



House of Commons  
Education and Skills Committee

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# **Secondary Education: Teacher Retention and Recruitment**

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**Fifth Report of Session 2003–04**

*Volume I*





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***Volume I***

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### Footnotes

In the footnotes of this Report, references to oral evidence are indicated by 'Q' followed by the question number. References to written evidence are indicated in the form 'Ev' followed by the page number.

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## Summary

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We decided to undertake an inquiry into teacher retention and recruitment in secondary education because of concerns about systemic problems in the teaching workforce in secondary schools; too many teachers were resigning from their posts, a third had expressed a desire to leave the profession over the next five years and recruitment had declined dramatically. During the inquiry, however, we did not find evidence of endemic problems with retention and recruitment, but we did discover a number of specific problems which pose very real difficulties for those schools which are affected. We also explored a number of underlying issues which need to be addressed in order to prevent difficulties in the future.

Challenging schools have particular problems with retention and recruitment. We believe that one of the best ways to help them retain teachers is to seek out those trainees who are keen to work in challenging schools and to provide them with specially tailored training and a network of post-qualification support. We were impressed by the work of Center X at UCLA, which trains and supports teachers in this way, and we recommend that similar programmes are developed here.

It is not just the more challenging schools which have difficulties in recruiting staff. The School Teachers' Review Body is suggesting that schools which face persistent labour market difficulties should be allowed to offer higher levels of pay. Where there are persistent problems of recruitment it is surely right in the interests of children's education that financial incentives are available to attract teachers. They have worked well in encouraging more people to train as secondary teachers, and could make a significant difference. We look forward to seeing the School Teachers' Review Body's recommendations following its consultation.

There are persistent shortages of teachers in some subjects, which the Government has sought to address through training bursaries and "Golden Hellos". Problems with the designated shortage subjects, and with others, need to be closely monitored to make sure that policies to encourage people to teach in these subjects are effective. On a related issue, more information is needed on the numbers of teachers in secondary school teaching outside their specialist subjects and the reasons why they are doing so, and we welcome the fact that the DfES is commissioning a research project into the deployment patterns of mathematics and science teachers.

The workload agreement is designed to take certain administrative tasks away from teachers and provide them with more preparation and other non-contact time. The successful implementation of the agreement could aid significantly the retention of teachers in the profession, but there are substantial problems. The DfES needs to do its utmost to keep the workload agreement in place and to encourage those who are not participating in it to do so.

We heard in evidence that fewer than 50% of those who begin teacher training are teaching after five years. It is notable that the retention rate of those who train through the employment based routes is considerably higher than the university or postgraduate courses, with more than 90% achieving qualified teacher status. Concerns about the high level of drop-out from initial teacher training could be addressed by seeking to expand the employment based routes.

We were told that, where it worked well, the new induction year for newly qualified teachers made it more likely that people would stay in the profession at the end of the year. We recommend the introduction of a graduate entry programme integrating the end of training, the induction year and support in the early year's of a teacher's career. This could reduce significantly the number of teachers who are no longer teaching within five years of qualifying.

Poor standards of pupil behaviour—general indiscipline, violent behaviour and verbal abuse—is the reason given by many teachers for leaving or contemplating leaving the teaching profession. A reduction in the incidence of poor behaviour in schools will help both teachers and pupils. If the Government's behaviour improvement strategies work, they should be pursued with vigour. If they do not, alternatives need to be found. In any event, the evaluation needs to be as thorough and as expeditious as possible. We cannot afford to wait for years to discover whether or not the DfES is on the right track.

Despite the influx of new teachers through initial teacher training, 50% of teachers are over 45. That could spell problems for schools over the next ten to fifteen years. One of the themes of this inquiry has been that teaching should no longer be seen necessarily as a career for life, and with more people joining at a later stage in life the age profile can be expected to change. What is needed is a good balance within the profession; those who have long-term careers in teaching, those who teach and then move on to another career and those who come to teaching as a second or third career. We do not suggest that a balanced profession is an easy thing to achieve, but it is a situation which needs to be managed, so far as that is possible, rather than left entirely to chance.

On 8 July the Government set out its plans for schools for the next five years. One thing is certain: the success of the Government's policies for improving schools depends on teachers. As part of its five year strategy, the Government must develop a plan for the structure and strategic management of the teaching profession which addresses the specific issues we have identified; without sufficient appropriately qualified and experienced teachers, all plans for improvements in school provision will come to nothing.



# 1 Introduction

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1. The Committee announced its Secondary Education inquiry on 4 November 2002, with its focus on four areas: Diversity of Provision; Pupil Achievement; Teacher Retention and School Admissions.

2. So far we have produced reports on our visits to Auckland and Birmingham, on Diversity of Provision, on Pupil Achievement and on School Admissions. Following publication of this report we intend to produce a sixth report looking at the general conclusions that may be drawn from our exploration of secondary education.

3. The aim of this part of the inquiry was to scrutinise the Department's policies relating to teacher retention and recruitment and the evidence upon which they are based. In examining those issues we looked at the variety of factors influencing teacher retention including recruitment, initial teacher training, workload and continuing professional development.

4. During the course of the inquiry we took oral evidence from Mr David Miliband MP, Minister of State for School Standards, the General Teaching Council, Professor John Howson, Director, Education Data Surveys and Visiting Professor at Oxford Brookes University, Professor Bob Moon and Mrs Elizabeth Bird of the Centre for Research in Education, The Open University, the National Employers' Organisation for School Teachers, the Secondary Heads Association, the National Association of Head Teachers, the National Union of Teachers, the National Association of Schoolmasters and Union of Women Teachers, <sup>1</sup>the Association of Teachers and Lecturers, the Professional Association of Teachers, the National College for School Leadership and the Teacher Training Agency. We received 23 written memoranda. We are grateful to our specialist advisers, Sir Peter Newsam, Professor Alan Smithers and Valerie Bragg, for their assistance with this inquiry.

## The issues

5. In seeking to establish an accurate picture of the extent to which teacher retention is a real problem, a distinction needs to be drawn between turnover (teachers resigning from a school) and wastage (teachers leaving the teaching profession altogether). While turnover is more of an issue at individual school level, although not for all schools, wastage represents a loss of experience from the system in general and arguably a diminished return on the investment made in teacher training.

6. One of the factors which suggested that there was a problem is that in the years 1998 to 2001 there had been a steep rise on the number of teacher resignations demonstrated by figures produced by both the DfES and by the National Employers' Organisation for School Teachers (NEOST)<sup>2</sup>. Another was a survey of teachers carried out by MORI for the General Teaching Council and published in January 2003 which suggested that 36% of teachers did not expect to be teaching in five years time. A breakdown of that figure

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1 Eamon O'Kane of NASUWT has sadly died since giving evidence to the Committee.

2 See *Factors affecting teachers' decisions to leave the profession*, Alan Smithers and Pamela Robinson, Centre for Education and Employment Research, University of Liverpool, April 2003, para 1.10.

showed 18% planned to retire, 12% wished to find alternative jobs in education, and 6% wanted to change profession entirely.

7. On the other hand, the DfES argued that:

“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.

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...

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.”<sup>3</sup>

In 1982 there were just over 7.7 million pupils (full-time equivalents) in maintained schools, against just under 7.6 million in 2002–03<sup>4</sup>.

8. As our inquiry progressed, a further factor came into play, namely the difficulties caused to schools by the changes in funding formula introduced for 2003–04. We have reported previously in some detail on the schools funding issue,<sup>5</sup> but the questions which arose from it which have relevance for this report are; how many teachers lost their jobs and how many posts remained unfilled because schools did not have sufficient money in their budgets?

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3 Ev 161

4 Statistics of Education Class Sizes and Pupil Teacher Ratios in England, Department for Education and Skills, May 2002, Table 1, p 9, and Department for Education and Skills Departmental Report 2004, Annex J, p 125.

5 Education and Skills Committee, First Report Session 2003–04, *Public Expenditure: Schools' Funding*, HC 112.

## 2 Quantifying the retention issue

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9. Professor John Howson summed up the judgement that has to be made when assessing whether there is a problem with retention of teachers. He told us:

“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.”<sup>6</sup>

10. Research for the DfES conducted by the Centre for Education and Employment Research, University of Liverpool, looked at teachers resigning from their jobs in 2002. 12.8% of secondary teachers resigned, but the largest proportion of those (38.8%) were moving to another full-time post at a maintained school. Some went on to other teaching jobs, such as supply teaching (3.6%) or teaching in the independent sector (3.4%), or to other posts within education (4.5%). Those leaving teaching and education completely (to other employment, 5%, to travel, 4% and 13.5% retiring) formed a relatively small proportion of those resigning. Therefore wastage, the complete loss of teachers to the profession, does not appear to be a significant issue for the teaching workforce overall.

11. There are however some particular problems. One concerns the age profile of the profession. As the Secondary Heads Association (SHA) told us:

“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;

28% of teachers are aged 21 to 34.

The implication is that rates of loss will rise significantly over the next fifteen 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.”<sup>7</sup>

12. As SHA goes on to say “Of particular concern is the inevitable loss of the large number of experienced and highly effective senior teachers due to retire during the next ten years. These staff will be very hard to replace.”<sup>8</sup>

13. Secondly, recruitment and retention difficulties are not the same throughout the country. London and the South East have particular difficulties arising from high costs of living, particularly housing costs, and greater competition for graduate employment. Professor Bob Moon of the Open University told us about recent discussions with the

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6 Ev 29, para 1.1.

