Implementing the English Baccalaureate

Government consultation response

July 2017

Contents

Foreword from the Secretary of State for Education

To become a great meritocracy, we need an education system which ensures that everyone has a fair chance to go as far as their talent and hard work will allow. We need to remove the barriers that stop people from being the best they can be, and ensure that all children are given the same chances through education to succeed.

An important part of this will be ensuring that children have the opportunity to study the core academic subjects at GCSE - English, maths, science, history or geography and a language – the English Baccalaureate (EBacc). Schools previously entered many more pupils in these subjects, for example, in 2000 76% of pupils entered a language GCSE. During the years 2000 to 2011, however, the proportion of pupils entering science, foreign language and geography GCSEs declined[1], and only 22% of pupils entered exams in the EBacc combination of subjects in 2010.

These are the subjects which at A level, according to the Russell Group, open more doors to more degrees. They provide a sound basis for a variety of careers beyond the age of 16. They also enrich pupils' studies and give them a broad general knowledge that will enable them to participate in and contribute to society. A recent study found that pupils in a set of 300 schools that increased their EBacc entry, from 8% to 48%, were more likely to achieve good English and mathematics GCSEs, more likely to take an A level or an equivalent level 3 qualification, and more likely to stay in post-16 education[2].

We also want to ensure our pupils are able to compete with educational high performers in a global economy. Broadening our core of academic subjects will bring us into line with the highest performing countries in the world[3].

Since the focus on the importance of these core academic subjects was increased we have made progress, with 40% of pupils now being entered for these subjects at GCSE, yet the subjects studied by pupils still differ depending on their background. Overall, disadvantaged pupils remain half as likely to be entered for the EBacc subjects as their non-disadvantaged peers[4]. Research suggests that lower participation from

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[1] There was a decline in the proportion of pupils entering modern foreign languages and geography GCSEs between 2000 and 2011, while the proportion of pupils entering science GCSEs declined from 2007 to 2011.

[2] Sutton Trust, Dr Rebecca Allen and Dave Thompson, Education Datalab, 2016, *Changing the Subject*. The study looked at 300 secondary schools that had increased the proportion of pupils entering the EBacc from 8-48% between 2010-2013. They compared these schools to a set of schools with similar characteristics.

[3] DfE, *Consultation on implementing the English Baccalaureate*, November 2015, annex A.

[4] Last year, 23% of pupils eligible for the pupil premium were entered for the EBacc subjects, compared with 45% of all other pupils. *Department for Education 2016: revised GCSE and equivalent results in England 2014 to 2015.*

disadvantaged pupils in core academic subjects can negatively affect social mobility[5] and that the gap in EBacc subject entry persists even among the most academically able disadvantaged pupils[6].
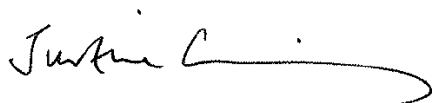
I am in no doubt that studying the EBacc subjects up to the age of 16 is right for most pupils. I am committed to unlocking the potential of all pupils regardless of their background and this is why, as set out in our 2017 manifesto, I would like to see 90% of pupils starting to study GCSEs in the EBacc combination of subjects in 2025.

Through our consultation, we wanted to understand the barriers schools face in increasing EBacc entry. Having carefully considered the consultation responses and listened to the views of teachers and other stakeholders, it is my view that we need an approach that is both pragmatic and stretching. I know it will take time for our nation's schools to enter 90% of pupils for the EBacc subjects and I do not underestimate the challenge involved in meeting this ambition from our current position.

While some schools are already responding to this challenge by significantly increasing their EBacc entry, I appreciate that some will be starting from a much lower point and recognise that the changes they will need to make and challenges they need to overcome will be more significant. I also recognise the time needed to meet these challenges and build the right capacity across the whole school system, particularly to ensure that schools have high quality staff in the right subjects. I have considered the way in which some schools have increased entries in the past 5 years, how best to support schools over the coming years and that pupils taking GCSEs in 2019 will already have chosen the subjects they will study.

It is therefore my ambition, as set out in the 2017 Conservative manifesto, that 75% of year 10 pupils in state-funded mainstream schools will start to study GCSEs in the EBacc combination of subjects by September 2022 as an important stepping stone to reaching 90% of year 10 pupils studying GCSEs in the EBacc subjects by 2025.

This document considers and responds to the issues raised in consultation responses, and outlines the steps we will take to support schools to deliver the EBacc subjects to the vast majority of pupils.

Rt. Hon Justine Greening MP, Secretary of State for Education

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[5] Iannelli 2013, *The role of the school curriculum in social mobility*
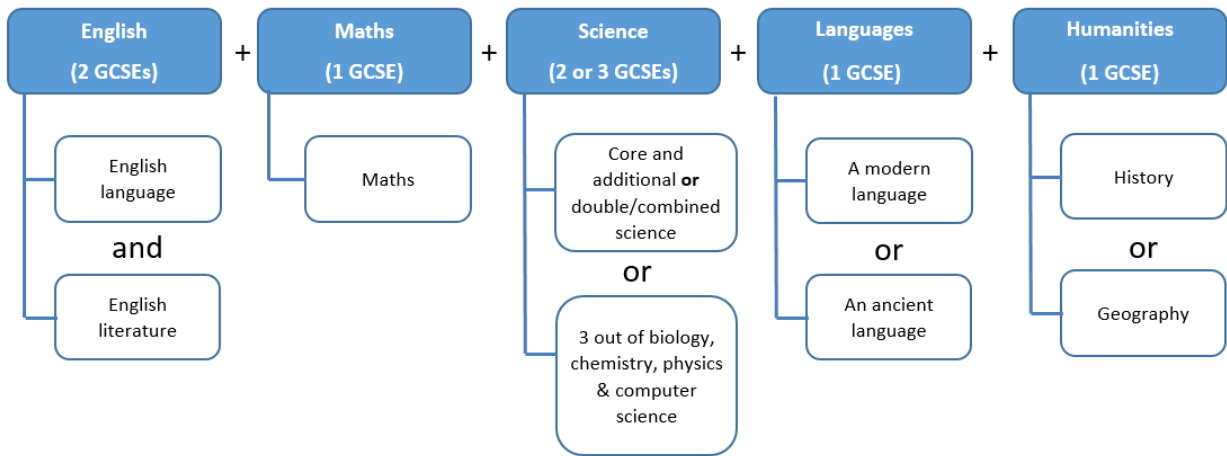[6] Sutton Trust and Education Datalab 2015, *Missing Talent*

Introduction

1.   On 3 November 2015, the Department for Education launched a [public consultation on the implementation of the EBacc](#). The consultation closed on 29 January 2016. A total of 2,755 responses were received. The government has spent time considering responses to the consultation. This response to the consultation also takes into account the 2017 Conservative manifesto.

