

Teacher Supply: Recommendations & Relevant Research

Prepared by:
Irish Primary Principals' Network

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Contents

Causes of teacher supply and demand issues	3
Changes introduced to help improve teacher supply.....	4
Prioritised recommendations	5
1. Allow schools to create full-time posts from all DE-sanctioned hours.....	5
2. Allow schools flexibility to fill fixed-term posts with multiple teachers.....	5
3. Allow schools to create fixed-term, full-time posts for maternity/paternity leave	5
4. Introduce ‘budgeted substitute hours’ system.....	6
5. Allow flexibility for schools to extend vacancy adverts	6
6. Introduce more flexibility for schools to employ teachers registered through Route 3.....	6
7. Rolling 10-week placement for 4 th year student teachers to special schools	6
8. Incentives to teach in DEIS and special schools.....	7
9. DE to liaise with training colleges to review timetables for 3 rd and 4 th year students	7
10. Attract Irish-qualified teachers to return to fill Irish teaching posts	7
11. Attract foreign-qualified teachers to shorter-term Irish teaching posts	8
Recommendations: Short/medium/long-term solutions	9
Appendices.....	15
Appendix 1 - DE Circular 20/2018.....	15
Appendix 2 - UCL: Teacher Recruitment, Development and Retention (July 2023).....	17
Appendix 3 - Sahlberg et al Review of Teacher Education 2012	19
Appendix 4 - IPPN submission to the JOC re. Shortage of Substitute Teachers (2018.....	20
Appendix 5 - Teaching Council Teacher Supply Final Report.....	21
Appendix 6 – Professor Judith Harford and Dr Brian Fleming - Articles on Teacher Supply	22

Causes of teacher supply and demand issues

IPPN has identified 20 contributory factors to or causes of the current situation, including the following:

1. Demographic/pupil enrolment projections indicated fewer teachers will be needed – less demand for HEI courses. The reduction has not materialised due to immigration and 10,000+ Ukrainian children displaced by war, but the system had not planned for this or for the projections to be inaccurate and did not action recommendations to ensure adequate supply
2. Introduction of 2-year PME at second level reduced demand for HEI courses
3. Inequitable pay for pre- and post-2011 entrants and other austerity measures e.g. removal of allowances for postgrad qualifications
4. Cost of housing, particularly in urban areas has reduced teacher supply
5. Lack of flexibility and mobility in the sector
6. Unattractive positions – short-term, part-time vacancies – exacerbated by housing supply/cost
7. Attractiveness of overseas offerings, especially in tax-free zones
8. Retirement incentives – surge in retirements in 2019 and 2022
9. Early retirement options for pre-2011 entrants
10. Secondment and career break opportunities
11. Improved Pupil/Teacher Ratio has increased demand
12. Improved 'release time' for principals has increased demand through TP Supply Panels
13. Teacher Supply Panels have increased demand for teachers
14. EPV days have increased demand
15. Moratorium on promoted posts lifted
16. High number of categories of leave increases demand for substitute teachers
17. Lack of capacity in HEIs for teacher education courses. This lack of capacity drives points race which means many potential teachers can't train as teachers, impacting supply
18. Increases in Parents' Leave from 5 to 9 weeks
19. UK research shows that factors that impact teachers' decision whether to leave the profession are mostly to do with school culture, the quality of school leadership and professional 'agency' (involvement in decision-making, ability to influence, structural supports). Resourcing, pay etc. are important but not as significant. (Source - *'Teacher Recruitment, Development and Retention'*, UCL, July 2023).