7 Ev 78,79.

8 Ev 79

education service in Hillingdon about its fruitless search for maths teachers: “They could not get a head of maths and they could not get any maths teachers.”<sup>9</sup>

14. Professor Howson produced statistics showing the retention rates for maths teachers who completed their training in 1995. Of those who trained in the North, more than 60% were still in teaching in 2001. For London, the figure was 50% and in the South East, the figure was only 41%.<sup>10</sup> Graham Lane of the National Employers’ Organisation for School teachers (NEOST) told us:

“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.”<sup>11</sup>

15. The third issue is the recruitment and retention of teachers from minority ethnic backgrounds. The National Union of Teachers told us:

“Evidence from the NUT and others 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.”<sup>12</sup>

16. Fourth on the list are schools in challenging circumstances. SHA told us that “Retention is harder in schools serving disadvantaged communities.”<sup>13</sup> The DfES said that:

“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”.<sup>14</sup>

The Department argued, however, that this was not inevitable: “...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.”

17. The final point is the shortage of teachers qualified in certain subjects. There are five priority subjects for recruitment: maths, science, design and technology, modern languages and English.<sup>15</sup> As we discussed in looking at regional variations, in some areas fewer than 50% of maths teachers, for example, are still teaching after five years. The Teacher Training

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9 Q 159

10 Ev 33

11 Q 210

12 Ev 97

13 Ev 80

14 Ev 169

15 Ev 138

Agency highlighted the fact that the difficulty of recruiting teachers for certain subjects was related to the number of students taking first degree courses:

“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.”<sup>16</sup>

## Data on teachers in service

18. During the inquiry we talked to a number of witnesses about the quality of the data available on the teaching workforce and whether there was adequate information to enable informed decisions to be made about the efficacy or otherwise of Government initiatives. Professor Howson said that, “Clearly one problem with any inquiry into retention is the paucity of available data on the current position as opposed to the historical position.”<sup>17</sup> We asked him why the data was not available. He told us:

“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.”<sup>18</sup>

19. He drew a distinction between public sector statistics, which he said the Office of National Statistics “clearly demand are of the highest possible quality”, and management information on what is happening day-to-day :

“Throughout most of my career I have championed the need for an organisation to have good management information.”<sup>19</sup>

20. NEOST told us that it had 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;

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16 *ibid*

17 Q 110

18 Q 113

19 *ibid*

- teacher wastage—the numbers leaving LEA maintained schools; and
- recruits.”<sup>20</sup>

21. We asked how the data collected by NEOST differed from that collected by the DfES. Graham Lane, Chair of NEOST, told us “The difference is a series of wastage statistics with [the DfES] 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.”<sup>21</sup> Ronnie Norman, Vice-Chair of NEOST pointed out that not just the Department and NEOST but also the GTC asked schools for data, and agreed that it would be better if multiple surveys were not required.<sup>22</sup>

22. We do not agree that there is insufficient data on the teacher workforce. Indeed, the problem if there is one is that there is too much data; the Department, NEOST and the GTC all collect data on teachers in service, all on a slightly different basis. This can lead to confusion with figures becoming parts of different narratives about what is happening in the teaching profession (although given that the GTC collects data on teachers, we were surprised that those who gave evidence on its behalf were not able to provide us with as detailed a commentary as we would have expected on developments in the recruitment and retention of teachers)

23. **It would be a significant step forward if there was to be agreement between the different organisations on the form of data to be collected so that schools are asked only once to provide the information and a consistent interpretation of the trends is possible.** One thing that is currently missing from the published data which would be extremely useful is enough information at a local level to establish, for example, how the schools’ funding problems in 2003–04 affected teacher employment.

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20 Ev 68

21 Q 197

22 Q 198

### 3 Why does retention matter?

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#### Value for money

24. There is turnover in all professions. When does the level of turnover and wastage become a problem? Professor Howson told us that:

“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.”<sup>23</sup>

25. A rise or fall in pupil numbers will also have an effect on the number of teachers required, but if recruitment broadly keeps in balance with departures the problem, on the face of it, is minimal. However, one important consideration which needs to be kept in mind is the amount of public investment there is in teacher training.

26. In 2002–03, the Teacher Training Agency spent £187 million on funding Initial Teacher Training (ITT) courses and £127.6 million on student bursaries.<sup>24</sup> TTA statistics show that 13% of final year student in ITT in 2001–02 did not become qualified teachers.<sup>25</sup> 12,100 trainees<sup>26</sup> completed ITT for secondary education in 2001, but only 8,730 were employed in the maintained sector by March 2002.<sup>27</sup> The question of why almost a third of those who qualified to teach do not find employment as teachers and whether this is an acceptable level of wastage is one we will return to later.

#### Impact on pupil achievement

27. An important issue is the extent to which turnover of teachers affects performance by pupils. Professor Howson pointed to research he had undertaken for the National College for School Leadership linking the length of a head teacher’s service with a school’s Performance and Assessment [PANDA] grade:

“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.

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23 Ev 32

24 Teacher Training Agency, *Annual Report 2002–03*, July 2003, HC 994, p 19.

25 Teacher Training Agency Performance Profile 2003, Sector level statistics for the academic year 2001–02.

26 Not including those training through employment routes.

27 Department for Education and Skills, *School workforce in England 2003 edition*, tables 6 and 8(iii).

- 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 six+ 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.”<sup>28</sup>

28. The DfES in its memorandum commented on the problems turnover of teaching staff generally can have for schools:

“Schools which are unable to retain high calibre teachers find it harder to achieve high standards for their pupils. Ofsted has commented in recent annual reports on the difficulties faced by schools in areas of high turnover.”<sup>29</sup>

29. Ofsted expanded on that point in its memorandum:

“A significant number of schools going into special measures experience difficulties in recruiting and retaining teachers of a high enough calibre...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.”<sup>30</sup>

30. High turnover, and the inability of some schools to recruit sufficient high calibre teachers, has a knock on effect on the achievement of pupils in those schools. Turnover within the profession may not be a significant issue for schools in general; but for those schools in the most challenging circumstances it can exacerbate an already difficult situation.

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28 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.

29 Ev 169, para 73.

30 Ev 224, para 8.



## 4 Recruitment, training and development

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### Recruitment

31. The trigger for concern about recruitment was the decline in numbers taking up places on ITT courses for secondary education, and the failure to meet targets for recruitment to courses. In 1998–99, 15,340 students were recruited to ITT courses for secondary education in England And Wales. The target for the year was 20,355. Recruitment was therefore 25% below the target, and 9% below the numbers recruited the previous year.<sup>31</sup> The following year saw no improvement. In 1999–2000, the target was lower at 18,470 but recruitment at 14,840 was still 20% below the target, and 3% lower in absolute terms than that in 1998–99.<sup>32</sup> That 14,840 figure represented just over 12% fewer trainee teachers than the 16,910 that had been recruited onto courses only two years before in 1997–98.

### Financial incentives

32. In these circumstances, it is not surprising that the Government decided that action was necessary. In its memorandum the DfES told us:

“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.”<sup>33</sup>

33. The effect of these financial incentives has been dramatic. As Professor Howson told us:

“It is quite clear that when the government finally announced the training grant of £6000 in March 2000 that marked a watershed. Until that point applications for teacher training had been declining across the board in secondary... 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.”<sup>34</sup>

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31 Statistics of Education: Teachers in England and Wales 1999 edition, Department for Education and Employment, 2000, Table 1.

32 Statistics of Education: Teachers in England and Wales 2000 edition, Department for Education and Employment, 2000, Table 1.

33 Ev 161

34 Q 117

In 2003–04, 18,080 trainee secondary teachers were recruited to ITT courses, a 25% increase over 2000–01. However, there were still shortfalls in recruitment in the shortage subjects of mathematics, physical sciences, modern foreign languages and religious education.<sup>35</sup>

### Employment-based routes for teacher training

34. This is not the whole picture. As well as incentives, the Government has been looking to different methods of training to bring in more teachers. In particular, they have taken School Centred Initial Teacher Training (SCITT) one stage further and brought in employment-based routes for training. The most significant of these programmes is the Graduate Teacher Programme (GTP):

“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.”<sup>36</sup>

In 1999–2000, 420 secondary teachers trained through the GTP. By 2002–03, the figure had risen to 2,550.<sup>37</sup> Other employment routes include the Overseas Trained Teacher Programme, which enables those who have trained elsewhere to work while achieving QTS (though those with at least two years teaching experience may be awarded QTS without further training), which accounted for 500 trainees for secondary education in 2002–03, and Teach First, which encourages graduates whose career aims might lie elsewhere to spend two years in the classroom before moving on to other sectors (there were 170 Teach First trainees in the autumn term of 2003–04, the only figures available).<sup>38</sup>

35. The Government is very keen to expand the employment-based routes. The DfES told us:

“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.”<sup>39</sup>

### Wastage from ITT and qualified teachers who do not enter teaching

36. Given the age profile of the teaching profession and the need to maintain the numbers of qualified teachers, the number of those who begin training but do not complete it or, having qualified, do not find employment as teachers is a matter of concern.

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35 *Statistics of Education: Teachers in England 2003 edition*, Department for Education and Skills, 2004, Table 1. Changes in the collection of data mean these figures relate to England only.

