



School Teachers' Review Body: Remit for the 33rd Report

Response of the Association of School and College Leaders

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Introduction

1. The Association of School and College Leaders (ASCL) represents over 23,000 education system leaders, heads, principals, deputies, vice-principals, assistant heads, business managers and other senior staff of state-funded and independent schools and colleges throughout the UK. ASCL members are responsible for the education of more than four million young people in more than 90% of the secondary and tertiary phases, and in an increasing proportion of the primary phase. This places the association in a strong position to consider this issue from the viewpoint of the leaders of schools and colleges of all types.
2. ASCL welcomes the opportunity to make a written response to the School Teachers' Review Body (STRB) following the letter from the Secretary of State dated 15 November 2022.

STRB 32nd Report

3. We were pleased to see that the Review Body felt it was necessary and appropriate to exceed the government's pay proposals for experienced teachers and school leaders, but as we highlighted in our response to the consultation on the Report and ministerial response, this did not go far enough.
4. This has become even more evident in the unprecedented response from ASCL members in relation to their views on industrial action. We have included more detail on this later in our submission.
5. We have already voiced our concerns over the fact that even after setting a remit for multi-year award, the Secretary of State then chose to ignore the recommendations made by the Review Body and has issued another remit to cover the pay award for 2023/24.
6. The Review Body and all other consultees carried out a significant amount of work in compiling their evidence for this element of the remit, only to have it disregarded and be required to repeat the exact same process this year.
7. The result of this is that there is a narrower remit than there would have been if a multi-year award had been accepted.
8. This also meant that the Department failed to lock in the government's manifesto commitment to the £30,000 starting salaries.
9. However, it is our firm view that the award would have needed to be reviewed as the amount recommended for experienced teachers and school leaders yet again falls way below the forecasts for inflation for 2023.
10. We do not believe that the triggers for the review mechanism suggested by the STRB in its 32nd report would have been appropriate and would not have supported them if the recommendation had been accepted by the Secretary of State.
11. We will cover the pay award in more detail later in our submission.

Timeliness of the process and report

12. ASCL has, along with other consultees and indeed the Review Body itself, raised concerns for several years now around the delays to the process and the late publication of the report.
13. Yet again we must reiterate how imperative it is that the report and the response to it are published in a much timelier manner.
14. We were aware from discussions with DfE officials, that there was an intention for the process to be expediated for this year, and even more so in future years.
15. This was very welcome news and indeed it was encouraging to see that the remit was published earlier this year than in recent years.
16. However, we again found ourselves in the familiar yet frustrating situation of being informed that the Department was unable to meet the deadline of 27 January. What was even more frustrating was that we received this information less than 24 hours before the deadline.
17. We now have an updated timeline which has a deadline for initial evidence which is almost eight weeks after the original one.
18. We are aware that the delay causing the Department to miss the deadline again was due to the inability to obtain cross government agreement with HM Treasury on an affordable award.
19. This does highlight and reinforce the view of ASCL and other consultees, that affordability should not form part of the remit or the considerations of the Review Body.
20. And nevertheless, the potential impact of this delay is that report and ministerial response will be published very late in the summer term again – leaving school leaders with the impossible task of having to make last minute budget updates, and teachers and leaders not knowing what their salary will be in September.
21. It has also been clear that the driving force behind the later publication of the report and Education Secretary's response to it is HM Treasury's preference to align the work of the public sector pay review bodies.
22. We hope to see an end to this practice and to see the STRB's reports published at a time that is meaningful for the sector, to allow budgets to be set and approved incorporating known pay awards.
23. We cannot see a repeat of the situation that school leaders found themselves in this year, where many had based their budgets on the Department's proposals which were lower than the STRB recommendations and the actual pay awards.
24. The Secretary of State must drive forward the necessary changes to the process and timeline to ensure that the sector is no longer at a disadvantage.

Matters for recommendation

A. The recommended adjustments to salary and allowance ranges for classroom teachers, unqualified teachers and school leaders in 2023/24, taking account of the aim of promoting recruitment and retention, the Government’s commitment to uplift starting salaries to £30,000, and the cost pressures on schools. The STRB welcomes the sharing of evidence, data and views that consultees think appropriate to the STRB’s 2023/24 report in this area.

Pay Award

25. ASCL believes that there are a number of factors that the STRB should consider when considering its recommendation for the 2023/24 school teachers’ and leaders’ pay award:

- i. The real terms pay gap that has emerged and widened since 2010 together with current high levels of inflation;
- ii. The need to reward high levels of commitment and professionalism across the school sector in England;
- iii. Existing recruitment and retention pressures;
- iv. ASCL evidence that dissatisfaction with pay is a major factor in the intention of many school leaders to leave the profession and/or to consider industrial action;
- v. Rising pay in labour market competitors.

26. We will explain our rationale behind these throughout this section.

Real terms impact on leadership pay

27. Based on Q3 RPI, school leaders would need an immediate 33% uplift to their pay to maintain the real value of pay at August 2010 levels. This is before inflation for 2023 is taken into account. The Office for Budget Responsibility (OBR) predicts RPI to be 10.47% in Q3 2023.¹

28. The following charts establish the erosion of the value of school leaders’ pay based on RPI and CPI. School leaders’ real pay has fallen significantly since 2010:

Chart 1 – L17 Leadership pay in August 2010 indexed to RPI contrasted with actual pay²

¹ See annex one for calculations and sources.

² Ibid

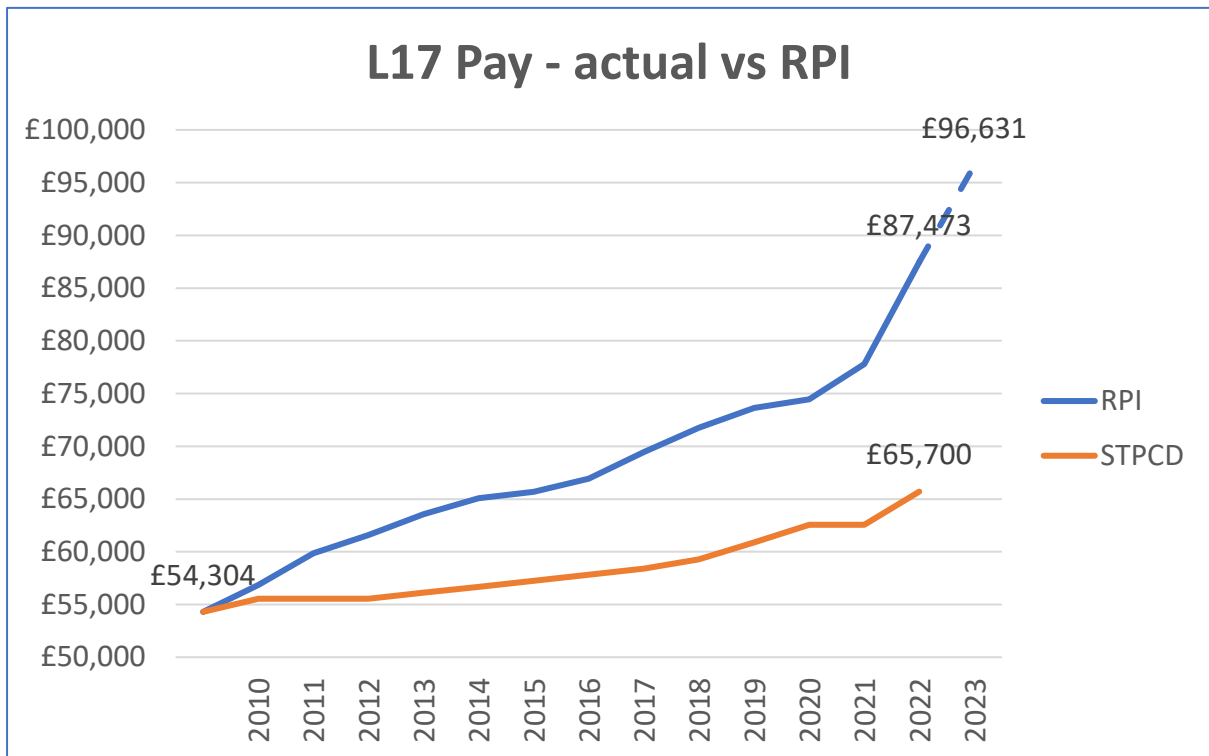
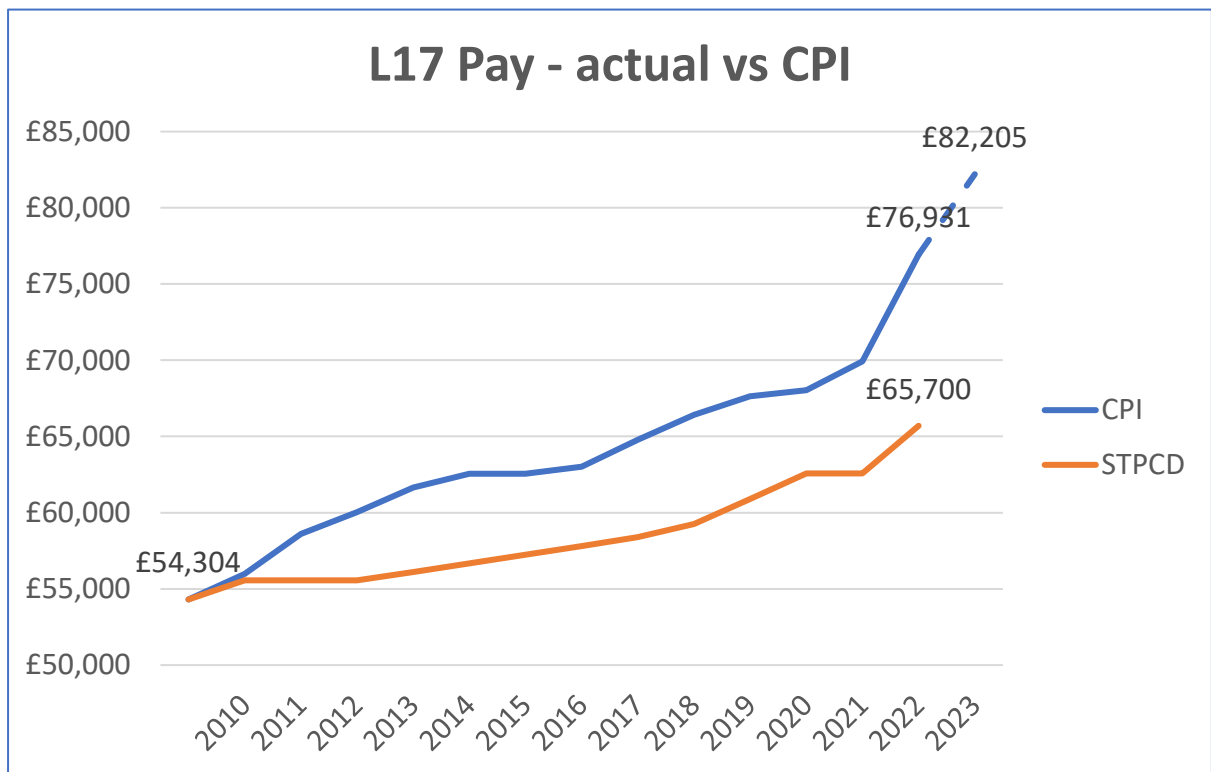


Chart 2 – L17 leadership pay in August 2010 indexed to CPI contrasted with actual pay³



³ See annex one for calculations and sources.

29. Chart 1 shows that from September 2010 a gap between actual pay and real pay started to emerge with a pay increase of 2.3% whilst RPI was 4.7%. Two years of absolute pay restraint followed and in subsequent years every pay increase bar two has failed to match RPI and even then, the increases were 2.75% compared to RPI of 2.61% in 2019 and 2.75% compared to 1.1% in 2020. It should be remembered that such generosity was immediately reversed in 2021 with a pay freeze whilst RPI stood at 4.5%. The chart uses the OBR's forecast for Q3 2023 RPI shown by the dotted line.
30. A similar picture emerges in Chart 2 when carrying out the same analysis but using CPI as the measure of inflation. The 2.3% increase in 2010 was at a time when CPI was running at 3.1% and the pay award only exceeded CPI in 4 out of 12 subsequent years. The chart uses the OBR's forecast for Q3 2023 CPI shown by the dotted line.
31. RPI remains the most valid measure of inflation for pay, and, as the STRB will be aware, RPI is currently used for annual uplifts to a number of items including a number of pension schemes, private sector rents, commercial contracts, etc.
32. For school leaders' pay to have the same purchasing power as August 2010 based on RPI, a pay increase of 47.1% is required.
33. In terms of CPI, a pay increase of 25.1% is required to bring back school leaders' pay to have the same purchasing power as August 2010.
34. The Institute for Fiscal Studies (IFS) reported in January 2023⁴ on changes to teacher pay. The IFS has used CPI(H) as the measure of inflation and reported the following in terms of the main and upper pay ranges for school teachers:

Pay scale point	2010 Base Salary (2022 prices)	2022 Base Salary (2022 prices)	Real-terms pay change since 2010
M1	£29,575	£28,000	-5.3%
M2	£31,913	£29,800	-6.6%
M3	£34,479	£31,750	-7.9%
M4	£37,132	£33,850	-8.8%
M5	£40,058	£35,989	-10.2%
M6	£43,225	£38,810	-10.2%
U1	£46,827	£40,625	-13.2%
U2	£48,561	£42,131	-13.2%
U3	£50,355	£43,685	-13.2%

35. The IFS analysis does not take into account inflation for 2022/23, which needs to be factored into any consideration for the 2023/24 pay award. It also shows the gap between equivalent 2010 real pay and current pay; the increase needed to bring current pay up to 2010 levels is, of course, higher than the percentages in the fourth column of the above table. For example, an increase of 15.3% is needed to bring the upper pay ranges to their 2010 real equivalent.

⁴ [What has happened to teacher pay in England? IFS](#)

36. To extend the IFS analysis further to 2023/24, using the OBR prediction of CPI for Q3 in 2023 (the OBR doesn't produce a CPI(H) prediction)⁵, the U3 2010 base salary is set to increase to £53,809. This would mean a 23.2% increase is necessary in September 2023 to return to 2010 levels of pay.

37. The IFS reports that school leaders' pay scales have '*followed an extremely similar course to the upper pay scale*'.⁶ Whilst this is broadly true, the effect of a previous differentiated pay award means that school leaders are half a percentage point worse off than teachers on the upper pay scale. ASCL has extended the data in the IFS table above for a selection of leadership spine points:

Pay scale point	2010 Base Salary (2022 prices)	2022 Base Salary (2022 prices)	Real-terms pay change since 2010
L13	£68,992	£59,558	13.7%
L17	£76,108	£65,699	13.7%
L23	£88,183	£76,122	13.7%
L34	£115,452	£99,660	13.7%
L40	£133,699	£115,410	13.7%

38. Taking L17 as an example, 2010 base salary will rise to £81,329 in September 2023 if using the same calculation as for the UPR3 above to factor in the OBR prediction for CPI in Q3 2023. This would mean a 23.8% increase is necessary in September 2023 to return to 2010 levels of pay.

39. The above analysis shows how far behind school leaders' pay has fallen since 2010. The pay award necessary to right this wrong differs according to whichever method of calculating inflation is used as follows:

- i. RPI – 47.1%
- ii. CPI – 25.1%
- iii. CPI(H) – 23.8%

40. Such is the scale of the decline in real term pay for teachers and leaders that the issue of which measure of inflation should be used becomes one of semantics. What is not in dispute, however, is that the decline in pay has placed schools in England at crisis point.

Inflation

41. For 2023, inflation remains a considerable factor in the determination of wages across the UK and cannot be ignored. The OBR predicts that CPI will be 6.86% in Q3 2022 and that RPI will be 10.47%.⁷ School teachers and leaders need a pay award that not only redresses their loss of real pay since 2010 but also to protect them from the still high level of inflation.

42. The OBR breakdown of the parts of the economy that are contributing to inflation states that education contributes only 3% of total inflation across the UK, which it

⁵ See annex one for calculations and sources.

