Department for Education

Government evidence to the STRB

The 2021 pay award

February 2021

Contents

Summary

1. The Secretary of State wrote to Dr Patricia Rice, the Chair of the School Teachers' Review Body (STRB), on 15 December, asking for the STRB's recommendations on the September 2021 pay award.

2. The remit letter set out the government-wide public sector pay policy announced at the Spending Review on 25 November 2020, highlighting that pay rises will be restrained and targeted in 2021/22 due to the impact of coronavirus (COVID-19) on the economy and labour market. The letter confirmed the department would not be seeking recommendations from the STRB on the pay award for the majority of teachers. Instead, the STRB has been asked for their views on uplifts for teachers earning the full time equivalent (FTE) of basic earnings of less than £24,000, proposing to continue pay uplifts for these teachers at a value of £250, or the National Living Wage increase, whichever is higher. This applies to some of the unqualified teachers in our workforce. It also asked the STRB to provide recommendations on the implementation of these uplifts.

3. This document provides the Secretary of State's evidence to support the STRB's consideration of the 2021 pay award for teachers earning the full time equivalent of basic earnings of less than £24,000.

4. The opening section sets out how in the current context, schools are facing unparalleled challenges, and due to the impact that the pandemic has had on the economy, there will be a temporary pause on pay rises for the majority of teachers to protect jobs and investment in public services. It also discusses the current supply challenges, the recent boost to trainee teacher recruitment and how pay can be a key driver of improved recruitment, retention and teacher quality. This is why we remain committed to increasing starting salaries to £30,000.

5. The next section provides an update on the department's progress in implementing the 2019 recruitment and retention strategy - a wider set of reforms designed to address the full range of factors affecting recruitment and retention. This section highlights how our work has been adapted to reflect the impact of the pandemic.

6. The final section provides data on the teacher workforce earning below £24,000. It estimates that around 5,200 (FTE) unqualified teachers may be eligible for the £250 award. We outline several examples of how adjustments could be calculated for the differentiated London pay ranges, which could increase the estimated number of unqualified teachers receiving the award to 6,400 (FTE). The total cost to schools of this award is estimated at approximately £2.2m.

7. Further evidence providing detailed statistical and factual information on the teacher labour market, recruitment and retention is included in the annexes, to support the STRB with its considerations. This information, however, does not take account of the impact of the pandemic, as the workforce data is based on data collections from 2019 or earlier.

The Current Context

8. The teacher workforce has faced unprecedented disruption during the past year due to COVID-19. Despite this, teachers have risen to the challenge and made a significant contribution to the nation's efforts in responding to the pandemic. School teachers and leaders have shown an enormous degree of flexibility and resilience in adapting to new ways of working, supporting children of key workers and vulnerable children in school, while continuing to provide high-quality education for all pupils.

9. Indeed, COVID-19 has shone a light on the vital role that teachers play in children's lives. But the significant disruption wrought by the pandemic has not only affected the UK school system, but also the wider economy. While there is no doubt that teachers have made extraordinary efforts to ensure pupils get the best possible education this year, we recognise that the country still has to recover from the economic shock of the pandemic.

Public sector pay policy

10. At the 2020 Spending Review, the Chancellor announced the Government's policy to exercise restraint on public sector pay awards. This temporary pause in public sector pay growth, excluding the NHS and awards for the lowest paid, is needed until the full impact of COVID-19 on the wider economy is clearer. HM Treasury has published their evidence for this policy in their economic evidence paper.

11. We want to ensure teaching remains an attractive and fulfilling profession and the decision to pause pay rises for teachers in 2021 was not taken lightly. The pause to public sector pay growth will allow the government to protect jobs and invest in public services, while the economic outlook remains uncertain.

12. The pause will apply to headline pay uplifts only. The minima and maxima of each qualified teacher pay range will remain at the same level as set out in School teachers' pay and conditions document 2020 (STPCD) guidance for maintained schools. As before, teachers may be eligible for performance-related pay progression and apply for promotion, depending on their schools' pay policies.

13. In order to protect the lowest paid public sector workers, those earning less than £24,000 (full time equivalent) will receive a minimum £250 increase. This award will apply to some of the unqualified teachers in the teacher workforce. These increases for the lower paid public sector workers will be affordable within school budgets, with core funding increasing by £2.2 billion in the 2021-

22 financial year, compared to 2020-21 – the second year of the three year school funding settlement from the 2019 Spending Round.

14. This funding increase will allow schools to invest in a range of resources and activities to improve educational outcomes for pupils. For example, schools may invest this in school improvement activities; continuing professional development for teachers; additional teaching staff or pastoral support; and/or teaching resources. Importantly, schools have the flexibility to decide how to best use their funding to support their staff and pupils.

15. The Government will reassess the pay policy ahead of issuing the remit for the 2022/23 pay award, once the economic recovery is established and the impact of COVID-19 on the wider labour market is clearer.

Teacher supply and the role of pay

16. As the Government continues the fight against COVID-19, we need the best teachers in our schools to deal with the challenges ahead, to raise educational standards across our country, and to level up opportunity for all children and young people. We want to continue to attract high quality individuals, retain good teachers, and support and develop our talented and expert workforce at all stages of their teaching career.

17. Teaching remains a popular career choice for many. We have recruited nearly a quarter more trainee teachers than last year and have reached a ten year high of postgraduate applicants. While the pandemic and subsequent recession might have boosted recruitment of new trainee teachers, based on the trajectories of previous recessions, we expect this to be a short term gain. We also continue to see significant gaps remaining in key subjects, despite the uplift in recruitment. The supply context remains challenging, particularly in secondary schools where pupils numbers are projected to grow by 15% between 2018 and 2025.

18. We know that retention is also challenging amongst teachers in their early careers; our analysis shows that over 20% of new teachers leave the profession within their first two years of teaching, and 33% leave within their first five years. We will therefore need to do more to ensure we sustain the boost to recruitment and, importantly, retain these new teachers entering the profession, particularly as the labour market recovers. This includes our work on the Early Career Framework (ECF) and other initiatives, detailed in the section on ‘Maintaining a supply of high quality teachers and leaders’.

19. As outlined in our 2020 evidence to the STRB, pay is a key driver for improving recruitment and retention, especially in early career. For example, a

substantially higher starting salary would support recruitment by providing a memorable offer to potential recruits, who often under-estimate starting salaries, and improve the perception of teaching as a well-paid and respected profession. It is also more likely to encourage trainees to move into the classroom and appeal to career changers, where a reduction in pay can act as a substantial barrier.

20. International studies[1] have also highlighted the positive impact of pay on retention, with pay in particular having a greater impact on retention decisions for early career teachers than it does for more experienced teachers. A pay system which better supports retention has a number of additional benefits, such as reducing the burden on taxpayers and schools to train more teachers, and, through increased experience of the workforce, improving teacher quality, leading to gains in pupil outcomes and lifetime productivity.

21. This is why we have already set out our plans to increase starting salaries nationally to £30,000. This academic year starting salaries have already increased by 5.5% from £24,373 to £25,714, with the majority of other teachers and leaders receiving 2.75%. Whilst pay restraint in 2021 means that progress towards achieving the £30,000 starting salary will be slower, we remain committed to raising pay for new entrants to make teaching an attractive graduate option.

Progress towards £30,000 starting salaries

22. In its 30th report, the STRB included data on median starting salaries according to two graduate employer surveys: the Institute of Student Employers (ISE); and High Fliers.

23. Following the 2020 pay award, the teachers' starting salary of £25,714 outside London places it above ISE median graduate salaries in every comparable region. In Inner London, the starting salary of £32,157 is over £2,000 higher than the London median, and higher than the High Fliers national average[2].

[1] Bueno and Sass (2018 working paper) *The Effects of Differential Pay on Teacher Recruitment and Retention*; Feng & Sass (2017) *The impact of Incentives to Recruit and Retain Teachers in "Hard-to-Staff" Subjects* ; Falch (2011) *Teacher Mobility Responses to Wage Changes: Evidence from a Quasi-Natural Experiment*; Clotfelter et al (2008) *Would higher salaries keep teachers in high-poverty schools? Evidence from a policy intervention in North Carolina*

[2] STRB 30th Report: Table 6, p.55, median by graduate count.

24. Teacher starting pay has become significantly more competitive. Since 2014, teachers' starting pay has risen by £3,700 (or £4,600 in Inner London), while the High Fliers median has remained unchanged[3].

25. While pay restraint means that progress towards a £30,000 starting salary will be paused in 2021, the steps taken in recent years, including the 5.5% uplift to starting pay in September 2020, have already made a substantial difference to the competitiveness of the early career pay offer. The impact of the pandemic on the private sector labour market has also been significant; unemployment is forecast to rise to 7.5% in the second quarter of 2021[4] and many have seen a significant reduction in wages. In addition, the OBR's central forecast set out that inflation falls to 0.6% in 2020/21, before rising to 1.4% in 2021/22, and only returning to target in 2025/26[5]. This should ensure the profession is well placed to retain the expanded cohorts of trainee teachers recruited during the economic downturn.

26. The position of teacher pay in the labour market has improved in recent years, and may do so further as a result of the economic consequences of the pandemic. We will continue to assess whether pay is competitive enough to deliver against recruitment and retention objectives, taking account of both the wider economic picture and flows into and out of the teacher workforce during this period. Currently, the outlook for both unemployment and wages remains uncertain. We will therefore revisit the pay policy in 2022/23 once the economic outlook is clearer.

Impact of pay on teacher quality

27. A pay structure that supports recruitment can boost competition for ITT places, even where targets are being met, allowing schools and providers to be more selective, hence boosting quality. And one that helps us to retain teachers, builds experience in the profession – a key determinant of quality.

28. Evidence supports this link between pay and quality. Britton and Propper (2016), for example, find that a more competitive pay offer, relative to alternative jobs in the local area, affects measures of teacher quality and pupil attainment in England. While improved recruitment and retention outcomes are one likely cause of this relationship, the authors also consider that better pay may also have directly impacted on quality by, for example, boosting effort. This is the efficiency wage effect from economic theory.

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[3] STRB 30th Report: High Fliers expected the median to remain unchanged between 2019 and 2020.

[4] Economic and fiscal outlook, OBR, November 2020

[5] Ibid

29. An important part of our teacher pay offer is performance-related pay progression for classroom teachers. Although the majority of teachers will have their pay paused this year, teachers earning below the maximum of their pay range may be eligible for performance-related pay progression depending on their schools' pay policies. Schools can also choose to provide accelerated pay progression, within the pay range minima and maxima. This flexibility ensures schools are still able to use pay to support retention and reward performance, despite the pay pause. Teachers can also continue to apply for promotion as usual. Academies, of course, have the flexibility to set their own pay policies for teachers. More information on the rates of progression is set out in Annex A.

30. The next section sets out our wider work to support recruitment and retention and how this has been adapted to reflect the impact the pandemic has had, and will continue to have, on the teaching workforce.

Maintaining a supply of high quality teachers and leaders

31. The number of teachers remains high, with 453,800 teachers working in schools across the country, inspiring the next generation of young people. We have also recruited over 41,000 new trainee teachers this year – 23% more than last year – and postgraduate recruitment is at its highest level since 2010/11. Additionally, just under two thirds of teachers who started teaching six years ago are still teaching today. This shows that teaching continues to be an attractive and rewarding profession.

32. However, we recognise there is more to do to ensure we maintain this success. Reforms to the teacher pay system are part of a broader set of initiatives to address the factors that negatively impact teacher supply and quality. This year more than ever, the pandemic has presented unprecedented challenges for the teaching workforce, and has shone a light on the life-changing role that teachers and headteachers play in children's lives. We want to continue to attract, retain and develop talented individuals in our classrooms, which is why we are taking concrete action to improve teacher supply and quality by ensuring that:

    - all teachers receive world-class training and development;
    - schools can recruit the high quality teachers they need; and
    - teachers are supported to stay and thrive in the profession

33. The section below outlines the progress we have made across these areas over the past twelve months. Our work has been adapted to reflect the impact coronavirus pandemic has had, and will continue to have, on the teaching workforce. We will continue to support the sector with these challenges.

Ensuring all teachers receive world-class training and development

34. Teaching quality is the most important in-school factor in improving pupil outcomes and it is one of the department's top priorities to raise the quality of teaching and school leadership. There is also evidence that high quality continuing professional development (CPD) improves teacher retention. By putting in place world-class training and development, we will create a golden thread running from initial teacher training (ITT) through to school leadership, rooting teacher and leader development in the best available evidence.

35. The new ITT Core Content Framework (CCF) became mandatory in September 2020, following publication in late 2019. It sets out a core minimum entitlement for all trainees of what should be covered during their teacher training, so they can enter the profession in the best position possible to teach and support children and young people. All ITT providers and their partnerships should use the revised CCF to craft a coherent and well-sequenced ITT curriculum. We have also resumed the review of the ITT market, following a pause due to the COVID-19. The review will focus on how the ITT sector can provide consistently high quality training in line with the CCF in a more efficient and effective market.

36. At the heart of our strategy to maintain a supply of high quality teachers and leaders is the Early Career Framework (ECF), which is the most significant reform to teaching in a generation. The ECF reforms will provide the solid foundations for a successful career in teaching, backed by up to £130 million a year in funding, when fully rolled out in September 2021.

37. The ECF reforms will provide early career teachers with a funded entitlement to a structured two-year package of high quality training. The offer for early career teachers includes:

    - freely available high quality development materials
    - additional funding for 5% time away from the classroom for teachers in their second year
    - a dedicated mentor and support for these mentors; this includes funding to cover mentors' time with the mentee in the second year of teaching

38. Early rollout of the ECF reforms started in autumn 2020 covering around 2,000 new teachers in the North East, Greater Manchester, Bradford and Doncaster, ahead of national rollout in September 2021.

39. In June 2020, we also announced an expansion of the early rollout of the ECF reforms in response to the disruption many newly qualified teachers (NQTs) had experienced during their teacher training, as a result of the pandemic. We have made available a one-year funded offer of support, based on the ECF, to around 5,000 early career teachers in schools across the country, with a focus on those serving disadvantaged communities. We have also published a range of high quality resources and materials to support schools and new teachers in advance of national rollout.

40. We will launch a reformed suite of National Professional Qualifications (NPQs) nationally in September 2021. In addition to reforming the three existing leadership NPQs, three new, specialist qualifications will cover areas including

leading teaching, leading behaviour and culture, and leading teacher development. These qualifications will build on key areas of the ECF, enabling teachers to specialise further during their career and offering clearer career progression opportunities.

41. We need a strong delivery infrastructure to make this a truly world-class training and development offer. We are therefore rolling out a national network of 87 Teaching School Hubs (TSH) from September 2021, expanding on the existing six 'test and learn' TSH. These school-based centres of excellence will provide high quality professional development to teachers and leaders at all stages of their careers. They will focus primarily on delivery of the golden thread of ITT, ECF and reformed NPQs, but will also offer additional evidence-based CPD.

42. In addition, we will support the creation of a new independent organisation, provisionally referred to as an institute of teaching (the Institute). Learning from the best teacher development organisations in the world, the Institute will become England's flagship provider, showcasing delivery of the new ECF and our ambitious reforms to ITT and NPQs.

Ensuring schools can recruit the high quality teachers they need

43. We are taking action to ensure recent success in increasing ITT recruitment is maintained, for example through improving the application system and providing incentives to attract the best graduates into the profession. We have recruited 23% more trainee teachers this year than last year. We do, however, recognise that some schools face challenges recruiting to certain subjects. To ensure we can attract the most talented graduates into teaching high need subjects, we offer a range of ITT bursaries and scholarships focusing on the subjects that are the most challenging to recruit to. Information on bursaries and scholarships for trainees starting ITT in 2021/22 is outlined in Annex D.

44. We are introducing a new application system for initial teacher training in England: Apply for teacher training. This system will be easier to use and designed to better meet the needs of potential trainees. The new service will fully replace the existing UCAS Teacher Training service for postgraduate applications in England from the October 2021 admissions cycle.

45. We are also continuing to develop and improve our Teaching Vacancies service, which is a free, national jobs listing website designed to save schools money and deliver high quality candidates. With schools spending in the region of £75m on recruitment advertising and not always filling vacancies, there are very significant gains to be made in this area. Over 75% of schools in England

are now signed up to use the service and over half a million jobseekers visited Teaching Vacancies in 2020.

46. Additionally, we are making it easier for former teachers to return to teaching. Around 16,000 FTE former teachers return to the profession each year. For those who need support to return to teaching, we offer guidance and support through our Get into Teaching website, as well as a one-to-one Return to Teaching Adviser service, which aims to support former teachers interested in returning to teach maths, physics and modern foreign languages.

Ensuring teachers are supported to stay and thrive in the profession

47. Teacher retention rates – especially for those at the start of their careers – continue to be a significant area of focus for DfE. As well as our reforms to teacher training and development, we are taking further action to support teachers to stay in the profession and thrive.

48. We are putting in place measures to support teacher and leader wellbeing and we are committed to creating a Staff Wellbeing Charter in partnership with the sector. We are also improving access to online resources to help address staff workload and wellbeing, and embedding wellbeing and mental health into teacher training.

