Interim Report on Teacher Supply

24 December 2014
Section 1. Introduction

This Technical Working Group (TWG) was set up following an agreement between the Department of Education and Skills (DES) and the Teaching Council that an analysis of arrangements for the planning of the teacher workforce in Ireland should be undertaken. The full terms of reference for the group are set out in Appendix 1. The principal aims of the Group are:

- to develop and pilot a model of teacher supply that would seek to ensure a sufficient supply of teachers to meet demand.
- to formulate advice for consideration by the Teaching Council that it may submit to the Minister of Education and Skills on the matter of teacher supply.
- to consider the analysis of data held by the Council and the DES in developing the pilot model of teacher supply.
- to generate policy recommendations for consideration by the Teaching Council in formulating advice for submission to the Minister of Education and Skills on the matter of teacher supply.

At a time when the quality of teacher education in Ireland is being enhanced, with the Teaching Council now well-established, contributing significantly to the improvement agenda and about to assume new fitness to teach powers under Part 5 of the Teaching Council Act, it seemed relevant to give greater thought to the overall coherence of the teacher workforce across Ireland, now and in the future.

Section 2: Overview of the interim Report

This paper explains the work which the TWG has completed to date and identifies some issues (see Section 4) which require to be further discussed by the group. These issues may have implications for future policy development.

In approaching this task, the TWG agreed to take account of reported concerns, real and perceived; to consider good practice in Ireland, in other countries and, where relevant, in other professions; and to attempt to produce a model for workforce planning. A successful model would inform Government planning and also provide suitable information for the Teaching Council to use to discharge its own future responsibilities and base its advice to Ministers on supply needs. To achieve these aims, however, an accurate overview of teacher numbers, qualifications and locations is considered to be essential. Consequently, access to available data should be facilitated wherever this is relevant to the task.

The TWG recognised that this is a significant challenge. While much of the data which might be identified by the group as necessary is already available within the system, individual elements taken from one data source do not link easily to those held elsewhere and the common use of digitally compatible systems or unique identifiers is not yet in place. In addition, decisions tend to be taken at given points in time using a dated snapshot of data. This information can and does change subsequently as a result of demographic, economic and financial pressures, as well as changes in policy and agreed practice. These challenges will require to be considered in the design of the workforce planning system.

Section 3. The work of the committee to date

The TWG has been set a target of completing its work by autumn 2015. To date the group has met three times. Detailed consideration has been given to sources of data which are available within and across the education system in Ireland. In addition, there has been liaison with stakeholders through a Stakeholder forum and consideration of systems used in other professions and jurisdictions.
It is important to recognise that this is an interim report, written in December 2014, and that the group will continue to debate findings and consider options for some time to come. Nonetheless, it is hoped that these provisional observations will help to inform the understanding of all those in the system, to contribute to their appreciation of the scale of the task and to outline the reasons for its complexity.

3.1: The views of stakeholders

A large number of educational partners and stakeholders, and some TWG members, attended the first forum meeting organised by the Teaching Council on 4th December, to help identify the key teacher supply issues which might be addressed by the TWG. Those present engaged constructively with the discussion and highlighted a number of issues, all of which will feature in the forum report and be considered by appropriate bodies. Some of these issues, however, (including entry routes, location of certain elements of provision, lead-in time for colleges to plan for new programmes) were of more relevance to the DES or the Teaching Council than to the remit of the TWG. Relevant issues raised by stakeholders include:

- Difficulties for colleges of education to engage in long-term planning.
- Concerns about the emergence and growth of a commercial provider, which is not subject to the same DES restrictions on intake which apply to state-funded providers.
- Lack of diversity in the profession, partly resulting from entry requirements and partly from financial difficulties experienced by students from less advantaged backgrounds.
- Inadequate data available (e.g. age profile, subject specialisation, early retirements) to enable accurate teacher supply forecasting.
- Difficulty of factoring in immigration and emigration of teachers when projecting teacher supply. Additionally, international demand needs to feature in a teacher supply model.
- Shortage of post-primary teachers in some subject areas (e.g. Irish, Home Economics, Chemistry and Physics) with an oversupply in other areas (e.g. English, History, Geography, Business Studies). Similarly, there is oversupply of teachers in urban areas, undersupply in some rural area; and a high turnover of teachers in schools in some areas.
- Specific difficulties experienced by Gaelscoileanna and Gaelcholáistí in recruiting teachers who can teach through the medium of Irish.
- Challenges of out-of-field teaching.
- Evidence of retention problems among some categories of teachers.
- In the case of some subject specialisms, schools are not in a position to offer full-time posts, but a limited number of hours per week.
- Issues arising from the nature and timing of policy changes (e.g. guidance counsellors inside or outside the quota; no NQTs graduating from consecutive programmes in 2015 due to the implementation of the two year PME).
- Teacher substitution issues in primary and voluntary secondary schools.
- Particular difficulties encountered during their induction period by NQTs on short-term contracts.

