



House of Commons  
Education Committee

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# **Great teachers: attracting, training and retaining the best**

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*Ninth Report of Session 2010–12*

*Volume I*





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**Ninth Report of Session 2010–12**

*Volume I: Report, together with formal  
minutes*

*Ordered by the House of Commons  
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## The Education Committee

The Education Committee is appointed by the House of Commons to examine the expenditure, administration and policy of the Department for Education and its associated public bodies.

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Neil Carmichael MP (*Conservative, Stroud*)  
Alex Cunningham MP (*Labour, Stockton North*)  
Bill Esterson MP, (*Labour, Sefton Central*)  
Pat Glass MP (*Labour, North West Durham*)  
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Tessa Munt MP (*Liberal Democrat, Wells*)  
Lisa Nandy MP (*Labour, Wigan*)  
Craig Whittaker MP (*Conservative, Calder Valley*)

Nic Dakin MP (*Labour, Scunthorpe*) was also a member of the Committee during the inquiry.

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The Reports and evidence of the Committee are published by The Stationery Office by Order of the House. All publications of the Committee (including press notices) are on the Internet at [www.parliament.uk/education-committee](http://www.parliament.uk/education-committee)

### Committee staff

The current staff of the Committee are Dr Lynn Gardner (Clerk), Elisabeth Bates (Second Clerk), Penny Crouzet (Committee Specialist), Benjamin Nicholls (Committee Specialist), Ameet Chudasama (Senior Committee Assistant), Caroline McElwee (Committee Assistant), and Paul Hampson (Committee Support Assistant)

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## Summary

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### *The impact and definition of outstanding teaching*

Everyone remembers their best teacher. Our inquiry made explicit the profound impact that the best—and worst—teachers can have. Evidence from the US has suggested that a ‘high value-added’ teacher can generate significant additional earnings for their students during the course of adult lives, and that poorly-performing teachers can have the opposite effect. This has wider benefits, because of the impact of higher salaries, savings and education on society more broadly. We therefore believe that the recruitment and retention of those most likely to be outstanding teachers should be firmly at the top of our education system’s agenda.

Defining the qualities associated with outstanding teaching is a complex exercise. We support the Government’s new bursary scheme, which offers financial incentives for trainees with higher class degrees: we trust that this will attract more people to consider the profession, but caution that this approach alone will not do the job. Whilst strong subject knowledge is vital, particularly at secondary level, greater effort is needed to identify which additional personal qualities make candidates well-suited to teaching. For primary teaching, where breadth of knowledge is vital, we question the use of degree class as the determinant of bursary eligibility.

### *Attracting and assessing potential teachers*

Alongside entry tests in literacy and numeracy and a proposed interpersonal skills assessment, the design of which we make proposals about, our evidence was clear that teacher quality cannot be fully established without observing a candidate actually teach. We therefore recommend that all providers include teaching observation as a key part of assessment before the offer of a training place is made.

As training to be a teacher is a ‘high stakes’ decision, we also recommend the development of ‘teaching taster’ opportunities, for sixth formers and undergraduates to experience first-hand the content, benefits and potential of a career in teaching. Critically, these tasters must include actual teaching, and not just observation or being a teaching assistant. We believe this move could have a strong and positive effect on both trainee quality and drop-out rates.

### *The provision of initial teacher training*

Initial teacher training is a complex system, involving both undergraduate and postgraduate programmes in university-led, school-centred and employment-based provision.<sup>1</sup> Our evidence was clear that a diversity of routes into teaching is a welcome feature of the system, and we note that all routes have outstanding provision within them. We are left in little doubt that partnership between schools and universities is likely to provide the highest-quality initial teacher education, the content of which will involve

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<sup>1</sup> See paragraph 15 for explanation of terms

significant school experience but include theoretical and research elements as well. We note concerns about the funding and organisation of school placements, and particularly about the variable quality of mentors. Ofsted should look at both when inspecting providers.

We welcome the development of Teaching Schools, and strongly support the expectation that they will work with universities. We believe that a diminution of universities' role in teaching training could bring considerable demerits, and would caution against it, but we also welcome policies which encourage, or enable new, school-centred and employment-based providers, expansion of which should be demand-led, and believe that School Direct could provide a valuable opportunity for schools to offer teacher training. We also support the announced expansion and development of Teach First.

#### *Retaining, valuing and developing teachers*

The retention of the best teachers is clearly desirable, given the huge impact we know them to have on their students, and we make four key recommendations to improve retention. Amongst other barriers to recruitment and retention of the best teachers, we believe that the lack of opportunities for (and structure to) professional development and career progression for teachers are in need of urgent remedy. Therefore, we recommend that the Government consult on the quality, range, scope and content of a high-level strategy for teachers' professional development, and with an aim of introducing an entitlement for all teaching staff as soon as feasible.

Secondly, we recommend the creation of a National Teacher Sabbatical Scholarship programme, where outstanding teachers can apply for a substantial period of sabbatical, supported by Government and closely linked to their professional activities.

Thirdly, we believe changes to the existing career structure, or lack of it, for teachers would have similarly positive results, and recommend that the Government introduce new, formal and flexible career ladders for teachers, with different pathways for those who wish to remain as a classroom teacher or teaching specialist, linked to pay and conditions and professional development. International evidence has made clear the value of such paths, which will enable the profession to offer real structure and opportunities to progress, bringing teaching into line with other graduate professions.

Teaching is unusual, amongst comparable professions, in its lack of a chartered institute or substantial national college. Fourthly, therefore, we acknowledge and support the case for a new, member-driven College of Teaching, independent from but working with Government. The College could play important roles in accrediting CPD and developing teacher standards, amongst others.

The teacher standards themselves have recently been simplified, which we welcome; we support the Government's desire to reduce bureaucratic burdens on teachers and school leaders. These will need to be updated in light of changes to career structure which we recommend. We recommend that the DfE develop proposals for a pay system which rewards those teachers adding the greatest value to pupil performance. Whilst there are

political and practical difficulties with such a model, the comparative impact of an outstanding teacher is so great that hurdles must be overcome.

Our inquiry brought us into contact with teachers and learners from all over the country, and we have been consistently struck by the passion, expertise and skill of the vast majority of practitioners, and by the commitment with which they tackle a vital and often challenging role in society. We urge the Government to continue championing the work done by teachers, and to sell the many benefits and rewards of the profession to the brightest and best candidates. The impact of the best—and worst—teachers is dramatic: there is a moral imperative to improve teaching yet further and to ensure that there is only room in our system for the very best.

# 1 Introduction

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## Background to the inquiry

1. In their introduction to *The Importance of Teaching—the Schools White Paper 2010*, the Prime Minister and Deputy Prime Minister wrote that “no education system can be better than the quality of its teachers”.<sup>2</sup> It was in the spirit of that statement, and in light of the Government’s subsequent consultation on and implementation plan for reforms to teacher training,<sup>3</sup> that we launched our inquiry into the recruitment, training and retention of teachers.

2. The quality and supply of teachers—who currently number nearly half a million, and work in thousands of schools and colleges up and down the country—is a vast subject area, and one with which previous Committees have grappled; most recently, the Children, Schools and Families Committee published its report into teacher training in January 2010.<sup>4</sup> We decided to return to the subject comparatively quickly, largely because of the huge and central importance of teacher quality to our education system and wider society, the clear, strong and growing evidence base for which we examine below. As the world changes and with the new global knowledge economy, along with a decline in the number of unskilled jobs, it is ever more important that the UK workforce is educated to the level of its international competitors, which in turn requires the highest quality teachers.

3. We also decided to conduct our inquiry because of the number of reforms which the new Coalition Government proposed in this field following the General Election in May 2010. These are summarised in relevant sections of this report, but include significant changes to the teacher training landscape; to the roles of schools and universities within the system; to the bursaries offered to trainees; to the admissions procedures for initial teacher training; and, partly via reforms to the curriculum and accountability system, to the emphasis placed on different subjects.

4. Our inquiry was designed not only to examine these Government reforms in more detail but also to focus specifically on how to define the qualities of an outstanding teacher, how to get strong candidates into the profession, how to develop them, and how to keep them. That, in turn, should ensure that fewer who are likely to perform poorly enter the profession, a clearly desirable aspiration. We have examined wider issues relating to the teaching profession, but primarily where these are directly related to the terms of reference for our inquiry, which were:

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2 Department for Education (DfE), *The Importance of Teaching—the Schools White Paper 2010* (November 2010), hereafter ‘Schools White Paper’, p. 3

3 DfE, *Training our next generation of outstanding teachers: An improvement strategy for discussion* (June 2011), hereafter ‘DfE Improvement strategy’, and *Training our next generation of outstanding teachers: Implementation plan* (November 2011), hereafter ‘DfE Implementation plan’

4 *Training of Teachers: Fourth Report of the Children, Schools and Families Committee, Session 2009-10, HC 275-I*, hereafter ‘*Training of Teachers*’

- what evidence is available to help identify the sorts of applicants who become the most effective teachers, and the strategies known to be effective in attracting these applicants;
- whether particular routes into teaching are more likely to attract high quality trainees, and whether the Government's proposed changes to initial teacher training will help to recruit these trainees;
- what evidence is available about the type of training which produces the most effective teachers and whether the Government's proposed changes to initial teacher training, particularly the focus on more school-led training, will help to increase the number of good teachers in our schools;
- how best to assess and reward good teachers and whether the Government's draft revised standards for teachers are a helpful tool;
- what contribution professional development makes to the retention of good teachers; and
- how to ensure that good teachers are retained where they are most needed, particularly in schools in challenging circumstances.

5. Woven through these key themes, and through much of the evidence we gathered, is the issue of teachers' status, as individuals and as a profession. Throughout our inquiry we have been mindful of the need to understand how best to promote the status and attractiveness of the profession to potential recruits, to current members and to society at large. We hope we make recommendations which will help do exactly that.

6. As always, the Committee has benefited hugely from the expertise of its two standing advisers on education, Professor Alan Smithers and Professor Geoff Whitty CBE, whose knowledge of and experience in the teacher training system has proven invaluable to us.<sup>5</sup>

## The evidence base for our inquiry

7. Following the announcement of the inquiry on 15 July 2011, we received sixty-three written submissions, from a wide range of sources, including higher education institutions, school-centred and employment-based training providers, individual headteachers, teacher and school leader unions, and representative or subject-specialist organisations. We also received evidence from the Department for Education, the Training and Development Agency, the General Teaching Council for England, and Ofsted.

8. We held a series of oral evidence sessions where we heard, in public, from a range of experts and stakeholders. These sessions generally focussed on particular perspectives, rather than covering specific themes of the inquiry: for example, one panel offered the perspective of teacher training providers and included two university leaders, two representatives of school-centred provision, and a director from Teach First. Another offered the wider community perspective, with representatives of PTA-UK (parents), the

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5 Professor Whitty, Director Emeritus of the Institute of Education, University of London, and Professor of Public Policy and Management, University of Bath, declared interests as a Trustee of the IFS School of Finance and as a Board Member of Ofsted. Professor Smithers, Director of the Centre for Education and Employment Research, University of Buckingham, declared no interests

National Governors' Association (governors) and the Association of Directors of Children's Services (local authorities). Witnesses are listed at the end of our report.

9. Alongside these public sessions, we held a number of seminars and other events where we were able to hear the views of those at the front line: teachers, heads and pupils. These included two discussion fora with outstanding teachers from across the country; three visits to schools meeting heads, teachers and pupils; two meetings with secondary school and college students at the House of Commons; and a lunch with trainee teachers from three different providers in the Yorkshire region. As ever, we benefited greatly from these perspectives and from the opportunity to learn from those engaging daily with the impact of policy changes.

10. We have, during the course of the inquiry, considered a wealth of other evidence as well, including the significant number of articles and reports previously published in this field. In particular, we have benefited from the work of our predecessor Committee, and from *The Good Teacher Training Guide 2011*, compiled by Alan Smithers and Pamela Robinson at the University of Buckingham, which provides valuable information about the teacher training system, the quality and characteristics of trainees, and the respective merits and characters of different routes into teaching.

11. Finally, ever-mindful of the importance of learning from best practice abroad, six members of the Committee undertook a short visit to Singapore, where meetings took place with a wide range of experts including headteachers and academics, school and private tutors, Government ministers and officials, and our own counterparts on the Parliamentary Education Committee. A note of our visit is annexed to this report.

## Background information

12. There are currently over 460,000 teachers in English publicly-funded schools, and a full-time equivalent workforce of nearly 450,000. Of those, slightly more (204,200) work in primary schools than secondary (198,800); 15,600 are in special schools. Nearly three-quarters of teachers are female, and around a quarter are aged under 30 years. The majority of teachers (nearly 94%) are recorded in the 'White' ethnic groups.<sup>6</sup> In 2009-10, there were over 38,000 recruits to teacher training.<sup>7</sup>

13. Ofsted has responsibility for the inspection of teacher training, and has judged that 90% of existing provision is good or better.<sup>8</sup> Between 2008 and 2011, 337 inspections of training provision were carried out, all under the same inspection framework.<sup>9</sup> The inspectorate has recently consulted on a new framework for teacher training inspection; the consultation closed on 31 January 2012.<sup>10</sup>

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6 For this, and other, information on the workforce, see *School Workforce in England November 2010 (Provisional)* (DfE Statistical First Release, 20 April 2011)

7 Smithers, A., and Robinson, P., *The Good Teacher Training Guide 2011* (University of Buckingham), p. 16

8 *Ibid.*

9 Ev 292

10 See <http://www.ofsted.gov.uk/news/raising-expectations-for-teacher-training-0>.

14. Until 1 April 2012, the Training and Development Agency (TDA) was the “national agency and recognised sector body responsible for the training and development of the school workforce”, including teachers.<sup>11</sup> It received an annual remit letter from the Secretary of State for Education; the 2011–12 letter set the Agency’s budget at up to £543m for programme expenditure and £24.6m for administrative costs.<sup>12</sup> From 1 April, however, functions of the TDA have been enveloped within the new Teaching Agency, an executive agency of the Department for Education; its staff are civil servants and overseen by a Director General in the DfE.<sup>13</sup> This structural reform is part of the Government-wide reform to public bodies announced since October 2010.<sup>14</sup> The Teaching Agency has three key “areas of delivery”: supply and retention of the teaching workforce; quality of the workforce; and regulation of teacher conduct.<sup>15</sup>

15. There are three main training routes leading to Qualified Teacher Status (QTS):

*Partnerships led by higher education institutions*

These account for nearly 80% of trainees, and include both undergraduate and postgraduate courses (though the number on the former has declined over recent years). Postgraduate training commonly leads towards the PGCE (Postgraduate Certificate in Education).

*School-centred initial teacher training (SCITTs)*

SCITTs are consortia of schools which offer training towards the PGCE; tuition fees are payable, as for university courses. With SCITTs, the consortium itself arranges the training and channels the funding for placements; with HEI-led partnerships, the university arranges placements and channels the funding. Universities validate the SCITTs’ PGCEs. SCITTs currently count for less than 5% of trainees per year.

*Employment-based initial teacher training (EBITTs)*

EBITTs involve ‘on-the-job’ training and fall into three groups: the Graduate Teacher Programme (GTP) and the Registered Teacher Programme (RTP); Overseas Trained Teacher Programme (OTTP); and Teach First. Only Teach First offers a PGCE as an integral part of the training programme; all three, however, lead to Qualified Teacher Status (QTS).<sup>16</sup>

11 <http://tda.gov.uk/about/role-remit.aspx>

12 The remit letter is available online at <http://tda.gov.uk/about/role-remit.aspx>.

13 See DfE / Teaching Agency, *Teaching Agency: Framework document* (April 2012)

14 See <http://www.education.gov.uk/aboutdfe/armstrongbodies/b0077806/the-teaching-agency>

15 *Ibid.*, p. 4

16 For this, and more, information on the teacher training system, see predominantly *The Good Teacher Training Guide 2011* (Alan Smithers and Pamela Robinson, published by University of Buckingham), especially pp. 1 and 16, and Department for Education pages at <http://www.education.gov.uk/schools/careers/traininganddevelopment/initial>.

## Recruitment to teacher training

16. A breakdown of recruitment over time, by the various routes into teaching, is given below.

**Fig. 1: recruitment to teacher training courses since 2006-07**

Programme	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12 (autumn)
<b>HEI-LED AND SCHOOL-CENTRED ROUTES</b>						
Undergraduate	7,960	7,620	7,690	7,920	7,660	7,290
Postgraduate	24,510	23,730	23,530	25,110	24,510	22,840
of which school-centred	1,730	1,650	1,650	1,810	1,750	1,750
<b>TOTAL RECRUITMENT (HEI-led and school-centred)</b>	<b>32,460</b>	<b>31,350</b>	<b>31,220</b>	<b>33,040</b>	<b>32,170</b>	<b>30,130</b>
<b>EMPLOYMENT-BASED ROUTES</b>						
GTP	5,360	5,300	5,120	5,110	4,940	5,310
RTP	180	150	120	120	110	80
OTTP	1,580	1,300	980	750	600	180
Teach First	250	260	370	480	550	710
Teach Next <sup>17</sup>	-	-	-	-	-	50
<b>TOTAL RECRUITMENT (employment-based)</b>	<b>7,370</b>	<b>7,010</b>	<b>6,590</b>	<b>6,460</b>	<b>6,200</b>	<b>6,340</b>
<b>TOTAL RECRUITMENT (all routes)</b>	<b>39,830</b>	<b>38,360</b>	<b>37,810</b>	<b>39,500</b>	<b>38,370</b>	<b>36,470</b>

Source: Department for Education, <http://www.education.gov.uk/schools/careers/traininganddevelopment/initial>.

17. As a number of witnesses, including representatives of the TDA, explained to us, certain subjects have been traditionally harder to recruit to— including physics, chemistry, maths and languages. The Government’s proposals for dealing with this potential and ongoing shortfall are discussed in Chapter 2. Overall, between 2010–11 and 2011–12, the

17 See para 63

ratio of applicants to places rose slightly (from 2.26 to 2.30); although both applications and places fell, the former did so less dramatically than the latter, and the number of both applicants and places for primary programmes rose between 2010-11 and 2011-12.<sup>18</sup>

18. In 2009-10, 62% of trainees had a 2.1 or above in their first degree, and 30% had a 2.2.<sup>19</sup>

### Into teaching

19. The table below shows the number of trainees gaining Qualified Teacher Status over the past few years:<sup>20</sup>

**Fig. 2: Trainees gaining Qualified Teacher Status since 2006-7**

Training route	2006-07	2007-08	2008-09	2009-10
HEI-led and school-centred	26,980	26,470	26,650	28,420
Employment-based	7,120	6,510	6,470	6,260
TOTAL GAINING QTS	34,100	32,980	33,120	34,680
as a percentage of trainees recruited	85.6%	86.0%	87.6%	87.8%

Source: <http://www.education.gov.uk/rsgateway/DB/SFR/s000997/sfr06-2011at.xls>

20. The following table shows the percentage of trainees in teaching, six months after qualification, for the 2005-06 and 2009-10 intakes.

**Fig. 3: Teaching status of trainees six months after qualification**

	2005-06	2009-10
Trainees teaching in maintained sector six months after qualification	58%	70%
Trainees teaching in non-maintained sector six months after qualification	4%	5%
Trainees teaching (sector not known) six months after qualification	5%	5%
Trainees seeking teaching post six months after qualification	4%	7%

Source: TDA

18 For more information, including a breakdown of applications and places by subject, see HC Deb 10 January 2012 col. 232W

19 Ev 217

20 See <http://www.education.gov.uk/rsgateway/DB/SFR/s000997/sfr06-2011at.xls>.

Retention rates over time are considered in Chapter 5, as are factors associated with teachers leaving the profession. The following table offers the key reasons given for a teacher's contract ending during the 2009–10 academic year.

**Fig. 4: Reasons for cessation of teaching contracts in 2009–10**

Reason	Percentage of contracts ending
Remaining in the publicly funded schools sector	51.1%
Other education sector employment	1.9% (of which 0.5% was moves to independent schools)
Employment outside the education sector	0.6%
Other (including retirement, both at 'normal age' and prematurely, death or family reasons)	8.4%
Unknown destinations	38.0%

Source: TDA

This information, along with other data and more details, is based on submissions from the Training and Development Agency, which can be found in Volume II of our report.

## Acronyms and abbreviations

21. The following acronyms and abbreviations are used in our report, as well as in much of the written evidence we received and which is published separately:

### Training terminology

QTS	Qualified Teacher Status
NQT	Newly Qualified Teacher
ITT / ITE	Initial Teacher Training / Initial Teacher Education
CPD	Continuing Professional Development

### Provider types

HEI	Higher Education Institution
EBITT	Employment-Based Initial Teacher Training
SCITT	School-Centred Initial Teacher Training
GTP	Graduate Teacher Programme
OTTP	Overseas Trained Teacher Programme
RTP	Registered Teacher Programme

Degree courses

BEd	Bachelor of Education
BA	Bachelor of Arts
PGCE	Postgraduate Certificate in Education
PgCE	Professional Certificate in Education

Government and related bodies

DfE	Department for Education
TDA	Training and Development Agency
GTCE	General Teaching Council for England

## 2 The impact and definition of outstanding teaching

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### The impact of the best teachers

22. It is a commonplace that everyone remembers their best teacher; indeed, similar slogans have been used frequently in the media, in teaching awards ceremonies, in personal memoirs, and in Government advertising campaigns. However, the profound and real impact which the best teachers have is less widely acknowledged.

