) suggested that teachers were attracted to the profession because they enjoyed working with children and good relations with colleagues, and valued the professional autonomy and the intellectual challenge of teaching. Those leaving the profession did so as a result of a high workload, poor pay, and low status and morale . . .

2.3 Paragraph 406 . . . The quality of teachers' working lives was surveyed by the National Foundation for Educational Research in 2002: this found that while teachers' job satisfaction was higher than those in other comparable professions, they were dissatisfied with their salaries and with work-related stress. Many teachers wanted greater responsibility and involvement in the control of their work (Sturman 2002).

2.4 Paragraph 408—A survey of teachers by the General Teaching Council for England in late 2002 (GTC England 2003) suggests that 35% of the 70,000 teachers who responded are likely to leave the profession in the next five years . . . Motivating factors included working with children (cited by 48%), the job satisfaction of teaching (32%) and the creativity and stimulation that it brings (25%). However workload was seen as a demotivating factor (cited by 56% of respondents), followed by perceived overload of initiatives (39%) and the perception that teaching has a target driven culture (35%) . . .

3. Tests, targets and league tables are seen by many as evidence of over- interference by government. For example:

3.1 The Canadian research team led by Professor Michael Fullan see targets as becoming counter-productive.

> High targets for 11-year-olds in maths and English are becoming counter-productive and narrowing the curriculum . . .
>
> Setting targets helped mobilise the teachers early on, said the researchers. But by 2002 the high political stakes resting on 11-year-olds' test scores—partly responsible for the departure of Education Secretary Estelle Morris—was skewing teaching methods and narrowing the curriculum.
>
> "We caution that setting ever higher national targets may no longer serve to mobilise and motivate, particularly if schools and local education authorities see the targets as unrealistic." (TES 24 January 2003)

3.2 The Mathematical Association and the London Association for the Teaching of English have recently spoken strongly against testing.

> The dominance of tests, exams, targets and league tables leaves little space for creative people to teach in stimulating and effective ways. Teachers feel compelled to give pupils superficial test-passing skills rather than deep understanding and a real sense of the value of maths. That is bad for pupils, fails to meet the needs of higher education and employers and makes teaching an uncongenial task . . . Removing some of the testing regime shackles would give good maths teachers more freedom to teach well and more time for sustained professional development. (Doug French, Mathematical Association, TES 7 February 2003)
>
> The London Association for the Teaching of English claims the curriculum at seven, 11 and 14 is dominated by tests which fail to provide reliable information about how pupils are doing. John Wilks, general secretary of LATE, said: "The increasing status given to SATs results through league tables and performance management is encouraging teachers to teach to the test. There is a real danger that the curriculum will become increasingly narrow." (TES 17 January 2003)

3.3 The Secondary Heads Association in similar vein has called:

> for the GCSE and AS-levels to be graded by internal assessment. It wants national tests at seven and 14 scrapped . . . John Dunford, SHA general secretary, said: "There is widespread recognition that there is too much testing. The only question is where it should be reduced, and how." (TES 7 February 2003)

3.4 There is much more evidence of this kind: the above simply represents statements reported by the Times Educational Supplement during two months at the beginning of this year.

[1] References in these quotations are in the original paper and not reproduced here.

From Least State-controlled in the World to Most in 15 Years

4. The English education system has moved in the last fifteen years from being probably the least state-controlled system in the world to the most. It is worth remembering that in the mid-twentieth century much credit was given to our schools for their achievements.

4.1 The historian G M Trevelyan, writing the last page of his *English Social History,* in the dark days of 1941, put a footnote:

> If we win this war, it will have been won in the primary and secondary schools.

4.2 The social writer Sir Ernest Barker, in the 1947 edition of his National Character wrote:

> Anyone who knows our State schools, primary and secondary, will be proud of the work which their teachers are doing to enrich and deepen national character, not only by what they teach, but also by what they do and what they are.

4.3 Yet by the 1980s it was widely felt that our schools were out of kilter with the needs of society and that in particular the achievements in the basic skills of too many pupils were inadequate in terms of the needs of the industrial workforce and the national economy.

5. From 1988 onwards central government intervened directly in the work of schools.

5.1 In particular central government:

- has taken increasing control of curriculum, assessment, and recently some aspects of pedagogy;
- instituted rigorous and regular school inspections to ensure that the above measures are enacted, and has required that these inspection reports are made public;
- transferred much implementation of government initiatives from local authorities to governing bodies with enhanced powers;
- formalised the making of individual school reports to parents and the publication of school brochures setting out what a school offers;
- introduced performance management for teachers; and
- in the pursuit of the above, and many other measures, has issued to schools, governing bodies and local authorities scores of directives, codes of practice and documents of guidance for teachers to act on.

5.2. To many teachers it seems that every week brings a new Government instruction for schools to work at and, perversely it seems that some national newspapers are telling their public that ministers should be judged as failures if they do not keep up a relentless pressure on teachers.

Interim Conclusions

6. It is submitted that it is this constant pressure, perceived as a lack of trust in teachers to make appropriate judgements for their pupils, pushing them to an ever increasing workload, inhibiting their creativity, and denying them the professional autonomy of their calling, that is primarily responsible for teachers low morale and therefore the current problem of low retention of teacher numbers throughout the country.

7. It is further submitted that the problem of low morale and low retention can be resolved by restoring control over the curriculum, assessment and pedagogy to the teaching profession.

Teaching is a Unique Activity Unsuited to General Directives

8. It is in the nature of teaching that the work of a teacher in relation to a class of students is always unique and entails teachers making many and rapid decisions based on their perceptions of the educational needs of individual students, their understanding of the relevant curriculum and of effective ways of teaching it, and their immediate assessment of the emotional climate of their classrooms. This is what they have trained themselves for, through initial teacher training, through day-by-day experience in classrooms, and—when opportunity arises—through CPD.

9. When government continually issues general instructions intended to regiment the decisions of teachers there can arise conflict between teachers' judgements of local and immediate needs and government's judgements about national and long term needs. This inevitably leads to frustration for both teachers and government. Over recent years the former has resulted in many teachers leaving the profession.

10. Government needs to recognise that the problems of the 1980s, as noted in 4.3 above, have now been adequately addressed and so it is time to stand back and re-empower teachers. Much progress has been made in ensuring that standards of the basic skills are appropriate for an advanced industrial nation. But putting further pressure on teachers is likely to be counterproductive.

11. There is good evidence from the GTCE recent survey (as cited above) that teachers have a different conception of the prime needs of young people from that of the current government.

