

**THE NASUWT SUBMISSION
TO THE SCHOOL TEACHERS' REVIEW BODY
22 March 2023**

The NASUWT – The Teachers' Union.

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1. INTRODUCTION

- 1.1 The current Remit to the pay review body comes at a critical time for the teaching profession. The country's schools are in crisis. A crisis of teacher supply, with fewer graduates choosing to enter the profession, and with increasing numbers of teachers leaving the profession prematurely. Pay is a central factor that is driving the teacher supply crisis. The outcome of the 32nd School Teachers' Review Body's (STRB's) process, which resulted in the recommendation of an average 5% cost-of-living pay award for teachers in 2022-23, represents the largest real terms pay cut to teachers' pay since 1977. In addition to more than a decade of real terms pay erosion, teacher morale is now at its lowest level in years. Unless and until the depth of this crisis is recognised, and commitment made to use the pay mechanism to restore the status of teachers, schools will not be able to recruit the teachers and headteachers they need to meet the needs of all children and young people.
- 1.2 We note that affordability has been listed as a key matter for consideration by the STRB. Our evidence confirms that given the scale and depth of the crisis in our schools, the STRB cannot afford to continue with the Government's favoured presumption of further pay austerity, and instead must now address the very serious and damaging shortfall in teachers' pay through a programme of real pay restoration for all teachers across the country.

STRB Process

- 1.3 The independence of the review body mechanism has been broken. Since 2012, not only has the Secretary of State for Education set extremely restrictive remits, frequently seeking to limit the scope for the STRB to make independent cost-of-living pay award recommendations by impressing upon the review body the very limited financial constraints the Government is operating in, but also the pay review process has also been subject to directives and interference from HM Treasury.
- 1.4 Since 2012, Pay Review Bodies (PRBs), which includes the STRB, have seen the emergence and annual inclusion of what is entitled 'Economic Evidence' from HM Treasury (HMT). At best, these submissions represent assertions about the economic and financial constraints predicated upon flawed and ideological political choices made by the Government.
- 1.5 HMT submissions are not subject to proper scrutiny by the STRB as HMT is not required to provide oral evidence to enable its written submissions to be tested. In effect, the HMT submissions represent a directive from the Government which serves to shackle and pervert the STRB process. The NASUWT does not recognise the HM Treasury's submission and requests also that the STRB disregard the attempt by HM Treasury to direct or otherwise subvert its deliberations.

- 1.6 Much has been made in recent weeks and months by the Government about the independence of the Public Sector Pay Review Bodies. This is despite the evidence which indicates that, in the case of the STRB, recommendations were accepted in full on just 60% of occasions in the past five years.
- 1.7 Despite government assertions, we note with concern that the recommendation made by the STRB for the 3% increase for September 2023, in response to the Remit letter, was unilaterally withdrawn by the Office of the Secretary of State in its statement to Parliament on 19 July 2023.
- 1.8 Following the 32nd Report of the STRB, the NASUWT lodged a formal dispute with the Government demanding a real terms pay award and pay restoration for teachers. The NASUWT remains in dispute with the Government.
- 1.9 Unless and until the Government addresses the crisis in teacher recruitment and retention with a commitment to a restorative pay award for teachers, the risk of a worsening industrial relations crisis in schools will be inevitable.

2. THE POSITION ON TEACHERS' PAY

The cost of living crisis

- 2.1 The cost of living crisis, soaring inflation and rising interest rates are creating misery for teachers. Nine in ten teachers surveyed by the NASUWT say they are worried about how they will be able to cope financially.
- 2.2 The NASUWT acknowledges that some of the cost of living crisis is a direct consequence of events outside of the control of the Government, such as the war in Ukraine and the consequential increases in energy prices which have been a huge contributor to soaring inflation. Prior to these events, teachers had already been suffering real-term pay cuts from 2010 as a direct consequence of political choices by the Government to defund school budgets and to depress public sector wages.
- 2.3 The Chair of the Public Accounts Committee said on 11 January 2023:
“The eye watering £42 billion now owed to HMRC in unpaid taxes would have filled a lot of this year’s infamous public spending black hole. But the public purse will continue missing out on billions of desperately needed revenues as HMRC will only employ more staff to tackle compliance over the next few years – that’s not fast enough to dent the tax gap at a time of huge public sector spending pressures.”
- 2.4 Teachers need a pay rise. Teachers have endured more than a decade of pay freezes and below-inflation pay awards. Enough is enough.
- 2.5 RPI inflation rocketed to a high of 14.2% in November 2022, its highest rate in over 40 years. The STRB’s recommended pay increase for September 2022 of 5%, in the context of 12.6% RPI inflation in September 2022, represented the biggest real terms pay cut suffered by teachers in 45 years.