The TWG will be happy to continue to engage with stakeholders as its work progresses and will be keen to learn from observations and practices which might be of assistance to its work.
3.2 Review of existing provision in Ireland

The group looked carefully at the information available in Ireland which might be relevant to the production of a workforce planning model. The sections which follow review the results of this analysis:

3.2.1 Historical Context and Recent Trends

a. **Primary**: The intake of students to publicly-funded ITE programmes for primary teachers in colleges of education (both concurrent and consecutive) has been regulated by the Department of Education (and Skills) since the foundation of the State in 1922. The annual intake has fluctuated over the decades depending on projected pupil enrolments in primary schools. Other factors have also been taken into account in regulating student intake. These include policy decisions on, for example, pupil teacher ratio and thresholds for appointments of administrative principals; and changes in employment regulations such as the marriage ban, sick leave; maternity leave and other employment-related legislation. Until ten years ago the vast majority of Newly Qualified Teachers were graduates of concurrent programmes in colleges of education.

b. At post-primary level, there has also been some DES regulation of intake to concurrent ITE programmes provided by specialised colleges of education (e.g. RE, PE, Home Economics, Technology-related subjects). The intake to consecutive programmes, provided by universities, has not traditionally been regulated except for a relatively short period between 1994 and the mid-2000s, when, with the agreement of the universities involved, the number of students entering consecutive higher diploma programmes was limited. In the past, the majority of post-primary teachers were registered on the basis of consecutive ITE programmes (i.e. the Higher Diploma in Education).

c. Recent developments:
   i. Within the past two decades, teacher supply has become more complex. The EU Directive on the mutual recognition of qualifications (Directive 89/48/EEC) facilitated more migration of teachers across the EU. With increased movement into and out of the country, it became more difficult to project teacher supply and demand, at both primary and post-primary levels.

   ii. A decade ago, a commercial provider which receives no state aid from the DES, began to offer a consecutive ITE programme for primary teachers which meets the registration requirements of the Teaching Council. It has since become a significant provider of primary teachers in the state.

   iii. In recent years, up to 50% of Newly Qualified Teachers were graduates of consecutive programmes. This figure has reduced somewhat in the past three years, with about two-thirds of primary teachers now completing concurrent B.Ed. programmes.

   iv. At post-primary level, a number of new providers of ITE programmes have emerged in the past fifteen years. Some universities have, for example, developed an extended suite of both concurrent and consecutive programmes; and an Institute of Technology specialising in wood technology and furniture making) also began to provide ITE programmes.
**d. Implications:** These recent developments have added a new complexity to the projection of supply and demand of teachers at primary and post-primary levels. Factors of particular relevance to the work of TWG will include:

a. the increased pattern of concurrent programmes in Ireland.
b. the recent emergence of a commercial provider of teachers at primary level, and partially now at post-primary level.
c. the increase in recruitment of teachers as a result of the EU Directive on Teacher Mobility.
d. the need for consistent approaches to planning in primary and in post-primary sectors.

### 3.2.2 Teaching Council Register

It was noted that the data currently held by the Teaching Council relates to those who are registered to teach and that this information does not equate with the number of those who are currently working as teachers.

The group was presented with a Report by DNM Analytics which gave an analysis of the information held by the Teaching Council. A summary of this analysis is attached as Appendix 2. Illustrations of some key components in the analysis can be found in Appendix 3.

The analysis, organised around seven themes, showed that the Council now holds extensive information about teachers and is able to search this data on grounds which would be very useful in workforce planning. Relevant areas include qualifications, country of qualification, education provider, sector of teaching, subject specialisms, age and gender details. Information about patterns of provision, trends and retention rates can also be accessed.

The register can only provide a snapshot of the current status of registered teachers and of relevant trends for the period from 2009 to 2013. It is anticipated that more complete data will be available from the next analysis, due early in 2015: this new “snapshot” should, for example, contain evidence of the employment status of teachers at the time of annual renewal of registration. It should therefore provide a more comprehensive image of registered teachers. In the interim, it was noted that a number of issues required closer scrutiny. These include the impact on teacher supply planning arising from:

- teachers registered as living in one area but working in another area. Details of teacher workplace are not, as yet, always available on the register. While this has implications in all sectors, the impact can be more significant in some areas and in some specialisms.
- an apparent disproportionate availability of registered teachers with certain post-primary subject qualifications: under-supply in some areas, over-supply in others. This will have implications for the number of “out of field” teachers, i.e. those teaching subjects in which they are not qualified and which may be in shorter supply.
- difficulties in identifying conclusive hard data in respect of 37,000 so-called “grandfathered” teachers, i.e. those who had become teachers prior to the inception of the Teaching Council in 2006 and therefore had an automatic right to registration.
- changing levels of teacher output over time from traditional higher education institutes (HEIs) and a significant increase in the number of those following courses with a commercial provider.
- an occasional time gap between qualification and taking up a teaching post.
3.2.3 Data held by Government departments:

Overall, a substantial amount of data is held by the Department of Education and Skills (DES). Data is gathered from a variety of sources and used to inform policy and planning. The DES has access to statistical support to aid its development, ensure its efficiency and offer suitable advice to the Minister.