23. There are of course many influences on a young person's life, of which school is one of the most controllable. To quote a recent Institute for Public Policy Research (IPPR) study: "the most important difference between the most and the least effective classrooms is the teacher".<sup>21</sup> Michael Barber and Mona Mourshed argue that "the evidence that getting the right people to become teachers is critical to high performance is both anecdotal and statistical", and quote a South Korean policymaker explicitly stating that "the quality of an education system cannot exceed the quality of its teachers".<sup>22</sup> Traditionally in the UK, emphasis has been put on the quality of schools, not least through Ofsted judgments, but the inspectorate itself has said that "the variability of the quality of teaching within schools" is "a persistent issue", as well as the more acknowledged variability between schools:<sup>23</sup> the former is, arguably, the real issue to be addressed, given the huge impact that individual teachers have on pupil performance.

24. More detailed studies have argued that that impact of a good or outstanding teacher, compared with a mediocre or poor one, is both tangible and dramatic. Research conducted by the Centre for Market and Public Organisation, commissioned by the Institute of Public Policy Research, and involving around 6,000 pupils and 300 teachers, found that "having an 'excellent' teacher compared with a 'bad' one can mean an increase of more than one GCSE grade per pupil per subject".<sup>24</sup>

25. A large study conducted by academics from Harvard and Columbia defined 'high value-added (VA)' teachers as those having the most positive impact on test scores, and discovered that students taught by such teachers were more likely to participate in further education, to attend better colleges, to earn higher salaries, and to save more for retirement; they were also less likely to have children as teenagers.<sup>25</sup> In salary terms, specifically, the

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21 Margo, J., Benton, M., Withers, K., and Sodha, S., with Tough, S., *Those who can?* (Institute for Public Policy Research, 2008), p. 58, citing Monk, D. 'Subject area preparation of secondary mathematics and science teachers and student achievement', *Economics of Education Review*, Vol. 13(2), pp. 125-145 (1994)

22 Barber, M., and Mourshed, M., *How the world's best-performing school systems come out on top* (McKinsey & Co., September 2007), p. 16

23 Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills, 2010-11, p. 54

24 Margo et al., *Those who can?* (Institute for Public Policy Research, 2008), p. 50, citing Slater, H., Davies, N., and Burgess, S., *A note on estimating the variation in teacher effectiveness in England* (Bristol, CMPO, 2007). The methodology behind this study, including the methods for defining teacher quality, are explained in Margo & al on pp. 49 and 50. See also Ev w88 and citations.

25 Chetty, R., Friedman, J., and Rockoff, J., *The Long-Term Impact of Teachers: Teacher Value-Added and Student Outcomes in Adulthood* (National Bureau of Economic Research, Cambridge, MA, Working Paper 17699, December 2011). The study looked at test data for 2.5 million children and linked it to tax records, containing data on the

research estimates that “a teacher who is in the top 5 percent [on the VA measure] [...] generates about \$250,000 or more of additional earnings for their students over their lives in a single classroom of about 28 students”<sup>26</sup>—in essence, that one year of a brilliant teacher will increase their students’ earning potential during their adulthoods. Other reputable research has produced similar findings: for example, Eric Hanushek (senior fellow at the Hoover Institute, Stanford University) estimates from his studies that a year of a good teacher (as opposed to an outstanding one) produces “an increase of \$10,600 on each student’s lifetime earnings”, and that “even a modestly better than average teacher raises earnings by \$5,300, compared to what would otherwise be expected”.<sup>27</sup> Hanushek goes on to demonstrate that “there is a symmetry to these calculations”, and that a very weak teacher (on the value-added definition) “will have a negative impact of \$400,000 [across a class of twenty’s lifetime earnings] compared to an average teacher”.<sup>28</sup>

26. That impact has wider benefits than on the individual student and his or her own progress and attainment, because of the impact of higher salaries, savings and education on society more broadly—so much so that, in Hanushek’s own words, “the estimated value almost loses any meaning”.<sup>29</sup> Nonetheless, he argues that if the United States closed the achievement gap with Finland, the former’s annual growth rate would increase by 1% of GDP: “accumulated over the lifetime of somebody born today, this [...] would amount to nothing less than an increase in total U.S. economic output of \$112 trillion in present value”.<sup>30</sup>

27. These figures are, as Hanushek himself admits, “subject to some uncertainty”,<sup>31</sup> yet the key findings appear to support the general assumption, clear from the evidence we have taken from a wide range of adults and young people, that outstanding teachers have a profound impact on students’ success, both at and after school, and that the recruitment and retention of those most likely to be outstanding teachers should therefore be firmly at the top of our education system’s agenda. We note the work of the Sutton Trust in attempting to widen the UK research base in this field, through its current study on improving the impact of teachers on pupil performance.<sup>32</sup>

## Defining ‘the best’

### *Personal attributes*

28. If we accept that teachers can have profound and positive impacts as demonstrated in part by the research cited above, it is then more important to establish the qualities which

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students’ subsequent earnings, income, savings, family situation and further education, and thus allowing the researchers to “track a large group of individuals from elementary school to early adulthood”.

26 Raj Chetty, interviewed by Ray Suarez for PBS News hour, 6 January 2012 (transcript available at [http://www.pbs.org/newshour/bb/education/jan-june12/teachers\\_01-06.html](http://www.pbs.org/newshour/bb/education/jan-june12/teachers_01-06.html))

27 Hanushek, E., ‘How much is a good teacher worth?’, *Education Next* (Summer 2011)

28 *Ibid.*

29 *Idem.*

30 *Idem.*

31 *Idem.*

32 The study’s interim findings were published in September 2011.

the highest-performing teachers have in common with each other: once those qualities are clear, it becomes easier to design recruitment, training and retention policies aimed at the people who embody them. Perhaps unsurprisingly, coming up with a decisive list of qualities is a difficult and complex exercise: research has shown that matching factors such as degree class and teaching experience with pupil performance is very difficult.<sup>33</sup> However, given the profound effects which teachers, both good and bad, can have on pupil performance, attempting the exercise is important.

29. Ofsted, which is responsible for inspecting teacher training provision as well as the quality of teaching in schools and colleges, told us what its inspectors look for:

An outstanding teacher generally has exceptionally strong subject knowledge and exceptionally good interactions with students and children, which will enable them to demonstrate their learning and build on their learning. They will challenge the youngster to extend their thinking to go way beyond the normal yes/no answer. They will be people who inspire, who develop a strong sense of what students can do and have no limits in terms of their expectations of students.<sup>34</sup>

30. Many of those qualities were also listed by the young people we met in York, Rugby and London during the course of our inquiry. They added others, including the ability to innovate and make lessons engaging, and to keep discipline in the classroom. Dr John Moss, Dean of Education at Canterbury Christ Church University, argued that an interest in working with children, despite seeming obvious, was not always forthcoming in candidates, though it was clearly crucial.<sup>35</sup>

31. Dr Moss also praised the Teach First core competencies, which he said offered a “very good list” of the key personal attributes found in the best teachers.<sup>36</sup> Teach First, which recruits high-performing graduates to train on-the-job in challenging schools, assesses applicants in eight areas alongside their formal academic criteria:

- Humility, respect and empathy;
- Interaction;
- Knowledge;
- Leadership;
- Planning and organising;
- Problem-solving;
- Resilience; and
- Self-evaluation.<sup>37</sup>

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33 See, for example, Sutton Trust, *Improving the impact of teachers on pupil achievement in the UK—interim findings* (September 2011), citing Aaronson & al 2007; qq. 146-147 (Kevin Mattinson); and various submissions to our inquiry such as Ev w88, and including that offered at seminars with practising and trainee teachers

34 Q 524 (Jean Humphrys)

35 See Q 66

36 *Idem*.

37 See Ev 169. The evidence submitted to our inquiry by Teach First did not suggest that the competency-based assessment procedures in place give priority to any particular competency nor that teachers skilled in any particular competency are more likely to be high performers in the classroom.

Other witnesses commended this list, and lent particular support to the inclusion of resilience: Angela Milner, from Ofsted, argued that this was “a very important characteristic” of good classroom teachers as well as school leaders.<sup>38</sup> The 2007 McKinsey study, *How the world’s best performing school systems come out on top*, suggests a shorter list of pre-identifiable attributes used by leading countries to assess suitability for teaching: “a high overall level of literacy and numeracy, strong interpersonal and communication skills, a willingness to learn and the motivation to teach”.<sup>39</sup>

### Subject knowledge and academic background

32. The Government has expressed a desire to “raise the expectations of the academic achievement of trainees”,<sup>40</sup> and has pursued this by introducing a new bursary scheme for teacher trainees, to take effect from 2012. Under that scheme, higher levels of financial support will be awarded to trainees with higher degree classes, or with degrees in particular ‘priority’ subjects. The Schools Minister explained that trainees with lower class degrees will not be excluded from applying for teacher training, but that the bursary scheme is designed “to incentivise graduates” with higher class degrees or in shortage subjects; other applicants can still “apply for all the student loans to pay tuition fees regardless of [their] degree class” (and provided they have been accepted onto a course), but will not receive bursaries.<sup>41</sup>

Fig. 5: Financial incentive scheme for trainee teachers, 2012-13

Trainee’s degree class	Physics, mathematics, chemistry, modern languages	Other secondary priority subjects <sup>42</sup> ; all primary trainees	General science; non-priority secondary subjects <sup>43</sup>
First	£20,000	£9,000	£0
2.1	£15,000	£5,000	
2.2	£12,000	£0	
Third	£0		

Source: DfE Improvement strategy, p. 5

33. The Government has said that the scheme “will give flexibility in exceptional circumstances for trainees to receive a higher bursary than their degree class would otherwise allow”, citing trainees who have gained “exceptional subject knowledge” during a previous career, or who have a doctorate.<sup>44</sup> The scheme does not take into account the

38 Q 545

39 Barber and Mourshed 2007, p17

40 DfE Improvement strategy, p. 5

41 Qq. 691 and 696 (Nick Gibb MP)

42 Priority specialisms are art and design, design and technology, economics, engineering, English, dance, drama, geography, history, information and communications technology, computer science, classics, music, biology, physical education, and religious education. List taken from DfE Implementation plan, p. 8.

43 Non-priority specialisms are business studies, citizenship, applied science, health and social care, leisure and tourism, media studies, psychology, and social sciences (except economics). Source as above.

44 *Ibid.*, p. 6

differences between the academic demands or reputations of individual universities, just that of individual trainees, although as witness Emma Knights of the NGA pointed out to us:

We all know that in some cases a 2.2 from a particular university is perhaps worth more academically, or should be possibly, than 2.1 from somewhere else [...] if you have absolutely rigid criteria, you can't take that into consideration.<sup>45</sup>

Ms Knights also suggested that the scheme could be seen as implying that “primary was not as important as secondary”, because of the lower bursaries offered,<sup>46</sup> but Michael Day of the Training and Development Agency explained to the Committee that the levels are set purely because “it is much easier [...] to recruit high quality people into primary teaching than it is into the shortage subjects”.<sup>47</sup> Based on the general application figures, we accept that this is the case.

34. We heard considerable debate around the level of subject knowledge required by teachers, and how this equated to both their academic background and their skill in the classroom. Evidence from around the world suggests that degree class can be a useful ‘initial sieve’, prior to teacher training, to ensure that graduates have strong subject knowledge and solid academic credentials. Moreover, setting a high academic bar sends a clear signal that this is a difficult profession to enter, thus raising its status. For example, South Korean teachers are generally recruited from the top 5% of the graduate cohort, those in Finland from the top 10%, and in Singapore and Hong Kong from the top 30%.<sup>48</sup> All four of those countries are ranked significantly above the OECD average for students’ reading and mathematics, where the UK is around the average for both.<sup>49</sup>

35. Despite the policies suggested by that international evidence, witnesses to our inquiry—whilst generally minded that, in the words of one organisation, “the better qualified the teaching profession is the more effective it will be”<sup>50</sup>—were sceptical that degree class equated to ability in the classroom. Ofsted said it knew of “no firm evidence to support the view that those with the highest degree classifications make the best teachers”, a statement supported by Keele University which argued that “some the highest-quality teachers” it had produced “have had degrees at 2.2 or lower”.<sup>51</sup> That opinion was backed up by teachers attending a private seminar with the Committee to launch the inquiry, all of whom were outstanding practitioners and several of whom had lower class degrees.<sup>52</sup>

36. Looking at the academic research, some studies have suggested that strength of subject knowledge—which, as teachers speaking to us acknowledged, is very likely to have been

45 Q 122

46 Q 119

47 Q 6

48 Barber and Mourshed 2007, p. 16

49 See PISA world rankings, 2009, available at <http://www.oecd.org/dataoecd/54/12/46643496.pdf>

50 Ev 147

51 EV 165

52 A note of the seminar, including the delegates’ views on degree class and teaching ability, can be found at Annex 1.

gained through a degree—can play a role in determining a teacher’s future abilities and impact. For example, the IPPR cites a study of almost 3,000 students in 2005, which found that “students taught by the most knowledgeable teachers (the top 5 per cent) learned around 25 per cent faster than the student taught by the least knowledgeable”.<sup>53</sup>

37. Of course, no sensible person would suggest that having a good degree automatically makes you a good teacher. Strong subject knowledge is necessary but not sufficient, and this is exactly the approach taken by the world’s best-performing schools systems, as identified by the OECD, McKinsey and Co., the Sutton Trust and others. Similarly, though, it does not appear sensible to suggest that the strong subject knowledge (and indeed other qualities such as application, as Mary Bousted suggested to us)<sup>54</sup> symbolised by a high degree class are irrelevant to teacher quality, which is recognised by the DfE’s new bursary proposals. Indeed, we can argue the case no better than former ‘Jamie’s Dream School’ student Nana Kwame who, when asked in oral evidence to us whether personality or subject knowledge mattered more in a teacher, replied:

You can’t really pick between the two [...] the one with no personality is [...] going to know what he’s talking about, but everyone’s going to be bored of him, so they’re not going to listen. On the other hand, if that guy’s got a good personality, but don’t have a clue what he’s doing, we will not learn anything [...]<sup>55</sup>

38. However, the balance between depth and breadth of subject knowledge required will naturally differ for different phases of education. Secondary school students in York viewed primary school teaching as harder than secondary, because so many subjects have to be covered and because of the constant energy required in lessons. Without placing comparative value on either phase, Martin Thompson—president of the National Association of School Based Teacher Trainers—agreed that the qualities required in a great teacher “might vary with the age of the children they are going to teach”,<sup>56</sup> and Emma Knights of the National Governors’ Association suggested that subject knowledge was part of that: “when it comes to A-level, parents would want somebody with a good degree teaching their children, but [for] nursery provision, it would be very different.”<sup>57</sup>

39. We acknowledge that the Government’s policy of raising the academic threshold for entry to teacher training may give a boost to the status of the profession, as evidenced abroad. **We welcome the Government’s bursary scheme, trust that it will attract more people to consider the profession, and acknowledge the need to skew incentives towards subjects in which it is difficult to recruit. However, we caution that this alone will not do the job. Whilst bursaries will help to attract people with strong academic records, greater effort is also needed to identify which subset of these also possess the additional personal qualities that will make them well-suited to teaching. This is a key theme of this report that we will return to later.**

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53 See Margo et al 2008, p. 52, citing Hill (2005) and William (2007)

54 Q 238

55 Q 20, in oral evidence to the Education Committee, 21 June 2011 (HC 1169)

56 Q 66

57 Q 118

40. We do, however, question the use of degree class as the determinant of bursary eligibility for *primary* school teachers. For this phase of education, a redesign of the criteria towards breadth of knowledge (at GCSE and A Level) may be more appropriate. Again, this of course needs to be complemented by a thorough testing of suitability as a teacher, as part of the course admissions process.

### **Conclusion**

41. Evidence is clear that outstanding teachers at all phases can have a profound positive impact on pupils' performance, which in turn leads to better outcomes in further education, pay, wellbeing, and for society at large. Similarly, the negative impact of the teachers who add the least value to their pupils is very significant. Having weak teachers in the classroom is, therefore, detrimental not just to pupils' achievement that academic year but to their, and hence the country's, future prospects.

42. However, as discussed above, there is no clear formula for an 'outstanding' teacher and, although good subject knowledge, overall academic ability and a range of personal and inter-personal skills are vital, the evidence is similarly clear that no one factor (including degree class) correlates to performance in the classroom and thus to impact on pupil performance. **We have been surprised by the lack of research into the qualities found to make for effective teaching, including any potential link between degree class and performance.** Overall, the research base in both directions is fairly scant and could usefully be replenished with new methodologically-sound research looking at UK teachers and schools, both primary and secondary, which we recommend that the Government commission with some urgency.

## 3 Attracting and assessing potential teachers

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### Assessing applicants

#### Entry tests

43. The Government has proposed that the existing tests in literacy and numeracy, which trainees have to complete before gaining QTS, will subsequently become “entry tests”, taking place before courses begin, and that candidates will be limited to two resits.<sup>58</sup> Previously, the number of re-sits had been unlimited. On 27 March 2012, the Government announced that the tests “will be strengthened so that they are testing candidates to meet rigorous standards of literacy and numeracy”, with a review to be led by headteacher Sally Coates.<sup>59</sup> These moves respond to a recommendation made by our predecessor Committee in 2010.<sup>60</sup> Our inquiry heard broadly strong support for the Government’s position, with many witnesses agreeing that “enhancing the rigour of the entry testing” should “contribute to improvements in the quality of trainees”.<sup>61</sup> There was considerable agreement, amongst trainee teachers at the Committee’s seminar with them in York, that a high level of literacy and numeracy should be prerequisites for teacher training courses; a headteacher from the same region argued that some trainees “who have come through [training courses] are not literate and find it difficult to write reports in plain English”, and that the new tests are therefore needed.<sup>62</sup>

44. Support for the Government’s proposal for a entry test of trainees’ inter-personal skills—which it “will expect all providers of ITT” to conduct “before accepting anyone onto training”—was weaker.<sup>63</sup> In fact, previous studies have lauded the benefits of psychometric testing.<sup>64</sup> There was considerable support for the proposed tests amongst trainee teachers, who felt that teaching comprised a complex set of ‘people skills’, a belief supported by students and pupils we met as well.

**45. We support the Government’s introduction of entry tests in literacy and numeracy skills: teachers must be highly skilled in both. We also welcome the concept of a test of interpersonal skills but, amidst concerns about the nature of such a test, we recommend—whilst acknowledging the Government’s desire to give providers autonomy over test design—that the Department for Education publish further details of what such a test might include, and that it keep the test under close review.** Designing a test to find proxies for teaching aptitude poses a significant challenge. However, other

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58 DfE Implementation plan, p. 5.

59 <http://education.gov.uk/inthenews/inthenews/a00205843/traintest>

60 See *Training of Teachers*, p. 21

61 Ev 141

62 Q 609 (Trevor Burton)

63 DfE Improvement Strategy, p.6

64 For example, see Margo et al 2008, p. 105

professions and organisations have overcome similar challenges. **We recommend the Government engage with relevant experts to assist in designing and refining the assessments, which we believe have potential to improve the predictive capability of the application/acceptance system. However, we remain to be convinced that a written test alone will constitute the most effective device. The added effectiveness that could come through deploying additional ‘assessment centre’ techniques (such as group exercises and presentation) and a demonstration lesson may well outweigh their cost and we recommend the Government consider these too. Such techniques could form part of the second of a two-round system, similar to that now used in Finland. As a starting point, we believe there may be much to be learned from the selection processes of Teach First.**<sup>65</sup>

### **Teaching experience**

46. Trainee teachers felt, very strongly, that applicants should have some experience of working with children before they applied, although there was no particular view on whether this should be a requirement in order to gain a training place. Again, in this regard, the trainees’ views are strongly corroborated by evidence. Aside from a strong consensus during the inquiry that a teacher must enjoy working with young people, Sutton Trust research has made clear that “it is very difficult to predict how good a teacher will be without observing them in a classroom”.<sup>66</sup>

47. This perspective led a number of witnesses to suggest that there need to be more opportunities to experience teaching pre-applying. The University of Worcester suggested that “taster events where potential applicants can talk to and question trainees”, and “taster courses which include school experience” would be effective recruitment strategies;<sup>67</sup> such policies could also reduce drop-out rates from training courses, which some trainees told us are quite high. We heard from some teachers who had previously been teaching assistants, and who felt this was a good way into the profession, as candidates already had strong experience of working with young people and a good understanding of teachers’ roles. There may also be lessons to learn from Singapore, where the process of recruiting likely teachers begins early:

Singapore carefully selects young people from the top one-third of the secondary school graduating class whom the government is especially interested in attracting to teaching and offers them a monthly stipend, while still in school [...] In exchange, these teachers must commit to teaching for at least three years [...] Interest in teaching is seeded early through teaching internships for high school students.<sup>68</sup>

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65 See Ev 169 and fn 36 above.

