



School Teachers'  
Review Body

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THIRTY-SECOND REPORT – 2022

*Chair:* Dr Mike Aldred



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Thirty-Second Report – 2022

*Chair:* Dr Mike Aldred

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

July 2022



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## The School Teachers' Review Body

The School Teachers' Review Body (STRB) was established in 1991 as an independent body to examine and report on such matters relating to the statutory conditions of employment of school teachers as may from time to time be referred to it by the Secretary of State for Education. The STRB reports to the Prime Minister and the Secretary of State and provides advice on the pay and conditions of teachers in England. The current legal foundation for the function and work of the STRB is Part Eight of the Education Act 2002. The secretariat for the STRB is provided by the Office of Manpower Economics (OME).

The members of the STRB are:

Dr Mike Aldred (Chair)

Mark Cornelius

Harriet Kemp

John Lakin

Lynn Lawrence

Martin Post

Claire Tunbridge

Dr Andrew Waller



# EXECUTIVE SUMMARY

## *Our remit for 2022/23 and 2023/24*

- i. The Secretary of State for Education wrote to us in December 2021 and referred to us the following matters:
  - An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders to promote recruitment and retention, within the bounds of affordability across the school system as a whole and in the light of the need for an uplift to starting salaries to £30,000.
  - As part of this, recommendations for the pay awards for both 2022/23 and 2023/24.
- ii. In developing our recommendations, we have drawn on the written and oral evidence provided by the Department for Education and our consultees (summarised in Chapter 2 of our report with links to the full evidence) as well as a wide range of economic and school workforce data (presented in Chapter 3).

## *The context to our remit*

- iii. During the last year, the COVID-19 pandemic continued to have an impact on schools with ongoing challenges including the management of staff and pupil absences, the continued requirement to ensure COVID-19 compliance and the implementation of the Government's catch-up programme. We commend everyone who has continued to work to meet these challenges.
- iv. The recent economic climate has been characterised by high levels of inflation, with resultant increases to pay awards and earnings growth, and a labour market that continues to tighten. The volatility in the current economic data and the unpredictability for the two-year remit period have been important factors in our considerations.
- v. Turning to the teacher labour market, our analysis has continued to find that recruitment and retention rates are below the required levels in some regions, school types and for some key secondary school subjects.

## *Our conclusions and recommendations*

- vi. While pay is not the sole determinant of recruitment, retention and morale, it is an important influence on them, both for career starters and experienced teachers. Our view is that it is necessary and appropriate to exceed the Government's proposed general pay increases for experienced teachers (of 3% in 2022 and 2% in 2023) in order to address the risks to teacher supply while balancing the needs of affordability. We believe our recommendations achieve this balance and are appropriate and supportive of long-term value for money.



- vii. We agree with the Government's proposals to significantly improve the competitiveness of teachers' starting pay. We judge that a greater increase than the Government proposes is necessary for experienced teachers and school leaders in order to support retention. We are conscious that even a relatively small increase in leaving rates in these groups would result in significant additional numbers of teachers exiting the profession.
- viii. We welcomed the remit's scope for multi-year recommendations as it promotes long-term planning and certainty around the delivery of a £30,000 minimum salary for teachers. We are, though, mindful of the volatility of some of the key variables that determine whether levels of pay are appropriately competitive. We concluded, after careful reflection, that a limited-scope review mechanism is necessary to prevent teacher pay falling behind if average earnings growth is materially higher than expected, and this is therefore an integral feature of our pay recommendation for September 2023.
- ix. We have recommended:
- For September 2022, a 5% increase to all pay and allowance ranges and advisory points, with higher increases to some parts of the Main Pay Range as a step towards achieving a minimum starting salary of £30,000 by September 2023.
  - For September 2023, a 3% increase to all pay and allowance ranges and advisory points, with higher increases to some parts of the Main Pay Range to deliver a minimum starting salary of £30,000, and a limited-scope, timely review mechanism to ensure that the recommended 2023 pay levels remain appropriate.
- x. More detail, including the recommended pay range values, is set out in Chapter 4 and Appendix D of our report.

### ***Future priorities***

- xi. We have set out our observations on a number of matters affecting recruitment, retention and morale that we consider to be priority areas for further review. We see the first three of these as being particularly pressing:
- Career paths and pay structures for teachers and school leaders.
  - Pay progression, including the appropriate use of performance- or capability-related pay.
  - Teacher shortages including by subject, geographical area and experience.
  - Flexible ways of working to support wellbeing.
  - Support for the broader state-school sector, including the academy sector.

xii. Some of these are very large topics requiring initial work to identify where improvements are most needed, before detailed consideration of potential changes to the pay and conditions framework. Change in some areas may therefore require carefully planned multi-year transition. We look forward to discussing these further with the Department.



