

# **The Educational Institute of Scotland**

## **Teacher Numbers**

### **Background**

- 1.1 The following resolution was approved by the 2011 Annual General Meeting:

"This AGM condemns the lack of employment for newly qualified teachers and instructs Council to campaign against a reduction in teacher numbers".

- 1.2 In 2007 there were 55,100 FTE teachers in Scotland according to the annual census. In the 2011 census the number was 51,441 FTE. This is a drop of 6.6% in teacher numbers. Over the same period of time the pupil population declined from 692,551 to 670,551, a drop of 3.1%.
- 1.3 The Teacher Induction Scheme was introduced in 2001 as part of the 2001 Agreement, "A Teaching Profession for the 21<sup>st</sup> Century". This ensures that probationer teachers on the Scheme are entitled to one year's guaranteed employment to complete the Standard for Full Registration. As the GTCS has documented the loss of teaching jobs from 2007 has been concentrated in the post-probationary period.
- 1.4 As part of its response to trade union and public concern to the loss of employment opportunities Scottish Government, through the Cabinet Secretary for Education and Lifelong Learning, reviewed the issue of teacher employment. This included a review of teacher workforce planning, the mechanism through which the Government anticipates workforce demand and facilitates places in teacher training institutions to maintain numbers.
- 1.5 The SNCT 2011 Pay and Conditions Agreement committed Scottish Councils to have a teaching workforce of 51,131 FTE. As it transpired the total exceeded this by 310 teachers.

### **Political Context**

- 2.1 Following devolution in 1999 the Scottish Executive gave a priority to increasing the number of teachers to 53,000 and then to reduce class sizes. The workforce grew progressively reaching a figure of 55,100 FTE in the census in 2007.
- 2.2 In 2007 there was an election in Scotland which led to a minority SNP administration. While there was a manifesto commitment to reduce class sizes the Concordat agreed between Scottish Government and COSLA made no commitments to maintaining teacher numbers. This led to a decline in teacher numbers over the lifetime of the Parliament (Appendix A).

- 2.3 While the decline in teacher numbers can be attributed to a large extent to the failure to set out teacher numbers in the Concordat it is also clear that budget pressures and falling school rolls contributed to a decline in numbers.
- 2.4 Following the Local Government budget agreed between Scottish Government and COSLA in November 2010 a package of £60m budget cuts in return for a guarantee of teaching posts was presented to the SNCT. This was agreed in May 2011 with a promise to deliver 51,131 jobs in return for savings amounting to £45m. The September 2011 census confirmed the number had been met and a breakdown is appended, on a Council by Council basis (Appendix B).

### **Teacher Workforce Planning**

- 3.1 Teacher Workforce planning is an annual exercise conducted by Scottish Government. Representatives of COSLA, ADES, GTCS, HMIe, SLS, AHDS, EIS (on behalf of the Teachers' Panel), Teacher Education Institutions and the Funding Council are represented on the planning group which is an advisory group.
- 3.2 Working planning is modelled on statistical evidence on staffing levels, the age profile of teachers and population projections from the General Register Office for Scotland (GRO). Assumptions are made about teacher movement (leavers, age and premature retirements), based on historical evidence, and assumptions on absence cover demand. In addition workforce planning considers secondary subject demand. The modelling can also take account of political decisions. For example, additional staffing required to take account of reductions in class contact time.
- 3.3 The Concordat Agreement had a negative impact on workforce planning for two reasons. Firstly, as there was no commitment on teacher numbers, money was directed from education to the improvement targets in the agreement. Secondly, the commitment to reduce class sizes across and within Councils in the lifetime of the Parliament made it impossible to plan effectively to provide teachers.
- 3.4 The Review of Teacher Employment Working Group on behalf of the Cabinet Secretary for Education and Lifelong Learning concluded that "the existing workforce modelling arrangements provided a very solid base for reconciling projected demand for teachers in Scotland with supply." The full recommendations are appended (Appendix C).
- 3.5 Workforce planning essentially is a relatively long term projection on numbers. Under current planning teacher number projections are based on 4 year Bachelor of Education (B.Ed) courses and 1 year Post Graduate Diploma in Education (PGDE) courses. However, Councils may vary their numbers in the period between budget decisions in February and March and the start of a new academic session only a few months later. This fact was recognised in Recommendation 1 of the Report of the Teacher Employment Working Group which stated:

***Recommendation 1:** In the light of the changes in way that local authorities determine their teacher requirements, there needs to be greater reconciliation between local workforce decision making and the national workforce planning process. Scottish Government and COSLA should put arrangements in place to achieve that. It is recognised however that, given the medium term nature of planning, this will be challenging for many local authorities.*

- 3.6 Despite some initial work between Scottish Government and COSLA this proposal has not progressed in any significant manner. The only factor which precluded a sizeable drop in teacher numbers in September 2011 was the Pay and Conditions Agreement 2011, struck by the SNCT.
- 3.7 Arising from this the teaching unions on the Review of Teacher Employment Working Group argued for the introduction of a national minimum staffing standard. This would bring a degree of certainty to workforce planning and remove a "salami-slicing" approach to teacher staffing by Councils.

### **GTCS Survey**

- 4.1 The lower than planned demand for teachers has resulted in higher levels of teacher unemployment which impacted most significantly on those teachers who had just completed their induction year. The GTCS does depend on returns from those who have completed the induction year. However, this indicates the problems facing those who complete the Induction Year.
- 4.2 The GTCS survey is appended (Appendix D). The Scottish Government also releases statistics on teachers who claim Job Seekers Allowance (Appendix E). On the basis of these statistics Scottish Government claims that Scotland has the lowest teacher unemployment in the UK; 6 per 1000 in Scotland, compared to 16 per 1000 in England, 18 per 1000 in Wales and 29 per 1000 in Northern Ireland. The October 2011 figures show that for the fourteenth month in a row teacher unemployment in Scotland is at a lower level than in the same month the previous year.
- 4.3 What the GTCS survey does not do is provide an effective longitudinal study of what happens to teachers who do not secure employment. The increasing difficulty in obtaining supply staff may have been exacerbated recently by the revisions to the pay and working conditions of supply teachers but this has been a recurring issue over the past few years. The decline in teacher numbers at a time of relatively high investment in training teachers has also been marked by increased difficulties in securing supply teachers. This suggests that trained teachers who do not secure permanent or long term contracts choose not to stay in teaching. Whether this is a short term decision or whether they chose never to return would be best addressed by a longitudinal study. While this was suggested in the recommendations of the Teacher Employment Working Group the issue has still not been developed.

## **Pay and Conditions Agreement 2011**

- 5.1 After years of difficulty in managing teacher numbers Scottish Government, as part of the budget settlement with Scottish Councils, set out a package which included a desire to negotiate a package of savings amounting to £60m within the SNCT, but in return to give a commitment to teacher numbers. The package is referred to in paragraph 2.4 above. While areas of the package were difficult areas for the EIS to accept it is clear that, for the first time since 2007, a target number of teachers in Scotland has been re-established.

## **Scottish Spending Review and Budget 2012-13**

- 6.1 In the draft budget the Cabinet Secretary for Finance, Employment and Sustainable Growth made the following commitment:

"Local Government will maintain teacher numbers in line with pupil numbers and secure places for all probationers who require one under the teacher induction scheme."

- 6.2 The projected pupil roll is expected to move as follows in the period up to 2020:

		<b>Projected Pupil Demand</b>	<b>Demand for Teachers</b>
	<b>Primary</b>		
2012		463,935	25,591
2020		479,527	26,429
	<b>Secondary</b>		
2012		296,071	25,762
2020		288,927	25,331

- 6.3 However, the Scottish Government has made it clear that it accepts the findings of Independent Budget Review 2010 in which Crawford Beveridge outlined the choice that would require to be made in public sector employment between jobs, pay and conditions of service. While the Pay and Conditions Agreement 2011 secured stability in jobs at the expense of conditions of service cuts it is likely that, in light of continued austerity measures at UK level and in light of the majority SNP Government requiring to reduce the public sector ahead of the independence referendum difficult decisions will have to be faced which may impact on teacher numbers.

## **Campaigning Issues**

- 7.1 The EIS should instigate a campaign for maintaining teacher numbers and reducing teacher unemployment. The call for a national minimum staffing standard which the EIS pursued in the Scottish Parliamentary elections of 2011 effectively does that. In addition, the EIS has pursued

a campaign to seek a reduction in class sizes. Any reduction in class sizes would secure increases in teacher numbers. However, in any continued campaign we would require to be clear on our response to the challenges set out by Beveridge. The strategy adopted in relation to a pay claim for April 2013 will have to be framed in the context of continuing economic difficulties.