66 Sutton Trust, *Improving the impact of teachers on pupil achievement in the UK—interim findings* (September 2011), p. 3, citing Aaronson & al. (2007)

67 Ev 141

68 OECD, *Building a High-Quality Teaching Profession: Lessons from around the world* (Background Report for the International Summit on the Teaching Profession, 2011), p. 9

48. Mike Hickman explained how schools are engaged with the assessment of candidates for the secondary course, rated ‘outstanding’ by Ofsted,<sup>69</sup> at York St John University:

There is direct involvement by school partners in [our] interview process [...] Rather than a university-based interview, [trainees] go into school, meet with and are questioned by members of staff [...] it can include children as well [...] [trainees] engage in a teaching activity as part of the interview.<sup>70</sup>

Unfortunately, we heard from some teachers that this best practice is not replicated nationally, and that some university-led provision does not adequately involve schools, particularly at interview stages. Stephen Hillier of the TDA said that the “assumption” that “head teachers are sitting there on the interview panel [...] ought to be true, but sadly it is very rarely”.<sup>71</sup> (We will return to the wider issue of school involvement in ITT in the next chapter.)

**49. We agree that teacher quality, actual or potential, cannot be fully established without observing a candidate teach. We would like to see all providers, wherever possible, include this as a key part of assessment before the offer of a training place is made (see below for a development of this issue). Assessment panels, where they do not already, must include the involvement of a high-quality practising headteacher or teacher.**

50. Following the practice already apparent in the best training models, **all providers should develop strong partnerships with local universities, colleges and schools which enable potential teachers to ‘taste’ the profession, and experience first-hand its content, benefits and career potential, before entering training; we believe this could have a strong and positive effect on both trainee quality and drop-out rates. Alongside this, Government should consider development of a more formalised system of internships for school and college students, as exists in Singapore. We would envisage extensive availability of ‘Teaching Taster’ sessions for both sixth formers (for those considering undergraduate courses) and undergraduates (considering postgraduate training). Regardless of how long the taster session lasts, it must feature actual teaching, alongside the classroom teacher, and not just ‘observation’ or being a ‘teaching assistant’. Feedback on the individual’s performance should be given to the individual only and the taster sessions should be entirely separate from formal application/acceptance processes. Applying to do teacher training is a ‘high stakes’ decision and the purpose of these sessions is to give people a chance to try out their own aptitude before committing. We believe this approach could help both deter some people who are not best suited to teaching and persuade others to consider it.**

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69 See <http://www.ofsted.gov.uk/inspection-reports/find-inspection-report/provider/ELS/70118>

70 Qq. 669-670

71 Q 17

## Marketing the teaching profession

51. As noted above, a desire to work with young people and an interest in their development are important qualities found in the best teachers; they are also, we were told, the very reason why many teachers decide to join the profession. However, those same teachers argued that there was a need to market the profession better, so that a wider range of graduates considered teaching as a career. In the past, central marketing has been seen to have a positive impact on the status of the teaching profession, as Professor John Howson suggested to us:

If you want a tipping point [in terms of professional status], I think it was when the Teacher Training Agency went out with the ‘No-one forgets a good teacher’ campaign, at the same time that the teaching awards were launched. Before that, we had been talking teaching down; now there is much more understanding about the need to talk it up.<sup>72</sup>

Stephen Hillier, of the TDA, agreed, saying that “ ‘No-one forgets a good teacher’[...] began quite a long journey [...] of, in the current jargon, ‘Making teaching cool’”, and that that had “been really important in terms of bringing in bright young people.”<sup>73</sup>

52. On our visit to Finland in 2011, we discovered that that country is able to have such high-quality teachers because of the high number of applicants for every place. A similar scenario is a facet of other high-performing education systems around the world: in Singapore, one in six applicants becomes a teacher, and one in ten in Finland.<sup>74</sup> By contrast, in England there were 2.3 applications for each teacher training place for 2011–12.<sup>75</sup> Some teachers attending a Committee seminar in October 2011 praised the Teach First scheme for raising awareness of teaching amongst students, particular those with high academic credentials who might not have considered teaching otherwise: in 2010, for example, 282 applications for the programme were received from Oxford graduates, equating to almost 10% of the graduating class.<sup>76</sup>

53. The success of Teach First also, some teachers argued, proved that people were neither attracted to, nor deterred from, the teaching profession because of pay and conditions: during their first year, Teach First participants are paid as unqualified teachers.<sup>77</sup> Moreover, starting salaries for teachers are broadly in line both with other graduate schemes in the UK and with teachers’ starting salaries abroad, as the table below demonstrates:

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72 Q 145

73 Q16

74 Sutton Trust, *Improving the impact of teachers on pupil achievement in the UK – interim findings* (September 2011), p. 10

75 Figures for applications and places for 2010-11 and 2011-12 published in HC Deb, 10 January 2012, c232W.

76 See Ev 299

77 See <http://graduates.teachfirst.org.uk/faqs.html>. Currently, the starting salaries for new unqualified teachers are between £15,817 and £19,893 p.a., depending on where in the country the teacher is stationed.

**Fig. 6: Average starting salaries for teachers in England and the OECD, and for graduates on other English schemes in the private and public sectors<sup>78</sup>**

Profession / graduate programme	Starting salary
Teacher (with QTS) starting salary	Between £21,588 and £27,000
Civil Service – Fast Stream (graduate entry)	Between £25,000 and £27,000
NHS graduate programme (non-medical)	£22,222
British Army – post-university commission	£24,615 (in training); £29,587 (post-training)
Marks and Spencer graduate scheme	Between £23,500 and £28,000
Tesco graduate scheme	Between £22,000 and £28,000
Average graduate starting salary, 2010	£22,968 <sup>79</sup>
OECD average teachers' starting salary	£18,786 - £20,854, depending on phase of education taught <sup>80</sup>

Source: Information taken from relevant graduate programme and organisational websites

However, some teachers did report that there was a perception that teachers were badly paid. A similar view was expressed by some of the young people we met as part of our inquiry: a comparatively small number were considering teaching as a career, often because they felt it was not a well-paid profession.

54. Researchers from Birmingham University also suggested that marketing campaigns, as well as needing some improvements, might focus more on “extrinsic rewards as well as the intrinsic aspects of teaching”.<sup>81</sup> Whilst the teachers we met were adamant that the focus of marketing should always be on the content of the job, Professor Gorard and Dr See emphasised that significant numbers are “put off teaching” by the perception of it “as an unambitious and unchallenging vocation”, and that those currently not considering teaching were motivated by factors such as “career advancements, intellectual stimulation and stimulation to ambition”, which could be better advertised as features of the teaching profession as well.<sup>82</sup>

**55. Whilst marketing campaigns to date have had some success in raising the possibility of a teaching career amongst graduates, England is clearly lagging behind its international peers with regard to the number of applications per place. We recommend that the Government, through the new Teaching Agency, commit to consistent marketing of teaching as a profession, with the explicit aim of increasing the number of applicants for each training position, and that marketing should communicate that teaching is rewarding in all senses of the word.** In this process, the Government could learn important lessons from the marketing and advertising strategy of Teach First, which has succeeded in raising the profile of teaching amongst top graduates.

78 See fnn. 65 and 66 above.

79 <http://www.personneltoday.com/articles/2010/09/29/56635/graduate-starting-salaries-down-by-over-1000-in-last-year.html>

80 See <http://www.oecd.org/dataoecd/61/27/48631286.pdf#page=10> for the most recent OECD comparisons. Conversion, for the purposes of this report, done on the exchange rate at 26 March 2012.

81 Ev 151

82 *Ibid.*

## Admissions to initial teacher training

56. At present, candidates' second choice training providers can only consider an application once the first choice has rejected it. The Government, in its evidence to this inquiry, said that the ITT applications process "is being streamlined", and that a single applications system is "being explored";<sup>83</sup> in its ITT implementation plan, published shortly afterwards, it said that UCAS and the TDA had "made good progress in developing an initial proposal", and that the new system should "allow for some choices to be considered in parallel".<sup>84</sup>

57. The proposal for a central admissions system attracted strong support from many quarters during our inquiry. Professor Sir Robert Burgess, chair of the Teacher Education Advisory Group, said it was an "open and shut case", and that a central portal had "huge potential in bringing efficiencies, in making it simpler for applicants, in being able to manage the testing programme, and the possibility of co-ordinating interviews on a national basis".<sup>85</sup> Others agreed, arguing that such a system could, in one witness' words, "help to calibrate or moderate between intake qualifications, and it might provide greater equity and, possibly, greater efficiency and quality in the supply of teacher trainees".<sup>86</sup>

**58. We strongly support the Government's plans to implement a central admissions system for initial teacher training, which we consider could bring significant benefits for individuals and institutions, and could have a positive impact on increasing the number of applications for training which we consider must be a priority for Government.**

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83 Ev 134

84 DfE Implementation plan, p. 10

85 Q 221

86 Q 177 (Professor Stephen Gorard)

## 4 The provision of initial teacher training

### The routes into teaching

59. As set out in the introduction, there are currently three main routes into teaching which lead to the award of qualified teacher status, and the subsequent potential for employment in the maintained school sector: provision led by higher education institutions (HEIs), SCITTs, and EBITTs.<sup>87</sup>

60. In 2009–10, HEI-led provision accounted for 78.7% of trainees, SCITTs for 5.6%, and EBITTs for 16.7%. The majority of trainees—79.4%—were on postgraduate training programmes, and slightly over half (51.7%) were training for secondary teaching.<sup>88</sup> In terms of number of providers, however, the picture is different: there were 75 HEIs offering training courses, which tend to accept more trainees, compared with 59 SCITTs and 100 EBITTs, some of which have as few as one or two trainees.<sup>89</sup>

61. Ofsted, which has responsibility for inspecting teacher training, found that between September 2008 and August 2011 there was “more outstanding provision in primary and secondary partnerships led by higher education institutions than in school-centred partnerships or employment-based routes”.<sup>90</sup> Amongst the HEI-led provision, Smithers and Robinson found that the best programmes are consistently run by “the old established universities”.<sup>91</sup> Smithers and Robinson also note, however, that the highest-performing SCITT (the Billericay Educational Consortium, from which we took evidence) outranks the highest-performing HEI partnership, and that—when all routes are compared—the best ten providers “comprise four SCITTs, four universities and two EBITTs”, proving that there is high quality provision in all the teacher training routes.<sup>92</sup>

62. Whilst finding that HEI-led provision is best overall, Ofsted noted in its evidence to our inquiry that “the introduction of more routes into teaching” is “one of the success stories of recent years”.<sup>93</sup> This message was echoed by numerous other witnesses, including trainee and practising teachers with whom we met, and who had themselves pursued a variety of routes into teaching. Headteachers giving evidence in York, for example, had trained on a variety of programmes<sup>94</sup> but did not, in the words of one, “favour one [route] over another” when appointing teachers to their schools.<sup>95</sup>

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87 See paragraph 15 of this report for more information about each route.

88 Smithers, A., and Robinson, P., *The Good Teacher Training Guide 2011* (University of Buckingham), hereafter ‘*Good Teacher Training Guide 2011*’, p. 16

89 *Ibid.*, p. 4

90 Annual Report of Her Majesty’s Chief Inspector of Education, Children’s Services and Skills 2010-11, p. 75

91 *Good Teacher Training Guide 2011*, p. 5.

92 *Ibid.*, pp. 6 and 7

93 Ev 292

94 See Qq. 611– 612 (Steve Smith, Anna Cornhill, Trevor Burton and Richard Ludlow)

95 Q 611 (Steve Smith)

63. Moreover, we found during our investigations that different routes appear to suit different candidates better, for a variety of reasons. The 2011 *Good Teacher Training Guide* shows that:

- SCITTs and EBITTs attract proportionately more male trainees than HEI-led provision;
- people identifying as from ethnic minorities are slightly less likely to train in SCITTs than via other routes; and
- trainees aged twenty-five years or over are most likely to train in EBITTs, where they account for 84.9% of primary trainees and 71.3% of secondary trainees, and least likely to train at university.<sup>96</sup>

Teachers at the various discussion groups we held agreed with our predecessor Committee, which wrote in its 2010 that “distance-learning, school-centred, and employment-based [routes] have removed many of the barriers to entry to the teaching profession, most notably for career-changers.”<sup>97</sup> The Government has announced proposals for an additional EBITT scheme, Teach Next, “to attract high-fliers from other professions.”<sup>98</sup>

64. The organisation Teach First was also praised by a number of witnesses for its impact on the status of the teaching profession,<sup>99</sup> for its recruitment of bright graduates who might not have considered teaching otherwise,<sup>100</sup> and particularly for its selection process, which Keele University said represented “excellent” practice<sup>101</sup> and which Ofsted suggested “certainly could” be utilised by other providers.<sup>102</sup> The Government announced, in its 2010 White Paper, that it would “provide funding to more than double the size of Teach First [...] by the end of this Parliament”, including “extending it across the country, and into primary schools.”<sup>103</sup> The Minister of Schools explained to us that potential dilution of Teach First’s brand and quality were “always a factor that we took into account when discussing [...] expansion”, but that Teach First was “confident that doubling the numbers will not do that”; however, the Minister said that that “is certainly why we are not going beyond the doubling initially”.<sup>104</sup>

**65. We agree with Ofsted that a diversity of routes into teaching is a welcome feature of the system, and note that all routes have outstanding provision within them.**

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96 See *Good Teacher Training Guide 2011*, p. 17

97 *Training of Teachers*, p. 24. Because trainees on the GTP, the biggest EBITT programme, receive a salary, it is particular popular with those who are changing career and by necessity need to continue earning. (See Martin Thompson, Q 77.)

98 Schools White Paper, p. 21

99 For example, see Q 139 (Sir Peter Lampl)

100 For example, see Q 49 (Stephen Hillier) and Q 168 (Professor John Howson)

101 Ev 165

102 Q 545 (Jean Humphrys)

103 Schools White Paper, p. 21

104 Q 709 (Nick Gibb MP)

66. We support the announced expansion and development of Teach First, which continues to provide a number of excellent teachers, including those who would not otherwise have considered the profession. We also agree with the cautious approach towards any further expansion, beyond the announced doubling, adopted by the Schools Minister.

### The roles of universities and schools in teacher training

67. Whilst witnesses had a range of views on the merits and demerits of particular routes into teaching, there was almost unanimous consensus that school-based training was valuable, as part of any programme. James Noble-Rogers, of the Universities' Council for the Education of Teachers, argued that "close school engagement with ITT", whoever the provider, is needed, and that that engagement brings "real benefits" to all partners, including the schools themselves.<sup>105</sup> We note the Institute of Education's assessment that "no other country in the world has training which is as school-based as England";<sup>106</sup> indeed, international comparison studies have hailed England's reputation in this regard.<sup>107</sup>

68. Trainee teachers explained that the partnership *between* schools and universities was often the recipe for successful provision, with a balance of theoretical and practical training vital for any teacher: the TDA's chief executive told us that "however we develop, the school/university partnership [...] needs to remain a key part" of the training system.<sup>108</sup> As Jacque Nunn pointed out to us, some of the very best EBITT providers, like Teach First, deliver significant portions of their training through other partners, including universities.<sup>109</sup>

69. Witnesses were clear that both practical and theoretical training played an important part in the development of teachers, and the National Union of Teachers argued that trying to divide the two was "an absurd dichotomy".<sup>110</sup> Professor Peter Tymms argued that without integration of both, teachers would find themselves in a weaker position:

There is a kind of artificial divide operating between theory and practice [...] We need to get the ideas in the backpack of the teacher so that they are able to deal with very diverse populations [...] [if] you build up the backpack [...] you have a real integration between the theory and practice [...] That is to do with the strong partnerships that you have between the universities and the schools, and that is the way to go.<sup>111</sup>

Dr John Moss agreed, arguing that teachers needed a "foundation" which was "more than a technician's toolkit to get them through their first year or two".<sup>112</sup>

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105 Qq. 197–198

106 Ev 199

107 See Barber and Mourshed 2007, p. 28

108 Q 23 (Stephen Hillier)

109 See Q 189

110 Ev 178

111 Q 174

112 Q 68

70. Moreover, the best systems internationally—such as Singapore and Finland, both of which the Committee has visited—have universities heavily involved in or leading the training of teachers. As one teacher union reminded us, trainees in Finland “are not only expected to become familiar with the knowledge base in education and human development, but they are required to write a research-based dissertation as the final requirement for the Masters degree.”<sup>113</sup>

71. The Government has proposed the creation of University Training Schools, modelled on Finnish training schools, better to integrate university- and school-based training:

University Training Schools [...] will be run by some of our best providers of ITT and will deliver three core functions: teaching children, training teachers and undertaking research. Universities will be responsible for running UTSs and will operate outside the maintained sector as academies/free schools, so that a governance model can be put in place to give the university the appropriate level of control.<sup>114</sup>

### ***The expansion of school-led teacher training***

72. Although the Government is intending to support the development of University Training Schools, it has also announced a desire to see “a significant increase in school-led teacher training” over the current Parliament.<sup>115</sup> The Schools Minister, however, said he did “not really have targets”<sup>116</sup> for the desired “significant increase”<sup>117</sup> in school-led training. The Children, Schools and Families Committee, in 2010, saw potential for expanding SCITT and EBITT provision (combined) to account for around 30% of training places, compared to 15% at the time of publication.<sup>118</sup> The 2011 *Good Teacher Training Guide* suggests that, already, there has been an increase to over 20% of places.<sup>119</sup>

73. Despite strong support for schools’ *involvement* in ITT, we heard a number of concerns about the impact this could potentially have on the training landscape. Keele University argued that “there is little or no evidence that schools have either the appetite or the capacity to take over the responsibility for the recruitment and training of teachers to meet the national labour supply needs”;<sup>120</sup> as one witness reminded us, those labour needs are by no means small, with “the number of training places available this year [...] about a third of the size of the British land Army.”<sup>121</sup> Keele’s rationale was supported by a number of the school leaders with whom we met. Anna Cornhill, head of an outstanding primary school, said she “certainly would not want the responsibility of taking [teacher training] on completely”, but emphasised enthusiasm for providing training in partnership with

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113 Ev 178

114 DfE Implementation plan, p. 13

115 *Idem*.

116 Q 724 (Nick Gibb MP)

117 DfE Implementation plan, p. 13

118 See *Training of Teachers*, p. 25

119 See *Good Teacher Training Guide 2011*, p. 16

120 Ev 165

121 Oral evidence on Ev 28 (Professor John Howson)

universities—as her school already does.<sup>122</sup> Mrs Cornhill was supported by Trevor Burton, a secondary head, who was “frightened of losing the expertise that is within the universities”, arguing that in his experience “the balance is fairly good at the moment”.<sup>123</sup> Mr Burton opined that if the landscape “swung all the way to school-based training, I think a lot would be lost.”<sup>124</sup> Martin Thompson, president of the National Association of School Based Teacher Trainers, argued that his sector was not “looking for a great change” and that there were “dangers in a lurch”.<sup>125</sup>

74. Some witnesses raised specific concerns about a reduced role for universities in the new school-led training landscape. The TDA argued that universities provide “quality in terms of [...] subject knowledge”,<sup>126</sup> perhaps of particular importance in undergraduate provision where trainees are unlikely to have a prior degree in their subject. As well as concerns around schools’ capacity to lead training, John Moss voiced opinion that there are “economies of scale” provided by university-led provision, not least around library and electronic resources for trainees.<sup>127</sup> Although a number of serving teachers praised the practical nature of school-led training, several student teachers suggested that school-led training struggled to provide the sense of both camaraderie and professional networking offered by university courses, which invariably take on more trainees. They also suggested that school-led provision might, in some cases, equip candidates less well for teaching in a variety of schools, particularly if they were likely to be employed by the training provider post-qualification.

75. Such a scenario might prove more common with the creation of ‘School Direct’, a new system to encourage school-led teacher training. Under this scheme, schools will be able to advertise for and select a trainee, and select an accredited ITT provider “to work with to provide the training”; the school will then “be expected to employ the trainee” post-qualification.<sup>128</sup> In his evidence, the Schools Minister said the policy had met with such demand that nearly double as many places as envisaged will be offered initially.<sup>129</sup> However, the Institute for Education, in its evidence, raised concerns about the proposed system:

It is unlikely that schools will be able to predict where their staff shortages will be to facilitate such a system; the exception could be secondary schools with large departments in the core subjects, but even here the evidence would be that this is a risky assumption. Furthermore, the ITT system should be training teachers for the system as a whole, not for specific schools. However the training infrastructure is configured, trainees must continue to have access to placements in different and, ideally, contrasting schools. This enables trainees to learn from a range of practice to challenge their expectations about, for

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122 Q 582

123 Q 580

124 *Idem.*

125 Q 57

126 Q 55 (Stephen Hillier)

127 Q 73

128 DfE Implementation plan, p. 12

129 See Q 721 (Nick Gibb MP). The teacher training implementation plan announced 500 places in 2012-13, which the Minister explained will be over 900, with 103 schools taking part.

example, pupil behaviour. It also helps them to develop as versatile teachers who feel confident about teaching in different schools.<sup>130</sup>

76. A further innovation from the Coalition Government is the creation of Teaching Schools, outstanding schools which “will take a leading responsibility for providing and quality assuring initial teacher training in their area”.<sup>131</sup> As part of that, they will work as part of an alliance which is expected to include university partners, and will be expected to train new teachers, lead peer-to-peer training, support other schools, and “spot and nurture leadership potential”.<sup>132</sup> The first hundred Teaching Schools were designated in July 2011, and the first year of the programme is a “development year”.<sup>133</sup> The creation of Teaching Schools was welcomed by school leader unions and by the Universities’ Council for the Education of Teachers.<sup>134</sup>

**77. It is clear that school-based training is vital in preparing a teacher for their future career, and should continue to form a significant part of any training programme. As we suggested in our report on behaviour earlier this Parliament,<sup>135</sup> we welcome policies which encourage, or enable new, school-centred and employment-based providers, expansion of which should be demand-led, and which will ensure good balance between schools and universities in teacher training. Specifically, we believe that School Direct could provide a valuable opportunity for those schools which do have the capacity and appetite to offer teacher training, and support its creation. However, we recommend that, as a condition of the programme, trainees must undertake a placement in at least two schools, to ensure they are not trained specifically for one school where they will begin, but are unlikely to remain for the entirety of, their career.**

**78. We welcome the creation of Teaching Schools, and note that they will be expected to work with universities, which we strongly support: we believe that a diminution of universities’ role in teacher training could bring considerable demerits, and would caution against it. Indeed, we have seen substantial evidence in favour of universities’ continuing role in ITT, and recommend that school-centred and employment-based providers continue to work closely with universities, just as universities should make real efforts to involve schools in the design and content of their own courses. The evidence has left us in little doubt that partnership between schools and universities is likely to provide the highest-quality initial teacher education, the content of which will involve significant school experience but include theoretical and research elements as well, as in the best systems internationally and in much provision here.**

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130 Ev 199

131 Schools White Paper, p. 23

132 <http://www.nationalcollege.org.uk/index/professional-development/teachingschools/teachingschools-programme-details.htm>

133 *Ibid.*

134 <http://www.nationalcollege.org.uk/index/about-us/news/press-release-detail.htm?id=152125>, where a list of the first hundred schools is also offered.

