

EUROPEAN TRADE UNION COMMITTEE FOR EDUCATION
General Assembly 2001

Ref: 7715

Teacher shortage in Europe
- based on reports from ETUCE member organisations

1. The present situation in Europe

According to reports and available statistics many European countries are confronted with a growing problem of teacher shortage. The main reason for this shortage seems to be the age structure of the teaching profession. Recent statistics from EURYDICE show that the teacher shortage is likely to increase in many countries. *"In years to come, one important issue facing educational policies will be that of tackling the replacement of a very large proportion of teachers"*¹.

1.1. Statistical information

The table below shows the percentage of primary and secondary school teachers who will reach retirement age within the next 10 years.

Table 1. Percentage of the whole teacher force within 10 years of retirement

Country	Percentage of primary school teachers within 10 years of retirement	Percentage of secondary school teachers within 10 years of retirement
Belgium	(:)	(:)
Denmark	(:)	(:)
Germany	18%	21%
Greece	(:)	(:)
Spain	(:)	(:)
France	11%	18%
Ireland	27%	23%
Italy	32%	36%
Luxembourg	22%	22%
Netherlands	19%	33%
Austria	11%	13%
Portugal	(:)	(:)
Finland	19%	23%
Sweden	15%	24%
United Kingdom	13%	12%
Iceland	(:)	17%
Liechtenstein	(:)	(:)
Norway	14%	16%
Bulgaria	23%	28%
Czech Republic	44%	41%

¹ p. XVIII, European Commission/EURYDICE/eurostat (2000): **Key data on education in Europe**. Brussels: European Commission/EURYDICE/eurostat

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Estonia	27%	31%
Latvia	20%	28%
Hungary	(:)	(:)
Poland	(:)	(:)
Romania	(:)	(:)
Slovenia	(:)	(:)
Slovakia	(:)	(:)
Cyprus	(:)	(:)
(:) = data not available		
Source: European Commission/EURYDICE/eurostat (2000): Key data on education in Europe . Brussels: European Commission/EURYDICE/eurostat		

In the majority of EU countries for which data are available more than one teacher in five will have retired ten years from now (European Commission/EURYDICE/eurostat, 2000).

1.2. Why?

It has been known for a long time that the teaching profession is an ageing profession. In the OECD report "**The teacher today**" from 1990 it was noted: *"The worries expressed in some quarters about lack of 'new blood' and possible sudden future teacher shortage address issues that are, as yet, medium- to long-term, admitting still of sustained long-term solutions where analysis suggests that problems are likely to arise. But if this should be mistaken as grounds for complacency, it needs to be added that as long-term phenomena they are correspondingly less amenable to immediate solutions when time comes. Lack of 'fresh blood', by its very nature, cannot be rectified over night."*² In "**Key Data on Education in Europe**" from 1995 (European Commission /EURYDICE) the following observation was made: *"The ageing of the teaching profession is probably explained in part by the fall in pupil numbers during the 1980s. This was experienced in a majority of Member States (with the exception of Greece and Finland, where the population in the primary schools remained fairly stable), the 1960s having seen a very high birth rate and a vast recruitment of teachers by and large everywhere in the European Union. Consequently, the career advancement of staff in post since then has not been balanced by a significant recruitment of younger teachers. In the light of the present position, it is to be expected that a considerable proportion of teachers who were recruited in the 1960s will be departing on retirement in the next few years. In this general situation, it will be important to ensure that the planning of teacher supply and demand managed so as to meet the professional requirements throughout the European Union and avoid the risk of shortages or surpluses."*³

Taking into consideration the quotes above, the present situation of teacher shortage cannot come as a surprise to governments. Basically there are at least three possible ways to explain the present shortage:

- 1) There have been difficulties in attracting students to teacher education. As a result, there have been empty places in teacher education or the entry requirements have been lowered.
- 2) Governments have not taken the necessary steps to meet the problem of the shortage by up-sizing teacher education.

² p. 28, OECD (1990) **The teacher today**. Paris: OECD

³ p. 107, European Commission/EURYDICE (1995): **Key data on education in Europe**. Brussels: European Commission/EURYDICE

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- 3) A sufficient number of students have passed teacher education, but they have not started to work as teachers or they have left the teaching profession only after a few years in the profession.

It will be important for ETUCE to further investigate the reasons behind the teacher shortage and why governments have not managed to take more powerful initiatives in order to try to solve the approaching problem. EURYDICE is presently working on a project, that will partly address these matters.

2. ETUCE initiative to collect information

In order to get more information about the present situation, ETUCE wrote to its member organisations on December 14, 2000 asking them to provide information about the present situation within their countries concerning the supply and demand of teachers in the education sector.

On February 22, 2001 answers on teacher shortages had been received from 18 organisations in 12 countries (6 EU countries, 2 EFTA countries and 3 candidate countries).

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In the following parts of this report the answers from the EU/EEA countries will be presented.

3. Denmark

The following information about the situation in Denmark is based on the report submitted by DLF (Danmarks Lærerforening - The Danish Union of Teachers).

3.1. The present shortage of teachers

At present, the official rate of unemployment for teacher in Denmark is approximately 1% - i.e. the equivalent of full employment in this field. However, some areas of the country are experiencing a shortage of qualified applicants for vacant teacher positions.

At the moment there is no available statistical information indicating the number of teachers needed. However, DLF (the Danish Union of Teachers) estimates that the number does not exceed 1 - 2% of the work force, excluding short-term substitute teachers etc.

3.2. Shortage of teachers in the future

DLF expects the present modest shortage of teachers to grow moderately over the next five years but is not in a position to estimate the actual number of teachers needed. Beyond the five-year horizon, it is uncertain whether the problem will increase or decrease.

3.3. The Union's initiative

Since 1993, DLF has been working to increase the number of students admitted to the teacher training colleges in order to offset the effects of a possible shortage of teachers. As a result, the number of students has increased from 1500 to 4000 annually, and if this had not happened, we would be facing a serious shortage of teachers today.

In view of this, DLF has been expecting a modest shortage of teachers, and consequently its other initiatives have been adjusted accordingly.

In 2000, the Union's National Executive Committee appointed a working group responsible for preparing proposals for recruiting trained teachers to positions in Danish Folkeskole (primary and lower-secondary school) as well as the necessary number of young people for the teacher training colleges.

As a result of this, DLF is now applying the final touches to a number of initiatives intended to contribute to recruiting the necessary number of young student teachers. The initiative includes an information leaflet, post cards, and a homepage.

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At the end of 2000, DLF issued a discussion paper to its members on professional ideals. DLF expects the results of the debate among the members initiated by the discussion paper to contribute to creating respect and esteem for the teaching profession, and in the long term to become a factor in attracting and retaining trained teachers.

At the Union's Congress in 1999 it was decided as part of the Union's manifesto and working programme to work towards improving the terms of employment sufficiently to make it attractive to remain in the labour market. This may also contribute to alleviating the modest shortage of teachers. As a consequence, the congress decided to support local initiatives for the further development of senior/staff policies - for instance with regard to the distribution and organisation of the work, a better working environment, adequate opportunities for in-service training, and further education, as well as special terms for seniors.

Moreover, during collective bargaining in 1999, DLF put forward the demand that seniors be given the right to make special agreements, such as working fewer hours, but retaining full pension rights. However, the employers were not prepared to conclude such an agreement.

4. France

The following information about the situation in France is based on the report submitted by SNES (Syndicat National des Enseignements de Second degré).

4.1. The situation concerning recruitment in secondary education in France

SNES finds the situation for 2000-2001 alarming for several reasons.

4.1.1. Personnel recruited on a precarious basis outnumber those recruited on the basis of a permanent appointment

In September 2000, approximately 13,000 education personnel were hired on a precarious basis (i.e. contract workers and temporary replacements) in order to face the permanent needs of the education system regarding teachers and replacements. At the same time, the National Education Ministry recruited only 12,500 trainee teachers, most from external competitive entry examinations.⁴ This catastrophic situation is not only due to the lack of candidates for teaching positions; it results from a systematic decrease of jobs offered through recruitment examinations. This decrease started in 1996 and continued in 1997, 1998, 1999 and 2000.

4.1.2. The pool of candidates: the first signs of decrease

The lack of candidates available for teaching positions remains critical, except for some sectors such as in musical education. However, these first signs of decrease in candidates for teaching positions must be taken seriously. The regular decrease of jobs offered at the external examinations is beginning to have a dissuasive effect on university students. Moreover, the current economic growth has to be taken into consideration. It markedly increases the need for qualified personnel in other industries, and it generates a competition for candidates that is not

⁴ In France, the cultural significance of competitive examinations with a predetermined quota of successful candidates is considerable. In this particular case it concerns competitive recruitment procedures for public sector teaching posts.

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always favourable for the education sector. If the Government does not reverse this tendency, current conditions will produce a new recruitment crisis in the short term.

4.1.3. Recruitment plans do not compensate completely for retirement departures

At present the departure of teachers with permanent appointments progressively increases: from 15,800 in 2002 to 16,800 in 2003, 17,800 in 2004, 18,000 in 2005 and 21,000 in 2006. This accounts for an annual average of 16,900 teachers leaving for retirement in the coming years.

The Ministry believes that an average of 13,800 new teachers will have to be hired every year during the period 2001-2005. This was affirmed by a recent study organised by the Ministry's Direction de la Programmation et du Développement⁵ (DPD). The DPD considers that for the period 2001-2008 the annual need for new teachers will be about 14,650 as a result of the growing number of departures for retirement.

When comparing the number of estimated departures and the number of appointments that have been scheduled, one can see that the system is not able to cover the needs.

