



WRITTEN SUBMISSION TO
THE SCHOOL TEACHERS' REVIEW BODY
MARCH 2023

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Introduction

- i. Community Union | Education and Early Years represent members across the whole range of education settings from Early Years and Nurseries, through Primary and Secondary Education into Further and Higher Education and beyond. Our members are our strength, and it is their views and opinions that shape our policy work and are reflected here.
- ii. With this submission we have endeavoured to consider a wide range of evidence to enable us to present an accurate and objective picture of the situation schools find themselves facing at the moment. We have deliberately not constrained ourselves to the narrow remit issued to the School Teachers' Review Body by the Secretary of State in order to contextualise our position.
- iii. It is vital the Review Body also considers the full range of evidence presented to it, ensuring they have a holistic and balanced view, not one which is partial or idealised. In particular, we would ask the Review Body to consider the impact of previous pay awards and the impact this has had on teacher pay over the past decade.
- iv. Roy Rickhuss, General Secretary of Community, said:
"Community is proud to represent education staff across the country. Our teachers make a difference to millions of children in classroom all over the UK every single day. Despite the challenges they face as they pick up the pieces from the pandemic, they see their real-term pay being cut, with less money in their pocket each month."

"Warm words and clapping will not do, we need action. We urge the Review Body to recommend an inflation-beating pay increase. We are clear that without a proper pay rise, we will fail to recruit the new talent that the sector desperately needs and will also see experienced and skilled teachers leave teaching altogether."
- v. Helen Osgood, National Officer for Education and Early Years, said:
"Community is pleased to provide a robust evidence-based response to the School Teachers Review body. We want to work with the Government to ensure that the issues that our members are facing are addressed through the pay mechanism, so that we have a profession that feels valued, supported and, above all, young people aspire to be part of in the future."

The vital role that our members play in ensuring valuable structured learning takes place in classrooms, up and down the country, is one that must be recognised by the Government, press and public. This is a huge task, and one that our members are prepared to meet head on, but they need backing and support to do so."

Let's make the aspiration within this document a reality and make a real difference to the working lives of educational professionals. With a robust plan in place, we can say goodbye to the problems of underfunding, long working hours, and low pay and hello to a brighter future."

Background

1. Once again, Community Union is pleased to engage with the School Teachers' Review Body to determine an effective and appropriate recommendation for uplifting teacher pay.
2. The situation facing the teaching profession is stark. The devastating impact of real-terms pay cuts over the past decade is now being laid bare and the role of the Government and the independent Review Body in this is significant.
3. In our previous submissions we have implored the Review Body to seize its independence and make recommendations to address the fundamental issues which are affecting the education of children in our schools across the country – namely recruitment and retention, workload and pay. And yet the recommendations of the Review Body never stray far from the funding envelope dictated in the remit from the Secretary of State.
4. Community Union understands that a key element of the Review Body's remit is to ensure that recommendations are affordable, but the teachers who are now struggling to feed their families, who cannot heat their homes and pay their bills, also have affordability concerns.
5. Staff are leaving schools because they can work for similar pay and better conditions at supermarkets. Indeed, Sainsbury's has become the latest in a long line of employers to announce that all of their staff will earn a minimum of £11 per hour¹ as the employment market further heats up, and whilst this is not as yet sufficient to lure teachers directly, it is having a notable impact in schools already, with increasing vacancies among support staff placing additional burdens on an already stretched and stressed workforce.
6. His Majesty's Chief Inspector of schools noted in her recent annual report that many of the problems highlighted in the report "are either created or exacerbated by workforce and resourcing problems", leading to schools struggling to accelerate learning, because "managing with fewer staff slowed the pace of intervention where children needed extra help." She concluded, "if education and social care are to be resilient in the face of future challenges, these problems must be addressed."²
7. These problems must be addressed, but we have concerns that the remit from the Secretary of State is insufficient to do this. For example, there is no mention of the devastating real-terms pay cuts that have been inflicted on teachers and leaders over the past decade.

¹ "Britain's Sainsbury's raises staff pay again" (2023)

<https://www.reuters.com/business/retail-consumer/britains-sainsburys-raise-staff-pay-again-2023-01-04/>

² The Annual Report of His Majesty's Chief Inspector of Education, Children's Services and Skills 2021/22. pp. 12, 7

<https://www.gov.uk/government/publications/ofsted-annual-report-202122-education-childrens-services-and-skills>

8. Since 2010, teachers have seen their wages cut by thousands of pounds a year in real terms. “The figures, in the evidence that the Department for Education have sent to the School Teachers’ Review Body (STRB), the pay review body for teachers, reveal that the average salary for teachers has fallen by over £4,000.”³ In fact, across the whole teaching workforce, pay has fallen by £4,700 – cuts of over 10%. This figure is around 24% against, RPI inflation but there is no acknowledgement of this or other difficulties faced by teachers, leaders and schools at this time.
9. The sole mention of inflation in the remit letter reads as follows: “In the current economic context, it is particularly important that you have regard to the Government’s inflation target when forming recommendations.” And we have been quite clear over the years, that it is for the Government to be mindful of the funding envelope and inflation targets, not a truly independent pay body.
10. We note the Review Body claims in the 32nd Report, “when making our recommendations, we consider economic evidence from a range of sources ... We submit our report acknowledging the uncertainty that economic forecasts have for the rest of 2022, and for the medium term.”⁴ And yet, despite the Review Body acknowledging the volatility and inherent unreliability of the economic evidence, there has been little effort to revisit or revise the recommendations made.
11. In order to restore confidence in the process, to stimulate recruitment and promote retention across the sector, we call for a restorative pay award which is fully funded by the department to re-establish the value of teachers’ salaries across the country.

³ Angela Rayner, “*Teachers’ pay has been cut*” (2019)
<https://labour.org.uk/press/government-admit-teachers-pay-cut-thousands-pounds-year-since-2010/>

⁴ The 32nd Report of the School Teachers’ Review Body, (2022) Page 19.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1092278/STRB_32nd_Report_2022_Accessible.pdf

The Graduate Labour Market

12. As the United Kingdom begins to move forward from the shackles of pandemic restrictions, the demand for workers has grown. Data from the *Office for National Statistics* shows the skilled labour market for graduates is very strong, with a continuing recovery, but is still below pre-coronavirus (COVID-19) pandemic levels. The UK employment rate for August to October 2022 increased by 0.2 percentage points to 75.6%. In November 2022, employment was up 107,000, taking the total number of UK employees to a record 29.9 million. When coupled with levels of older professionals taking retirement during the pandemic and lower applications, the ratio of vacancies to jobs is as high as it's ever been.⁵
13. Growth in pay is equally healthy, with average regular pay growth for the private sector at 6.9% (August-October). Sadly, this has not been reflected in the public sector, which recorded pay growth of just 2.7%.
14. For those who graduated from 2018 – prior to the pandemic – employment destinations are very familiar, with nursing remaining the most common job. And, as the pandemic intensified, not surprisingly, it saw a strong rise in numbers. Despite a fall in numbers, primary school teaching was third, with secondary teaching coming in sixth.⁶ Subsequently however, figures for recruitment into initial teacher training have dramatically fallen away as other recruitment opportunities, many with improved pay, opened up.
15. According to research from *High Fliers*, the median initial pay for graduates has remained at £30,000 for the past seven years. Until now, this has supported the Government drive for a £30,000 starting salary for teachers. But, for the first time in eight years, graduate starting salaries at the UK's leading graduate employers are set to increase to a new median starting salary of £32,000.⁷
16. The Review Body noted in their 32nd report that, “the wider graduate labour market has recovered from its pandemic-related slump” with significant opportunities for employment and increased starting salaries. In stark contrast, the numbers of graduates attracted to ITT are below target, “indicating that teaching is not recognised as an attractive career for these graduates”.⁸
17. The real-terms value of median teacher earnings has fallen since the early 2010s. In 2020/21, teachers’ real-term earnings were around 7.5% lower than in 2010/11. Across all teachers, median pay remains below that in other professional occupations;⁹ in fact, wage awards have significantly lagged price escalation.