For the purposes of the work of this group, information held by the Department which might be of particular relevance includes information on student enrolment, subject take-up at post-primary level, the allocation of teaching posts and trends in the profile of the teaching cohort, such as teacher retirement patterns. Illustrations of the data held are attached in Appendix 4.


Student numbers:
In 2013/14 there were just over 536,000 pupils enrolled in primary schools. The latest official DES projections indicate that primary numbers will continue to grow to a peak of 573,700 in 2018, with a continuous decline thereafter to a level of 429,700 by 2032.

There were 333,000 pupils enrolled in post primary schools in 2013/2014. (In addition, 34,000 students enrolled in PLC courses.) DES projections indicate that this figure will continue to rise as students move through the education system, peaking in 2025 at almost 405,000 pupils, with a decline thereafter to a level of 349,000 in 2032.

Teacher Employment:
The DES payroll section holds data about teacher employment separately. In 2013/14 there were 32,828 posts in primary schools. It is acknowledged that this is different from the number of teachers in employment; information on part-time posts, secondments, maternity leave and career breaks is, however, not readily available. Additional information on employment patterns would bring the figure nearer to the 40,920 recorded with the Teaching Council. Similarly, the current figure of those employed in post primary schools is 23,907, which represents some 59% of those registered by the Teaching Council. This post primary figure does not include the 1,719 posts for teachers in the PLC sector.

The Inspectorate holds some additional data about teacher deployment and timetable commitments but this is used only for the planning of inspection visits. More detailed information was generally only available in schools.

Issues for consideration by the TWG: Overall, the responsibility for maintaining specific elements of this information lies with different sections within the Department and, until now, there has not been an official practice in place for the sharing of data across sections or with the Teaching Council.

This absence of linkage in the data sets, together with the fact that some employment data, particularly subject teaching data, may be held only in individual schools, will present a challenge for the TWG to address. However, in order that a robust and high quality Teacher Supply and Demand planning model can operate efficiently, it is important that all relevant data can be collected and tabulated in a timely manner.
3.3 Consideration of systems in place elsewhere

3.3.1. Other European countries.

It is important to note that planning for teacher supply is not a concern which is unique to Ireland; many states are addressing the same issue. The European Commission Study Policy Measures to improve the Attractiveness of the Teaching Profession in Europe (EU 2013) noted that few European countries have developed a system that would allow them to anticipate a shortage of qualified teachers and act accordingly. It further stressed that in areas where such data exist, national or regional education bodies are usually reluctant to communicate about the shortage, for fear that such information might be used for political reasons.

The Study goes on to name certain countries which, it alleges, are facing a “concealed” shortage of qualified teachers and suggests that this problem is usually due to contracts with staff who lack the required qualification and are either used occasionally or, indeed, consistently, in the system. It concludes rather abruptly that the claims of such countries that there is no shortage should therefore not be taken literally.

It should certainly not be inferred that reference to this EU context indicates that Ireland is one of the countries named. It is not. However, stakeholders have reported a number of difficulties in Ireland which, if they are accurate and remain unaddressed, might lead to an unintended shortage or oversupply of teachers in the future. Similarly, the use of qualified teachers in “out of field” posts is an issue which requires to be recognised.

3.3.2: The example of Scotland

The EU report does, of course, recognise that some countries have systems in place which minimise difficulties and are generally considered to be quite effective. For example, Scotland, although not a European member state in its own right, is a small country of comparable size and scale to Ireland. Education in Scotland is completely devolved to the Scottish Government and the Scottish educational system has been independent of that in England for many years.

The TWG group reviewed the system used in Scotland to plan for teacher supply. It noted certain important differences between Scotland and Ireland: for example, Scotland’s Teaching Council has been in place for 50 years; current employment information can be sought directly from 32 Local Education Authority employers; and data is collected through an annual schools census, allowing moderation of previous projections.

The group noted that the Scottish system has certain strengths, for example:

a. The system benefits from its openness and accountability. All stakeholders are involved each year in an annual survey of current needs. This promotes a sense of common understanding and largely secures a degree of consensual support for the planning system and the figures it produces, if not always for the specific decisions taken by Government.

b. There is a strong level of statistical support, including information about demographical patterns and historical trends and up to date census and health records. Reliable data sets exist for the past 20 years.
c. The system has an in-built flexibility, allowing plans set four years in advance to be adjusted in the autumn of each year before a cohort's admission to teacher education. A flexibility factor of +8% is also assumed in calculation.

d. There is consistency of practice, with the publication of data and of relevant political decisions at stated points in the year.

