



School Teachers'
Review Body

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THIRTY-THIRD REPORT – 2023

Chair: Dr Mike Aldred



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**Presented to Parliament by the
Prime Minister and the Secretary of State
for Education by Command of His Majesty**

July 2023



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OUR REPORT AT A GLANCE

Our recommendations

- We recommend increases to teachers' pay of 6.5% at all grades. In addition, starting salaries will rise to £30,000, with variations in London.
- The primary objective of our recommendations is to start to address, in a balanced way, the structural deterioration in the pay of teachers relative to comparable professions and the inadequate recruitment of graduates.
- Over the next school year our recommendations will have a similar cost to the Government's recent offer to teaching and leadership unions, including its non-consolidated elements.

Our conclusions are based on data (see [Chapter 3](#))

- **Nominal earnings growth** has been high compared with the period since 2001. In the three months to February 2023, annual growth in regular pay was 6.6%, and 6.9% for the private sector.
- **Pay settlements:** The median settlement in the three months to the end of March 2023 was 6.0%.
- **The relative value of teachers' earnings** is falling behind the wider labour market (by 10 percentage points since 2010).
- **Salaries for new graduates** are increasing and are 12% higher than four years ago.
- **Teacher recruitment** is significantly missing targets, by 41% across all secondary subjects with five subjects falling short by more than 60%. The trend on recruitment is worsening.
- **The teacher leaving rate** is relatively stable at 8.1% but remains a risk area.
- **Price inflation:** CPI increased by 10.1% in the year to March 2023. This negatively impacts living standards and earnings growth.
- **Funding:** In the next school year our recommendations will cost approximately £1.6bn, similar to the total cost of the offer made to the teacher and leadership unions in March this year, including its non-consolidated elements. Given the constraints on schools, adequate funding should be put in place to accompany the pay increases.
- **Investment is needed** to proactively manage the worsening recruitment position and declining competitiveness of teacher pay. It will be more cost-effective to act sooner rather than later. The cost of failure is high: it affects teaching quality and adversely impacts on children's education.

Broader observations (see [our observations in full](#))

- The existing obligation on schools to operate performance-related pay progression should be withdrawn, pending further work.
- Further collaborative action to deliver a meaningful reduction in workload is a priority.
- In future, targeting remuneration to address particular workforce challenges should be considered.
- Further work to develop career pathways and supporting structures should proceed as soon as practicable.
- Detailed equality and inclusion data should be reported annually.

CHAPTER 1

Introduction and context to the remit

- 1.1 This chapter sets out the context to our consideration of the remit, explains our approach to conducting the review and outlines the structure of this report.
- 1.2 The School Teachers' Review Body (STRB) is an independent body, established in 1991, that provides advice on the pay and conditions of school teachers in England to the Prime Minister and the Secretary of State for Education. As specified in the Education Act 2002, the role of the STRB is to consider matters referred to it by the Secretary of State and provide recommendations.
- 1.3 Our current membership is:
 - Dr Mike Aldred (Chair)
 - Mark Cornelius
 - Harriet Kemp
 - John Lakin
 - Lynn Lawrence
 - Martin Post
 - Claire Tunbridge
 - Dr Andrew Waller

Context to the current remit

- 1.4 During the last year, school teachers and leaders have continued to manage the ongoing impacts of the pandemic. This has included handling continued high levels of pupil absence which have not returned to pre-pandemic levels. Higher rates of persistent absence lead to significant disruption to learning for all. Schools are also seeing increases in serious mental health issues with long waits for specialist help. In many cases, pupils do not meet the threshold for specialist help but require additional support (such as counselling), making support for catch-up learning more challenging.
- 1.5 Schools continue to report funding pressures. These have been exacerbated by the impact of inflation across the range of expenditure areas, most notably energy costs, which have multiplied for many schools.
- 1.6 Recent months have also seen industrial action by teachers in their campaign for improved pay. At the time of submitting our report, this action continues following the rejection by members of the teacher and leadership unions of the Government's latest pay offer.

The STRB's recommendations in our 32nd report

- 1.7 Our 32nd report was delivered to the Government in June 2022 in response to its request for pay recommendations effective from both September 2022 and September 2023.
- 1.8 For changes effective from September 2022, we recommended increases ranging from 8.9% for starting pay to 5.0% for the majority of pay and allowance ranges, averaging 5.4% overall. The recommendations effective from September 2022 were accepted in full by the Government.
- 1.9 We also recommended, effective from September 2023, increases ranging from 7.1% for starting pay to 3.0% for the majority of pay and allowance ranges, with a review mechanism to ensure that the recommended pay levels remained appropriate. In responding to our report, the then Secretary of State said that, after careful consideration, he believed it was not appropriate to determine the pay awards for both years and would therefore not be implementing the award from September 2023.

The remit for the STRB's 33rd report

- 1.10 We received our remit letter from the Secretary of State on 15 November 2022¹. The letter stressed the need to strike a balance between recognising the vital importance of teachers and public sector workers and delivering value for the taxpayer, considering private sector wages, the UK's public sector debt and inflation. The letter also asked the Review Body to carefully consider the impact that a pay award would have on schools' budgets.
- 1.11 The remit letter set out the following matter for recommendation:
 - An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2023/24. This should aim to promote recruitment and retention whilst taking into account the Government's commitment to uplift starting salaries to £30,000 and the cost pressures facing both the school system as a whole and individual schools.
- 1.12 The remit letter also referred to the shared aim of providing a coherent and fulfilling career path for teachers and sought the STRB's initial view on areas within its scope which would most benefit from future exploration. It said this should be considered in the context of the Government's ambitious professional development reforms in Initial Teacher Training, the Early Career Framework and National Professional Qualifications.
- 1.13 In making its recommendations, the remit letter stated that the STRB should have regard to:
 - Potential equalities impacts associated with any changes proposed to the School Teachers' Pay and Conditions Document (STPCD).

¹ Gov.uk (2022) *School Teachers' Review Body (STRB) remit letter for 2023* - <https://www.gov.uk/government/publications/school-teachers-review-body-remit-letter-for-2023>

- The cost pressures that schools are already facing and may face over the year (and how they affect individual schools).
- The need to ensure that any proposals are not too difficult or onerous for schools to implement.
- Evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates and the quality of candidates entering the profession.
- Evidence of the wider state of the labour market in England.
- Forecast changes in the pupil population and consequent changes in the level of demand for teachers.
- The Government's commitment to increasing autonomy for all head teachers and governing bodies to develop pay arrangements that are suited to the individual circumstances of their schools and to determine teachers' pay within the statutory minima and maxima.

1.14 The remit letter requested a report from the STRB in May 2023.

The pay review process

- 1.15 Following receipt of the remit letter in November 2022 we invited our statutory consultees to submit initial written representations and evidence by 27 January 2023. The Department subsequently informed us that it would be unable to meet this deadline. The Review Body set a revised timetable, seeking written submissions from all consultees by 22 March. Notwithstanding this delay in evidence submissions, our report is being submitted to the Secretary of State and Prime Minister in May 2023, as requested.
- 1.16 Any delay to the process is unfortunate and adds to the existing concerns of consultees about the timing of the publication of our reports and the Government's decision on pay increases, increasingly at the end of the academic year, which makes timely implementation more challenging for schools.
- 1.17 After initial written evidence was received, links to the submissions were shared with all consultees who were invited to make a supplementary submission commenting on other parties' representations by 12 April 2023.
- 1.18 The STRB conducted oral evidence sessions with eight consultees during April 2023. We would like to thank our consultees for adjusting to the revised timetable and for their time and effort in contributing to these sessions.
- 1.19 During the oral evidence sessions, we sought views and evidence from representatives of each consultee organisation on the details of the remit matters we were asked to consider, including on related aspects of school funding and the teacher labour market. We challenged and sought clarification on points presented in their written submissions and sought their views on other consultees' evidence. We conducted oral evidence sessions with: the Department, including the Secretary of State; teacher and head teacher unions and associations; employer representatives; and school governor representatives. A summary of the key points raised in the

written and oral representations from our consultees, together with links to the full submissions, is set out in [Chapter 2](#).

- 1.20 In addition to considering the evidence and representations received from our consultees, we commissioned from our secretariat our own analyses of the teaching workforce, based on a range of statistics and research that are cited in this report and presented more fully in the [Analytical Annex](#). As in previous years, we have carefully examined data on the recruitment and retention of teachers, the wider labour market for graduates and teachers' pay. Given our submission date of May 2023, the report has drawn on data published up to the end of April 2023.
- 1.21 As part of our regular annual programme of visits, we convened a combination of face-to-face and virtual discussion groups in late 2022 and early 2023 with teachers, school leaders and governors. We heard views on a range of matters including pay, recruitment and retention and school finances. As ever, the discussions strengthened our understanding of the issues and challenges faced by schools and teachers. We would like to thank all the individuals and organisations who facilitated the visits and shared their views with us. A summary of the key messages we took from this year's visit programme is provided at [Appendix C](#).

CHAPTER 2

Representations from our consultees

Introduction

2.1 This chapter provides an overview of the key points raised in the representations the STRB has received from its consultees. It aims to reflect their perspectives on the matters in this remit. After considering the views of the Department and other consultees, the STRB forms an independent view, which is set out in [Chapter 3](#). Consultees' views are grouped under the following headings:

- Context to this year's remit.
- The main pay award for September 2023.
- The teacher labour market.
- School funding and affordability.
- The wider pay and conditions framework, including structural issues.

2.2 For each topic above, we have set out a brief summary of the Department's views, followed by those of our other consultees. Where relevant, this reflects comments made in oral and written evidence.

2.3 The following consultees made written submissions: ASCL, BATOD, Community, the Department, NAHT, the NASUWT, NEOST, the NEU, and NGA. In addition, five of the teacher and school leader unions (ASCL, Community, NAHT, the NASUWT and the NEU) submitted a joint statement. Supplementary submissions were received from five consultees: ASCL, Community, NAHT, the NASUWT and the NEU. The full written evidence submitted to the STRB this year by each consultee, including supplementary evidence where provided, can be accessed using the following links:

- [ASCL](#)
- [ASCL supplementary evidence](#)
- [BATOD](#)
- [The Department for Education](#)
- [Community](#)
- [Community supplementary evidence](#)
- [Joint union statement](#)
- [NAHT](#)
- [NAHT supplementary evidence](#)
- [The NASUWT](#)

- [The NASUWT supplementary evidence](#)
- [NEOST](#)
- [The NEU](#)
- [The NEU supplementary evidence](#)
- [NGA](#)

2.4 We also noted the evidence sent to all pay review bodies by HM Treasury:

- [HMT](#)

Context to this year's remit

The Department's views

- 2.5 In its evidence, the Department said one of its top priorities was to ensure that it continued to attract, retain and develop the high-quality teachers needed to inspire the next generation, and that teaching should remain an attractive career.
- 2.6 It noted the COVID-19 pandemic and highlighted the crucial role teachers play in children's lives. It recognised the importance of investing in teachers and delivering a motivating career path for the whole profession.
- 2.7 The Department also emphasised that the pay award needed to balance recognising the vital importance of public sector workers with delivering value for money for the taxpayer. In oral evidence, the Secretary of State expressed her disappointment that teachers had not accepted the offer made by the Government in March 2023.

Other consultees' views

- 2.8 Other consultees noted a range of concerns relating to pay, funding, the workforce and the Pay Review Body process. Key points made included:
- Teachers had experienced very significant real-terms pay decreases and a restorative pay award was therefore required.
 - Many schools' budgets were extremely challenging; this was heightened by cuts to support services, increasing energy costs and recent support staff pay awards.
 - Teacher and school leader supply were worsening with action required to address both recruitment and retention. There were significant issues across all phases and levels of experience. Teachers in England have the lowest average tenure in the OECD. Several consultees pointed to diminishing teacher morale.
 - In oral evidence, the teacher and leadership unions expressed their disappointment at the pay offer from the Government following negotiations in March. Members of ASCL, Community, NAHT, the NASUWT and the NEU had rejected the offer.
 - Several consultees felt the Government had repeatedly constrained the STRB's ability to recommend appropriate pay awards such that the credibility of the Review Body process was now in jeopardy. They suggested the STRB should

demonstrate greater independence by putting to one side the Government's framing of the remit.

The main pay award for September 2023

The Department's views

- 2.9 The Department invited the STRB to make recommendations with effect from September 2023. In line with its aspiration to achieve a starting salary in the rest of England of £30,000 by 2023, its written evidence proposed an uplift of 7.1% to the minimum of the Main Pay Range with progressively smaller uplifts to points M2 to M6, and a 3.0% award for all other teachers and leaders. It said its proposals equated to a paybill increase of 3.5%.
- 2.10 In oral evidence, it revised its position in light of changing affordability assumptions and suggested an overall increase of 4.0% on average was manageable. It also referred to the offer of an award averaging 4.5% that it had made to the teacher and leadership unions in March, for which it said it had provided additional funding.
- 2.11 The Department reiterated its view that targeting pay at early career teachers, including a higher starting salary, remained critical to addressing recruitment and retention challenges where they were most acute. This was in addition to bursaries and retention payments.
- 2.12 It also said that the pay system should reflect the significant contribution of experienced teachers and leaders. While it noted that retention levels for experienced teachers were more stable, it said challenges remained and that recognising the value and importance of experienced teachers and leaders remained a key consideration.
- 2.13 The Department suggested the STRB should consider the broader labour market context, including the overall package received by teachers and that many teachers received pay progression awards. It said that public sector pay needed to be affordable and that increases to public sector pay could exacerbate inflationary pressures.
- 2.14 Overall, the Department said it would like to see recommendations for an award that:
- Delivers the manifesto commitment of a £30,000 starting salary for new teachers.
 - Provides awards for all teachers and leaders comparable with the rest of the public sector and broader workforces, but within the bounds of affordability.
 - Supports schools to manage their overall budgets.

Other consultees' views

- 2.15 There was a strong consensus from the teacher and leadership unions for a fully funded restorative pay award. In their submissions, the unions set out a range of analyses illustrating the real-terms losses to teachers pay since 2010. They also highlighted the damage to pay in comparative terms, including against the wider economy, graduate labour market and through international comparisons.
- 2.16 All unions sought a uniform pay award. While the teacher and leadership unions supported significant increases to starting pay they said this level of increase should

be applied to all teachers and leaders. Some suggested differential pay awards were divisive and, particularly in the context of leaders' pay, that resultant diminished differentials and a flatter structure negatively impacted recruitment into senior roles.

- 2.17 On the question of the Government's proposal for starting pay, several noted that the £30,000 starting salary, originally announced in 2019, had now lost considerable real-terms value, meaning it was less competitive compared to starting salaries in other graduate professions.
- 2.18 Several consultees highlighted the gender pay gap and wider pay inequalities, with some suggesting the gap is higher in schools with greater flexibility on pay matters. In this context it was suggested that the sector was failing in its public sector equality duty.
- 2.19 The teacher and leadership unions all challenged the Government's view on the inflationary impact of public sector pay increases, suggesting this was incorrect and was contradicted by independent economists.

The teacher labour market

The Department's views

- 2.20 The Department suggested recruitment had been uneven in recent years, noting the short-term improvement around the pandemic. However, it said that September 2022 had seen trainee recruitment fall markedly on 2019 figures, noting that teaching has had to compete in a strong graduate labour market.
- 2.21 The Department said challenges were concentrated in certain career phases, in key subjects in secondary schools and in schools with a high proportion of pupils eligible for Pupil Premium funding.
- 2.22 The Department said it was taking a targeted approach to addressing these challenges and provided further information on its various initiatives aimed at improving teacher recruitment and retention.

Other consultees' views

- 2.23 All other consultees highlighted widespread challenges with teacher supply. On recruitment, all highlighted the failure to meet Initial Teacher Training (ITT) targets, the consequential shortage of teachers for a number of key secondary subjects and the significant proportion of hours taught by non-specialist teachers. Some said interim data indicated there would be a further fall in recruitment this year.
- 2.24 Consultees also emphasised continuing retention challenges, including the high numbers of teachers leaving in their early years. Several unions also drew attention to leadership retention which, they said, had worsened in recent years.
- 2.25 Consultees referred to recent analysis by NFER highlighting increased vacancy numbers and a forecast that recruitment in 2023 would continue to be well below the Government's targets. In this context, several suggested that bursaries were insufficient to solve recruitment challenges and that higher pay across the board was required.

School funding and affordability

The Department's views

2.26 The Department's evidence set out a range of affordability considerations for the STRB to take into account:

- The core schools budget including the additional funding announced in the 2022 Autumn Statement.
- Its assessment of what mainstream schools could, on average, afford in new spending before they would face net pressures on budgets.
- The additional financial pressures schools face, including from energy costs.
- The variability in individual schools' budgets.

2.27 Its written evidence indicated an average award of 3.5% (3.0% to experienced teachers and leaders with higher awards to increase starting salaries) would be manageable within school budgets. In oral evidence, the Department said its cost assumptions, particularly in relation to energy, had changed and that an award with an overall cost of a 4.0% on average was now affordable.

2.28 In oral evidence, the Secretary of State referred to the pay offer that had been made to the unions in March 2023. She emphasised that this would have been fully funded, an aspect she felt had not been effectively communicated.

Other consultees' views

2.29 All other consultees insisted that the STRB should not be limited by affordability constraints. They said the Review Body should recommend an award to restore teachers' pay and protect recruitment and retention, and that the question of funding was a separate decision for the Government.

2.30 Several consultees questioned the Department's affordability assumptions. They noted its conclusions were based on national averages, masking the situation for a significant minority of schools, including special schools and Pupil Referral Units. Employers' evidence from NEOST suggested there was a gap between what employers considered to be a 'reasonable' award for teachers and what was affordable within current budgets.

2.31 All other consultees said that an appropriate pay award could not be achieved without additional funding.

The wider pay and conditions framework, including structural issues

The Department's views

2.32 In its evidence, the Department noted that high-quality professional development was important for the career path of teachers, highlighting a 'Golden Thread' of training and development. It said it wanted to ensure that the pay and conditions framework worked to support and reinforce diverse career paths such that teachers and leaders were attracted to, and remained in, the profession.

2.33 The Department also said it supported a multi-year approach to reviewing this area of work and would consider next steps, including whether they should form part of future STRB remits. Pending the STRB's initial views on these issues, the Department did not provide its own views on potential changes, although it did note that workload and school flexibilities were important factors to consider in supporting an effective career path.

Other consultees' views

2.34 Some consultees suggested the current remit letter ignored key pay structure issues, only inviting the STRB to offer an initial view on areas of limited scope. Teacher and leadership unions called for a broader review of the pay framework, including the restoration of a national pay structure and the removal of performance-related pay progression.

2.35 Most consultees highlighted the ongoing workload challenges, with some calling on the STRB to demand a remit on this issue. The leadership unions sought working time protections for school leaders.

2.36 There were mixed views on flexible working in schools, with some suggesting that practical constraints limited schools' ability to offer more and making the point that they did not view part-time working as flexible working. Others pointed to existing examples of good practice and suggested schools could do more.

2.37 Other specific proposals included:

- The NASUWT and the NEU proposed a six-point mandatory pay scale for classroom teachers, without a performance-related element or a pay threshold to hinder progression.
- NAHT proposed a 'professional pay continuum' with improved pay differentiation between levels of responsibility.
- Several consultees suggested changes to the use of Teaching and Learning Responsibility payments (TLRs), including fixed value points and improved guidance on eligibility. NGA proposed a middle leader range to negate the need to award TLRs.
- The NASUWT and the NEU called for supply teachers to be brought within the national pay and conditions framework.
- ASCL and NAHT called for Business Managers to be included in the national pay and conditions framework.
- All consultees sought greater action and analysis to understand and eradicate pay inequalities.

2.38 On the specific question of the issues highlighted in this year's remit, several consultees said that a diverse range of career pathways did not exist in teaching, suggesting there was an over-emphasis on a linear hierarchical pathway to leadership. Suggestions included pathways for teaching specialists, mentors and Special Educational Needs and Disabilities (SEND) professionals.

2.39 All consultees agreed they would be content to contribute to future work on structural issues. Some raised concerns about the status of organisations outside the statutory consultees who might be consulted on these matters.

CHAPTER 3

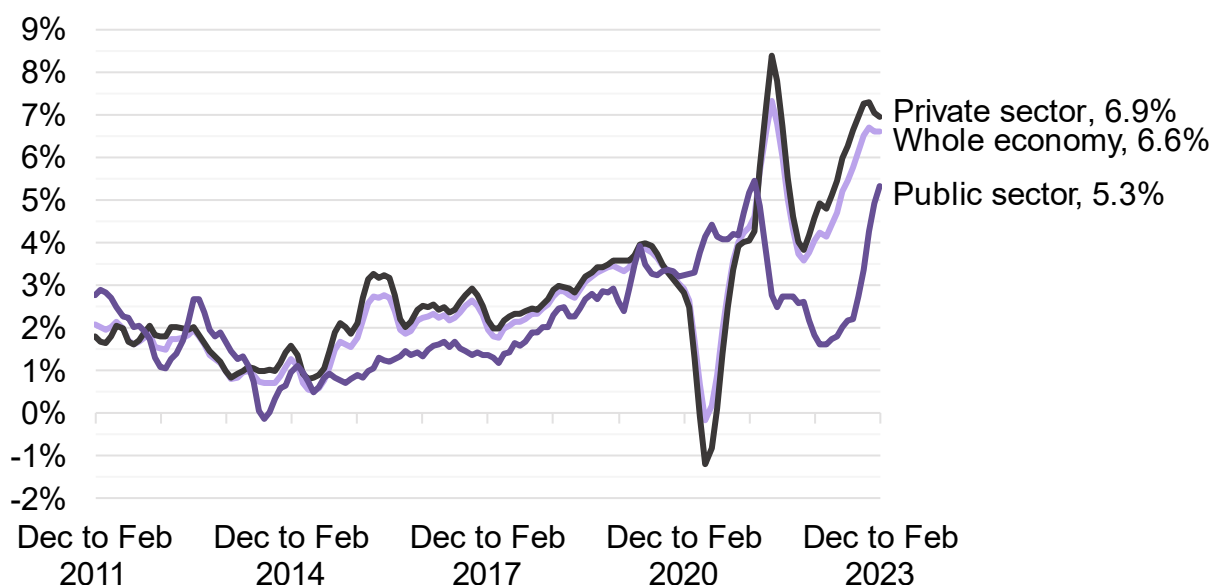
Our conclusions and recommendations

Introduction

- 3.1 This chapter provides the recommendations of the STRB to the Prime Minister and Secretary of State on changes to the teacher pay and allowance framework effective from September 2023. Details of the remit and the factors we were asked to consider are set out in [Chapter 1](#) and [Appendix A](#).
- 3.2 The detail of consultee evidence, wider information and analysis is provided elsewhere in this report (see [Chapter 2](#) and the [Analytical Annex](#)). We have given careful consideration to the evidence presented by our consultees.
- 3.3 In this chapter we start by summarising themes from the relevant evidence and illustrate them with a selection of data drawn from our wider evidence base. We then proceed to set out the conclusions we have drawn and our recommendations.

Earnings growth

Figure 1: Average Weekly Earnings annual growth rates, regular pay, Great Britain, December to February 2011 to 2023².



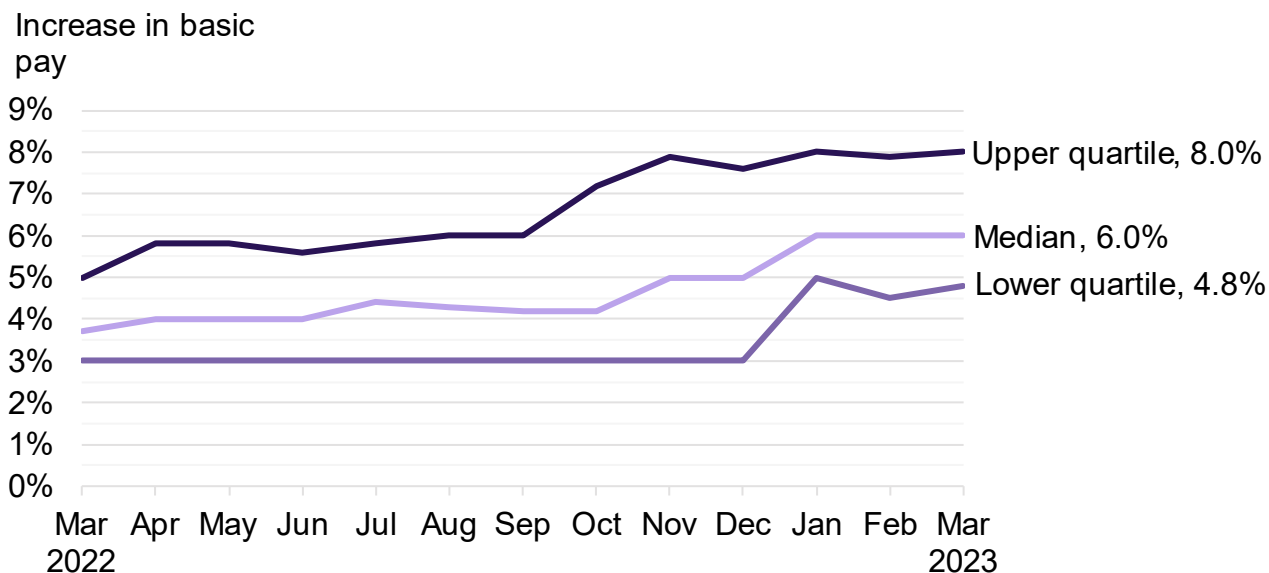
- 3.4 Earnings growth in the rest of the economy is an important factor affecting the ability to recruit and retain teachers. The Government's economic evidence suggested that public sector earnings growth should retain broad parity with the private sector.