2.   This document summarises the responses received and sets out how the government's commitment to increasing up-take of the EBacc combination of subjects will be implemented. It sets out our ambition for the EBacc, recognising the challenges schools will face in increasing EBacc entry and that they will need time to reach a national entry rate of 90%.

3.   Some of those who responded chose only to answer a subset of the questions that were posed. Therefore, response figures for each question differ depending on which questions people answered. Throughout the report, percentages are expressed as a measure of those answering each question, not as a measure of all responses. The questions posed in this consultation were open questions with free text responses rather than asking individuals to choose an option. Where we include the percentage of responses raising specific issues these may not add up to 100%, this reflects that where responses covered more than one issue in their free text response they will included in the percentages about both issues raised.

4.   We have published an equalities impact assessment alongside this consultation response. The impact assessment responds to specific issues raised with regard to equality considerations, particularly in response to questions 9 and 10 in the consultation document (which were specifically about equality). Those issues were also carefully considered when finalising EBacc policy.

Definition of the English Baccalaureate

5.   The EBacc comprises the core academic subjects that the vast majority of young people should have the opportunity to study to age 16. To enter the EBacc, pupils must take up to eight GCSEs across five subject 'pillars'. The structure of the EBacc is below:

English (2 GCSEs)		Maths (1 GCSE)		Science (2 or 3 GCSEs)		Languages (1 GCSE)		Humanities (1 GCSE)
+		+		+		+		+

English language

and

English literature

Maths

Core and additional **or** double/combined science

or

3 out of biology, chemistry, physics & computer science

A modern language

or

An ancient language

History

or

Geography

6. The full list of qualifications which count towards the EBacc is available on gov.uk [here](#)[7].

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[7] Modern foreign languages include lesser taught languages, also known as smaller cohorts. These include: Arabic, Bengali, Gujarati, Japanese, Modern Greek, Modern Hebrew, Persian, Polish, Portuguese, Punjabi, Turkish and Urdu.

Summary of responses received and the government's response

7.   Responses were received from schools, parents or carers, employers, organisations representing schools, subject associations, school governors and the general public. The Department for Education met school leaders, organisations representing schools, governors and employers to understand their views in more detail. 656 of the responses were from one campaign (detail below).

8.   The 2,755 responses received to the consultation included[8]:

- 706 from teachers;
- 656 responses by the *Bacc for the Future* campaign, a coalition led by a number of creative organisations;
- 549 from headteachers and school leaders;
- 366 submitted by other respondents;
- 153 submitted by parents or carers;
- 69 submitted by school governors;
- 29 submitted by employers or businesses;
- 15 submitted by organisations representing school teachers;
- 15 submitted by subject associations; and
- 12 submitted by pupils.

9.   A full list of the organisations that have responded can be found at Annex A.

Summary of the government response

10.   Having considered these consultation responses, this document sets out our current intentions about how the government's commitment to the EBacc will be implemented. In summary:

- We want to see more children benefitting from an academic curriculum that keeps their options open for future study. Studying the EBacc should become the expectation for the vast majority of pupils. Given the increases in EBacc entry that we have seen since the EBacc policy was introduced in 2010, it is our ambition that 75% of year 10 pupils in state-funded mainstream schools should be starting

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[8] There were a number of respondents who identified themselves in more than one category or who did not identify with any of the categories shown above.

to study EBacc GCSE courses nationally by 2022 (taking their exams in 2024), rising to 90% by 2025 (taking their exams in 2027).

- We have concluded that schools should still be able to determine the small minority of pupils for whom taking all of the EBacc subjects is not appropriate. In doing so, they should consider the overall impact that not entering the EBacc subjects will have on the options available to the pupil and their progression to post-16 education. For example, considering whether the alternatives will provide pupils with a number of real choices post-16 or close some doors too early. In order to reach the national ambition outlined above, many individual schools will need more than 75% and 90% of their cohorts to be studying the EBacc in 2022 and 2025, and sitting exams in 2024 and 2027 respectively.

- From 2016, the proportion of pupils entering the EBacc subjects became one of the headline measures of secondary school performance alongside the EBacc attainment measure. From 2018, our intention is that an EBacc average point score that measures pupil point score across the five pillars of the EBacc will replace the existing headline EBacc attainment measure in secondary school performance tables[9]. At this point, there will be two EBacc headline measures: EBacc entry and EBacc average point score. Ahead of this, the Department for Education will share data with schools about their performance in 2017 under the EBacc average point score measure to help them prepare. This 2017 data will not be published. From 2019, the Department for Education also intends to publish EBacc entry and attainment data for mainstream secondary schools with similar intakes, and a value added measure[10] on EBacc entry.

- Ahead of September 2018, the intention is that Ofsted will issue a note to clarify how the inspection of provision at key stages 3 and 4 will reflect the government's EBacc policy, taking into account the starting point of each school and the steps the school has taken to respond to the EBacc policy. As now, no single measure, including EBacc entry and achievement rates, will determine the outcome of a school inspection and Ofsted will not be setting any particular thresholds within those measures to determine inspection outcomes, e.g. it will not be saying that only schools with over a certain proportion of pupils entered for the EBacc can achieve 'good' or 'outstanding'.