11.1 One question asked, "Which three of the following list of statements, if any, come closest to your vision of the role of the teaching profession in the 21st century?" These are the statements and the results:

To develop the whole child	61%
To create active and responsible citizens	60%
To inspire a love of life-long learning	51%
To maximise the strengths of individuals	49%
To ensure basic levels of literacy and numeracy	28%
To serve the needs of a socially cohesive society	20%
To produce a skilled and effective workforce	11%
To meet the needs of a competitive economy	2%
Other	2%

11.2. It is important to recognise that respondents could only tick three statements. No doubt if they had had the chance they would have ticked all of these, but as framed their answers show that—as has ever been the case—most teachers' first concern is for the all-round education and social development of the child. If this is successful then it leads to a skilled and effective workforce, which meets the needs of a competitive economy—as government seeks.

11.3 If there were a similar enquiry among parents it is likely that their concerns for their children would be very similar to those of teachers.

Putting the Clock Forward

12. In arguing for returning control of teaching to the teaching profession it is important to establish that this is putting the clock forward, not back. The education system now has:

- firmly established curricula and school-based assessment practices leading to effective training in the basic skills;
- effective systems of governance of schools and links with local communities; and
- effective ways of reporting to parents on the progress of their children.

These are major advances on the education system of the pre-1988 period, but there is one other factor that is highly significant—the development of practitioner educational research.

Practitioner Research Leads to High Quality Learning

13. The Teacher Training Agency and the DfES have stated publicly that teaching needs to be a research-informed profession.

13.1 Those who have seen practitioner educational research at its best know that it is a necessary part of 21st century education, at all levels, because it is the most enduring and successful way of ensuring progress towards the ever-changing ideals of high quality learning.

13.2 Practitioner research is the form of educational research in which ideas are tested and developed at the local level of classroom or school. Ideally it exists in a symbiotic relationship with educational research carried out in centres such as universities and research institutes.

13.3 Three examples illustrate this:

The work of Professor Dylan Wiliam and Professor Paul Black at Kings College London and colleagues on the positive effects of formative assessment by teachers on student performance.

The work of Professor Jean Rudduck and colleagues at Cambridge on the use of student "voice" to enhance the quality of teaching and learning in classrooms.

The work of Dr Sue Hallam, Dr Judy Ireson and colleagues at the Institute of Education, London on the pros and cons of grouping children by ability.

13.4 These are examples of where "big" ideas are developed in university centres and can be tested out by teachers in their own classrooms and adapted to the needs of their work.

14. Thus practitioner research includes the local search for new educational understanding leading to new practices and policies, and the evaluation and redevelopment of old practices and policies: it is carried out by teachers to illuminate their own work and to inform that of others.

14.1 In the long term its advocacy by TTA and DfES may be the most important contribution that government has made to educational advance.

14.2. But it can only be effective if teachers are free to harness their creativity to classroom inquiry and implement their findings. They cannot do this if they are treated as technicians carrying out directives from on high.

Teachers Must be Trusted to Work in the Best Interests of Both their Pupils and the State

15. If education is to respond to the changing needs of society and to achieve ever higher levels of excellence, teachers must be trusted as autonomous agents working in the best interests of both their pupils and the State.

15.1 In the words of Sir Ernest Barker quoted above, teachers must be able "to enrich and deepen national character, not only by what they teach, but also by what they do and what they are."

15.2 Education is much, much more than acquiring basic skills. In one formulation it is the experience and nurture of personal and social development towards worthwhile living and the acquisition, development, transmission, conservation, discovery, and renewal of worthwhile culture.

15.3 Teachers, as the major agents of such undertaking, need to be autonomous in action, free to be creative and to explore ideas, highly responsible as citizens, and deeply respected for the task that is entrusted to them.

Conclusions

16. The problem of teacher retention can be resolved by ministers having the political courage to recognise that while government intervention has been valuable, to continue it is counterproductive to the aim of searching for excellence. It is submitted that it is time to give autonomy and authority to teachers, individually in schools, and collectively to the General Teaching Council.

17. To this end it is submitted that a Parliamentary agreement, embracing all parties, should affirm that future actions of government on Education will be based on the principle of teachers having autonomous responsibility for curriculum, pedagogy and assessment, with government having responsibility for funding the system and ensuring that such funding is spent wisely.

2 June 2003

Memorandum submitted by Ofsted

Introduction

Ofsted is a non-ministerial central government department, established to take responsibility for the inspection of all maintained schools in England. The information on teacher recruitment and retention follows inspections of schools and initial teacher training in the academic year 2001–02.

The Recruitment and Retention of Teachers

Key issues

Problems in the recruitment and retention of suitably qualified teachers have increased; the situation is considerably worse in London than elsewhere.

- Teacher shortages are leading to the increased use of temporary supply teachers and the use of permanent teachers to teach subjects in which they are not adequately qualified; this commonly leads to weaker teaching, lower expectations and less effective learning.
- A significant number of schools going into special measures experience difficulties in recruiting and retaining high-quality teachers.

1. Last year's Annual Report drew attention to growing problems associated with recruiting and retaining teachers; these problems have received considerable publicity during the past year. It is important not to exaggerate the difficulties. There are very few teaching posts with no one to fill them, even on a temporary basis. Vacancy levels nationally are running at just over one per cent of teaching posts. Wastage rates are very similar to those experienced by other areas of public service such as local authorities and the health service.

2. While vacancy levels may not be high, there are real problems in recruiting teachers and in retaining them, and these have got worse over the past two years. There is also a problem of finding teachers of an appropriately high quality and who are suitably qualified to fill the posts to which they are appointed. Increasing numbers of posts are being filled by supply teachers or by overseas teachers on temporary contracts.

3. These difficulties are not shared equally across all schools or all subjects. They are particularly acute in four categories:

- schools situated in London and the south east, and other areas where housing costs are high;
- shortage subjects;
- schools in areas of high socio-economic disadvantage; and
- special schools.

4. In all types of school, the situation in London is considerably worse than elsewhere in the country. Vacancy levels in London primary schools in January were 3.3% (4.2% in inner London), and in London secondary schools 3.7% (4.4% in inner London). In London special schools recruitment problems are particularly acute, with an overall vacancy rate of 4.6%.

5. Provisional figures for 2001 show that the vacancy rate in secondary schools has more than doubled in the last year; this rapid increase has been seen not just in London, but across England, where the rate rose from 0.5 to 1.1% when London was excluded from the analysis.

6. The higher proportion of vacancies in London is reflected in the greater reliance on the use of temporary supply teachers. Chart 23, compiled from Section 10 evidence, illustrates the extent of the problem in inner and outer London, compared with other types of LEA.

7. There are particular concerns in some secondary school subjects:

— *Mathematics*: there are insufficient teachers to match the demands of the mathematics curriculum in one school in eight, a situation that has deteriorated from the previous year.

— *Science*: the shortage of physical science teachers is having an impact on the quality of teaching in a substantial number of schools. Staffing difficulties are hindering the ability of heads of departments to monitor the work of colleagues and to plan curriculum developments.