# CHAPTER 1

## Introduction and context to the remit

- 1.1 This chapter sets out the context to our consideration of the remit, explains our approach to conducting the review and outlines the structure of this report.
- 1.2 The School Teachers' Review Body (STRB) is an independent body that provides advice on the pay and conditions of school teachers in England to the Prime Minister and the Secretary of State for Education. As specified in the Education Act 2002, the role of the STRB is to consider matters referred to it by the Secretary of State and provide recommendations.

### *Context to the current remit*

#### **Impact of COVID-19 pandemic**

- 1.3 During the last year the COVID-19 pandemic has continued to have an impact on schools. Teachers and leaders have continued to face challenges with temporary restriction of attendance in schools, management of increased staff absences, along with the ongoing requirement to ensure COVID-19 compliance. The latter has included management of virus testing and track and trace processes, as well as the dissemination of the continuing guidance and documentation issued by central Government.
- 1.4 We commented in our last report that teachers had needed to modify their approaches to teaching, including the organisation and delivery of remote education. The past year has seen a move back to classroom-based learning with all schools required to offer face-to-face teaching to every age group whilst providing effective online learning for those pupils who are absent or isolating. The workforce has also been heavily involved in implementing the Government's catch-up programme.
- 1.5 The COVID-19 pandemic has continued to have wider social and economic consequences for individuals and businesses over the past year. Some of this impact is reflected in economic indicators which we comment on in Chapter 3.

#### **Recommendations in our 31st report**

- 1.6 Our 31st report was delivered to the Government in May 2021. In our report, we recommended a consolidated award of £250 for those teachers whose full-time equivalent basic earnings were less than £24,000 in the Rest of England, £25,194 in the London Fringe area, £27,419 in Outer London and £28,681 in Inner London. We also recommended that advisory pay points be reintroduced on the unqualified teachers' pay range. These recommendations were accepted in full by the Government in July 2021 for implementation from September 2021 onwards.

1.7 In line with the Government’s policy of pausing pay awards for most public sector workers<sup>1</sup>, the Secretary of State did not seek pay recommendations for the vast majority of teachers. However, we were asked to consider the national state of teacher and school leader supply and our report included our detailed analysis and commentary on these issues. We highlighted in particular a recovering graduate labour market, the possible loss of competitiveness of teachers’ pay after its recent strengthening, and the consequential risks to teacher recruitment and retention.

### ***The remit for the STRB’s 32nd report***

1.8 We received our remit letter from the Secretary of State on 17 December 2021<sup>2</sup>. The letter highlighted the additional funding for schools announced at the 2021 Spending Review and the Government’s continued commitment to increasing starting salaries to £30,000 outside of the London pay areas. To help delivery and assist schools in planning their budgets, the letter sought recommendations for both the 2022/23 and 2023/24 pay awards. The letter continued by acknowledging the broader structural issues that the STRB had identified in recent reports and invited the Review Body to include in its report wider issues that we would ask any future remit to include for our consideration.

1.9 The remit letter confirmed the matters for recommendation as:

- An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders to promote recruitment and retention, within the bounds of affordability across the school system as a whole and in the light of the Secretary of State for Education’s views on the need for an uplift to starting salaries to £30,000.
- As part of this, recommendations for the pay awards for both 2022/23 and 2023/24.

1.10 In making its recommendations, the remit letter stated that the STRB should have regard to the following five considerations:

- The need to ensure that any proposals are affordable across the school system as a whole.
- Evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates and the quality of candidates entering the profession.
- Evidence of the wider state of the labour market in England.
- Forecast changes in the pupil population and consequent changes in the level of demand for teachers.

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<sup>1</sup> Exceptions were NHS workers and those staff earning below a full-time equivalent salary of £24,000.

<sup>2</sup> *School Teachers’ Review Body (STRB) remit letter for 2022* – <https://www.gov.uk/government/publications/school-teachers-review-body-strb-remit-letter-for-2022>

- The Government's commitment to the autonomy of all head teachers and governing bodies to develop pay arrangements that are suited to the individual circumstances of their schools and to determine teachers' pay within the statutory minima and maxima.