- The Department for Education intends to continue to publish the same performance data, including EBacc data, for all institutions included in the key stage 4 performance tables. However, there are some education settings where it would not be appropriate to expect the same rates of EBacc entry as mainstream schools. These settings include university technical colleges, studio schools,

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[9] The current EBacc attainment threshold measure will become an additional measure from 2018.

[10] The value added measure will show how a school's EBacc entry rates compare to those nationally for pupils with similar prior attainment.

further education colleges with key stage 4 provision, special schools and alternative provision. The pupil cohorts in these education settings will therefore not be included in the calculation of the 75% ambition for 2022, or the 90% ambition for 2025.

- We intend to work with schools to help them to increase EBacc up-take including supporting schools to learn from those that have already increased participation and working with the sector to support the improvement of the teaching of languages. We are developing specific plans to recruit additional high quality teachers to priority EBacc subjects, particularly languages, and those approaches are set out in this document.

- The government is committed to ensuring that all students have access to a broad and balanced curriculum, and schools have a duty to provide this. The EBacc, while comprehensive, still enables pupils to continue to study additional subjects that reflect their individual interests and strengths. As outlined below (paragraph 71), the evidence suggests that entries to arts subjects have not fallen as a result of the introduction of the EBacc. We intend to continue to work with schools to share effective ways of offering choice to pupils.

- Consideration for specific pupils and those with protected characteristics are summarised in the Equality Impact Assessment that accompanies this document.

11.   The Department for Education will monitor EBacc entry and achievement rates and may take further steps to ensure that good progress is being made towards this ambition.

Question analysis

Question 1: What factors do you consider should be taken into account in making decisions about which pupils should not be entered for the EBacc?

12.   We received 2,366 responses to this question. Of these, 656 were in support of the *Bacc for the Future* campaign and are detailed separately below.

13.   Among the responses which were not part of the *Bacc for the Future* campaign, 62% said that consideration should be given to whether the EBacc is the best option for the individual student. The next most frequent factor mentioned (50% of responses) was pupil ability, with respondents arguing that pupils with lower-prior ability should not be entered for the EBacc subjects. 42% of responses to this question said that pupil choice should be a determining factor. 29% said that the pupil's future career choices and aspirations should be taken into account.

14.   A minority of responses (7%) said that pupils who were not likely to achieve good grades in one or more of the EBacc subjects should not take the full EBacc, particularly if they might be likely to achieve higher grades in other subjects by not taking the EBacc subjects. Some respondents also questioned the value of EBacc subjects and their links to local and national labour market needs.

15.   Most responses that gave a view were in favour of schools making decisions about entry.

16.   There were 656 responses from the 'Bacc for the Future campaign' to this question (28% of all responses to this question). The responses argued that the EBacc precludes children from studying a broad and balanced curriculum and that there will be no room in the curriculum to study other subjects, particularly arts or creative subjects. The responses also argued that since the EBacc measure was introduced in 2010 there has been a drop in the uptake of individual arts subjects.

Government response

17.   The EBacc provides the right foundation for the vast majority of pupils. All pupils should have access to the tools that will help them to get on in life, so that children from the poorest families in society, as well as those from low- and middle-income families, can achieve their potential and compete with educational high performers in a global economy. In Japan and Singapore, all pupils are expected to study their mother tongue, a modern foreign language, mathematics and a science in the compulsory phase of their curriculum. In China, Germany and the Canadian state of Ontario, pupils are also expected to study geography and history. Our ambition is that by 2022, 75% of year 10

pupils in mainstream schools should study GCSE courses in these subjects (going on to take their exams in 2024), rising to 90% of pupils by 2025 (taking their exams in 2027).

18.   The government agrees with the consultation responses that said that schools are best placed to determine the small number of pupils for whom the EBacc is not the best path and will continue to review this approach so that all pupils, for whom it is appropriate, take the EBacc combination of subjects. In making decisions about EBacc entry, schools should consider the overall impact that not entering the EBacc subjects will have on the options available to the pupil and their progression to post-16 education and training.

19.   The decision not to enter a pupil for the EBacc combination of subjects will need to be considered on a case by case basis by each school, and schools will need to take into account a range of factors particular to each pupil. These will include, for example, complex SEN; having spent significant amounts of time out of education; recently arriving in the country; and only being able to take a limited number of key stage 4 qualifications as significant additional time is needed in the curriculum for English and mathematics. We believe that no single factor should automatically exclude a pupil from entering the EBacc. In particular, pupil ability should not, on its own, determine whether a pupil should enter the EBacc. The body of academic and cultural knowledge that the EBacc subjects provide should be available to pupils of all abilities and backgrounds. Pupils of all abilities can benefit from studying the full range of subjects the EBacc offers; they provide an academic foundation for young people, help to keep their options open and enrich their studies and interaction with the world around them. The Sutton Trust study found that pupils in a set of schools that have increased their EBacc entry from a low rate (8% to 48%) are more likely to achieve good English and maths GCSEs, more likely to take an A level, or an equivalent level 3 qualification, and more likely to stay in post-16 education[11]. If a school has determined that the full EBacc is not appropriate for a pupil, they should support the pupil to take as many EBacc subjects as possible.

20.   In making their decision, schools are required by law to take account of the impact of their decisions on pupils with protected characteristics. The relevant protected characteristics are disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

21.   We have responded to other points raised in the *Bacc for the Future* campaign in the government response to questions 6 and 7.

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[11] Sutton Trust, Dr Rebecca Allen and Dave Thompson, Education Datalab, 2016, *Changing the Subject*. The study looked at a set of 300 secondary schools that had increased the proportion of pupils entering the EBacc from 8-48% between 2010-2013. They compared these schools to a set of schools with similar characteristics.

Question 2: Is there any other information that should be made available about schools' performance in the EBacc?

22.   We received 1,238 responses to this question. The most common response to this question (21% of responses) suggested publishing a range of wider contextual information that respondents thought would help to make fairer judgements about school performance and progress. There were a number of suggestions, including publishing further information about pupils' prior attainment, and highlighting information such as the number of pupils with English as an additional language in the school, the number of pupils with special educational needs and prior EBacc performance in the school.