4.2. How have we reached this situation?

4.2.1. Undervalued and regularly decreased appointments

The determination of the number of jobs is the result of arbitration between the National Ministry of Education and the Ministry of Finance. The short-term logic of yearly budgeting has always been dominant. For several years now, the decrease of appointments of public servants has been displayed.

Since 1996 the implementation of a recruitment programme based on the freeze of public employment has forced a falling recruitment trend.

An average annual decrease of 10 % is estimated for jobs offered at the internal and external examinations. Damages are limited with respect to the external examinations to the detriment of the internal examinations. Results indicate a fall in the number of permanent appointments, fewer promotions, and increases in precarious appointments. No miracles can be expected from this situation.

4.2.2. Underestimated needs

It is obvious that over the past 4 years recruitment has fallen short by 2,500 to 3,000 appointments annually. This forces the National Ministry of Education to face the needs by recruiting personnel on a precarious basis; for example 10,890 contract workers were recruited in 1999-2000.

4.3. Permanent appointments within the recruitment programme should be urgently increased

The National Ministry of Education announced on 15 November 2000 that a 5-year recruitment plan had been set up. The Government decided to offer 88,000 jobs at the external examinations for secondary education between 2001 and 2005.

⁵ Programming and Development

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SNES believes that the recruitment programme is at odds with the freeze of public employment. It obviously counts in the favour of the mobilisations (i.e. strikes and demonstrations) organised by education personnel in March 2000.

SNES has asked the Minister for a 20 % increase from the 2001 session onwards. 16,300 jobs would ensure that the number of permanent positions corresponds to the expected needs in the field (i.e. in the “collèges”⁶ and the “lycées”⁷). It goes without saying that thousands of new appointments are necessary in order to reduce the number of pupils per class and to allow work in smaller groups.

The issue of appointments is a particularly sensitive issue as it is not only a matter of recruiting new teachers. Learning conditions for students at the secondary level must be improved significantly.

4.4. Entry examinations for the 2001 session: insufficient efforts have been made

The National Ministry of Education has only just announced the repartition of jobs offered at the entry examinations for the session of 2001. SNES regrets this late publication which was made on the eve of the first examinations.

External recruitment of the 2001 session is indeed at odds with the previous sessions. SNES is pleased it contributed to the changes and to the implementation of the recruitment programme that covers the next several years.

The increase of 10 % of jobs offered at external examinations shows some improvement, although the “agrégation”⁸ benefits very little from it (+ 50 jobs, + 2.6 %).

The efforts made are not sufficient enough to ensure that new permanent appointments cover the retirement departures through 2002. SNES believes that the initial increase of the number of jobs should have been 20 % to avoid further recruitment of temporary replacements and contract workers in order to face the needs in schools.

While the number of vacancies is growing considerably (+ 8.9 %) the number of internal examinations is again decreasing (- 21.6 %): not one additional job for the “agrégation”, - 17.7 % in the Capes⁹ and - 44.7 % in the Capet¹⁰. The Capet having offered 130 jobs, the future of vocational teachers seems compromised in the long-term.

Due to the reduction in precarious employment, 5,925 positions will be made available. Of those 3,500 will be through the professional examinations. Considering that many of the candidates who benefit from the rights specified in the “Sapin” protocol are also candidates for an internal

⁶ The term “collège” refers to the type of state secondary school French children attend between 11 and 15.

⁷ “Lycées” are state secondary schools where French pupils study for their baccalauréat. The “lycée” covers the school years attended by pupils between 15 and 18.

⁸ The “agrégation” is the highest qualification available for teachers at secondary level.

⁹ “Certificat d’aptitude au professorat de l’enseignement secondaire”. The “Capes” is a competitive examination for the recruitment of French secondary school teachers.

¹⁰ “Certificat d’aptitude au professorat de l’enseignement technique”. The “Capet” is a competitive examination for the recruitment of French vocational secondary school teachers.

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examination, and considering the numerous admissions, the number of permanent appointments will necessarily be below the 8,465 possibilities offered.

SNES had successfully negotiated the re-opening of candidate registration. In spite of this, the number of candidates at the external examinations has slightly decreased. This is worrisome considering the number of appointments that have to be made in the coming years. The launching of a strong message was essential to entice the students/potential teachers. This message has not been launched for this session.

5. Ireland

The following information about the situation in Ireland is based on the report submitted by TUI (Teachers' Union of Ireland).

Unfortunately, in the Republic of Ireland there is a lack of statistics on this matter. As regards teachers flow out of the profession, the Department of Education and Science (the National Ministry of Education) does not have statistics on teacher turnover or loss to the profession other than those who leave through retirement / early retirement.

Due to the very high growth in the domestic economy in recent years (the so-called "Celtic Tiger") there are now many job opportunities other than teaching for both young and not-so-young graduates. The relatively high job security and somewhat depressed salaries for teaching are no longer as attractive as they were during times of considerable economic difficulty, the 1980s for example.

Second-level schools are currently finding it difficult to get teachers in some subjects, including the sciences and mathematics. It is also difficult for schools to recruit and retain teachers of Construction Studies/Woodwork since these can earn much more as tradespeople (due to the building boom) than they can as teachers. There appears to be an artificially created shortage of teachers of Construction Studies/Woodwork, since, although high numbers apply for admission to the degree course which would qualify them to teach these subjects, the numbers accepted and currently qualifying do not even fill the teaching vacancies created annual due to deaths and retirements of serving teachers of these subjects.

There are many applications for places on the Higher Diploma in Education course (teacher preparation course taken after primary degree), but there is concern about the decline in the number of applicants with primary degrees in the Sciences who wish to qualify as Science teachers. The attached page, taken from the National Council for curriculum and Assessment's Science and Technology in the Senior Cycle: A Discussion Paper (September 2000) indicates the relatively small number of science graduates seeking to become Science teachers, and particularly the small number of graduates in Physics and in Chemistry who wish to become Science teachers.

Unfortunately, the Department of Education and Sciences has no figures on early dropout from the teaching profession, which could be assumed to be particularly high among science teachers as they have many work opportunities and better salaries open to them outside teaching.

School principals report difficulties getting substitutes for teachers who are ill or out of school for in-service programmes. The Department of Education and Science (i.e. the National Ministry of Education) is aware of difficulties associated with schools finding substitutes for teachers.

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Overall, it is probably the case that the Republic of Ireland does not have a shortage of qualified teachers, but a shortage of qualified teachers willing to teach. Many qualified teachers are elsewhere in the workforce and do not wish to intend to return to teaching.

Table 2: Number of science graduates (with their undergraduate specialisms) following the Higher Diploma in Education in 1998/99

College	Physics	Chemistry	Biology	Others
NUI, Dublin	2	0	6	11 classify themselves as general scientists, 3 have biology and chemistry and 1 has biology and physics
NUI, Cork	1	3	21	
NUI, Galway	5	11	18	
NUI, Maynooth	4	11	8	
TCD	4 - 5	5 - 4	8	Some students have two subjects. It was noted that there are fewer than normal from a biology background

6. Italy

The following information about the situation in Italy is based on the report submitted by CISL Scoula.

In Italy there is no shortage of teachers at any level of the education system. What exists is a large percentages of jobs within the structures occupied by teachers without a permanent appointment.

Table 3. Number of teachers with and without a permanent appointment

Level	Number of teachers	Number of teachers with a permanent appointment	Number of teachers without a permanent appointment
Early childhood education	80,666	77,342	3,324
Primary education	253,857	245,238	8,619
Lower secondary education	175,605	176,115	-
Upper secondary education	237,851	221,884	15,967

7. Norway (I)

The following information about the situation in Norway is based on the report submitted by Lærerforbundet (Norwegian Teachers' Union).

In October 1999 the Norwegian government published a report from Stortinget (the parliament), number 12 (1999-2000) "*A course of action for recruiting people to the teaching profession*". The Ministry of Education, Research and Church Affairs almost tried to define themselves away from the crisis regarding recruiting people to the teacher profession. The conclusion of prognosis made by the National Bureau of Statistics is that today's shortage of teachers will within few years be changed to a situation with sufficient access on a national level.

Lærerforbundet has been doubtful of several of the Ministry's reports. The unions' calculations show that for this period there will be a significant undercoverage of qualified teachers at all levels of the educational system if drastic action is not taken. Lærerforbundet has in addition

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looked at the recruiting problem from a view the Ministry has not considered. The preconditions for the prognosis of supply and demand of teachers towards 2010 is in Lærerforbundet's opinion failing. The teachers' unions worked hard in demonstrating this at an early stage in the process. This entailed several representatives of the Parliament's education committee being in favour of sending the report back to the Ministry. Mr. Nils Martin Stølen, Head of the Research Department of the National Bureau of Statistics, underlined that the preconditions could not be treated as precise prognosis for the demand and supply of teachers.

Norway, in the years to come, will experience an increasing demand for teachers because of the increasing number of children and youth of school age. Estimates show that in 2006 there will be around 615,173 children between 6 and 15 years. This amounts to an increase of at least 43,000 pupils in primary and lower secondary school over 1999. The number of students will increase to 232,063 by 2006. This is a growth of students by almost 20,000 compared to the same number in 1999. The total increase of students will therefore be on the upper edge of 60,000 in 2006 compared to 1999.

At the same time as the need for qualified teachers is increasing, there are fewer who choose to become teachers. The number of applicants to the general teaching profession in 1999 was reduced by more than 41 percent since 1996. It is even worse when it comes to colleges offering pre-school teaching where the number of applicants has decreased by almost 61 percent from 1996 to 1999. In 1996 there were 2.1 applicants per studyplace, in 1999 the figure is 1.5. Nowadays there are fewer applicants than places being offered. Within general teaching there were 2.7 applicants per place offered in 1996, 2.2 in 1997 and by 1999 this number was only 1.5.

