

Children and Young People Select Committee		
Title	Recruitment and retention of school staff – First Evidence Session	
Contributor	Scrutiny Manager	Item 5
Class	Part 1 (open)	28 June 2017

1. Purpose of paper

- 1.1. As part of its work programme the Committee has agreed to undertake an in-depth review of recruitment and retention of school staff.
- 1.2. This evidence report provides an initial response to the Key Lines of Enquiry that were set out in the scoping paper as agreed by the Committee on 19 April 2017.
- 1.3. In conjunction with this report, the committee should consider the evidence given by Dave Richards, Group Finance Manager – Children and Young People, under the previous item on the agenda entitled Financial Challenges for Schools. This provided information relating to the new funding formula, inflationary pressures, and the challenges of balancing school budgets without reducing provision or quality.
- 1.4. The committee should also consider the verbal evidence of James Kerr, NUT.
- 1.5. A second evidence session is scheduled for 13 July 2017 when the Committee will hear key messages emerging from visits to schools and the results of a survey that was sent to all primary and secondary schools in the borough.

2. Recommendations

- 2.1. Select Committee is asked to consider and discuss:
 - the contents of this report
 - the earlier evidence from Dave Richards, Group Finance Manager – Children and Young People under the School Budgets item
 - the oral evidence of James Kerr, NUT

3. The National Picture

Pupil numbers are rising

- 3.1. In 2015/16 the number of pupils in the school system in England rose by 121,000, or 1.4%, with the majority of the increase being in primary schools.¹ This was largely due to increased birth rates, which have been broadly rising since 2002, leading to an increase in primary-aged pupils since 2010.

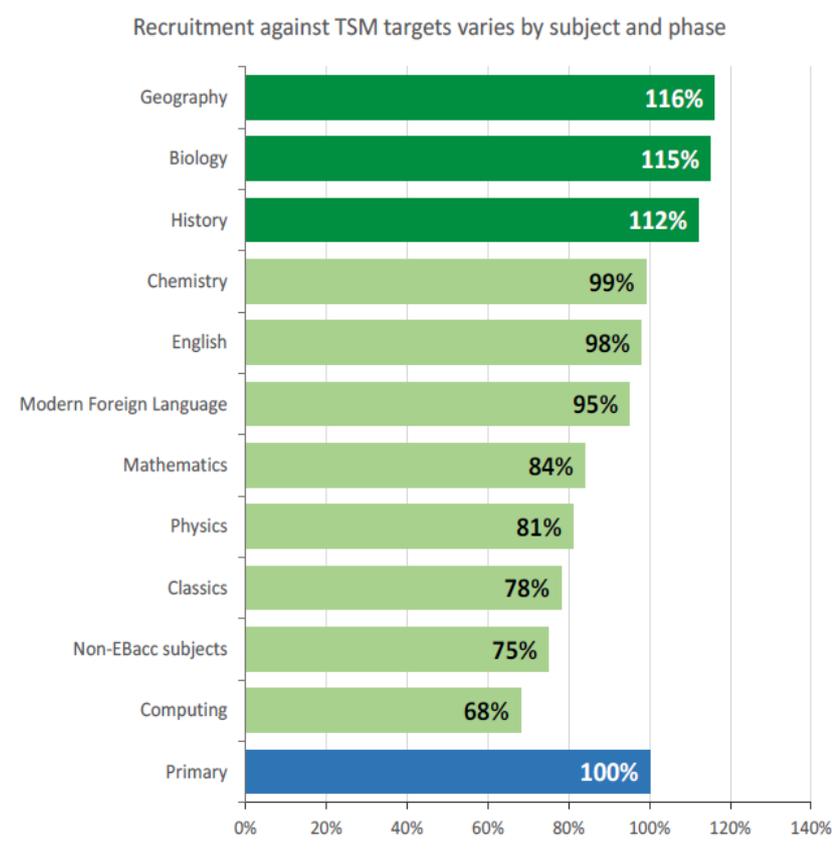
¹ Department for Education “Schools, pupils and their characteristics: January 2016”, published 28 June 2016

3.2. Between 2015 and 2024, pupil numbers in maintained and state-funded primary schools are projected to increase by 8% and pupil numbers in state-funded secondary schools have been projected to increase by 20%².

