

NAHT response to the statutory consultation on the Secretary of State's response to the 28th report of the School Teachers' Review Body (STRB)

Introduction

1. NAHT welcomes the opportunity to submit views on the response of the Secretary of State to the 28th remit report of the School Teachers' Review Body (STRB).
2. NAHT is the UK's largest professional association for school leaders. We represent over 28,000 head teachers, executive heads, CEOs, deputy and assistant heads, vice principals and school business leaders. Our members work across: the early years, primary, special and secondary schools; independent schools; sixth form and FE colleges; outdoor education centres; pupil referral units, social services establishments and other educational settings.
3. In addition to the representation, advice and training that we provide for existing senior leaders, we also support, develop and represent the senior leaders of the future, through NAHT Edge, the middle leadership section of our association. We use our voice at the highest levels of government to influence policy for the benefit of leaders and learners everywhere.
4. Whilst this submission represents our individual response, we also share the concerns of other unions representing the profession, NEU, ASCL, Voice and UCAC. regarding the Secretary of State's proposals for the 2018 pay award. We therefore attach as Appendix 1 of this submission, a joint letter from our General Secretaries that we would ask you to consider alongside our own submission.

Context

5. The 26th remit report of the STRB recognised the weight of evidence in favour of a pay uplift of greater than 1 per cent '...to the national pay framework, to strengthen the competitive position of the teaching profession at a time of growing demand for graduates.'¹
6. In its 27th remit the STRB noted the difficulty that schools faced in ensuring a supply of effective teachers and the need for '...longer-term investment in an effective teaching workforce through prioritising teacher recruitment and retention.'² The report noted that '...teacher retention rates continued to fall, particularly for those in the early stages of their career, and that targets for ITT recruitment continue to be missed,'³ concluding that the pressure on teacher supply '...presents a substantial risk to the functioning of an effective education system, particularly in the context of increasing demand for secondary phase teachers and specialists in EBacc.'⁴

¹ STRB 26th report, 2016 p ix

² STRB 27th report, 2017 p 61

³ Ibid. p 62

⁴ Ibid p 62

7. NAHT made two written evidence submissions to inform the STRB's deliberations for its 28th remit; we also provided oral evidence directly to the review body. Drawing on a wide range of our own⁵ and published evidence from a wide variety of sources we demonstrated that:
- the teacher supply situation had worsened even further since the consideration of evidence for the STRB's 27th report
 - following five years of missed targets, alarming signs of a collapse in recruitment to initial teacher training were emerging
 - a further slide in retention rates for serving teachers was evident, alongside worsening attrition rates for school leaders (particularly among those aged under 50)
 - while a range of factors contributed to the recruitment and retention crisis, year on year real terms reductions in the pay of teachers and school leaders played a significant role, making teaching unattractive to new graduate entrants and undermining the morale of serving teachers and school leaders
 - teachers' pay had fallen by 10.4 per cent in real terms between 2010 and 2016.⁶
8. We raised our concern about the impact that Britain's exit from the European Union may have on teacher supply which is likely to result in fewer teachers from the European Economic Area seeking recognition of their qualifications in order to work in the UK; and the associated impact on the existing supply of European teachers working here who may lose their right to live and work in the UK after April 2019.
9. Our evidence highlighted the DfE's own shocking data showing that 12.3% of all state-funded schools had *at least* one advertised vacancy or one temporarily filled post on census day; and that one in four secondary schools, and approaching one in ten primary schools, had pupils being taught by *at least* one temporary member of staff, or had *at least* one vacancy.⁷
10. NAHT's evidence review demonstrated how pay and reward in teaching compared poorly to other comparable graduate occupations, and that in contrast to the general trend across OECD countries, teachers' statutory salaries in England were worth less in real terms in 2015 than they were in 2005. For teachers with typical qualifications and 15 years of experience, and accounting for inflation over the period 2005-15, statutory salaries were worth 12% less in 2015 than in 2005.⁸
11. We made clear that given the funding crisis facing nine out of ten⁹ schools, there was a real risk that individual institutions may be unable to afford any pay recommendation made by the STRB, effectively placing school leaders and governing boards in an impossible position, or promoting a false choice between pay for professionals and funding for pupils.