Advice from Scotland, however, suggests that it is important to be realistic about what a system might achieve. Predictions can only be generally accurate; changes can become necessary as a result of unexpected events (e.g. the recession, a change in policy or an agreement with teacher unions) and the system may not be able to respond quickly. Finally, the Scottish system is not without its critics, many of whom may not fully understand its complexity.

3.3.3 Other professions:

The group was aware that work has taken place in respect of workforce planning in a number of areas. For example, the Forfás Expert Group on Future Skills Needs advises the Irish Government on skills needs and labour market issues which impact on enterprise and employment growth. Forfás publishes information regularly on specific employment areas.

In particular, the group took advice about work carried out for the healthcare profession within Ireland. An analysis by the Skills and Labour Market Research Unit of SOLAS, published in 2009, considered trends and practices in the healthcare workforce. This work was undertaken in line with the SOLAS mission to ensure high quality Education and Training programmes which meet the needs of a changed and changing economy. It aimed to produce a quantitative workforce planning tool for the Department of Health. There is a clear resonance in this work for the task being undertaken by the TWG.

The Research Unit analysis showed that the details held within the health community (including the Medical Council) did not initially facilitate workforce planning. There was lack of detail about specialisms, about specific qualifications, including the availability of medical staff trained outside of Ireland; and there was a need to consider more fully the implications for career planning of age and gender balances, full-time and part-time working commitments and issues arising from public and private practice.

The analysis sought to establish likely trends. In particular, consideration was given to issues of population, preferred clinical ratios, to the impact of future policy planning, attrition rates caused by retirement, family leave, emigration and normal demographic drift. As a result of this work, a planning tool was agreed. This led to the trialling of its use for a number of scenarios, with a view to ensuring that the proposed system was both robust and responsive to needs. The revised model is now in place but will require refinement as circumstances change.

The TWG believes that there are lessons to be learned from the examples in Scotland and in the healthcare workforce for teacher workforce planning in Ireland. The TWG may, in particular, wish to reflect further on the openness, consistency and apparent connectedness of these systems.
4 Issues identified and possible ways forward

The Group is still considering evidence and seeking to identify possible ways forward. However, although it is too early to make formal recommendations, it is clear that a number of themes are emerging. Some priorities for progress can therefore begin to be delineated, albeit very provisionally. These might include, among others:

1. A clear need for a system which can predict with reasonable accuracy future teacher supply needs. Predictions and subsequent planning should address the needs of each sector, including the balance of subject qualifications in the post primary sector. The system should also have sufficient flexibility to allow adjustments and alterations to plans as circumstances change from year to year.

2. Availability and compatibility of relevant information to assist the work of workforce planning. To ensure effectiveness and relevance, it is likely that any new system should be able to collect and deliver appropriate information wherever this might be necessary, and within an agreed timescale.

3. The operation of the system designed for this purpose should allow for open engagement with stakeholders, with a view to ensuring that is responsive to changing needs, demographic trends, and issues of equality and fairness.

4. Stakeholders should be offered opportunities to be informed about and where relevant engage in the process and would be expected to support its purpose.

5. Consideration should be given to the implications of current uncertainties facing providers, including those listed in Section 3.1 above. This should ensure that a dependable supply prediction can be agreed.

6. Consideration of the likely costs of introducing, and subsequently, maintaining, a planning model; and of where this might be located within the education system.

5. Towards a final report

The group will review the areas listed above and consider various additional options and suggestions for development in the course of the months to come. It aims to complete its work by the autumn of 2015.

Teacher Supply: Technical Working Group, December 2014

Appendix 1: Committee Membership and Terms of Reference.
Appendix 2: Summary of a detailed analysis of data currently held by the Teaching Council
Appendix 3: Illustration of data held by the Teaching Council, including Charts 1-11b
Department
Appendix 4: Illustration of data held by the DES, including Charts 12-16
APPENDIX 1: Group membership and Terms of Reference