Teacher numbers

3.3. Schools face increasing challenges of teacher shortages. While the total number of full-time equivalent (FTE) teachers working in state funded schools in England has continued to rise, the FTE number of teachers in secondary schools has reduced by 2.5 thousand (a reduction of 1.2%).³

3.4. The table below shows the percentage recruited against the 2016-17 targets set out in the Teacher Supply Model, a statistical model that seeks to predict the future national need.



3.5. Nationally, the rate entry to teaching has remained higher than the percentage of qualified teachers leaving the profession⁴. However, the National Audit Office notes that the target for overall recruitment of teachers has been missed for the last four years (2012–13 to 2015–16) and that, within this, recruitment to certain subjects,

² Department for Education “Schools, pupils and their characteristics: January 2016”, published 28 June 2016

³ *ibid*

⁴ Department for Education “School Workforce in England: November 2016

such as mathematics and physics, has been particularly challenging. Applications for teacher training were down by 7% compared to the previous year.⁵

- 3.6. Although the national primary target has been met, some primary head teachers “are struggling to recruit enough teachers and are doubtful about the teacher supply model suggestion that we are overtraining on primary teachers”⁶.
- 3.7. The Wellcome Trust, in its report “Primary Science: is it missing out?”⁷ reported a lack of science and maths expertise in primary schools, as well as weak strategic leadership in these subjects.
- 3.8. The Institute for Fiscal Studies estimates that, in order to maintain the current pupil:teacher ratio, there would need to be an additional 30,000 teachers in the profession in 2020 compared to today, as the pupil population is expected to rise by 450,000 between 2016 and 2020⁸.
- 3.9. Teacher ‘wastage’ - the number of people either leaving the profession for reasons other than retirement – is at the highest rate for 10 years, at 9.4% for full time teachers and 14% for part time. In 2015-16, secondary schools in England saw the largest increase in wastage rates since November 2011.⁹ Teacher wastage rates are greater in London than in any other region – a rate of around 1 in every 8-9 teachers.¹⁰
- 3.10. Around a third of teachers leave the profession within 5 years of qualifying,¹¹ and according to a Guardian survey carried out in 2016, some 43% of 4,450 of England’s teachers in the state sector said they wanted to leave the profession within the next 5 years.¹²
- 3.11. To summarise, pupil numbers are increasing and insufficient teachers are being recruited to teach them, and a significant proportion of teachers entering the profession leave within the first five years of qualifying.
- 3.12. London appears to feel this more acutely than other parts of the country, and the reasons for this will be explored further in the second evidence session on 13 July.

⁵ Department for Education “School Workforce in England: November 2016

⁶ James Noble-Rogers, Universities Council for the Education of Teachers, giving evidence to the House of Commons Education Committee

⁷ Primary Science: is it missing out? – recommendations for reviving primary science, Wellcome Trust, September 2014

⁸ Institute for Fiscal Studies, “English schools will feel the pinch over the next five years”, 2015, available at: <http://www.ifs.org.uk/publications/8027>

⁹ DfE – Statistics – School Workforce in England (November 2014)

¹⁰ Martin Powell-Davies, London Regional Secretary, NUT, giving evidence to the GLA Education Panel on 17 November 2016. A transcript of the meeting can be found at:

<https://www.london.gov.uk/LLDC/documents/b14896/Minutes-%20Appendix%201-%20Transcript%20of%20Item%205%20Thursday%2017-Nov-2016%2014.00%20Education%20Panel.pdf?T=9>

¹¹ Nick Gibb MP, Minister for Schools Standards, confirmed in a written parliamentary answer on 7 October 2016 available at: <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Commons/2016-10-07/47083>

¹² <https://www.theguardian.com/teacher-network/datablog/2016/mar/22/60-hour-weeks-and-unrealistic-targets-teachers-working-lives-uncovered>