² ONS (2023) *EARN01: Average weekly earnings*, released 18 April 2023 - <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/averageweeklyearningsearn01>

3.5 The current rate of nominal earnings growth is high compared with the period since 2001. In the three months to February 2023, annual growth in regular pay across the economy was 6.6% and 6.9% for the private sector³.

Pay settlements

Figure 2: Economy-wide pay settlements, percentage increase in basic pay, three months to the end of March 2022 to March 2023⁴.



3.6 Pay settlements are another indicator of pay trends across the economy and a further measure of the competitiveness of teachers' pay. While earnings growth reflects past increases in pay, settlements are a forward indicator of changes.

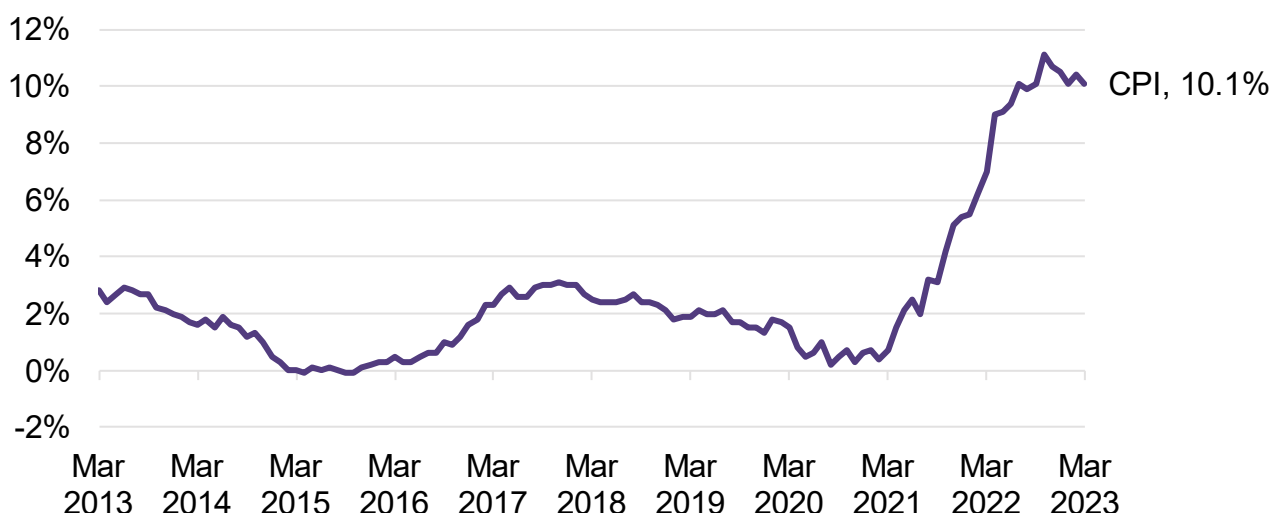
3.7 The latest pay settlements data suggest awards have increased since December. The median settlement in the three months to the end of March 2023 was 6.0%.

³ ONS (2023) *Average weekly earnings in Great Britain: April 2023* - <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/april2023>

⁴ OME analysis of XpertHR data. Available to XpertHR subscribers.

Price inflation

Figure 3: Annual CPI inflation rates, UK, March 2013 to 2023⁵.



- 3.8 Price inflation determines the real value of teachers' pay and affects school spending against budgets.
- 3.9 Since April 2022, the 12-month inflation rate as measured by the Consumer Prices Index (CPI) has ranged from 9.0% to 11.1%. The latest data show that CPI rose by 10.1% in the 12 months to March 2023. Prices in March 2023 were 18% higher than two years' earlier.
- 3.10 Price inflation affects the ability to attract and retain when it results in higher general earnings growth if that growth is not also reflected in teachers' pay.

Earnings forecasts

- 3.11 Future earnings forecasts are relevant as they provide a longer-term context.
- 3.12 Earnings growth is expected to fall in the next few years. In its March 2023 forecast, the OBR projected whole-economy earnings growth of 5.0% in 2023 and 1.8% in 2024⁶.
- 3.13 Our recommendations for teachers' pay in this report relate to increases from the September 2022 levels to levels effective from September 2023. The earnings growth data most directly relevant to our consideration are over the same period.
- 3.14 In our view, it would be incorrect to use the earnings growth forecast for 2024 as a basis for deciding increases for teachers' pay effective in 2023. This would be lower than the current wider labour market and would therefore result in a reduction in the competitiveness of teachers' pay.

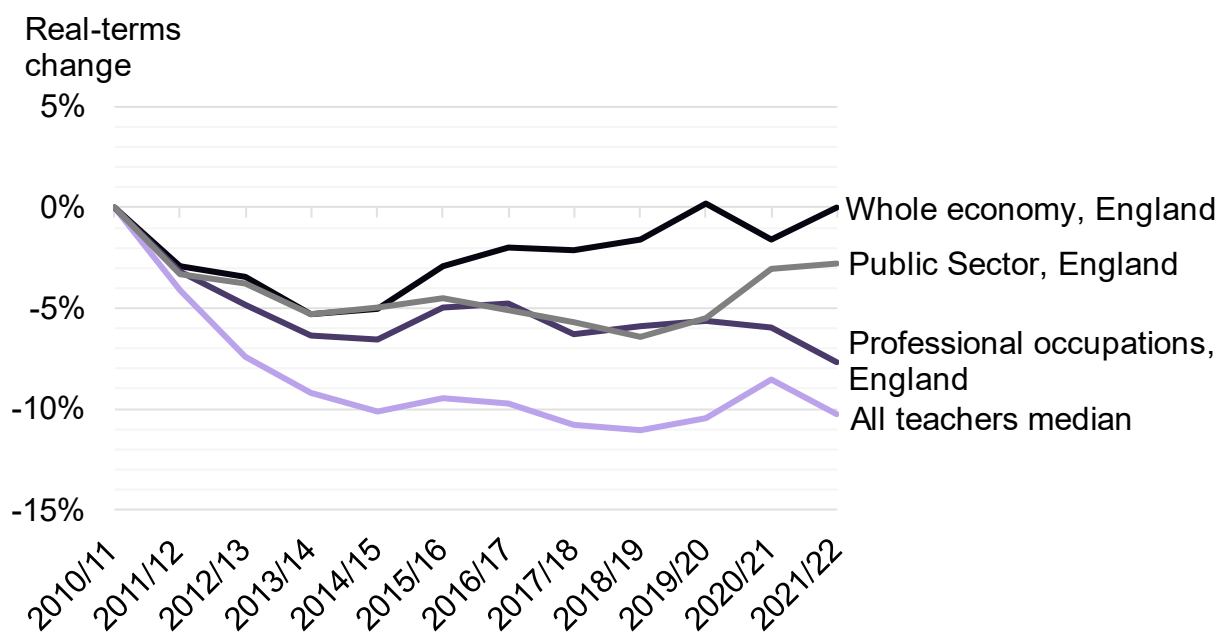
⁵ OME analysis of ONS (2023) *Consumer price inflation, UK: March 2023* -

<https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumerpriceinflation/march2023>

⁶ OBR (2023) *Economic and fiscal outlook – March 2023* - <https://obr.uk/efo/economic-and-fiscal-outlook-march-2023/>

Teachers' relative pay

Figure 4: Real-terms change in median gross earnings for teachers in state-funded schools, the whole economy (England), public sector (England) and professional occupations (England), compared to levels in 2010/11^{7,8,9}.



- 3.15 Teachers' relative pay indicates how the financial attractiveness of teaching has changed compared to other occupations.
- 3.16 The relative value of teachers' earnings fell throughout the early 2010s and has fallen further than earnings across the economy, the public sector and professional occupations.
- 3.17 On a range of comparisons, the competitiveness of teachers' pay has fallen markedly over a number of years.

⁷ Nominal earnings have been adjusted using annual CPI figures (financial year). ONS (2023) *Consumer price inflation tables* -

<https://www.ons.gov.uk/economy/inflationandpriceindices/datasets/consumerpriceinflation>

⁸ Data for the whole economy, public sector and for professional occupations represent full-time median gross annual earnings in England. OME analysis of unpublished ASHE data. 2021/22 figures are provisional. There is a break in the ASHE series from 2020/21 due to a change in ONS's occupational coding from SOC 2010 to SOC 2020.

⁹ OME analysis of Department for Education (2022) *School Workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

The graduate labour market

Table 1: Graduate and teacher starting salaries, 2019 to 2023¹⁰.

Source	2019 (£)	2020 (£)	2021 (£)	2022 (£)	2023 (£)
ISE (organisational median)	29,000	29,667	30,500	30,921	-
High Fliers	30,000	30,000	30,000	32,000	33,500
Teachers (England)	24,373	25,714	25,714	28,000	-
Teachers (Inner London)	30,480	32,157	32,157	34,502	-
Teachers (Outer London)	28,355	29,915	29,915	32,407	-
Teachers (Fringe)	25,543	26,948	26,948	29,344	-

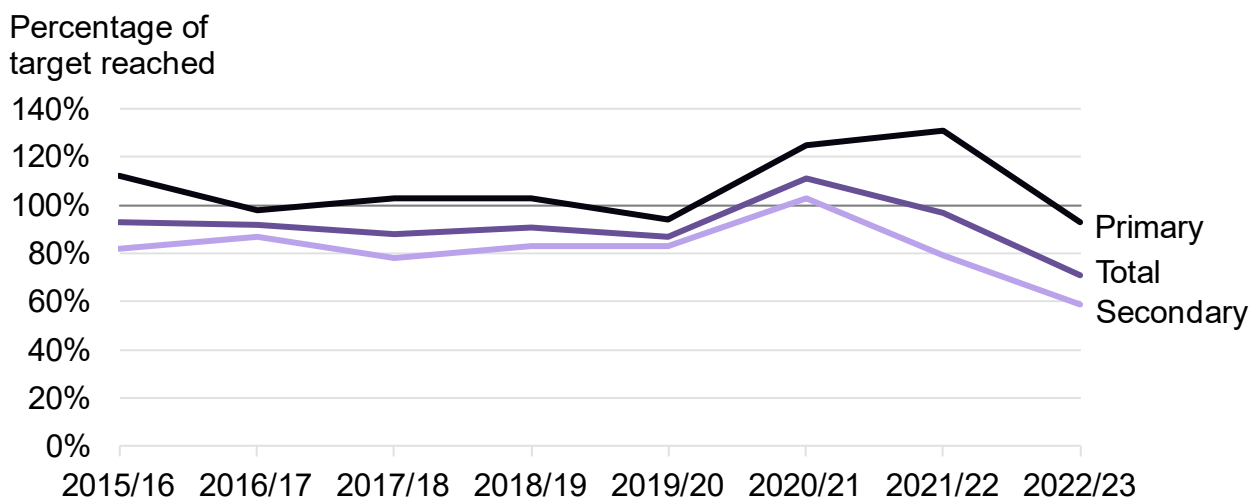
3.18 Teaching is a graduate profession. The ability to attract well-qualified graduates is critical.

3.19 Data continue to show a post-pandemic recovery in the wider graduate market with a range of sources showing increases in opportunities for new graduates and in starting salaries.

3.20 The latest data on starting pay across the graduate labour market show that some professions are offering significantly higher starting salaries than teaching.

Recruitment

Figure 5: Percentage of postgraduate ITT recruitment target reached, for primary, secondary and total, 2015/16 to 2022/23¹¹.



3.21 Performance against Initial Teacher Training (ITT) targets tells us whether enough suitable students to meet schools' needs have applied to, and been registered on, teacher training courses. It is a key indicator of the adequacy of the future supply to

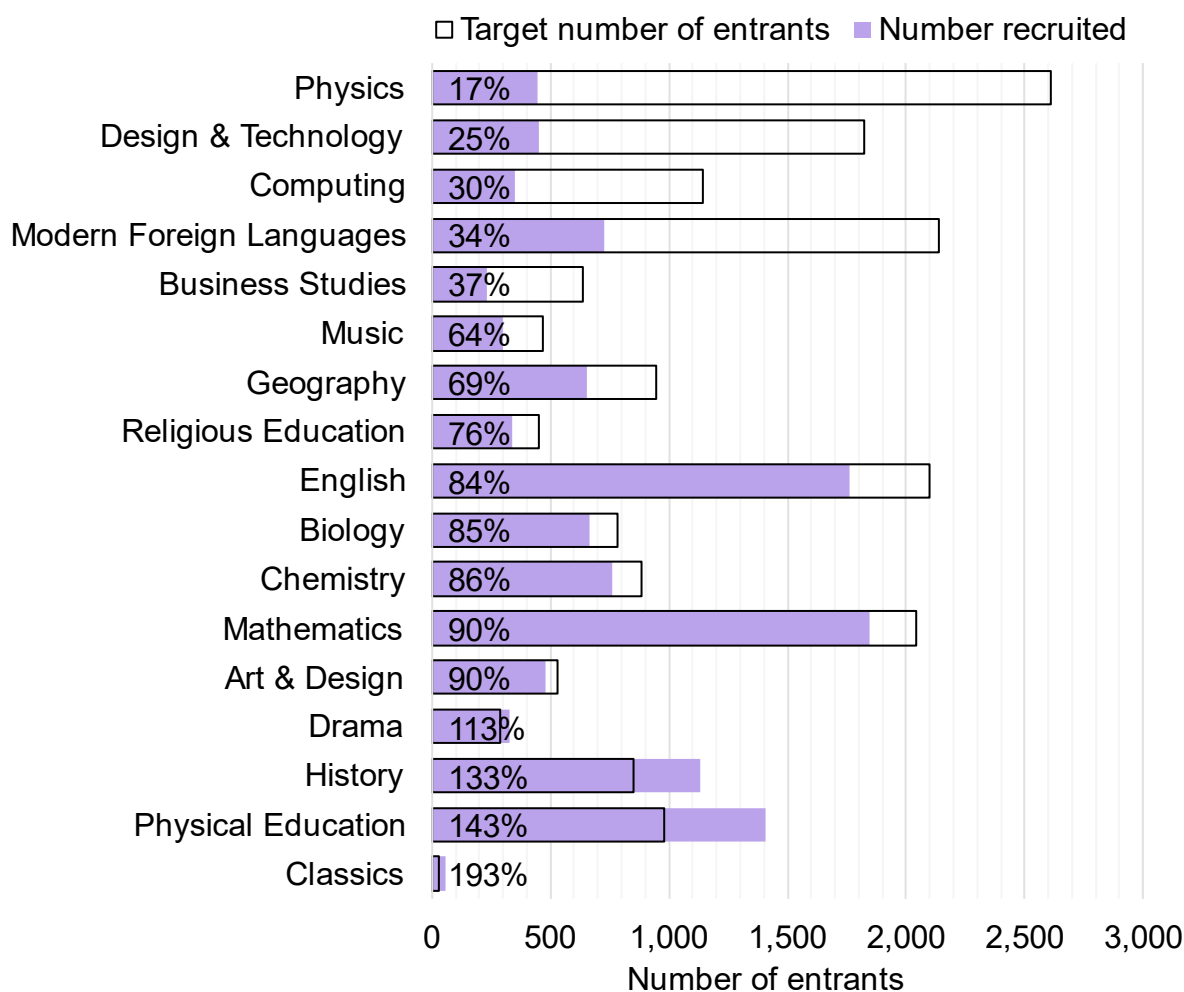
¹⁰ The Institute of Student Employers (ISE) and High Fliers (See Analytical Annex). We note High Fliers and ISE samples are heavily weighted towards graduate jobs in London and the South East.

¹¹ OME analysis of Department for Education (2022) *Initial teacher training Census Academic year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census> Figures for 2022/23 are provisional and are subject to change. 2021/22 figures have been revised.

the teaching profession as well as a lead indicator of the attractiveness of the profession.

3.22 Numbers fell significantly below headline targets in 2022/23, at 93% for primary and 59% for secondary (for which the target has not been met since 2012/13, except in 2020/21). This confirms that the positive impact on recruitment seen during the COVID-19 pandemic was short-lived.

Figure 6: Secondary subjects' target numbers of postgraduate entrants versus the numbers recruited in 2022/23¹².



3.23 Thirteen secondary subjects did not achieve their target number of recruits in 2022/23. Seven fell short by more than 25% and five fell short by more than 60%.

3.24 The number of teachers from overseas awarded qualified teacher status has declined sharply (from 5,004 in 2017/18 to 1,684 in 2021/22).

3.25 The STRB is deeply concerned about the overall level of recruitment, the general trend emerging and what appears to be a firmly established and persistent problem of under-recruitment in certain subjects.

3.26 Persistent recruitment problems can result in a vicious circle where a shortage of teachers in a subject results in a deterioration in teaching quality. This in turn adversely impacts the supply of future teachers as there would be an insufficient

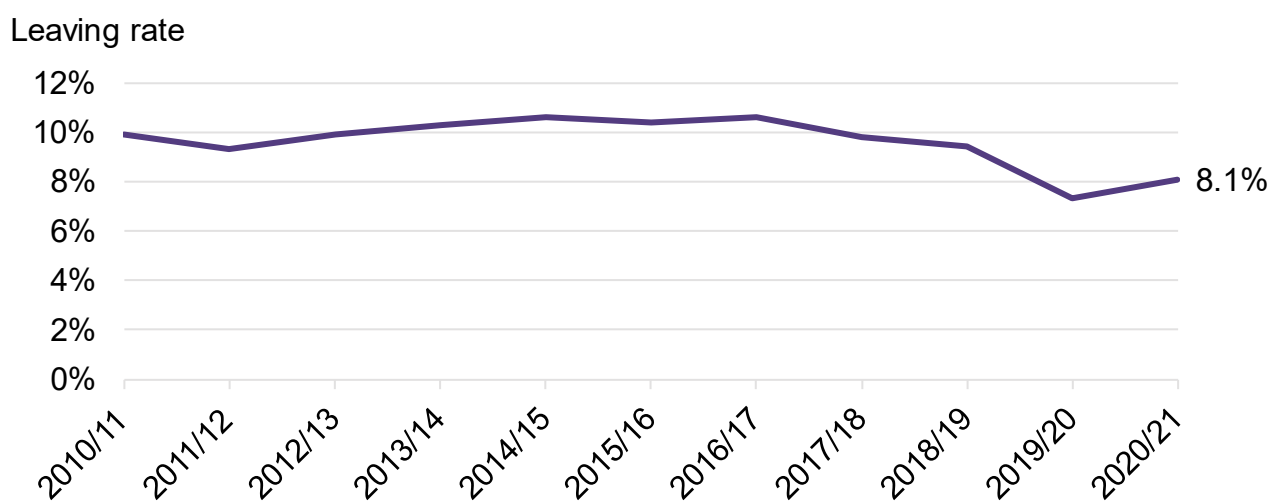
¹² Ibid.

number of graduates in those subjects to recruit from. In addition, if teaching can no longer attract a selection of the best talent in a particular subject, the sentiment surrounding a career in teaching turns negative and potential new joiners will seek alternative careers.

3.27 The shortages we see in some subjects do not appear to be simply temporary but are systemic and require focussed remediation with a long-term plan. In parallel we must also prevent a wider range of subjects falling into this pattern.

Leaving rates

Figure 7: Overall leaving rate for qualified teachers in state-funded schools, 2010/11 to 2020/21¹³.



3.28 Alongside recruitment, leaving rates are key in determining whether schools have enough teachers.

3.29 The headline leaving rate fell between 2016/17 and 2018/19, reflecting a long-term downward trend in retirements and a fall in those leaving the sector. It then fell further as the pandemic reduced job opportunities in the wider labour market. The most recent available data, from November 2021, show the leaving rate increasing again. This may rise further as the pandemic effect recedes.

3.30 Leaving rates vary across school phases and subjects. They are higher in secondary schools compared to primary schools and, within secondary schools, in Science, Technology, Engineering and Maths (STEM) subjects compared to non-STEM subjects¹⁴. This worsens the likely adverse impact of under-recruitment to ITT in these subjects.

3.31 According to the Department's Working Lives of Teachers and Leaders Survey, conducted in spring 2022, a quarter of teachers and leaders reported that they were

¹³ OME analysis of Department for Education (2022) *School workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

¹⁴ Department for Education (2023) *Evidence to the STRB: 2023 pay award for teachers and leaders* - <https://www.gov.uk/government/publications/evidence-to-the-strb-2023-pay-award-for-teachers-and-leaders>

considering leaving the state school sector in the next 12 months for reasons other than retirement¹⁵.

- 3.32 Vacancy levels can also indicate how far recruitment and retention are sufficient to meet needs. NFER’s analysis of data from TeachVac, a vacancy service for schools and teachers, are more recent than those from the School Workforce Census. The data show that, in February 2023, teacher vacancies were 93% higher than at the same point in the year before the pandemic and 37% higher than in 2021/22¹⁶.

School finances

Table 2: Core schools’ funding in England (£bn), 2020-21 to 2024-25¹⁷.

Financial year	£bn	Change (£bn)	Change (%)
2020-21	47.6	-	-
2021-22	49.8	2.2	5%
2022-23	53.8	4.0	8%
2023-24	57.3	3.5	7%
2024-25	58.8	1.5	3%

- 3.33 The 2022 Autumn Statement committed significant additional funding for the core schools budget in each of the financial years 2023-24 and 2024-25.
- 3.34 The Department’s analysis of cost pressures suggested that in 2023-24, core funding to mainstream schools was expected to increase by 6.7% and remaining costs, excluding pay awards and energy price pressures, were expected to increase by 2.1%. On this basis, schools could afford to raise expenditure by a further 4.6% on average, or around £2.1 billion overall at the national level¹⁸.
- 3.35 The Department’s figures are unable to account for differences in individual schools’ cost pressures. Schools’ budgets will increase by different amounts each year depending on pupil numbers and characteristics. What individual schools can afford may vary significantly from the average position.
- 3.36 There was a strong consensus on school finances from consultees, apart from the Department. They stressed that inflationary pressures had squeezed budgets and that many schools were struggling to cover all their regular costs. All these consultees called for the pay award to be fully funded by government.
- 3.37 In March 2023, following discussions with the teacher and leadership unions, the Government tabled an offer of a one-off payment of £1,000 for the 2022/23 academic year and an average pay increase of 4.5% for 2023/24. We estimate the

¹⁵ Department for Education (2023) *Working lives of teachers and leaders – wave 1* -

<https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-1>

¹⁶ NFER (2023) *Teacher Labour Market in England Annual Report 2023* - <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2023/>

¹⁷ House of Commons Library (2022) *School funding in England* - <https://commonslibrary.parliament.uk/research-briefings/cbp-8419/>

¹⁸ Department for Education (2023) *Schools’ costs 2002 to 2024* - <https://www.gov.uk/government/publications/schools-costs-technical-note>

total cost of the offer, covering the period to the end of the academic year 2023/24, was approximately £1.6 bn¹⁹.

Our conclusions and recommendations for 2023/24

- 3.38 Recruitment and retention of sufficient numbers of high-quality teachers remains the primary objective of our pay considerations. Both rates continue to be below the level required to fill posts across regions, school types and subject specialisms with appropriately qualified teachers. The recruitment shortfalls are particularly concerning and are getting worse.
- 3.39 This deteriorating recruitment position is in our view linked in part to pay levels. Teachers' pay has been losing value relative to whole-economy earnings and to other professional occupations. This pre-dates the difficult economic conditions associated with the pandemic and the war in Ukraine. We also note that salaries for new graduates are now around 12% higher than they were when the Government adopted a target of £30,000 for new teachers²⁰.
- 3.40 Pay is not the only motivation for many teachers. Nonetheless, salary levels need to be sufficiently competitive if able graduates are to be attracted and retained. There is strong empirical evidence that they are not competitive enough.
- 3.41 We have carefully considered what the Government has submitted in relation to budgets and school finances. The detail is complex and there has been a changing picture even during the period of consultation. A combination of the variability in funding levels across schools and the additional unpredictability this year from energy price movements means it is not possible to make a robust assessment of individual schools' ability to fund our recommended award.
- 3.42 In its evidence, the Government said that affordability constraints mean an increase in the paybill should not exceed 4%. A larger pay rise would require trade-offs with other priorities. This reflects the Government's position that the 2021 Spending Review settlement (as subsequently adjusted) may not be reopened.
- 3.43 We estimate the total cost of the offer made to the teacher and leadership unions in March, of a 4.5% average award and a non-consolidated payment of £1,000, was approximately £1.6 bn to the end of the academic year 2023/24. The Secretary of State told us in oral evidence this was to be fully funded.
- 3.44 We recognise that government ultimately makes the decisions on budgets. Our role is to provide independent recommendations which take into account all the relevant evidence, including in relation to funding. We have also considered what approach offers best value-for-money for taxpayers. Given limited resources, it is important that our recommendations are cost-efficient and that they support the objective of enabling schools to recruit and retain a high-quality teaching workforce.
- 3.45 Spending more than is needed in a given year is not a good use of public funds. Spending too little may appear to be a saving but gives rise to serious problems in

¹⁹ OME analysis of Department for Education (2023) *Everything you need to know about the teacher pay offer* - <https://educationhub.blog.gov.uk/2023/03/28/teacher-strikes-latest-everything-you-need-to-know-about-the-teacher-pay-offer/>

²⁰ OME analysis of High Fliers (2023) *The Graduate Market in 2023* - <https://www.highfliers.co.uk>

subsequent years. The cost of remediating poor or unbalanced decisions can be significant and, in the medium term, can represent poor value for money.