1. The membership of the TWG is as follows:

<table>
<thead>
<tr>
<th>Name</th>
<th>Role</th>
<th>Institution/Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ciarán Flynn</td>
<td>Chairman</td>
<td>Former General Secretary of the ACCS and former School Principal</td>
</tr>
<tr>
<td>Tomás Ó Ruairc</td>
<td></td>
<td>Teaching Council</td>
</tr>
<tr>
<td>Brendan O'Dea</td>
<td></td>
<td>Teaching Council</td>
</tr>
<tr>
<td>Eddie Ward / Jill Fannin</td>
<td></td>
<td>Teacher Education Section Department of Education and Skills</td>
</tr>
<tr>
<td>Orlaith O'Connor</td>
<td></td>
<td>Inspectorate, Department of Education and Skills.</td>
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<tr>
<td>Fergal Costello</td>
<td></td>
<td>Higher Education Authority</td>
</tr>
<tr>
<td>Prof Áine Hyland</td>
<td>Education advisor</td>
<td>Emeritus Vice-President UCC</td>
</tr>
<tr>
<td>Prof Anthony Finn</td>
<td>Rapporteur</td>
<td>University of Glasgow, Former CEO, GTCS</td>
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2. Terms of Reference for the Technical Working Group on Teacher Supply

1. This group shall be called the Technical Working Group on Teacher Supply.

2. Its objectives shall be the following:

   a. to develop and pilot a model of teacher supply that would seek to ensure a sufficient supply of teachers to meet demand. The exact nature of such a model would be a matter for determination by the Working Group, but it should provide a dynamic framework within which the following issues may be addressed:

      i. Analysis of projections of pupil numbers within the chosen period of time.

      ii. Analysis of relevant data held by the Teaching Council and the DES.

      iii. Government policy as regards areas of priority need.

      iv. Schools’ needs and priorities to take account of changes to syllabus and curriculum from time to time.

      v. Teachers’ professional needs, especially in the context of the National Framework for CPD that will be developed by the Teaching Council.

      vi. Pupils’ and students’ needs.

      vii. The impact on accredited HEI programmes and the requirement for adjustment to programme numbers.

      viii. The impact on schools accepting student teachers and NQTs.
ix. HEIs roles and responsibilities in the context of the Continuum of Teacher Education.

x. How numbers may be most effectively projected both for each of the school sectors in the system at a macro level, and also for school subjects at post-primary level. A key challenge in the case of the latter point will be the approval of new subjects from time to time, and how HEIs and schools can best prepare for them.

b. To formulate advice for consideration by the Teaching Council that it may submit to the Minister of Education and Skills on the matter of teacher supply.

c. To consider the analysis of data held by the Council and the DES in developing the pilot model of teacher supply.

d. To generate policy recommendations for consideration by the Teaching Council in formulating advice for submission to the Minister of Education and Skills on the matter of teacher supply. Such advice shall include recommendations in relation to the nature (including membership, terms of reference) of a Standing Forum that would oversee the implementation of the model referred to in a. above.
Appendix 2: Teacher Supply Technical Working Group
Statistical Review of the Teaching Council Register of Teachers

1. As part of the preparation for the work of the Teacher Supply review process, the Teaching Council undertook an analysis of the substantial level of data held by the Council on the Register of Teachers. Specialist expertise was identified as being required to undertake this database analysis and following a procurement process DNM Analytics were contracted to review the data held on the Register of teachers.

2. DNM were asked to review and report on the Register under a number of headings or themes. In November 2014, DNM submitted their report and analysis entitled ‘Register of Teachers: Analytical Insights’ to the Council and it was considered for the first time by the TWG at its meeting on 3 December. The themes under which DNM reviewed the Register database are as follows:
   
a. **Theme 1** - The educational routes through which teachers achieve registration, broken down by sectors and any other relevant categories.
   b. **Theme 2** - Numbers graduating from Irish HEI initial teacher education (ITE) programmes each year analysed by programme type and associated factors such as age and gender.
   c. **Theme 3** – In the case of the post-primary sector, provide analysis of applicants and registered teachers by route and recognised teaching subject
   d. **Theme 4** – Review registered teacher retention and exit patterns in so far as they can be estimated.
   e. **Theme 5** – Review age, gender, geographical and other patterns
   f. **Theme 6** – Identify any other significant trends
   g. **Theme 7** – Identification of risks in relation to data skewing or incomplete data and limitations as to the register data and subsequent inferences.

3. The Teaching Council’s Register of teachers contains in excess of 90,000 teachers as of December 2014. The DNM study was based on annual year end data snap-shots running from 31 December 2009 to 31 December 2013. The study data therefore predates the commencement of Section 30 of the Teaching Council Act which made registration with the Council compulsory in order to be paid State funded salary. Notwithstanding, the 31 December 2013 snapshot provides a useful base for assessing the stock of teachers registered to teach in Ireland. Early in 2015, the Teaching Council will update the analysis of the Register, offering an enhanced and up to date report based on information available at the end of 2014.

4. The Register of Teachers lists all currently registered teachers and at 90,000 teachers is, on the face of it, at significant variance from the number of whole time teachers currently in employment as recorded by the Department of Education and Skills (DES). Much of this variance can be accounted for by:
   a. The Register records teachers in Primary, Post-primary and Further Education (recognised schools). This includes teachers in receipt of salary or other remuneration from the DES, Education and Training Boards (ETBs) and the State Examinations Commission.
b. Individual registered teachers who are employed on a part-time or casual basis are usually counted for statistical purposes as whole time equivalents in employment statistics.

c. Registered teachers who are on a career break, maternity leave or secondment may not be counted in payroll based statistics.

