

School Teachers' Review Body (STRB): Remit for the 31st Report

Response of the Association of School and College Leaders

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 STRB following the letter from the Secretary of State dated 15 December 2020.
3. We start by welcoming the STRB's recommendation in their 30th Report for a 5.5 per cent uplift to starting salaries for teachers on the minimum of the main pay range. This is an important step in improving recruitment into the profession.
4. However, it was disappointing that the same uplift was not recommended to all pay ranges and allowances for teachers and school leaders or that the previous differentials between points and ranges were not maintained.
5. The majority of consultees were strongly opposed to establishing a pay structure which only prioritised a higher starting salary with relatively flatter pay progression, stating that this would have a negative impact on morale and retention of experienced teachers and school leaders.
6. Each year we have urged the Review Body not to make differentiated awards, a view which has been shared by the review body in recent years.
7. It is our position that all pay awards should be applied to all points within all pay ranges and allowances. The erosion of pay needs addressing across the pay framework as a whole, not just by targeting one (and the same) specific area. Targeted awards also cause further issues with narrowing pay differentials.
8. In their 29th report¹, the STRB specifically addressed this issue:

'Consideration of targeting

The remit letter also asked us to outline what consideration had been given to targeting. We noted the following points:

¹ [STRB 29th Report](#)

- *With ITT targets repeatedly missed and the demand for teachers forecast to rise, the pay framework still needs to support recruitment to the profession.*
- *A focus on pay for early career teachers, at the expense of those on the upper or leadership pay ranges, risks being ineffective even in its own terms. Those considering joining the profession, and particularly career changers, look ahead at their possible future earnings, as well as at starting pay.*
- *We also have significant concerns about declining retention rates for experienced teachers, who have a key role in supporting pupil outcomes and mentoring new recruits. Reducing the leaving rates of these teachers is an essential part of any strategy to achieve well-staffed schools, not least by reducing the pressures to recruit new entrants.*
- *The evidence about the recruitment and retention of school leaders suggests their position is deteriorating. We heard on our school visits and from our consultees concerns about narrowing pay differentials reducing the incentives for career progression.*

Overall, while in previous years we have recommended some targeting of early career teachers, we do not think that this is the right approach for this round. On visits, we were struck by how negatively many school leaders and senior staff viewed the Government's targeted approach to uplifts last year. If the most experienced teachers believe they are being repeatedly disadvantaged in order to direct resources towards the newest recruits, this will not create a good environment for the retention of teachers at any stage of their careers.'

9. The recommendation for starting salaries was double the award recommended for experienced teachers and school leaders. We have seen no evidence to support the return to differentiated awards which again impact negatively on experienced teachers and school leaders.
10. We saw the negative impact of this in 2018, when the Secretary of State deviated from the STRB recommendation of 3.5 per cent to all pay ranges and imposed lower increases of 2 per cent to the Upper Pay Range and 1.5 per cent to the Leadership Pay Range, both of which were below inflation.
11. We were disappointed that the 2020 award of 2.75 per cent to the Upper Pay Range and Leadership Pay Range was not higher in order to begin to address the erosion in pay since 2010 - teachers on these pay ranges have now seen their pay decrease by around 13 per cent in real terms.

Timing of the report

12. We must again highlight how imperative it is that the report and the response to it are published in a much timelier manner. The 30th report was published at the very end of the Summer Term, leaving 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. This also served to increase workload and stress on school leaders who had to wait six weeks before they knew exactly what additional cuts and savings they would need to make, and in very short order, once the term started.

13. Whilst we acknowledge that some delays were as a result of the coronavirus pandemic, there had already been delays to the process due to the General Election, so these were compounded by further delays.
14. The process for this year has already started several months later than it should have, contrary to the requests of consultees.

Public Sector Pay Freeze

15. The Chancellor's announcement of a public sector pay freeze means that if the STRB do not recommend an appropriate award, the teachers' and school leaders' pay will be eroded even further: exacerbating the long term damage.
16. We must express our utter disbelief and overwhelming disappointment in this decision. Not only is this on the back of the previous public sector pay restraints which were only lifted in 2018, but in the midst of a pandemic which has seen school staff, and in particular school leaders, placed under the most immense pressure and with an ever more increasing workload.
17. Whilst we acknowledge and appreciate the economic pressures that the coronavirus pandemic has created, we do not believe that a public sector pay freeze is a fair or appropriate reaction to this. Nor does such an approach reflect the recruitment and retention difficulties facing the profession. We therefore strongly oppose the imposition of a public sector pay freeze.
18. On the 21st January 2021, HM Treasury published a report² for pay review bodies. The report rationalises the decision to freeze public sector pay as being in the interest of fairness, ensuring that in the medium-term public sector pay growth retains parity with the private sector.
19. However, the report itself states that '*current wage data are relatively volatile as they have been impacted by the Coronavirus Job Retention Scheme (CJRS)*'. A Bank of England report³ confirms this '*Earnings growth was being pulled down by the reduced pay of those employees who had been furloughed.*'
20. The CJRS pays 80 per cent of salaries capped at £2,500 per month, so this has a double impact on the wage data; up to 20 per cent lower wages for all those on the scheme, and even more so for those earning in excess of £37,500 per year due to the monthly cap amount.
21. For example, for someone who is eligible for the CJRS with a gross salary of £42,000 a year/£3,500 per month, the Government would pay 80 per cent of that monthly salary, which would be £2,800 per month. However, this is then capped at £2,500, giving a Full Time Equivalent (FTE) salary of £30,000 and a gap of £12,000.
22. This demonstrates the volatility of the data behind the decision to freeze public sector pay and another reason why we must object to it.
23. The report states that, '*in addition to pay, it is important to consider total remuneration when assessing the position of employees in the public sector*

² [HMT Economic Evidence to Review Bodies 2020](#)

³ [Monetary Policy Summary and minutes of the Monetary Policy Committee Meeting, 03.02.2021](#)

relative to the private sector. It cites the pension contributions of the public sector as being typically around 20 per cent, and that this is *'far in excess of generosity even for large private sector employers.'*

24. However, we believe this is a slightly disingenuous statement to make. Employers' contributions to the Teachers' Pension Scheme saw a significant increase from 16.48 per cent to 23.68 per cent from September 2019⁴, but this was due to the government's removal of the Superannuation Contributions Adjusted for Past Experience (SCAPE) discount that was previously applicable to the scheme.

25. This increase was necessary to replace the discount and keep the scheme running at its current level, not to provide increased benefits to members.