- 2.6 In 2022, the pay of classroom teachers' starting salaries was almost one fifth (19%) less in real terms than if it had increased to match RPI inflation in each year since 2010. By the same measure, the pay of classroom teachers on M6 was over one quarter (25.5%) less in real terms, and the pay of teachers on the Upper, Lead Practitioner and Leadership Pay Ranges was almost one third (between 29.9% and 31.8%) less in real terms than in 2010.
- 2.7 In the STRB's 32nd Report, the Review Body recommended: 'For September 2023, a 3% increase to all pay and allowance ranges and advisory points, with higher increases to some parts of the Main Pay Range to deliver a minimum starting salary of £30,000, and a limited-scope, timely review mechanism to ensure that the recommended 2023 pay levels remain appropriate.'
- 2.8 This would result in the pay of classroom teachers' starting salaries being worth almost a quarter (23%) less in real terms than if it had increased to match RPI inflation in each year since 2010. By the same measure, the pay of classroom teachers on M6 would be over one third (35%) less in real terms, and the pay of teachers on the Upper, Lead Practitioner and Leadership Pay Ranges would be between 39.6% and 41.7% less in real terms than in 2010.
- 2.9 As a result of successive and prolonged below-RPI inflation salary increases, teachers and school leaders who have remained in the profession since 2010 are in effect between £35,801 and £216,963 worse off in real terms since 2010 due to the cumulative shortfall in pay.
- 2.10 The NASUWT notes the Government's previously announced intention to increase classroom teachers' starting salaries to £30,000 nationally by September 2022. However, whilst a £30,000 starting salary in 2022 would have been a welcome step in the right direction, it would have failed to restore teachers' salaries to 2010 levels. If teachers' starting salaries had increased in line with RPI inflation since 2010, they would have increased to £33,321 in September 2022.
- 2.11 If teachers' starting salaries had increased in line with RPI inflation since 2010, and were to continue to rise in line with RPI inflation of 10.7% in 2023, as forecast by the Office for Budget Responsibility (OBR)¹ then teachers' starting salaries would increase to £36,887 in September 2023. The STRB must address whether it exists to deliver the Government's policy agenda and Manifesto commitments or to follow the evidence and make such recommendations as are necessary to tackle the crisis in teacher supply.
- 2.12 The National Foundation for Educational Research NFER also assert in its latest research² that improving the competitiveness of teachers' pay is a compelling strategy for improving recruitment and retention. It goes on to note that average increases in teachers' pay must be greater than average

¹ OBR, Economic and fiscal outlook – November 2022. <https://obr.uk/efo/economic-and-fiscal-outlook-november-2022/>

² <https://www.nfer.ac.uk/short-supply-addressing-the-post-pandemic-teacher-supply-challenge-in-england/>

earnings to close the gap that has been developing and widening since 2010 with other graduate professions.

2.13 In 2023, the Union recommended that the following increases to teachers' salaries and allowances were necessary to reverse the real terms reduction in pay suffered by teachers in England since 2010:

- 2022 – a minimum of 12%;
- 2023 – a minimum of 10%; and
- 2024 – a minimum of 8%.

2.14 To mitigate the effect of the Review Body last year inflicting on classroom teachers the biggest real terms pay cut suffered in 45 years, the NASUWT is calling upon the STRB to introduce a £33,000 starting salary in September 2023, and to increase all teacher salaries and allowances at a minimum of 10%.

Opt-outs from the TPS

2.15 In circumstances where the level of employee contributions does not increase, opt-outs from the Teachers' Pension Scheme (TPS) give a very strong indication of levels of teacher hardship.

2.16 The last 12 months has seen unprecedented levels of employee opt-outs from the TPS. Opt-outs are overwhelmingly focused on younger teachers.

2.17 The Department for Education (DfES) provides a quarterly analysis of opt-out data and the quarterly report covering April to June 2022, which indicates that opt-outs have almost double in the past 12 months. In April – June 2021, there were 1,444 opt-outs, whereas these numbers had risen to 2,738 in the comparable April – June 2022.

2.18 The DE's quarterly report indicates that 63.2% of members opted out during this quarter for personal financial reasons.

2.19 The NASUWT is clear, in spite of the Government's attempts at targeting increased salaries for younger teachers, that the real terms erosion of teachers' pay relative to other graduate professions is driving the large increase in opt-outs of predominantly younger teachers just to make ends meet.

Supply teachers

2.20 For supply teachers, the impact of pay freezes and real terms pay cuts, together with the lack of effective regulation of agencies, has resulted in even more acute cost-of-living pressures and the exodus of many supply teachers from the profession, including to non-professional occupations, such as retailing, where pay levels are rising.

2.21 The average daily pay rate for a classroom teacher employed by a school is £217.22. However, the majority of supply teachers report that they are paid

between £100 and £149 per day. The majority of supply teachers have not seen their remuneration increase substantially since 2014.

