

## **ATL EVIDENCE TO THE SCHOOL TEACHERS' REVIEW BODY**

ATL welcomes the opportunity to provide evidence to the School Teachers' Review Body as it considers its 27<sup>th</sup> report. The union remains committed to working productively with the STRB and government on teacher's pay.

Nevertheless, it must be emphasised that ATL's members are working harder than ever despite – and because of – the impacts on the profession of the absence of a stable, predictable pay system with reasonable and fair reward that is fully funded.

Our evidence this year shows clearly that the context was bad, is still bad, and is in many ways getting worse. Government hasn't acted strongly, or at all, across a range of relevant issues such as pay, funding and workload. And it has ignored a worsening crisis in teacher supply.

ATL does not think the STRB was bold enough in its 26<sup>th</sup> report – it must be more independent for the good of the education system. It was, however, clear that:

*"if current recruitment and retention trends continue, we expect an uplift to the pay framework significantly higher than 1% will be required in the course of this Parliament to ensure an adequate supply of good teachers for schools in England and Wales."*

Our submission shows that those trends have continued.

The crisis in teacher recruitment and retention is not just concerning teachers' unions but others in the sector too. Few teachers would see Sir Michael Wilshaw as a representative of their views on teaching and leadership but all will recognise truth in his speech to launch Ofsted's 2016 annual report:

*"We need to address the endemic capacity issues in our system. It is the first duty of government to defend its citizens. It is the first duty of education to guarantee a supply line of high quality teachers and school leaders. I am sorry to say that we are failing in that duty. We need to face up to this crisis. The recorded rate of temporary vacancies has doubled in the last 5 years and will only get worse with increases in the secondary school population. In parts of the north west there is practically an auction in secondary hard to fill subjects. Education is a people business and without good people it will not flourish. This is the most pressing issue in education today."*

ATL agrees.

This year's teacher training figures compound a failure, over the past four years, to recruit sufficient trainee teachers, whilst problems of retention are being felt not just by leaders and governors but teacher colleagues too. For example:

- overall trainee numbers have declined by 2% since last year;
- only four of the 18 secondary subjects have recruited enough trainee teachers to meet the government's Teacher Supply Model targets; and
- less than half of the teachers in England's schools have over ten year's teaching experience.

The profession is, in the words of the Education Policy Institute (EPI), being hollowed out' as younger teachers – missing the support and collaboration from having fewer experienced colleagues – suffer 'burn out' before they even step into leadership roles. Our evidence show that both primary and secondary school populations are growing significantly, that more leaders are needed, but that both the overall number and the proportion of teachers leaving the profession each year continues to increase.

Government has fiddled whilst Rome burns – from the failed attempt of the National Teacher Service to plans to recruit teachers from Spain where there is over-supply, government has tinkered in tiny-scale initiatives whilst failing to acknowledge a problem everyone else can see. When the National Audit Office concludes that the Department for Education "has a weak understanding of the extent of local teacher supply shortages and whether they are being locally resolved", government is not experiencing misfortune but is directly culpable for this crisis. STRB must not also tinker and fiddle but take its independence seriously and take some responsibility for an education system that is teetering on the edge.

We believe it essential for STRB to make a case in its report to government for schools to receive additional funding. Despite the government's protestations, schools face real terms budget cuts. This makes providing education to a high standard, recruiting specialist qualified teachers, and raising pay even at the low levels recommended extremely challenging.

We are expecting the Department for Education's soon-to-be-published Teacher Workload Survey to show similar excessive hours worked as ATL's workload tracker cited in our evidence – and that this amount is rising. People outside of the sector no longer snort when hearing about the duress of teachers' working lives. Instead they recognise the description of long hours and high stress and say they couldn't do it themselves. Most teachers say that workload is a serious problem and they still face the consequences of having to manage rapid policy change from government and a high stakes accountability system.

The STRB's role in the introduction of performance related pay, with no evidence from anywhere in the world that it raises educational standards, has imposed more bureaucratic workload on teachers and leaders. The decision to abolish pay scales has led to widespread uncertainty about expected levels of remuneration for future career progression.

Economic analysis demonstrates why pay is a crucial factor in tackling the crisis in teacher supply:

- inflation is set to rise. The Office for Budget Responsibility now thinks RPI will rise to 3.2% across 2017 and even higher in 2018. Sticking to 1% pay limit will erode the real value of teachers' pay yet further;
- across the economy, earnings have been rising above inflation over the past year. Private sector earnings growth has been consistently above 2% (currently 2.7% excluding bonuses for the year to September);
- teachers' earnings in state-funded schools, however, rose by 1.1% at the mean average or just 0.3% at the median (from the latest DfE workforce figures, Nov 14 vs Nov 15); and
- national employment levels remain at a record high rate, while the unemployment rate is at an 11-year low, and post-European Union referendum forecasts from the Autumn Statement suggested this would not rise significantly.

Put simply, pay in the teaching profession has lost value and compares poorly to other careers but there are other jobs for talented graduates – or career changers – to take. If government is left unchallenged, the teaching profession still faces a total of seven years of pay restraint building upon a two year pay freeze. Rational graduates can see teachers' pay and working life and the financial stability of their employers and are looking elsewhere.