The Register does indicate the large pool of teachers who are potentially available for employment in schools.

5. In the process of preparing the report on the Register a number of data shortcomings were identified. Having identified these issues, DNM and the Working Group remain satisfied that the data tables and graphs set out in the report give a clear and sound representation of the Register as at 31 December 2013 and the trends over the period 2009 to 2013. The issues identified include:

a. Limitations as to the data gathered in relation to teachers who were 'grandfathered' onto the register in 2006. As of the 31/12/2013, these teachers represented 37.19% of the total register.

b. Since Section 30 of the Teaching Council Act (the statutory requirement to be registered in order to receive State funded salary) did not come into place until 28 January 2014, the Register does not include all teachers who are teaching or available to teach. This has some impact on trend data for the period 2009 to 2013. The 2014 ‘snapshot’ of the Register, due early in 2015, will provide the first full picture of registered teachers in Ireland.

c. The structure of the electronic database which contains the registration data presented some challenges in terms of drawing down data and analysing the output.

d. The Register does not contain fully complete information as to a teacher’s employment status as this information is reliant on registered teachers updating their record on the register. During 2014, the Teaching Council has requested all teachers to update their employment status at the time of annual renewal of registration. The 2014 ‘snapshot’ should yield a more comprehensive picture of teacher employment when reviewed in 2015.

6. The report prepared by DNM provides a very useful insight into two aspects of the teacher workforce in Ireland:

a. The make-up and key statistical descriptors of the registered teaching workforce which make up the Register of Teachers, and

b. The nature and number of the inward flow of new teachers entering the Register of Teachers and the numbers of teachers exiting the Register each year.

The report is set out under the seven themes identified in paragraph 2 of this Appendix and has provided a wealth of data about the ‘supply’ side of the teacher workforce. A number of notable statistics and trends have emerged and some examples are listed below. The Working Group does not feel it can comment or draw inferences from this initial data until it further examines the data, considers other data sources of data and, most importantly, assesses the projected future needs for teachers in the coming years.

7. In order to illustrate some of the emerging issues, some of the notable points the DNM report ‘Register of Teachers: Analytical Insights’ are set out in Appendix 3:
Appendix 3- Illustrations drawn from the Teaching Council Register.

Chart 1: Breakdown by Sector of Register, on basis of Gender

Female teachers have a younger average age in the most populous sectors of education. A large proportion of the younger age bands of the Register is female.

Chart 2: Breakdown by (known) Sector of Register, on basis of Gender (Standardised)

The graph above confirms that the teaching profession in Ireland is female dominated, with almost 77% of the overall Register being female. In every sector of the education system, female teachers are in the majority. The highest proportion of Male to Female teachers occurs in the Post Primary sector, where males account for nearly 1/3 of all registered teachers.
The population of the Register is broadly pyramidal in shape, with a strong bias in favour of female teachers. It is also evident that, in absolute terms, a significant proportion of the overall number of registered teachers are females under the age of 35.
This graph (above) demonstrates the demographic bias in favour of females in the teaching profession in Ireland. It is also evident that there is a bias in the Register toward young females, with the peak age for females being 31. There is a similar bias in terms of age in males teachers, but the peak age is slightly higher, at 33. This can be more accurately evaluated by the use of trend lines, below.

As is evident from the trend line, there is a marked difference between the genders at the younger end of the profile; there is a far greater proportion of young female teachers to older female teachers, than there is young male to older male teachers. This graph is indicative of the large increase in numbers of Teachers, particularly female, entering the profession over the past 10 to 15 years. In addition, a sharp reduction is noted in the number of teachers, particularly female, on the Register in the 35 to 50 age range. It is not clear what the definitive reasons for this are. These may include the fact that some females may be leaving the Register to raise families and/or take a career break, or it may reflect historical constraints in relation to the
supply of teachers prior to (and post) the year 2000, and the government’s decision to significantly increase teaching places around the year 2000. In the older age range, the significant fall in registrations amongst those of both genders in their late 50s may reflect recent government initiatives with respect to public sector pension entitlements. However, it will be important to monitor these trends over a longer period before drawing any firm conclusions.

What is clear from the graph above is that a significant proportion of female teachers are at (or are approaching) family rearing age. This indicator has the potential to have significant implications for the supply of teachers in the years ahead, as the high proportion of young female teachers on the Register approach middle age. To better assess the possible implications for the various sectors in the education system, a further examination of the age profile of the Register, on a sectoral basis, is conducted in the next section.