36 Ev 162

37 *Statistics of Education: Teachers in England 2003 edition*, Department for Education and Skills, 2004, Table 2.

38 *ibid*

39 Ev 162

37. As mentioned earlier, Professor Howson provided an analysis of those who qualified as maths teachers in 1995 and where they were in 2001. There were regional differences, but the overall figure for England was that 53% were teaching in 2001, while 83% had taught at some point. If this is a guide, it appears that while the proportion those qualified as teachers who are teaching at any given point is little more than 50%, the substantially higher proportion of those who have taught at some time is potentially significant. A recurrent theme throughout the inquiry was that teaching could no longer be seen as a career for life, with those in the workforce seeking a range of different job opportunities. In a world where careers are no longer expected to be necessarily for life, this situation may be considered acceptable so long as recruitment continues to improve.

### Retention rates of different training routes

38. The DfES told us that more than 90% of those training through the employment based routes gain QTS, which is considerably higher than other training routes. Ralph Tabberer of the Teacher Training Agency said:

“the drop-out on [undergraduate]courses will be higher than the one year postgraduate routes. ...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 undergraduates off the longer courses.”<sup>40</sup>

39. Mr Tabberer gave an explanation of why this might be:

“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 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”.<sup>41</sup>

This suggests that one way of improving retention rates would be to expand training through the employment based routes. We would support this, but would also recommend that any expansion would have to be complemented by appropriate levels of support both to the trainees and to the schools in which they are working.

### Induction of newly qualified teachers and continuing professional development

40. The DfES told us that a key to retention of teachers is the reinforcement of the parts of the job that teachers enjoy and which keep them teaching:

“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

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40 Q 372

41 Q 353

be able to concentrate on teaching and learning’, and time for professional development.”<sup>42</sup>

The Department added that its current strategy, launched 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.”<sup>43</sup>

41. One relatively recent development is the induction year for newly qualified teachers. The purpose of this is to provide support for a teacher in his or her first year of the kind that they would have received as a trainee and not just to expect them to be able to make the transition to the workforce without further assistance. Mr Graham Lane, Chair of the National Employers Organisation for School Teachers (NEOST), claimed credit for his organisation for the introduction of the induction year<sup>44</sup>, and added that

“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.”<sup>45</sup>

42. Professor Howson also emphasised the worth of a proper induction process:

“One of the things that clearly the research evidence from the [Institute of Education] 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.”<sup>46</sup>

43. The Association of Teachers and Lecturers also said that the picture was very variable:

“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*...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’.”<sup>47</sup>

42 Ev 165, para 40.

43 *ibid*, para 41.

44 Q 194

45 Q 226

46 Q 142

47 Ev 106, para 10.

44. The Department told us that it had an initiative to address these issues, the Early Professional Development programme (EPD):

“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.”<sup>48</sup>

The EPD is to be extended nationally from September 2004.<sup>49</sup>

**45. While the expansion of the Early Professional Development Programme is welcome, the research which indicates that the success of the induction process varies widely from school to school is worrying. Most worrying of all is the evidence of ‘rogue’ heads and managers who may blight someone’s career before it begins. Training for the now mandatory National Professional Qualification for Headship, which we discuss later in this report, should emphasise the need to encourage and support new teachers, and give guidance on how to do that.**

**46. Integration of the ending of training, the induction year and subsequent support in the early years of a teacher’s career is also extremely important, and we recommend that the Government and bodies such as the Teacher Training Agency and the National Employers Organisation for School Teachers put together a formal entry programme to bring these different elements together.**

47. Continuing professional development for all teachers was seen as vital by most of those we spoke to, and was identified as a positive factor through the 2003 GTC/MORI survey. The GTC told us that “Teachers who had opportunities for professional development were far more likely to want to stay in teaching.”<sup>50</sup>

48. There were criticisms of the current provision. For example, SHA argued that professional development should be available to teachers at all stages of their careers, but said that “[r]ecently 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 professional development.”<sup>51</sup> The National Association of Schoolmasters and Union of Women Teachers (NASUWT) said that despite the national strategies “the provision within and between schools is patchy. This cannot be coherently addressed until teachers have a contractual entitlement to CPD within working time.”<sup>52</sup>

49. The Department is strong in its commitment to CPD, but it does say that there are conditions which must apply:

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48 Ev 165, para 42.

49 *ibid*

50 Ev 3, para 21.

51 Ev 80, para 22.

52 Ev 111

“[W]e...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.”<sup>53</sup>

50. In that context the DfES argues for an effective performance management system in each school, and notes Ofsted’s comments that only 1 in 6 schools have such a system and that teachers view them with suspicion:

“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 experience 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. ..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.”<sup>54</sup>

**51. Continuing Professional Development is clearly very important in improving teachers’ skills and morale and thereby in helping to provide better education for pupils. We urge all those concerned with the management of teachers to ensure that CPD becomes an integral part of teachers’ careers. We also recommend that it looks for innovative ways of providing that development, and in this context we welcome the plans for the Teachers’ TV channel for which programmes are currently being piloted with a projected launch date of early 2005.**<sup>55</sup>

## Teachers from minority ethnic communities

52. The proportion of teachers from minority ethnic communities is below the proportion of the minority ethnic population of the country. As the Institute for Policy Studies in Education (IPSE) at London Metropolitan University told us:

“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... 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,

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53 Ev 166, para 44.

54 *ibid*, paras 46 and 47.

55 Department for Education and Skills press notices; *Teachers’ TV prepares for test*, 24 November 2003; *Teachers’ TV to be launched in early 2005*, 9 July 2004..

followed by the West Midlands (2.0%), Yorkshire and Humberside and the East Midlands (1.5% in each).”<sup>56</sup>

53. On retention, IPSE told us:

“...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 and 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.”<sup>57</sup>

54. Mary Doherty of the Teacher Training Agency told us that there were targets for minority ethnic recruitment to 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%...of the 35,000 we recruit, we recruited 7.8 % last year. We look like we are on target for the 9% [this year] but we need to be relentless in pursuit of making teaching diverse and responding to minority ethnic groups.”<sup>58</sup>

55. On progression in the profession, Heather Du Quesnay of the National College for School Leadership said:

“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.”<sup>59</sup>

**56. It is clear that there is a need for more teachers from minority ethnic communities, and a need to ensure that they are able to make equitable progress in the profession. Addressing the recruitment, retention and career progress of teachers from minority ethnic communities must be a priority for the DfES and the Teacher Training Agency.**

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56 Ev 228

57 ibid

58 Q 406

59 Q 408

## Gender issues

57. There are two issues here: that there are significantly more women than men teaching in secondary schools (in 2002 the figures were 53.7% women 45.3% men);<sup>60</sup> and that more than 60% of headteachers and deputy headteachers are men. The Institute for Policy Studies in Education told us:

“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 and 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.”<sup>61</sup>

This issue needs to be looked at in an historical context. In 1970, 42% of teachers in secondary schools were women<sup>62</sup>; the proportion has now risen steadily to approximately 54%. It is to be expected that this rise in the proportion of women teachers will be reflected in a rise in the proportion of women in senior posts. The situation needs to be monitored carefully, as the disproportionate number of men in senior posts and the lack of opportunity for advancement may be a significant disincentive for women teachers.

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60 Department for Education and Skills 2004, *Statistics of Education: Teachers in England* 2003 edition, Table 19.

61 Ev 227

62 *Attracting Teachers*, CEER, University of Liverpool, Carmichael Press 2000.



## Retention issues

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### Workload

58. The GTC/MORI survey identified excessive workload as one of the main reasons for teachers leaving, or wishing to leave, the profession. The Government has acknowledged that action needed to be taken to reduce teachers' workload. In its memorandum, the DfES told us:

“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.”<sup>63</sup>

59. The PwC survey calculated that headteachers in secondary schools worked an average of 2,527 hours over a year and a classroom teacher 2,114 hours per year. This compares with Office for National Statistics figures for all managers of 2,222 hours per year and for all professionals of 2,112 per year.<sup>64</sup>

60. The result of the PwC report was *Time for Standards*,<sup>65</sup> which set out the Government's proposals for addressing the problems: lessons delivered “more flexibly” with greater involvement of other adults and ICT, so giving teachers more time to teach.<sup>66</sup> This in turn led to the National Agreement on Workload, signed on 15 January 2003 by all “national partners” other than the NUT, the DfES describing this as “a broad, deep and determined coalition for a better deal for teachers and pupils”.<sup>67</sup>

61. The workload agreement<sup>68</sup> sets out milestones for implementation 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

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63 Ev 163, para 25.

64 PwC Teacher Workload Study, 5 December 2001, p 9.

65 Department for Education and Skills, October 2002.

66 Ev 164, para 26.

67 Ibid, para 27.

68 Formally titled Raising Standards and Tackling Workload: a National Agreement.

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”<sup>69</sup>

62. Doug McAvoy of the NUT set out his union’s position. He argued that the transfer of tasks was not controversial and that all were agreed on the tasks that should be transferred but added that “the NUT view is that they currently are not a requirement for teachers”. Teachers undertook the tasks because there was no one else to do them or because they wanted to do them, but they are not, in the NUT’s eyes, a contractual obligation. He said:

“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.”<sup>70</sup>

63. Mr McAvoy’s main complaint, however, was that the agreement was insufficiently funded:

“How can you afford to transfer the work [when] the funding crisis has caused local authorities and schools to make redundant or to decide not to replace not only teachers but support staff?”<sup>71</sup>

He said that on 15 January 2003 the DfES had quoted the figure of £1.1 billion being available to fund the agreement. In June 2003 at the Local Government Association conference the Secretary of State quoted the figure of £250 million, “So between 15 January and two weeks ago he had lost £850 million”.