Changes introduced to help improve teacher supply

It must be acknowledged that the Department of Education and education stakeholders have already taken significant steps to address the severe challenges in teacher supply, both in relation to shorter-term and longer-term vacancies. Among the changes introduced are:

1. Eased restrictions for teachers in job-sharing and career break arrangements
2. Retired teachers allowed to work as substitute teachers
3. Student teachers in Years 3 and 4 allowed to work as substitute teachers
4. HEIs' accommodation of timing of placements and examinations to facilitate student teachers' substitution work in schools
5. Development of Sub Seeker (2019) and the Recruitment Portal (2023) on Educationposts.ie, and commitment to the portal by key stakeholders
6. Simplified procedures for teachers qualified abroad to register with the Teaching Council
7. Allowing NQTs qualified abroad to complete induction in Ireland
8. Data capture to clarify motivations of retired teachers regarding substitution and other vacancies
9. *Turas Abhaile* initiative (DE and ACCS) to attract teachers from abroad to teaching positions in Ireland (post-primary)
10. *'Teaching Transforms'* initiative to promote the profession
11. Funding for 'infrastructure supports' to plan and manage the free books scheme (from 2023), allows teachers to step up to management role with additional pay and substitute cover – promoting shared leadership
12. Increased capacity for HEI teacher education courses at under- and post-graduate levels
13. Additional teaching resources provided to facilitate special schools running the Summer Programme (2023) and NQTs as interns (from May 2024) facilitates the recruitment of teachers to special schools.
14. Allowing schools to create full-time posts from DE sanctioned hours – principals' release days and SET hours (2023).
15. Development of the Summer Programme Noticeboard on EducationPosts.ie to source staff – 1,500 listings (2024).

Prioritised recommendations

Here, we outline the recommendations proposed by IPPN members and staff, as well as those discussed with education stakeholders. First, we present those we believe to have the most impact in the shortest period of time – the prioritised list.

1. Allow schools to create full-time posts from all DE-sanctioned hours

Allow schools to create full time posts from all of the hours sanctioned by the Department, for example for EAL hours as well as SET and Principal Release. This would create a more attractive post for prospective teachers, as well as alleviating considerable administrative work for the school. Any hours that are not utilised by the school can be availed of by the local teacher supply panel.

Note: As part of the Small Schools Action Research Project, a number of schools trialled the combining of SET hours with principal release days to form full-time posts in 2023. This proved to be of significant benefit and the Department has since offered this flexibility to all primary schools in 2024. IPPN continues to advocate for this to be expanded to include EAL and all other DE-sanctioned hours.

Projected Cost: Cost neutral to DE as already sanctioned.

2. Allow schools flexibility to fill fixed-term posts with multiple teachers

Allow schools to fill fixed-term, full-time vacancies with multiple teachers according to their availability throughout the year. e.g. job-sharing teachers, 4th year students, teachers who are available for portions of the school year. This flexibility is available at post-primary level.

A key challenge is how to pay these teachers on OLCS.

Projected Cost: Cost neutral to DE as already sanctioned.

3. Allow schools to create fixed-term, full-time posts for maternity/paternity leave

Allow schools to create full time posts from the hours sanctioned by the Department relating to maternity and paternity leave. Any hours that are not utilised by the school can be availed of by the local teacher supply panel and/or by Sub Seeker, to support schools that require substitute cover.

Maternity and paternity cover posts are among the most challenging for schools to fill where they do not involve full-time, fixed-term posts. This would create a far more attractive post for prospective teachers, as well as alleviating considerable administrative work for the school.

Projected Cost: Cost neutral to DE as already sanctioned.

4. Introduce 'budgeted substitute hours' system

Allow schools to group unused substitute hours together and offer them (as full-time, short-term posts) to a qualified or part-qualified teacher (NQT or 3rd/4th year student teacher) when they become available – usually in May and June. This would ensure pupils access the supports they need during the school year and creates attractive full-time short-term post for teachers. Terms and conditions to be determined with management bodies/unions.

Projected Cost: Cost neutral to DE as already budgeted.

5. Allow flexibility for schools to extend vacancy adverts

DE to review the policy and procedures to allow schools to extend a vacancy where there are insufficient applicants for a post and a vacancy needs to be re-advertised. If this were sanctioned, an 'advertisement extension' option would need to be developed for the EducationPosts.ie Recruitment Portal, to create a simpler process for schools and job-seekers when a vacancy needs to be re-advertised. It would significantly reduce the timeframe involved.