49. Alongside the actions we had already planned on wellbeing, we have taken decisive action to respond to the mental health needs of school leaders managing the pressures caused by the pandemic. We have invested millions in mental health charities and in support for teachers, including a £8 million training programme run by experts to tackle the impact of the pandemic on pupils, parents and staff, as well as funding to provide online peer-support and telephone supervision from experts to school leaders.

50. Alongside this, we partnered with Timewise, a flexible working consultancy, to deliver practical support on flexible working in response to the outbreak. We are also in the process of recruiting eight Flexible Working Ambassador Schools that will provide peer support to school leaders and share effective practice on flexible working more widely. We continue to work with stakeholders in order to increase the flexible working support we can offer to schools during and beyond the pandemic and are procuring training for schools on implementing effective flexible working practices.

51. We have taken further action to address teacher workload in a programme of work that focuses on longstanding issues such as marking, planning and data management, as well as the current challenges presented by the pandemic. We

have published a range of resources, including case studies, to support remote education during the pandemic and help address staff workload, and published a report by the Education Development Trust on school-led projects aimed at reducing teacher workload. We continue to assess the impact of policy changes and requests to schools on workload, working to reduce that impact wherever possible. For example, reviewing data collections, services and requests, to reduce burdens as much as possible.

52. We expect our reforms to have a demonstrable long-term effect on teacher recruitment, retention and quality and continue to work closely with the sector to drive forward these priorities and programmes of work.

Applying the 2021 pay award

53. At the Spending Review in November 2020, the Chancellor set out that public sector workers earning under £24,000 will receive a pay rise of £250.

54. The minimum of the Main Pay Range for qualified teachers in 2020/21 is £25,714. While this minimum is mandatory for Local Authority maintained schools, academies can choose to pay their qualified teachers below this level. In practice, this is incredibly rare. Analysis indicates that only 0.2% of qualified teachers in academies were paid under the Main Pay Range minimum. In many cases, these are likely to be data errors and do not necessarily place the teacher below the £24,000 threshold. And these teachers are not covered by the School Teachers Pay and Conditions Document, so academies will be able to make their own decisions about how to uplift pay for any qualified teachers who do earn under £24,000 currently.

55. Therefore, the award for those under £24,000 will typically apply only to unqualified teachers. The minimum for the Unqualified Teacher pay range in 2020/21 is £18,169.

Unqualified teachers eligible for the £250 award

56. There were 21,800 FTE unqualified teachers in the state-funded sector in November 2019[6]. School Workforce Census (SWC) data, adjusted to account for the 2.75% uplift to the minima and maxima of the Unqualified Teacher pay range in September 2020, indicates that around 5,600[7], or one-quarter, of these teachers would likely be earning under £24,000 in FTE base salary[8] in the current academic year[9].

57. SWC data may underestimate pay for some individuals due to the timing of annual pay reviews. If, at the time of the Census data collection in November, a teacher has not yet had their pay review or has not had their pay updated in administrative systems, it may be that their reported pay refers to the previous academic year. Teacher Pension Scheme (TPS) data, as an up-to-date administrative data source, does not typically have the same issues. The main disadvantage with TPS data is that we cannot separate base pay from allowances. This causes us fewer problems with unqualified teachers because

[6] School Workforce Census, November 2019.

[7] FTE terms. In headcount terms, we estimate around 6,300 individual teachers earn under £24,000.

[8] Base pay excludes allowances.

[9] Teachers with no pay information or pay data assessed to be unreliable are excluded – this removes a further 750 unqualified teachers whose reported base pay was under £24,000.

allowance payments are less frequently made to this group. Cross-referencing against TPS data indicates that our estimated number of unqualified teachers earning under £24,000 in the current academic year should be reduced by approximately 400 to 5,200 (FTE)[10].

58. The annex to the Secretary of State's remit letter[11] to the STRB set out that 'the £24,000 is based on the normal interpretation of basic salary and does not include overtime, performance pay or bonuses, nor any regular payments such as London weighting, recruitment or retention premia or other allowances.' The Secretary of State therefore asked the STRB to give consideration to how to adjust for London weightings delivered via the differentiated pay ranges for London Fringe, Outer London, and Inner London.

59. As London weighting is not delivered via a separate allowance payment on top of basic pay, but is instead incorporated into basic pay via the higher value pay ranges used in London areas, the precise magnitude of the weighting to apply on top of the £24,000 is not immediately clear.

60. There are several potential options for determining the appropriate share of pay to treat as 'London weighting', with two examples outlined in Table 1. The first option would be to calculate how much higher the Unqualified Teacher pay range minimum is in each region, relative to the minimum for the Rest of England. The second option would be to do the same but for the pay range maximum.

61. Considering that many of those earning under £24,000 will be on or close to the bottom of the Unqualified Teacher pay range, perhaps the most obvious route is to use the differentials between the minima of the Unqualified Teachers pay range for each region: the Inner London minimum is 26% higher than the Rest of England; Outer London is 19% higher; and London Fringe is 7% higher.

[10] This accounts for around 800 teachers (net) having higher pay in TPS, offset by adding teachers who had been excluded due to unreliable pay data in the SWC calculation but are confirmed to earn under £24,000 by TPS.

[11] https://www.gov.uk/government/publications/school-teachers-review-body-strb-remit-letter-for-2021

Table 1: Potential options to account for London weighting in base pay

	Differential vs. Rest of England baseline	
	Unqualified pay range minima	Unqualified pay range maxima
London Fringe	7%	4%
Outer London	19%	12%
Inner London	26%	16%

Source: School Teachers Pay and Conditions Document

62. Using these particular differentials as a proxy for implicit 'London weighting' would see a further 1,200 unqualified teachers fall under this definition of £24,000 excluding London weighting. Our estimate would rise to 6,400 (FTE).

63. With each unqualified teacher receiving £250, the total cost of the award to base pay will be approximately £1.6m. Accounting for employer National Insurance and Teacher Pension Scheme contributions, this would rise to approximately £2.2m. The burden is split across phases broadly proportionally, and is affordable from current school budgets, which are increasing by £2.2 billion in 2021-22 compared to 2020-21.

Table 2: Expected cost to system in aggregate of 2021 pay award

	Teachers earning under £24,000 (FTE)	Total increase in base pay from £250 award	Total increase in paybill, including on-costs
Total	6,400	£1,600,000	£2,200,000
Rest of England	3,500	£875,000	£1,200,000
Fringe	600	£150,000	£210,000
Outer London	1,100	£275,000	£380,000
Inner London	1,100	£275,000	£380,000

Distribution of unqualified teachers' pay along the pay range

64. There are six unofficial pay points on the Unqualified Teachers pay range, as published by the teacher unions[12]. These spine points are shown in Table 3.

Table 3: Unqualified Teachers pay range, 2020/21

	Rest of England	London Fringe	Outer London	Inner London
1	£18,169	£19,363	£21,582	£22,849
2	£20,282	£21,473	£23,696	£24,962
3	£22,394	£23,587	£25,809	£27,075
4	£24,507	£25,699	£27,926	£29,187
5	£26,622	£27,812	£30,037	£31,298
6	£28,735	£29,924	£32,151	£33,410

Source: NASUWT

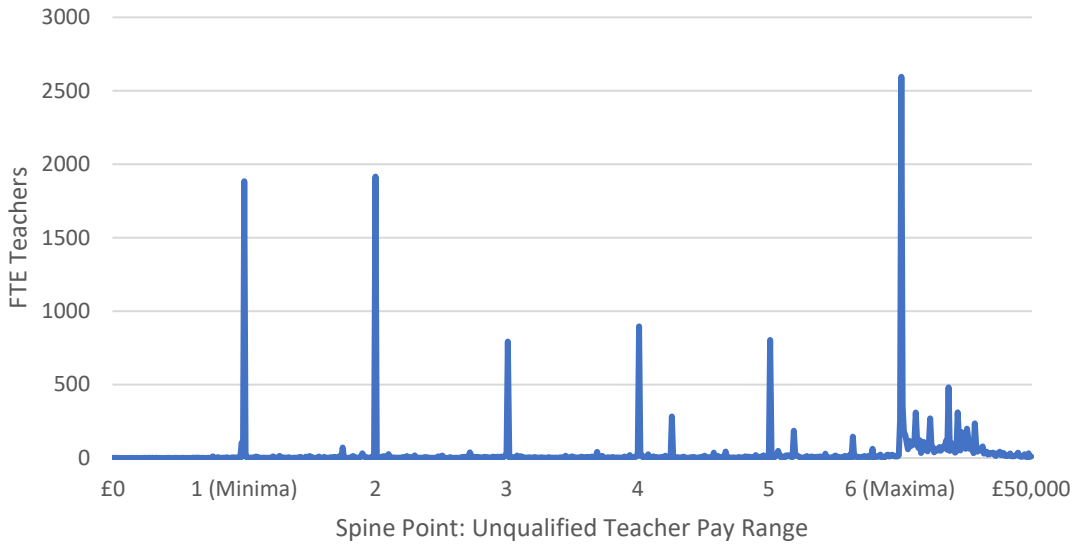
65. Chart 1 demonstrates that unqualified teachers are typically paid on one of these pay points. Table 4 further shows that a similar picture exists in both London (comprising inner, outer, and fringe areas combined) and the rest of England.

66. London has a somewhat higher proportion of unqualified teachers on the minimum of the range, perhaps driven by greater use of the School Direct Salaried and Teach First training routes. Primary schools also have a higher share of unqualified teachers on the minimum than secondary schools. Again, this may be driven by greater use of salaried training routes.

67. Only around one-third of unqualified teachers are paid below the fourth unofficial pay point, which is worth £24,507 in 2020/21. This explains why only a relatively small share of unqualified teachers will be eligible for the £250 award.

[12] NASUWT | England Pay Scales

Chart 1: Unqualified teachers' pay relative to unofficial pay points[13]



Source: Teacher Pension Scheme, supplemented with School Workforce Census[14]

Table 4: Unqualified teachers' pay relative to unofficial pay points[15], by region

	Total		Rest of England		London (all)	
	FTE	%	FTE	%	FTE	%
Below pay point 1[16]	210	1%	100	1%	120	1%
Pay point 1	1,910	9%	980	7%	930	12%
Between 1 & 2	430	2%	250	2%	180	2%
Pay point 2	1,940	9%	1,200	9%	750	9%
Between 2 & 3	450	2%	260	2%	190	2%
Pay point 3	850	4%	540	4%	310	4%
Between 3 & 4	440	2%	280	2%	160	2%
Pay point 4	960	4%	640	5%	320	4%
Between 4 & 5	890	4%	590	4%	300	4%
Pay point 5	820	4%	520	4%	300	4%
Between 5 & 6	1,330	6%	870	6%	470	6%
Pay point 6	2,600	12%	1,800	13%	800	10%
Above pay point 6	8,900	41%	5,860	42%	3,040	39%
On pay point	9,080	42%	5,670	41%	3,420	43%
Between pay points	3,760	17%	2,340	17%	1,420	18%
Above pay range max	8,900	41%	5,860	42%	3,040	39%

Source: Teacher Pension Scheme, supplemented with School Workforce Census

[13] Pay has been scaled to allow teachers across all four pay areas to be considered together. Area to right of point 6 comprises all pay between the maximum of the Unqualified Teachers pay range and a £50,000 threshold.

[14] Teacher Pension Scheme data is used when available, adjusted to account for any allowances recorded in School Workforce Census. SWC data is used where TPS is unavailable for a teacher (approx. 15% of cases).

[15] A teacher within £50 either side of the pay point is counted as 'on' that point, to allow for slight misreporting.

[16] Note that these very small numbers may represent data errors, rather than teachers paid under the minimum. In many cases, reported pay is equivalent to the previous year's spine point, possibly indicating data not updated.

68. A significant proportion of unqualified teachers, over 40%, appear to be paid above the sixth pay point i.e. above the maximum of the Unqualified Teachers pay range (grey area on chart). In some cases, academies may be using their pay freedoms to pay unqualified teachers above the STPCD maximum, in others it may be allowance payments that cause gross pay to be above the base pay maximum, and in some cases it could be that teachers are misreported and not actually an unqualified teacher. This will be investigated further ahead of the next School Workforce Census publication in June 2021.

Leapfrogging

69. The widespread use of pay points means that the risk of leapfrogging is limited. There are relatively few unqualified teachers falling between the pay points, with a gap of approximately £2,000 between the teachers on each point.

70. Table 6 shows the equivalent value of each pay point in academic year 2020/21, after adjusting for 'London weighting' using the differentials between pay range minima. The only pay point that would be at risk of being leapfrogged by teachers earning £24,000 receiving a £250 award is Point 4 in London Fringe. The adjusted pay point here sits just £114 above the threshold below which teachers would receive a £250 award.

Table 6: Unqualified Teachers pay points, adjusted for London weighting

	Rest of England	London Fringe	Outer London	Inner London
1	£18,169	£18,169	£18,169	£18,169
2	£20,282	£20,149	£19,949	£19,849
3	£22,394	£22,133	£21,728	£21,529
4	£24,507	£24,114	£23,510	£23,209
5	£26,622	£26,097	£25,287	£24,887
6	£28,735	£28,079	£27,067	£26,567

Source: NASUWT, adjusted for London weighting

71. This London Fringe Point 4 may require specific guidance. But in most other cases, the small number of teachers who may affected by any leapfrogging issues means this can likely be best handled locally by schools, using their pay freedoms.

Annex A: Teacher Workforce Characteristics and Pay

A1. In November 2019 there were 453,800 full-time equivalent (FTE) teachers in state-funded schools in England. Table A1 shows the proportion of these teachers split by grade and phase. The majority (85%) of teachers are classroom teachers (383,800 FTE). The remaining 15% consist of approximately 70,100 FTE leadership teachers. Of all FTE teachers in state-funded schools in England, 5% (21,800 FTE) are unqualified teachers[17].

Table A1: Full-time equivalent teachers (FTE) by grade and phase, state-funded schools (England, November 2019, in thousands with percentages of total workforce in brackets)[18]

	Nursery and primary	Secondary	Special	Centrally employed	Total
Heads	16.9	3.8	1.4	0.1	22.2
	(4%)	*(1%)*	*(0%)*	*(0%)*	*(5%)*
Deputy heads	12.0	5.2	1.3	0.1	18.5
	(3%)	*(1%)*	*(0%)*	*(0%)*	*(4%)*
Assistant heads	12.4	14.1	2.0	0.9	29.4
	(3%)	*(3%)*	*(0%)*	*(0%)*	*(6%)*
Classroom teachers	179.9	181.6	19.6	2.7	383.8
	(40%)	*(40%)*	*(4%)*	*(1%)*	*(85%)*
TOTAL	221.2	204.7	24.3	3.7	453.8
	(49%)	*(45%)*	*(5%)*	*(1%)*	*(100%)*
of which, unqualified	6.6	11.3	3.5	0.5	21.8
	(3%)[19]	*(6%)*	*(14%)*	*(14%)*	*(5%)*

Source: **School Workforce Census**, November 2019

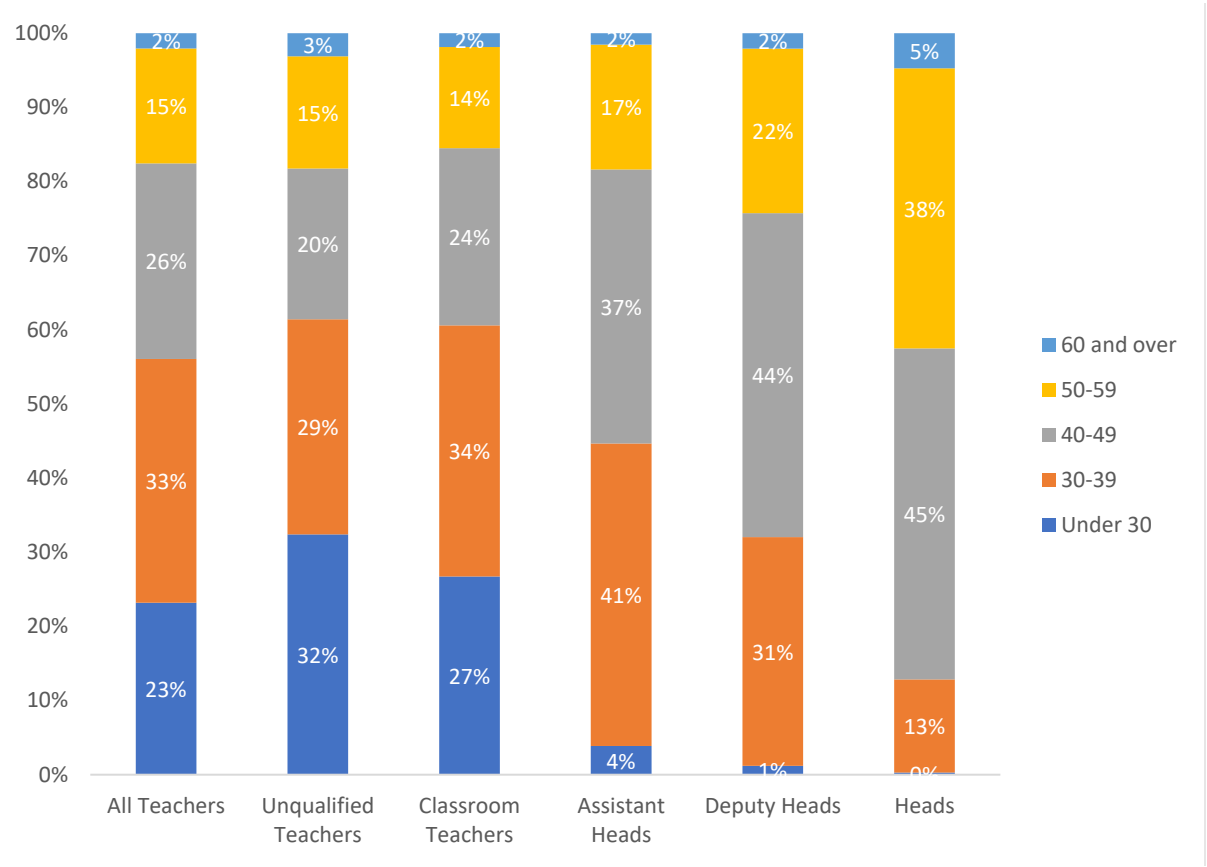
A2. 18% of all FTE teachers in publicly-funded schools were aged 50 and over, whilst 23% of teachers were aged under 30. Unqualified teachers have the largest percentage of teachers under 30 at 32%. Age distributions by grade are shown in Figure A1.