4. The Lewisham picture

Pupil numbers

- 4.1. Lewisham has 90 schools educating approximately 39,000 pupils.
- 4.2. Since 2008, the Borough has experienced unprecedented growth in the birth rate, resulting in 7 years of increased demand for reception places in Primary Schools. During this period the reception cohort increased from 3,136 in 2008 to 3,868 in 2014, nearly a 25% increase. To meet this demand the council has provided 15 permanent expansions, 70 one-off temporary expansion classes (bulge classes) and extended the age range of 2 secondary schools to include primary children.

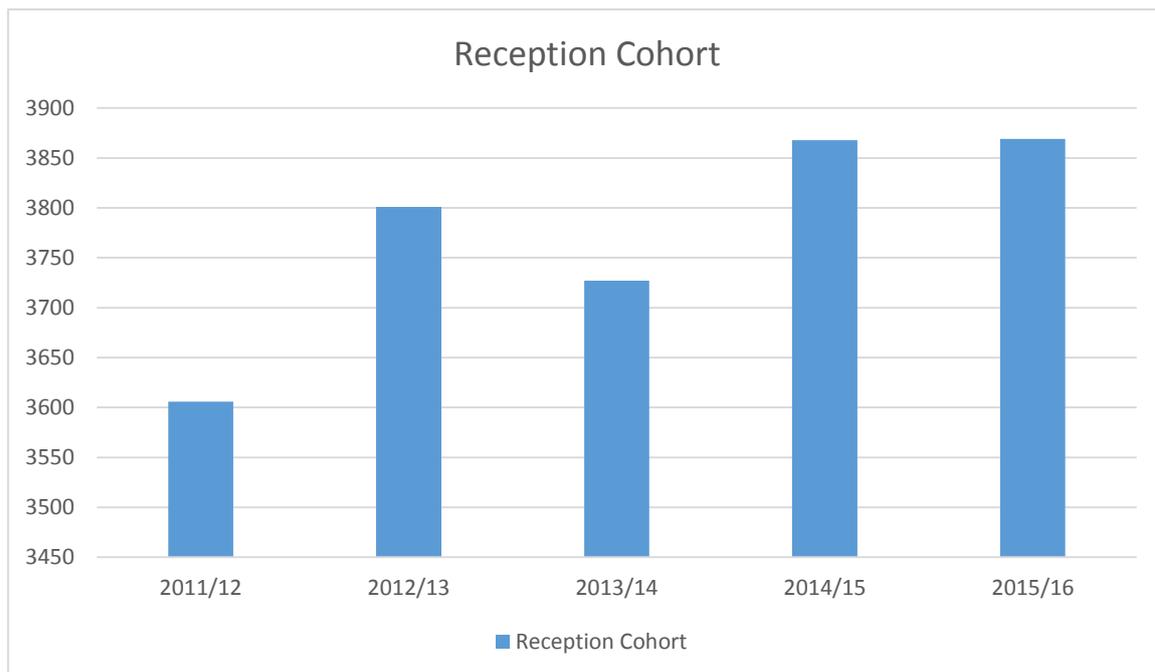


Table showing number of children entering Reception in Lewisham by year 2011/12 – 2015/16

- 4.3. Pupil numbers applying to enter Lewisham's primary schools in September 2017 have dipped by approximately 5%. This is largely due to a reduction in the birth rate. It may also have been affected by the results of European referendum. It is not yet known what the full impact of Brexit will be, but anecdotally, schools are indicating that some of the borough's European families are returning to their countries of origin, which may contribute to a fall in pupil numbers entering primary school.
- 4.4. Secondary schools are soon to experience a rise in numbers, based on the numbers of pupils coming through Lewisham primary schools. If families are leaving the UK due to Brexit, this could impact on secondary pupil place projections, which in turn could lead to fewer pupils on the roll and therefore impact on expansion plans.
- 4.5. Current primary place forecasting is informed by a combination of the GLA School Roll Projections services and a more refined 'Lewisham' model. Both sets of projections are informed by centrally held demographic data including the Office of National Statistics (ONS) census data, fertility rates and birth rates and locally held information such as migration patterns and planned housing growth.