— *Modern foreign languages:* the match of teachers to the demands of the modern foreign language curriculum is unsatisfactory in about one school in seven.

— *Design and technology*: the shortage of specialist teachers in design and technology is now acute, especially in food technology, and is depressing pupils' attainment. Staff shortages are preventing a growing number of schools from complying with National Curriculum requirements in the subject. The use of non-specialist teachers markedly reduces the amount of practical work pupils can do.

— *Religious education (RE)*: very few RE departments are staffed entirely with specialists. In schools having a full inspection, the match of teachers and support staff to the demands of the subject are worse in RE than in any other subject, being good in only 3 in 10 schools.

8. A significant number of schools going into special measures experience difficulties in recruiting and retaining teachers of a high enough calibre. In some primary schools, for example, particular classes may have many different teachers throughout the year, unsettling the pupils and impeding the continuity of their education. In some of the larger secondary schools it is common for a number of vacancies to be covered by supply or temporary staff, including teachers from overseas who may be unfamiliar with the requirements of the National Curriculum, and who need additional time to assess what pupils know and to identify what they should do next.

9. One of the most obvious consequences of a lack of suitably qualified teachers in any particular subject is the use of teachers to teach subjects in which they are not adequately qualified. The picture varies from subject to subject. For example, only 77% of teachers who teach some mathematics in secondary schools have a post-A level qualification in the subject; and only just over half of teachers who teach some religious education have a qualification in it.

10. The implications for the quality of the teaching are clear. Inspection shows that schools with higher relevant qualification rates among their teachers are more likely to be judged good or better. Where a subject is taught by a high proportion of teachers with limited qualifications in the subject, this lack of subject knowledge manifests itself in lower expectations, weaker teaching and less effective learning in the subject.

11. In recent years, the maintained system has lost around 10% of its teachers each year—including those retiring but excluding the increasing numbers changing from full time to part-time teaching. Of particular concern is that over one in five NQTs leave the profession during their first three years in teaching.

12. There is a clear association between the percentage of teachers leaving both secondary and primary schools and the proportions of pupils in the school eligible for free school meals: the more disadvantaged the school, the higher the percentage of teachers leaving the school. The percentage of teachers who left schools inspected in 2000–01 was considerably higher in inner and outer London than elsewhere, in both primary and secondary sectors.

Early Professional Development

A small-scale survey looked at schools' arrangements for Early Professional Development. The purpose was to identify aspects of effective induction for newly qualified teachers and its impact on retention.

Key issues

— Induction arrangements for newly qualified teachers are now at least satisfactory in most schools but good practice is not yet sufficiently common.

— Around 7 in 10 schools identify teachers' professional development needs effectively, but only a minority establish clear targets for development activities and monitor whether these are achieved.

— The support programme offered by local education authorities (LEAs) for new headteachers is characterised by inconsistency, with no LEA having good practice in all aspects and one-quarter of LEAs providing unsatisfactory support.

The Induction of Newly Qualified Teachers

13. The vast majority of schools make at least satisfactory arrangements for the induction of newly qualified teachers (NQTs). Arrangements are excellent or very good in 1 in 5 primary schools and one-quarter of secondary schools. Provision is unsatisfactory or poor in only 1 in 20 schools. Schools are much less likely, however, to recognise the need to provide induction support for experienced, newly-appointed staff.

14. Features of good induction arrangements for NQTs include:

— effective mentoring by experienced teachers;

— opportunities to observe good teaching in their own and other schools;

— regular observation and feedback on their own teaching;

— access to high-quality school and LEA induction programmes; and

— the provision of a comprehensive staff handbook.

Such features are becoming established in an increasing number of schools but need to be part of the entitlement for all NQTs.

15. There are clear benefits of a well-defined and effective induction programme to both NQTs and to their schools. Such programmes help to ensure that new teachers settle quickly into the life of the school and are clear about expectations and procedures, including those relating to behaviour management. In turn, this can lead to a consistent approach to teaching and learning across the school which supports high levels of achievement by the pupils.

June 2003

Memorandum submitted by Professor Alistair Ross and Dr Merryn Hutchings
Institute for Policy Studies in Education, London Metropolitan University

A. Background and Evidence Base

1. The Institute for Policy Studies in Education is one of London Metropolitan University's Research Institutes. We have carried out a number of recent investigations into teacher supply and retention, including a study of six London LEAs commissioned by the Teacher Training Agency (Hutchings *et al*, 2000, 2002), a study commissioned by of 22 LEAs (McCreith *et al*, 2001) and research specifically focused on teacher retention (Dalgety *et al*, 2003a). We have also examined aspects of teacher careers and retention in relation to specific groups: eg minority ethnic teachers (Ross, 2002a, Dalgety *et al*, 2003b); supply teachers (Hutchings, 2000, 2002b); and teachers of modern foreign languages (Adams, 2001, 2002); and in relation to specific needs: eg church schools (Ross, 2000,1, 200b, 200c), inner and outer London (Hutchings *et al*, 2000). In addition we have recently analysed policies in this area across the UK in the OECD Country Background Report *Attracting, Developing and Retaining Effective Teachers in the UK* (Ross and Hutchings, 2003). We draw on all these studies in presenting this evidence.

B. Retention in the School, the Region or the Profession?

2. Teacher retention is a concern at a number of different levels:

2.1 *School level*: It is obviously healthy to have some turnover of staff in order to bring in new ideas, and teachers need to experience different school environments as part of their professional development. However, too much turnover is problematic in terms of continuity and stability for pupils, and time and financial costs of advertising and appointing new staff. We have found that there is considerable variation between schools in the proportion of teachers leaving posts, and in a few cases the proportion is so high (up to 56% in a year) that it must negatively affect pupils' experience (Hutchings *et al,* 2000).

2.2 *Regional level*: Teachers have been shown to be a relatively immobile workforce. In general they are likely to relocate only to gain promotion to senior management posts. However, regional retention has been a considerable concern in London, and to a lesser extent in some other large cities.

2.3 *Maintained school sector teaching level*: It is inevitable that teachers will leave schools to work in other educational roles, for example, as advisors or in HE. It is more problematic when they leave the maintained sector to teach in private schools, or through supply agencies, or to take up other careers. The high proportion of teachers leaving before age 60 is also a cause for concern. Ralph Tabberer has argued that teaching should not be seen as a lifelong career but rather as a job that people do for a few years. This may

be in many ways a desirable scenario, particularly if those entering teaching bring with them experience from other sectors. However, if teaching were to be viewed in these terms, this would give rise to major concerns about the feasibility of attracting enough people into the profession and the cost of training them.