⁶ [Ibid](#)

⁷ [The economy forecast \(RPIX\), OBR](#)

puts down to increases in university tuition fees (which themselves are index linked).⁸ In other words, previous increases to school workforce salaries have not contributed to levels of inflation in the UK. It can be no surprise that there is zero contribution to inflation caused by wage increases in a part of the economy that levels no fees for the service it provides.

43. In her letter to the STRB to establish the remit for 2023/4, the Secretary of State states⁹:

‘Pay awards must strike a careful balance, recognising the vital importance of teachers and other public sector workers, whilst delivering value for the taxpayer, considering private sector pay levels, not increasing the country’s debt further, and being careful not to drive prices even higher in the future. In the current economic context, it is particularly important that you have regard to the Government’s inflation target when forming recommendations.’

44. The OBR evidence about the sectors which contribute to inflation is clear that there is no direct inflationary consequence of pay awards for school teachers and leaders.

HM Treasury Economic Evidence to Pay Review Bodies - Inflation

45. In its general economic evidence to pay review bodies¹⁰ the Treasury is somewhat cautious about the impact of public sector pay increases impacting on private sector pay growth (para 3.10) and provides a paucity of evidence. It refers to *‘uncertainty around the magnitude of any wage-price spillovers in the public sector’* and *‘the possibility of short-run spillovers from public sector pay growth to the private sector.’*

46. The evidence offered by the Treasury consists of a NIESR report, an international study that looks at US, Japan and Advanced Economies whole economy wage price inflation, and a summary from the Monetary Policy Committee.

47. The NIESR report ‘The Dynamics of Public and private Sector Wages, Pay Settlements and Employment’¹¹ is itself extremely cautious about attributing a link between public sector pay increases spilling over into the public sector. The report states that any such spillovers will be in the short run whilst overall:

‘We find that in the long run, wages in the public and the private sector form a persistent relationship. Over time, public sector wages adjust to wages set in the private sector to maintain this relationship.’

‘An analysis of cross-sectoral employment flows suggests that wage growth can act as one possible pull factor to attract labour inflows from other sectors. This appears to be particularly true for the public sector where worker inflows from other sectors increase significantly in wage settlements.’¹²

⁸ [Ibid](#)

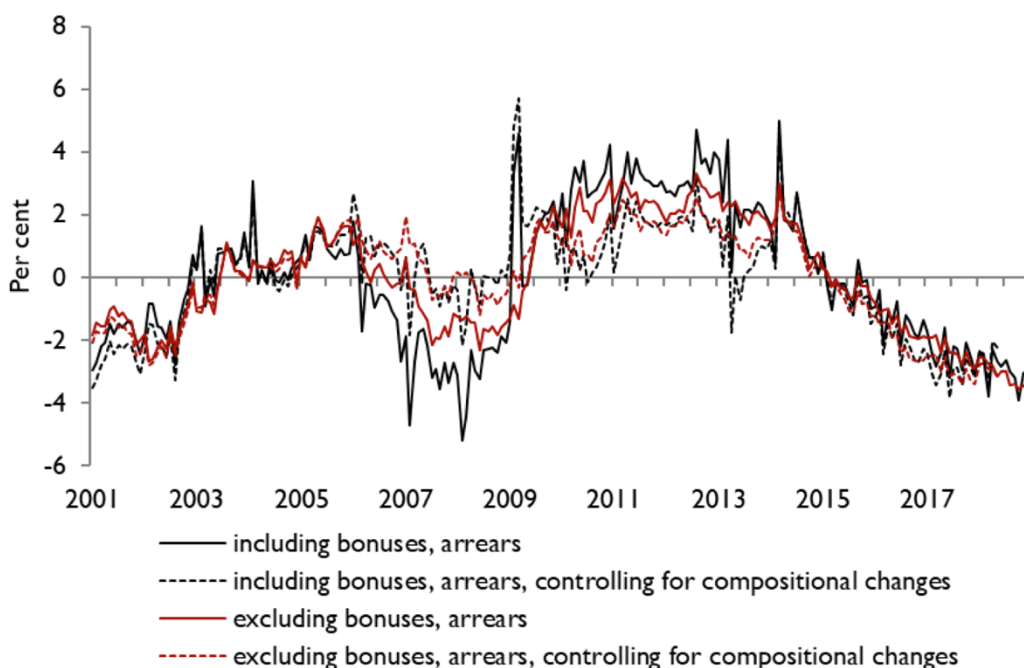
⁹ [Secretary of State for Education's letter to STRB](#)

¹⁰ [HMT Economic Evidence to Pay Review Bodies, January 2023](#)

¹¹ [The dynamics of public and private sector wages, pay settlements and employment](#)

¹² [Ibid, page 3](#)

48. The NIESR report also refers to the current public-private sector pay gap:



49. The public-private sector pay gap identified by NIESR is important for at least two reasons. Firstly, it demonstrates the need for public sector pay to increase in order to restore equilibrium to the labour market. Secondly, it highlights that significant increases in the public sector cannot pull up private sector wages whilst they remain as low as they are. It should also be noted that the downward trend of the graph above has continued since 2019 and widened the gap further.

50. NIESR states¹³:

‘Given the duration and magnitude of the current public-private sector wage gap there is a risk, however, that skill shortages in certain areas of the public sector, like the National Health Services, intensify as high-skilled workers, like senior health administrators, seek employment in higher paid private sector jobs. Our results suggest that pay differentials can play an important role for cross- sectoral employment flows when the destination sector is the public sector.’

51. We draw the following conclusions from the NIESR report:

- i. There is a public-private sector pay gap that eventually labour market pressures will close – any pay review body that fails to act will see an inevitable exodus of staff – and it is often the most able who leave.
- ii. This gap is, therefore, part of the reason why there is a recruitment and retention crisis in schools.

¹³ [Ibid, page 47](#)

- iii. Increasing pay in schools will close the gap and act as a positive force for recruitment and retention.
- iv. With such a significant public-private sector wage gap, any inflationary effects of significant public sector wage growth, if they happen at all, will be short term.

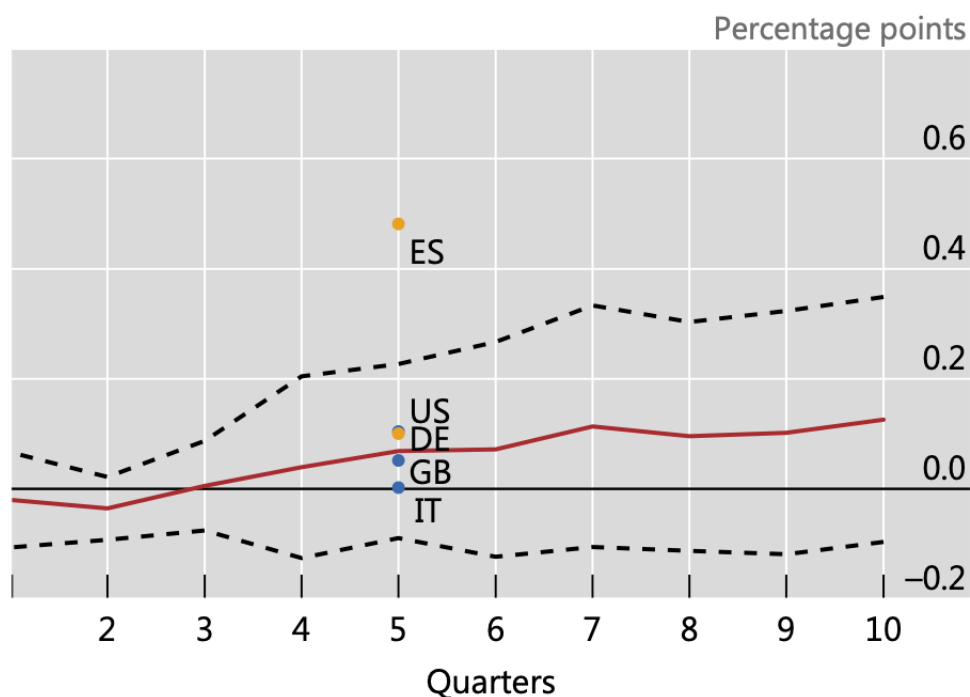
52. The international study referred to by the Treasury asks the question 'Are major advanced economies on the verge of a wage-price spiral'. As part of its key findings it concludes:¹⁴

'Wage growth has picked up significantly in the United States, but remains moderate in most other advanced economies, despite tentative signs of a renewed sensitivity of wages to inflation in some segments of the labour market and a pickup in inflation expectations.'

53. In other words, in terms of countries other than the US, the answer to the question posed by the report is 'no' – advanced countries aren't on the verge of wage-price spiral.

54. The report also analyses the extent to which public sector pay increases can spillover into the private sector and produce the following graph to explain their findings¹⁵:

Public wages do not have spillovers



Country-level cumulated effect up to 5 quarters ahead:
 ● Significant ● Non-significant

¹⁴ [BIS Bulletin, \(page 3\)](#)

¹⁵ [Ibid \(page 6\)](#)

55. This is one of the few parts of the report that specifically analyses data from Great Britain and it can be seen that Great Britain sits below the norm for the cumulated effect of public sector wages spilling over to the private sector – and that the norm indicates that public sector wages do not have spillovers.
56. Finally, the Treasury reference the Monetary Policy Committee (MPC) and their continued concerns about inflation.¹⁶ In paragraphs 32-34 the evidence discussed by the Committee included:
- i. Weaker demand for labour
 - ii. Private sector pay growth significantly higher than the public sector (6.7% vs 2.7%)
 - iii. The expectation that wage growth would decline later in 2023
57. Whilst there is no doubting that concerns about inflation are real and justified, the MPC do not seem to be placing much emphasis on wages being a driving force behind inflation.
58. This is reiterated in the minutes of the February 2023 meeting of the MPC¹⁷, which state ‘Within the survey, there were tentative indications of pay pressures moderating over the year, with expected pay settlements a little lower in the second half of the year than in the first half. The measure of pay for new permanent hires in the KPMG/REC survey, which was a leading indicator for private sector pay growth three to four quarters ahead, suggested a more pronounced slowing in pay growth later in the year.’
59. ASCL’s conclusion of the analysis put forward by the Treasury in terms of public sector wage growth spilling over into the private sector is that the evidence points the other way. There is room for significant increases in the public sector that cannot possibly be inflationary.
60. Furthermore, a return to equilibrium between public and private sector is inevitable and to delay it will only serve to prolong the current crisis in recruitment and retention, with inevitable consequences for schools and young people’s education.

HM Treasury Economic Evidence to Pay Review Bodies – other issues

61. ASCL would like to draw the STRB’s attention to a number of aspects of the Treasury’s evidence to pay review bodies¹⁸ that warrant comment or challenge.
62. Para 1.1 refers to the Spending Review 2021 (SR21) setting out to ‘*ensure fairness and the sustainability of the public finances, public sector earnings growth across this period should retain broad parity with the private sector*’. Whilst parity may have been the aim of SR21 the reality for the public sector has been somewhat different. The latest figures from the Office for National Statistics (ONS) for wage growth September-November 2022 shows regular private sector pay rising at a rate of 7.2% against 3.3% in the public sector.¹⁹ This follows the

¹⁶ [Monetary Policy Summary and Minutes, 2022](#)

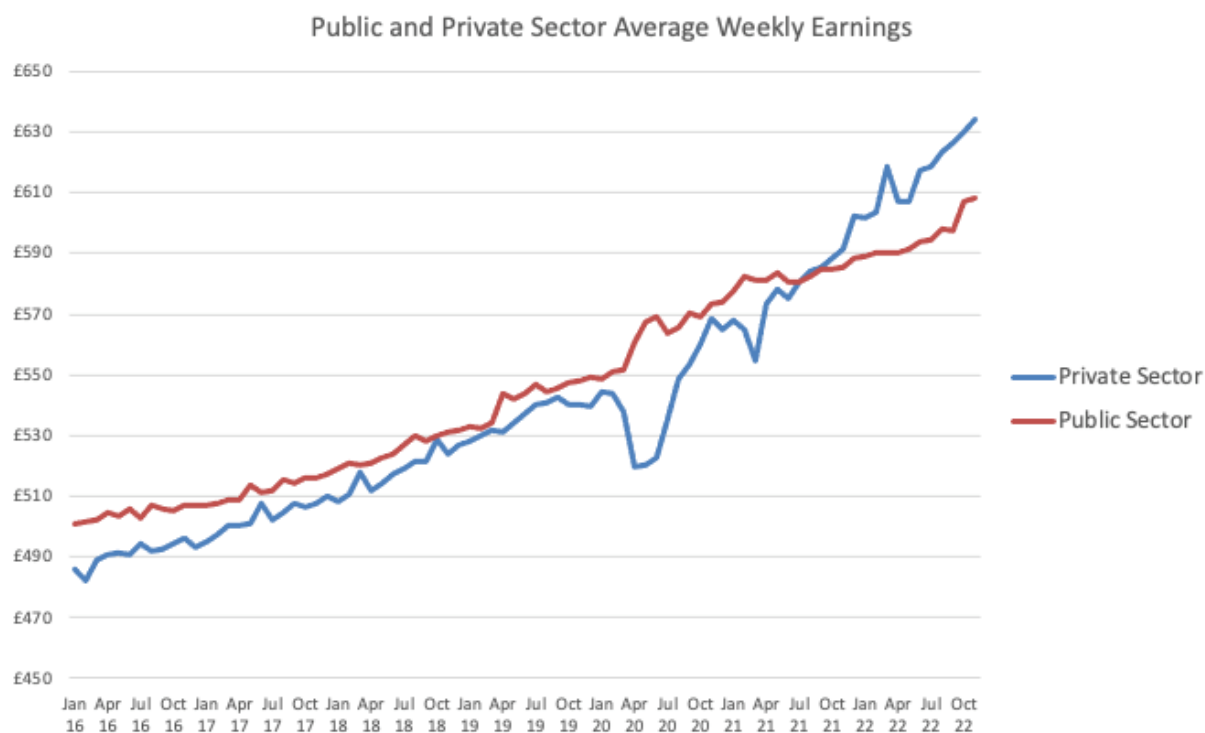
¹⁷ [Monetary Policy Summary and Minutes, 2023 \(para 31\)](#)

¹⁸ [Ibid](#)

¹⁹ [Average weekly earnings in Great Britain: January 2023](#)

recent trend of higher wage growth in the private which has seen public sector pay now at a lower average (mean) than the private sector.

63. The following chart using data from the ONS EARN01 series shows average weekly earnings in the public and private sectors and the clear failure of SR21 to achieve parity between the sectors:



64. Along with the other teaching trade unions, ASCL disputes the remit given to the STRB by the Secretary of State. We believe that the remit of the STRB should be to determine the appropriate pay increase for school teachers and leaders in terms of what is needed by the teaching profession. Affordability and inflationary consequences are matters for the government and should not, in our opinion, be matters for consideration by the STRB. The Treasury evidence to pay review bodies seeks to extend the remit by introducing the need to support *'the government's macroeconomic framework'*²⁰.

65. It is entirely inappropriate for public sector workers, including school teachers and leaders, to be used as a macro economic tool. Seeking to restrain public sector pay whilst private sector pay carries on increasing, with no check by government, is not only unfair but will lead to wider damage to public services as the pay gap widens further still.

66. Chapter 3 of the Treasury's evidence to pay review bodies, titled Labour Market Context, makes a number of references to the difference between public and private sector pay. The Treasury focuses on median pay and median pay awards which suggest that private sector earnings lag behind the public sector. However, from the analysis we have provided elsewhere in this submission, it is clear that public sector pay lags behind the private sector when the mean is used.

²⁰ [Ibid \(para 1.3\)](#)

67. The chart referred to in paragraph 43 above clearly shows a significant gap in pay (to the detriment of public sector workers) when comparing like roles and the chart in paragraph 57 above shows the gap in mean average earnings.

68. We respectfully ask that the STRB considers all of the evidence related to average earnings in the public and private sectors rather than the rather selective evidence referred to by the Treasury.