## **The pay review process**

- 1.11 The pay review process began with the receipt of the remit letter in December 2021, which stated that our report should be submitted in May 2022. We invited our statutory consultees, including the Secretary of State, to submit initial written representations and evidence by 16 February 2022. The Department for Education subsequently informed us that it would be unable to meet this deadline so it was extended to 4 March for all consultees. Subsequently, this report is being submitted to the Secretary of State and Prime Minister in June 2022. Any delay to the process is unfortunate and adds to the concerns of consultees about our reports increasingly being published at the end of the academic year, making timely implementation more challenging.
- 1.12 After initial written evidence was received, links to all submissions were shared with all consultees who were invited to make a supplementary submission commenting on other parties' representations by 25 March.
- 1.13 The STRB conducted oral evidence sessions with eight consultees during April 2022. We would like to thank our consultees for their time and effort in contributing to these sessions.
- 1.14 During the oral evidence sessions, we sought views and evidence from representatives of each consultee organisation on the details of the remit matters we were asked to consider, and on wider aspects of school funding and the teacher labour market. We challenged and sought clarification on points presented in their written submissions and sought their views on other consultees' evidence. We conducted oral evidence sessions with the Department, including the Secretary of State; teacher and head teacher unions and associations; the employers' organisation and school governor representatives. A summary of the key points raised in the written and oral representations from our consultees, including links to the full submissions, is set out in Chapter 2.
- 1.15 In addition to considering the evidence and representations received from our consultees, we commissioned from our secretariat our own analyses on the teaching workforce, based on a range of statistics and research that are cited throughout this report. As in previous years, we have carefully examined data on the recruitment and retention of teachers, the wider labour market for graduates, and on teachers' earnings. Given our submission date of June 2022, the report has been able to draw on data published up to the end of May 2022.

1.16 The STRB usually undertakes an annual programme of visits during each summer and autumn. For the second year, due to the continued COVID-19 pandemic restrictions, we were unable to conduct face-to-face visits. We did, however, convene a number of virtual discussion groups where we spoke to teachers, school leaders and governors. We heard views on a range of matters including recruitment and retention, school finances and pay. The high level of commitment from participants was very evident and the discussions enhanced our understanding of the issues and challenges faced by the profession. We would like to extend our thanks to all those individuals and organisations who shared their views with us. A summary of the key messages we took from this year's visit programme is provided at Appendix C.

## CHAPTER 2

### Representations from the Department and consultees

#### *Introduction*

- 2.1 This chapter provides an overview of the key points raised in the representations the STRB has received from its consultees. It aims to reflect their perspectives on the matters in this remit. After considering the views of the Department and consultees, the STRB forms an independent view which is set out in subsequent chapters. The consultees' views are grouped under the following topics:
- Context to this year's remit.
  - The main pay awards for 2022 and 2023.
  - The Government's proposals for a £30,000 starting salary.
  - The teacher labour market.
  - School funding and affordability.
  - The wider pay framework and future priorities.
- 2.2 For each topic above, we have set out a brief summary of the Department's views, followed by those of the other consultees. Where relevant, this reflects comments made in oral evidence.
- 2.3 The following consultees made written submissions: ASCL, the Department, NAHT, the NASUWT, NEOST, the NEU, NGA, and Voice. In addition, five of the teacher and school leader unions (ASCL, NAHT, the NASUWT, the NEU and Voice) submitted a joint statement. Supplementary submissions were received from five consultees: ASCL, NAHT, the NASUWT, the NEU, and Voice. The full written evidence submitted to the STRB this year by each consultee, including supplementary evidence where provided, can be accessed using the following links:

The Department:

- <https://www.gov.uk/government/publications/evidence-to-the-strb-2022-pay-award-for-school-staff>

NEOST:

- <https://www.local.gov.uk/national-employers-organisation-school-teachers-evidence-school-teachers-review-body-february-2022>

NGA:

- [www.nga.org.uk/About-Us/What-we-think/Consultation-Responses.aspx](http://www.nga.org.uk/About-Us/What-we-think/Consultation-Responses.aspx)



ASCL:

- <https://www.ascl.org.uk/Our-view/Consultation-responses/ASCL-response-to-the-STRB-32nd-remit>; <https://www.ascl.org.uk/Our-view/Consultation-responses/ASCL-supplementary-evidence-to-the-STRB-32nd-remit>

NAHT:

- <https://www.naht.org.uk/News/Latestcomments/News/ArtMID/556/ArticleID/4>

The NASUWT:

- <https://www.nasuwt.org.uk/advice/pay-pensions/pay-award/england-pay-award.html>; <https://www.nasuwt.org.uk/advice/pay-pensions/pay-award/england-pay-award.html>

The NEU:

- <https://neu.org.uk/campaigns/pay-campaign>;

Voice Community:

- <https://community-tu.org/written-submission-to-school-teachers-review-body-2022/#8e9027c1>

Joint Union Statement:

- <https://neu.org.uk/campaigns/pay-campaign>

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

- <https://www.gov.uk/government/publications/hmt-economic-evidence-to-review-bodies-2021>

## ***Context to this year's remit***

### **The Department's views**

2.5 In its evidence, the Department emphasised the critical role that teachers play in the lives and education of pupils and suggested the pay system is crucial in positioning a career in teaching amongst the most competitive in the labour market. The Department's evidence also commented on the dedication shown by teachers during the pandemic in ensuring that education continued to be delivered.

2.6 The Department's pay proposals for the two-year remit period were set within the wider context of policies aimed at supporting teachers. It recognised that the STRB's 2020 recommendations had made progress to a reformed pay progression pathway and asked the STRB to consider how the progress could be continued.