[17] An unqualified teacher in the LA maintained sector is either a trainee working towards QTS; an overseas trained teacher who has not exceeded the four years they are allowed to teach without having QTS; or an instructor who has a particular skill who can be employed for so long as a qualified teacher is not available.

[18] Where totals appear not to sum, this is due to rounding.

[19] Unqualified shares are presented as a percentage of the phase total, rather than overall workforce

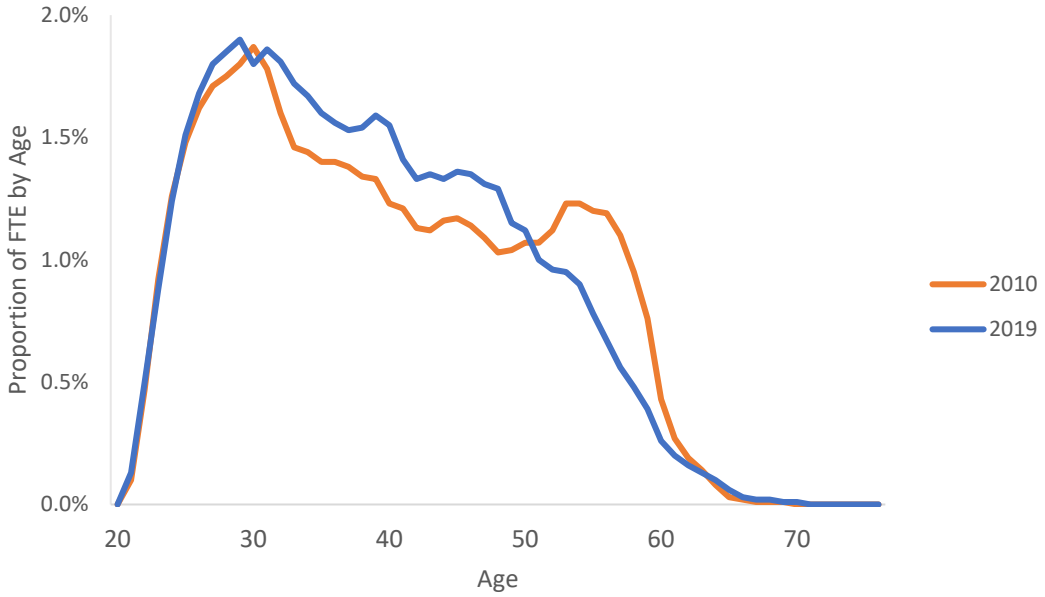
Figure A1: Full-time equivalent teachers (FTE) in state-funded schools by grade and age (England, November 2019)



Source: **School Workforce Census**, November 2019

A3. Figure A2 provides a comparison between the age composition of the FTE qualified teacher workforce in 2010 to 2019. From the chart it is clear that the age distribution has shifted leftwards since 2010, reflecting a younger workforce on average. However, this is not primarily due to a big increase in the youngest teachers – teachers under 30 years of age have remained a stable share of the workforce since 2010. Instead, the difference is driven by the 2019 workforce having a higher share of teachers aged 30 to 50, and fewer aged over 50, than in 2010. The bulge in the 2010 workforce aligns with the 1975 reforms following the Houghton Report. This report recommended several reforms, including substantial changes to teachers' pay. The average pay rise in 1975 was 27%. Teachers aged between 50 and 60 in 2010 would have been aged between 20 and 30 in 1975, most likely at the point of choosing careers.

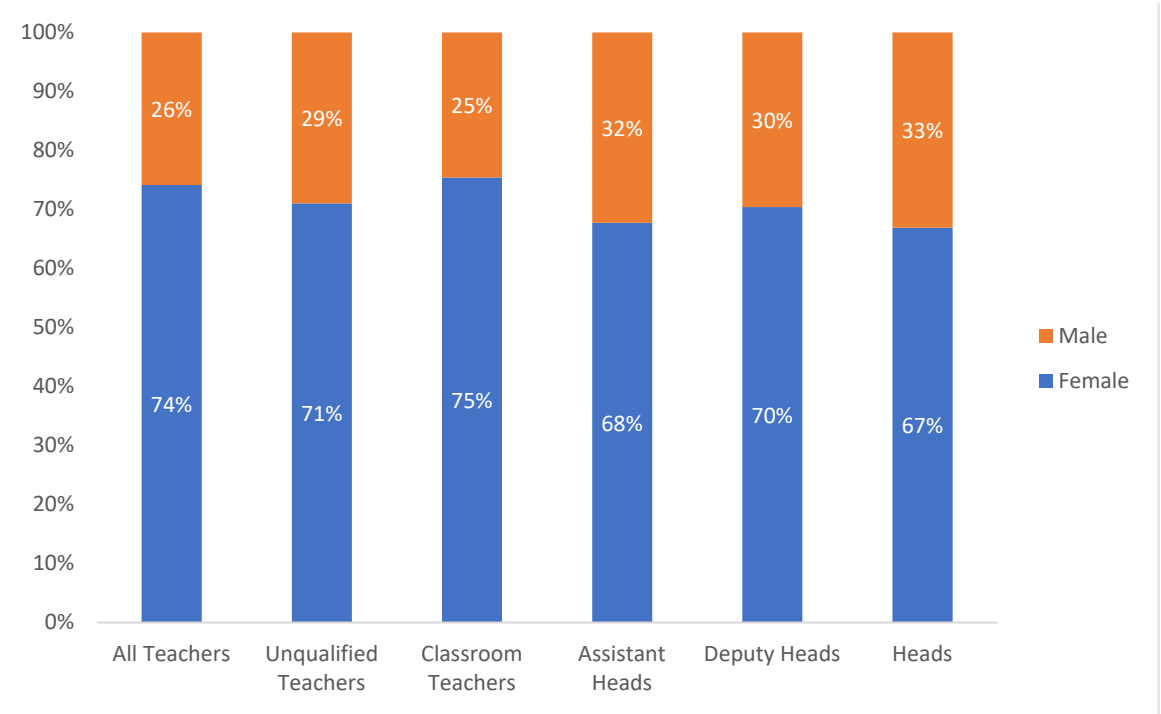
Figure A2: Age composition of full-time equivalent teachers (FTE) in state-funded schools (England, November 2010 and 2019)



Source: **School Workforce Census,** November 2010 and 2019

A4. Figure A3 shows the percentages of females and males for each grade. 74% of teachers at all grades are female. For classroom teachers the percentage is slightly higher at 75%. For the leadership group, the percentage of female teachers is 68%.

Figure A3: Full-time equivalent teachers (FTE) in state-funded schools by grade and gender (England, November 2019)



Source: **School Workforce Census**, November 2019

A5. Table A2 shows the ethnic background of teachers in England by grade. The percentage of teachers observed with a non-white ethnic background decreases at higher grades. The highest percentage of teachers with a non-white background is observed for unqualified teachers and the lowest percentage of teachers with a non-white background is observed for headteachers.

Table A2: Distribution of full-time equivalent teachers (FTE) by grade and ethnicity in state-funded schools. (England, November 2019)[20]

	Head	Deputy Head	Assistant Head	Classroom Teacher	Unqualified Teacher	Total
White	**96.3%**	**95.2%**	**92.8%**	**90.4%**	**82.5%**	**90.7%**
White - British	92.7%	91.4%	88.4%	85.0%	71.8%	85.3%
White - Irish	1.8%	1.8%	1.7%	1.5%	2.6%	1.6%
Any Other White Background	1.8%	2.0%	2.7%	4.0%	8.2%	3.9%
Black	**1.1%**	**1.3%**	**1.8%**	**2.4%**	**6.3%**	**2.4%**
Black - African	0.2%	0.3%	0.5%	1.0%	2.2%	1.0%
Black Caribbean	0.8%	0.8%	1.1%	1.0%	3.1%	1.1%
Any Other Black Background	0.1%	0.2%	0.2%	0.4%	1.0%	0.4%
Asian	**1.6%**	**2.1%**	**3.6%**	**4.9%**	**6.8%**	**4.6%**
Indian	0.9%	1.1%	1.8%	2.1%	2.9%	2.0%
Pakistani	0.4%	0.4%	1.0%	1.4%	1.8%	1.3%
Bangladeshi	0.1%	0.2%	0.4%	0.7%	0.9%	0.7%
Any Other Asian Background	0.3%	0.4%	0.5%	0.8%	1.1%	0.7%
Mixed	**0.8%**	**1.0%**	**1.2%**	**1.5%**	**2.6%**	**1.4%**
White and Black African	0.1%	0.1%	0.1%	0.1%	0.3%	0.1%
White and Black Caribbean	0.2%	0.3%	0.3%	0.4%	0.8%	0.4%
White and Asian	0.3%	0.3%	0.3%	0.4%	0.4%	0.4%
Any Other Mixed Background	0.3%	0.4%	0.4%	0.6%	1.1%	0.5%
Chinese	**0.0%**	**0.0%**	**0.1%**	**0.2%**	**0.3%**	**0.2%**
Any Other Ethnic Group	**0.2%**	**0.4%**	**0.4%**	**0.6%**	**1.4%**	**0.6%**

Source: **School Workforce Census**, November 2019

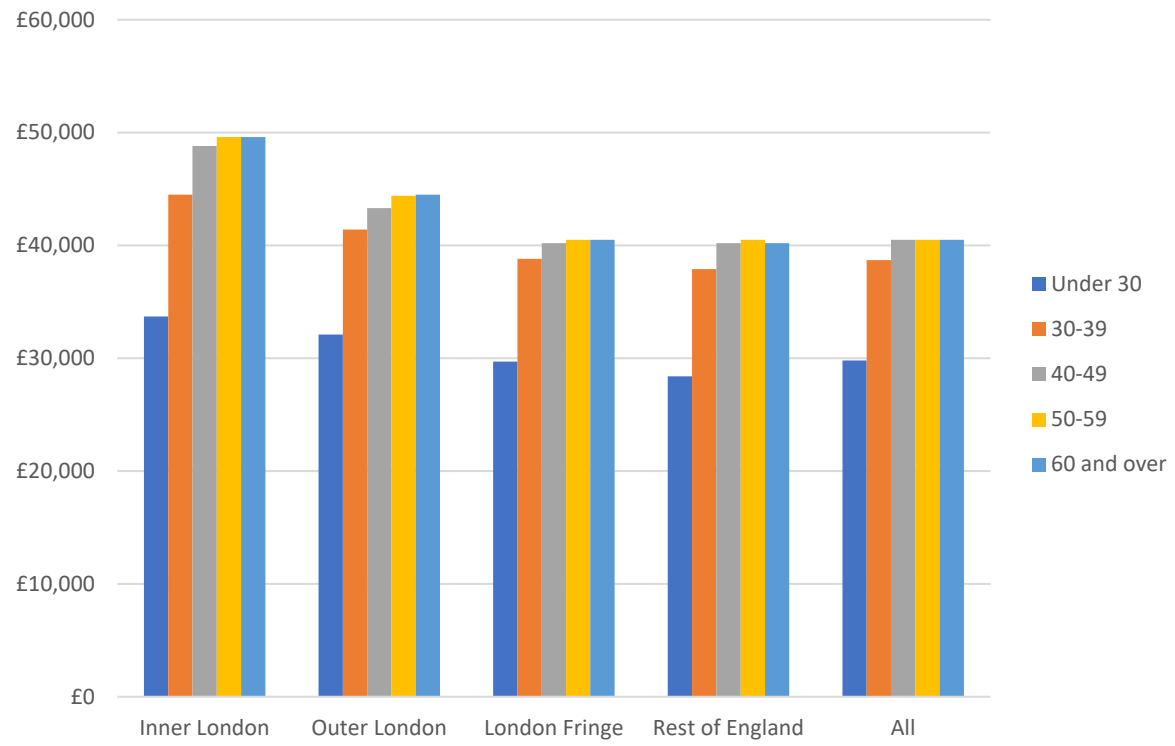
A6. For the academic year 2020/21, the minimum salaries for classroom teachers in the Rest of England pay band (the lowest of the four regional pay bands) are £25,714 for a qualified teacher and £18,169 for an unqualified teacher.

[20] Percentages are out of a total of those with ethnicity information recorded in the School Workforce Census (over 90% of all teachers)

A7. In November 2019, the average (median) gross[21] pay of regular classroom teachers in state-funded schools in England was £37,832. This was an increase of 2.5% compared to November 2018 (£36,900).

A8. Teachers' salaries are largely driven by the location of the school they work in and their level of experience. Figure A4 shows median salaries of classroom teachers by pay band and age. Classroom teachers in both primary and secondary state-funded schools typically see their salary rise much quicker in the beginning of their careers than in their later stages.

Figure A4: Average (median) salaries of classroom teachers in state-funded schools, by age of teacher and pay region[22]



Source: **School Workforce Census**, November 2019

A9. The average salary for a newly qualified teacher (NQT) in 2019 was £26,100, a rise of 3% on 2018. Teachers tend to see rapid pay progression in the early stages of their careers, especially compared to the rate in later years. For a teacher with five years' experience, the estimated mean salary in FTE terms is

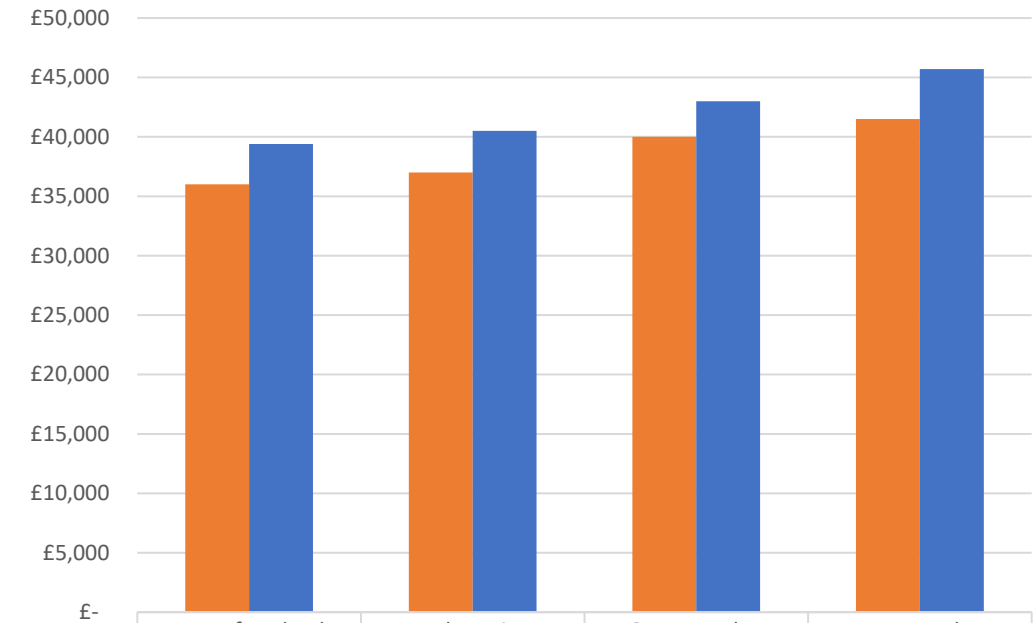
[21] The gross pay is the base pay plus any allowances earned by the teacher.

[22] Excludes centrally employed teachers, unqualified teachers and teachers with unreliable salary.

£37,000. This rises to £44,000 when considering only teachers in Inner London[23].

A10. Figure A5 shows overall median salaries for classroom teachers are higher in secondary schools than in primary schools.