69. Chapter 4 of the Treasury evidence refers to wider macro economic issues related to public sector pay. We will leave it to the following quote from Will Hutton to address the wider issues raised²¹:

'The government dissimulates to the point of lying over the affordability of offering wages to public sector workers at least in line with core inflation of 6.3%. To deny it is fiscal sleight of hand. In a period of inflation, tax revenues automatically rise. Public expenditure will rise by inflation too, including on wages. The arguments that offering to lift the wages of the fifth of the workforce in the public sector to compensate for core inflation risks igniting a wage price spiral and is unaffordable are spurious. There is the cash – and the pay of that fifth of the workforce, none of whose output is sold in the marketplace, cannot trigger a wage price spiral.'

£30,000 starting salary

70. We have made our position on this clear in previous submissions. Whilst we are supportive of the government's commitment to raising starting salaries for teachers to £30,000, this must be accompanied by equivalent increases across all pay ranges.

71. Differentiated pay awards have caused the differentials between pay ranges to become significantly diminished over time, and this has been a contributory factor to the reluctance of teachers in progressing into senior roles²².

72. We still believe that moving to a flatter pay structure will exacerbate rather than improve this situation, as the evidence is already starting to show. We will give examples of this throughout our submission.

73. Salaries need to be significantly increased across all pay ranges. Increases to starting salaries cannot continue to be made at the expense of experienced teachers and school leaders.

74. Additionally, we have raised concerns about the competitiveness of £30,000 as a starting salary in comparison with other graduate professions due to the passage of time until the increase is implemented.

75. We initially raised these concerns in our evidence to the 30th remit and have continued to do so as the situation has worsened year on year since then.

²¹ [This attempt to cut the pay of public servants offends a basic British sense of fairness, Will Hutton \(The Guardian\)](#)

²² [STRB 29th Report, pg xi](#)

76. According to the Institute of Student Employers (ISE)²³, the typical median salary reported for a graduate for 2021/2022 was £30,921, slightly increased from £30,500 in the previous year.
77. High Fliers were expecting median graduate starting salaries to increase to £32,000 in 2022²⁴.
78. Yet starting salaries for teachers are not anticipated to reach £30,000 until September 2023, clearly demonstrating that they will remain uncompetitive.
79. This is also demonstrated by the disastrous ITT recruitment figures for 2022, who would be the first cohort to receive the £30,000 starting salary.
80. A report from Adzuna in June 2022²⁵ concluded with this: *'Overall, this year's graduates are in a pretty good position, with graduate positions on the rise as well as their salaries.'*

Recruitment and Retention

81. The crisis in recruitment and retention difficulties for school teachers is well documented and is neatly summarised in the National Foundation for Educational Research (NFER) report in November 2022 titled 'Teacher Supply and Shortages'²⁶. NFER's key findings were:²⁷
 - iv. *Many schools report facing recruitment challenges, particularly secondary schools, where recruitment of trainees to teacher training programmes has been below the target numbers required for many years.*
 - v. *The subjects that did not meet their ITT recruitment targets were reported by school leaders as being more difficult to recruit for. The worsening post-pandemic teacher recruitment and retention situation suggests that secondary schools are likely to struggle with filling vacancies in the coming years unless urgent action is taken.*
 - vi. *Among three key shortage subjects we explored, many schools reported non-specialists teaching maths, physics and modern foreign languages (MFL). Deploying non-specialist teachers was far more prevalent in schools that reported finding teacher recruitment the most difficult, and may have negative implications for the quality of the pupils' learning.*
 - vii. *Schools that reported finding teacher recruitment the most difficult were also considerably more likely than other schools to have school leaders doing more teaching than usual. This may reduce the school's leadership capacity and, in turn, limit the schools' ability to function well operationally and make improvements to teaching.*
82. ASCL's survey of members in June 2022²⁸ pointed to widespread and significant difficulties in terms of teacher recruitment and retention. The survey's findings include:

²³ [5 biggest trends in student recruitment in 2022, ISE](#)

²⁴ [The Graduate Market in 2022, \(High Fliers, February 2022\)](#)

²⁵ [2022 graduates face higher salaries and more opportunities, Adzuna, June 2022](#)

²⁶ [Teacher supply and shortages, NFER](#)

²⁷ [Teacher supply and shortages: the implications of teacher supply challenges for schools and pupils, NFER](#)

²⁸ [ASCL survey on teacher shortages](#)

- i. 94.6% of respondents (all of whom were either a headteacher or principal) stated that they had experienced difficulty in recruiting teachers.
 - ii. 63.6% of respondents stated that they were experiencing difficulty with teacher retention.
83. The recruitment and retention crisis extends to school leaders as demonstrated in ASCL’s survey of members following the announcement of the STRB’s 2022 recommendations.
- i. ASCL surveyed its members in scope of the STRB recommendations over the last week of August and the beginning of September. In total 13,693 members were invited to complete the survey with 2,203 responses. This is a response rate of 16% and is notably higher than pay surveys carried out previously.
 - ii. The survey data contains compelling evidence that there is widespread dissatisfaction with the remuneration of school teachers and leaders and that pay is a significant issue with regard to recruitment and retention.
 - iii. When asked ‘does your salary have any bearing on your intentions to stay in or leave the teaching profession?’ 59.1% of respondents answered that their salary has an impact on them remaining in the profession.
 - iv. Of those respondents (1,302 in total), a significant majority indicated that their decision to leave the profession would be altered if pay was to increase in real terms in the future. Table 1 below contains the data from the survey.

Table 1 – responses of school leaders who indicated that pay is a factor on their intentions to stay in or leave the profession.

Please indicate your intentions in the circumstances below (answer the scenario/ scenarios that most apply):						
		Leave in the next year	Leave in 2-3 years time	Leave in 4-5 years time	Stay in the profession	Response Total
1	Pay continues to decline in real terms	162	599	409	131	1301
2	Pay remains broadly the same	96	320	510	352	1278
3	Pay improves in real terms	21	78	149	1034	1282

- v. Table 1 indicates that only 10% of respondents would stay in the profession beyond 5 years if pay continues to decline in real terms. This figure jumps to 80% of respondents stating that they would stay in

the profession beyond 5 years if pay was to improve in real terms.

- vi. The potential destinations of those who intend to leave are shown in Table 2 below. This shows that at least two thirds (67.7%) are destined for either a role outside of education or early retirement.

Table 2 – potential destinations of school leaders who indicated that pay is a factor on their intentions to stay in or leave the profession

If you do leave, what will your next role be? (choose one only)			
		Response Percent	Response Total
1	Another role within education (not teaching or leadership)	25.1%	327
2	Another role outside education	47.8%	624
3	Normal retirement	2.3%	30
4	Early retirement	19.9%	260
5	Other (please specify):	4.9%	64
		answered	1305

- vii. ASCL members also hold a dim view of the ability of pay rates for the profession to attract, retain and develop talent. Table 4 shows the responses.

Table 4 – How pay impacts on recruitment and retention

Please answer this question from the perspective of how pay affects the teaching profession. How effective do you think the salaries proposed for school teachers and leaders in the 2022 pay award will be in terms of?							
		Very ineffective	Ineffective	Neutral	Effective	Very Effective	Response Total
1	Attracting the best graduates to the profession	379	1005	554	246	19	2203
2	Teachers remaining in the profession	471	1149	444	118	21	2203
3	Teachers aspiring to become school leaders	442	954	666	121	20	2203
4	Leaders remaining in the profession	422	1070	606	86	19	2203
		answered					2203

- viii. Table 4 shows that only 12% of respondents believe that salaries are effective in attracting the best graduates to the profession; just over 6% believe that salaries will encourage teachers to stay in the profession; a similar proportion believe that salaries encourage teachers to become

leaders; and less than 5% of respondents believe that salaries will encourage school leaders to remain in the profession.

ix. In conclusion, the ASCL survey of members affected by the STRB pay recommendations provides clear and compelling evidence that current and planned levels of remuneration is having, and will continue to have, a significant detrimental impact on the recruitment and retention of school teachers and leaders.

84. ASCL twice surveyed members in 2022 on their views of industrial action. It should be noted that this was the first time in nearly 150 years that ASCL has considered it necessary to ask such questions of its members. In September 2022, 77% out of 2,203 respondents in England indicated that they would be willing to take some form industrial action.
85. In a more formal 'consultative ballot' in December 2022, 69% of over 7,800 respondents stated that ASCL should hold a formal ballot for strike action and 74% that a ballot for action short of strike action should be held.
86. It gives us no pleasure to report that school leaders now feel that industrial action is part of the landscape of determining their pay. It shows the depth and strength of feeling that pay setting for school leaders isn't working.

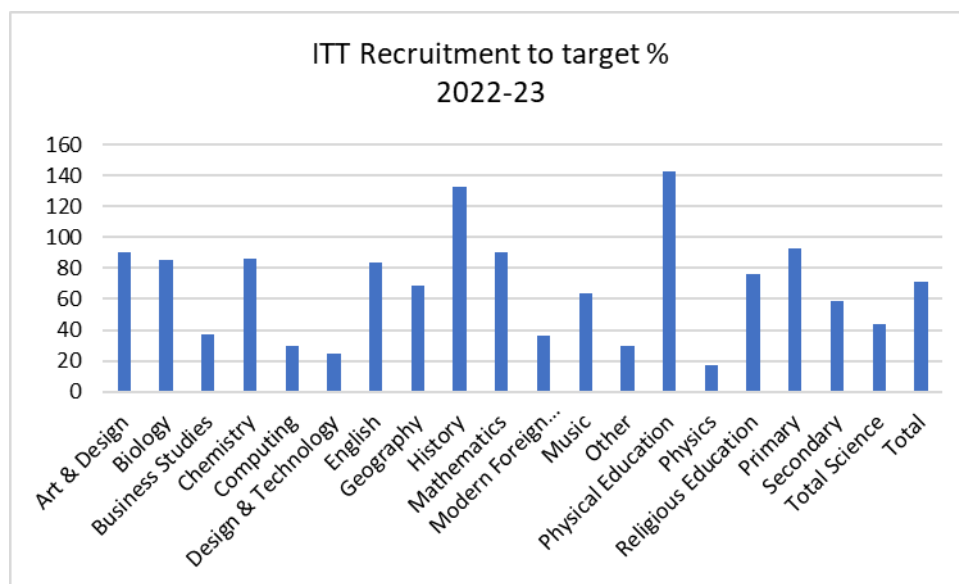
Recruitment

Initial Teacher Training (ITT)

87. The desperate situation in ITT recruitment worsened further still in 2022/23.
88. It is our view that the current initiatives are insufficient and need to be improved. A strategic and coherent approach is needed to ensure that teaching is an attractive career.
89. Something else needs to happen – more of the same will not bring about improvement. We detail a number of measures throughout our submission which we believe will improve the situation.
90. The ITT Census²⁹ for 2022/23 shows just how dire the recruitment crisis really is. Just 71% of the overall target for 2022/23 was met, but this still masks the situation within secondary applications where just 59% of the target was met.
91. This is down from 79% in 2021/22 and way down on the pre-pandemic figures which averaged around 82%.
92. Whilst the situation in primary fared better at 93%, this is the lowest percentage against target recruited in the last eight years. Furthermore, in five out of the last eight years the target has been comfortably exceeded.

²⁹ [ITT Census 2022/23](#)

93. The graph below shows the percentage achieved by each subject using data taken from the ITT Census 2022/23³⁰.



94. Just two subjects achieved 100% of the target, and in fact exceeded their respective targets considerably. History recruited 133% and Physical Education 143%.
95. Physics continues to plummet, recruiting just 17% against target, down from 22% in 2021/22. This poor performance is closely followed by Design and Technology at just 25%, a slight improvement from 22% in 2021/22, but still dire.
96. Modern Foreign Languages has fallen dramatically, with just 36% against target, down from 71% in 2021/22 and 72% in 2020/21. This is no doubt impacted by the huge reductions year on year in entrants from overseas (see next section).
97. We highlighted concerns last year³¹ around the Department's decision to reduce or remove some bursaries due to the spike in applications during the pandemic.
98. The table below shows the postgraduate bursary amounts from 2018/19 to 2023/24 along with the recruitment to target for each year that data is available.

Secondary PG	2018/19		2019/20		2020/21		2021/22		2022/23		2023/24	
	Bursary	% ITT target met	Bursary	% ITT target met	Bursary	% ITT target met	Bursary	% ITT target met	Bursary	% ITT target met	Bursary	Difference Jan 22 - Jan 23
Physics	£ 26,000	47%	£ 26,000	43%	£ 26,000	45%	£ 24,000	22%	£ 24,000	17%	£ 27,000	11%
D&T	£ 12,000	26%	£ 12,000	41%	£ 15,000	75%	£ -	23%	£ 15,000	25%	£ 20,000	43%
Computing	£ 26,000	75%	£ 26,000	79%	£ 26,000	105%	£ 24,000	69%	£ 24,000	30%	£ 27,000	-8%
Languages	£ 26,000	88%	£ 26,000	62%	£ 26,000	72%	£ 10,000	71%	£ 15,000	34%	£ 25,000	88%
Geography	£ 26,000	85%	£ 26,000	119%	£ 15,000	130%	£ -	86%	£ 15,000	69%	£ 25,000	78%
English	£ 15,000	111%	£ 15,000	110%	£ 12,000	127%	£ -	118%	£ -	84%	£ 15,000	25%
Biology	£ 26,000	153%	£ 26,000	166%	£ 26,000	189%	£ 7,000	117%	£ 10,000	85%	£ 20,000	41%
Chemistry	£ 26,000	80%	£ 26,000	70%	£ 26,000	80%	£ 24,000	105%	£ 24,000	86%	£ 27,000	30%
Maths	£ 20,000	70%	£ 20,000	64%	£ 26,000	84%	£ 24,000	95%	£ 24,000	90%	£ 27,000	33%
Classics	£ 26,000	(Incl in MFL)	£ 26,000	(Incl in MFL)	£ 26,000	256%	£ 10,000	143%	£ -	193%	£ -	-6%
Secondary Overall		83%		85%		103%		82%		59%		18%

³⁰ Ibid

³¹ ASCL evidence to STRB 32nd remit

99. For 2023/24 the data is the percentage difference in placed applications at January 2023³² and at January 2022³³.
100. The data so far this year does look slightly better than at this point last year. However, it remains to be seen how this progresses through the year, how many of those placed applicants enrol and of course, how many of those that go no to qualify will be retained in the profession.
101. We have highlighted some areas where changes were made (or not) that do not appear to be in line with the recruitment against target in those subjects, either reduced when targets were far from being met, or not adjusted where targets were consistently well exceeded.
102. It does beg the question as to why the bursaries for Physics were reduced in 2021/22 and 2022/23, in a subject which was already struggling to recruit 50% of its target in 2018/19 and saw numbers falling further still for the following two years.³⁴
103. A coherent and strategic approach to bursaries must be taken. This needs to be over the medium to long term and not the piecemeal changes that we have seen in recent years, as evidenced in the table above.
104. An article³⁵ by Adzuna places Physics at number four in its blog '*The top 10 most valuable degrees*'. It goes on to say that '*graduates with physics degrees tend to become software developers, analysts, and research associates.*' It's hardly surprising that teaching is not mentioned.
105. It's also important to refer back to paragraph 73 to be reminded that this is the first cohort of trainees that would benefit from the £30,000 if implemented by September 2023.
106. The pass rate for QTS had remained stable at 91% between 2017 and 2020, for 2020/21 it fell to 87%. The proportion who went on to teach in a state funded school fell again, from 78% in 2018/19 to 73% in 2020/21.³⁶
107. This is a significant fall which further compounds the recruitment issues, as not only have these not gone on to teach in a state funded school, their training, and any bursaries, have been paid for from education funds.