Note: This can only happen on the portal due to the robust audit trail available on the system. An added benefit is improved data capture regarding the re-advertising of vacancies, where this is needed (geographically and school and role types).

Projected Cost: Provided at a reduced advertised costs to schools – to recoup development and maintenance costs for IPPN member schools. If the school has posted fewer than three adverts in the school year, it would be free.

6. Introduce more flexibility for schools to employ teachers registered through Route 3

This is a matter for the Teaching Council and is deemed appropriate for fixed-term vacancies where no teachers with full recognition are available.

Projected Cost: Cost neutral to the DE; EducationPosts.ie design and implementation costs TBC

7. Rolling 10-week placement for 4th year student teachers to special schools

Implement a rolling 10-week placement for 4th year student teachers to special schools to work as teachers under the supervision of the Principal for the entire school year. This would ensure each child accesses a full curriculum and has an IEP tailored to meet their needs. It also increases the number of

student teachers with experience working in special schools and special education, which benefits the whole system.

Projected Cost: Cost neutral

8. Incentives to teach in DEIS and special schools

Similar to Summer Programme 2024 intern proposal. Review and expand to DEIS schools if deemed successful. An allowance for teaching in DEIS and special schools is an alternative option.

Projected Cost: Not known

9. DE to liaise with training colleges to review timetables for 3rd and 4th year students

This proposal seeks to optimise opportunities for 3rd and 4th year student teachers to provide substitute cover in schools. Some HEI colleges have one tutorial or lecture scheduled on certain days. It may be possible to review the overall schedule to free up lighter days for substitution work in schools.

A further consideration - where there are multiple colleges in the same area, to have different days with a lighter schedule so there is more availability to substitute throughout the week. At the moment, it's generally Mondays and Fridays.

Projected Cost: Cost neutral

10. Attract Irish-qualified teachers to return to fill Irish teaching posts

This proposal aims to increase the number of Irish teachers returning to work in Ireland i.e. to reverse the trend of foreign education systems coming to Ireland to attract our highly-trained teachers to work abroad. It would involve the following:

- Encourage those working abroad to become members of the Teaching Council or to retain membership while abroad
- Allow them to accrue increment entitlements based on the length of time spent teaching abroad in relevant roles
- Allow them to pay pension contributions in Ireland
- A promotional campaign in Ireland and in English-speaking jurisdictions overseas highlighting the above
- DE to encourage Interview Boards to facilitate those based abroad to engagement with the recruitment process online
- DE and management bodies to encourage school communities to support new teachers in securing accommodation in their local area for the duration of the post e.g. through schemes such as the Rent-a-Room scheme. This is a particular challenge in urban areas.

This recommendation could be combined with the proposed Irish teaching careers fair in English-speaking countries listed in *Table 1* below and could be put in place for both primary and post-primary vacancies.

11. Attract foreign-qualified teachers to shorter-term Irish teaching posts

This proposal aims to increase the number of teachers who qualified outside Ireland to consider shorter-term teaching posts, such as maternity and paternity leave positions, which are particularly challenging to fill. This could be combined with the proposals re. creating fixed-term, full-time post and the establishment of Irish teaching careers fair in English-speaking countries listed in *Table 1* below. Note: This could be put in place for both primary and post-primary vacancies.

How this would work:

1. Teaching Council to create a new registration path, similar to Route 5 for Irish student teachers in years 3 and 4 of ITE courses. This would allow foreign-qualified (or part-qualified) teachers to register and obtain a TC Registration Number, to facilitate them applying for certain teaching positions.
2. It is envisaged that this would work only for shorter-term vacancies such as maternity and paternity leave positions, which are particularly challenging to fill.
3. HEIs to create a new course to upskill these foreign-qualified or part-qualified teachers to meet the standards required of Irish-qualified teachers.
4. Those teachers who meet a school's criteria for a short-term position are automatically registered on this new HEI course and given a certain timeframe to successfully complete the course.
5. HEIs/other body to link these teachers with schools, using EducationPosts recruitment portal, which would need to be developed to ensure the various requirements are met
6. Payment for these full-time, short-term posts could be at the unqualified rate. Other terms and conditions to be determined with management bodies/unions. Schools with vacant positions would be required to arrange accommodation via Rent-a-Room or similar scheme in their local area.
7. Once put in place, an extensive promotion campaign would be initiated with the Department of Education, the Department of Foreign Affairs and using IPPN's network of contacts globally, through the International Confederation of Principals and national professional bodies for school leaders. See point above re. Careers Fair.