⁵ *The Leaky Pipeline.*

⁶ *Lift the Cap: A fair deal for public sector workers*, TUC p6

⁷ *School workforce in England: November 2016*

⁸ *Education at a Glance: OECD Indicators (UK)*

⁹ <https://schoolcuts.org.uk/>

12. NAHT therefore urged the STRB to recommend a **5 per cent fully funded pay increase to be applied equally to all salaries and allowances in payment**. We set out a clear evidence-based view that **every** teacher and **every** school leader deserved a **cost of living** pay rise to protect their salary against further erosion by the current and rising rate of inflation, along with a **restorative** element that makes a first step towards restoring all teaching salaries to their comparable 2010 level and value.
13. We urged the STRB **not** to adopt a differential approach to pay by focusing an increase only on those in the early years of their career, or on particular roles, such as shortage subjects. We explained that this would do nothing to improve retention, noting that adopting a differential approach to pay would ignore the real value that experience brings and discount the tireless efforts of school leaders.
14. NAHT also called for the restoration of **national pay scales**, setting out our view that the time has come to return to a published national pay scale (rather than the existing minima and maxima) that offers the transparency and consistency required to better support the recruitment and retention needs of state-funded schools.
15. We suggested that the STRB recommend that teachers are formally recognised as **Key Workers**, in order to offset living costs for teachers as part of a series of measures to drive better recruitment and retention rates.
16. NAHT also urged the STRB to review the **role of deputy and assistant heads, and vice principals**, as defined in the School Teacher's Pay and Conditions Document (STPCD) and consider how to protect their **leadership time** in order that they are able to deliver their leadership responsibilities as a tool to improve retention.
17. We also called for consideration as to how the STPCD might be **amended** to reflect the new forms of school leadership that have emerged in recent years, in order to clarify the role, accountabilities and responsibilities of **executive heads and heads of school**, and their remuneration. This would help to add shape to the career structure in teaching, and may benefit retention among experienced leaders, offering a broader and better defined career structure.

The STRB's 28th report – NAHT's response

18. NAHT welcome the STRB's recommendation that **all pay and allowance ranges** for teachers and school leaders **should be uplifted**.
19. We also welcome the STRB's recognition that an above inflation pay rise for **all** teachers and school leaders is warranted. Implementation of the review body's recommendation would serve to protect salaries from erosion against inflation, and should, in our view, signal a first step towards reversing the real terms losses of recent years.
20. Given the extent of the recruitment and retention crisis facing the profession, it is disappointing that the STRB's recommended award of 3.5 per cent falls short of the 5 per cent that we and the majority of teaching unions have called for.

21. The STRB's analysis of the extent to which the deterioration of pay is contributing to the recruitment and retention crisis facing the teaching profession in England and Wales aligns with the evidence from NAHT. Common areas of agreement include the following.

- 'Teaching has continued to lag behind other graduate professions, both in terms of starting salaries and pay progression prospects.'
- 'Over recent years, the relative position of classroom teachers' median earnings has deteriorated.'
- 'Data from major graduate recruiters suggest a continuing significant gap between teachers' minimum starting salaries and median starting pay in other professions.'
- 'The overall position of teaching in the graduate labour market has deteriorated since STRB's last report, exacerbating the challenges faced in attracting good graduates to become teachers and retaining teachers in the profession.'
- 'The evidence shows that there has been very little improvement in any aspect of the teacher supply situation since last year, while there is clear evidence that some factors, most notably teacher recruitment, have worsened.'
- 'There is evidence that teacher supply challenges are apparent across the school system in England and Wales and at all stages of teachers' careers.'
- 'The pay and allowance framework is central to making teaching an attractive and rewarding career and signalling to graduates the value that is placed on the profession.'
- 'The relative pay trends described above are important contributory factors in the recruitment and retention problems facing the teaching profession in England and Wales.'
- 'Few classroom teachers tell [the STRB] ...they aspire to become senior leaders, and most assistant and deputy heads... do not wish to become head teachers. The statistical evidence available also supports this picture, showing emerging problems in recruiting and retaining school leaders.'