2.7 The Department said its Schools White Paper (since published<sup>3</sup>) would set out its long-term vision for schools, with excellent teachers at the heart of its proposals.

### **Consultees' views**

2.8 Other consultees noted both the impact of the pandemic on the teaching profession and the previous year's pay freeze on the majority of teachers. Key points made included:

- The pandemic period had been the most difficult and stressful for the profession.
- The 2021 pay freeze had had a negative impact on the competitiveness of teachers' pay and on teacher morale. This impact was still being felt against the backdrop of rising prices.
- The Government's pay policy since 2010 had failed, resulting in real-terms cuts in pay for teachers and a worsening of wider working conditions.
- The STRB should be able to fully exercise its role and avoid being restricted by affordability considerations. This was critical for confidence in the Review Body's independence. In oral evidence, several consultees said their members increasingly questioned the value of the Review Body process given these perceived constraints.

2.9 Several consultees were critical of the Treasury's economic evidence and presented alternative analysis, including that undertaken by the Trades Union Congress (TUC) and Incomes Data Research (IDR). It was also noted in supplementary evidence from some consultees that the current cost of living crisis was exacerbating the economic challenges for their members and that this should be recognised by the STRB.

## ***The main pay awards for 2022 and 2023***

### **The Department's views**

2.10 The Department invited the STRB to make recommendations for a two-year pay award covering 2022/23 and 2023/24. In line with its aspiration to achieve a starting salary for teachers in the Rest of England of £30,000 by 2023, it proposed uplifts of 8.9% to the statutory minimum of the Main Pay Range (MPR) in September 2022 and a further 7.1% in September 2023, with progressively smaller uplifts to points M2-M6 such that the overall range becomes flatter over the period.

2.11 The Department also proposed a 3% award in 2022 and a 2% award in 2023 for all teachers and leaders above the MPR, equating to a cumulative increase of 5.1% over the two years. It stated that the 3% award would be

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<sup>3</sup> Department for Education (2022) *Opportunity for all: strong schools with great teachers for your child* – <https://www.gov.uk/government/publications/opportunity-for-all-strong-schools-with-great-teachers-for-your-child>

the highest pay award since 2006 and suggested higher awards would not be appropriate given the need to strike a balance of priorities for school expenditure.

- 2.12 The Department believed that its proposals would retain over 1,000 extra teachers per year from 2023/24 compared to an untargeted award, equivalent to a quarter of a percentage point reduction in the number of teachers leaving the profession. This was in addition to expected increased recruitment through more Initial Teacher Training (ITT) applications and reduced exits after ITT.
- 2.13 As the pay structures for London were already closer to its proposed reform structure, the Department suggested awards here should involve slightly lower uplifts than those for the Rest of England.
- 2.14 In oral evidence, on the question of multi-year awards, the Secretary of State said he did not plan to review the award for the second year as that would reduce the certainty for schools provided by a two-year settlement.

### **Consultees' views**

- 2.15 Other consultees raised a range of issues in relation to the pay award.
- 2.16 NEOST supported the proposed two-year award and the additional certainty on pay that this would provide, although it noted possible risks if the economy changed. It said it continued to favour a cost of living award that was separate from performance-related increases and said most of the respondents to its survey indicated that the award should be applied equally across all groups of teachers to support recruitment and retention.
- 2.17 ASCL, the NEU, NAHT, the NASUWT and Voice issued a joint statement saying that:
- The STRB must consider the two-year award with reference to the real-terms pay cuts that teachers and school leaders have suffered.
  - They would judge STRB's pay recommendations against the extent to which the award was able to cover the accelerating rise in general living costs.
  - They were united in opposing differential pay increases on the basis that these demoralised teachers and would add to retention issues.
- 2.18 Several of the teacher and leadership unions said their support for a two-year award was contingent on a meaningful review mechanism to protect their members against the inflationary pressures that would reduce real income levels. The NASUWT asked that the STRB request a separate remit for 2023 to consider a supplementary award to address the high and unpredictable levels of inflation. The NEU commented that the imposition of a multi-year

award through the STRB mechanism was not acceptable and should most appropriately be part of a collectively agreed package of improvements to teacher pay and conditions.

- 2.19 In their individual submissions, all the unions sought significant pay increases for all teachers and school leaders. These included calls to restore teachers' pay to 2010 levels in real terms and for any pay award to match current levels of inflation as a minimum.
- 2.20 In support of this, several of the unions provided detailed analysis calculating the considerable real-terms losses experienced by teachers and leaders over recent years.
- 2.21 All the unions sought uniform pay awards across all teacher groups and highlighted the risks to retention of lower awards for more experienced teachers and leaders.