64. Mr McAvoy concluded that:

“[I]f the money is not there for [the transfer of the 24 tasks], 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.”

65. It is not only the NUT which expressed scepticism about the workload agreement. SHA told us:

“Right from the beginning of negotiations we have been saying, ‘Yes, this is fine provided we have the resources to deliver’. That is a major worry.”<sup>72</sup>

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69 Ev 164, para 27.

70 Q 309

71 ibid

The National Association of Head Teachers agreed:

“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... 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.”<sup>73</sup>

66. Others were more positive. Eamon O’Kane of NASUWT told us:

“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...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 [and] concentrating the work of teachers on...the primary task of teaching.”<sup>74</sup>

67. Mr O’Kane did once again emphasise the importance of funding, saying that “if the funding is not put in then clearly the measures will not succeed. It is absolutely crucial that that happens.”<sup>75</sup>

68. When we put some of the concerns about the workload agreement to the Minister of State, he said that in his view what head teachers were saying was that “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.”<sup>76</sup> He also emphasised the agreement as a tool for remodelling what teachers do, rather than merely an opportunity to hand certain tasks to others:

“...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

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72 Q 258

73 *ibid*

74 Q 308

75 *ibid*

76 Q 448

signatories and from the support staff unions to make it work, and it is our responsibility to work with them to make it work.”<sup>77</sup>

The Minister referred to “doing things differently”, but it is clear that the agreement is designed to reduce teachers’ workload by taking certain administrative tasks away from them and providing more preparation and other non-contact time.

69. Figures on numbers of staff in schools in January 2004, released in April 2004, show that there were 4,200 more teachers in secondary schools in 2004 compared with 2003,<sup>78</sup> 10,000 more teaching assistants (across both the primary and secondary sectors) and 3,500 more administrative staff (again across both sectors). On publication of these figures the Secretary of State said

“I, of course, accept that a number of schools in certain areas of the country faced difficulties last year, but today’s figures confirm that the measures we have introduced to restore stability and certainty to school budgets are addressing this. They also categorically prove that last summer’s partial surveys predicting mass teacher and support staff redundancies were wrong.”<sup>79</sup>

70. The DfES has provided the figures for the numbers of teachers and support staff overall in January 2004. Within that overall picture we still do not have information about winners and losers; how many schools were badly affected by the problems over schools funding last year and how many did well. We also note that the 13,500 extra teaching assistants and administrative staff were spread over both primary and secondary sectors and some 23,000 schools. Clearly more needs to be done in recruiting staff to implement the workload agreement in full.

71. The NUT undertook its own survey of headteachers and LEA officers on budgets for 2004–05. The conclusion of that survey was that the current year “is much more typical of previous non-crisis years”.<sup>80</sup> It did note that heads considered that the provision of guaranteed time for planning preparation and assessment, and key part of the workload agreement was an issue that was not being properly tackled.<sup>81</sup>

72. The workload agreement has great potential to ease the burden of work on teachers, provided that it is funded appropriately so that the extra staff required are made available. The latest figures on school workforce do not prove that sufficient staff are currently in place, but they do suggest that the fears of those who argued that the effects on staff numbers of the problems with schools’ funding in 2003–04 had undermined the basis of the workload agreement have not been borne out. It should of course be remembered that many of the NUT’s concerns related to primary schools, which are not the subject of this report.

77 *ibid*

78 These numbers include overseas trained teachers and instructors without qualified teacher status and teachers on employment based routes to qualified teacher status.

79 Department for Education and Skills press notice, “More teachers in schools”, 29 April 2004.

80 School Funding 2004–05: implications for school budgets and teacher workload, National Union of Teachers, April 2004, p 25.

81 *ibid*

73. We hope that further progress will be made in the current year on numbers of additional staff to assist in the implementation of the agreement. The regrettable decision of the UNISON conference in June 2004 to withdraw support for the agreement is a substantial setback. Given the potential benefits of the agreement the DfES should make it a priority to keep all parties on board.

## Pupil behaviour

74. Pupil behaviour is seen as one of the most significant problems in the retention of teachers in secondary teaching. The GTC told us that “46% of secondary respondents to the GTC survey identified pupil behaviour as a major discouragement to continuing in teaching.”<sup>82</sup> NASUWT said that research it had conducted “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.”<sup>83</sup>

75. SHA told us that “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.”<sup>84</sup> It noted that dealing with bad behaviour was the aspect of teaching that young teachers had most difficulty with, and that it was an issue that should be dealt with much more fully in Initial Teacher Training: “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.”<sup>85</sup>

76. The DfES acknowledged the significance of the issue:

“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.”<sup>86</sup>

77. The universal part of the programme is the behaviour and attendance strand of the Key Stage 3 Strategy, implemented in September 2003. As part of that policy, “Every LEA will have expert behaviour and attendance consultants to help schools carry out reviews and

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82 Ev 3, para 21.

83 Ev 113, para 24.

84 Ev 80, para 17.

85 *ibid*, para 20.

86 Ev 165, para 35.

deliver subsequent training. All this will enable schools to improve their systems and give staff greater confidence in managing behaviour.”<sup>87</sup>

78. The targeted part of the programme is an extension of Behaviour Improvement Projects (BIPs) beyond the 34 LEAs where they had been piloted since September 2002. The DfES told us:

“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.”<sup>88</sup>

79. There was a positive response from union leaders we spoke to about what the Government was trying to do. For NASUWT, Eamon O’Kane told us:

“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...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... 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.”<sup>89</sup>

80. Deborah Simpson of the Professional Association of Teachers agreed:

“Any measures which highlight the problem [of pupil behaviour] and actually go out to tackle that problem are welcome... 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.”<sup>90</sup>

81. The Government’s strategies for dealing with disruptive and violent behaviour in schools have received a broad welcome, not least because they represent an acknowledgement of the problem. A reduction in the incidence of poor behaviour will help both teachers and pupils, so we need to be sure that the strategies are effective. **In keeping with our desire and that of the Government to see evidence-based policy, we look forward to a proper evaluation of the effects of the Behaviour Improvement Projects.**

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87 *ibid*, para 36.

88 Ev 165, para 38.

89 Qq 299, 300

90 Q 301

### Training teachers for challenging schools

82. As we mentioned earlier, retaining teachers in schools in challenging circumstances is difficult. Evidence from Professor Alan Smithers shows that turnover is higher in schools with lower than average GCSE results, and above average numbers of pupils receiving free school meals and with special educational needs.

Teacher Turnover and Wastage in Secondary Schools by Intake<sup>91</sup>

Group	GCSE 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

83. Professor Howson referred to the issue of training and argued that to be a successful teacher in schools which had significant social problems it was necessary to be there willingly:

“...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.”<sup>92</sup>

84. In January 2004 the Committee went to California, one of the reasons being to visit Center X at UCLA, which is amongst other things a teacher training facility seeking out trainees who wish to work in challenging schools and aiming to provide them with the support and techniques to succeed and continuing support following graduation. Karen Hunter Quartz of UCLA provided us with a paper on *Retaining Teachers in High Poverty Schools*.<sup>93</sup> In this paper, the Center X Teacher Education Program is described as taking “a specialized approach to urban teacher preparation that is sensitive to the context of high-poverty communities within Los Angeles. An intensive two-year program leading to state certification and a master’s degree, UCLA’s core elements and principles are representative of the larger move towards multicultural teacher education.”<sup>94</sup>

85. Most significant in the context of our inquiry are the findings about the effects of this type of training on teacher retention. The paper says that:

“Preliminary evidence—based on research of Center X graduates—suggests that teachers specially prepared to address the challenges of high-poverty school environments in the U.S. are retained at higher levels than their peers from traditional teacher preparation programs (Quartz, et al., 2003). Since the founding of

91 Ev 233, Chart 7.

92 Q 183

93 *Retaining Teachers in High Poverty Schools: A Policy Framework*, Karen Hunter Quartz, Kimberly Barraza Lyons & Andrew Thomas, University of California, Los Angeles, for *International Handbook on Educational Policy*, Nina Bascia, Amanda Datnow, & Ken Leithwood, Editors.

