



Teacher Pay: Urgent action needed

National Education Union
Submission to the School Teachers' Review Body
January 2019

THE NATIONAL EDUCATION UNION

The National Education Union (NEU), formed on 1 September 2017, stands up for the future of education by bringing together more than 450,000 teachers, lecturers, support staff and leaders working in maintained and independent schools and colleges across the UK.

Combining the expertise and experience of both of its predecessors the Association of Teachers & Lecturers and the National Union of Teachers, the NEU is the UK's largest education union. The NEU's voice is effective and powerful – championing everyone who works in education. We are committed to making education a great place to work, a great place to teach, and a great place to learn.

This submission sets out our views on the teacher pay issues raised by the Secretary of State's remit letter to the School Teachers' Review Body (STRB) of 21 November 2018. We note the Secretary of State's intention to issue a further remit to the STRB on possible reforms to the teacher pay framework. We will respond to that remit in due course, but these structural issues also need to be considered in this evidence as they have a significant impact on key teacher pay issues such as pay levels, recruitment and retention.

We ask the members of the STRB to read our views, adopt our proposals and work with us and our partner teacher unions in helping to address the problems facing teachers, schools and the children they serve.

INTRODUCTION

1. The prolonged period of real terms cuts to the value of teacher pay, and misguided pay structure changes such as the imposition of PRP and restrictions on pay progression, have caused major damage to the teaching profession. The ability of the teaching profession to compete with other graduate employers has been severely limited by the fall in the value of teacher pay both against inflation and against pay in other graduate professions. Meanwhile, teacher workload remains unacceptably high.
2. The result of this is a continuing and worsening problem with teacher supply. Teacher recruitment targets continue to be missed, compounding the problems created by previous shortfalls in recruitment. Alongside this problem of attracting new teachers, retention rates have been dropping as well.
3. Despite repeated attempts by the Secretary of State to downplay the problems, the picture is clear. A wealth of evidence shows that teachers are being paid less in real terms and in comparison to other graduates and suffer from sky-high workload. The intensification of teacher supply problems that has accompanied these developments is no coincidence but is a consequence of inadequate and worsening pay and conditions.
4. Last year, the STRB sought to address the deterioration in the value of teacher pay and the “further deterioration” in teacher supply. Although insufficient in our view, the STRB’s recommendation for a pay increase of 3.5 per cent across the board showed that it understood the need for a whole-market signal on pay to address teacher supply problems. The Government’s unprecedented decision to refuse to implement this recommendation was not based on any refutation of the STRB’s case, but on funding grounds. The Government’s damaging policy on education funding was therefore used to justify further damage to teacher pay and teacher supply.
5. The evidence reviewed in this submission supports our view that there is a continuing urgent need for the STRB to recommend a significant and fully-funded pay increase for all teachers, as the start of a process of restoring teachers’ pay to the levels necessary to support teacher supply in the long term. Along with the restoration of a national, fair and transparent framework for teacher pay and effective action on workload, this would begin to address the major teacher supply problems we now face as a consequence of Government policy.

SUMMARY OF OUR PROPOSALS

6. The NEU represents the majority of teachers and education professionals. The joint statement submitted to the STRB by the NEU, ASCL, NAHT and Voice shows that the overwhelming majority of the profession is united on the key issues to be considered by the STRB. Our organisations agree that teacher pay and teacher supply remain in a critical state requiring urgent action; and that this must include additional funding from the Government. That joint statement is appended to this evidence.
7. This separate submission by the NEU reviews the overwhelming evidence of a widespread and entrenched crisis in teacher supply. This crisis is rooted in the damage caused by Government policy, including sustained year-on-year cuts to the real-terms value of teacher pay and policies which maintain sky-high workload. The competitiveness of teaching in the graduate labour market is now seriously compromised and is driving teacher supply problems.
8. The Government's real terms cuts to education funding and imposition of additional costs have created huge difficulties for schools. These problems are closely related: the cuts have led to attacks on pay and conditions, which in turn contribute to the worsening teacher recruitment and retention crisis.
9. In its 28th Report, the STRB recognised the continuing deterioration in teacher supply and recommended that all pay and allowance ranges for teachers should be uplifted by 3.5 per cent. The STRB stated that this was a "*meaningful step*" to improve teacher pay and in doing so to address the teacher supply problems. While we believe that the STRB should have recommended a higher increase, the STRB's recognition of the need for meaningful action on pay was nevertheless welcome. As we discuss below, the Secretary of State's unprecedented decision to cut back the STRB's pay recommendation undermined the recommendations it made. The serious and longstanding problems have continued.
10. To address these problems, we call on the STRB to recommend:
 - an immediate fully-funded pay increase for all teacher pay points and allowances of 5 per cent in September 2019;
 - further pay increases for teachers as soon as possible, to restore the cut in teacher pay against inflation since 2010; and
 - a further urgent review of teacher pay levels, to establish appropriate pay levels for the long term that will support recruitment and retention by ensuring that teacher pay levels are competitive with those of other graduate professions.

11. We note that the Secretary of State plans to issue a further separate remit this year to the STRB on possible reforms to the teacher pay framework. We will, of course, submit detailed evidence when that remit is supplied to the STRB, but in the meantime we must emphasise the importance of a national, fair and transparent teacher pay framework to supporting teacher supply.
12. The Secretary of State's reference to reforming "remaining rigidities" in the pay framework is deeply troubling, as are his references to "flexibility" and "targeting." This approach has contributed to the cuts in the real value of teacher pay and to the linked development of teacher supply problems. A strong, whole market signal on teacher pay is required as a matter of urgency if the teacher supply problems are to be effectively addressed.

OUTCOME OF THE 2018 STRB REPORT

14. Despite the STRB's willingness to acknowledge the issues in its recent reports, developments in 2018 did nothing to reverse the damage caused by the recent policy pursued by the Government and the STRB. The urgent action which is still needed must now also include repairing the damage caused by the Government's unprecedented refusal last year to implement the pay increases recommended by the STRB.
15. In its 28th Report, submitted to the Secretary of State in May 2018, the STRB expressed a series of serious concerns. It noted a "*further deterioration*" in both recruitment and retention (STRB, page ix).
16. On pay, the STRB highlighted the "*significant gaps*" between teacher pay and pay in other graduate professions. It described how median earnings for classroom teachers have "*increasingly lagged median earnings in other professional occupations*" and noted the growing gap between teacher pay points and comparable points for other professional occupations (STRB, page x). Concluding that the worsening position of teacher pay in the labour market for graduate professions needed to be "*addressed as a matter of priority*" (ibid), the STRB recommended that all of the teacher pay and allowance ranges should be uplifted by 3.5 per cent.
17. The decision to recommend a 3.5 per cent increase for all teachers was a significant departure from its approach in previous years, though with RPI inflation at 3.3 per cent in September 2018 the improvement against inflation resulting from such an increase would have been only marginal. The STRB considered a differential pay increase but concluded that it had decided against such an approach "*in light of the evidence of widespread teacher supply problems*" (STRB paragraph 4.25, page 64). Although insufficient in our view, the recommendation for a 3.5 per cent increase showed that the STRB understood the need for a strong whole-market signal on pay.
18. The Secretary of State did not publish the STRB report and his response to it until 24 July, by which time the summer term had ended in most schools. This delay created significant problems for schools in terms of planning and consultation on the pay increase and ensured that teachers would not receive any increase on the due date of 1 September. We urge the STRB to recommend in strong terms that the Government avoids the delays of recent years when publishing future STRB reports and commencing statutory consultation on its response.

19. The Government took the unprecedented decision to refuse to implement the STRB's recommended increase of 3.5 per cent for all teachers. The decision to reduce the increase to 2 per cent for the Upper Pay Range (UPR), leading practitioner range and allowances and 1.5 per cent for the leadership range was greeted with dismay across the profession. This decision meant that a majority of teachers did not receive the recommended increase and that most teachers saw yet another real-terms cut in the value of their pay against inflation. Those teachers on the Main Pay Range (MPR) who did receive the recommended increase nevertheless saw the value of other pay ranges to which they aspire to progress being cut back.
20. The Government presented no convincing explanation for its decision and published no detailed response to the overwhelming evidence included in statutory consultees' submission to the STRB and in the STRB Report itself. The NEU's response to the statutory consultation on the Government's response to the STRB report formally requested an explanation of the Secretary of State's rationale for cutting back the STRB's pay recommendations. No explanation was received.
21. The Secretary of State's decision seems to have been made on "affordability" grounds alone, and we examine these issues in more detail in the separate section on School Funding and Affordability below. The Secretary of State should also have considered and addressed the serious problems and analysis of teacher supply set out in the STRB report. Instead, these problems were ignored.
22. The Government's action was irresponsible and was based on a circular argument. The Government's education cuts and attacks on teacher pay reduce the value of pay, causing serious recruitment and retention problems to which the Government then says it cannot afford to respond. This approach provides no solution to the problems, simply ensuring that they get worse. The Government's attempts to impose this absurd and irresponsible approach to teacher pay, conditions and supply must be strongly resisted by the STRB.
23. The Government did, however, decide to provide additional funding for schools to support implementation of pay increases via the Teacher Pay Grant. The grant may have been inadequately funded and inaccurately distributed, but its very existence shows that the Government's own definition of affordability can when necessary be shifted.

24. This supports the view we have consistently expressed, that the STRB should not feel constrained by questions of affordability in its recommendations but should focus on the actions it believes are needed to restore the appropriate value of teacher pay and address the recruitment and retention crisis. It is then the Government's responsibility to address the resource implications. The separate section on school funding and "affordability" below sets out our case for full funding of any pay increase.
25. Of course, the nature of the current pay structure, established with STRB support, means that teachers are not guaranteed to receive an individual increase in line with any increase in the value of pay ranges. We have noted in previous years that we are concerned at the growing number of teachers who report each year that they are receiving no cost-of-living increase at all. Despite the Government's provision of a funding grant, the evidence suggests that this problem has persisted and perhaps even grown this year.
26. Data from the latest NEU survey on pay and pay progression underlines our concerns, with 18 per cent of teachers saying that they had received no cost-of-living increase for September 2018, despite the increase in the value of pay ranges, while a further 24 per cent of teachers did not know if they had received or would receive any cost-of-living increase.
27. Such a large proportion of teachers not receiving the cost of living increase distinct from any pay progression is a devastating result: not only was the overall September 2018 teacher pay increase cut back by the Government so that most teachers saw their pay again cut in real terms, but many teachers got no increase at all. The proportion of teachers receiving no cost-of-living increase was higher for women, teachers working part-time or on other flexible working arrangements; and those defining themselves as disabled or non-white British. The STRB must state clearly in its recommendations that every teacher should receive the recommended increase. Otherwise many will fail to do so, often for wholly inappropriate or even unlawful reasons.
28. The NEU is working together with ASCL and NAHT to campaign for additional investment in education. The evidence on teacher pay, teacher supply and workload explains why this additional investment is essential.