Entrants from overseas

108. Recruitment of overseas trained teachers remains disappointing. Although some bursaries and scholarships have been opened up, there needs to be a longer term review and a strategic approach in order for the profession to benefit from

³² [Initial teacher training applications for courses starting in the 2023 to 2024 academic year \(January\)](#)

³³ [Monthly statistics on initial teacher training \(ITT\) recruitment: 2022 to 2023 \(January\)](#)

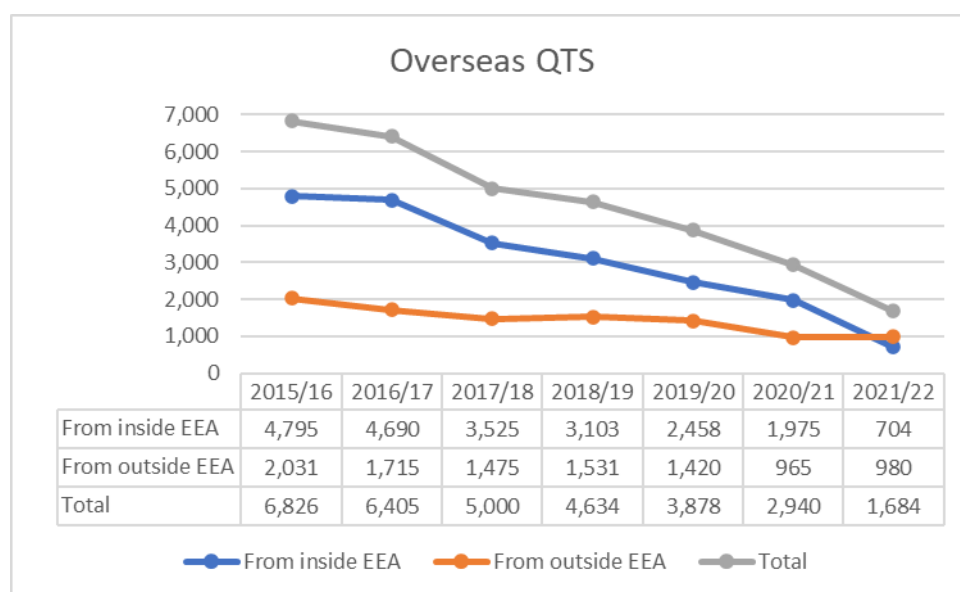
³⁴ [Funding: ITT 2022 to 2023](#)

³⁵ [The top 10 most valuable degrees](#)

³⁶ [ITT Performance Profiles 2020/21](#)

overseas trained teachers. This is a piece of work that needs to be undertaken urgently.

109. There is no active encouragement for these teachers to come to teach in England, we need to look at how we can encourage good quality graduates to help with the recruitment gaps we are unable to fill.
110. The number of entrants from overseas continues to decline year on year. In 2021/21 there were 1,684 entrants overall compared with 6,826 in 2015/16³⁷. This is a drop of 75%.
111. The decline has previously been from both inside and outside the EEA, but for 2021/22 it is only from entrants from within the EEA³⁸.
112. In 2021/22 there were just 704 entrants from within the EEA, compared with 4,795 in 2015/16. This is a drop of 85%.
113. From outside the EEA, there were 980 entrants in 2021/22, compared with 2,031 in 2015/16. This is a drop of 52%. However, there has been a slight increase from 965 in 2020/21, the majority of these have been from New Zealand, with a small increase from Australia.
114. The table below demonstrates the numbers involved and shows the level of decline.



115. Again, a huge proportion of the drop in applications from inside the EEA was from Spain, with just 269 in 2021/22 compared to 776 in 2020/21.
116. For 2022/23 only 726 language trainees were recruited out of a targeted 2,140³⁹.

³⁷ [TRA Annual Report and Accounts 2021-22](#)

³⁸ [Ibid](#)

³⁹ [Ibid](#)

117. The plummeting applications for Modern Foreign Languages, coupled with the rapidly decreasing applications from within the EEA, clearly show that there is a serious problem in this subject area.
118. In June 2022 the Department announced a new approach⁴⁰ to recognising teachers from overseas which included allowing teachers from nine new countries to apply for QTS.
119. It is disappointing to see the Department's forecast⁴¹ that this will provide just 619 additional overseas teachers. Whilst this would represent an increase of 37% on the numbers for 2021/22, it does not even bring the total number back to the previous year. And it only represents 12% of the number lost since 2015/16, almost certainly because of the UK leaving the EU.
120. Furthermore, the Department states that there is significant uncertainty in these forecasts, and that QTS may indeed continue to fall in line with the ongoing trend: *'We use the most recent data (from the 2021/22 financial year) from the TRA as a baseline of QTS awards. As can be seen in the published data, QTS awards have fallen over the last 3 years. Given this trend, we may see QTS awards (especially to those from the EEA) continue to fall.'*
121. The report also acknowledges that although the new eligibility criteria are designed to ensure a fairer approach to awarding QTS, it *'may make it more difficult for some from already eligible countries to apply and be awarded QTS in England.'*⁴²
122. So, there is potential for the rapid downward trend in entrants to continue.

Quality of candidates entering the profession

123. After slowly increasing since 2015/16, the percentage of graduates entering the profession with a first-class degree fell from 26% in 2021/22 to 24% in 2022/23.⁴³
124. This also meant that the percentage of candidates with a first-class or 2:1 in their first degree fell, from 78% in 2021/22 to 75% in 2022/23⁴⁴.
125. The proportions for other classes of degree remained broadly the same as before.⁴⁵
126. The proportions entering the profession with a first-class degree are not reflective of the proportion of graduates who gained a first-class degree nationally. Just 24% entering the teaching profession compared with 38%⁴⁶ of graduates gaining a first-class degree in England in 2021.

⁴⁰ [A fairer approach to awarding QTS to overseas teachers, DfE](#)

⁴¹ [Projected number of overseas teachers awarded QTS in England, DfE](#)

⁴² [Ibid \(page 6\)](#)

⁴³ [ITT Census 2022/23](#)

⁴⁴ [Ibid](#)

⁴⁵ [Ibid](#)

⁴⁶ [Analysis of degree classifications over time, OfS](#)

127. The proportion of graduates gaining a first-class or 2:1 in England was 82%, which was also higher than the proportions entering the profession at 75%.
128. This would suggest that teaching is not as an appealing career to those gaining a first-class degree as it is to those gaining a 2:1.
129. Last year we said that it remained to be seen if the increases in applications would continue, or at least remain stable once we saw the inevitable drop off in applications as the economic uncertainty caused by the pandemic eases. Clearly neither is the case.

Vacancy rates

130. The number of overall vacancies increased from 1,098 in 2020/21 to 1,564 in 2021/22. The rate of vacancies had fallen from 0.2 to 0.3 in 2020/21, but in 2021/22 it increased to 0.3 again.
131. Classroom teacher vacancy rates increased from 940 in 2020/21 to 1,368 in 2021/22⁴⁷ and are now three times the rate of 2010/11.
132. The vacancy rate for all leadership roles had been 0.2 since 2014/15 but rose to 0.3 in 2021/22. The number of vacancies was the highest since data recorded in the SWC in 2010/11.
133. The headteacher vacancy rate remains at 0.2 following the increase in 2020/21. However, the number of vacancies increased by 34%. This has not affected the vacancy rate due to the increase in the number of teachers overall.
134. As highlighted previously, data is no longer separated by leadership role so we are unable to analyse where any specific issues may exist.
135. However, it is clear that the SWC data masks a number of issues in leadership recruitment.

Leadership recruitment

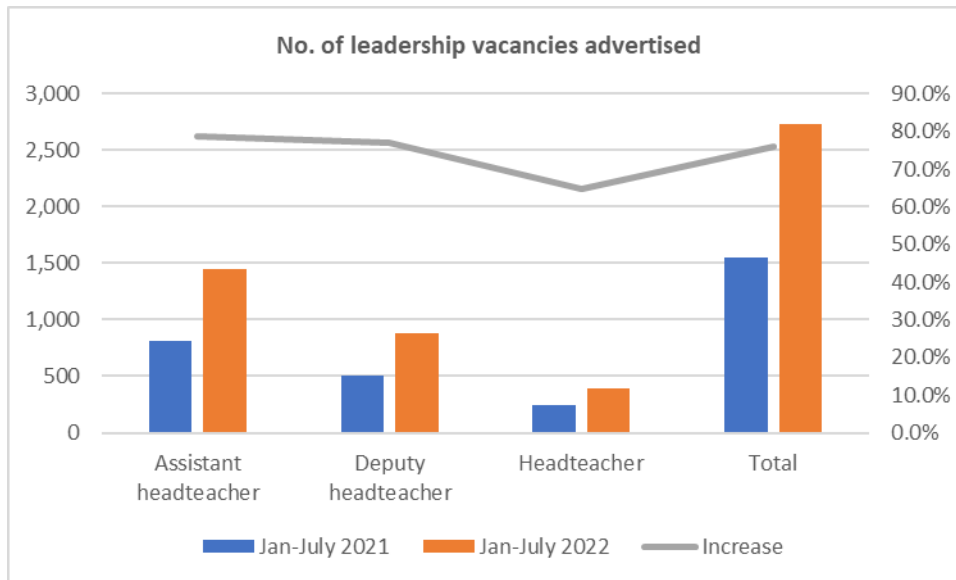
136. Leadership recruitment continues to be challenging. Again, we set out later in our evidence a number of steps which would help to improve this.
137. In a recent report⁴⁸, TeachVac data shows that vacancies for some leadership posts have increased by as much as 85% in the last three years. The data also shows that over the same period, vacancies for secondary deputy headteachers increase by 62%.
138. The number of assistant headteacher vacancies between January and July 2021 was 811, but for the same period in 2022 increased to 1,450.⁴⁹

⁴⁷ [School Workforce Census 2021](#)

⁴⁸ [The Labour Market for Teachers in England, TeachVac](#)

⁴⁹ [Ibid](#)

- 139. Vacancies for deputy headteachers also increased from 500 between January and July 2021, and 885 for the same period in 2022.
- 140. Headteacher vacancies increased from 247 between January and July 2021 to 397 in the same period in 2022.
- 141. The chart below shows the percentage increases across these roles individually and overall.



- 142. This clearly does not reflect the picture painted by the SWC data.
- 143. The impact on vacancies at all levels remains to be seen, when the country fully emerges from the pandemic, and teachers and leaders resume retirement or career change plans which had been put on hold.

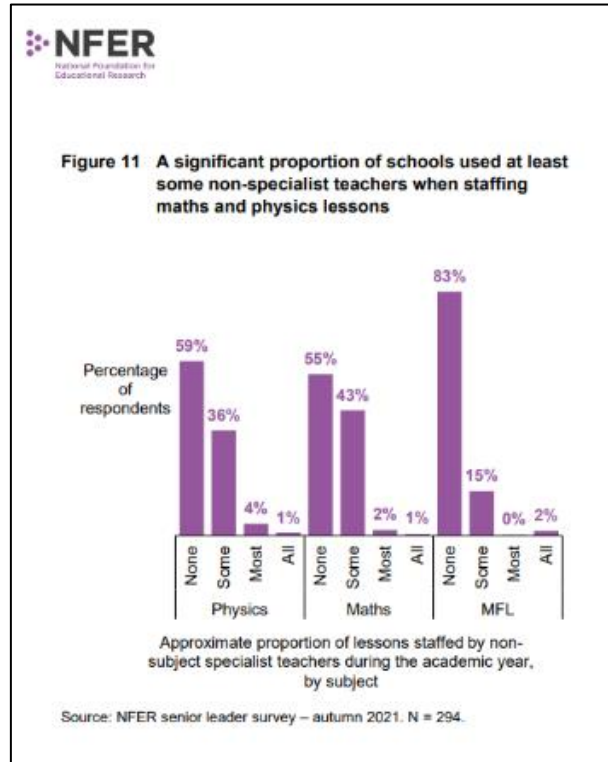
Impact of teacher shortages

- 144. An NFER survey ‘*Teacher supply and shortages: the implications of teacher supply challenges for schools and pupils*’⁵⁰ reported that ‘*Schools that reported finding teacher recruitment the most difficult were also considerably more likely than other schools to have school leaders doing more teaching than usual. This may reduce the school’s leadership capacity and, in turn, limit the schools’ ability to function well operationally and make improvements to teaching.*’
- 145. Budget pressure was a significant recruitment challenge that both primary and secondary schools reported facing.⁵¹
- 146. Lack of suitable candidates was another significant challenge for key shortage subject areas, and this presented more of a challenge than budget pressure.

⁵⁰ [Teacher supply and shortages: the implications of teacher supply challenges for schools and pupils](#)

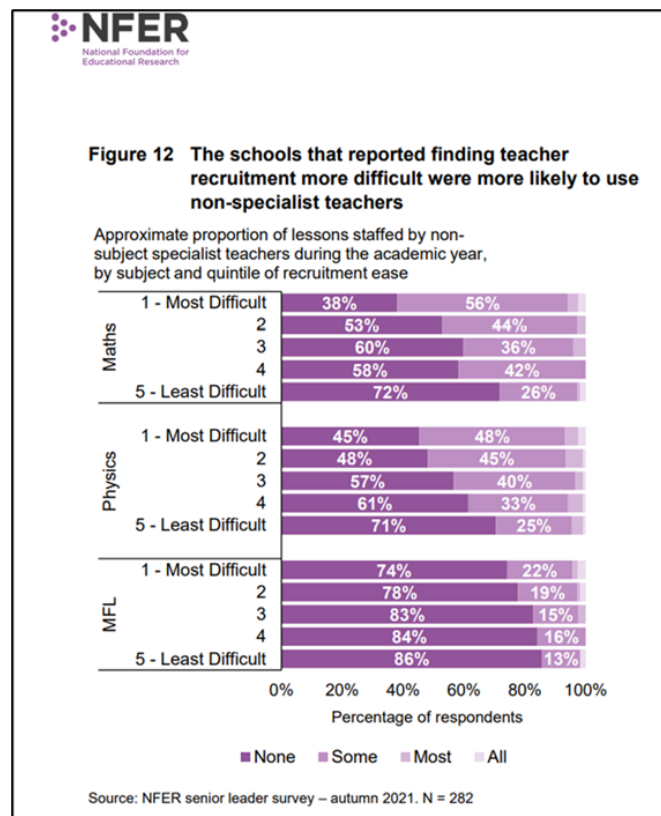
⁵¹ [Ibid](#)

147. One of the ways schools reported that they were mitigating recruitment challenges was by using non-specialist teachers, particularly in Maths, Physics and MFL. ⁵²
148. The table below taken from the survey report shows the proportions of lessons staffed by non-specialists during the previous academic year.



⁵² [Ibid](#)

149. The next table, also taken from the survey report, shows that the schools who were finding recruitment more difficult were more likely to use non-specialist teachers.



150. This highlights the significant recruitment challenges faced by schools. These are caused by budget constraints due to the longstanding underfunding of schools, and by the poor ITT recruitment to target and the reduction of entrants from overseas.
151. But additionally, this is having a huge impact on the workload of school leaders who are not only having to navigate through these difficulties, but, as this report shows, are also more likely to have to pick up a heavier teaching load as a result of the recruitment challenges.

Retention

Classroom teachers

152. We must start this section by raising concerns over the SWC data, specifically in an error in the 2020 data in relation to the retention of teachers after one year. In the 2020 data published in June 2021, the figure for retention between 2018 and 2019 had decreased from 85.4% to 84.5%.⁵³ The figure had actually increased and should have been 88.3% - this is a significant difference and calls into question the reliability of the published data.
153. An update to the data was published in June 2022 stating: ‘A revision has been made to entrants and leavers figures for the 2020/21 year (November 2020 census). Figures had previously shown that the retention rate for teachers who

⁵³ [SWC, 2021 - Teacher retention](#)

had been in the workforce for 1 year or less had decreased between 2018 and 2019 entrants. The correct figures show that this was actually an increase in line with the other length of service groups. This was as a result of a data processing error. For the corrected and most up to date figures, please see the latest publication. For further details, please see the methodology section.'