The STRB must take responsibility to make the case for the following to avert disaster in teacher supply and children's education:

- an increase in funding for schools at least sufficient to cover costs including salary increases recommended by the STRB;
- an immediate increase in the real value of teachers' pay; and
- a roadmap away from permanent austerity pay uplifts and Treasury's 1% cap

STRB's 27<sup>th</sup> report must make recommendations to address:

- the impact over recent years that holding back teachers' pay behind inflation and in relation to other sectors is having on teacher recruitment and retention;
- diminishing levels of experience being retained in the profession;
- why women are not rewarded as well as their male counterparts;
- the negative impact that a combined pay and appraisal system has on teacher workload; and
- the complexities being added at all levels by the current pay arrangements and their impact on fairness and workload.
- In addition to the recommendations on teachers' pay, STRB should also consider its role in the future:
- proper independence from government and resisting Treasury pay caps; and
- having a remit that covers all academies, including free schools

ATL's submission sets out compelling evidence from the broader labour market, the UK economy, the nature of teaching today, and the critical situation teacher recruitment and retention is in. An arbitrary pay cap for the education sector for so long was always a huge risk and the consequences are being felt. There is still little to suggest that the flexible arrangements of this system of performance-related pay can address these issues.

ATL believes government and the STRB got it wrong with performance-related pay and that the 27<sup>th</sup> report must exercise sufficient independence to make recommendations not constrained by a 1% cap, that will reward all teachers, and which will ensure children and parents have confidence that their schools will be able to recruit high quality teaching professionals now and in the years to come.

*Mary W. Bousted .*

Dr Mary Bousted  
General Secretary  
Association of Teachers and Lecturers



**ECONOMIC SITUATION**

1. The vote to leave the EU has muddled the economic situation, and the Office for Budget Responsibility (OBR) has revised its growth predictions downwards in the wake of the referendum. Nevertheless, the economy is still forecast to grow by 1.4% in 2017, and GDP figures and other indicators remained above expectations following the vote. In his Autumn Statement, the Chancellor praised the “strength and resilience” of the economy<sup>1</sup>.
2. Announcing growth figures of 0.5% for Q3 2016, the Office for National Statistics (ONS) said that “the pattern of growth continues to be broadly unaffected following the EU referendum”<sup>2</sup>, while the Chancellor said it showed that “the fundamentals of the UK economy are strong and... the economy is resilient.”<sup>3</sup> And the OBR forecasts continued growth over the course of the parliament (Table 1).

**Table 1:** OBR GDP forecasts<sup>4</sup>

	2016	2017	2018	2019	2020
OBR GDP forecast	2.1%	1.4%	1.7%	2.1%	2.1%

3. **Inflation:** The collapse in the value of the pound following the vote to leave the EU has increased import prices, and is widely expected to filter through into significantly higher inflation in 2017. Sterling has fallen by 15% against the dollar since its pre-referendum peak, and this is likely to push inflation several percentage points higher in the coming year.
4. RPI inflation has already begun to rise, to 2% in the year to October 2016. The only question for 2017 is how high it will go. RPI is forecast to be significantly above 3% in 2017, and even the government’s preferred CPI measure is predicted to be well above 2%. (Table 2) Some forecasters believe these are significant underestimates - National Institute of Economic and Social Research (NIESR) predicts a peak of 4% CPI inflation<sup>5</sup>, and RPI above 5% in the fourth quarter of 2017<sup>6</sup>. Both inflation

<sup>1</sup> <https://hansard.parliament.uk/commons/2016-11-23/debates/4F39F2C9-583D-407B-A529-3956F6A927F1/AutumnStatement>  
<sup>2</sup> <http://www.ons.gov.uk/economy/grossdomesticproductgdp/bulletins/grossdomesticproductpreliminaryestimate/julytosep2016#main-points>  
<sup>3</sup> <http://www.bbc.co.uk/news/business-37785215>  
<sup>4</sup> <http://cdn.budgetresponsibility.org.uk/Nov2016EFO.pdf>  
<sup>5</sup> [http://www.niesr.ac.uk/publications/uk-economy-forecast-summary#.WBoNAI\\_XLcs](http://www.niesr.ac.uk/publications/uk-economy-forecast-summary#.WBoNAI_XLcs)  
<sup>6</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/569316/PU797\\_Forecast\\_for\\_the\\_UK\\_Economy\\_Nov\\_2016\\_355.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/569316/PU797_Forecast_for_the_UK_Economy_Nov_2016_355.pdf) - Table 5

measures are likely to be significantly higher than the public sector pay cap which forms the basis of yet another remit to the Review Body.

**Table 2:** OBR inflation forecasts 2016-2020<sup>7</sup>

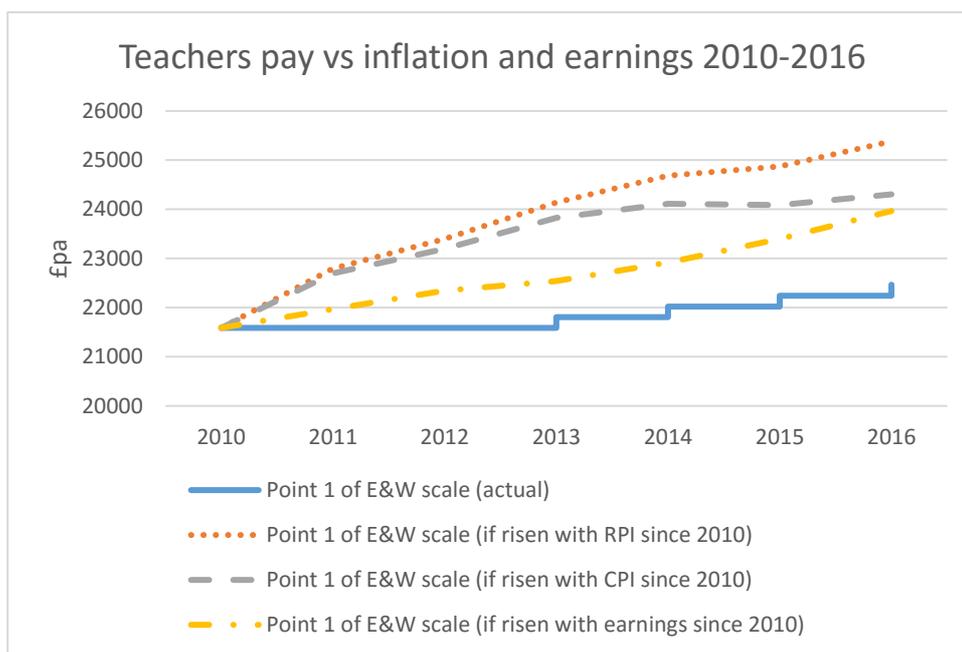
	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>
RPI	1.8%	3.2%	3.5%	3.2%	3.1%
CPI	0.7%	2.3%	2.5%	2.1%	2.0%