⁵ Office for National Statistics, Labour market overview, UK: December 2022.

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/december2022>

⁶ What Do Graduates Do? 2021-22, (December 2022) Page 4.

<https://luminare.prospects.ac.uk/what-do-graduates-do>

⁷ High Fliers Report, (2022) pp 15, 5.

https://www.highfliers.co.uk/download/2022/graduate_market/GM22-report.pdf

⁸ The 32nd Report of the STRB, (2022) Page 57.

⁹ Ibid.

18. The latest ONS data revealed annualised growth in total earnings up to 6.0%, a twenty-year high. Yet with CPI price inflation also up at 10.1%, real pay fell by a near-record 2.9%. In fact, the last decade has probably been the worst for pay growth for 200 years.
19. It is interesting to note that if the median graduate starting salary of £29,000 paid by the UK's top employers a decade ago had kept pace with inflation, it would now be worth over £38,200 – some £6,000 more than this year's median pay for new graduates.¹⁰ Indeed, a starting salary for a newly qualified teacher in 2010 would already have exceeded the, much publicised £30,000 starting salary, if pay have kept up with inflation.
20. The opinion of Dr Duncan Brown, Principal Associate of the Institute for Employment Studies, is that “holding interest rates, inflation and pay increases down, has been bad for national productivity, [and] even worse for pay”.¹¹
21. Without fully-funded, restorative pay awards, education will struggle to regain its place as a credible career for graduates.

¹⁰ High Fliers Report, (2022) Page 16.

¹¹ Duncan Brown, “*Remind me again, why are higher and cost-of-living-related pay increases a bad thing?*” (2022) <https://www.employment-studies.co.uk/news/remind-me-again-why-are-higher-and-cost-living-related-pay-increases-bad-thing>

Recruitment and Retention

22. “Nobody goes into teaching thinking that they are going to get rich, but many of the teachers interviewed felt that the pay levels were not reflective of teachers’ experience, qualifications, expertise and the dedication they gave to their job.”¹²
23. Teacher pay looks quite good on paper. Speak to members of the public and they will associate teaching with short working days, long holidays and high rates of pay. These myths are widespread but they are fictitious and are significantly removed from the truth. The reality is that teacher pay does not adequately reward the dedicated, hard-working and highly-skilled practitioners who give up so much of their time. With average working hours of 50 hours per week¹³ – way over the controls of the Working Time Directive – is it any wonder that schools are failing to recruit?
24. Compared with 2020, graduate recruitment into the public sector fell by 4.2% and despite the subsequent opening up of society, public finances did not and could not support increased expenditure in schools. This view is confirmed by the insultingly small sum of per-pupil recovery funding offered to schools when compared with countries like the Netherlands and the USA.
25. There’s also the “potential for an education skills drought as all schools rush to spend catch-up funds on a limited pool of highly skilled people needed to support pupils’ mental health, academic and physical needs as the recovery programme ramps up.”¹⁴
26. According to Ofsted, problems with recruiting and retaining staff can lead to a lack of continuity and consistency in education and care for children¹⁵ and school level vacancies remain worryingly high. Professor John Howson, chairman at *TeachVac*, said, “This is a combination of more teachers quitting, sometimes for teaching posts overseas; fewer new entrants from training; and a post-COVID catch-up to cope with increased pupil numbers.” Most secondary schools are still advertising permanent post vacancies.¹⁶
27. Schools, leaders and teachers are being expected to do more and more, with less funding, fewer resources and fewer support staff, on top of suppressed pay. Is it any wonder that the number of graduates training to be teachers in England has

¹² Haili Hughes, “*Preserving Positivity*” (John Catt, 2020) Page 157

¹³ The OECD, “*Teaching and Learning International Study*” (2018) Page 75

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/918993/TALIS_2018_research.pdf

¹⁴ Peter Manser, “*Multi-academy trusts report record-breaking financial surpluses but warns caution*” (January 2022) <https://www.krestonreeves.com/news/multi-academy-trusts-financial-surplus/>

¹⁵ The Annual Report of His Majesty’s Chief Inspector of Education, Children’s Services and Skills 2021/22. Page 22

<https://www.gov.uk/government/publications/ofsted-annual-report-202122-education-childrens-services-and-skills>

¹⁶ Matilda Martin, “*Teacher vacancy adverts hit record high*” (2022)

<https://www.tes.com/magazine/news/general/teacher-recruitment-vacancy-adverts-hit-record-high>

slumped to “catastrophic” levels, with the Government missing its own recruitment targets by more than 80% in key subjects such as physics?¹⁷

28. Ofsted agrees that, “Professionals working in education and social care are extremely valuable. We entrust them with our children, to help them learn and keep them safe. And successful teachers, carers, tutors and trainers all play their part in supporting the economy and advancing society.” Crucially they go on to add, “the sectors need to be able to recruit and retain talented and capable people,” but the funding just is not there.¹⁸
29. And yet the pay framework does little to incentivise the right people into the profession and even less to retain those it has gone to the expense of training. Whilst we do acknowledge that pay is not everything, and will later outline strategies we recommend the Review Body takes to address workload and wellbeing challenges, it is an important influence on them, both for career starters and experienced teachers. Therefore, the decision to exceed the Government’s proposed general pay increases for experienced teachers was agreeable. However, we cannot agree with the Review Body statement that “we believe our recommendations achieve this balance and are appropriate and supportive of long-term value for money.”¹⁹
30. Head teachers and leaders of secondary schools are struggling to find replacement staff this year, with figures showing a 14% increase in job advertisements this year compared with the period before the pandemic.²⁰ Vacancies for qualified teachers and other vital school staff are at the highest level since records began in 2010. And the Government’s own survey of the teaching workforce in England showed that staff are leaving in their droves. 4,000 more teachers quit the profession last year than in the previous year, with just 11% of those retiring out of the 36,000 who left.²¹
31. Evidence therefore, is not showing that recommendations achieve balance and support the sector. The numbers of experienced teachers leaving the profession, the numbers of teachers who exit after less than five years’ practice, and the sharp decline in recruitment to initial teacher training, all point to this strategy being insufficient to address the problem.
32. And, as we noted in the joint union submission to the Review Body, the remit letter does not reflect the depth or urgency of the recruitment and retention problems: “We are faced with a catastrophic crash in recruitment to initial teacher training, extraordinary ongoing wastage rates among both teachers and leaders, and collapsing aspiration to middle and senior leadership roles.” And yet, the Government does not seem to recognise the crucial role of an independent

¹⁷ Richard Adams, “Number of graduates in teacher training in England at ‘catastrophic’ level” (2022) <https://www.theguardian.com/education/2022/dec/01/number-graduates-teacher-training-england-catastrophic-level>

¹⁸ Ofsted Annual Report 2021/22. Page 13

¹⁹ The 32nd Report of the STRB (2022) Page 1

²⁰ Richard Adams, “English schools warn of acute teacher shortages without ‘inflation plus’ pay deal” (2022) <https://www.theguardian.com/education/2022/jun/23/english-schools-warn-of-acute-teacher-shortages-without-inflation-plus-pay-deal>

²¹ Ibid.

Review Body in both understanding the issue and providing meaningful resources to address it.

33. The Bank of England worries that if workers win big pay rises, “their employers will in turn have to put prices up for customers. That pushes up inflation, causing workers to request bigger pay rises, creating a “wage-price” spiral which could make inflation harder to bring down.”²² But this is utter nonsense for schools and other education settings and is more likely to lead to staff investing in their local area and stabilising the economy.
34. And national newspapers reporting the success of pay talks in the private sector further dismiss this idea. Workers for *Jacob’s* the cream cracker manufacturer, secured a 6.5% pay increase, backdated to January 2022, with a £500 bonus payment on top and a further £250 bonus to follow in January 2023 next year. And workers from rival biscuit maker *Fox’s* recently secured an inflation-busting 13.5% pay rise, while those at *Heinz’s* condiment factory in Telford won an 11% pay rise.²³
35. It is clear that the current strategies for recruitment and retention are not working. The figures from the DfE’s own workforce census, recruitment into ITT and the staff wellbeing index all point to a sector on the brink of crisis.
36. Community therefore calls on the Review Body to recommend fully-funded pay increases to all teachers and leaders, that restores the value of teacher pay as a first step in supporting teachers to remain in the classroom whilst longer-term strategies to address recruitment are introduced.