135 *Behaviour and Discipline in Schools: First Report of the Education Committee, Session 2010-12, HC 516-I, p. 36*

## School placements

### *The quality of placements*

79. Some teachers raised particular concerns about variation across the country regarding placements, which constitute a vital part of training in providing school-based experience, and explained that some training providers find it difficult to arrange suitable placements for trainees, including because of schools' reluctance to provide placements. As long as funding is directed towards the training provider, there is a disincentive for schools to offer placements, which involve considerable work and result in little devolved funding: our predecessor Committee noted, in 2010, that the typical daily funding passed on from providers to placement schools was significantly below that for hosting social work trainees in both statutory and voluntary sectors.<sup>136</sup>

**80. We recommend that the Government develop preliminary proposals to provide more adequate funding to schools which provide placements to trainee teachers. We believe that a better level of funding, passed from lead providers to placement schools, might incentivise better partnership working between institutions. Ofsted should look carefully at the quality of placements when inspecting providers, including the ease with which they are arranged.**

### *The quality of mentors*

81. Our predecessor Committee noted that mentoring is “still not seen as a central requirement of all teachers, as it is, for example, for the medical profession.”<sup>137</sup> The Children, Schools and Families Committee further noted concerns around both the quality of mentoring, and the time available to teachers to undertake or train for mentoring roles.<sup>138</sup> These concerns were similarly aired during our own inquiry, with particularly striking feedback from trainees on the variability in mentoring quality even within one training course. Mentors during school placements can, in the words of one, “make or break” a trainee’s experience.

82. The consultation on new teacher training inspection measures has a proposal for an online questionnaire to gain trainees’ views, which may provide evidence on the quality of mentoring available. The framework consultation does not, however, appear to make any express reference to the quality of mentoring during teacher training placements.<sup>139</sup>

**83. We support the recommendation of our predecessor Committee that “those who mentor trainees on school placement should have at least three years’ teaching experience and should have completed specific mentor training”.<sup>140</sup> We further**

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<sup>136</sup> See *Training of Teachers*, p. 30

<sup>137</sup> *Training of Teachers*, p. 33

<sup>138</sup> *Idem*.

<sup>139</sup> The consultation period closed on 31 January 2012, but the consultation document can be viewed at <http://www.ofsted.gov.uk/resources/framework-for-inspection-of-initial-teacher-education-2012>.

<sup>140</sup> *Idem*.

**recommend that Ofsted look specifically at the quality of mentoring when inspecting providers of initial teacher training.**

## 5 Retaining, valuing and developing teachers

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### Movement, wastage, and barriers to retention

84. The Department for Education told us that “retention of teachers is low”, and that “of those who are employed in the maintained sector in the first year of qualifying, 73% were still teaching in the maintained sector five years later”.<sup>141</sup> However, the statistics for those who began teacher training show the percentage teaching in the maintained sector five years after qualification is even lower at 52% for undergraduate routes and 57% for postgraduate.<sup>142</sup>

85. Wastage—the loss from the maintained sector of qualified teachers, and particularly where it concerns those of the highest quality or in the most challenged schools—is clearly cause for concern. This is partly because teacher training and development incurs a cost to the state and to schools, as well as to the individual, but also because—as Cambridge University told us—“a key factor in inner city schools is the lack of teacher continuity and low retention rates”.<sup>143</sup> This view was supported by Sir Peter Lampl:

This is probably the main focus of the money we are spending on [the] Education Endowment Foundation. We got £125 million to just address issues of kids on free school meals at inner-city schools. The most important factor in those schools is how you get good teachers into those schools in the first place and get them to stay there.<sup>144</sup>

Smithers and Robinson found that “the more challenged secondary schools are more likely to lose teachers to other schools”,<sup>145</sup> which—although not wastage for the system as a whole—underpins the concerns noted above.

86. Teach First was founded to encourage graduates to spend two years teaching in a disadvantaged school before moving into their eventual career. In fact over half stay beyond the two years and of course we do not yet know how many others may return to teaching later in life.<sup>146</sup> In terms of gaining QTS, the proportion who begin training with Teach First and achieve qualification is higher (95%)<sup>147</sup> than the comparable average

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141 Ev 134

142 DfE, *A profile of teachers in England from the 2010 School Workforce Census* (DfE Research Report 151, September 2011), p. 81

143 Ev 161

144 Q 179

145 Smithers, A., and Robinson, P., *Teacher Turnover, Wastage and Movements between Schools* (University of Buckingham / DfES Research Report 640, 2005), p. 29

146 Teach First states that “90% stay for a minimum of two years, over 50% stay longer and 67% of those placed since 2003 remain actively engaged with addressing educational disadvantage through Teach First’s ambassador community” (<http://www.teachfirst.org.uk/AboutUs/>). In additional evidence submitted to the inquiry (Ev 299), Teach First notes that its retention rates are increasing over time.

147 *Ibid.*

figures for university-led (88%), SCITT (91%) and EBITT (92%) provision.<sup>148</sup> To an extent, this further strengthens our support for the Government's expansion of Teach First, particularly given that a good percentage of those Teach First participants who do leave teaching in England remain engaged in education in other ways—for example, teaching overseas (3% of the 2009 cohort) or working in non-teaching education roles (7% from 2009).<sup>149</sup> Teach First has suggested some of the key factors which might improve retention including the leadership and ethos of a school, opportunities for career progression or additional responsibility, and awareness of and support for a teacher's wider role.<sup>150</sup>

87. These factors bear some relation to the most commonly-cited barriers to retention of good teacher: Smithers and Robinson find that the five main reasons which “underpin reasons for leaving” the profession are workload, new challenge, school situation, personal circumstance, and salary, with workload “by far the most important, and salary the least”.<sup>151</sup> However, in later research, Smithers and Robinson also argue the important distinction between movement of teachers between schools (which they term ‘moveage’, and on which they argue for statistics to be regularly collected and published) and the loss of teachers from the system (wastage).<sup>152</sup> It is important, the research argues, “not to think of turnover as bad”:

Indeed, this is one reason why it is important to distinguish moveage from wastage which by definition should be kept to a minimum. Attention should be focussed on what constitutes an optimal level for moveage since too little can be as damaging as too much.<sup>153</sup>

It is worth noting, as well, that wastage in itself may present little cause for concern if more good teachers and fewer weak teachers are recruited in the first place (as we discuss in previous chapters).

88. Although the loss to the system of good teachers is regrettable, it is worth noting that a teacher gaining QTS at age 22 could spend over forty years in a profession which, as we discuss later in this chapter, currently has limited promotion prospects. It is also worth noting that other broadly comparable schemes—public sector graduate professions with similar starting salaries—have similar retention rates to teaching, if not worse. For example, the NHS Graduate Management Training Scheme reports a three-year retention rate of 79%, dropping to 64% after five years. Furthermore, a report by the NHS cites research by the Association of Graduate Recruiters and argues that “it is clear that the days when a graduate joins a company from university and opts to stay for the bulk of their

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148 *Good Teacher Training Guide 2011*, p. 27

149 Ev 299

150 Ev 169

151 Smithers, A., and Robinson, P., *Factors Affecting Teachers' Decisions to Leave the Profession* (University of Liverpool / DfES Research Report 430, 2003), p. lii.

152 Smithers and Robinson 2005, p. iii

153 *Ibid.*, p. v

career are well and truly over”.<sup>154</sup> The report suggests that 10% of graduates leave their company within a year, 20% within three years, and 35% within five years.<sup>155</sup>

**89. We agree with research arguing that movement and wastage must be distinguished from each other, and that in light of that (and comparable figures from other professions) retention rates amongst the profession as a whole perhaps present less cause of concern than sometimes suggested. However, the retention of the best teachers is clearly desirable, and we recommend that the Department for Education commission detailed research on the barriers to retention, better to inform the development of policy on teacher training and supply. The research should also look at the impact of, and potential to diminish (including through incentivising staff), the loss of the best teachers, particularly in the most challenged schools. Finally, it should examine the quality of those teachers leaving the profession: whilst retention of the best is clearly important, loss of the worst is not to be regretted.**

### ***The impact of pay on retention***

90. Our inquiry looked at pay and conditions only in the context of barriers to retention, although we did hear some calls for teachers’ pay to be raised. Sir Peter Lampl argued that paying teachers more would increase their professional status,<sup>156</sup> and the teacher unions agreed, unsurprisingly.<sup>157</sup> Dr Mary Bousted, whilst acknowledging that the 1990s had seen “significant catch-up increases in teachers’ pay”, expressed concerns that “a two-year pay freeze and a 1% pay cap” meant that pay was perceived as being poor.<sup>158</sup> Whilst one headteacher in York said there was “no easy answer” on pay, and admitted that “no one will say no to more money”,<sup>159</sup> a colleague was of the view that teaching was now “a well-paid profession”.<sup>160</sup>

91. Despite this important debate, salary was not (as per the Smithers and Robinson research) cited as a principal barrier to retention, where new challenge and workload were. Evidence suggests that, as well as starting salaries being broadly in line with the OECD average (see Chapter 3 above), salaries after fifteen years for English teachers were also above OECD averages.<sup>161</sup> However, the salary at the top of the teacher pay scale was, in England, below the OECD average for both primary and secondary schools, and English teachers took much less time than their international counterparts to reach the top of the scale; compared to Korea, for example, English teachers earn comparably at career start, less after fifteen years, and almost half as much at the top of the scale, which suggests some need for rebalancing. However, compared to other world-leading countries such as

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154 NHS, *Payback – return on investment for the NHS Graduate Scheme* (2011), p. 6

155 *Idem*. Whilst teaching is not directly comparable to an individual company, the figures do suggest that a fair level of turnover is common in public sector graduate professions.

156 See Q 139

157 See Q 296

158 *Idem*.

159 Q 602 (Steve Smith)

160 Q 603 (Trevor Burton)

161 See Bolton, P., *Teachers’ pay statistics* (House of Commons Library, SN/SG/1877, December 2008), p. 11

Finland, England is broadly in line (or above) throughout, so it cannot be confidently stated that pay directly increases ease of recruitment or retention.<sup>162</sup> We make no separate recommendation concerning pay, as we believe our views and recommendation on career progression, below, cover the issue adequately. However, we do, below, discuss the case for performance-related pay and reward of those teachers who make the biggest contribution to pupil and subsequent societal performance.

## Professional development and career progression

92. If evidence on the impact of both movement and wastage is somewhat scant, then proof of the importance of professional development and career progression in combating their negative side-effects is more abundant. Teachers interviewed in 2005 cited career development and the desire for new challenge as the two most important factors (by some margin) in moving between schools: over 50% of respondents ranked them as “of great importance” in determining a move.<sup>163</sup> ‘Professional development opportunities’ and ‘moving on promotion’ were also ranked highly amongst surveyed teachers.<sup>164</sup>

93. These findings support the range of evidence which acknowledges the importance of professional development opportunities, including chances for promotion, in teachers’ careers, as for the majority of other professions. That evidence was, in turn, supported by the unanimous calls for improvements to teachers’ professional development opportunities which we heard during our inquiry. Despite this, successive education ministers have neglected continuing professional development (CPD) and focused overly much on initial teacher training—at most, four years of a teacher’s career, compared with a potential 40 or more thereafter—and the DfE’s recent teacher training implementation plan featured almost no reference to CPD.

94. The benefits of professional development opportunities are various and profound. For individual teachers, CPD provides opportunities to update subject knowledge, to keep up-to-speed with policy and practice changes, to learn from colleagues in different schools or settings (and thus gain a valuable wider perspective, particularly crucial given the short length of ITT placements), and to develop new pedagogical techniques.<sup>165</sup> Not least because many completing ITT do not continue in teaching, “investment in *existing* teachers and their development” is, as the Institute of Education has said, crucial “if we are serious about improving educational outcomes for young people”.<sup>166</sup> This view was supported by some pupils we met who suggested that older teachers, in particular, benefited from opportunities to develop or improve their practice. Because CPD can be the “engine of

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162 *Idem*.

163 Smithers and Robinson 2005, p. 52

164 *Idem*. (professional development was cited as ‘of great importance’ by 36%, and moving on promotion by 35%)

165 The importance and benefits of CPD appeared in vast swathes of written evidence we received, but see, *inter alia*, Ev141, Ev w18, Ev 294, and Ev w48.

166 Ev 199

change in schools” as well as improving the practice of individual teachers, its importance should not be underestimated.<sup>167</sup>

### **Improving teachers’ access to CPD**

95. The Institute of Education cited evidence showing that the “proportion of teacher time devoted to CPD in England is lower than in the best-performing school systems”.<sup>168</sup> In Singapore, Committee members saw first-hand the benefits of a fixed CPD ‘allowance’: there, all teachers are entitled to 100 hours of CPD per year, as well as a small personal budget (equivalent to around £200-£350 per year)<sup>169</sup> to spend on materials to support professional activity (such as magazine subscriptions or personal computers). Both research studies<sup>170</sup> and evidence to our inquiry<sup>171</sup> support replicating such a policy in England, which also proved popular with teachers we interviewed. However, teachers did not support the idea of extending the school year to accommodate this (as is the case in Singapore), explaining that much CPD already takes place in their ‘free time’ as it is. Nonetheless, a number of academies have already rearranged or extended the school year, and others have plans to do so; one advantage of this is that it increases time for teachers to spend on their own professional development during paid hours.<sup>172</sup> At academies in the Harris Federation, for example, teachers work an extra five days (or equivalent, at evenings or weekends) per year, specifically for CPD, and are paid accordingly. This is a model which might be replicated by other such networks of schools, whether formal (in the case of the Harris Federation) or more ad hoc. In addition, the federation runs a number of CPD events of its own, including for support staff.<sup>173</sup>

96. Other solutions proposed include a national strategy for CPD,<sup>174</sup> chartered status or other career structure improvements (which we discuss below), and creating more space in a teacher’s timetable for CPD, as in Finland<sup>175</sup>—although teachers argued that might have the same ultimate effect of increasing the school year. Both the perception and accreditation of CPD were raised as key concerns. Teachers pointed out to us that, crucially, CPD must not just be seen as ‘going on courses’, with some arguing that external training had had its day, and that in-house CPD was often more valuable as it was easier for teachers to keep in touch after the event. Academic and teacher trainer Alison Kitson agreed that an entitlement to CPD would prove beneficial only “as long as it is high quality CPD” rather than “a ‘Tick, I have done my 30 hours this year’”.<sup>176</sup>

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167 Ev 294. Christopher Chapman, in *Improving Schools Through External Intervention* (Continuum, 2005), offers case studies where professional development of existing staff had a strong impact on school improvement.

168 Ev 199, citing 2007 *Teachers’ Workload Diary Survey* from the School Teachers Review Body.

169 Based on exchange rate at 27 March 2012

170 See, for example, Margo et al 2008

171 See, for example, Ev 178 and Ev 199

172 See, *inter alia*, <http://www.usethekey.org.uk/administration-and-management/structuring-school-day-year/changing-the-length-of-the-school-day-academy>

173 Information supplied to the Committee by the Harris Federation

174 Ev 178

175 See Q 312 (Alison Kitson)

176 Q 314

97. The idea of sabbaticals and secondments for teachers was also raised, and the potential summarised by Professor Chris Robertson thus:

Often, if you want to engage in some deeper understanding of the work of another country or another system, you need a longer period of time, rather than the tourist going in and just trying to catch the feel for something [...] It might be because [teachers] want to do some research in a particular area, or it might be because they have identified leadership in another organisation that they would like to explore. I think those learning opportunities could also be built very well into a professional development package. However, they do need more time invested in them than just going on a day here and there [...]<sup>177</sup>

98. The idea won considerable favour with Sir Michael Wilshaw who, in his pre-appointment hearing with the Committee for the position as HM Chief Inspector at Ofsted, said:

I have never had a sabbatical so I would strongly support that, because there is an element of burnout and people need to be refreshed. This all comes down to money at the end of the day and whether it can be afforded. I think it has to be, and we have to look at creative ways of doing this—of giving people who are successfully doing very tough jobs time off to refresh themselves. Although I have never taken a sabbatical, when I have noticed someone on my staff suffering because of burnout—a successful person who is not backsliding and wanting more time off—then I have found the money to do that.<sup>178</sup>

It also won support from teachers and heads themselves; Anna Cornhill said that to have such sabbaticals “sanctioned as a good part of the profession would be fantastic”.<sup>179</sup>

**99. We are clear that, for too long, CPD for teachers has lacked coherence and focus. Despite financial constraints which we acknowledge and appreciate, we are concerned that England lags seriously behind its international competitors in this regard, and recommend that the Government consult on the quality, range, scope and content of a high-level strategy for teachers’ CPD, and with an aim of introducing an entitlement for all teaching staff as soon as feasible. The consultation should include proposals for a new system of accrediting CPD, to ensure that opportunities are high-quality and consistent around the country.**

**100. Alongside our proposed CPD entitlement, we recommend that the Government develop and implement a National Teacher Sabbatical Scholarship scheme to allow outstanding teachers to undertake education-related research, teach in a different school, refresh themselves in their subjects, or work in an educational organisation or Government department. In addition to the likely positive impacts on individual**

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177 Q 332

178 Q 43, Education Committee pre-appointment hearing with Sir Michael Wilshaw, Government’s preferred candidate for HM Chief Inspector Ofsted, 1 November 2011; transcript available at <http://www.publications.parliament.uk/pa/cm201012/cmselect/cmeduc/1607/11110101.htm>

179 Q 623

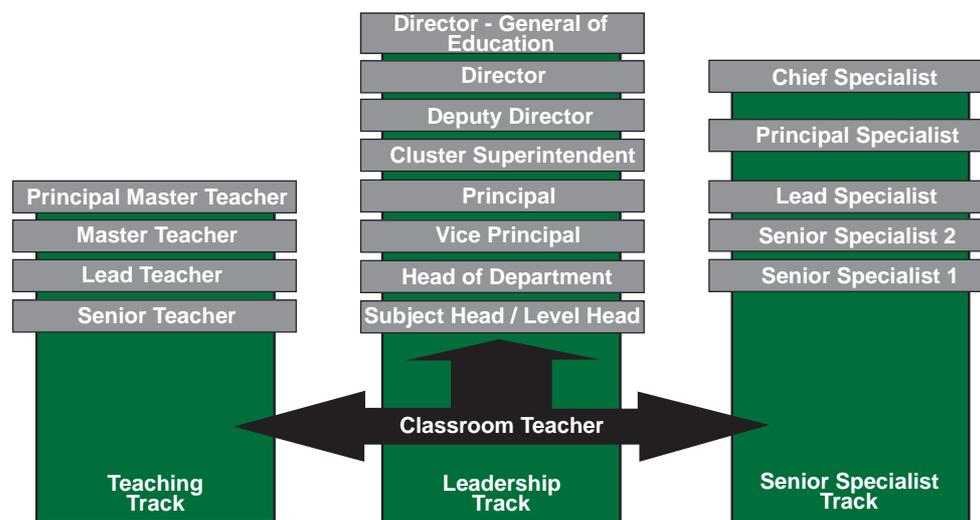
teachers and schools, we believe such an investment would help raise the profession's status amongst existing and potential teachers.