154. Whilst we were initially supportive of the intent behind the Early Career Framework (ECF), its early implementation has raised some issues and, in any event, it will be a number of years before any impact on retention can be assessed.
155. Anecdotally, our members tell us that the mentoring requirements for teachers to support Early Career Teachers (ECTs) are proving to be a significant barrier to recruitment.
156. As detailed earlier in our evidence on ITT, the spike in applications as a result of the pandemic has already dropped off, but more worryingly applications have fallen even further, with the lowest on record in secondary.
157. This is not a good advert for the effectiveness of the DfE's Recruitment and Retention Strategy.⁵⁴
158. The retention rate after one year fell in 2021, from 88.3% in 2020 (corrected figure) to 87.5%, meaning that one in eight teachers leave the profession after just one year.⁵⁵
159. The retention rate for two years after qualifying increased in 2021 from 80.9% in 2020 to 82.7%, still meaning that almost one in five teachers leave after two years.⁵⁶
160. There were slight increases in the retention rate for those three to six years after qualifying, but the increases for seven years onwards the retention rate fell slightly.
161. The rate of drop off from one year to five years remains staggering. From 87.5% retention after one year to just 68.8% after five, meaning that almost one in three teachers leaves after just five years in the profession.
162. The retention rate after ten years remains broadly the same at just 59.7% – meaning that only three out of every five teachers were retained by this point.⁵⁷
163. We continue to call on the government and the Department to take urgent action to address the retention of teachers instead of purely focussing on recruitment.
164. It is critical that this happens to ensure that there are not only sufficient classroom teachers for the projected increased numbers of pupils in secondary schools, but

⁵⁴ [Recruitment and Retention Strategy, DfE](#)

⁵⁵ [Ibid](#)

⁵⁶ [Ibid](#)

⁵⁷ [Ibid](#)

also to stabilise and secure the supply pipe for teachers to progress to middle and senior leadership roles.

165. Again, we refer back to the Department's Recruitment and Retention Strategy which said: '*We will create a major shift in the incentives for new teachers by introducing phased bursaries – with staggered retention payments to encourage good people to remain in the profession, as well as to join.*'
166. The slight increases we have seen in the retention rates in some categories are simply insufficient.
167. There needs to be a focus on teachers who go on maternity leave and how the retention of these can be improved, and also on those aged over 50, particularly given that we have the youngest teaching population in the Organisation for Economic Co-operation and Development (OECD) countries⁵⁸. It is disappointing that the Teachers Working Longer steering group has not met since January 2020.

School Leaders

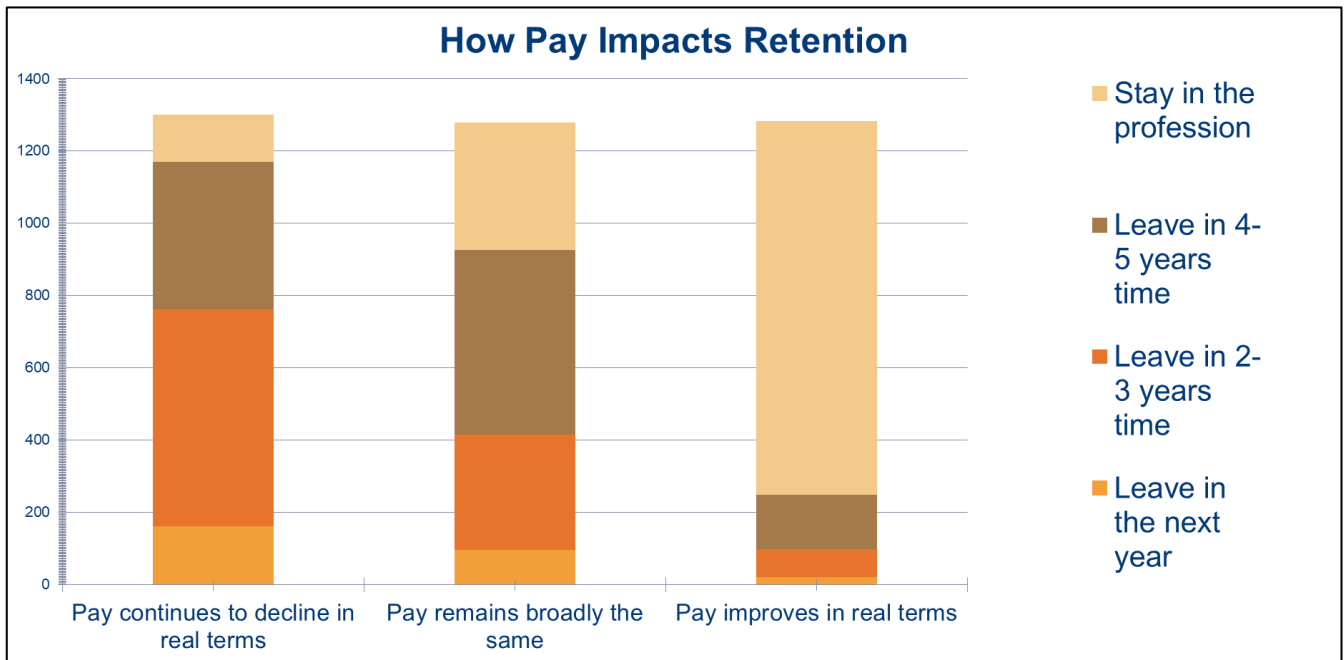
168. ASCL has been making the case in relation to the recruitment and retention of school leaders for a significant period of time now.
169. Whilst we acknowledge that the recruitment and retention of early career teachers was (and continues to be) disastrous, this does not mean that all is rosy with school leaders. In fact, far from it.
170. A variety of evidence, including our own member surveys, show that more leaders are considering leaving the profession, either for early retirement or for a role outside education.
171. It is widely known that many teachers and leaders put on hold their plans to leave or retire during the pandemic, and it is acknowledged that this has contributed to slight increases in retention⁵⁹.
172. However, these improvements will most likely be lost, and the situation could indeed worsen when these teachers and leaders do leave.⁶⁰
173. There are many factors affecting school leaders' decisions to leave the profession, including workload, exhaustion/fatigue, lack of recognition/respect from the government, accountability measures to name some of the ones cited by our members.
174. But they also cite pay – 59.1% said that their salary has an impact on them remaining in the profession.

⁵⁸ [UK has one of youngest teaching workforces among leading economies](#)

⁵⁹ [School leadership in England 2010 to 2020: characteristics and trends](#)

⁶⁰ [ibid \(page 58\)](#)

175. And when asked what their intentions would be depending on whether their pay continued to decline in real terms, remained broadly the same or improved in real terms, the results were quite staggering, as the graph below demonstrates:



176. As we mentioned earlier in our submission, only 10% (131) of respondents would stay in the profession beyond 5 years if pay continues to decline in real terms. However, if pay *improves* in real terms, this figure increases massively to 80% (1,034).

177. We acknowledge that pay is not the only factor affecting the recruitment or retention of school leaders, but contrary to the Department's view, it is an important one.

178. This clearly demonstrates just how important pay is for the retention of school leaders. In this example alone, an additional 903 school leaders would remain in the profession if their pay improved in real terms – which is not an unreasonable request after over a decade of real terms cuts.

179. It is also important to highlight that the response rate to this survey was around 16%. If we were to extrapolate the results of this question to the number who were surveyed, then the number of leaders retained would be 10,954.

180. Whilst we appreciate that this would be a crude comparison, it nevertheless shows that if this is the case for so many of our members, it is reasonable to assume that it will be the case for many other school leaders too.

181. It is also one which the government can resolve if it chooses to, but as we have seen to date, it chooses not to.

182. The STRB's recommendation in its 28th Report was '*For September 2018, we recommend that all pay and allowance ranges for teachers and school leaders are uplifted by 3.5%.*'

183. The Secretary of State (at the time) responded to that recommendation as follows:

'I am proposing to implement the following pay award:

- *3.5% to the minimum and maximum of the unqualified pay range and main pay range.*
- *2% to the minimum and maximum of the upper pay range, leading practitioner pay range and all allowances.*
- *1.5% to the minimum and maximum of the leadership pay ranges.'*

184. So when the government claims that it follows the independent pay review body processes, this is not entirely true.

185. It chose to ignore those recommendations and in doing so caused further damage to the pay of experienced teachers and leaders, which has no doubt played a part in the industrial unrest across the sector.

186. The Department cannot continue to overlook or play down the importance of pay to experienced teachers and school leaders. This has been made abundantly clear by the strength of feeling shown by members of all teaching unions in relation to the latest pay award which comes on the back on real terms cuts since 2010.

187. A report recently published by the NFER states: *'High teacher workload and a lack of pay competitiveness are each likely to be contributing to teacher leaving rates remaining high. A reduced pace and volume of policy change since 2016 may have contributed to a slight improvement in the retention rate.'*⁶¹

188. The two tables below are taken from the DfE report *'School leadership in England 2010 to 2020: characteristics and trends'*⁶².

Primary teacher flows and stock numbers, 2019 to 2020					
Role in 2020					
Role in 2019	Classroom Teacher	Middle Leader	Senior Leader	Head	System Leaver
System Entrant	19,040	760	370	250	N/A
Classroom Teacher	121,130	6,150	1,030	90	13,020
Middle Leader	4,130	29,630	1,410	90	1,910
Senior Leader	520	330	20,820	1,270	1,110
Head	100	40	220	15,140	1,290

⁶¹ [Short Supply: Addressing the Post-Pandemic Teacher Supply Challenge in England](#)

⁶² [School leadership in England 2010 to 2020, DfE](#)

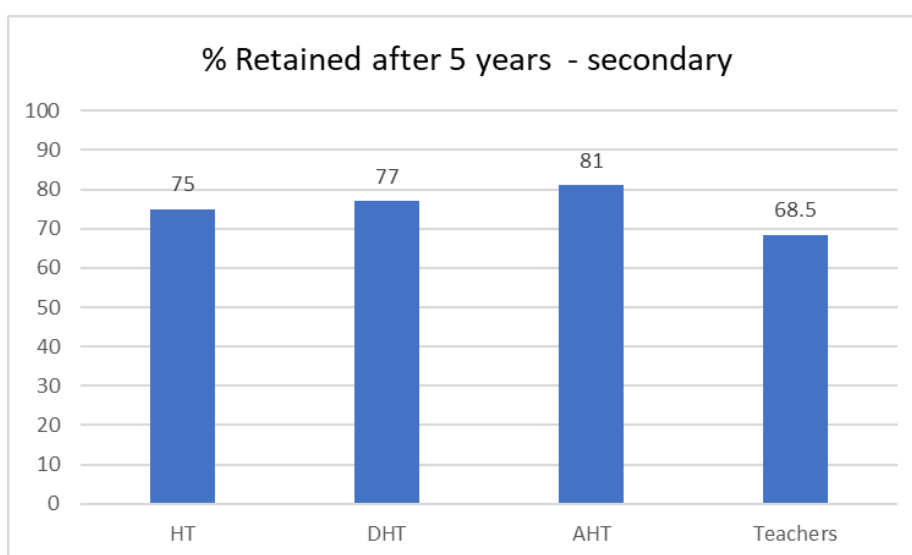
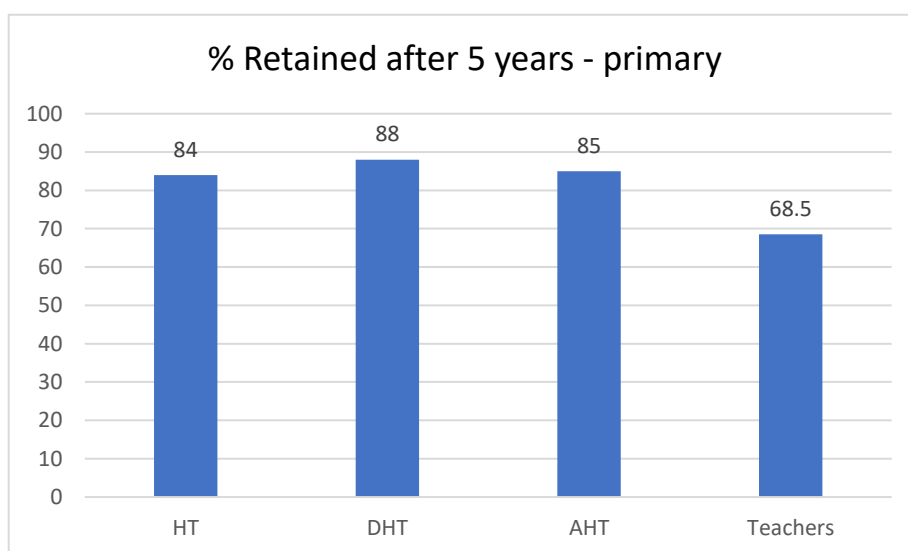
189. The first table shows the movement/flow of primary teachers between 2019 and 2020. We have highlighted in orange where the flow is downwards, where middle and senior leaders have moved into less senior roles including classroom teachers.
190. The number of middle leaders (4,130) moving back into classroom teacher roles is more than double the number that leave the system (1,910).
191. The number of senior leaders (850) who moved to middle leadership or classroom teacher roles is equivalent to 76.5% of the number who leave the system (1,110).
192. The number of headteachers (360) who move into less senior roles is the equivalent to 28% of those who leave the system (1,290), with 100 of those moving into classroom teacher roles.

Secondary teacher flows and stock numbers, 2019 to 2020					
Role in 2020					
Role in 2019	Classroom Teacher	Middle Leader	Senior Leader	Head	System Leaver
System Entrant	20,010	2,160	480	110	N/A
Classroom Teacher	79,250	9,500	550	10	11,370
Middle Leader	5,820	68,080	1,710	10	4,040
Senior Leader	420	490	16,750	360	1,110
Head	30	20	90	3,240	380

193. The second table shows the movement/flow of secondary teachers between 2019 and 2020. Again, we have highlighted in orange where the flow is downwards, where middle and senior leaders have moved into less senior roles including classroom teachers.
194. The number of middle leaders (5,820) moving back into classroom teacher roles is 44% higher than the number that leave the system (4,040).
195. The number of senior leaders (910) who moved to middle leadership or classroom teacher roles is equivalent to 82% of the number who leave the system (1,110).
196. The number of headteachers who moved into less senior roles (140) is the equivalent to 37% of those who left the system (380), with 30 of those moving into classroom teacher roles.⁶³

⁶³ [Ibid](#)

197. This shows that not only are classroom teachers and experienced teachers reluctant or disincentivised to move into middle or senior leadership roles, a good proportion of those already in those roles do not want to stay in them.
198. The report (and addendum) also includes retention rates for senior leaders aged under 50. The retention rate for new headteachers under 50 in primary schools after five years was 84%. The retention rate for new headteachers in secondary schools after five years was just 75% in 2020.
199. The retention rates for new deputy headteachers in primary schools after five years was 88%, and in secondary schools was 77%⁶⁴.
200. To put these figures into context, the retention rate for early career teachers over the same period was 68.5%.⁶⁵
201. The two charts below demonstrate the retention rates for primary and secondary leaders versus classroom teachers overall.



⁶⁴ [Ibid](#)

⁶⁵ <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

202. Although these figures are not quite at the disastrous levels of early career teachers, they are most certainly a cause for serious concern.
203. The DfE projections in its 2020 evidence to the STRB⁶⁶, were that once fully implemented, the pay reforms it recommended would retain 1,000 additional teachers each year.
204. To put this into perspective, this would not even cover the reduction in entrants from within the EEA in 2021/22 alone, where there were 1,271 fewer than in 2020/21, and that's without looking at ITT, reduction in working pattern etc.
205. Recruitment is now significantly worse than when the Department suggested these reform plans and has worsened in spite of them.
206. This shows that the government's plan to only raise salaries for early career teachers is not addressing recruitment and will not address retention.
207. A view supported in an NFER report which said [of awarding higher increases to starting salaries]: *'However, doing this flattens the pay scale and has other consequences. First, lower pay differentials may reduce the incentives for teachers to progress, for example into leadership positions. Second, fewer experienced teachers are likely to be retained relative to spending the same total amount on a uniform pay award. This in turn has implications for teaching quality, as experienced teachers tend to be more effective than inexperienced teachers (Podolsky et al., 2019), and for support and mentoring capacity.'*⁶⁷
208. The government seems to continually ignore the fact that teacher and school leader pay has been significantly damaged by its decisions to restrain and freeze pay over the last 10-12 years.
209. It appears to be unable to acknowledge this, let alone do anything to rectify it.
210. This is something which does not compare favourably with other countries, who did not allow this to happen in the first place. This excerpt from an EPI blog in July 2022 sums up the situation perfectly: *'In comparison to other OECD nations, that leaves England near the bottom of the table for pay growth over the 2010s (chart below). In some countries, teacher's real pay rose by over 30% during that decade but, in England, it fell. It is likely that the fall in real pay has contributed to the recruitment and retention problems the profession has experienced, which lends some weight to the unions' contention that a greater pay increase is needed.'*⁶⁸
211. It is clear that a significant increase to all pay ranges and allowances is needed, in order to ensure that teaching is seen as desirable career, to both graduates and career changers, and to repair the damage to pay due to over a decade of real terms pay cuts.