In addition to the reduced number of applicants to the teaching profession, the studyplaces are mainly filled with those between 20 and 35 years. This age range will decrease by 50,000 in the years towards 2005. Because of this, there will probably be a decreased number of applicants to the teaching profession in the years to come.

A drastic lowering of the admission requirements has taken place in Norway over the last few years. In 1999 there were 18 colleges that offered general teaching education, and only five of those used a point specification system in the main intake and also in the additional intake. The lack of using a point specification system in teaching education has resulted in a possibility of becoming a teacher that is much easier than before. The students' theoretical qualification and motivation for the program and later also the teaching profession itself, has not been considered thoroughly.

Fewer and fewer with university education especially a specialisation in science subjects or those with a master's degree, are choosing to start a Practical- and Pedagogical Education (PPU). Norwegian colleges had 783 master's graduates in science subjects in 1998, but in the last intake in 1999 only 44 (5.6 percent) of those applied for a PPU. Only 22 accepted the studyplace. It is important to be aware of the fact that around half of those who were accepted are biologists. If we leave the biologist out of the statistics, the situation is dramatic. The worst cases exist within physics and mathematical subjects.

It will be necessary to make the PPU along with the teaching profession more attractive for master's students, especially for students in science subjects. On the assumption that the general wage level is considered attractive, Lærerforbundet has suggested increasing scholarships, possibly scholarships for all aspects of education together with writing off study debt exceeding the ordinary writing off for master's students. Another suggestion is establishment of teaching

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practice in universities and colleges where lecturers from the teaching profession can join for example every 5th year. Teaching practice during education will be theoretical stimulating and be beneficial to both teaching levels. It will also make it more attractive to work within the teaching profession for long-term educated teachers.

Today's tendency is that fewer teachers are recruited from the universities, both in regard to the actual number of applicants and compared to other types of education. The situation nowadays is more or less that the universities no longer function as establishments for teaching education in important school subjects.

Development like this will result in a dramatic reduction in the portion of teachers with education at university level. If this development does not change, there will be a recruitment in the future of general education teachers with a much weaker theoretical education than is the case today.

More and more teacher graduates and teachers who have been employed in the teaching profession choose to try other fields that have a more attractive wage level. Close to 40 percent of the colleges graduates who specialised in teaching, work in the private sector. This is a trend that has been reinforced over the last few years. This is especially noticeable with younger men educated in science subjects. While the natural choice of occupation for students with specialisation in science subjects used to be the teaching profession, it is now only 7 who work in primary/lower secondary education and 10 in upper secondary of a total of 309 who are in this category. In addition 24 stated that that they still were students. This means that only 13 percent of the science graduates chose the school as their working place. National Bureau of Statistics reports that 30 percent of those with teaching as their education background are not employed in the schools.

The teachers employed today keep getting older. Norway has, compared to other OECD-countries, one of the highest average ages found. Even though the average age has been pretty much at the same level the last few years, the portion of those over 50 years has increased considerably. In 1992 there were around 24,906 teachers over 50, but this number has increased to 38,152 (35 percent of all teachers employed). In elementary schools those over 50 years constitute more than 33 percent. 72.2 percent of the teachers in primary and lower secondary are more than 40 years old and 35.2 percent are between 50-59 years old. 80 percent of the teachers in high school is more than 40 years old and 38 percent is between 50-59. The way teachers' ages are divided can be considered an "age-mountain" that keeps getting older.

A retirement age around 62 means that almost 40,000 teachers will retire by 2010 along with an increase in the number of pupils by 60,000.

Only 7 percent of the teachers retire by ordinary retirement. The number of retirements because of incapability of paid employment is 57 percent and of early retirement (from the age of 64), according to special agreement, is 36 percent of all retirements nowadays. In the 90's, retirement by the age of 67 was the least important reason for leaving the schools.

If the frequency of today's retirement by older teachers continue, Norway will experience between 40,000 and 50,000 of today's teachers retiring by 2015. From 2005 the number of teachers who are leaving the schools is around 3500. This number is equivalent to an age class for those stages that today have most teachers.

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Increased retirement for older teachers is not only a quantitative problem. The fact older teachers are leaving the schools result in less quality, and this is especially a problem for the science subjects. Independent of which stage math teachers are teaching, math teachers who are older than 50 years old have a better teaching qualification within their field of teaching compared to younger math teachers. This is especially true for high school teachers. Increased retirement for older teachers in the years to come will result in a shortage of teachers with qualifications in science subjects, especially for those with higher education.

The number of women on all stages of teaching is increasing. Around 60 percent of the teachers in 1998 were women, which is a 4.9 percent increase compared with 1997. Elementary school experienced the biggest growth, which was 5.7 percent. Even though an increased number of women in the teacher profession impact the schools in a number of positive ways, this trend will also change the way of working in the teacher profession over time. First of all, men have a better formal education within science subjects than women have, and this is independent of age. Recruiting women to the science subjects has not been successful even though different strategies have been tried. Another problem is that an increased number of women in the teaching profession will also increase the number of part-time employees and therefore result in a decrease in the man-labour year. Totally there are around 31,470 part-time employees, and women constitute 23,430 of those, which is around 75 percent. In elementary schools women constitute almost 85 percent of all part-time employees.

Because of a growing need for qualified teachers, the use of unqualified teachers is increasing. Employees without approved teacher education registered 2912.7 man-labour years in municipal elementary schools in 1999. This is 5.9 percent of the total man-labour years carried out by teaching staff. Since 1996 there has been an increase in the use of teaching staff without the approved teacher education. The use of unqualified teachers varies a lot if different parts of Norway are compared. Most unqualified teachers are found in the northern part of Norway, especially in the northernmost county (Finnmark).

8. Norway (II)

The following information about the situation in Norway is based on the report submitted by NL (Norsk Lærerlag - Norwegian Union of Teachers).

8.1. The growth in pupils

The predictions from The Norwegian State Statistical Bureau (SSB) shows that the number of school children of primary age will increase by almost 43,000 from 1998 to 2005. With the same relational number between teachers and pupils as today (0,108 teacher man labour-year a pupil), will imply that there will be a need for 5000 more teacher man labour-year.

8.2. The teacher education

The previous years have predominantly been coloured by a decrease in the number of applicants for general teacher education. The number of first time applicants has fallen by 41 percent. All applicants were given an unconditional offer at 10 of the 17 colleges. How many accepted the offer we do not know as of yet. The number of students in the general teacher education the last couple of years are as follows:

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Table 4. The number of students in the general teacher education in recent years

Year	Number of students
1994	2352
1995	2563
1996	2567
1997	2556
1998	2572
1999	3113

The Royal Ministry of Education, Research and Church Affairs works with a graduate percentage at a general teachers level of 80% (at the national budget 1998-99). Numbers that illustrate the number of graduates of the general teacher's level from the Norwegian State Statistical Bureau (SSB) are as follows:

Table 5. Number of graduates of the general teacher's level

Year	Number of students
1995	556
1996	1730
1997	1821
1998	1932
1999	1902

Another problem is that many of the graduates from teaching colleges do not aim for the education system as a place to be employed. According to the Norwegian State Statistical Bureau (SSB) only 77 percent of those that graduated in the spring of 1997 were working in the education sector one year after graduating. This implies that the net increase in teachers is less than 1500 a year. Although some of the graduates do move on to more in depth education before they start their employment. Optimistically, 1700 of the graduates may be working as teachers.

In addition to this there is also educated teachers at the Universities. The numbers of graduates from fields with a practical pedagogical focus the last couple of years have been:

Table 6. The numbers of graduates from fields with a practical pedagogical focus in recent years

Year	Number of students
1995	486
1996	908
1997	670
1998	845
1999	601

Practical Pedagogical Education mostly relates to teachers in the upper secondary education, and we do not know how many of these candidates that actually starts work in the education system. If we imagine that 300 a year do so, it leaves us with a total of 2000 new teachers a year every year till 2005.

The regulations concerning teaching qualifications leave a huge area for flexibility when it comes to which groups of trained teachers that may teach in primary school. The Ministry points to the insecurity as to how many candidates from each of the different teaching education groups that will be teaching at the different levels in the years to come. The Ministry believes that the number of pre-school teachers will increase from seven percent in 1997 to 12 percent in the school year 1999- 2000, and that the number is expected to stabilise at that level.

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8.3. The pre-school education

The decline in the number of applicants for pre-school teacher education has been rather dramatic, more so than in the area of general teachers education. From 1995 to 1999 the number of qualified applicants declined by more than 60 %.

The number of study places in the pre-school teacher education in the previous years has been:

Table 7. The number of study places in the pre-school teacher education in recent years

Year	Number of study places
1995	2279
1996	2582
1997	2821
1998	2647
1999	2561

In relation to the rearrangement between the different types of teachers education there is a governmental consideration to shift study opportunities from pre-school education to general education. The reasoning behind this rearrangement is the decline in the number of applicants to the pre school education. The Ministry, fully aware of the recruitment problem of pre-school and kindergarten teachers, expects a growth in the number of pre-school teachers in teaching positions in primary schools. The Ministry also wants to cut down the number of study opportunities in pre-school teacher education geared toward work in kindergartens. 100% kindergarten coverage implies an increase in the need for pre-school teachers, its takes for granted that positions such as Head Teacher of kindergarten and pre-school teachers should be filled by educated pre-school teachers. Today the situation is as follows: approximately 3000 Head teachers of kindergartens and department manager are filled by personnel without a pre-school teacher education.