²² <https://www.bbc.co.uk/news/business-62134314>

²³ Sarah Butler, “*Jacob’s Cream Crackers maker crumbles*” (2022) <https://www.theguardian.com/business/2022/dec/08/jacobs-cream-crackers-maker-crumbles-in-face-of-permanent-strike>

Initial Teacher Training

37. We have previously drawn attention to the fact that the current strategies for recruitment and retention are not working.
38. The number of graduates training to be teachers in England has slumped to “catastrophic” levels, with the Government missing its own recruitment targets by more than 80% in key subjects such as physics.²⁴
39. Thirteen out of 17 secondary subject areas missed their targets, with the biggest gaps in science and technology. Just 444 physics teachers signed up for training, equating to one for every eight state secondary schools in England. In computing, 348 graduates entered training, 30% of the Government’s target of 1,145.²⁵
40. In total, there were 37,069 new entrants to ITT in 2021/22, compared to 40,377 in 2020/21. This is a decrease of 8% from 2020/21.
41. Just 82% of the secondary PGITT target was achieved (16,571 new entrants), down from 103% in 2020/21 and 83% in 2019/20.
42. Physics and design & technology (D&T) only met 22% and 23% of their targets respectively; this equated to shortfalls of 1,963 trainees for physics and 1,134 for D&T.
43. It is key to note that although these figures show this year has been particularly bad for recruitment into initial teacher training, the Government has failed to recruit sufficient trainees in all but one of the past ten years – leading the shadow schools minister, Stephen Morgan, to comment that the Government’s policies were having a “chilling effect” on the profession.²⁶
44. And the quality of graduate trainees also appears to be falling. James Zuccollo, of the Education Policy Institute, said: “It’s concerning that the overall attainment of graduates entering the profession is declining, with 75% holding a first-class or 2.1 degree this year, down from 78% last year, despite more graduates attaining these grades across the population.”²⁷
45. As we have noted earlier, the expectation is that demand for graduates will increase further this year. The 2018/19 graduate outcomes data from *What Do Graduates Do?* shows that graduates from technology, engineering and maths disciplines have higher full-time employment rates than the all-graduate average (52.3%).²⁸ And although secondary education was the second most common profession for mathematics graduates, they were least likely to be in full-time

²⁴ Richard Adams, “Number of graduates in teacher training in England at ‘catastrophic’ level” (2022) <https://www.theguardian.com/education/2022/dec/01/number-graduates-teacher-training-england-catastrophic-level>

²⁵ Ibid.

²⁶ Ibid.

²⁷ Ibid.

²⁸ What do Graduates Do? (2022) Page 26
<https://luminare.prospects.ac.uk/what-do-graduates-do>

employment (56.1%) ... choosing instead to be in further study (13.3%) or working and studying (11.9%).²⁹

46. According to *High Fliers*, following the easing of pandemic restrictions, employers in all fifteen industries & business sectors featured in the research expect to increase their graduate recruitment year-on-year and together, they expect to increase their graduate vacancies by 15.7%, the highest annual rise for more than fifteen years.³⁰ And this will certainly have a significant impact on the numbers of graduates taking up places on ITT – especially in high demand subjects such as maths – and is likely to exacerbate the difficulties in the recruitment of maths teachers at all levels.
47. The recruitment problems are long-standing and multi-faceted, but are not helped by the drastic reform of the Initial Teacher Training (ITT) market and the newly introduced Early Career Framework programme for early career teachers (ECTs). Ofsted noted the weaknesses of the new ECF programme, saying providers “rely too heavily on the core content framework, treating it as a generic curriculum model, with little attention to the specific subject expertise trainees will need... high-quality mentors now have to divide their time between supporting early career teachers on the ECF programme and trainee teachers. These increased expectations and competing demands have exacerbated previous placement shortages.”³¹
48. The demands placed on existing staff as a result of the ECF programme create significant additional workload on experienced staff causing tension between initial teacher training and the mentoring of early career teachers. The same people are being spread too thinly. Ofsted report that, “it is vital that mentors have the curriculum expertise, experience and time to provide effective support for early career teachers”, but observed that school staff had experienced difficulties managing workload and this had an impact on the availability and quality of mentoring. This was especially the case where lead providers had not worked with delivery partners to support mentors to work with ECTs.³²
49. Schools are understandably concerned about the workload that the ECF programme creates for early career teachers and mentors, and many have withdrawn from offering both ITT and ECT placements due to the unmanageable workloads. According to a survey by *TeacherTapp*, 57% of ECTs agree or strongly agree that the ECF adds a lot to their workload and the proportion is even higher amongst mentors. Additionally, “nearly half of mentors (46%) report that they have not been given additional non-contact time to work with ECTs. This fact is corroborated in around 20% of cases by senior leaders who admit they have not given ECT mentors additional time for their role.”³³

²⁹ What do Graduates Do? (2022) Page 28

³⁰ High Fliers Report (2022) Page 12

³¹ Ofsted Annual Report 2021/22, Page 73

³² Ofsted Annual Report 2021/22, Page 74

³³ “Early Career Teachers: The Story So Far” (April 2022)

<https://teachertapp.co.uk/articles/early-career-teachers-the-story-so-far/>

50. Jack Worth, the lead economist and school workforce lead for the National Foundation for Educational Research, notes the struggle that leaders are facing trying to recruit staff. Indeed, the first recommendation from the NFER is for the Government to improve the work-life balance for teachers, saying "Reducing teacher workload and supporting wellbeing should remain a priority for the government in the post-pandemic recovery phase,"³⁴ and it does appear as if "workers might be developing a different attitude towards the jobs market. Job searches have less urgency, job quality is more important than pay."³⁵
51. Put all of this together and it is clear that a dramatic shift of approach is necessary, one which restores the value of teacher pay across all stages and phases to ensure there is adequate recruitment, especially of shortage subjects which could be supported with targeted bursaries, but finally to acknowledge the vital role of experience and to support experienced teachers to remain in the classroom.

Career Pathways

52. The continued failure to recruit enough graduates into ITT pales into insignificance when compared with the retention problems. The School Workforce Census confirms that almost a third of teachers leave in the first five years, almost a quarter within three years, and an eighth within a year.³⁶ It is clear we are at crisis point.
53. One in three teachers that qualify will have left the profession within five years.
54. That on its own is a disturbingly high figure and is one which should be causing more alarm in the Department. But when coupled with "the high proportion of the teacher workforce who are on the UPR and leadership group pay range," the Review Body was clear that "it would only take a relatively small increase in their wastage rates to result in a substantial number of teachers leaving the profession."³⁷
55. Workload expectations for those who move up the pay scale – especially teachers who progress through the threshold – are ludicrous and exacerbated by performance-related pay expectations which demand additional duties, mentoring and middle-management from experienced staff who have chosen to remain in the classroom rather than pursuing a defined leadership position.
56. The Review Body was clear that the 2019 pay award was a first step towards improving the position of the teacher pay framework in the wider labour market and said that: "more will be necessary over the period of the next spending

³⁴ "The Teacher Labour Market in England", (NFER, 2021). page 4

<https://www.nfer.ac.uk/teacher-labour-market-in-england-2021/>

³⁵ UK graduate labour market update: 5 January 2022

<https://luminate.prospects.ac.uk/uk-graduate-labour-market-update-21-december>

³⁶ <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

³⁷ The 30th Report of the School Teachers' Review Body, (2020) Page 89

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/902393/S_TRB_30th_report_July_2020.pdf

review.”³⁸ Some four years later we still await that ‘necessary more’ as the value of teacher and leader pay slips further and further, with Trades Union Congress arguing that on average workers earn less than they did in 2008 - the longest period without an increase in earnings for 200 years.³⁹