5. Whatever the eventual figure, we are almost certain to leave behind the comparatively low inflation of the past 18 months. As such, a 2017 pay award in line with the government's stated 1% policy would mean another significant real-terms cut for teachers. This would be unsustainable for a profession that has already absorbed 11.5% cuts in the real value of salaries since 2010, and finds itself in the middle of a recruitment and retention crisis. Since 2010, we estimate that teachers' pay is over £2,900 lower than it would have been had it kept pace with inflation.<sup>8</sup>
  
6. Teachers' pay has fallen relative to all accepted measurements of either earnings or the cost of living since 2010. A teacher's starting salary is 11.5% lower in September 2016 than it would have been if it had kept pace with RPI inflation since September 2010. Starting salaries are 6.3% lower than they would have been had they kept pace with earnings growth across the economy (as measured by Average Weekly Earnings). This means teachers' pay is falling both relative to the rising cost of living, and relative to other occupations. The gap between the rising cost of living and the increase in teachers' pay is too wide to be sustainable.

<sup>7</sup> <http://cdn.budgetresponsibility.org.uk/Nov2016EFO.pdf>

<sup>8</sup> Calculated using the minimum of the main pay scale for England and Wales and the Retail Prices measure of inflation.

**Figure 1: Teachers' pay v inflation and earnings 2010-2016**



7. **Tightening labour market:** Employment, at 74.5%, is currently at its highest rate since comparable records began in 1971<sup>9</sup>, while unemployment is at its lowest rate in over a decade (4.8%)<sup>10</sup>. One indicator of labour market tightness, the unemployment-to-vacancy ratio, is now back below its pre-recession 2002-07 average.<sup>11</sup>
8. **Earnings growth (AWE & ASHE):** Figures from the ONS show earnings (excluding bonuses) in July-September 2016 were 2.4%, higher than the previous year. In the private sector, earnings excluding bonuses grew by 2.7%.<sup>12</sup> Median gross weekly earnings for full-time employees rose 2.2% in the year to April 2016, according to the Annual Survey of Hours and Earnings (ASHE).<sup>13</sup> Whichever measure is used, it is clear that average earnings across the economy have risen faster than inflation.
9. The median salary for regular teachers at state funded schools rose by just 0.3% from November 2014 to November 2015 (the most recent available figures).<sup>14</sup> Teachers' earnings are not keeping pace with earnings across the rest of the economy, particularly in the private sector.

<sup>9</sup><https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/timeseries/lf24/lms>

<sup>10</sup> <https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/unemployment/timeseries/mgsx/lms>

<sup>11</sup> <http://www.ons.gov.uk/economy/nationalaccounts/uksectoraccounts/articles/economicreview/september2016#recent-developments-in-the-uk-labour-market>

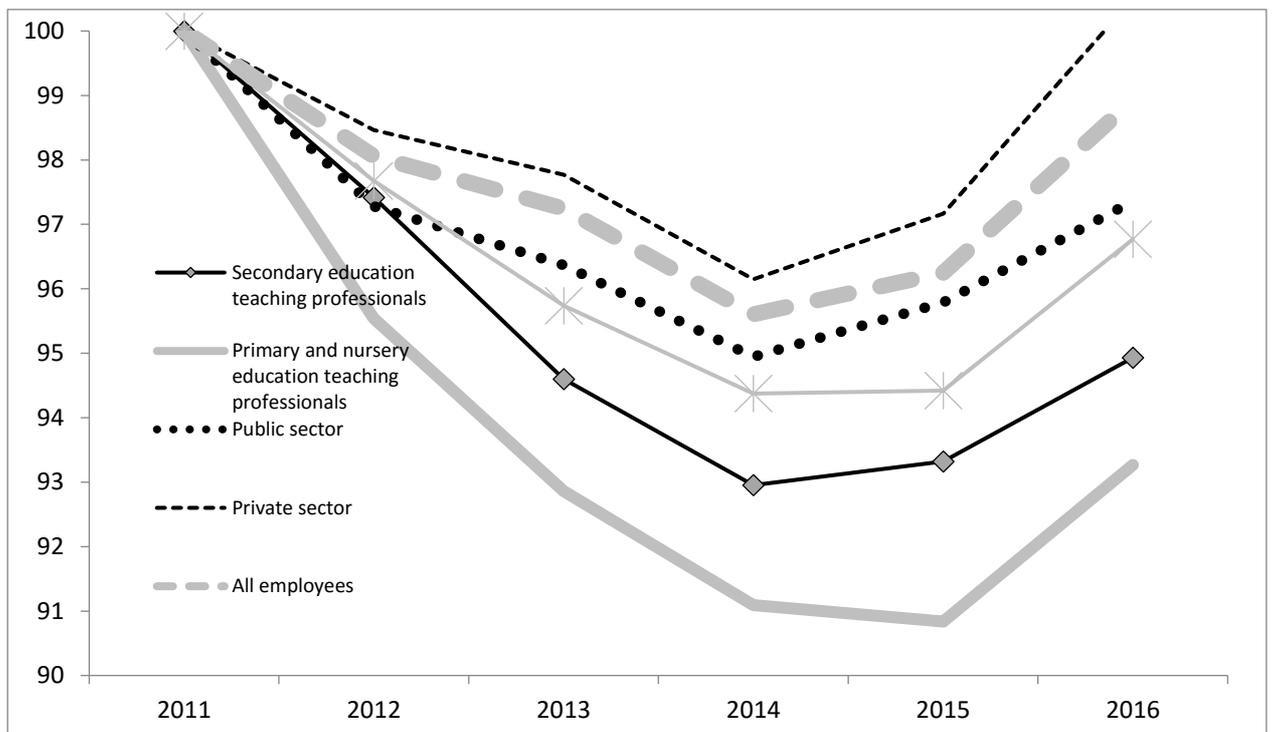
<sup>12</sup> <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/november2016#average-weekly-earnings>