3. Our research has demonstrated that the reasons why teachers stay in secondary teaching or leave are different at each of these levels:

3.1 The major incentives to stay in a particular school are the school ethos and colleagues, and effective school leadership and management (seen by teachers in terms of communicating effectively with staff and supporting them in a fair and consistent way). These factors also act to attract new staff. The main "push" in decisions to leave a particular school relate to dissatisfaction with poor management and leadership.

3.2 The major incentive to stay in any particular region is the location of friends and family. Research in London shows that many London teachers also see teaching in a multicultural, multilingual environment with many cultural opportunities as reasons to stay in London. The main reason to leave London is the cost of housing. Despite various policy initiatives and pay increases, this remains a very strong disincentive to making a teaching career in the capital. Other reasons to leave London include pupil behaviour, and the additional pressures and workload created by the ongoing teacher shortage in the capital. The resultant high turnover of temporary and overseas-trained teachers puts more stress on permanent colleagues.

3.3 The main incentives to stay in the teaching profession are the satisfaction of helping pupils learn, the pleasure of teaching a particular subject, and a sense of vocation. Teaching is seen as worthwhile when there are opportunities to be creative and to exercise autonomy. Teachers generally enjoy their day-to-day work in school. It is undoubtedly true that effective leadership can create an environment where teachers are energised and enthused, and are unlikely to leave the profession, but it is also vital that government policies should support this. However, it is paradoxical that the main factors that cause teachers to leave the profession, which are now well-rehearsed, all result directly from past and current government policies. Chief among these is workload, but other concerns are the on-going stream of government initiatives, and the current regimes of assessment and inspection of pupils, teachers and schools. While pay is not the main incentive to leave the profession, teachers believe that higher pay would be helpful in that it would make them feel their efforts were valued. However, it should be noted that many of those leaving the profession take up jobs which, at least in the first instance, pay less than they were earning in teaching.

C. Variation Across Different Groups of Teachers

4. It is important to note that factors relating to retention in the school, the region and the profession do not operate uniformly across the profession, but impact differently on different groups of teachers (by school sector, age, experience, career stage, etc). Some examples from our research findings illustrate this point.

5. While pay level is a greater concern for inexperienced teachers, those with more than 25 years experience are more likely to stress the negative effects of inspection and assessment regimes. Some older teachers can also feel that their experience is not valued or drawn on.

6. We have found some significant differences in the views of teachers from different ethnic groups. If we are to have a teaching profession that is representative of the communities it serves, it is particularly important to take on their views. We found, for example, that black teachers were more concerned about levels of pay and prestige than their white counterparts, and that they felt more strongly the need for support in behaviour management, and for increased levels of classroom and ICT support.

7. Those who are most affected by the high cost of housing in London are teachers a few years into their careers, who are now ready to have families. This is the group that are the potential leaders and managers of the future. Indeed, our survey showed the highest level of concern about housing costs among deputy heads. This creates a particular imbalance in the teaching force of London, where young teachers predominate, the current leaders are due to retire in the next fifteen years, and there is likely to be a very small pool of teachers to draw on to replace them.

D. Government Policies for Retention

8. Recent government policies have addressed the various issues around teacher retention in a coherent way, addressing in particular the major issues of workload, quality of school leadership, and pupils' behaviour, and also taking on the regional concerns of London through the recent pay settlement.

9. However, the current workforce remodelling is inevitably creating additional demands on teachers in the short term. For example, while teaching assistants are very welcome in terms of the additional support they can offer pupils, research has shown that managing them creates more work for teachers, rather than less (Lee, 2002). It is crucial that such additional demands are adequately supported in both financial and human terms. The current budget shortfall in many schools can only lower morale and decrease retention.

E. Groups that Need Further Attention

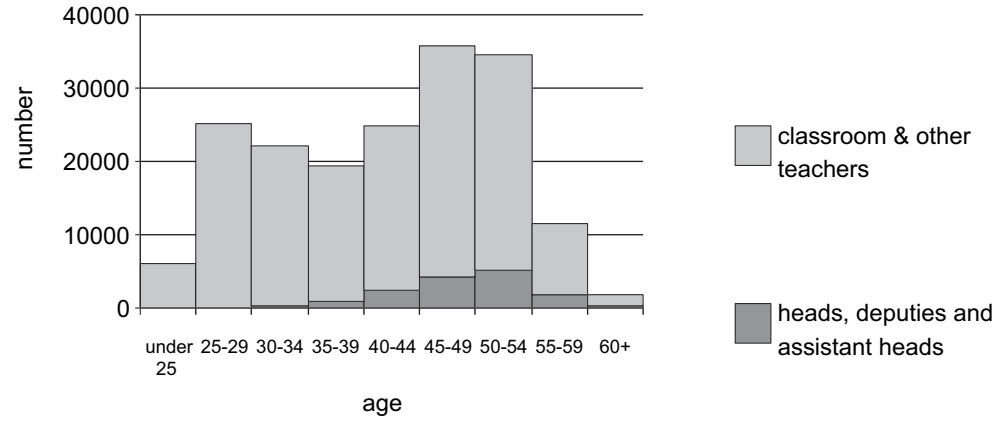
10. It is helpful to identify particular groups of secondary teachers in the analysis of retention. There is a complex interaction of gender, age-cohort, position in the hierarchy of promotion and expectations, which suggests that certain groups need to have retention issues addressed in specific ways (Ross, 2002b).

Age considerations

11. The age of secondary teachers is of particular concern. Figure 1 shows the well-known age distribution of the secondary school workforce, included within which are the numbers of teachers who are head, deputies and assistant heads.

Figure 1

Age distribution of Secondary Teachers, 2001

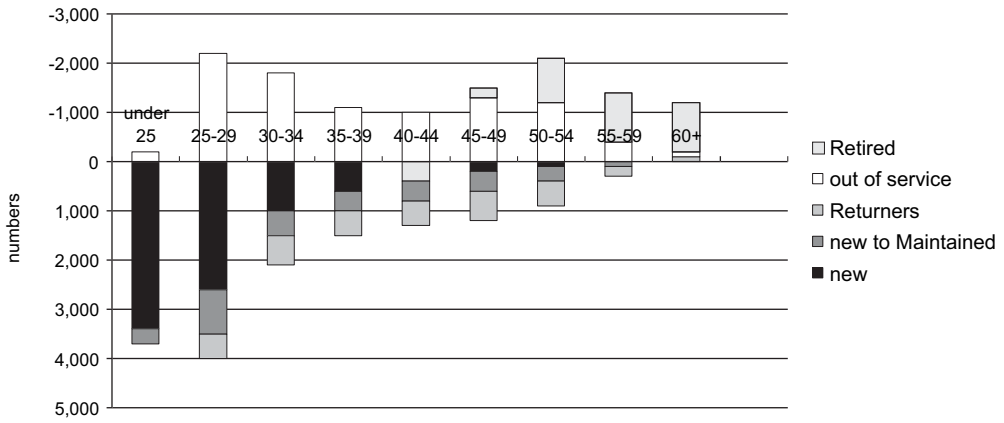


Source: DfES (2003) *Statistics of Education, School Workforce, England, 2002,* HMSO

12. Clearly, this "demographic time-bomb" has important implications for the numbers of teachers that will need to be recruited. Figure 2 shows the current numbers (2001) of secondary teachers entering and leaving the profession. This shows that after about the age of 30, leavers and joiners are approximately in balance to the age of 45, when the numbers leaving begin to outstrip those moving into the profession.