Morale and Motivation

57. Pay issues and the increasing cost of living pressures are external factors which impact on a teacher’s daily life, but we know that factors inside the classroom continue to contribute to dissatisfaction with the role, and this has been exacerbated by the way the profession is perceived and treated by the public and the Government both through and post pandemic.
58. This is most eloquently expressed by Professor Christopher Day: “Many students continue to be taught by teachers ... who have become worn down, exhausted by the changing attitudes, demands and needs of students, poor school leadership, increases in bureaucratic tasks, or narrow, primarily functionalist external policy directives which cause schools to become fixated with achieving academic performance targets that limit their classroom autonomy to pursue their broader educational agendas.”⁴⁰
59. Morale is at rock bottom and experienced teachers who are at or close to the top of the pay scale can feel like the forgotten. They are dedicated to their craft and to their pupils, reluctant to see them fail, but are overworked and exploited by the system and there is increasing frustration, feeling they are left to stagnate at the top of the upper pay scale.⁴¹
60. As we have previously recommended in our submissions to the Review Body, in addition to appropriate remuneration to meet the needs of the children and the system, adequate time to undertake all of the duties will significantly improve morale and motivation for teachers. An increase of planning, preparation and assessment (PPA) time should be considered a long-term strategy alongside the more immediate remedy of a substantial pay increase to restore and re-establish teacher pay.
61. Arguments from the past in support of a lower salary due to greater rewards, such as enhanced pension benefits, simply no longer hold water, as pay and other benefits have been systematically degraded. According to *The Daily Mail*, funding in education for schools is “not generous” and the school budget settlement is “as tight as it was last year”, caused in particular by a failure to fully fund the pay uplift

³⁸ The 29th report of the School Teachers’ Review Body, (2019) Page xi
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/819428/School_Teachers_Review_Body_29th_report_2019.pdf

³⁹ “Who is striking when and what pay do they want?” (2023)
<https://www.bbc.co.uk/news/business-62134314>

⁴⁰ Christopher Day “What is teaching about” (2019)
<https://profesorbaker.wordpress.com/2019/07/25/what-is-teaching-about-professionalism-and-the-limitations-of-standards-and-competences/>

⁴¹ Haili Hughes, “Preserving Positivity” Page162

for teachers, and a failure to fund the essential pay uplift for support staff at all – leaving school budgets in tatters despite DfE claims of record funding.⁴²

62. Furthermore, the introduction of performance related pay (PRP) into the education system has been disastrous. Pay has been cut and recruitment and retention problems have grown. Positive and supportive appraisal programmes which improve outcomes for children have been systematically undermined, creating conflict within schools, and contributing to high workload and excessive accountability. Unfairness and lack of transparency have contributed to teachers being underpaid and undervalued.
63. Time and time again, Community, and our colleague unions, have demonstrated the failure of this system. Evidence from a wide range of sources, including multi-academy trust employers, show that it is being discarded in favour of a supportive programme of improvement and annual pay progression, but time and time again, the Government dismisses our evidence.
64. It is obvious to us that a substantial pay award will be necessary in order to begin the process of addressing the recruitment and retention issues and to support the necessary improvements in morale. Mark Franks, Director of Welfare at the Nuffield Foundation, said, “pay needs to be (at least) sufficient to attract, retain and motivate the appropriate number and mix of staff required to deliver the government’s desired range and quality of public services. Private sector pay dynamics are likely to be key here, as they will determine the ‘outside option’ available for workers who opt to leave the public sector. That might suggest aiming for the same rate of pay growth as in the private sector as a sensible starting point or rule of thumb for policymakers.”⁴³
65. And alongside the immediate improvement of pay, the Government must begin process to make the necessary reduction in workload to sustain the current workforce and retain the experienced teachers who are at risk of burnout.

⁴² Sarah Harris for the Daily Mail (2019)

<https://www.dailymail.co.uk/news/article-6884173/Senior-civil-servant-admits-budgets-schools-not-generous.html>

⁴³ Ben Zaranko, “What should public sector pay policy be trying to achieve?” (2022)

<https://ifs.org.uk/articles/what-should-public-sector-pay-policy-be-trying-achieve>

Matters for Recommendation

66. The key issue facing teaching at the moment is recruitment and retention. This single issue can be broken down into recommendations of workload, accountability, pay – including the increase to £30,000 for starting pay, and how pay is used to reward and recognise experience through the pay framework.
67. We will consider each of these issues and make recommendations, however there are a number of concerns that we feel it is essential to first raise.

Concerns

68. In our earlier comments we noted some of the key issues currently affecting schools, teachers and the wider education sector, namely the crisis in recruitment and retention.
69. Public First analysis of data from *Understanding Society* shows that “teachers and social workers have experienced the worst pay growth in the UK in the past decade, while public sector salaries have fallen significantly behind those in the private sector, according to research.” It goes on to report that “the median salary in the education sector has grown by just 4.3%, once adjusted for inflation, with only social work lagging even further behind with a 4.1% increase. For comparison, the median or typical worker saw pay grow by 15% over the same period.”⁴⁴
70. It is clear from this data that pay is a significant driver of recruitment and retention. Scott Corfe, the director of data and modelling at Public First, said: “Given education workers have fallen significantly behind many private-sector professional peers over the past decade, I wouldn’t be surprised if more start to seek work elsewhere.”⁴⁵
71. In its 31st Report, the Review Body observed, ‘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 ... The absence of a pay uplift in 2021/22 for teachers presents a risk to this opportunity.’⁴⁶
72. As already noted, the number of teaching vacancies being posted by schools has now reached a record annual high, demonstrating that this ‘medium term recovery’ is already well underway. And there has been a 24% reduction in applications to public sector employers, suggesting that “the nominal security offered by public sector employment is insufficient to attract graduates in more normal times”.⁴⁷

⁴⁴ Sarah Weale, “Teachers and social workers suffer most from ‘lost decade’ for pay growth in UK” (2022) <https://www.theguardian.com/education/2022/dec/21/teachers-and-social-workers-suffer-most-from-lost-decade-for-pay-growth-in-uk>

⁴⁵ Ibid.

⁴⁶ The 31st Report of the School Teachers’ Review Body, (2021) Page 69 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005678/STRB_2021_Web_Accessible.pdf

⁴⁷ High Fliers Report (2022) Page 25

73. And this will only worsen the budgetary pressures on schools, since they will be forced to fill vacancies with temporary and supply cover, which is likely to result in higher salaries.⁴⁸
74. The staff who remain in schools are already working longer hours under significantly greater pressure than pre-COVID. But we know from members that there has, for a long time, been widespread misunderstanding of the roles and responsibilities of those on the upper pay scale. Coupled with a failure to adequately remunerate middle leaders through teaching and learning responsibility (TLR) points, especially in some primary schools, this continues to lead to spurious demands being placed on experience, such that some staff deliberately choose not to progress. All of this distracts from teachers' and leaders' core duties of educating children. Furthermore, it encourages an unhealthy workforce culture and contributes to the difficulties in recruiting and retaining quality staff.
75. These are all issues which are well known and have been previously submitted and evidenced by Community Union and our colleague unions to the Review Body. We still wait for these concerns to be acknowledged and the necessary action to be taken to address them.
76. We are regularly reminded in news interviews that independent review bodies, such as the School Teachers' Review Body, set public pay. But there is reason to consider that this might not be wholly the case. Yes, the School Teachers' Review Body did recommend above the 3% increase the Government evidence had suggested would be funded by treasury, but this was still within the settlement of the funding envelope offered to the Review Body by the Department.⁴⁹
77. As the joint union statement notes, there are concerns that the Review Body is too constrained by the Government's remit letter and fails to challenge issues which have been proven to be damaging to the service it is supposed to protect and secure. Major pay reforms, the dismantling of the national pay structure and the imposition of performance-related pay, have created significant problems, but remain in place and, as yet, unchallenged or evaluated by the Review Body process.
78. The sad fact is that many teachers are struggling to make ends meet. The Office for National Statistics claimed that 84,000 teachers had second jobs such as tutoring⁵⁰... this is not because teachers are living extravagant lifestyles ... there are educators who are genuinely living on the breadline and struggling to feed their families.⁵¹