- 4.6. Secondary place projections are more secure as they take account of children already in the system. However, Lewisham is a net exporter of secondary pupils, each year losing over a quarter of its primary pupils to secondary schools outside the borough. Lewisham's Secondary Challenge aims to raise standards in the borough's secondary schools which, it is hoped, will lead to an increase in demand beyond current projections. Lewisham currently has a surplus of secondary spaces, mainly within Deptford Green, Prendergast Ladywell Fields and Sedgehill.

Teacher numbers

- 4.7. Limited data is available on teacher numbers, vacancies, and wastage rates within the borough as schools are responsible for their own recruitment and retention. Information is not gathered centrally. Schools can buy services from Lewisham, either schools HR – outsourcing recruitment, staff contracts, managing teacher absence – or NQT training through the Local Authority or one of the Teaching School Alliances. There are four Teaching School Alliances in Lewisham, which together make the Lewisham Teaching School Alliance Partnership (LTSAP). These are South Thames Early Education Partnership (STEEP), Atlas Partnership (delivered through Haberdasher Aske's Federation), Endeavour Teaching School Alliance (Tidemill Academy) and the Education Teaching Alliance (ETAL) Haseltine Primary.
- 4.8. Lewisham's schools can choose how they recruit trainee teachers. There are many routes to train as a teacher, see paragraph 5.2 below. Schools can procure services from the Teaching School Alliances to recruit trainees to employment-based routes to achieving Qualified Teacher Status. Teaching Schools Alliances offer school to school support and CPD for staff. To be a teaching school, the school must achieve an outstanding Ofsted rating.
- 4.9. While the council's role in teacher training is limited, the Local Authority with LTSAP has recently run a "Teach in Lewisham" event, with the aim of attracting a greater pool of good quality candidates, mainly through the School Direct route, but open to all potential ITT candidates regardless of training route. Over 50 delegates attended this event, including non-graduates. STEEP received three School Direct applications, and recruited two. The third was not Early Years trained and so was redirected to other Lewisham TSAs but applied too late. Two further events are planned for the next academic year.
- 4.10. There is a lack of data on how many of its NQTs the borough retains after they have passed their induction period as the Local Authority is not required to report this information to the National College for Teaching and Leadership. Nor is there a requirement for Lewisham schools to register their NQTs with Lewisham Local Authority as their 'Appropriate Body' (AB). The AB has responsibility for the registration, monitoring and assessment of NQTs.

Table showing Newly Qualified Teacher registrations with Lewisham LA
'Appropriate Body'

Academic year	Newly Qualified Teacher registrations with Lewisham LA 'Appropriate Body' (Responsible for the registration, monitoring and assessment of NQTs)
2016 - 17	171
2015 – 16	192
2014 – 15	211 (NB. Includes 'carry-forward' registrations from 2013-14 for NQTs who were completing induction across academic years. LA moved to a new online registration system in Sept. 2014)
2013 – 14	188
a2012 – 13	221

4.11. Schools can use any Local Authority or Teaching School for the AB role. Similarly there is no collated data on whether teachers trained in Lewisham schools on an employment-based route to Qualified Teacher Status stay within the borough or otherwise, and no data on where teachers move on to. The council has a limited role in recruitment, and therefore does not have access to such information in order to collate it. There is no obligation on schools to gather this information.