SCHOOL FUNDING AND “AFFORDABILITY”

29. The Secretary of State’s remit letter of 21 November 2018 gave us a number of concerns. We raised these concerns with the Secretary of State in writing on 29 November 2018 and requested that he amend the inappropriate remit given with regard to affordability in particular (see Appendix 2 for the letter). At the time of writing, no reply to our letter had been received.
30. Any independent pay review body must be able to make the recommendations it believes to be appropriate based on the evidence. Any attempt to constrain the STRB on the grounds of affordability is completely inappropriate. Decisions on affordability are the responsibility of the Government. The STRB’s responsibility is to make the recommendations on teacher pay that it believes are required to effectively tackle the teacher recruitment and retention crisis.
31. The statement in the Secretary of State’s remit letter, that the STRB should describe in its report what steps it has taken *“to ensure affordability has been given due consideration when reaching your recommendations”*, is particularly inappropriate.
32. The STRB’s consultation on the 2019-20 pay increase is being conducted at the same time as discussions are taking place within Government on the 2019 Spending Review. Education funding will be a key part of this review and the Government’s decisions on future years’ funding allocations for schools have not been made. In her speech to the Conservative Party conference on 3 October 2018, Theresa May said that the Spending Review would set out the Government’s approach to the future, with an *“end to austerity”*.
33. Neither consultees nor the STRB know what funding will be in place from April 2020 onwards. This is, therefore, an obvious opportunity for the STRB to set out its views on the pay levels it believes necessary to support teacher supply and to repair the damage to teacher pay since 2010. There is growing debate about a new agenda for public spending and growing support for increased funding to respond to the pressures created by austerity and maintain the quality of public services. The STRB can contribute to this discussion by setting out its views on the level of investment required for teachers’ pay.
34. The Government found additional money for teachers’ pay last year after stating that no additional resources would be available. The Government can choose to find additional resources again – this is a political choice which rests with the Government.

35. In its 28th Report, the STRB noted the autonomy of schools in making spending decisions and went on to note that this autonomy meant that *“the affordability of our recommendations can only be assessed at individual school level”* (STRB 28th Report, paragraph 4.28). We believe that the timing of the next STRB report allows the STRB to go beyond this and the Government’s narrow definition of affordability and discuss the resources schools need.
36. The Government attempts elsewhere to downplay the funding problems faced by schools, but this flies in the face of the facts. As the School Cuts website shows, £2.8 billion has been cut from schools since 2015 following the real terms cuts implemented by the Government. A huge 91 per cent of schools continue to face billions in budget cuts and have less money in real terms per pupil than ever before.¹
37. Decisions taken because of funding shortages are making recruitment and retention problems worse, as serving and potential teachers see the impact on pay and conditions. Our pay and pay progression surveys show an increasing proportion of teachers being denied pay progression explicitly due to funding or budgetary reasons: up from 15 per cent in 2016 to 17 per cent in 2017 and 19 per cent in 2018. Funding problems make workload problems worse as well, for example by increasing class sizes and reducing the number of adults available to cover the work of the school.
38. We call on the STRB to engage positively with the funding issue. Schools should not be expected to manage the damage caused by Government policy by using PRP to push down teacher pay levels. This will simply make the teacher supply problem worse, by further damaging the ability of teaching to compete effectively with other graduate professions.
39. Pay “flexibility” is part of the problem, not the solution. In an environment of funding cuts, it is exercised in a downward direction in the shape of unfair restrictions on pay progression and cost-of-living increases – when we need to be lifting teacher pay levels to support supply.
40. The maximum limits of the pay ranges are too low to reward teachers fairly, and many teachers are at the maximum provided. Many schools and academies have reduced TLR payments and leadership group posts, cutting promotion opportunities for teachers.

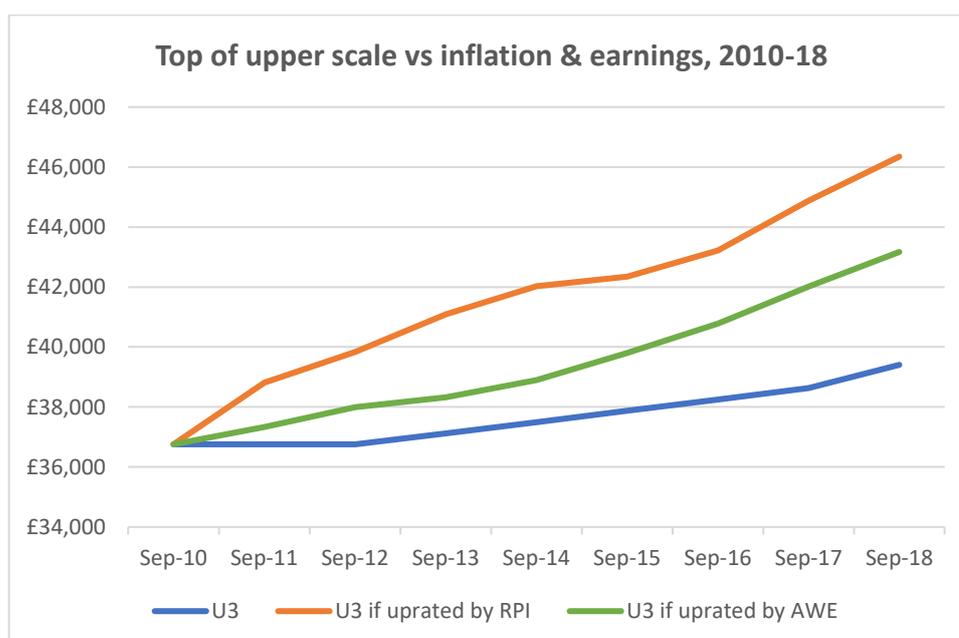
¹ See <https://schoolcuts.org.uk/story/school-cuts-are-damaging-our-childrens-education/>

41. Securing fair and accessible pay levels high enough to enable teaching to compete effectively with other graduate professions is essential in the interests of pupils and parents as well as teachers. Effective solutions to teacher workload problems require investing to increase the number of teachers and reduce class sizes. Again, this is in the interests of pupils and parents as well as teachers.

42. No education system can exceed the quality of its teachers. That's why the urgent action needed is to improve pay and conditions, within a national framework and adequately funded. We call on the STRB to be clear that it will not be constrained by the Government but will make recommendations to effectively address the teacher supply problems and also recommend that these should be fully implemented and fully funded by the Government.

TEACHER PAY

44. The STRB's 28th Report noted the serious nature of the trends in teacher pay. It concluded that teaching "*continued to lag behind other graduate professions, both in terms of starting salaries and pay progression prospects*" with "*significant gaps*" between pay in teaching and in other graduate professions. (STRB 28th Report Executive Summary, page x.) The STRB went on to note that "*these relative pay trends are important contributory factors in the recruitment and retention problems*" and that the decline in the relative value of teacher pay "*needs to be addressed as a matter of priority*".
45. As noted above, instead of responding positively to the STRB's recommended uplift for teachers and school leaders of 3.5 per cent, the Secretary of State cut this recommendation back. This irresponsible action ensured that the clear problem identified by the STRB, based on a wealth of evidence, was not addressed. Trends in the position of teacher pay in real and comparative terms since then have compounded the problem.
46. The graph below vividly illustrates the extent to which teacher pay has declined, in real terms against inflation and in comparative terms against average earnings growth. We have used the value of the maximum of the UPR (outside London and the Fringe Area) as a comparator as this is the pay level to which classroom teachers justifiably aspire, but a similar pattern is observable when comparing other teacher pay levels to inflation and average earnings.



Teacher pay lags behind inflation

47. As shown in the above graph, teacher pay has continued to decline in real terms, against Retail Prices Index (RPI) inflation. RPI is widely recognised as the appropriate measure for the purposes of tracking the real value of wages. The decline in the value of teacher pay against RPI since 2010 has taken place at the same time as the development of the serious teacher supply problems and this is no coincidence.
48. In 2018 the real-terms decline in the value of points on the MPR improved marginally, but this was only a slight improvement and not the significant change required to make a positive impact on teacher recruitment.
49. The real-terms pay cuts and restrictions on pay progression affect teachers across England. Just as teacher supply problems are systemic and require a holistic response, regional pay would provide no solutions and would create new problems. We do, however, have concerns about the current operation of the long-established London pay area arrangements. The STRB noted concerns on this area in its 28th Report (STRB, paragraph 5.9); and we will discuss these issues in more detail in the context of the forthcoming remit on the pay framework.
50. Teacher pay across the Main Pay Range would require an increase of some 15 per cent to restore it to 2010 levels in real terms. This substantial cut in the value of pay for new teachers and those in the early years of their careers makes it more difficult to increase recruitment and retention. Potential recruits see that teacher starting pay and pay progression compare poorly with those in other graduate professions, as we explain in more detail below. Serving teachers experience unfair restrictions to pay progression and see promotion opportunities reduced, often due to funding cuts.
51. Following the further real-terms cut to their pay in September 2018, teachers on the Upper Pay Range would require a pay increase of over 17 per cent to restore the real-terms cuts to pay since 2010. The significant further real-terms cut to the pay of experienced teachers can only worsen the retention problems facing the profession. It also contributes to recruitment problems, by reducing the value of pay levels to which classroom teachers can aspire.
52. Without an urgent above-inflation pay increase, followed by further above-inflation pay increases as soon as possible to restore the real-terms cuts since 2010, the value of teacher pay against inflation is set to fall yet further – with adverse consequences for teacher supply.

53. RPI inflation in 2018 has remained stubbornly above 3 per cent and has been above the Bank of England's target since the beginning of 2017. The 3.3 per cent increase in September 2018 meant that most teachers again saw a significant cut in the real value of their pay against inflation. Even those teachers who received the 3.5 per cent increase recommended by the STRB saw only a marginal improvement against inflation.
54. The latest RPI inflation figure available at the time of writing was 3.2 per cent (November 2018). The latest HM Treasury average of forecasts available at the time of writing predicted an RPI inflation rate of 2.9 per cent in the fourth quarter of 2019.²
55. There is of course significant uncertainty about the prospects for inflation, due to Brexit and the impact of any trade barriers with the European Union. At the time of writing there was a clear risk of higher inflation. The Bank of England has warned of inflationary pressures due to a supply shock, with demand for goods and services exceeding supply and pushing up inflation.³
56. Separately from the cut in their pay against inflation, teachers' take-home pay has also been cut sharply due to the increased teacher pension contributions. These contributions increased by a half between April 2012 and April 2014, from 6.4 per cent to 9.6 per cent. The contributions are now banded so that teachers on £43,182 and above pay even more than this – between 10.2 per cent and 11.7 per cent. The Treasury has ruled out any future reduction in these employee contributions irrespective of the funding position of the Teacher Pension Scheme. The removal of contracting-out for occupational pension schemes has further reduced teacher take-home pay by increasing National Insurance contributions.