⁴⁸ Academies Benchmark Report (Kreston Global, 2022). Page 12

<https://www.jamescowperkreston.co.uk/downloads/kreston-academies-benchmark-report-2022---final.pdf>

⁴⁹ Polly Toynbee "Who do you believe?" (2022)

<https://www.theguardian.com/commentisfree/2022/dec/14/england-nhs-crisis-government-strikes-guardian-report>

⁵⁰ BBC Talking Point "Do you need two jobs?" (2002).

http://news.bbc.co.uk/1/hi/talking_point/1977131.stm

⁵¹ Haili Hughes, "Preserving Positivity" Page 160

Pay

79. New research from the National Foundation for Education Research (NFER) shows that every 1% increase in the teaching starting salary, above graduate starting salaries outside teaching, gives a 2% boost to graduate recruitment in high-demand disciplines such as science, maths and technology. It goes on to note that if pay rises continued to lag behind the UK average, maintaining the school workforce would be difficult.⁵²
80. And a study by the Institute for Social and Economic Research at the University of Essex found that a “10 per cent rise in teacher salaries produces a ‘modest’ effect on pupil attainment”, demonstrating a causal effect between pay and attainment.⁵³
81. Ben Zaranko, of the Institute for Fiscal Studies, says it would cost the Treasury around £13bn to increase public sector pay to the inflation rate of 11.1%. Significantly, he goes on to point out that “putting up public sector wages isn’t like putting up the price of bread: it doesn’t raise the rate of inflation, although it injects more demand into the economy.”⁵⁴
82. It is difficult to see how an increase in public sector wages could directly contribute to a wage-price spiral. For example, higher wages for teachers would not increase the ‘price’ of schooling for households, though it would increase the bill for the Government which would need to be funded, probably through taxation.⁵⁵ This increase in taxation would in turn have a deflationary impact on people’s spending habits actually further helping to reduce inflation.
83. Inflation is a key issue affecting pay and the cost of living. Between 2010 and 2021, teachers and leaders had already experienced real-terms pay losses of around a fifth compared to pay levels had they matched inflation. Instead of action to restore the pay lost since 2010, teachers and leaders instead saw their pay frozen again in 2021, and the September 2022 award, though enticing on paper, masked a further 7% pay cut. The increases to starting pay, though higher than the 5% for most teachers and leaders, were also well below RPI inflation and were also significant real-terms cuts.
84. And it is interesting to note that if the median graduate starting salary of £29,000 paid by the UK’s top employers a decade ago had kept pace with inflation, it would now be worth over £37,200 – some £7,000 more than this year’s median pay for new graduates.⁵⁶

⁵² Richard Adams “English schools warn of acute teacher shortages without ‘inflation plus’ pay deal” (2022) <https://www.theguardian.com/education/2022/jun/23/english-schools-warn-of-acute-teacher-shortages-without-inflation-plus-pay-deal>

⁵³ Joshua Fullard, “Relative wages and pupil performance, evidence from TIMSS” (2021) <https://www.iser.essex.ac.uk/research/publications/working-papers/iser/2021-07>

⁵⁴ Polly Toynbee, “If it’s unions against these infantile ministers, I know who will win” (2022) <https://www.theguardian.com/commentisfree/2022/dec/06/unions-tory-militants-sit-down-strikes>

⁵⁵ Ben Zaranko, “What should public sector pay policy be trying to achieve?”

⁵⁶ Office for National Statistics, Labour market overview, UK: January 2022 <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/january2022>

85. Given that one of the arguments for a pay freeze was to ensure that public sector pay remained in line with private sector pay, it is insulting to teachers, leaders and all those working in education that now the situation is reversed – “average total pay growth for the private sector was 8.2% in the three months to March 2022, and for the public sector, 1.6%”⁵⁷ – teacher pay continues to be suppressed.
86. Public sector pay has been reduced so much compared to the private sector that the Institute for Fiscal Studies claims not only that “public sector pay will fail to keep pace with inflation this year ... [but] ... this comes after more than a decade in which public sector pay has already been falling relative to the private sector.” The IFS concludes that “the public–private pay differential is now less favourable to the public sector than at any point in the past 30 years”.⁵⁸
87. This continuing fall in public sector pay relative to the private sector poses recruitment and retention challenges for public services and could threaten the government’s ability to deliver on its public service objectives (such as clearing the NHS backlog, ‘levelling up’ primary education and reforming adult social care funding).⁵⁹
88. Therefore, Community Union is calling for a fully-funded pay increase applicable across all phases and career stages, including leadership. This pay increase should restore the value of teacher pay through an uplift of not less than the rate of inflation as measured by the Retail Prices Index (RPI) which, at its peak in November 2022, was 14%.
89. This uplift will begin to address some of the drift that has degraded the value of teacher pay over the past 25 years, staunching the increasing flow of teachers away from the profession.

⁵⁷ STRB 32nd Report, (2022) 3.7 Page 20

⁵⁸ Bee Boileau, Laurence O’Brien and Ben Zaranko, “*Even if real pay is cut by 5%, public sector workforce may need to be cut by more than 200,000 by 2024 to stay within current spending plans*” (2022) <https://ifs.org.uk/news/even-if-real-pay-cut-5-public-sector-workforce-may-need-be-cut-more-200000-2024-stay-within>

⁵⁹ Bee Boileau, Laurence O’Brien, and Ben Zaranko, “*Public spending, pay and pensions*” (2022) <https://ifs.org.uk/publications/public-spending-pay-and-pensions>

A £30,000 Starting Salary

90. The commitment to a £30,000 starting salary for teachers was unveiled by then Secretary of State for Education, Gavin Williamson, in September 2019, with a plan for it to be phased in over three years. That same Secretary of State, in oral evidence given to the Review Body in 2021, reiterated this pledge to a £30,000 salary within the timescale of this parliament. Despite these commitments and those of his successors, the progress towards a £30,000 starting salary has been painfully slow.
91. The Department for Education further suggested there was strong evidence – from international studies and economic theory – to support the positive impact of targeting pay at the early career stage and that a £30,000 starting salary would improve teacher recruitment and retention, and we do not necessarily disagree.⁶⁰
92. We acknowledge that, had it been properly handled and implemented, a £30,000 starting salary for teachers could have had a profound impact on the recruitment of new teachers. It could have raised the status of the profession in the eyes of graduates and increased the competitiveness of the salary had it been implemented in good time. But this did not happen. We also reminded the Government that the starting salary of staff must not ever be viewed in a silo and that whilst recruitment of new teachers was important, so was the retention of existing teachers.
93. According to research from *High Fliers*, until 2010, graduate starting salaries at the country's leading employers rose each year but in the decade that followed the end of the global financial crisis, pay for university-leavers remained largely unchanged [at around £30,000]⁶¹. Until now, the evidence has therefore supported the Government's drive for a £30,000 starting salary for teachers.
94. But, as we noted in our evidence last year, the delays in achieving a £30,000 starting salary, and the unwillingness of ministers to match salary increases to inflation, mean that by the time this magical figure is achieved, its real-world value will have diminished such that the process will need to start over.
95. Having a competitive starting salary is only important when you embark on a new career. It does nothing to support or sustain experienced teachers. This is made abundantly clear by the statistics from the Government's own workforce survey which showed that, even before the latest escalation, teacher departures were up 12.4%. Over 36,000 teachers – 4,000 more than in 2020-21 – chose to leave, and among those most recently qualified the figures rose to 12.5%. One in eight of those who qualified in 2020 have left the profession after just one year.⁶²
96. This is a concern shared by many of the respondents to the Review Body. In their submission to the 30th remit, NEOST noted "the risk of an over-focus on starting pay at the expense of other teachers". ASCL added, "that the increase in starting

⁶⁰ STRB 32nd Report, (2022) Page13

⁶¹ High Fliers Report (2022) Page 15

⁶² Tom Belger, "Jump in teachers leaving, plus 6 more school workforce findings" (2022) <https://schoolsweek.co.uk/dfe-teacher-vacancy-pay-jobs-recruitment-data/>

salaries to £30,000 should be matched across all pay ranges and allowances, maintaining the current differentials between points and ranges”, with NAHT observing “the Department remained narrowly focused on early career teachers”.⁶³ And Community Union shares these concerns.