26. Furthermore, the employee contribution rates for the Teachers' Pension Scheme are also much higher than auto enrolment schemes, and the percentage contribution rate increases as salaries increase as shown in the table below.⁵

Annual Salary Rate for the Eligible Employment from 1 April 2020	Annual Salary Rate for the Eligible Employment from 1 April 2021	Member Contribution Rate	Teachers' Pay Scale
Up to 28,168.99	Up to 28309.99	7.40%	Up to M2
£28,169 to £37,918.99	£28,310 to £38,108.99	8.60%	M3-M6
£37,919 to £44,960.99	£38,109 to £45,185.99	9.60%	U1-L3
£44,961 to £59,587.99	£45,186 to £59,885.99	10.20%	L3-L15
£59,588 to £81,254.99	£59,886 to £81,661.99	11.30%	L16-L27
£81,255 and above	£81,662 and above	11.70%	L28+

27. This means that our members will be paying an average of 10.7 per cent of their salary in pension contributions, compared with around 3 per cent for auto enrolment schemes in the private sector.

28. The report conclusion includes this statement *'pay awards agreed since 2018/19 mean that we entered the 2021/22 pay round from a position of relative strength.'*

29. This is in stark contrast to the view of Ben Zaranko, a Research Economist at the Institute of Fiscal Studies (IFS) who, speaking after the Chancellor's announcement in November 2020, said: *'This is not the first time that governments have sought to keep a lid on public sector pay rises. But unlike in 2010, this will come on the back of a decade of pay caps and freezes. Relative to pay in the private sector, public sector pay prior to the pandemic was its lowest point in more than 25 years.'*⁶

30. A press release relating to a report published by Wilson Towers Watson in December 2020⁷, has the headline *'UK salaries to increase by 2.4% in 2021, according to Willis Towers Watson data'* and goes on to say that there will be fewer private sector pay freezes planned as optimism creeps back in 2021.

⁴ [Employer contribution change from 1 September 2019](#)

⁵ [TPS contribution rates](#)

⁶ [IFS Press Release, Spending Review, November 2020](#)

⁷ [Press release Willers Towers Watson, Salary Budget Planning Report, December 2020](#)

31. A senior director at Wilson Towers Watson said '*Many companies are looking ahead to 2021 with cautious optimism, which is reflected in slightly higher pay rise budgets than we saw this year.*'⁸
32. The report says that a similar picture is emerging across Western Europe, most organisations in the major economies anticipating higher pay rises in 2021 than 2020. '*The largest increases are expected in The Netherlands (2.5%) and Germany (2.4%), followed by Italy (2.1%), France and Spain (2%)*'⁹.
33. This view is also shared by Global professional and financial services recruiter Morgan McKinley, as reported in a recent article¹⁰ which stated that their recent survey showed that 49 per cent of employers felt confident that they would be in a position to offer pay rises in 2021.
34. This view is supported further by comments from Andrew Bailey, the governor of the Bank of England following the Monetary Policy Committee Meeting in February 2021. A BBC article titled '*Bank of England: Economy to rebound strongly due to vaccine*'¹¹ said '*The economy is expected to shrink 4.2% in the first three months of 2021, amid tighter lockdown restrictions to slow the spread of the virus. But policymakers expect a rebound this spring as consumer confidence returns.*'
35. A factsheet from the Institute of Personnel and Development (CIPD) '*Reward in the time of coronavirus*'¹² says that during the COVID-19 pandemic, pay and benefit professionals should consider whether their employers' reward approach is fit for purpose, by asking a series of questions, the first being: *Is the organisation paying its essential and key workers enough?*
36. We would suggest that implementing a pay freeze would not be a positive answer to this question, particularly considering the erosion of pay since 2010 which has not yet been repaired.
37. We see no reason why public sector workers, many of whom are key workers carrying out critical work, should be penalised. We know that teachers and all school staff have worked tirelessly and continuously throughout the pandemic, and that they continue to do so.
38. School leaders have worked evenings, weekends and throughout their holidays in response to the ever-increasing demands placed on them and in return they will be rewarded with yet another real-terms pay cut. We urge the review body to make a recommendation on the increase in pay that teachers and school leaders deserve.

⁸ Ibid

⁹ Ibid

¹⁰ [Half of UK employers plan to offer pay rises in 2021](#)

¹¹ [Bank of England: Economy to rebound strongly due to vaccine](#)

¹² [Reward in the time of coronavirus](#)

Matters for recommendation

- a) **The implementation of pay increases to teachers on the unqualified teacher pay ranges with an annual full time equivalent (FTE) salary of less than £24,000**

The Unqualified Teacher Pay Range

39. Whilst the STPCD only stipulates the minimum and maximum values for the unqualified teacher pay range, ASCL has jointly produced guidance for employers including the updated pay scales each year. We welcome the re-introduction of the advisory pay scales for the main and upper pay ranges in 2020 and we were pleased to see that the Secretary of State used the joint union pay scales for this.
40. However, it seems non-sensical that the pay scales for all pay ranges were not introduced at the same time, as was the case in Wales. We believe that all pay scales for all pay ranges should be reintroduced into the STPCD as minimum pay points, but that they must be a mandatory element of the Document.
41. The majority of employers use the joint union recommended pay scales, so we will base our response on this item on them rather than the minimum.

2020	England (excl London Area)	Inner London Area	Outer London Area	Fringe Area
1	£18,169	£22,849	£21,582	£19,363
2	£20,282	£24,962	£23,696	£21,473
3	£22,394	£27,075	£25,809	£23,587
4	£24,507	£29,187	£27,926	£25,699
5	£26,622	£31,298	£30,037	£27,812
6	£28,735	£33,410	£32,151	£29,924

42. We have highlighted the current values that would be eligible for the increase in line with the criteria contained in the remit letter.
43. Notwithstanding our position that we do not support the public sector pay freeze, and that all pay ranges and allowances should receive a significant increase, we believe that the fairest way to implement the pay award would be as follows:
44. The £250 for FTE salaries approximately represents a one per cent increase. We therefore believe that the values of unqualified points one to three for England (excluding London pay areas) should be uplifted by one per cent.
45. We then believe that those three points for the London pay areas should be increased by the same differential from the values for the rest of England as they currently are, to ensure consistency in the pay framework.