- 3.46 For this reason, we have concluded it is necessary to recommend exceeding the increases to teachers' pay proposed by the Government. We recognise that our recommendations also exceed the general level supported by schools' current budgets, in so far as we have been able to determine. Given the constraints on schools, adequate funding should be put in place to accompany the pay increases.
- 3.47 Our recommendations are primarily driven by the objective of remedying, in a balanced and considered manner, the structural deterioration in the relative pay of teachers and the inadequate recruitment of graduates. Additional investment is needed and it will be more cost-effective to act sooner rather than later. The cost of failure is high: it affects teaching quality and adversely impacts children's education.

Recommendations

- 3.48 With effect from September 2023, we recommend a 6.5% increase to all pay ranges and advisory points, with higher increases to parts of the Main Pay Range to reach a minimum starting salary of £30,000 outside London, with slight variations to the London pay ranges.
- 3.49 Given that the various allowances form part of teachers' total pay, we concluded it is appropriate to increase their value by the same rate (6.5%), ensuring that the headline award rate is reflected across all elements of a teacher's pay.
- 3.50 The proposed pay and allowance ranges and advisory points are set out in full at [Appendix D](#).
- 3.51 We estimate that our recommendations would increase the paybill by 6.5% or approximately £1.6bn for mainstream schools. Over the next school year these costs are similar to the Government's recent offer, albeit our recommendations are for fully consolidated awards.

The STRB's observations

Performance-related pay progression

- 3.52 Our analysis of the evidence shows that it is not only an appropriate pay uplift that is necessary to address shortcomings in the framework for teacher reward and to improve morale. In particular, we have heard repeatedly from all consultees their concerns relating to the operation of performance-related pay progression and workload.
- 3.53 We are not expressing an ideological or technical view on the case for salary increases being linked to performance. However, most consultees believe the current model is not working and evidence of its efficacy is limited. It appears that the burden of administering it exceeds any benefit that it is achieving. Moreover, we have heard views suggesting that its outcomes are not fully equitable for some groups with protected characteristics or for part-time workers. Our view is that the approach to pay progression requires a reassessment and that the obligation on schools to use the current model should be removed. We note that the Government offered to take this approach as part of a settlement to the current pay dispute. We see this as a pragmatic approach pending further review.

STRB observation: The existing obligation on schools to operate performance-related pay progression should be withdrawn, pending further work.

Workload

3.54 Workload is one of the primary reasons teachers leave the profession. Excessive workload persists in being the major concern of the profession and has been a theme of evidence from all consultees for some years. Withdrawing performance-related pay progression will remove one element of workload. We recognise there are existing initiatives aimed at addressing the issue but more is needed. The problem is not being solved and is made more pressing by the profession's worsening recruitment and retention position.

STRB observation: Further collaborative action to deliver a meaningful reduction in workload is an immediate priority.

Future allocation of resources

3.55 The recruitment and retention position is more acute in some areas than others, for example, in particular subjects, roles and settings. We have considered whether the best use of resources should include targeted payments for teachers where the shortfalls are greatest. This year, we have concluded that the priority is correcting the general deterioration in teachers' pay. Although more acute in some areas than others, there is almost no area where recruitment is sufficient. In our recommendations we have therefore aimed to support the overall position of teachers' pay.

3.56 In our deliberations, we noted that there are flexibilities available to schools to support the recruitment and retention challenges they face. Fuller use of these may help to alleviate shortfalls. However, the extent of the shortfalls suggests that it may be necessary to go further and target resources so that they are better focussed towards the most acute recruitment and retention challenges. This needs to be done with respect to concerns about equity and fairness, which union consultees have stressed to us. However, in our view, the challenges of the current differentiated problems of recruitment will likely require targeted action.

STRB observation: This year, the STRB has prioritised supporting the overall position of teachers' pay. In future, targeting remuneration to address particular workforce challenges should be considered.

Career pathways

3.57 This year, the Secretary of State also asked us for initial views on work to support a coherent and fulfilling career pathway for teachers. This is a key element of the reward package and, developed effectively, will support recruitment and retention. We have set out our initial thinking in [Chapter 4](#), including the need for collaborative work with stakeholders on articulating career pathways and developing the supporting structures.

STRB observation: Further work to develop career pathways and supporting structures should proceed as soon as practicable.

Equality and inclusion

3.58 We agree with our consultees on the need for more frequent and detailed equality and inclusion data. The initial work conducted by the Department, included in its

evidence for STRB's 32nd report, was a welcome first step in this area. Data transparency is a prerequisite for identifying and addressing inequalities and inclusion challenges and for securing stakeholders' confidence in the Department's commitment to addressing these. These data also assist us in identifying any differential impacts our recommendations may have on those with protected characteristics.

STRB observation: Detailed equality and inclusion data should be published annually as a priority.

CHAPTER 4

Broader structural issues

Introduction

4.1 The STRB was invited this year to offer an initial view on areas which would benefit from future exploration to support a coherent and fulfilling career path for teachers and leaders. The remit letter asked that this be considered in the context of the Government's reforms to Initial Teacher Training (ITT), the Early Career Framework (ECF) and National Professional Qualifications (NPQs).

4.2 We sought the views of consultees on how significant and successful change could be achieved over time in this important area, with a view to the STRB further progressing this work.

4.3 This chapter's structure reflects the approach we have taken in developing our initial thoughts. It covers:

- The importance of clear career pathways for teachers and leaders.
- Consultees' evidence and views.
- Limitations of the existing system.
- Principles underpinning an improved career framework.
- Defining career stages in teaching.
- Future work.

The importance of clear career pathways for teachers and leaders

4.4 An effective, clear career progression framework has the potential to benefit teachers and the whole profession by supporting staff recruitment and retention, improving staff engagement and developing the workforce through effective Continuing Professional Development (CPD). This will support the provision of excellent teachers for all children.

4.5 Achieving this requires:

- Providing clarity on the roles available in schools and the wider profession.
- Providing individuals with a clear view of the career development opportunities available to them.
- Offering relevant and high-quality CPD, which is fully resourced and supported.
- Offering those placed in people management and/or development roles adequate support and leadership training.
- Aligning the pay structure to the career progression framework.

Consultees' evidence and views

4.6 We received a range of comments from consultees. Several unions sought a much broader review of the framework than suggested by the remit, saying that key issues had been omitted. The following specific issues were raised by a number of consultees:

- The current framework fails to recognise or support distinct career stages, including for teachers who wish to remain in the classroom, and mentors/coaches.
- A broader review of the pay structure is needed to better support attraction, recruitment and retention into teacher and leadership roles. This review would include the Main and Upper Pay Ranges, the use of allowances and leadership pay.
- Performance-related pay progression should be removed.
- The current framework lacks recognition of key senior roles, including new leadership roles such as heads of school, executive heads and school business managers.
- There is a need to review protected time for both teachers and leaders.
- Improved provision of a broad range of CPD is required.
- The availability of flexible working, beyond part-time working, should be expanded.
- A review of workload for both teachers and leaders is required.

Limitations of the existing system

4.7 Our initial view is that, while the current model offers a hierarchy of career stages, a more nuanced career framework would be more beneficial.

4.8 There is insufficient clarity on career pathways, which may affect the attractiveness of teaching.

- Pathways are less well defined than in many graduate professions.
- There is scope for more coherence between the pay framework and career stages.
- Access to, and resourcing of, CPD varies markedly.
- The system does not sufficiently support those choosing to remain in teaching roles.
- The varied school landscape (for example, local authority schools, academies, free schools) has increased differences of approach.

4.9 The career framework should better attract new entrants and support the retention of existing teachers.

- More can be done to support recruitment of teachers, which remains persistently below what is needed in a number of areas, for example, in key secondary subjects, challenging settings, small primary schools and special schools.
- The pipeline into leadership should be made more attractive. The current framework does not properly recognise new and emerging roles.
- There is currently no obvious recognition or career benefit to support the recruitment and retention of teachers and leaders in challenging settings.
- There is no explicit link between development milestones and career progression.

4.10 As the STRB has observed previously, the implementation of the pay framework lacks clarity and consistency. While the underlying framework (the Main, Upper and Leadership Pay Ranges) has remained constant over time, there have been various add-ons and changes to guidelines. Together with changes to the school system and the emergence of new roles, these have contributed to an inconsistency of application and a framework that is unnecessarily difficult for teachers and leaders to navigate. Examples include:

- Differences in the expectations of Upper Pay Range (UPR) teachers, for example, between primary and secondary schools.
- Variable use of the leadership scale, for example, to place employees outside the 1,265 regulated hours.
- Varying approaches to decisions on pay progression.

Moreover, the deployment of allowances varies considerably, including the use of Teaching and Learning Responsibility payments, Special Educational Needs payments and recruitment and retention allowances. Inconsistencies in practice are frequently local responses to resource and/or funding pressures, for example, the variable expectations of UPR teachers or the use of allowances to address recruitment difficulties, rather than for their intended purpose.

4.11 There are obstacles to personal development being more 'hard-wired' into career development.

- An imbalance of resources results in a varied capacity to support development. CPD is therefore too dependent on what may be affordable in individual schools' budgets.
- Other working conditions can be a barrier to development, for example, lack of protected time beyond teachers' 'early career' stage and workload pressures more widely. Individual teachers' access to CPD may be curtailed by part-time working.
- The allocation of additional responsibilities to teachers is sometimes used as a proxy for personal development.
- There is limited formal recognition of CPD milestones.

Principles underpinning an improved career framework

- 4.12 The development of an improved framework linked to career stages should be guided by a set of principles with equality of opportunity, equitable pay and fair pay decisions for full- and part-time staff at its core.
- 4.13 The framework should support the adequate supply of teachers and leaders, enable a range of career pathways and be adaptable to the range of settings and local needs. Our initial thoughts on the key principles are summarised below but they should be developed further in consultation with stakeholders.

Support recruitment and retention:

- Enhance teaching as a professional, high-status career.
- Support succession planning.
- Provide opportunities for varied career development.
- Motivate and incentivise staff to work in the most challenging areas (for example, by geography, subject, school setting).
- Offer fair pay that reflects the level of responsibility and which is sufficient to retain able teachers and school leaders.

Enable teacher development:

- Ensure equality of opportunity.
- Support staff development throughout their careers.
- Offer flexibility to move between career paths to support individuals' circumstances.
- Encourage and reward the development of skills.

Be straightforward to implement:

- Be clear.
- Be sufficiently flexible to accommodate the range of settings and local circumstances.
- Be well communicated, ensuring both prospective and existing teachers are clear on the available career pathways.

Defining career stages in teaching

- 4.14 As we were asked to consider the Department's professional development reforms in ITT, the ECF and NPQs, the broad career stages set out in the Department's

related literature²¹ provided a starting point for the identification of teachers' career stages:

- Unqualified teacher.
- Early career teacher.
- Experienced teacher/middle leader.
- Senior leaders, heads and executive leaders.

4.15 These stages are broad and cover several roles with diverse levels of responsibility, for example, teachers and leaders with varying accountabilities. Further distinctions may therefore be helpful, such as:

- Unqualified teacher.
- Early career teacher.
- Experienced teacher.
- Leading teacher (for example, leading the development of teaching skills within, or across, schools).
- Middle leader (experienced teacher with additional responsibility).
- Assistant/deputy head or equivalent leadership role (for example, SENCO).
- Head teacher, including executive heads and other multi-school leaders.

4.16 We would expect each teacher to have an individual career pathway recognising their particular skills, experience and choices and there may be some roles that currently lie outside the scope of the School Teachers' Pay and Conditions Document but which are legitimate career options for teachers.

4.17 The list above is intended to be illustrative of the range of possible career roles and stages; it is a further area for development in consultation with stakeholders.

Future work

4.18 This chapter has sought to underline the importance of clear career pathways for both existing and prospective teachers. It proposes a set of underlying principles to be developed in further work. These address the requirement for the system to play a more active role in enabling teacher development, to provide teachers with greater clarity on career pathways and, thereby, support teacher recruitment and retention.

4.19 A new model should more positively support teachers' careers; it should provide an enabling architecture and remove existing impediments. This will require more work, including reaching a consensus on the articulation of career stages and developing the supporting structures. The latter crucially includes ensuring the underlying pay and conditions framework is appropriately aligned and is therefore supportive.

²¹ Department for Education (2022) *Delivering world-class teacher development*. - <https://www.gov.uk/government/publications/reforms-to-teacher-development>

4.20 A new model is needed but we are not blind to the challenges, not least the requirement for a framework that sets a high standard and is applicable across the increasingly complex range of school settings. We see collaboration as key in the development of our thinking. We would seek the views of statutory consultees and, where appropriate, seek expert technical input from others in the sector holding remits relevant to teachers' development and careers. In line with our normal practice, we would envisage formal input with our statutory consultees, possibly enhanced through the use of working groups, on the development and implementation of any new proposals.

ANALYTICAL ANNEX

Introduction

1. This Annex presents a summary of the evidence used to inform our assessment of the teacher labour market. Given our submission date of May 2023, we have been able to draw on data published up to the end of April 2023. We discuss the wider economic context, the graduate labour market and present a range of information relating to the school workforce, examining recruitment and retention trends.
2. The key source relating to the teacher workforce is the 2021 School Workforce Census (SWC) data¹. This census took place in November 2021 and the data were published by the Department for Education in June 2022. These data are the second release in the series to relate to the COVID-19 pandemic, given the Government introduced restrictions across the UK from March 2020 onwards.

Summary

- In the wider economy, inflation remains very high. The Consumer Prices Index (CPI) rose by 10.1% in the 12 months to March 2023. The Consumer Prices Index including owner occupiers' housing costs (CPIH) inflation rose by 8.9% in the 12 months to March 2023.
- Inflation has been a key factor driving strong pay growth. Pay settlements data indicate that, in the three months to the end of March 2023, the median pay award was 6.0% for the whole economy. Average Weekly Earnings growth at the beginning of 2023 exceeded 5.0% in both the public and private sectors.
- In 2021/22 there has been a significant recovery across the economy in graduate hiring from the reduction in 2019/20 due to the COVID-19 pandemic. Prospects, an organisation that specialises in graduate careers, commented that a significant long-term effect of the COVID-19 pandemic has been the shift to hybrid working, which is more common among high earners and the more qualified. Hybrid working has become the norm for many graduate employers.
- The median graduate starting salary reported by the Institute of Student Employers (ISE), from its survey that ran in August and September 2022, was £30,921 in 2021/22. Median graduate starting salaries varied significantly by region with the London graduate salary being the highest at £33,460.
- High Fliers, an independent market research company which specialises in student and graduate recruitment research, reported a median starting salary of £33,500 for 2023, an increase of £1,500 (4.7%) from 2022. The highest median starting salary was reported for the investment banking sector at £55,000; the public sector reported the lowest median starting salary for graduates at £26,400.
- In 2021/22, in nursery and primary schools, male classroom teachers had lower median earnings than female teachers. Male and female classroom teachers' earnings were the same in secondary. Across all state-funded schools, median earnings for male classroom teachers were above female teachers; this may

¹ Department for Education (2022) *School workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

reflect the fact that proportionally more of the male teachers were in secondary schools, where pay was on average higher for all teachers.

- When comparing teachers' pay to that of other professional occupations by age and region, teachers aged 21 to 30 compared least favourably against the other professional occupations, both in the Rest of England and in London. Those in the oldest age group (Over 60) compared most favourably.
- The real-terms value of median teacher earnings has fallen since the early 2010s. Teachers' median gross earnings in 2021/22 were around 10% below their level in 2010/11, in real terms. In 2021/22, median gross earnings for the whole economy were at their 2010/11 level in real terms.
- The full-time equivalent (FTE) teacher workforce increased by 1.0% or 4,400 between 2020 and 2021. Secondary schools saw the largest absolute increase in teacher numbers.
- The proportion of teachers from an ethnic minority background has remained stable from 2020/21 to 2021/22; in 2021/22 90% of teachers across state-funded schools were White.
- The pupil population attending nursery and primary schools peaked in 2019. Since this point, numbers have decreased. The secondary school pupil population is projected to peak in 2024 then gradually decline through to 2032.
- Pupil to teacher ratios (PTRs) and pupil to adult ratios (PARs) across state-funded schools were similar in 2021/22 compared to 2020/21. In primary schools, the PTR (qualified teachers) decreased slightly from 21.1 to 21.0 between 2020/21 and 2021/22. In secondary schools, the PTR remained at 17.1.
- In 2021/22, the qualified entrants' rate to teaching increased by 0.4 percentage points to 9.7%. The qualified leaving rate from teaching increased in 2020/21 by 0.8 percentage points, to 8.1%. After 7.3% in 2019/20, this is the second lowest rate recorded since 2010/11.
- Retention rates have continued to improve for cohorts with more than one year's service, following significant improvements in 2019. However, retention rates for differing lengths of service were still lower for more recent joiners than they were for those who joined in 2011. For example, the retention rate after three years' service was 78.1% for 2011 joiners compared with 77.0% for 2018 joiners; the rate after five years' service was 70.1% for 2011 joiners compared with 68.8% for 2016 joiners.
- The overall vacancy rate for state-funded schools increased from 0.2% in November 2020, to 0.3% in November 2021. In absolute terms, the number of vacancies increased for both nursery and primary and secondary schools. Secondary academies had the highest number of vacancies. More recent data from TeachVac, a vacancy service for schools and teachers in England, suggest that the number of teacher vacancies posted by schools was 93% higher in the school year up to February 2023 than at the same point in the year before the pandemic.

- According to the Department for Education's Working Lives of Teachers and Leaders Survey, carried out in spring 2022, a quarter (25%) of teachers and leaders reported that they were considering leaving the state school sector in the next 12 months for reasons other than retirement.
- The total number of entrants to Initial Teacher Training (ITT) in 2022/23 was 20% below the number in 2021/22. The target number of postgraduate entrants increased by 5% in the same year.
- For 2022/23, headline postgraduate ITT (PGITT) targets for new entrants were not met for primary (93% of target reached) or secondary (59% of target reached).
- The number of postgraduate entrants in 2022/23 for most secondary subjects did not reach the required target. The only subjects which met or exceeded their targets were Drama (113%), History (133%), Physical Education (143%) and Classics (193%).
- The number of teachers from overseas awarded qualified teacher status continued to decline. In the financial year 2021-22, there were 43% fewer overseas trained teachers awarded qualified teacher status (QTS) compared to 2020-21 (this represented 1,256 fewer teachers). This followed a 17% decrease the preceding year. Whilst the number of teachers awarded QTS from Wales, Scotland and Northern Ireland increased, the increase did not offset the decrease in overseas trained teachers.

Economic context

3. When making our recommendations, we consider economic evidence from a range of sources. The current year has proved challenging for the UK economy. The UK narrowly avoided a recession in 2022 and gross domestic product (GDP) growth has been affected by public sector strikes and high energy prices. The cost of living crisis continues to squeeze disposable incomes. Whilst inflation has remained high, it is projected to fall throughout 2023. Although starting to loosen, the labour market remains tight and we have seen strong pay growth in both the public and private sectors.

Economic activity and public finances

4. The UK economy is facing slower growth than in the recent past, but the Office for Budget Responsibility (OBR) has forecast that the economy will avoid a recession. Inflationary pressures remain a significant challenge and Government debt is higher due to the economic impacts of the COVID-19 pandemic and energy crisis. The Government has said total departmental spending will grow in real terms at 3.7% a year on average over the spending review period (2022-23 to 2024-25). To help identify future savings in departmental budgets, the Government launched an Efficiency and Savings Review as part of the Autumn Statement 2022². As announced at the Spring Budget 2023, the Government has prioritised halving inflation, growing the economy and reducing debt³.

² HM Treasury (2022) *Autumn Statement 2022* - <https://www.gov.uk/government/topical-events/autumn-statement-2022>

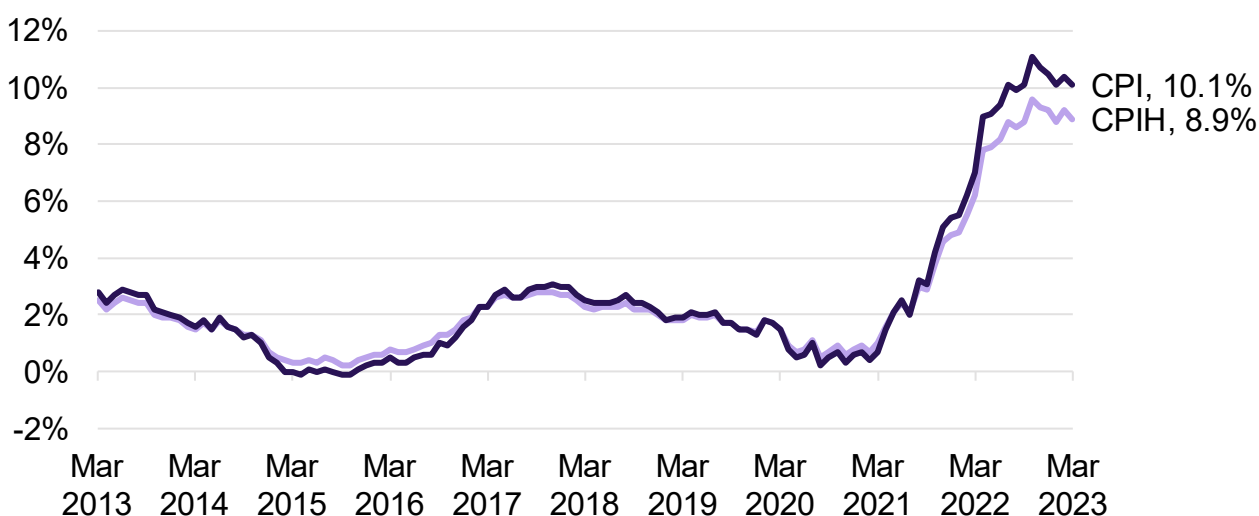
³ HM Treasury (2023) *Spring Budget 2023* - <https://www.gov.uk/government/publications/spring-budget-2023>

- UK real GDP is estimated to have increased by 4.0% in 2022. However, growth has slowed in recent months; GDP grew by 0.1% in the three months to February 2023⁴. The level of quarterly GDP in the fourth quarter of 2022 was 0.8% below its pre-pandemic level (fourth quarter 2019)⁵. In its March forecast, the OBR expected GDP to be flat in the second quarter of 2023, with growth returning in the second half of the year.

Inflation

- Inflation, as measured by CPI, rose by 10.1% in the 12 months to March 2023, down from 10.4% in February. CPIH rose by 8.9% in the 12 months to March 2023, down from 9.2% in February and from a peak of 9.6% in October 2022 (see Figure 1)⁶.

Figure 1: CPIH and CPI annual inflation rates, UK, March 2013 to 2023⁷.



- CPI inflation peaked at a 40-year high of 11.1% in October 2022 and the OBR expects it to fall sharply to 2.9% in the fourth quarter of 2023. On a calendar year basis, OBR expects CPI inflation to be 6.1% in 2023. Inflation is expected to fall to an average of 0.9% in 2024 and 0.1% in 2025⁸.

Employment and earnings

- The latest data indicate a tight labour market; the UK unemployment rate was estimated at 3.8% in December 2022 to February 2023, down 0.1 percentage points over the year and 0.2 percentage points below pre-pandemic levels (December 2019

⁴ ONS (2023) *GDP monthly estimate, UK: February 2023* -

<https://www.ons.gov.uk/economy/grossdomesticproductgdp/bulletins/gdpmonthlyestimateuk/february2023>

⁵ ONS (2023) *GDP first quarterly estimate, UK: October to December 2022* -

<https://www.ons.gov.uk/economy/grossdomesticproductgdp/bulletins/gdpfirstquarterlyestimateuk/octobertodecember2022>

⁶ ONS (2023) *Consumer price inflation, UK: March 2023* -

<https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumerpriceinflation/march2023>

⁷ OME analysis of ONS (2023) *Consumer price inflation, UK: March 2023* -

<https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumerpriceinflation/march2023>

⁸ OBR (2023) *Economic and fiscal outlook – March 2023* - <https://obr.uk/efo/economic-and-fiscal-outlook-march-2023/>

to February 2020)⁹. The OBR expects the unemployment rate to rise to a peak of 4.4% in 2024 as output growth slows¹⁰.

9. The UK employment rate was on an upward trend from 2012 but decreased from the start of the COVID-19 pandemic. The rate has since increased from the end of 2020 and was estimated at 75.8% in December 2022 to February 2023, 0.3 percentage points higher than a year earlier. It was 0.8 percentage points lower than before the COVID-19 pandemic (December 2019 to February 2020)¹¹.
10. The economic inactivity rate had been on a downward trend since 2010 but increased during the pandemic. The rate was estimated at 21.1% in December 2022 to February 2023, 0.3 percentage points lower than a year earlier and 0.9 percentage points higher than before the COVID-19 pandemic (December 2019 to February 2020)¹². The higher level of inactivity has meant that the labour market has remained relatively tight following the pandemic, despite the weakness in GDP.
11. The number of job vacancies in January to March 2023 fell by 188,000 over the year to 1.11 million. However, overall vacancies remain 304,000 above their pre-pandemic levels (January to March 2020). ONS commented that the fall in the number of vacancies reflects uncertainty across industries, with economic pressures a factor in holding back recruitment¹³.
12. Average Weekly Earnings growth at the beginning of 2023 exceeded 5% in both the public and private sectors (see Table 1). However, average earnings fell over the same period when adjusted for inflation¹⁴.