² HM Treasury: Forecasts for the UK Economy – A Comparison of Independent Forecasts (December 2018). Available at <https://www.gov.uk/government/statistics/forecasts-for-the-uk-economy-december-2018>

³ The Guardian, 28 November 2018. See <https://www.theguardian.com/business/2018/nov/28/bank-of-england-says-no-deal-brexite-would-be-worse-than-2008-crisis>

Teacher pay lags behind earnings in the wider economy

57. The latest data available at the time of writing from the Office for National Statistics show that average weekly earnings grew by an estimated 3.9 per cent in October 2018.⁴ This was a sharp rise from 2.9 per cent in September 2018. Headline earnings growth (the rolling three-month average) also rose, to 3.3 per cent. Stripping out bonuses, earnings growth for the whole economy was up to 3.5 per cent from 3.1 per cent. The ONS noted that the pay growth figures were the highest for ten years.
58. On 20 December 2018, the Bank of England noted that the labour market remains tight, with the employment rate picking up and pay growth stronger than expected.⁵
59. Pay settlements in the wider economy have also increased significantly. Data from the Labour Research Department show pay settlements in 2018 consistently above the levels seen in the closing months of 2017.⁶ The rolling three-month figure of 2.8 per cent for October 2018 was a significant increase on the 2.5 per cent in September.
60. This picture is supported by the LRD's survey of the 2017-18 Pay Round. This showed the median basic pay rise at 2.75 per cent, up from 2 per cent in recent rounds. Although the median in the public sector remained at 1 per cent, the median in the private sector rose to 3 per cent – underlining the challenge for teaching in competing with private sector employers.⁷
61. In its 28th Report, the STRB noted that its analysis of data from the 2017 Annual Survey of Hours and Earnings (ASHE) showed classroom teachers' median pay lagging behind those of other professional occupations (in the ASHE definition of that term). This continued an established trend of deterioration in the relative position of classroom teachers' median earnings.

⁴ Office for National Statistics (ONS) data available at

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours>

⁵ Bank of England website - see <https://www.bankofengland.co.uk/monetary-policy-summary-and-minutes/2018/december-2018>

⁶ LRD data available at <http://www.lrd.org.uk/index.php?pagid=18>

⁷ LRD Pay Survey – available in November 2018 edition of Workplace Report (No. 173) at <https://www.lrdpublications.org.uk/publications.php?pub=WR>

62. The ASHE data published in October 2018 showed an overall increase in median full-time earnings of 3.5 per cent compared to 2017.⁸
63. These figures above underline the concern expressed by the STRB in its 28th Report, that: *“With the prospects for wage growth in the wider economy better than for several years, a significant uplift to teachers’ pay is required to forestall a further weakening in the competitive position of the teaching profession”*.⁹
64. None of this, of course, should be reading as suggesting that pay elsewhere in the wider economy is adequate. Problems of pay cuts and low pay across the economy have contributed to the UK’s economic problems and we support the TUC campaign for improvements to pay for working people.¹⁰

Teacher pay lags behind pay for other graduate professions

Starting pay

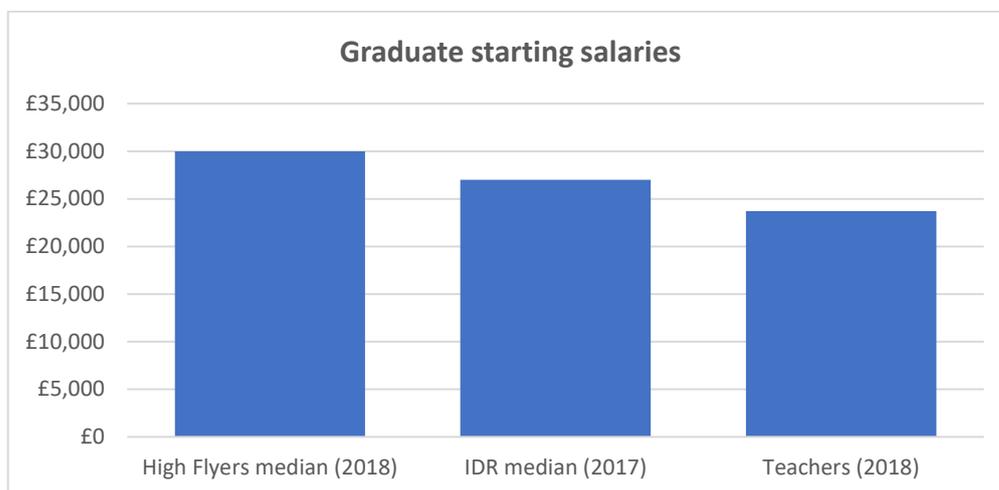
65. In successive reports, the STRB has expressed concern about the position of teaching in the graduate labour market. The worsening and sustained teacher supply problems have intensified the need for teaching to compete effectively against other graduate employers.
66. Potential and serving teachers will be wary about a profession that is unable to offer competitive starting pay and pay progression. Therefore, the profession can only compete effectively for graduates if a clear and significant break is made with the year-on-year attacks on teacher pay and prospects, so that potential and serving teachers see that there is a commitment to rewarding teachers properly.
67. The problems with starting pay are compounded by the very high marginal earnings deductions experienced by newly-qualified teachers. These amount to almost 50 per cent of each extra pound earned when taking account of income tax, Class 1 NICs, student loan repayments and pension contributions. Given that the only optional element is the pension contribution, it is no surprise that opt-outs from the Teacher Pension Scheme are now far higher than previously.

⁸ ASHE (Annual Survey of Hours and Earnings) 2018 – available at <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2018>

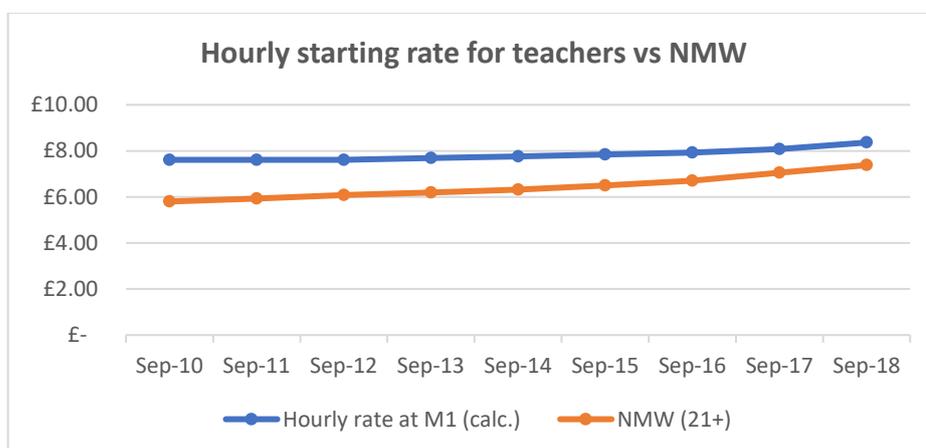
⁹ STRB 28th Report Executive Summary, page x.

¹⁰ Information on the TUC campaign can be found here <https://www.tuc.org.uk/>

68. In its 28th Report the STRB noted the significant gap in starting pay between teaching and other graduate professions, as well as the persistence of this gap. The graph below shows that, whether compared against figures from High Flyers or Incomes Data Research, teacher starting pay remains significantly behind that of other graduates.¹¹ This long-established trend must be reversed.



69. Teacher starting pay, when expressed as an hourly rate based on the average 54.4 hours worked by teachers according to the latest DfE Workload Survey, is just 13 per cent above the National Minimum Wage (NMW). This gap has narrowed significantly.



¹¹ High Flyers: [The Graduate Market in 2018](#); Incomes Data Research blog: [Graduate starting pay up by 4.8%](#)

Pay progression

70. The disadvantaged position of teaching in terms of pay progression after three and five years against other graduate professions is long-established. In its 28th Report the STRB noted that teacher pay progression after three and five years fell below pay progression in a range of graduate jobs (STRB, paragraph 3.25).
71. The STRB went on to report figures for pay progression for graduates going into all types of occupations. We continue to be clear that the appropriate comparator for all aspects of teacher pay is other graduate professions.
72. This disadvantage has been compounded by the worsening pay progression problems of the period since 2010. Although it will receive a separate remit on pay structure issues in due course, the STRB must in assessing teacher pay levels and teacher supply give due consideration to our evidence that the dismantling of the national pay structure and imposition of PRP have exacerbated the problems of low pay increases. The evidence below on pay progression – such an important aspect of the offer the profession must make to attract and retain graduates – shows how the current “flexibilities” are damaging teacher supply by damaging teacher pay prospects.
73. At the time of the final STRB Pay Survey (to date) of 2009, almost all teachers on the then Main Scale secured pay progression. More than 90 per cent of teachers applying progressed from the Main Scale to the Upper Pay Scale and progression on the Upper Pay Scale was more widespread than it is now. Incremental progression quite rightly reflected teachers’ acquisition of skills and expertise in the early years of their careers. This supported recruitment and retention – serving and potential teachers knew that unless capability issues were involved their professional development would be recognised in pay terms. Today, however, as shown again by the findings of our survey, pay progression is often a matter of chance and often subject to matters completely outside of a teacher’s control.
74. Before we set out the latest findings of our survey, we must again ask for the STRB’s support in our call for the DfE to publish clear, comprehensive and robust information on pay progression. The DfE is the only body able to secure comprehensive information from every employer for every employee. This must include pay progression by each equality characteristic. The lack of such information from the DfE, or of an equality impact assessment of the pay framework including pay progression, is completely unjustifiable.

