School Teachers' Review Body: Remit for the 32nd Report

Response of the Association of School and College Leaders

Contents

Introduction

1. The Association of School and College Leaders (ASCL) represents over 21,000 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 per cent 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 17 December 2021.

STRB 31st Report

3. We must start by expressing our deepest disappointment that the review body did not take on board the views of the majority of the consultees and make a recommendation on the pay award that they believe would have been appropriate had there not been a pay freeze imposed by the Chancellor.

4. As stated in our evidence for the 31st remit[1], we believed that the imposition of the pay freeze was unwarranted and premature to say the least. The economy has recovered much quicker than was anticipated, meaning that a pay freeze for teachers and leaders resulted in yet another real-terms pay cut.

5. This real-terms cut is against a backdrop of the erosion of teacher and leader pay since 2010 which rather than being restored, has been further eroded.

Timeliness of the process and report

6. Yet again we must reiterate how imperative it is that the report and the response to it are published in a much timelier manner. As is seemingly becoming the norm, the 31st report[2] and the Education Secretary's response to it[3] were published at the very end of the summer term. This leaves no time for any budgetary considerations to be acted upon until the start of the new academic year. Indeed, many schools had already finished for the summer break when the announcement was made.

7. We highlighted in our response to the report how the timing of the publication has slipped over the last ten years and included feedback from our members on the detrimental impact that this has on school leaders and good fiscal planning.

8. It is 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 public sector pay review bodies. However, this serves no real purpose to anyone other than the Treasury itself, and creates problems for schools which have to

[1] ASCL evidence to STRB 31st remit
[2] https://www.gov.uk/government/publications/school-teachers-review-body-31st-report-2021
[3] Education Secretary's response to STRB 31st report

adhere to budgeting requirements and deadlines set by the DfE and not aligned with HM Treasury.

9. The remit for last year was narrow and the Secretary of State's letter said that he hoped to expedite the process as a result, but even in that situation, it did not happen.

10. The process for this year has already started much later than it should have, contrary to the requests of consultees. Despite the comprehensive spending review being announced on 27 October 2021, the remit was not issued to the STRB until 17 December, again at the very end of the autumn term.

11. We are once again faced with delays to the process due to the Department's inability to meet the deadline initially set for 16 February 2022. Due to the late publication of the remit as detailed above, there is very little room for accommodating delays.

12. This means that the report will not be published in a timely manner yet again, leaving school leaders in an invidious position of having to approve and submit their budgets without knowledge of the pay awards.

13. The messaging that this sends to teachers and school leaders is an extremely negative one. Pay is very important, particularly this year after enduring a pay freeze against a hike in the cost of living, yet constant delays to the process make it seem like it is unimportant to the government. This undermines any confidence they may have had in the process.

14. School leaders are already stretched to the limit. This is an area that the Department is in control of, yet it consistently misses deadlines. School leaders bear the brunt of this, and face not knowing what the financial impact of any pay awards will have on their budgets until the start of the summer holiday, when they should be taking a well-deserved break.

15. Our members object very strongly to the repeated delays to the process and publication of the report. Below are some examples of the impact they have told us this has on them:

- *It makes school leaders' role more difficult and it now appears acceptable to the DfE that this is how they deal with school leaders and the profession generally.*
- *It impacts on workload as we immediately have to try to make sense of the recommendations during the summer holidays. If you are making budgetary decisions, particularly when it involves cuts, then this is not the best time as staff are not around to consult.*
- *The main impact is budgeting which impacts in turn on staffing and curriculum. Salaries is the major expenditure and trying to second guess whether or not there will be a pay rise makes it more challenging than usual. It can make the difference between employing an additional teacher or not, which could be the difference in whether we can offer additional GCSE or A level groups and give people their first choice or have to whittle down to fit available staffing.*
- *Academies' financial years run from September to August. We have to have our budgets in for June. Year after year we make an assumption only for it to be proved wrong, and for us to have to find an extra £40k for an unfunded pay*

increase, or (less likely) for us to have £40k extra to spend elsewhere (which could have made even more of a difference had we been able to include it in our budget). The current system is a total nonsense at an individual school level.

- *I wish to protest in the strongest terms regarding any delay in an announcement about annual pay rises for staff from 2022/23. With inflation running so high, we are anticipating a significant pay rise and need to plan this into costs carefully. The Secretary of State has indicated a multi-year plan and we have only outline information on what this might mean in terms of funding increases and additional costs. Our Trust has an outstanding record regarding using curriculum led finance planning, currently we need a crystal ball to plan anything…. It is totally unacceptable to provide very late information regarding future staffing costs.*
- *Having to return to school during an already shortened break to finalise the budget*

16. All consultees continue to raise concerns about this year on year, and the review body highlighted it as a concern in its 29th Report[4], which states:

> *'The Government published our 28th report on 24th July 2018, which was at the end of schools' summer term. We heard from all consultees that this caused significant difficulties for school leaders and governing bodies in implementing the recommendations in a timely manner. The same point was made to us during our 2018 school visit programme. We asked the Secretary of State about this during his oral representations session. He acknowledged that late publication of the 28th report had been challenging for schools and told us that this had been due to the unique circumstances of the last pay round, particularly noting that it was the first year after the Government changed its 1 per cent pay policy. The Secretary of State told us that he planned to publish this year's report at an earlier point in the school year.*
>
> *We consider it important that school leaders and governing bodies have sufficient time to make important decisions about how to implement changes to the STPCD that arise from our recommendations. To do this, our report will need to be published and the Government's response announced significantly before the end of the summer term to support the effective and timely implementation of annual pay awards.'*

17. In spite of all of these concerns, the Department has taken no action to resolve this issue. This is simply unacceptable and cannot be allowed to continue.

18. We call on the review body to address this as a matter of urgency.

[4] STRB 29th Report

Matters for recommendation

- **'An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders to promote recruitment and retention, within the bounds of affordability across the school system as a whole and in light of the government's views on the need for an uplift to starting salaries to £30,000.'**

- **'As part of this, recommendations for the pay awards for both 2022/23 and 2023/24.'**

Pay Award

19. In order to ensure education recovery and the retention of school leaders, there needs to be recognition of their contribution during the pandemic. Part of this recognition must be to ensure that their pay remains competitive.

20. ASCL's position is that annual uplifts must at least keep pace with inflation (RPI) and must be applied to all pay points within all pay ranges and allowances. We do not support differentiated awards.

21. We therefore look to the review body to make a recommendation for a significant increase that applies to all teachers and leaders and is at least in line with inflation.

22. The Office of National Statistics (ONS) has an online tool for people to check if their salary is keeping pace with inflation. We used the calculator to check the salary increase needed next year using the 2021 values for points M6, U3 and L24[5]. The results showed that to simply keep pace with inflation, a 4.8 per cent increase would be needed. (The results from the salary calculator can be found in Appendix 1).

23. The calculator uses the CPIH inflation rate; the increases would need to be even higher when using the RPI rate. We believe that RPI is the most appropriate measure of inflation to be used for pay purposes as this reflects increases to more costs faced by individuals.

24. Latest projections for RPI for 2022 stand at 6.4 per cent[6].

25. However, we note that even RPI does not include energy costs and, as we now know, the energy price cap will increase by 54 per cent from April 2022[7], meaning that households bills will rise dramatically.

26. National Insurance contributions will also increase in April 2022[8]. Both of these increases will leave our members facing even more increases in their living costs, with no pay increase to at least contribute towards them.

27. We do not agree with information in the HM Treasury Economic Evidence to Pay Review Bodies[9], as was the case last year. Much of it is ideological. Review

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[5] ONS Salary Forecast calculator results – appendix one
[6] Forecasts for the UK economy February 2022 (GOV.UK)
[7] Energy price cap increase, Ofgem, February 2022
[8] Four things to know about National Insurance contributions and the April increase (IFS)
[9] Economic Evidence to the Pay Review Bodies, HMT, December 2021

bodies cannot view the public sector as a whole, nor compare to the private sector as a whole.

28. Individual review bodies will receive evidence that is specific to the groups of staff that their remit covers – in this case school teachers.

29. Teaching is a graduate profession, and any pay comparisons with the private sector must be made with comparable professions therein. Please see our evidence on the Relative Position of Teachers' Pay for information from NFER on this.

30. To apply the statement in the report that *'The announcement and introduction of the temporary pause to pay awards in the public sector has, not resulted in recruitment and retention concerns across the majority of workforces.'*[10] to the education sector seems rather ironic and contradictory considering that the Department itself published a Recruitment and Retention Strategy in 2019 due to the crisis the sector was facing. This crisis is by no means resolved.

31. We will demonstrate later in our evidence that the increase in ITT applications was, as predicted, short-lived and a direct result of the economic uncertainty created by the pandemic.