### ***The Government's proposals for a £30,000 starting salary***

#### **The Department's views**

- 2.22 The Department suggested there was strong evidence – from international studies and economic theory – to support the positive impact of targeting pay at the early career stage and that a £30,000 starting salary would improve teacher recruitment and retention. It outlined some of the benefits it saw, including:
- Having a strong public impact ('cut through'), signalling investment in teachers and reinforcing the perception of teaching as a valued profession.
  - Increasing the competitiveness of teacher pay and, thereby, the status of the profession and driving up teacher quality through greater competition to enter the profession.
  - Additional quality gains from improving retention in the early years of a teacher's career when effectiveness improves significantly, with consequential improvements to pupil outcomes.
  - Financial efficiencies of not having to reinvest in teachers lacking such experience.
- 2.23 The Department suggested that the benefits of a £30,000 starting salary demonstrated the need to target a pay award towards early-career teachers, where retention challenges are most stark and pay awards are most impactful. Pay still had an important role amongst more experienced teachers and leaders but, given the overall stronger and improving retention amongst teachers in their later career, awards more in line with expected settlements across the wider economy were appropriate.

## **Consultees' views**

- 2.24 While other consultees supported the Department's proposal for an improved starting salary, they raised a number of significant concerns.
- 2.25 The teacher and school leader unions argued that commensurate increases were required for all teachers and school leaders to avoid exacerbating retention problems. They also raised a broader concern about the impact of flattening the pay structure on more experienced teachers. In this context, the NASUWT and the NEU proposed restructured and shorter mandatory pay ranges.
- 2.26 All other consultees argued against differentiated pay awards in principle and their negative impact on the morale of those receiving the lowest increases. They also argued against the Department's proposals for London, questioning the logic of markedly lower awards in London and suggesting this would exacerbate existing recruitment and retention challenges.

## ***The teacher labour market***

### **The Department's views**

- 2.27 The Department's evidence suggested that there had been improvements in recruitment and retention in recent years but recognised that challenges still remained. It also recognised that the improvement to recruitment during the pandemic had now subsided.
- 2.28 The Department suggested that overall retention rates were improving with rates for more experienced teachers stabilising and those for school leaders improving. However, it noted the picture remained stark for teachers in their first few years and challenging for certain secondary school subjects, especially STEM (Science, Technology, Engineering, Maths) and MFL (Modern Foreign Languages), which had higher than average leaving rates. It also highlighted geographical variation in recruitment and retention challenges, with higher, although improving, leaving rates in Inner and Outer London.

### **Other consultees**

- 2.29 Other consultees presented a range of evidence on the teacher workforce. This included challenging the Department's evidence, highlighting that improvements to teacher supply had been temporary and stating that pre-pandemic pressures had returned. Their key concerns included:
- The graduate labour market was becoming increasingly competitive and other sectors were attracting potential entrants to the teaching profession.
  - The range of missed targets across secondary subjects for ITT remained high.
  - The decline in the number of overseas teachers and the ongoing uncertainty over arrangements for recognition of overseas qualifications.

- The high wastage rate for teachers in their early years in the profession, with some consultees expecting this to worsen.
- Teachers and leaders deferring retirement during the pandemic with an anticipated resultant increase in retirements in the coming year.
- The negative impact of real-terms pay decreases over time.
- The very low aspiration to become a school leader.
- The range of non-pay factors that affect retention including excessive workload, inadequate support and diminished job satisfaction.
- The need for increased Planning, Preparation and Assessment (PPA) time and flexible working to support retention and wellbeing.

2.30 Other consultees also presented a range of analysis demonstrating that the real value of teachers' pay had declined in value over the last decade. This position had been exacerbated by a number of other recent developments including:

- The rising cost of living and an increase in pension contributions, both of which had further reduced the real value of take home pay.
- A fall in teachers' pay against comparator groups and a recovering graduate labour market.
- An increasingly competitive labour market with opportunities for teachers to earn higher salaries in other sectors.
- The fact that teachers in other UK countries were now better paid than those in England.

## ***School funding and affordability***

### **The Department's views**

2.31 The Department's evidence highlighted the increase to school funding announced in the Autumn 2021 Spending Review, increasing the schools' core budget by £7 billion by 2024-25 compared to 2021-22. The funding increases had been front-loaded with the highest increase in 2022-23. In addition to core funding, DfE had also announced £1.8 billion of funding specifically for post-COVID-19 recovery.

2.32 The Department also referred to its annual schools' costs analysis which provided estimates of cost pressures and the resultant scope for further expenditure. It included the following points:

- Each annual pay award affected budgets across two financial years.
- The core funding going to mainstream schools was expected to increase by 6.8% in 2022-23 and 2.8% in 2023-24, subject to how school budgets were apportioned between mainstream and high needs providers and central services.