⁶⁶ [Government evidence to the STRB: the 2020 pay award \(page 48\)](#)

⁶⁷ [Addressing the Post-Pandemic Teacher Supply Challenge](#)

⁶⁸ [Teachers' pay in context, EPI, July 2022](#)

School Business Leaders

212. ASCL believes that School Business Leaders are a crucial and integral part of school leadership, and as such should be recognised and remunerated accordingly. We believe that business or executive leaders who undertake whole school, college or trust responsibilities should be paid with parity to other leadership colleagues holding the same level of responsibility, regardless of any particular route into education leadership.
213. There is no national pay framework that specifically recognises business leadership roles, and as a result there is a disparity in the level of pay and recognition in these roles.
214. The situation is exacerbated by the fact that job profiles used by some local authorities were carried out many years ago, and do not always reflect how the responsibilities and accountabilities of these roles and the profession have evolved in that time. Local authorities operate their own job evaluation and grading framework, generally within the National Joint Council (NJC) pay scales, and this varies greatly between authorities. This has resulted in a fragmented position where some schools are denied access to higher pay scales which are warranted by these roles, and others are not.
215. This also links to point we make later in our submission in the Gender Pay Gap section, in that it also creates issues around equality. The School Business Leader workforce is predominantly female, as is the teaching profession. However, just as in teaching, higher paid Business Leaders are predominantly male. This means that it is highly likely that in a senior leadership team which is made up of a mix of males and females, the female leaders are highly likely to be lower paid than the male leaders, and Business Leaders are likely to be the lowest paid member of leadership, regardless of the level of responsibility and accountability they hold. This is something that simply must be addressed.
216. This situation is clearly unfair and is no doubt contributing to impending crisis in the recruitment and retention of School Business Leaders and those working in related senior education roles, as highlighted in our member survey in 2021.
217. School Business Leaders have a wealth of transferrable skills, which can allow them to easily move into higher paid roles in other sectors. These also offer more flexible working opportunities making it much less appealing to remain in the education sector.
218. If nothing is done, as well as losing the knowledge and expertise that is in the system, this will also in turn drive up the workload of other school leaders trying to fill the gaps.
219. ASCL Position: *'Business or executive leaders who undertake whole school, college or trust responsibilities are an integral part of the leadership team. ASCL believes that this should be reflected in their status and remuneration. Where*

*this is not the case, there should be a review of the business leader's pay to ensure their crucial role is appropriately recognised and remunerated.*⁶⁹

220. We have previously called on the STRB to include School Business Leaders in their recommendations in order for them to be recognised and acknowledged in the same way as other senior leaders. It is now more vital than ever that this is acted upon.
221. The Document must remain relevant to the whole sector and that must include all school leadership roles.

Workload and wellbeing

222. The 2022 Teacher Wellbeing Index (TWIX) showed that '*record number of UK teachers and education support staff have considered leaving the sector in the past academic year due to pressures on their mental health and wellbeing.*'⁷⁰
223. Over half (55%) have actively sought to change or leave their current jobs (58% senior leaders, 53% teachers).
224. Workload was cited as the main reason for thinking about leaving for 68% (83% senior leaders, 66% teachers).
225. In most categories, if not all, responses from senior leaders were highest.
226. Stress levels for all increased in 2022, with senior leaders remaining the highest, with 84% reporting being stressed by their job role.
227. Again, the signs of acute stress were highest amongst senior leaders.
228. Amongst the reasons for considering leaving the profession, in addition to workload (as detailed above), over 60% cited seeking a better work-life balance and not feeling valued, 48% cited lack of resources (staff and general) and 40% were seeking higher pay.
229. The proportions seeking higher pay have increased significantly since the previous year, with senior leaders more than doubling at 36% compared with 16% in 2021, and 41% of teachers compared with 24% in 2021, again making the case for urgent action being needed on pay.
230. The 2022 Teacher Wellbeing Index score for England was 44.01, much lower than the National Adult Population score of 52.4 for the same period. Although this has increased very slightly from 43.9 in 2022, it remains lower than it was in 2020 or 2019.⁷¹

⁶⁹ [ASCL Policy Position – Business Leader Pay and Recognition](#)

⁷⁰ [Teacher Wellbeing Index 2022, Education Support](#)

⁷¹ [Teacher Wellbeing Index 2021, Education Support](#)

231. The report states that those *'with scores of between 41 and 45 should be considered at high risk of psychological distress and increased risk of depression'*.⁷²
232. These issues are also reflected in our member survey results, where factors (other than pay) prompting members to consider leaving the profession included exhaustion/fatigue (67.5%), unsustainable workload/working hours (66.5%), stress (53.3%) and wellbeing (51.6%).

Flexible Working

233. Flexible working is a tool which can be used to improve the wellbeing and work-life balance of all staff.
234. Whilst it is not without its challenges for some roles in education, it is not utilised as widely as it could or should be.
235. We were pleased to see it highlighted as an area of priority in the STRB's 32nd Report, but again, it is something that the Secretary of State chose not to include in this year's remit.
236. Flexible Working was included in one of the four priorities in the Department's Recruitment and Retention Strategy⁷³ published in January 2019.
237. Additionally, one of the commitments in the DfE Education Staff Wellbeing Charter⁷⁴, launched in 2022 was to *'Champion flexible working and diversity'*.
238. The government's response⁷⁵ to the consultation *'Making Flexible Working the Default'* (another Conservative manifesto commitment) was finally announced in December 2022, a year after the consultation ended. Once the changes in legislation are passed, they should bring about significant change.
239. It is therefore somewhat puzzling as to why the Secretary of State chose to omit this recommendation when issuing the STRB's remit.
240. The coronavirus pandemic brought about a global, seismic shift in Flexible Working practices.
241. Almost all professions and sectors had to adapt rapidly to different working practices, including a significant increase in remote working – including schools.
242. Amongst the key findings in the CIPD report *'An update on flexible and hybrid working practices'*⁷⁶ were the following:
- *'Over half of organisations (56%) believe that it is important to provide flexible working as an option when advertising jobs. They see this as a key way of attracting staff and addressing skill or labour shortages.'*

⁷² [Ibid, \(pg 28\)](#)

⁷³ [Ibid](#)

⁷⁴ [Education Staff Wellbeing Charter, DfE](#)

⁷⁵ [Government response to consultation on Making Flexible Working the Default](#)

⁷⁶ [An update on flexible and hybrid working practices, CIPD, April 2022](#)

- *More than two-fifths of organisations (42%) say they will be more likely to grant requests for flexible working, besides working from home, compared with before the pandemic (March 2020).*
- *Lack of flexibility prompting job and career changes for some:*
 - *4% of employees say they have left a job in the last year specifically due to a lack of flexible working and 9% have changed their careers/profession due to a lack of flexible working options within the sector.'*

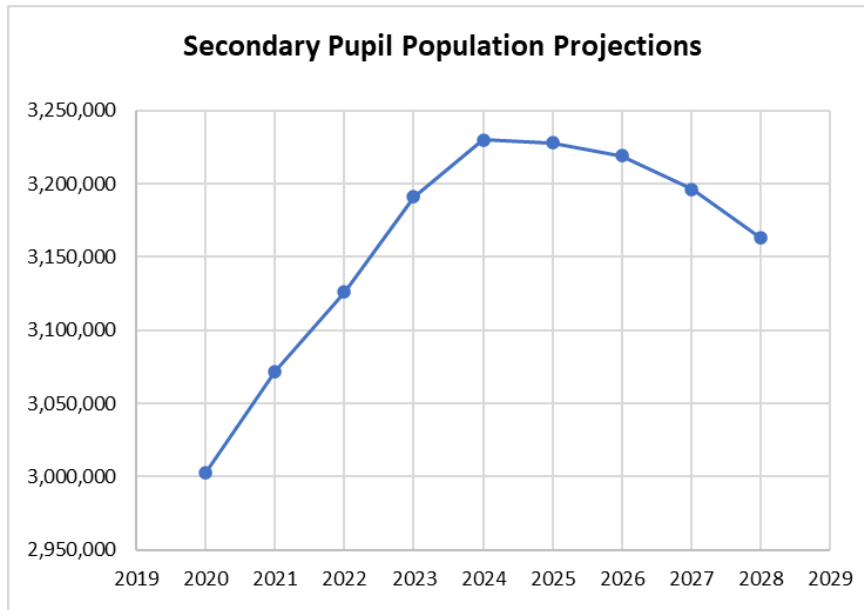
243. The report also highlights the key benefits of shifting to increased homeworking or hybrid working, saying that *'respondents point to: improved work–life balance (69%), improved employee satisfaction (48%), improved business flexibility and improved employee wellbeing (41%).'*
244. With work-life balance being such an important issue for the sector, more importance really needs to be placed on these benefits.
245. Schools have seen first-hand how they can incorporate so many more Flexible Working practices than would have been thought possible prior to the onset of the pandemic.
246. Special leave arrangements give schools options to accommodate many more informal flexible working arrangements on an ad-hoc or short-term basis, and this is something we would like to see the Department promoting and supporting, with a view to some provision being included within the Document.
247. As the report above shows, employees will change jobs or professions due to a lack of flexible working options, something which was already an issue in schools even before the pandemic.
248. Furthermore, with increases in flexible working opportunities, and better pay, the graduate marketplace is already becoming much more competitive and teaching is clearly a less appealing choice.
249. Urgent action on this is needed to by the government to help resolve the recruitment and retention crisis.

Pupil Population

250. The latest National Pupil Projections⁷⁷ show that the pattern of change for secondary pupils remains broadly similar. Numbers are projected to peak at 3,230,000 in 2024 before decreasing to approximately 3,163,000 in 2028.
251. This means that there will be approximately 216,000 more pupils in secondary schools in 2024 than there were in 2020, and 304,743 more than in 2010/11.
252. Even after the gradual fall in numbers by 2028, there will still be an additional 160,000 secondary pupils than in 2020.

⁷⁷ [National Pupil Projections 2022](#)

253. The chart below shows the projected increases based on the actual secondary pupil population in 2020.



254. The 2021 School Workforce Census⁷⁸ (SWC) data shows that there was an increase in the number of full-time equivalent (FTE) secondary teachers from 209,842 in 2020/21 to 213,567 in 2021/22. This will include the increases in ITT applications as a result of the economic uncertainty created by the pandemic, which have already started to plummet.
255. However, despite this increase when looking at historical SWC data⁷⁹ shows that the overall trend since 2010/11 is downwards (see chart above). In 2021/22 there were 5,170 fewer FTE secondary teachers than in 2010/11⁸⁰.
256. This is in stark contrast to the changes in pupil population which has increased significantly and is projected to continue to do so.
257. Latest ITT recruitment⁸¹ and retention data⁸² would suggest that the numbers of secondary teachers will continue to fall. This will mean the inevitable increase in class sizes and Pupil Teacher Ratio (PTR), in turn increasing further the workload for those already employed in schools and creating a vicious circle in relation to the retention of those teachers.

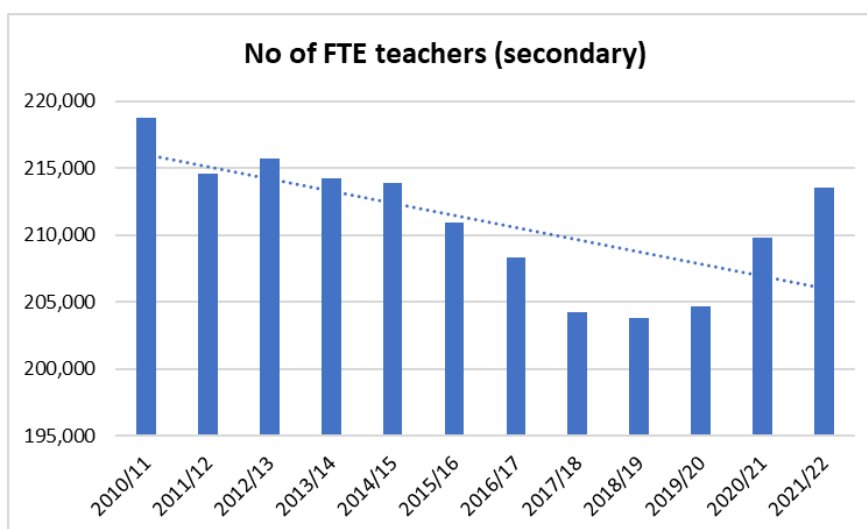
⁷⁸ [School workforce in England 2021](#)

⁷⁹ [Ibid](#)

⁸⁰ [Ibid](#)

⁸¹ [ITT Census 2022](#)

⁸² [Ibid](#)



258. As a result of pupil increases in secondary schools without the corresponding increase in teachers, the pupil teacher ratio (PTR) has increased from 14.8 in 2010/11 to 16.7 in 2021/22⁸³. These proportions must not be allowed to increase further.

School finances and cost pressures

Affordability

259. Notwithstanding our firm position that affordability should not be a consideration for the Review Body for the reasons cited earlier in our submission, we have provided our views on the school funding and cost pressures and carried out modelling on a number of scenarios.
260. According to the government's own figures⁸⁴ LA maintained schools spent, on average, 47% of total expenditure on teachers in 2021/22. This is slightly less than in the previous year. Government statistics also indicate an increase in the number of schools in deficit and the average revenue balance of those recording a deficit.
261. The latest expenditure information available is for the financial year ending March 2022, so before the surge in general inflation and, in particular, energy prices.
262. However, we do know that these types of cost pressure are not felt equally, often determined by individual contract terms. A significant portion of non-staff costs are attributable to energy and catering.
263. The Energy Bill Relief Scheme (EBRS) comes to an end in March 2023 and it is reasonable to expect that these pressures will continue to weigh heavily on school budgets. We acknowledge that the Energy Bill Discount Scheme (EBDS) includes schools in scope. However early indications are that the threshold unit prices included in the scheme will severely limit access to it.

⁸³ [Ibid](#)

⁸⁴ [LA and school expenditure, 2021/22](#)

Funding for 2023/24

264. The core schools budget is increasing by £3.5 billion compared to 2022/23. This includes £1.5 billion previously settled as part of the October 2021 Spending Review (SR21), and £2 billion from the Autumn Statement 2022.
265. For clarity it is important to remember that the core schools budget includes funding for high needs, the pupil premium and central school services, as well as revenue funding for mainstream via the national funding formula (NFF).
266. In its Annual Report on Education Spending⁸⁵ the IFS estimates that total school spending per pupil will grow by around 7% between 2022 and 2024.
267. We are mindful that this calculation includes local authority spending, sixth form funding, funding for increases pension and national insurance contributions as well as direct allocations to schools. We are concerned only with direct allocations to schools.
268. The DfE School Costs Technical Note (SCTN) 2023⁸⁶ indicates that funding will increase by 6.7%. We think that the average expected increase to delegated budgets will be closer to 5.6%. We think this because in the DfE DSG allocations⁸⁷ document the per-pupil increase is calculated at 5.6%. The increase in total schools block spending is slightly higher (6.3%) but includes funding for growth. We are concerned only with direct allocations to schools.
269. We know that all schools will not receive the national average uplift. There are structural reasons for this which are related to insufficiency of funding, namely the continuing requirement for movement of funds from schools block to meet increasing demands on the high needs block. At local level this means that some schools cannot achieve the NFF allocation as intended.

A challenge of the current distribution methodology

270. We have recently become aware of a situation occurring in some LAs which has arisen due to changes in cohort characteristics between 2021/22 and 2022/23.
271. In determining the National Funding Formula 2023-24 units of funding at LA level, the DfE has initially used pupil and school characteristics based on October 2021 school census data.
272. The final dedicated schools grant (DSG) allocations to local authorities are updated using October 2022 census data for pupil numbers, but the underlying pupil characteristics data still reflects the October 2021 census.
273. This is accepted historic practice, however as a consequence of an increase in deprivation characteristics (free school meal eligibility for example) between the 2021 and 2022 census, the outcome (in some cases) is that the confirmed DSG allocation for 2023/24 leaves the LA short of required funding for local distribution to schools.