5. Barriers to recruitment and retention

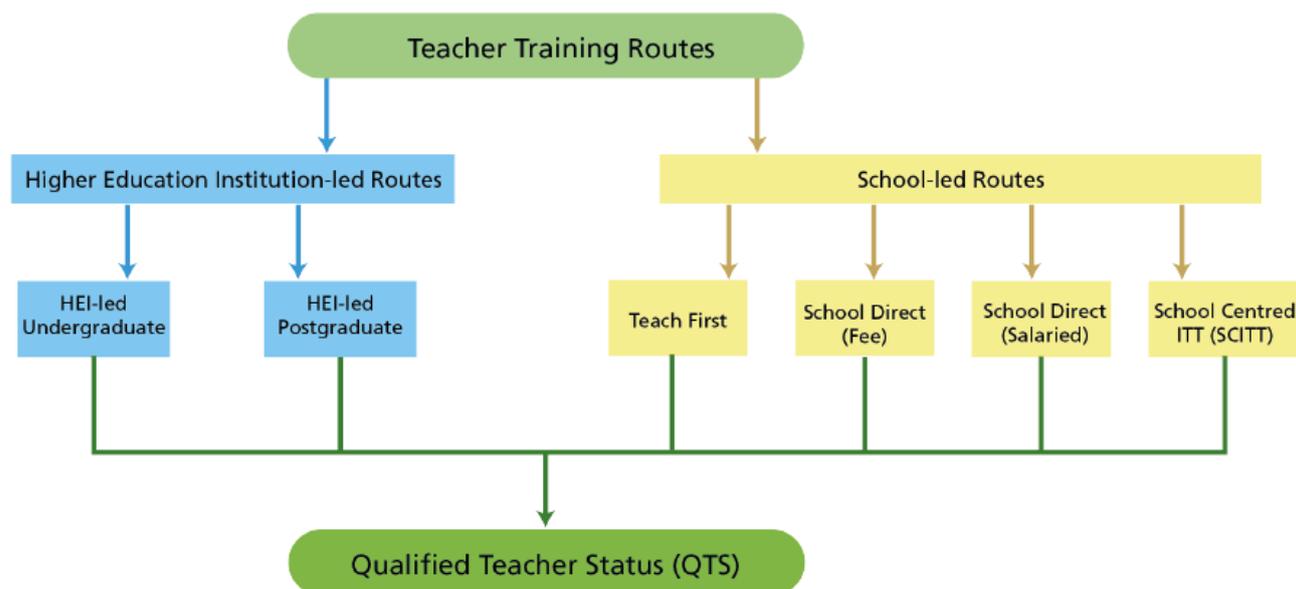
5.1. On 8 February 2017, the House of Commons (HoC) Education Committee published a report¹³ on the recruitment and retention of teachers. The report identified a number of barriers to recruitment and retention as follows:

ITT routes

5.2. Firstly, the range of available of routes to teaching can be confusing. Currently, Initial Teacher Training (ITT) can be undertaken through a higher education institute (HEI)-led route or a school-led route. School-led routes include salaried options (Teach First or School Direct) or fee-based options (School Direct or School Centred ITT). Just over half of teachers entered the profession via the school-led route in 2016/17.¹⁴

¹³ Recruitment and Retention of Teachers, Fifth Report of Session 2016-17

¹⁴ DfE Initial Teacher Training census for the academic year 2016 to 2017



5.3. The HoC Education Committee found that:

5.4. “The number of different routes into teaching are not always well understood by applicants and can be confusing. The absence of a central application system for school-led ITT leads to inefficient application systems and does little to address regional shortages”.¹⁵

Pay

5.5. Pay may impact on both recruitment and retention. Teaching offers a lower salary than many of the career options available to graduates. The House of Commons Public Accounts Committee heard that

“A graduate can earn far more money going to work in Aldi than they can from being a teacher”.¹⁶

5.6. Teachers of certain subjects – such as Science, Technology, Engineering and Maths (STEM) – are perhaps more likely to have lucrative alternative employment options. However a National Foundation for Educational Research report showed that science teachers were most likely to leave teaching at 31%, whereas only 17% of maths teachers were considering leaving¹⁷.

Workload

5.7. Heavy workloads have been well documented as a problem in teaching. Workload may be a factor that deters new recruits to the profession, and it certainly has a bearing on retention rates. In a Guardian survey of more than 4,000 teachers in 2015/16, 82% described their workload as “unmanageable”, with more than three-quarters reportedly working between 49 and 65 hours a week.