Finally, the graphs above indicate that some teachers continue to maintain their registration past retirement age. Reasons for this may include the desire of older teachers to supervise State Examinations, for which current registration is required. Nevertheless, it should also be noted that there is no requirement that registration be surrendered at retirement age.

**Chart 6: Age Profile of Female Teachers, by Sector of the Register**

The above graph indicates that the preponderance of young female teachers on the Register exists in the Primary and the Post Primary sector.

The trend lines in Chart 7 give a clearer picture of peaks and troughs in age for female teachers in each sector.
The above graph is further evidence of the sharp reduction in the number of females in the 35 to 50 age range. This fact may have implications for the supply of teachers in the Primary sector if current trends are replicated in the years ahead by the very large group of Primary teachers in their 20s-early 30s.

A similar trend is identifiable in the Post Primary sector but it is less marked.

The comparable analysis in relation to male teachers is given in Chart 9 on the following page.
The above graph indicates that the largest proportion of all Males teachers are involved in the Post Primary sector, in contrast to the situation with female teachers, where they are concentrated more in the Primary sector.
Chart 9:  Trend in Age of Male Teachers, by Sector of the Register

The trend lines below (Chart 10) give a clearer picture of peaks and troughs in age for male teachers in each sector.

The above graph is evidence of the fact that a reduction in the number of males in the 35 to 50 age range takes place in both the Primary and Post Primary sectors. It is unclear from the Register what the reasons may be for this, but they may include family and/or career breaks, together with historical factors prior to (and post) the Year 2000 impacting on the supply of male teachers. The fact that the trend is more acute in respect of Post Primary teachers may have implications for the supply of male teachers in that sector in the years ahead.
From the above table and those listed below a substantial data picture about the gender make-up of teachers in the respective subject areas is revealed:

- The most popular Mainstream Subjects differs between teacher gender: Females (English), Males (History)
- The Top 3 overall Mainstream Subjects are English, History and Geography; although they are ranked in different order between males and females
- Mainstream Subjects significant ranking variations between Teachers, by gender:
  - French (F:7th, M:17th)
  - German (F:16th, M:25th)
  - Religious Education (F:9th, M:15th)
  - Spanish (F:18th, M:27th)
  - Home Economics (F:12th, M:31st)
  - Art (including Crafts) (F:14th, M:20th)
  - Construction Studies (F:27th, M:5th)
Mainstream Subjects with an extreme gender bias (where <85% of teachers of that subject are of the same gender):

- Japanese (Female)
- Russian (Male)
- German (Female)
- Spanish (Female)
- Home Economics (Female)
- Italian (Female)
- History of Art (Female)
- Construction Studies (Male)
- Engineering (Male)
- DCG (Technical Graphics) (Male)
- Arabic (Male)
- Hebrew Studies (Male)

**Chart 11: Subject Teaching numbers**

The figures below summarise the quantities of teachers approved to teach mainstream subjects:
In general terms, it is evident that the average age of teachers in the Post Primary sector varies according to the subject(s) which they are qualified to teach. The graph above illustrates the extent of the variation, by reference to the average age of Post Primary teachers at 31 December 2013 (i.e. 41 years). Latin teachers are on average the oldest (58.6 years) Post Primary Teachers, whilst DCG (Technical Graphics) teachers are youngest (32.4) years.
Appendix 4  Illustrations of data held by the DES

Chart 12  School Students, 1995-2014

<table>
<thead>
<tr>
<th>Year</th>
<th>Primary Pupils</th>
<th>Post Primary Pupils</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>491,256</td>
<td>350,161</td>
</tr>
<tr>
<td>1996</td>
<td>478,692</td>
<td>351,478</td>
</tr>
<tr>
<td>1997</td>
<td>469,628</td>
<td>346,873</td>
</tr>
<tr>
<td>1998</td>
<td>460,845</td>
<td>338,228</td>
</tr>
<tr>
<td>1999</td>
<td>452,533</td>
<td>329,523</td>
</tr>
<tr>
<td>2000</td>
<td>444,310</td>
<td>330,018</td>
</tr>
<tr>
<td>2001</td>
<td>439,560</td>
<td>320,666</td>
</tr>
<tr>
<td>2002</td>
<td>441,065</td>
<td>313,954</td>
</tr>
<tr>
<td>2003</td>
<td>443,720</td>
<td>311,042</td>
</tr>
<tr>
<td>2004</td>
<td>446,029</td>
<td>308,768</td>
</tr>
<tr>
<td>2005</td>
<td>449,298</td>
<td>306,165</td>
</tr>
<tr>
<td>2006</td>
<td>457,889</td>
<td>303,464</td>
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<tr>
<td>2007</td>
<td>471,519</td>
<td>304,062</td>
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<tr>
<td>2008</td>
<td>486,444</td>
<td>305,564</td>
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<tr>
<td>2009</td>
<td>498,914</td>
<td>308,351</td>
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<tr>
<td>2010</td>
<td>505,998</td>
<td>312,506</td>
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<tr>
<td>2011</td>
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<tr>
<td>2012</td>
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<td>327,654</td>
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<tr>
<td>2014</td>
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<td>333,302</td>
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</table>

Chart 13  Trends expressed graphically

Primary and Post Primary Pupil Numbers 1995-2014

- Primary Pupils
- Post Primary Pupils
Chart series 14: Primary Level Projections

Figure 1 and Table 1 show the levels of enrolment at first level under the various scenarios $\text{M1F1}$ to $\text{M3F2}$, from 2014 to 2032.