- 2.22 The NASUWT calls for all agency teachers to be guaranteed rates of pay commensurate with all other teachers, and for the Review Body to recommend this.
- 2.23 The situation for supply teachers as agency workers in England is compounded by the fact that employment by or through agencies is currently not pensionable under the TPS, leaving many supply teachers no alternative other than to make less favourable pension plans, including to rely on inferior auto-enrolment pension arrangements. There is a strong argument that supply teachers, working alongside other employed teachers, should be afforded the right to access the TPS.
- 2.24 Improving pay and conditions for supply teachers could be achieved by abandoning the current arrangements which are characterised by profiteering, market failure and higher costs to schools and the taxpayer.
- 2.25 The Crown Commercial Services (CCS) estimates that the average agency mark-up was 38%.³ CCS estimates that this equates to an agency receiving £56 on a charge rate of £200 to the school, with the supply teacher receiving just £101.81.⁴
- 2.26 Estimates suggest that the amount spent by maintained schools on supply teachers for 2021/22 was in excess of £521 million.⁵ Of this, approximately £415 million was spent on agency supply teaching staff, an increase of 49.7% on that spent the previous academic year.⁶ Based on the commission figures quoted above, this represents in excess of £157 million of taxpayers' money being siphoned off into the pockets of supply agencies and/or umbrella companies.
- 2.27 The figure for academies for 2020/21 was in excess of £427 million. Of this, approximately £330 million was spent on agency supply teaching staff. Based on a commission of 38% as referenced above, this equates to in excess of £125 million of taxpayers' money which is not being retained within the education system.⁷

3. TRENDS IN TEACHER SUPPLY

³ <https://www.crowncommercial.gov.uk/news/agency-mark-up-and-the-impact-on-temporary-worker-pay>

⁴ *ibid.*

⁵ <https://explore-education-statistics.service.gov.uk/data-tables/fast-track/2f369c9b-a045-44a7-7f8a-08dac7ab723a>

⁶ <https://explore-education-statistics.service.gov.uk/find-statistics/la-and-school-expenditure>

⁷ Based on an analysis of income and expenditure figures provided by academies in England for 2020/21 found at: <https://schools-financial-benchmarking.service.gov.uk/Help/DataSources>

- 3.1 The evidence in this section emphasises the serious and deteriorating nature of the teacher and leader recruitment and retention crisis. A decade of unjustified, evidenced and damaging government attacks on pay and school funding has resulted in critical and serious risks to the supply of teachers and leavers.
- 3.2 The Review Body knows that this crisis is not a recent phenomenon. As far back as 2017, the House of Commons Education Select Committee described the scale and extent of the teacher supply problems facing the education system and its roots in policy decisions taken since May 2010.⁸ The Education Select Committee's concerns and analysis of this crisis were reflected in the House of Commons Public Accounts Committee's 2018 Inquiry into teacher supply.⁹ The Committee concluded that the DfES had 'failed to get a grip on teacher retention'. The Review Body will be aware that no action has been taken by the DfE to address the causes of this crisis and that; consequently, the situation has continued to deteriorate.
- 3.3 In January 2019, the DfE published its 'Teacher Recruitment and Retention Strategy'.¹⁰ This strategy acknowledges that factors in respect of the increasing uncompetitiveness of teachers' pay, in comparison to other graduate professions and declining levels of retention would need to be addressed to improve the current state of teacher supply. However, the Review Body will have noted that the DfE has continued to fail to act on the basis of its own analysis. Evidence confirms the scale and extent of the current crisis and the direct consequences of the Government's failure to act. This evidence is summarised below.

Recruitment into the teaching profession

- 3.4 Interim data from the DfE for the 2023/24 application round points toward a collapse in levels of active interest among graduates in entering the teaching profession. By the November 2022 checkpoint, the total number of applications for Initial Teacher Training (ITT) was 24,171.¹¹ The figure for the

⁸ House of Commons Education Select Committee (2017). *Recruitment and retention of teachers: Fifth Report of Session 2016-17* (HC 199). Available at: (<https://publications.parliament.uk/pa/cm201617/cmselect/cmeduc/199/199.pdf>), accessed on 07.01.23.

⁹ House of Commons Committee of Public Accounts (2018). *Retaining and developing the teaching workforce: Seventeenth Report of Session 2017-19* (HC460). Available at: (<https://publications.parliament.uk/pa/cm201719/cmselect/cmpublicacc/460/460.pdf>), accessed on 07.01.23.

¹⁰ Department for Education (DfE) (2019a). *Teacher Recruitment and Retention Strategy*. Available at: (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/786856/DFE_Teacher_Retention_Strategy_Report.pdf), accessed on 07.01.23.