22. On the 29th of August, new analysis by the Education Policy Institute in their report on "The teacher labour market in England" provided further evidence of the pressures as they reported that:

- Since teacher numbers have risen at a slower rate than pupil numbers, the national pupil:teacher ratio has risen from around 15.5 in 2010 to around 17 by 2018.
- Between November 2011 and 2016, exit rates from the teaching profession increased from around eight per cent to 9.4 per cent in primary schools and from 9.4 per cent to 10.4 per cent in secondary schools.
- In special schools, the increase in exit rates was even larger, from 8.3 per cent to 10.6 per cent.
- Only 60 per cent of teachers working in a state-funded school in England five years after starting training. This five-year retention rate is only 50 per cent for high-priority subjects like physics and maths

23. NAHT support the STRB's view that there is scope to extend the review body's remit in the future. The remit for the review body's next report should include consideration of the impact on recruitment and retention of the following policy developments:
- the **timing** of the pay award
 - the restoration of **national pay scales**
 - the **overall** pay structure
 - provision of **Key Worker Status** for teachers, underpinned by clear deliverables
 - protection of **leadership time** for deputy and assistant head teachers, and vice principals, through the STPCD
 - clarification and definition of the responsibilities, accountabilities and remuneration for the roles of **head of school, executive head teacher and chief executive officer** (and similar school leadership positions) not currently referenced within the STPCD.
24. However, NAHT remain **opposed** to targeted pay awards by, for example, specialism or location, which we regard as divisive and likely to drive a range of unintended consequences that will have a detrimental effect on recruitment and retention overall.
25. Given the government's failure to accept the STRB's independent recommendation to uplift pay across all grades and allowances (see below), NAHT believe that **future uniform uplifts are essential** to restore the real value of teachers' and school leaders' pay, raise the status of the profession and address the matter of fairness.

NAHT's view on the Government response to the STRB's 28th report

The pay uplift for 2018/19

26. While NAHT view the award of a 3.5 per cent pay uplift for teachers on the **main pay range** as a helpful initial step towards restoring the value of *some* teachers' pay in relation to other comparable graduate professions, we are clear that school leaders and experienced teachers deserve the same pay rise.
27. Thus far government has provided no rationale to set out the reason behind this decision, beyond a short written ministerial statement, and our meetings with officials over the summer have failed to provide any explanation from this extraordinary departure from the independent advice.
28. The STRB was clear. Our members are angry and demoralised by the government's failure to accept the recommendation that a 3.5 per cent uplift should be applied to all pay and allowance ranges. As a result of the government's decision 60 per cent of teachers and school leaders will suffer a **further real terms pay cut**.

29. In its role as an independent body appointed to examine and report on statutory pay for the teaching profession in England, the STRB considered and **rejected** the government's case for a differentiated uplift to pay. The STRB recognised the need to '...improve the relative position of the teachers' pay framework in the labour market for graduate professions and, by so doing, address the deteriorating trends in teacher retention' noting that '...unless we act now, graduate pay will have moved still further ahead of current teacher pay ranges by September 2019'.¹⁰
30. The STRB noted the problems in recruiting school leaders, the decline in retention rates for head teachers and that few deputies or assistants aspire to become heads – stating that '...the level of pay...must be sufficient that people stepping up to such leadership responsibilities feel that they are being fairly remunerated for the additional responsibilities and pressures they are taking on.'¹¹
31. The STRB's evidence is abundantly clear on the pressure and risks to the supply of school leaders. NAHT regards it as astonishingly misguided to assume that *another* real terms pay cut will reduce the costly attrition of experienced staff and leaders from our schools. Neither will this, nor the resultant narrowing of the pay differential for leaders, be likely to plug the holes in the leaky leadership pipeline. Given the weight of evidence this is an extraordinarily short-sighted decision: a timely opportunity to send a positive message affirming the value of the profession as a whole has been squandered.
32. We agree with the STRB about the need for increased pay to support the leadership pipeline and the retention of existing leaders. NAHT is therefore astonished by the decision to create a **further differential** by providing a lower uplift of 1.5 per cent for school leaders than is the case for experienced teachers (2 per cent).
33. Our analysis of the public sector pay awards that were announced at the same time as the proposals for the teaching profession, appended to this submission, makes grim reading. It shows that other Secretaries of State have respected much more closely the advice of their pay review bodies, but in a further insult to our members, it reveals that **only school leaders are being offered a pay increase below 2%**.
34. Over the last few years, school leaders have risen to the challenge of fundamental changes to almost every aspect of curriculum and assessment; have managed the impact of a crisis in both school funding and teacher recruitment; and all within the context of a punitive accountability system that means that one bad year of results can be career ending. They have attempted to shield their staff and keep them motivated when they have themselves struggled with long hours and excessive workload. Many struggle to keep sight of their love of their role, hanging onto the moral purpose that drew them to the profession.
35. In return, the government is today saying to school leaders that they are of less value than any other public servant. That those leading the schools that will