8.4. The age constitution of the teachers in Norway

Norway has, along with Sweden and Germany, the highest average age for teachers in the whole of the OECD-area. 33% of the teachers in Norway are 50 years or older. At the primary school level the age constitution was as follows at the 1st of October 1998:

Table 8. Age constitution of teachers in primary education 1998

Total	>24 years	25–29 years	30–34 years	35–39 years	40–49 years	50–59 years	60 years<
66 834	1648	8491	6978	6660	20 846	18 727	3484
	26 %				33 %		

The retirement rate increases with age. The real retirement age today is 62 years old. If one looks at the constitution of ages in our teaching groups, by the year 2005 more than 14,000 of today's teachers will be at the age of 62 or more; therefore will retire from the profession. We also know, in addition to this, that a growing number of teachers beyond the age of 50 years tends to work part-time or retire with a disability. For this situation we lack exact numbers. If we do count on a retirement rate of 5% for the 50+ age group, this equates to a need for 1000 more teachers.

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8.5. Other reasons for retirement

Adding to the already mentioned teacher decline is a loss of teachers among the younger cohorts as well, mainly due to transfer to other kinds of work. The researcher Pål Schøne at the Institute of Social Research (ISF) has in a newly published report concerning retirement and recruitment in the education sector predicted a 4% decline due to reasons of change of jobs of teachers in primary school and upper secondary school. The same method used again to calculate for primary schools predicts a declined of 2640 teachers a year. As we do lack exact numbers concerning this we chose to predict the decline at the level of 10,000 in the period up to 2005. Schøne also concludes that there are more job changes among younger teachers than among the elders, and that women tend to change more often than men.

8.6. Other relations that might affect the need for teachers

The government's promise to cut down the numbers of pupils at the lower secondary level from 30 to 28 seems to have faded away. Pilot projects with alternative fortifying efforts will be launched instead. Which will result in an increasing need for teacher resources and an even more growing need for teachers. The EVU-reform will also carry implications for the need for teachers, especially the need for temporary teachers.

8.7. Personnel lacking officially approved education

The lack of educated teachers has resulted in a growth in the use of personnel lacking officially approved teachers education:

Table 9. Personnel lacking officially approved teachers education

Year	Number	Percentage of all teachers
1995/96	3126	6,0 %
1996/97	3068	5,9 %
1997/98	4184	7,4 %
1998/99	5051	8,7 %
1990/00	4435	7,7 %
2000/01	4392	7,2 %

The numbers for the present year are not available as of yet. Numbers so far might indicate that the situation has improved a little bit.

8.8. The predicted need for teachers in the year 2005.

Table 10. Predicted need for teachers in the 2005

	Number of teachers
Increased need due to more pupils	7 000
Retirement due to age	15 000
Replace untrained personnel lacking qualifications	4 000
Other reasons for retirement	10 000
<i>Predicted need</i>	<i>36 000</i>
<u>Teachers education:</u>	
Just graduated general teachers (1700 a year)	13 600
University educated (300 a year)	2 400
Just graduated	6 000
<i>Unsatisfied need</i>	<i>20 000</i>

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Our predictions are cautious. Early retirement and part time in the age group above 50 years old is almost certainly set too carefully. Syllabus and organisation changes with a growing need for more teachers are not taken into account either.

9. Spain

The following information about the situation in Spain (the Basque country) is based on the report submitted by ELA (Federación de la Enseñanza del Sindikato).

9.1. Origin

Basically, personnel taking up teaching positions come from:

- Teacher training schools (university level-3 years) for the initial education levels
- University faculties (5 years) for medium and higher education levels
- In some cases from Vocational Education (generally for education at vocational levels)

9.2. Position

Education personnel in the Basque education system falls under various education networks:

- Public network (regulated)
- Private, Government-assisted network (regulated)
- Private network in the strict sense (without assistance of the Government, without public financing, and practically not regulated at all)

9.3. Average age

The average age of teachers is fairly high (no exact figure is available, an estimation is just above 43 years), which means that the re-organisation of generations should be considered.

9.4. Lack/sufficiency of human resources

Taking into consideration the lists of job-seekers and people studying at the various Teacher Training Colleges or at the University Faculties (who, in principle, may enter the education system), there is sufficient personnel in the Basque education system. In other words: there is no lack of teachers, although there is a slight decrease in the number of students enrolling in teacher training courses.

In some areas, especially in vocational education, there may be a lack of teachers. As this area is a new one, there may not be enough specialised teachers.

In principle, there is no problem in the education system related to the requested information.

9.5. Problems that should be tackled

The problems the education system is facing in relation to employment are the following:

- The rejuvenation of the personnel (providing favourable departure negotiations with the personnel) in order to replace the existing teachers by younger teachers.
- Making sure that the renewal of existing personnel satisfies the new needs in education, also concerning foreign languages for example.

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- Provision of in-service training for the teachers of the current education system.

9.6. Our initiatives

Within the framework of the trade union's actions supported by ELA and counting on the agreement of the Basque Government, which is aware of the situation (although this is not very obvious when negotiating conditions, financing etc.), ELA proposes the introduction of the following items in the Collective Agreement:

- Early retirement from 60 years, on a voluntary basis. Appointment of new personnel with fair working conditions (no discrimination related to the working conditions, etc.)
- Reduction of working hours (35 hours, reduction of teaching hours,...) so as to create new positions.
- Agreed and voluntary departures (retirement, shorter working days,...) with the aim of recruiting replacements.
- New functions to be developed (special education, services such as refectories,...) with the aim of recruiting new personnel.

10. Sweden

The following information about the situation in Sweden is based on the report submitted by Lärarförbundet (Swedish Teachers Union).

The latest published figures on calculations of need and supply of teachers in different levels in Sweden show that there will be an estimated shortage of teachers shown in the following table concerning the period 2002–2012.

Table 11. Need and supply of teachers

Year	2002	2007	2012
Prim. and lower sec. School	– 6 500	+ 1 500	+ 2 000
Upper secondary school	–2 500	– 10 000	– 8 500
<i>Total</i>	– 9 000	– 8 500	– 6 500

Figures show a long-term shortage of teachers in upper secondary school. There is also a calculated shortage of teachers in primary and lower secondary school which later turns into a limited surplus.

The figures are based on assumptions on economic development in local authorities, observed flows in and out of the profession, assumed average number of pupils in each class (teacher's frequency), number of newly educated teachers each year. Statistical source is Statistics, Sweden.

Budgetary measures are taken by authorities in order to increase the number of examinations of teachers.

About 17 percent of teachers at primary and secondary school do not have a teacher's qualification. Approximately 1/3 of these persons were previously registered as students at an institution of teacher's education.

Analysis made by Lärarförbundet show that much of the labour force is lost due to difficulties that teachers have in remaining in profession until due retirement age. Statistics show that after the age of 60 many teachers leave the profession; few working teachers reach the entirement age

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of 65. Steps taken by the employer to facilitate keeping teachers at work would be much more efficient than long term increase in teachers examinations.

The number of teachers who have left the profession before 65 has increased over time. In 1980 81 percent between the age 55–59 were still in profession five years later. In 1994 the percentage was 58. By 2014 the number of teachers who will leave the profession before the age of 65 is calculated to exceed 30,000.

Decision has been made to reform the education of teachers, which will make their competence wider. This will make it easier to adopt their service to fluctuations in pupils. It is the opinion of Lärarförbundet that as a consequence it will be favourable even to teachers at work.

Lärarförbundet made strong efforts in the recently concluded negotiations to ease the burden of teachers and improve their working conditions. Efforts were also made to ensure that the most experienced teachers could work until retirement age, as well as attract a sufficient amount of professional in the future. This will now be a matter for local agreement.

In order to attract more men as teachers, Lärarförbundet is actively working to promote interest in the profession among pupils who are finishing their courses and will soon make their choice of profession. Men who start their career should also have better support and introduction from experienced teachers.

The main issue is, however, the wage level for teachers. To attract enough numbers of potential teachers and increase the proportion of men, the wage level and other conditions of work have to be competitive with other professions.

11. Switzerland

The following information about the situation in Switzerland(French-speaking) is based on the report submitted by SER (Syndicat des enseignants romande).

The situation varies from canton to canton. Information has been gathered (by telephone) from trade union leaders in every French-speaking canton as they are well informed about the situation and the ongoing negotiations. This information is based on impressions. Statistical information may probably be obtained from the authorities of the various cantons.

11.1. Fribourg

Pre-primary and primary: There is no real shortage of teachers in this sector but nevertheless the situation is not easy. It is difficult to find replacements for example.

The Haute Ecole Pédagogique – HEP – (Higher Teacher Training College) does not seem to be very successful. Already earlier teacher training colleges were not necessarily a springboard into the teaching profession; it was often an easy way into university.

Lower secondary: There seems to be a shortage of teachers, especially for German and English. Sometimes newly appointed teachers have not even finished their studies when they start teaching.

11.2. Geneva

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Pre-primary and primary: There is an important shortage of teachers. Graduates in education sciences (qualified as teachers) provide 50 % of the personnel recruited in this sector.

Causes:

- Increase of school population.
- “Gap years” when teacher training was transferred from institutions to universities.
- Restriction to 80 students annually, because of the internships that have to be organised.
- Political will to fight against academic failure by maintaining the number of students low.
- Large number of retirement departures at the same time.
- Measures to encourage teachers to retire during a period of financial crisis often used by “tired” teachers or by teachers resistant to the present pedagogical reforms.

Remedy:

- Appointment of teachers from other cantons (HEP or normal schools) or graduate teachers from other faculties having a complementary degree. Even the appointment of foreign teachers is considered.