¹¹ DfE (2022a). *Initial teacher training recruitment: candidate applications and numbers, November 2022*. Available at: (<https://www.gov.uk/government/publications/monthly-statistics-on-initial-teacher-training-recruitment-2023-to-2024>), accessed on 07.01.23.

comparable stage of the 2022/23 cycle was 45,892, a decline of 47% in a single year.¹²

- 3.5 To place this data into historical context, it is important to note that 111,592 applications were made by the end of the 2022/23 cycle.¹³ By the end of the 2013/14 cycle, 153,850 ITT applications had been made, signalling that the decline evident so far, in respect of the 2023/24 cycle, is from a level of active interest in entering teaching that was, in itself, substantially below levels evidenced in the earlier part of the last decade.¹⁴
- 3.6 Official data on entrants to programmes of ITT serve to emphasise the concerns articulated above and confirm their longstanding nature. Overall, teacher recruitment was above target in each year from 2006/07 to 2011/12, but it was below target in each subsequent year up to 2019/20.¹⁵ It is also important to acknowledge in this context that the targets based on the DfE's Teacher Supply Model used during this period may have underestimated the number of teachers required to sustain adequate teacher supply significantly.¹⁶
- 3.7 Notwithstanding the short-lived impact of the COVID-19 pandemic on levels of recruitment into programmes of ITT, considered by the Review Body in its 32nd Report, it is clear that the situation in relation to recruitment into teaching has deteriorated significantly. The total number of entrants into ITT programmes for the 2022/23 academic year was 28,991, a decline of 20% on the previous year's figure.¹⁷
- 3.8 These declines compounded the longstanding failure of the system to recruit sufficient ITT participants to meet national targets. Recruitment into secondary

¹² DfE (2021a). *Initial teacher training recruitment: candidate applications and numbers, November 2021*. Available at: (<https://www.gov.uk/government/publications/monthly-statistics-on-initial-teacher-training-itt-recruitment>), accessed on 07.01.23.

¹³ DfE (2022b). *Initial teacher training recruitment: candidate applications and numbers, September 2022*. Available at: (<https://www.gov.uk/government/publications/monthly-statistics-on-initial-teacher-training-itt-recruitment>), accessed on 07.01.23.

¹⁴ UCAS (2015). *Report B: UCAS Teacher Training Applications at End of Cycle 2014*. Available at: (https://www.ucas.com/sites/default/files/utt_publicstats_application_end_of_cycle_report_b.pdf), accessed on 07.01.23.

¹⁵ Foster, D. (2019). *Teacher recruitment and retention in England*. House of Commons Library Briefing Paper No. 7222. Available at (<http://researchbriefings.files.parliament.uk/documents/CBP-7222/CBP-7222.pdf>), accessed on 10.01.23.

¹⁶ National Audit Office (NAO) (2016). *Training new teachers*. Available at: (<https://www.nao.org.uk/wp-content/uploads/2016/02/Training-new-teachers.pdf>), accessed on 07.01.23.

¹⁷ DfE (2022c). *Academic Year 2022/23: Initial Teacher Training Census*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census/2022-23>), accessed 07.01.23.

ITT programmes for 2022/23 only reached 59% of the centrally-set target required to sustain teacher supply, following on from a 21% overall shortfall in 2021/22. Recruitment into primary programmes also failed to meet the set target.¹⁸

- 3.9 The skills, talents and expertise of teachers with professional teaching qualifications gained from outside the UK make a significant and invaluable contribution to the education system in England. It is profoundly concerning that the numbers of such individuals entering teaching in England have declined significantly. In 2018/19, 3,103 teachers from European Economic Area (EEA) countries obtained Qualified Teacher Status (QTS). By 2020/21, this figure had declined to 1,975 teachers. For teachers with qualifications gained in Canada, the United States, Australia and New Zealand, all of whom have an automatic entitlement to QTS, the annual number of QTS awards declined from 2,030 in 2015/16 to 965 in 2020/21.¹⁹
- 3.10 The NASUWT notes that from February 2023, the DfE plans to widen the number of countries from which teaching qualifications will be accepted for the award of QTS.²⁰ While the Union has long called for the list of eligible countries to be expanded, experience of recruitment from countries that have remained eligible over this period suggests that teaching in England remains unattractive and that migration will not address the extent of the recruitment shortfalls described above.

Teacher wastage

- 3.11 Levels of wastage from the teaching profession, other than for reasons of age-related retirement or death-in-service, remain extremely high. The School Workforce Census (SWC) confirms that between 2011/12 and 2020/21, the number of teachers leaving teaching annually for reasons other than age-related retirement or death-in-service rose from 26,282 to 36,232, an increase of 38% over the period.²¹ As the NASUWT predicted would be the case in its submission further to the Review Body's 32nd remit, any significant positive effects related to the pandemic on retention rates have now ended. The drivers of increased teacher wastage were set out in detail in the NASUWT's previous submission, although the increase in wastage rates confirms that their effects have intensified significantly.

¹⁸ *ibid.*

¹⁹ Teaching Regulation Agency (2021). *Teaching Regulation Agency Annual Report and Accounts 2020-21*. Available at: (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1002728/TRA_Annual_Report_2020-21.pdf), accessed on 08.01.23.

²⁰ DfE (2022d). *A fairer approach to awarding QTS to overseas teachers*. Available at: (<https://www.gov.uk/government/publications/awarding-qualified-teacher-status-to-overseas-teachers/a-fairer-approach-to-awarding-qts-to-overseas-teachers--2>), accessed on 09.01.23.