Projected Cost: TBC

Recommendations: Short/medium/long-term solutions

This section provides a complete overview of proposed solutions and indicates whether it will have an impact in the short, medium or long term, as well as the type of impact.

*Means that the proposal is explored in more detail above in *Prioritised Recommendations*

Table 1

Recommendation	Short/Medium/ Long-term Impact	Potential Impact
1. Introduce 'budgeted substitute hours' system to group unused substitute hours together and offer them to a qualified or part-qualified teacher*	Short	Pupils access the supports they need; attractive full-time short-term post for teachers
2. Allow schools to create full-time posts for TP release time, SET, EAL posts*	Short	Attractiveness of teaching roles
3. Allow schools flexibility to fill fixed-term posts with multiple teachers*	Short	Fill vacancies in a timely manner
4. Allow schools to create full-time fixed-term posts from maternity and paternity leave posts*	Short	Attractiveness of teaching roles
5. Introduce more flexibility for schools to employ teachers registered through Route 3 – for fixed-term vacancies*	Short	Fill vacancies in a timely manner
6. Rolling 10-week placement for 4th year student teachers to special schools*	Short	Increased availability of staff in special school; increases number of student teachers with experience on SEN

7. Incentives to teach in DEIS and special schools*	Medium	Increased availability of staff in special schools and DEIS schools; Attractiveness of teaching roles
8. Clarify to schools the reinstatement of flexibility introduced during Covid – relaxation of notice periods, job-sharing, career breaks, 5-day rule for student teachers etc.	Short	Increases availability of qualified substitute teachers
9. Allow teachers working in schools served by a Supply Panel to second out to the Panel for a year, to facilitate NQTs to take up a full-year fixed-term post during which time they can complete Droichead	Short	Allows teachers to gain valuable experience in other schools via the Panel, and allows NQTs to apply for fixed-term posts
10. Training colleges to review timetables for 3rd and 4th year students*	Short	Optimise opportunities for student teachers to provide substitute cover in schools
11. Timing of HEI exams – during school closures	Short	Facilitates student teacher availability for substitute/short-term vacancies
12. Funding of post-graduate HEI courses	Short	Attractiveness of teaching studies
13. Subsidisation of housing for student teachers and key workers at the early stage of their career	Short	Attractiveness of teaching studies; Availability of student teachers for substitute/short-term

		vacancies in urban areas which are most impacted by shortages
14. Support schools engaging with the Summer Programme by allowing them to create fixed-term full-time posts from May to attract NQTs into the role and into permanent posts thereafter*	Short	Full-time roles more attractive to applicants
15. Encourage foreign-qualified NQTs to apply for longer-term substitute positions e.g. cluster posts for TP release time (as suggested by INTO)	Short	
16. Extend Supply Panel to cover the 400 schools not currently supported (INTO)	Short	
17. Allow NQTs taking up cluster posts for TP release time to complete Droichead (INTO)	Short	
18. Clarify to schools that online interviews are not only appropriate but more equitable – Circular 44/2019 – with the advent of low cost online meeting technologies, it is not appropriate to expect candidates to travel from abroad to attend interviews	Short	Facilitates recruitment process for teachers based abroad/ on leave
19. Extend arrangements to allow teachers qualified abroad to register with the Teaching Council and for NQTs to complete induction through Droichead (INTO)	Short	Increased number of qualified teachers available for all vacancies. Allowing NQTs trained overseas to avail of Droichead provides a quality assurance process.
20. Attract Irish-qualified teachers to return to fill Irish teaching posts by facilitating entitlement to increments and payment of pension contributions*	Short/medium	Remove some barriers to teachers returning
21. Identify any bottlenecks in the process of registering teachers who qualified abroad and review where additional capacity may be required e.g. in HEIs to validate documentation	Short/medium	Will bring more teachers on stream more quickly