46. We have modelled what this would look like below:

UQT 2020	England (excl. the London Area)	% difference	Inner London Area	% difference	Outer London Area	% difference	Fringe Area
1 (minimum)	£18,169	25.8	£22,849	18.8	£21,582	6.6	£19,363
2	£20,282	23.1	£24,962	16.8	£23,696	5.9	£21,473
3	£22,394	20.9	£27,075	15.2	£25,809	5.3	£23,587
4	£24,507	19.1	£29,187	14.0	£27,928	4.9	£25,699
5	£26,622	17.6	£31,298	12.8	£30,037	4.5	£27,812
6 (maximum)	£28,735	16.3	£33,410	11.9	£32,151	4.1	£29,924
UQT 2021	England (excl. the London Area)	% difference	Inner London Area	% difference	Outer London Area	% difference	Fringe Area
1 (minimum)	£18,351	25.8	£23,078	18.8	£21,798	6.6	£19,557
2	£20,485	23.1	£25,212	16.8	£23,933	5.9	£21,688
3	£22,618	20.9	£27,346	15.2	£26,067	5.3	£23,823
4	£24,507	19.1	£29,187	14.0	£27,928	4.9	£25,699
5	£26,622	17.6	£31,298	12.8	£30,037	4.5	£27,812
6 (maximum)	£28,735	16.3	£33,410	11.9	£32,151	4.1	£29,924

47. As the uplift is an inflationary 'cost of living' increase, we believe that it should be a consolidated award which is a permanent award. This will ensure that the additional amount is part of the pensionable pay for those eligible to receive it.
48. Non-consolidated awards are generally issued as a one-off payment such as a bonus or performance payment which would not be permanent and would not form part of an employee's pensionable pay. We do not believe that these would be applicable or appropriate in this situation. Furthermore, it would mean that in the following year, those who had been eligible to receive them, would revert to their original, lower basic salary. This is not a position we could support.
49. With regards to what guidance should be provided to support the implementation of these pay increases, we would suggest that the above approach be included in the STPCD for 2021. If the pay scales for all pay ranges are also reintroduced in the manner we recommend, then the implementation would be mandatory for all those who follow the STPCD.

b) The overall state of the teacher workforce, including in relation to recruitment and retention, impact of COVID-19 on teacher supply, and changes in the pupil population and consequent changes in the level of demand for teachers.

Recruitment and Retention

£30,000 starting salaries

50. We acknowledged and welcomed the government's manifesto¹³ commitment to raise starting salaries for teachers to £30,000, and the subsequent announcement that the intention was for this to be in place from September 2022.

¹³ [The Conservative and Unionist Party Manifesto 2019](#)

51. We stand by what we stated in our initial and supplementary evidence for the 30th remit¹⁴, that this increase must be matched across all pay ranges and allowances, maintaining the current differentials between points and ranges.
52. Following the Chancellor's announcement on the public sector pay freeze, we understand from the DfE that the increase to £30,000 starting salaries would be on pause and we have had no reassurances as to how long this will be for.
53. It is therefore hugely disappointing to read in the Secretary of State's letter to the STRB that '*although pay restraint means that progress towards achieving £30,000 starting salaries will be slower, I am still committed to raising pay for new entrants to make teaching an attractive graduate option.*'¹⁵
54. This does not sound like it has just been delayed by one year, and we have seen no confirmation or assurances from the Chancellor that the pay freeze will only be for one year.
55. This could result in significant increases being required to achieve this manifesto commitment, in light of the pay freeze.
56. There are also implications for the pay points higher in the main pay range, which will also have been frozen, and without a significant increase to them at the same time, they risk being leap-frogged over by the starting salaries.
57. These increases will further diminish the pay differentials between the main, upper and leadership pay ranges, meaning there is even less incentive for teachers to want to move into promoted roles when the increase in pay does not reflect the additional responsibility taken on.
58. Finally, we raised concerns in our evidence to the STRB's 30th remit¹⁶, about the value of a £30,000 starting salary in comparison to other graduates by 2022. These concerns would be even greater if the increase is now going to be in 2023 or even later, particularly if those other graduate professions do not experience a pay freeze.

Recruitment

ITT

59. For the first time since 2012/13¹⁷, recruitment to ITT targets overall were exceeded at 115 per cent, up from 87 per cent in 2019/20. Clearly this is good news considering that over the previous five years the highest recruitment to target figures was 93 per cent back in 2015/16.
60. However, this increase must be treated with caution for several reasons.
61. Firstly, it is apparent that this increase is as a result of the coronavirus pandemic, with entrants looking for public sector roles with perceived job security. It has been widely publicised that teachers have continued to work throughout the pandemic and this may have contributed.

¹⁴ ASCL evidence to the STRB 30th remit

¹⁵ [SoS letter to STRB 31st remit](#)

¹⁶ Ibid

¹⁷ [ITT census 2012 summary](#)

62. Secondly, it will also be influenced by the reduction in graduate opportunities available in other professions. The summary and conclusion of latest High Fliers report, 'The Graduate Market in 2021'¹⁸ confirms many of these issues:

'Summary & Conclusions

- *The unprecedented Coronavirus crisis meant that employers featured in The Times Top 100 Graduate Employers cut their graduate recruitment by 15.1% in 2020, compared to the original recruitment targets for the year.*
- *The number of graduates recruited was 12.3% lower than in 2019, the largest annual fall in graduate recruitment at the UK's top employers for eleven years.*
- *The country's top employers recruited 3,700 fewer graduates in 2020 than had been expected at the beginning of the year – this was the biggest mid-year cut in graduate vacancies since 2008, the start of the global financial crisis and recession.*
- *Graduate recruitment fell in thirteen out of fifteen of the most sought-after industries and business sectors, including accounting & professional services firms, engineering & industrial companies, and public sector employers.*
- *Fifty-seven of the country's one hundred leading employers recruited fewer graduates than in 2019 or hired no graduates at all in 2020.*
- *The latest recruitment targets for the country's leading employers suggest that the number of graduate jobs on offer in 2021 may increase by 2.5%, but there remains considerable uncertainty for graduate employers and the wider economy because of the ongoing Coronavirus pandemic.*
- *Public sector employers are expected to be the largest recruiters of new graduates in 2021, with a record 5,400 entry-level vacancies available for university-leavers.'*

63. The STRB also acknowledged this in their 30th report¹⁹ which said '*The impact of COVID-19 on the graduate labour market may be expected to ease the pressures on teacher supply in the short term through improved recruitment and retention. But the demand for graduates and the wider labour market would be expected to recover fully in the medium term, at which time teacher supply problems are likely to re-emerge unless action is taken. There is an opportunity to secure a significant improvement in the competitiveness of the teacher pay framework over the next two to three years. By so doing, we can ensure that the teaching profession is better placed to attract high-quality graduates and retain good teachers both now and when the labour market recovers.*'

64. If there is to be no improvement to the teacher pay framework due a pay freeze even for one year, then it is difficult to see how this will improve recruitment or retention.