⁸⁵ [Annual report on education spending in England 2022, IFS](#)

⁸⁶ [DfE School Costs Technical Note 2023](#)

⁸⁷ [DSG allocations](#)

Testing for affordability

A. Mainstream

274. In 2023 funding allocated directly to mainstream schools by the NFF will deliver an average increase of 5.6% per pupil⁸⁸.
275. The DfE SCTN 2023⁸⁹ indicates that known costs are expected to rise by 2.1% in 2023/24. We think that school costs (not teachers) align more closely with CPI than the GDP deflator. SCTN uses a GDP deflator projection of +3.2%. In our testing we have used OBR forecast⁹⁰ (December 2022) for CPI across 2023, indicating +7.4%. The affordability headroom will be significantly less than that assumed using the GDP deflator.
276. Using data from Gov.uk schools financial benchmarking website we have considered affordability in the context of income growth and known cost pressures. We have looked at typical schools in the following age ranges:
- 1) Two form entry mainstream primary
 - 2) 11-16 mainstream secondary
 - 3) 11-18 mainstream secondary with sixth form
277. We have made the following assumptions in our modelling:
- All schools will receive a 5.6% uplift in core revenue funding.
 - School costs are more closely aligned with CPI than the GDP deflator as a measure of inflation. We have used OBR forecast (December 2022) for CPI across 2023.
 - All schools work within a balanced budget in year.

Modelling results

1) Two form entry primary school: number on roll 410

	Base year		% available income	2023/24 adjustments	2023/24 impact £	2023/24 impact on 5.6% uplift
Income	£2,074,000			+5.6%	£116,114	+5.6%
Support staff	£559,980		27%	+CPI 7.4%	£41,439	(+2%)
Everything else	£539,240		26%	+CPI 7.4%	£39,904	(+1.9%)
Teachers	£974,780		47%			
						1.7%

⁸⁸ [Dedicated schools grant \(DSG\) 2023-2024](#)

⁸⁹ [Ibid](#)

⁹⁰ [OBR forecasts](#)

Modelling suggests that expenditure on all except teachers is a net increase in school costs of around 3.9%, which leaves 1.7% of the uplift to cover increases in teacher costs.

2) 11-16 secondary: number on roll 901

	Base year		% available income	2023/24 adjustments	2023/24 impact £	2023/24 impact on 5.6% uplift
Income	£5,492,000			+5.6%	£307552	+5.6%
Support staff	£845108		15.4%	+7.4% CPI	£62538	(+1.13%)
Everything else	£1,482,840		27%	+7.4% CPI	£109730	(+2%)
Teachers	£3,130,440		57%			
						2.47%

Modelling suggests that expenditure on all except teachers is a net increase in school costs of around 3.13%, which leaves 2.47% of the uplift to cover to cover increases in teacher costs.

3) 11-18 secondary school with sixth form: number on roll 1182

	Base year		% available income	2023/24 adjustments	2023/24 impact £	2023/24 impact on 5.6% uplift
Income	£6,964,000			+5.6%	£389,984	+5.6%
Support staff costs	£1,044,600		15%	+7.4% CPI	£77,300	(+1.2%)
Everything else costs	£1,323,160		19%	+7.4% CPI	£97,914	(+1.5%)
Teachers	£4,178,400		60%			
						2.9%

Modelling suggests that expenditure on all but teachers is a net increase in school costs of around 2.7%, which leaves 2.9% of the uplift to cover increase in teacher costs.

B. Special schools and alternative provision

278. In the financial year 2023 to 2024 maintained special schools and pupil referral units, special and alternative provision (AP) academies (including free schools), and maintained and academy hospital schools, will receive a separate allocation amounting to 3.4%⁹¹ of their total place and top-up funding income, similar to the mainstream schools additional grant.

⁹¹ [Annual 2023 to 2024 funding overview](#)

279. Special schools' minimum funding guarantee (MFG) for 2023 to 2024⁹² has been set at 3% compared to 2021 to 2022 funding levels. The additional funding allocations referred to above must be excluded from the MFG calculations, so that special schools receive both the 3% MFG increase over 2 years and the additional 3.4% in 2023 to 2024.
280. There is significantly less transparency in the way that specialist provision funding is allocated. Much is related to historic spend, and whilst place funding is allocated at a national rate of £10,000, top-up funding varies from area to area. Top up funding is also driven by need which makes benchmarking at national level problematic. However, for the purposes of affordability we need to highlight the difference in expenditure patterns that exist between mainstream and specialist provision.
281. Using data from Gov.uk schools financial benchmarking website we have considered affordability in the context of income growth and known cost pressures at special schools. We have used a benchmark set of similar schools using the quick selection function. The default school is an 11-16 community special school.
282. We have made the following assumptions in our modelling:
- All schools will receive a 6.4% uplift in core revenue funding. This is made up of +3% MFG and +3.4% additional funding.
 - School costs are more closely aligned with CPI than the GDP deflator as a measure of inflation. We have used OBR forecast⁹³ (December 2022) for CPI across 2023.
 - All schools work within a balanced budget in year.

Average special school

	Base year	% available income	2023/24 adjustments	2023/24 impact £	2023/24 impact % on total budget
Income	£3,139,043		+6.4%	£200,898	+6.4%
Support staff	£904,512	29%	+CPI 7.4%	£66,934	(+2%)
Everything else	£816,772	26%	+ CPI 7.4%	£60,441	(+0.5%)
Teachers	£1,312,890	42%			
					3.9%

⁹² [Ibid](#)

⁹³ [OBR forecasts in depth](#)

Modelling suggests that expenditure on all but teachers is a net increase in school costs of around 2.5%, which leaves 3.9% of the uplift to cover increase in teacher costs.

283. We have highlighted our concerns about the risks of using national averages to assess the headroom available to support as yet unknown school costs including pay awards.
284. In our modelling we have attempted to demonstrate this concern and how it might manifest itself in different types of school. Moreover, our modelling indicates that the headroom quoted in the DfE SCTN, February 2023 (4.6%) simply will not be available to all schools.

Performance-related pay

285. ASCL has, along with other teaching unions, consistently called for the removal of performance-related pay (PRP) from the Document for several years and have all provided significant and compelling evidence to support this request.
286. The Review Body itself highlighted '*Pay progression, including the appropriate use of performance- or capability-related pay*' a future priority for review in its 32nd report.
287. Yet again, the Secretary of State chose to ignore all the above.
288. We have provided substantial evidence in our submissions over recent years, all of which still stands. So, we do not intend to re-rehearse that evidence in this submission.
289. Rather we will summarise the key reasons that we believe that PRP should be removed from the Document from September 2023:
- There is no evidence that PRP improves student outcomes.
 - There is growing evidence that PRP has a detrimental impact on workload for all involved.
 - There is evidence that PRP has a negative impact on retention.
 - There is growing evidence that PRP contributes to the gender pay gap.
 - There is significant evidence to show that PRP does not (and cannot) work in education in the same way as it does in other professions/business.

The Gender Pay Gap

290. As detailed in the joint report 2021 by ASCL and others '*Closing the Gender Pay Gap in Education: A Leadership Imperative*⁹⁴, there is a significant gender pay gap across education and this is particularly so for school leaders.
291. Using data from the School Workforce Census⁹⁵, it can be seen across the various school types that male head teachers are on average paid more than their female colleagues. The following table shows the mean pay for all school types:

⁹⁴ [Closing the gender pay gap in Education - a leadership imperative](#)

⁹⁵ [School Workforce Census](#)

School type	Headcount	Mean Pay - male	Mean Pay - female	Difference	% of male pay for female	% gap 2021
State-funded nursery and primary	4,695	£70,392	£68,171	£2,221	96.84%	3.16%
LA maintained nursery and primary	2,860	£70,045	£67,962	£2,083	97.03%	2.97%
LA maintained nursery	16	£65,971	£62,979	£2,992	95.46%	4.54%
LA maintained primary	2,844	£70,068	£68,175	£1,893	97.30%	2.70%
Primary academies	1,835	£70,941	£68,504	£2,437	96.57%	3.43%
Primary converter academy	1,340	£71,193	£68,776	£2,416	96.61%	3.39%
Primary sponsor led academy	427	£69,824	£67,479	£2,345	96.64%	3.36%
Primary free school	68	£72,898	£70,452	£2,446	96.64%	3.36%
State-funded secondary	2,267	£97,657	£93,958	£3,698	96.21%	3.79%
LA maintained secondary	468	£98,396	£96,908	£1,488	98.49%	1.51%
Secondary academies	1,799	£97,462	£93,307	£4,155	95.74%	4.26%
Secondary converter academy	1,132	£99,207	£96,547	£2,660	97.32%	2.68%
Secondary sponsor led academy	489	£95,805	£89,836	£5,969	93.77%	6.23%
Secondary free school	142	£91,516	£85,519	£5,997	93.45%	6.55%
Secondary UTC or studio school	36	£87,376	£91,572	-£4,196	104.80%	-4.80%
State-funded special or PRU	567	£81,442	£80,238	£1,204	98.52%	1.48%
LA maintained special or PRU	273	£81,254	£81,504	-£250	100.31%	-0.31%
Special and PRU academies	294	£81,621	£78,568	£3,053	96.26%	3.74%
Centrally employed	11	£66,623	£64,656	£1,967	97.05%	2.95%

292. It should be remembered that these percentages do not reflect the true gender pay gap across education. Analysis by Employer Link on behalf of the LGA⁹⁶ puts the mean gender pay gap at 18.4% and the median gender pay gap at 29.4%.

⁹⁶ <https://www.local.gov.uk/employer-link/useful-resources/analysis-gender-pay-gap-school-sector>

293. This is clearly down in large part to the high proportion of women working in lower paid roles across education but the data in the table above show that women in broadly similar roles are paid less than their male colleagues.
294. The table above also shows that the gender pay gap is wider in schools that have greater flexibility over their pay arrangements. LA maintained schools (both primary and secondary) have a narrower pay gap than academies. Within secondary academies, the gap widens further still with secondary free schools having the widest gender pay gap of all school types.
295. Comparing the 2021 school workforce census data with that of 2020⁹⁷ shows that it is a mixed bag in terms of the narrowing or widening of the gender pay gap for head teachers:

School type	% gap 2021	% gap 2020
State-funded nursery and primary	3.16%	4.04%
LA maintained nursery and primary	2.97%	3.70%
LA maintained nursery	4.54%	10.33%
LA maintained primary	2.70%	3.43%
Primary academies	3.43%	4.59%
Primary converter academy	3.39%	4.81%
Primary sponsor led academy	3.36%	4.18%
Primary free school	3.36%	0.69%
State-funded secondary	3.79%	2.79%
LA maintained secondary	1.51%	-0.01%
Secondary academies	4.26%	3.50%
Secondary converter academy	2.68%	1.91%
Secondary sponsor led academy	6.23%	5.69%
Secondary free school	6.55%	6.49%
Secondary UTC or studio school	-4.80%	-6.50%
State-funded special or PRU	1.48%	2.86%
LA maintained special or PRU	-0.31%	1.12%
Special and PRU academies	3.74%	5.07%
Centrally employed	2.95%	1.15%

296. It can be seen that the gap narrowed in primary schools but widened in secondary schools.
297. ASCL welcomes the inclusion of the need to assess the equality impact of any changes proposed to the STPCD in the Secretary of State's remit the STRB, but is concerned that this does not appear to include the need to equality assess existing arrangements for pay.

⁹⁷ [School Workforce Census, November 2020](#)

298. In its 32nd Report the STRB⁹⁸ stated:

- a) *'Given the current form of PRPP has now been in operation for some eight years, best practice suggests that a review should take place. This might start by identifying where improvements are most needed. This should include reviewing current practice, including understanding equalities concerns, and understanding what works well.'*

We invite the Department to set us a remit to consider the current approach to performance-related pay progression and alternative approaches.'

299. The gender pay gap in education is very obviously real and as the data above demonstrates cannot be explained as being solely down to the gender distribution of roles. The state funded education sector in England is failing in its public sector equality duty and is failing to demonstrate that it does not have discriminatory pay arrangements that pay women less than men for work of equal value.

300. ASCL would welcome confirmation by the STRB that there is a compelling need to implement the recommendations in the joint report '*Closing the Gender Pay Gap in Education: A Leadership Imperative*⁹⁹ (referenced above) and the need for a comprehensive review of the pay system for school teachers and leaders, which should include:

- *Comprehensive analysis on the equality implications of the teachers' and leaders' pay system, including consideration of the role that performance-related pay has on the gender pay gap*
- *Review of the factors determining pay for school leaders*
- *Review of the question of which leadership roles are covered by the existing pay structure*

B. Broader structural issues: in the 32nd STRB report we indicated a willingness to assist in the development of recommendations on broader structural issues related to the recruitment and retention of teachers and the STRB's purpose. The report set out a number of observations on such issues. Building on this initial work, we invite the sharing of evidence, data and views relevant to an effective, coherent and fulfilling career path for teachers and educational leaders.

- **To what extent do current pay and conditions recognise and support distinct career stages and roles?**
- **To what extent are these the right career stages/roles?**
- **What adjustments, if any, would better support the right stages/roles?**
- **What other considerations should be considered in supporting an effective career path?**
(consider views in context of PD reforms in ITT, ECF and NPQs)

⁹⁸ [STRB 32nd Report](#)

⁹⁹ [Closing the gender pay gap in education: a leadership imperative](#)

Introduction

302. We start this section by referencing the actual recommendation on this area by the STRB in its 32nd Report¹⁰⁰:

'Career paths and pay structures for teachers and school leaders

- 5.4 *The pay system for teachers should provide a clear, coherent framework that supports, rewards and incentivises teachers at all stages of the multiple pathways that teachers may take in their career. It is important that all elements of the pay system work together in a complementary manner. The pay framework should be structured to support equity of reward and designed and operated in a way that maximises its reward impact, ensuring the considerable associated public cost is put to the best possible use.*
- 5.5 *Given the changes over recent years to the school landscape, including to workforce models and to elements of the existing pay framework, we believe a careful examination of the pay framework is now required to ensure its effectiveness.*
- 5.6 *This is a very large topic that could be addressed in two stages. The first step could be to identify where improvements are most needed. Issues to address as part of this review may include:*
- How the pay framework can be better aligned to the key stages of teachers' careers while providing for clear progression, supporting different career pathways and more fully reflecting the range of teacher and leadership roles.*
 - The extent to which the existing allowances meet their objectives in rewarding expertise and additional responsibilities.*
 - Whether the current pay framework is optimal for recruiting and retaining school leaders, including addressing issues such as rewarding new leadership roles and reviewing the underlying method for calculating head teacher pay.*
- 5.7 *The subsequent stage would consider the changes required to the framework to deliver the objectives set out above and make recommendations accordingly.*
- 5.8 *We invite the Department to set us a multi-year remit:*
- to identify those areas where the framework can be improved such that it best supports, rewards and incentivises teachers at all stages of their careers, and*
 - to consider, and make recommendations on, the changes needed to the framework to deliver this.'*

303. There has been a clear shift from the focus of the recommendation, which is primarily around the pay framework, to the item included in the remit by the Secretary of State which is primarily around career paths.

¹⁰⁰ [STRB 32nd Report](#)

304. We believe that this an important area, and as such we will not restrict our evidence on this item.
305. We also highlight that in its Recruitment and Retention Strategy¹⁰¹, published in January 2019, the Department said *'We also want a pay system that supports career progression. In order to help us achieve this goal, we are planning a comprehensive review of the pay framework to support more flexible and rewarding career pathways for teachers, creating a more attractive offer for teachers at all career stages. We will be asking the School Teachers' Review Body for recommendations on how to achieve this, with a view to implementing any reforms in 2020.'*
306. Yet here we are four years later and only just starting to look at this area, with no firm plans or dates for implementation.
307. We note that the Secretary of State asks the STRB to consider its views *'in the context of the professional development reforms in Initial Teacher Training, the Early Career Framework and National Professional Qualifications.'*
308. We do not believe that this is the right approach. A strategic review should be exactly that – a wholesale review of the career paths and pay structures. To do this in the context of current provision would simply 'bake in' the many and varied problems and flaws within the current system.
309. This area also links to another of the STRB's future priorities which was *'Support for the broader state-school sector, including the academy sector'* and as such should not be looked at in isolation.
310. The STPCD needs to be a benchmark for academies in order for there to be a coherent and supportive framework that allows development across the system
311. It needs to be considered alongside the structures and new roles created in the academy sector by new and growing trusts, along with the opportunities they present, but also the barriers.
312. Many 'grow their own' and talent spot across the trust, providing career progression opportunities to staff already employed. However, this can present a barrier to those not working within the trust, limiting their opportunities to move into a trust from a maintained school or single academy trust.