23.   5% of responses suggested that further information about particular aspects of EBacc performance should be made available. These included information about entry and performance for each EBacc pillar.

24.   17% suggested publishing information about subjects that are not part of the EBacc, including information about the range of subjects offered at key stage 4, school performance in artistic subjects and the quality of extracurricular activities provided. They suggested this might include qualitative judgements as well as data. A number of responses and stakeholders also suggested that we include a value added measure for EBacc entry.

25.   14% of responses said that no other information should be made available about school performance beyond the proposals mentioned in the consultation.

26.   Some respondents also questioned whether there is a tension between school performance on EBacc entry and school performance in the Progress 8 measure.

Government response

27.   EBacc performance measures already form part of the accountability framework for schools, and EBacc attainment and entry are part of the current headline measures. The consultation document set out our intention that the EBacc entry measure previously reported as an additional measure in the performance tables (the proportion of pupils entering the EBacc) would become a headline measure of secondary school performance from 2016. We confirmed this in the '2016 school and college performance tables statement of intent' published in August last year. As we have previously confirmed, Progress 8 will remain the lead measure in secondary school performance tables and continue to be the basis for the floor standard.

28.   In March 2017, the department announced that the 'strong' pass used in headline attainment accountability measures will be a grade 5, with these measures also published at a grade 4 as additional measures. The headline EBacc attainment measure in 2017 will therefore be the percentage of pupils gaining a grade 5 or above in English and mathematics and a grade C or above in the unreformed EBacc subjects. In 2017, we

will also publish an additional EBacc measure based on the percentage of pupils gaining a grade 4 or above in English and mathematics and a grade C or above in the unreformed EBacc subjects. This information will help parents understand a school's absolute performance on EBacc. More information about the terminology for the new GCSE grading scale can be found online [here](#).

29.   Having reflected on the consultation responses, from 2018 we intend to change the headline EBacc attainment measure from the proportion of pupils achieving a grade 5 and above in the EBacc subjects to an EBacc average point score. This will measure pupils' point scores across the five pillars of the EBacc. This will ensure the achievements of all pupils are recognised, not just those at particular grade boundaries, encouraging schools to enter pupils of all abilities, and support them to achieve their full potential. To help schools prepare for this new headline measure, we plan to share the new 2017 EBacc average point score data with schools. This 2017 data will not be published.

30.   We agree with the suggestion made in responses to include a value added EBacc entry measure and from 2019 the Department for Education intends to report additional performance measures showing:

- how school EBacc entry and achievement rates compare to similar schools; and
- value added EBacc entry – this will show how a school's EBacc entry rates compare to those nationally for pupils with similar prior attainment.

31.   Many of the suggestions for other pieces of contextual information to publish, such as prior attainment and SEN are already available in performance tables. It will also be possible to see EBacc performance over time in performance tables and school-level entry attainment and progress for each EBacc pillar. Information about the range of subjects offered at key stage 4 should already be published on schools' websites, as should information about the range of extra-curricular activities offered by the school.

32.   Regarding the suggestions to publish information about school-level entry and performance for subjects that are not part of the EBacc, we considered that such additions would make performance tables lengthier and, arguably, more difficult for parents to use.

33.   In response to concerns of tension between EBacc performance measures and the Progress 8 measure, we believe these measures are complementary. Progress 8 emphasises the importance of EBacc subjects and includes slots for English, mathematics and at least three other EBacc subjects as part of the eight qualifications included. Including an EBacc average point score measure reflects the desire to ensure schools are recognised for the work they do with all pupils – not just those at particular grade boundaries.

34.   Some consultation responses asked how the quality of EBacc provision would be inspected. Ofsted inspectors already examine whether schools are providing a broad and balanced curriculum, and they expect pupils to attain relevant qualifications that prepare them for progression into further or higher education, apprenticeships or employment. Ahead of September 2018, Ofsted intends to publish a note to explain how inspectors will take account of a school's provision for the EBacc in key stages 3 and 4, including how they will take into account the starting point of each school and the steps the school has taken to respond to the EBacc policy. Ofsted also proposes to clarify how in future years inspection will take account of EBacc entry and achievement performance measures in the context of the starting point of each school. As now Ofsted has said that, no single measure will determine the outcome of an inspection and Ofsted will not be setting any particular thresholds within those measures to determine inspection outcomes, e.g. it will not be saying that only schools with over a certain proportion of pupils entered for the EBacc can achieve 'good' or 'outstanding'.

35.   The Department for Education will also monitor EBacc entry and achievement rates and may take further steps to ensure that good progress is being made towards this ambition.

Question 3: How should this policy apply to university technical colleges (UTCs), studio schools and further education colleges teaching key stage 4 pupils?

36.   We received 1,180 responses to this question. Of these, 37%, including most responses from mainstream schools, thought that the policy should be applied in the same way to these specialist education settings as it is applied to mainstream schools; 16% thought that the policy should not apply to UTCs; 17% thought that the policy should not apply to studio schools; and 14% thought that the policy should not apply to 14-16 year olds studying in further education colleges. A further 6% thought that decisions about how the policy should apply should be taken on a pupil-by-pupil basis rather than according to educational setting. A significant proportion of responses to this question used the opportunity to express the opinion that the EBacc should not apply to any school type.

37.   Of responses that said the policy should not be applied to these school types, some suggested that, as these schools were designed to a deliver an alternative technical or professionally focused curriculum, there would not be opportunities for all students to study all five EBacc pillars. Some also suggested that, due to their curriculum, these schools would have difficulties in recruiting and resourcing teachers in some EBacc subjects, particularly languages and humanities. The institutions themselves raised serious concerns about their ability to continue to provide a specialised key stage 4 curriculum if they were expected to teach the EBacc subjects to the vast majority of their pupils.

38.   Some responses said that not applying the policy in the same way to all school types could discriminate against pupils in mainstream schools who may want to take technical or professional pathways, but are not able to attend a specialist institution.