¹⁰ STRB 28th remit report p64

¹¹ STRB 28th remit report p63

shape our future generations are not as important as those leaders in the army, the police or the prison service. What does this say about the value that this government places on children and young people?

36. **NAHT fundamentally disagrees with these value judgements - school leaders, along with experienced teachers, should receive the full 3.5 per cent pay rise that has been recommended by the independent review body.** The decision to restrict the pay uplift for school leaders is both wrong and unjustified.

Timing

37. NAHT supports the STRB's recommendation that the **timing** of the annual pay round should be amended. The current arrangements are not conducive to the efficient management and implementation of the pay award. For the last two years, the government has published STRB's report and its response immediately prior to the summer holidays. Our members tell us that this creates unnecessary workload for head teachers and school business leaders, along with governing boards, who have no certainty about the budgetary decisions that they must make, or the changes that will be required to their school's pay policy. To make matters worse, this year's report was published *after* most schools had broken up for the summer.
38. Ensuring that teachers' and school leaders' receive timely and clear information about future pay awards would also be helpful in communicating that the government values and respects teaching professionals.

Funding

39. Information available from the written ministerial statement, and Departmental officials, indicates that the DfE has secured sufficient monies from its existing budgets to fund the portion of the pay uplift above 1 per cent. NAHT welcome this additional funding from the DfE which is an important recognition that schools can no longer absorb increasing costs without sufficient funding. We also welcome the verbal confirmation that we have received that this will not be funded at the expense of cuts elsewhere within the education budget.
40. However, it is important to be clear that the pay award is **not** fully funded. NAHT's therefore urges HM Treasury to fully fund the settlement so that schools in England will not have to find the first 1 per cent of the pay uplift from their already stretched existing budgets.
41. Furthermore, the DfE's part-funding for the pay uplift for 2018/19 *appears* only to apply to schools in England. **NAHT's view is that it is disingenuous to announce the England and Wales pay award as fully funded if funding for the award does not extend to schools in Wales.**
42. NAHT therefore believe that it is incumbent on **HM Treasury to fully fund the pay award in Wales.** Failing to do so will place an unreasonable and unaffordable pressure on school budgets in Wales, which are already under severe strain, driving more schools into deficit with consequent impact on pupils.

43. It is regrettable that whilst an announcement was made that English schools will receive funding, there has been no opportunity for the mechanism to deliver this to form part of this consultation. Whilst we have had discussions with DfE officials, there is no certainty at this point of what this will look like and we would urge the Department to provide this confirmation to the sector as soon as possible so that schools are able to understand what the impact might be for their school. In our discussions with members about this, it is clear that it is critical that the funding mechanism:
- Reflect as far as possible the actual cost to each school of the pay award over 1%, including the challenges faced by special schools with much higher but varying teacher staffing levels.
 - Cover those costs in every setting that employs teachers, including maintained nursery schools and alternative provision.
 - Provide the first payment to schools early in the new term to allow schools to manage the cash flow implications of implementing the award

Future remits

44. As noted at paragraph 21 (above) NAHT believes that the STRB should consider at its next remit: the restoration of national pay scales; the overall pay structure; provision of Key Worker Status for teachers; protection of **leadership time** for deputy and assistant head teachers; and the clarification and definition of the responsibilities, accountabilities and remuneration for the roles of **head of school, executive head teacher and chief executive officer** (and similar school leadership positions) not currently referenced roles within the STPCD. We strongly believe that all the roles in publically funded schools should be encompassed within a national pay and conditions framework that sets out their responsibilities and terms and conditions of service.