65. The increase in ITT recruitment is also reflective of what has happened previously when there have been recessions, as the public sector continues to recruit.

¹⁸ [The Graduate Market in 2021](#)

¹⁹ [STRB 30th Report](#)

66. In 2009, a TDA press release²⁰ reported that for the first time ever, the number of people recruited onto teacher training courses starting in September 2009 had exceeded government targets in every main subject and phase area, including mathematics, a particularly challenging target that had never previously been achieved.
67. However, the SWC data for those who qualified in 2010, shows a faster decline in retention rates than in previous years as demonstrated in the table below.

Table showing Retention rate for 'Retention of qualified teachers' for 1 year, 10 years, 2 years, 3 years, 4 years, 5 years, 6 years, 7 years, 8 years, 9 years, 2006, 2007, 2008, 2009 and 2010 from 'School workforce in England' in England for 2019 November

	2006	2007	2008	2009	2010
1 year	87.1	88.0	87.9	87.6	86.5
2 years	81.1	82.3	84.3	83.1	82.4
3 years	77.1	80.6	80.3	79.7	78.0
4 years	77.1	77.4	77.7	76.7	74.0
5 years	73.9	74.5	74.6	73.8	71.0
6 years	72.0	72.0	72.2	70.7	67.8
7 years	69.3	69.5	69.2	68.2	65.2
8 years	67.1	66.5	66.6	65.3	62.9
9 years	64.6	64.0	64.1	63.3	60.6
10 years	62.1	61.6	62.1	61.2	n/a

68. It therefore remains to be seen whether the increase in ITT is the start of an upward trend which we would need to see sustained, or simply a spike as a result of the pandemic which will see worsening retention rates as other sectors offer more recruitment opportunities.
69. Further analysis of the data shows that the biggest increase was in primary to 130 per cent, which has exceeded target in three of the last four years (94 per cent in 2019/20)²¹.
70. In secondary subjects, 106 per cent of the target was achieved, up from 83 per cent in 2019/20 and as with the overall recruitment to target, this was the first time it has been exceeded since 2012/13.²²
71. Due to the increase in recruiting in 2020, there was some oversupply in some secondary subjects, mainly humanities with History at 175 per cent, and creative subjects but most notably in Biology at 189 per cent.
72. However, in spite of the overall increase, there is still some undersupply, with Mathematics at 84 per cent, Modern Foreign Languages at 82 per cent and Physics still not even meeting half of the target at a staggering 45 per cent.²³
73. These subjects have been persistently under target, and the fact that they still haven't reached target in spite of the uptick in ITT entrants in 2020, shows just how serious the situation is.

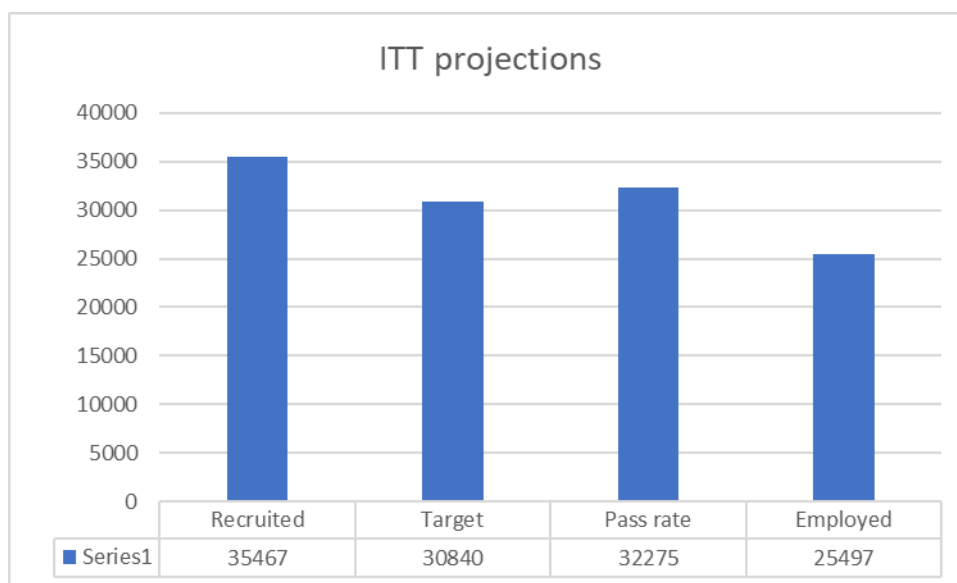
²⁰ [What impact does the wider economic situation have on teachers' career decisions?](#)

²¹ [ITT census 2020/21](#)

²² [Ibid](#)

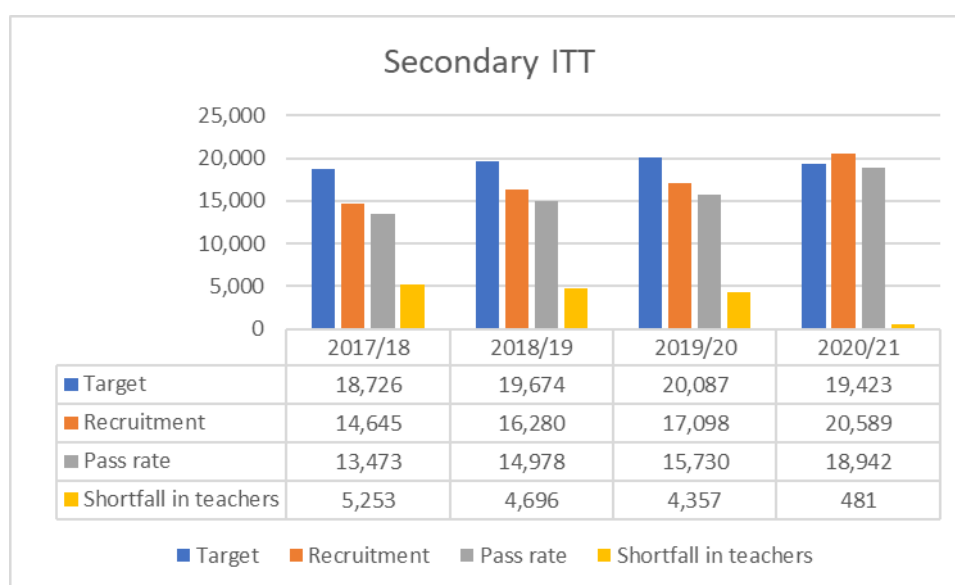
²³ [Ibid table 1](#)

74. The pass rate was 91 per cent in 2018/19 (latest data available), for the fourth consecutive year. This rate has remained stable in recent years between 87-92 per cent.²⁴
75. Of the 91 per cent who passed in 2018/19, the provisional estimate was that within sixteen months of qualification, 79 per cent of postgraduate trainees awarded QTS would be employed as a teacher in a state-funded school in England. This was down from 80 per cent in 2017/18.
76. The chart below shows the impact of this on the ITT recruitment for 2020/21 extrapolating the 2019/20 rates forward.