32. We believe that the report is another attempt to constrain the review body in making their recommendations.

33. The report states that *'The Pay Review Bodies have been, or will be, remitted in full for Pay Round 2022/23.'* but then goes on to attempt to constrain their recommendations in relation to target CPI and by retaining '*broad parity with the private sector and continue to be affordable.'*

34. Writing in response to NFER's recently published research report '*What teachers do next after leaving and the implications for pay-setting'*, Jack Worth of NFER points out that the '*Office for Budget Responsibility (OBR) forecasts that average pay in the economy is set to grow by over four per cent per year over the next three years, meaning that the government would need to set teacher pay at a similar level just to maintain the competitiveness'*. He goes on to warn that '*setting pay lower than this risks lower levels of recruitment and retention, and the risk that teacher supply weakens and shortages emerge.'*[11]

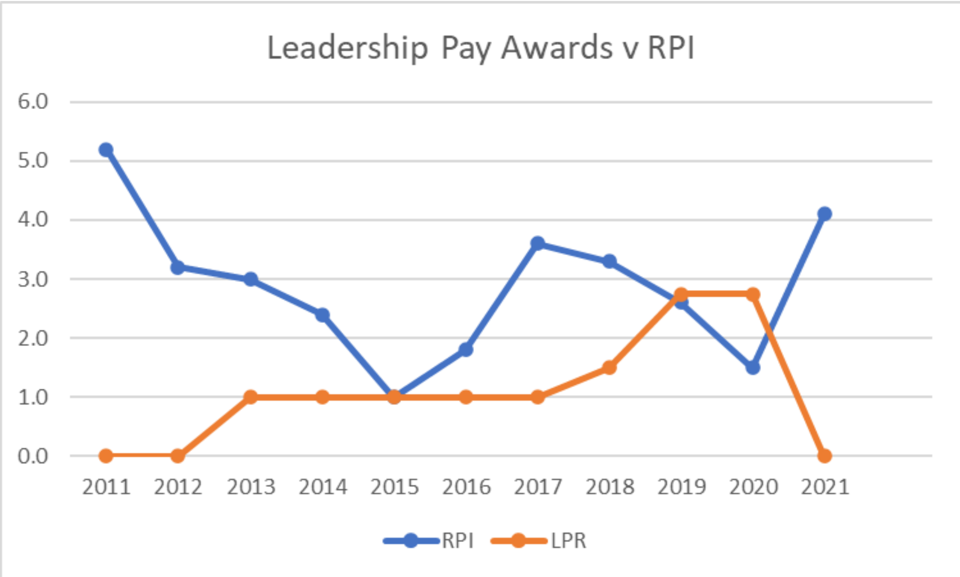
35. *A report by the Institute for Fiscal Studies (IFS) in July 2021 makes the following observation: 'unless salaries for more experienced teachers grow by 13% in cash terms over the next two years, they will still be lower in real terms than in 2007, which would still be a remarkable squeeze on pay over 16 years.'*[12]

36. As school leaders have received pay awards equal to or lower than experienced teachers, they will be in a similar or even worse position.

[10] Ibid
[11] The implications for teachers' pay of the new NFER research findings, January 2022
[12] Understanding Teacher Retention, (RAND 2021)

Real terms impact on leadership pay

37. Teacher and school leader pay has been seriously eroded since 2010, with experienced teachers and school leaders suffering the biggest real terms pay cuts as a result. This damage was not repaired before pay was hit again with the imposition of another public sector pay freeze.



38. The chart above shows the annual uplifts to the leadership pay range since 2011, along with RPI inflation[13] rate over the same period.

39. The lowest inflation rate is one per cent, which happens only once. Yet leadership pay uplifts exceed one per cent in just three years, between 2018 and 2020, following the lifting of the public sector pay cap.

40. Leadership pay has increased by just one per cent or less for eight of the last eleven years, with three years seeing no increase at all.

41. We have calculated the impact of the real terms cuts that school leaders have experienced over the last ten years using a range of values from the leadership pay range.

42. The School Workforce Census (SWC) gives average pay for headteachers and for other leadership roles excluding headteachers[14]. We have taken the overall average for both of these, along with the average for these roles within the secondary phase and aligned them to the nearest points on the leadership pay range, which are L13, L17, L23 and L34.

43. We have increased the 2010 salary for each of these points in line with RPI[15] each year until 2021. We have then compared that to the actual value of these points each year and calculated the difference in gross annual salary. (See Appendix 2 for rates used and calculation tables).

[13] ONS RPI by year
[14] School Workforce Census, November 2020
[15] Ibid

44. This gives us two measures of impact; a difference in annual salary and the total loss in real terms over the ten year period. The results, shown in the table below, are stark.

Point	2010 actual value	2021 actual value	2021 value if increased with RPI annually	Difference in annual salary	Salary loss over 10 years (gross)
L13	£ 50,359	£ 56,721	£ 68,786	-£ 12,065	£ 81,457
L17	£ 55,553	£ 62,570	£ 75,881	-£ 13,311	£ 89,863
L23	£ 64,367	£ 72,497	£ 87,920	-£ 15,423	£ 104,124
L34	£ 84,271	£ 94,914	£ 115,108	-£ 20,194	£ 136,327

45. School leaders on points L13 and L17 are being paid £12,065 and £13,311 less per year than they should be, and school leaders on points L23 and L34 are being paid £15,423 and £20,194 less per year than they should be. When the impact of those losses is calculated over the ten-year period, the amounts are simply staggering, ranging from £81,457 to £136,327. This is purely the impact on gross salary, without calculating the impact on pensions.

46. This demonstrates the extent to which pay has been eroded, and why a significant increase is critical to begin to repair this damage and ensure that school leaders are appropriately remunerated.

47. To bring their pay up to the level it should be at would require an increase of 17.5 per cent. Even this would not do anything to restore the losses experienced in the previous ten years.

48. Even if we carry out the same exercise using the government's preferred measure of inflation, CPI[16] which we do not agree with, the results still do not make good reading as the table below shows:

Point	2010 actual value	2021 actual value	2021 value if increased with CPI annually	Difference in annual salary	Salary loss over 10 years (gross)
L13	£ 50,359	£ 56,721	£ 62,938	-£ 6,217	£ 52,155
L17	£ 55,553	£ 62,570	£ 69,429	-£ 6,859	£ 57,538
L23	£ 64,367	£ 72,497	£ 80,444	-£ 7,947	£ 66,671
L34	£ 84,271	£ 94,914	£ 105,320	-£ 10,406	£ 87,293

49. School leaders on points L13 and L17 are being paid £6,217 and £10,406 less per year than they would have been if their pay had increased in line with CPI and headteachers on L23 and L34 are being paid £7,947 and £10,406 less per year than they would have been. When the impact of those losses is calculated over the ten-year period, again the amounts are staggering, ranging from £52,155 to £87,293. As before, this purely demonstrates the impact on pay and does not take into account the impact on pensions.

[16] CPI Annual Rate, ONS, January 2022 release

50. To bring school leaders' pay up to the level it would have been if it had kept pace with CPI would require an increase of 9.9 per cent. Again, this would not do anything to restore the losses experienced in the previous ten years.

51. We have used the four values for demonstration purposes, but the impact will have been across the whole of the leadership pay range.

52. Is this really what the leaders of our schools deserve? We do not believe it is. We call on the review body to make a recommendation which sees teachers and leaders rewarded appropriately, and which is not only at least in line with inflation but also goes some way to repairing the erosion of pay over the last decade.

Multi-year awards

53. Multi-year awards can be helpful to schools in allowing them to complete their budget projections more accurately. This is particularly the case in light of the issues over the late publication of the STRB report and the Education Secretary's response to it.

54. However, the economic climate is far from stable, and any future awards must ensure that teachers and leaders do not suffer any detriment if inflation costs increase which mean that the pay award represents a below inflation award.

55. As has been the case with previous multi-year awards, we could only consider supporting this approach if there was provision for a review mechanism which was either initiated by a trigger based on a particular measure of RPI inflation, or was scheduled to take place as a matter of course. Neither option should be at the discretion of the Secretary of State.

56. For reference, the mechanism for the multi-year awards in 2006 and 2007 was: *'that should the average rate of headline inflation* for the twelve months preceding April 2007 (ie March 2006 to March 2007) or April 2008 (ie April 2007 to March 2008) fall below 1.75 per cent or exceed 3.25 per cent, any of the consultees can ask the STRB to consider the case for seeking a remit from the Secretary of State to review teachers' pay.'*[17]*(*Calculations based on the RPI all items index rounded to one decimal place.)*

57. However, this proved to be less satisfactory than the review body originally hoped for: '*Some of the problems relate to timing: the first period specified in the review mechanism (April 2006 to March 2007) ended just before our next programmed pay review; while the second period (April 2007 to March 2008) will end shortly after the award for the next period has been settled. The nature of the review mechanism has been a source of contention in its own right and has also been misinterpreted, affecting consultees' and teachers' expectations. In addition, whilst the Secretary of State's exercise of his discretion over the scope and timing of our review was fully within his entitlements, the end result was not the method of operation that we envisaged when we recommended the review mechanism.'*[18]

58. This led to an alternative approach in 2008, which was for the review body to recommend an increase for September 2008, along with indicative increases for

[17] STRB 15th Report, 2005 (pg 36)
[18] STRB 17th Report – Part 1 2008 (pg 72)

September 2009 and September 2010 (a three-year multi-year award). Then would follow a programmed mid-term review which the review body was remitted to carry out *'as a matter of course, without reference to a trigger or to the Secretary of State's discretion.'*[19]

59. ASCL's policy position[20] is that pay for all education staff should at least keep pace with inflation (RPI). This position is also referenced in the ASCL Blueprint for a Fairer Education System[21].