Figure 2

Secondary teachers: numbers leaving and joining, 2001



Source: DfES (2003) *Statistics of Education, School Workforce, England, 2002,* HMSO

13. In addition to the concern that the number of teachers retiring over the next decade will require the recruitment of larger numbers of secondary teachers, there must also be particular concern about the consequences of this for the future leadership of our secondary schools.

14. 86% of all current secondary head teachers have 20 or more years' teaching experience, as do about 75% of all deputy and assistant heads. Thus a very great proportion of our secondary school leaders—a body of 15,100 teachers—are drawn from the body of 70,100 teachers with 20 or more years' experience. In addition, we currently have 23,900 teachers with senior management responsibility allowances (4 or 5 points). These largely constitute year heads and heads of large departments, and many of them are also among the most experienced teachers. In 10 years time, the vast majority of all these teachers in leadership positions will have left the profession. However, because of the existing age structure of the profession, in 10 years time the number of secondary teachers with 20 or more years experience will have fallen from 70,100 to only 42,200. At that date, we will not need substantially fewer heads or deputies or other senior managers. Therefore, to fill the senior posts in our secondary schools in 10 years time we will need about 39,000 teachers (head, deputy, assistant, management responsibility 4 and 5). But we will only have 42,200 teachers with 20 or more years' experience, not all of whom may wish to take on management responsibility. This will place severe demands on our pool of experienced teachers.

15. Inevitably we will have to fill some posts with younger, less experienced teachers. They will be well-trained, and doubtless as efficient and competent as are the present cohort. However, the appointment of younger teachers to senior management positions may also impact on their younger colleagues, who may see fewer possibilities for promotion themselves in that many senior posts will be filled by colleagues who have a longer prospective working life.

16. Particular emphasis therefore needs to be placed on retaining teachers currently in the 35–45 age range, a number already in short supply, but critical for future school leadership.

17. Finally, in this consideration of age-effects, long term consideration should be given to the effects of recruiting large numbers of teachers over the next decade, to replace those retiring. Given current trends (Figure 2), these are very likely to be under 34 years of age. This will be followed by a decade of recruitment in the period 2012–22 when we will need to recruit relatively few secondary teachers, because few will then be retiring. Recruiting a large number of teachers in a relatively narrow age-band is likely to recreate the current skewed distribution in the future.

Gender considerations

18. Male teachers in secondary education are more likely to be found in the older age cohorts (Hutchings, 2002a). The Teacher Training Agency is making strenuous and, to an extent, successful efforts to recruit a higher proportion of men into initial training. But, nevertheless, the secondary school profession will become increasingly feminised in the coming decade. Yet many of the senior positions in secondary schools are disproportionately held by men. Of secondary teachers between 40–59 years of age, 44% are men. Yet men hold 68% of all secondary headships, and 63% of all deputy headships. The relatively new grade of Assistant head, to which all appointments have been made in the past three years, is 69% male. This pattern is not one likely to act as an aid to retaining female teachers, who will be increasing as a proportion of the workforce.

Subject specialisation

19. This is not an area on which our research has focussed in depth. Nevertheless, it is worth reminding the Committee that while 60% of all secondary teachers are over 40, this proportion rises to 62% of design and technology teachers, 63% of mathematics teachers, 65% of chemistry teachers, and 68% of physics teachers. Retention measures may need to be particularly focussed on younger and mid-career teachers in these disciplines, because it will be a considerable challenge to replace those who will be retiring, and thus it is likely that there will be greater shortages in these subjects in the future.

Ethnicity issues

20. There are particular concerns about the low proportion of minority ethnic teachers in the profession. No figures are maintained nationally, but we have recently estimated that the total number of black and other minority ethnic teachers in England is 9,100 (Dalgety, Maylor and Ross, 2003b forthcoming). This represents 2.4% of the teaching force, compared to 9.1% of the working-age population of England (and 12.9% of the school population). These minority ethnic teachers are broadly distributed between primary schools and secondary schools much as the white teaching force, but they are particularly concentrated in certain regions: London, where they form 7.4% of the workforce, followed by the West Midlands (2.0%), Yorkshire and Humberside and the East Midlands (1.5% in each).

21. Our research (Ross, 2002) suggests that the level of retention for minority ethnic teachers is broadly comparable to that of white teachers. However, there are major issues in relation to promotion patterns that are likely, if they continue, to have a significant effect on future retention. Currently, of teachers who have between 15–25 years teaching experience, 16.9% of white teachers are in positions of head teacher or deputy head (primary and secondary phases). Only 11.1% of black teachers with equivalent experience, and 9.6% of Asian teachers, are in similar positions. Perceptions of this may affect the career decisions of the increasing

numbers of minority ethnic teachers currently being attracted into teacher training. While the NCSL is currently addressing this issue through programmes such as SHINE, it is crucial that it continues to be given high priority.

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July 2003

Memorandum submitted by Terry Creissen, Principal, Colne Community School

One of the reasons we have financial problems in schools is the teacher shortage of the past five years. Last year was particularly bad as demand outstripped supply. Consequently, good teachers were able to command a higher salary and Heads were willing to pay additional management points to ensure that their schools were fully staffed.

The impact on retention resulted in many Heads offering financial incentives for staff to stay in post. Thus, teachers who were relatively inexperienced were offered management points or recruitment and retention points to remain and not be lured to a neighbouring school.

Whilst salary is a factor in determining retention (and recruitment), it only has a short-term gain. Longer-term retention strategies must look beyond the simple financial rewards. This focuses on the work-life balance (workload), the quality of the school (in terms of standards of discipline and pupil attainment), as well as the quality of the working environment (time and space to plan, prepare and assess learning as well as support from senior staff and colleagues). Retaining good quality staff requires a balance of sufficient challenge to keep the job interesting with sufficient support to demonstrate that staff are valued in their interactions with youngsters.