Figure A5: Average (median) salaries of classroom teachers in schools by region and phase[24]



	Rest of England	London Fringe	Outer London	Inner London
Primary	£36,000	£37,000	£40,000	£41,500
Secondary	£39,400	£40,500	£43,000	£45,700

Source: **School Workforce Census**, November 2019

Salaries of headteachers and other teachers in leadership positions

A11. The leadership group in the STPCD covers headteachers and other teachers in leadership positions. There is a single leadership pay range which includes eight headteacher groups (HTGs) for each of the four regional pay bands. The minimum on the Rest of England pay range is worth £42,195, and the highest on the Inner London pay range is worth £125,098.

A12. The relevant body determines how the pay of leaders at its school relates to the leadership pay range by assigning the school to one of the eight HTGs,

[23] The five year salary includes only those teachers with five full years of teaching in the state funded sector since qualification, removing teachers with breaks in service.

[24] Excludes special schools, free schools, City Technology Colleges (CTCs), University Technical Colleges (UTCs), studio schools, centrally employed staff and teachers with unreliable pay information.

based on the number and age of the school's pupils, and then adopting the three-stage process recommended in the STRB's 23rd Report.

A13. In November 2019, the average (median) gross pay of regular headteachers and other teachers in leadership positions in publicly funded schools in England was £56,600. This was an increase of 1.8%[25] compared to November 2018 (£55,600).

A14. Tables A3 and A4 show the average primary and secondary leadership salaries by grade and pay region in primary and secondary schools. Leaders in secondary schools get paid significantly more than their counterparts in primary schools and the gap increases as leadership roles become more senior. The average Assistant Head in a primary school earns £47,500 compared to an average salary of £56,500 in secondary schools. The average deputy head in a primary school earns £51,900 relative to £67,500 in a secondary school. The average head teacher earns £64,200 in a primary school relative to £91,300 in a secondary school. As expected, for both primary and secondary leaders the lowest average salaries are for those in the non-London regions and the highest average salaries are earned by those in schools in Inner London.

Table A3: Average (median) salaries of school leadership teachers in primary schools[26] [27]

Primary	Assistant Head	Deputy Head	Head
Inner London	£57,500	£64,300	£80,900
Outer London	£52,300	£59,800	£74,900
London Fringe	£47,300	£51,200	£65,100
Rest of England	£46,400	£51,200	£62,400
England	£47,500	£51,900	£64,200

Source: **School Workforce Census**, November 2019

[25] Calculated using unrounded figures.

[26] Excludes special schools, free schools, CTCs, UTCs, studio schools, centrally employed staff, advisory teachers and teachers with unreliable pay information.

[27] This is based on School Workforce Census data. This data may not include some executive leaders e.g. executive heads and CEOs of academy trusts

Table A4: Average (median) salaries of school leadership teachers in secondary schools[28] [29]

Secondary	Assistant Head	Deputy Head	Head
Inner London	£65,500	£78,300	£106,100
Outer London	£60,500	£73,800	£98,400
London Fringe	£57,700	£69,800	£94,300
Rest of England	£55,200	£65,600	£89,900
England	£56,500	£67,500	£91,300

Source: **School Workforce Census**, November 2019

Distribution of classroom teachers by advisory pay point, and rates of progression

A15. Table A5 shows the approximate number of teachers on each of the classroom teacher advisory pay points. Teachers are allocated according to individuals' FTE pay as reported in the School Workforce Census of November 2019. Teachers are allocated to one of nine classroom teacher pay points, six on the Main pay range and three on the Upper pay range. While these advisory pay points were not included in the STPCD until September 2020, they were still published by the teacher unions and were widely used by schools.

A16. We make two adjustments to ensure we can allocate each teacher to a pay point:

a. We remove from our calculations those teachers with salaries deemed unreliable, a methodology in line with the School Workforce Census publication.

b. We also allow for the fact that pay freedoms have led to some teachers' salaries lying between the spine points. In this case, we allow a small buffer of £200 above the spine point, below which we round a teacher down to the nearest point on the scale, and above which we round a teacher up to the next point on the scale.

[28] Excludes special schools, free schools, CTCs, UTCs, studio schools, centrally employed staff, advisory teachers and teachers with unreliable pay information.

[29] This is based on School Workforce Census data. This data may not include some executive leaders e.g. executive heads and CEOs of academy trusts

Table A5: Qualified classroom teacher workforce, by allocated pay point[30].

Spine Point	FTE teachers on each spine point in November 2019	As a percentage of classroom teachers (FTE)	Base pay spending on each point, as % of the classroom teacher base paybill
M1	27,400	7.8%	5.5%
M2	24,400	6.9%	5.3%
M3	23,200	6.6%	5.4%
M4	22,700	6.5%	5.6%
M5	23,500	6.7%	6.3%
M6	49,200	14.0%	14.3%
U1	40,700	11.6%	12.4%
U2	36,600	10.4%	11.5%
U3	103,600	29.5%	33.7%
Total		100.0%	100.0%

A17. By tracking teachers across consecutive years in the School Workforce Census (SWC), we can estimate the proportion of teachers on each pay point who progress each year.

A18. However, when interpreting this analysis, it is important to recognise that tracking teacher pay progression using SWC data has some important limitations. This is mainly due to the timing of the SWC data collection in early November each year – before some teachers have had their annual performance reviews and associated changes to pay recorded. As a result, some teachers who have not had reviews may still have their previous year's pay reported. This is problematic for tracking progression, especially if in one year a teacher had their performance review before November and pay was correctly recorded but in the next year their performance review took place after data collection. Evidence of this can show up in 'double bumps' whereby teachers appear to have received no pay progression one year but progressed two spine points the next, creating issues for our analysis.

A19. Matching Teacher Pension Scheme (TPS) data with SWC data allows us to estimate the scale of the underestimation in progression rates. While TPS data, as an administrative dataset, is likely to be more reliable and up-to-date, this estimate should still be treated with caution. That is primarily because we

[30] As in the pay reform modelling presented last year, a small number of Leading Practitioners and other teachers who appear to be paid above the Upper Pay Range maximum are included as U3 teachers.

are unable to separate base pay and allowance payments in the TPS data. Consequently, some changes in pay may in fact be due to changes in allowances, rather than progression or promotion.

A20. Analysis of the SWC shows that of those teachers who were on one of the pay points M1 – M5 in November 2018 and remained in service in November 2019, approximately 70% had progressed to a higher pay point or pay range. This includes some teachers moving into leadership positions but the majority progress a single additional pay point. This rises to 85% when using TPS and varies across the individual pay points, with over 90% of teachers on M1 progressing.

A21. For teachers on M6, U1, or U2, our evidence last year[31] using SWC data indicates around 1 in 3 teachers in consecutive service progress or are promoted each year. Using TPS data, this rises to approximately 2 in 5.

A22. We therefore expect that a substantial proportion of classroom teachers will continue to receive pay rises due to progression and promotion. This is the case every year, with the upwards pressure this places on the paybill offset by workforce composition effects, whereby the teachers who leave the profession each year, including retirements, are, on average, more highly paid than the teachers entering the profession who replace them. This balancing can be seen in the way that changes to average (mean) teacher pay in recent years have corresponded closely to the headline award: in 2019/20, average pay increased by 2.7% against a 2.75% headline award; in 2018/19, it increased 2.1% against a 2.4% headline award[32]; and in 2017/18 it increased by 1.5% against a headline award of 1.3%[33].

[31] Paragraphs B24 – B32, p.42

[32] Weighted average: award was 3.5% for Main pay range, 2% for Upper, and 1.5% for Leadership

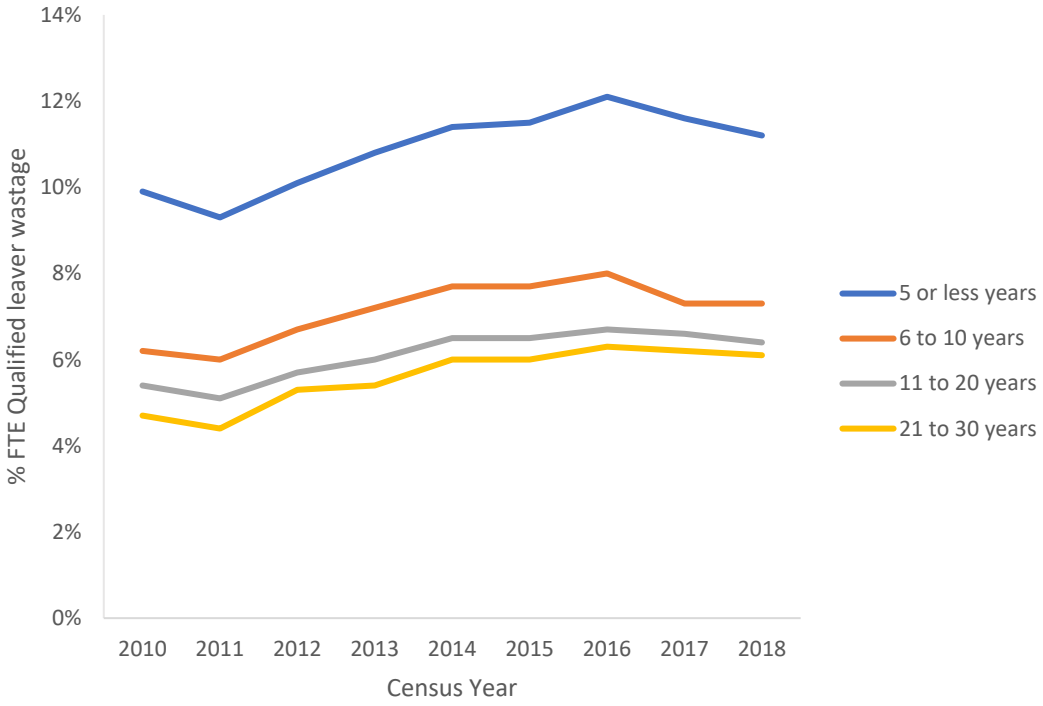
[33] Weighted average: award was 2% on Main pay range and 1% on other ranges.

Annex B: Recruitment, Retention, and the Teacher Labour Market

Retention

B1. Figure B1 shows that wastage rates consistently grew from 2011 until reaching a peak in 2016. All groups have seen wastage rates fall over the two latest School Workforce Censuses, with the most notable improvements amongst the least experienced teachers (1 – 10 years since QTS), who have the highest leaver rates. These teachers are the most likely to be on the Main pay range, which has been targeted with higher pay awards since 2017.

Figure B1: Wastage rates of qualified teachers by experience[34] bands



Source: **Schools Workforce Census**, November 2019

B2. Table B1 shows yearly net retention rates for each cohort of newly qualified teachers – in primary, secondary, and special combined – going back to 1996. This table has been published regularly as part of the annual School Workforce Census release. It includes all teachers in service in a given year, regardless of any prior breaks in service. For example, a teacher in the 2011 NQT cohort who left the state-funded school sector after following the 2011/12 academic year, their first, but then returned in the 2016/17 academic year, would be counted as

[34] Experience proxied by years since gaining Qualified Teacher Status. Breaks in service may mean that actual experience is lower.

not retained in years 1, 2, 3, and 4 of the table below but as retained again in year 5 onwards

Table B1: Retention rates of teachers by year of gaining QTS (Source: Schools Workforce Census 2019)

Year qualified	Number of newly qualified entrants entering service	Percentage of teachers in regular service in the state-funded schools sector in England after: (in years)																						
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1996	18,094	91%	84%	79%	73%	71%	68%	67%	64%	62%	60%	58%	57%	56%	58%	57%	56%	55%	54%	52%	50%	48%	46%	44%
1997	18,911	90%	83%	77%	74%	71%	69%	67%	65%	62%	60%	59%	58%	59%	58%	57%	56%	55%	53%	51%	49%	47%	45%	
1998	17,772	89%	81%	77%	74%	72%	69%	67%	64%	63%	62%	60%	62%	61%	60%	58%	57%	55%	53%	50%	49%	47%		
1999	18,267	88%	82%	77%	74%	71%	70%	67%	65%	64%	62%	63%	62%	61%	62%	58%	56%	54%	52%	50%	49%			
2000	17,564	89%	83%	78%	74%	72%	69%	67%	66%	64%	65%	63%	60%	61%	59%	57%	55%	53%	52%	50%				
2001	18,641	89%	82%	78%	75%	71%	68%	67%	66%	67%	65%	64%	62%	61%	59%	57%	55%	53%	51%					
2002	20,687	89%	83%	78%	74%	72%	70%	68%	68%	67%	65%	64%	62%	60%	58%	56%	54%	52%						
2003	23,009	90%	83%	77%	74%	71%	69%	70%	68%	66%	65%	63%	60%	58%	56%	54%	52%							
2004	25,153	89%	81%	77%	74%	71%	72%	70%	68%	66%	64%	61%	59%	57%	55%	53%								
2005	25,745	86%	81%	77%	74%	74%	72%	70%	68%	65%	63%	60%	58%	56%	54%									
2006	24,000	87%	81%	77%	77%	74%	72%	69%	67%	65%	62%	60%	58%	56%										
2007	24,394	88%	82%	81%	77%	75%	72%	70%	67%	64%	62%	59%	57%											
2008	24,447	88%	84%	80%	78%	75%	72%	69%	67%	64%	62%	60%												
2009	22,304	88%	83%	80%	77%	74%	71%	68%	65%	63%	61%													
2010	24,060	86%	82%	78%	74%	71%	68%	65%	63%	61%														
2011	21,038	88%	83%	78%	74%	70%	67%	65%	62%															
2012	23,998	87%	82%	76%	72%	69%	66%	64%																
2013	24,490	87%	80%	75%	71%	68%	66%																	
2014	25,927	86%	79%	74%	70%	67%																		
2015	26,780	86%	79%	74%	70%																			
2016	25,560	85%	78%	73%																				
2017	23,754	85%	78%																					
2018	23,872	85%																						
2019	23,338																							

B3. Table B2 is a replica of the data on the most recent NQT cohorts from table B1, reformatted to make comparisons to the tables that follow easier.

Table B2: Retention rates of all newly qualified teachers in the years following qualification year

	Percentage of teachers in service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	88%	83%	78%	74%	70%	67%	65%	62%
2012	87%	82%	76%	72%	69%	66%	64%	
2013	87%	80%	75%	71%	68%	66%		
2014	86%	79%	74%	70%	67%			
2015	86%	79%	74%	70%				
2016	85%	78%	73%					
2017	85%	78%						
2018	85%							

Source: **Schools Workforce Census**, November 2019

B4. Table B3 summarises similar data but with a different definition of retention; we refer to this as the continuous service retention rate for each cohort of NQTs. In Table B3, the count of teachers retained in any given year is restricted to only those who have remained in service continuously, with no breaks, up to that point; we only count a teacher as retained if they have stayed in the profession every year since their NQT year. This is a different definition to that included in the School Workforce Census publication, and does not account fully for the aggregate teacher years provided by each cohort due to ignoring returners, but is relevant when considering how many teachers leave the state-funded sector at some point in early career and the impact that returners have on Table B1.

Table B3: Continuous retention rates of all newly qualified teachers in the years following qualification year

	Percentage of teachers in continuous service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	88%	80%	72%	66%	61%	56%	53%	49%
2012	87%	78%	70%	64%	59%	55%	52%	
2013	87%	77%	69%	63%	58%	55%		
2014	86%	76%	68%	62%	57%			
2015	86%	75%	68%	62%				
2016	85%	75%	67%					
2017	85%	75%						
2018	85%							

Source: **Schools Workforce Census**, November 2019

B5. The figures for retention after one year of beginning to teach are the same in tables B2 and B3 because at that stage there has only been an opportunity to leave, with no opportunity yet for teachers to return. However, from the second

year onwards, the continuous rate in table B3 is lower than the non-continuous rate in table B2 for comparable points as returners are not included.

B6. The difference between the continuous and standard retention grids grows at approximately 2 – 3 percentage points of the NQT cohort with each year of service. For example, for the 2011 NQT cohort, the difference is 3 percentage points after two years (83% retained in non-continuous grid vs. 80% retained in continuous grid) and rises steadily to 9 percentage points after the fifth year (70% retained in standard grid vs. 61% retained in continuous grid).

B7. These tables help to explain the sharp drop off in 'net leaver' rates every year for each cohort, as shown in Figure 10 of the STRB's 30th Report[35]. Figure B4 shows that pure wastage rates, ignoring the 'netting' off of returners, for early career teachers (those who qualified in the previous 5 years) are around 11%, on average; the challenge is not confined to NQTs, as a net leaver measure might indicate. Leaver rates stabilise at around 6 – 7 percent for more experienced teachers in mid-career (qualified between 5 and 30 years previous).

Retention by phase and subject

B8. Retention rates vary significantly between phases and subjects. We have included retention grids to allow for a comparison between primary and secondary phases in tables B5 and B6, respectively, and a comparison between STEM and non-STEM secondary subjects in tables B7 and B8, respectively. These provide an update on the subject level retention data published in TAD Compendium 3[36].