97. Haili Hughes, analysing research from the Policy Exchange, found that “teaching does not follow a predictable linear pattern; from the 50,000 entrants into state teaching every year, roughly a third of these are experienced teachers returning to the profession. Therefore, much of the work that the DfE is doing in thinking up incentives that focus on attracting new people to the profession is somewhat missing the point.”⁶⁴
98. Given the overwhelming evidence from unions, and independent research, it seems obvious that whilst the proposed action to address the teacher starting salary is significant and should not be further delayed, it must not be done in isolation. The evidence from the Teacher Workforce Survey clearly shows that retention must also be a key focus for this and future pay awards.
99. Indeed, evidence from the Review Body shows that they too believe this only represents a first step towards improving the position of the teacher pay framework in the wider labour market and said that “more will be necessary over the period of the next spending review”.⁶⁵

⁶³ STRB 31st Report, (2021) 2.32 Page 16

⁶⁴ Haili Hughes, “*Preserving Positivity*” Page 16

⁶⁵ STRB 29th Report, (2019) Page xi

Workload and Wellbeing

100. As we have stated in our submission to the Review Body over the last two years, of all the mechanisms put in place for early career teachers, for Community members, the one which warranted the most attention was the additional planning, preparation and assessment (PPA) time afforded.
101. We noted in our *The Future of Education*⁶⁶ report that “international comparisons show that teachers in England spend more time working than in many other high-performing countries, with some estimates suggesting teachers work an average of 50 hours each week. Much of this work is undertaken in the evenings and at weekends, having a detrimental impact on a teacher’s homelife.” And teacher and head teacher members went on to state that it was workload, followed by pressures of the role, that were the key drivers causing staff to want to leave the sector.
102. The Teacher Workload Survey reported that 21% of primary respondents and 37% of secondary respondents felt that workload was “a very serious problem”.⁶⁷
103. And the Review Body noted in the 31st Report that “wellbeing and workload issues were frequently raised in our discussions of teacher retention ... [and] workload was exacerbated by cuts to social services, lack of classroom support and increased time managing safeguarding concerns.”⁶⁸
104. It is clear that the benefits of reducing teacher contact time through the increase of PPA goes far beyond supporting mental wellbeing and reducing stress. The World Health Organization reported⁶⁹ that long working hours are a significant contributor to deaths from heart disease and stroke. Between 2000 and 2016, the number of deaths from heart disease due to working long hours increased by 42%, and from stroke by 19%. And yet, the number of people working long hours is increasing.⁷⁰ Evidence from the Teacher Workforce Survey in 2019 notes that teachers in the UK often work in excess of 50 hours each week. “Working 55 hours or more per week is a serious health hazard... It’s time that we all, governments, employers, and employees, wake up to the fact that long working hours can lead to premature death.”⁷¹

⁶⁶ The Future of Education Report (Voice Community, 2021) Page 16

<https://community-tu.org/campaigns/sector-campaigns/the-future-of-education/>

⁶⁷ Teacher Workload Survey 2019 Page 12

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/855933/teacher_workload_survey_2019_main_report_amended.pdf

⁶⁸ STRB 31st Report, (2021) 6.13 Page 81

⁶⁹ World Health Organization / International Labour Organization (2021)

<https://www.who.int/news/item/17-05-2021-long-working-hours-increasing-deaths-from-heart-disease-and-stroke-who-ilo>

⁷⁰ <https://www.sciencedirect.com/science/article/pii/S0160412021002208>

⁷¹ World Health Organization / International Labour Organization (2021)

105. Teach First have also put forward the proposal for an increase in PPA, arguing that: "The ECF has set the precedent that ringfenced PPA time is important for professional development. We are simply arguing that this rationale should be extended across a teacher's career, so all teachers can keep improving, as well as avoid getting burned out in the process."⁷² This fits comfortably with the detail we set out in our previous submissions to the Review Body.
106. We know that teachers in England 'teach' on a much more frequent basis than in many other high-performing systems. Data from the OECD and TALIS reports outline the amount of time different countries spend on planning and teaching, measured over a set period of time, and whilst not always directly comparable, this gives an indication of the workload experienced by teachers in England.
107. Respondents to the most recent Teacher Workforce Survey said they still felt they spent too much time on planning, marking, data management and general administrative work. In addition, about seven out of ten primary respondents and nine out of ten secondary respondents still report that workload is a 'fairly' or 'very serious' problem.⁷³
108. In the 2018 TALIS report (the most recent report to include England), England's teachers are recorded as working between 50 and 53 hours each week.⁷⁴ But it is worse than that, in fact, one in four teachers works in excess of 60 hours per week and almost half work most evenings (University College London, 2019).⁷⁵
109. Even taking the lower figure, when multiplied by the 39 working weeks in a school year, we have a very rough estimate of the amount of time a teacher spends working – and it is a worryingly high 1,950 hours, or almost 700 hours beyond directed time, or an additional 17 hours each week.
110. When compared with other high-performing countries such as Japan (511-615 hours per year) and Finland (551-677 hours per year) or even against the OECD average (672-772 hours per year) it is clear that teachers in England spend more time working in the classroom, and even more time working outside of the classroom than colleagues in other education systems.⁷⁶ And perhaps the biggest issue is how much of that is time spent on activities which do not have any discernible impact on pupils.
111. The 2019 Teacher Workload Survey reported that most primary teachers and middle leaders said they "still felt they spent too much time on planning, marking and data management, alongside general administrative work. Similarly, most secondary teachers and middle leaders reported spending too much time on

⁷² Grainne Hallahan, "Why doubling PPA could help tackle the attainment gap" (2021) <https://www.tes.com/magazine/teaching-learning/general/why-doubling-ppa-could-help-tackle-attainment-gap>

⁷³ Teacher Workload Survey (2019) Page 119

⁷⁴ The OECD, "Teaching and Learning International Study" (2018) Page 75

⁷⁵ Haili Hughes, "Preserving Positivity" Page 21

⁷⁶ The OECD, "Teaching hours" (2022) <https://data.oecd.org/teachers/teaching-hours.htm>

marking, data management and general administrative work”,⁷⁷ despite the workload reduction toolkit produced by the Department for Education.

112. This resulted in 73% of teachers reporting they ‘strongly disagree’ with the statement ‘I can complete my assigned workload during my contracted working hours’ and 34% of teachers reporting they do not have an acceptable workload, and 40% of middle leaders disagreed with this statement.⁷⁸
113. The findings therefore suggest that there remains significant further work to do in reducing the amount of time teachers spend on these activities and that there is no time to lose.
114. Increasing PPA to 20% would mean teachers delivering fewer lessons each week. Teach First argues that this would give teachers more time to spend on planning and professional development, ensuring that lessons were properly outlined for their pupils. They go on to say that this will lead to improved teacher wellbeing and teacher retention, which will lead to greater classroom stability as teachers are likely to be present more of the time and to remain in post for longer.
115. There is evidence emerging from schools that have already implemented an approach to increased PPA. Noel-Baker Academy in Derby gives staff 20% of time for PPA and has seen huge benefits, not least in the areas of recruitment and retention. Headteacher Ann Donaghy commented: “In 2018, we were able to reduce our teachers’ timetables by investing in more full-time teachers rather than supply teachers.” This investment meant the school attracted applicants into permanent employment, vastly reducing the reliance on supply staff. She notes: “Permanent staff [are] much cheaper and better for the children in terms of stability and quality of provision.” And in turn, this leads to “improved pupil outcomes, bettering our teaching staff recruitment and retention, and giving us time to invest in really well-thought-out extracurricular provisions”.⁷⁹
116. As we stated last year, Community calls on the Review Body to look again at the School Teacher Pay and Conditions Document and to consider increasing the basic amount of PPA time for classroom teachers to 20%. This does not have to be a wholesale jump, but could be increased incrementally over the next few years as the availability of teachers increases.
117. Workload in teaching has been an issue affecting teacher retention for a long time. “Research from Thomas et al. (University of Birmingham, 2003) found that teachers’ working weeks were much more intensive than those of other professions and that despite teachers seemingly having so many holidays, a large proportion of these are used to complete work that they didn’t manage to cram into the previous term or to undertake preparation for the next term.”⁸⁰