75. The latest NEU survey on teacher pay and pay progression was conducted during December 2018 and January 2019. Its findings amplify our concerns about a range of pay issues. The full report of the survey is attached separately to this submission.
76. We set out below some key findings from the survey. This year's survey included responses from almost 34,000 teachers – more than double the number of responses to previous surveys, indicating teachers' growing concern.
77. A significant 17 per cent of respondents still did not know the outcome of their pay progression decision. Of those who did know, 11 per cent were denied progression. This sample is less likely to be overweight in terms of respondents who did not receive pay progression (a caveat which we have always registered with regard to our previous surveys). The finding means that a significant proportion of teachers overall were denied pay progression and that this denial of progression is more widespread than was the norm prior to the pay reforms.
78. Of those teachers denied progression, 92 per cent were given no indication during the year that they were not meeting the level of performance required for progression. This is despite clear DfE guidance that there should be "no surprises" when decisions are made. The overwhelming majority (90 per cent) of those denied progression said that the decision was unfair, but 79 per cent had no plans to appeal, many expressing the view that to do so would be a waste of time and carry undesirable consequences.
79. Of those who were notified of concerns during the year, 43 per cent received no support to help them improve and only 2 per cent were satisfied with the support provided.
80. Of those teachers denied progression, 19 per cent were told that this was explicitly due to funding or budgetary reasons. This figure has risen from 15 per cent in 2016 to 17 per cent in 2017 and now 19 per cent. There will, of course, be many more examples where funding was the real reason but teachers were not told this explicitly. This fundamentally unfair reason for denial of progression is entrenched and is growing.
81. Teachers on the MPR were significantly more likely to progress than teachers on the UPR. Younger teachers aged 35 and under were significantly more likely to progress than older teachers.

82. The UPR originated as a mechanism to reward classroom teaching through higher pay without teachers having to take on additional responsibilities. Lower rates of progression onto and on the UPR mean that far fewer teachers can expect to reach the maximum of the UPR. This has lowered the effective ceiling for classroom teacher pay and is creating further teacher supply problems, in particular in terms of retention.
83. It is important to protect the principle that the UPR should reward classroom teaching without teachers having to take on additional duties. Such additional work is now commonly expected of UPR teachers and many TLR payments have been lost or reduced. We will return to this in our submission to the expected further remit on pay structure.
84. We also asked respondents about their level of satisfaction with their pay and its impact on their attitude to remaining in teaching. The responses offer further support for the view that teachers' pay is contributing to the teacher supply problem.
85. Respondents were asked to consider and respond to the following statements: *"poor levels of pay have sometimes made me think about switching to a different career"* and *"the unfairness of performance pay progression has sometimes made me think about leaving the profession"*.
86. More than two-thirds (70 per cent) said that they had considered leaving the teaching profession due to concerns about pay levels, concerns about unfair pay progression or both. One quarter (24 per cent) cited concerns with both of these aspects of the current pay system. Main Pay Range teachers were more likely to point to concerns about pay levels, while Upper Pay Range teachers were more likely to cite the pay progression system.
87. Respondents were also asked to tell us whether they felt that their pay was fair, given their job weight, role and responsibilities, in comparison to their contemporaries in other graduate professions. An overwhelming proportion of respondents to the survey said that they were unhappy with their current rates of pay. More than three-quarters of respondents (79 per cent) believed that their pay was less or significantly less than what they would expect given their job weight, role and responsibilities. This level of dissatisfaction does not vary greatly whether we look at Main Pay Range teachers (81 per cent), Upper Pay Range teachers (75 per cent) or leadership teachers (71 per cent).

Teacher pay does not support the status of the profession

88. The Varkey Foundation Global Teacher Status Index 2018 provides further evidence of the damage to teacher status in the UK of recent changes to the pay framework, and of the hostility of the profession to PRP. We will return to these findings when we respond to the separate remit on the teacher pay framework, but in the context of teacher pay and supply we wish to make the following points in this evidence.
89. The status in society ascribed to teachers in many other countries is far higher, with the public in those countries ranking teachers on a similar level to other high-ranking professions such as, for example, doctors. In the UK, the public see teaching as an occupation as similar to lower ranking professions such as social work (ibid, Table 3.2). In addition, in only five of the thirty-five countries in the survey was teacher pay, as a proportion of per capita GDP, lower than in the UK (ibid, figure 4.13). All of this is confirmation of the damage that has been done to the status of the teaching profession following years of pay cuts and the imposition of PRP.
90. Teacher pay in the UK is significantly lower than the level that members of the UK public participating in the Varkey Foundation survey thought would be fair for teachers. The responses suggested, as a fair level of pay, one which would in fact involve teacher pay in the UK rising by 23 per cent (ibid, page 79).
91. The Varkey Foundation survey report also noted that, between 2013 and 2018, there was a sharp decline in support for PRP for teachers from respondents in the UK (ibid, figure 4.10). These changes have taken place at the same time as the UK Government has sought to extend the embedding of PRP within the national teacher pay structure. We believe that this is no coincidence – the public is increasingly suspicious of the claims made for PRP generally but also increasingly in agreement that it does not suit teaching and creates a further obstacle to securing teacher supply.

Teacher pay does not support equalities

92. In its 28th Report the STRB noted concerns expressed by consultees about the equalities implications of the pay system (STRB, paragraph 5.4, page 67) and called for the DfE to conduct further research on the equality implications of the teachers' pay system. The introduction of greater freedoms on pay for schools in recent years means that it is even more important to have in place effective national and local monitoring of equalities issues in the pay system.

93. Analysis of the NEU's pay progression survey data shows that some 19 per cent of respondents who were absent due to pregnancy/maternity were denied progression. Of these, exactly half were told explicitly that pregnancy or maternity was the reason for the denial of pay progression – despite the clear DfE advice that this would constitute unlawful discrimination.
94. The survey raised other equalities concerns as well. While 11 per cent of all eligible respondents were denied progression, 20 per cent of those defining themselves as disabled and 32 per cent of those who had been absent for at least a month due to disability were denied progression. Progression rates were lower for those working part-time or other flexible working arrangements. Progression rates for Asian/Asian British and Black/Black British teachers were markedly below those for White British/European teachers.
95. The survey also suggested that teachers in some of the above groups were at greater risk of receiving no annual pay increase as well. Teachers were more likely not to have received a pay increase if there were female, disabled, non-White-British or worked part-time.
96. We ask the STRB again to consider the equalities concerns highlighted by our pay survey and to call for the DfE to gather robust data on pay and pay progression which would support, inter alia, a full equality assessment of the current pay system.
97. The Equality Act 2010 requires public bodies in the UK to have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations. The requirement applies to all public bodies which employ teachers. In addition to our call for more and better information from the DfE, we believe that all schools should publish equality information about employees each year including details of the gender pay gap.
98. Significant pay gaps between men and women continue across the teaching profession. In all state-funded schools, average pay for women was £2,900 less than average pay for men – an increase in average pay for women of 7.6 per cent would be required to close this gender pay gap. (SWC table 9a). The gap was observable at all levels of the profession: male teachers in headship, leadership and classroom teacher posts all received significantly higher pay than females on average. (SWC table 9e).
99. We will return to these issues in more detail when we respond to the further remit on the teacher pay framework.

TEACHER SUPPLY

Background

100. In its 28th Report the STRB concluded that: *“In recent years, maintaining teacher supply has become more difficult”* (STRB, page ix). As the STRB noted, targets for recruitment have been missed year after year and the number of those leaving the profession has continued to increase.
101. Teacher supply problems are evident across the profession. Recruitment and retention are both in a critical state. Pay solutions must be similarly holistic. Research published by the Labour Party on 10 January 2019 again showed that initiatives such as bursaries cannot solve these widespread problems.¹²
102. The evidence below illustrates this: teacher recruitment is down, and more teachers are being lost to the profession – as teacher pay has been cut in real terms. These problems have been allowed to develop year after year because the Government first denied the evidence and now refuses to change its damaging policy on education cuts. The net result is severe damage to the ability of teaching to attract and retain the professionals we need. The longer these problems go unaddressed, the more serious the long-term impact on the attractiveness of teaching as a career becomes.
103. At the time of writing, publication of the DfE Recruitment and Retention Strategy was awaited. We will respond to the DfE Recruitment and Retention Strategy in due course, but we are clear that any effective strategy needs to include urgent action to improve pay levels for all teachers in real and comparative terms.
104. The National Foundation for Economic Research (NFER) has concluded that rising pupil numbers, combined with teacher recruitment and retention problems, mean that *“teacher supply is a major policy issue in England”*.¹³ Josh Hillman, Director of Education at the Nuffield Foundation, was quoted as follows in the NFER research: *“Teacher recruitment and retention are issues of critical importance to the school system, with evidence of a direct impact on the quality of education children receive”*.

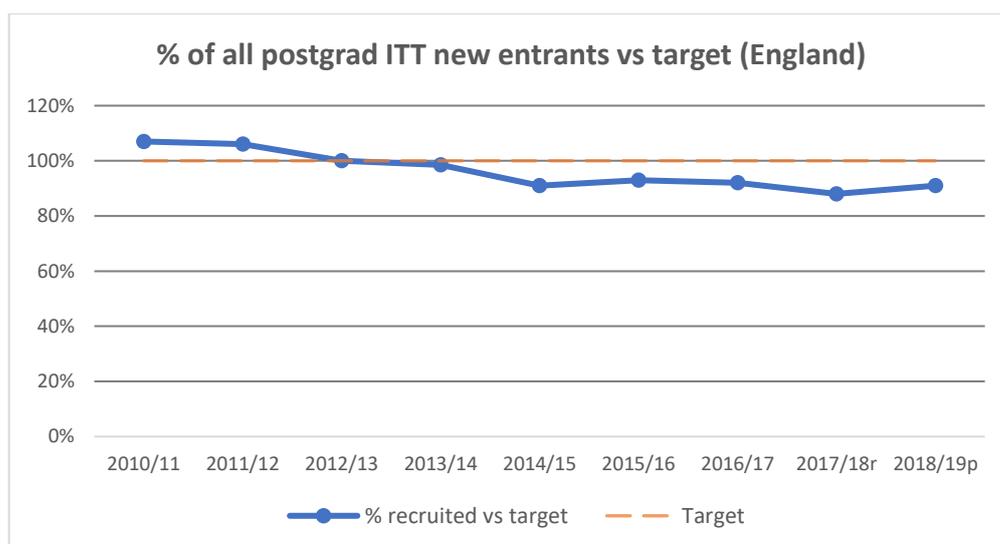
¹² www.theguardian.com/education/2019/jan/10/teacher-bursaries-are-a-22m-waste-of-money-says-labour

¹³ NFER, Teacher Workforce Dynamics in England October 2018. Available at https://www.nfer.ac.uk/media/3111/teacher_workforce_dynamics_in_england_final_report.pdf

105. The NFER notes that lack of job satisfaction is a major reason for teachers leaving the profession. Pay and workload are key contributors to teachers' lack of job satisfaction. Inadequate pay, declining in value in real terms year after year, exacerbates feelings of not being valued.
106. The NFER accepts that teacher pay is important and notes the impact of “*years of pay freezes and below-inflation rises*”. We disagree with the NFER’s recommendation that teacher pay increases should be targeted. A holistic and effective solution to the widespread and entrenched teacher supply problems requires high-profile and whole-market action on teacher pay.