⁹ ONS (2023) *Employment in the UK: April 2023* -

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/april2023>

¹⁰ OBR (2023) *Economic and fiscal outlook - March 2023* - <https://obr.uk/efo/economic-and-fiscal-outlook-march-2023/>

¹¹ ONS (2023) *Employment in the UK: April 2023* -

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/april2023>

¹² Ibid.

¹³ ONS (2023) *Vacancies and jobs in the UK: April 2023* -

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/jobsandvacanciesintheuk/april2023>

¹⁴ ONS (2023) *Average weekly earnings in Great Britain: April 2023* -

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/april2023>

Table 1: Average Weekly Earnings annual growth rates in Great Britain, seasonally adjusted, December 2022 to February 2023¹⁵.

Average Weekly Earnings	Whole Economy (%)	Private Sector (%)	Public Sector (%)
Total pay (including bonuses)	5.9	6.1	5.3
Regular pay (excluding bonuses)	6.6	6.9	5.3
Real total pay (including bonuses)	-3.0	-	-
Real regular pay (excluding bonuses)	-2.3	-	-

13. In its March 2023 forecast, OBR projected whole-economy nominal earnings growth of 5.0% in 2023, and 1.8% in 2024. Despite strong nominal earnings growth, high inflation means real earnings growth will be broadly flat in 2023, before rising to 0.7% in 2024¹⁶.
14. According to XpertHR, which collates data on pay settlements in the public and private sectors, the median increase in basic pay by number of pay reviews for the 12 months to the end of March 2023, was 4.9%. This is more than double the 2.3% of a year earlier. In the three months to the end of March 2023, the median increase was 6.0%. Over the same period, the median increase in basic pay by number of employees was also 6.0%.
15. In the 12 months to the end of March 2023, a quarter of awards were below 3.0% and a further quarter in excess of 6.5%. In the 12 months to the end of March 2023, the private sector recorded a median increase in basic pay of 5.0%, higher than the public sector at 4.0%. According to XpertHR, private-sector employers are predicting a median pay rise of around 5% in the year to December 2023. We note that January and April are the busiest periods for pay awards¹⁷.
16. The Bank of England's Agents reported in late March that pay settlements for 2023 averaged 6%. However, some companies with pay reviews due in the second half of this year thought that settlements could be lower than last year, reflecting lower inflation and a looser labour market¹⁸.

The graduate labour market

17. This section provides a summary of information for the wider graduate labour market in the UK. We also include graduate pay comparisons. Information has predominantly been sourced from three reports on the graduate labour market: ISE's Student Recruitment Survey 2022, High Fliers' The Graduate Market in 2023, and Prospects' What do graduates do?.
18. The ISE recruitment survey concentrates on the immediate graduate recruitment market, i.e. the graduate jobs individuals would apply for in a given academic year. The Prospects report discusses the employment outcomes of graduates 15 months

¹⁵ ONS (2023) *Average weekly earnings in Great Britain: April 2023* - <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/april2023>

¹⁶ OBR (2023) *Economic and fiscal outlook - March 2023* - <https://obr.uk/efo/economic-and-fiscal-outlook-march-2023/>

¹⁷ OME analysis of XpertHR data. Available to XpertHR subscribers.

¹⁸ Bank of England (2023) *Agents' summary of business conditions - 2023 Q1* - <https://www.bankofengland.co.uk/agents-summary/2023/2023-q1>

after graduating. Its 2021/22 report focuses on the 2019/20 academic year graduate cohort. The High Fliers report provides a forecast as well as the status of the current graduate labour market. It also has a different sample than the most immediately comparable report produced by the ISE. The High Fliers report focuses solely on the organisations named in the Times Top 100 Graduate Employers.

19. The **ISE survey**¹⁹ ran during August and September 2022. It received 168 responses from large student employers, covering 32,110 hires in 2021/22, with limited representation from small and medium-sized enterprises. 61% of hires were graduates, 24% were school and college leavers and 15% were interns and placement students. Key points from the survey were:
- Recruitment for all types of student hires increased by 26% in 2021/22 and was predicted to increase by 6% in 2022/23. ISE's data suggested that graduate hires increased by 17% between 2020/21 and 2021/22, following a 9% increase in 2020/21. This represented a significant recovery from the reduction in graduate hiring in 2019/20. However, graduate hires were only projected to grow by 0.1% in 2022/23, which was much lower than the projected growth for school and college leavers.
 - In 2021/22, respondents reported the most difficulty in recruiting graduates, more so than in 2020/21.
 - The average number of applications per vacancy decreased from 91 in 2020/21 to 62 in 2021/22. ISE said this may have contributed to respondents' reported difficulty in recruiting graduates.
 - Overall, employers filled 91% of their graduate positions, which was a drop from 95% the previous year.
 - The median salary reported by respondents was £30,921 for graduates. This was 1.4% higher than the £30,500 reported in 2020/21.
 - The median graduate salary varied significantly by region with the London graduate salary the highest at £33,460, followed by the South West at £25,503. The lowest median graduate salary was Northern Ireland with £18,713.
 - Employers expected that the economic recession into 2023 would lead to a decrease in the number of vacancies in the coming years.
20. The **What do graduates do?** report uses data from the Higher Education Statistics Agency (HESA) Graduate Outcomes Survey. It is produced by Prospects, in collaboration with the Association of Graduate Careers Advisory Services (AGCAS)²⁰. We have also referenced information from HESA²¹. The survey covers graduates from UK higher education providers (HEPs) and further education colleges (FECs) in England, Wales and Northern Ireland. The latest survey collected 191,980 responses from those who graduated during the 2019/20 academic year; graduates are surveyed around 15 months after graduating. These students both left

¹⁹ Institute of Student Employers (2022) *Student recruitment survey 2022*. Available to ISE members - <https://ise.org.uk/page/ISEPublications>

²⁰ Prospects (2022) *What do graduates do?* - <https://luminare.prospects.ac.uk/what-do-graduates-do>

²¹ HESA (2022) *Graduate Outcomes 2019/20: Summary Statistics - Summary*

- <https://www.hesa.ac.uk/news/16-06-2022/sb263-higher-education-graduate-outcomes-statistics>

university and were surveyed during the COVID-19 pandemic. In the previous 2018/19 survey year, most graduates were surveyed during the pandemic and graduates from 2017/18 survey year finished their studies prior to the pandemic²². Key points were:

- 57% of the 2019/20 cohort were in full-time employment in the UK 15 months after graduating. This represents a 1 percentage point increase from the 2018/19 cohort, but a 2 percentage point decrease from 2017/18. This is related to the COVID-19 pandemic, whereby slightly fewer graduates were in full-time employment in the two pandemic years.
- Following full-time employment, 2019/20 graduates were most likely to be in part-time employment (11%), employment and further study (10%) and full-time further study (8%). Unemployment accounted for 6% of responses amongst 2019/20 graduates, down 1 percentage point from 2018/19.
- Overall, 76% of those employed were in high skilled employment, which compares to 75% in the previous year. 'Primary education teaching professionals' was the fifth most likely professional job and 'Secondary educational teaching professionals' the sixth. Of those in employment, 8% were working as education professionals.
- Prospects commented that a significant long-term effect of the COVID-19 pandemic has been the shift to hybrid working, which was more common among high earners²³ and the more qualified. Hybrid working has become the norm for many graduate employers.
- In terms of graduate salaries, the £24,000-£26,999 salary band contained the highest proportion (22%) in full-time paid UK employment, 15 months after graduation. This was similar to 2018/19 where 21% of graduates were in this salary band.

21. The **High Fliers research**²⁴ was conducted in January 2023. It provides an assessment of the graduate recruitment cycle in 2022 and examines expected graduate vacancies in 2023. Key points were:

- Graduate recruitment increased substantially in 2022. This followed a reduction in graduate vacancies in 2020, at the beginning of the COVID-19 pandemic, and a limited recovery in 2021. The number of graduates recruited in 2022 increased by 14.5% on 2021, taking graduate recruitment 10% above the pre-pandemic peak in 2019.
- For the second consecutive year, graduate starting salaries (not including additional benefits) are expected to increase to a median of £33,500 in 2023. This is an increase of £1,500 (4.7%) from 2022. The survey indicated that over half of employers were increasing their graduate starting pay for 2023, most by up to 10%; one-fifth of employers were offering more generous increases. Two-

²² HESA (2022) *The impact of the COVID-19 pandemic on Graduate Outcomes 2019/20* - <https://www.hesa.ac.uk/insight/16-06-2022/impact-COVID-19-graduate-outcomes>

²³ ONS (2022) *Is hybrid working here to stay?* -

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/i-shybridworkingheretostay/2022-05-23>

²⁴ High Fliers (2023) *The Graduate Market in 2023* - <https://www.highfliers.co.uk/>

fifths of employers were not planning on increasing their starting salaries and four organisations were reducing starting salaries.

- The sectors with the highest median starting salaries were investment banking and law, at £55,000 and £50,000 respectively. The public sector (which included employers such as the Civil Service, Local Government, NHS and Police Now) was the sector offering the lowest median starting salary for graduates, at £26,400.

22. Table 2 presents median graduate starting salaries, as recorded by ISE and High Fliers. We note High Fliers and ISE samples are heavily weighted towards graduate jobs in London and the South East. The table shows that graduate starting salaries, as recorded by High Fliers, have continued to increase after many years of stability. The teacher starting salary in Inner London is the most competitive and has been above the ISE and High Fliers medians since 2019. Teacher starting pay in Outer London was above ISE's and High Fliers' medians in 2022.

Table 2: Graduate and teacher starting salaries, 2018 to 2023.

Source	2018 (£)	2019 (£)	2020 (£)	2021 (£)	2022 (£)	2023 (£)
ISE (organisational median)	28,250	29,000	29,667	30,500	30,921	-
High Fliers	30,000	30,000	30,000	30,000	32,000	33,500
Teachers (England)	23,720	24,373	25,714	25,714	28,000	-
Teachers (Inner London)	29,664	30,480	32,157	32,157	34,502	-
Teachers (Outer London)	27,596	28,355	29,915	29,915	32,407	-
Teachers (Fringe)	24,859	25,543	26,948	26,948	29,344	-

Pay in the UK nations

23. We note that starting pay for teachers, and indeed pay structures, vary by country within the UK. In Wales, point M1 of the Main Pay Range (MPR) was removed with effect from September 2021, therefore new teachers start on point M2 of the MPR. According to the Independent Welsh Pay Review Body, this improved the competitiveness of starting salaries for teachers and expedited the progression of teachers through the MPR²⁵. Table 3 shows classroom teacher salaries for teachers in England compared to those in Wales and Scotland. Teacher starting salaries are higher in Wales (+4.6%) compared to England. This difference takes into account the revised September 2022 pay award in Wales. In addition to the 5% pay rise already awarded for 2022/23, the revised pay offer comprised an additional 3%, of which 1.5% was consolidated and 1.5% was non-consolidated. Pay for teachers in Wales will increase by a further 5% in 2023/24, bringing starting salaries to £30,742²⁶. In Scotland, salaries are higher compared to England for all pay scale points. We note that, at the time of writing, the latest pay offer for teachers in Scotland would raise starting salaries to £32,217 for probationers or £38,655 for M1, from 2024²⁷.

²⁵ Independent Welsh Pay Review Body (2021) *Independent Welsh Pay Review Body: third report 2021* - <https://www.gov.wales/independent-welsh-pay-review-body-third-report-2021>

²⁶ Welsh Government (2023) *Written Statement: Teachers' Pay Award 2022/23* - <https://www.gov.wales/written-statement-teachers-pay-award-202223>

²⁷ EIS (2023) *Revised Teachers Salary Scales* - <https://www.eis.org.uk/new-pay-offer/paytables>

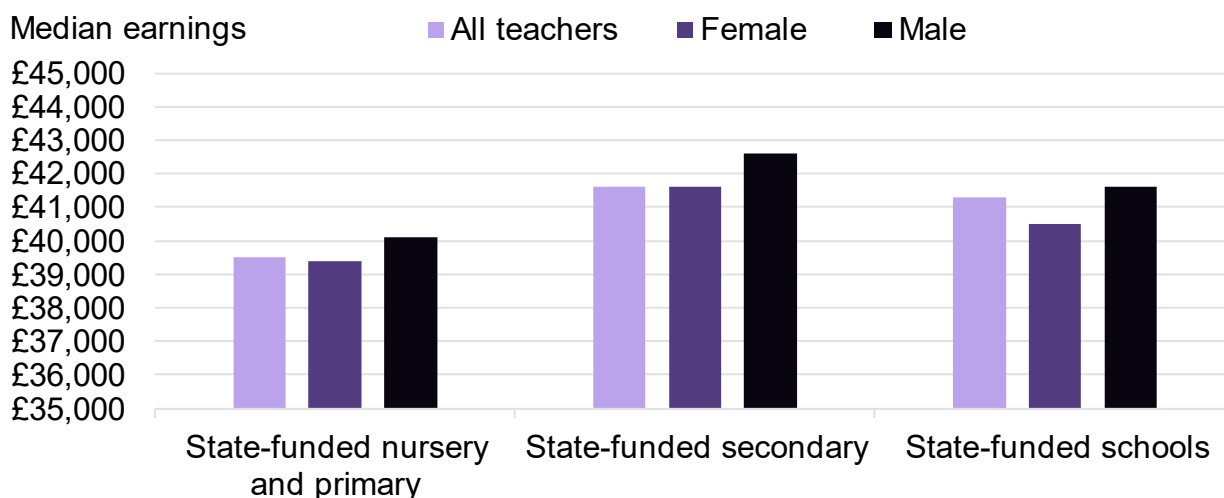
Table 3: Classroom teacher salaries in the UK^{28,29,30}.

Pay point	England (from 1 September 2022)	Wales (from 1 September 2022)	Scotland (from 1 April 2022)
Probationer	N/A	N/A	£30,081
M1	£28,000	N/A	£36,090
M2	£29,800	£29,278	£38,139
M3	£31,750	£31,630	£40,353
M4	£33,850	£34,067	£42,915
M5	£35,990	£36,749	£45,300
M6	£38,810	£40,443	N/A

Teachers' pay

24. This section provides various metrics on teachers' pay, split by school type, grade and gender, using published FTE pay data from the SWC. In 2021/22, gross median earnings for all classroom and leadership teachers across state-funded schools were £41,294, a 2.0% increase from 2020/21. Figure 2 shows median earnings for all teachers, by school type and gender. In 2021/22, male teachers had higher earnings overall than female teachers across all school types. We can also see that median earnings were higher in secondary schools than in primary and nursery schools.

Figure 2: Median earnings for all teachers, by school type and gender, 2021/22³¹.



25. We can also break down teachers' pay by grade. Figure 3 shows how median earnings varied for classroom teachers in 2021/22. Male teachers had lower median earnings than female teachers in nursery and primary schools (-3.2%). In contrast, male and female classroom teachers' earnings were the same in secondary schools. This is the first time since 2010/11 that male classroom teachers' median earnings

²⁸ Department for Education (2023) *School teachers' pay and conditions document 2022 and guidance on school teachers' pay and conditions (valid from 1 September 2022)* - <https://www.gov.uk/government/publications/school-teachers-pay-and-conditions>

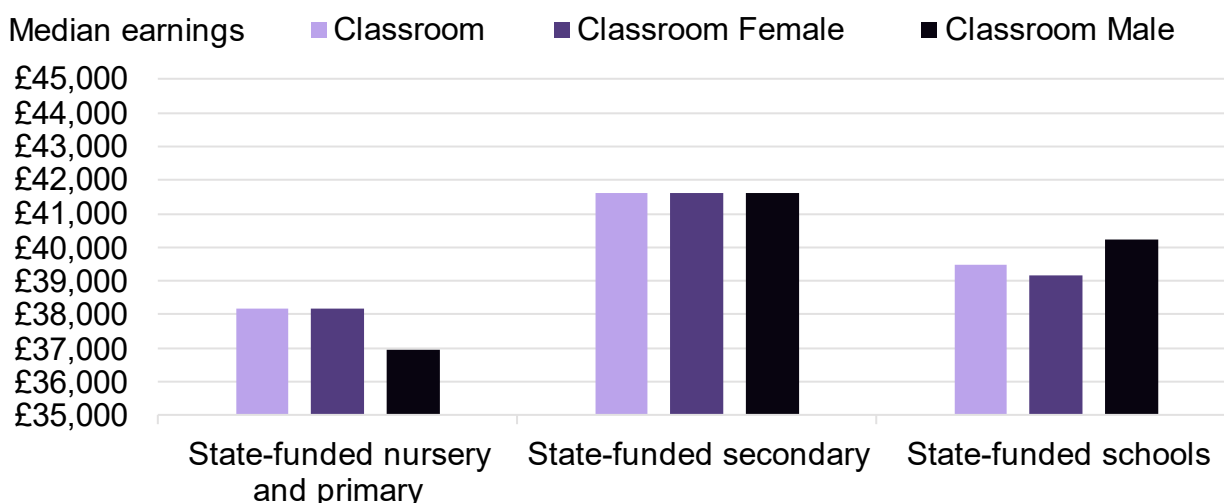
²⁹ Welsh Government (2023) *School teachers' pay and conditions (Wales) document 2022: revised April 2023* - <https://www.gov.wales/school-teachers-pay-and-conditions-wales-document-2022-revised-april-2023>

³⁰ EIS (2023) *Current salary scales* - <https://www.eis.org.uk/pay-and-conditions-of-service/salary-scales>

³¹ Note y-axis does not start at zero. OME analysis of Department for Education (2022) *School Workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

have not been above females' earnings in secondary schools. Across all state-funded schools, median earnings for male classroom teachers were above female teachers; this may reflect the distribution of male teachers, whereby there are proportionally more male teachers in secondary than nursery and primary schools.

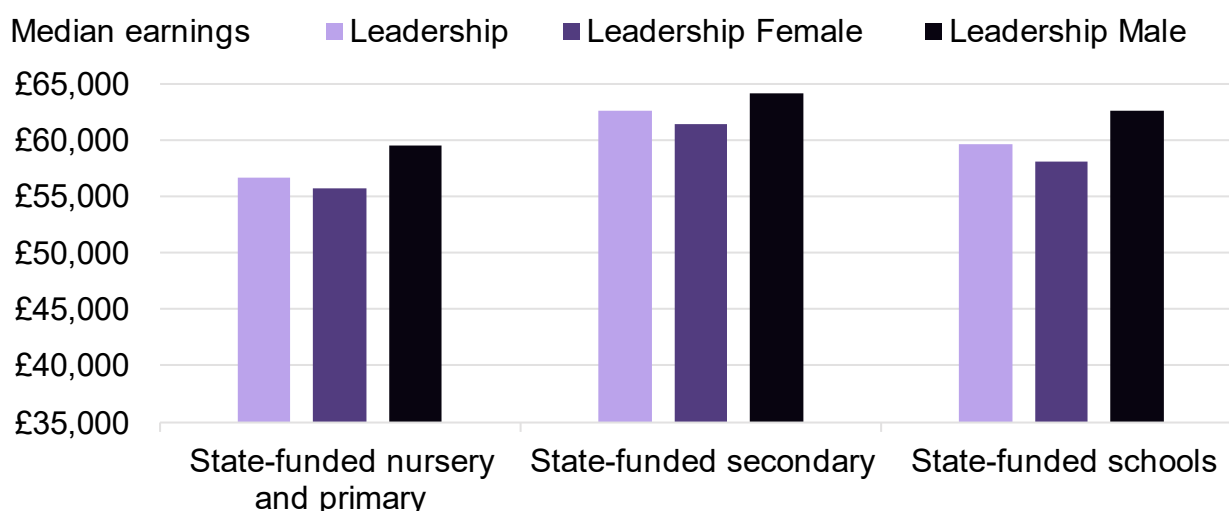
Figure 3: Median earnings for classroom teachers, by school type and gender, 2021/22³².



26. Figure 4 compares median earnings for all leadership teachers. Male leadership teachers have higher median earnings across both phases: +6.7% for nursery and primary and +4.5% for secondary.

27. The gap in earnings between male and female teachers overall has decreased between 2010/11 and 2021/22, across state-funded schools.

Figure 4: Median earnings for all leadership teachers, by school type and gender, 2021/22³³.



³² Ibid.

³³ Note y-axis does not start at zero. OME analysis of Department for Education (2022) *School Workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

Teachers' pay compared to earnings in other professional occupations

28. We have examined the relative position of the teachers' pay framework by tracking the position of school teachers' pay ranges against the wider distribution of earnings, in terms of annual gross pay. The analysis was produced using the data from the Office of National Statistics' (ONS) Annual Survey of Hours and Earnings (ASHE). The latest ASHE data cover the financial year 2021-22³⁴, therefore the 2021 School Teachers Pay and Conditions Document (STPCD) has been used. We have specifically compared teachers' pay against the earnings of 'Professional occupations' as this is the occupational group which teachers fall into within the ONS's occupational coding system.
29. We note that interpreting ASHE earnings data for 2020 and 2021 is difficult due to the effect of the COVID-19 pandemic. Growth rates were affected by the pandemic's impacts on wages, hours worked and the collection of data. We also note that furloughed workers are present in the 2019-20 and 2020-21 data. There has also been a change to ONS's occupational coding system from Standard Occupational Classification (SOC) 2010 to SOC 2020; earnings estimates for 2020-21 and 2021-22 have been affected and represent a break in the ASHE time series, therefore previous estimates will not be directly comparable³⁵.
30. Contextually in England, median gross annual earnings for full-time employees in 'Professional occupations' were £41,744 in 2021-22, a 2.1% increase from 2020-21. Across all occupations in England, median gross annual earnings for full-time employees were £33,197 in 2021-22, a 5.6% increase from 2020-21³⁶. The 'Professional occupations' category can be further broken down into specific occupations within the ASHE data. Median gross annual earnings for full-time primary and secondary education teaching professionals in England were £37,048 and £41,604 respectively in 2021-22. Median earnings for full-time head teachers were £67,609 in 2021-22.
31. Figure 5 shows how the MPR, Upper Pay Range (UPR) and Leadership Group Pay Range (LPR) compare to the distribution of earnings for those in professional occupations. Between 2010-11 and 2019-20, where SOC 2010 is used:
 - The relative position of all pay scale minima decreased. The position of the LPR minimum decreased the most, by four percentiles.
 - The relative position of the maxima for the MPR and LPR increased slightly by one percentile. However, the position of the UPR maximum decreased by three percentiles.
 - The gap between the MPR maximum and the UPR minimum has been decreasing both in percentile and cash terms.
32. Between 2020-21 and 2021-22, the relative position of all pay scale minima and maxima decreased. The relative position of the UPR deteriorated the most, with the positions of the minimum and maximum both decreasing by three percentiles. This

³⁴ The latest ASHE data is provisional and is subject to change.

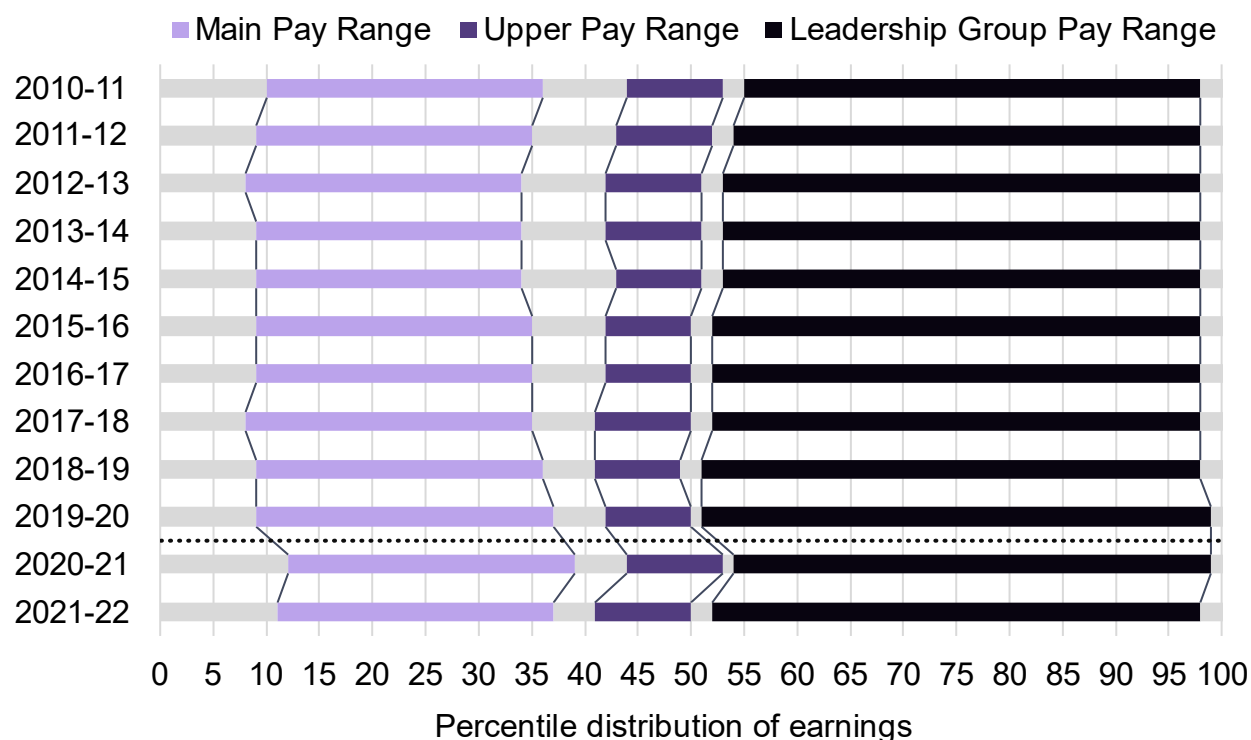
³⁵ ONS (2022) *Employee earnings in the UK: 2022* -

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2022>

³⁶ OME analysis of unpublished ASHE data.

relative deterioration in position is likely attributable to the pay pause; teachers' pay scales were not updated from 1 September 2021, whereas the earnings for professional occupations did increase between 2020-21 and 2021-22.