Interestingly, the biggest factors seem to focus on pupil behaviour and workload. Both of these are in the hands of teachers themselves. If, instead of moaning about lower standards, teaching staff collectively worked to improve standards, their job satisfaction, work-life balance and level of senior staff support would improve dramatically. Those who simply blame senior staff for failing to sort out poor pupil behaviour should think before condemnation. The teacher who is without sin should be encouraged to throw the first stone. In this job, all of us have walked past a child who is not in correct uniform, has said a swear word, has dropped litter or other worse examples of poor behaviour. We have not always stopped to deal with the issue because we are in too much of a rush or too exhausted to challenge another student at the end of the school day. All of us have delivered a mediocre or even a poor lesson at some point because we didn't give enough thought to our planning and failed to meet the specific learning needs of a group of children in that class. Consequently, achievement in that lesson was non-existent and behaviour issues arose because the children were not given the right opportunities to develop their learning. To blame this on senior staff, LEAs, Ofsted and the Government is simply passing the buck. As professionals we need to make sure we work in collaboration with colleagues for the benefit of our learners. We may not always get it right and when we do not we ought to be professional enough to reflect on why that was the case and take action to avoid the problem in the future. When we do get it right, we should be suitably praised for achieving success in the complex job of educating young minds.

The Government and senior school leaders can improve retention in the profession by applauding our successes and providing sufficient space to allow professional time to reflect on problems. Teachers can improve their own lot by expending energy on reflection and resolution to problems with colleagues rather than trying to blame others for the situations that the teachers themselves have more power to avoid than anyone else. There are, of course, instances when retaining the services of some teachers is not desirable.

Central to all of this is the quality of leadership in our schools. This is proven to be good overall but where it is weak, teachers are not encouraged to take proper control of their own responsibilities and a consistent approach to planning, teaching and pupil discipline is not maintained.

June 2003

Memorandum submitted by Professor Alan Smithers, Specialist Adviser to the Committee

INTRODUCTION

1. Balancing teacher provision is not easy. A recent study by the Information Network on Education in Europe[1] found that of 31 European countries and regions only four—Finland, Spain, Northern Ireland and Scotland—reported that supply matched demand. Of the others, 13 (including England and Wales) reported general shortages, eight shortages in some regions or subjects, and six surpluses. Surpluses can be as much of a problem as shortages because they waste resources and leave teachers unemployed. Chart 1 illustrates the main factors that have to be taken into account.

Chart 1

BALANCING TEACHER PROVISION

Demand	***Supply***
• **Pupil Numbers**	• **New**
• **Policies**	• **Returners**
• **Retention**	• **Overseas**
• **Affordability**	• **Cover**

Outcomes

- **Balance**
- **Surplus**
- **Shortage**
- **Both**

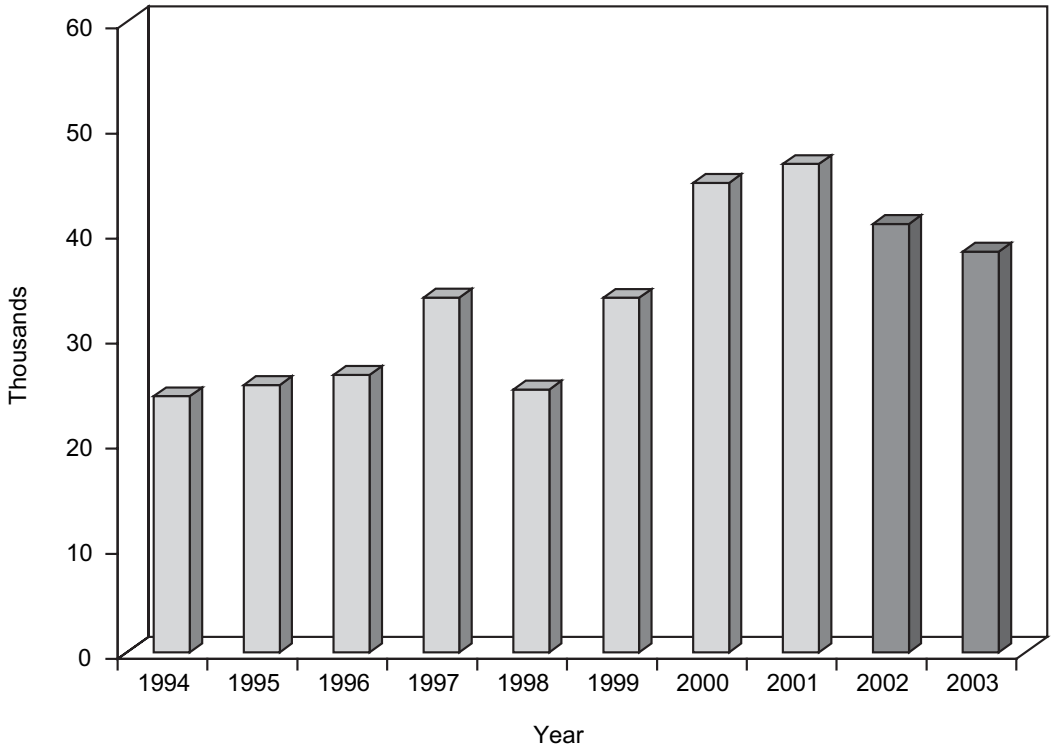
2. This paper begins with retention in secondary schools since this is the subject of the Committees inquiry, but it is set in the context of teacher provision generally.

Retention

3. Teacher retention has become the focus of concern in many countries. The National Commission on Teaching and America's Future[2] underlined its analysis of the staffing crisis in the United States by dubbing teaching, "the revolving door profession". In this country retention came to the fore when it was noticed that in the annual surveys of the Employers' Organisation for Local Government[3] resignations of full-time permanent teachers from maintained schools (primary and secondary) in England had risen from 25,000 in 1998 to 46,500 in 2001. The DfES commissioned the Centre for Education and Employment Research at University of Liverpool to investigate and report on what was happening. Its findings for 2002[4] and 2003[5] are given in Chart 2 alongside results of the Employers' Organisation's surveys for 1994 to 2001. Acknowledging the difficulty of deriving trends from different data sets it does not appear that the step rise in resignations has continued. Moreover, the Employers' Organisation's own survey[6] also found a drop in 2002.

Chart 2

TRENDS IN TEACHER RESIGNATIONS



Destinations

4. Teacher resignations in Chart 2 include teachers leaving to take posts in other schools as well as those leaving the profession. Chart 3 shows the range of destinations of those leaving full-time posts in secondary schools in 2003.