<sup>13</sup> <http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults>

<sup>14</sup> <https://www.gov.uk/government/statistics/school-workforce-in-england-november-2015> - Table 9a

10. **Pay awards:** Teachers are currently only half way through the government's planned public sector pay restraint programme. This policy, which started in 2011/12 is currently scheduled to last until 2020/21.
11. Over the past year, pay settlements have centred on a median of 2%, according to XpertHR, Incomes Data Research and the Labour Research Department. Set against historically low inflation, this means that employees in most workplaces have regained some of the real pay losses of recent years. Government pay policy has denied teachers the chance to share even this small recovery in living standards.
12. **Falling behind other professions:** The latest ASHE data suggests that teachers are continuing to fall behind other parts of the economy as their pay has fallen further since 2011. Pay in the private sector did not fall as low as in the public sector and is rising faster. (Figure 2)

**Figure 2:** Full-time gross annual median earnings 2011-2016<sup>15</sup>



13. Last year's Treasury evidence led with the argument that 'savings from public sector pay' made a significant contribution to reducing the deficit, but that further public sector pay restraint would be necessary 'to deliver a surplus by 2019-20'. Since this arbitrary and unnecessary target has finally been abandoned, there is no further fiscal justification for enforcing crippling real-terms pay cuts for hard-working public sector workers.

<sup>15</sup> The graph uses the latest ASHE data including revised 2015 figures and provisional 2016 figures. Each occupation/area has been indexed to RPI in September 2016 prices. The graph uses 2011 as a base year (100).

14. There is no justification for the Treasury to persist with its arbitrary 1% pay cap as pay in the private sector continues to rise. Although Brexit has created some uncertainty, national economic indicators remain positive, and the Chancellor insists the economy is in good shape. Inflation is likely to rise significantly in the coming year, and persisting with the old pay policy will see yet further real-terms cuts to teachers pay. Given the collapse in the real value of teachers' pay over the past six years, the recruitment and retention crisis in teaching, and the current tight labour market, this policy is unsustainable. With a change at the Treasury, now is a perfect time to break with the imposed public sector pay restraint.

## TEACHERS' PAY

15. Teachers' take home pay is being reduced by the recent increases in deductions. The impact on the tiering of Teachers' Pension contributions, student loan repayments and increases in national insurance contributions have all impacted on the earnings of teachers. With an ever increasing workload teachers are rightly questioning whether it is worth remaining in the profession.
16. **The cost of employing teachers:** The cost of employing teachers has also increased in recent years putting additional pressure on school finances. The government must ensure that school funding is increased to prevent the loss of teaching and support staff. (Table 3)

**Table 3:** Oncosts for employing teachers (£s)

Item	M1	M6	U3	Group 2 head	Group 8 head
Teacher Salary	22,467.00	33,160.00	38,250.00	63,147.00	108,283.00
National Insurance	2,067.10	3,542.74	4,245.16	7,680.94	13,909.71
Pension Contribution	3,684.59	5,438.24	6,273.00	10,356.11	17,758.41
Apprenticeship levy	112.34	165.80	191.25	315.74	541.42
Cost of teacher salary to school	28,331.03	42,306.78	48,959.41	81,499.79	140,492.54
Percentage cost to school	26.10%	27.58%	28.00%	29.06%	29.75%

17. We have included in the above table the 0.5% apprenticeship levy which we envisage that most schools will have to pay from April 2017. We are basing this on the assumption that the pay bill will be determined by the overall employer (either the local authority or MAT) rather than the individual school and that employers will share this amongst all schools. We believe that even the smallest schools may be hit with having to pay towards the apprenticeship levy with scepticism about the benefits available to the teacher.

18. **Starting salaries:** The Association of Graduate Recruiters (AGR) have reported the following median starting salaries for various graduate professions in 2015/16:<sup>16</sup>

Law firm	£38,000
Investment bank or fund managers	£37,000
Banking or financial services	£33,000
Public sector	£33,000
IT/telecommunications	£29,000
Engineering or industrial company	£26,500
Accountancy or professional services firm	£25,000
Energy, water or utility company	£27,500
Construction company or consultancy	£25,625
Transport or logistics company	£25,000
Teaching	£24,467
Retail	£24,000

19. Overall median salaries for graduate programmes have increased by 2% year-on-year to £27,500, according to AGR's 2016 survey.<sup>17</sup> However, we believe that teachers should be treated as postgraduates and so teachers' starting salary of £24,467 remains well below the median salary. (Table 4)

**Table 4:** Median salaries by qualification, English-domiciled<sup>18</sup>

	2014	2015
<b>Working age population (16-64)</b>		
Graduates	£32,000	£31,500
Postgraduates	£39,000	£39,000
Non-graduates	£22,000	£22,000
<b>Young population (21-30)</b>		
Graduates	£24,000	£24,000
Postgraduates	£28,000	£27,500
Non-graduates	£18,000	£18,000