- 7.2 In addition, the EIS should continue to argue for permanent supply posts to ensure adequacy and certainty in supply.

**Appendix A**

	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
<b>Number of Teachers</b>	(1) 51,422	53,909	54,747	55,100	54,347	53,001	52,098
<b>Number of Pupils</b>	723,389	713,240	702,737	692,215	681,573	676,740	673,133

(1) not including pre-school teachers, recorded since in census figures.

## Census Figures 2011 –Teacher Numbers

## Schools

	2010	2011	%
Pre-school	2586	2553	98.7%
Primary	2099	2081	99.1%
Secondary	372	367	98.6%
Special	163	158	96.9%

## Pupils

Pre-school	90,030	94,840	105.3%
Primary	365,326	366,429	100.3%
Secondary	301,007	297,109	98.7%
Special	6,800	6,973	102.5%
Total (excluding Pre-school)	673,133	670,511	99.6%

## Teachers

## Teacher Numbers

## Pupil Teacher Ratio

	2010	2011	%	2010	2011
Aberdeen City	1677	1692	100.9%	13.6	13.4
Aberdeenshire	2741	2641	96.4%	13.0	13.4
Angus	1208	1179	97.6%	13.0	13.2
Argyll and Bute	909	875	96.3%	12.6	12.9
Clackmannan	500	495	99%	13.8	13.6
Dumfries and Galloway	1605	1568	97.7%	12.5	12.7
Dundee City	1506	1471	97.7%	11.8	12.1
East Ayrshire	1218	1198	98.4%	13.6	13.7
East	1233	1194	96.8%	13.3	13.6
Dunbartonshire					
East Lothian	974	978	100.4%	14.4	14.4
East Renfrewshire	1230	1222	99.3%	13.6	13.7
Edinburgh City	3318	3274	98.7%	14.1	14.3
Eilean Siar	369	365	98.9%	9.9	9.8
Falkirk	1565	1576	100.7%	13.4	13.4
Fife	3646	3586	98.4%	13.4	13.7
Glasgow City	4892	5080	103.8%	13.4	13.1
Highland (2)	2562	2408	94%	13.0	13.2
Inverclyde	797	766	96.1%	13.5	13.8
Midlothian	849	850	100.1%	14.3	14.4
Moray	920	894	97.2%	13.3	13.5

	<b>2010</b>	<b>2011</b>	<b>%</b>	<b>Pupil Teacher Ratio</b>	
North Ayrshire	1387	1386	99.9%	13.8	13.7
North Lanarkshire	3677	3628	98.7%	13.6	13.8
Orkney Islands	270	252	93.3%	10.5	11.0
Perth and Kinross	1388	1391	100.2%	13.0	12.9
Renfrewshire	1614	1598	99%	14.9	14.9
Scottish Borders	1151	1158	100.6%	13.3	13.2
Shetland Islands	402	373	92.8%	8.6	9.2
South Ayrshire	1172	1123	95.8%	12.8	13.2
South Lanarkshire	3206	3239	101.%	13.9	13.7
Stirling	980	963	98.3%	13.0	13.2
West Dunbartonshire	954	912	95.6%	13.1	13.6
West Lothian	2020	1951	96.6%	13.3	13.8
All Local Authorities	52,031	51,286	98.6%	13.3	13.4

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Grant Aided Schools				8.3	8.5
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The Group therefore make the following specific recommendations:

**Recommendation 1:** In the light of the changes in the way that local authorities determine their teacher requirements, there needs to be greater reconciliation between local workforce decision making and the national workforce planning process. Scottish Government and COSLA should put arrangements in place to achieve that. It is recognised however that, given the medium term nature of planning, this will be challenging for many local authorities.

**Recommendation 2:** GTCS should conduct a longitudinal study on a cohort of probationers to obtain a better understanding of employment patterns and behaviours for an extended period beyond probation. Separately, Scottish Government, local authorities and the GTCS should consider how more reliable information about the employment position of post-probation teachers can be gathered on a recurring annual basis.