94 *ibid*, p. 15

Center X in 1995, 913 students have been attracted to its specialized urban teacher education program. Most are female (79%), yet there is an extraordinary diversity in their ethnic and racial backgrounds: 35% are white; 25% are Hispanic; 6% are African-American; and 32% are Asian. As a research sample, the Center X graduates represent the population of highly qualified, diverse, and committed urban educators reformers clamour for. To date, Center X graduates are staying in teaching at higher rates than the national average and we are engaged in a significant longitudinal effort to understand the myriad of factors that contribute to these higher rates, including the characteristics of teachers attracted to UCLA's specialized program, features of the program itself and factors related to schools, communities and the teaching profession."<sup>95</sup>

86. The findings of one study of teachers trained by one institution in another country cannot provide a precise blueprint for the recruitment and retention of teachers for challenging schools in England. Nevertheless, we were impressed by what we saw and heard at Center X, and the principle of training teachers to deal with challenging schools with pupils from deprived backgrounds which it has put into practice is innovative and worth close examination. **We recommend that the Teacher Training Agency in partnership with training organisations develops a similar programme here to that of Center X to attract those who wish to teach in challenging schools and provide them with the skills and the network of post-qualification support necessary to succeed.**

### Pay and allowances

87. Teachers' salaries and other remuneration are obviously important factors in recruitment and retention. The NUT argued that "Teachers start at a salary disadvantage relative to other graduate professions and then fall further behind".<sup>96</sup> They quote figures from Income Data Services showing that the starting salary for teachers in 1994 was worth 96% of median graduate starting salaries, but that by 2002 that had fallen to 89%.<sup>97</sup> NASUWT said that there are serious weaknesses in the present pay structure:

"The pay structure fails appropriately to reward classroom teachers whose role is fundamental to the provision of high quality education...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...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."<sup>98</sup>

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95 *ibid* p. 18

96 *Ev* 96, para 11.

97 *ibid*, para 14.

98 *Ev* 113, paras 20, 21 and 23.



88. The Minister of State suggested that the views that had been expressed to us over the course of the inquiry indicated that salary was not a major issue for retention:

“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.”<sup>99</sup>

He added: “I would not say pay never matters, pay does matter; but I would say that pay is not the main issue in terms of retention”.<sup>100</sup>

89. The Minister argued that pay outside London 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.”<sup>101</sup>

He acknowledged that there were particular issues connected with London, specifically high housing costs, saying that was why the Government had introduced the £4,000 additional London allowance. He also referred to the mortgage credit for London teachers. However, the Minister declined to describe what the Government was doing as “adequate”:

“I have to be very careful about saying something is adequate because I think it is very challenging... 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.”<sup>102</sup>

90. In common with the Minister of State, we would not say that pay does not matter, but it does appear to be less of an issue for retention than behaviour and workload for example, and improving recruitment to initial teacher training strongly suggests that the level of pay is not something which dissuades people from joining the profession. The principal issue appears to be the difficulties teachers have in finding affordable housing in London and the South East. The Government has sought to address the housing issue and deserves credit for doing so, but it does appear to us that these problems will continue for the foreseeable future and so initiatives of the kind the Government has introduced will continue to be necessary.

91. There is flexibility within the pay system to pay recruitment and retention allowances. These have been little used, however, because of concerns about distortions to the pay system that these would create and because some employers feared that they would be divisive.

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99 Q 421

100 Q 485

101 Q 486

102 Qq 487, 488.

92. There are five retention and recruitment allowances, ranging from £1,002 per year to £5,415, payable at the discretion of employers.<sup>103</sup> SHA told us:

“When in April 2001 the previous restrictions on the use of recruitment and retention allowances...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...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.”<sup>104</sup>

93. Fears about the consequences of the allowances have been assuaged because they have been so little used. SHA refers to data from the School Teachers’ Review Body in January 2003 which “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”.<sup>105</sup>

94. SHA indicated that devices other than recruitment and retention allowances were used to entice teachers to join and to encourage them to stay. Drawing on evidence published by the STRB, they told us:

“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 [School Teachers’ Pay and Conditions of Service Document] 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).”<sup>106</sup>

95. NEOST agreed on the reasons for the very limited use of the allowances:

“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
- concerns, probably misplaced, about equal pay.”<sup>107</sup>

96. Deborah Simpson of PAT addressed the issue of divisiveness and inequality:

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103 Ev 81, para 28.

104 *ibid*, para 29.

105 *ibid*, para 30.

106 Ev 81, para 31.

107 Ev 68

“The reason [the flexibility in the pay system] 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.”<sup>108</sup>

**97. The hostility to recruitment and retention allowances appears so entrenched that there seems little prospect of their current very limited use being expanded. Different approaches are needed, and the DfES, governors, heads and LEAs, should explore alternative ways of rewarding teachers working in challenging circumstances.**

98. The Government has made use of allowances, in the form of Golden Hellos worth £4,000, for those completing training and their induction year in the subjects where there are shortages: mathematics, science, modern languages, technology and English. The supply of mathematics teachers has been a particular source of concern. In his report on an inquiry into post-14 mathematics education, Professor Adrian Smith of Queen Mary, University of London, made a number of recommendations on ways to improve recruitment and retention of maths teachers. On recruitment, the inquiry said:

“There is a shortage of mathematically qualified graduates and schools and colleges are competing with other sectors of the economy... The Inquiry recommends that more must be done to address the issue of pay and other incentives to teachers of mathematics and other shortage subjects.”<sup>109</sup>

99. On retention, the inquiry made recommendations amongst other things on increasing the number of maths teachers in the Advanced Skills Teacher (AST) grade<sup>110</sup> and linking additional remuneration of maths teachers to successful completion of Continuing Professional Development courses.<sup>111</sup>

100. In response, the Government announced that it would increase the training bursary for mathematics trainees from £6,000 to £7,000 from September 2005, and the Golden Hello for those qualifying and completing their induction year in mathematics from £4,000 to £5,000. It also announced that, subject to the views of the School Teachers Review Body, it intended to remove the cap on pay for ASTs so that ASTs in mathematics would earn at least £40,000.<sup>112</sup>

101. The Government has made a positive response to the recommendations in the Smith Report on improving remuneration for maths teacher. The introduction of training

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108 Q 312

109 Department for Education and Skills, *Making Mathematics Count*, February 2004, p. 49.

110 *ibid*, paras 2.60–2.62.

111 *ibid* paras 5.31 and 5.32.

112 Department for Education and Skills response to Professor Adrian Smith’s inquiry into Post-14 Mathematics Education, 28 June 2004, pp 24–26.

bursaries had a significant effect on recruitment to ITT generally, and it may be that the enhanced level of bursary for mathematics will help to bring more graduates into teaching. The increased Golden Hello and the suggested increase in payment for maths ASTs may increase the appeal of teaching for maths graduates, but may also be thought to be divisive, in the same way as the recruitment and retention allowances, in creating three categories of newly qualified teachers: maths teachers, teachers in the other shortage subjects, and the rest. **We do support the principle of using financial incentives to remedy teacher shortages in specific areas, but we are aware of the possibilities of unintended consequences (for example, physics trainees changing to mathematics to take advantage of financial incentives) so the effects will need to be closely monitored.**

## Leadership

102. We quoted earlier Professor Howson's research showing that schools with a PANDA grade of A\* had the largest percentage of head teachers who had been in post for more than six years and those graded E\* had the smallest percentage. This suggests an association between stable effective leadership and pupil performance. This echoes the views of Her Majesty's Chief Inspector of Schools, who wrote in his most recent report that strong and effective leadership lies at the heart of a successful school.<sup>113</sup>

103. The National College for School Leadership was established in November 2000 by the then Secretary of State Rt Hon David Blunkett MP to act as a focus for research and education on leadership issues. The College told us:

“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.”<sup>114</sup>

104. The major innovation in leadership is the requirement from 1 April this year that all headteachers have the National Professional Qualification for Headship (NPQH) or to be working towards it, and the training for this qualification is one of the NCSL's main functions. The College told us:

“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.”<sup>115</sup>

105. The National Professional Qualification for Headship is apparently designed as a management qualification for head teachers, and from the information we have seen it does cover a great deal. **We are not convinced, however, that training for the National Professional Qualification for Headship emphasises adequately that the way in which a**

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113 *Standards and Quality 2002–03: Annual Report of Her Majesty's Chief Inspector of Schools, Ofsted, February 2004.*

114 Ev 133, para 16.

115 Ev 131

**head teacher manages a school can be decisive in persuading teachers to remain at that school. The impact of the retention of high quality staff on improvements in pupil achievement need to be emphasised and good practice on retention issues needs to be explicitly included in the training.**

106. A related issue is the need for teachers at all levels to feel that they have a degree of control over their working environment, and that the entire responsibility for effective management should not be thought to lie with the head teacher alone. Heather Du Quesnay, Chief Executive of the NCSL, said that “one of the issues that affects teachers’ morale and possibly demotivates them from time to time is that they do not feel [a] sense of control and [an] ability to shape their work.”<sup>116</sup>

107. On the other hand, placing an excessive degree of responsibility on the shoulders of head teachers can be equally demotivating. As the DfES said in its memorandum:

“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.”<sup>117</sup>

108. The Department’s solution is what it describes as distributed leadership:

“It is about developing leadership and harnessing energy at many levels, adapting structures, systems and cultures...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.”<sup>118</sup>

109. Clearly there are already different levels of management within secondary schools, and so this concept of distributed management may not quite be as new as the language the DfES uses to describe might make it appear. Nevertheless, reducing demands on heads to help keep their jobs manageable, and giving others responsibility from very early in their careers in order to motivate them and develop their skills, seems practical and worthwhile and is to be encouraged.

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116 Q 327

117 Ev 166, para 49.

118 *ibid*, para 50.