20. **Flexibilities to reward performance:** ATL does not support the link between pay increases and performance. This view is also held by the unions which signed up to joint union pay guidance (ATL, ASCL, NAHT, NUT, UCAC and Voice). The joint union pay guidance stated we believe 'that a distinction can and should be maintained between pay increases arising from progression on pay scales and pay increases arising from the revalorisation of pay scales for cost of living purposes.'<sup>19</sup>

<sup>16</sup> [TargetJobs, Which graduate career offers the best pay](#), September 2016

<sup>17</sup> [AGR, Rise of the intern: more opportunities, better chance at top jobs, higher salaries, 29 September 2016](#)

<sup>18</sup> Department for Business, Innovation & Skills, [Graduate Labour Market Statistics: 2015, , April 2016](#)

<sup>19</sup> ASCL, ATL, NAHT, NUT, UCAC & Voice, [Joint Advice on School Teachers' Pay 2016-17](#), July 2016

21. The evidence from our members is that performance pay is not working. The appeals process does not work as we are finding that in the limited instances where teachers appeal, governors are reluctant to go against the decisions of the school leadership. Teachers are asking themselves whether it is worth putting themselves through the distress of the appeals process for a derisory 1% increase. ATL has often asked for mandatory training for school governors and we believe that this is even more important now that governors have more responsibility for making decisions which have a massive impact on the ability of schools to recruit and retain staff.
22. The school workforce data no longer distinguishes between those teachers who are paid on the main or upper pay scale. This makes it difficult to support with data our members' claims that they are being refused progression to the upper pay scale or discouraged from applying.
23. We welcomed the decision that the Review Body made last year not to allow teachers to move down from the upper pay range and believe that this has protected the salary of many teachers who would otherwise have been encouraged to step down. However, it has resulted in the continued threat of capability. Schools are continuing to insist that every one of the Teachers' Standards apply at every performance management review and are not tailoring their expectations to the role the teacher is fulfilling, the experience of the teacher or the developmental needs of the teacher. We still see too many schools setting unrealistic and unreasonable whole school objectives.
24. **TLR payments and SEN allowances:** The allowances paid to classroom teachers are a vital component of the pay landscape. TLR payments reward the additional work undertaken and are an important training route for future school leaders and head teachers. SEN allowances recognise the importance of teachers developing and retaining specialist skills in working with the most challenging pupils. ATL believes that any recommendation must include a statutory uplift for all allowances in payment to retain their relative value.
25. **Independent sector pay:** The independent sector is the direct competitor to the maintained sector and recruits teachers from maintained schools and academies as well as attracting a proportion of the newly qualified teachers. ATL's survey gives an authoritative view of the position on independent school teachers' pay.<sup>20</sup>
26. This year's survey has shown that a third of independent school teachers (33.5%) received a 1% cost of living increase to their pay. However, almost as many teachers (29.5%) reported an increase in excess of 1%. (15.9% do not yet know the value of their annual cost of living increase).

---

<sup>20</sup> ATL, [Independent school teachers working excessive extra hours - ATL poll](#), 26 November 2016

This means that most teachers in independent schools received increases in line with or higher than the government’s 1% pay cap.

27. This year’s survey also asked if the outcome of independent school teachers’ appraisal had an impact on their pay. More than half of teachers (59.8%) responded that it had no impact on their pay while 13.3% responded said it had a bearing on their pay scale progression and only 1.1% on their cost of living increase. ATL has always stated that the annual cost of living awarded to teachers by the STRB should not be subject to the outcome of annual appraisal and this response to our survey shows that this is practice is rare in the independent sector. ATL, along with the other unions, have repeatedly called for the STRB to ensure that all teachers receive a pay uplift annually to ensure that teaching remains competitive with other professions.
28. The government holds the independent sector in high regard and as a beacon of teaching and pupil achievement. The paper, *Schools That Work for Everyone*, proposes that independent schools should sponsor or set up new free schools or offer fully funded bursaries to those who cannot afford the fees. Any expansion of the independent sector would see more teachers being drawn from the maintained sector. Maintained sector salaries must remain competitive with those in the independent sector.
29. The expansion of selective schools could see the number of pupils going to independent schools falling resulting in an increase in pupils needing to be educated in government-funded schools.
30. **Gender pay gap:** ATL remains concerned at the continuing gender pay gap within teaching. Government must be cautious that schemes to incentivise teachers focussed on certain subjects, such as bursaries, do not exacerbate the gender pay gap.
31. The latest figures available from the DfE show that a male teacher earns an average of £39,900 (up £300 from last year) compared with an average of £37,100 (up £400) for female teachers. This is a difference of 7.0% which continues the improvement seen last year.<sup>21</sup> When comparing the different grades of teacher however, the difference becomes more marked where there is more discretion in the level of pay awarded. (Table 5)