**Chart 14 - Table 1**: Projections of Enrolment at Primary Level 2014-2032

<table>
<thead>
<tr>
<th>Year</th>
<th>M1F1</th>
<th>M1F2</th>
<th>M2F1</th>
<th>M2F2</th>
<th>M3F1</th>
<th>M3F2</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
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<td>545280</td>
<td>544762</td>
<td>544762</td>
<td>544211</td>
<td>544211</td>
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<td>555515</td>
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</table>

Note: Peak enrolment figures are highlighted in green above.
Figure 1: Projections of Enrolment at Primary Level
Figure 2 and Table 2 show the levels of enrolment at second level under the various scenarios M1F1 to M3F2, from 2014 to 2032.

### Projections of Enrolment at Second Level 2014-2032

<table>
<thead>
<tr>
<th>Year</th>
<th>M1F1</th>
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<th>M2F1</th>
<th>M2F2</th>
<th>M3F1</th>
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</table>

Note: Peak enrolment figures are highlighted in green above;
Figure 2: Projections of Enrolment at Second Level

Projected enrolment at Second Level, 2014 to 2032
### Charts 15: Teacher retirements

#### 15.1 Primary Teacher retirements by Age 2012 and 2013

<table>
<thead>
<tr>
<th>Age</th>
<th>Under 55</th>
<th>55</th>
<th>56</th>
<th>57</th>
<th>58</th>
<th>59</th>
<th>60</th>
<th>61</th>
<th>62</th>
<th>63</th>
<th>64</th>
<th>65</th>
<th>Over 65</th>
<th>Total</th>
</tr>
</thead>
<tbody>
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<td>2013</td>
<td>24</td>
<td>65</td>
<td>57</td>
<td>41</td>
<td>45</td>
<td>38</td>
<td>76</td>
<td>25</td>
<td>17</td>
<td>13</td>
<td>16</td>
<td>43</td>
<td>5</td>
<td>465</td>
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<tr>
<td>2012</td>
<td>28</td>
<td>98</td>
<td>113</td>
<td>122</td>
<td>113</td>
<td>100</td>
<td>98</td>
<td>52</td>
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<td>44</td>
<td>37</td>
<td>32</td>
<td>2</td>
<td>877</td>
</tr>
</tbody>
</table>

**Teacher Retirements (Primary) by Age**

- **2013**
  - Under 55
  - 55
  - 56
  - 57
  - 58
  - 59
  - 60
  - 61
  - 62
  - 63
  - 64
  - 65
  - Over 65
  - Total

- **2012**
  - Under 55
  - 55
  - 56
  - 57
  - 58
  - 59
  - 60
  - 61
  - 62
  - 63
  - 64
  - 65
  - Over 65
  - Total
Chart 15.2  Teacher Retirements (Secondary/Community and Comprehensive) by age 2012 and 2013

<table>
<thead>
<tr>
<th>Age</th>
<th>Under 55</th>
<th>55</th>
<th>56</th>
<th>57</th>
<th>58</th>
<th>59</th>
<th>60</th>
<th>61</th>
<th>62</th>
<th>63</th>
<th>64</th>
<th>65</th>
<th>Over 65</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
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<td>42</td>
<td>50</td>
<td>49</td>
<td>18</td>
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<td>12</td>
<td>12</td>
<td>8</td>
<td>34</td>
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<td>376</td>
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<tr>
<td>2012</td>
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<td>72</td>
<td>71</td>
<td>80</td>
<td>72</td>
<td>85</td>
<td>77</td>
<td>56</td>
<td>31</td>
<td>28</td>
<td>35</td>
<td>26</td>
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</tbody>
</table>

The above figure does not include details of retirements from ETBs as this information is not held in the Department.
<table>
<thead>
<tr>
<th>Year</th>
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<th>2013</th>
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<td>376</td>
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<tr>
<td>Total</td>
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<td>1767</td>
<td>1543</td>
<td>841</td>
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</table>

The above figure does not include details of retirements from ETBs as this information is not held in the Department.
Chart 16: Number of pupils following subject courses for (a) Junior Certificate and (b) Leaving Certificate