⁷⁷ Teacher Workload Survey (2019) Page 12

⁷⁸ Ibid. Page 12

⁷⁹ Grainne Hallahan in TES, “*Why doubling PPA could help tackle the attainment gap*” (2021)

⁸⁰ Haili Hughes, “*Preserving Positivity*” Page 40

118. And yet, nearly 20 years later, little has changed and workload continues to be a burden that is crushing the workforce. So, it comes as no surprise that “research across countries indicates that teachers report the highest levels of stress and burnout when compared with other contact professions (Heus & Diekstra, 1999; Schaufeli & Enzmann, 1998)”.⁸¹
119. It would be foolish to ignore the persistent negative international reports of teacher stress (Ingersoll, Merrill, & Stuckey, 2014), high levels of attrition of teachers in their early years in many Western countries (Craig, 2017) and increasing “presenteeism” of those in their middle and later years of teaching (Day & Gu, 2014; Johns, 2010).⁸²
120. In a first global analysis of the loss of life and health associated with working long hours, WHO and ILO estimate that, in 2016, 398,000 people died from stroke and 347,000 from heart disease as a result of having worked at least 55 hours a week.⁸³
121. With working long hours now known to be responsible for about one-third of the total estimated work-related burden of disease, it is established as the risk factor with the largest occupational disease burden.⁸⁴
122. “The COVID-19 pandemic has significantly changed the way many people work”, said Dr Tedros Adhanom Ghebreyesus, WHO Director-General. “Teleworking has become the norm in many industries, often blurring the boundaries between home and work. In addition, many businesses have been forced to scale back or shut down operations to save money, and people who are still on the payroll end up working longer hours. No job is worth the risk of stroke or heart disease. Governments, employers and workers need to work together to agree on limits to protect the health of workers.”⁸⁵
123. The Government and employers must take action to protect workers’ health now.

⁸¹ Haili Hughes, “*Preserving Positivity*” Page 43

⁸² Christopher Day “*What is teaching about?*” (2019)

⁸³ WHO / ILO “*Long working hours increasing deaths from heart disease and stroke*” (2021)

⁸⁴ Ibid.

⁸⁵ Ibid.

Performance Related Pay

124. Following evidence from unions and other stakeholder groups, the Review Body has stated in the last three reports that “further research should be conducted by the Department on the equality implications of the teachers’ pay system”⁸⁶. Evidence gathered and published by *The Work Foundation* in 2014⁸⁷ already showed clearly that performance-related pay had a negative impact on teacher wellbeing, motivation and ultimate job satisfaction.
125. Community is frustrated by the failure to move on this discussion and further frustrated by its absence from the remit despite the repeated recommendations by the Review Body and the tide of evidence that has been supplied by us and our colleague unions since it was introduced.
126. Even a cursory glance at union submissions makes clear the inefficiency that performance-related pay has introduced into the system. And research from the *Education Endowment Foundation* suggests that performance-related schemes actually have an average impact of “just above zero months’ progress”.⁸⁸
127. We know that teacher performance cannot accurately and must not be assessed solely through pupil performance data with Government guidance making this explicitly clear. And yet research *The Work Foundation* goes on to outline that in education, “the vast majority of PRP schemes incentivise outcomes on student test scores.”⁸⁹
128. We know that schools, often unintentionally, focus on preparing children to meet the requirements of the tests since this is how schools are measured. We also know that many teachers see their work as a vocation and gain their motivation from the work they undertake and the lives they inspire, rather than striving to reach some spurious data goal. There may be a risk that performance-related pay can detract from this intrinsic motivation, rendering the process null and void.⁹⁰
129. The consequential detrimental impact on the ‘broad and balanced’ curriculum that the Government demands, with a greater focus on higher grades which lead to a higher position in league tables, results in a data focus rather than on meeting the holistic needs of all the children.
130. And Simon Burgess of Bristol University notes that, “economic theory suggests a number of reasons why a straightforward private sector logic for PRP might not translate into the public sector – and teachers in particular”.⁹¹

⁸⁶ STRB 32nd Report (2022) 5.10, Page 68

⁸⁷ The Work Foundation, Lancaster University, “A review of the evidence on the impact, effectiveness and value for money of performance-related pay in the public sector” (2014). pp8, 43

⁸⁸ Haili Hughes, quoting The Education Endowment Foundation, 2018, “Preserving Positivity” Page159

⁸⁹ Ibid. Page 61

⁹⁰ “A review of the evidence on the impact, effectiveness and value for money of performance-related pay in the public sector” (2014). Page 5

⁹¹ Simon Burgess, ‘Lessons learned from imposing performance-related pay on teachers’ (2018)

<https://policybristol.blogs.bris.ac.uk/2018/01/29/lessons-learned-from-imposing-performance-related-pay-on-teachers/>

131. An analysis of school workforce data from the Department for Education shows that there is a growing gender pay gap. This is particularly apparent when, on average, across all state funded schools including academies, female teachers earn £2,900 less than their male counterparts (£37,700 compared to £40,660). Community believes that one of the driving forces behind the division is performance-related pay.
132. The gender pay gap for secondary school leaders grew by more than a third in the year before last, with the average difference between male and female earnings standing at £3,698 in the 2021/22 academic year.⁹²
133. In 2020/21, male secondary headteachers earned £2,702 more on average a year than females, and difference in average salaries between men and women doubled from £3,721 at 35-39 to £7,685 at age 40-44.⁹³
134. Therefore, as we stated last year, PRP and the way that it is applied in education has created serious equalities concerns, and contributed to recruitment and retention problems. As we have already stated, teachers already do not wish to progress due to a lack of funding to support the additional workload, and many female staff are prevented from progressing as quickly as their male colleagues.
135. We agree with our Union colleagues that, the Department for Education must provide full evidence on the equality issues relating to the pay structure. The Government continues to fail to meet its Public Sector Equality Duty (PSED) by failing to monitor equality impacts and to take appropriate remedial action to ensure that the pay structure reliably delivers fair pay to teachers and leaders with protected characteristics.
136. In its 32nd Report, the Review Body flagged structural issues, including career paths and structures, pay progression and performance-related pay (PRP), as “future priorities.”⁹⁴ They also said that “best practice suggests that a review (of PRP) should take place.”⁹⁵
137. It is our view that time for review has passed. Performance-related pay has been an unsuccessful and costly experiment in the education sector. The evidence for it remaining is missing in action where the evidence in support of its removal is compelling. When added to the number of employers who are moving away from a model of performance-related pay it is time for the Government to follow suit.

⁹² Amy Walker, “Gender pay gap widening for school leaders, new analysis shows” (2022) <https://schoolsweek.co.uk/gender-pay-gap-widening-for-school-leaders-new-analysis-shows/>

⁹³ Ibid.