Chart 3

DESTINATIONS OF LEAVERS FROM FULL-TIME POSTS IN SECONDARY SCHOOLS

Destination	*Per Cent of Those Leaving*			
	Permanent Posts		*Fixed-Term Posts*	
	2002	*2003*	*2002*	*2003*
Full-Time Maintained School	46.0	45.5	24.7	27.2
Part-Time Maintained School	1.4	0.7	0.8	0.4
Supply Teaching	1.9	1.8	11.8	9.3
Independent School	3.7	2.6	2.4	2.4

Destination	*Per Cent of Those Leaving*			
	Permanent Posts		*Fixed-Term Posts*	
	2002	*2003*	*2002*	*2003*
Teaching Abroad	4.2	5.8	7.5	8.9
Lecturing FE/HE	0.7	0.7	0.4	0.8
Other Education	5.4	4.0	0.8	2.4
Other Employment	5.3	4.7	3.9	5.3
Maternity	2.8	2.3	0.4	0.4
Family Care	2.2	1.9	0.4	0.4
Travel	3.9	4.0	6.7	4.1
Overseas Ret Home	0.0	0.4	0.0	1.6
Normal-Age Retirement	4.9	5.7	1.6	1.2
Ill Health Retirement	2.5	2.2	0.4	0.0
Early Retirement	6.9	7.7	0.8	0.8
Redundancy	0.0	0.4	0.0	0.0
Other	3.5	3.4	4.3	0.8
Not Known	4.7	6.3	33.3	33.7
Total N[1]	2,087	2,048	255	246

[1] Resignations and contracts ending in 10 per cent sample of secondary schools in England.

Turnover and Wastage Rates

5. The different destinations can be encapsulated as turnover and wastage. The DfES defines turnover as all full-time teachers resigning or finishing their contracts, and wastage as full-time teachers leaving to take other than a full-time post in another maintained school. Chart 4 shows the data of Chart 3 presented in this form with primary schools included for comparison.

Chart 4

TURNOVER AND WASTAGE OF FULL-TIME TEACHERS

Measure	*Secondary*[1]		*Primary*[2]	
	2002	*2003*	*2002*	*2003*
Turnover	13.1	12.8	15.3	13.6
Wastage	7.3	7.2	9.3	9.2

[1] Based on 10 per cent representative sample.

[2] Based on 5 per cent representative sample.

6. It shows there has been little change in the turnover and wastage rates in secondary schools from 2002 to 2003. The turnover rate of about 1 in 8 full-time teachers compares not unfavourably with the 12.4 per cent from the health service and 11.5 per cent from local authorities[7], and is considerably better than the 26 per cent reported for the retail industries[7]. Both turnover and wastage tend to be higher in primary schools, attributable in part to the higher proportion of female teachers in that phase. Turnover but not wastage was down in this phase in 2003 associated with fewer opportunities to move because of falling rolls.

Region

7. Turnover and wastage varied with region. Chart 5 shows that both turnover and wastage tend to be higher in the south and east, particularly in Inner London.

Chart 5

TURNOVER AND WASTAGE IN SECONDARY PHASE BY REGION

Region	*% Turnover*		*% Wastage*	
	2002	*2003*	*2002*	*2003*
North East	9.5	14.1	4.9	6.0
North West	10.1	10.1	5.4	5.8
Yorks & Humber	13.6	11.8	8.0	6.3
East Midlands	11.0	12.1	5.7	7.8
West Midlands	12.5	11.6	6.4	6.3

Region	*% Turnover*		*% Wastage*	
	2002	*2003*	*2002*	*2003*
East of England	14.9	13.2	7.8	7.6
Inner London	17.5	13.3	10.7	9.3
Outer London	15.4	14.4	9.5	7.9
South East	14.2	14.7	8.2	7.8
South West	13.1	14.7	8.5	9.4
Total	13.1	12.8	7.3	7.2

8. There is broad similarity between 2003 and 2002. Overall turnover is slightly down, but Chart 5 shows that this conceals differences within regions. In the Inner London there is, for example, quite a sharp fall, but there are increases in the North East and South West. Although it is probably not the only factor operating, it is worth noting that London has the largest fall in secondary pupil numbers while the North East and South West have the largest increases[9]. Consistent with the argument that changes in pupil numbers are having a discernible effect on turnover, through their impact on the opportunity to move to another school, is that the difference in wastage in these regions between the two years is much less.

School Type

9. Full-time teachers leaving from one school to take a post in another tend to move to schools in less challenging circumstances. Chart 6 shows that turnover, but not wastage, was linked to pupils' GCSE results, socio-economic background and special educational needs. When schools were compared on these characteristics, turnover was found to be a third or more higher in schools in the less favourable situations.

Chart 6

TEACHER TURNOVER AND WASTAGE IN SECONDARY SCHOOLS BY INTAKE

Group	*GSCE Results*		*Free School Meals*		*Special Needs*	
	Turnover	*Wastage*	*Turnover*	*Wastage*	*Turnover*	*Wastage*
Above Average	11.48	7.06	16.21	7.55	16.52	7.58
Average	12.76	7.01	13.34	7.62	13.40	7.65
Below Average	15.54	8.02	12.10	7.42	11.99	7.32

Age

10. Chart 7 shows that turnover among teachers under 30 is about 25 per cent. Thus about one in four young teachers leaves their school (though not necessarily the profession) each year. Schools sometimes feel that teacher retention is a greater problem than the overall figures show and this may because these high rates of loss among their newer recruits are particularly noticeable. The mobility of the young is understandable in that they will tend to have fewer commitments, may be looking for wider experience, and indeed may be on fixed-term contracts.

Chart 7

TURNOVER AND WASTAGE IN SECONDARY SCHOOLS BY AGE

Age	*% Turnover*		*% Wastage*	
	2002	*2003*	*2002*	*2003*
Under 30	27.0	25.7	10.4	9.6
30-39	17.1	16.0	7.3	6.5
40-49	5.4	4.4	4.1	4.4
50 and Over	9.7	11.5	9.0	10.9
Total	13.1	12.8	7.3	7.2

11. Wastage among young leavers is half or less of turnover because of moves to other schools. But turnover among the over 50s is almost all wastage. Wastage among the younger and older teachers tends to be higher than that of those in their middle years. About three-fifths of the profession is over 40 so there have to be doubts about whether it is adequately renewing itself.

Likelihood of Return

12. Chart 8 shows that approaching 30 per cent of the young leavers thought it likely that they would return to full-time teaching, particularly those going to travel or teach abroad. Only a handful of those leaving after the age of 50 thought they would return to teaching full-time although more were willing to contemplate supply.

Chart 8

LIKELIHOOD OF RETURN

	Per Cent "Likely"	
Age	*2002*	*2003*
Under 30	28.3	29.5
30-39	26.9	22.9
40-49	11.6	7.7
50 and Over	7.6	4.8
All	18.3	14.6

RECRUITMENT

13. The other side of the coin is recruitment. The latest information comes from a survey[10] of applications to posts available for September 2003. The average number of applications received in response to an advertisement varied considerably between the primary and secondary phases, and with the type of post.