B9. Comparing the primary (table B5) and secondary (table B6) non-continuous retention grids shows that early career teachers in state-funded primary are more likely to remain teaching in the state-funded sector than those in secondary. At all comparable points in the first 8 years after qualification, and for all cohorts who began teaching between 2011 and 2018, primary retention is stronger than secondary. The difference has typically been around an extra 7 – 8 percentage points of each primary cohort remaining in service after five years, compared to the equivalent secondary cohort.

[35] STRB 30th Report, p.44

[36] Teachers Analysis Compendium 4 (shinyapps.io)

Table B5: Retention rates of all newly qualified primary teachers in the years following qualification year

	Percentage of primary teachers in service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	89%	85%	81%	77%	74%	71%	69%	67%
2012	89%	83%	78%	75%	72%	70%	68%	
2013	88%	82%	78%	74%	71%	69%		
2014	88%	82%	77%	74%	71%			
2015	88%	81%	77%	73%				
2016	86%	80%	76%					
2017	87%	80%						
2018	87%							

Source: **Schools Workforce Census**, November 2019

Table B6: Retention rates of all newly qualified secondary teachers in the years following qualification year

	Percentage of secondary teachers in service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	87%	81%	75%	71%	67%	63%	61%	59%
2012	86%	80%	73%	69%	65%	63%	61%	
2013	86%	77%	72%	67%	63%	61%		
2014	84%	76%	70%	65%	63%			
2015	84%	75%	70%	66%				
2016	83%	75%	70%					
2017	83%	76%						
2018	84%							

Source: **Schools Workforce Census**, November 2019

B10. There is also considerable variation in non-continuous retention between secondary subjects. One notable difference is between teachers of non-STEM subjects (table B7) and STEM subjects (table B8). The difference has typically been around an extra 7 – 8 percentage points of each non-STEM cohort remaining in service after five years, compared to the equivalent STEM cohort.

Table B7: Retention rates of all newly qualified secondary STEM teachers in the years following qualification year

	Percentage of secondary STEM teachers in service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	86%	80%	73%	68%	63%	60%	58%	55%
2012	84%	77%	71%	66%	62%	59%	57%	
2013	84%	75%	69%	64%	61%	58%		
2014	82%	74%	68%	64%	61%			
2015	81%	72%	66%	62%				
2016	82%	72%	66%					
2017	83%	74%						
2018	83%							

Source: **Schools Workforce Census**, November 2019

Table B8: Retention rates of all newly qualified secondary non-STEM teachers in the years following qualification year

	Percentage of non-STEM secondary teachers in service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	89%	84%	79%	75%	71%	68%	66%	64%
2012	88%	82%	77%	73%	69%	67%	65%	
2013	87%	81%	76%	72%	69%	66%		
2014	87%	80%	75%	71%	68%			
2015	87%	79%	75%	71%				
2016	86%	79%	74%					
2017	85%	79%						
2018	86%							

Source: **Schools Workforce Census**, November 2019

B11. Table B9 provides further detail on STEM retention challenges by looking at the continuous retention rate. This shows that almost half of STEM teachers have taken a break in service during their first 5 years (53% of the 2014 NQT cohort were retained continuously after 5 years). While some of these leavers return, boosting the equivalent non-continuous retention rate (61% of the 2014 NQT cohort were retained non-continuously after 5 years), reducing the incidence of breaks in service would boost supply at any given point, as well as reducing the reliance on returners, who evidence shows are more likely than average to leave again.

Table B9: Continuous retention rates of all newly qualified secondary STEM teachers in the years following qualification year

	Percentage of secondary STEM teachers in continuous service in state-funded schools in England after: (in years)							
Census Year	1	2	3	4	5	6	7	8
2011	86%	77%	68%	62%	56%	52%	48%	45%
2012	84%	74%	65%	59%	54%	50%	47%	
2013	84%	72%	64%	58%	53%	49%		
2014	82%	71%	63%	57%	53%			
2015	81%	68%	60%	55%				
2016	82%	69%	61%					
2017	83%	72%						
2018	83%							

Source: **Schools Workforce Census**, November 2019

Regional recruitment and retention trends

B12. During the previous round, STRB members asked about recruitment and retention trends in London, relative to the rest of England. This section provides some of the data that was presented during oral evidence last year.

B13. The teacher labour market differs from area to area, with recruitment and retention challenges varying accordingly. In particular, there are substantial differences between recruitment and retention rates in London, compared to the Rest of England. This could be due a variety of factors. For example, differences between the economy in London and other regions. Or demographic differences, with teachers in London tending to be younger, on average, for example.

B14. Table B10 shows overall leaver rates in each region. London has a significantly higher leaving rate amongst classroom teachers than any other region. The picture is less clear for leaders, though these numbers will be more volatile due to smaller sample sizes.

Table B10: Full time equivalent (FTE) leaver rates of teachers, by post and region[37]

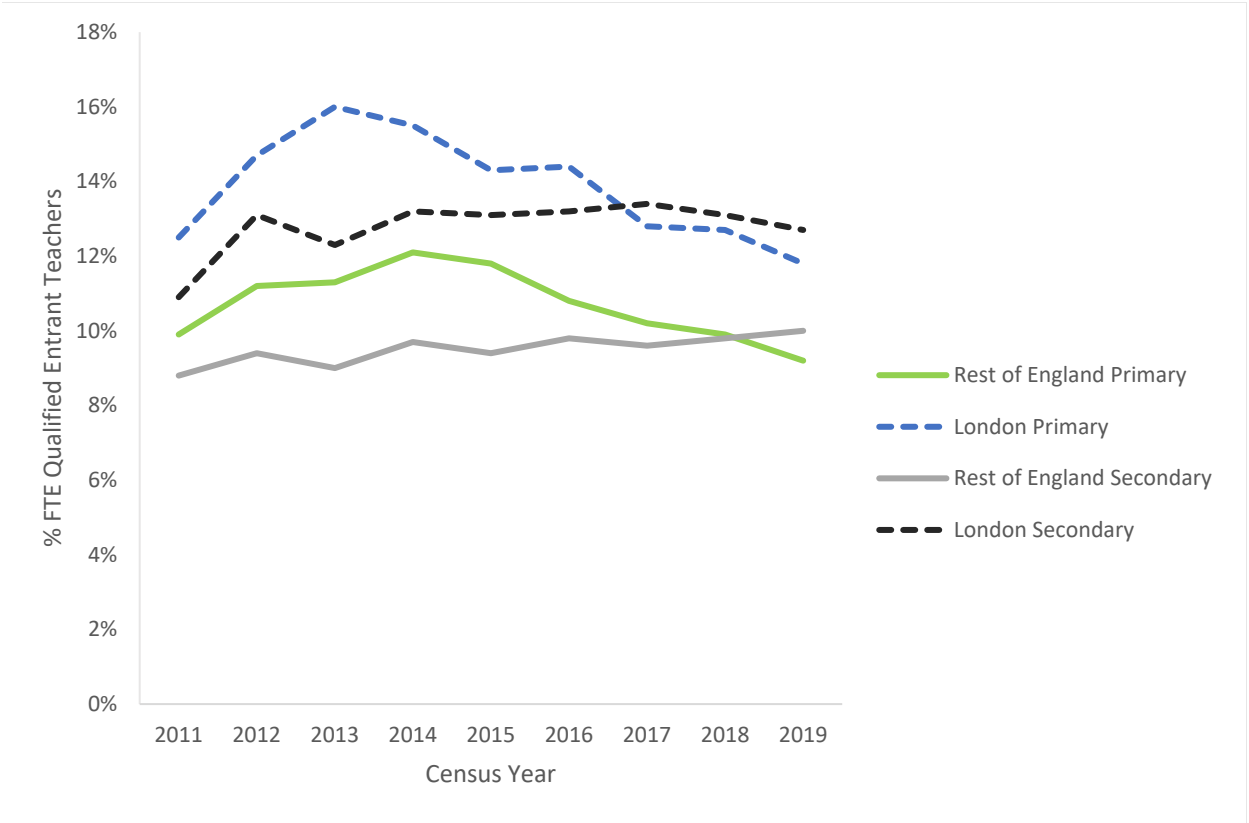
	East Midlands	East of England	North West	North East	Inner London	Outer London	South East	South West	West Midlands	Yorkshire and the Humber
Classroom Teacher	8.6%	8.9%	8.7%	8.3%	12.5%	11.0%	9.5%	9.3%	8.9%	9.7%
Assistant Head	6.8%	5.8%	5.2%	6.3%	7.6%	6.8%	5.6%	7.4%	6.0%	6.0%
Deputy Head	6.2%	5.5%	5.1%	4.4%	6.5%	6.8%	5.8%	6.6%	6.5%	6.1%
Head	9.5%	10.5%	7.9%	9.0%	8.4%	11.6%	8.7%	11.0%	9.8%	10.0%

Source: **School Workforce Census**, November 2018 – November 2019

[37] Leaver rates include retirements, deaths in service, and teachers going out of service. Leaver rates of teachers where the region was not known have been excluded.

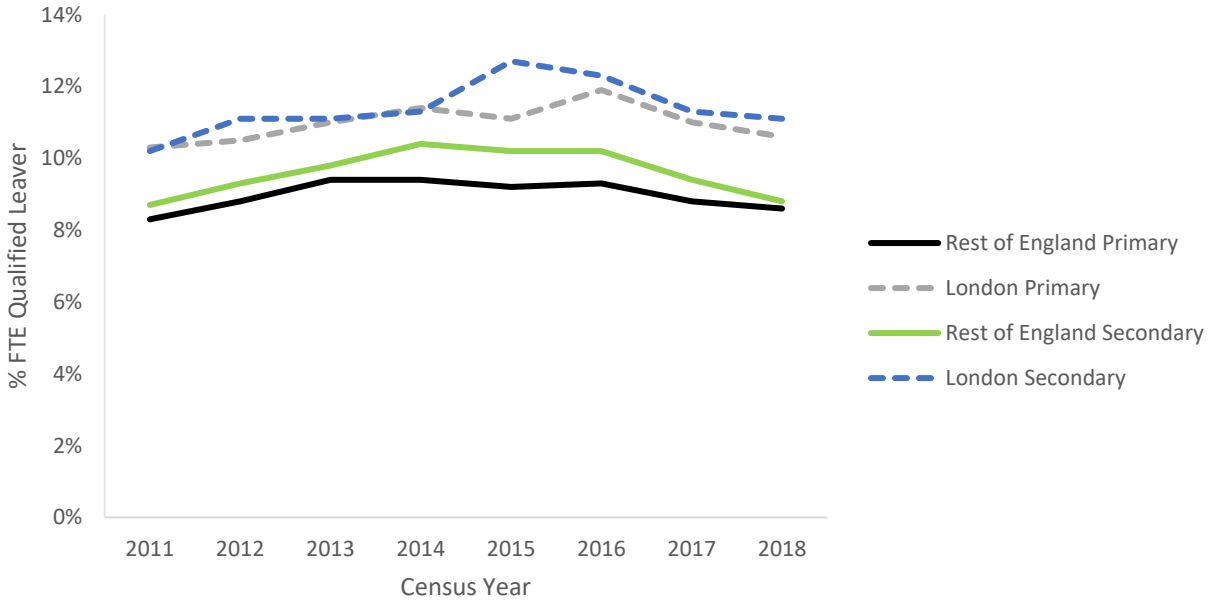
B15. However, teacher supply is determined by both retention and recruitment. Figure B2 shows qualified entrants each year as a proportion of the FTE qualified teacher workforce. Similarly, qualified leavers as a proportion of the FTE qualified teacher workforce are shown in figure B3. These demonstrate that, relative to the rest of England, both the entrant and leaver rates of qualified teachers have been greater in London for all years since 2010. In the most recent year, both entrant and leaver rates were just over 2 percentage points higher in London than the Rest of England. In previous years, the entrant gap has outstripped the leaver gap, on average.

Figure B2: Qualified entrants as a share of the workforce, by Phase and Region (FTE; London combined and Rest of England)



Source: **School Workforce Census**, November 2010 – November 2019

Figure B3: Qualified leavers as a share of the workforce, by Phase and Region (FTE; London combined and Rest of England)



Source: **School Workforce Census**, November 2010 – November 2019

B16. Consequently, the total stock of qualified teachers in London has grown slightly faster since 2010 than the Rest of England, as shown in Table B11. The pupil teacher ratio also remains lower in London than the Rest of England for both Primary (19.8 vs 21.3) and Secondary (16.0 vs. 16.8), with the gap growing slightly since 2010 in Primary.

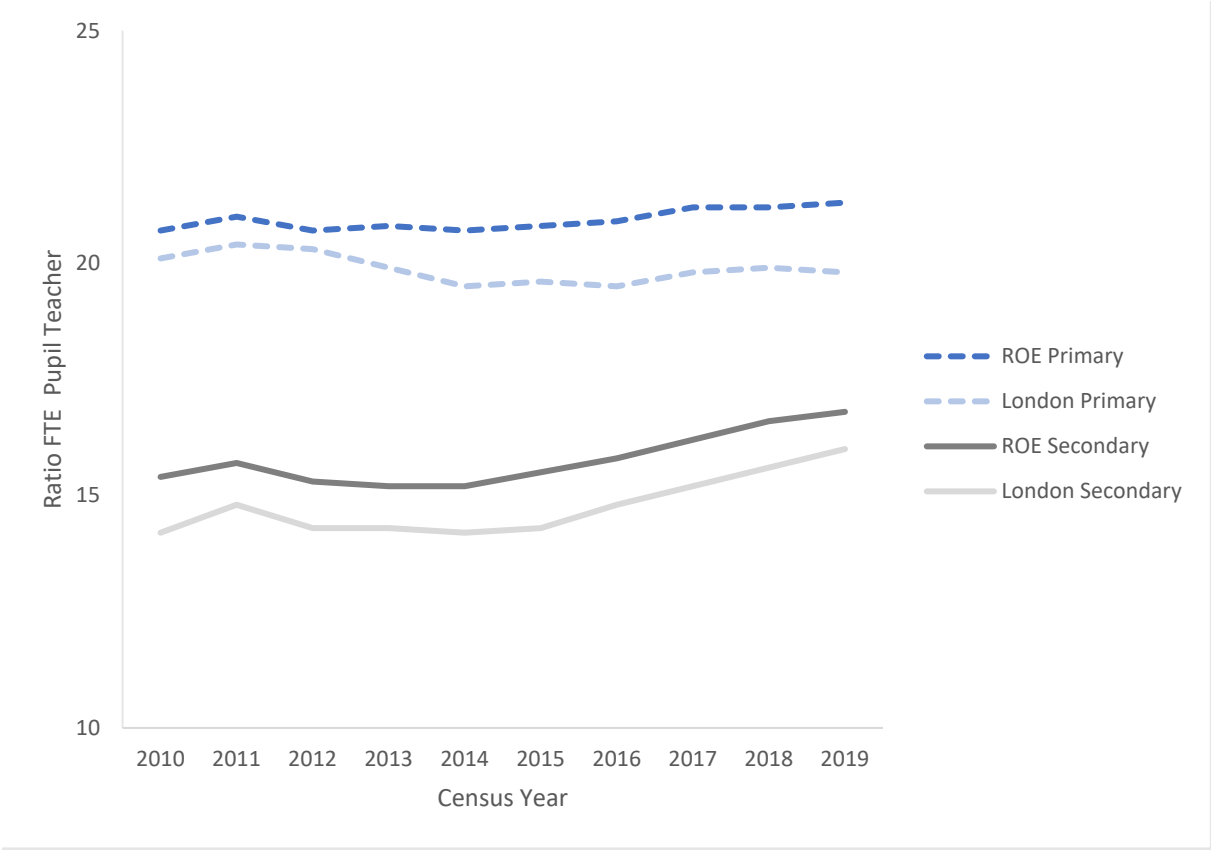
B17. Teacher supply in London does not therefore appear to be any weaker than the Rest of England, on balance. While it is often noted that leaver rates are higher in London, higher entrant rates are an equally important factor.

Table B11: Total FTE by Phase and Region (London combined and Rest of England, rounded)

		2010	2013	2016	2019
Rest of England	Primary	161,000	170,900	179,800	179,500
	Secondary	178,000	173,200	164,500	161,900
	Total	360,100	364,900	364,900	362,600
London	Primary	29,900	33,000	34,800	34,000
	Secondary	30,500	31,500	32,000	31,500
	Total	64,200	68,500	70,500	69,400

Source: **School Workforce Census**, November 2010 - November 2019

Figure B4: Pupil-Teacher Ratio by Phase and Region (London combined and Rest of England)



Source: **School Workforce Census**, November 2010 – November 2019

Vacancies

B18. Table B12 shows vacancy rates[38] by English regions between 2001 and 2019. The break indicates a change in data source in 2010. From November 2010 vacancy rates are based on a census date in November (prior rates were based on a census date in January, a time of the year in which schools would be expected to have more vacancies than in November). A general decline in vacancy rates and the change in census data accounts for the large drop between January 2010 and November 2010.

B19. Table B13 shows that vacancy rates have marginally increased between November 2012 and November 2019 from 0.1% to 0.3%. The teacher vacancy rate nevertheless remains low and has stayed below 1% since 2003.

