

TEACHERS' PAY AND CONDITIONS

The ACAS talks are fast becoming another pay round rather than a fundamental restructuring of the profession. The suggested response as set out in paragraph 9 strikes just the right balance between offering encouragement to the constructive aspects of ACAS while being sceptical and even critical of certain features of the agreement.

The Left-led coalition of unions and employers is looking to trip up the Government. It is crucial that in our response we do not provide them with opportunities they might exploit. Three areas seem particularly delicate.

1. The cost of the deal

At this stage the Government must refuse to be drawn into answering the only question being put by both sides: "Will it fund the deal?"

It is particularly important:

- i. to emphasise that £1,250m will be available, subject to the conditions being met; and
- ii. to invite LEAs to put forward proposals for increased efficiency (Audit Commission) which could be used to finance further expenditure.

2. The Pay Structure

This is the most detailed part of the agreement, and is clearly unacceptable. The escalator is too steep and there are far too few merit awards, which are crucial to managing the teaching profession.

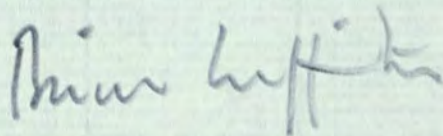
The choice is between expressing reservations now or waiting until the agreement is complete. It is best to speak out now. This could be done by restating the conditions of 5 August 1985 which Keith Joseph attached to the £1,250m, and quoting from the Government's submission of evidence to ACAS (see attached).

3. The MAIN Report

The unions will strongly object to the Government's desire to compare ACAS and MAIN. It would seem far better not to make this explicit, but to play for time through other ways.

Tactically we need to put the ball in their court by:

- i. informing them that we cannot make a decision until we have seen the full agreement; and
- ii. inviting the LEAs to come forward with proposals for funding based on greater efficiency.



BRIAN GRIFFITHS

5 AUGUST 1985

## STATEMENT BY SECRETARY OF STATE FOR EDUCATION AND SCIENCE

The Government's plans for Better Schools depend on a well qualified and well trained teaching force committed to achieving the planned improvements in curriculum, examinations and standards of achievement. Work in hand to improve initial and in-service teacher training is all directed towards making our schools better.

The recent fall in school rolls has sharply reduced promotion opportunities. The Government believes a substantial improvement in teachers' career prospects is needed. That is why I told the local authority associations and the teacher unions in May - filling out and confirming the offer made in July 1984 - that the Government would be willing to provide conditionally some additional resources for teachers' pay in 1986-87. The condition is an acceptable and firm agreement in principle by October 1985 which would ensure progress towards the Government's objectives. This timing would enable those resources to be incorporated in the Rate Support Grant settlement for 1986-87. Little clear progress has so far been made in response to this initiative, and disruption in the schools has continued. It is essential to achieve a lasting settlement which will enable school work to proceed steadily, and which will support the necessary improvements in quality.

In order to make the position clear the Government has decided to announce the level of the additional resources which, if acceptable progress is made by October, it would be willing to provide for teachers' pay by local education authorities in 1986-87 and over the three following years. These resources are additional to what would be provided in the course of normal annual public expenditure planning and pay negotiations.

As I made clear in May, the Government is looking for a firm agreement by October which would ensure progress towards two broad objectives.

1. A clear definition of the range of teachers' duties linked to their contracts of employment. I issued in May a note setting out the Government's provisional view of these duties (of which a copy is attached).

2. A pay structure providing substantially more promotion opportunities for the better teachers to higher scales than are at present available combined with promotion arrangements and differentials designed to recruit and motivate teachers of the right quality across whole range of school responsibilities.

The Government looks for an agreement under which it would be explicitly recognised that employing authorities would take account of all relevant factors - including their assessments of the quality of individual teachers' work, the responsibilities attached to particular posts, the demand for specific skills and qualifications, and the difficulty of filling particular posts - in considering promotion to the higher scales.

Provided acceptable agreements on these issues are reached by October, and there is an end to disruption in the schools, the Government would be willing to provide for up to an additional £200 million expenditure by local education authorities on teachers' pay in England and Wales in 1986-87, rising in broadly equal steps to a maximum of up to £450 million in 1989-90. The Government would be willing to see part of those resources used to help pay for the mid-day supervision of schools by teachers, or by other persons, if it is agreed that such supervision should not form part of teachers' standard duties.

I must emphasise that there will not be any addition for this purpose to the 1986-87 Rate Support Grant settlement unless acceptable agreements are reached by October and there is an end to disruption. There is still time for agreements to be reached. I urge the teacher unions to end their plans for further disruption, and direct their energies to negotiating the necessary agreements and to the education of the pupils in the schools.

## TEACHERS' PAY AND DUTIES

1. At the meeting at ACAS on 7 March the ACAS panel asked that the various interests represented should put on paper a brief indication of the main issues and of their position on them. This paper is the Government's response to that request.