60. We would therefore expect the uplift for each year to be at least in line with RPI inflation and if the award for any future years fell below this due to rising inflation, we would expect this to be addressed by the scheduled review, or for the review mechanism to be triggered, depending on which was in place.

61. We would need to be consulted on the proposed mechanism and any parameters to be used, including the measure of inflation which would trigger the review. As previously stated, this must all be based on RPI inflation.

£30,000 starting salary

62. As previously indicated, we support the government's commitment to raising starting salaries for teachers to £30,000. We are pleased to see that this commitment remains, despite the ill-timed pay freeze delaying progress.

63. However, our position on this policy remains the same. Any increase awarded to starting salaries must also be applied to all pay ranges. We do not support differentiated pay awards. These have caused the differentials between pay ranges to become significantly diminished over time, and have been a contributory factor to the reluctance of teachers in progressing into senior roles.

64. This is something the review body commented on its 29th Report: *'We were also struck how disaffected many school leaders felt in response to the Government's targeted pay award last year. If the most experienced teachers believe that they are being repeatedly disadvantaged in order to direct resources towards the newest recruits, this will not create a healthy environment for retention of teachers at any stage of their careers.'*[22]

65. To move to a flatter pay scale, as the department intends, will exacerbate this even further. Whilst we acknowledge the need to increase starting salaries for teaching if they are to stand any chance of being competitive with other graduate professions, this cannot be at the expense of other pay ranges.

66. There is not just a recruitment crisis, there is also an even bigger crisis in retention, both of teachers and school leaders.

67. In our evidence for the 30th remit[23], we provided uprated pay scales increasing starting salaries to £30,000 and increasing all other pay points and pay ranges maintaining the differentials between pay points.

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[19] Ibid
[20] ASCL Position Statement – National Pay Awards
[21] ASCL Blueprint for a Fairer Education System
[22] STRB 29th Report
[23] ASCL evidence to STRB 30th remit

68. We recommended a phased approach to moving to starting salaries (and equivalent differentials) of £26,000 in year one (2020/21), £28,000 in year two, then £30,000 in year three. We still believe this is the right approach.

69. The increases would represent a multi-year award and would also achieve the increase in starting salaries to £30,000 by September 2023, in line with the government's intention and delivering on its manifesto commitment, albeit a year late.

70. Funding for these increases to be implemented should be provided centrally in addition to the additional funding announced via the spending reviews

71. Notwithstanding all the above, we remain concerned 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.

72. We raised these concerns in our initial evidence to the 30th remit. This issue is now worsened by the delay caused by the pay freeze, and by the improved employment picture as the economy recovers from the impact of the pandemic.

73. These concerns are backed up by the latest High Fliers report '*The Graduate Market in 2022'* which states that: '*For the first time in eight years, graduate starting salaries at the UK's leading graduate employers are set to increase in 2022, to a new median starting salary of £32,000.'*[24]

74. Furthermore, the report states that *'a quarter of the country's top employers now offer graduate starting salaries of more than £40,000.'*[25]

Matters for consideration:

Labour market for teachers

a) Recruitment and retention
b) The relative position of teachers' pay
c) Morale and motivation

[24] The Graduate Market in 2022, (High Fliers, February 2022)
[25] Ibid

Recruitment

Initial Teacher Training (ITT)

75. It was disappointing, though perhaps not surprising, to see a drop in the number of new entrants to ITT, confirming our view that the increase was a spike as a result of the impact of the pandemic, rather than the start of an uptick in applications. This is also the view of the National Foundation for Educational Research (NFER) who said: '*In our last blog post on postgraduate initial teacher training (ITT) applications in England and Wales, we found that the 2020 boom, likely caused by the COVID-19 pandemic and ensuing economic fallout, seemed to be continuing into the new 2021 application cycle.*[26]

76. It is interesting to note that the ITT Census summary[27] states: '*In 2020/21, we saw an unprecedented increase in new entrants to ITT compared to the previous year, which was likely to be a direct result of the impact of COVID-19, so comparisons throughout are also made with 2019/20 to set the latest data in context.'* yet there was no reference to this in the summary from 2020/21.

77. Trend two from a report from the Institute of Student Employers (ISE) highlighting the five biggest student recruitment trends of 2021 was that *'the market is bouncing back. After the challenges of the pandemic, the 2020/2021 recruitment season has seen a substantial bounce-back across all types of hires.'*[28]

78. Although the government managed to meet its target for overall recruitment to ITT[29], achieving 101 per cent (down from 111 per cent in 2020/21), the overall figures still mask some significant pockets of concern.

79. In primary, the picture is even more positive than it was last year, with 136 per cent of target achieved (up from 125 per cent in 2020/21)[30]. However, with falling numbers expected over the next decade[31], this is likely to lead to oversupply.

80. In secondary, the picture is much more concerning. Recruitment to target for all subjects was just 82 per cent (down from 103 per cent in 2020/21 and 83 per cent in 2019/20)[32].

81. Although recruitment to some subjects remains strong, with History at 199 per cent, PE at 164 per cent and Art and Design at 140 per cent, there are still some subjects which are facing significant recruitment challenges.

82. The graph below shows the percentage achieved by each subject using data taken from the ITT Census 2021/22[33].

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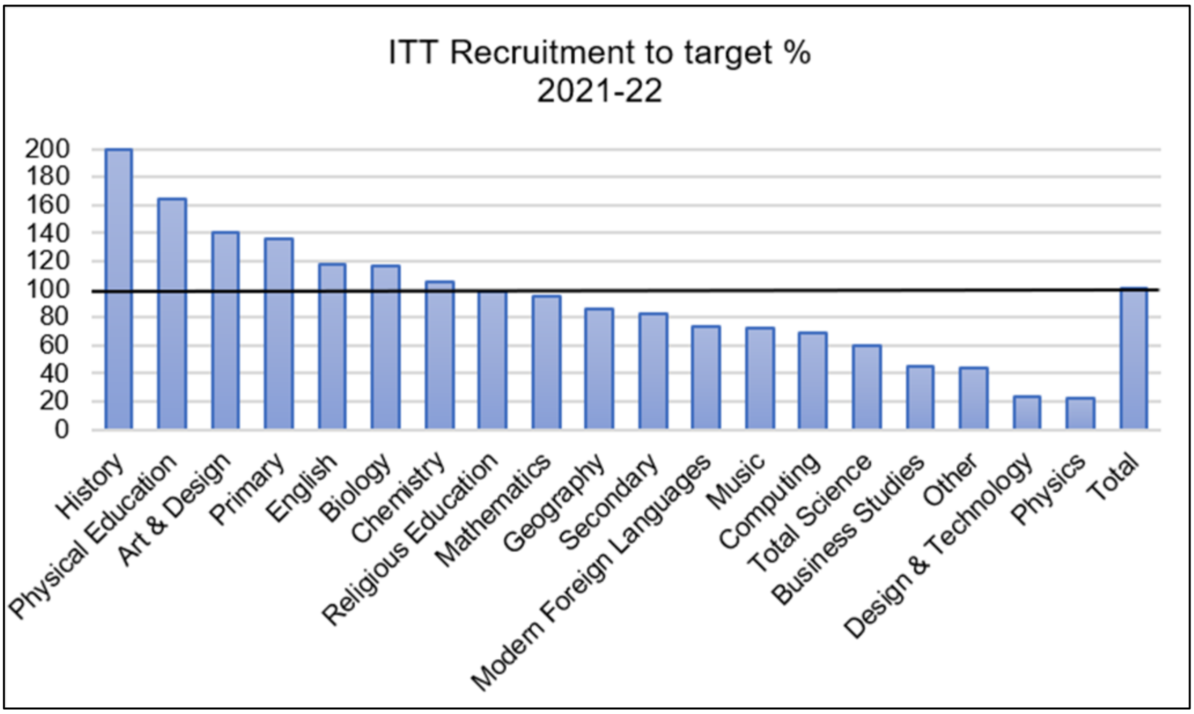
[26] NFER Teacher training applications up by 42%
[27] ITT Census 2021/22
[28] Five biggest student recruitment trends of 2021 (ISE, November 2021)
[29] Ibid
[30] Ibid
[31] National Pupil Projections, Reporting Year 2021
[32] Ibid
[33] Ibid



83. It is clear that most subjects have not achieved 100 per cent of the target, with the worst being Design and Technology at just 23 per cent (72 per cent 2020/21, 42 per cent 2019/20) and Physics at 22 per cent (38 per cent 2020/21, 42 per cent 2019/20). These are both significantly lower than last year. Even more worryingly, they are significantly lower than pre-pandemic figures from 2019/20[34].