Government response

39.   The consultation document set out that it would not be appropriate to expect the same rates of EBacc entry in special schools and alternative provision. This remains the government's position.

40.   In the light of the consultation responses, we have also decided that it is not appropriate to expect the same rates of EBacc entry from UTCs, studio schools and further education colleges with key stage 4 provision as in mainstream schools. The pupil cohorts in these education settings will therefore not be included in the calculation of the 75% ambition for 2022, or the 90% ambition for 2025.

41.   UTCs, studio schools and a small number of further education colleges offering key stage 4 to pupils aged 14-16, provide a specialist technical and professional education. Pupils attending these institutions choose to specialise in a technical or professional area at age 14. Each of these types of school should consider carefully whether its specialist curriculum is compatible with the full EBacc. Where it is, they should offer the EBacc subjects and should consider on a case-by-case basis whether pupils should be entered for them.

42.   We intend, however, to continue to publish the same data for all institutions included in the key stage 4 performance tables to enable parents to compare education settings based on a common set of clear and transparent performance data.

43.   Regarding concerns about discrimination against those mainstream pupils that want to take technical or professional pathways but are not able to attend a specialist institution, there will continue to be room for students to study other subjects including technical qualifications alongside the EBacc subjects in mainstream schools. The EBacc covers seven GCSEs, or eight for those taking triple science, and on average, students in state-funded schools in 2016 entered nine GCSEs and equivalent qualifications, rising to ten for more able students[12].

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[12] School and college performance tables

Question 4: What challenges have schools experienced in teacher recruitment to EBacc subjects?

44.   We received 1,262 responses to this question. 38% of responses identified challenges in recruiting languages teachers, 24% identified challenges in recruiting science teachers, and 23% said that mathematics teachers were hard to recruit. 16% of responses mentioned challenges in recruiting in all EBacc subjects.

45.   Where headteachers responded, their most common concern was recruitment of languages teachers (21%), followed by mathematics teachers (16%) and science (15%) teachers. It was suggested that this was because there are not enough graduates coming through the system.

46.   Some headteachers described the particular challenges they had faced in recruitment, detailing the strategies they have tried with varying degrees of success to illustrate their answers.

Question 5: What strategies have schools found useful in attracting and retaining staff in these subjects?

47.   There were 1,062 responses to this question. 27% of all the responses to this question, including 36% of responses from headteachers and 42% of responses from governors, said the most successful way to recruit and retain staff to teach the EBacc subjects in their schools was to be recognised as a good school, to offer staff good continuing professional development and to value staff by being a good employer.

48.   The next most successful strategy cited was offering financial incentives, including retention payments, and teaching and learning responsibility payments. This was mentioned by 23% of responses.

49.   Another successful means of recruiting and retaining staff mentioned in 15% of the responses was the school being involved with initial teacher training, including School Direct and Teach First.

50.   There were a number of other strategies mentioned that have had some success, including: promoting teaching to undergraduates at local universities, using recruitment agencies, recruiting teachers through word of mouth and recruiting teachers from abroad.

Question 8: What additional central strategies would schools like to see in place for recruiting and training teachers in EBacc subjects?

51.   We received 1,016 responses to this question. 21% of responses said that the government should provide more and/or higher financial incentives to attract and retain

teachers; suggestions included increased bursaries, retention bonuses and increased pay. 10% of responses said that increased funding should be available for schools for recruitment. A small number of responses suggested that the government should fund programmes to retrain non-EBacc teachers to teach the EBacc subjects, and that more continuous professional development and subject specific training be made available.

52.   19% of responses said that teachers' working conditions should be improved in order to recruit more teachers to the profession. Reduced workload and decreased pace of change were sometimes cited as ways that this could be achieved.

53.   10% of responses said they would welcome more central planning of recruitment, whilst a small number of other responses said that there should be a more localised view of demand due to unique local contexts.

54.   There were a number of suggestions of alternative ways to recruit teachers, including developing programmes to attract teachers from abroad.

Government response to questions 4, 5 and 8

55.   High quality teaching, and therefore ensuring the supply of high quality teachers, will be key to ensuring that pupils can successfully achieve their potential when studying the EBacc combination of subjects.

56.   It is clear that some schools will find it challenging to recruit the additional teachers they need to teach EBacc subjects to more pupils at key stage 4, particularly languages teachers.

57.   We continue to take action to improve teacher supply. We have recently announced a renewed package of generous financial incentives, including new scholarships in geography and modern languages, and tax-free bursaries typically worth up to £25,000 for trainees in priority subjects.

58.   We are also developing specific national initiatives to support schools to recruit to priority subjects, particularly languages. These aim to boost the skills of current teachers, attract more language specialists to train to be teachers, and provide more targeted support to help returning teachers and career changers into the profession. Initiatives include subject specialism training in languages for non-specialist teachers that may already have some language skills and for former languages teachers returning to the subject. We have provided seed funding to support initial teacher training providers to develop 'opt in' courses for students on undergraduate language degrees to gain Qualified Teacher Status and therefore encourage them into teaching.

59.   These national initiatives will increase the domestic supply of teachers. We also anticipate that over time, as EBacc embeds, and the numbers of pupils studying languages at GCSE increases, this will lead to a corresponding increase in those studying languages degrees.

60.   In order to start increasing the pipeline by having more students entering language GCSEs by 2022, we need an immediate increase in languages teachers that in a small part will be filled by recruiting from other countries. For example, the Department for Education is working with the Spanish Ministry of Education to extend its successful Visiting Teacher Partnership scheme operating in the U.S. to schools in England to recruit high quality teachers from Spain. The scheme is being piloted for a year from autumn 2017 and recruitment is already underway. More information on this can be found online here. As we recruit more teachers nationally and work to increase retention, we expect a reduction in the need for international recruitment initiatives.