Consequence:

- Shortage of replacements.

Lower and upper secondary: There is a general shortage coming up; it is already existing in Maths, Chemistry, Physics, German, English and Italian.

Causes:

- Same as for primary education (except for the training which is different).
- Furthermore, the length of the study, which is not paid for, is dissuading young people from enter the teaching profession.

Remedy:

- Nothing planned at present.

11.3. Jura

Pre-primary, primary and secondary: No shortage of teachers at present, but there could be one in the near future.

Causes:

- The situation is difficult to handle. The needs have been badly anticipated. There is a plan to encourage teachers to leave for retirement (in general, for all state employees) which will probably aggravate the situation.

11.4. Jura (canton Bern)

Pre-primary, primary and lower secondary: There is an imbalance between overabundance and shortage of teachers. However, replacements are already impossible to find.

Higher secondary: There is an overabundance of teachers, which leads to higher unemployment, because of the new time schedule for the secondary school examination giving a university entrance qualification.

The HEP (Higher Teacher Training College) shared by the three cantons (Jura, French-speaking Bern and Neuchâtel) should allow a better distribution of the teachers.

11.5. Neuchâtel

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Pre-primary: There are still enough teachers available.

Primary: A shortage is on its way, even if today there is no shortage yet. It seems that the number of candidates for teacher training is decreasing.

Remedy:

- SER will organise trade union actions when necessary.

11.6. Valais

Pre-primary and primary: There is no shortage for the time being. The HEP seems to be successful. The “gap years” due to the transfer of teacher training from normal schools to universities will probably have no consequences. The important retirement exodus will take place in about ten years. The immigration stop and the decrease in the birth rate have reduced the school population. Many teachers working part-time may be taking up a full-time job if necessary.

Lower secondary: There is a shortage in some sectors, for example for manual work, home economics (because of the new timetable) and for German. A general shortage is starting to show.

Causes:

- Retirement
- The professional image and the salary conditions are not satisfactory.

11.7. Vaud

Pre-primary, primary and lower secondary: There is no shortage, even if there seem to be more difficulties in lower secondary education.

Causes:

- Discrepancy between training and employment.

Remedy:

- Remedial training has been planned but the employment of retired teachers has been refused.

Subscriptions in pedagogical education for lower secondary education are on the increase.

12. United Kingdom I

The following information about the situation in HE (Higher Education) in United Kingdom is based on an extract from AUT's (Association of University Teachers) current pay claim.

12.1. The Bett report

One of the results of the decline in pay levels is problems in recruiting and retaining a sufficient number of staff of the necessary calibre. The Bett report (1999) said there were particular difficulties in recruiting and retaining academic staff in business subjects, information technology (IT), electronic engineering, accountancy, law and some rarer specialisms. There were also problems in the retention of staff on fixed contracts. There were likely to be problems in departments of physics, chemistry, mathematics and engineering due to the age profile of academic staff, with up to one third of staff approaching retirement age in the next five years.

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"Recruitment of sufficient high calibre replacements in these fields will prove problematic unless the rewards are attractive enough".¹¹ In addition there were recruitment and retention problems related to administrative staff in finance and IT. In general, the report concluded: "We are worried that these indications may be harbingers of much more serious recruitment and retention problems to come in HE sector."¹²

Although the report said the HE sector "is not experiencing widespread problems of recruitment and retention"¹³, there is evidence for challenging this position based on the survey conducted for the Bett committee. The subjects for which institutions frequently said there were recruitment and retention difficulties, plus the subject facing widespread retirements, cover up to 39% of wholly university financed full-time staff.

12.2. The corrosive effect of casualisation

The use of fixed-terms contracts, which the Bett report referred to as a cause of recruitment and retention problems, is a damaging and counter-productive employment practice. But it is one which is widespread and growing year by year in higher education. In 1998 - 99 there were 130,534 academic staff in UK higher education institutions. Of these 11,884 (9%) were teaching-only, 38,971 (30%) were research-only, and 76,670 (61%) were engaged in both teaching and research. In addition, the Bett report found that 33% of pre-92 academic related staff were on fixed contracts. Table 4 shows the proportion of those academic staff who were on fixed-term contracts (as opposed to permanent) contracts in 1998-99, and the growth in use of fixed term contracts since 1994 - 95.

The levels of hourly paid or casual employment reported by Bett were low, with the exception of non-clinical academics, of whom 26% were employed in this way. But it is highly likely that there is under-reporting of the numbers of casually employed staff, particular in teaching, who are hired by departments on an hourly paid basis. The Association notes Recommendation 36 in the Bett report: "*There is scope for many HE institutions to reduce their use of fix-term and casual employment.*"¹⁴

Rates of casualisation of research staff in the UK have generally increased since 1995 - 96, despite the signing by employers in 1996 of the *Concordat on Contract Research Staff Career Management*, which resolved to improve the careers of contract research staff.

Steadily increasing casualisation is having a corrosive effect on quality and employment in higher education. AUT is strongly opposed to casualisation, since it undermines career progression, create great insecurity, erodes academic freedom and increases vulnerability and the risk of exploitation. Casualisation is one of the contributions to the levels of stress experienced by academic and related staff¹⁵, and it is not surprising that casualisation is causing recruitment and retention problems. Further, casual forms of employment are of strictly limited utility to

¹¹ Sir Michael Bett (1999) *Independent Review of Higher Education Pay and Conditions*, London: Stationary office, para 172.

¹² Sir Michael Bett (1999) *Independent Review of Higher Education Pay and Conditions*, London: Stationary office, para 171.

¹³ Sir Michael Bett (1999) *Independent Review of Higher Education Pay and Conditions*, London: Stationary office, para 166.

¹⁴ Sir Michael Bett (1999) *Independent Review of Higher Education Pay and Conditions*, London: Stationary office, R36.

¹⁵ Kinman, G. (1998) *Pressure Points*, London: AUT

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employers, often providing significant disbenefits of both a professional and financial nature. AUT would like to see an end to all fixed term contracts, except in agreed and clearly defined circumstances.

Institutions should undertake a review of staff information held by academic departments and by personnel and finance departments to determine the number of staff employed on a fixed-term basis - including those employed on a casual part-time or hourly-paid basis - with a view to transferring fixed-term staff to permanent contracts, and casually employed part-time staff to pro rata permanent contracts. Institutions should aim to transfer onto a permanent basis not less than 75% of staff currently on fixed-term contracts or employed on a casual part-time basis, by the end of the second Comprehensive Spending Review period in 2003 - 2004, and limit permanently the future use of such contracts.

Table 11. The percentage of academic staff on fixed-term contracts

Staff type	1994 - 95	1998 - 99
	%	%
Teaching only	23.4	29.4
Research only	92.7	93.6
Teaching and research	15.9	19.0

Source: AUT analysis of HESA data

12.3. The follow-up to Bett

A quantitative survey, by the Office of Manpower Economics, of 170 HEIs (Higher Education Institutions) in October 1999, updated corresponding data collected by the Bett committee in 1998. It found that recruitment and retention difficulties had increased since the Bett study. A range of institutions face particular difficulties in respect of:

- Academics in business studies; IT, engineering and some other specialisms; professors, researchers, and senior academics in a range of other subjects;
- Administrative/professional staff in IT, accountancy/finance, and human resources;
- Technical staff in IT;
- Secretarial and junior clerical grades;
- Cleaners, caterers and security staff.

In addition, in depth qualitative case studies, conducted by Industrial Relations Services, in 13 diverse HEIs during 1999 found that:

- All 13 institutions were experiencing recruitment problems in specific academic specialisms and support functions;
- Particular problems disciplines included: branches of engineering, and information and computer technology (and, to a lesser extent, law and business studies) - these subjects are key areas of the knowledge-driven economy;
- The main problem areas cited were: the recruitment of senior academic staff, and some support functions (especially IT). Problems in recruiting and retaining computer services staff affected all grades;
- Pay was the most important reason for these problems; perception of limited career progression opportunities were cited too. Both factors have also affected retention difficulties.¹⁶

12.4. Researchers and scientists

¹⁶ Both the case studies and surveys were published in CVCP (2000) **Recruitment and retention in employment in UK higher education**, London: CVCP

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Recent research by the pressure group SBS (Save British Science) has found that the average number of citations per article for scientists, between 1985 to 1989, who trained in the UK was significantly higher for those who had subsequently emigrated to the United States than it was for those who had remained in the UK.¹⁷

A survey by SBS of deans of science in UK universities, about recruitment of researchers in university science departments (published in August 2000), found that 79% of the deans thought that the recruitment of postdoctoral research assistants had become harder. The vast majority of institutions believed it to be increasingly difficult to appoint good researchers at all levels (lecturers, postdoctoral and postgraduate students), and most institutions had left posts unfilled because of lack of high-calibre candidates.¹⁸

A survey conducted by the AUT in September 2000 found that one in four biological science departments in the pre-92 sector had difficulty in recruiting postdoctoral researchers. It is worth noting that, while the starting salary for a postdoctoral research fellow working in London on a Wellcome Trust funded project is £24,379,¹⁹ a new postdoctoral researcher in the post-92 sector started on £13,277 (including inner London weighting).

Other recent studies of recruitment and retention have highlighted particular areas of concern, such as the survey for the EPSRC on attracting sufficient high calibre British students to do PhDs,²⁰ the analysis of the low take-up of PhD studentships in economics and the analysis of the study intentions of undergraduates - which reported "pressure points in economics and business studies, mathematics/IT, engineering, physics and the biological and environmental sciences".²¹

12.5. Conclusions

There is strong evidence that the sector is currently experiencing recruitment and retention problems which are likely to increase, given the growing proportion of staff on fixed-term contracts, and the extent to which academic and related pay has fallen behind comparators on the past two decades. AUT urges the employers and the government to meet its pay claim as the most effective way of dealing with recruitment and retention problems now and in the future.