77. Even with the recruitment exceeding the target by 15 per cent, the end result is 17 per cent below it.

78. An example of the impact of this is shown below, using a 92 per cent pass rate:

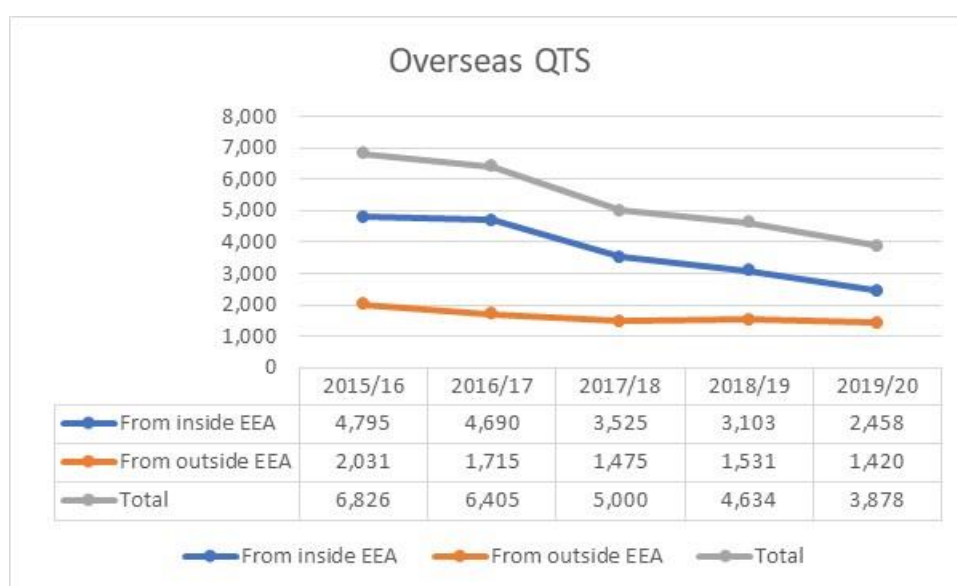


²⁴ [Initial teacher training performance profiles](#)

79. It is also worth noting that some of the targets were exceeded not only due to an increase in numbers recruited but also due to a decrease in the Teacher Supply Model (TSM) target compared to the previous year. This was the case for most secondary subjects and also for primary, where the increase in recruitment, from 94 per cent in 2019/20 to 130 per cent in 2020/21, was due to a combination of a 22 per cent increase in numbers and a 12 per cent decrease in the target.²⁵
80. There is also concern around the school placements that will be required by the increase in ITT applications. An NFER report said: *'Before Covid-19, around two-thirds of primary schools and almost all secondary schools were planning to offer at least some ITT placements. In July, around half of primaries and four out of five secondaries expected to offer the same placements as they had planned to offer before Covid-19.'*
81. The number of teachers returning to the profession (re-entrants) has remained flat at around 16,000 per year from since 2012²⁶. It is worth noting that we have not seen ex-teachers compelled to rejoin the profession during the current pandemic, as has happened in the NHS. In November 2019, these re-entrants represented 36 per cent of entrants to the profession, with a further 10 per cent being new to state education and 53 per cent being Newly Qualified Teachers (NQT).
82. Therefore, it must be noted that, as NQTs only account for just over half of all entrants to the profession, any impact from the increases in ITT entrants will be limited to this proportion.

Entrants from overseas

83. There has been another significant decline in the number of entrants from overseas, from both inside and outside the European Economic Area (EEA)²⁷. The table below demonstrates the numbers involved and shows the level of decline. Over the five-year period to 2019/20, the number of overseas entrants has declined by 43 per cent overall.



²⁵ [Ibid](#)

²⁶ [School Workforce in England 2019](#)

²⁷ [TRA Annual Report and Accounts 2019/20](#)

84. It should be noted that the highest decline is in entrants from inside the EEA with 49 per cent less in 2019/20 than in 2015/16.²⁸
85. We believe that this is caused by the UK's departure from the European Union (EU) and it now appears to signify a downward trend in interest towards moving to the UK to teach. This view is supported by the NFER Teacher Labour Market in England Annual Report, which said '*The number of European Economic Area (EEA) nationals being awarded qualified teacher status (QTS) in England has reduced further in 2018/19, which may be a sign that the UK is a less attractive destination following the 2016 EU referendum.*'²⁹
86. The report also states that this poses a risk to teacher supply for modern foreign languages, where EEA nationals represent 30 per cent of trainees.³⁰
87. Furthermore, in spite of the increase in ITT entrants in 2020/21, modern foreign languages still only recruited to 72 per cent of the TSM target.³¹
88. Another potential issue that remains to be seen, is what the retention rate of those who do pass and go on to take up teaching posts in state schools in England. We have seen that the retention of teachers, particularly in the first five years, has gone beyond crisis point, and these are people who chose to go in to teaching without the impact of the coronavirus pandemic.
89. It would seem logical that as many of the additional ITT students have chosen to take up teacher training due to the economic pressures on some other professions, that there may well be a lower retention rate within these as there was in 2009/2010 (see paragraph 55), particularly as the economy recovers and they can pursue their original choice of career.
90. The retention rate after one year has remained broadly similar since 2017 at 85.1 per cent, with a very slight increase in 2019 to 85.4 per cent. The retention rate after two years increased slightly to 78.3 per cent 2019, from 77.8 per cent in 2018. If the retention rates declines seen in 2010 were repeated then these would drop to 84.3 per cent after one year and 77.6 per cent after two years.
91. From those who qualified in 2010, the rate of decline worsened year-on-year, as demonstrated in the table below.