- The difference between the increase in funding and the increase in costs (excepting pay awards) indicated the scope for schools to raise their expenditure before facing a net pressure at the national level. In total, costs were forecast to increase by 1.8% and 1.2% in 2022-23 and 2023-24. In 2022-23, schools should therefore be able to raise their expenditure by a further 5.0% on average, or around £2.1 billion overall. On the same basis, in 2023-24, schools could afford to raise expenditure by a further 1.6%, or around £700 million, before they would face a net pressure.
- 2.33 The Department emphasised that as well as pay awards, available funding would need to address wider pressures and investment. This included ongoing costs relating to COVID-19, Education Recovery, support for SEND, teacher quality and development, and digital infrastructure.
- 2.34 Given the front-loading of funding, the Department thought that schools may wish to choose to use some of their 2022-23 funding to subsidise pay awards and other long-term priorities in 2023-24.
- 2.35 The Department stated that the STRB would need to weigh up carefully the total cost of pay awards against planned funding and the wider cost pressures and priorities for investment faced by schools. It believed that its proposed pay award reflected an appropriate balancing of these factors and that any award above this level would not be responsible. It also emphasised that STRB should be mindful that average funding figures masked considerable variation in individual schools' financial positions.

### **Consultees' views**

- 2.36 The collective view of the teacher and school leader unions was that a fair pay award could not be achieved without an adequate funding envelope and that the STRB should not be restricted by considerations of affordability. Determination of funding levels was, they believed, a political choice for Government and the STRB should therefore reach its decisions on pay independently and without reference to limits on affordability defined by the DfE.
- 2.37 Other points made by the teacher unions included:
- Notwithstanding the increased funding provided to schools, there were increased costs from factors such as energy bills, higher National Insurance contributions and meeting the National Living Wage requirements.
  - The DfE Schools' Costs Analysis underestimated the cost of wider pressures due to the particular inflation measure deployed.
  - Current economic conditions meant the funding levels announced at the Spending Review would now have a lower real-terms value than anticipated.

- School surpluses or deficits should not be a factor in considering the affordability of a pay award.
- The Government could ensure deliverability of a higher pay award than it was proposing through a ring-fenced Teachers' Pay Grant, as used in some previous years.

2.38 While NEOST and NGA welcomed the increase in funding, they said that pay was the highest demand on budgets and that, if awards were not funded adequately, some schools would need to make savings elsewhere. NEOST noted the variable position across schools, with some under financial strain, and highlighted that increased SEND costs were particularly challenging for primary schools, special school and PRUs. It also noted ongoing negotiations relating to the pay of support staff.

### ***The wider pay framework and future priorities***

#### **The Department's views**

- 2.39 The Department's evidence included new analysis relating to equality in pay and progression. The analysis found some differences in pay progression and progression to the Upper Pay Range for teachers with protected characteristics and part-time workers, and a pay gap between male and female teachers once leadership grades were included. While it commented that the findings could not confirm whether the pay reforms themselves had contributed to these outcomes, it said the analysis had highlighted areas for further investigation or action.
- 2.40 The Department confirmed in oral evidence that it would welcome the STRB's views on future priorities for teachers' pay and conditions.

#### **Consultees' views**

- 2.41 Other consultees made a broad range of points about the wider pay framework.
- 2.42 The teacher unions suggested a number of urgent reforms were required, including:
- The removal of performance-related progression which, they said, had imposed obstacles to progression and caused unfairness, discrimination, increased workload and damaged relationships, as well as undermining positive appraisal.
  - The restoration of mandatory pay points and for annual uplifts to be separate from pay progression increases.
  - The restoration of pay portability.
  - More analysis and action on pay inequalities.



- 2.43 NEOST reported that the majority of its stakeholders indicated support for performance-related pay. It also sought a review of pay safeguarding and provision in the School Teachers' Pay and Conditions Document (STPCD) allowing teachers to step down from the Upper Pay Range, although this was opposed by the teacher unions.
- 2.44 Several consultees sought a review of the leadership pay framework, including of the factors that determine leadership pay, the codification of executive leadership roles and consideration of school business leader roles.
- 2.45 There were calls from some teacher unions for more to be done to tackle workload including reviewing working time, providing guidance on administrative tasks and increasing PPA time.
- 2.46 Some of the teacher unions highlighted the particular challenges faced by supply teachers and asked that consideration be given to this issue.
- 2.47 There was widespread support for the pay review process to be better timed such that schools could better plan budgets and implement pay awards in a timely manner.

### ***STRB comment***

- 2.48 The Review Body wishes to thank the Department and consultees for the evidence and views they have provided this year. We have received a wealth of material with a variety of perspectives on the key issues. We have particularly valued the range of analytical evidence, including consultees' own surveys and data, and the Department's analysis of equality in pay and progression. We look forward to further analysis of this important issue. The views and evidence we have received have been an important input into our independent recommendations.

# CHAPTER 3

## The teacher labour market

### *Introduction*

- 3.1 In this chapter we present a summary of the evidence used to inform our assessment of the teacher labour market. We discuss the wider economic context, the graduate labour market and present a range of information relating to the school workforce, examining recruitment and retention trends.
- 3.2 We have used the latest data that were available to us at the time of our decision-making. The data relating to the teacher workforce are from the School Workforce Census (SWC) for the year to November 2020<sup>4</sup>. These are the first data in the series that cover a period of the COVID-19 pandemic. Due to this, some of the trends seen may therefore be subject to change in future.