22. Develop and promote the potential for data collection through EducationPosts.ie and the recruitment portal – insight into trends – by encouraging as many schools as possible to use the Portal	Short/medium	More robust information leading to better for Teacher Supply analysis and projections
23. Strengthen leadership capacity and competence to achieve the aims of DE circular 70/2018	Medium	Sharing of leadership and management, teacher upskilling
24. Focus on supports for school leaders as a key impact on teacher retention	Medium	More ‘doable’ role, leaders can support teachers more effectively as part of their core purpose
25. DE to review the policy and procedures to allow schools to extend a vacancy where there are insufficient applicants for a post and a vacancy needs to be re-advertised. Note: This can only happen on the EducationPosts.ie Portal due to the robust audit trail available on the system*	Medium	Simpler process for schools and job-seekers, reduced timeframe, improved data capture re. re-advertising of vacancies, where this is needed (geographically and school and role types)
26. Establish Irish teaching jobs fairs in the UK, Netherlands, Dubai, Abu Dhabi, Australia and New Zealand (and other jurisdictions with strong English-language skills such as Nordic countries) *	Medium	Attract more qualified teachers to consider roles in Ireland
27. Proactively use EducationPosts to advertise the availability of teachers from other jurisdictions who are interested in securing short term subbing and fixed term positions in Ireland.	Medium	Makes these roles viable for returning/foreign-qualified teachers

<ul style="list-style-type: none"> a. Develop a notice board similar to the Summer Programme Noticeboard on EducationPosts.ie b. Promote the use of virtual interviews for those schools interested in connecting with these teachers. c. Allow the schools wishing to take on these teachers for short term / fixed term contracts to liaise directly with the teaching council to secure a specified time bound registration route. d. Encourage participating schools to source accommodation through their own school community for these visiting teachers through the rent a room scheme e. Consider a tax credit for the visiting teacher to cover some of the relocation costs such as travel / rent etc. 		
<p>28. Comprehensive CPD for school leaders on developing a culture of shared leadership in school, to implement and embed the aims of Circular 20/2018.</p>	<p>Medium</p>	<p>Strengthens leadership competence & capacity, a key factor in teacher retention & recruitment</p>
<p>29. Further increase capacity for HEI teacher education courses at under- and post-graduate levels</p>	<p>Medium to long-term</p>	<p>Increased number of student teachers and graduates coming on stream</p>
<p>30. Consider making 4th year of student teacher study an on-the-job learning year and explore the benefits of adopting an apprenticeship model. Teachers could work during the day and attend college at night. They would not be required to do the current Teaching Practice modules, as they are working in the classroom every day. Visits from college to support</p>	<p>Medium to long-term</p>	<p>Increased experience in classroom; increased availability of part-qualified teachers to support learning. Student</p>

what they are doing and using the Droichead model to support within the school. Pay Principals and some ISM staff to monitor them as an extra payment		teachers could be paid as apprentices.
31. Development of subsidised high-quality housing for young professionals in the public sector such as newly-qualified teachers, nurses, doctors, Gardaí in urban areas e.g. through incentives to developers	Medium to long-term	Incentivise development of accommodation
32. Consider whether the current patron-based panel system is the most appropriate and effective approach to redeployment of skilled and experienced teachers, SNAs and school leaders. Consider an approach whereby they can be redeployed to any school, anywhere, subject to certain criteria e.g. Gaeilge competency to teach in a Gaelscoil.	Medium to long-term	Allows for movement of teachers geographically and across patron bodies, and facilitates more teachers to apply for senior leadership roles.
33. Research how other jurisdictions provide for young professionals embarking on a career in the public sector (as teacher, nurse, doctor, police officer etc. i.e. with fixed income)	Medium to long-term	Remove barriers to teachers accepting good roles