84. It is noteworthy that the Department reduced or removed some of the bursaries offered to ITTs due to the increase in applications. Whilst some have been reinstated or increased, including Design and Technology, there has been no increase to the amount offered for Physics despite the substantial drop in applications, for a subject which was already struggling to recruit 50 per cent of its target.[35]

85. This seems at odds with the DfE's own analysis, which '*showed a statistical correlation between bursaries and the number of teacher training applications; increasing bursaries by £1,000 was found to lead to a 2.9 per cent increase in applications.'*[36]

86. This move was also questioned in an Education Policy Institute (EPI) report in May 2021: *'Despite the government acknowledging that the recent boost from the pandemic will only improve teacher numbers in the short term, it has recently removed such top-up payments – a decision which is likely to hinder efforts to retain the recent influx of teachers.'*[37]

87. The latest DfE release on applications for 2022/23[38] shows a significant drop in applications to date when compared with the same period last year, at 24 per cent less overall. Within these figures Physics shows a 2 per cent drop from last year. On the face of it this may not seem to be a cause for concern but,

[34] Ibid
[35] Funding: ITT 2022 to 2023
[36] Teachers: Recruitment – Written question for DfE
[37] EPI Local pay and teacher retention in England, May 2021
[38] Monthly statistics on initial teacher training (ITT) recruitment

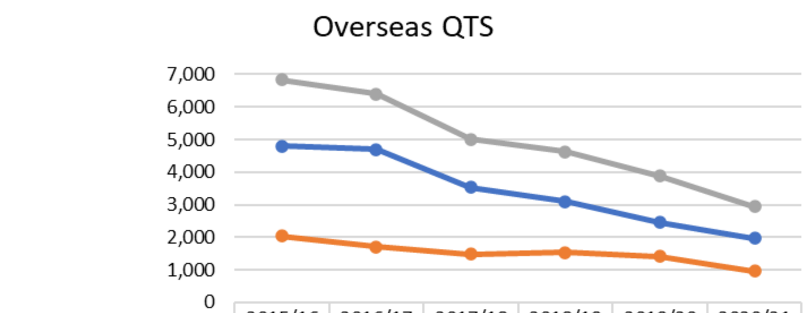
considering that last year Physics reached just 22 per cent of its target, this would suggest that we are heading for a similar, or potentially worse, situation this year.

88. Although the pass rate for 2019/20 remained stable at 91 per cent, the percentage of those awarded QTS who were teaching in a state school fell from 78 per cent in 2018/19 to 73 per cent in 2019/20[39].

Entrants from overseas

89. There has been another significant decline in the number of entrants from overseas, from both inside and outside the European Economic Area (EEA)[40]. The table below demonstrates the numbers involved and shows the level of decline. Over the six-year period to 2020/21, the number of overseas entrants has declined by 57 per cent overall.

90. This was clearly affected by the referendum and the UK’s subsequent departure from the European Union. It will also no doubt have been compounded by the impact of travel restrictions imposed globally since the onset of the coronavirus pandemic.



	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
From inside EEA	4,795	4,690	3,525	3,103	2,458	1,975
From outside EEA	2,031	1,715	1,475	1,531	1,420	965
Total	6,826	6,405	5,000	4,634	3,878	2,940

From inside EEA   From outside EEA   Total

91. It should be noted that the highest decline continues to be in entrants from inside the EEA with 59 per cent less in 2020/201 than in 2015/16.[41]

92. A huge proportion of the drop in those applications from inside the EEA was from Spain, with just 776 in 2020/21 compared to 1,150 in 2019/20[42].

93. Outside the EEA, there were substantial drops in the numbers from both Australia (443 in 2019/20 to 152 in 2020/21) and New Zealand (190 in 2019/20 to 50 in 2020/21).

94. Interestingly, applications from USA increased to their highest level in three years (495 in 2018/19 down to 473 in 2019/20 then up to 560 in 2020/21).

[39] ITT Performance Profiles 2019/20
[40] TRA Annual Report and Accounts 2020-21
[41] Ibid
[42] Ibid

95. The downward trend in applications for Modern Foreign Languages, coupled with the rapidly decreasing applications from within the EEA, paints an extremely worrying picture for these subject areas.

Quality of candidates entering the profession

96. The percentage of graduates entering the profession with a first-class degree increased again in 2021/22, from 23 per cent in 2020/21 to 26 per cent in 2021/22. This increase also pushed up the percentage of candidates with a first-class or 2:1 in their first degree, from 75 per cent in 2020/21 to 77 per cent in 2021/22[43].

97. The proportions for other classes of degree remained broadly the same as before[44].

98. However, despite the increase, 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, with 26 per cent entering the profession compared with 36 per cent of graduates in England gaining a first-class degree.[45]

99. The proportion of graduates gaining a first-class or 2:1 in England was 80 per cent, which was broadly in line with the proportions entering the profession.

100. This shows that teaching is not as an appealing career to those gaining a first-class degree as it is to those gaining a 2:1.

101. It remains to be seen if these increases will continue, or at least remain stable, once we see the inevitable drop off in applications as the economic uncertainty caused by the pandemic eases.

Vacancy rates

102. Classroom teacher vacancy rates overall fell in 2020/21, and now double the rate of 2010/11.

103. The headteacher vacancy rate has doubled since 2019/20, returning to the same rate as 2018/19. The rate for other leadership roles increased by 50 per cent, returning to the rate of 2017/18.

104. As highlighted previously, data is no longer separated by leadership role so we are unable to analyse where any specific issues may exist.

105. We have yet to see the impact on vacancies at all levels when the country emerges from the pandemic, and teachers and leaders resume retirement or career change plans which had been put on hold.

Retention

106. As we have stated in previous evidence submissions, whilst we welcomed the introduction of the Early Career Framework (ECF) as part of the Department's

[43] Ibid
[44] Ibid
[45] HESA detailed tables

Recruitment and Retention Strategy, it is too early to judge its success, as it will be several years yet until any impact on retention can be measured.

107. Historically, in times of economic uncertainty and recession there have been increases in entrants to the teaching profession, as we have seen as a result of the pandemic. However, this tends to be followed by an even bigger drop off as more of those entrants return to the professions/careers that they had originally intended to pursue.

108. As detailed earlier in our evidence on ITT, we are also already starting to see a return to a more normal level of applications following the surge over the last two years.

109. The retention rate for Newly Qualified Teachers (NQTs) one year after qualifying had remained stable for the years from 2016 to 2018, but for 2019 this fell from 85.4 per cent to 84.5 per cent.[46] This equates to almost one in six teachers leaving after the first year alone and is the lowest figure on record.

110. The retention rate for two years after qualifying increased for the first time for 2019 from 78.3 per cent to 80.5 per cent, meaning almost one in five teachers leave after two years.

111. There were increases in the retention rate for those three to nine years after qualifying, but the increases for six years onwards were minimal. The rate of drop off from one year to five years is staggering, from 84.5 per cent retention after one year to just 66.8 per cent after five.

112. The retention rate after ten years was just 59.2 per cent – meaning that only three out of every five teachers were retained by this point.

113. Urgent action is needed to retain more teachers and ensure that there are not only sufficient classroom teachers to teach the projected increased numbers of pupils in secondary schools, but also to stabilise and secure the supply pipe for teachers to progress to middle and senior leadership roles.

114. The small increases we have seen are not enough to do either.

115. Whilst we know that pay is not the only factor affecting recruitment or retention, it is an important one. This was evidenced in the Department's own commissioned research report in 2018 where teachers who had left the profession stated that: *'Although pay was not the driver for many teachers, most felt the salary was not reflective of teachers' expertise, experience and dedication. It also did not match the workload and number of hours that the profession required. Some teachers felt that teaching should be more in line with the pay and conditions of that within commercial organisations.'*[47]

116. EPI's report in May 2021 said: '*Evidence suggests that pay can play a key role in teachers' decision to remain in or leave the profession. While there are other factors which may affect teachers' career decisions, pay is one that can be altered immediately by a change in government policy.'*[48]

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[46] School Workforce Census 2020
[47] Factors affecting teacher retention: qualitative report, (March 2018)
[48] Ibid

117. This view is also shared by the NFER in a recent blog which states: *'Everything else equal, an increase in teacher pay is still likely to encourage some teachers to consider staying when weighted up against the relative merits of all the other factors influencing their decisions of whether to leave or stay.'*[49]

118. This is also supported by the key findings from the OME commissioned research report by RAND, *'Understanding teacher retention'* which stated: *'Pay and rewards are important retention factors, but they are not the only factors that shape teachers' retention choices.'*[50]

119. This is why the government's plan to only raise salaries for early career teachers will not address retention. A significant increase to all pay ranges and allowances is needed, in order to ensure that teaching is seen as desirable career and to restore pay to the levels it should be at had it kept pace with inflation.