### *Developing better career paths for teachers*

101. Our inquiry also heard numerous arguments in favour of more structured career progression opportunities for teachers, in particular for those who do not want to become school leaders. Philippa Mitchell, a primary headteacher, argued that “we still have a system in which the most effective teachers are encouraged to go for promotion and thus out of the classroom within a relatively short space of time”,<sup>180</sup> and Professor John Howson noted that that even those who become departmental heads can face “the possibility of approximately a quarter of a century with either no or only very limited further promotion possibilities”.<sup>181</sup> Dr Mary Bousted, of the Association of Teachers and Lecturers, said that “the system just does not think about career paths for teachers who want to stay in the classroom”,<sup>182</sup> a statement supported by many of the teachers we met during our investigations; similarly, Stephen Hillier argued that “the greatest thing we could do over the next ten years is [...] in creating a real pinnacle for the subject expert”.<sup>183</sup>

102. In Singapore, frequently cited by the Government as an education system from which England should learn, teachers elect to join one of three career paths (between which they can move), all of which offer opportunities for progression throughout a teacher's career:

**Fig. 7: Career paths for teachers in Singapore**



Source: <http://moe.gov.sg/careers/teach/career-info/>

This career structure allows all teachers to pursue their own particular interests and strengths, whether in pedagogy, leadership or an area of specialism such as behaviour management or curriculum development. It also allows teachers to spend time working across a group of schools, in local roles, or in the Ministry of Education, and enables career

180 Ev w1

181 Ev 193

182 Q 303

183 Q 46

(and pay) progression without forcing the best classroom practitioners to reduce their teaching hours. Although the leadership track was perceived as the most valuable, Singaporean teachers generally appeared supportive and appreciative of the pathway system.

103. Teachers and trainers in England were also attracted to the idea. One academic and former teacher supported the possibility, recalling her own experience:

I did not want to become a headteacher, and yet I was a forward-looking, ambitious teacher wanting to make a real difference in the classroom. Finding routes, when I was a young teacher, was very difficult [...] I know that a lot of younger teachers [and] experienced teachers also feel that strongly. Having a route for teachers, other than headship and management, is really important.<sup>184</sup>

Tony Finn, Chief Executive of the General Teaching Scotland for Scotland, reminisced similarly that he “never set out, as a classroom teacher, to end up doing the job I am doing”, and argued the case for a system allowing “different routes of progression, which are not exclusive one to the other, and allow people to move between pathways”.<sup>185</sup>

104. There have been attempts in England to create an ‘advanced’ level for classroom teachers, including Post-Threshold, Excellent Teacher, and Advanced Skills Teacher (AST), all of which are being discontinued following the recent review of Teacher Standards (see paragraph 115 below).<sup>186</sup> Although some witnesses told us AST had been “incredibly successful”<sup>187</sup> and “a good thing to have”,<sup>188</sup> our inquiry also heard concerns which echoed the Secretary of State’s view that the current standards system was “complex and highly bureaucratic”.<sup>189</sup>

105. The standards review recommended the introduction of a new, single ‘Master Teacher’ standard. Our predecessor Committee’s teacher training inquiry suggested an alternative, more overarching solution to the issue of teachers’ career development: a framework “establishing a clearly articulated set of expectations for teachers and progression routes”, with the potential to link “professional development, qualifications, pay and the licence to practise” (which the report recommended should be renewed every five years).<sup>190</sup>

106. Although there would be complexities involved in the design, development and implementation of a new career structure for teachers in the UK, such a move could bring considerable benefits, not least ensuring that workloads and responsibilities between

184 Q 322 (Professor Chris Robertson)

185 Q 467

186 See <http://education.gov.uk/schools/teachingandlearning/reviewofstandards/a00192172/review-of-teachers-standards-first-and-second-reports>

187 Q 323 (Alison Kitson)

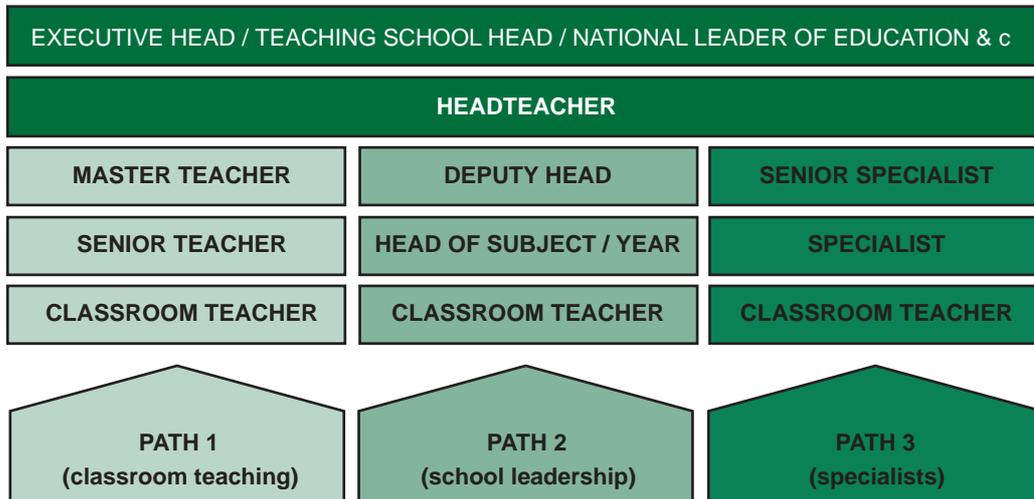
188 Q 619 (Trevor Burton)

189 Letter from the Secretary of State for Education to Sally Coates, 12 December 2011, available at <http://media.education.gov.uk/assets/files/pdf/l/letter%20from%20michael%20gove%20to%20sally%20coates%20%20%2012%20december%202011.pdf>

190 *Training of Teachers*, pp. 52-53

schools are more equal, and addressing concerns, summarised above, about the lack of career opportunities for those who wish to remain in the classroom. Such a system might enable teachers from all paths to become leaders eventually, but allowing more promotion opportunities to roles other than conventional leadership posts earlier on, perhaps along the lines of the model below:

Fig. 8: Possible career paths for teachers in England



107. Clearly, such a simplistic model would require refinement to make it, for example, appropriate to both primary and secondary schools, and to take account of the range of other roles in schools,<sup>191</sup> but it could equally bring a number of benefits, including giving coherence to the existing and proposed schemes discussed above. It could also provide a cadre of specialists in, for example, behaviour, educational psychology, and special needs provision, who could provide specialist advice and training across a number of schools whilst continuing to teach in their ‘home school’. This might be a particularly valuable function in light of the increasing number of schools outside local authority control, and given cuts to local authority support teams.<sup>192</sup> Teachers on Paths 1 and 3 would be required, as part of their promotions, to work with colleagues and other schools to improve practice, thereby linking such a structure with Teaching School alliances and other partnership working arrangements as well.

108. As our predecessor Committee recommended, such a structure would bring together pay and conditions, along the lines of promotion structures which exist in other public, private and voluntary spheres. It would also, as Dr Mary Bousted said any career structure must, be linked to CPD,<sup>193</sup> with teachers required to demonstrate mastery of their

191 That said, roles such as the SENCO could fit within the Path 3, and there is no reason why a Master Teacher or Senior Specialist should not act as a deputy or assistant head in a smaller school.

192 In April 2012, the Secretary of State noted that “more than 50% of secondary schools are either full academies or en route to converting to academy status” (HC Deb 16 April 2012, col. 9). Although not directly related to accountability, the proposed ‘specialist’ pathway might also have potential benefits in light of Sir Michael Wilshaw’s call for an “intermediary layer of monitoring” between Whitehall and schools. See Q 15, and more generally qq. 6-17 (Sir Michael Wilshaw), evidence before the Education Committee, 29 February 2012; see also Sir Michael’s speech ‘Good schools for all—an impossible dream?’, 28 November 2011, available at <http://www.arkschools.org/media/111129%20MW%20%20Speech%204pm%20with%20logo%20FINAL.pdf>.

leadership, pedagogical or specialist skills, positive impact on pupil progression, and strong knowledge, before promotion. Indeed, it could link well with an entitlement to CPD, with specialists able, for example, to study for a SENCO qualification during their allotted hours. (To move between pathways, teachers would need to provide evidence of CPD relevant to the new pathway, especially to gain promotion.) Such a solution might aid recruitment of top graduates as well who, as we saw in Chapter 3, can view teaching as a profession “with poor career prospects and promotion opportunities”.<sup>194</sup> An overarching, national career structure for teachers could therefore contribute to improving recruitment, increasing the number of applicants for training places (as in countries like Finland and Singapore) and thus ensuring a higher-quality teaching profession and more choice over trainees for providers.

109. In light of the evidence we have heard here and abroad, and building on our predecessor Committee’s work, **we recommend that the Government introduce a formal and flexible career structure for teachers, with different pathways for those who wish to remain classroom teachers or become teaching specialists, linked to pay and conditions and professional development. We believe that the introduction of such a structure would bring significant advantages to the recruitment and retention of high-quality teachers, and bring teaching into line with other graduate professions in this regard.**

### The case for a new College of Teaching

110. The proposals outlined above, in relation to both CPD and career progression, would involve considerable change for teachers and the wider system. They would also require an organisation with the capability to administer and implement such schemes, accredit CPD opportunities, and ensure equivalent standards for promotion across the country.

111. Whilst the Government would be likely to have an important role, as would the teaching profession itself, a number of witnesses raised with us the potential for a new College of Teaching which could, amongst other roles, fill some of the functions noted above. Both the National Union of Teachers and the Association of Teachers and Lecturers argued in favour of a professional body for teachers, and the NASUWT for a “robust regulatory body [which] enhances the professional status” of teachers.<sup>195</sup> Tony Finn explained that the General Teaching Council in Scotland, which he leads, is “in effect [...] a professional body”,<sup>196</sup> and he outlined some of its key functions:

We accredit all courses of teacher education. We set the entry standards for teaching at the point when someone goes into a faculty of education. We also declare what is the expectation of professional standards at different points of a teacher’s career, including standard for headship [...] We are responsible for the teacher induction scheme in Scotland [...] and, as of 2 April [2012], we become a fully independent body, which is quite separate

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194 Ev 151

195 Q 226 (Christine Blower, Dr Mary Bousted, and Chris Keates)

196 Q 454

from Government but which will be required to work closely with all partners in a consensus body.<sup>197</sup>

Mr Finn suggested that any similar body being set up in England should not be “about representing teachers, because there are other bodies that represent teachers and their interests”, but rather “about representing teaching [,] promoting teaching and quality of teaching.”<sup>198</sup>

112. A College of Teachers already exists, and representatives of it gave evidence to the Committee during this inquiry. The College proposed a new ‘Chartered Teacher’ scheme (different from the overarching framework recommended by our predecessor Committee, and discussed above), which would be a “generic status at a consistent standard”, and “not tied to any particular role or job description”.<sup>199</sup> To achieve the status, teachers would “need to demonstrate significant successful teaching experience, advanced knowledge of education and their subject, and ability to lead the professional learning and development of other teachers”.<sup>200</sup> However, the College was unable to provide specific details of support for such a scheme from named organisations outside its own membership,<sup>201</sup> and explained that it did not, as an organisation, have the reputation and role of similar bodies in other professions.<sup>202</sup>

113. The Schools Minister argued that a new College of Teaching would need to “come from within the profession”.<sup>203</sup> Mark Protherough, representing the Institute of Chartered Accountants, explained that his organisation was “set up by members”, but that “the world has changed slightly since then in terms of what Government does”.<sup>204</sup> He therefore argued that “oversight by various aspects of Government” was important in relation to a professional body like his.<sup>205</sup> The evidence to our inquiry from the Institute of Chartered Accountants, as well as other chartered institutions or professional bodies, and the references in evidence to Royal Colleges in other fields such as health, highlighted the fact that teaching is, perhaps, unusual in having no equivalent organisation at the present time.<sup>206</sup>

**114. We acknowledge and support the case for a new, member-driven College of Teaching, independent from but working with Government, which could play important roles, *inter alia*, in the accreditation of CPD and teacher standards. We are not convinced that the model of ‘Chartered Teacher’ status proposed by the existing**

197 Q 450

198 Q 455

199 Ev 196

200 *Ibid.*

201 See, especially, qq. 413 – 420 (Professor Derek Bell and Dr Raphael Wilkins)

202 Q 398 (Dr Raphael Wilkins)

203 Q 743 (Nick Gibb MP)

204 Q 394

205 Q 395

206 Our inquiry took oral and written evidence from three chartered institutions —the Institute of Chartered Accountants, the Royal Institution of Chartered Surveyors, and the Chartered Institute of Personnel and Development. A transcript of this, and other oral evidence, can be found in Volume II of this report.

**College of Teachers will bring about the changes required to teachers' CPD and career progression opportunities, or that the existing College has the public profile or capacity to implement such a scheme. We recommend that the Government work with teachers and others to develop proposals for a new College of Teaching, along the lines of the Royal Colleges and Chartered Institutions in other professions.**

### Performance management and teacher standards

115. The terms of reference for our inquiry covered teachers' performance management in relation to the recruitment, training and retention of outstanding practitioners. They also asked for views on the new Teacher Standards. A review of the standards, led by headteacher Sally Coates, recommended in July 2011 "that a single set of standards should replace the existing QTS and Core standards",<sup>207</sup> which aim to "provide a clear framework within which those users can exercise their professional judgement as relevant to context, roles and responsibilities" rather than to "prescribe in detail what 'good' or 'outstanding' teaching should look like" or "to attempt to specify gradual increments in the expectations for how a teacher should be performing year on year".<sup>208</sup>

116. From some witnesses, we heard support for the new 'Master Teacher' proposal, which we have discussed above. With regards to the simplification of the new standards, the Association of School and College Leaders said there was "a danger in a document that specifies only the minimum" as it "may have the perverse effect of lowering teacher aspiration, ambition or vision."<sup>209</sup> However, few other written submissions debated the new standards in depth, and one university training provider said that "the fact that the standards are now shorter than those used up to 2011 will be welcomed by most members of the teaching profession".<sup>210</sup>

117. The ASCL, along with the other unions which gave oral evidence, explained current procedures for performance management.<sup>211</sup> The Government has announced that it will enable the dismissal of poor teachers to happen faster, and make it easier for schools "to manage their teachers and help ensure they are performing to the best of their abilities".<sup>212</sup> The Education Act 2011 confirmed the closure of the General Teaching Council for England, which currently registers and regulates teachers; several of its key functions will be taken over by the new Teaching Agency, including responsibility for awarding QTS, regulating the profession, and hearing appeals against failure to complete induction.<sup>213</sup> This is in direct contrast to arrangements north of the border, where the General Teaching

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207 *First Report of the Independent Review of Teachers' Standards – QTS and Core Standards* (July 2011), p. 6

208 *Ibid.*, p. 7

209 Ev 190

210 Ev 141

211 See Qq 286-295

212 <http://education.gov.uk/inthenews/inthenews/a00202005/schools-get-more-freedom-to-manage-teacher-performance>

213 [http://www.gtce.org.uk/gtc/gtc\\_future/teaching\\_agency/](http://www.gtce.org.uk/gtc/gtc_future/teaching_agency/)

Council for Scotland gained further independence on 2 April 2012, becoming the “world's first independent self-regulating professional body for teaching”.<sup>214</sup>

**118. We support the Government’s desire to reduce bureaucratic burdens on teachers and school leaders, and therefore welcome the simplification of the Teacher Standards. Following our call for a radical improvement in career opportunities for teachers, we would expect the Government to update the Standards when implementing a new and better career structure.**

119. We heard evidence that some governing bodies do not currently receive sufficient performance management information to hold the head and staff fully to account. **We encourage school governors to be rigorous in their scrutiny of performance management in schools, and recommend that the Department for Education, with Ofsted, provide additional information to governing bodies following inspections, aiding them better to hold headteachers to account for performance management arrangements.**

120. In this report, we are concerned with the performance and celebration of the *best* teachers. In Singapore, we learnt that, although teachers’ starting salaries are broadly in line with those in the UK, the award of bonuses to high-performing teachers is both an incentive and a positive aid in recruitment.<sup>215</sup> Sir Peter Lampl drew our attention to practice in Florida, stating that “pay is now based on teacher performance so that salary and increases are based on how good a teacher you are”.<sup>216</sup> There is currently a much weaker link between pay and performance in the UK.

121. There are, currently, huge differences in teacher performance in the UK; no longer should the weakest teachers be able to hide behind a rigid and unfair pay structure. We believe that performance management systems should support and reward the strongest teachers, as well as make no excuses (or, worse, incentives to remain) for the weaker. Given the profound positive and negative impacts which teachers have on pupil performance, as demonstrated earlier in our report, we are concerned that the pay system continues to reward low-performers at the same levels as their more successful peers. **We strongly recommend that the Department for Education seek to quantify, in a UK context, what scale of variation in teacher value-added equates to in terms of children’s later prospects. We further recommend that the Department develop proposals (based on consultation and a close study of systems abroad) for a pay system which rewards those teachers who add the greatest value to pupil performance. We acknowledge the potential political and practical difficulties in introducing such a system, but the comparative impact of an outstanding teacher is so great that we believe such difficulties must be overcome.**

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214 <http://www.gtc.org.uk/independence/independence-background.aspx>

215 See the Singapore Ministry of Education website at <http://moe.gov.sg/careers/teach/career-info/salary/geo2/>, which confirms that: “Trained teachers are also eligible for consideration for the Performance Bonus. The Performance Bonus is an additional bonus awarded in March each year for the work done during January to December of the year before.”

## 6 Concluding remarks

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122. This inquiry brought us into contact not just with a range of vital stakeholders across education, but with a significant number of teachers and learners from a range of schools and training backgrounds. Throughout our inquiry, we have been struck by the incredible passion, expertise and skill of the vast majority of teachers, and by the commitment with which they tackle a vital and often challenging role in society.

123. We know that the Government agrees with us, and were delighted to hear the Schools Minister reiterate, in his evidence to us, his belief in the “very highly professional and competent teaching profession that we have in this country”, and our good fortune in that.<sup>217</sup> During our inquiry, however, we were concerned to note that many teachers would not recommend the profession to their own students. We also note Sir Peter Lampl’s admission that, when he was in business finance and not involved with education, he “had a pretty negative view of teachers, as a lot of people in that world do”.<sup>218</sup> We agree with Sir Peter that, above and beyond improvements which need to be made, most teachers are in fact “public servants doing a great job”,<sup>219</sup> and **we urge the Government to consider how best it might continue to engage non-education sectors with the fantastic and inspiring work which goes on in many classrooms around the country. We similarly urge the Government to continue championing the work done by teachers up and down the country—not least through shadowing some of them, which the Secretary of State has committed to doing<sup>220</sup>—and to sell the many benefits and rewards of the profession to the brightest and best candidates.**

124. Our inquiry made clear that, whilst the majority of teachers are strong, the comparative impact on society of the best and worst teachers is dramatic. Indeed, it is not an exaggeration to state with confidence that raising the quality of teaching yet higher will have profound consequences for pupils’ attainment and progress, and subsequently for their adult lives and the contributions they make to society. There is, therefore, a moral imperative to improve teaching even further, and to ensure that there is no place for bad teachers in our system (particularly considering their disproportionate impact on students who are already from disadvantaged backgrounds).

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217 Q 758 (Nick Gibb MP)

218 Q 139

219 *Idem*.