Appendices

Appendix 1 - DE Circular 20/2018

DE Circular 70/2018 sets out a positive and comprehensive vision of leadership and management in schools, including the sharing of leadership with post-holders and all teachers. While many schools and leaders have embraced and embedded this culture of shared leadership, many others have not known where to start, as the circular was not backed up with comprehensive CPD for the principal, the in-school management team or for teaching staff. Comprehensive CPD for school leaders on developing a culture of shared leadership in school, to implement and embed the aims of the [DE Circular 70/2018](#) is required, to strengthen leadership in the school, a key factor in teacher retention and recruitment.

C70/2018 - LEADERSHIP AND MANAGEMENT IN PRIMARY SCHOOLS

“The primary purpose of school leadership and management is to create and sustain an environment that underpins high quality pupil care, learning and teaching.

School leaders play a key role in improving educational outcomes by creating a positive school climate and environment as well as motivating and empowering educators and learners within their school community.

Leadership in a school context, creates a vision for development leading to improvements in outcomes for learners, and is based on shared values and robust evaluation of evidence of current practice and outcomes. In this way leadership is distributed throughout the school as a key support for pupil learning.

Flexibility in identifying and prioritising the evolving leadership and management needs of the school, and in assigning and re-assigning post holders to specific roles and responsibilities to meet the evolving needs of a school, is an essential feature of this school leadership model.

The Quality Framework for Leadership and Management in Irish schools, set out in LOOKING AT OUR SCHOOLS 2016 - a Quality Framework, provides a common understanding and language around the organisation and practice of leadership and management roles in Irish schools. It identifies the key

leadership and management areas in a school (domains), and these are then further divided into various content standards for each domain.

The term 'school leaders' typically refers to formal leadership roles including teachers with posts of responsibility and others who carry out roles and responsibilities integral to the administration, management and leadership of the school. Therefore, both leadership and management roles are considered at all times as serving the school's core work: learning and teaching. Every teacher has a leadership role within the school community and in relation to pupil learning.

This circular encompasses the roles and responsibilities of those leaders who hold designated posts of Principal, Deputy Principal, Assistant Principal I and Assistant Principal II, under the new leadership and management structure of the school. It specifically refers to the allocation and appointment of Deputy Principal posts and Assistant Principal posts."

Appendix 2 - UCL: Teacher Recruitment, Development and Retention (July 2023)

David Laws, Education Policy Institute

- Workload and flexibility are of higher importance than pay and other terms & conditions, in terms of teacher retention
- Other occupations can offer flexibility to teaching graduates that schools can't match
- Particularly challenging to source qualified and experienced teachers in disadvantaged areas
- Teachers in struggling schools take 50% more sick leave, compounding the issue
- **The impact of high quality leadership in schools is key.** See [Nuffield Foundation](#) report.
- Considering grouping schools to deploy staff where needed.

Peter Kent, ICP

- Leaders and teachers feeling burnt out
- *'Principal Health Barometer'* research by Prof Phil Riley tells a common story across countries
- Informal and personal support and networking to nurture leaders is crucial.

Qing Gu, UCL

- 40% of qualified teachers have left the profession
- **The work environment, resources and support – the local support – is hugely influential**
- Dunford, 2016? – **Retention first, recruitment second** – due to the cost and loss associated with a teacher leaving who may not have left...
- Researching why some teachers continue despite the challenges when others don't
- **Wellbeing, an in-school learning culture and self-efficacy correlate with retention** - Johnson, 2004, 2019
- **Impact of school leadership on teacher retention – focus on supports for school leaders.**

Mary Bousted, author of 'Teacher Retention Crisis – Support, not Surveillance'

England, teaching:

- Vacancies have risen five-fold since 2010
- 1 in 5 teaching outside subject area
- Pay related to average earnings has declined
- Little or no flexible working
- Average time in the classroom very high
- 40% experience extreme stress in work

- ‘Surveillance approach’ by OFSTED (Mary very negative about the Inspectorate!)
- Professional agency is key to retention – ability to deploy skills to make choices about what you do; involvement in decision-making, support by principals
- British Skills and Employment Survey, done every 5 years since 1992. Since 2012:
 - work intensity has soared
 - decline in discretion permitted from 45% to 20%
 - teachers twice as likely to work under high strain compared to other professionals
 - England worse than Wales and Scotland

Panel Discussion – What can policy do?