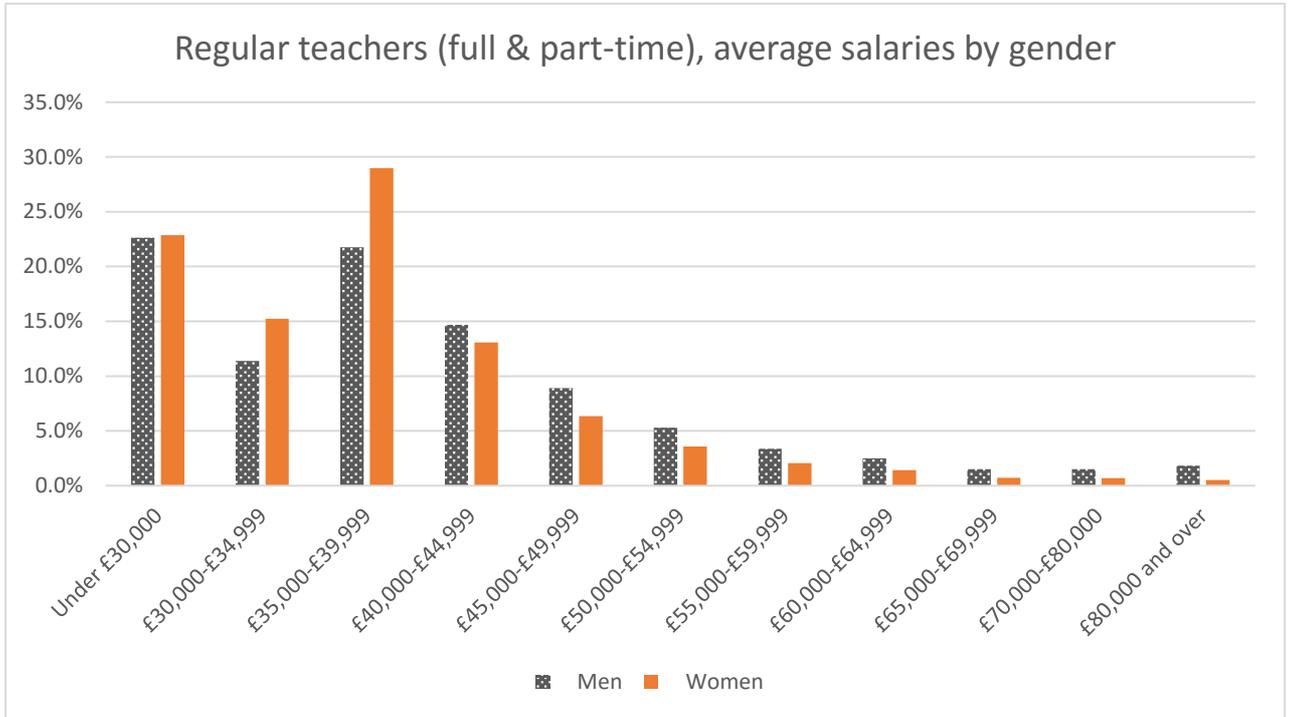
**Table 5:** Mean gender pay gap for different categories of teacher

	Men	Women	Percentage difference
Classroom teachers	£35,200	£34,400	2.3%
Leadership	£60,800	£55,100	9.4%
Head teachers	£72,800	£64,500	11.4%

<sup>21</sup> Based on the mean average of full- and part-time regular teachers (classroom and leadership) – Table 9a

32. The majority of teachers (75.3%) in state funded schools are women and thus any pay disparity disproportionately affects this sector<sup>22</sup>. Women are disproportionately located in the lower salary bands whilst men are disproportionately located in the higher salary bands. (Figure 3)

**Figure 3:** Distribution of men and women by salary bands<sup>23, 24</sup>



33. Any gender pay gap is unacceptable and schools must do more to ensure that their pay policies are fair and transparent. The proposed duty to report gender pay gap may help to focus schools to address this issue.

<sup>22</sup> DfE, *School workforce in England November 2015* - Table 3a, June 2016 <https://www.gov.uk/government/statistics/school-workforce-in-england-november-2014>

<sup>23</sup> DfE, *School workforce in England November 2015* - Table 9a -

<sup>24</sup> We have calculated the pay gap using the mean. The argument that median is more appropriate as a small number of high earners skew the mean is difficult to sustain in this context. Women being disproportionately absent from the higher tiers where these high salaries are located is very much part of the debate.

## TEACHER RECRUITMENT AND RETENTION

*Recruitment and retention pressures have become more acute, creating a challenging climate for schools. We have noted significant shortfalls in recruitment to ITT for the secondary sector and an increase in vacancy numbers, including in all the core subjects. Figures show a significant increase in the number of teachers resigning from the profession (including higher wastage in early years) at a time when pupil numbers are increasing, adding to the demand for teachers. Our analysis of earnings data showed that the relative position of teachers' earnings has deteriorated further this year and they continue to trail those of other professional occupations in most regions. We are concerned about this further deterioration in the recruitment and retention position when set against strong demand in the graduate labour market and continuing concerns in the profession about workload.*

### **STRB 26<sup>th</sup> Report**

34. We are pleased that the budget for teacher advertising has been increased to £16 million this year, up £6 million from the previous year.<sup>25</sup> But increased advertising is not enough. We need more funding for professional development, better pay, improved working conditions, especially around work-life balance, and clear career pathways to match teachers' expectations and ambitions. The Review Body needs to be clear to government about the urgent need for additional funding for schools and not be culpable in denying schools of their needs and damaging cohorts of young people's education all in aid of a political and economic ideology.
35. The latest projections for pupil number show that the number of pupils in secondary schools will start to rise from 2016. By 2024 it is estimated that the secondary school population will have increased by 20% from the 2015 level. The primary school population is due to rise more slowly and by 2020 the primary population will be 8% greater than in 2015.<sup>26</sup> Government must start preparing for these increases now to ensure that there are enough qualified teachers and seriously address the issues affecting teacher recruitment and retention.
36. ATL remains concerned at the impact that the diverse routes into teaching is having on recruitment. We are extremely concerned about the government plans to pass the responsibility for the accreditation of teachers to head teachers as this may lead to schools extending the time before accreditation to save costs and, perhaps more importantly, seriously undermining the standing of the profession and thus deterring teachers from entering.