2010	
Retention period	Drop in rate (% pts)
1 year	1.1
2 years	0.7
3 years	1.7
4 years	2.7
5 years	2.8
6 years	2.9
7 years	3.0
8 years	2.4
9 years	2.7
10 years	N/A

²⁸ [Ibid](#)

²⁹ [Teacher Labour Market in England, 2020, NFER](#)

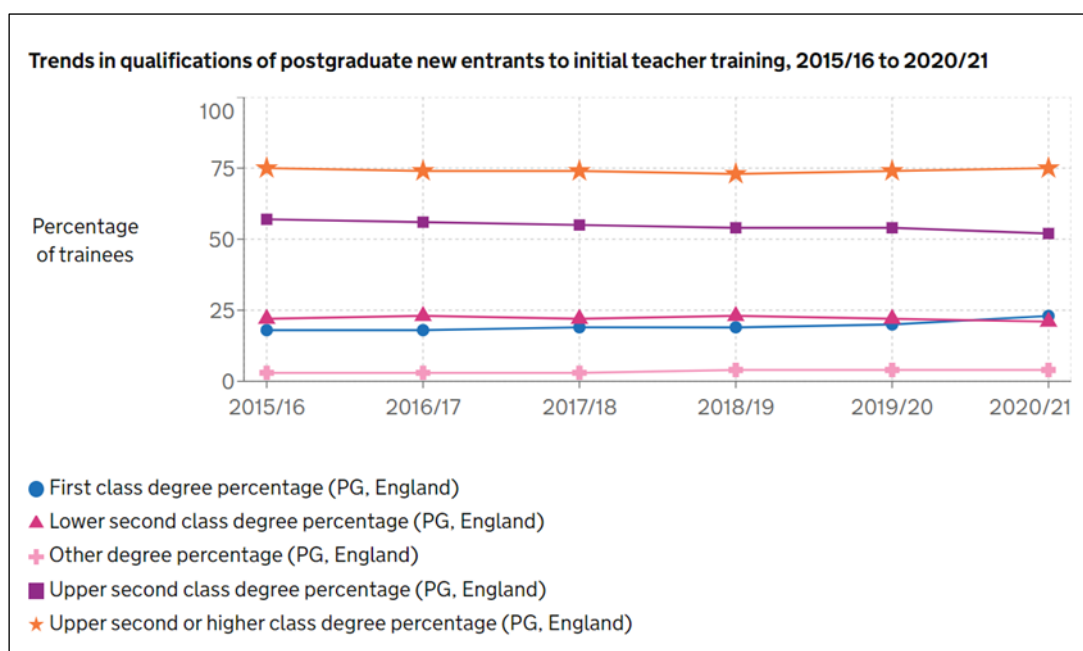
³⁰ [Ibid](#)

³¹ [Ibid](#)

92. We are not aware that any of the TSM targets have been increased to take account of the following issues or DfE initiatives:
- Additional teacher requirements of ECF
 - Additional teacher requirements due to flexible working changes
 - Additional teacher requirements due to reduction in overseas applicants
93. When taking these into consideration, the targets may not be exceeded, or indeed even met.

Quality of candidates entering the profession

94. The percentage of new entrants in postgraduate programmes with a first class or 2:1 in their first degree has increased from 74 per cent to 75 per cent this year.³² In the academic year 2019/20, 20 per cent of new postgraduate entrants to ITT had first class degrees, for 2020/21 this increased to 23 per cent. The proportion of entrants holding a 2:1 or higher varies by route.
95. The chart below is taken from the ITT census 2020/21 and shows ‘trends in qualifications of postgraduate new entrants to initial teacher training, academic years 2015/16 to 2020/21.’



In addition to the issues in recruiting teachers, information in the 2019 SWC shows that this is also the case for Headteacher recruitment. There has been a steady decline in the number of teachers appointed to these roles since 2011, as can be seen in the table below.

³² [Ibid](#)

New appointments	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
Head teachers	551	436	482	422	457	481	429	414	412	4,084
Deputy/Assistant heads	1,082	907	941	994	859	934	840	875	1,031	8,463
Senior Leader totals	1,633	1,343	1,423	1,416	1,316	1,415	1,269	1,289	1,443	12,547
Deputy heads	504	412	411	415	338	370	307	344	Data not available	3,101
Assistant heads	578	495	530	579	521	564	533	531	Data not available	4,331

96. We note that separate data for Deputy Headteachers and Assistant Headteachers is no longer available in the SWC, and that it has been amalgamated. This makes it impossible to track where any changes may have taken place and as such we request that this data is made available in the 2019 SWC and all SWC going forward.

Vacancy rates

97. Vacancy rates overall in secondary have almost trebled since 2010, although they have remained broadly similar since 2014.³³

98. We know that funding cuts and cost pressures over that same period have meant that schools have faced restructuring and redundancy situations, which could have caused the vacancy rate to remain stable.

99. An NFER report in 2018³⁴ stated: *'In 2016, the National Audit Office (NAO) reported that the Government expected schools to make savings of approximately £3 billion by 2019-20 to counteract cost pressures (NAO, 2016).'*

100. The vacancy rates for the majority of subjects including Mathematics and English, increased in 2019 (latest data available). Although the vacancy rates for humanities subjects are the same as in 2018, History is still more than double the rate for 2010 and Geography is quadruple the rate for 2010.³⁵

101. Classroom teacher vacancy rates overall have trebled since 2010, showing that the issue is just as pertinent in primary as in secondary.

102. The vacancy rate for Headteacher posts has declined since 2018, but for other leadership roles it has increased by 50 per cent.³⁶

Retention

103. Whilst we acknowledge and support the introduction of the Early Careers Framework (ECF), as the national rollout is not due to start until September 2021 and will be a two-year programme, it will be a number of years before any evidence of impact on retention can be evaluated. It is also the case that the ECF

³³ [School Workforce Census, November 2019](#)

³⁴ [School Funding in England Since 2010, NFER](#)

³⁵ [Ibid](#)

³⁶ [Ibid](#)

Framework was developed pre-pandemic and we have yet to fully understand what additionality might be needed and how this will be delivered.