13. United Kingdom (Scotland) II

The following information about the situation in United Kingdom (Scotland) is based on the report submitted by EIS (Educational Institute of Scotland).

While little hard data is available it is commonly accepted that Scotland faces a growing shortage of teachers at all levels. The clearest indication of this is the difficulty in finding supply or substitute teachers to cover for absent colleagues. There are a few reported cases of pupils being sent home. Also, for the first time we are seeing private teachers supply agencies being used by

¹⁷ Citation figures suggest that the UK brain drain is a genuine problem', **Nature**, 7 September 2000, p. 13

¹⁸ Details of survey can be found on the Save British Science web-site at:
<http://dSPACE.dial.pipex.com/sbs/texts/documents/2000/SBS0020.html>

¹⁹ source: the Wellcome Trust

²⁰ Strategic Marketing Associates (1999) **Survey on postgraduate Students and Permanent Staff in Information Technology and Computer Science**, EPSRC website

²¹ University of Sheffield Research Services Department (1999) **Survey of Postgraduate Study Intentions**, Sheffield: University of Sheffield

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education authorities to supply teachers to schools. This is problematic since agency teachers are not treated as full employees with normal employment/salary rights. Furthermore, the agencies also stimulate shortages by recruiting teachers from Scotland to work elsewhere, which they fill by bringing in teachers from outwith Scotland - a potentially lucrative business.

A recent independent committee of inquiry into teachers' pay and conditions, the McCrone Report, stated: "*the Scottish Executive and local authorities (should) review the way that supply cover is provided and managed across Scotland, and consider how it might be improved, for example by the constitution of standing teams of permanent peripatetic teachers*". This is under discussion.

There are also growing recruitment problems for permanent posts in many areas. It is likely that the government will plan to increase the number of training places available and current negotiations are contemplating an expansion of around 4,500 teacher training places in teacher education institutions over the next few years.

14. United Kingdom III

The following information about the situation in the United Kingdom is based on press releases (2201 Greater London ballot, 1501 Teacher shortage, 1501 Capital Crisis, 1101 Bishop Reindorp, 1001 South Africa to the rescue, 0801 No-cover action, and 1101 Blunketts Accusation) from NASUWT (National Association of Schoolmasters/Union of Women Teachers)

14.1. Campaign against teacher shortage

The National Action Committee of NASUWT has authorised ballots for appropriate no-cover action in those Local Education Authority areas where there is a significant problem, and where the members so demand.

Faced with mounting problems over teacher supply, NASUWT plans to ballot all its members in the Greater London Area on a protective no-cover action. Other areas may follow. Ballots for such action have already been authorised in individual schools in Barnet, Kent, Surrey, Hertfordshire and Sandwell.

The no-cover action is primarily intended to protect members from quite unreasonable demands being placed upon them as a consequence of the growing shortage of teachers in many parts of the country, but particularly in London and the south-east. The action may also serve to expose the true nature of the problem which is currently the subject of controversy between the Government and the other partners in the Education Service. While the Government claims there is little local problem, headteachers and members of NASUWT complain of widespread problems. It is becoming increasingly difficult to secure the services of supply teachers for short-term absence, such as illness, because they are plugging the gaps left by many permanent vacancies only filled on a temporary basis, and for long-term absences such as sickness and maternity leave.

The no-cover action is intended to abide by the spirit of the teacher's contract. Generally, teachers are not supposed to cover for vacancies or for any other absence which is known in advance to last longer than three days. They are required to cover for up to three days for unforeseen absences. However, there is a 'get out' clause in the contract which requires teachers to provide

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cover for an unlimited time if, *exceptionally*, the employer cannot find a supply teacher. It is precisely because the 'exceptional' circumstance has now become the norm that the NASUWT action will focus upon declining to cover in these so-called 'exceptional' circumstances. It is no good complaining about the children's education suffering when it is already being damaged by inferior staffing arrangements which rely too heavily upon supply teachers who, however good, have a very high turnover rate. Some schools have already been reduced to supervising pupils 90 at a time in the dining hall and that is no way to run an Education Service. The NASUWT will meet with the NUT so that both organisations can develop a co-ordinated approach on furthering action on this issue.

The current problems are neither new nor surprising for NASUWT. For the last five years NASUWT has warned Governments and the School Teachers' Review Body that the London Education Service was only just keeping its head above water by relying upon a constant flow of young but itinerant teachers from places like Australia, New Zealand and latterly South Africa. Whilst most of these youngsters are first-class teachers, their high turnover rate provides a most unsatisfactory way of staffing large parts of the Education Service in London. More and more of these supply teachers have been used to cover the permanent vacancies, thereby, masking the true nature of the crisis facing schools in London. Now there are fewer and fewer supply teachers to cover for casual absences caused by factors such as illness. Teachers, already under enormous pressure for many other well-known reasons, have reached breaking point and are now no longer prepared to paper over the cracks.

London and local authority-wide ballots are required to counter the climate of fear that has descended upon schools. Most are too scared to speak openly about their problems for fear of losing out in the pupil enrolment stakes. This is not a healthy state of affairs.

Action will not necessarily take place in every school, or in any one school for all the time. It is important to have a balloted authorisation in place in case of need in the future if the problems show no sign of abating.

14.2. Capital Crisis

NASUWT has called on the Government to ensure that London Boroughs could provide low-cost rented housing to help overcome the growing shortage of teachers in the Capital.

The figures show that the crisis is deep and getting deeper. In Inner London, the top starting salary for a graduate last year was £24,075. Teachers got £18,366, placing them in the bottom quarter of the graduates' pay league. In Outer London, top of the range was £22,090 with teachers again in the bottom quarter on £17,574. Unless teachers rise up the scale rapidly, four-day school weeks through teacher shortages will become commonplace.

The problem of low starting salaries is worsened by what happens later. Graduate pay normally increases by an average of 45% after three years, but that of a teacher only increases by 18%. After five years, graduate pay has increased by 78% but that of a teacher has gone up by 32%.

London Weighting Allowances also see teachers losing out. The old London Weighting Index, scrapped by Mrs. Thatcher, would give an allowance of £3,287 for Inner and £1,062 for Outer London. The present Inner London Allowance for teachers is £2,316.

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Last year the Home Secretary approved the Police Arbitration Tribunal's decision to increase the London allowance for police officers to £6,000. He proudly compared the starting salary for a police constable in London of £22,635 to the £18,366 received by a teacher with a good honours degree.

There is a desperate need for low-cost housing for teachers if the Capital's schools are going to work. *Halifax House Price Index* gives house prices for the second quarter of 2000. The average price of a house in Greater London was £145,104. For a teacher to put a deposit of 10% on a house at this price level, they would need to be earning £43,500 to get a mortgage at the standard rate of three times salary.

There is a Capital crisis in teacher supply. Pay is a crucial factor. Urgent action is now essential to stop the five-day school week system collapsing in London.

15. United Kingdom IV

NUT (National Union of Teachers) has submitted a report on the 1999/2000 induction year²² and a commissioned research study in two volumes "Coping with Teacher Shortage"²³ and "Talking Heads"²⁴.

15.1. The 1999/2000 induction year - main findings

The text below is based on a section of the NUT Report "Crossing the Winning Line or Falling at the First Hurdle?" summarising the main findings.

The NUT's survey, based on information form just over a quarter of all NQTs (Newly Qualified Teachers) starting induction at September 1999 showed the following:

- While DfEE (Department for Education and Employment) figures indicate that less than 1% of newly qualified teachers failed induction these figures give no indication of the actual numbers of new teachers who have been lost to the profession at the end of their first year of teaching. The NUT's survey has found that around 5% of NQTs could be lost to teaching at the end of their first year. Next year this figure could be even greater (over 10%) if a substantial proportion of NQTs continue to fail the numeracy test.
- 90% of NQTs were deemed to have successfully completed induction.
- 7% of the total number of NQTs in the sample [394 NQTs across 19 LEAs (Local Educational Authorities)] had not completed induction by July 2000.
- Only 3 LEAs (Bury, Reading and Trafford) reported that 100% of NQTs successfully completed the induction year.
- 1.3% of the total number of NQTs in the sample (70 NQTs out of 2432 across 15 LEAs) resigned before the end of their induction year. In two LEAs 5% of NQTs resigned, in 2 further LEAs 4% of NQTs resigned and in 5 LEAs 3% of NQTs resigned.
- New teachers were more likely to leave if they taught in areas of social deprivation, or in local authorities which were relatively badly resourced or if they were in local authorities with a large number of newly qualified teachers.

²² NUT (2000) **Crossing the Winning Line or Falling at the First Hurdle? A Report on the 1999/2000 Induction Year by the National Union of Teachers conducted during Autumn Term 2000**. London: NUT

²³ Smithers, A. and Robinson, P. (2000) **Coping with Teacher Shortage**. Liverpool: Centre for Education and Employment Research, Department of Education, The University of Liverpool

²⁴ Smithers, A. and Robinson, P. (2000) **Talking Heads**. Liverpool: Centre for Education and Employment Research, Department of Education, The University of Liverpool

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- In the few LEAs able to provide more detailed information the numbers of resignation were disproportionately high in secondary schools compared with primary schools.
- Failure to pass induction accounted for 0.5% of the total number of NQTs in the sample (20 NQTs across 15 LEAs) were deemed to have failed induction. Four of these NQTs appealed.
- Around 1% of the total number NQTs in the sample (43 NQTs across 20 LEAs) have been granted an extension. Of these, non have appealed.
- 0.5% of the total number of NQTs in the sample (30 NQTs across 7 LEAs) moved outside the LEA before the of the induction year.