220 See Q 158, evidence before the Education Committee, 31 January 2012

# Conclusions and recommendations

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## The impact and definition of the best teachers

### *The Government's bursary scheme*

1. We welcome the Government's bursary scheme, trust that it will attract more people to consider the profession, and acknowledge the need to skew incentives towards subjects in which it is difficult to recruit. However, we caution that this alone will not do the job. Whilst bursaries will help to attract people with strong academic records, greater effort is also needed to identify which subset of these also possess the additional personal qualities that will make them well-suited to teaching. This is a key theme of this report that we will return to later. (Paragraph 39)
2. We do, however, question the use of degree class as the determinant of bursary eligibility for primary school teachers. For this phase of education, a redesign of the criteria towards breadth of knowledge (at GCSE and A Level) may be more appropriate. Again, this of course needs to be complemented by a thorough testing of suitability as a teacher, as part of the course admissions process. (Paragraph 40)

### *Research into effective teachers*

3. We have been surprised by the lack of research into the qualities found to make for effective teaching, including any potential link between degree class and performance. Overall, the research base in both directions is fairly scant and could usefully be replenished with new methodologically-sound research looking at UK teachers and schools, both primary and secondary, which we recommend that the Government commission with some urgency. (Paragraph 42)

## Attracting and assessing potential teachers

### *Entry tests*

4. We support the Government's introduction of entry tests in literacy and numeracy skills: teachers must be highly skilled in both. We also welcome the concept of a test of interpersonal skills but, amidst concerns about the nature of such a test, we recommend—whilst acknowledging the Government's desire to give providers autonomy over test design—that the Department for Education publish further details of what such a test might include, and that it keep the test under close review. (Paragraph 45)
5. We recommend the Government engage with relevant experts to assist in designing and refining the interpersonal skills assessments, which we believe have potential to improve the predictive capability of the application/acceptance system. However, we remain to be convinced that a written test alone will constitute the most effective device. The added effectiveness that could come through deploying additional 'assessment centre' techniques (such as group exercises and presentation) and a demonstration lesson may well outweigh their cost and we recommend the Government consider these too. Such techniques could form part of the second of a

two-round system, similar to that now used in Finland. As a starting point, we believe there may be much to be learned from the selection processes of Teach First. (Paragraph 45)

6. We agree that teacher quality, actual or potential, cannot be fully established without observing a candidate teach. We would like to see all providers, wherever possible, include this as a key part of assessment before the offer of a training place is made. Assessment panels, where they do not already, must include the involvement of a high-quality practising headteacher or teacher. (Paragraph 49)
7. All providers should develop strong partnerships with local universities, colleges and schools which enable potential teachers to ‘taste’ the profession, and experience first-hand its content, benefits and career potential, before entering training: we believe this could have a strong and positive effect on both trainee quality and drop-out rates. Alongside this, Government should consider development of a more formalised system of internships for school and college students, as exists in Singapore. We would envisage extensive availability of ‘Teaching Taster’ sessions for both sixth formers (for those considering undergraduate courses) and undergraduates (considering postgraduate training). Regardless of how long the taster session lasts, it must feature actual teaching, alongside the classroom teacher, and not just ‘observation’ or being a ‘teaching assistant’. Feedback on the individual’s performance should be given to the individual only and the taster sessions should be entirely separate from formal application/acceptance processes. Applying to do teacher training is a ‘high stakes’ decision and the purpose of these sessions is to give people a chance to try out their own aptitude before committing. We believe this approach could help both deter some people who are not best suited to teaching and persuade others to consider it. (Paragraph 50)

### *Marketing*

8. Whilst marketing campaigns to date have had some success in raising the possibility of a teaching career amongst graduates, England is clearly lagging behind its international peers with regard to the number of applications per place. We recommend that the Government, through the new Teaching Agency, commit to consistent marketing of teaching as a profession, with the explicit aim of increasing the number of applicants for each training position, and that marketing should communicate that teaching is rewarding in all senses of the word. (Paragraph 55)
9. We strongly support the Government’s plans to implement a central admissions system for initial teacher training, which we consider could bring significant benefits for individuals and institutions, and could have a positive impact on increasing the number of applications for training which we consider must be a priority for Government. (Paragraph 58)

## The provision of initial teacher training

### *Different routes*

10. We agree with Ofsted that a diversity of routes into teaching is a welcome feature of the system, and note that all routes have outstanding provision within them. (Paragraph 65)
11. We support the announced expansion and development of Teach First, which continues to provide a number of excellent teachers, including those who would not otherwise have considered the profession. We also agree with the cautious approach towards any further expansion, beyond the announced doubling, adopted by the Schools Minister. (Paragraph 66)

### *School-based training*

12. It is clear that school-based training is vital in preparing a teacher for their future career, and should continue to form a significant part of any training programme. We welcome policies which encourage, or enable new, school-centred and employment-based providers, expansion of which should be demand-led, and which will ensure good balance between schools and universities in teacher training. Specifically, we believe that School Direct could provide a valuable opportunity for those schools which do have the capacity and appetite to offer teacher training, and support its creation. However, we recommend that, as a condition of the programme, trainees must undertake a placement in at least two schools, to ensure they are not trained specifically for one school where they will begin, but are unlikely to remain for the entirety of, their career. (Paragraph 77)
13. We welcome the creation of Teaching Schools, and note that they will be expected to work with universities, which we strongly support: we believe that a diminution of universities' role in teacher training could bring considerable demerits, and would caution against it. We have seen substantial evidence in favour of universities' continuing role in ITT, and recommend that school-centred and employment-based providers continue to work closely with universities, just as universities should make real efforts to involve schools in the design and content of their own courses. The evidence has left us in little doubt that partnership between schools and universities is likely to provide the highest-quality initial teacher education, the content of which will involve significant school experience but include theoretical and research elements as well, as in the best systems internationally and in much provision here. (Paragraph 78)

### *School placements*

14. We recommend that the Government develop preliminary proposals to provide more adequate funding to schools which provide placements to trainee teachers. We believe that a better level of funding, passed from lead providers to placement schools, might incentivise better partnership working between institutions. Ofsted should look carefully at the quality of placements when inspecting providers, including the ease with which they are arranged. (Paragraph 80)

15. We support the recommendation of our predecessor Committee that “those who mentor trainees on school placement should have at least three years’ teaching experience and should have completed specific mentor training”. We further recommend that Ofsted look specifically at the quality of mentoring when inspecting providers of initial teacher training. (Paragraph 83)

## Retaining, valuing and developing teachers

### *Retention rates*

16. We agree with research arguing that movement and wastage must be distinguished from each other, and that in light of that (and comparable figures from other professions) retention rates amongst the profession as a whole perhaps present less cause of concern than sometimes suggested. However, the retention of the best teachers is clearly desirable, and we recommend that the Department for Education commission detailed research on the barriers to retention, better to inform the development of policy on teacher training and supply. The research should also look at the impact of, and potential to diminish (including through incentivising staff), the loss of the best teachers, particularly in the most challenged schools. Finally, it should examine the quality of those teachers leaving the profession: whilst retention of the best is clearly important, loss of the worst is not to be regretted. (Paragraph 89)

### *CPD*

17. We are clear that, for too long, CPD for teachers has lacked coherence and focus. Despite financial constraints which we acknowledge and appreciate, we are concerned that England lags seriously behind its international competitors in this regard, and recommend that the Government consult on the quality, range, scope and content of a high-level strategy for teachers’ CPD, and with an aim of introducing an entitlement for all teaching staff as soon as feasible. The consultation should include proposals for a new system of accrediting CPD, to ensure that opportunities are high-quality and consistent around the country. (Paragraph 99)
18. We recommend that the Government develop and implement a National Teacher Sabbatical Scholarship scheme to allow outstanding teachers to undertake education-related research, teach in a different school, refresh themselves in their subjects, or work in an educational organisation or Government department. In addition to the likely positive impacts on individual teachers and schools, we believe such an investment would help raise the profession’s status amongst existing and potential teachers. (Paragraph 100)

### *Career structure*

19. We recommend that the Government introduce a formal and flexible career structure for teachers, with different pathways for those who wish to remain classroom teachers or become teaching specialists, linked to pay and conditions and professional development. We believe that the introduction of such a structure would bring significant advantages to the recruitment and retention of high-quality teachers, and bring teaching into line with other graduate professions in this regard. (Paragraph 109)

*College of Teaching*

20. We acknowledge and support the case for a new, member-driven College of Teaching, independent from but working with Government, which could play important roles, inter alia, in the accreditation of CPD and teacher standards. We are not convinced that the model of ‘Chartered Teacher’ status proposed by the existing College of Teachers will bring about the changes required to teachers’ CPD and career progression opportunities, or that the existing College has the public profile or capacity to implement such a scheme. We recommend that the Government work with teachers and others to develop proposals for a new College of Teaching, along the lines of the Royal Colleges and Chartered Institutions in other professions. (Paragraph 114)

*Teacher standards*

21. We support the Government’s desire to reduce bureaucratic burdens on teachers and school leaders, and therefore welcome the simplification of the Teacher Standards. Following our call for a radical improvement in career opportunities for teachers, we would expect the Government to update the Standards when implementing a new and better career structure. (Paragraph 118)

*Performance management and pay*

22. We encourage school governors to be rigorous in their scrutiny of performance management in schools, and recommend that the Department for Education, with Ofsted, provide additional information to governing bodies following inspections, aiding them better to hold headteachers to account for performance management arrangements. (Paragraph 119)
23. We strongly recommend that the Department for Education seek to quantify, in a UK context, what scale of variation in teacher value-added equates to in terms of children’s later prospects. We further recommend that the Department develop proposals (based on consultation and a close study of systems abroad) for a pay system which rewards those teachers who add the greatest value to pupil performance. We acknowledge the potential political and practical difficulties in introducing such a system, but the comparative impact of an outstanding teacher is so great that we believe such difficulties must be overcome. (Paragraph 121)

**Concluding remarks**

24. We urge the Government to consider how best it might continue to engage non-education sectors with the fantastic and inspiring work which goes on in many classrooms around the country. We similarly urge the Government to continue championing the work done by teachers up and down the country—not least through shadowing some of them, which the Secretary of State has committed to doing—and to sell the many benefits and rewards of the profession to the brightest and best candidates. (Paragraph 123)

## Annex 1: Note of the Committee's seminar with outstanding teachers, 26 October 2011

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This note offers a record of a seminar held by the Committee with fifteen outstanding teachers from across England. The seminar was the first session of the Committee's teacher training and supply inquiry, following the receipt of written evidence, and was held in private at the House of Commons. The Committee identified a number of schools—primary and secondary, urban and rural, maintained and independent, from Devon to Durham—which were either outstanding performers or had significantly improved in recent years. Headteachers were then invited either to attend themselves or to nominate an outstanding practitioner from the school to attend instead.

*Members in attendance: Graham Stuart MP (Chair), Neil Carmichael MP, Pat Glass MP; Damian Hinds MP, Ian Mearns MP, Tessa Munt MP, Lisa Nandy MP, Craig Whittaker MP*

### Overview

After an initial introductory session, teachers were divided into three break-out groups, and MPs into another three. All groups then circulated between three discussion rooms, looking at the three key areas of the inquiry:

- How to attract outstanding candidates to the teaching profession
- How to train and develop our teachers
- How to keep the best teachers in the profession.

### **How to attract outstanding candidates to the teaching profession**

Teachers at the seminar came from a range of professional and personal backgrounds. Some had been teachers since graduating from university; others had studied for degrees in later life after successful careers elsewhere (ranging from office management to banking to fishmongery). There was consensus that having teachers with experience of other professions was an advantage to a school's staff room mix, and that ways to encourage career-changers into teaching were valuable, and should be developed.

Perhaps unsurprisingly, therefore, teachers at the seminar had many reasons for choosing their own particular pathway into teaching. One teacher, a participant on the Teach First programme, explained a preference for a practical training route, which enabled a candidate "to get to where I wanted to be much quicker than a more traditional route". Others explained why they preferred a PGCE, either school- or university-led, or an undergraduate degree in education. One teacher said that school support staff (such as teaching assistants), and other youth workers or volunteers, becoming teachers was a pathway to be encouraged.

However, there were more common reasons for joining the profession overall. Several teachers described it as a “family business” which they had decided to join early, or recalled being inspired by a teacher of their own. Despite suggestions that most teachers had had positive experiences at school, however, a number of delegates said they turned to teaching for precisely the opposite reason: one said she simply wanted students to have a better experience than she had. There was also considerable consensus over what made a good teacher. Subject knowledge was seen as valuable (although that wasn’t seen as translating into degree class), but was not raised as much as other themes: the need to enjoy working with children (one delegate, a former engineer, explained that children “are more challenging to work with than adults”); a desire to help and support young people; a desire to reflect on and improve one’s own performance; an ability to communicate; resilience; and a passion for teaching itself (the word ‘vocation’ was used a number of times).

Marketing the profession to potential applicants was seen to be important. Teach First was praised by some for having an on-campus presence, which one teacher described as lacking when she joined the profession; others argued it was important that candidates knew about the workload and demands of the profession in advance of joining it. There was a view that people were not aware of the different routes into teaching. The suggestion arose for ‘taster’ sessions, where interested parties (perhaps at sixth form or college) could experience something of a teacher’s role before deciding to apply for full training. Some careers advisers, it was argued, needed to be better informed about teaching as a career, including the different routes into it, which it was felt were not widely known about: only the PGCE was advertised on some websites and the GTP was usually found out about only through contact with a school.

Central advertising campaigns were seen as a good thing, although there was agreement from several delegates that these should not focus too much on the potential for leadership, but rather on the classroom. Teaching, some said, was a ‘low status’ profession, and needed re-branding to an extent; it was seen as “looked down on” and untrusted by the Government.

Delegates did not see pay as a major factor in recruiting teachers, with one pointing out that Teach First pay, for example, was very considerably below the average graduate starting salary. On the other hand, some good people were being lost to other professions because they could not afford teachers, in one colleague’s experience. Lack of career progression and development opportunities were cited as a turn-off for potential trainees. Better, or more structured, career paths would, it was suggested, have a positive effect on recruitment.

Some teachers expressed concerns that, currently, too many ‘wrong’ candidates were being allocated training places, and that basic standards of literacy and communication were sometimes poor.

### ***How to train and develop our teachers***

The training received by participants at the seminar was very varied. One independent school teacher said he had never had a day’s training in his life.

There was general concern about the Government's policy on requiring a 2.2 degree to receive financial support towards the cost of training. Attendees agreed that it was necessary to have a good grounding in a subject but several present had 3<sup>rd</sup> class degrees or knew some excellent teachers in that position, although there was agreement around the necessity for teachers to be degree-level qualified. A higher degree class could, however, raise the status of teachers and make it more competitive to enter the profession. However, this would not address the key issue of personality: teachers, it was argued, did not need to be academic but needed a passion for teaching and an interest in children.

It was seen as a myth that you needed to be able to hold a class to be a great teacher; it was possible to teach someone how to manage behaviour if they had other strengths. The difference between a good teacher and an excellent one was the relationship they formed with the children, and this was missing from teacher training. When recruiting teachers, participants always ensured that they saw candidates with the children in order to judge their ability to form relationships.

There was much discussion about whether school-based training or university theoretical training was to be preferred, with general agreement that the former was more relevant. One participant had previously trained as a nursery nurse and claimed she had learnt far more on that training (two years of week on / week off alternating between college and placements). This was because placements threw you in at the deep end. "University is not the real world", one teacher said, and argued that some lecturers have not been in schools for a long time.

Another issue raised was that the NQT year after a PGCE was very difficult because that was when the real skills had to be developed; the theory aspect of a PGCE was "important but useless" because the most crucial thing was how children react to you. No delegates disagreed that more time was needed in the classroom during training. The comment was also made that a six week block was not enough time to give support to a student and that a class could suffer significantly in that period.

Generally, a three-year course was seen as better preparation as it allowed a lot of time in schools and enabled students to learn what the job was really about. PGCE teachers were often "stunned" by their first year of teaching. However, one participant had undertaken an on-the-job PGCE which did not involve the extra expense and time of a further year at university and allowed her to build on her experience. She felt that she got a lot more out of it this way than by going back to university. A mature entrant also felt that he would not have come into teaching if it had taken longer than a year to qualify, although he accepted that there was a problem in facing a class on only six week's experience.

One head suggested that his GTP staff coped better than those from more traditional routes. Another teacher agreed that GTP produced much better, more rounded teachers who were much better equipped for teaching. Others expressed similar views. A minority view was that universities could provide superb training. Lecturers had changed a lot over recent years and there was a lot of movement between university and schools. Even here, it would have been better to do the course over three years as one year gave too little contact time with schools.

The point was also made that student teachers were never in school in the first week of term to set things up. Students did not learn the day-to-day responsibilities and tasks of teachers. There was a suggestion that training should include a compulsory element of being involved in the whole of school life, including outside the classroom (e.g. break duties). In addition, students did not have time to spend simply observing other teachers. All participants agreed that more emphasis should be placed on observing colleagues for the continuing development of all teachers. It was also noted that in a teaching school a trainee only took a group and not a whole class. This led to the observation that teachers should be taught how to manage other adults in the classroom e.g. learning support assistants. There could be conflict where new teachers are young and teaching assistants are older.

The concept of teaching schools was generally welcome. One participant commented that universities were finding it hard to persuade students to take students and had a deficit of 40% of places. However, schools in different areas were very different and teachers needed to gain wide experience whilst training, for example through varying placements.

A particular issue was raised with regard to provision of training for SEN teachers. People move in from the mainstream rather than being taught to teach SEN from the start.

One participant argued that we underestimate how much children invest in teachers. A poor student teacher could set them back a long way. It was very hard when a university gave a final year student a good grade but the school found them not up to the job. Universities seemed reluctant to fail students. Such people would not get to this point if they had more experience in the classroom and knew what it was like.

Continuing development depends on individual school leadership teams. In general participants felt they had plenty of opportunities, although local authority cuts were leading to a reduction in the courses available. There were various patterns for arranging CPD: before or after school, inset days, before and after the end of term, and so on. Training also took place in school clusters. The issue was raised of pressure on budgets if teachers do courses during the day (e.g. supply teachers and fees for training courses). Several schools had a policy of encouraging those who had been on courses to feed back their experience afterwards so other staff benefitted as well. Views on the Australian long leave system ranged from fabulous to indifferent: CPD was seen as more important. Teachers were changing jobs less now than in the past. Education moves so quickly that the existing workforce needed to keep up with developments. Teachers having a personal budget for CPD was seen as a 'nice idea': they need time to reflect on their own skills, to move forward where desired and to get new ideas.

The improving schools programme was seen to be very good. One personal experience had led to significant improvements at a school through a tutor working alongside a teacher. The one to one model was very impressive.

### ***How to keep the best teachers in the profession***

There was general agreement that teaching was a vocation. Most attendees said that they were passionate about working with children— and that it was this passion that kept them

in the profession. Most saw themselves staying in the teaching profession for at least several years and, in many cases, until retirement. When asked at what point a teacher should leave the classroom, one attendee responded “when the passion goes”. One attendee reported that he had entered teaching primarily due to a love of his subject and that being paid to work within his subject area was an important factor in keeping him in the profession.

The reason most often cited for leaving the profession was increased workload and pressure. One attendee cited an example of an outstanding teacher he knew who had left the profession because, as a perfectionist, he could not do everything to the level he wanted. There was general agreement that being able to prioritise and that “learning to live with the system” was essential if one was to stay in the profession.

Several attendees commented on disheartening perceptions among the public about teachers’ short working hours and long holidays. There was widespread agreement that the reality is very different, with several attendees citing an average working week of about 50 hours. “9 to 3.30 is half of what we do”, commented one attendee.

Attendees agreed that the introduction of Preparation, Planning and Assessment time (PPA) had helped but that the time had become taken up with increased demands: “PPA gave us time to juggle two balls, but then we were given ten”.

There was a perception that teachers in England had a high number of contact hours compared to those in other countries and it was suggested that this was an area which the Committee might explore in its inquiry, comparing contact hours both internationally and historically in England. However, there was general disagreement with the idea that the cost of a reduction in contact hours could be offset by an increase in class sizes. Attendees felt that although large class sizes would work with some children who had the required learning and behavioural skills, they would present serious challenges with many others. Several suggested that larger class sizes would inhibit their ability to form effective relationships with pupils which they considered vital to doing their job well.

There was general agreement that (easing pressure on) time was a bigger factor than money in retaining teachers, although several attendees expressed reservations about proposed changes to teachers’ pensions, particularly the rise in the retirement age. One attendee (in her late fifties) commented on how physically and emotionally demanding teaching is and how it would be difficult to sustain well at age 68.

A good head teacher was cited as important in helping to retain staff in several ways: by allowing innovation, encouraging teachers to use their creative skills and judgement, by thinking of the career development of individual staff members and by acting as an effective filter for workload.

Prospects for promotion were also considered to be important in retaining teachers, although it was generally agreed that promotion prospects tended to be limited in many primary schools, particularly in rural schools with low staff turnover. One primary teacher reported that she had responsibility for literacy at her school but that she received no extra payment for this due to constraints on the school budget. In contrast, secondary teachers

generally expressed content with their prospects for promotion, citing opportunities on both the pastoral and academic side. Several attendees expressed an interest in progressing to deputy headship but no further. Promotion, it was felt, whether to headship or an advisory role, would involve moving out of the classroom, and away from the job for which they had trained.

Other factors which were suggested as issues in retaining teachers were frequent changes to examination syllabuses creating extra work; being asked to complete paperwork which served no useful purpose; and the pressures generated by the accountability system. The latter was felt to be especially acute in year 6 of primary school, where pressure on teachers to get results often led to a concentration on maths and English to the exclusion of other subjects and to a culture of “teaching to the test”.

Several attendees commented that a lack of meaningful Continuing Professional Development (CPD) was also potentially a factor in retaining teachers. One attendee described CPD as often a “bolt on” rather than an integral part of a teacher’s career path. Reactions to suggestions of an entitlement to a 6 month sabbatical after 10 years in teaching, similar to that offered in some other countries, were mixed. Some attendees felt that it would help to raise the status of the teaching profession, giving the message that teachers’ experience was valued and recognising that activities pursued (such as participation in inspection or subject research) could help enhance teaching skills. Others expressed concern that such a scheme might be considered too disruptive and difficult to implement in some settings, particularly in further education and sixth form colleges, where pupils are often on two year courses.

### ***Plenary session***

Following the group discussions, all delegates and MPs participated in a short plenary session where each sub-group was asked to list the key themes and top concerns which had emerged. These were:

- general appreciation for as much practical training as viable;
- the need for greater peer-to-peer learning and observation;
- workload as a key factor in recruitment and retention, both perceived and actual;
- a scepticism about the Government’s cessation of funding for trainees with lower degree classes;
- a need for greater clarity about the profession for potential applicants, perhaps achieved through ‘taster’ sessions;
- the importance of good literacy and numeracy skills for all teachers;
- the importance of a diverse workforce, including career-changers;
- a desire for better career structure, especially in primary education;

- a call for a more meaningful CPD system.

Following the plenary session, the Chair thanked all participants for their time, and the event closed.

## Annex 2: Note of the Committee's discussions with secondary school and college students, November 2011

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This note offers a brief record of two meetings held with secondary school and college students from London and Hertfordshire, at the House of Commons. The discussions were intended to gather students' views on the qualities of the best teachers.

*Members in attendance: Pat Glass MP, Damian Hinds MP, Craig Whittaker MP*

Students agreed that outstanding teachers shared a range of qualities. Making learning fun and engaging was considered crucial, although students pointed out that an ability to keep discipline was equally important, and that some 'fun' teachers could get taken advantage of. Active and interactive learning was seen as a trademark of good teachers, rather than lessons which involved the teacher talking too much (an emphasis on practical tasks was put forward by both groups). An ability to relate to young people (being "in tune" with them, as one student said) was also seen as vital, as this encouraged your students to learn more and to respect the teacher in question. However, creating respect amongst students was seen as a 'mystery'! Teachers with 'bad attitudes' towards young people did not inspire learning to happen. Understanding of subject was seen as very important—one student pointed out that if a teacher doesn't know anything, you won't learn anything—but the ability to communicate the knowledge, and enthusiasm for the subject area, were also regarded as a key qualities.