- Structural reform in schools can only do so much where there are systemic issues such as OFSTED and pay issues.
- **Pay helps attract entrants but does not address retention**
- [Teacher Shortages in England: Analysis and Pay Options, EPI 2020](#) – persistently poor children are two years behind the rest of the population
- Mental health issues very severe – very vulnerable children offered virtual sessions that don’t work
- Demise of SEN supports
- Growth in child poverty physically stunting children’s growth – teachers feeding children from own salaries...

Review of Teacher Education 2012

1. International trends in ITE:
 - a. university-based, high quality instruction on pedagogy and content knowledge
 - b. a strong focus on research as a basis of teaching and learning
 - c. systematic clinical practice in school settings
 - d. internationalisation of the institutions providing initial and continuing teacher education
 - e. Transition from ITE to school improved through effective mentoring, induction and school leadership
 - f. Research-based ITE
 - g. Partnerships between ITE providers to enhance offering
 - h. Policy on teacher education is a national priority
 - i. Teaching as a high-status profession
 - j. School placements are giving way to clinical learning in special teacher training schools or carefully assigned regular schools where highly trained master teachers supervise the learning of student teacher.
2. The Review Panel was surprised and concerned that the issue of teacher supply and demand has not been addressed in Ireland as it has been elsewhere. A teacher workforce planning exercise is carried out annually in the four jurisdictions of the UK to ensure an appropriate supply of high-quality teachers covering geographical areas, education sectors and curriculum specialisms.
3. It is important that the State monitors the quality of entrants to ITE and ensures that the high calibre of entrants is maintained, particularly if provision diversifies where new private providers enter the market.
4. The current configuration of provision for ITE results in the lack of a critical mass for research purposes.
5. Experienced school teachers have a vitally important contribution to make to the professional learning of new teachers but this needs to be seen as distinct from the support for learning than can be made by university based professionals who are themselves engaged in a research culture.
6. The Panel heard very little about leadership training programmes from the HEIs. It understands that support for school principals is provided by the Leadership Development for Schools (LDS) service which is part of the national Professional Development Service for Teachers (PDST). However, the Panel members believe that the initial and continuing education of school principals should also be integrated into the proposed ITE centres.

Appendix 4 - IPPN submission to the JOC re. Shortage of Substitute Teachers (2018)

[Link](#)

1. **Supply Teacher Panels** - to ensure trained subs are available regionally - would offer security to new graduates and provide cover for the leadership days of teaching principals. Restoring pay equality for new entrants to the profession would also help retain newly-qualified teachers in Ireland.
2. **4th Year B. Ed. Students** - IPPN strongly believes that the teaching practice element of the fourth year should be considered as an *internship*. This would allow for greater flexibility in the redeployment of host teachers, including to cover for their colleagues' absences.
3. **Job-sharing** - Teachers who are job-sharing should be allowed to provide substitute cover outside of their existing contracted hours, should they so wish - they are currently prohibited from doing so if their contract is in their school.
4. **Allowing more flexibility** in relation to allowing teachers qualified in other jurisdictions, as well as retired teachers, to undertake substitute teaching would alleviate the crisis.
5. **Clearing redeployment panels** earlier and ensuring all teachers seeking work register with EducationPosts.ie and TextaSub would also help.