Figure 5: Position of the MPR, UPR and LPR in the percentile distribution of economy-wide annual gross earnings, professional occupations only, England, 2010-11 to 2021-22³⁷.



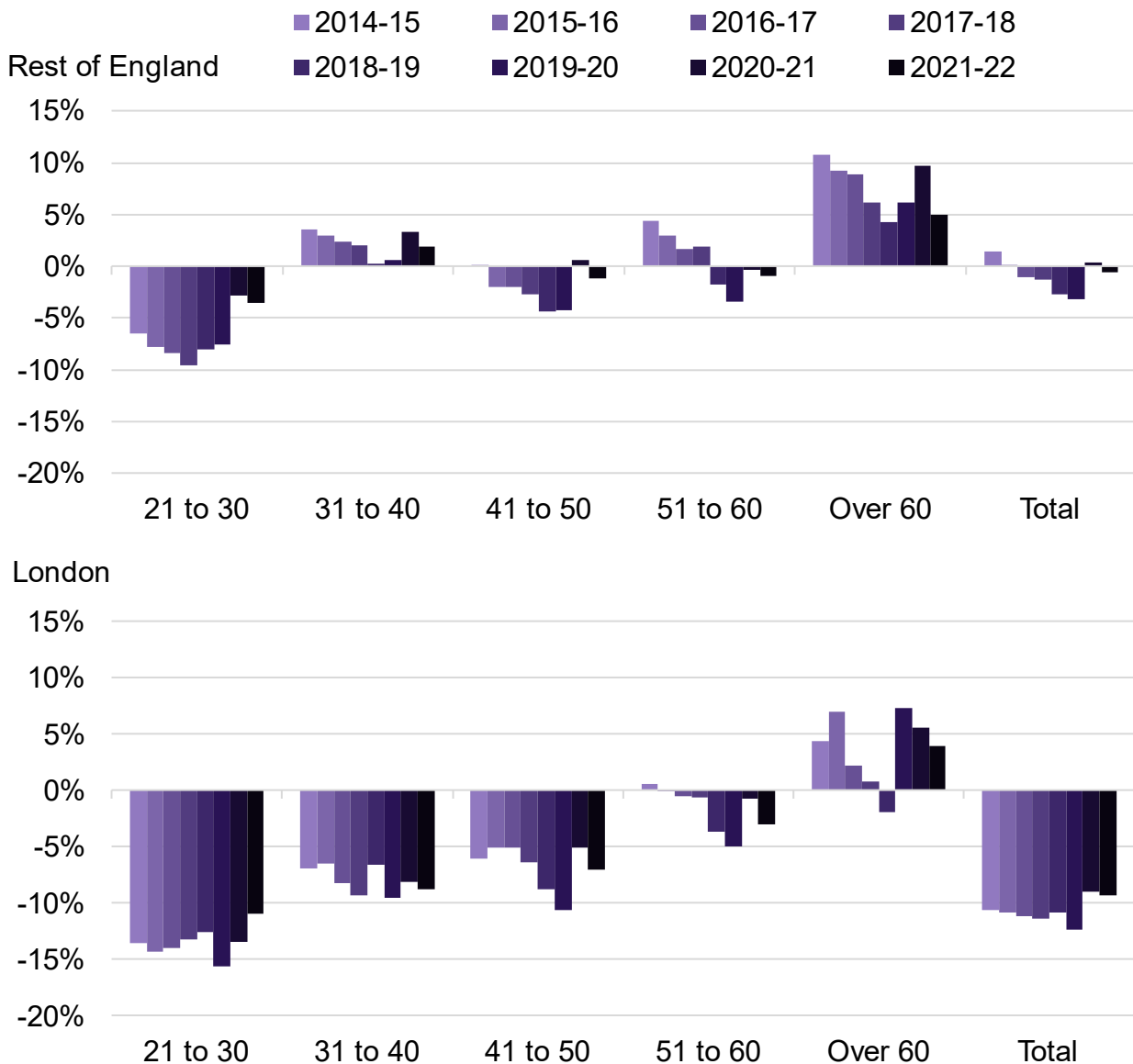
33. Figure 6 compares the estimated earnings of teachers with those working in other professional occupations (excluding teachers) by broad age bands. The teacher sample covers all qualified, full-time teachers, including leaders; the teacher data are drawn from the SWC. To maintain sufficient sample sizes, this analysis is conducted only for London and the Rest of England. Figure 6 presents the pay comparisons in the form of the percentage differentials between estimated teachers' median earnings and those of the comparator group (a negative value indicates that teachers' earnings fall below those of the comparator). The figure shows:

- In 2021-22, for the Rest of England, teachers' median earnings were below those of the comparator groups for most age bands, except for those over 60 and those aged 31 to 40. In London, teachers' median earnings were below all of the comparator groups, except for those over 60. The gaps between teachers' earnings and those of the comparator group were greatest in London.
- Across most age categories, the relative earnings of teachers deteriorated from 2014-15 to 2019-20, both in the Rest of England and London. This was also the case for the latest period, from 2020-21 to 2021-22, except for teachers aged 21 to 30 in London, where there was some improvement.

³⁷ OME analysis of unpublished ASHE data. Data for 2021-22 are provisional and are subject to change. The dashed line represents a discontinuity from 2020-21 due to a change in ONS's occupational coding from SOC 2010 to SOC 2020.

- Overall, teachers aged 21 to 30 compared least favourably against the other professional occupations, both in the Rest of England and in London. Those in the oldest age group (Over 60) compared most favourably.

Figure 6: Percentage difference between median full-time qualified teachers' earnings and those in other professional occupations (excluding teachers), by age band, the Rest of England and London, 2014-15 to 2021-22³⁸.

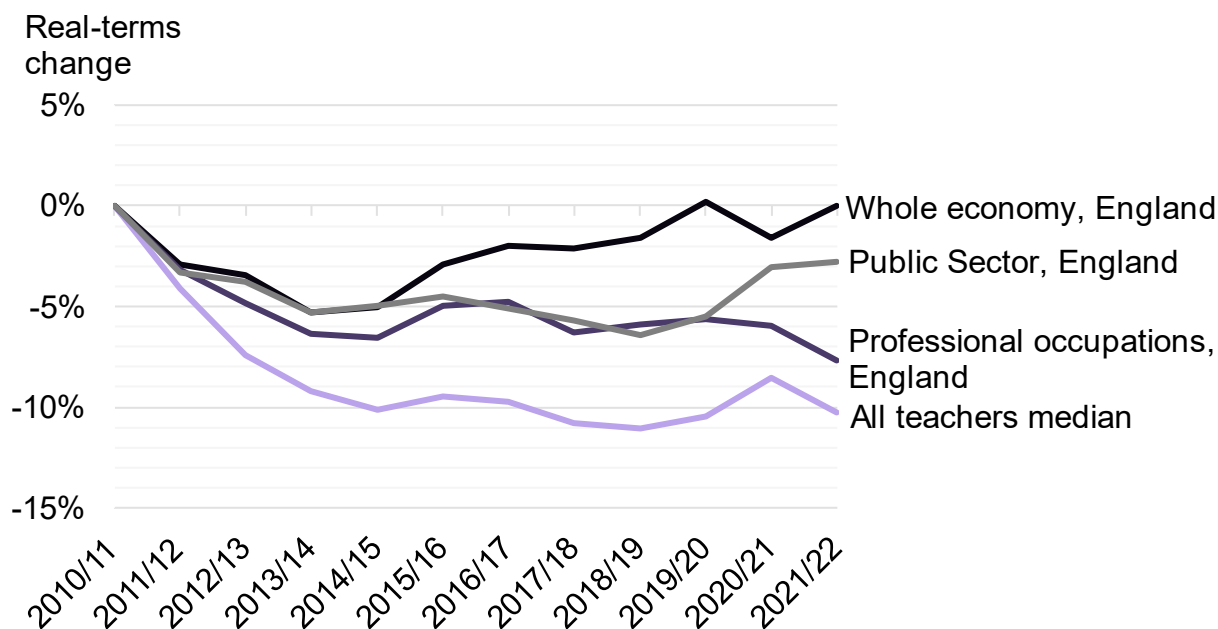


34. Our analysis of real-terms pay changes over time suggests that the competitiveness of teachers' earnings compared to the whole economy, wider public sector and to professional occupations, was lower in 2021/22 compared to 2010/11. Figure 7 shows how the real-terms value of teachers' median earnings fell throughout the early 2010s. We estimate that teachers' median gross earnings in 2021/22 were 10.3% below their level in 2010/11 in real terms. Median gross earnings for the whole economy were at their 2010/11 level and median gross earnings for

³⁸ OME analysis of unpublished SWC and ASHE data (2021-22 data are provisional and are subject to change). To make the SWC data more directly comparable to the ASHE we have converted the SWC data into financial years. There is a break in the ASHE series from 2020-21 due to a change in ONS's occupational coding from SOC 2010 to SOC 2020.

professional occupations were 7.6% below their 2010/11 level, in real terms. The chart shows there was some improvement for teachers between 2018/19 and 2020/21, driven by above-inflation rises in recent years, prior to the pay pause in 2021/22.

Figure 7: Real-terms change in median gross earnings for teachers in state-funded schools, the whole economy (England), public sector (England) and professional occupations (England), compared to levels in 2010/11^{39,40,41}.



35. We have also estimated the real-terms change to teachers’ pay scales/ranges, as specified in the STPCD, for which 2022/23 salary data are available. Between 2010/11 and 2022/23, whilst all pay points and ranges have declined in real terms, M1 declined the least (by -6.0%) whilst the leadership maxima declined the most (by -15.1%). Real-terms changes to STPCD pay values are summarised in Table 4.

³⁹ Nominal earnings have been adjusted using annual CPI figures (financial year). ONS (2023) *Consumer price inflation tables* - <https://www.ons.gov.uk/economy/inflationandpriceindices/datasets/consumerpriceinflation>

⁴⁰ Data for the whole economy, public sector and for professional occupations represent full-time median gross annual earnings in England. OME analysis of unpublished ASHE data. 2021-22 figures are provisional and are subject to change. There is a break in the ASHE series from 2020-21 due to a change in ONS’s occupational coding from SOC 2010 to SOC 2020.

⁴¹ OME analysis of Department for Education (2022) *School Workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

Table 4: Real-terms change in teachers' salaries from 2010/11 to 2022/23, based on the STPCD⁴².

STPCD pay point	Real-terms change from 2010/11 to 2022/23
M1	-6.0%
M6	-10.8%
UPR1/UP3	-13.8%
Leadership min	-14.3%
Leadership max	-15.1%

36. The IFS have noted that, despite pay awards of between 5-9% from September 2022, teachers' pay scales will not grow in real terms in 2022/23. The IFS have estimated that new and inexperienced teachers are likely to see real-terms salary cuts of 1-3% in 2022/23⁴³. According to Jack Worth of the NFER, real teachers' pay has grown more slowly in England than in other OECD countries since 2010⁴⁴.

Teacher numbers and characteristics

37. This section presents statistics on teacher numbers and their characteristics, such as age and gender. Ethnicity data are also presented for teachers and pupils.

38. There were 465,526 FTE teachers working in state-funded schools in England in November 2021, an overall increase of 1.0% (4,422 staff) from 2020. Between November 2020 and 2021:

- FTE nursery and primary teachers decreased by -0.1% (202 staff)
- FTE secondary teachers increased by 1.8% (3,735 staff)
- FTE special school or pupil referral unit (PRU) teachers increased by 3.9% (978 staff)
- FTE centrally employed teachers decreased by -2.4% (89 staff)

39. Of the 465,526 teachers, around 43% work for Local Authority (LA) maintained schools and therefore fall within the STRB's remit group. The remaining 57% work in the academy sector. By school type, 61% of primary and nursery schools fall within the STRB's remit, whereas only 22% of secondary schools do. The proportion of teachers in the STRB's remit group was slightly higher in 2020/21, at 44% across state-funded schools. In 2021/22 the total state-funded primary and nursery teacher workforce was 4% larger (222,326) than the secondary teacher workforce (213,567).

⁴² Nominal earnings have been adjusted using annual CPI figures (financial year). ONS (2023) *Consumer price inflation tables* -

<https://www.ons.gov.uk/economy/inflationandpriceindices/datasets/consumerpriceinflation>

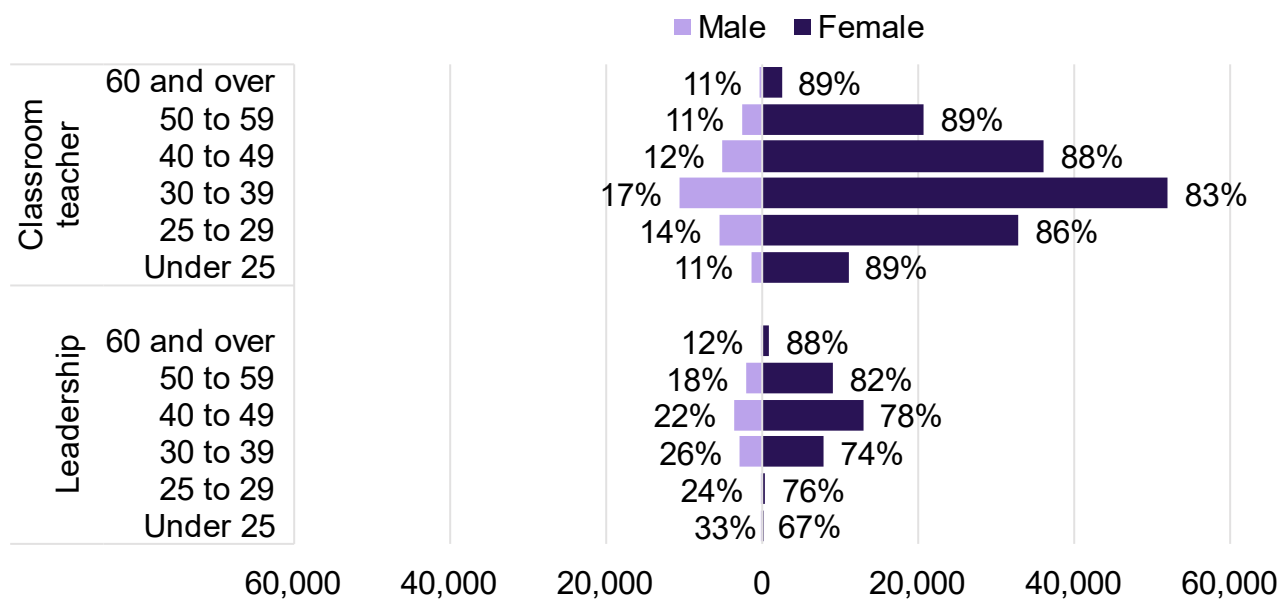
⁴³ IFS estimates are based on inflation forecasts for 2022/23. IFS (2023) *What has happened to teacher pay in England?* - <https://ifs.org.uk/articles/what-has-happened-teacher-pay-england>

⁴⁴ Jack Worth (@JackWorthNFER) (2023) "Teachers' pay has fallen in real terms since 2010. But has this happened to the same extent in other OECD countries? OECD data says no. England is an outlier for teacher pay growth 2010-2020" [Twitter post] -

<https://twitter.com/JackWorthNFER/status/1616369753924276225>

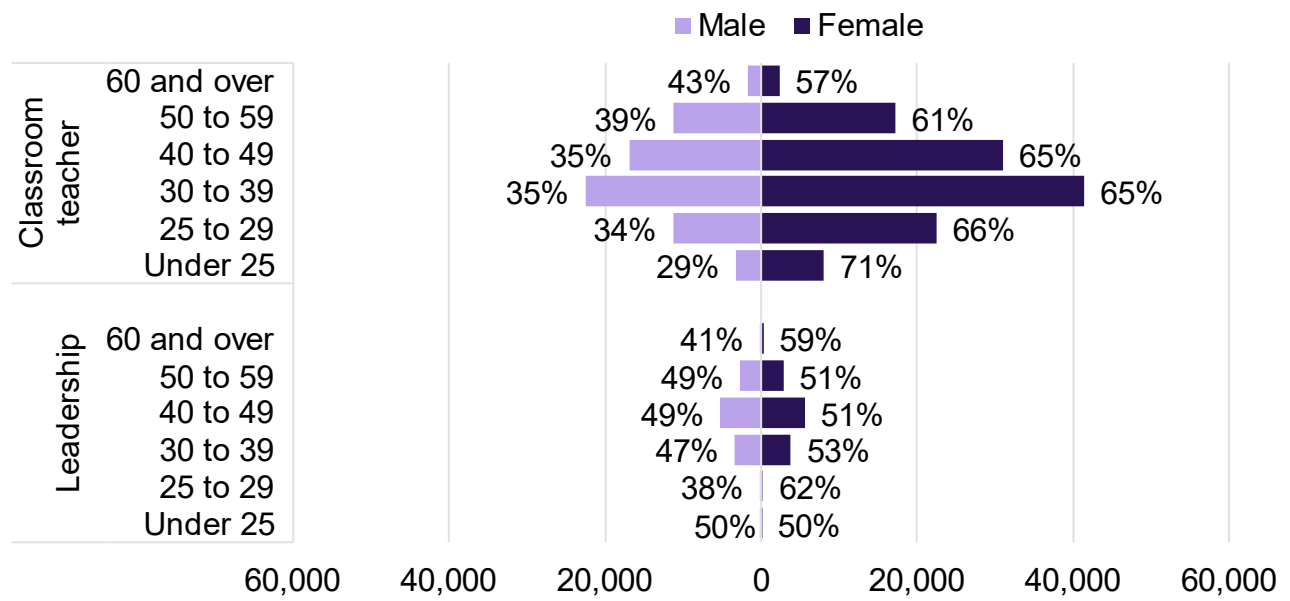
40. Figures 8 and 9 show the numbers of teachers by grade, age and gender across state-funded nursery and primary, and secondary schools. Key points from the figures and underlying data are:
- 30 to 39 year-olds made up the largest proportions of the total workforce across state-funded schools.
 - A higher proportion of teachers was female in both primary (85%) and secondary (63%) schools. Across all state-funded schools 74% of teachers were female. These proportions are unchanged from 2020/21.
 - Whilst male teachers made up 15% of the primary workforce, they accounted for 22% of primary leadership roles (assistant heads, deputy heads and heads). In secondary schools, whilst male teachers accounted for 37% of the total workforce, they accounted for 48% of leadership roles.

Figure 8: Numbers of FTE teachers, split by age and gender, across state-funded nursery and primary schools, England, November 2021⁴⁵.



⁴⁵ OME analysis of Department for Education (2022) *School Workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

Figure 9: Numbers of FTE teachers, split by age and gender, across state-funded secondary schools, England, November 2021⁴⁶.



⁴⁶ Ibid.

41. Tables 5 to 7 show the ethnicity of all teachers and pupils of all ages. Ethnicity information was available for 91% of teachers and 98% of pupils. We have also included estimates of ethnicity for the total population in England. The tables show, in 2021/22:

- 90% of all teachers across state-funded schools were White; this compares to 73% of school pupils. These figures are similar to 2020/21. According to the ONS's population estimates, 84% of the population in England were White in 2019⁴⁷.
- The proportion of teachers who were White increases by grade. For example, whilst 90% of classroom teachers were White, 96% of heads were, unchanged from 2020/21.
- A larger proportion of teachers in nursery and primary schools were White (92%) compared to secondary schools (88%).
- The pupil population is much more diverse than the teacher population, across school types.

Table 5: Ethnicity of teachers by grade and pupils in state-funded schools (headcount), England, 2021/22 and ethnicity of the population in England, 2019^{48,49,50}.

	White	Any other Mixed background	Asian or Asian British	Black or Black British	Any other ethnic group
Head teacher	96%	1%	2%	1%	<1%
Deputy head teacher	95%	1%	3%	1%	<1%
Assistant head teacher	92%	1%	4%	2%	<1%
Classroom teacher	90%	2%	5%	3%	1%
Total teachers	90%	2%	5%	2%	1%
Total pupils	73%	7%	13%	6%	2%
Total population England	84%	2%	8%	4%	2%

⁴⁷ ONS (2020) *Population of England and Wales* -

<https://www.ethnicity-facts-figures.service.gov.uk/uk-population-by-ethnicity/national-and-regional-populations/population-of-england-and-wales/latest>

⁴⁸ OME analysis of Department for Education (2022) *Schools, pupils and their characteristics: Academic year 2021/22* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-pupils-and-their-characteristics>

⁴⁹ OME analysis of Department for Education (2022) *School workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

⁵⁰ ONS (2021) *Population estimates by ethnic group, England and Wales* - <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/datasets/populationestimatebyethnicgroupenglandandwales>

Table 6: Ethnicity of teachers by grade and pupils in state-funded secondary schools (headcount), England, 2021/22 and ethnicity of the population in England, 2019⁵¹.

	White	Any other Mixed background	Asian or Asian British	Black or Black British	Any other ethnic group
Head teacher	95%	1%	3%	1%	<1%
Deputy head teacher	93%	1%	3%	2%	1%
Assistant head teacher	92%	1%	4%	2%	<1%
Classroom teacher	87%	2%	7%	3%	1%
Total teachers	88%	2%	6%	3%	1%
Total pupils	72%	6%	13%	6%	2%
Total population England	84%	2%	8%	4%	2%

Table 7: Ethnicity of teachers by grade and pupils in state-funded nursery and primary schools (headcount), England, 2021/22 and ethnicity of the population in England, 2019⁵².

	White	Any other Mixed background	Asian or Asian British	Black or Black British	Any other ethnic group
Head teacher	96%	1%	2%	1%	<1%
Deputy head teacher	95%	1%	2%	1%	<1%
Assistant head teacher	92%	1%	4%	2%	<1%
Classroom teacher	92%	1%	5%	2%	<1%
Total teachers	92%	1%	4%	2%	<1%
Total pupils	73%	7%	13%	6%	2%
Total population England	84%	2%	8%	4%	2%

Pupil numbers

42. Pupil numbers do not translate directly into the required number of teachers; however, they do provide some measure of demand. Figure 10 shows actual pupil numbers from 2012 to 2022, as well as a projection to 2032. The data show:

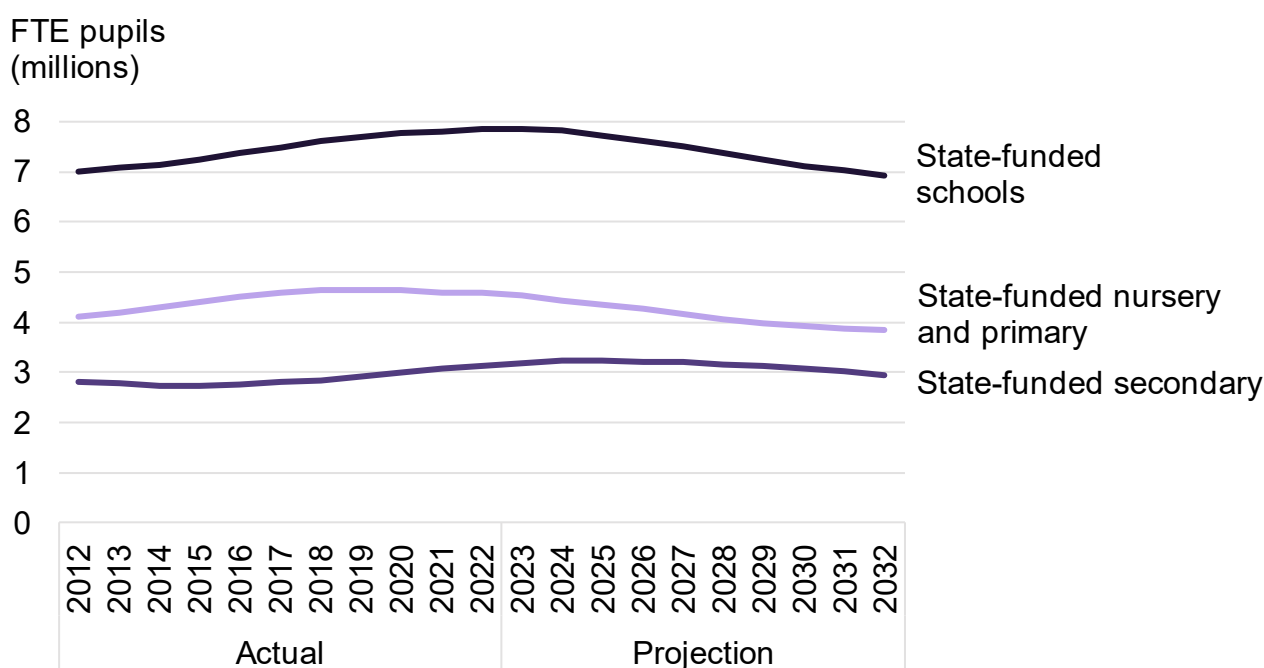
- The actual pupil population in state-funded schools was 7.9 million in 2022. This is projected to decrease by 0.9 million by 2032. Birth data and projections are the key drivers of the estimated future pupil population.
- The nursery and primary pupil population peaked in 2019 at 4.7 million. Since this point, numbers have decreased. This is mainly due to continued reductions in the number of births since 2013; the drop in 2021 may be affected by the pandemic, with parents choosing to home school.