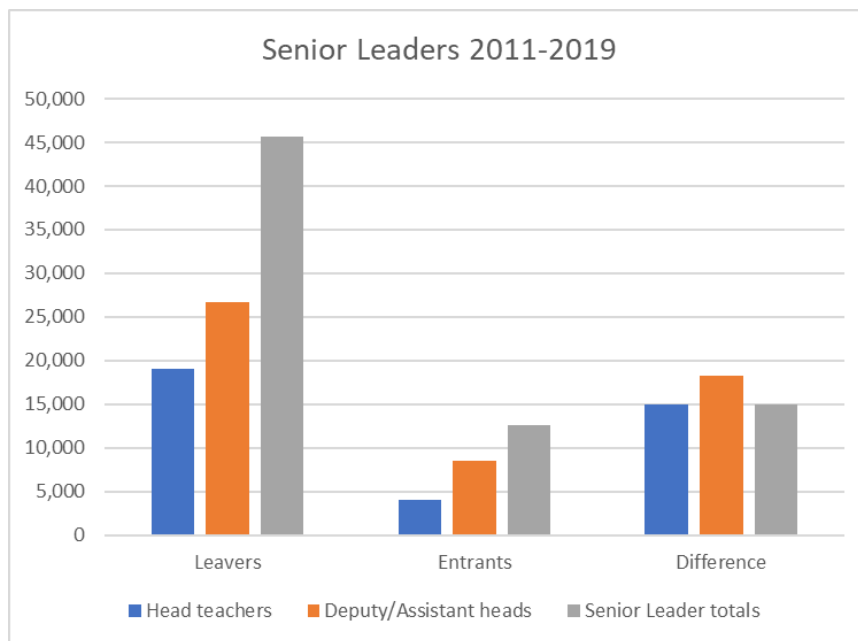
104. The first period where we will be able to see if the ECF is having an impact on retention will be between 2023 and 2026, and by that time we will be fast approaching the projected increase in pupil population. If there is not a significant reversal of the current decline in retention over the first five years during this timeframe then the profession will be facing an unprecedented crisis
105. The STRB 29th³⁷ report said that *'the state of teacher recruitment and retention had continued to worsen against a backdrop of rising pupil numbers. We stated that a decade of relative decline had taken the teachers' national pay framework too low in relation to the graduate labour market and the wider economy and that schools were finding it harder to recruit and retain teachers and risked becoming less effective as a result.'*
106. The STRB 30th report³⁸ stated *'While the deterioration in retention rates is most marked for teachers early in their career, we are concerned that there are also indications of a growing challenge in retaining experienced classroom teachers and those in leadership roles.'*
107. Figures from the latest SWC show that for teachers that qualified in each of the last ten years, retention rates have generally declined each year.
108. There were few exceptions to this, most notably a very slight increase in those retained after one year, from 85.1 per cent of those who qualified in 2017 to 85.4 per cent of those who qualified in 2018. There was also a slight increase in those retained after two years, from 77.8 per cent of those who qualified in 2016 to 78.3 per cent of those who qualified in 2017.
109. Particularly worrying is the five-year retention rate which has declined again, from 68 per cent of those who qualified in 2013 to 67.4 per cent of those who qualified in 2014.
110. The 2019 SWC shows an increase in the numbers of senior leaders leaving the profession. The increase is higher for Deputy/Assistant Headteachers than for Headteachers, but as we commented earlier (paragraph 78), the data for Deputy Heads and Assistant Heads has been amalgamated, so it is impossible to track whether the increase is from one particular role or if it is equally spread. We reiterate our request for this change to be reversed so that we can interrogate the data appropriately.
111. The percentage of leavers who were senior leaders has increased for the third consecutive year, from 12.18 per cent in 2017 to 13.08 per cent in 2019.
112. This would appear to corroborate the feelings of disenchantment felt by senior leaders due to the differentiated pay awards, real terms cuts and increased accountability. This is only set to worsen as a result of the coronavirus pandemic and the public sector pay freeze.

³⁷ [STRB 29th Report](#)

³⁸ [Ibid](#)

113. When this is coupled with the information on recruitment of senior leaders in paragraph 77, it shows that there is also a recruitment and retention crisis for senior leader roles (Headteachers, Deputy Headteachers, Assistant Headteachers).

114. The chart below shows the impact of this from 2011 to 2019.



115. The chart below, which shows the annual full-time gross pay by occupation, was taken from the 2020 Annual Survey of Hours and Earnings (ASHE)³⁹. This again highlights just how poorly salaries for teachers compares with other graduate professions.

³⁹ [Annual Survey Hours and Earning 2020](#)

Figure 6: Annual full-time gross pay by occupation

UK, April 2020

Teaching and other educational professionals n.e.c.

£26,489 gross, per annum



Source: Office for National Statistics - Annual Survey of Hours and Earnings

116. Nevertheless, it must be noted that the starting salary is just one part of the package that people look at when considering a career in teaching. They also look at the potential salary available over time through progression, along with other conditions of employment.

117. In our previous evidence we stated that these teachers were disillusioned and disenfranchised by this, and this was acknowledged in the STRB's 29th report, 'Overall, while in previous years we have recommended some targeting of early career teachers, we do not think that this is the right approach for this round. On visits, we were struck by how negatively many school leaders and senior staff viewed the Government's targeted approach to uplifts last year. If the most experienced teachers believe they are being repeatedly disadvantaged in order to direct resources towards the newest recruits, this will not create a good environment for the retention of teachers at any stage of their careers.'

118. Urgent action is required to address the erosion of pay and impact of differentiated pay award, in order to resolve the recruitment and retention issues across the profession, and in particular in experienced teachers and school leaders.

Impact of COVID-19

119. In their September 2020 newsletter, TeachVac reported that the recorded number of teaching vacancies across England is down by 30 per cent for the period 1st April to 24th August.⁴⁰ A contributory factor to this reduction is likely to be the

⁴⁰ TeachVac Newsletter 2020/21 Issue 1

reluctance to recruit virtually without having the opportunity to observe a teacher's practice.

120. On leadership positions the newsletter says: *'How much can school leaders take before they decide that enough is enough? We have seen a slight upturn in Headteacher vacancies in the primary sector compared with the summer months in recent years. We would not be surprised if more Head teachers thought it was time to consider their positions and that a number decided to retire at the end of term. If schools then put an acting head in place, we can assume there will be an upturn in vacancies early in 2021 for the new Head teacher to start in September 2021.'*⁴¹
121. In their October 2020 newsletter, they say: *'This year an increase in primary Head teacher vacancies seems to be from schools advertising a headship for the first time in 2020. This raises the question whether the current pandemic is placing too heavy a burden on Head teachers.'*⁴²
122. At ASCL, we have seen an uptick in pension and retirement enquiries from our members over the last two terms. Whilst we acknowledge that official retirement figures show no significant increase in retirements, we believe that this is due to senior leaders, and in particular Headteachers, not wanting to leave their schools during such a challenging time, or employers asking those who were planning to retire to stay on to maintain continuity through the pandemic. It is also the case that whilst travel restrictions remain in place there is less incentive to leave.
123. This is simply masking the issue that we believe is coming, with an increase in the number of senior leaders who leave the profession at the end of the summer term
124. We have recently carried out a pay and conditions survey with our members in state funded schools and colleges, part of which asks about whether they are thinking about leaving their role and if so, what the main reason and any other contributory factors are.
125. We are collating and analysing the results of the survey and will include full details in our supplementary evidence submission.
126. However, initial results show that of the 1,890 respondents 55 per cent are considering leaving their role, with over half of those looking to take early retirement or take up another role outside education.