Teacher recruitment

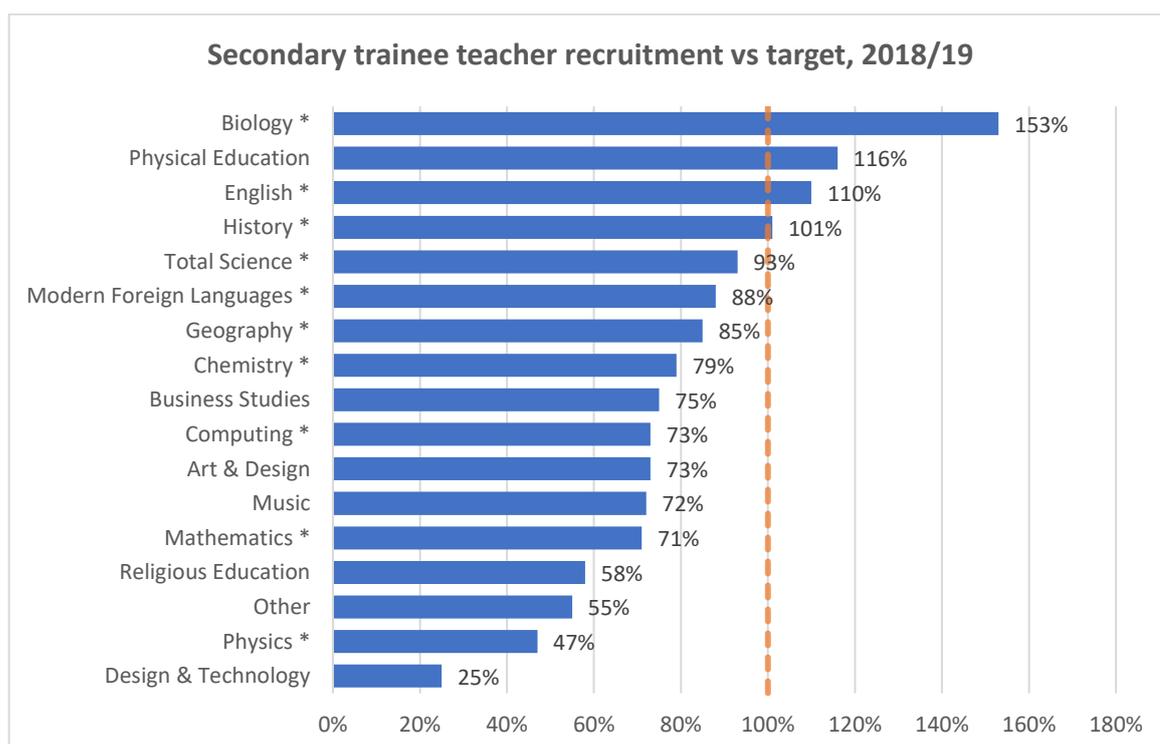
107. While the ITT census (published 29 November 2018) showed headline increases in the number of trainees, further analysis uncovers more cause for concern.
108. As noted by the teacher supply expert John Howson in his blogs, the ITT census shows that the pattern of recent years of young first-time graduates drifting away from teaching as a career is continuing. The fall in the number of 18-year-olds for the next few years adds a further dimension to this problem.¹⁴
109. The latest data on recruitment to Initial Teacher Training (ITT) show that recruitment targets were missed for the sixth successive year. The DfE has sought to focus on an increase in the total number of trainees – ignoring the point that the significant increases in pupil numbers, especially in the secondary sector, mean that trainee targets are still being missed by a wide margin.¹⁵



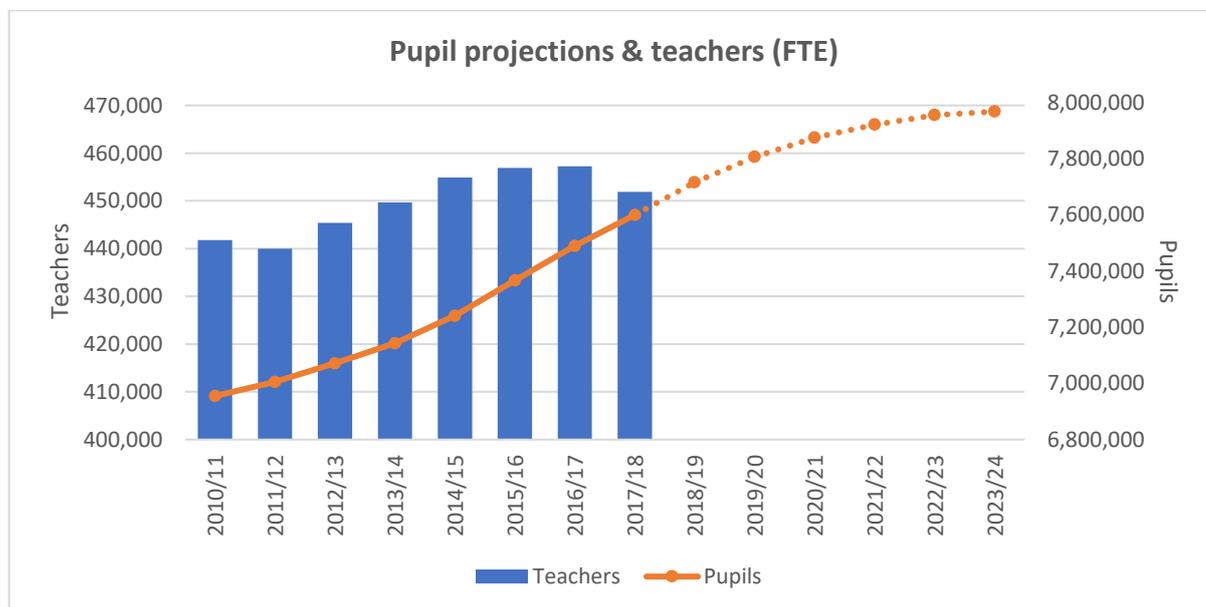
¹⁴ John Howson - Education and the numbers that affect what happens, 29/30 November. See <https://johnhowson.wordpress.com/page/1/>

¹⁵ DfE: Initial teacher training: trainee number census - 2018 to 2019, Table 1b

110. Recruitment to secondary ITT continues to be a major problem, with recruitment at only 83 per cent of target on postgraduate courses. Recruitment above target in some subjects is overshadowed by more serious shortages elsewhere. Although the overall number of trainees rose, so did the target.
111. Many secondary subjects missed their targets by a greater percentage than last year. Subjects across the curriculum are missing their targets or have missed them previously. Sharp increases in secondary pupils mean that more teachers are needed just to stand still. The STRB must reject any attempt to move towards further fracturing of the teacher pay structure. The continued breadth and longstanding nature of the recruitment problem means that we urgently need whole market signals on teacher pay in the shape of undifferentiated pay increases significantly above inflation.
112. The net shortfall for 2018-19 was 3,394 secondary trainees, with targets missed for the sixth successive year. This has gone beyond being a trend; the inability of the profession to attract enough secondary entrants has become an entrenched problem.
113. As shown below, only four secondary subjects met their recruitment targets. The picture of recruitment problems across subjects underlines the need for a holistic response including whole market pay signals, rather than the “targeted” (sticking plaster) approach favoured by the Secretary of State.



114. The DfE targets probably underestimate the real need for new teachers. The National Audit Office points out that it “*does not aim to resolve pre-existing teacher shortages, including those caused by previously missed recruitment targets*”.¹⁶ The DfE Teacher Supply Model (TSM) already assumes and allows for a rise in the overall secondary pupil-teacher ratio, from 15.13 pupils per teacher in 2017/18 (according to the TSM) to 16.0 pupils by 2022/23.¹⁷
115. John Howson has noted in his blogs the significant decline in secondary trainees coming from the School Direct Salaried route – a fall of 16 per cent in the 2018 census compared to the 2017 census (Howson, 3 December 2018). This is further evidence of the inability of teaching to attract recruits.
116. The compound effect of targets being missed year after year is creating a staffing crisis in secondary schools. With a forecast of 428,000 more pupils in state-funded secondary schools by 2025, an increase of 15 per cent on 2018 figures, without urgent and effective action to increase the number of secondary recruits this already critical situation is set to become far worse.¹⁸
117. The table below uses pupil numbers from the 2018 projections, allowing us to forecast the trend in pupil number growth through to 2023-24. Overall, pupil numbers are set to rise by 4.9 per cent; in secondary, the figure is 15 per cent.



¹⁶ Training New Teachers: National Audit Office – see <https://www.nao.org.uk/wp-content/uploads/2016/02/Training-new-teachers-Summary.pdf>

¹⁷ DfE, Teacher Supply Model (TSM) – available at <https://www.gov.uk/government/statistics/tsm-and-initial-teacher-training-allocations-2019-to-2020>

¹⁸ DfE, National Pupil Projections – available at <https://www.gov.uk/government/statistics/national-pupil-projections-july-2018>

118. The decline in teacher numbers and increase in pupil numbers have already put pressure on class sizes and this is set to continue. The Government has known about the pupil number increases for many years but has still allowed the teacher supply crisis to develop.
119. In the primary sector, the number of infant class sizes of 31 pupils or more increased almost threefold between 2010 and 2018. The average infant class size this year is 27.3, close to the highest since the mid-1990s. The average Key Stage 2 class size is 27.8, the highest since 2001.¹⁹ These compare poorly against average European class sizes of 20.
120. In the secondary sector, some 12 per cent of pupils are in class sizes of 30-plus; this is the highest since 1982. At 21.2, average secondary class sizes are the highest since 2007. With secondary pupil numbers set to grow by 15 per cent in the period to 2025, without urgent action to recruit and retain more teachers these figures will get worse.
121. Growing class sizes represent another problem for teacher supply. Higher class sizes increase stress and workload – already excessive – and they worsen the quality of our education system. We can see clearly that the profession is unable to attract or retain the teachers we need. The attacks on teacher pay and conditions must be reversed if we are to change this picture.
122. The recruitment problems are being exacerbated by the decline in qualified overseas teachers being awarded Qualified Teacher Status (QTS). In 2017-18 some 3,525 QTS awards were made to qualified teachers from the European Economic Area (EEA). This was a drop of a quarter on the previous year. QTS awards to qualified teachers from outside the EEA were down by 14 per cent.²⁰
123. Clearly, future developments on the UK's relationship with the European Union could have implications for teacher supply. The position on the UK-EU negotiations on Brexit was extremely unclear at the time of writing, but the STRB will want to actively consider this factor whatever the outcome of those negotiations.
124. In its 28th Report the STRB noted the cost of high turnover (STRB, paragraph 4.26, page 65). A Parliamentary Answer from Nick Gibb on 6 December 2018 revealed that the DfE spent £12,180,000 on advertising for new recruits for teacher training courses in the 2017-18 financial year. Nick Gibb acknowledged in his answer the need to attract more recruits into the profession.