⁵¹ Ibid.

⁵² Ibid.

- The secondary school population is projected to peak in 2024 at 3.2 million then gradually decline through to 2032, the end of the forecast period.

Figure 10: FTE pupil numbers up to and including age 15, in state-funded schools, England, 2012 to 2032 (projection from 2023)⁵³.

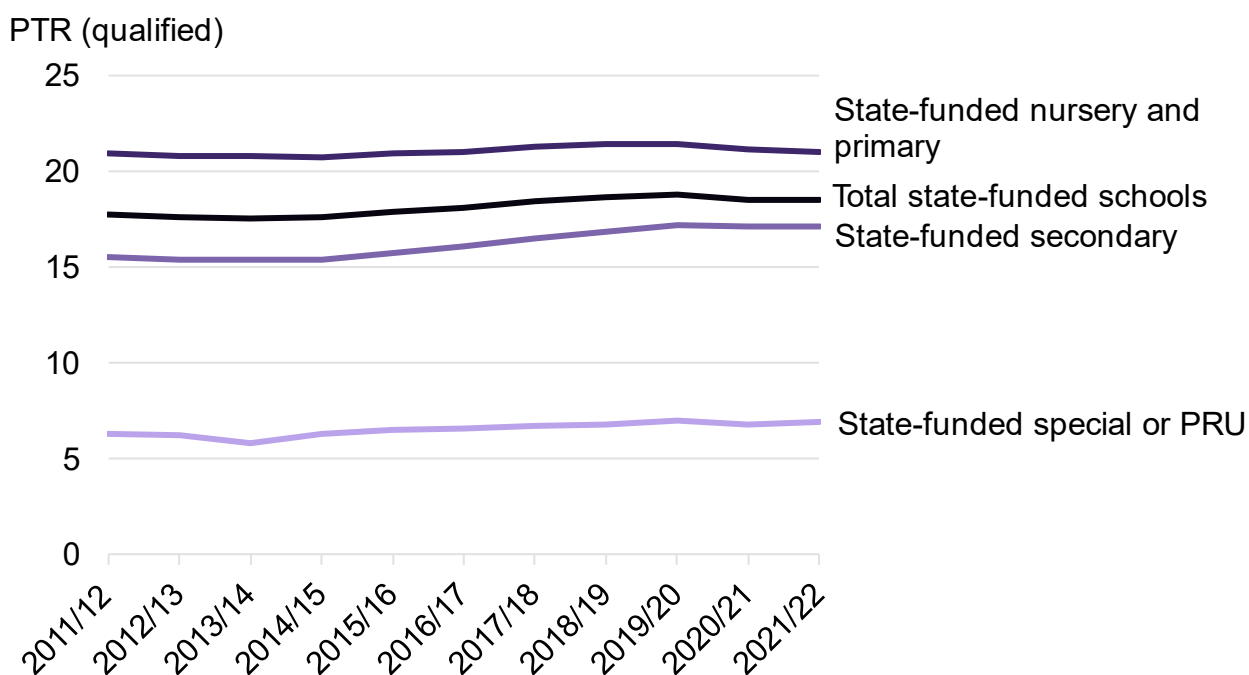


Pupil to teacher ratios

43. Figure 11 shows the PTRs for qualified teachers within schools by school type from 2011/12 to 2021/22. PTRs show the size of the qualified teacher workforce in relation to the size of the pupil population; a decrease in the PTR means there are fewer pupils per teacher.
44. For secondary schools, the PTR for qualified teachers was 17.1 in 2021/22, stable from 2020/21. The PTR has been on an increasing trend since 2015/16, driven by increasing secondary school pupil numbers, which are projected to continue rising until 2024. This increase in pupils has been offset by an increase in teachers in recent years. The average secondary class size was 22.3 in 2021/22, stable from 2020/21 and an increase from 2015/16.
45. For nursery and primary schools, the PTR for qualified teachers was 21.0 in 2021/22, relatively stable from 2020/21 (21.1). The PTR increased between 2015/16 and 2018/19, but has decreased from 2019/20, driven by decreasing pupil numbers, with the nursery and primary population projected to decrease through to 2032. The average primary class size was 26.6 in 2021/22, stable from 2020/21 and a decrease from 2015/16.
46. The figure also shows how the PTR is considerably lower across state-funded special schools or PRUs.

⁵³ OME analysis of Department for Education (2022) *National pupil projections: Reporting year 2022* - <https://explore-education-statistics.service.gov.uk/find-statistics/national-pupil-projections>

Figure 11: Pupil to teacher ratios for qualified teachers in state-funded schools, England, 2011/12 to 2021/22⁵⁴.



47. PARs give the number of FTE pupils per adult (FTE teachers and support staff) employed in schools (excluding administrative and clerical staff). Data on PARs show:

- The PAR for all state-funded nursery and primary schools was 10.9 in 2021/22, similar to 2020/21 (11.0).
- The PAR for all state-funded secondary schools was 11.9 in 2021/22, stable from 2020/21.

Teacher flows: entrants and leavers

48. The following section focuses on entrants to, and leavers from, the teacher workforce. In 2021/22 there were 43,981 FTE qualified entrants to teaching in state-funded schools, a 5.3% increase from 2020/21. The overall entrants' rate was 9.7%. This is slightly higher than in 2020/21 when the rate was 9.3%, but lower than in previous years. Of the qualified new entrants there were:

- 20,059 newly qualified teachers (NQTs), 50% of all entrants.
- 14,991 teachers returning to teaching after a break, 34% of all entrants.
- 3,850 deferred NQTs, 9% of all entrants.
- 3,081 teachers new to the state-funded sector, 7% of all entrants.

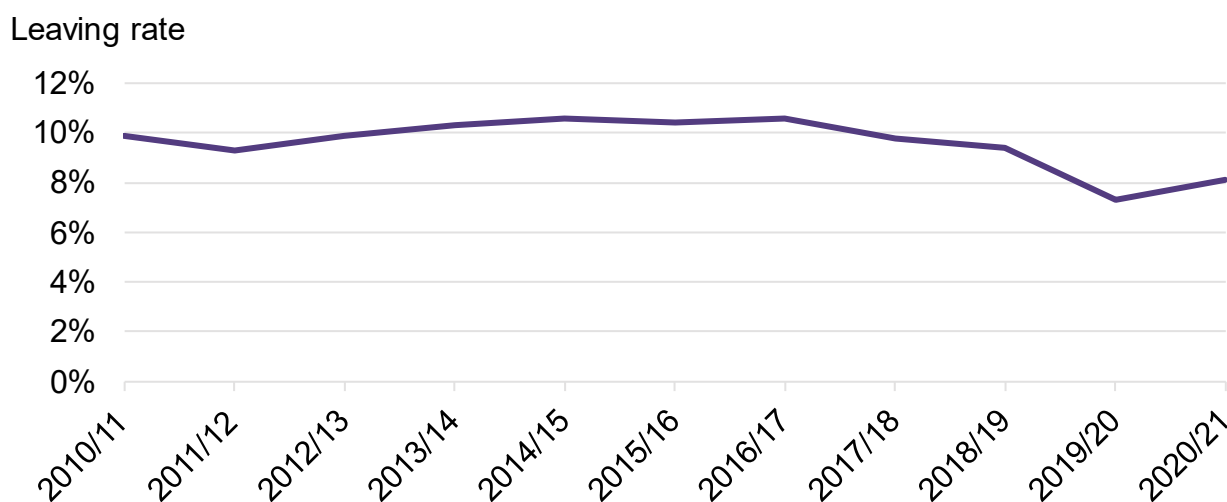
49. Between November 2020 and November 2021 there were 36,262 FTE qualified teachers who left teaching in state-funded schools. This is 12.4% higher than in

⁵⁴ OME analysis of Department for Education (2022) *School workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

2019/20, but lower in absolute terms than previous years. The overall leaving rate was 8.1%, an increase from 2019/20 (7.3%) but the second lowest since 2010/11 (see Figure 12). Of the teachers who left in 2019/20 there were:

- 32,026 teachers out of service, 88% of all leavers.
- 4,217 teachers who retired, 12% of all leavers.

Figure 12: Overall leaving rate for qualified teachers in state-funded schools, 2010/11 to 2020/21⁵⁵.



50. The proportion of leavers who retired has fallen each year from 2010/11 (34%) to 2020/21 (12%). This is consistent with a reduction in the proportion of teachers who were aged 50 or over from 24% in 2010/11 to 18% in 2021/22.
51. Within the overall leaving rate, there is variation by school type. The leaving rate for primary schools has been consistently lower than for secondary schools since 2010/11, with the exception of the latest year where leaving rates have converged for the two phases. The primary school leaving rate was 8.0% in 2020/21, an increase from 7.1% in 2019/20 but lower than 2018/19 (9.0%). The secondary school leaving rate was 7.8% in 2020/21, an increase from 7.4% in 2019/20 but lower than 2018/19 (9.4%).
52. LA maintained schools have tended to have lower leaving rates than academies, for both the primary and secondary phases. For example, the LA maintained secondary school leaving rate was 7.1% in 2020/21 whereas the secondary academy leaving rate was 8.0%.
53. In addition to entrants and leavers, changes to working patterns also affect the number of FTE teachers. In 2021, 4% of qualified teachers increased their working hours and 5% decreased theirs. Overall, this led to a decrease of around 2,160 FTE qualified teachers between 2020 and 2021. This decrease is smaller than from 2019 to 2020 (2,300 FTE qualified teachers).
54. Overall, there were around 4,400 more FTE teachers across state-funded schools in 2021/22 compared to 2020/21. This increase is smaller than seen from 2019/20 to 2020/21 (an increase of around 7,285 FTE teachers) but brings the total FTE

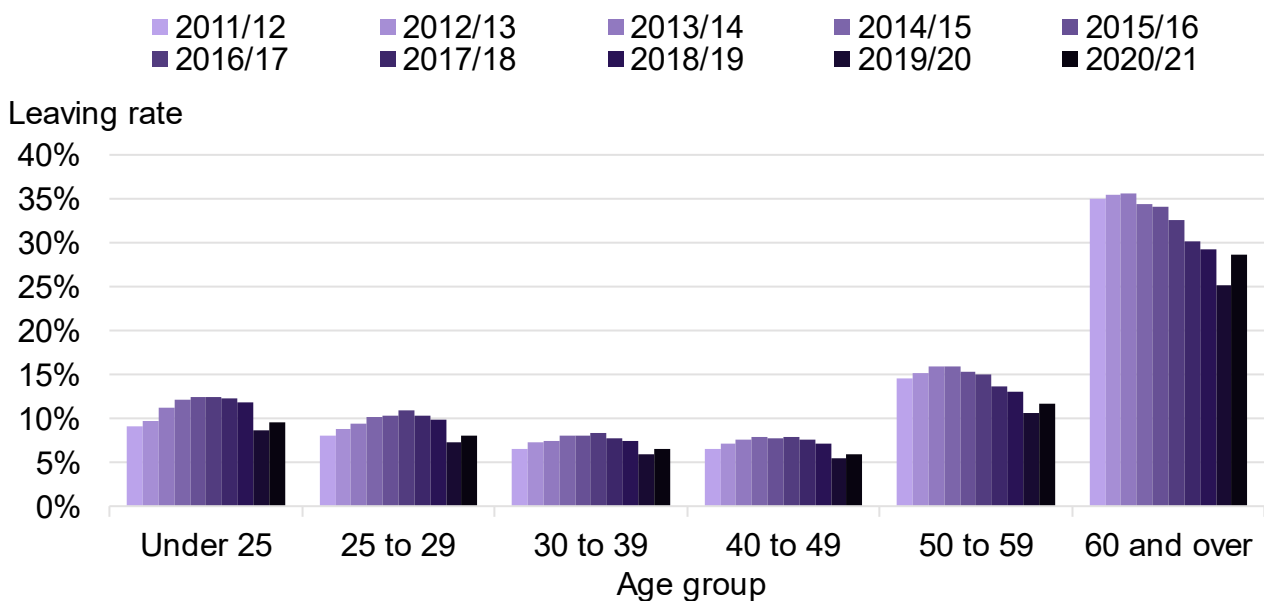
⁵⁵ Ibid.

teacher workforce up to the highest level since 2010/11. The increases in 2021/22 were driven by historically low levels of leavers in 2019/20 and 2020/21.

Leaving and wastage rates by age

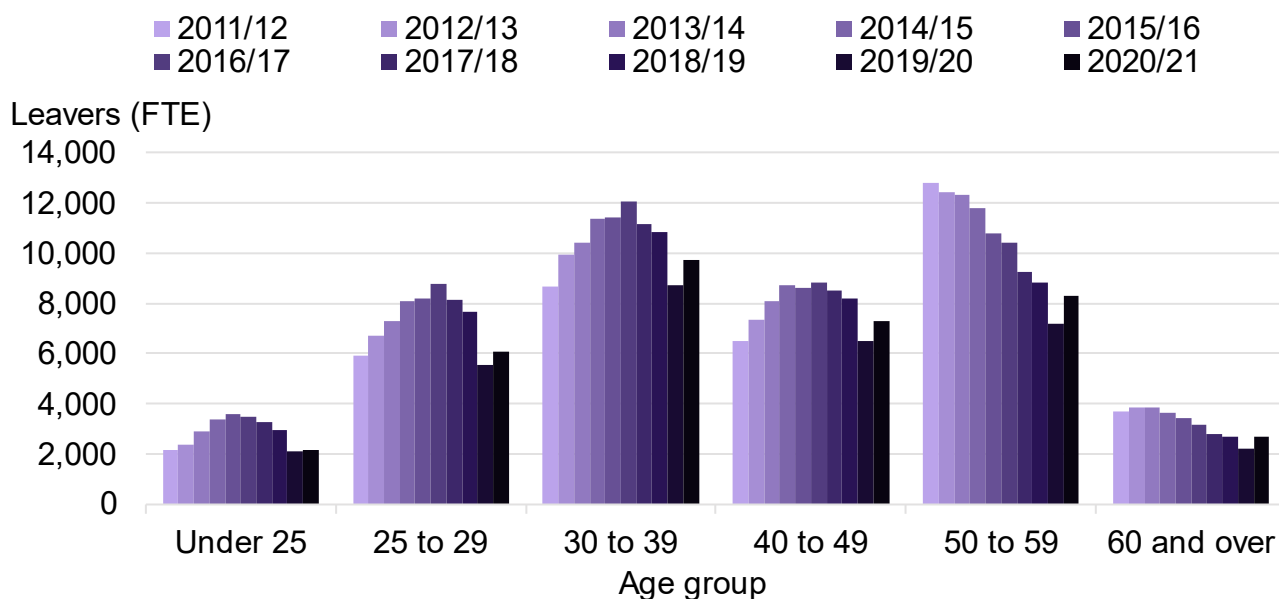
55. Figure 13 presents leaving rates by age on leaving per year from 2011/12 to 2020/21. During this period, the leaving rates for those aged 50 to 59 and 60 and over have steadily decreased. Over the same period, the leaving rates for all age groups under 50 increased until around 2016/17 before decreasing to historically low rates in 2019/20. In 2020/21, leaving rates increased for all age categories. However, they were still at historic lows compared to pre-pandemic years.
56. In absolute terms, the largest number of qualified teacher leavers was from the 30 to 39 and 50 to 59 age categories in 2020/21, with 9,731 and 8,319 leavers respectively. Absolute numbers of leavers by age are shown in Figure 14. The figure highlights that, whilst leaving rates are high for teachers in the Under 25 and 60 and over categories, the absolute numbers of leavers are relatively low in comparison to other age categories.

Figure 13: Leaving rates of FTE qualified teachers by age on leaving, across all state-funded schools, England, 2011/12 to 2020/21⁵⁶.



⁵⁶ Ibid.

Figure 14: Numbers of FTE qualified teacher leavers by age on leaving, across all state-funded schools, England, 2011/12 to 2020/21⁵⁷.



Leaving rates by length of service

57. Figure 15 estimates, for each cohort of new entrants, the percentage of that cohort leaving after each year of service. For example, for the 2011 entry cohort, it shows the percentage of teachers in that cohort who left after one year of service, two years of service, and so forth. In some cases, a teacher from a given cohort may leave and subsequently return to service; in such cases, they cease being treated as a leaver from the year they are recorded as having returned. In this sense, we are measuring ‘net leaving rates’.
58. The net leaving rates for any given cohort decline quickly after the first few years of service and then flatten out. Figure 15 highlights increases in the leaving rates after one and two years of service for the 2011 to 2016 entry cohorts. Leaving rates then dropped for the 2019 entry cohort before increasing for the 2020 cohort. Despite this increase, the net leaving rates are well below peak leaving rates in 2016 and 2017. This is likely a result of the COVID-19 pandemic, given that teacher retention tends to improve during recessions as the options outside teaching carry more uncertainty. Lockdown restrictions may have also made it harder for teachers to move jobs.
59. Figure 16 draws upon the underlying data from Figure 15 and shows how retention rates have changed for selected cohorts. The figure shows:
- 87.5% of teachers who joined in 2020 were retained after one year; the corresponding figure for the 2011 cohort was 88.1%.
 - 77.0% of teachers who joined in 2018 were retained after three years; the corresponding figure for the 2011 cohort was 78.1%.
 - 68.8% of teachers who joined in 2016 were retained after five years; the corresponding figure for the 2011 cohort was 70.1%.

⁵⁷ Ibid.

- 64.3% of teachers who joined in 2014 were retained after seven years; the corresponding figure for the 2011 cohort was 64.7%.

60. Whilst all of the more recent cohorts listed above have lower retention rates than the 2011 cohort, the chart shows that retention has improved in the last two years for more recent cohorts. Even though the COVID-19 pandemic undoubtedly supported retention, leaving rates had been falling before the pandemic. This is most clearly shown in the overall leaving rate (see Figure 12 above).

Figure 15: Estimated net leaving rates at each year of service (full-time and part-time qualified teachers), for teachers qualified in 2011 to 2020, England⁵⁸.

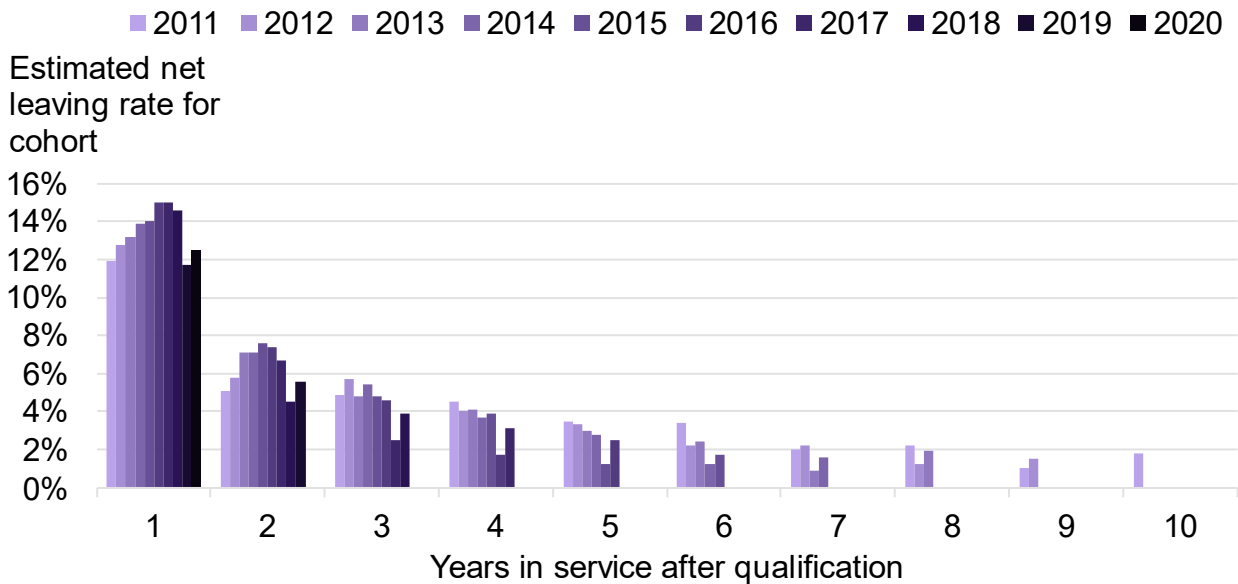
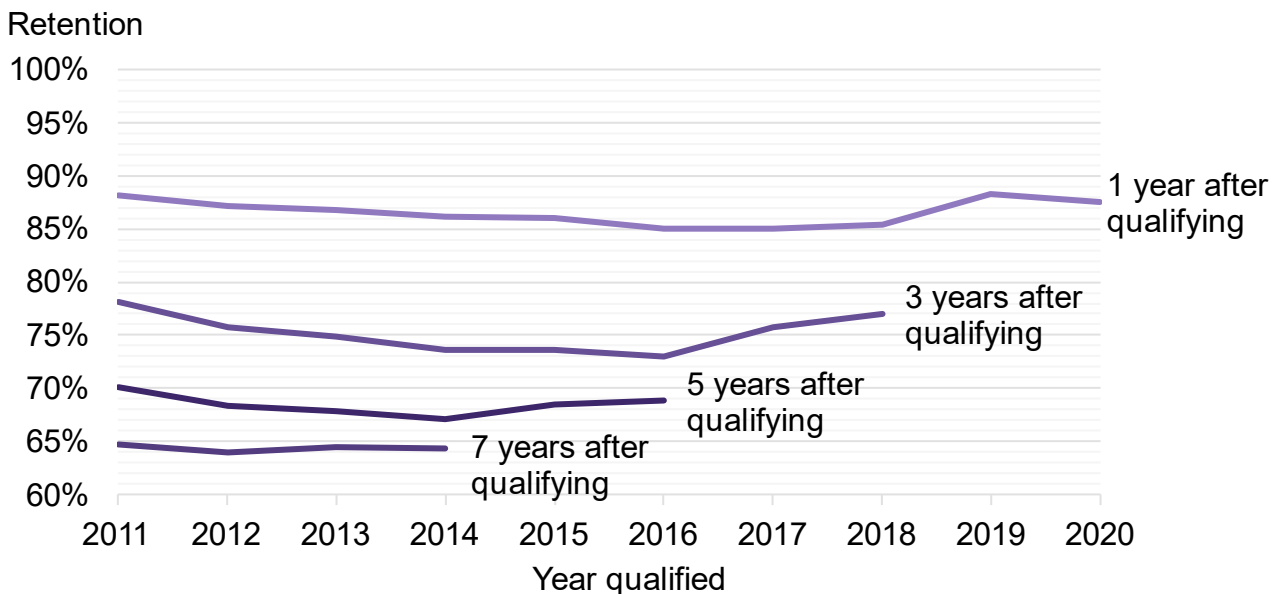


Figure 16: Percentage of teachers still in service 1 to 7 years after qualifying, for teachers qualified in 2011 to 2020, England⁵⁹.



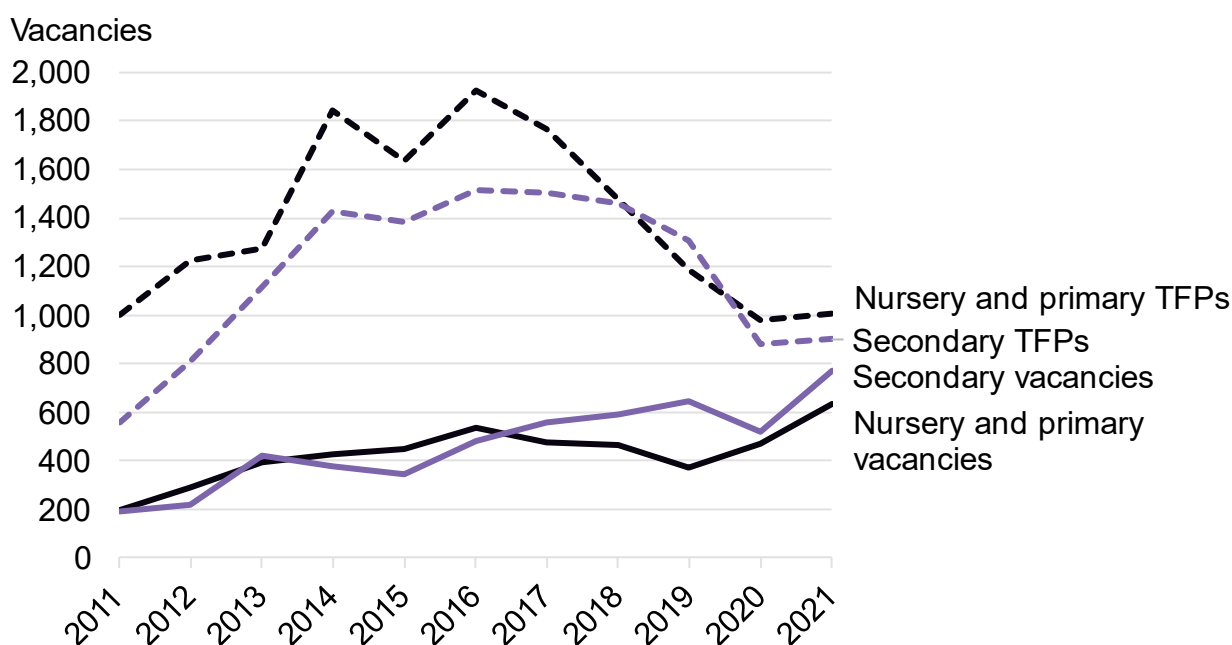
⁵⁸ Ibid.