**Recommendation 3:** Research should be commissioned by Scottish Government to establish whether the changing economic climate is altering the retirement intentions of teachers. In the interim, local authorities should where possible assess their understanding of future retirement plans and share that with COSLA and Scottish Government to help inform workforce planning.

**Recommendation 4:** Local authority employers should wherever possible use post-probation teachers to fill supply vacancies rather than rely on recently retired teachers.

**Recommendation 5:** Local authorities should consider making more use of permanent supply pools to ensure semi-permanent opportunities are available to post-probation teachers.

**Recommendation 6:** There should be a review of means of early release including teacher winding down arrangements.

**Recommendation 7:** that the TWP Group revisit specifically modelling teacher demand at secondary subject level.

**Recommendation 8:** that the PWP level be raised to £8,000 for secondary sector probationers.

**Recommendation 9:** that local authorities and TEUs liaise more closely with a view to identifying appropriate opportunities to increase the number of ITE students having their courses delivered by distance learning or at a 'remote campus'.

**Recommendation 10:** that information provided to students about the teacher induction scheme - both at student information sessions and in relevant leaflets - should include relevant data about post-probationer employment patterns by local authorities.

**Recommendation 11:** Probationers' understanding of the system need to be better managed to ensure there is no unrealistic expectation of immediate local permanent employment.

**Recommendation 12:** Scottish Government should commission research into what might persuade teachers to move to teach in other parts of Scotland where recruitment patterns suggest teacher employment prospects are better.

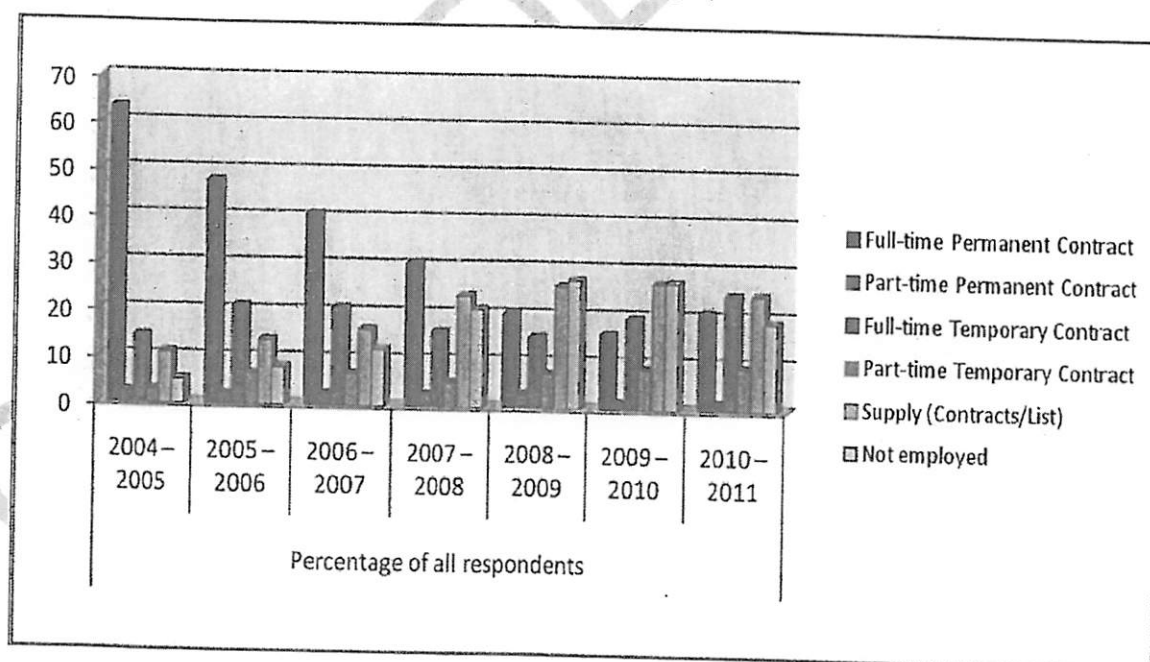
## 2 Employment Experiences

The following table indicates how many respondents had obtained some employment. Equivalent figures for previous years are provided for comparative purposes.