Chart 9

APPLICATIONS TO FULL-TIME PERMANENT POSTS

	Applicants per Post	
Type of Post	*Secondary*	*Primary*
Headteacher	16.2	9.2
Deputy/Assist Head	22.3	6.9
Head of Dept/Faculty	4.3	
Classroom Teachers	5.3	16.4
Overall	6.0	15.2

In keeping with ease of recruitment to training, and also falling rolls, Chart 9 shows that each advertised primary post attracted about 15 applicants compared to six for each secondary post, but the differences were even greater when the nature of the post is taken into account. Primary classroom posts attracted three times as many applications those in secondary schools. But for headships and deputy headships the position was reversed. A deputy headship in a secondary school was likely to attract three times as many applicants as one in a primary school, and a headship nearly twice as many.

Applications by Region

14. Chart 10 shows there was considerable variation in applications with region. The overall shape is similar to that for resignations with the south and east again faring less well than other parts of the country. Average primary applications ranged from 3.8 per post in Outer London to 33.9 per post in the North East. Applications to secondary posts followed a similar pattern to primary applications although at about one third the level. Again, the North West, Yorkshire and Humberside and the South West did relatively well and London, the East and the South East relatively poorly. But there is also an intriguing contrast in the North East.

Chart 10

APPLICATIONS BY REGION

Region	*Applicants per Post* *Secondary*	*Primary*
North East	3.9	33.9
North West	7.9	26.2
Yorks & Humber	6.6	31.4
East Midlands	6.1	16.1
West Midlands	5.3	14.3
East of England	3.2	9.1
Inner London	3.0	10.3
Outer London	3.4	3.8
South East	3.9	12.3
South West	7.0	28.1
Wales	9.4	7.0
Total[1]	5.3	16.4

Applications by Subject

15. There was also wide variation with subject. Chart 11 shows that history posts attracted, on average, about three times as many applications as those in maths, music, RE and Welsh. Art and geography also did relatively well, but English, design and technology and information and communications technology had to make do with between four and five applications per post. The position in physics is even worse than that in maths, but its position is masked by the ready recruitment to biology which falls in the same subject category.

16. Headteachers were also asked to rate the quality of the applications they were receiving. Quality was perceived to vary, to some extent, with the number of applications that were received. Over three-quarters of the applicants to the history and art posts were rated "good" down to maths where only 35 per cent were put in this category. This spectrum is consistent with the training figures. While history teacher training has no difficulty in meeting its targets, maths has always struggled and, in spite of incentives, 15 per cent of the places still remain unfilled. Further, an analysis[11] in 2000 showed nearly two-thirds of history graduates recruited to teaching held a first or upper-second compared with only a third in maths.

Chart 11

APPLICATIONS BY SUBJECT

Subject	*Applicants per Post*	*% Good*
History	11.8	76.9
Art	10.0	81.3
Geography	8.0	55.6
Science[1]	5.7	44.9
PE	5.6	68.9
Modern Languages	5.5	55.4
ICT	4.6	50.0
Design & Technology[3]	4.5	50.9
English[2]	4.3	55.5
Maths	4.0	35.0
Music	3.8	40.0
RE	3.5	39.0
Welsh	3.2	20.0
Other[4]	4.8	62.0
Total	5.3	52.6

[1] Includes physics, chemistry, biology, science and other science.

[2] Includes drama.

[3] Includes business studies and home economics.

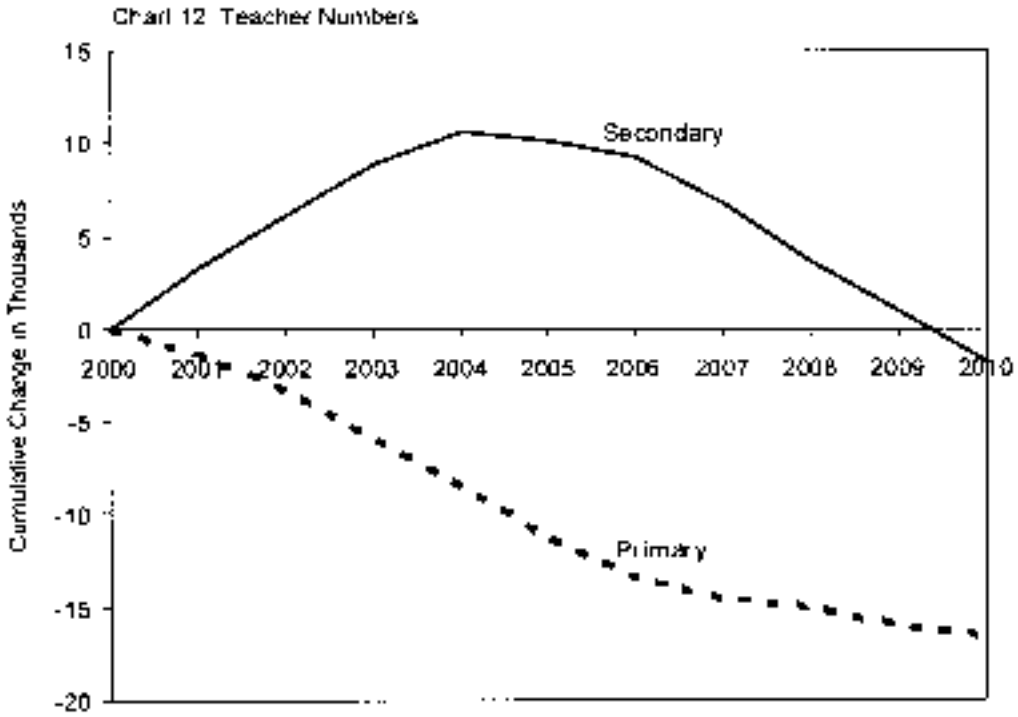
[4] Includes SEN and subjects other than those listed.

REQUIREMENT

17. The requirement for teachers is driven mainly by pupil numbers. With per pupil funding, the number of teachers that a school can afford will rise and fall with its intake. Chart 12 projects the likely relative requirement for teachers through to 2010 assuming that present pupil-teacher ratios are maintained. Pupil numbers in secondary schools have been rising through to 2004, but are now set to fall so that by 2010 some 12,000 fewer teachers will be needed. Primary numbers have been falling and with them the requirement for teachers. The latest DfES statistics[12] show that in January 2004 there were 1,400 fewer qualified regular full-time equivalent teachers in nursery and primary schools than in January 2003, and that comes on top of a reduction of 1,200 in the previous year. In primary schools alone (excluding nursery) the impact may have been even greater. Statistics of Education: Schools in England[13] reveals a reduction of 3,400 qualified full-time-equivalent teachers from the previous year.

Chart 12

TEACHER NUMBERS



18. Fewer posts in the primary phase may have contributed to the reduction in turnover noted in Chart 4. There will also have been competition from the buoyant recruitment to primary teacher training. The large number applicants per post suggest we could be heading for a surplus of primary teachers, and consequent unemployment, in some parts of the country. But for the secondary phase, even though pupil numbers will soon be declining, there are still appreciable recruitment shortfalls to be made up in a number of subjects.

July 2004

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