⁵⁹ Note y-axis does not start at zero. OME analysis of Department for Education (2022) *School workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

Teacher vacancies

61. In November 2021, according to the SWC data, the teacher vacancy rate (including full-time and part-time teachers) across all state-funded schools was 0.3%, higher than the previous year (0.2%)⁶⁰. The vacancy rate for classroom teachers was also 0.3%, the same as that for all leadership.
62. In absolute terms, the number of vacancies across state-funded schools increased by 466 compared to the previous year, reaching 1,564. Within the headline total, both nursery and primary, and secondary, schools saw an increase (see Figure 17).
63. Temporarily filled posts (TFPs) are those where a vacancy exists which is being filled by a teacher on a contract of at least one term but less than a year. The vacancy rate for TFPs across all state-funded schools was 0.5% in 2021, the same as in 2020. In absolute terms, there were 2,247 TFPs in 2021. After peaking in 2016/17, the number of TFPs has fallen, particularly at primary level (see Figure 17).

Figure 17: Teacher vacancies (both full-time and part-time) and temporarily filled posts (TFPs) in state-funded schools, England, November 2011 to 2021^{61,62}.



64. Subject-level vacancy rate data for secondary schools are shown in Figure 18. Two of the Design and Technology (D&T) subjects had some of the highest vacancy rates, although in absolute terms, the numbers were relatively small. Mathematics

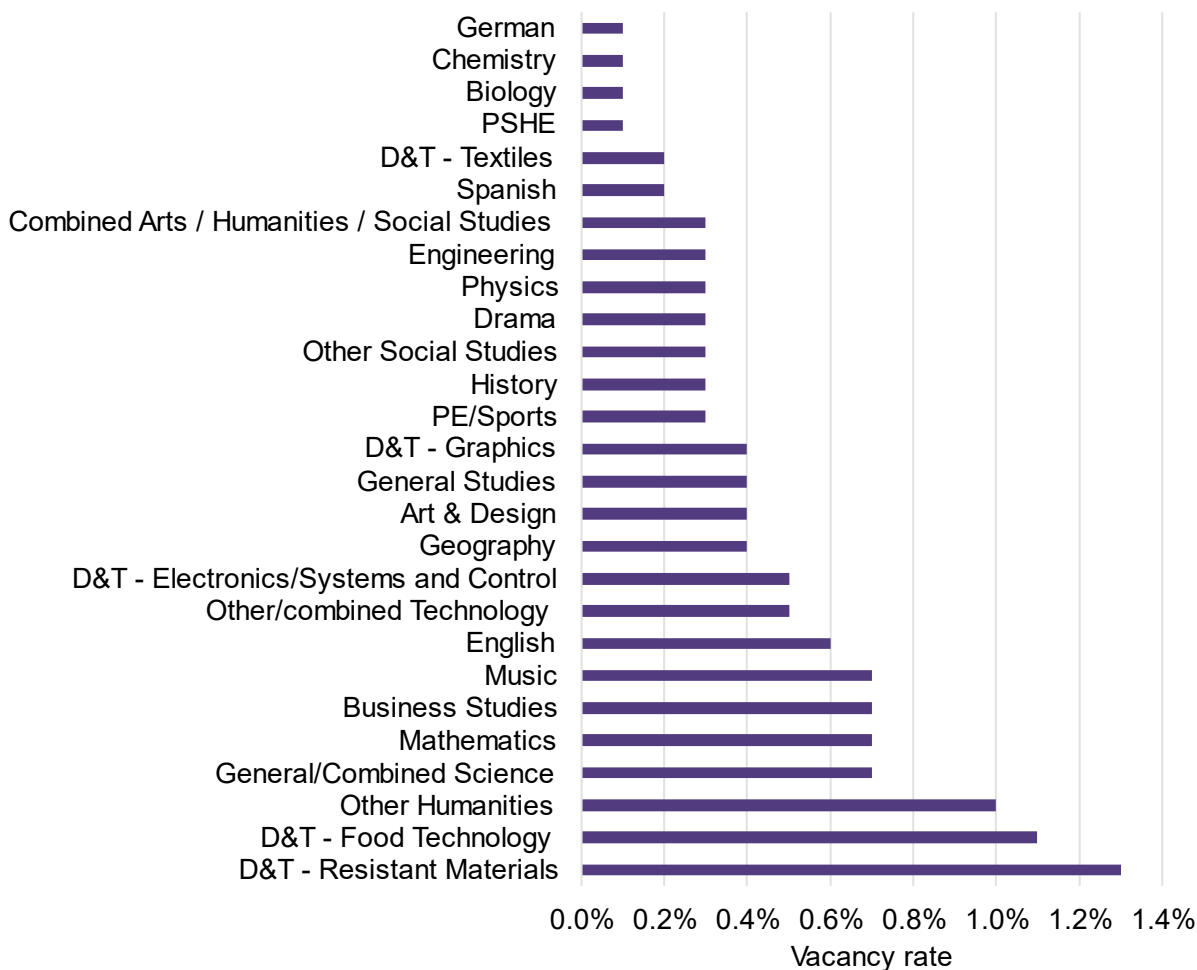
⁶⁰ A vacancy refers to a full-time appointment of at least one term's duration that, on the November census date, had been advertised but not filled. Vacancies exclude those filled on a temporary basis unless it is by someone on a contract of less than a term. We note the limitation of the vacancy data in that the data is a mid-term snapshot. As vacancies may have been filled in time for the start of the school year, the school vacancy data does not reflect the challenges faced by schools throughout the year, as vacant posts may be advertised at other times such as over spring/summer.

⁶¹ To reduce burden during the COVID-19 pandemic, schools and LAs were not required to provide the tenure (full-/part-time working pattern) of teachers in the November 2020 School Workforce Census. Therefore, the figure includes both full- and part-time staff vacancies, whereas previous publications have focused only on full-time vacancies.

⁶² OME analysis of Department for Education (2022) *School workforce in England: Reporting year 2021* - <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2021>

had the highest number of vacancies in absolute terms and one of the highest vacancy rates amongst STEM subjects.

Figure 18: Secondary school vacancy rates by subject, November 2021⁶³.



65. As the latest vacancy data from the SWC refers to a snapshot in November 2021, which contrasts with the seasonal peak of hiring in April/May, we have also looked at data from other sources. NFER’s annual report included coverage of data from TeachVac, a vacancy service for schools and teachers in England. The data showed that, in the 2021/22 academic year, the cumulative number of job vacancies for primary and secondary classroom teachers posted by state-sector schools in England was significantly higher than in previous years. By the end of 2021/22, schools had posted a total of 81,468 teacher job vacancies. This was 59% higher than in 2018/19 (the last year before the pandemic). More recent data show that, in February 2023, teacher vacancies were 93% higher than at the same point in the year before the pandemic and 37% higher than in 2021/22⁶⁴.
66. Information from School Dash, an organisation which collects teacher vacancy data in England⁶⁵, also indicates that the rate at which secondary schools in England have been advertising teacher vacancies has risen sharply since the end of the COVID-19 pandemic. The increases have reversed all of the shortfall in adverts seen

⁶³ Ibid.

⁶⁴ NFER (2023) *Teacher Labour Market in England Annual Report 2023* - <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2023/>

⁶⁵ SchoolDash gathers data daily from school and college websites. It covers all registered secondary schools, sixth form colleges and colleges of further education in England.

during the two years of the pandemic-related disruption. The effects do vary by subject and there have been large increases in STEM subjects and for the humanities in particular. Cumulative vacancy data for all secondary school subjects showed that the number of vacancies in the 2021/22 academic year was 18% above that recorded in 2018/19 (pre-pandemic) and 50% higher than in 2020/21⁶⁶.

Teacher conditions and satisfaction

67. Teacher wellbeing and workload, alongside pay, are important influences on the teacher labour market. In its 2023 annual Teacher Labour Market report, NFER's analysis of teachers' working hours showed that teaching involves more working hours in a typical working week than for similar graduates in other occupations. Whilst the number of hours full-time teachers worked during a typical week has been falling since 2017/18, teachers were found to work 4.5 hours per week more on average than similar graduates in 2021/22⁶⁷.
68. In the Department's Working Lives of teachers and leaders survey⁶⁸, carried out in spring 2022, most teachers and leaders disagreed that their workload was acceptable (72%) and that they had sufficient control over it (62%). Combined, over half (56%) of teachers and leaders thought both that their workload was unacceptable and that they did not have sufficient control over it. The survey found that average working hours for leaders in both primary and secondary schools remained substantially lower than they were in the 2016 Teacher Workload Survey (TWS) but were slightly higher than those reported in the 2019 TWS. The average working hours for teachers were significantly lower than reported in the 2016 and 2019 TWS; however, this reduction was driven by reduced primary teacher hours specifically, while working hours for secondary teachers were not significantly different to those reported in the 2019 TWS.
69. On wellbeing, the survey found that teacher and leader wellbeing in English state schools was lower than equivalent wellbeing scores for the UK population. Many teachers and leaders felt that their work was having a negative impact on their health and wellbeing. For example, a large majority said that they experienced stress in their work (86%), around two-thirds felt their job did not give them sufficient time for their personal life (65%), and around half (56%) said their job negatively affected their mental health (45% said it negatively affected their physical health). Leaders, and particularly heads, were more likely than teachers to report that their job did not give them sufficient time for their personal life (70% of leaders and 75% of heads agreed with this statement, compared to 64% of teachers). Heads were more likely than both teachers and all leaders to report that their job negatively affected their mental health (59% compared to 57% of teachers and 53% of all leaders).
70. A quarter (25%) of teachers and leaders reported that they were considering leaving the state school sector in the next 12 months for reasons other than retirement. The most commonly cited reasons for considering leaving were high workload (92%), government initiatives or policy changes (76%), and other pressures relating to pupil outcomes or inspection (69%).

⁶⁶ OME analysis of [SchoolDash Insights](#) data. Available to School Dash subscribers.

⁶⁷ NFER (2023) *Teacher Labour Market in England Annual Report 2023* - <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2023/>

⁶⁸ Department for Education (2023) *Working lives of teachers and leaders – wave 1* - <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-1>

ITT Performance profiles

71. The Department for Education provides information on the outcomes for final year teacher trainees. The latest data relate to the academic year 2020/21 and were published in July 2022⁶⁹. This cohort is the one that was boosted due to the COVID-19 pandemic. In total there were 35,371 final year postgraduate trainee teachers in 2020/21, a 21% increase from 2019/20. Of these trainees:

- 30,865 (87%) were awarded QTS, an increase of 4,114 trainees or 15% compared to 2019/20.
- 22,380 (63%) were estimated to be teaching in a state-funded school within 16 months of qualification, an increase of 2,655 trainees or 13% compared to 2019/20.
- 2,909 (8%) were yet to complete their course, an increase of 1,518 trainees compared to 2019/20⁷⁰.
- 1,597 (5%) were not awarded QTS, an increase of 425 trainees compared to 2019/20⁷¹.

72. We note that whilst the numbers of trainees went up in 2020/21, there were proportionally fewer trainees awarded QTS and teaching in a state-funded school; 87% of trainees were awarded QTS in 2020/21 compared to 91% in 2019/20. This proportion was stable at 91% between 2017/18 and 2019/20. Whilst 63% of trainees were estimated to be teaching in a state-funded school in 2020/21, 67% were in 2019/20. There were also proportionally more trainees in 2020/21 in the yet-to-complete category compared to previous years. This increase links to the lower proportion of trainees awarded QTS in 2020/21. Due to the disruption caused by the COVID-19 pandemic, some trainees were offered course extensions, which may feed into the increase in the number of students yet to complete.

73. For primary postgraduate final year trainees, 85% were awarded QTS. QTS award rates varied by secondary subject, from 82% in computing to 95% for physical education.

Initial teacher training

74. This section presents information on undergraduate and postgraduate entrants to ITT and includes data relating to entrants' characteristics and delivery against recruitment targets.

Total number of entrants

75. In total there were 28,991 new entrants to ITT in 2022/23, compared to 36,159 in 2021/22. This is a decrease of 20% from 2021/22⁷². Of this overall total:

⁶⁹ OME analysis of Department for Education (2022) *Initial teacher training performance profiles, Academic Year 2020/21* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-performance-profiles>

⁷⁰ These trainees will, for example, either go on to be awarded QTS or leave the course before it ends.

⁷¹ These trainees include those who left the course (excluding those who left the course within 90 days of the start) and trainees who did not meet the standards.

⁷² Department for Education (2022) *Initial Teacher Training Census Academic year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census/2022-23>

- There were 23,224 new entrants to PGITT in 2022/23, a decrease of 23% from 2021/22.
- There were 5,767 new entrants to undergraduate ITT in 2022/23, a decrease of 5% from 2021/22. Undergraduate entrants accounted for 20% of new entrants in 2022/23, an increase from 14% in 2019/20.

Entrants' characteristics

76. The broad characteristics of ITT entrants are shown in Tables 8 and 9. Postgraduate entrants tend to be older and more diverse than undergraduate entrants. The median age for postgraduate entrants in 2022/23 was 24, compared to 19 for undergraduate entrants. Females account for a larger proportion of primary entrants compared to secondary; this applies to both postgraduate and undergraduate entrants.

77. Young entrants form the largest component of each cohort of ITT students. In 2022/23, 93% of undergraduate entrants were aged under 25, an increase of 2 percentage points from 2021/22. 53% of postgraduate entrants were aged under 25, a slight increase from 52% in 2021/22. Despite the changing labour market, the characteristics of ITT entrants have remained broadly similar to previous years.

Table 8: Characteristics of postgraduate ITT entrants, England, academic year 2019/20 to 2022/23⁷³.

	2019/20	2020/21	2021/22	2022/23
Primary Male (%)	17	17	16	16
Primary Female (%)	83	83	84	84
Secondary Male (%)	38	39	39	39
Secondary Female (%)	61	61	61	61
Minority ethnic group (%)	19	19	20	22
Non-minority ethnic group (%)	81	81	80	78
Declared disability (%)	13	13	14	Not available
No disability declared (%)	87	87	86	Not available
Under 25 (%)	50	51	52	53
Median age	24	24	24	24

⁷³ Figures for 2022/23 are provisional and are subject to change. 2021/22 figures have been revised. Percentages may not sum to 100 due to rounding. Due to a technical issue, disability data is not available for 2022/23. OME analysis of Department for Education (2022) *Initial Teacher Training Census Academic year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

Table 9: Characteristics of undergraduate ITT entrants, England, academic year 2019/20 to 2022/23⁷⁴.

	2019/20	2020/21	2021/22	2022/23
Primary Male (%)	13	11	12	10
Primary Female (%)	87	89	88	90
Secondary Male (%)	30	23	44	44
Secondary Female (%)	70	77	56	56
Minority ethnic group (%)	12	15	17	17
Non-minority ethnic group (%)	88	85	83	83
Declared disability (%)	16	17	17	Not available
No disability declared (%)	84	83	83	Not available
Under 25 (%)	90	91	91	93
Median age	19	19	19	19

ITT performance against targets

78. The Teacher Workforce Model (TWM) provides an annual estimate of the number of trainees needed to start postgraduate ITT each year to provide sufficient numbers of qualified teachers in the year after their training is completed⁷⁵. This results in ITT recruitment targets for both the primary phase and for secondary subjects. Recruitment to PGITT in 2022/23 was not limited for any subject except Physical Education (as with 2021/22). Therefore, although targets for certain subjects may have decreased from 2021/22 to 2022/23, this does not mean there will necessarily be fewer trainees recruited⁷⁶.
79. In 2022/23, the 23,224 new entrants to PGITT accounted for 71% of the ITT target, down from 97% contribution to target in 2021/22. Within the overall total, 59% of the secondary PGITT target was achieved (12,356 new entrants), down from 79% in 2021/22. This was driven by a decrease in the number of secondary entrants and a slight increase in target numbers.
80. For primary, the 10,868 new entrants in 2022/23 accounted for 93% of the target. This is a decrease from 131% in 2021/22, driven by fewer entrants and higher target numbers.
81. Table 10 shows the number of postgraduate ITT recruits and target figures for the primary and secondary phases over recent years. Figure 19 highlights how the primary target has had a higher percentage of its ITT target reached compared to the secondary phase over the last eight years. The secondary postgraduate ITT target

⁷⁴ Figures for 2022/23 are provisional and are subject to change. 2021/22 figures have been revised. Percentages may not sum to 100 due to rounding. Due to a technical issue, disability data is not available for 2022/23. OME analysis of Department for Education (2022) *Initial teacher training Census Academic year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

⁷⁵ In 2020, the TWM replaced the Teacher Supply Model (TSM). The TWM considers both recruitment and retention alongside estimates of teacher demand. From the 2021/22 training year (ITT2021), the TWM model has been used by the Department for Education to set postgraduate ITT targets.

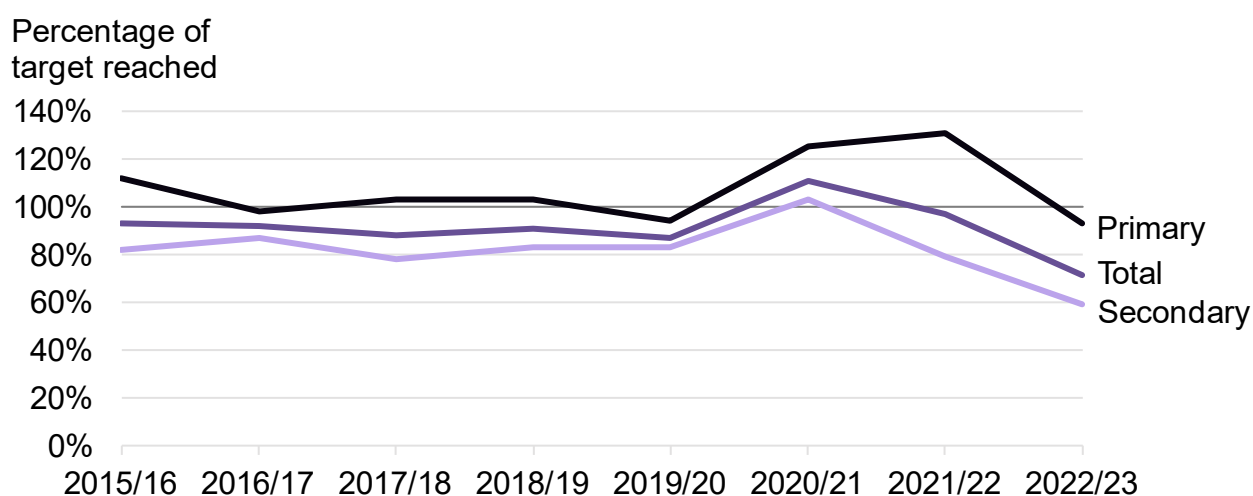
⁷⁶ Department for Education (2022) *Postgraduate initial teacher training targets Academic Year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/postgraduate-initial-teacher-training-targets/2022-23>

was only achieved in one of the last eight years; this was in 2020/21 when there was a boost to entrants driven by the COVID-19 pandemic. For 2022/23, the percentage of postgraduate primary target reached (93%) was similar to 2019/20 levels. The percentage of postgraduate secondary target reached in 2022/23 (59%) was its lowest level since 2015/16.

Table 10: Postgraduate ITT new entrants and targets, 2017/18 to 2022/23⁷⁷.

Target	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Primary	12,500	12,888	12,216	14,380	14,110	10,868
Primary target	12,121	12,552	13,003	11,467	10,800	11,655
<i>Percentage of Primary target</i>	103%	103%	94%	125%	131%	93%
Secondary	14,646	16,327	16,701	20,014	15,983	12,356
Secondary target	18,726	19,674	20,087	19,485	20,230	20,945
<i>Percentage of Secondary target</i>	78%	83%	83%	103%	79%	59%
Total	27,146	29,215	28,917	34,394	30,093	23,224
Total TSM target	30,847	32,226	33,090	30,952	31,030	32,600
<i>Percentage of total target</i>	88%	91%	87%	111%	97%	71%

Figure 19: Percentage of postgraduate ITT recruitment target reached, for primary, secondary and total, 2015/16 to 2022/23⁷⁸.



82. Figure 20 focuses on 2022/23 and shows the absolute numbers of postgraduate trainees and target numbers, as well as the percentage of the target reached by subject. Only four subjects shown reached or exceeded their targets in 2022/23 (History, Physical Education, Classics and Drama). The figure shows how subjects with a similar percentage performance against target can differ in the absolute numbers of trainees by which they fell short. For example, Mathematics and Art & Design both reached 90% of their targets; this equated to shortfalls of 196 for

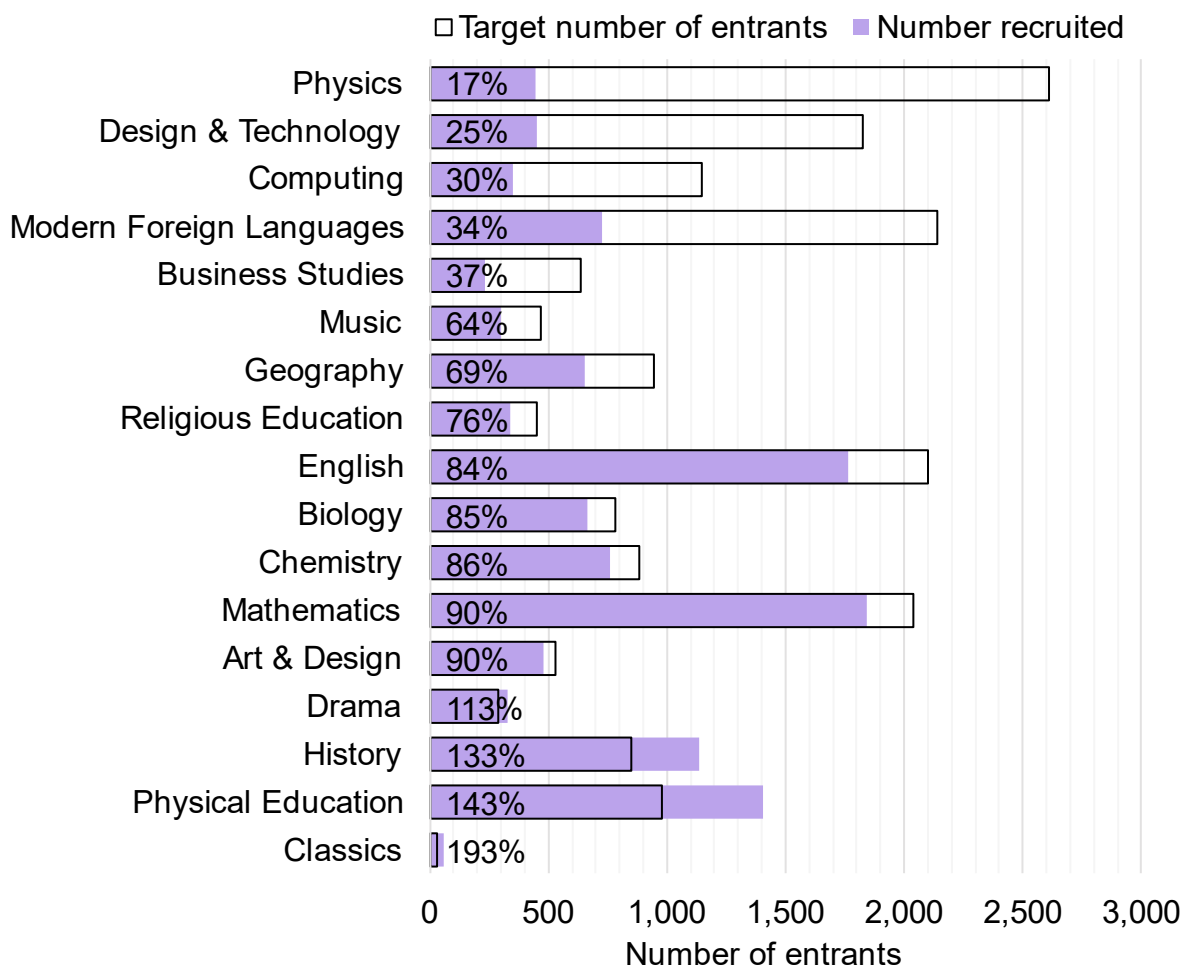
⁷⁷ Figures for 2022/23 are provisional and are subject to change. 2021/22 figures have been revised. OME analysis of Department for Education (2022) *Initial Teacher Training Census Academic year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

⁷⁸ Ibid.

Mathematics and 52 for Art & Design. The subject with the largest shortfall in entrants was Physics, at 2,166.