¹⁹ DfE: [Schools, pupils and their characteristics: January 2018](#), Tables 6a & 6b

²⁰ DfE: Initial teacher training: trainee number census - 2018 to 2019, Tables 10 & 10a

125. The budget for advertising on teacher recruitment has increased in recent years, as the teacher supply problems have intensified – but trying to persuade potential recruits of the benefits of teaching whilst attacking teacher pay levels is not a strategy that offers solutions.
126. We have noted previously that the DfE methodology on vacancies is flawed. We suspect that by the time the data is collected, schools will have acted to deal with unfilled posts. Such action is likely to include increasing teaching time for existing teachers and requiring non-specialist staff to take certain classes. Nevertheless, even the DfE's flawed methodology has picked up an increase in vacancies in the past year, and when the data is viewed over a longer period, comparisons are yet more stark.
127. The 2017 School Workforce Census reveals an increase of 20 classroom teacher vacancies on the previous year, from 1,670 to 1,690. It is, however, the inexorable direction of travel since 2010 which has led to the intolerable position in which we now find ourselves, as the table below demonstrates:

Classroom teacher vacancies and temporary filled number of posts in state funded secondary schools, 2010 - 2017²¹								
	2010	2011	2012	2013	2014	2015	2016	2017
All vacancies	630	520	800	1,220	1,730	1,430	1,670	1,690
Mathematics	120	100	140	220	290	260	280	300
All Sciences	80	90	140	230	340	300	380	360
English	110	80	150	220	280	250	260	260
Languages	30	40	50	40	80	70	80	100

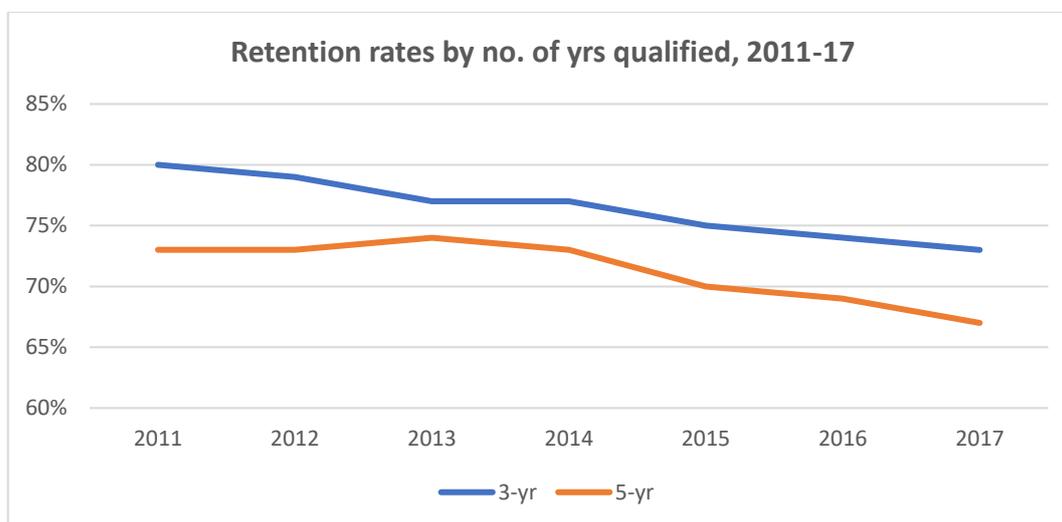
128. As can be seen from the above, the cumulative rise in secondary classroom teacher vacancies since 2010 has been significant, the number increasing more than two and a half times since that date. The subjects selected for inclusion in this table are arguably the most important subjects on the curriculum. Widespread vacancies in these areas inevitably lead to schools deploying teachers to teach outside their subject specialisms in order to maintain the functioning of their classrooms and their educational provision. This in turns results in an artificially lower vacancy picture nationally.

²¹ School Workforce Statistics; November 2017; DfE. Table 15

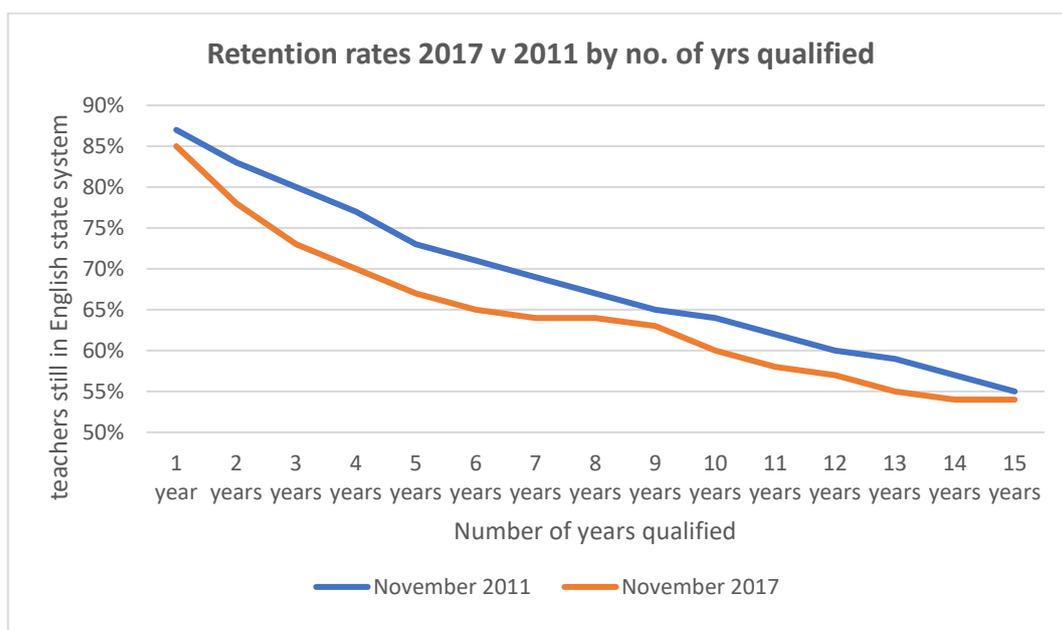
Teacher retention

129. The continuing and extensive teacher recruitment problems identified above underline the need for effective action – significant improvements in teacher pay and conditions – on both recruitment and retention. Without enough teachers coming into the profession and with the legacy of many years of under-recruitment, it is essential that we retain the teachers we have in the profession.
130. The underlying cause of retention problems is the failure of the teaching profession to offer pay levels, pay prospects and working conditions of a high enough quality to retain the teachers we need.
131. In previous years, we and others have drawn attention to the striking and worrying number of teachers leaving by headcount. The most recent School Workforce Survey, however, provided only full-time equivalent numbers (FTE) and removed the information on headcount. It is important to have headcount numbers as well as FTE numbers; those leaving the profession are more likely to be part-time than those entering the profession, so we need to see the flow of numbers on a headcount basis.
132. As a result, the NEU submitted a Freedom of Information request in July to obtain the headcount information. The response to this request was received in December and shows a significant fall in the headcount number of entrants to the profession compared with a slight increase in the number of leavers on a headcount basis.
133. The number of leavers on a headcount basis was higher in every year between 2011 and 2017 than in any year between 2004-05 and 2010-11. This reveals a more worrying picture than simply looking at FTE, as for example the FTE figures will not reflect on a headcount basis the number of part-time teachers leaving the profession.
134. Urgent action on teacher pay and conditions is required if we are to attract back those who have left the profession. They will want to see clear evidence that teachers are valued in pay terms and that effective action to reduce workload is in place.

135. The chart below illustrates the significant fall in retention rates for teachers in the early years of their careers. The three-year retention rate has fallen from 80 per cent in November 2011 to 73 per cent in November 2017. The five-year retention rate has dropped from 73 per cent in November 2011 to 67 per cent in November 2017.

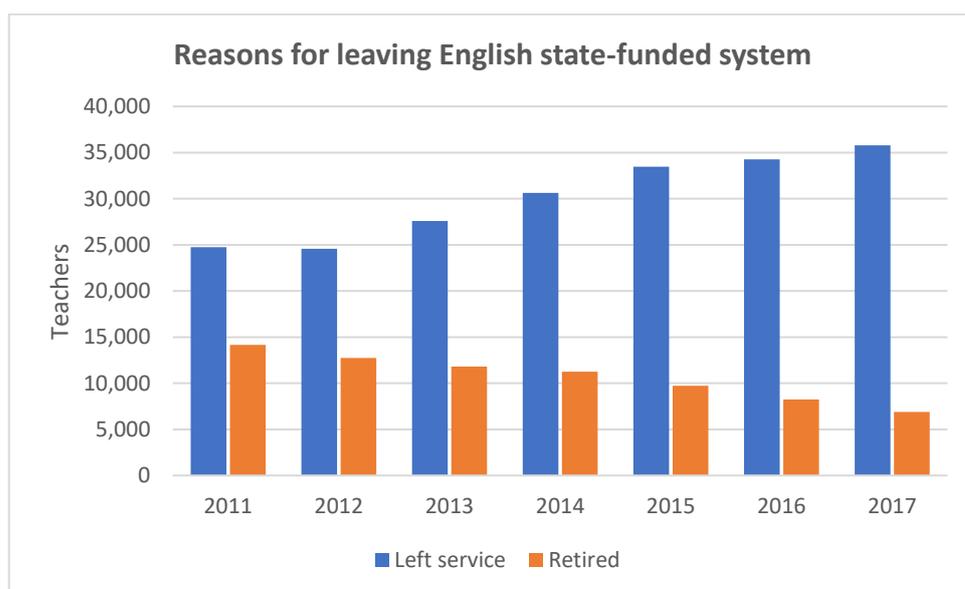


136. The graph below shows that the teacher retention problem applies across the teacher career journey. Retention rates were lower in 2017 than in 2011 at every stage of a teacher's career, and these falls are not solely in the early stages of teachers' careers.²²



²² Figures in both charts are from [DfE: School workforce in England: November 2017](#), Table 8