**Table 1: Employment basis of all respondents**

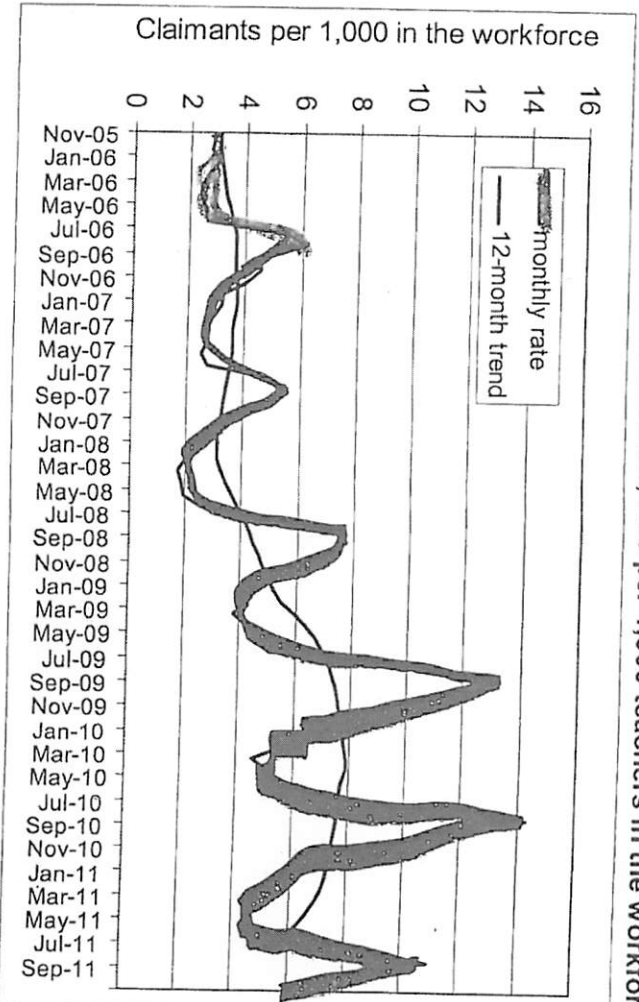
Some employment as a teacher in Scotland	Percentage of all respondents						
	2004 – 2005	2005 – 2006	2006 – 2007	2007 – 2008	2008 – 2009	2009 – 2010	2010 – 2011
Full-time Permanent Contract	63.3	47.8	40.8	30.6	20.2	16.1	20.9
Part-time Permanent Contract	2.7	2.4	2.7	2.8	3.2	1.6	1.6
Full-time Temporary Contract	14.5	21.1	21.0	16.1	15.3	19.5	24.8
Part-time Temporary Contract	3.1	6.7	7.0	5.5	7.6	8.8	9.2
Full-time Supply Contract	11.1	13.9	16.4	23.9	4.4	8.5	8.5
Part-time Supply Contract					5.8	4.9	4.4
Supply List					16.0	13.6	11.7
Not employed	5.3	8.2	12.2	21.0	27.5	27.1	18.8

Trends over this period are illustrated in the following graph:



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Trend in claimant count in Scotland, rate per 1,000 teachers in the workforce



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Teachers claiming JSA 2005/2011

Month/Year	2005	2006	2007	2008	2009	2010	2011
January		160	175	135	240	350	295
February	125	145	155	115	225	295	240
March	125	130	140	95	205	240	220
April	130	125	145	100	230	270	235
May	115	135	135	105	235	280	220
June	115	140	145	140	275	295	230
July	230	295	255	295	560	580	470
August	275	330	305	415	720	745	570
September	180	245	275	420	665	575	490
October	170	245	220	360	560	510	305
November	150	215	165	290	405	345	
December	145	170	135	255	335	320	

lower than same month last year  
 lower than each of last two years  
 lower than each of last three years

x

- Scotland has the lowest teacher unemployment in the UK with just 305 teachers claiming Job Seekers Allowance in October 2011. This equates to: 6 per 1,000 in Scotland, 16 per 1,000 in England, 18 per 1,000 in Wales and 29 per 1,000 in Northern Ireland.
- JSA figures for October 2011 show that for the fourteenth month in a row teacher unemployment in Scotland is at a lower level than in the same month the previous year.
- For the sixth consecutive month the figure is lower than the equivalent figure in each of the last two years, and
- For the second consecutive month the figure is lower than the equivalent figures in each of the last three years.