Impact of Covid-19 pandemic

120. Retention of school leaders is another area of concern, which we believe will be compounded further by the impact of the pandemic. This has led to increased demand, workload and accountability on school leaders, and continues to do so.

121. Teachers and school leaders have worked tirelessly since the onset of the pandemic and continue to do so. School leaders have seen very little reprieve from the constantly changing demands placed on them, meaning they have worked evenings, weekends and holidays dealing with track and trace, remote learning, staff absence, setting up testing, TAGS and much more.

122. Various research has been carried out into the impact of the pandemic on education staff and in particular school leaders.

123. The Teacher Wellbeing Index 2021[51] makes several recommendations for government and policy makers, one of which is that '*the recruitment and retention of school leaders must be prioritised.'*

124. The findings of the report show that 54 per cent of education staff had considered leaving their role over the previous two years. When broken down by groups of staff this was 53 per cent of teachers and 63 per cent of senior leaders.

125. The four main reasons cited for this were: volume of workload, not feeling valued, seeking a better work/life balance and unnecessary paperwork or data gathering.

126. Volume of workload was cited as the main reason for thinking about leaving their jobs by 70 per cent of staff overall, and this rose to 80 per cent for senior leaders.

127. Additionally, 24 per cent of teachers and 16 per cent of senior leaders[52] said that they were seeking higher pay.

[49] What teachers do next after leaving and the implications for pay-setting (NFER, January 2022)
[50] Understanding Teacher Retention, (RAND 2021)
[51] Teacher Wellbeing Index 2021, Education Support
[52] Ibid

128. Sadly, it is no surprise that 66 per cent of senior leaders reported working 51+ hours per week, or that senior leaders experienced the highest rates of insomnia or difficulty sleeping (57 per cent) and signs of exhaustion (38 per cent).

129. The 2021 Teacher Wellbeing Index score for England was 43.79, much lower than the National Adult Population score of 52.4 for the same period. This score is lower than it was in 2020 or 2019.

130. When asked how the mental health of the workforce could be improved, reducing workload was the suggestion made by the highest proportion of respondents (52 per cent). However, one of the other main suggestions (28 per cent) was for employers to offer flexible working hours to fit with other commitments, with 29 per cent of senior leaders suggesting this.[53]

131. The response to the pandemic saw a huge and rapid switch to flexible working practices from most employers, including schools. This has demonstrated that there are far more opportunities for flexible working in schools than was previously perceived.

132. Many other businesses are not planning to return to pre-pandemic working practices.

133. The ISE report on student recruitment trends in 2021, states that 24 per cent of student recruiters are now recruiting student hires who will be mainly based from home. [54]

134. A CIPD report '*Flexible Working: Lessons learned from the pandemic'*[55] showed that 63 per cent of employers planned to introduce or expand the use of hybrid working to some degree, combining time in the workplace with time at home, depending on the needs of the job, the individual and the team.

135. The key findings of the report also showed that wellbeing has increased as a result. The main reasons for this were avoiding the commute (46 per cent) and enhanced wellbeing due to greater flexibility of hours (39 per cent).[56]

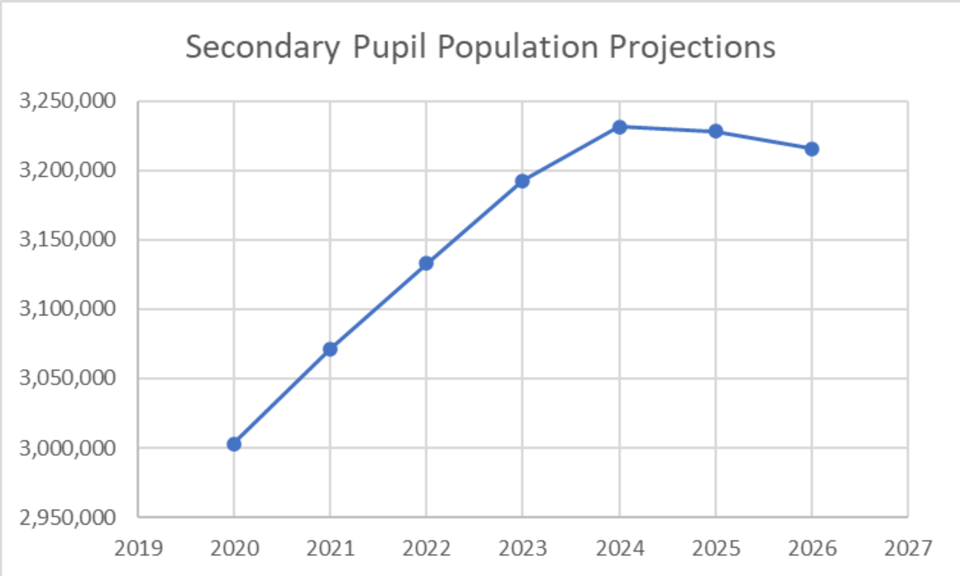
136. With such an increase in flexible working opportunities, and better pay, the graduate marketplace will become much more competitive. If the government wants to solve the recruitment and retention crisis, then both of these issues need urgent action.

[53] Ibid
[54] Ibid
[55] Flexible working: lessons from the pandemic (CIPD, April 2021)
[56] Ibid

Pupil Population

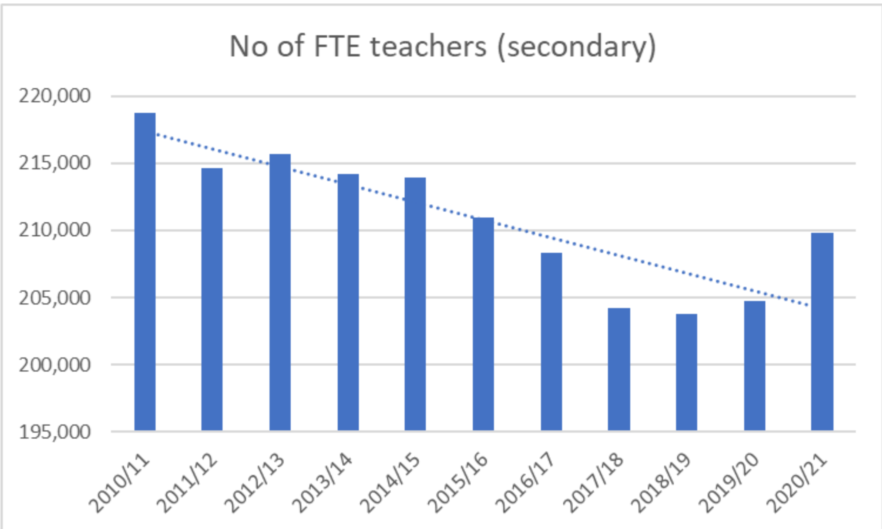
137. The National Pupil Projections[57] show that the pattern of change for secondary pupils remains unchanged. Numbers are projected to peak at 3,231,476 in 2024 before decreasing to approximately 3,216,000 by 2026. This means that there will be 224,000 more pupils in secondary schools in 2024 than there were in 2020.

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



139. The 2020 School Workforce Census[58] (SWC) data shows that there was an increase in the number of full-time equivalent (FTE) secondary teachers from 204,712 in 2019/20 to 209,842 in 2020/21.

140. However, historical SWC data[59] shows that the overall trend since 2010/11 is downwards. In 2020/21 there were 8,913 fewer FTE secondary teachers than in 2010/11. The chart below demonstrates this.



[57] National Pupil Projections 2021
[58] School workforce in England 2020
[59] Ibid

141. Over the same period there was an increase in secondary pupils of 84,230[60], continuing the year-on-year increases since 2009.

142. As a result of these pupil increases in secondary schools, the pupil teacher ratio (PTR) increased from 16.3 in 2018/19 to 16.6 in 2019/20 and it remained the same in 2020/21[61]. These proportions must not increase further.

The relative position of teachers' pay

143. In their recently published report, NFER looked at the competitiveness of teacher pay over time, between 1991 and 2019.

144. The report considered a new benchmark against the types of occupations that teachers tend to move into when they leave the profession, as well as the common practice of benchmarking to professional pay. Following the findings from the research and analysis on this, Jack Worth, NFER reported: *'we therefore believe it remains reasonable to benchmark teachers' pay to other professions, and there is not sufficient evidence of a superior alternative.'*[62]

145. ASHE data for 2021 shows that *'pay increased for most workers in 2021, but particularly those that were most affected by the pandemic in 2020, most notably younger employees, men and the lowest-paid occupations.'*[63]

146. The same data also shows that the annual percentage growth in gross median weekly earnings was higher for the private sector than the public sector. The chart below is taken from the latest release and demonstrates the difference.[64]

Figure 6: In April 2021, annual percentage growth in gross median weekly earnings was higher for the private sector compared with the public sector

Percentage change in average gross median weekly earnings for full-time employees in the public and private sector, UK, April 2004 to 2021

Source: Office for National Statistics – Annual Survey of Hours and Earnings (ASHE)

[60] Schools, pupils and their characteristics, 2020/2021
[61] Ibid
[62] Ibid
[63] Employee earnings in the UK, 2021
[64] Ibid

147. Teacher starting salaries in England (£25,714 excluding London pay areas) are lower than in both Wales (£27,491) and Scotland (£27,498).