B20. At secondary level, Table B14 shows the number of full-time classroom teacher vacancies and temporary filled posts. At 1,925 in 2019, this was an increase of 12% relative to 2018 and is above the previous peak of 1,731 in 2014. The

[38] Advertised vacancies for full-time permanent appointments (or appointments of at least one term's duration)and vacancies being filled on a temporary basis of less than one term as a proportion of full-time qualified teachers in post.

vacancy rate as a proportion of teachers in post increased from 0.3% in 2011 to 1.1% in 2019. Above-average vacancy rates have been consistently observed for mathematics, information technology, all sciences, English and, since 2016, design & technology. In 2019, vacancy rates for geography remained below average after falling below average in 2018 for the first time since 2013.

B21. Table B15 shows the proportion of hours taught by non-specialist teachers[39] in EBacc subjects. There has been a small decrease in the percentage of hours taught by non-specialist teachers in most subjects; with the exceptions being physics, biology, ICT and other modern languages. Biology has remained steady and the others have experienced a small increase. Although there are above average proportions of non-specialist hours for modern foreign languages, this definition of 'specialist' does not take into account the native tongue of the teacher[40].

[39] Specialist teachers are those with a degree in their relevant teaching subject in the week of the collection of the School Workforce Census.

[40] For example, a teacher who speaks French as a first language but who did not hold a post-A level qualification in French would not be counted as a specialist

Table B13: Vacancy rates[41] in publicly funded schools by region in England, 2001 – 2019[42] (Source: 618g Survey and School Workforce Census)

	January Census										November census									
Region	**2001**	**2002**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**	**2010**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**
North East	0.8	0.6	0.7	0.5	0.4	0.4	0.4	0.5	0.4	0.5	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.2	0.1
North West	0.5	0.6	0.5	0.5	0.5	0.3	0.3	0.3	0.3	0.3	0.1	0.1	0.1	0.2	0.1	0.2	0.2	0.2	0.2	0.2
Yorkshire and the Humber	0.5	0.9	0.6	0.5	0.6	0.5	0.5	0.7	0.5	0.4	0.1	0.1	0.1	0.2	0.2	0.2	0.4	0.3	0.2	0.2
East Midlands	0.7	0.9	0.5	0.4	0.4	0.4	0.3	0.5	0.5	0.3	0.1	0.1	0.1	0.2	0.2	0.1	0.3	0.3	0.2	0.3
West Midlands	0.9	1.1	0.8	0.7	0.7	0.6	0.6	0.9	0.9	0.6	0.1	0.1	0.1	0.2	0.2	0.2	0.3	0.3	0.3	0.3
East of England	1.7	1.7	1.2	0.9	0.8	0.8	0.7	0.8	0.9	0.5	0.1	0.1	0.1	0.1	0.2	0.2	0.3	0.3	0.4	0.3
London	3.5	2.7	2.1	1.4	1.3	1.2	1.0	1.1	0.9	0.6	0.1	0.1	0.1	0.2	0.1	0.2	0.2	0.3	0.3	0.3
South East	2.0	1.4	1.2	0.8	0.7	0.7	0.6	0.8	0.6	0.4	0.1	0.1	0.1	0.2	0.2	0.2	0.3	0.3	0.3	0.3
South West	0.6	0.5	0.4	0.3	0.4	0.3	0.3	0.4	0.3	0.2	0.0	0.1	0.0	0.1	0.1	0.1	0.2	0.2	0.3	0.2
England	**1.4**	**1.2**	**0.9**	**0.7**	**0.7**	**0.6**	**0.6**	**0.7**	**0.6**	**0.4**	**0.1**	**0.1**	**0.1**	**0.2**	**0.2**	**0.2**	**0.3**	**0.3**	**0.3**	**0.3**
England exc. London	**1.0**	**1.0**	**0.8**	**0.6**	**0.6**	**0.5**	**0.5**	**0.6**	**0.6**	**0.4**	**0.1**	**0.1**	**0.1**	**0.2**	**0.2**	**0.2**	**0.3**	**0.3**	**0.3**	**0.3**

[41] Based on advertised vacancies for full-time permanent appointments (or appointments of at least one term's duration). Includes vacancies being filled on a temporary basis of less than one term.

[42] From November 2010, vacancy rates are based on a census date in November which represents a break in the time series (prior rates were based on a census date in January). A general decline in vacancy rates and change in census date accounts for the large drop between January 2010 and November 2010.

B14: Full-time classroom teacher vacancies and temporary filled number[43] of posts[44] and rates in state-funded secondary schools by subject[45]

	VACANCIES AS A PERCENTAGE OF TEACHERS IN POST										NUMBER OF VACANCIES									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
ALL VACANCIES	*0.4*	*0.3*	*0.5*	*0.8*	*1.1*	*1.1*	*1.1*	*1.1*	*1.0*	*1.1*	629	521	796	1215	1731	1490	1669	1693	1725	1925
MAIN TEACHING SUBJECT																				
Mathematics	*0.7*	*0.5*	*0.7*	*1.1*	*1.4*	*1.3*	*1.4*	*1.4*	*1.2*	*1.4*	124	102	143	220	292	279	283	299	287	343
Information technology	*0.5*	*0.4*	*0.5*	*1.0*	*1.5*	*1.8*	*1.8*	*1.8*	*1.6*	*1.7*	39	32	33	63	88	77	72	61	53	51
Computing	..	..	..	..	..	..	*1.2*	*1.2*	*0.9*	*1.3*	.	.	.	.	.	.	.	14	14	21
All sciences	*0.4*	*0.4*	*0.6*	*1.0*	*1.4*	*1.6*	*1.5*	*1.5*	*1.6*	*1.4*	80	88	141	225	341	307	382	361	423	378
Languages	*0.3*	*0.4*	*0.5*	*0.3*	*0.7*	*0.7*	*1.0*	*1.0*	*0.6*	*0.9*	27	37	54	37	81	70	76	102	71	102
English	*0.5*	*0.4*	*0.7*	*1.0*	*1.3*	*1.2*	*1.2*	*1.2*	*1.1*	*1.3*	109	81	153	216	275	256	261	263	278	311
Drama	*0.3*	*0.1*	*0.1*	*0.4*	*0.4*	*0.6*	*0.2*	*0.2*	*0.4*	*0.7*	10	3	2	16	16	15	22	7	16	26
History	*0.2*	*0.3*	*0.2*	*0.4*	*0.8*	*0.6*	*0.6*	*0.6*	*0.5*	*0.5*	11	16	16	32	62	51	51	49	41	46
Social sciences	*0.6*	*0.3*	*0.6*	*0.7*	*1.4*	*0.8*	*0.8*	*0.8*	*0.6*	*1.3*	19	14	26	32	58	41	46	42	24	53
Geography	*0.2*	*0.2*	*0.4*	*0.6*	*1.2*	*1.3*	*1.2*	*1.2*	*0.9*	*0.9*	10	11	24	39	84	80	97	85	74	74
Religious education	*0.3*	*0.2*	*0.4*	*0.7*	*0.6*	*1.0*	*0.7*	*0.7*	*0.6*	*0.6*	14	10	21	38	32	21	54	37	36	32
Design and technology	*0.4*	*0.2*	*0.4*	*0.6*	*1.1*	*2.1*	*1.2*	*1.2*	*1.2*	*1.4*	38	20	37	64	106	82	86	101	106	121
Commercial/business studies	*0.5*	*0.1*	*0.2*	*0.4*	*0.8*	*0.8*	*1.1*	*1.1*	*1.6*	*1.5*	18	3	12	22	46	29	30	38	62	59
Art/craft/design	*0.2*	*0.1*	*0.2*	*0.5*	*0.5*	*0.4*	*0.4*	*0.4*	*0.5*	*0.7*	13	9	13	32	32	22	23	24	31	43
Music	*0.2*	*0.2*	*0.5*	*0.3*	*1.0*	*0.5*	*0.6*	*0.6*	*0.7*	*1.2*	8	8	19	10	39	21	19	20	25	45
Physical education/sport/dance	*0.2*	*0.1*	*0.1*	*0.3*	*0.4*	*0.2*	*0.4*	*0.4*	*0.5*	*0.6*	24	18	20	38	51	41	27	44	65	76
Careers	*0.0*	*0.0*	*0.0*	*0.0*	*0.0*	*0.0*	*0.0*	*0.0*	*0.0*	*0.0*	0	0	0	0	0	0	0	0	0	0
Other main and combined subjects	*0.5*	*0.4*	*0.5*	*0.9*	*1.0*	*1.3*	*1.5*	*1.5*	*0.8*	*1.1*	52	45	47	85	86	68	93	101	72	101
Unknown subjects	.	.	.	.	.	.	.	.	.	.	33	24	35	46	42	30	47	45	47	43

[43] Advertised vacancies for full-time permanent appointments (or appointments of at least one term's duration). Includes vacancies being filled on a temporary basis of less than one year.

[44] Teachers in post include full-time qualified regular teachers in (or on secondment from) publicly funded secondary schools.

[45] Totals may not appear to equal the sum of the component parts because of rounding.

Table B15: Number of 'specialist' teachers and percentage of hours taught by 'non-specialist' teachers in state-funded schools (England, November 2019)

EBacc subject	Number of 'specialist' teachers in subject	% of hours taught by 'non-specialist'	Number of additional 'specialist' teachers needed to teach the 'non-specialist' hours
Mathematics	27,500	12.8%	4,500
English	31,200	9.0%	3,400
Physics	4,000	26.6%	1,800
Chemistry	5,600	17.3%	1,300
Biology	7,800	6.9%	600
Combined / General science **	29,800	5.3%	1,800
History	12,900	8.1%	1,400
Geography	10,900	11.4%	1,800
French*	8,900	16.6%	1,900
German*	2,500	19.2%	700
Spanish*	4,200	37.1%	2,900
Other modern languages*	900	43.3%	800
ICT	4,200	31.7%	2,600

Source: **School Workforce Census,** November 2019

Demand

B22. The department forecasts future teacher demand. Historically, this has been done by the Teacher Supply Model (TSM)[46]. The future demand is determined using projected Pupil Teacher Ratios (PTRs) based on data from the School Workforce Census[47] and the Pupil Projections Model[48].

B23. The pupil projection model shows that the population in state-funded schools up to and including age 15 (at the start of the academic year, equivalent to the end of KS4) in 2019/20, the most recent actual data, was 7,778,000. This is projected to increase 1.0% by 2021/22 before starting to gradually decrease. The pupil population is projected to be 5.2% lower than in 2019/20, at 7,370,000, by 2029/30.

B24. The numbers (in the same age range) in nursery and primary schools has reached 4,647,000 in 2019/20. This figure has already peaked and is projected

[46] The model is published here

[47] The latest School Workforce Census can be found here.

[48] The latest Pupil Projections Model can be found here.

to continue falling across the whole projection period, dropping 4.2% against 2019/20 to 4,450,000 by 2023/24 and by 10.4% to 4,165,000 by 2029/30 .

B25. The number in secondary school is still increasing, and reached 3,003,000 in 2019/20. The projected peak in the secondary population is forecast to be in 2023/24 at 3,227,000. This is a 7.5% increase on 2019/20. After that year the figures are projected to gradually drop to 3,073,000 in 2029/30 – still 2.3% higher than in 2019/20.

B26. When pupil numbers increase, it is expected that future teacher demand will increase. This is taken into account when calculating future teacher need as part of the TSM.

B27. Whilst the department aims to estimate future teacher demand, decisions taken at school level will determine the actual number of teachers required. Wider evidence of international experience shows that, even when supply and demand for teachers are in balance, many countries face shortages of specialist teachers and shortages in schools serving disadvantaged or isolated communities[49].

[49] OECD, Preparing Teachers and Developing School Leaders for the 21st Century: Lessons from Around the World, (2012), Ch. 3. p58

Annex C: Use of allowances

C1. Teaching and Learning Responsibility (TLR) payments are payments awarded to classroom teachers who take on additional responsibilities for the purpose of ensuring the continued delivery of high-quality teaching and learning. Teachers are eligible to receive other allowances such as Recruitment allowances, Special Educational Needs (SEN) allowances, and other additional payments.

C2. TLR payments fall within three pay ranges: TLR 1, TLR 2 and TLR 3. The School Teacher Pay and Conditions document (STPCD) provides guidance to schools on the usage of TLR payments to teachers and the pay ranges of TLR payments. The 2020/21 STPCD states that TLR 1 payments should range from £8,291 to £14,030; TLR 2 payments range from £2,873 to £7,017; TLR 3 payments range from £571 to £2,833.

C3. The STPCD also states that TLR 3 payments can be awarded to classroom teachers for "clearly time-limited school improvement projects, or one-off externally driven responsibilities". Teachers cannot hold a TLR 1 and TLR 2 concurrently. However, it is possible for a teacher to hold a TLR 1 or TLR 2 and a TLR 3 payment. The STPCD states that there is an expectation that teachers receiving TLR 1 or TLR 2 take on leadership activities; teachers receiving a TLR 3 payment are not expected to take on these additional leadership responsibilities.

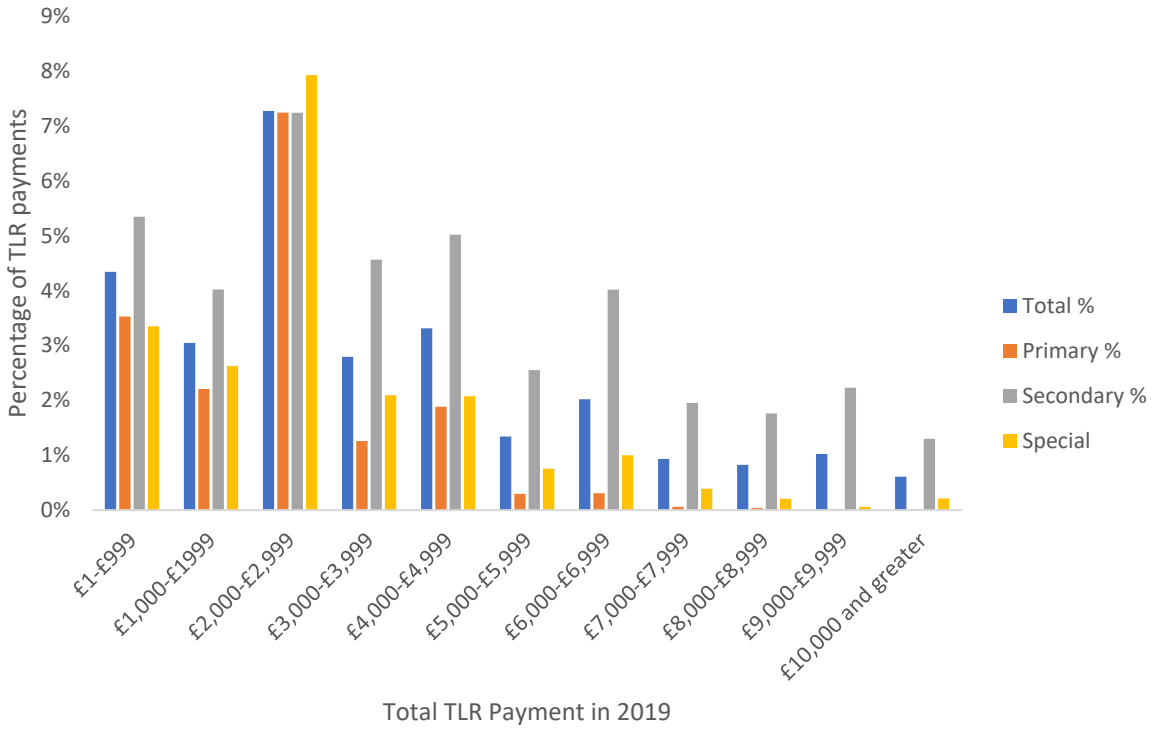
Teaching and Learning Responsibility Payments by Phase, Role and Subject

C4. Analysing data from the School Workforce Census (SWC), it is possible to examine the overall TLR allowance amounts teachers receive based on the additional roles and responsibilities they take on. Figure C1 shows the distribution of TLR payments by size. Around one-quarter of all classroom teachers[50] receive a TLR payment. This varies by phase, with 2 in 5 qualified classroom teachers in secondary receiving a TLR compared to around 1 in 6 classroom teachers in primary schools. Payment sizes[51] are skewed towards the lower end of the TLR ranges; just 2% of total TLR payments in 2019 that were awarded had a value of £8,000 or greater, which aligns with the minimum of the TLR 1 pay range.

[50] Headcount measures, rather than FTE, are used throughout this section.

[51] Reported TLRs throughout this section are not adjusted for pro-rata payments to part-time individuals, as can be the case for TLR1 and TLR2 payments, but not for TLR3 payments.

Figure C1: Percentage of all classroom teachers, by phase and value of TLR received (headcount, England, November 2019)



Source: **Schools Workforce Census**, November 2019

C5. Schools report the number of roles teachers take on, some of which may be related to the TLR payment a teacher receives. The role data provided by schools in the SWC data is, in many cases, not very detailed. A substantial proportion of teachers have their only role reported as 'Classroom Teacher' – including over half of those receiving a TLR payment in 2019. Only 18,400 teachers were reported as a Head of Department in secondary – over 500 secondary schools did not report any staff as Heads of Department, and the number reported by the other 2,600 schools varied significantly, typically being between 1 and 10.