61.   The department is also working to tackle the issues which are regularly cited as barriers to recruitment and retention. We are continuing to work with the profession, teaching unions and Ofsted to challenge unhelpful practices which create unnecessary workload. On 24 February 2017, we published a report of the results of the 2016 teacher workload survey, and also published a clear action plan with an update of work undertaken and future commitments to help reduce teacher workload, including an offer of targeted support for schools. More information on this can be found online here and here.

Question 6: What approaches do schools intend to take to manage challenges relating to the teaching of EBacc subjects?

62.   We received 1,129 responses to this question. 23% of responses made reference to reducing curriculum choice at key stage 4. 16% of responses said that they planned to reduce teaching time for some non-EBacc subjects and consequently reduce the numbers of teachers in these subjects.

63.   12% of headteachers who answered the question said that they would use non-specialist teachers to teach EBacc subjects and that they would provide training for them to be able to do so.

64.   7% of responses were from schools saying that they are considering increasing the teaching time for EBacc subjects in key stage 4, either by reducing the time for other subjects, increasing the number of years over which they teach GCSE courses or by extending the school day.

65.   A small number of headteachers described how they currently, or intend to, structure their key stage 3 curriculum to ensure that pupils receive a good grounding in the EBacc subjects from year 7 onwards. Approaches to this included: using subject specialist teachers in key stage 3 as well as key stage 4; constructing exciting and challenging five year programmes for EBacc subjects and increasing the time allocated to the EBacc subjects in key stage 3.

Question 7: Other than teacher recruitment, what other issues will schools need to consider when planning for increasing the number of pupils taking the EBacc?

66.   We received 1,709 responses to this question. 71% of responses made reference to how schools will be able to maintain a broad and balanced curriculum. Amongst those responses were issues such as ensuring pupils can take three science subjects at GCSE, both history and geography, and preserving the place of arts, technology and creative subjects in the wider curriculum. Of the parents who answered this question, this was the issue they most commonly raised. Some responses to the consultation questioned whether the changes proposed in the consultation document would result in a reduction in the number of pupils taking qualifications in other subjects, particularly arts subjects, design and technology and technical qualifications. Some also raised concerns about a possible reduction in the number of subjects at key stage 4 and whether some subjects with smaller numbers of entries would become unviable.

67.   Funding and the resources needed to teach more pupils the EBacc subjects were mentioned by 19% of responses, including finding the funding to purchase more textbooks and teaching resources for languages.

68.   9% of responses mentioned the provision of advice and guidance to pupils and parents about their option choices for key stage 4 and in relation to post-16 education.

69.   7% of headteachers and teachers who answered this question said that increasing EBacc entry could lead to larger classes, more classes, or classes made up of pupils with a wider range of ability, which may in turn, affect teacher workload and morale.

Government response to questions 6 and 7

70.   The government is committed to ensuring that all students have access to an excellent, well-rounded education. The EBacc, while comprehensive, still enables pupils to continue to study additional subjects that reflect their individual interests and strengths, including the arts subjects. As stated above in paragraph 43, there will continue to be room for students to study other subjects.

71.   Evidence suggests that entries to arts subjects have not fallen as a result of the introduction of the EBacc. The proportion of pupils in state funded schools taking at least one arts subject is now slightly higher than in 2011 (45.8% in 2011 to 48.0% in 2016) and Art and Design continues to be one of the most popular GCSE subjects, with over one in four pupils in England taking it in 2016[13]. There is no evidence that mainstream schools

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[13] This figure refers to one in four pupils who took at least one GCSE in England in 2016 here.

that increased EBacc entry results also decreased their arts entries. Indeed, the 297 schools that increased their EBacc entry rates by 40 percentage points or more between 2011 and 2016, on average entered 48.6**%** of their pupils for at least one arts subject. This was almost the same number as other-state funded schools (48.9**%**). Furthermore, we found there to be a small positive correlation (0.12) between schools' EBacc entries and arts entries, suggesting that schools where EBacc entry has increased tend to have also seen an increase in their arts uptake[14]*.* The New Schools Network report, *The Two Cultures,* also appears to corroborate that high attainment in the EBacc correlates with above average achievements in the arts at GCSE[15]. There is also no evidence that entries to design and technology GCSE have fallen as a result of the EBacc, as they have been falling since 2008/9 before the EBacc was introduced[16].

72.   We have considered suggestions to include additional subjects or pillars within the EBacc but have decided that this could reduce pupil choice at GCSE to the point where no other subjects can be studied. Religious education must be taught to all pupils until the end of key stage 5, a qualification (such as GCSE religious studies) should be offered at the end of key stage 4 to accredit pupils' knowledge and understanding. The proportion of pupils in state funded mainstream schools entering a GCSE in religious studies remains high at 47% in 2015/16.

73.   Schools must teach a broad and balanced curriculum and we understand that schools will need to think carefully about how they will continue to offer a range of options at key stage 4, including in the arts. The government is committed to working with schools to remove barriers to the delivery of this. For example, through bursaries for top design and technology graduates to recruit them to teaching; investing heavily in education programmes designed to improve access to the arts for all children; and Progress 8 and Attainment 8 which will encourage schools to improve teaching across non-EBacc subjects.

74.   We appreciate that some schools will need to make changes to their curriculum and staffing as they work towards increasing EBacc entry. The government has signalled a strong commitment to increasing the numbers of pupils studying the EBacc subjects since 2010 and we know many have already taken action.

75.   We will also continue to take action to support schools to recruit to priority subjects, particularly languages, and to provide them with greater access to tools and guidance on the efficient use of funding and resources. We expect schools to work in partnership, particularly with those schools with high entry rates, to encourage more

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[14] Trends in arts subjects in schools where EBacc entry has increased, DfE, July 2017
[15] New Schools Network, Ed Fellows, February 2017; The two cultures
[16] Revised GCSE and equivalent results in England: 2015 to 2016

pupils to enter the EBacc qualification and develop effective ways of meeting the particular needs of all of their pupils.

76.   We intend to work with schools to help them to increase EBacc up-take including supporting schools to learn from those that have already increased participation and working with the sector to support the improvement of the teaching of languages.