²¹ DfE (2022e). *School workforce in England 2021*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>), accessed on 09.01.23.

- 3.12 However, evidence confirms that the implication in previous DfE submissions to the Review Body that retention concerns are centred mainly on the early stages of teachers' careers fails to reflect the reality of the nature and composition of overall teacher wastage. By 2021, over 40% of those who had entered the teaching profession ten years previously were no longer teaching.²² Data published by the DfE in 2022 confirmed that less than half of those teachers who had qualified 20 years previously were still employed in the state education sector as qualified teachers.²³ Thirty per cent of those leaving teaching for reasons other than age-related retirement or death-in-service were aged between 30 and 39, with 27% of those leaving aged between 40 and 49.²⁴
- 3.13 Feedback received by the NASUWT from experienced teachers who have left the profession continues to confirm a range of causal factors. These include: dissatisfaction with overall levels of pay; a lack of guaranteed access to pay and career progression routes; erosion of relative pay; and responsibilities that should attract a Teaching and Learning Responsibility (TLR) payment not being remunerated appropriately.
- 3.14 This evidence emphasises the need to ensure that pay-based solutions to addressing the recruitment and retention crisis address pay across the whole experience range and are not focused solely on salaries at the early stages of teachers' careers.

Retirements

- 3.15 The current demographic composition of the teacher and school leader workforce emphasises the likely impact of retirements for levels of teacher supply in future.
- 3.16 In 2021/22 4,217 teachers left teaching due to age-related retirement.²⁵ Given that almost 20% of the total teacher population is aged 50 or over, age-related retirements are likely to continue to exert pressure on securing and maintaining sufficient teacher supply in future.²⁶
- 3.17 In addition to retirements, evidence suggests that a significant proportion of teachers will continue to seek early exit from the profession, including through the use of actuarially-reduced pensions. Of the 9,493 teachers in the state-funded school sector accessing Teachers' Pensions benefits for the first time

²² *ibid.*

²³ DfE (2022f). *Government evidence to the STRB*. Available at: (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1060707/Government_evidence_to_the_STRB_2022.pdf), accessed on 07.01.23.

²⁴ DfE (2022e). *op.cit.*

²⁵ *ibid.*

²⁶ *ibid.*

in 2020/21, 4,028 (43%) took actuarially-reduced pensions as a result of retirement before reaching eligibility for full pension benefits.²⁷

- 3.18 Given the significant financial costs that teachers electing to take actuarially-reduced benefits face, the fact that such a large proportion chose to do so nonetheless emphasises the serious nature of the factors that act to dissuade teachers from remaining in the profession.

Vacancies

- 3.19 As the Review Body is aware, the way in which current vacancy data is collected and reported serves to understate the challenges the system faces in filling unstaffed teaching posts. These concerns have been identified as valid previously by the National Audit Office (NAO).²⁸ It is, therefore, difficult to obtain an acceptably reliable impression of the recruitment and retention pressures across the system from official vacancy data.

- 3.20 However, the challenges schools face in recruiting and retaining teachers continue to result in the deployment of teachers in subject areas which are not their first specialism or for which they do not possess appropriate academic qualifications. Current official data makes clear that only 88% of mathematics lessons in year groups 7-13 in 2020/21 were taught by teachers with any relevant post-A-level qualification in the subject. This data further confirms that only 72% of physics lessons across these year groups, 83% of chemistry lessons and 53% of computer science lessons were taught by staff with relevant post-A-level qualifications.²⁹

- 3.21 Pupil/teacher ratios represent a reliable indicator of recruitment and retention pressures in the system. It is, therefore, a matter of deepening concern that the pupil/teacher ratio rose from 14.9 in 2011/12 to 16.7 in 2021/22 across state-funded secondary schools.³⁰

Pupil numbers

- 3.22 It is clear that the problems in respect of teacher recruitment and retention highlighted above will have a significant impact on the provision of education in schools. Pupil numbers are continuing to rise in the secondary sector. DfE data confirms that the state-funded school sector will continue to experience significant and sustained increases in pupil numbers over the next decade. In

²⁷ DfE (2022g). *Teachers' Pension Scheme (England and Wales): Annual Report and Accounts 2021-2022*. Available at: (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1093343/DfE_TPS_Annual_Report_2021-22.pdf), accessed on 10.01.23.

²⁸ NAO (2017). *Retaining and Developing the Teaching Workforce*. Available at: (<https://www.nao.org.uk/wp-content/uploads/2017/09/Retaining-and-developing-the-teaching-workforce.pdf>), accessed on 07.01.23.

²⁹ DfE (2022e). *op.cit.*

³⁰ *ibid.*

the secondary sector, the overall pupil population is projected to remain above current levels until 2028.³¹

4. THE WIDER STATE OF THE LABOUR MARKET AND ECONOMY

Incomes Data Research (IDR) review of school teachers' pay compared to other graduate professions 2023.