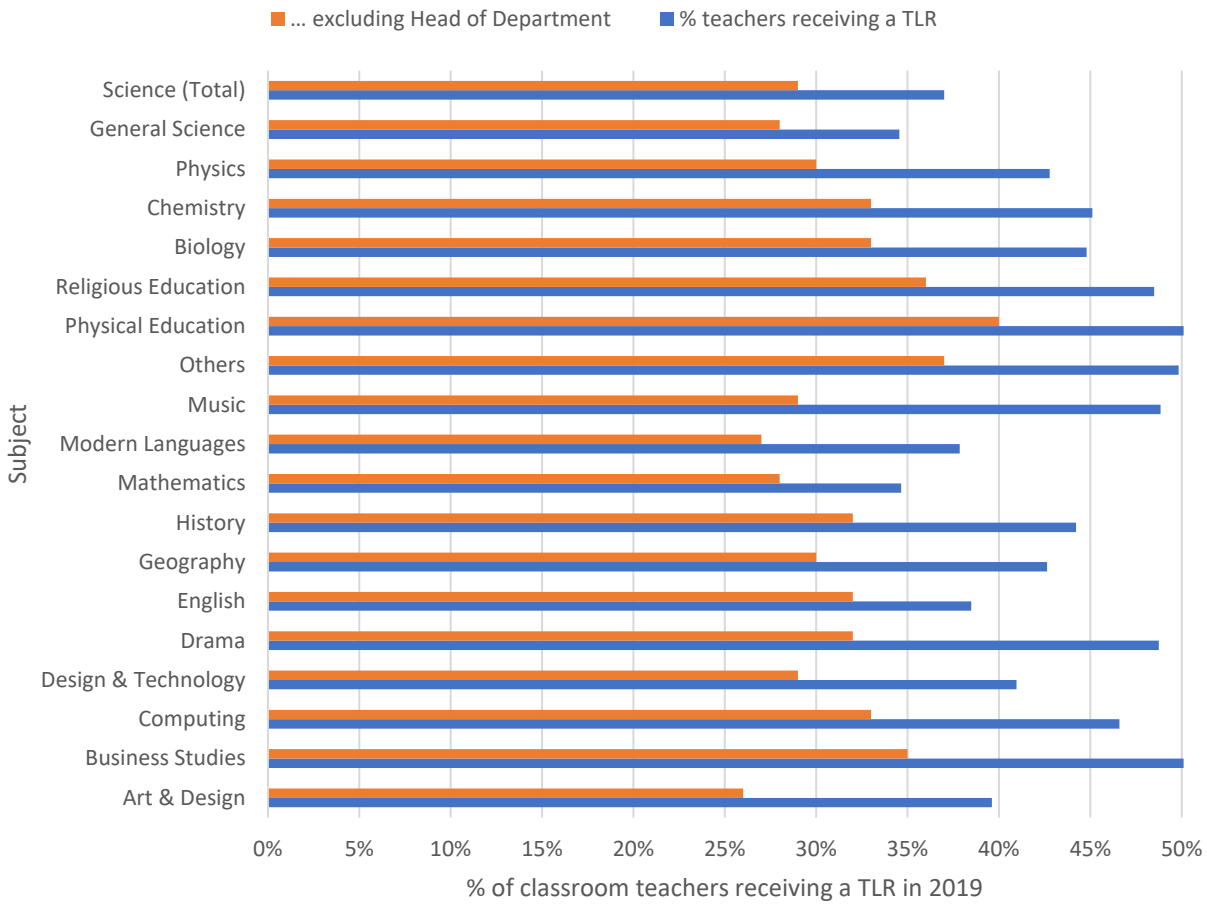
C6. Most teachers who received a TLR payment in 2019 had at least one role reported and just under 1 in 10 had two or more roles reported in the data. Our analysis is, in most cases, unable to identify a specific additional role that the TLR is being paid for. This may be because the reported role data is insufficiently detailed, or it may be because some TLR payments are primarily being used as increases to base salary for teachers instead of teachers taking on additional responsibilities.

C7. The proportion of teachers receiving a TLR and the size of TLR payments differ based on the subject teachers teach. Subjects with the highest proportion of teachers in receipt of a payment include PE (50%), Music (49%) and Drama

(49%), while the lowest include Mathematics (35%), English (38%) and Science (37% when combining all specialisms).

C8. This is at least partly because teachers in subjects that account for a smaller part of the curriculum, and therefore have a smaller departmental staff, are more likely to become a Head of Department. While caution should be exercised in interpreting School Workforce Census role data, as explained in paragraph C5, this does provide some support for such a hypothesis. For example, 20% of Music teachers were recorded as Head of Department in 2019, around three times the share of Maths (6%) and English (6%). After removing Heads of Department, the range of the remaining proportion of teachers receiving a TLR by subject is reduced. PE remains an outlier – this appears to be partly, but not fully, explained by approximately three times as many PE teachers being recorded as Heads of Year than average.

Figure C2: Percentage of classroom teachers that received a TLR in secondary schools, by subject[52] (England, November 2019)



[52] Subject based on the single subject each individual teacher spends most hours teaching. Subject definitions align with TSM. Some subjects left out due to small sample sizes e.g., Classics. Curriculum data is based on a sample of secondary schools in SWC, which may not be representative.

C9. While the proportion of teachers receiving payments seems to vary significantly across subjects, the average value of payments is relatively consistent. Notable is that PE, in addition to having such a high share of teachers receiving TLRs, also has one of the highest mean TLR payment (£4,400) and the second highest median payment (£4,000); while English is again at the bottom of the list, with the lowest median payment (£3,700).

Table C1: Mean and median TLR for those receiving one, by subject taught (secondary schools, England, November 2019)

Subject	Median TLR 2019	Mean TLR 2019
Art & Design	£3,800	£4,100
Business Studies	£4,200	£4,500
Computing	£4,200	£4,500
Design & Technology	£3,800	£4,200
Drama	£3,800	£4,000
English	£3,700	£4,100
Geography	£3,800	£4,200
History	£3,900	£4,300
Mathematics	£3,800	£4,300
Modern Languages	£3,800	£4,200
Music	£3,900	£4,200
Others	£3,500	£3,900
Physical Education	£4,100	£4,400
Religious Education	£3,800	£4,300
Biology	£3,800	£4,200
Chemistry	£3,800	£4,500
Physics	£3,900	£4,400
General Science	£3,800	£4,200
Science (Total)	£3,800	£4,200

Source: **Schools Workforce Census**, November 2019

C10. Figure C3 breaks these median payments down by whether a teacher is reported as a Head of Department or just a classroom teacher. Large EBacc subjects have a smaller proportion of teachers in Head of Department roles (Chart C2) but these are significantly better paid than average. Maths teachers that receive a TLR payment and are reported as a Head of Department receive a median TLR of £8,000 – over 50% higher than the overall median. English is similarly high, with other STEM subjects and MFL also above average. Heads of Department in PE are also paid above average TLRs.

C11. The higher payments in subjects such as English and Maths are to be expected, given the size of those Departments to manage, as well as their outsize importance to the curriculum.

C12. Table C2 shows that Head of Department roles in these key subjects also tend to be reserved for the more experienced teachers within the Department, to a greater extent than is the case on average.

Figure C3: Median TLR payment for Heads of Department by subject, with vertical lines marking overall median for comparison (secondary schools, England, November 2019)

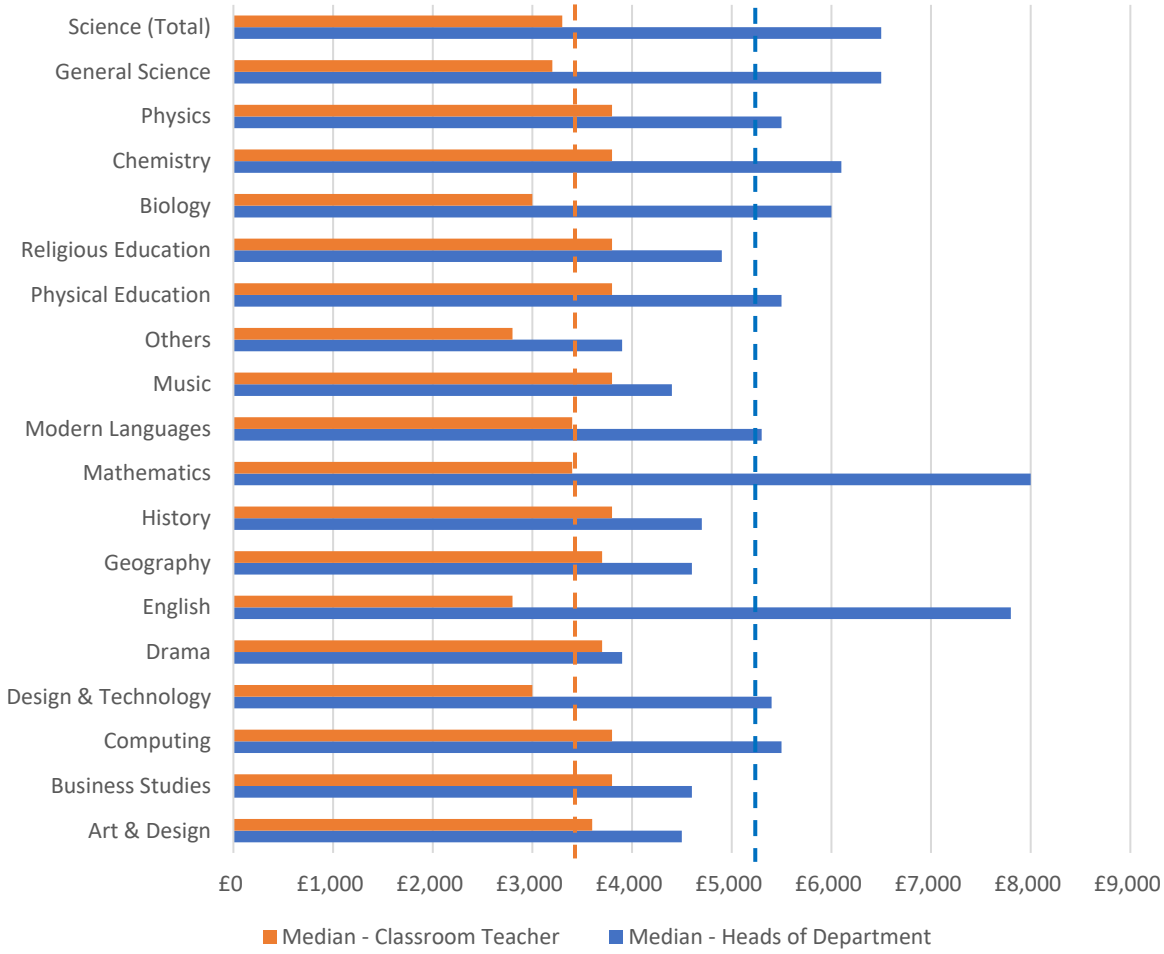


Table C2: Average experience for TLR recipients by role reported[53], and subject (England, November 2019)

Subject	Classroom Teacher Experience	Head of Department Experience	Experience difference
Art & Design	15	17	2
Business Studies	13	16	3
Computing	13	14	1
Design & Technology	14	17	3
Drama	12	14	2
English	10	14	4
Geography	11	15	4
History	11	15	4
Mathematics	11	15	4
Modern Languages	14	17	3
Music	13	15	2
Others	12	14	2
Physical Education	12	15	3
Religious Education	12	15	3
Biology	13	16.5	3.5
Chemistry	12	16	4
Physics	12	16	4
General Science	11	14	3

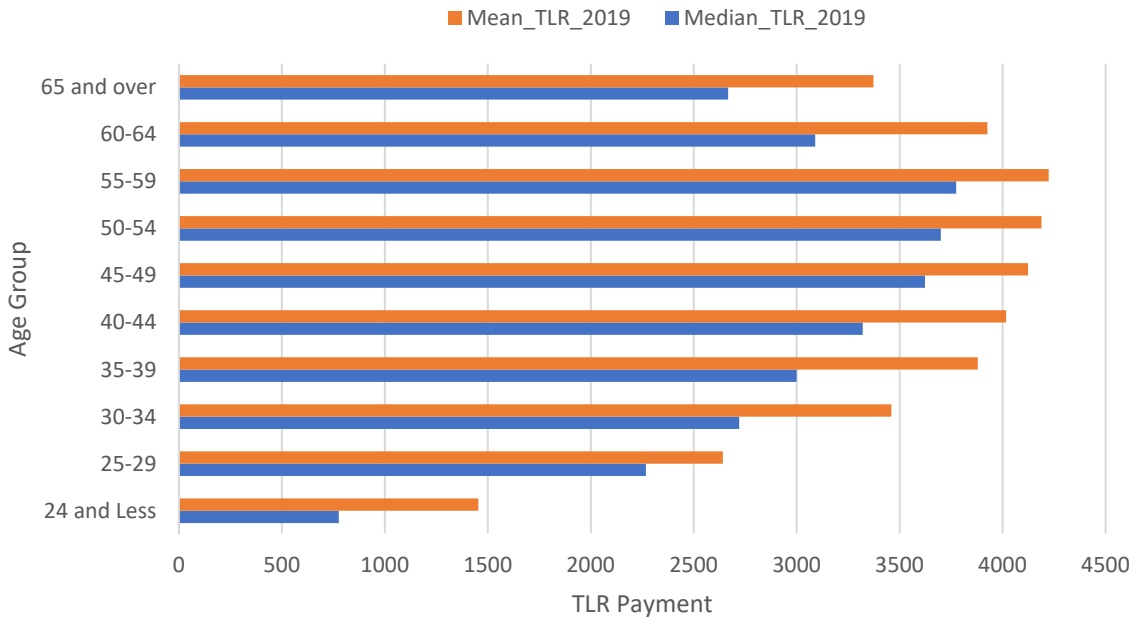
Source: **Schools Workforce Census**, November 2019

C13. In summary, while teachers of some non-EBacc subjects are more likely than average to receive a TLR payment, this may be partially explained by them being more likely to become a Head of Department, due to these typically being smaller than EBacc Departments. Payments for these Head of Department roles are typically significantly smaller than for the equivalent post in key subjects such as Maths and English, though. The value of TLRs received for other roles show somewhat less variation across subjects and are harder to evaluate, given the limited data on what roles are being carried out.

C14. Teachers aged 30-34 and 35-39 were the most common recipients of TLR payments for census year 2019; these two age groups accounted for close to 40% of all TLRs awarded. However, the average size of TLR payments increased steadily by age band.

[53] Role reported comes from the SWC data with the highest role taken

Figure C4: Mean and Median TLR by age group (England, November 2019)



Source: **Schools Workforce Census**, November 2019

Use of all allowance payments by region and school phase

C15. Teaching and learning responsibility (TLR) payments are the most widely used form of allowances, used in approximately 67% of schools. London schools make use of these payments most often and this pattern has been stable over time (since November 2010).

C16. Recruitment and retention (REC) payments provide financial assistance, support or benefits to a teacher if such incentives are considered to be necessary for the recruitment of new teachers and the retention of existing teachers.

C17. Table C3 shows that London schools use these payments the most often; this has long been the case. Given the competitiveness of the job market in London, schools may face more competition for teachers there than elsewhere, which may in turn drive the higher use of recruitment and retention payments.

C18. The South East region has the most widespread use of special educational needs (SEN) payments but they are also widely used in the East of England, followed by London and the South West. 'Other payments', on the other hand, are used most widely in the West Midlands, Outer London and the South East. It could be that schools in some regions tend to record TLR / REC / SEN payments under 'Other payments'. These figures should therefore be interpreted with caution.