Question 9: Do you think that any of the proposals have the potential to have an impact, positive or negative, on specific pupils, in particular those with 'relevant protected characteristics'? (The relevant protected characteristics are disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation).

77.   We received 1,235 responses to this question. Few responses identified impact on specific pupils with protected characteristics, and some responses suggested either that there would be no impact on any one group (6% of responses) or suggested that any negative impact would affect all pupils (36% of responses). 3% responses suggested that there would be a positive impact on some pupil groups for whom schools may have lower expectations.

Question 10: How could any adverse impact be reduced to better advance equality of opportunity between persons who share a protected characteristic and those who do not share it?

78.   We received 1,135 responses to this question. As with the responses to question 9, there were few responses that identified strategies to reduce the equality impact on any one group. 90% of responses suggested broader changes or strategies that they believed would reduce any adverse impact on equality between groups of pupils.

Government response to questions 9 and 10

79.   The responses we received to question 9 and 10 are summarised along with more detailed discussion of the issues affecting pupils with relevant protected characteristics in the Equality Impact Assessment published alongside this document. These aspects were considered in forming the government response.

Other responses

80.   We received some responses which were outside the scope of the consultation questions. Respondents questioned whether GCSE grading would discourage schools

from entering more pupils for EBacc subjects. The new GCSE grading system should not have any impact on whether schools enter pupils for the EBacc subjects. More information on the new grading scale is available online here.

81.   Respondents also questioned the alignment between academy freedom not to follow the national curriculum and the commitment that the vast majority of children should enter the EBacc subjects. It has always been the case that academies are subject to the same performance measures as maintained schools.

Annex A: List of organisations that responded to the consultation

- 1952
- Abraham Darby academy
- Achievement for All
- Acorn Care and Education
- Action for Children's Arts
- Adeyfield School
- Alcester Grammar School
- Alder Grange School
- All Party Parliamentary Group on Modern Languages
- Alsager School
- Ambassador Theatre Group
- Ansford Academy
- Apollo Studio Academy
- Arts Council England
- Arts University Bournemouth
- Ashfield School
- Association for Citizenship Teaching
- Association for Language Learning
- Association of British Orchestras
- Association of Colleges
- Association of Employment and Learning Providers
- Association of School and College Leaders
- Association of Secondary Headteachers in Essex

- Association of Teachers and Lecturers (ATL)
- Avon Valley School
- Bacc for the Future
- Baker Dearing Educational Trust
- Beaconsfield High School
- Beaumont Leys School
- Best Practice Network
- Bicester Technology Studio
- Blatchington Mill School
- Blenheim High School
- Bow Arts
- Brimsham Green
- BRIT School
- British Council
- Brockington College
- Bulwell Academy
- Business in the Community
- Caedmon Community College
- Calderdale Association of Secondary Headteachers
- Camden Supplementary School Link
- Canons High School
- Capel Manor college
- CapeUK
- Cardinal Wiseman School
- Career Guidance Charts
- Carshalton Boys Sports College

- Cartmel Priory CE School
- Castleford Academy
- Catholic Education Service
- Chatham Grammar School for Boys + The Victory Academy
- Chatsmore Catholic High School
- Cheam High School
- Chief Cultural & Leisure Officers Association CLOA
- Chorlton High School
- Christ the King Catholic High School
- Church of England Education Office
- Churchill Community College
- City & Guilds
- Cobham Hall
- Cockburn School
- Colchester Institute
- Colchester Royal Grammar School
- Comberton Village College
- Council for Higher Education in Art & Design (CHEAD)
- Cowes Enterprise College
- Crafts Council
- Cranleigh Arts Centre
- Creative & Cultural Skills
- Creative Industries Federation
- Creative Islington
- Cromwell Community College
- Dallam School
- Darwen Aldridge Enterprise Studio
- Davenant Foundation School
- Daventry UTC
- Design Council
- Design Museum
- Diocese of Bristol Academies Trust
- Dreyfus Training and Development Ltd
- Dunraven School
- Durham Local Authority
- Durrington High School
- Edge Foundation
- Education for Engineering (E4E)
- EEF - The Manufacturers' Organisation
- Ellis Guilford School
- Eltham Hill School
- Elthorne Park High School
- Engage, National Association for Gallery Education
- English and Media Centre
- English Folk Dance and Song Society
- Equity
- Farlingaye High School
- Featherstone High School
- Federation of Awarding Bodies
- Felsted School
- Feltham Community College
- Foxford School
- Friern Barnet School

- Future Tech Studio School
- Gathering Voices
- Giles Academy and National Association of Secondary Moderns
- Gillotts School
- Gosforth Academy
- Guildford UTC
- GuildHE
- Hackney Learning Trust
- Hagley Catholic High School
- Hampstead School
- Hardenhuish School
- Harris Federation
- Hastings High School
- Haybridge High School
- HCUK 14-16 College
- Heathrow Aviation Engineering UTC
- Helsby High School
- Helston Community College
- Hemsworth Academy
- High Tunstall College of Science
- Highbury Grove School
- Highfield school
- Hollingworth Academy
- Holmes Chapel Comprehensive School
- Holmfirth High School
- Holsworthy Community College
- Holy Cross Catholic High School

- Horsforth School
- Howard of Effingham School
- Hull Trinity House Academy
- Ifield Community College
- IKB Studio School
- Incorporated Society of Musicians
- Institute of Physics
- Royal Society
- Royal Society of Biology
- Royal Society of Chemistry
- Isle of Wight Studio School
- James Dyson Foundation
- Kelmscott School and Community School
- Ken Stimpson Community School
- Kent County Council Education and Young Peoples' Service
- Kent Music
- Kesgrave High School
- King David High School
- King Edward VI Grammar School
- King's College London
- Kingstone High School
- Kirkbie Kendal School
- Knutsford Academy: Studio School
- Leaf Studio School
- Lealands High School
- Lincoln Christ's Hospital School
- Liverpool Life Sciences UTC