Ian Hartwright
Senior Policy Advisor
NAHT

Appendix 2:

Occupation	Pay Review Body Recommendation	Government Proposed Reward
<p><u>Police</u></p> <ul style="list-style-type: none"> • Police Officer • Federated and Superintending ranks 	<ul style="list-style-type: none"> • A 2% consolidated increase should be made to all police officer pay points at all ranks, from 1 September 2018. • We recommend that, with effect from 1 September 2018, the time-limited 1% non-consolidated pay award received by the federated and superintending ranks in 2017/18, should be consolidated onto all pay points for officers at these ranks. • We recommend that London Weighting and Dog Handlers' Allowance are both uprated by 2%. 	<p>Police officers will be awarded a pay rise of 2% in 2018 to 2019.</p> <p>The increase will consist of:</p> <ul style="list-style-type: none"> • a 2% pay increase for all police officer ranks • a 2% increase to the London weighting payment • a 2% increase to the dog handlers' allowance
<p><u>Armed forces</u></p>	<ul style="list-style-type: none"> • Recommend an across-the-board increase of 2.9 per cent in base pay for 2018-19. • They also recommended additional recruitment and retention uplifts for several ranks, of 2.9%, in addition to the base rate increase • We recommend the continuation of the bespoke pay spines for Officers Commissioned From the Ranks, Special Forces and the Royal Gibraltar Regiment; these pay spines should be increased by 2.9 per cent. • We recommend an increase of 2.9 per cent in the rates of all other compensatory allowances not reviewed separately. 	<ul style="list-style-type: none"> • Members of the Armed Forces will receive an increase of 2.9% (2% consolidated, 0.9% non-consolidated), plus a one-off payment of £300.

<p><u>Prison Service</u></p>	<ul style="list-style-type: none"> • All staff in Fair and Sustainable Band 2 and Band 5 receive a consolidated, pensionable increase of 2.75%. • We further recommend that the closed grades equivalent to Band 2 to Band 5 also receive a consolidated, pensionable increase of 2.75%. • For prison auxiliary staff and night patrol staff, we recommend that their consolidated, pensionable salary is increased to the National Living Wage or by 2.75%, whichever is the greater. • Recommend increasing the Band 3¹² National base pay minimum by the same amount as other Fair and Sustainable bands. We recommend a greater increase to the Band 3 National base pay maximum, of 5.25%, and adjusting the intermediate National base pay points so that they remain at the same relative positions in the scale. • Smaller increase of 3.5% to the Band 4 Fair and Sustainable National base pay maximum. Again we recommend that the National Band 4 base pay minimum is increased by 2.75% and the intermediate National base pay points adjusted so they remain at the same relative positions in the scale. • The pay ranges for Bands 7 to 11 and the equivalent closed scales are increased by 2.75%. 	<ul style="list-style-type: none"> • Prison officers will get a 2 per cent rise with a 0.75 per cent one off, non-consolidated payment on top.
<p><u>Doctors & Dentists</u></p>	<ul style="list-style-type: none"> • A minimum 2 per cent increase to the national salary scales for salaried doctors and dentists across the UK • For SAS doctors an additional increase in pay, of 1.5 per cent, above our minimum • We recommend for independent contractor GMPs an 	<ul style="list-style-type: none"> • A pay increase of at least 2% for junior doctors, specialist doctors, GPs and dentists. Consultants will also get a pay rise of at least £1,150 <ul style="list-style-type: none"> ○ 2% for dentists and junior doctors

¹² Band 3 is the main recruitment grade to the Prison Service and is facing significant challenges with the retention of experienced staff and recruitment at some establishments

	<p>additional increase in pay, net of expenses, of 2 per cent above our minimum pay recommendation</p> <ul style="list-style-type: none"> • We make a similar additional 2 per cent recommendation to the maximum and minimum of the salary range for salaried GMPs and to the GMP trainers' grant and the rate for GMP appraisers pay recommendation. 	<p>consolidated</p> <ul style="list-style-type: none"> ○ 1.5% consolidated for consultants with an additional 0.5% targeted at performance pay ○ 3% consolidated pay rise for specialty (SAS) Doctors ○ Backdated to April 2018: add a further 1% to the value of the GP remuneration and practice staff expenses through the GP contract, supplementing the 1% already paid from April 2018 and making a 2% uplift in all. <ul style="list-style-type: none"> ▪ 2% for GPs consolidated, with an additional 1% potentially available from April 2019 subject to contract reform)
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