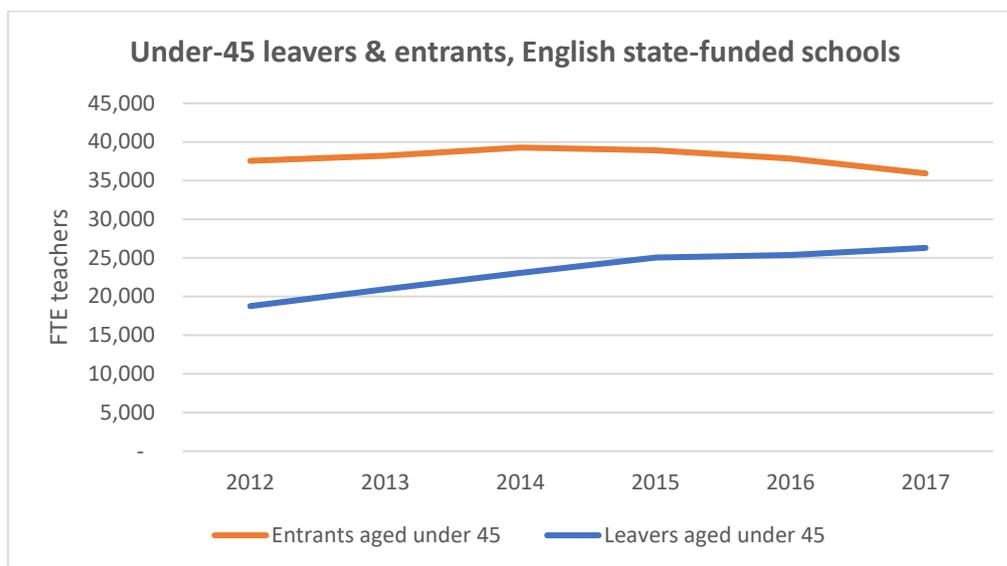
137. The blue line in the graph above shows that in November 2011 some 80 per cent of those who had qualified three years previously were still in service as a teacher in the English state-funded system; some 73 per cent of those who had qualified five years earlier were still in service. The orange line shows that by November 2017, the three-year retention rate had fallen from 80 per cent to 73 per cent; and the five-year retention rate from 73 per cent to 67 per cent.
138. In its evidence last year, the DfE used the same table (Table 8, School Workforce Survey)²³, to make the claim that “these retention rates have been broadly similar for the last twenty years.” This is not the case. The DfE reproduction of the table compared the current position with the mid-to-late 1990s, omitting a discontinuity in 2010 when data collection moved from March to November.
139. Retention rates are lower in secondary than in primary (67 per cent retention rate in secondary after five years, compared to 75 per cent in primary). This will intensify the problems caused by the increases in secondary pupils.
140. The chart below shows how teachers are, in mid-career, voting with their feet and leaving the profession instead of remaining in teaching until retirement. There has been a 51 per cent fall in the number of teachers retiring from active service since 2011, combined with a 45 per cent increase in the number leaving for other reasons.²⁴ We accept that some of this is likely to be due to demographic reasons, but the overall picture is alarming and another clear indicator of retention problems.



²³ DfE, School Workforce Statistics – available at <https://www.gov.uk/government/collections/statistics-school-workforce>

²⁴ Ibid., Table 7b

141. Looking at entrants and leavers under 45 years of age provides further cause for concern and underlines the trend for teachers in mid-career to leave the profession. The number of teachers aged under 45 leaving the profession has increased by 40 per cent since 2012 – ten times the 4 per cent increase in entrants aged under 45 over the same period.²⁵



142. Workload is clearly an important factor in driving teachers out of the profession. We discuss workload issues separately below. Nevertheless, improvements to teacher pay as well as to workload are essential if we are to tackle the major retention issues.
143. We know from the DfE’s September 2017 study “Analysis of school and teacher level factors relating to teacher supply” that the most common reasons for teachers in their twenties leaving the profession were pay levels and the lack of pay progression.²⁶ Young teachers will note the better rates of pay progression available in other graduate professions and the unfair way in which pay progression can be denied in teaching based on factors such as the school’s funding position.

²⁵ Ibid., Tables 7a & 7b

²⁶ Analysis of school and teacher level factors relating to teacher supply – DfE 2017. Available at <https://dera.ioe.ac.uk/30001/>

144. Good rates of pay progression are essential if we are to attract entrants to the profession and keep them once they are in teaching. We discuss in detail the findings of our latest survey on pay progression elsewhere in this evidence, but in terms of retention we note the continuing high proportion of teachers denied progression under the current pay system compared with the previous incremental arrangements.
145. Many teachers are denied pay progression across the pay structure. The acquisition of skills and expertise in the early years of a teaching career are not recognised for teachers denied progression on the MPR, despite the high teacher wastage rates in early career. More experienced teachers see that pay progression rates onto and on the UPR are even lower, despite the need to support pay and career progression to retain experienced teachers.
146. Many Leadership Group teachers also experience difficulties with pay progression. We expect that the NAHT will again present to the STRB detailed research on recruitment and retention issues for senior teachers, but in the meantime, we note that these problems will not be helped by the pressure on pay progression.
147. One of the reasons we continue to press for a return to a transparent and fair national teacher pay structure is that it helps the profession to offer coherent and clear career progression to potential and serving teachers. Attacks on pay progression and the unfairness and uncertainty resulting from the imposition of PRP mean that this competitive advantage for the profession has been destroyed.
148. Another key element required to retain teachers is to offer them promotion opportunities. Members tell us that they are significantly less likely to received Teaching and Learning Responsibility (TLR) payments. Cuts in Leadership Group posts reduce promotion prospects for teachers, who often look outside of teaching to find better prospects.
149. The NFER's recent research confirmed that the age profile of the teaching profession has become significantly younger in recent years. In both primary and secondary sectors, the number of teachers in their 50s decreased.²⁷ A factor in this is the loss of so many experienced teachers, due to retirement and resignation.

²⁷ NFER, *ibid.*, pages 28-30

150. However, our members and activists continue to make us aware of situations where schools actively seek to put pressure on teachers over 50 to force them out, often to reduce pay costs. This has particularly affected women teachers.
151. In its 28th Report, the STRB noted the consistent trend over several years of more teachers resigning from the profession before retirement age.²⁸ It also noted the continuing decline in the retention rate for teachers in the early years of their career. The evidence below shows that these problems continue, for new and more experienced teachers.
152. The latest school workforce information for England (November 2017)²⁹ shows that the proportion of teachers without a relevant post- A Level qualification in the subject they taught has increased in most subjects after a slight fall in 2016. In ten of the eleven subject areas, around a fifth or more of teachers had no relevant post-A Level qualification.

²⁸ STRB 28th Report, paragraph 4.10, page 61

²⁹ DfE, *School Workforce Census*, Table 12

WORKLOAD

153. We call on the STRB to seek a remit on workload as a matter of urgency. If not the principal reason for leaving teaching, workload is certainly one of the key drivers why teachers are fleeing from the profession in such numbers. We believe that a remit to review teacher workload, and in particular the provisions on working time in School Teachers' Pay and Conditions Document (STPCD) and such other provisions in the STPCD affecting workload such as teacher cover, administrative tasks and work/life balance, is worth this review body's attention.
154. There is overwhelming evidence that workload is a significant factor driving teachers out of the profession. Evidence gathered over recent years by the Department, Unions, other stakeholders and the STRB have confirmed that significant increases in teacher workload and hours is having a huge impact on morale; and most worryingly it is having a negative consequence on recruitment and retention.
155. Despite recent attempts by the Department and other stakeholders to address the key drivers of workload (Data Collection, Marking, Planning and Preparation) teachers are still having to work unreasonable hours leading to many leaving the profession.
156. Urgent action must be taken to address the excessive hours teachers are having to work. The recent recommendations of the Workload Advisory Group (WAG)³⁰, which have the Department's full support³¹ are welcomed, but do not go far enough. Reducing the burden on teachers from data collection, marking, planning and preparation alone will not be enough to fully tackle the problem of extreme working hours.
157. An analysis of school and teacher level factors relating to teacher supply released by the DfE in September 2017³² confirmed that that there were five main factors given by teachers for leaving the profession: workload, new challenge, the school situation, personal circumstances and salary. Of these, workload was by far the most important reason cited.

³⁰https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/754349/Workload_Advisory_Group-report.pdf

³¹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/753496/Workload_Advisory_Group_response_table_final.pdf

³² https://dera.ioe.ac.uk/30001/1/SFR86_2017_Main_Text.pdf

158. Other research quoted in the September 2017 analysis supports these findings. Workload is consistently given as one of the main reasons for leaving the profession. While some studies/surveys have used a general 'workload' category, several studies have a more detailed breakdown. In these studies, teachers have reported 'too much work out of school hours', 'accountability' and 'increased paperwork' as the main reasons for leaving. This is in line with findings from the Teacher Workload Survey 2016 in England, which found that teachers generally felt they spent too much time on lesson planning, marking and data management rather than teaching. A breakdown by phase suggests that workload might be a more decisive reason for quitting for primary than for secondary school teachers.
159. The Department's teacher workload survey 2016 confirmed the average total working hours in a week for all classroom teachers and middle leaders was 54.4 hours. Primary school teachers and middle leaders reported higher total working hours (an average of 55.5 hours) than teachers in secondary schools (53.5 hours). Secondary school senior leaders reported longer total working hours than those in primary schools (62.1 hours compared to 59.8). Across all schools, senior leaders reported an average total of 60.0 hours per week. Almost a third of part-time teachers reported that 40 per cent of their total hours were worked outside of school hours (i.e. in the evening, early mornings and weekends) compared to almost a quarter of full-time teachers.
160. These results are remarkably similar to the NEU (ATL Section) teacher workload survey 2017, which showed that full time teachers are working on average 54 hours per week.
161. Teachers are working far in excess of 1265 hours each year - on average, they work an extra 20 hours a week. Working time must be part of the discussion if we are to fully address the teacher workload crisis.
162. With regard to the current STPCD provisions, we have long been particularly concerned about the overarching requirement on teachers to "*work such additional hours as may be necessary to enable the effective discharge of the teacher's professional duties*" (School Teachers' Pay and Conditions Document paragraph 51.7).
163. As long as this requirement to work unlimited hours remains in place, attempts to address the current workload problems will be undermined. A review of possible alternative provisions on working time must include a review of this open-ended requirement.

164. We therefore call on the STRB to eliminate or place a limit on the overarching requirement on teachers to “work such additional hours as may be necessary to enable the effective discharge of the teacher’s professional duties”. It is clear that it does not fit the reality of teachers’ working lives, as they do not have any real ability to control the number of reasonable additional hours as may be necessary to enable the effective discharge of their professional duties. If excessive working time can be challenged rather than left open ended, employers will have to put in place practices that ensure teachers are not working excessive hours.
165. We believe that this would have an immediate impact on reducing workload. Removing or limiting the overarching requirement would reinforce the recent recommendations from both the Department and WAG. It would encourage schools and academies to implement the suggestions from the DfE and WAG on tackling excessive workload and monitor teacher working time more carefully.
166. Achieving this cultural shift will be challenging for a lot of schools, who after several years of doing things a certain way, have become entrenched in their attitude to workload. Recommendations to reduce the bureaucracy, frequency and unnecessary tasks associated with planning, marking and data management alone, will not reduce workload. These must be bolstered by action to tackle the unreasonable additional hours teachers are working; and this can only be achieved through reviewing the working time provisions and eliminating or limiting the additional hours a teacher may be asked to work.
167. If the STRB is serious about reversing the trend in teacher recruitment and retention, it must consider and analyse the major causes behind them and, in particular, seek a role in reviewing contractual working time provisions with a view to securing arrangements which support manageable workload for teachers.