¹⁵ Recruitment and Retention of Teachers, Fifth Report of Session 2016-17

¹⁶ Oral evidence of Rachel Shaw – Head teacher of Branston Junior Academy in Lincolnshire, to House of Commons Education Committee, 7 March 2016

¹⁷ Engaging Teachers: NFER analysis of Teacher Retention, September 2016

- 5.8. A survey published in October 2015 by the NUT and YouGov found that over half of teachers were thinking of leaving teaching in the next two years citing 'volume of workload' (61%) and 'seeking better work/life balance' (57%) as the two top issues causing them to consider this¹⁸.
- 5.9. This view is supported by The Key, an information service for school leaders, which reported that 44% of primary leaders and 42% of secondary leaders thought the pressure of workload was the main reason teachers' left their school.
- 5.10. The Education Policy Institute (EPI) found teachers in England work on average 48.2 hours per week, some 19% longer than the average in other OECD countries, with 20.4 hours spent teaching. This is the same as the average across OECD countries.¹⁹
- 5.11. Over the past six years, schools have had to face changes to the curriculum, assessment and the accountability system as well as uncertainty about school structures and funding, all of which have added to workload.

Continuing Professional Development

- 5.12. There is no requirement for teachers to complete CPD so long as they meet the Teachers' Standards, as defined by Schedule 2 of The Education (School Teachers' Qualifications) (England) Regulations 2003 and The Education (School Teachers' Appraisal) (England) Regulations 2012.
- 5.13. Analysis by the Education Policy Institute of the Teaching And Learning International Survey (TALIS) 2013²⁰ showed that teachers in England carried out fewer days of CPD than most other OECD countries, averaging 4 days a year. Giving evidence to the House of Commons, Peter Sellen from the EPI advised that "60% of teachers agreed that one of the key barriers to accessing professional development was their work schedule."²¹
- 5.14. Heavy workload and access to CPD are linked, but CPD can improve teacher retention, as well as teaching practice.
- 5.15. Quality of CPD available can also be an issue. Schools often carry out CPD in-house which is often very effective but exposure to external expertise can be beneficial. One witness reported to the House of Commons that most CPD currently being provided is driven by regulatory or statutory frameworks, eg curriculum change, Ofsted, Prevent. Subject specific training is necessary to retain and develop subject knowledge and practice, and especially for so for teachers teaching outside of their specialism. A culture of valuing and encouraging CPD needs to come from senior leadership within each school.

6. Evidence from James Kerr, National Union of Teachers (NUT)

¹⁸ Source: NUT commissioned YouGov poll of 1020 teachers carried out in June/July 2015 and published in October 2015. Available at: <https://www.teachers.org.uk/news-events/press-releases-england/nutyougov-teacher-survey-government-education-policy>

¹⁹ Teacher workload and professional development in England's secondary schools: insights from TALIS, available at http://dera.ioe.ac.uk/27930/1/TeacherWorkload_EPI.pdf

²⁰ <http://www.oecd.org/edu/school/talis-2013-results.htm>

²¹ <https://www.publications.parliament.uk/pa/cm201617/cmselect/cmeduc/199/19908.htm>

6.1. The committee will hear from James Kerr, National Union of Teachers. He will give a presentation on the key issues for the region, from the point of view of union members.

7. Key lines of enquiry

7.1. This evidence session has been designed to enable members of the Committee to address the key lines of enquiry as set out in paragraphs 8.1 and 8.2 of the scoping report, which was considered on 19 April 2017. In particular to consider:

- What are the challenges and constraints faced by schools?
 - New funding formula
 - Inflationary pressures including changes to employer contributions
 - Pupil place planning, forecasting and forward planning
 - Changes in curriculum and government legislation
 - Balancing budgets
- What is the data showing us in terms of numbers training, qualifying and remaining in teaching
- What are the barriers to successful recruitment and retention of staff
- These key lines of enquiry will be further explored in subsequent evidence sessions.

If you have any questions, please contact Emma Aye-Kumi (Scrutiny Manager) on 02083149534.