<sup>25</sup> Nick Gibb, *Education Select Committee: Supply of Teachers*, 19 October 2016

<sup>26</sup> DfE, *National Pupil Projections - Future Trends in Pupil Numbers: July 2015*, 22 July 2015

37. We agree with the National Audit Office (NAO) in questioning the value for money of bursaries with the government spending £620 million on bursaries during the five years to 2014/15 and having very little evidence of its impact.<sup>27</sup> ATL has long called for a rethink on bursaries and believes that the funding should be better targeted and consideration given to repaying student loans for as long as teachers remain in the profession.
38. There is also a developing crisis in the recruitment into school leadership roles. A report by The Future Leaders Trust, Teaching Leaders and TeachFirst estimates that England will need between 14,000 and 19,000 additional school leaders by 2022.<sup>28</sup>
39. **Vacancy rates:** According to the DfE statistics, there was a decrease in the number of full-time classroom teacher vacancies in November 2015 from 1,730 to 1,430.<sup>29</sup> We acknowledge that this snapshot of vacancy rates does not paint an accurate picture of what is happening in schools and the measures that head teachers are having to use to ensure that there is a teacher in front of every class. We know from our members that posts are difficult to fill and this carries by region and subject.
40. The government has again failed to meet the Teacher Supply Model targets in 14 out of 18 subjects. Overall the percentage of entrants to initial teacher education was the same as last year although the total number is more than 500 fewer.<sup>30</sup> The situation is particularly grave in maths, physics, computing and design and technology.<sup>31</sup> But there are likely to be shortages of teachers even in the subjects which have met their trainee targets because not enough teachers have been trained over the past four years.
41. Government data shows that 15% of English Baccalaureate lessons were taught by teachers who were not subject specialists.<sup>32</sup> Teaching out of their subject area increases the stress and workload for those teachers.
42. **Teacher retention:** Education Datalab<sup>33</sup> undertook research into the Initial Teacher Training route and retention. The key findings from their report include:-
- three regions of England – North East, North West and South West – appear to have large numbers of new qualified teachers who do not join a state-sector school immediately after achieving QTS;

---

<sup>27</sup> National Audit Office, *Training New Teachers*, February 2016

<sup>28</sup> The Future Leaders Trust, Teaching Leaders and TeachFirst, *The School Leadership Challenge:2022*, November 2016

<sup>29</sup> Teacher workforce census November 2015 - Table 15 - <https://www.gov.uk/government/statistics/school-workforce-in-england-november-2015>

<sup>30</sup> Schools Week, *Six Things You Need to Know About Recruitment*, 2 December 2016

<sup>31</sup> DfE, *Initial teacher training: trainee number census - 2016 to 2017*, November 2016

<sup>32</sup> DfE, *School Workforce in England: November 2015* (Table 13), June 2016

<sup>33</sup> Education Datalab, *Linking ITT and workforce data: (Initial Teacher Training Performance Profiles and School Workforce Census)*, July 2016

- those studying on undergraduate with QTS courses have low initial retention rates in the profession, though Education Datalab do not know whether this results from subsequent choices made by the individual or recruitment decisions made by schools;
  - Teach First has very high two-year retention rates, but thereafter their retention is poorer than other graduate routes;
  - ethnic minority teacher trainees have very low retention rates; and
  - individuals who train part-time or who are older have much poorer retention rates, which may simply reflect other family commitments that interfere with continuous employment records.
43. A parliamentary written answer revealed that 30% of the teachers who joined the profession in 2010 had quit within five years.<sup>34</sup> This ties in with the EPI's findings that only 48% of the teaching workforce in England has ten or more years' teaching experience.<sup>35</sup> The rate of those leaving the profession must be addressed if educational standards are going to be maintained, never mind rise.
44. Howson has stated that some of the reason for this is the public sector pay restraint and notes that the last teacher recruitment crisis was only resolved with the government took the brakes off and allowed rapid pay rises.<sup>36</sup> We believe that teacher workload and the standing of the profession will also need to be improved before we can turn the tide.
45. The Minister states that they are hoping for more career changers to consider teaching but, as Education Datalab's research shows, retention from older trainees is worse than in other categories.<sup>37</sup>
46. Both the overall numbers and the proportion of teachers leaving the profession each year continues to increase. Over one-in-ten teachers in the state-funded sector left it in 2015 (10.6%). In March 2010, before pay freezes and a 1% pay cap were introduced, the wastage rate was just 8.4%. The proportion of wastage accounted for by teachers retiring has almost halved in that time. This means that teachers are leaving the English state-funded education system in increasing numbers, and increasingly by their own choice. (Table 6)

---

<sup>34</sup> Gloria De Piero, Parliamentary Question 48673, 13 October 2016

<sup>35</sup> Education Policy Institute, *Teacher workload and professional development in England's secondary schools: insights from TALIS*, October 2016

<sup>36</sup> BBC, *New teachers: 30% of 2010 intake quit within five years*, 24 October 2016

<sup>37</sup> Education Datalab, *Linking ITT and workforce data: (Initial Teacher Training Performance Profiles and School Workforce Census)*, July 2016

**Table 2:** Wastage rates for teaching (England)<sup>38</sup>

	AS AT END MARCH	AS AT NOVEMBER (PROXY FOR THE ACADEMIC YEAR)				
	<b>2009-10</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
Total leavers from teaching ( <b>full and part-time</b> ) in the state-funded sector (headcount)	38,850	44,530	43,440	45,640	49,110	50,150
Wastage rate	8.4	9.6	9.4	9.7	10.4	10.6
Left English state-funded schools (non-retirement)	28,860	27,910	28,000	31,510	35,760	39,000
Retired	11,090	16,360	15,170	13,920	13,130	11,140