- 4.1 In its 32nd Report, the STRB found that the graduate labour market in the UK had rebounded after the pandemic, with starting salaries rising by 6.7% to a median of £32,000 in 2021.
- 4.2 The STRB also found that the retention rates of those joining the profession in the last few years were lower than of those who started their careers in previous periods. In addition, leaver rates were highest for those in the first five years of their careers.
- 4.3 IDR found (report attached) that in 2022, average annual salaries for secondary teachers were 12% below the average for non-teaching professions and for primary teachers, the average was 29% below comparable non-teaching professions.
- 4.4 Using data from the ONS' Annual Survey of Hours and Earnings (ASHE) survey, IDR's review identified that earnings for teachers in England compare unfavourably with those for other graduate occupations, especially when comparisons are made according to gross (rather than merely basic) earnings.
- 4.5 While gaps between the earnings of other graduate professions are significant at average and median levels, the differentials are even wider at upper quartile and highest percentile levels.
- 4.6 Teachers were also more poorly placed when averages were used in 2022, with secondary teachers positioned in eleventh place while primary teachers' average gross weekly earnings were second-lowest in thirteenth position.
- 4.7 IDR's findings echo one of the conclusions of the 2022 STRB report, which found that teachers' median earnings from 2020/21 were below those of other professional occupations in London and the rest of England across all age groups, with the exception of those over 60.
- 4.8 The findings for those in more senior roles are supported by evidence from the STRB in 2022 that found a growing challenge for schools in retaining experienced classroom teachers and those in leadership roles.

Pay on completion of graduate training programmes

³¹ DfE (2022h). *National pupil projections 2022*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/national-pupil-projections#releaseHeadlines-tables>), accessed on 10.01.23.

- 4.9 The results from the IDR survey indicate that on immediate completion of training, graduates' pay is ahead of the equivalent pay point for teachers. The median graduate salary on completion of training at organisations is £34,500 – some £2,750 above the teachers' pay point M3 of £31,750.
- 4.10 A comparison with graduate salaries at three and five years after completion of training programmes indicates that graduates' pay is also ahead of that for teachers at these points.
- 4.11 Of those recruited in 2019, IDR analysis shows they were earning £34,356 a year at the median in 2022 – some £506 greater than the equivalent teachers' pay point (M4, currently paid at £33,850).
- 4.12 Of those recruited in 2017, IDR analysis shows they were earning £41,900 a year at the median in 2022 - some £3,090 greater than the equivalent teachers' pay point (M6, currently paid at £38,810).
- 4.13 In 2022, for example, average gross weekly earnings for all comparator professions were 14.7% above those for secondary school teachers and 22.7% ahead of average earnings for primary school teachers.

Pay and Prospects

- 4.14 In 2010/11, the median worker in education and public administration saw comparable pay to those in professional services and manufacturing. By 2020/21, the pay had fallen 15% behind professional services and 4% behind manufacturing. This widening pay gap will make it increasingly difficult for the public sector to attract and retain top talent going forward.³²
- 4.15 The Institute for Fiscal Studies (IFS) has concluded that making direct comparisons between average pay does not give a full picture of the difference for similar workers in the public and private sector. Public sector workers tend to be more highly educated, older and more experienced as well as more likely to work part-time.³³

5. AFFORDABILITY

- 5.1 The Government has made political choices to defund schools since 2010.
- 5.2 In the late 1970s, education spending represented 12% of total government spending, making it the equal largest area of government spending.
- 5.3 This has since fallen to 10% of total government spending in 2021-22, which equals a historical low point. At the same time, the IFS estimated that 20% of

³² Public First - Research December 2022 - Have voters noticed the lost decade of pay growth?

³³ [https://ifs.org.uk/publications/public-spending-pay-and-pensions#:~:text=Figure%204.4%20shows%20mean%20annual,and%202022%2C%20adjusted%20of%20inflation.&text=In%20July%202022%2C%20average%20annual,public%20sector%20\(%C2%A330%2C657\).](https://ifs.org.uk/publications/public-spending-pay-and-pensions#:~:text=Figure%204.4%20shows%20mean%20annual,and%202022%2C%20adjusted%20of%20inflation.&text=In%20July%202022%2C%20average%20annual,public%20sector%20(%C2%A330%2C657).)

the UK population was in full-time education in 2021-22, equal to the highest it has been in at least 60 years.