Appendix 5 - Teaching Council Teacher Supply Final Report

Striking the Balance July 2017

1. Conclusions and recommendations

- a. Data collection and analysis - of all schools, primary, post-primary and ETB
- b. Standing Group to be established to review the future supply needs of Irish schools
- c. The Standing Group should meet with stakeholders every year
- d. Resources should be approved and allocated to allow the DES and the Teaching Council to develop further the working model and to support the initial years of development
- e. Future policy on teacher supply should incorporate the placing of a strong priority on the stability of supply and on the collaboration between all providers of ITE
- f. HEIs be invited to consult with the DES and the HEA as to what actions they can take in the short term to begin to alleviate imbalances in supply

2. Specific issues in primary schools

- a. The current substitute teacher system be reviewed with a view to improving its efficiency for schools and for teachers
- b. Work to introduce a primary supply model be further developed
- c. Supply and demand data provided to be subjected to robust and continuing scrutiny before any significant changes are made on account of its findings. In particular, there should be a formal peer review of the final model before its use as a planning tool.

Appendix 6 – Professor Judith Harford and Dr Brian Fleming - Articles on Teacher Supply

[How can we solve the teacher supply crisis?](#) - Irish Times July 2018

Key issues

1. Inequity in teacher pay (pre and post-2011 entrants)
2. Impact of moving to a 2-year PME – cost and commitment
3. Teachers are (often) employed on less than full-time contracts
4. Withdrawal of teachers from schools to work for the Department of Education and the State Examinations Commission

Recommendations

1. Restore the common basic salary scale
2. Fund higher education institutions to grant a waiver of fees for year two PME students on successful completion of their first year
3. Make a partial refund of fees to H Dip/PME students who graduated since 2011 on completion of a specified amount of teaching service
4. School boards of management and ETBs should be instructed to fill posts in a permanent whole-time capacity where the needs of the students, curricular requirements and enrolment in the school justify such appointments

[Why schools are struggling to hire teachers ahead of the new academic year](#) - Irish Times July 2019

The decision in December 2010 to introduce a lower salary scale for newly appointed teachers is at the heart of the teacher supply crisis. Some progress has been made in recent times to remediate this problem but, as of yet, the common basic salary scale has not been restored. The ongoing casualisation of the profession, whereby teachers are employed on less than full-time contracts, has also threatened the status of the profession, and thus impacted on the attractiveness of teaching as a career.

In March 2018, the Minister established the Teacher Supply Steering Group to examine the issue. Subsequently, the group appointed an implementation group which, in turn, established four sub-groups to consider particular aspects of the problem.

All of this activity resulted in the publication of an action plan in November 2018 detailing 22 steps which were to be implemented, 19 of which cover post-primary education. Of these, four are designed to promote teaching as a career choice and facilitate applicants; two outline consultation to be undertaken with stakeholders; one promises a review of teacher education programmes; five commit

to the provision of additional places in teacher education; and two call for the creation of guidelines to cover the situation when student teachers are on school placement.

The limited nature of the action plan hardly justifies the time and expense of involving so many senior public servants in producing it. Reading accounts of the meetings of the Teacher Supply Steering Group, it is striking to see that while the cost of the professional master of education (PME) was identified as a major issue at the first meeting of the committee, over subsequent meetings, cost was replaced by nebulous concerns around access. Even more extraordinary is the fact that there is no record of any discussion taking place regarding the two principal causes of the teacher supply crisis: the two-tier pay scale and casualisation of the profession.

Due to the complexities of school timetabling knows that the announcement in February 2019 that schools will be allowed share teachers in priority subjects will have little impact and will be almost impossible to realise.

[*Too many young people are being taught by unqualified personnel*](#) - Irish Times, Nov 2022

Key points

1. Cost of accommodation and the impact this is having on teacher supply in urban areas
2. Inadequate supply of teachers has been impacting negatively on schools and their students for over a decade
3. The reduction in the number of promotional posts
4. Acute challenges faced by Irish-medium schools

[*Teacher shortages are jeopardising children's education. Where are the urgent solutions?*](#) *Irish Times, June 2023*

Cites ASTI and TUI surveys on the impact of supply issues and refers to above commentary/suggestions.