Current pay and conditions framework

313. It is our view that current pay and conditions do not recognise and support distinct career stages and roles. Furthermore, it does not cover all school leaders and completely excludes those in School Business Leadership roles.

¹⁰¹ [Ibid](#)

314. There is no real or structured career pathway for someone who wants to specialise in being a classroom teacher. There have been half-hearted attempts to address this previously, with the Advanced Skills Teachers and Excellent Teacher programmes and subsequent Lead Practitioner roles.
315. However, as is the case for many of the pay flexibilities offered by the STPCD, without sufficient funding schools cannot afford to utilise these provisions.
316. Another barrier to the Leading Practitioner roles is the fact that as they are remunerated on the leading practitioner pay range, they lose many of the protections of the STPCD such as the directed time 1,265 hours/195 days in the same way that school leaders do. We believe that this acts as a disincentive to becoming a Leading Practitioner.
317. This is a perfect example of how the conditions do not support career stages and roles.
318. Diminishing differentials between pay ranges caused by pay awards consistently targeted at early career teachers and the erosion of pay caused by real terms cuts since 2010 mean that there is little incentive for teachers to want to progress into leadership roles.
319. A teacher on the top of the upper pay range with a TLR allowance can be paid more than a senior leader. In some cases, they could be paid more than a headteacher of a primary school.
320. Add to that the significant change to terms and conditions when taking these roles and it makes it an unpalatable option to many teachers.
321. We saw throughout the pandemic the additional expectations and requirements placed on school leaders, and especially headteachers, over weekends and throughout school holidays.
322. Our members were working unimaginable hours, with no prospect of any let up, and no protected time or guaranteed holiday period.
323. We believe that all teachers and leaders should be protected from never ending workload and to ensure that they are able to achieve a reasonable and acceptable work-life balance, as indicated in the Document.
324. The current conditions system does not support that.
325. Whilst we acknowledge and appreciate that the responsibilities and demands of the roles of headteachers and school leaders would not fit into the agreed 1,265 hour framework for teachers, it cannot be the case that their working hours are unlimited, protected only by reference in the Document to the Working Time Regulations 1998.

326. Changes must be made to provide school leaders, (and those on other senior pay ranges like the leading practitioner range), with some protections providing them with an upper limit to the days and hours on which they can be required or directed to work.
327. We would also like to see them provided with a guaranteed minimum period of annual leave, and not just a reference to Working Time Regulations offering basic statutory entitlements.
328. This is something that should be actioned as a matter of urgency, and not held back with the broader structural issues.
329. Furthermore, there should be provision within the Document to allow employers to award payments to teachers and school leaders where they have taken on responsibilities or carried out duties which are over and above what should be expected of them in extenuating circumstances and are not covered by current provisions, as was the case during the pandemic.
330. It is worth remembering that teaching is one of the few public sectors where overtime is not payable, which makes the inclusion of the provision as detailed above even more important.
331. As highlighted earlier in our submission, the Department's own research shows how many senior leaders and headteachers are returning to lower paid roles – this would suggest that current pay and conditions certainly do not support and recognised senior leadership roles.
332. ASCL, along with other teaching unions, have consistently called for the removal of performance-related pay (PRP) from the Document for several years¹⁰². There is further information earlier in our submission relating to this.
333. Again, one of the STRB's future priorities for review was *'Pay progression, including the appropriate use of performance- or capability-related pay.'*
334. It is our firm view that sufficient evidence has been provided by consultees for PRP to be removed. The Review Body itself recommended a review, but yet again the Secretary of State omitted it from this remit.
335. As frustrating as this is, it is non-sensical that it was not included in this remit item looking at career paths and pay structures. How can career progression genuinely be reviewed if pay progression is not considered as part of that review?

Career paths

336. When looking at career paths for the teaching profession, it is clear that unless a teacher wants to progress into a leadership role, the path ends rather abruptly.

¹⁰² [Joint union statement to STRB](#)

337. When comparing this to other graduate, and even non-graduate professions, there is quite a stark contrast. Take medicine, law and the armed forces for example, in each there is a clear career pathway which is recognised with appropriate pay levels or structures.
338. Before even beginning training, someone wanting to become a doctor will have already thought about the career path they want to follow, and given serious thought to any speciality they may be interested in.
339. When joining the armed forces, recruits know what the potential career pathways and options available to them are, and what salary they can expect to earn.
340. Law graduates will have considered what area of law they wish to practice in and will be aware of the of career path and options available to them, and again have a good idea of potential earnings.
341. For teaching graduates, the picture is less clear, particularly if they do not wish to go into leadership roles. In primary, there are even fewer options, even if they do want to go into leadership. Secondaries offer more leadership options, with Heads of Department, Heads of Year, bigger senior leadership teams, and other senior roles.
342. Many other professions offer fast-track routes into leadership. This has been trialled in education a number of times without meaningful success to date, due to the difficulty in identifying high-potential teachers before they have taught, but it should be easier to identify and fast-track high potential school leaders in service. This would help with the leadership pipeline if the terms and conditions were favourable and would allow an ambitious graduate to see school leadership as a career option.
343. We note with interest the outcome of the 'Independent panel on career pathways for teachers: final report'¹⁰³ in Scotland which includes recommendations on career pathways for specialist roles for teachers and headteachers and beyond headship and we think that research of this nature would be helpful in England.

Mentoring and coaching

344. It is clear that the success of the ECF is dependent on mentoring. Yet there is no additional remuneration for those expected to develop the skills become effective mentors.
345. This is such a crucial and valuable role and can be used more widely than just with ECTs, but the government provides a minimal amount of funding which just supports the time to take the mentor off timetable and some of the training costs.

¹⁰³ [Independent panel on career pathways for teachers: final report](#)

346. Mentoring and coaching can have a tremendously positive impact on staff in schools, and in turn on the education of children and young people. As detailed in our previous evidence¹⁰⁴ on performance-related pay, we are seeing real shifts in practice around appraisal and staff development, heavily linked to coaching and mentoring.
347. This can create a more supportive and developmental environment and ethos which is likely to enhance relationships and have a positive impact on both retention and recruitment.
348. This is one area that we believe should be a priority to be addressed by this review. We would like to see a career pathway linked to mentoring and coaching which is appropriately resourced, recognised and remunerated.
349. If the government wants the ECF to be successful, which is looking unlikely at present, then it must invest in this area by recognising that the mentoring expectation is significantly increased and must be remunerated.
350. Again, we refer to the Recruitment and Retention Strategy which states: *‘The early career framework reforms must be firmly and exclusively about an entitlement to additional support and training – it must not be, or appear to be, an additional burden or an assessment of early career teachers.’*
351. Teachers and school leaders are already buckling under an astronomical workload. Indeed, our members tell us that this is already the case.
352. A report published in November 2022 ‘Golden Thread or Gilded Cage?’¹⁰⁵ analyses the DfE support for the continuing professional development of teachers. It includes the following in a list of concerns with the implementation of the ECF:
- *The need for mentors to ‘backfill’ the programme with contextualised learning due to the uniform content; this can add significantly to mentor workload.*
 - *Providing mentors and support for their development places considerable strain on schools; this represents a huge risk to the programme.*
 - *Mentoring costs are such that some schools avoid recruiting newly qualified teachers; this is exacerbated by diminishing pay differentials between recruits and experienced teachers.*
353. Whilst the report highlights *‘An emphasis on wellbeing particularly in relation to introducing strategies to manage workload’*¹⁰⁶ as one of the particular strengths of the ECF, this is clearly only focussed on the ECT and not the mentor.

¹⁰⁴ ASCL evidence to STRB (31st and 32nd remit)

¹⁰⁵ [Golden thread or gilded cage? CPD position paper \(UCET, November 2022\)](#)

¹⁰⁶ [Ibid](#)

SENCo

Context - Changing understanding of Special Needs

354. The SEND landscape has changed dramatically since 2014. The Children and Families Act 2015 was intended to reduce SEND numbers. Since then, SEND numbers have been gradually rising.
355. Schools have historically viewed SEND as minority group. Currently the national statistic for identified SEND is 16.5%.¹⁰⁷
356. Back in 2018, Fischer Family Trust (FFT) tracked the incidence of special educational needs (SEND) of a single cohort from Reception in 2004/05 to the end of Year 11 in 2016/17. They found that 44% of pupils had been recorded as having SEN during their school career.¹⁰⁸
357. This data and the increasingly complex presentation of young people is leading to recognition that SEND is central to school planning rather than being an afterthought.

Current expectations

358. In the most recent Code of Practice 2015¹⁰⁹, the SENCo must:
- a) be a qualified teacher.
The governing body of maintained mainstream schools and the proprietors of academies and free schools must ensure that a qualified teacher is designated as a SENCo. The SENCo must be a qualified teacher working at the school although they do not necessarily need to be employed directly by the school.
 - b) Complete the National award in Special Educational Needs Coordination within three years of appointment.
Where a newly appointed SENCo has not previously been the SENCo at the school or any other school for more than 12 months, they must achieve a National Award in Special Educational Needs Coordination within three years of appointment. The SENCo has an important role to play in determining the strategic development of SEN policy and provision in the school.

Expected changes

359. The SEND Green Paper¹¹⁰ (and the Schools Bill¹¹¹) have proposed the SENCo Award (currently M Level) is transitioned to an NPQ.

¹⁰⁷ [Special educational needs publication June 2022](#)

¹⁰⁸ [More pupils have special educational needs than you might think \(FFT, 2018\)](#)

¹⁰⁹ [SEND Code of Practice \(January 2015\)](#)

¹¹⁰ [SEND Review](#)

¹¹¹ [Schools bill](#)

360. Current challenges for leadership of SEND in schools:

- Recruitment and retention of SENCOs.
There is currently little incentive to take on the 'exponential workload that comes with this role'. (see evidence section in annex one)
- The current SEND allowance is not sufficient to act as an incentive.
- Recruitment and retention of support staff is adding to the pressure on SENCOs.
Members tell us – 'it's not just difficulties of recruitment and retention of TAs - even being able to afford them due to the impact of budgets... Not just impacting teacher workload but also SENCO workload since increasingly difficult/impossible to deliver SEND provision'.
- Removal of the SENCO Award – there were academic benefits to an M level Qualification that some would argue have significantly benefited the professionalism of this role. The academic expectation involved interrogating evidence and interrogation of impact and the development of professional curiosity and confidence. All of these dispositions are key to success of this role. This new NPQ must not be lost in transitioning to an NPQ.
- For some staff eager to progress a school funded M level award has been an incentive. There has been no research into the impact of losing the M level award as the award is removed and becomes an NPQ.
- There can be no time lapses transitioning from SENCO Award to SEND NPQ as this is a statutory award. This also applies to any DfE tendering process.

361. See annex two for details of what ASCL believes the career pathway for a SENCO should look like.

School Business Leaders

362. There are many different career paths that those working within business leadership roles can follow, but none are specifically or clearly defined.

363. Furthermore, the disparity and fragmentation of the pay for these roles makes it even more haphazard. There are generalist roles covering all areas of Business Leadership, and specialist roles focussing on one or two specialised areas, such as Finance, HR, Operations. The Institute of School Business Leadership (ISBL) has a set of professional standards¹¹² which are endorsed by ASCL. The standards encompass all areas of business leadership and are split into four tiers.

364. Previously, funded professional development provided good opportunities for Business Leaders/Managers to acquire the skills and qualifications to support their career progression (CSBM, DSBM, ADSBM programmes¹¹³).

365. The current lack of funded professional development coupled with the pay disparities contribute to problems in recruiting and retaining Business Leaders.

¹¹² [ISBL Professional Standards](#)

¹¹³ [School Business Management - impact and evaluation update 2009-2010](#)

The NPQs¹¹⁴ are only available to school leaders who are teachers, completely excluding Business Leaders from accessing qualifications relevant to their roles as school leaders.

366. The description on the website for NPQs states: '*National professional qualifications (NPQs) are designed to support the professional development of teachers and leaders.*' and '*The specialist and leadership NPQs provide training and support for teachers and school leaders at all levels.*' But this clearly does not include Business Leaders, despite there being '*4 leadership NPQs in senior leadership, headship, executive leadership and early years leadership*'.
367. Being allowed funded access to the leadership NPQs would allow Business Leaders to evidence their knowledge and expertise and progress to the top tier of the standards.
368. This is just one example of how Business Leaders are overlooked, or not acknowledged by the Department or the government when looking at or talking about school leaders. This is something that must be addressed so that all school leaders are recognised, valued and remunerated for the crucial work that they do.

Strengths and weaknesses of the current system

369. In discussions with members of ASCL Council we have obtained the following feedback on some of the strengths/positives in the current system and some of the weaknesses/negatives, and some suggestions for areas for improvement or development.

Strengths/positives

- Opportunity to be paid while you train is good.
- Good, free training opportunities – NPQs, good but quality of delivery can be variable.
- Bursaries and scholarships – enable career changers to re-train with an income.
- ECF programme – support, training and mentoring for two years, rather than ad-hoc after first year.

Weaknesses/negatives

- Recruitment targeted only at young, much wider workforce to appeal to – career, changers, re-entrants.
- Bursaries: only for some subjects, some people cannot afford to retrain if not in relevant subject; not required to repay if do not stay in teaching.
- Schools struggling with capacity to mentor ECTs – cannot accommodate. Can deter schools from employing ECTs.
- Promotion opportunities more difficult/limited at senior levels when looking to move from a single school or academy into a trust.

¹¹⁴ [National Professional Qualifications](#)

- Pay and conditions may be an issue in some MATs – this is why the STPCD should be a benchmark of minimum provision.
- Drive by DfE to cut number of TLR roles as part of cost-cutting exercises – reducing/removing career progression opportunities.
- Media portrayal of teaching could be off-putting – status and profile of the profession needs to be raised and valued and recognised for the important career it is.
- Does not cover all school leadership roles.

Suggestions

- Look at how we school – use of technology, flexibility – job shares.
- Job must be able to be ‘done in a working day’; it is in effect two jobs, one in school during the working day, another at home in evenings and weekends.
- Paid sabbaticals for summer term after an agreed minimum length of service, eg could be able to take the summer term and holidays on full pay after a minimum service of say five years.
- Please keep NPQs free and quality assure standard of delivery.
- Promote Flexible Working opportunities more, especially at senior levels, eg Co-Headship, remote working.
- Look at other age groups for potential recruitment – eg over 55-year-olds and consider reviewing tax arrangements on pensions to facilitate this.

Conclusion

302. We believe that a significant increase is required to all pay ranges in September 2023.
303. Furthermore, we call for a long-term commitment to funding over a number of years in order that the significant real term decline in pay rates can be reversed together with the re-establishment of previous differentials between pay ranges.
304. We again recommend that the performance-related pay element of the pay system is removed from the STPCD.
305. Workload and wellbeing must be addressed for all teachers and leaders. We call for provisions to be made within the Document for school leaders not covered by the 1,265 directed time provisions, to determine and codify expectations of working hours and entitlement to time off. This must happen for September 2023.
306. School Business Leaders must be recognised and remunerated for the vital roles they carry out and the level of responsibility and accountability that those roles hold.
307. We would like to see the Review Body’s other areas of priority acted on as soon as possible, and a co-ordinated and strategic approach taken so that areas are not reviewed in isolation.
308. We look forward to working with the Review Body and other consultees on the broader structural issues as part of the next remit.

309. We hope that this response is of value to your consultation. ASCL is willing to be further consulted and to assist in any way that it can.

Louise Hatswell & Carl Parker
Conditions of Employment Specialists: Pay

Association of School and College Leaders
21 March 2023