- 5.4 In sharp contrast, as the share of the population over 65 has risen, the share of total spending on healthcare has more than doubled from just over 9% in the late 1970s to over 20% today.
- 5.5 School spending per pupil in England fell by 9% in real terms between 2009-10 and 2019-20. This represents the largest cut in over 40 years, but it came on the back of a significant increase in spending per pupil of over 60% during the 2000s.³⁴
- 5.6 The NASUWT notes the additional funding announced by the Chancellor in his Autumn budget in November 2022 of £2.3 billion for 2023-24 and 2024-25.
- 5.7 However, any notion that this announcement represented 'additional' funding for schools is flawed, as it provides no additional headroom for schools over and above the actual cost pressures (including energy costs and support staff pay) that schools were already facing.
- 5.8 The NASUWT is also acutely aware of the impact of the Government's political choice to defund schools in relation to capital costs. Schools receive the least funding for building upkeep per metre, squared at £42, compared to Health which received £371.³⁵
- 5.9 The DfE's consolidated annual report and accounts from 2021 to 2022 shows the school buildings risk rating moving from 'critical - likely' to 'critical - very likely', which is a worsening situation.³⁶
- 5.10 The lack of school capital funding for over a decade has placed a significant burden on the Dedicated School Grant funding that schools receive and this is having to be used in many schools to fund essential capital work.
- 5.11 The average revenue reserves figures for LA Maintained Schools in England (2021-22) equates to just £178,500 per school. This is just more than the average monthly operating costs of schools based on average total school expenditure which is £160,972 on average per month.
- 5.12 The NASUWT is calling for a fully funded cost of living pay award on all pay points and allowances of a minimum of 10% for 2023-24.
- 5.13 The NASUWT believe this can be delivered, provided there is the political will to do so.

³⁴ <https://ifs.org.uk/publications/annual-report-education-spending-england-2022>

³⁵ <https://www.gov.uk/government/publications/state-of-the-estate-in-2020-2021/state-of-the-estate-in-2020-2021#school>

³⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1125417/DfE_consolidated_annual_report_and_accounts_2021_to_2022_accessible.pdf

5.14 Teacher pay austerity is a political choice that the Review Body should reject. Numerous options remain available to the Westminster Government to raise sufficient revenues to fund a real terms pay rise for teachers and other public sector workers, including:

- i pursuing all £6bn of fraudulent COVID-19 support payments, rather than the £2bn estimated by HMRC;
- ii. extending the one-off a '*windfall tax*' on oil and gas companies, whose profits continue to rocket beyond expectation;
- iii. levying a financial transactions tax that could raise around £5 billion a year in additional income; and
- iv. introducing a '*wealth tax*' on the richest in society in order to support public services and help the poorest through the cost of living crisis. Research undertaken by Tax Justice UK shows that up to £37 billion could be raised by introducing a programme of wealth taxes, including equalising capital gains tax with income tax and introducing a 1% tax on assets over £10m.

5.15 At a time of huge strain for public finances, £42 billion is owed in unpaid tax, and HMRC is failing to collect around 5% of the tax it is owed each year. For every £1 HMRC spends on compliance activities, it recovers £18 in additional tax revenue. The failure to better resource compliance means the Government is making the political choice in missing the opportunity to recover billions in lost revenue.³⁷

5.16 On 16th March 2023, in his budget analysis, Paul Johnson, IFS Director has stated:

In his Budget Analysis, Paul Johnson, IFS Director, has commented:

"We got no announcements on public sector pay. It seems implausible that there won't be extra money available. You can't keep cutting the pay of teachers, nurses and civil servants, both in real terms and relative to the private sector, without consequences for recruitment, retention and service delivery. Money will have to be found from somewhere. Perhaps the Chancellor will dip into his £14 billion Reserve for next year to fund a one-off or backdated pay award. More generally, the argument that this is not affordable founders on the fact that Mr

³⁷ HMRC approach to compliance means public purse is missing out on billions in lost revenue - <https://committees.parliament.uk/committee/127/public-accounts-committee/news/175322/hmrc-approach-to-compliance-means-public-purse-is-missing-out-on-billions-in-lost-revenue/>

Hunt found £20 billion a year yesterday for other things. This is a question of choices and priorities."³⁸

6. OVERVIEW OF THE WIDER ISSUES

6.1 The NASUWT believes that, in addition to the matters for recommendation in this remit, it is vital that the following elements of the pay and conditions framework are recast:

- (i) the universality of the pay award;
- (ii) performance-related pay (PRP) progression;
- (iii) restoration of pay portability;
- (iv) a shorter pay scale;
- (v) flexible working; and
- (vi) workload.

The universality of the pay award

6.2 The annual pay award must be universally applied and not linked to performance. The NASUWT calls on the Review Body to listen to the views of statutory consultees who have previously called for the annual teachers' pay award to be a statutory entitlement for all teachers and school leaders. This can be achieved by the return to statutory pay scales for all teachers and school leaders.

Performance-related pay (PRP) progression

6.3 The NASUWT calls for automatic incremental progression that will give teachers greater certainty over their future pay levels. This will support teacher retention and the removal of threshold applications.

6.4 The current system is no longer credible and is not supported by a number of employers of teachers in England and in other jurisdictions.