15.2. Research Report: Coping with Teacher Shortage - Summary

The text below is based on the summary of the research report "Coping with Teacher Shortage".

There is a paradox in teacher supply. Over the years there have been continuing and severe shortfalls in recruitment to teacher training, yet the official figures show that the schools themselves are apparently fully staffed. On the one hand, we thus appear to have a recruitment crisis and, on the other, schools seemingly able to fill the posts that become vacant. How can this be? *Coping with Teacher Shortage*, and its companion volume *Talking Heads*, report an investigation of how headteachers are apparently managing to square the circle.

Survey returns from 573 primary schools and 350 secondary schools, geographically representative of England and Wales by sex, type, category and age range of school found that about 10 per cent of posts fell vacant. Of those, 4 per cent (0.4 per cent of posts) remained unfilled by full-time or part-time appointment. This is in line with figures obtained by DfEE and School Teachers' Review Body.

But the present study went further and asked schools how difficult it had been to make appointments. This offered the first major clues to resolving the paradox. About half the posts were reported as difficult to fill, and a fifth as very difficult to fill. Although there were variations with region, nearly the whole of England and Wales was to some extent affected.

The nature of these difficulties and their consequences were explored through interviews with the headteachers of 50 primary schools (1 in 400) and 57 secondary schools (1 in 66). These were drawn as sub-samples from the survey returns so that they could be set in context.

The interviews revealed that the teacher shortage are not showing up in the vacancy figures primarily because headteachers are adopting a number of coping strategies to cover the posts which became vacant. These include:

- actively seeking out the staff who are available through networking, pre-emptive appointments, stealing a march on colleagues, using students placements to head hunt, appointment without seeing, and not being too specific in requirements;
- using part-time, temporary and supply appointments to paper over the cracks and also sometimes as an unofficial probationary period;
- relying on overseas staff particular from Australia, New Zealand, South Africa and Canada;
- modifying the curriculum to fit the staff available;
- raising class and group sizes;
- reducing non-contact time;
- increasing the amount of teaching staff are asked to take outside their subject, thereby reducing the match of skills to job;

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- on occasions using technicians and Ethnic Minority Achievement Grant (formerly Section 11) staff to teach;
- training up their won staff.

There were variations with region, location and school, and subject and post. But it is not just London and South East, and the so-called shortage subjects, that are affected. Schools in some seemingly very attractive and relatively low cost parts of the country are finding it hard to make appointments. Most subjects, with the possible exception of history, PE and art, gave rise to difficulties. Problems in appointing deputy heads and co-ordinators to primary schools were widespread. The schools that tended to be most badly affected were those in the most financially disadvantaged areas.

The continuing struggle to staff schools is taking its toll on both the headteachers themselves and the classroom teachers. The headteachers are at the sharp end. They not only have to bear the brunt of finding people and living with consequences of appointing staff not the desired calibre, but also in many cases, particularly in primary schools, they are having to do a lot more teaching themselves in order to plug the gaps. The extra stress on teachers in emerging in various ways from shouting at the children, through more tiredness, headaches, absences, and illnesses, ultimately to higher levels of resignation than there need to be. The shortage are causing further shortages.

It all tended to look rather different in the independent sector where we interviewed 21 headteachers. The schools were chosen so as to be a cross-section in terms of standing, size, location, whether single-sex or coeducational, whether day or boarding. The leading schools pitched their starting salaries and salary scales sufficiently attractively to bring in well qualified graduates. In areas of high cost housing they also often provided help with accommodation. They also sought to create conditions in which teaching could be a pleasure. Nevertheless, some independent schools were noticing the effects of teacher shortage. Some were losing more staff than usual to other independent schools with more pulling power than themselves. Independent schools are also drawing more heavily on the maintained sector. Boarding schools, prep schools and schools tying their salaries to maintained scale tended to experience more difficulty. Even the leading schools could sometimes have to delay an appointment until someone came along who met their exacting standards.

The numerical picture sets out the extent of under-recruitment to the training institutions. The interviews with the headteachers of the maintained schools reveal why this does not show up fully in unfilled vacancies in schools. The interviews with the headteachers of independent schools offer us some pointers as to how teaching can be made a more attractive profession.

The findings suggest that both the intrinsic and extrinsic satisfactions of teaching need to be addressed. Teaching has to be made both more pleasurable and rewarding. Both will require extra funding. More money for schools (and independent schools do, on average, receive as least twice as much per pupil as maintained schools) would enable them to provide a higher quality of education for pupils which would be more satisfying for teachers to deliver. Making teaching more intrinsically satisfying would include smaller classes, more non-contact time and better facilities.

On the difficult issues of where to set the extrinsic reward of salary so as to be fair to both teachers and taxpayers, we suggest that the recommendations of the Royal Commission on the Civil Service in 1955 could usefully be re-visited. This explicitly sought a balance of interest and

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proposed that the rate should be "not lower than the median, but not above the upper quartile". It did so on the grounds that in order to attract from among the most able you have to pay somewhat above the average. This seems to us to be an admirable basis for deciding teachers' salaries.

Making teaching more attractive is vital to both the economy and quality of life. Penny pinching now will lead to substantial social and financial costs to be met in the future. It is the poorest schools and the children within them that suffer most. Attracting teachers in sufficient numbers is a prerequisite for a fairer society.

16. United Kingdom (Scotland) V

SSTA (Scottish Secondary Teachers' Association) has submitted a paper from SEED (the Scottish Executive Education Department) entitled "The Supply of Teachers"²⁵. The information below is based on that paper.

16.1. Teacher Training

From information gathered from individual TEIs (Teacher Education Institutions), SEED identify the actual numbers of students on each course at the beginning of the session. Table 13. contains information on the total number of students enrolled in teacher training institutions as from 86-87 to 99-00.

Table 13. Students Enrolled in Teacher Training Courses at Higher Education Establishments

year	Primary	Secondary	Total
1986 - 87	2,193	1,007	3,200
1987 - 88	2,454	896	3,350
1988 - 89	2,270	838	3,108
1989 - 90	2,753	1,092	3,845
1990 - 91	3,420	1,410	4,830
1991 - 92	3,717	1,725	5,442
1992 - 93	3,695	1,985	5,680
1993 - 94	3,467	2,026	5,493
1994 - 95	3,338	2,382	5,720
1995 - 96	3,338	2,382	5,720
1996 - 97	2,999	2,056	5,055
1997 - 98	2,819	2,030	4,849
1998 - 99	2,692	1,991	4,683

Table 14 contains information on the number of applications, places available and intakes from 90-91 to 00-01. It should be noted that data is not available prior to these years.

Table 14. Places, Applications and intake to teacher education institutions for pre-service training

Year	Total Primary			Total Secondary		
	Places available	Applications	Intake	Places available	Applications	Intake
1990 - 91	1450	3618	1564	1260	1519	1015
1991 - 92	1350	4018	1458	1420	2116	1275
1992 - 93	1000	4855	1093	1555	3737	1478

²⁵ The Scottish Executive Education Department (2000) **The Supply of Teachers**. Edinburgh: The Scottish Executive Education Department

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1993 - 94	950	4861	968	1520	4360	1511
1994 - 95	1010	5147	1009	1438	4580	1373
1995 - 96	1054	9381	1058	1157	4883	1122
1996 - 97	960	7755	965	1047	4139	980
1997 - 98	825	7387	835	1030	3943	998
1998 - 99	801	7012	850	1026	3509	1054
1999 - 00	865	7312	912	1196	3659	1127
2000 - 01	1017	9108	1043	1170	3910	1166

There have been recent difficulties in identifying the numbers applying for courses as opposed to intakes. However SEED, in partnership with the TEIs will, from this year introduce a procedure whereby information on applications for PGCE courses will be provided on a two-weekly basis.

Table 15. Teacher Training Graduates from Scottish Higher Education Institutions

Year	Primary	Secondary	Total
1986 - 87	533	679	1,212
1987 - 88	749	584	1,333
1988 - 89	671	455	1,126
1989 - 90	719	611	1,330
1990 - 91	915	844	1,759
1991 - 92	821	1,129	1,950
1992 - 93	977	1,323	2,300
1993 - 94	1,059	1,340	2,399
1994 - 95	1,013	1,125	2,138
1995 - 96	886	1,154	2,040
1996 - 97	715	1,073	1,788
1997 - 98	801	1,078	1,879
1998 - 99	806	994	1,800

16.2. Teaching Graduates entering the Teaching Profession

Information on the percentages of graduates that go into teaching is available, however the quality of information is variable, partly because there is a significant non-response from graduates. The Higher Education Statistics Agency (HESA) is reviewing arrangements for the collection of data on the destination of leavers from higher education institutions. Therefore there is, at this time, no accurate picture of how many additional new teachers are feeding into the teacher workforce.

16.3. Teacher Supply

The current focus in gathering statistical data for the Workforce Planning exercise is aimed at generating information from which future demand projections can be identified. This focus necessarily concentrates on future trends that affect the demand for teachers. The downturn in the future numbers of pupils and age profiles of teachers feature prominently in the annual calculations of the estimates of the minimum requirements for newly qualified teacher. These projections then feed into the numbers of places on Initial Teacher Education courses.

From the current age profile (table 14 below) it can be seen that there is a heavy weighting of those aged over 40 and this implies a need for a fairly higher recruitment level in the future. The need to increase the numbers of teachers because this issue will be integrated into future recruitment and publicity work undertaken by the Department to promote teaching as a career.