## 5 Career patterns in teaching

### A job for life?

110. A recurrent theme in our discussions was that the notion of teaching as a lifetime career was changing, not for all but for a significant number of teachers. Elizabeth Bird from the Open University said to us that:

“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.”<sup>119</sup>

This accords with recent research from the City & Guilds of London Institute which suggested that the average British employee starting work in two decades time will undertake 19 different jobs —whether internal promotions, structural change within the organisation or new careers —during their working lifetime.<sup>120</sup>

111. The expectations of people entering teaching appear to have changed and the expectations of the system in which they are employed also therefore need to change. As Ralph Tabberer, Chief Executive of the Teacher Training Agency, said, “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 diversity.”<sup>121</sup>

112. This diversity has taken on a number of forms. There is the teacher who teaches for a while and then moves on to a different career. There will also be those who leave teaching and then wish to return. The table below shows the likelihood of those leaving teaching at different stages of a career seeking subsequently to re-enter the profession.

**Likelihood of Return<sup>122</sup>**

Age	Per Cent ‘Likely’	
	2002	2003
<b>Under 30</b>	28.3	29.5
<b>30–39</b>	26.9	22.9
<b>40–49</b>	11.6	7.7
<b>50 and Over</b>	7.6	4.8
<b>All</b>	18.3	14.6

113. Our witnesses from the head teacher organisations urged caution on returnees. John Caperon, Chair of the Professional and Management Committee of SHA, said:

119 Q 127

120 City & Guilds Press Notice, The transient 21<sup>st</sup> century workforce, 25 February 2004.

121 Q 403

122 Ev 234, Chart 8.

“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,...while there are obviously going to be...flexible structures for working practices generally, I think we need to try to ensure in schools the maximum degree of continuity of work...Children and school communities need as much stability as possible.”<sup>123</sup>

114. Kerry George of NAHT was slightly more positive, but still emphasised the difficulties:

“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, ...[is] 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.”<sup>124</sup>

115. Another option is teaching part-time. Many women teachers in particular have over the years changed to part-time working to combine careers with family responsibilities, but there is evidence that some recruits are now seeking part-time work from the beginning of their careers. Elizabeth Bird said that 42% of OU trainees, who tend to be older students and career-changers, went into teaching 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.”<sup>125</sup>

116. Teachers coming to the end of their careers who may wish to reduce their workload, and perhaps revert from a management role to classroom teaching once again, form another group. John Beattie of the GTC argued that there should be a trend towards flexible working towards the end of teachers’ careers as an alternative to early retirement, so as to keep their experience available:

“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...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

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123 Q 243

124 ibid

125 Q 164

teaching and suggest how they might do things differently in the light of their greater experience.”<sup>126</sup>

117. A problem previously with implementing this suggestion arose from pension calculations. Professor Howson told us that changes to the pension rules meant that it was no longer the case that teachers’ pensions were necessarily based on the salary over the final three years of their career:

“You could effectively ring-fence your pension up to a certain point, step down to another job and restart... the teachers’ pension scheme is a weird and wonderfully complicated document...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.”<sup>127</sup>

### Mature entrants

118. There are now significant numbers of trainees coming into teaching having had careers elsewhere. DfES figures show that of the students who finished training in 2001 and had entered the profession by March 2002, 16,000 were under 30 and 14, 000 were over 30.<sup>128</sup>

119. Professor Moon of the Open University told us:

“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... 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.”<sup>129</sup>

120. He illustrated this last point by pointing out that maths and science were the most popular subjects and in London more than 50% of applicants came from minority ethnic communities. He also told us that on entry to teaching most were in “promoted positions” within two years:

“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.”<sup>130</sup>

121. Professor Howson added one note of caution:

126 Q 97

127 Qq 165, 166.

128 Q 116

129 ibid

130 ibid



“...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.”<sup>131</sup>

**122. Given the need to continue to recruit in the region of 30,000 trainees a year into Initial Teacher Training, it is essential that the Teacher Training Agency should aim to recruit people from the widest possible pool—mature entrants, those from minority ethnic communities, those seeking part-time work and those returning to the profession amongst others.** The evidence we heard encouraged us to believe that ways of attracting people from these different groups already exist, but the TTA should continue to seek innovative ways of recruiting trainees in order to maintain the numbers required.

123. Greater flexibility of employment patterns must be actively promoted both by the Department and school leaders and managers, to make it easier for mature entrants to come into teaching, to promote flexible working and by providing refresher training for returnees. **More varied careers are likely to become the norm in all fields of work and teaching will need to adapt to accommodate that trend and facilitate flexibility to allow people to move in and out of the profession.**

124. **It is also important for mechanisms to be found to encourage those coming towards the end of their career to stay in teaching in some capacity for as long as possible so that their expertise is not lost. The age profile of the teaching profession, with 50% aged over 45, could have serious implications for staffing in our schools over the next ten to fifteen years unless the situation is managed properly.**

## Conclusions

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125. We decided to undertake an inquiry into teacher retention and recruitment in secondary education because of concerns about systemic problems in the teaching workforce in secondary schools; too many teachers were resigning from their posts, a third had expressed a desire to leave the profession over the next five years and recruitment had declined dramatically.

126. During the inquiry, however, we did not find evidence of endemic problems with retention and recruitment. The number of teachers resigning has fallen, actions taken by the Government to promote teaching as a career have boosted recruitment to initial teacher training, and a fall in the school population which is beginning to affect primary schools rolls will from 2005 start to have an impact on secondary schools, so reducing demand for teachers. As Professor Smithers told us, “The turnover rate of about 1 in 8 full-time teachers compares not unfavourably with the 12.4% from the health service and 11.5% from local authorities, and is considerably better than the 26% reported for the retail industries.”<sup>132</sup>

127. What, then, was the reason for the general concern which had drawn our attention to the issue? While we did not discover a system-wide problem, we did discover a number of specific problems with retention and recruitment which pose very real difficulties for those schools which are affected. We also explored a number of underlying issues which need to be addressed in order to prevent difficulties in the future.

### Specific retention and recruitment problems

#### *Schools which have difficulties with recruitment*

128. We noted earlier the evidence that schools with lower than average GCSE results, higher than average numbers of pupils on free school meals or with higher numbers of pupils with special needs have higher turnover of staff than other schools. One way of tackling this problem is to develop a recommendation we have made previously that all teachers should be encouraged to work in a challenging school as part of their career development<sup>133</sup>, and involves training teachers specifically to work in challenging schools and offering support to them once they are in the classroom. The establishment of a training programme along the lines of Center X at UCLA would attract people who are keen to work in these more difficult circumstances and, if the example of California is a guide, it could encourage more applicants from minority ethnic communities. **We consider that a programme to train teachers to teach in challenging schools and to support them once in post should be developed as a matter of urgency.**

129. It is not just the more challenging schools which have difficulties in recruiting staff. We heard in evidence that there are problems in areas just outside London, for example, where teachers living locally can travel to work in London where salaries are higher.

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132 Ev 232, para 6.

133 Education and Skills Committee, Seventh Report of Session 2002–03, *Secondary Education: Pupil Achievement*, para 97.

Financial incentives may help to address these problems. The School Teachers' Review Body is at present consulting on proposals to allow greater flexibility, and it is suggesting that schools which face persistent labour market difficulties should be allowed to offer higher levels of pay. This might be funded through a revised funding formula, or on application by the school, as with the Standards Fund.

130. We support this approach, as it seeks to address difficulties on a school by school basis rather than by geographical area. The teaching profession is strongly committed to national pay scales, and local variations have not been looked on with favour in the past, but **where there are persistent problems of recruitment it is surely right in the interests of children's education that financial incentives are available to attract teachers. They have worked well in encouraging more people to train as secondary teachers, and could make a significant difference. We look forward to seeing the School Teachers' Review Body's recommendations following its consultation.**

### *Shortage subjects*

131. There are persistent shortages of teachers in some subjects: mathematics, science, modern languages, technology and English. Training bursaries and "Golden Hellos" for those completing induction years have been introduced in each of these subjects, and the Government intends to increase those amounts for mathematics from September 2005. Other subjects also have difficulties: research in 2003 showed that there were on average only 3.5 applications for each vacancy in RE compared to 11.8 for each History vacancy.<sup>134</sup> The Government is taking action, particularly on maths teachers, but **problems with the designated shortage subjects, and with others, need to be closely monitored to make sure that policies to encourage people to teach in these subjects are effective.**

### *Teachers teaching outside their area of specialism*

132. A related issue to that of teacher shortages in certain subjects is the number of teachers who are teaching outside their specialist area. This may happen for a number of reasons; for example, a school may be unable to recruit teachers for a particular subject, or a head may be seeking to make maximum use of teaching resources. The problem is that we do not know how many teachers are teaching subjects other than their specialism. A survey due to take place in 200 was not carried out by the DfES and a similar survey in 2002 had a very poor response. **More information is needed on the numbers of teachers in secondary school teaching outside their specialist subjects and the reasons why they are doing so, and we welcome the fact that the DfES is commissioning a research project into the deployment patterns of mathematics and science teachers.**

## **Underlying issues**

### *Workload*

133. The workload agreement is designed to take certain administrative tasks away from teachers and provide them with more preparation and other non-contact time. Given the

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134 Ev 235, Chart 11.

concerns expressed by teachers about excessive workload, the successful implementation of the agreement could aid substantially the retention of teachers in the profession. There are significant problems: the numbers of new staff required to implement the agreement are not in place, the NUT has never subscribed to the agreement and UNISON has decided to withdraw from it. **The DfES needs to do its utmost to keep the workload agreement in place and to encourage those who are not participating in it to do so.**