6.5 PRP is costly to administer, creates unnecessary workload and takes school leaders away from activities which are more valuable for them and also for their schools.³⁹

³⁸ <https://ifs.org.uk/sites/default/files/2023-03/Opening-remarks-by-Paul-Johnson.pdf>

³⁹ <https://www.nasuwt.org.uk/static/73a6b3a8-5008-46c6-ad77a84593e82738/Evidence-Submission-to-the-STRB-32nd-Report-March-2022-England.pdf> para 6.51 & 6.52

- 6.6 PRP is a key driver of discriminatory outcomes for teachers with different protected characteristics.⁴⁰

A shorter pay scale

- 6.7 The NASUWT wants to see the current M1-M6 and U1 to U3 (nine-point pay scale for classroom teachers) shortened to a six-point pay scale, with equal pay steps between the Minima of M1 and Maxima of U3 from 1 September 2023.
- 6.8 The NASUWT calls for the abolition of threshold applications linked to the above point.

Restoration of pay portability

- 6.9 The removal of pay portability deters teachers from moving schools and hampers career progression.

Flexible working

- 6.10 The COVID-19 pandemic transformed the world of work, with remote and home working being imposed on many workers, including teachers during the two periods of school closures to most pupils. Importantly, many of the flexibility changes have become permanent features in many jobs in the wider workforce, while teachers returned to their classrooms and relatively inflexible work environments.
- 6.11 Data from the Timewise Flexible Jobs Index demonstrates these trends in the wider workforce (Timewise, 2022).⁴¹ The proportion of jobs advertised with flexible working rose from 10% in 2015 to 17% on the eve of the pandemic, highlighting the growing focus on offering flexible working in the wider labour market. The proportion of jobs advertised with flexible working rose further throughout the pandemic, reaching 30% in 2022. The proportion of job adverts offering home working increased from 3% just before the pandemic to 12% in 2022. For teaching to compete, it would need to become more attractive in other ways, including higher pay to compensate for a lack of work flexibility compared to opportunities in the wider labour market.

Workload

- 6.12 Teacher workload remains a significant issue affecting retention. Teachers in England work longer weekly hours than workers in other professions and are more likely to report wanting to work fewer hours. Teachers in England also work more hours and spend more time on non-teaching tasks than the

⁴⁰ University of Warwick Institute for Employment Research, Teachers' Pay and Equality, Longitudinal research into the impact of changes to teachers' pay on equality in schools in England, NASUWT, 2016, <https://www.nasuwat.org.uk/advice/pay-pensions/pay-progression.html>

⁴¹ Timewise (2022) *The timewise flexible jobs index 2021*. Available at: <https://timewise.co.uk/article/flexible-jobs-index/>

average teacher in OECD countries⁴². There remains further work to do in reducing the amount of time teachers spend working in general, and on non-teaching activities such as planning, marking and administration.

- 6.13 The NASUWT notes that average working hours of teachers have again increased. The Teaching and Learning International Survey (TALIS) of 2019, which has been replaced with the DFE Working Lives of Teachers and School Leaders Survey (WLTLS), shows that working hours in 2022 have increased by 5% from 2019 (49.5 hours and 51.9 hours respectively).
- 6.14 Unmanageable workload is the most cited reason ex-teachers give for why they left.
- 6.15 It is noted that teachers' working hours and workloads have continued to increase following the decision previously of the Secretary of State to remove the statutory guidance on workload and working time protections from the School Teachers' Pay and Conditions Document (STPCD) in 2013.
- 6.16 The NASUWT calls for the reinstatement of statutory provisions on workload and working time in the STPCD.
- 6.17 The removal of the open-ended clause in the teachers' contract (paragraph 51.5)⁴³ must also be urgently addressed. No other profession carries an unlimited working time expectation of workers. It is clear that without sufficient safeguards in the teachers' contract, teachers' working time will remain excessive and open to abuse.

7. MATTERS FOR RECOMMENDATION

- 7.1 The NASUWT would be pleased to discuss with the STRB additional matters relating to teachers' pay, rewards and working conditions. However, given the limitations placed on the current Remit, and the very clear attempts by the Government to place restrictions on the work of the Review Body, it is imperative that the STRB focuses on delivering the pay award that teachers and headteachers deserve, without diluting the quantum of any award by other untested recommendations and measures.

8. CONCLUSION

- 8.1 The STRB must take this opportunity to truly assert its independence by not being hamstrung by the narrow remit from the Secretary of State and the HMT economic assertions that only serve to ensure the continued political choices of this Government to the ongoing detriment of teachers' pay and conditions of service.

⁴²https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/919065/TALIS_2018_research_brief.pdf#

⁴³

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1110990/2022_STPCD.pdf

- 8.2 The NASUWT makes no apologies for asking the Review Body to implement significant structural reform of the teachers' pay framework. However, the Union believes that the nature of this remit from the Secretary of State, and the nature of the crisis in the teaching profession, necessitates radical reform.
- 8.3 A substantial multi-year pay award for all teachers and school leaders is the key to radical reform. The NASUWT stresses again to the Review Body that it should recommend a pay award and a teachers' pay framework which the teaching profession and the education system deserve, and which is necessary for educational and social recovery.