- Logic Studio School
- London Diocesan Board for Schools
- Longfield Academy
- LOOSE
- Loreto Grammar School
- Magna Carta Arts and Community Centre
- Making Music
- Malmesbury School
- Manchester School of Art, Manchester Metropolitan University.
- Manor Community Academy
- Matthew Arnold School
- Medway UTC
- Mendip Studio School
- Millfield Science and Performing Arts College
- Millom School
- Monk's Walk School
- Moulsham High School
- Mousetrap Theatre Projects
- Music Education Council
- Music Education Team, University of Sussex
- Music Mark
- National Association of Head Teachers
- NASUWT
- National Association for Music in Higher Education
- National Association of Teachers of Religious Education
- National Dance Teachers Association
- National Deaf Children's Society
- National Drama
- National Governors' Association
- National Theatre
- National Union of Teachers
- NCFE
- Nesta
- Newbridge High School
- Nicola Anthony Studio
- Nonsuch Theatre
- North East Art Teacher Educator Network
- North Kesteven School
- North Leamington School
- North Tyneside Council
- North Yorkshire County Council
- OCR
- Oldham Coliseum Theatre
- Oldham Council
- One Dance UK
- Open to Create
- Orchard School Bristol
- Ormiston Sir Stanley Matthews Academy
- Ousedale School
- Paddington Academy
- Park View School
- Parkside Community School
- Parmiter's School
- Paul Hamlyn Foundation

- Pearson
- Pittville School
- Plymouth University
- Pool Academy
- Queen Mary's HIgh School
- Queens' School
- Ranelagh School
- Redborne Upper School
- Religious Education Council of England and Wales
- Ribblesdale High School
- Richmond School
- Ridgewood
- Royal Academy of Dramatic Art
- Royal Geographic Society
- Royal Opera House
- Royds School
- RSA Academies
- Rye Studio School
- Saffron Walden County High School
- Sawston Village College
- Scarborough UTC
- science:education:governance
- Scott Medical and Healthcare College
- Shakespeare's Globe Trust
- Sheldon School
- Shireland Collegiate Academy
- Silverstone UTC
- Sir Frank Whittle Studio School
- Sir William Robertson Academy

- Sirius Academy Multi Academy Trust
- Society of London Theatres (SOLT) and UK Theatre Association (UK Theatre)
- South Craven School
- South Lakes Federation
- South Wiltshire UTC
- Southend High School for Girls
- Space Studio West London
- Spitalfields Music
- Sponne School
- St Anselm's Catholic School
- St Bernard's Catholic High School
- St Edmund's Girls' School
- St Gabriel's Roman Catholic High School
- St John Fisher Catholic Comprehensive School
- St John Payne Catholic School
- St Mary Redcliffe & Temple School
- St Michaels
- St Michaels CE High
- St Peter's Catholic High School
- St Thomas More Catholic School Blaydon
- St Wilfrid's Catholic School
- St. Alban's Catholic High School
- St. Anne's Catholic High School for Girls
- Stafford Manor High School

- Standing Conference of University Drama Departments (SCUDD)
- National Association for Music in Higher Education (NAMHE)
- Standing Conference for Dance in Higher Education (DanceHE)
- STEM Learning: National STEM Learning Centre
- Stephenson Studio School
- Stewards Academy
- Stockley Academy
- Stopgap Dance Company
- Stratford Girls' Grammar School
- Stratford upon Avon School
- Strood Academy
- Studio School
- Studio Schools Trust
- Studio West
- Surrey Secondary Heads' Phase Council
- Suzuki Hub
- Swakeleys School for Girls
- Tadcaster Grammar School
- Tamasha Theatre Company
- Tenax Schools Trust
- Tendring Enterprise Studio School
- The Bath Studio School
- The Blandford School
- The British and International Federation of Festivals for Music, Dance and Speech
- The Castle School

- The Choir Schools' Association
- The Comino Foundation
- The Communication Trust
- The Creative and Media Studio School
- The Cultural Learning Alliance
- The Derby High School
- The Design and Technology Association
- The Discovery Academy
- The Elizabeth Woodville School
- The Fallibroome Academy
- The Folkestone School for Girls
- The Freeston Academy
- The Geographical Association
- The Headteachers' Roundtable
- The Henry Box School
- The Historical Association
- The Hollins Technology College
- The IKB Studio School
- The King's CE School
- The Magna Carta School
- The Maplesden Noakes School
- The Mountbatten School
- The National Society for Education in Art and Design
- The Ockendon Academy
- The Royal Central School of Speech and Drama
- The Schools, Students and Teachers Network (SSAT)
- The Shared Learning Trust

- The South Wolds Academy and Sixth Form
- The St Marylebone Church of England School
- The Stanway School
- The Studio
- The Studio School, Luton
- The Wellcome Trust
- The Youth Sport Trust
- Thomas Keble School
- Thomas Knyvett College
- Tiverton High School
- Tottenham UTC
- Trinity CE High School
- Trinity College London
- Trinity Laban Conservatoire of Music and Dance
- Tunbridge Wells Grammar School for Boys
- Two42 Theatre Company
- Twynham School
- UK Music Publishers Association
- United Learning
- University of Reading /Bilingualism Matters @Reading
- University of Sheffield
- University of the Arts London
- University of the Creative Arts
- Uplands Community College
- Upper Wharfedale Federation of Schools
- UTC Cambridge

- UTC Sheffield
- UTC South Durham
- Vision Studio School
- Voice the Union
- Waldegrave School
- Wallington Country Grammar School
- Walsall Studio School
- Waltham Forest College
- Warblington School
- Watford UTC
- Waverley Studio College
- Wentworth Jones Ltd
- Weobley High School
- West Sussex County Council
- Westminster Secondary Headteacher Group
- Whitley Bay High School
- Wigan Association of School and College Leaders
- Wigan Association of Secondary Headteachers
- Wigan UTC Academy
- Wildern School
- William Ellis School
- Wired4Music
- WJEC
- Wood Green Academy
- Woodhey High School
- Wrekin College
- Wrington Church of England Primary School

- Young Enterprise