### ***Wastage from training and qualified teachers who do not enter teaching***

134. We heard in evidence that fewer than 50% of those who begin teacher training are teaching after five years; the rest either fail to complete training, qualify but do not enter teaching, or decide within that five year period that they do not wish to continue as a teacher. In a world where careers are no longer expected to be necessarily for life, this situation may be considered acceptable so long as recruitment continues to improve. However, in looking at ways in which to retain people in the profession, it is notable that the retention rate of those who train through the employment based routes, who typically tend to be older, is considerably higher than the university or postgraduate courses, with more than 90% achieving qualified teacher status. **Concerns about the high level of drop-out from initial teacher training could be addressed by seeking to expand the employment based routes.**

135. We emphasised in our discussion of Center X and the possibilities for such a programme here that support in the school is vital, and the same is true of employment based routes for teacher training. **Any expansion of employment based training must include appropriate support for trainees and for their schools.**

### ***Induction of newly qualified teachers***

136. We heard from various witnesses that where it worked well the new induction year for newly qualified teachers made it more likely that people would stay in the profession at the end of the year. NEOST argued for an expansion of the scheme. As we concluded in relation to students in higher education, the first year is crucial.<sup>135</sup> **We recommend the introduction of a formal entry programme integrating the end of training, the induction year and support in the early years of a teacher's career. This could reduce significantly the number of teachers who are no longer teaching within five years of qualifying.**

### ***Exit interviews***

137. We discussed earlier the role that the quality of leadership in a school plays in retaining teachers. An issue which we feel needs to be addressed is what happens when a teacher decides to resign. There needs to be a systematic process of exit interviews, as is common practice in other sectors, to ensure that heads and other managers know why people are resigning and perhaps provide the opportunity for solutions to be found to any problems which may be encouraging a teacher to leave. Many headteachers do this already,

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<sup>135</sup> Education and Skills Committee, Fifth Report, 2002–03, *The Future of Higher Education*, HC 425–I, para136.

but it should become a standard practice to ensure that teachers are not lost to the profession by default.

### *Pupil behaviour*

138. Poor standards of pupil behaviour—general indiscipline, violent behaviour and verbal abuse—is the reason given by many teachers for leaving or contemplating leaving the teaching profession. The DfES has acknowledged that there is a problem, and has attempted to address it in schools through the behaviour and attendance strand of the Key Stage 3 Strategy (implemented in September 2003), and through Behaviour Improvement Projects, piloted in 34 LEAs since September 2002, with another 27 added in 2003 and with a commitment to a further expansion to all Excellence Clusters by September 2005.

139. These measures were generally welcomed by teacher unions, and we are encouraged that the issue is being acknowledged and addressed. We have two particular concerns. One is that these initiatives must be properly evaluated to see whether they do actually help to reduce levels of poor behaviour. The DfES told us that

“London University’s ongoing evaluation shows fewer exclusions from targeted schools and that teachers welcome support from multi-agency [Behaviour and Education Support Teams], additional Learning Mentors, police in schools and senior staff appointed to take responsibility for whole-school behaviour management issues.”<sup>136</sup>

The Key Stage 3 strategy is in place throughout the country and the Behaviour Improvement Projects will be in place in more than 61 LEAs and 400 other schools in Excellence Clusters by September 2005. **A reduction in the incidence of poor behaviour in schools will help both teachers and pupils. If the Government’s strategies work, they should be pursued with vigour. If they do not, alternatives need to be found. In any event, the evaluation needs to be as thorough and as expeditious as possible. We cannot afford to wait for years to discover whether or not the DfES is on the right track.**

140. The second concern is that any measures taken by schools need to be supported by parents, and there must be an acknowledgement that schools alone cannot overcome this problem. Engaging with parents whose children cause difficulties in school has proved an intractable problem but one that needs to be addressed. Schools face a more difficult task if they are not supported by parents.

### *Age profile of the profession*

141. Despite the influx of new teachers through ITT, 50% of teachers are over 45. That could spell problems for schools over the next ten to fifteen years. Stephen Kershaw, Director of Finance at the DfES and formerly head of the School Workforce division, explained how recruitment was tailored to prevailing trends:

“[W]e have rather a sophisticated teacher supply model which works both with our analytical services focusing on the department and the policy code and in the

Teacher Training Agency which does indeed plan in some of the judgments about falling teacher numbers as a result of falling rolls in primary and has done for some years, and that is why the Teacher Training Agency has long-term secondary recruitment targets... The second point, of course, is to count the demographics of the population, the teacher population, as well. So over time, as we know, a significant number of teachers are approaching retirement age and that, of course, is taken into account in the model as well. So the falling numbers you describe in primary, to some extent demographic changes will take account of that. The third thing is that when one takes the nature of training that we are talking about, of course we are not going to ask the Teacher Training Agency to train people for whom there will not be jobs. It is fair to say that over the last few years all the pressure has been to recruit and train more people generally rather than cut them off, but it is one reason why, if you look at the figures, over the last two or three years there has been a distinct shift from the four-year B-Ed, which traditionally people have gone on from to primary school teaching, into the PGCE, which traditionally has been the main route into secondary teaching, and that has been a very deliberate shift to take account of that.<sup>137</sup>

142. Recruitment is the easier part of the problem, as it falls to the TTA to manage recruitment to ITT throughout England. There is no similar control over the arrangements for people leaving the profession and departures will take place according to individual circumstances. The retirement age is being raised to 65 with effect from 1 September 2006 for new teachers and from 1 September 2013 for existing staff. It is possible that this will encourage those who would otherwise have retired at 60 after 2013 to bring forward retirement. This does not change the nature of the problem, but it does suggest that the consequences for the profession may be felt sooner rather than later.

143. One of the themes of this inquiry has been that teaching should no longer be seen necessarily as a career for life, and with more people joining at a later stage in life the age profile can be expected to change. **What is needed is a good balance within the profession; those who have long-term careers in teaching, those who teach and then move on to another career and those who come to teaching as a second or third career.**

144. The situation requires some strategic thinking. **The DfES, NEOST and the TTA need to develop a managed approach to retirement to ensure that there is no sudden exodus of half the profession, and that adequate numbers of new recruits are brought in to the profession over the next decade.** The projections are that 12,000 fewer teachers will be needed in secondary education in 2010 compared to 2004 because of falling rolls.<sup>138</sup> This may help in the management of the problem, but demographics alone cannot be relied upon to produce a satisfactory outcome. We do not suggest that a balanced profession is an easy thing to achieve, but it is a situation which needs to be managed, so far as that is possible, rather than left entirely to chance.

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137 Evidence taken by the Education and Skills Committee on Public Expenditure, HC 687-I, 16 June 2004, Q 65.

138 Ev 230, para 17.

## The Government's five year plan

145. On 8 July the Government set out its plans for schools for the next five years.<sup>139</sup> We will aim to examine those plans, alongside our conclusions from this long-term investigation into secondary education, in our overview report later in the year. One thing is certain: the success of the Government's policies for improving schools depends on teachers. **As part of its five year strategy, the Government must develop a plan for the structure and strategic management of the teaching profession which addresses the specific issues we have identified; without sufficient appropriately qualified and experienced teachers, all plans for improvements in school provision will come to nothing.**

## Conclusions and recommendations

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### Induction of newly qualified teachers and continuing professional development

1. While the expansion of the Early Professional Development Programme is welcome, the research which indicates that the success of the induction process varies widely from school to school is worrying. Most worrying of all is the evidence of 'rogue' heads and managers who may blight someone's career before it begins. Training for the now mandatory National Professional Qualification for Headship, which we discuss later in this report, should emphasise the need to encourage and support new teachers, and give guidance on how to do that. (Paragraph 45)
2. Integration of the ending of training, the induction year and subsequent support in the early years of a teacher's career is also extremely important, and we recommend that the Government and bodies such as the Teacher Training Agency and the National Employers Organisation for School Teachers put together a formal entry programme to bring these different elements together. (Paragraph 46)
3. Continuing Professional Development is clearly very important in improving teachers' skills and morale and thereby in helping to provide better education for pupils. We urge all those concerned with the management of teachers to ensure that CPD becomes an integral part of teachers careers. We also recommend that it looks for innovative ways of providing that development, and in this context we welcome the plans for the Teachers' TV channel for which programmes are currently being piloted with a projected launch date of early 2005. (Paragraph 51)

### Teachers from minority ethnic communities

4. It is clear that there is a need for more teachers from minority ethnic communities, and a need to ensure that they are able to make equitable progress in the profession. Addressing the recruitment, retention and career progress of teachers from minority ethnic communities must be a priority for the DfES and the Teacher Training Agency. (Paragraph 56)

### Workload

5. We hope that further progress will be made in the current year on numbers of additional staff to assist in the implementation of the agreement. The regrettable decision of the UNISON conference in June 2004 to withdraw support for the agreement is a substantial setback. Given the potential benefits of the agreement the DfES should make it a priority to keep all parties on board. (Paragraph 73)

### Pupil behaviour

6. In keeping with our desire and that of the Government to see evidence-based policy, we look forward to a proper evaluation of the effects of the Behaviour Improvement Projects. (Paragraph 81)



## Training teachers in challenging schools

7. We recommend that the Teacher Training Agency in partnership with training organisations develops a similar programme here to that of Center X to attract those who wish to teach in challenging schools and provide them with the skills and the network of post-qualification support necessary to succeed. (Paragraph 86)