Very few young people seemed to have considered teaching themselves. For some, this was because they didn't see their teachers as role models, or because they thought teaching as a career appeared unexciting. Teaching was seen as needing qualities which some students felt they didn't possess—such as patience—and it was acknowledged that working with children could be very difficult. Teaching was seen by some as a stressful job.

Of those students who were considering a career in teaching, the motivation was largely due to intrinsic factors: for example, students said they wanted to help people with particular problems, or had a desire to work with children. It was pointed out that teachers benefit the whole of society, and everyone needs good teachers, which implied a rewarding profession. Among the more extrinsic rewards of teaching, good holidays were noted. Approximately 10% of the students in one group felt teaching was badly paid. However, the general consensus from many students was that higher salaries would not persuade them to consider the profession any more. Teaching, one student said, "is not all about money". Furthermore, students didn't want to be taught by people who *were* 'in it for the money'. In the other group, it was suggested that teachers should be paid more.

When asked what the Government could do to improve the overall quality of teaching, recruitment of people with the above qualities was high on the list of responses. In particular, students pointed out that teachers should be assessed on their subject capabilities as well as their personal skills. Teachers needed to be mentors, one student said,

and should have a good rapport with young people. Students should, it was felt, be able to offer feedback on their teachers' performance (some had experienced this, but others had not). Others suggested that students should be better involved in the selection and appraisal of staff.

Teacher training, it was felt, needed to be practical, and more young people should be recruited to teaching, although it was pointed out that good, older teachers could be "in touch" with students as well.

## Annex 3: Note of the Committee's visit to Rugby, 12 January 2012

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This note offers a brief record of a visit to Rugby School by two members of the Education Committee, as part of its inquiry into teacher recruitment, training and retention.

*Members in attendance: Graham Stuart MP (Chair), Craig Whittaker MP*

### **Overview**

The objective of the visit was to gather further evidence for the inquiry from teachers and pupils at one of England's highest-performing independent schools, including those who have joined the school through the auspices of the Arnold Foundation. The Foundation offers fully-funded places at the school to young people who might gain from the experience but could not otherwise afford the fees. Rugby works with charities and maintained schools to identify students who might benefit, and aims for 10% of students to receive bursaries within the next ten years.

The visit was hosted by headteacher Patrick Derham alongside students from different boarding houses, where Members were entertained to lunch. Mr Derham provided Members with an overview of the school's history and ethos, including details of the Arnold Foundation.

### **Discussion with students**

Mr Stuart and Mr Whittaker met students aged 15 to 18 to discuss key themes relating to the Committee's teacher training and supply inquiry. Pupils agreed on a number of critical factors in determining a good teacher, which included:

- an ability to relate to young people;
- an understanding of the systems and environment in which teaching takes place;
- an ability to 'get the subject across';
- strong subject knowledge; and
- availability to students, particularly in the context of a boarding school.

Students felt that small-group teaching, where possible, had an impact on attainment in the subject, and that teachers could have a tangible impact on subject choices, dependant both on their teaching style and their subject knowledge.

### **Discussion with teachers**

Committee members also met a group of Rugby teachers who had joined the profession from a variety of routes: three had studied for PGCEs in a variety of institutions, whilst another was an NQT from the GTP pathway; two had joined the profession after

significant careers elsewhere. The teachers listed very similar qualities to their students when asked to define 'outstanding teaching', including a real rapport with young people, enthusiasm for and knowledge of one's subject, and a wide set of interpersonal skills. Teachers added that the best in the profession were determined to be learners themselves.

Rugby teachers who met the Committee, whilst agreeing on the importance of subject knowledge, argued that degree class was a poor predictor of ability in the classroom, and that parents were generally more concerned about the university a teacher had attended than the class of degree achieved. Some also felt that the depth of subject knowledge required depended on the phase being taught, and the type of school.

Teachers agreed with others met by the Committee that placements, as part of a teacher training programme, were not only important but had the ability to 'make or break' the training experience, and that they were of variable quality. Whilst practical training was seen as vital, university involvement in provision was deemed a good thing, with multiple benefits similar to those raised by other witnesses.

## Annex 4: Note of the Committee's visit to Singapore, 5–8 February 2012

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This note offers a record of the visit to Singapore undertaken by six members of the Education Committee. The visit aimed to establish greater clarity over Singaporean attitudes to, and policy regarding, teacher recruitment, training and retention, so that the UK might learn from such a high-performing education system.

*Members in attendance: Graham Stuart MP (Chair), Alex Cunningham MP, Pat Glass MP, Ian Mearns MP, Lisa Nandy MP, Craig Whittaker MP*

### **Singapore Ministry of Education**

**Ms Ho Peng**, Director General of Education, Ministry of Education *and other officials*

**Mr Mano**, Executive Director, Academy of Singapore Teachers

The Ministry of Education (MoE) directs the formulation and implementation of education policies. It has control of the development and administration of the Government and Government-aided primary schools, secondary schools, junior colleges, and a centralised institute. It also registers private schools.

The Academy of Singapore Teachers (AST) was set up to spearhead the professional development of MOE staff. AST together with the other teacher academies aim to build communities of practice for like-minded professionals of subject disciplines, for teachers to come together and learn from one another, developing stronger camaraderie.

The stated Functions of the AST are to:

- Champion the ethos of the profession
- Foster a teacher-led culture of collaborative professionalism
- Build a culture of continuous learning and improvement
- Build a culture of care and support

### *Discussion*

Ho Peng began by welcoming the Committee to Singapore, and emphasising that the Singaporean education system “bears the imprint” of UK practice. MoE colleagues explained that, between 1979 and 1996, Singapore operated an ‘efficiency driven’ education system, which became an ‘ability based, aspiration driven’ system from 1997 until 2011. Now, Singaporean education has entered a phase which officials described as ‘student-centric, value driven’. Singapore places great importance on having a ‘national education system’, with a range of options (including vocational education) for different students.

Singapore does not operate school inspection in the same way as the UK, but nonetheless has clear accountability for schools: superintendents mentor clusters of schools, and MoE officials visit schools every five years to validate self-evaluations of performance. People are seen as Singapore's only natural resource, and great emphasis is therefore placed on their development—including of the 500,000 or so children in the country. Spending on education has risen in recent years and now has one of the largest budgets of any Government department. Learning from international evidence, Singapore has developed a set of 'twenty-first century competencies' for schools, and is now undertaking further work on how to measure and evaluate these most effectively. Central to this vision is a strong concept of 'character and citizenship education', where ownership is school-based. (One colleague present noted that top-down imposition rarely works in such fields.)

The school curriculum in Singapore includes tuition in both English and 'mother tongue': students' cultural heritage is deemed important. The Singaporean economy and opportunities for employment have necessitated a strong focus on maths and science in the curriculum, which in turn have strengthened the economy and Singapore's international standing. However, there is a recognition that, as one official said, "not all children will be good in academic areas", and resultantly Singapore has developed its curricula in the arts, sport, and vocational subject in recent years. In this, and other regards, officials explained that the Singapore system is not complacent —despite its high ranking in PISA tables—and believes that "there is always room for improvement".

Schools' outstanding performance is recognised through a range of accolades, including the School Excellence Awards and School Distinction Awards. Teachers, too, have a number of entitlements or privileges which have helped to make the profession attractive to graduates and respected by society. These include an entitlement to 100 hours of professional development per year, and a personal budget of Sing. \$400–£700 to spend on development (for example, through purchasing computer equipment or subscriptions to learned journals). Performance-related bonuses provide an incentive to improve one's teaching. After ten years, 70% of Singaporean teachers are still within the profession.

Mr Mano explained that there are currently 31,000 teachers in Singapore, and that the culture of professional excellence is very much driven by them. Efforts have been made for teaching to be seen as a fraternity and network ("teachers need to learn a lot from each other"), and to develop career routes for all teachers, as leadership roles account for just 2% of the workforce. Teachers also need to be seen as community figures, Mr Mano argued, as this helps to support disadvantaged or troubled families.

### **Reception hosted by Ms Sim Ann MP, Senior Parliamentary Secretary for Education**

Ms Sim Ann worked in the civil service for 12 years before standing for election for the ruling People's Action Party in the Holland-Bukit Timah Group Representation Constituency in the General Election of 7 May 2011 (which her team won with 60.1% of the vote). On 21 May 2012 Ms Sim Ann was appointed Senior Parliamentary Secretary for Law and Senior Parliamentary Secretary for Education. She divides her time between the two Ministries.

Committee members informally discussed a range of themes, including those pertinent to teacher training and supply, with the Minister and other colleagues from the MoE.

### ***National Institute of Education***

**Professor Lee Sing Kong**, Director, National Institute of Education

**Professor Tan Oon Seng**, Dean, Teacher Education

**Professor Paul Teng**, Dean, Graduate Studies & Professional Learning

**Professor Lee Wing On**, Dean, Education Research

The National Institute of Education (NIE), an institute of the Nanyang Technological University, conducts professional training for teachers. It is the only teacher training institution in Singapore and currently has around 6,700 students. It provides all levels of teacher education, from training for trainee teachers to continuing education for serving teachers and principals. The triangulation between the Ministry, NIE and schools is seen as the key to developing a successful workforce.

NIE offers programmes at diploma, bachelors, masters and PhD levels on a full-time or part-time basis, as well as various special training programmes, such as school leadership. The institute has also established itself as a leading provider for customised leadership and professional educational courses internationally, reaching out to many regions including the Middle East and North America.

#### *Discussion*

Professor Lee Sing Kong began the discussion by emphasizing that teachers are the essence of the Singaporean education system, and that initial teacher training needed to be relevant both to the system and to the twenty-first century. BA courses, he explained, were “intensive”, featuring both academic and pedagogical content. However, there was a strong recognition at NIE that teachers might not be academic but still have great potential in the classroom. A teacher, he said, is “first a teacher of the learner and second a teacher of the subject”. Training, therefore, reflects this balance of skills and knowledge. A good teacher, colleagues said, knew how and what to teach, and was focused on the learners.

Great importance is placed, in Singapore, on equipping teachers with values, including the care of and belief in learners, reflection on one’s own practice, and a strong sense of community. Teachers are seen as role models for learners, and as the “custodians of the values of society and the nation”.

Teachers are also seen as “change agents” who can innovate and help schools prepare for the challenges of the future. As NIE colleagues emphasized, a student beginning primary school will not graduate for twenty years, by which point the world will have changed considerably: the emphasis is therefore on recruiting adaptable and resilient teachers with strong literacy, numeracy and core values, which will always be relevant.

Professor Paul Teng, responsible for the NIE’s professional development programmes, explained that CPD is not seen as a means to raise one’s salary in Singapore, but rather a core principle of teaching. This was reflected in the 100 hours annual entitlement common to all teachers, which Professor Teng explained could be taken through flexible opportunities such as evening classes. Some CPD offered certification, whilst other opportunities did not: the entire programme is designed simply to “meet teachers’ needs”. MA courses are one, more formal, aspect of that, and could be taken both in subjects (for example, a masters course is offered in teaching maths) or in themes of education (such as assessment or the curriculum). For leaders, there are mandatory courses similar to the NPQH, as well as close links with business leaders. These enable potential heads to see how top leaders perform, to understand the needs of employers in recruiting students, and to develop stronger understanding between different sectors. However, business is not involved in the actual design of NIE programmes.

Professor Lee Wing On explained that NIE’s research programmes are closely aligned with Ministry plans, and were designed to “think big, start small, move fast”. Influence on policy and practice were fundamental principles of educational research, and close international links are maintained to ensure that best practice is reflected (as well as to ensure, in Professor Lee’s words, that Singapore “gives back what the world gave us”).

In discussion, NIE colleagues confirmed that retention is strong amongst Singaporean teachers, although there are key ‘attrition peaks’, largely after completion of the ‘bond’ (contracted period of initial teaching post-qualification), in the late 30s (because of parenthood) and mid-40s (when many are required to look after their own parents, a key value of Singaporean life). Colleagues also confirmed that parental involvement in education is a key to Singapore students’ success, but that a focus on improving the quality of teachers should nonetheless be a priority for any country wanting to learn from Singapore. Teachers, colleagues said, needed to be celebrated more in the UK, rather than “bashed”; better career progression opportunities were a key part of that, as was ensuring the starting salary was comparable with other graduate professions. The role of teachers – “to mould the future of the nation” – should be articulated as clearly as that of doctors and engineers. However, colleagues also said that many countries are weak when it comes to teachers’ subject knowledge, which was very important.

These factors had been the keys to Singapore’s increased success in recruiting teachers – from a position where there were 5 applicants for every 6 teaching jobs, to the current state of play with 10 applicants for every job. Political consensus around education was another key ingredient to system success, as were long time-scales around educational planning. PISA success was attributed, also, to a clear curriculum with clearly-stated desired outcomes.

### ***National Junior College***

The National Junior College (NJC) is one of Singapore’s top-performing A-level institutions. Its pupils go on to fill the highest-level jobs in Singapore. **Ms Virginia**

**Cheng, Principal**, explained that NJC was the first Junior College to be established by the Ministry of Education in Singapore, in 1970. There were now 18 Junior Colleges.

Students entered the College directly following the Primary 6 exam (aged 12). The College consisted of Junior High (4 years, to O-level) and Senior High (2 years, to A-level). Most students took Cambridge O-levels at the end of Junior High. In 2004 the College also started the four year Integrated Programme, a scheme which allows the brightest pupils at secondary schools in Singapore to bypass O-levels and take A-levels, International Baccalaureate (IB) or an equivalent examination directly at the age of 18 after six years of secondary education.

The NJC selected students based on tests, assessments and interviews. It took on two hundred students each year. Admission to primary schools in Singapore was on the basis of location (proximity to the school), but admission to secondary schools was based on academic merit, largely measured by the results of the Primary School Leaving Examination (PSLE) aged 12. Secondary schools could choose to select based on particular criteria, for instance a sports specialization.

Junior High students could board for one term each year, which allowed them to participate in an extra-curricular programme. The NJC was also paired with a military group, with which they conducted joint programmes.

The College was a Centre of Excellence in Science and Technology and conducted outreach to primary schools in science and maths. However, the college also recognized that academic gifts did not equate to social competency, and therefore placed great value on development the wider child. This included time set aside for “extra curriculum” and for broad curriculum areas such as ‘Man and Ideas’, ‘Drama in Production’ and ‘Research’ to be explored. The school places a key focus on leadership potential, and is proud of its many political and business leader alumni. As part of that ethos, there are strong links with schools abroad, including in Russia, Korea and Japan.

Ms Cheng said that no students were expelled from the College.

Committee members were given a tour of the College facilities, including the Science Sigma labs, and spoke with teachers and students on a range of themes.

### ***Strand Tutorials School***

A high proportion of students in Singapore have additional, private tuition outside the school day at some point during their school career, and so the tuition business is a significant industry.

Strand Tutorial School was founded in September 2004 by **Associate Professor Patrick Ong**, its Principal and Director, who retired from a teaching post at Nanyang

Technological University to found the school. The centre caters for all science and mathematical subjects from Secondary 1 up to JC 2 (A-level).

Professor Ong considered that Singaporean schools were unable to meet the needs of some of their students, especially in maths and science. There was great pressure placed on schools and teachers by parents and the Government, and schools were often a highly pressured, competitive environment for students. ‘Weaker’ students from economically disadvantaged families tended to have more private tuition.

In his view, with the possible exception of the very top schools, the public education system in Singapore was ‘a mess’, and it struggled to cater for the top achievers. The education system was excellent for churning out good exam results but was less good at supporting non-academic achievement. Despite efforts by the Ministry of Education to implement policies to promote pastoral care and students’ wellbeing, these policies were not being effectively implemented.

Students who attended the tuition centre for three months or so started to see results. The centre had two or three active teachers and a couple of postgraduate students, so five tutors in total. Tuition sessions were 1.5 hours each, and cost S\$380 for four group sessions. Students tended to attend tuition at least once a week.

### ***Reception with educators at the British High Commission***

The Committee attended an informal evening reception at Eden Hall, Residence of the British High Commissioner, Anthony Phillipson, and held discussions with teachers, headteachers and academics, including Britons living and working in Singapore.

### ***Tampines Primary School***

**Miss Veronica Tay, Principal**

Tampines is located in East Singapore and was the first community school in Singapore, and the first to get a ‘black box’ drama studio. Students were drawn from the local estates, and the school had classes from grade P1 through to grade P6. After the school day Tampines’ facilities—including its gym, indoor sports hall etc—were open to local residents, and evening classes were conducted on the premises.

Around 5% of students had Special Educational Needs, including dyslexia, physical disability, ADHD or were on the autistic spectrum. Support was integrated into the classroom, but there was additional learning support provided in particular subjects, such as maths.

Committee members conversed with staff and students, on a range of themes pertinent to teacher training and supply. Key themes raised at the MoE and NIE were apparent in discussions, including the great importance placed on teacher development (post-

training). Teachers also noted the importance of robust performance management arrangements, which include strong mentoring and development plans for weaker performers.

### ***Xinmin Secondary School***

**Mrs Ong Hong Peng**, Principal

Xinmin is located in the Hougang area of Northeast Singapore. It currently has around 1,500 students and 100 teaching staff. During and following a tour of school facilities, Committee members were able to talk to students of various ages, in class and discussion group contexts, and to meet staff. The Committee also observed part of an outstanding English literature lesson, where the emphasis placed on the use of technology was apparent, and where members were able to see in action the ‘twenty-first century classrooms’ demonstrated at the NIE.

### ***Institute of Technical Education***

**Mr Bruce Poh**, Director and CEO

The Institute of Technical Education (ITE) is a post-secondary institution in Singapore that provides pre-employment training to secondary school leavers and continuing education and training to working adults. ITE was once popularly dubbed ‘It’s The End’, meaning that the students going there were seen to have failed to meet the grades necessary to go on to A-levels. However, Singapore is proud of its multi-pathway system of education, in which ITE performs a key function of providing technical expertise for the economy and in which ITE students can still go on to A-levels, Polytechnics and Universities.

Most courses offered by ITE last two years, and include programmes in hospitality, engineering, life sciences, information technology, and design. Across the three colleges collectively known as ITE, there are some 14,500 students aged 16+, who are drawn from the bottom 25% of the school cohort based on academic results; there is currently a fairly high dropout rate of 1 in 6 students, although youth unemployment overall in Singapore was noted to be very low (around 2-3%).

The needs of industry are critical to curriculum design. Courses offer a keen focus on practical learning, with classrooms offering a simulation of life in business or industry (for example, ITE includes functioning bars and restaurants and design and engineering laboratories). Life skills are also taught, including writing and communication skills. Committee members were able to visit various state-of-the-art facilities (including in engineering and hospitality departments) and to meet and talk with students and staff.

ITE offers its own teacher training programmes, separate from the NIE, which last for 40 weeks.

### ***Meeting with Government Parliamentary Committee on Education***

The Committee met with Parliamentarians from the Government Parliamentary Committee on Education: **Mr Lim Bo Chuan MP** (Chair), **Ms Denise Phua MP** (Deputy Chair), **Mr Edwin Tong MP**, **Dr Intan Azura Mokhtar MP**, **Mr Ang Wei Neng MP** and **Ms Irene Ng MP**.

#### *Background*

The Government Parliamentary Committee on Education is Singapore's nearest equivalent to the Education Select Committee. The Singapore Parliament has a single House and, together with the President of Singapore, forms the Legislature. The parliament is modelled after the Westminster system, with significant alterations. These include the fact that most MPs are elected collectively in groups of between 4 to 6 MPs, known as Group Representation Constituencies (GRCs), the creation of a number of 'Non-Constituency' MPs positions for the best performing runner up candidates in elections and the attendance in parliament of 'Nominated' MPs, chosen by a Special Select Committee of Parliament after an interview process. Non-Constituency and Nominated MP are unable to vote on certain motions, such as a money bill, a vote to amend to the constitution and a vote of no confidence.

Singapore last held a General Election on 7 May 2011. Opposition parties collectively gained almost 40% of the vote, their largest share ever, and also won their first GRC. This meant an overall swing away from the People's Action Party (PAP) of 6.5%, although the PAP still won 81 of the 87 elected seats in the unicameral Parliament due to the first-past-the-post system (down though from the 82 of 84 seats the PAP held in the previous parliament). The 12th Parliament of Singapore opened on 10 October 2011, five months after the election. The next election need not be called until five years after the opening of parliament.

There are 7 Standing Select Committees appointed for the duration of a Parliament to undertake various functions, including:-

- Committee of Selection
- Committee of Privileges
- Estimates Committee
- House Committee
- Public Accounts Committee
- Public Petitions Committee
- Standing Orders Committee

Besides the Standing Select Committees, Parliament sometimes forms ad hoc Select Committees set up on a motion approved by the House to deal with Bills or other matters referred to it. Select Committees are mostly set up to discuss the details of a Bill

which affects the everyday life of the public, such as the Goods and Services Tax Bill, Maintenance of Parents Bill and the Advance Medical Directive Bill.