### *Economic context*

- 3.3 When making our recommendations, we consider economic evidence from a range of sources. The current year has proven exceptional as inflation has risen considerably, and the labour market has been dealing with the aftershocks of Brexit, the COVID-19 pandemic and the conflict in Ukraine. We submit our report acknowledging the uncertainty that economic forecasts have for the rest of 2022, and for the medium term.
- 3.4 We note that the labour market has recovered in a stronger manner than forecast by the Office for Budget Responsibility (OBR) in its October 2021 Economic and fiscal outlook report. The unemployment rate was 3.9% in the first quarter (Q1) of 2022 compared to the 5% forecast. The level of total employment, however, remained approximately 450,000 below pre-pandemic levels in Q1 2022. Lower inward migration, more early retirements and people on long-term sickness led to a smaller population of people actively seeking work and stopped unemployment from rising during the past two years<sup>5</sup>.
- 3.5 The OBR noted that UK Gross Domestic Product (GDP) returned to its pre-pandemic level in the first quarter of 2022 despite the impact of the Omicron variant of COVID-19 in the final months of 2021. However, given the heightened levels of inflation and tax rises enacted in the current Parliament, the OBR expected 2022 to see a fall in real disposable income, which will threaten future economic growth due to the dampening effect on household consumption. The OBR forecast 3.8% real growth for GDP in 2022, slowly returning to 1.8% year-on-year growth by 2025.

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<sup>4</sup> These data may be subject to revisions.

<sup>5</sup> OBR (2022) *Economic and fiscal outlook – March 2022* – <https://obr.uk/efo/economic-and-fiscal-outlook-march-2022/>

- 3.6 Inflation, as measured by the Consumer Prices Index (CPI), rose by 9.0% in the 12 months to April 2022, up from 7.0% in March 2022<sup>6</sup>. This is the highest 12-month rate in the National Statistics series, which began in January 1997. CPI inflation including owner occupiers' housing costs (CPIH) rose by 7.8% in the 12 months to April 2022, up from 6.2% in March 2022. The higher inflation in early 2022 was driven by rising prices for energy and goods due to global supply chain issues, as well as the Russian invasion of Ukraine causing global energy prices to rise significantly. The OBR has projected CPI inflation to be at 8.7% in the fourth quarter of 2022, as a further rise in the energy price cap is implemented in October. The OBR forecast CPI inflation to average 7.4% in 2022. The forecast falls to 4.0% in 2023 and 1.5% in 2024 as the prices of global energy and goods fall back from their current levels. In its May Monetary Policy Report, the Bank of England forecast the four-quarter rate of CPI inflation to rise to around 10% in 2022 Q4 and 3.5% in 2023 Q4<sup>7</sup>.
- 3.7 According to the Average Weekly Earnings series, annual growth in average total pay (including bonuses) was 7.0% for the whole economy in January to March 2022. Growth in regular pay (excluding bonuses) for the whole economy was 4.2%. High bonus payments combined with increasing regular pay led to strong total pay growth. Over the same period, in real terms (adjusted for CPIH inflation), growth in total pay was 1.4% while regular pay fell by -1.2%. Growth in public sector earnings was below the rate of change for the private sector and the whole economy; average total pay growth for the private sector was 8.2% in the three months to March 2022, and for the public sector, 1.6%. Average regular pay growth for the private sector was 4.8% in January to March 2022, and for the public sector, 1.8%<sup>8</sup>. These figures are summarised in Table 1.

**Table 1: Seasonally adjusted Average Weekly Earnings (AWE) growth, January to March 2022<sup>9</sup>.**

| Average Weekly Earnings              | Whole economy | Private sector | Public sector |
|--------------------------------------|---------------|----------------|---------------|
| Total pay (including bonuses)        | 7.0%          | 8.2%           | 1.6%          |
| Regular pay (excluding bonuses)      | 4.2%          | 4.8%           | 1.8%          |
| Real total pay (including bonuses)   | 1.4%          | –              | –             |
| Real regular pay (excluding bonuses) | -1.2%         | –              | –             |

<sup>6</sup> ONS (2022) *Consumer price inflation, UK: April 2022* – <https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumerpriceinflation/april2022>

<sup>7</sup> Bank of England (2022) *Monetary Policy Report – May 2022* – <https://www.bankofengland.co.uk/monetary-policy-report/2022/may-2022>

<sup>8</sup> Earnings data are still affected by compositional effects relating to the COVID-19 pandemic, including furlough and changes to employees' working hours. ONS (2022) *Average weekly earnings in Great Britain: May 2022* – <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/may2022>