## Pay and allowances

8. The hostility to recruitment and retention allowances appears so entrenched that there seems little prospect of their current very limited use being expanded. Different approaches are needed, and the DfES, governors, heads and LEAs, should explore alternative ways of rewarding teachers working in challenging circumstances. (Paragraph 97)
9. We do support the principle of using financial incentives to remedy teacher shortages in specific areas, but we are aware of the possibilities of unintended consequences (for example, physics trainees changing to mathematics to take advantage of financial incentives) so the effects will need to be closely monitored. (Paragraph 101)

## Leadership

10. We are not convinced that training for the National Professional Qualification for Headship emphasises adequately that the way in which a head teacher manages a school can be decisive in persuading teachers to remain at that school. The impact of the retention of high quality staff on improvements in pupil achievement need to be emphasised and good practice on retention issues needs to be explicitly included in the training. (Paragraph 105)

## Mature entrants

11. Given the need to continue to recruit in the region of 30,000 trainees a year into Initial Teacher Training, it is essential that the Teacher Training Agency should aim to recruit people from the widest possible pool – mature entrants, those from minority ethnic communities, those seeking part-time work and those returning to the profession amongst others. (Paragraph 122)
12. More varied careers are likely to become the norm in all fields of work and teaching will need to adapt to accommodate that trend and facilitate flexibility to allow people to move in and out of the profession. (Paragraph 123)
13. It is also important for mechanisms to be found to encourage those coming towards the end of their career to stay in teaching in some capacity for as long as possible so that their expertise is not lost. The age profile of the teaching profession, with 50% aged over 45, could have serious implications for staffing in our schools over the next ten to fifteen years unless the situation is managed properly. (Paragraph 124)

### **Schools which have difficulties with recruitment**

14. We consider that a programme to train teachers to teach in challenging schools and to support them once in post should be developed as a matter of urgency. (Paragraph 128)
15. Where there are persistent problems of recruitment it is surely right in the interests of children's education that financial incentives are available to attract teachers. They have worked well in encouraging more people to train as secondary teachers, and could make a significant difference. We look forward to seeing the School Teachers' Review Body's recommendations following its consultation. (Paragraph 130)

### **Shortage subjects**

16. Problems with the designated shortage subjects, and with others, need to be closely monitored to make sure that policies to encourage people to teach in these subjects are effective. (Paragraph 131)

### **Teachers teaching outside their area of specialism**

17. More information is needed on the numbers of teachers in secondary school teaching outside their specialist subjects and the reasons why they are doing so, and we welcome the fact that the DfES is commissioning a research project into the deployment patterns of mathematics and science teachers. (Paragraph 132)

### **Workload**

18. The DfES needs to do its utmost to keep the workload agreement in place and to encourage those who are not participating in it to do so. (Paragraph 133)

### **Wastage from training and qualified teachers who do not enter teaching**

19. Concerns about the high level of drop-out from initial teacher training could be addressed by seeking to expand the employment based routes. (Paragraph 134)
20. Any expansion of employment based training must include appropriate support for trainees and for their schools. (Paragraph 135)

### **Induction of newly qualified teachers**

21. We recommend the introduction of a formal entry programme integrating the end of training, the induction year and support in the early years of a teacher's career. This could reduce significantly the number of teachers who are no longer teaching within five years of qualifying. (Paragraph 136)

### **Pupil behaviour**

22. A reduction in the incidence of poor behaviour in schools will help both teachers and pupils. If the Government's strategies work, they should be pursued with vigour. If

they do not, alternatives need to be found. In any event, the evaluation needs to be as thorough and as expeditious as possible. We cannot afford to wait for years to discover whether or not the DfES is on the right track. (Paragraph 139)

### **Age profile of the profession**

23. What is needed is a good balance within the teaching profession; those who have long-term careers in teaching, those who teach and then move on to another career and those who come to teaching as a second or third career. (Paragraph 143)
24. The DfES, National Employers Organisation for School Teachers and the Teacher Training Agency need to develop a managed approach to retirement to ensure that there is no sudden exodus of half the profession, and that adequate numbers of new recruits are brought in to the profession over the next decade. (Paragraph 144)

### **The Government's five year plan**

25. As part of its five year strategy, the Government must develop a plan for the structure and strategic management of the teaching profession which addresses the specific issues we have identified; without sufficient appropriately qualified and experienced teachers, all plans for improvements in school provision will come to nothing. (Paragraph 145)

## Formal minutes

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**Tuesday 14 September 2004**

Members present:

Mr Barry Sheerman, in the Chair

Valerie Davey

Paul Holmes

The Committee deliberated.

Draft Report, (Secondary Education: Teacher Retention and Recruitment), proposed by the Chairman, brought up and read.

*Ordered*, That the Chairman's draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 145 read and agreed to.

Summary agreed to.

*Resolved*, That the Report be the Fifth Report of the Committee to the House.

*Ordered*, That the Chairman do make the Report to the House.

Ordered, That the provisions of Standing Order No. 134 (Select committees (reports)) be applied to the Report.

Several papers were ordered to be appended to the Minutes of Evidence.

*Ordered*, That the Appendices to the Minutes of Evidence taken before the Committee be reported to the House.

[Adjourned until Wednesday 15 September 2004 at 9.15 am

# Witnesses

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<b>Monday 19 May 2003</b>	<i>Page</i>
<b>Mr John Beattie</b> , Chairman, <b>Ms Sarah Stephens</b> , Director of Policy, <b>Mr Alan Meyrick</b> , Registrar and <b>Mr Keith Hill</b> , Link Adviser, Teacher Retention and Continuing Professional Development, General Teaching Council.	Ev 6
<b>Wednesday 11 June 2003</b>	
<b>Professor John Howson</b> , Director, Education Data Surveys, Visiting Professor, Oxford Brookes University, <b>Professor Bob Moon</b> and <b>Mrs Elizabeth Bird</b> , Centre for Research in Teacher Education, The Open University.	Ev 29
<b>Wednesday 18 June 2003</b>	
<b>Mr Graham Lane</b> , Chair, <b>Mr Ronnie Norman</b> , Vice Chair, and <b>Mr James Kempton</b> , Education Committee, National Employers Organisation for School Teachers; <b>Dr John Dunford OBE</b> , General Secretary and <b>Rev John Caperon</b> , Chair of Professional and Management Committee, Secondary Heads Association, <b>Ms Kerry George</b> , Senior Assistant Secretary and <b>Mr Gareth Matthewson</b> , President, National Association of Head Teachers.	Ev 68
<b>Monday 23 June 2003</b>	
<b>Mr Doug McAvoy</b> , General Secretary, National Union of Teachers, <b>Mr Eamon O’Kane</b> , General Secretary, National Association of Schoolmasters and Union of Women Teachers, <b>Mrs Meryl Thompson</b> , Head of Policy, Association of Teachers and Lecturers, and <b>Mrs Deborah Simpson</b> , Senior Professional Officer, Professional Association of Teachers.	Ev 115
<b>Monday 7 July 2003</b>	
<b>Mrs Heather Du Quesnay CBE</b> , Director and Chief Executive, National College for School Leadership, <b>Dame Patricia Collarbone DBE</b> , Director of Leadership Development, National College for School Leadership, <b>Mr Ralph Tabberer</b> , Chief Executive, Teacher Training Agency and <b>Miss Mary Doherty</b> , Director of Teacher Supply and Recruitment, Teacher Training Agency.	Ev 131
<b>Wednesday 9 July 2003</b>	
<b>Mr David Miliband</b> , Minister of State for School Standards, Department for Education and Skills.	Ev 160

## List of written evidence

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1	General Teaching Council	Ev 1: Ev 26
2	Professor John Howson	Ev 29
3	Professor Bob Moon and Mrs Elizabeth Bird, The Open University	Ev 37
4	The National Employers Organisation for School Teachers	Ev 68
5	Secondary Heads Association	Ev 78
6	National Union of Teachers	Ev 94
7	Association of Teachers and Lecturers	Ev 103: Ev 110
8	National Association of Schoolmasters and Union of Women Teachers	Ev 111
9	National College for School Leadership	Ev 131: Ev 159
10	Teacher Training Agency	Ev 137: Ev 159
11	Department for Education and Skills	Ev 160
12	David Miliband MP, Minister of State for School Standards	Ev 197
13	Stephen Gorard, Beng Huat See and Patrick White, Cardiff University School of Social Sciences	Ev 199
14	Institute of Physics	Ev 218
15	Professor Michael Bassey, Emeritus Professor of Nottingham Trent University and Academic Secretary of the British Educational Research Association	Ev 219
16	Ofsted	Ev 223
17	Professor Alistair Ross and Dr Merryn Hutchings, Institute for Policy Studies in Education, London Metropolitan University	Ev 225
18	Terry Creissen, Principal, Colne Community School	Ev 229
19	Professor Alan Smithers	Ev 230

## List of unprinted written evidence

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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

## Reports from the Education and Skills Committee, Session 2003–04

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First Report	Public Expenditure: Schools' Funding	HC 112
Second Report	The Work of the Committee in 2002–03	HC 348
Third Report	The Draft School Transport Bill	HC 509–I HC 509–II
Fourth Report	Secondary Education: School Admissions	HC 58–I HC 58–II
First Special Report	Government Response to the Committee's Seventh Report of Session 2002–03: Secondary Education: Pupil Achievement	HC 147