Table C3: Use of pay flexibilities, by region (England, November 2019)

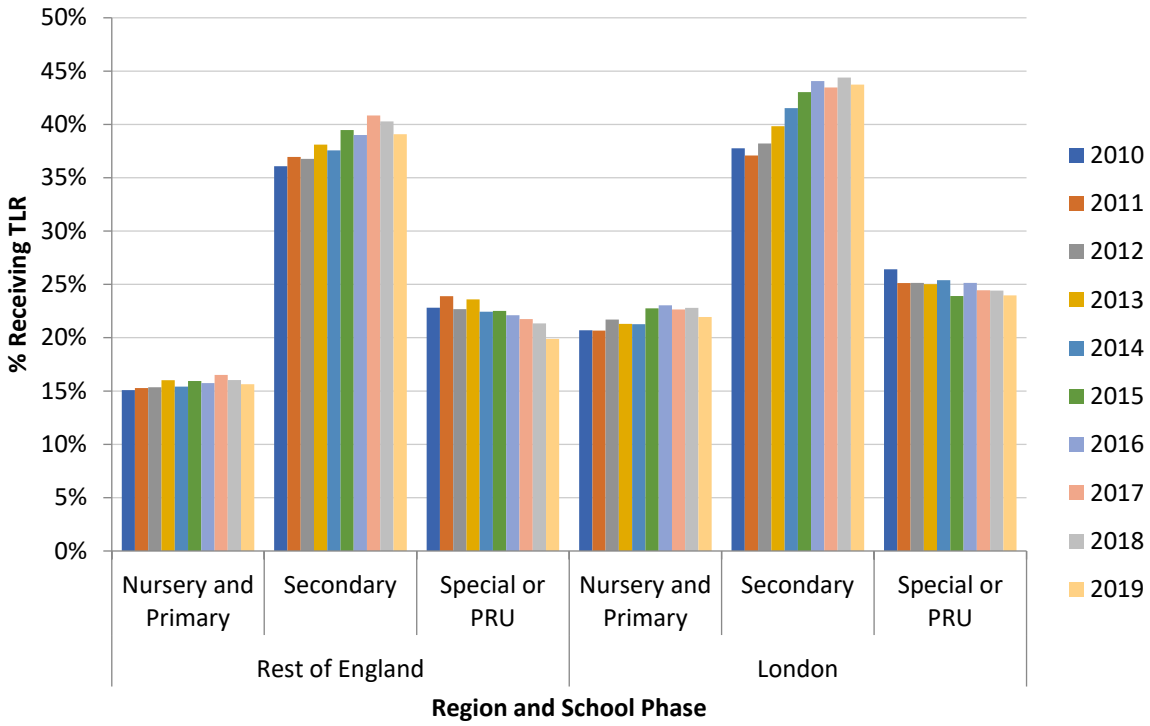
Region	Total Number of Schools	Schools using REC payments		Schools using TLR payments		Schools using SEN payments		Schools using other payments		Schools using any payments	
		Number	%	Number	%	Number	%	Number	%	Number	%
North East	1,134	82	7.2%	779	68.7%	192	16.9%	161	14.2%	846	74.6%
North West	3,177	184	5.8%	2,225	70.0%	565	17.8%	430	13.5%	2,497	78.6%
Yorkshire and the Humber	2,237	143	6.4%	1,355	60.6%	318	14.2%	364	16.3%	1,591	71.1%
East Midlands	2,054	111	5.4%	1,218	59.3%	337	16.4%	372	18.1%	1,384	67.4%
West Midlands	2,394	195	8.1%	1,595	66.6%	349	14.6%	746	31.2%	1,865	77.9%
East of England	2,558	334	13.1%	1,500	58.6%	663	25.9%	672	26.3%	1,930	75.4%
Inner London	1,028	187	18.2%	833	81.0%	247	24.0%	265	25.8%	894	87.0%
Outer London	1,567	269	17.2%	1,224	78.1%	379	24.2%	476	30.4%	1,354	86.4%
South East	3,337	482	14.4%	2,277	68.2%	921	27.6%	993	29.8%	2,738	82.0%
South West	2,364	109	4.6%	1,161	49.1%	516	21.8%	625	26.4%	1,699	71.9%
England	21,850	2,096	9.6%	14,167	64.8%	4,487	20.5%	5,104	23.4%	16,798	76.9%

Source: **School Workforce Census,** November 2019[54]

[54] Classroom teachers in publicly funded schools for whom data is provided. A school is counted if they are paying a pay flexibility to at least one classroom teacher. REC payments represent Recruitment and Retention payments.

C19. Figure C5 shows the percentage of classroom teachers in receipt of TLR payments each year between November 2010 and November 2019. Teachers in London (inner, outer, and London fringe) are more likely to be in receipt of a TLR than those in the rest of England, regardless of phase. This aligns with Table C3 showing that a higher proportion of schools in London use TLRs, compared to other regions. Secondary teachers are more likely to receive a TLR than those in other phases. The proportion of secondary teachers receiving a TLR has increased since 2010.

Figure C5: Percentage of classroom teachers, split by School Phase in receipt of a TLR payment[55]

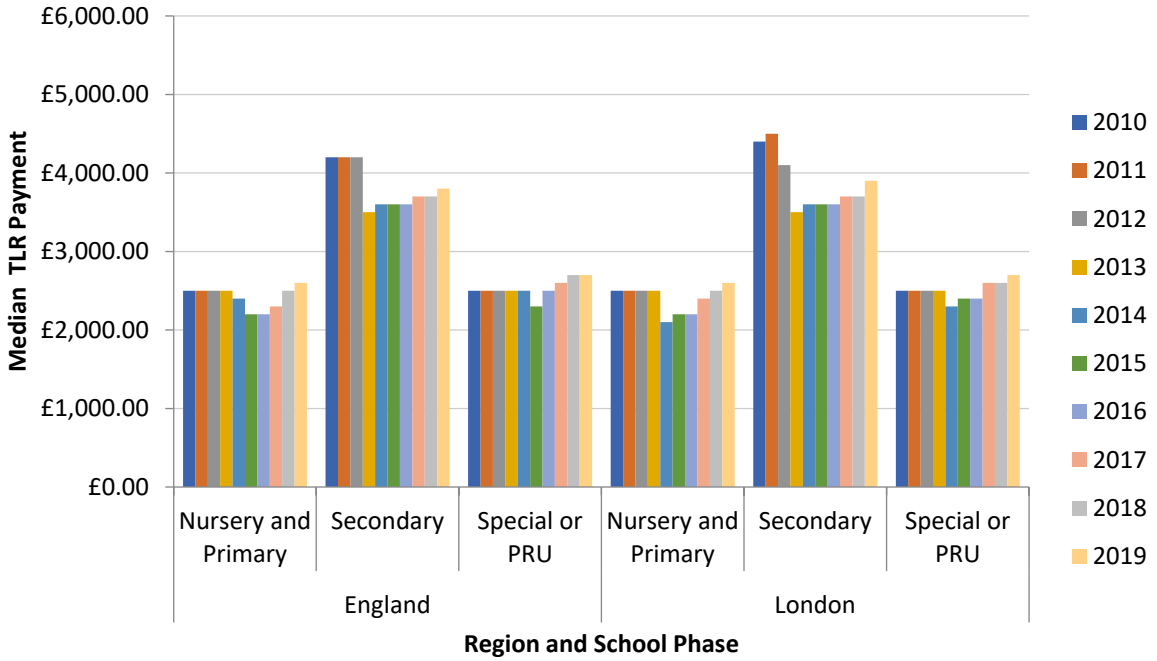


Source: **School Workforce Census**, November 2010 – November 2019

C20. Figure C6 shows the median TLR payment (rounded to the nearest £100) to classroom teachers, split by phase and region. Median payment sizes are largest in secondary schools than in other phases. But there is little difference between payment size in London compared to the rest of England, after controlling for phase.

[55] Excludes centrally employed teachers, unqualified teachers and leading practitioners.

Figure C6: Average (median) TLR payment for classroom teachers[56] by region and school phase



Source: **School Workforce Census**, November 2010 – November 2019

[56] Excludes centrally employed teachers, unqualified teachers, leading practitioners and classroom teachers without a TLR payment.

Annex D: Recruitment to teacher training

D1. Each year the government estimates the number of new trainee teachers that will be required in the next training year to ensure there are enough teachers in the state-funded school system (in England). The estimates extend over the following ten years, but it is the projection for the next year that is used in the Department's ITT recruitment publications.

D2. Provisional recruitment data from DfE's ITT trainee census 2020/21, published in December 2020, show that we achieved 115% of the postgraduate target in all postgraduate secondary and primary programmes.

D3. According to the estimate from the 2020/21 Teacher Supply Model, the number of postgraduate trainee teachers required to have started initial teacher training in September 2020, for both the primary and secondary phases, is 30,952.

D4. Table D1 shows recruitment to primary phase against targets for the past four years. We exceeded the primary recruitment target in 2018/19 and 2020/21.

Table D1: Recruitment to postgraduate primary stage ITT 2017/18-2020/21

	Entrants	Target	Recruitment rate
2018/19	12,888	12,552	103%
2019/20	12,216	13,003	94%
2020/21 (provisional)[1]	14,878	11,467	130%

Source: DFE, ITT Census 3 December 2020

[1] Provisional 2020/21 figures are based on published ITT Census data which includes those ITT trainees who started their course by the census date (14 October 2020) and 'forecast trainees' (those expected to start courses in the academic year after the point the statistics were collected). Final data for the 2020/21 academic year will be reported in the next ITT census publication, which is due to be published in November 2021.

D5. Table D2 shows recruitment to secondary phase broken down for English Baccalaureate subjects.

Table D2: Recruitment to postgraduate ITT courses for English Baccalaureate subjects – percentage of target

Subject	2018/19	2019/20	2020/21[1]
English	111%	110%	127%
Mathematics	70%	65%	84%
Physics[1]	47%	42%	45%
Chemistry	80%	67%	80%
Biology	153%	162%	189%
Modern Foreign Languages[2]	88%	64%	74%
Geography	85%	118%	130%
History	101%	115%	175%
Computing	75%	75%	105%

[1] Recruitment for physics includes courses designated as physics with mathematics.
[2] Comprises modern foreign languages and classics.

Table D3: Recruitment to postgraduate ITT courses broken down by gender 2020/21

Gender breakdown by phase	Provider led	School Direct (Fees)	School Direct (salaried)	Total
Males on primary ITT programmes	18%	16%	16%	17%
Females on primary ITT programmes	82%	84%	84%	83%
Males on secondary ITT programmes	41%	38%	40%	39%
Females on secondary ITT programmes	59%	62%	60%	61%

Source: DFE, ITT Census 3 December 2020

D6. Between November 2017 and November 2018, 44,610 (FTE) teachers started a job in English state schools. Of these, just over half (23,550 - 53%) were newly qualified teachers (NQTs), just over a third (16,430 - 37%) were

returning to teaching, and just under one in ten (4,640 - 10%) qualified earlier but were working in the state sector for the first time[57].

D7. We do not assume that all trainees will complete their training successfully and/or teach immediately in a state school, and that is built into our estimates of the numbers required.

ITT Allocations 2021

D8. The Department for Education (DfE) is responsible for regulating the volume of trainee teachers in England where training leads to the award of Qualified Teacher Status (QTS) and Early Years Teacher Status (EYTS). DfE aims to support recruitment across all initial teacher training (ITT) courses, with the objective of securing the right number of teachers to meet demand from schools in England against the Teacher Workforce Model (TWM). We regulate recruitment to all subjects and routes by issuing permission to recruit to ITT courses to ITT providers and lead schools, while ensuring efficient use of public funds and minimising significant over-supply of teachers.

D9. For the 2020 to 2021 recruitment cycle, we issued permission to recruit to ITT providers and lead schools, allowing them to list their courses as open for recruitment and to access any DfE funding associated with training courses. Recruitment to the majority of postgraduate ITT courses is unlimited, and ITT providers and schools have maximum flexibility to recruit to these courses. DfE has allocated places for postgraduate PE courses, undergraduate courses leading to QTS and early years courses leading to EYTS. ITT providers and lead schools must not recruit beyond the total number of places allocated for each course.

D10. To formulate this approach, DfE has accounted for previous recruitment patterns, estimations provided from the Teacher Workforce Model (TWM), sector feedback and the information supplied by ITT providers and lead schools during the request period in July 2020.

Degree class of new recruits 2020/21

D11. The provisional 2020/21 census data[58] show that the overall proportion of trainees with a 2:1 or higher is 75%. This is a slight increase from the previous year 74% seen in 2019/20. Over one in five postgraduate teacher trainees had

[57] Source: DfE, School Workforce Census 27 June 2019
[58] From 2015/16, the trainee number censuses include Teach First; these trainees were excluded on previous census publications.

a first-class degree in 2020/21 (23%) – up from 17% in 2014/15, and 10% in 2010/11.

Table D4: Proportion of first year postgraduate trainees with a 2:1 or higher classified degree, 2013/14-2020/21 (selected subjects only)

Subject	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20 (revised)	2020/21
English	84%	84%	84%	83%	84%	79%	80%	81%
Mathematics	67%	64%	70%	65%	68%	65%	68%	72%
Biology	74%	71%	75%	73%	75%	70%	74%	74%
Chemistry	65%	63%	68%	66%	70%	68%	67%	73%
Physics	65%	60%	63%	65%	66%	68%	67%	68%
Modern Foreign Languages	80%	73%	78%	76%	74%	74%	73%	77%
Geography	76%	76%	79%	76%	72%	74%	75%	81%
History	88%	88%	88%	87%	85%	85%	82%	85%
Total Secondary	75%	73%	76%	74%	75%	74%	75%	77%
Primary	73%	74%	74%	74%	72%	71%	72%	73%
Total	**74%**	**73%**	**75%**	**74%**	**74%**	**73%**	**74%**	**75%**

Source: DfE 3 December 2020

ITT financial incentives

D12. For 2021/22 we are offering a £24,000 tax-free bursary for all trainees with a 2:2 or higher in the highest priority subjects; chemistry, computing, mathematics and physics. We are also offering a £10,000 tax-free bursary for languages and classics trainees and a £7,000 tax-free bursary for biology trainees. (Table D5)

Table D5: Bursaries and scholarships available to trainees in 2021/22 – Postgraduate Bursaries and Scholarships

Subjects	Scholarship	Bursary (trainees with a 2:2 or higher)
Chemistry, Computing, Mathematics, Physics	£26,000	£24,000
Languages, Classics	-	£10,000
Biology		£7,000

D13. We are continuing to offer prestigious scholarship schemes in four subjects for 2021/22; chemistry, computing, mathematics and physics. Successful scholars will receive £26,000 tax-free in all subjects.

D14. We have aligned the funding available across all postgraduate routes into teaching by offering the same amount per subject. This means that schools offering School Direct (salaried) or the Postgraduate Teaching Apprenticeship routes can access funding equivalent to the bursary amount. (Tables D6 and D7)

Table D6: School Direct (salaried) grant funding for 2021/22

Subjects	Grant
Chemistry, Computing, Mathematics, Physics	£24,000
Classics, Languages	£10,000
Biology	£7,000

Table D7: Postgraduate Teaching Apprenticeship grant funding for 2021/22

Subjects	Grant
Chemistry, Computing, Mathematics, Physics	£15,000
Classics, Languages	£1,000

D15. Tables D8 and D9 show the bursaries for undergraduate teacher training courses, including the Troops to Teachers bursary. These are unchanged for 2021/22.

Table D8: Bursaries and scholarships available to trainees in 2021/22 – Undergraduate Bursaries

Subjects	Bursary[59]
Mathematics	£9,000
Physics	£9,000
Languages	£9,000
Computing	£9,000

[59] Trainees who are on a 4-year undergraduate course that leads to both the award of QTS and a Master's degree receive a £9,000 bursary in both the third and fourth years of their course.

Table D9: Bursaries and scholarships available to trainees in 2021/22– Troops to Teachers bursaries

Subjects	Bursary[60]
Biology	£40,000
Physics	£40,000
Chemistry	£40,000
Computing	£40,000
Mathematics	£40,000
Languages	£40,000

Postgraduate Training Routes

D16. Table D10 shows the proportion of postgraduate trainees in 2019/20 who came through the routes recorded in the ITT Census.

Table D10: Proportion of trainees training through each ITT route 2020/21

	2020/21 Census (provisional)	
HEI	16,682	47%
SCITT	4,775	14%
School Direct (fee-funded)	9,641	27%
School Direct (salaried)	2,146	6%
PGTA	293	1%
Teach First	1,639	5%
Total	**35,176**	**100%**

Source: DfE ITT Census 3 December 2020

[60] The £40,000 bursary is paid over the final two years of the course, with £20,000 payable in each year.

Teaching schools and school-based ITT

D17. As of 1 December 2020, there are 735 teaching schools across 604 alliances. Teaching schools lead the school system in training and developing outstanding teachers. Their remit includes both the development of existing teachers through professional development opportunities, such as peer-to peer training and coaching and mentoring, as well as training new teachers. Designation rounds for teaching schools closed in May 2018, the teaching schools programme will end in August 2021 and there will be no further designations to this programme.

D18. Teaching schools co-ordinate ITT in schools across their alliance in their role as system leaders, to improve the range and quality of trainees' experience.

School Direct

D19. School Direct was launched as a pilot with the School Direct Training Programme (tuition fee places) in February 2012. The School Direct (salaried) route was introduced in 2013/14, offering employment-based places to career changers. There were 841 lead schools in 2015/16, 808 lead schools in 2016/17, rising to 848 in 2017/18, 851 in 2018/19, 878 in 2019/20 and 1,046 in 2020/21. This includes Lead Schools that we currently have registered as well as Schools that are currently active on the DTTP systems.

D20. In 2020/21, 11,787 trainee teachers commenced training through School Direct. Published data shows that DfE provisionally estimate that of 2017/18 trainees awarded QTS, 81% on a School Direct (fee) course and 88% on a salaried course will be employed in state-funded schools in England within sixteen months of qualification. DfE have recently changed the way they calculate employment, so data is not comparable to previous years.

Teach First

D21. We also continue to fund the High Potential Initial Teacher Training programme, currently delivered by Teach First. The programme is helping to recruit more teachers across England and place them in some of the most challenging schools, including in Opportunity Areas. Since its founding, the programme has recruited over 14,000 teachers, with 1,639 starting in England in 2020/21.

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