83. For STEM subjects (Biology, Chemistry, Computing, Mathematics and Physics), 54% of the PGITT target was reached in 2022/23, lower than 2021/22 at 69%. None of the individual STEM subjects reached their target in 2022/23. Furthermore, all STEM subjects reached a lower percentage of their target in 2022/23 than in the previous year, except for Mathematics which reached 90% of its target in the last two years.

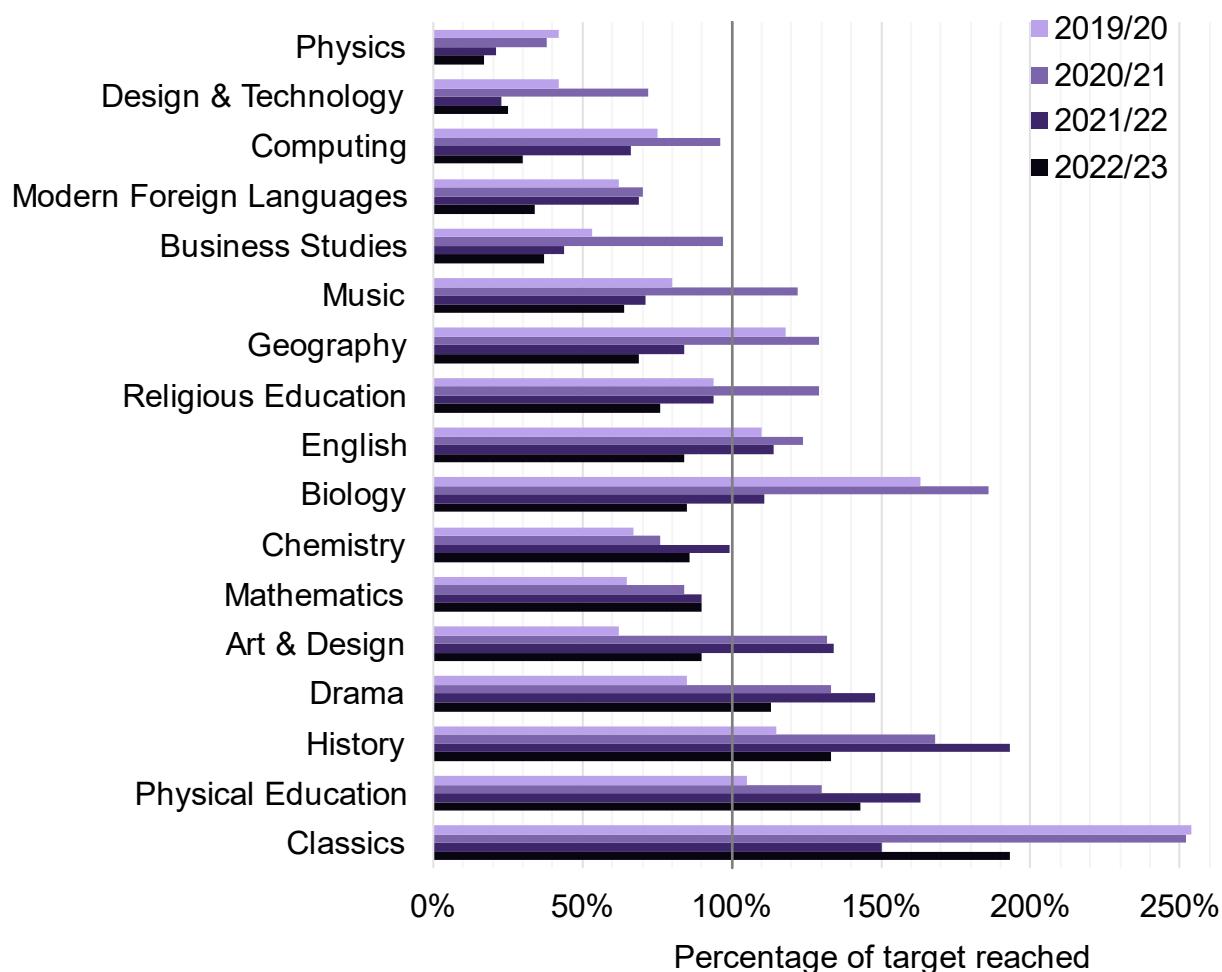
Figure 20: Secondary subjects' target numbers of postgraduate entrants versus the numbers recruited in 2022/23. Subjects are sorted in order of the percentage of their target reached⁷⁹.



84. Figure 21 shows recruitment levels against targets for selected subjects in the last four years. In 2022/23, only two subjects reached a higher proportion of their target compared to 2021/22 (Design & Technology and Classics). The figure also reflects the increased number of entrants in 2020/21, where most subjects saw some increase in the proportion of their target met compared to 2019/20.

⁷⁹ Ibid.

Figure 21: Postgraduate ITT contribution to targets by subject, 2019/20 to 2022/23. Subjects are sorted in order of contribution to targets in 2022/23⁸⁰.



85. In order to provide a sufficient supply of teachers for 2024/25, the Department estimates that 35,540 trainees are required to start PGITT in the 2023/24 academic year. This is a 9.0% increase from the 2022/23 PGITT target. Within this overall increase, the 2023/24 target for primary PGITT trainees decreased by 21.2% and the target for secondary PGITT trainees increased by 25.9%⁸¹. NFER’s forecast for ITT recruitment in 2023/24, based on application data, indicates that less than half of the secondary teachers that schools need may be recruited. NFER anticipates that all secondary subjects except History, Classics and Physical Education will be below their 2023/24 targets⁸².

Bursaries

86. Table 11 shows recent changes to bursaries for postgraduate subjects. The 2020/21 academic year had bursaries available for most subjects; many of these were dropped in 2021/22 and fewer subjects attracted bursaries in 2023/24 compared to 2020/21. We also note that some subjects which did not reach their target number of

⁸⁰ Ibid.

⁸¹ Department for Education (2023) *Postgraduate initial teacher training targets, Academic year 2023/24* - <https://explore-education-statistics.service.gov.uk/find-statistics/postgraduate-initial-teacher-training-targets/2023-24>

⁸² NFER (2023) *NFER statement on the latest DfE Initial Teacher Training targets* - <https://www.nfer.ac.uk/news-events/press-releases/nfer-statement-on-the-latest-dfe-initial-teacher-training-targets/>

entrants in 2022/23 do not have a bursary available for 2023/24, for example, Business Studies and Religious Education. There is evidence to suggest that the value of bursaries can influence ITT recruitment, whereby increases in bursaries can increase the number of applicants. The reverse is also true, whereby decreases in bursary amounts have dampened application numbers^{83,84}.

Table 11: Postgraduate bursaries by subject available in academic years 2020/21 to 2023/24. Subjects sorted by percentage of ITT target reached in 2022/23^{85,86}.

Subject (postgraduate)	2020/21 (£)	2021/22 (£)	2022/23 (£)	2023/24 (£)	ITT target performance 2022/23
Physics	26,000	24,000	24,000	27,000	17%
Design & Technology	15,000	0	15,000	20,000	25%
Computing	26,000	24,000	24,000	27,000	30%
Modern Foreign Languages ⁸⁷	26,000	10,000	15,000	25,000	34%
Business Studies	9,000	0	0	0	37%
Music	9,000	0	0	0	64%
Geography	15,000	0	15,000	25,000	69%
Religious Education	9,000	0	0	0	76%
English	12,000	0	0	15,000	84%
Biology	26,000	7,000	10,000	20,000	85%
Chemistry	26,000	24,000	24,000	27,000	86%
Art & Design	9,000	0	0	0	90%
Mathematics ⁸⁸	26,000	24,000	24,000	27,000	90%
History	9,000	0	0	0	133%
Physical Education	0	0	0	0	143%

Overseas teachers awarded qualified teacher status

87. In addition to trainee teachers, there are existing teachers from overseas who can be awarded QTS without ITT, given their previous experience. All overseas nationals arriving in the UK from 1 January 2021, including those from the European Economic Area (EEA) and Switzerland, come under the UK's points-based immigration system. The main visa route for non-UK teachers in England is the skilled worker visa, which requires certain conditions to be met. Alternative visa

⁸³ NFER (2021) *Do bursaries change who applies to teacher training?* - <https://www.nfer.ac.uk/news-events/nfer-blogs/do-bursaries-change-who-applies-to-teacher-training/>

⁸⁴ NFER (2022) *The impact of pay and financial incentives on teacher supply* - <https://www.nfer.ac.uk/the-impact-of-pay-and-financial-incentives-on-teacher-supply/>

⁸⁵ Department for Education (2022) *Funding: initial teacher training (ITT)* - <https://www.gov.uk/government/publications/funding-initial-teacher-training-itt>

⁸⁶ Department for Education (2022) *Initial teacher training bursaries funding manual: 2020 to 2021 academic year* - <https://www.gov.uk/government/publications/initial-teacher-training-itt-bursary-funding-manual/initial-teacher-training-bursaries-funding-manual-2020-to-2021-academic-year>

⁸⁷ The bursaries shown apply to all 'Languages' and for 2022/23 and 2023/24 include 'Ancient Languages'.

⁸⁸ The bursary in 2020/21 applies to secondary Mathematics. A bursary of £9,000 was available for primary Mathematics.

routes are also available, such as the Graduate visa or the Youth Mobility Scheme visa. More information is available via the Department's website⁸⁹.

88. Awarding of QTS is possible for two groups of overseas trained teachers (OTTs):
- Those fully qualified in the EEA or Switzerland of which there were 704 awarded QTS in the year to March 2022. This represented a 64% decrease of 1,272 from the previous year and follows a 20% decrease in the year before that⁹⁰.
 - Since 2012, those fully qualified in Australia, Canada, New Zealand and the United States of which there were 980 awarded QTS in the year to March 2022. This represented a 2% increase of 15 from the previous year and follows a 32% decrease the previous year.
89. Overall, there were 1,684 OTTs awarded QTS in the year to March 2022, which was a decrease of 43%, from 2,940 the previous year. This follows a smaller decrease of 24% in the year before that. The reduction in the number of OTTs, which may be associated with the points-based immigration system, may lead to further pressures on teacher supply.
90. We note that teachers trained in Wales can also apply for QTS recognition. In the year to March 2022, 1,356 teachers trained in Wales were awarded QTS. This represents an increase of 287 or 27% from the previous year. 551 teachers qualified from Scotland and Northern Ireland were also awarded QTS in the year to March 2022, an increase of 91 or 20% from the previous year.
91. Some overseas teachers may be able to teach without QTS and therefore will not be included within these data. They can do this on an unlimited basis in an academy, free school or private school. Unqualified teachers from overseas can also teach in maintained schools for up to four years whilst they achieve QTS through a recognised route.

⁸⁹ Department for Education (2022) *Teach in England if you qualified outside the UK* - <https://www.gov.uk/government/publications/teach-in-england-if-you-qualified-outside-the-uk/teach-in-england-if-you-qualified-outside-the-uk>

⁹⁰ Teaching Regulation Agency (2022) *Annual reports and accounts, 2021 to 2022* - <https://www.gov.uk/government/publications/teaching-regulation-agency-annual-report-and-accounts-2021-to-2022>

APPENDIX A

Transcript of remit letter from the Secretary of State¹

Dear Mike,

I am delighted to be writing to you today, in my new role as Secretary of State for Education, to thank you for the important work of the School Teachers' Review Body (STRB) over the last year, and for your contributions in your first year as Chair. I recognise the valuable role of the STRB in the pay round process and the expert advice that it provides, and I look forward to engaging with this process over the year ahead.

Your 2022/23 recommendations delivered a significant 8.9% uplift to starting salaries, supporting the Government's commitment to make teaching more competitive in the graduate labour market, with starting salaries now at £28,000. I would also like to acknowledge your recommendations for the 2023/24 pay award and to thank you for the work undertaken by the STRB to reach those conclusions. This letter now asks for your recommendations and views on the pay and conditions of teachers and leaders for 2023/24.

Pay awards must strike a careful balance, recognising the vital importance of teachers and other public sector workers, whilst delivering value for the taxpayer, considering private sector pay levels, not increasing the country's debt further, and being careful not to drive prices even higher in the future. In the current economic context, it is particularly important that you have regard to the Government's inflation target when forming recommendations.

I know that schools are facing higher and sometimes unpredictable costs, and that these costs affect individual schools differently. I write to ask the STRB to carefully evaluate the Department's evidence on what it considers a fair pay award for teachers, while recognising the impact pay rises will have on schools' overall budgets.

Matters for recommendation

I refer to the STRB the following matters for recommendation:

- An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2023/24. This should aim to promote recruitment and retention whilst taking into account the Government's commitment to uplift starting salaries to £30,000 and the cost pressures facing both the school system as a whole and individual schools.

Matters for your views

In your last report, you indicated that you would welcome the opportunity to assist in developing recommendations on broader structural issues. The Department and the STRB have a shared aim to provide a coherent and fulfilling career path for teachers and leaders. I invite the STRB to offer an initial view on areas within the STRB's scope which would most benefit from future exploration to support this aim. This should be considered in the context of the Government's ambitious professional development reforms in Initial Teacher Training, the Early Career Framework and National Professional Qualifications.

¹ Gov.uk (2023) *School Teachers' Review Body remit letter for 2023* - <https://www.gov.uk/government/publications/school-teachers-review-body-remit-letter-for-2023>

Should my Department then decide to progress this work further, it would consider engaging the STRB through the remit process for future years.

Considerations to which the STRB should have regard

In considering your recommendations on pay and views on wider structural matters you should have regard to the following:

- a) Potential equalities impacts associated with any changes proposed to the STPCD.
- b) The cost pressures that schools are already facing and may face over the year (and how they affect individual schools).
- c) The need to ensure that any proposals are not too difficult or onerous for schools to implement.
- d) Evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates and the quality of candidates entering the profession.
- e) Evidence of the wider state of the labour market in England.
- f) Forecast changes in the pupil population and consequent changes in the level of demand for teachers.
- g) The Government's commitment to increasing autonomy for all head teachers and governing bodies to develop pay arrangements that are suited to the individual circumstances of their schools and to determine teachers' pay within the statutory minima and maxima.

I should be grateful if the STRB could aim to provide a report on this matter in **May**.

Finally, I would like to thank you again for the STRB's invaluable contribution to teacher pay policy. I look forward to receiving your view and recommendations.

With my very best wishes,

The Rt Hon Gillian Keegan MP
Secretary of State for Education

APPENDIX B

Conduct of the review

1. To inform our recommendations on the remit matters, we consulted with our statutory consultees and considered a wide range of evidence. A summary of the representations that we received from consultees has been included in [Chapter 2](#). Evidence from our visit programme is summarised in [Appendix C](#). Details are set out below of the statutory consultation we undertook and the visits and meetings which informed our understanding of the issues relevant to this remit.

Consultation

2. The following organisations were invited to make written representations and provide evidence:

Government

- The Department for Education

Organisations representing teachers

- Association of School and College Leaders (ASCL)
- National Association of Head Teachers (NAHT)
- The NASUWT
- The National Education Union (NEU)
- Community Union

Association of local authorities

- National Employers' Organisation for School Teachers (NEOST)

Organisations representing governors

- National Governance Association (NGA)

3. We also notified the following organisations of the remit:

- Association of Directors of Children's Services (ADCS)
- British Association of Teachers of Deaf Children and Young People (BATOD)
- Board of Education, General Synod of the Church of England
- Catholic Education Services for England and Wales
- Confederation of School Trusts (CST)
- Free Churches Education Committee
- Information for School and College Governors (ISCG)

- Methodist Independent Schools Trust
 - Office for Standards in Education, Children’s Services and Skills (Ofsted)
 - SSAT (The Schools Network) Ltd
 - Teach First
4. Our secretariat wrote to consultees on 16 November 2022 to invite them to submit written representations on the remit matters by 27 January 2023. The Department subsequently informed us that it would be unable to meet this deadline. The STRB set a revised deadline of 22 March for all consultees.
 5. The following organisations made written submissions: ASCL, the Department, NAHT, the NASUWT, NEOST, the NEU, NGA, Community Union and BATOD. In addition, five of the teacher and school leader unions (ASCL, NAHT, the NASUWT, the NEU and Community Union) submitted a joint statement.
 6. Our secretariat shared all the consultees’ written submissions and invited consultees to submit supplementary representations commenting on others’ submissions by 12 April. Supplementary submissions were received from the following consultees: ASCL, NAHT, the NASUWT, the NEU and Community Union.
 7. The following consultees made oral representations: The Department, ASCL, NAHT, the NASUWT, NEOST, the NEU, NGA and Community Union. All made these representations in the period 19-21 April 2023.
 8. Links to all the written submissions we received are provided in Chapter 2 of this report.

Visits and Meetings

9. In total, we held 17 meetings of the Review Body between 23 September 2022 and 12 May 2023.
10. We also heard from teachers, school leaders and other people involved in the education sector during our 2022/23 visit programme. We conducted three face-to-face visits and held three discussion groups between September and December. We spoke to a range of staff, including primary and secondary teachers, school leaders and managers. We would like to thank all participants for their time and valuable input into the discussions.
11. In December, the Chair and some members of the STRB attended a briefing on the economy by HMT officials.
12. As part of our evidence-gathering process, we also received presentations that provided us with information about the wider context to our consideration of teachers’ pay and conditions.
 - In October, we received a presentation from officials from the Department about the context to the forthcoming pay round.
 - In November, we held a question and answer session with Leora Cruddas CBE, Chief Executive of the Confederation of School Trusts.

- In November, we received a presentation from NFER summarising their report *The impact of pay and financial incentives on teacher supply*¹.

13. We would like to thank all those who presented to us over this period.

¹ NFER (2022) *The impact of pay and financial incentives on teacher supply* - <https://www.nfer.ac.uk/the-impact-of-pay-and-financial-incentives-on-teacher-supply/>

APPENDIX C

Findings from the STRB's 2022/23 visit programme

1. The Review Body undertook a programme of face-to-face and virtual visits in late 2022 and early 2023. Groups of STRB members visited schools in Kent, Coventry and Shropshire and undertook virtual discussions with groups of teachers and leaders in Northumberland and with senior staff in a small number of multi-academy trusts. Some of the discussion groups included staff from a range of schools while others drew discussants from a single school.
2. The recruitment of participants in the discussions this year was facilitated by Dartford Grammar School, Shropshire County Council, Coventry City Council, Northumberland County Council, Hamwic Education Trust and Aspirations Academies. We are very grateful to all those who made the visits possible.
3. We were able to speak to staff across school phases and in both the local authority maintained and academy sectors. The discussions were informative and enhanced our understanding of a range of issues. We summarise key points below.

Pay

- While the 2022 pay award was recognised by some as better than preceding years, it was still widely thought to be insufficient given wider cost of living pressures.
- Some commented that experienced teachers, in particular, had received inadequate awards over a number of years.
- Some heads and teachers thought it right to increase the attractiveness of teaching to graduates so supported the movement towards a £30,000 starting salary. There was, though, concern that this would not be fully funded.
- We also heard of some re-evaluating of the relative attractiveness of new starters compared to more experienced teachers as the cost differential between them narrowed.
- The lack of accompanying funding for the pay award was also highlighted as a problem for schools who had generally budgeted for a lower award.

Workload

- There was a strong emphasis in most discussions on the extent and intensity of the demands on teachers.
- The decline of wider support services was seen as significantly increasing the burden on teachers and leaders, with greater demand for pastoral care. This was increasing pressure on both staffing and budgets.
- Some participants suggested that workload should be an issue of focus for the STRB.

Recruitment and retention

- There was concern about the next generation of teachers, in particular the profession's ability to attract the required quantity and quality of candidates.

- Concerns were raised around the status of the teaching profession, including a perception among some participants of a lack of respect from government, media and parents. This had a negative impact on recruitment and retention.
- There were long-standing shortages in certain subject areas and a view that there needed to be some long-term strategic thinking to alleviate these.
- Concern was raised about an increased turnover of head teachers while middle managers were often not motivated to take on headship roles.
- Some schools faced particular recruitment and retention challenges relating to their geography. For example, the scarcity of affordable housing on the fringes of the London pay areas meant that some younger teachers only remained briefly before leaving their school, or the profession altogether.
- Many schools reported increasingly difficulties with the recruitment and retention of support staff.

School finances

- Financial uncertainty continued to be a major concern for many schools.
- Given the pay award was higher than schools anticipated, some were preparing to run deficit budgets, including drawing on reserves where available. Others were having to consider making difficult staffing decisions.
- Cuts to wider pastoral services had created an additional financial pressure for schools.
- The late announcement of the pay award in 2022 was again unhelpful for the planning of schools' finances.

Other

- There were mixed experiences of the operation of teacher appraisals and pay progression. It was noted that some multi-academy trusts had moved to systems with a greater focus on staff development.
- There was an expectation of 'more' from some teachers on the Upper Pay Range in the form of additional activity/responsibility beyond official/standard expectations. Practice varied considerably across schools.
- While there was some support for greater use of pay flexibilities, there was recognition of the cultural barriers to deviating from normal practice.
- The STPCD was still heavily used and valued by academies.

APPENDIX D

Recommended pay levels from 1 September 2023¹

Classroom teachers' pay ranges and advisory pay points

Pay point	England excl. the London area (£)	Change from 2022 (%)	Fringe area (£)	Change from 2022 (%)	Outer London area (£)	Change from 2022 (%)	Inner London area (£)	Change from 2022 (%)
M1	30,000	7.1	31,350	6.8	34,514	6.5	36,745	6.5
M2	31,737	6.5	33,150	6.5	36,320	6.5	38,491	6.5
M3	33,814	6.5	35,204	6.5	38,219	6.5	40,318	6.5
M4	36,051	6.5	37,436	6.5	40,218	6.5	42,233	6.5
M5	38,330	6.5	39,687	6.5	42,654	6.5	44,615	6.5
M6	41,333	6.5	42,689	6.5	46,001	6.5	47,666	6.5
U1	43,266	6.5	44,579	6.5	47,592	6.5	52,526	6.5
U2	44,870	6.5	46,179	6.5	49,353	6.5	55,107	6.5
U3	46,525	6.5	47,839	6.5	51,179	6.5	56,959	6.5

Leading Practitioner Pay Range

Area	Minimum (£)	Change from 2022 (%)	Maximum (£)	Change from 2022 (%)
England excluding the London area	47,417	6.5	72,085	6.5
Fringe area	48,723	6.5	73,393	6.5
Outer London area	51,179	6.5	75,850	6.5
Inner London area	56,377	6.5	81,051	6.5

Classroom teachers' allowance ranges

Allowance	Minimum (£)	Change from 2022 (%)	Maximum (£)	Change from 2022 (%)
Teaching and Learning Responsibility (TLR) payment 3	639	6.5	3,169	6.5
Teaching and Learning Responsibility (TLR) payment 2	3,214	6.5	7,847	6.5
Teaching and Learning Responsibility (TLR) payment 1	9,272	6.5	15,690	6.5
Special Educational Needs Allowance (SEN)	2,539	6.5	5,009	6.5

¹ All pay values have been rounded up to the nearest £.

Leadership group pay range

	England excl. the London area (£)	Change from 2022 (%)	Fringe area (£)	Change from 2022 (%)	Outer London area (£)	Change from 2022 (%)	Inner London area (£)	Change from 2022 (%)
Minimum	47,185	6.5	48,484	6.5	50,929	6.5	56,100	6.5
Maximum	131,056	6.5	132,352	6.5	134,765	6.5	139,891	6.5

Headteacher group pay ranges

Band	England excluding the London area (£)	Fringe area (£)	Outer London area (£)	Inner London area (£)
1	53,380 - 71,019	54,685 - 72,311	57,124 - 74,730	62,304 - 79,856
2	56,082 - 76,430	57,383 - 77,730	59,826 - 80,142	65,007 - 85,267
3	60,488 - 82,258	61,789 - 83,554	64,229 - 85,965	69,407 - 91,095
4	65,010 - 88,530	66,316 - 89,818	68,749 - 92,234	73,933 - 97,359
5	71,729 - 97,639	73,034 - 98,935	75,478 - 101,350	80,655 - 106,476
6	77,195 - 107,700	78,507 - 108,995	80,944 - 111,406	86,119 - 116,535
7	83,081 - 118,732	84,391 - 120,021	86,826 - 122,437	92,007 - 127,564
8	91,633 - 131,056	92,933 - 132,352	95,377 - 134,765	100,552 - 139,891

Pay range and advisory points for unqualified teachers

Pay point	England excl. the London area (£)	Change from 2022 (%)	Fringe area (£)	Change from 2022 (%)	Outer London area (£)	Change from 2022 (%)	Inner London area (£)	Change from 2022 (%)
1	20,598	6.5	21,933	6.5	24,415	6.5	25,831	6.5
2	22,961	6.5	24,293	6.5	26,779	6.5	28,194	6.5
3	25,323	6.5	26,656	6.5	29,141	6.5	30,557	6.5
4	27,406	6.5	28,738	6.5	31,229	6.5	32,640	6.5
5	29,772	6.5	31,102	6.5	33,590	6.5	35,000	6.5
6	32,134	6.5	33,464	6.5	35,954	6.5	37,362	6.5

National Living Wage

The National Living Wage (NLW) (for those aged 23 and over) increased to £10.42 per hour in April 2023². Employers should ensure that implementation of the pay award complies with the NLW policy. We also expect that the Department will want to satisfy itself that employers are compliant.

² Gov.uk (2023) National Minimum Wage and National Living Wage rates - <https://www.gov.uk/national-minimum-wage-rates>