CONCLUSION

169. The extensive review of evidence set out above supports the case we made at the beginning of this submission for:
- a fully-funded pay increase for all teacher pay points and allowances of 5 per cent in September 2019;
 - further pay increases for teachers as soon as possible, to restore the cut in teacher pay against inflation since 2010; and
 - a further urgent review of teacher pay levels, to establish appropriate pay levels for the long term that will support recruitment and retention by ensuring that teacher pay levels are competitive with those of other graduate professions.
170. In 2016, the STRB highlighted the negative trends in teacher supply and noted the need for pay uplifts significantly greater than the Government's then public sector pay cap of 1 per cent. In 2017, the STRB concluded that teacher supply had deteriorated further, and that action was needed to improve the competitiveness of teacher pay. In 2018, the STRB found that the teacher supply situation had deteriorated yet further and said that the position of teacher pay in the labour market for graduate professions needed to be addressed "*as a matter of priority*".³³
171. In 2018, the STRB comprehensively reviewed the evidence on teacher pay and supply, drawing conclusions to inform its recommendations on pay. The STRB must now address these same questions and must also give due consideration to the damaging impact of the Secretary of State's decision to cut back the STRB's pay recommendations for September 2018.
172. We call on the STRB to resist the Secretary of State's attempt to steer it towards ineffective sticking-plaster solutions within the Government's politically-motivated and misleading definition of affordability. What we cannot afford is to continue cutting the value of teacher pay, as the competitive position of the profession erodes year-on-year. The longer these issues are not addressed, the harder it will be to tackle the major and widespread teacher supply problems.

³³ STRB 28th Report, paragraph 4.23, page 64

APPENDIX 1: JOINT UNION STATEMENT TO THE STRB



Joint Statement to the School Teachers Review Body

**Association of School & College Leaders
National Association of Head Teachers
National Education Union
Voice**

Introduction

Our organisations represent the overwhelming majority of teachers and school leaders in England. We are united in our:

- opposition to real-terms cuts to the pay of teachers and school leaders;
- belief that the STRB must recommend and the Secretary of State must accept in full the need to deliver urgent action on teacher pay to tackle the teacher recruitment and retention crisis, with clear recognition of the need for action on pay as part of any recruitment and retention strategy;
- view that the cost of the annual pay uplift must be fully funded for all schools by government; and
- belief that the pay uplift must also restore the value of teachers' and school leaders' pay against inflation since 2010.

This joint statement explains our common position on the priorities for the STRB in making recommendations to the Secretary of State in response to his remit. Each of our organisations will also separately present detailed evidence to the STRB supporting our common view that urgent action to improve the pay of all teachers and school leaders is essential.

Affordability

The Government continues to refuse to accept the damage caused by its real terms cuts to school funding. The serious and entrenched teacher supply problems will not be solved without significant additional spending on schools by the Government.

We call on the STRB to resist the Secretary of State's attempts to constrain it by forcing it to accept a politically-motivated and misleading definition of affordability. The Review Body's role is to make evidence-based recommendations on salary and allowance ranges for teachers and school leaders, to ensure that pay is effective in supporting teacher supply.

The Teacher Pay Grant implemented earlier this year was an inadequate response to school funding problems, but it did show that the Government can find additional resources. The lack of clarity on Government funding plans as we approach the 2019 Spending Review provides an ideal opportunity for the STRB to set out the action it believes necessary to provide a comprehensive and effective solution to the teacher supply problems. It is then for the Secretary of State to determine his response to those evidence-based conclusions. Our collective position is that the Secretary of State should not 'cut back' any STRB recommendations, as was the case last year.

The STRB noted in its 28th Report that schools needed to give "suitable priority to teachers' pay when setting their budgets to help ensure that an effective teaching workforce is maintained" (STRB 28th Report, Executive Summary, page x). School funding problems are, however, so deep and widespread that a national policy response is required to the funding issue if the national policy issue of teacher supply is to be adequately addressed. This must mean additional funding from the Government.

Teacher Pay and Supply

The profession is united on the need for a fully-funded pay increase significantly above inflation and undifferentiated.

In its 28th Report, the STRB's recommendation of a 3.5 per cent pay uplift to all salaries and allowances in payment demonstrated recognition of the long-standing case for an increase to teachers' and school leaders pay. Freed from the artificial constraint of the Government's public sector pay cap, the Review Body assessed each pay range and concluded that an increase of 3.5 per cent was needed for all ranges to begin the process of repairing the real value of teaching salaries.

The 3.5 per cent uplift recommended by the STRB fell short of the 5 per cent increase that we had jointly called for, nevertheless it would have provided a limited protection against inflation and a small step towards the restoration of the real value of salaries. However, the Secretary of State's unprecedented decision to depart from the STRB recommendation was deeply damaging. Most of the profession experienced another significant real-terms cut in pay, despite the overwhelming evidence of the need for a restorative pay increase. The damage was compounded by the Government's refusal to fully fund even the lower pay increases it implemented.

Furthermore, our joint view is that the Secretary of State's decision to differentiate the pay increase was misguided. Our members on the upper pay range and leadership pay range are equally as deserving of a real terms pay rise as their colleagues on the main pay range. In the current context, there is no case for differentiated pay increases. They are hugely unhelpful, create unnecessary division and damage morale.

The inadequate pay increase of September 2018 further damaged the position of teaching relative to inflation and to other graduate professions. The evidence our organisations are gathering for our separate detailed responses shows that teacher supply problems remain critical. The issues of pay and supply are directly linked. The STRB must move beyond asking schools to manage the damage. To address the fundamental problems of teacher supply the STRB must recommend an increase in teacher pay significantly above inflation.

We jointly call on the STRB to recommend **a fully-funded 5% pay increase** in September 2019, **followed by further increases** as soon as possible to restore the value of teacher pay to 2010 levels. Beyond that, a further review of teacher pay is needed, with a view to establishing appropriate pay levels for the long term.

We note the intention of the Secretary of State to issue a further remit to the STRB in 2019 on further reform of the teacher pay framework. We will respond to this in more detail in due course, but it is essential to emphasise the importance of restoring national teacher pay scales.

Teacher supply problems affect the whole profession. So-called targeted approaches will not address these problems but will create additional issues by further reducing the transparency and fairness of the teacher pay system. Fragmentation of the pay structure and flexibility on pay has exerted a further downward pressure on pay. National pay scales, and an annual cost of living increase separate from any consideration of pay progression, are essential to return the profession to a competitive position in the graduate market place.

We also urge the Review Body to press the Secretary of State to secure a timely settlement for this year's pay round. Repeated annual delays to the conclusion of the pay remit are deeply damaging to morale in the profession and its perceived value and result in the late payment of the uplift. We note in this context that the DfE has again asked for the STRB evidence deadline to be delayed.

There are non-pay issues relevant to the STRB's remit on teacher supply. Our organisations support consideration of approaches to issues like housing, which could be addressed through identifying teaching as a priority key worker profession.

Conclusion

The situation on teacher pay and supply remains critical. It cannot be addressed without additional funding from Government. The STRB must take an objective, rounded view and consider what is required to restore teacher pay and improve teacher supply without being constrained by the Government's unwillingness to address the funding issue.

We jointly call on the STRB to recommend **an immediate pay increase of 5 per cent** for all teachers and school leaders, irrespective of their career stage, setting, subject discipline or geographical location. The STRB should also make a separate recommendation for full funding of any pay increase.

January 2019

APPENDIX 2: NEU LETTER TO DAMIAN HINDS ON STRB REMIT

Rt Hon Damian Hinds MP
Secretary of State for Education
Department for Education
Sanctuary Buildings
Great Smith Street
London SW1P 3BT

29 November 2018

Dear Secretary of State,

School Teachers' Review Body (STRB) Remit

We have read your remit letter to Dr Patricia Rice of 21 November and wish to raise a number of concerns about its contents.

The STRB has raised serious concerns on teacher recruitment and retention in its previous reports, even going so far as to say they create “a real risk that schools will not be able to recruit and retain a workforce of high quality teachers to support pupil achievement” (STRB 27th Report, Executive Summary, page ix).

We hope you would agree that the STRB should be allowed to make the recommendations it believes to be appropriate on the basis of the evidence. The NFER in its recent report noted that: “Rising pupil numbers, shortfalls in the number of trainee teachers and concerns about the proportion of teachers who say they are considering leaving the profession means that teacher supply in the state sector is a major policy issue in England” (NFER, Teacher Workforce Dynamics in England, October 2018, page 1). But, in making unspecified references to affordability, your remit letter seems designed to constrain the STRB even before it begins work.

We believe this to be completely inappropriate. Decisions on affordability are for Government to make.

The STRB will be undertaking its work at the same time as consultations and decisions are taking place within Government on the 2019 Spending Review.

Teacher pay is a substantial part of public spending on education, and the Government therefore has the opportunity this year to hear the views of its independent advisers before taking its decisions on public spending including teachers' pay.

This year, more than any other, the STRB should not be subjected to artificial constraints in considering the issues before it and making its recommendations to Government.

Given that education spending depends on the outcomes of the Spending Review, the STRB cannot in any case be in possession of the full facts on funding when formulating its views.

You also plan to issue a further remit letter to the STRB in 2019, with a separate reporting deadline, on possible reform of the teacher pay framework. This could also have implications stretching well beyond the 2019-20 academic year.

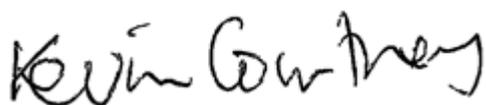
We believe, therefore, that it is completely inappropriate to seek to constrain the STRB in its work for the 2019-20 pay round.

As Secretary of State for Education, your responsibility is to secure the additional investment for education that is needed to respond effectively to the teacher recruitment and retention crisis.

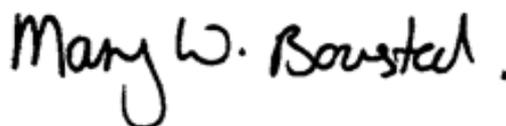
Instead of seeking to constrain the STRB on affordability, you should be highlighting to colleagues in Government the serious and widespread teacher recruitment and retention problems reported by the STRB and pressing for urgent additional investment in education.

Please confirm to us that you are willing to amend this inappropriate remit.

Yours sincerely



Kevin Courtney
Joint General Secretary
National Education Union



Mary Boustead
Joint General Secretary
National Education Union