47. **Teacher Workload:** Teacher workload remains a concern for our members and a major reason cited by those leaving the profession. ATL's Workload Tracker has revealed that full-time teachers work an average of 54 hours a week throughout the year, of which 16 hours are outside normal working hours. This chimes with the EPI's analysis of the Talis data which showed that teachers in England are working longer hours than in most other countries.<sup>39</sup>
48. EPI's analysis also shows that "long hours, low starting pay and limited access to professional development create a risk of teacher 'burn out', especially in the early stages of careers".<sup>40</sup> We agree with the concerns raised by EPI that excessive workload is hindering access to CPD and therefore stifling opportunities for making improvements to teaching practice to benefit pupils.
49. **Ethical Leadership:** Although pay is an essential element in both attracting and retaining teachers within the profession it is not the only element. ATL, through AMiE, its leadership section, is promoting a model of ethical leadership. We believe that school leaders should be encouraged to be supportive of their staff and treat them in such a way as to get the very best from them but also to help retain them within the profession by creating the best conditions for teaching and learning in schools. Our publication, *Business and usual: the increasing corporatisation of education leadership and management*,<sup>41</sup> and the associated training sessions has proved very popular among our members.

<sup>38</sup> DfE, School Workforce in England: November 2015 - Table 7a, June 2016

<sup>39</sup> Education Policy Institute, *Teacher workload and professional development in England's secondary schools: insights from TALIS*, October 2016

<sup>40</sup> Education Policy Institute, *Teacher workload and professional development in England's secondary schools: insights from TALIS*, October 2016

<sup>41</sup> ATL/AMiE, *Business as Usual*, October 2016, <http://amie.atl.org.uk/help-and-advice/workplace/business-as-usual.asp>

50. **Schools' financial position and the impact of annual teachers' pay awards on school budgets:** The direction to the public sector review bodies that the government 'will fund public sector workforces for a pay award of 1 per cent for four years from 2016/17' while at the same time increasing the National Minimum Wage and introducing the National Living Wage places schools in increasingly difficult financial positions. ATL fully supports the government's aim to increase the earnings of the lowest paid in society but where this impacts on the public sector the government must be prepared to provide sufficient funding. Schools are, however, having to find the money from their existing budgets to meet these increases which means that they have less available for salary increases for other staff or have to make cuts.
51. ATL support staff members in Durham are currently in dispute over a move to transfer them to term-time only contracts – a move which will reduce their earnings by 23%. This is a stark example of the decisions that schools are having to make across the country to be able to manage school budgets. We have many other instances of schools making support staff redundant which has an adverse impact on the learning of pupils – particularly those in most need – and increases teacher workload.
52. **National Funding Formula:** We are awaiting information from the government on the National Funding Formula (NFF). The uncertainties created since the announcement of major changes to the way in which schools are to be funded has resulted in schools being reluctant to invest or recruit. We believe that the NFF will only reshuffle existing money and that almost all schools will suffer a real terms loss. We calculate that 92% of schools will be worse off if the government does not increase the overall amount of funding for schools, and that the funding formula would not be fair if the most disadvantaged children are hit hardest, which would be the case if the government simply redistributes the existing amount of funding.<sup>42</sup>
53. ATL, in partnership with the NUT, have a website which models the potential impact of implementing the NFF.<sup>43</sup> The website currently uses the f40 Group's methodology for calculating the changes but this will be updated once the government releases details of the NFF. The data shows that the average real terms loss for primary schools would be £96,481 (£401 per pupil) and for secondary schools would be £290,228 (£365 per pupil).<sup>44</sup>
54. The government's funding freeze per pupil, combined with the impact of inflation and increases in employer cost increases imposed by government,

---

<sup>42</sup> [www.schoolcuts.org.uk](http://www.schoolcuts.org.uk)

<sup>43</sup> [www.schoolcuts.org.uk](http://www.schoolcuts.org.uk)

<sup>44</sup> ATL, *Disadvantaged children likely to be hit hardest by Government changes to school funding, shows new School Cuts interactive website from NUT and ATL*, 4 November 2016

is likely to mean that in real terms, schools will lose huge amounts of money rising to £2.5 billion a year by 2020.

55. We have heard from our members that more schools have had to set deficit budgets. One head teacher has stated that over the last few years he has spent in excess of £2million maintaining staffing levels and avoiding teacher redundancies but he now has no more leverage and so is looking at increasing teaching time, not replacing staff when they leave and looking to cut more support staff posts.
56. We are also aware of schools cutting subjects from the timetable or reducing enrichment or extra-curricular activities. We believe that all pupils are entitled to a diverse and rich curriculum. Some of the cuts in minority GCSE's and A Levels are due directly to funding but also partly as a result of the introduction of the E-Bacc and the fixation with Progress 8.

### **Wales**

57. ATL is concerned at the proposal in the Wales Bill to devolve teachers' pay and conditions to the Welsh Government. We believe that this will have a detrimental impact on the earnings of teachers in Wales and may lead to Welsh teachers migrating to England or leaving the profession altogether. However, if devolution is to go ahead then there are safeguards that must be in place to ensure that teachers in Wales:-
  - do not see any fall in their current earnings;
  - there is a robust and evidence based mechanism in place to ensure their earnings keep in line with earnings of teachers in England and the wider economy; and
  - that the national pay structure, which has so far been successfully retained in Wales, remains in place.

### **The way ahead**

58. Teachers need a strong response from the STRB to show them that there is light at the end of the tunnel. Teachers are looking to the STRB for a clear roadmap out of the government imposed pay restraint, an immediate increase to their salaries to redress years of loss and a return to remits which allow the review body to assess the evidence on recruitment, retention and workload. Steps must be taken to halt and reverse the crisis in teacher supply, including among school leaders.
59. Teaching must remain an attractive and rewarding profession but one that is also manageable and does not burn-out and dispose of teachers at an alarming rate.