There are also ten Government Parliamentary Committees, made up of backbench MPs from the ruling party, who examine the policies, programmes and proposed legislation of a particular government ministry to provide the ministry with feedback and suggestions. The Government Parliamentary Committees are part of the ruling People's Action Party, first established by the party in 1987, and are not required under the constitution of Singapore or any constitutional convention. The current ten Government Parliamentary Committees are:

- Community development, youth and sports
- Defence and foreign affairs
- Education
- Finance, and trade and industry
- Health
- Home affairs and law
- Information, communications and the arts
- Manpower
- National development and the environment
- Transport

### *Discussion*

In discussion between members of the two Committees, the following points were raised:

- All members of the Government Parliamentary Committee on Education are backbench members of the ruling party. Each ministry has a corresponding GPC.
- With the exception of ministers and parliamentary secretaries, Singaporean MPs were part-time politicians and also held down outside jobs. The MPs came from a range of different backgrounds, including lawyers, managing SEN charities and a special school, lecturing at NIE, director at a public transport company, and journalist on the national paper.
- The MoE was trying to increase teacher recruits from 2,000 to 3,000 per year.
- Teaching offered good prospects for promotion and professional development. Because the country was small, all teachers could train centrally. Teaching attracted the top 30% of each university cohort.
- Asked what their one criticism of the education system would be, the Singaporean MPs responded that they would like less stress for students (one MP called the system “tremendously stressful”); a greater focus on holistic education and humanities/arts rather than only academic subjects; more time for students to develop character and enjoy learning, rather than just acquiring technical knowledge; and a move away from high-stakes examinations towards formative assessment.

- Changes would be hard to make, not least because parents' expectations were very high and they might be suspicious about a move away from traditional teaching and examinations based around didactic teaching and drills. One MP commented that the pressure in the system "comes from the parents".
- Government Parliamentary Committees felt able to speak freely and criticize Ministers when necessary. It was seen as an advantage to be part of the ruling party, as this helped to get their voices heard and to effect change behind the scenes. It was felt that the system was less politicized, closer dialogue with ministers was possible, and that there was more space to debate 'rationally and based on the facts'. Often a letter to the minister was successful in changing something the committee disagreed with. By and large the GPC judged MoE policies to be correct: changes sought by the committee tended to be modifications to policies, not whole-scale revision. The committee did not meet in public session.
- Special Educational Needs (SEN) had changed greatly over the previous seven years. The government budget had increased.
- Given the small size of Singapore as a country and an economy, the education system was vital in ensuring that the workforce was well-trained with the necessary skills for the economy. The state tracked social mobility closely, for instance measuring what percentage of the poorest cohort of children went to university.
- Singapore tried to learn from best international practice in developing education. The MoE travelled around the world to observe different methods and structures. However, whilst Singapore drew on such comparisons, ultimately it needed to develop its own model.
- Singaporean examinations were high stake. It was common, for instance, for mothers to take 3-12 months off work to coach their children for the Primary School Leaving Exam. The government was trying to develop alternative pathways in education, for example encouraging the most academic to take the Integrated Programme to A-level, and a more vocational track for others.
- There was no class system in Singapore, so education was the pathway to escape the poverty cycle and enhance social mobility. In fact (unlike the UK) it was considered 'cool' for children to be clever, and the popular kids tended to be those who got best grades.
- There was close dialogue between industry and government about the skills needed for the economy in the future.

**Whilst in Singapore, the Committee also visited the Singapore Examinations and Assessment Board. Discussions there focused exclusively on topics pertaining the Committee's concurrent inquiry into the role of awarding bodies in the UK, and on wider issues of assessment, and notes of the meeting will therefore be included in the Committee's forthcoming report concluding that inquiry.**

## Annex 5: Note of the Committee's visit to York, 5 March 2012

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This note offers a record of a day spent in York by five members of the Education Committee, as part of its inquiry into teacher recruitment, training and retention. The objective of the visit was to gather further evidence for the inquiry from those at the front line—pupils, teachers, trainees and training providers.

As part of the day, the Committee took formal oral evidence from four York headteachers and three Yorkshire teacher training providers. A transcript can be found in Volume II of the Committee's report, along with those for other oral evidence sessions.

*Members in attendance: Graham Stuart MP (Chair); Pat Glass MP; Damian Hinds MP; Ian Mearns MP; Craig Whittaker MP*

### **Millthorpe School**

The Committee began its day in York with a visit to Millthorpe School, an 11-16 Specialist Language College with around 1,000 students. The Committee was hosted by headteacher Trevor Burton and students from Year 9.

Committee members participated in a roundtable discussion with six teaching staff, including an assistant headteacher, covering a range of topics across the inquiry's scope. Much of the discussion focussed on professional development opportunities for the teaching profession. It was argued that external CPD courses had 'had their time', not least due to budgetary constraints, and that although they could add value, CPD run within school, or between schools, was often of more value, partly because it was easier for teachers to keep in touch once the course had ended. Other teachers argued that CPD now called for a more creative approach than had been the case in the past.

Teachers said that CPD often had no sense of structure, which was an advantage of a Masters course or a strategy for professional development. There was, however, little appetite for lengthening the school year in order to allow for a 'CPD entitlement'; teachers noted that much CPD is already undertaken in their free time, such as the necessary background work inherent in a change of syllabus or curriculum. It was noted that newly qualified teachers often raise behaviour management as a key issue for CPD, suggesting it was dealt with too little in some ITT programmes.

Half the teachers present had planned to join the profession from a young age but, despite unanimous love of the job, most had reservations about recommending the profession to students today, arguing that it is harder work than often perceived; one teacher said it was vital that trainees entered the profession with "eyes open". One teacher, formerly in the retail sector, said that the security of the profession was more appreciated because of her prior experience. Colleagues therefore argued that providing 'tastes' of the teaching

profession, for example with sixth-form or college students, could be valuable, and that there should be more opportunities to sample teaching before committing.

There was some concern about Government proposals to move the responsibility for ITT away from universities; one teacher noted that you need theory to back up practical training. However, it was agreed that ITT should not be about improving subject knowledge but teaching practice. Another teacher, who had trained via the GTP after thirteen years as a teaching assistant, argued that it was a very valuable programme for career changers, but suspected it might work less well for younger trainees without experience in schools. There was also a view that degree class or university background was a “red herring” and that teaching was “about the person” rather than the academic credentials; however, it was also agreed that good subject knowledge was important at secondary level. It was suggested by one teacher that PGCEs were too intense and could be extended to two years, at least for some trainees.

On pay, a colleague noted that it had “increased dramatically” over time, and was “not an issue” now. Suggestions of a formal career structure for teachers, such as that operated in Singapore, met with strong support; one teacher said that the “structure has gone” from the profession.

When asked what one thing the Committee should recommend to improve the quality of teachers entering the profession, and their subsequent training and retention, a variety of views were expressed. One colleague argued that the current ‘quota’ system incentivises training providers to fill their courses, regardless of candidates’ quality, and that this meant too many weak teachers were entering the profession. Another argued for the development of programmes such as the ‘Advanced Skills Teacher’; a third for a proper entitlement to CPD for teachers. A fourth colleague said that the priority had to be to stop criticising the teaching profession and to raise its public status.

Following the roundtable with teachers, the Committee met a number of Year 9 students at the school, to hear their views on what constitutes a good teacher. The pupils agreed that a sense of humour was important, as was an ability to talk to and relate to young people, including around areas not directly related to lessons. There was similar agreement on some key qualities of poor teachers: those who use Powerpoint presentations too much (which students said should be banned), who ask students to work “in silence” all the time, and who have poor behaviour management skills.

Teachers, it was argued, needed to be patient and to have strong “knowledge around the subject”: it was agreed that clever teachers were generally better, although it could mean they didn’t understand why a student might be struggling with a particular concept, as were those who explained logic rather than recited facts. Students said that mixed ability groups were harder for teachers.

Primary teachers, it was felt, needed some of the same qualities as those in secondary schools, but had to be more “bouncy” and “enthusiastic”, and to have even greater tolerance and patience. There was a view that primary teaching was both harder – because all subjects had to be covered by one teacher—and very important —because “it you hate primary, you hate secondary”.

A teacher's age was not seen to be a factor in quality, although there was a suggestion that some older teachers could benefit from retraining or development around running energetic classes with exciting teaching methods. Student teachers were seen as variable, and sometimes tried too hard to be "original". Some of the pupils themselves had considered a career in teaching.

### **Scarcroft Primary School**

Two students from Millthorpe School escorted the Committee to nearby Scarcroft Primary School, an Ofsted 'outstanding' school with over 300 pupils on the roll. The Committee was hosted by headteacher Anna Cornhill, and—as at Millthorpe—held two discussion groups, one with teachers and the other with Year 5 and 6 pupils.

The discussion with staff covered similar themes to that at Millthorpe, with a strong view expressed that teachers had to better heralded in public, and that positive stories on teaching should be reported and marketed. Teachers, it was felt, had to put up with a "cram-packed timetable", as well as "lots of paperwork" to prove what they were doing: a headteacher's word, it was felt, "doesn't count" in Ofsted's eyes. Accountability systems, particularly with regard to pupils speaking English as an additional language, were seen as unrealistic.

However, accountability and inspection were both seen as very important: the balance to be achieved, teachers argued, was in allowing staff more professionalism at the same time. Inspection, colleagues argued, should be more a validation of self-assessment, and should try to follow the same framework for a longer period of time than has been the case until now. School Improvement Partners were seen as a valuable aspect of the system; teachers were, they said, happy to be held accountable by them because they were ex- or current professionals. Another level of accountability, additional to those already existing, was not seen as helpful or necessary.

There was some appetite for better career paths for teachers; it was also suggested that some teachers, nowadays, were choosing not to become leaders as it was seen as a very demanding pathway. Thresholds were described by one teacher as a "waste of time"; making the NPQH optional was seen as "devaluing" a head's role. On CPD, teachers noted that this already took place in their 'free time' rather than contracted time at school. A particular lack of training for middle managers was noted.

Scarcroft pupils had strong views on what constituted a good teacher: being fun and happy were key criteria. Like their counterparts at Millthorpe, they agreed that secondary teacher was easier because you only had to know one subject in detail. There was some suggestion that pupils' favourite subjects were influenced by teachers' own skill, but a general view that Scarcroft teachers were qualified in all subject areas anyway!

### ***Lunch with trainee teachers***

The Committee was delighted to be hosted for lunch at York St John University, where Members met fifteen trainee teachers, five from each of York St John, the University of York and Leeds Trinity University College. After an initial roundtable, small discussion groups were held with a few trainees and one or two MPs in each.

The number of ‘drop-outs’ from teacher training was raised: people could “react differently” to courses, a trainee said, particularly to the placements which could ‘make or break’ the training experience. Not all students felt there were ample opportunities to feed back on placements; others argued for better training of mentors (which was seen as a necessity). However, the drop-out rate was seen in part as evidence of courses’ rigour as well.

The best training was seen as offering a balance between theoretical and practical content. Training around child development was offered by one trainee as an example of an area which required a strong theoretical background supported by practical experience. Many aspects of lecture-based training were seen as both good and important, including that on safeguarding. Some concerns were expressed around a potential increase in school-led training (though school-based training was seen as vital), not least because a school provider, by dint of size, could struggle to offer the sense of camaraderie and network which HEI-led partnerships developed between trainees. The independence of HEI-led partnerships was also seen as valuable, because of their ability to offer a range of placements and prepare candidates for various types of school. Government plans for system reform could, one trainee argued, mean NQTs were prepared only for teaching in one school, where they were unlikely to spend a whole career; proposals could also mean less consistency across the system.

Teaching was seen as a complex set of skills, and this view meant considerable support for the Government’s proposed pre-training interpersonal skills test, but less support for a rigid approach to bursaries based purely on degree class. Schools, trainees felt, were centres of a community, and should therefore appoint teachers who could interact with parents and other adults as well as children and young people.

Trainees considered that it was important that applicants had experience with children before applying for ITT, in order to demonstrate aptitude and commitment. Extending this to interaction with children as part of the application process was also supported. The trainees suggested that the key attributes which made a good teacher were enthusiasm, confidence, adaptability, a passion for the subject, and a desire to impart knowledge.

### ***Reception with teachers***

Following the afternoon oral evidence session, where the Committee heard from four headteachers and three teacher training providers, a reception was held with a small number of outstanding teachers from a variety of Yorkshire schools. A range of themes across the inquiry were informally discussed.

# Formal Minutes

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**Wednesday 25 April 2012**

Members present:

Mr Graham Stuart, in the Chair

Alex Cunningham  
Damian Hinds  
Charlotte Leslie

Ian Mearns  
Craig Whittaker

Draft Report (*Great teachers: attracting, training and retaining the best*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 124 read and agreed to.

Annexes 1 to 5 agreed to.

Summary agreed to.

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

*Ordered*, That the Chair make the Report to the House.

Written evidence was ordered to be reported to the House for publication on the Internet.

*Ordered*, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Wednesday 16 May at 9.15 am

## Witnesses

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### Wednesday 9 November 2011

Page

**Stephen Hillier**, Chief Executive, Training and Development Agency, and **Michael Day**, Executive Director of Training, Training and Development Agency

Ev 1

**Dr Michael Evans**, Deputy Head, Faculty of Education, University of Cambridge, **Dr John Moss**, Dean of Education, Canterbury Christ Church University, **Martin Thompson**, Principal, The Pilgrim partnership, **Kay Truscott-Howell**, Course Director, Billericay Educational Consortium, and **Amanda Timberg**, Director of Leadership Development, Teach First

Ev 10

### Wednesday 23 November 2011

**David Butler OBE**, Chief Executive, PTA-UK, **Emma Knights**, Chief Executive, National Governors' Association, and **Andrew Jones**, Assistant Director (Services to Schools), Sheffield City Council (for the Association of Directors of Children's Services)

Ev 20

**Professor Peter Tymms**, Head of the School of Education, Durham University, **Sir Peter Lampl OBE**, Chairman, The Sutton Trust, **Professor John Howson**, Director, DataforEducation.info, and Senior Research Fellow, University of Oxford, **Professor Stephen Gorard**, Professor of Education Research, University of Birmingham, and **Kevin Mattinson**, Pro Vice-Chancellor and Head of Teacher Education, Keele University

Ev 28

### Wednesday 7 December 2011

**Professor Sir Robert Burgess**, Chair, Teacher Education Advisory Group, **James Noble-Rogers**, Executive Director, Universities' Council for the Education of Teachers (UCET), and **Dr Jacquie Nunn**, Policy and Liaison Officer, UCET

Ev 42

**Christine Blower**, General Secretary, NUT, **Dr Mary Bousted**, General Secretary, ATL, **Chris Keates**, General Secretary, NASUWT, and **Malcolm Trobe**, Deputy General Secretary (Policy), ASCL

Ev 50

### Wednesday 25 January 2012

**Professor Chris Robertson**, Head, Institute of Education, University of Worcester, and **Alison Kitson**, Institute of Education, University of London

Ev 63

**Mark Powell**, Executive Director, Product Development, Royal Institution of Chartered Surveyors, **Mark Protherough**, Executive Director, Learning and Professional Development, Institute of Chartered Accountants in England and Wales, and **Christine Williams**, Head, Global Membership, Chartered Institute of Personnel and Development

Ev 70

**Dr Raphael Wilkins**, President, College of Teachers, **Matthew Martin**, Chief Executive Officer and Registrar, College of Teachers, and **Professor Derek**

Ev 77

Bell, Professor of Education, College of Teachers

### Wednesday 22 February 2012

**Alan Meyrick**, Chief Executive, General Teaching Council for England, and **Tony Finn**, Chief Executive, General Teaching Council for Scotland Ev 84

**Jean Humphrys**, Interim Director, Development, Education and Care, and **Angela Milner**, Principal Officer, Development, Initial Teacher Education, Ofsted Ev 95

### Monday 5 March 2012

**Trevor Burton**, Head, Millthorpe School, **Anna Cornhill**, Head, Scarcroft Primary School, **Richard Ludlow**, Head, Robert Wilkinson Primary School, and **Steve Smith**, Head, Fulford School Ev 104

**Mike Hickman**, Head of ITE, York St John University, **Paula Mountford**, Director of ITT, York University, and **Sarah Trussler**, Head of Primary Education, Leeds Trinity University College Ev 113

### Wednesday 14 March 2012

**Mr Nick Gibb MP**, Minister of State for Schools, Department for Education Ev 120

## List of printed written evidence

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1	Department for Education	Ev 134, 299
2	Professor Chris Robertson, University of Worcester, Institute for Education	Ev 141, 145
3	Universities Council for the Education of Teachers (UCET)	Ev 147
4	Dr Beng Huat See and Professor Stephen Gorard, University of Birmingham	Ev 151
5	The Sutton Trust	Ev 155
6	UniversitiesUK-GuildHE	Ev 157
7	Faculty of Education, University of Cambridge	Ev 161
8	Keele University	Ev 165
9	TeachFirst	Ev 169, Ev 299
10	NASUWT	Ev 173
11	National Union of Teachers (NUT)	Ev 178
12	Association of Teachers and Lecturers (ATL)	Ev 182
13	National Association of School Based Teacher Trainers	Ev 185
14	Association of School and College Leaders (ASCL)	Ev 190
15	Professor John Howson, Director, DataforEducation.info	Ev 193
16	Professor Peter Tymms, Professor Stephen Gorard and Kevin Mattinson	Ev 196
17	College of Teachers	Ev 196
18	Institute of Education, University of London	Ev 199

19	ICAEW	Ev 203
20	Chartered Institute of Personnel and Development (CIPD)	Ev 205
21	Royal Institute of Chartered Surveyors (RICS)	Ev 206
22	Billericay Educational Consortium	Ev 209
23	Training and Development Agency for Schools (TDA)	Ev 210
24	Ofsted	Ev 292
25	General Teaching Council for England (GTCE)	Ev 294

## List of additional written evidence

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(published in Volume III on the Committee's website [ww.parliament.uk/educationcommittee](http://ww.parliament.uk/educationcommittee))

1	Caroline Gray	Ev w1
2	Philippa Mitchell, The Butts Primary School	Ev w1
3	Dr John Oversby, Institute of Education	Ev w2
4	Birmingham City University, School of Education	Ev w4
5	School Travel Forum	Ev w6
6	University of Birmingham	Ev w9
7	University of Birmingham and NISAI Virtual Academy	Ev w13
8	Catholic Education Service	Ev w14
9	Field Studies Council (FSC)	Ev w16
10	Dawn Casson	Ev w17
11	Research Councils UK (RCUK)	Ev w18
12	City & Guilds Centre for Skills Development	Ev w20
13	Communication Trust	Ev w22
14	Vision West Notts	Ev w25
15	Association of Colleges	Ev w26
16	Advisory Committee on Mathematics Education (ACME)	Ev w29
17	Institute for Learning	Ev w32
18	Consortium for Emotional Wellbeing in Schools (CEWBS)	Ev w35
19	National Centre for Excellence in Teaching of Mathematics	Ev w37
20	Beatbullying	Ev w43
21	Teacher Support Network	Ev w44
22	Wellcome Trust	Ev w48
23	James Whelan	Ev w51
24	National Education Trust	Ev w52
25	Alliance for Inclusive Education	Ev w56
26	The Cathedrals Group	Ev w59
27	AT, Consultants for Change	Ev w63
28	Gatsby Foundation	Ev w65
29	ETeach	Ev w67
30	million+	Ev w69

31	Year 7 Student Letters submitted by Fiona Stockdale, Teach First participant 2011 (Yorkshire Region)	Ev w73
32	Chloe Bartlett	Ev w77
33	Edge Hill University	Ev w77
34	Martin Moorman, Headteacher, Ravenscliffe High School	Ev w78
35	SCORE	Ev w80
36	Chartered Institute of Housing	Ev w85
37	Rebecca Allen (ioe) and Simon Burgess (CMPO)	Ev w88
38	Institute for Learning	Ev w92

## List of Reports from the Committee during the current Parliament

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The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

### Session 2010-12

First Special Report	Young people not in education, employment or training: Government Response to the Children, Schools and Families Committee's Eighth Report of Session 2009-10	HC 416
Second Special Report	The Early Years Single Funding Formula: Government Response to the Seventh Report from the Children, Schools and Families Committee, Session 2009-10	HC 524
Third Special Report	Transforming Education Outside the Classroom: Responses from the Government and Ofsted to the Sixth Report of the Children, Schools and Families Committee, Session 2009-10	HC 525
Fourth Special Report	Sure Start Children's Centres: Government Response to the Fifth Report from the Children, Schools and Families Committee, Session 2009-10	HC 768
First Report	Behaviour and Discipline in Schools	HC 516-I and -II (HC 1316)
Second Report	The role and performance of Ofsted	HC 570-I and II (HC 1317)
Fifth Special Report	Looked-after Children: Further Government Response to the Third Report from the Children, Schools and Families Committee, Session 2008-9	HC 924
Third Report	Services for young people	HC 744-I and -II (HC 1501)
Fourth Report	Participation by 16-19 year olds in education and training	HC 850-I and -II (HC 1572)
Fifth Report	The English Baccalaureate	HC 851 (HC 1577)
Sixth Report	Services for young people: Government Response to the Committee's Third Report of Session 2010-12	HC 1501 (HC 1736)
Seventh Report	Appointment of HM Chief Inspector, Ofsted	HC 1607-I
Eighth Report	Chief Regulator of Qualifications and Examinations	HC 1764-I and -II