148. We note with interest that teachers and leaders in Wales were not subject to a pay freeze in September 2021, and that the IWPRB recommended a 1.75 per cent increase to all pay ranges, a recommendation that was accepted and implemented by the Minister for Education.

149. In Scotland, the dispute over the 2021/22 pay award goes on, and teaching unions have submitted their 2022/23 pay claim for a 10 per cent increase on all grades and pay points.

Morale and motivation

150. Please also see section on the impact of the Covid-19 pandemic earlier in our submission.

151. ASCL and NAHT worked in partnership with the University of Nottingham and University of Oxford on a project looking at school leadership in the pandemic '*Leading in Lockdown: Research on School Leaders' Work, Wellbeing and Career Intentions'*[65]. This report shows that *'the pandemic has been a highly demanding and stressful time for school leaders'.*

152. The vast majority of interviewees experienced a negative impact on their workload, finding it hard to switch off, including during weekends and holiday periods, meaning that they have become ground down over time.

153. One of the 'lows' of leading in the pandemic that leaders reported was the perceived inadequate leadership provided by central government. This was quoted as being 'clumsy' and 'tone deaf'. Survey results showed that 'DfE guidance/changes to policy on school closures' was the most stressful issue for leaders, with 85 per cent finding this 'very' or 'extremely' stressful.

154. The information below is taken from the report (page 23) and demonstrates the findings.

[65] Leading in Lockdown

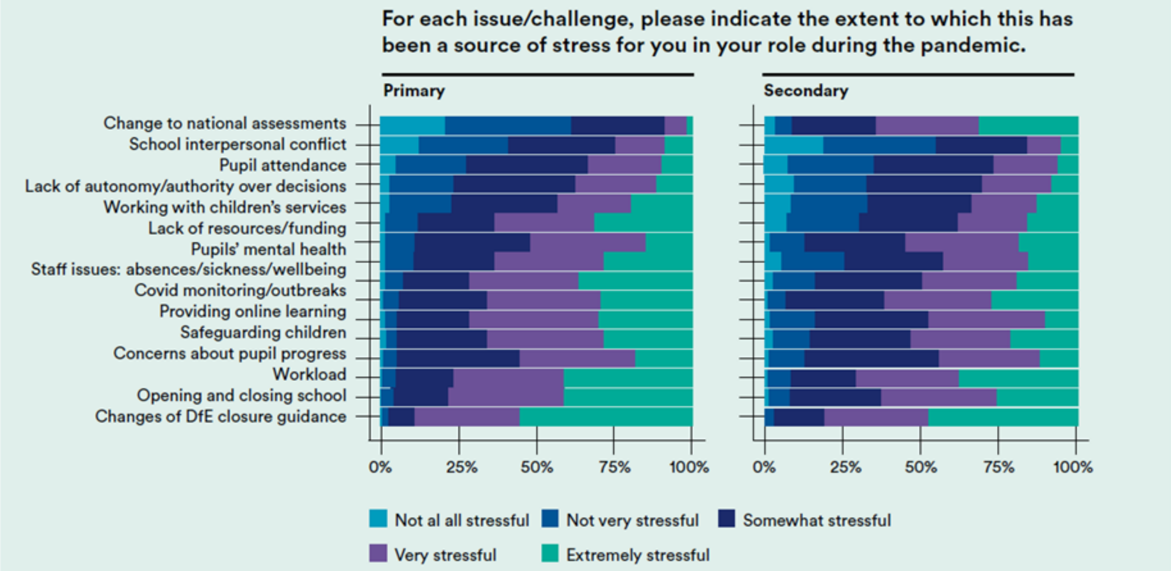


Fig 1: Extent to which different issues have been stressful for primary and secondary leaders (primary n=806, secondary n=500)

155. The survey results also showed that 40 per cent of leaders said that they plan to leave the profession for reasons other than normal retirement within the next five years, with 90 per cent of these stating that the pandemic was either the main or a contributory factor in this decision.[66]

156. When broken down further the results showed that:

- *Leaders who have been in the profession the longest (i.e. 26 years or more) are most likely to say they will leave early.*
- *Leaders in executive headship (46%), headship (46%) and school business roles (39%) are significantly more likely to say they will leave early than either deputy (26%) or assistant heads (20%).*
- *Leaders in primary schools are significantly more likely to say they plan to leave early (46%) than those in secondaries (33%) or all-through schools (26%).*

157. In ASCL's Member Pay and Conditions Survey in 2021, which we submitted with our supplementary evidence, we also reported that 39 per cent of leaders were planning to leave for either early retirement or leaving for a role outside education.

158. However, the Leading in Lockdown report[67] states that school leaders' decisions about leaving or staying remain fluid and that the government has time to avert a succession crisis by attending to four key areas:

- ***Restore Trust**. School leaders have been frustrated by what they perceive as a lack of trust in them. They have also lost trust in national government*

[66] Ibid
[67] Ibid

– the new ministerial team has an opportunity to reset this, but it requires a change of approach.

- ***Re-shape local models of support.*** *Some leaders have had strong support, including examples from Multi-Academy Trusts (MATs), local authorities and other networks. However, overall support has been patchy and, for some, non-existent. This unevenness highlights the wider ways in which the school system has lost coherence at local levels over the past decade – we must think seriously about ways to develop a more equitable and resilient system.*
- ***Recognise and value community leadership.*** *Schools have acted as anchors, in particular in the most deprived communities, through the crisis – leaders must be encouraged to see this wider role as central to their work and success in future, but a return to overly narrow accountability measures will prevent this.*
- ***Rethink leadership.*** *The pandemic has revealed a need for a broader view of leadership than on that is purely technical and managerial – in complex times we need leaders who can also work flexibly and with moral purpose. Broadening out our notion of successful leadership might also attract a wider pool of leaders into headship in future.*

159. The most frequently reported 'high' or rewarding part of leaders' work of the pandemic was the satisfaction of a job well done – *'Pride in how the school overcame the challenges it faced'*. Linked to this was a sense of having contributed to a *'public service at a time of national crisis'.*

160. It is this pride and sense of moral purpose that draws many people into teaching and in particular into leadership.

161. The Teacher Wellbeing Index 2021[68] reported that *'the sense of purpose that motivates teachers is alive and well'.* However, of the 77 per cent of teachers and leaders who reported having a clear sense of purpose when starting work as educators, only 90 per cent of them '*still felt connected to their original sense of purpose always, most or some of the time.*'

162. An NFER report[69] looked at job satisfaction felt by teachers and senior leaders and reported that most senior leaders and teachers are at least somewhat satisfied with their jobs, although a greater proportion of senior leaders are dissatisfied than teachers.

163. The report findings showed *'that 36 per cent of senior leaders and 39 per cent of teachers were 'satisfied/completely satisfied' with their jobs in May 2020. By contrast, 31 per cent of senior leaders and 22 per cent of teachers said they were 'not satisfied/not at all satisfied' with their jobs.'*[70]

164. An EPI report in June 2021[71], showed that over 50 per cent of classroom teachers and senior leaders reported that Covid-19 had impacted their motivation, with 52 per cent of classroom teachers saying that they were less motivated.

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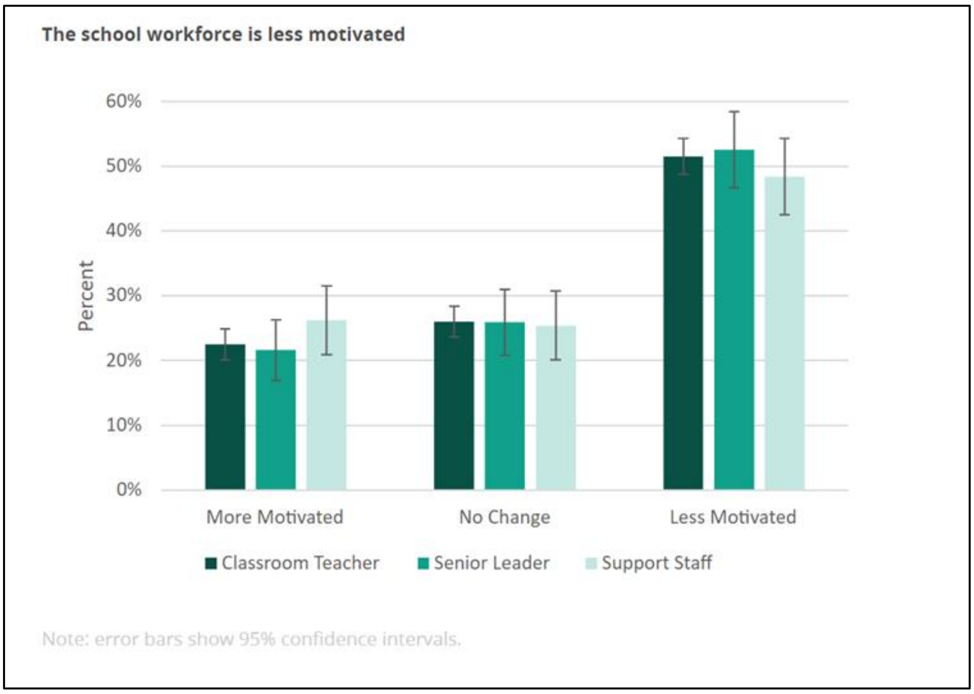
[68] Ibid
[69] Job satisfaction and workload of teachers and senior leaders (NFER, June 2020)
[70] Ibid
[71] The pandemic and teacher attrition: an exodus waiting to happen? (EPI, June 2021)