2. The Government believes that the teaching profession is of outstanding importance to the future of the country. As was stated in paragraph 1 of the White Paper "Teaching Quality" (Cmnd 8836, published in March 1983):

"The teacher force... is the major single determinant of the quality of education. The supply, initial training, appointment and subsequent career development and deployment of school teachers are of vital concern to the Government and to the nation."

3. The Government has developed, both in "Teaching Quality" and in the March 1985 White Paper "Better Schools" (Cmnd 9469), policies for the improvement of school education in England and Wales. The Government believes that, over a period, pupils' achievements can be considerably improved. For this goal to be reached there must be a teaching force of the right quality which is properly trained, motivated, managed and paid.

4. The experience of the last few years has deepened the Government's conviction that these matters cannot be tackled in isolation one from another. To consider pay alone is not enough. The real need is to set the teaching profession on a new footing for the future. Moreover, given the need to maintain firm control over public expenditure (in the interests of reducing inflation, interest rates and taxation) and to ensure that resources are available to support growth and fuller employment throughout the economy, this new deal, while providing greater job satisfaction and better career prospects for teachers, will also need to ensure that the resources used in education

are deployed to maximum advantage.

5. With that in mind, the Government sees the principal issues which need to be tackled as follows:

- the creation of a pay structure giving more pay to effective teachers and offering pay levels and promotion prospects which will attract, retain and motivate people of the right quality in each part of the country. The pay structure also has to meet schools' needs for mathematicians, physicists and others in short supply. (In paragraph 7 there is a brief description of one possible practical application of these broad principles.) The Government has already acknowledged that good teachers should be paid more. However, to devote scarce resources to an undifferentiated increase without restructuring would not begin to deal with the problems of the profession.
- levels of pay should be looked at in today's circumstances rather than in relation to historical comparisons, which are crucially dependent upon the choice of base date. The exercise must also take account of the Government's objective of keeping public expenditure under control and what the taxpayer and ratepayer can afford.
- a formal clarification of teachers' duties covering the full range of their professional responsibilities. This clarification should be imported into the individual teacher's contract of employment. Any clarification will need to recognise the distinction between duties undertaken under the direction of the head teacher and those duties (such as preparation and marking) which are discharged at a time and place of the teacher's own choosing. It is possible to set a period of time within which the former duties must be performed;

how and when the latter set of duties is performed must be left to the professional discretion of the teacher. If there is to be improved performance and quality in the schools, it is vital that teachers should know what is expected of them; their employers and indeed society as a whole should know what they can reasonably expect of teachers.

- the introduction of more systematic management at both local education authority (LEA) and school level, both to oversee the performance by teachers of their specified duties and to establish effective arrangements for the appraisal, in-service training, deployment, and career progression of teachers.
- the arrangements for settling teachers' pay and conditions of service together in the future. The current arrangements (with pay negotiated in the Burnham Primary and Secondary Committee and conditions in CLEA/ST) have not delivered satisfactory results. The Government would welcome proposals for changes in current arrangements that would offer the prospect of being a real improvement on present arrangements and allow pay and conditions of service to be determined in the same forum as part of an integrated package.
- the restoration of morale amongst teachers whose committed and conscientious performance is vital to the achievement of the Government's educational objectives and the raising of educational standards. The Government believes that changes along the lines set out above would restore morale and improve opportunities for career progression on merit.

6. On 5 August 1985 the Secretary of State for Education and Science made a statement setting out the Government's position. This is attached as Annex A. The statement includes the Government's

provisional view of what teachers' duties should be: since then the Government has accepted that midday supervision should not lie within the range of teachers' duties. The statement also announced the Government's willingness to see additional expenditure in future years if a satisfactory agreement could be reached on a new pay-structure and a definition of duties. In the autumn it was announced that £40 million a year would be devoted to new arrangements for midday supervision. The Government remains willing to release the rest of the extra resources from 1986-87, by increasing public expenditure provision and contributing its share through the Rate Support Grant mechanism, if a satisfactory agreement can be reached. The Government has made no new commitment to allow for extra spending on teachers' pay. When the ACAS-assisted negotiations are complete, their conclusions will be considered in full by the Government.

7. On 12 September 1985 the Management Panel made a unanimous offer designed to meet the conditions for the release of extra resources announced on 5 August. The terms of this offer are at Annex B. It was rejected by the Teachers' Panel and subsequently overtaken by a revised Burnham offer. The Government believes, however, that the 12 September package included important elements which ought to be reflected in any future agreement. These were the incorporation of a clear definition of teachers' duties; better induction arrangements for new entrants; appraisal for all to help professional development and to inform management decisions; far more promotions - an extra 74,000 or one-fifth of all teachers excluding heads and deputies; better opportunities for rewarding good teachers and teachers with skills which are in short supply; and better rewards for the heads and deputies who are responsible for running the schools. Attention is called to the 12 September package because it illustrated one way of establishing a closer link between pay and performance and responsibility. Other models are clearly possible.

Department of Education and Science

26 March 1986