Table 16. Percentage of total number of Full Equivalent teachers in public funded schools in Scotland in different age groups

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age groups	Full-time Equivalent teachers in publicly funded primary schools, September 1998 (% of total)	Full-time Equivalent teachers in publicly funded secondary schools, September 1998 (% of total)
Under 26	6	3
26 - 30	10	7
31 - 35	8	8
36 - 40	10	14
41 - 45	22	22
46 - 50	24	26
51 - 55	14	14
56 - 60	5	5
Over 60	1	1
Total number of teachers, September 1998	Total number of Full-time Equivalent teachers in publicly funded primary schools 22, 494	Total number of Full-time Equivalent teachers in publicly funded secondary schools 24, 090

16.4. Recruitment of Teachers by Subject

Despite the fact that efforts are focused on future demand there is currently no accurate numerical information on the future demand for teachers in specific subjects. The priority subjects in terms of supply cover can vary from one authority to another and can include subjects not on the current list. The information received from EAs (Education Authorities) through the TWP (Teachers Workforce Planning) exercise is variable and EAs have reported difficulty in undertaking projections on the subjects in which they are likely to difficulty recruiting teachers.

16.5. Requirements for First Appointment Teachers

The requirements for first appointment pre-school and primary teachers is around 695 in 2001-02. The number then drops over the next two years to around 300 in 2003-04, after which there is a slight increase in 2004-05. There follows a marked increase in requirements for the remainder of the projection period (from 556 in 2005 -06 to 1,218 in 2010-11).

This is caused mainly by the projected increase in the number of teachers leaving the profession over the same period (from 1,386 in 2001-02 to 2,023 in 2010-11), in combination with smaller decrements in decrease in demand for teachers (from 2005-06 onwards, to the of the period).

The requirements for first appointment secondary teachers is projected to be around 590 in 2001-02, then increase to around 810 by 2003-04, before falling slightly over the next 2 years to approximately 750 in 2005-06. The numbers then remain fairly constant until the end of the projection period, resulting of around 770 in 2010-11.

The overall increase in requirement for first appointment secondary teachers is mainly caused by a projected increase in the numbers of teachers leaving the profession over the same period (from 1,095 in 2001-02 to 1.733 in 2010-11). The increase in requirements is not as sharp as that seen in pre-school and primary, due to the fact that demand for teachers, in later projection years, declines more sharply. This counteracts the effects of increasing number of teachers.

Table 17. The minimum projected requirements for first appointment teachers to fill projected vacancies

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year	The minimum projected requirements for first appointment teachers to fill projected vacancies for pre-school and primary teachers	The minimum projected requirements for first appointment teachers to fill projected vacancies for secondary teachers
2001 - 02	695	587
2002 - 03	442	702
2003 - 04	302	813
2004 - 05	363	782
2005 - 06	566	746
2006 - 07	755	772
2007 - 08	905	763
2008 - 09	990	739
2009 - 10	1,069	762
2010 - 11	1,218	767
2011 - 12	1,280	999

16.6. Analysis of Current Approach

The blind spot in the current approach is that it does not address the issue of the current teaching stock relevant to demand. As a result there is no focused current information on what is happening in relation to the supply of teachers; there is currently no reliable information on teacher vacancies by subject; nor is there accurate information on how long a vacancy has existed. The result of all this is that it is not possible to project the minimum requirements for newly qualified teachers by subject or location

The end result of the current situation is that:

- most of the information supplied on vacancy issues by EAs does not include hard statistics;
- detailed answers to questions about teacher supply and shortages in specific subjects or locations is not possible to provide;
- the SEED is not aware through official channels of vacancies for permanent posts in Scotland generally remaining unfilled in any quantity.

16.7. Action Points

The question of special financial support to ITE students in Scotland will be kept under review. Proposals will be developed that extend the range of data available for use in the TWP Exercise aimed at identifying the current number of teachers relevant to subject demand.

17. United Kingdom (Northern Ireland) VI

UTU(Ulster Teachers' Union) has submitted information from Department of Education, Teacher and School Policy Improvement Division. The information below is based on that information.

17.1. Teacher shortage

None of the employing authorities has indicated any undue difficulties in filling teacher posts. It is also the case that unemployment statistics for December 2000 show 190 teachers under the age of 50 years seeking posts. In these circumstances, it has not been necessary to take any specific measures.

17.2. Total number of recognised teachers in Northern Ireland

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The database of the department of education indicates there are 37,489 teachers who eligible to teach by virtue of their qualifications, age and health. This figure includes 2,901 lecturers who are eligible to teach in the Further Education sector only. It also includes 4,946 teachers who are recorded as having left the service due to retirement, redundancy or resignation but who are nevertheless still eligible to teach.

17.3. Total number of recognised teachers employed in Northern Ireland

There were 16,826 teachers and 2,226 lecturers employed in October 2000 in schools and Further Education Colleges, where salary is paid by the Department of education. In addition, a total of 3,485 teachers were employed on a temporary basis during October 2000. There are another 3,234 teachers who were employed in Voluntary Grammar schools where salary is not paid by the Department of Education.

18. Summary

18.1. The situation

Teacher shortage is, according to the reports from ETUCE member organisations, a serious problem in France, Norway, Sweden and United Kingdom. It is also a problem in Denmark, Ireland and Switzerland (French-speaking), but at a more modest level. In Italy and Spain (Basque region) teacher shortage is not regarded as a problem at all.

One of the struggles of the teacher shortage is the difficulty to get a real estimation of its size. Actual vacancies in schools only show part of the problem. As shown in the research reports commissioned by NUT (United Kingdom), head teachers are forced to find all types of emergency solutions, which actually hides the size of the real problem. Such solutions are probably not only occurring in the United Kingdom, but in other countries as well.

18.2. Reasons behind the shortage

The reasons behind the teacher shortage varies from nation to nation, but there seems to be certain similarities in several countries. The number of retiring teachers has grown in recent years and according to statistical information these numbers will be even higher in coming years. There is also a feeling that a growing number of teachers are leaving the profession and there are future difficulties recruiting qualified students to the teacher education institutions.

Part of the difficulty in understanding the reasons behind the teacher shortage is the lack of relevant statistical information for several countries. Figures on retirement do exist in many cases, and even if such figures could be unpredictable they probably give accurate information about the present situation and what can be expected. The uncertainty concerning retirement figures is that it can only be predicted when teachers will be retired based on legislation and standard practice. Due to indeterminable circumstances increasing numbers of teachers may decide to retire earlier or later than predicted. Other figures needed to analyse the teacher shortage are to a large extent missing or very uncertain. Figures on qualified teachers leaving the profession for other occupations is to a large extent missing. Information in this field is to a large extent anecdotal. Even if there are good reasons to believe that teachers are leaving the profession it is difficult to know the size of this problem. The same problem relates to admission rates to teacher education. Many countries have figures on intake and number of applicants, but what is missing is fact and

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figures on the qualifications of the applicants. It is assumed in many cases that the students presently accepted to teacher education have lower qualifications than the students in the same category had some years ago, but it is difficult to prove this without figures.

18.3. Government initiatives

Governments are taking different initiatives to try to solve the problems related to the teacher shortage. Different types of recruitment drives aimed at getting more students to teacher education combined with up-sizing teacher education seem to be a trend in several countries.

One short term solution is to find persons who can work as teachers immediately. In United Kingdom the trend has been to "import" teachers from other English speaking countries. There are also indications that this type of import has been extended to non-English speaking countries where it can be assumed that teachers have sufficient knowledge of English as a foreign language.

The problems with the available statistical information of relevance for dealing with the teacher shortage has also been noticed by some governments. Some initiatives seem to be under way to improve at least some aspects of the statistical information. On European level EURYDICE has initiated a project on teachers where information about the teacher shortage will play a significant role.

18.4. Union initiatives and policies

From the teacher unions, the main responses to the shortage situation have been demands to increase the number of places in teacher education and to make the teaching profession more attractive. Governments have in many cases been criticised for having failed to take the necessary long-term measures to guarantee a sufficient supply of teachers.

There are also examples of Unions taking more immediate initiatives. The "no-cover" action in United Kingdom is the most obvious example of such activities, where the purpose is to highlight the problem and to help teachers cope with an increasingly difficult situation. Another line of action has been to try to get more information about the situation through appropriate research initiatives, such as the research in United Kingdom.

18.5. ETUCE policy

What can ETUCE do to help to solve the problem with teacher shortage in some countries? Two obvious lines of action are to continue to do what is possible at the European level to improve the conditions of teachers and to improve teacher education. From this perspective the on-going work on a European level concerning teacher education has to continue.

The effects of what may be a growing mobility of teachers between countries has to be further investigated. Unions may have to play a more active role in giving guidance to teachers who would like to work in another country and to those teachers who actually start to work in another country. Teacher unions should be very prudent in this area and under no circumstances act as a recruitment agency for foreign governments. Support given by teacher unions to teachers who would like to find work in another country should be based on co-operation between the teachers' unions both in the "delivering country" and in the "receiving country". ETUCE and the internationals may have to play a more active role in order to establish agreements between unions in concerned countries on how to mutually support teachers who decide to move.

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It is also important that ETUCE continues to follow the development concerning teacher shortage. The project initiated by EURYDICE on teachers has the potential to play a crucial role in this context. ETUCE should seek to work together with EURYDICE on this project. In order to follow the development it may be advisable for ETUCE to collect information from member organisations in the same way as presented above. A concrete initiative could be to ask member organisations to provide up-dated information on the teacher shortage again during spring 2002.