165. The chart below is taken from the EPI report[72].



School finances

Funding for 2022 / 2024

166. We recognise that the core schools budget has increased by £4bn in 2022/23 compared to 2021/22, and that an additional £1.5bn has been confirmed in 2023/24. 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 revenue funding for mainstream

167. According to the government's own figures schools nationally spent, on average, 50 per cent of total expenditure on teachers in 2020/21. This was an increase of around three per cent on the previous year. We need to remember that, as a result of Covid, patterns of income and expenditure changed in many schools. For example:

- a substantial fall in self-generated income
- increased spend on matters specifically associated with Covid-19, notably cleaning and ICT, along with sustained spend on most categories of staff
- a fall in some types of non-staff spend, and in spend on supply staff and items such as training.

[72] Ibid

In year surplus

168. The increase in the proportion of schools in cumulative surplus or breaking even (92 per cent of maintained schools at March 2021) is noted. However, this should not be a factor when considering the affordability of the pay award.

169. We cannot anticipate the full impact of Covid-19. We know that schools continue to incur additional costs to keep schools open safely, and that operational costs such as cleaning, energy and ventilation are likely to be supported from existing budgets.

Sustained financial viability

170. Our view:

a) We think that mainstream schools should be able to at least maintain their proportion of income available to spend on teachers in 2022/23 and 2023/24, at levels similar to 2020/21.
b) We think that schools should be able to at least maintain their affordable pupil to teacher ratio (PTR) at 2020/21 levels.

171. We have tested these two requirements in our modelling. We considered a two-form entry primary school, a secondary school without a sixth form and a secondary school with a sixth form.

172. Using data from the schools financial benchmarking website[73], we have modelled the impact of a teachers' pay award and other cost pressures including support staff pay awards, the Health & Social Care Levy[74], general inflation and rising energy costs on three schools. (Appendix 3 includes full details of our findings and assumptions made.)

Summary findings

173. For all three types of school we found that, whilst the additional income enables the school to maintain their proportion of income available to spend on teachers, reducing slightly over time, the affordable PTR increases in all cases. This means that the schools can afford fewer teachers.

174. A funded pay award would correct this.

Operation of the pay framework

175. ASCL was broadly supportive of the pay reforms in 2013[75]. However, one element that we did not support was the deregulation of the pay scales and the introduction of just minimum and maximum pay points for the unqualified, main, upper and leading practitioner pay ranges, followed by the leadership pay range in 2014[76].

[73] Schools financial benchmarking
[74] Health & Social Care Levy
[75] STPCD 2013
[76] STPCD 2014

176. ASCL, in conjunction with NAHT, NEU, and Voice, has continued to uprate the pay scales for all pay ranges since 2014 and provide guidance annually for schools on the implementation of pay awards[77].

177. It is our position that any annual uplifts should be applied to all points within all pay ranges and allowances and that the pay scales should be reintroduced to the STPCD as a mandatory element and a minimum entitlement for all.

178. This would allow employers the flexibility to pay more than this if they needed to and were in a position to do so, but would also ensure that annual uplifts were applied consistently to all pay points, rather than just to the minimum and maximum as is and has been the requirement of the STPCD.

179. Although academies are not obliged to follow the STPCD, the majority continue do so. Browne Jacobson's Teacher Pay Survey 2021 showed that 91.5 per cent of employers follow STPCD and have no plans to change.[78].

180. The framework is now fragmented as a result of employers applying their own interpretation of the annual uplifts recommended in the STPCD over the last eight years.

181. This has been worsened by the funding crisis that schools have faced over the same period, leaving employers to make the invidious decision between applying the uplift to all points within all pay ranges and allowances, or, when faced with a potential deficit budget, applying it just to the minima and maxima and fulfilling their statutory obligations.

182. We believe that many of the flexibilities afforded by the provisions of the STPCD allow school leaders and governing boards the autonomy to address the complexities and challenges presented by the context of their own school.

183. However, this must be from a starting point of a minimum entitlement for all teachers and leaders. This should be reflected by the inclusion of pay scales for all pay ranges in the Document as a mandatory element, as opposed to the advisory pay scales that have been reintroduced recently.

184. Furthermore, it seems nonsensical to reintroduce the advisory pay scales for unqualified, main and upper pay ranges, but to exclude the leading practitioners and leadership pay ranges.

185. It is therefore our recommendation that the pay scales for all pay ranges are reintroduced from September 2022 as a mandatory element of the Document, providing a minimum entitlement for all teachers and school leaders.

Performance-related pay (PRP)

186. Included in the reforms of 2013 was the introduction of performance-related pay, something which ASCL was broadly supportive of at the time.

187. However, as time has progressed it has become clear that PRP does not work in schools in the same way as it does in business.

[77] Joint Advice on Teachers' Pay 2021-2022
[78] Teacher Pay Survey 2021, Browne Jacobson

188. A recent report by the Institute for Government, commissioned by the office of Manpower and Economics (OME) states: '*The evidence base for performance pay is thin, with data showing that cost effectiveness is rare and often mixed in conclusions on the impact on performance. Where evidence is more definitive, it suggests performance pay has only small positive effects, tends to incentivise or motivate a minority of employees and can crowd out intrinsic motivation.'*[79]

189. There is no evidence that PRP has a positive effect on student outcomes, and – worryingly – there is increasing evidence that it may have a negative effect on teacher retention and workload.

190. The Education Endowment Foundation (EEF) Teaching and Learning Toolkit[80] rates performance pay as '*Low impact for low cost based on very limited evidence'.* Its key findings on performance pay for teachers were:

- *The impact of performance pay is low (+1 month), schools might consider other, more cost effective, ways to improve teacher performance, such as high quality continuing professional development.*
- *Given the lack of evidence that performance pay significantly improves the quality of teaching, resources may be better targeted at developing existing teachers.*
- *Implementing performance related pay can narrow the focus of teachers to particular groups or particular measures, so care should be taken to try and minimise undesirable effects.*

191. On how effective the approach of performance pay is, the toolkit states: *'Overall, approaches which simply assume that incentives will make teachers work more effectively are not well supported by existing evidence.'*[81]

192. ASCL, along with the majority of statutory consultees (with the exception of the Department for Education), has been repeatedly calling for a review of PRP, with a view to it being removed from the STPCD.

193. The Department's support for PRP will be at least in part be due to its proposals for the move to £30,000 starting salaries as detailed in its evidence submission[82] to the STRB's 30th Report.

194. It required pay progression rates to remain static for its proposals to be affordable, meaning that it was dependent on the same proportions of teachers not being awarded pay progression every year.

195. This is, then, not about a PRP system, but a relative or comparative performance pay system, where staff are not judged solely on their own performance, but relative to others.

196. We cannot support relative or comparative performance pay systems.

[79] Pay reform for the senior civil service, Institute for Government, November 2021
[80] EEF Teaching and Learning Toolkit
[81] Ibid
[82] Government evidence to the STRB: the 2020 pay award

197. None of this can be the basis for an argument not to carry out a review of PRP to provide evidence to inform a decision on whether it should be removed from the Document.

198. We have cited previously in our evidence submissions that there is growing evidence, including in the government's own commissioned research[83], to show that where pay is based on performance, women are less likely to be employed than men, and where they are employed, they receive a lower share relative to men. This is particularly the case among the higher paid employees.

199. A recent joint report from ASCL, NAHT, NGA and #WomenEd, '*Closing the gender pay gap in education: a leadership imperative*'[84] found that, despite a broad national pay framework being in existence, '*analysis of the SWC statistics show that, regardless of school phase or structure, men typically earn more than women. The more senior the position, the wider the gulf becomes'.*

200. The report found that '*the difference between average salaries of men and women increases with age and seniority in roles'* and that *'the difference at Headteacher level by age 60 and over reaches £17,334.'*[85]

201. One of the key recommendations from the report is that the government should seek to:

'Act on the calls from the School Teachers' Review Body (STRB) and the sector for a comprehensive review of the pay framework for both classroom teachers and leaders.