Pupil Population

127. The latest National Pupil Projections⁴³ forecast a 7.45 per cent increase in secondary pupils by 2024. This means that there will be 224,000 more pupils in secondary schools in 2024 than there were in 2020.
128. The 2019 School Workforce Census⁴⁴ (SWC) data shows that there was a slight increase in the number of full-time equivalent (FTE) secondary teachers from 203,768 in 2018/19 to 204,712 in 2019/20. Over the same period there was an increase in pupils of 71,000, continuing the year on year increases since 2009.

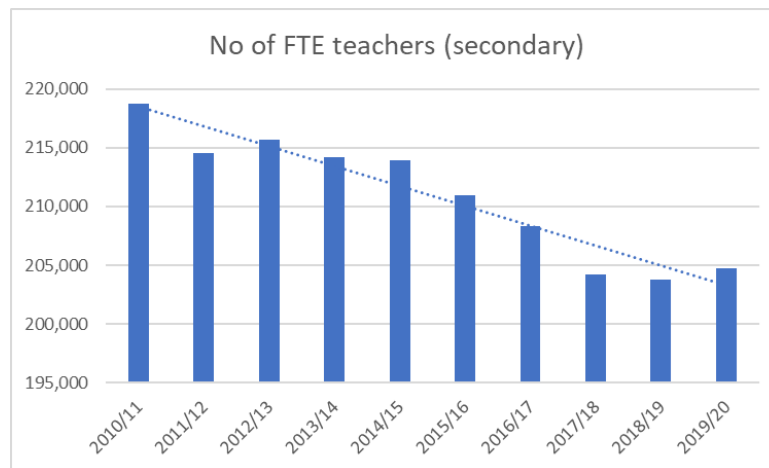
⁴¹ Ibid, pg 3

⁴² TeachVac Newsletter 2020/21 Issue 2

⁴³ [National Pupil Projections 2020](#)

⁴⁴ [School workforce in England 2019](#)

129. As the number of pupils in state-funded primary schools has actually decreased by 12,300 in the same period (the first decrease since 2010), this means that the number of pupils in state-funded secondary schools has actually increased by 81,333, again continuing a year-on-year increase since 2016.
130. As a result of these pupil increases in secondary schools, the pupil teacher ratio (PTR) has also increased from 16.3 in 2018 to 16.6 in 2019.
131. However, historical data⁴⁵ showed that the overall trend since 2010/11 is downwards. In 2019/20 there were 14,025 less FTE secondary teachers than in 2010/11. The chart below demonstrates this.



132. The oversupply in primary, coupled with the projected fall in primary school numbers clouds the imminent issues in secondary schools.
133. As highlighted in our evidence on ITT, and in particular the chart in paragraph 55, the increase in secondary ITT recruits is still not enough to resolve the recruitment crisis in this area.
134. Without significant year on year improvements in both recruitment and retention in the secondary phase, we will see the crisis worsen, with teacher shortages and increased pupil numbers inevitably causing class sizes and PTRs to increase, bringing with it further increases in workload, which we already know is a major driver in teachers leaving the profession.

Performance Related Pay (PRP)

135. For the STRB 30th remit, the majority of consultees, including ASCL, were united in their calls for the removal of statutory performance related pay (PRP), providing significant evidence to demonstrate that it is not effective in the education sector, and that it can actually have a negative impact on workload and retention. It was therefore surprising and disappointing to see that this was not acted on, nor was it included in the remit for this year.
136. In our response to the consultation on the STRB 30th Report and the government's response to it, we noted with interest that, in their 2nd Report, the

⁴⁵ [ibid](#)

Independent Welsh Pay Review Body (IWPRB) agreed with the evidence submitted by their consultees and have recommended the removal of PRP.

137. The Minister for Education in Wales accepted this recommendation and the requirement for pay progression to be linked to performance has been removed from the STPC(W)D 2020.
138. As we have previously stated, we firmly believe that there is no place for the 'cost of living' element of the pay system to be linked to performance, and as such we encourage employers and our members to keep it separate from pay progression increases. This should be made clear in the STPCD.
139. Furthermore, there is currently no evidence that performance-related pay impacts positively on pupil outcomes, and growing evidence that it may have a negative impact on retention⁴⁶ and workload⁴⁷, with the majority (66 per cent) of teachers surveyed feeling that their school's current pay policy had added to their workload.
140. There is also evidence that women are less likely than men to be employed in jobs in which pay is based on performance, and where performance related pay is in place, women receive a lower share of that in total compensation relative to males, in particular among the highest paid employees.⁴⁸
141. This does nothing to help address the imbalance of representation of female senior leaders, particularly in the secondary phase.
142. Furthermore, the bureaucracy involved in linking performance to pay impacts negatively on workload for both the school leaders operating the system, and the staff being appraised. This is something that is unnecessary and in light of the additional workload and responsibilities faced by school leaders, this is something that could be removed to alleviate some of those ongoing pressures.
143. During the coronavirus pandemic, alongside NAHT and NGA, we have published guidance for employers on dealing with professional matters, including performance management and pay progression.
144. We have seen many employers implement automatic pay progression for 2019/20 and state their intention to do the same in 2020/21. We believe that this would be an ideal opportunity to build on this and review the PRP system with a view to removing it as a statutory requirement from the STPCD as a matter of urgency.
145. Our current position is that employers should have the autonomy to choose whether or not to continue with a performance-related pay system or to develop an alternative robust appraisal system that is not linked to pay.

A. Conclusion

146. In summary, we strongly oppose the imposition of a public sector pay freeze.

⁴⁶ 'Factors affecting teacher retention: qualitative investigation', DfE/Cooper Gibson Research, March 2018

⁴⁷ 'Evaluation of Teachers' Pay Reform', DfE, October 2017

⁴⁸ [Understanding the gender pay gap within the UK public sector](#)

147. We believe that a significant increase to all pay ranges is required in order to address the erosion of pay since 2010 and the impact of differentiated awards on the pay of experienced teachers and school leaders.
148. Finally, we recommend that the performance-related pay element of the pay system is reviewed with a view to being removed from the STPCD.
149. 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
9 February 2021