⁹⁴ STRB 32nd Report (2022) xi-xii, pp 2-3

⁹⁵ STRB 32nd Report (2022) 5.10, Page 68

The Pay Framework

138. Community continue to express concern over the pay framework for teachers. We have previously expressed concern with the deployment of teaching and learning responsibility points (TLRs), with the restriction of teachers passing through the threshold and with the expectations of post-threshold teachers in particular.
139. Contractually, those paid on the upper pay scale are often employed as classroom teachers with no real differences to those paid on the main scale. However, the expectation is different which leads to widespread misunderstanding of the roles and responsibilities of those on the upper pay scale.
140. Teachers who choose to progress onto the upper pay scale are often subject to spurious demands being placed on their skills, knowledge and experience, such that some staff deliberately choose not to progress.
141. This abuse of the upper pay range, leading to increased workload demands and responsibility, is also contributing to the exodus of staff within the first few years of teaching, and certainly reducing the number of skilled and experienced classroom practitioners.
142. Furthermore, it is clear that the system of TLRs is not as effective as it could be. Expectations placed upon middle leaders – with or without a TLR – have increased to the point where 34% middle leaders are more likely to state workload is a ‘very’ serious problem when compared with 29% of teachers and 20% of senior leaders.⁹⁶
143. And the way that TLRs are allocated and distributed is uneven across settings – especially between primary and secondary schools – with staff ostensibly with responsibility for similar subject areas on widely different salary points, and many without financial recognition for the additional leadership duties they hold. Even when they are awarded, some TLR holders report that the payment levels are insufficient for the additional workload.
144. Evidence shows that teachers' wages tend to grow at a slower rate than they would expect in an alternative profession.⁹⁷ This must be addressed if teaching is to regain the lustre that it once held. The study by the Institute for Social and Economic Research at the University of Essex also found that a “10 per cent rise in teacher salaries produces a ‘modest’ effect on pupil attainment”, demonstrating a causal effect between pay and attainment.⁹⁸
145. Community continues to encourage the Review Body to exert its independence and to make recommendations on the balance of the totality of the evidence presented to it and not be restricted by the funding envelope of the Treasury.

⁹⁶ Teacher Workload Survey (2019) Page 12

⁹⁷ Matilda Martin, “Most teachers ‘wouldn’t earn more in different job’” (2021)

<https://www.tes.com/magazine/news/general/most-teachers-wouldnt-earn-more-different-job>

⁹⁸ Joshua Fullard, “Relative wages and pupil performance, evidence from TIMSS” (2021)

146. We are regularly reminded in news interviews that independent review bodies, such as the School Teachers' Review Body, independently set public pay. But there is reason to consider that this might not be wholly the case. Yes, the School Teachers' Review Body did recommend above the 3% increase the government evidence had suggested would be funded by Treasury, but this was still within the settlement of the funding envelope offered to the Review Body by the department.⁹⁹
147. Polly Toynbee wrote recently, "the government decides on pay, using Pay Review Bodies as camouflage... PRBs have two main criteria to consider ... What are the current financial circumstances, and what may be needed to recruit, retain and motivate staff? But they are given a fixed spending envelope, with a set pay rise baked in. Any extra pay comes out of the departmental budget, causing cuts."¹⁰⁰
148. All of this distracts from teachers' and leaders' core duties of educating children. Furthermore, they encourage unhealthy workforce cultures and contribute to the difficulties in recruiting and retaining quality staff. Community urges the Review Body to review the pay framework for classroom teachers to ensure it recognises high performance and increases in teaching excellence, supporting and encouraging experienced teachers to remain whilst also providing an attractive career option for Early Career Teachers.

⁹⁹ Polly Toynbee, *"Who do you believe: the brilliant NHS staff who treated my cancer, or ministers who spin and lie?"* (2022)

¹⁰⁰ Ibid.

Summary

149. There has been an epic change observed over the past three years. Technological innovation has increased the opportunities for working from home. Food, fuel and energy prices have tripled, causing people to seek better paid employment, and when coupled with the war in Ukraine, these things continue to put pressure on many of our resources and contribute to a volatile economic outlook.
150. The Government has proclaimed it is restoring per-pupil funding to 2010 levels over the next three years, but this back-to-the-future economics ignores the wider circumstances. Not only have we suffered over the past three years, but in the last decade energy costs have soared, and VAT, pension and National Insurance costs and inflation have all risen, yet schools have been expected to meet these costs out of their budgets.
151. There is no extra money for pupils, no funding for support staff pay awards and little chance that additional funding to support SEN in mainstream schools will be found. Support services have been cut to the bone and schools are trying to pick up the pieces. There is also the expectation on schools to deliver education recovery, and, it seems, to contribute more to repairs.¹⁰¹
152. Given the volatility of the energy markets, rampant inflation and rising interest rates, it is clear that we cannot truly rely on any economic projections. The Office for Budgetary Responsibility has projected CPI inflation to be at 8.7% in the fourth quarter of 2022,¹⁰² but this projection may prove to be just as unlikely as any other. For this reason, the Review Body must be prepared to recommend based on up-to-date modelling and not that which has already been superseded. Similarly, it must not be constrained by a funding envelope which does not accurately account for the volatility experienced.
153. The Government is absolutely right to worry about inflation expectations becoming de-anchored from the Bank of England's 2% target. But it doesn't necessarily follow that public sector pay awards should be held down as an inflation management tool.¹⁰³
154. Teachers' wages tend to grow at a slower rate than they would expect in an alternative profession¹⁰⁴ and this must be addressed. The study by the Institute for Social and Economic Research at the University of Essex also found that a "10 per cent rise in teacher salaries produces a 'modest' effect on pupil attainment", demonstrating a causal effect between pay and attainment.¹⁰⁵
155. Community Union is clear that a pay increase in September 2023 of 3% for most teachers and leaders, as proposed by the Review Body, would be completely unacceptable. With inflation running in double figures, this would result in yet another significant real-terms pay cut.

¹⁰¹ <https://community-tu.org/back-to-the-future-economics-doesnt-help-schools-meet-rising-costs>

¹⁰² STRB 32nd Report (2022) 3.6, Page 20

¹⁰³ Ben Zaranko, "What should public sector pay policy be trying to achieve?" (2022)

¹⁰⁴ Matilda Martin, "Most teachers 'wouldn't earn more in different job'" (2021)

¹⁰⁵ Joshua Fullard, "Relative wages and pupil performance, evidence from TIMSS" (2021)

156. An urgent change of course is required. We need to address the years of underfunding and salary deflation for teachers and leaders, we need to address the excessive workload and redress the wellbeing of our workforce, and we need to eliminate unnecessary pressures from the system.
157. We ask the Government to consider the impact of previous below-inflation pay rises and how this is keeping pay in the public sector low, whilst pay in the private sector is increasing. This disparity needs to be addressed, to ensure that people who provide valuable public services are paid appropriately for doing so.
158. We need fully-funded, inflation-plus and concordant pay increases that restore the pay lost over the past decade, and lay a firm foundation for pay levels going forward. Pay that is sufficient to recruit, retain and value the teachers and leaders our education service needs.
159. We need to remove performance-related pay from our education system. The recommendation of the Review Body for a review is insufficient and unacceptable. PRP contributes significantly to teacher and leader workload and does not improve outcomes for pupils. The removal of PRP would be widely accepted by the sector and a 'quick win' for the Government.
160. Workload and the factors that contribute to it from within our schools, systems and Government must all be addressed. The accountability regime, Ofsted and league tables all contribute to the high-stakes nature of education, driving unnecessary workload and stress. The Government's own wellbeing charter is frequently ignored, with teachers bearing the brunt of the demands.
161. Teachers' long working hours – far in excess of what might be considered reasonable just to complete their duties – are unacceptable. That is why we reiterate our call for PPA time to be increased to 20% for all teachers, not just those at the start of their careers. We would also like to see limits and support to reduce the working hours of leaders, in order to protect those who choose to step into leadership.
162. The Government must do more than "recognise there are pressures". It must do something about them and provide the funds to meet them. This involves investing in people, their skills, pay and progression, paying as much as you can afford rather than as little as you can get away with.¹⁰⁶
163. Community fears that the Review Body process may not be capable of addressing the serious and multifaceted concerns raised by the profession. The actions over recent reports have shown that the workforce has not been insulated from devastating pay cuts but has borne the brunt of austerity. The recommendations have not allowed the education service to recruit and retain the necessary staff, leaving the system with huge problems to which pay cuts have contributed.

¹⁰⁶ Duncan Brown, *"Remind me again, why are higher and cost-of-living-related pay increases a bad thing?"* (2022)

164. It is time to take radical action, to make the necessary restorations and set the sector up for the future – because without schools, what sort of a future will there be?