This should include: comprehensive analysis by the Department for Education 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'.[86]

202. The report states that evidence from the European Commission and the Equality and Human Rights Commission suggests that the introduction of competitive PRP is making the gender pay gap worse.[87]

203. We are seeing more academies moving away from PRP, decoupling pay from performance and shifting to a more supportive and developmental approach to appraisal that is not linked to pay.

204. We believe that this is a far better approach to improving performance, and something which we call for in strands five and six of Building Block 2 in ASCL's Blueprint for a Fairer Education System[88]: '*An increased commitment to ensuring all teachers and leaders have access to, and time to engage in, high-quality professional development.' and 'We would also like to see the implementation of a pilot to ring-fence 20 per cent of staff time for collaborative planning, coaching and CPD, to investigate the impact of this on pupil performance and teacher recruitment and retention, particularly in schools serving disadvantaged areas.*'

[83] Understanding the Gender Pay Gap within the UK Public Sector, August 2019
[84] Closing the gender pay gap in education: a leadership imperative, December 2021
[85] Ibid
[86] Ibid
[87] Ibid
[88] Ibid

205. A cost-benefit analysis study from the Education Policy Institute (EPI) commissioned by Wellcome showed that *'providing teachers with a right to high-quality training and development would boost pupil attainment and earnings, and may tackle retention problems in the profession'*.[89]

206. In Browne Jacobson's Teacher Pay Survey 2021, carried out with academy trusts, only 60 per cent of respondents indicated that they link pay to performance and that they do not plan to change. 20 per cent already operate automatic pay progression, with another 6 per cent planning to change to automatic progression and 13.5 per cent doing something else, which include a variety of approaches mainly that they operate automatic progression unless a teacher is subject to informal or formal capability procedures.

207. The Independent Welsh Pay Review Body (IWPRB) accepted evidence relating to the removal of PRP submitted by statutory consultees and made the recommendation in its second report[90] for pay progression no longer to be linked to performance and the Minister for Education in Wales accepted the recommendation[91].

208. PRP was removed from the STPCD for Wales in September 2020[92], with pay progression being automatic unless a teacher is subject to formal capability procedures in respect of the appraisal period.

209. This is the approach we would like to see introduced into the STPCD in England.

210. In light of all the evidence above, and the consensus amongst consultees on this issue, we call on the STRB to recommend that PRP is removed from the STPCD as a matter of urgency.

Conclusion

211. In summary, teachers and school leaders deserve to be remunerated appropriately and fairly for the crucial role they fulfil in society, which has been made even more clear since the onset of the pandemic.

212. We believe that a significant increase is required to all pay ranges in order to address the erosion of pay since 2010 which was worsened by the pay freeze last year, and the impact of differentiated awards on the pay of experienced teachers and school leaders.

213. If a multi-year approach is to be adopted, we must see the inclusion of a review mechanism, as detailed in our evidence on this section, and we must be consulted on the mechanism to be used.

214. Finally, we again recommend that the performance-related pay element of the pay system is removed from the STPCD.

[89] The effects of high-quality professional development on teachers and students, EPI
[90] IWPRB 2nd Report and ministerial response
[91] Ibid
[92] STPC(W)D 2020

215. I 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
Conditions of Employment Specialist: Pay
Association of School and College Leaders
24 February 2022

Appendix 1 - ONS ‘Are your wages keeping up with inflation?’ calculator results.

M6: £36,961

Current inflation rate:

To keep up with the current inflation rate, your pay next year would need to

increase to	a pay increase of
£38,735 per year	£1,774 per year

Your pay increase: 4.8%

Next year I will earn

£ 38735 per year

Or, my salary will increase by

4.8 % Apply

Tick to use average pay growth

Your earnings are worth

£0

less per year

Reset

Based on December 2021 CPIH figures released on January 19, 2022 and November 2021 growth in earnings figures released on January 18, 2022.

U3: £41,604

Current inflation rate:

To keep up with the current inflation rate, your pay next year would need to

increase to	a pay increase of
£43,601 per year	£1,997 per year

Your pay increase: 4.8%

Next year I will earn

£ 43601 per year

Or, my salary will increase by

4.8 % Apply

Tick to use average pay growth

Your earnings are worth

£0

more per year

Reset

Based on December 2021 CPIH figures released on January 19, 2022 and November 2021 growth in earnings figures released on January 18, 2022.

L24: £74,295

Current inflation rate:

To keep up with the current inflation rate, your pay next year would need to

increase to	a pay increase of
£77,861 per year	£3,566 per year

Your pay increase: 4.8%

Next year I will earn

£ 77861 per year

Or, my salary will increase by

4.8 % Apply

Tick to use average pay growth

Your earnings are worth

£0

less per year

Reset

Based on December 2021 CPIH figures released on January 19, 2022 and November 2021 growth in earnings figures released on January 18, 2022.

Appendix 3

Using data from the schools financial benchmarking website we have modelled the impact of a teachers' pay award and other cost pressures including support staff pay awards, the Health & Social Care Levy, general inflation and rising energy costs, on three types of school. See tables below .

Assumptions

- We have assumed a 5 per cent increase in income per pupil in 2022/23 and 2.7 per cent increase in year two. This reflects the outcome of SR 21.
- We have included the employer's element of the Health and Social Care levy at 1.25 per cent.
- We have used the Retail Price Index (RPI) as a measure of inflation for teachers pay and for non-staff expenditure other than energy.
- The actual increases in energy costs will vary according to individual contract terms, however we must acknowledge the national energy crisis and we know that the energy price cap has increased by 54 per cent. Feedback from members indicates that bills will increased by up to 120 per cent in some cases. We have assumed an increase of 50 per cent in year one and 25 per cent in year two of our models.
- We have assumed a 1.75 per cent pay award for all support staff. This reflects what we know about the final offer made by JNC for 2021 and we have rolled this forward. Note that this assumption delivers a pay award below RPI.

Two form entry Primary NOR 417.66					
FTE teachers 18.11					
	Base Year	Cost pressures	2022/23	Cost pressures	2023/24
Income	£ 2,016,391.00		£ 2,117,177.01		£ 2,174,338.00
Income per pupil	£ 4,827.75	5%	£ 5,069.14	2.70%	£ 5,206.00
Spend on teachers	£ 969,430.33				
Spend on support staff	£ 531,588.00	1.25% + 1.75%**	£ 547,535.64	1.75%est	£ 557,117.51
Non staff spend excluding energy	£ 435,375.26	6.4% RPI *	£ 463,239.28	3.8% RPI*	£ 480,842.37
Energy	£ 20,338.74	say min..50%	£ 30,508.11	25%	£ 38,135.14
Average teacher cost	£ 53,504.94	1.25%NI + 6.4%RPI*	£ 57,598.07	4%	£ 59,902.00
Proportion available for teachers	0.51		0.51		£ 0.51
Affordable pupil to teacher ratio(PTR)	**21.72**		**22.36**		**22.78**
*HMT Feb 2022					
** +NI and NJC +1.75%					

11-16 Secondary NOR 768					
FTE 46.4					
	Base Year	Cost pressures	2022/23	Cost pressures	2023/24
Income	£4,825,033.67		£ 5,066,285.35		£5,203,075.05
Income per pupil	£ 6,282.60	5%	£ 6,596.73	2.70%	£ 6,774.84
Spend on teachers	£2,647,225.08				
Spend on suport staff	£1,026,117.08	1.25% + 1.75%**	£ 1,056,900.59	1.75%est	£1,075,396.35
Non staff spend excluding energy	£ 867,555.84	6.4% RPI *	£ 923,079.41	3.8% RPI*	£ 958,156.43
Energy	£ 71,867.08	say min..50%	£ 107,800.63	25%	£ 134,750.78
Average teacher cost	£ 57,052.26	1.25%NI + 6.4%RPI*	£ 61,416.76	3.8% RPI*	£ 63,750.60
Proportion available for teachers	0.59		0.59		0.58
Affordable pupil to teacher ratio(PTR)	**15.32**		**15.84**		**16.13**
*HMT Feb 2022					
** +NI and NJC +1.75%					

11-18 Secondary NOR 992.13					
FTE 59.66					
	Base Year	Cost pressures	2022/23	Cost pressures	2023/24
Income	£5,848,766.50		£ 6,141,204.83		6307017.355
Income per pupil	£ 5,895.16	5%	£ 6,189.92	2.70%	6357.05
Spend on teachers	£3,391,100.63				
Spend on support staff	£1,032,213.87	1.25% + 1.75%**	£ 1,063,180.29	1.75%est	1081785.941
Non staff spend excluding energy	£1,171,056.26	6.4% RPI *	£ 1,246,003.86	3.8% RPI*	£1,293,352.00
Energy	£ 94,920.88	say min..50%	£ 142,381.31	25%	177976.6406
Average teacher cost	£ 56,840.44	1.25%NI + 6.4%RPI*	£ 61,188.73	3.8% RPI *	£ 63,513.91
Proportion available for teachers	0.61		0.60		0.60
Affordable pupil to teacher ratio(PTR)	**15.88**		**16.45**		**16.79**
*HMT Feb 2022					
** +NI and NJC +1.75%					