<sup>9</sup> Earnings data are still affected by compositional effects relating to the COVID-19 pandemic, including furlough and changes to employees' working hours. ONS (2022) *Average weekly earnings in Great Britain: May 2022* – <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/may2022>

- 3.8 In its March 2022 forecast, OBR projected whole-economy earnings growth of 5.3% in 2022, and 2.8% in 2023. In its May Monetary Policy Report, the Bank of England projected four-quarter earnings growth of 5.75% for Q4 2022 and 4.75% for Q4 2023.
- 3.9 According to XpertHR, which collates data on pay settlements in the public and private sectors, most employers have continued to award pay increases in 2022. The median increase in basic pay by number of pay reviews, for the three months to the end of April 2022, was 4.0%, with around 5% of these pay settlements resulting in freezes. The median increase in basic pay by number of employees was 5.3%. Analysis of the distribution of awards shows that a quarter of awards were below 2.6% and a further quarter in excess of 5.5%<sup>10</sup>.
- 3.10 The Government announced in the Spending Review 2021 that the public sector will see future pay rises as the United Kingdom exited from the worst of the economic effects of the COVID-19 pandemic. The Government highlighted that public sector earnings growth should retain broad parity with the private sector whilst remaining affordable<sup>11</sup>.

### ***The graduate labour market***

- 3.11 This section provides a summary of the wider graduate labour market in the UK and precedes more detailed information on graduate pay. Information has predominantly been sourced from three reports on the graduate labour market: Institute of Student Employers' (ISE) Student recruitment survey 2021, High Fliers' The Graduate Market in 2022, and Prospects' What do graduates do?.
- 3.12 The ISE recruitment survey concentrates on the immediate graduate recruitment market, i.e. the graduate jobs individuals would apply for in a given academic year. The Prospects report discusses the employment outcomes of graduates 15 months after graduating. Its 2021/22 report focuses on the 2018/19 academic year graduate cohort. The High Fliers report provides a forecast as well as the status of the current graduate labour market. It also has a different sample than the most immediately comparable report produced by the ISE. The High Fliers report focuses solely on the organisations named in the Times Top 100 Graduate Employers.
- 3.13 The **ISE survey** ran during September 2021 and received 177 responses from different student employers covering 45,312 hires, of which 25,992 were graduates<sup>12</sup>. The hires were classified as graduates (57% of hires), school

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<sup>10</sup> OME analysis of unpublished XpertHR data.

<sup>11</sup> HM Treasury (2021) *Autumn Budget and Spending Review 2021: documents* – <https://www.gov.uk/government/publications/autumn-budget-and-spending-review-2021-documents>

<sup>12</sup> Institute of Student Employers (2021) *Student recruitment survey 2021*. Available to ISE members – <https://ise.org.uk/page/ISEPublications>

and college leavers (20%), interns (18%), and placement students (5%). ISE's membership is mainly comprised of larger organisations with limited representation from small- and medium-sized enterprises. Key points were:

- After the challenges of the 2019/20 recruitment cycle, the 2020/21 recruitment season has seen substantial growth across all types of hires. This trend is expected to continue into the 2021/22 recruitment cycle.
- Graduate roles were highly competitive with an average 91 applications per vacancy in 2020/21. This was a 17% increase on the year before. The median number of applications per vacancy was 66 applications, a 26% increase on 2019/20.
- The organisational median starting salary for graduates in the latest year was £30,500 compared with £29,667 in 2019/20. The organisational median is the key measure used by ISE in its reports and represents the median salary by organisation count. The ISE has also provided additional salary data based on student medians, shown below. The student median salary is weighted by the number of students receiving that salary. Where the student median is lower than the organisational median, we can assume there are more students in the lower-paying organisations which brings the student median down relative to the organisational median.
- The organisational median starting salary for graduates varied by sector, with the Legal Sector having had the highest median salary at £42,250 and the Charity & Public Sector having had the lowest median salary at £25,996. The organisational median starting salary for graduates also varied by region with London offering the highest median salary of £35,000 while other English regions ranged between £26,500 in East of England to £28,000 in the South West, South East and North West. The median starting salary in Northern Ireland was somewhat lower at £23,750.
- The student median starting salary for graduates followed a similar pattern to the organisational median with London offering the highest salary at £33,500. Other English regions ranged between £23,500 in Yorkshire and Humber, the North West, and the West Midlands and £28,000 in the South West (Table 3)<sup>13</sup>.

3.14 **Prospects' What do graduates do?** uses the Higher Education Statistics Agency (HESA) Graduate Outcomes survey<sup>14</sup>. We have also supplemented findings from this report with information from HESA<sup>15</sup>. The Graduate Outcomes Survey is sent to all UK first-degree graduates 15 months after finishing their course at university and given the timing, this year's edition focused on individuals from the 2018/19 graduate cohort. There were 198,875 responses from graduates who completed their studies in 2018/19. It should be noted that, although students who qualified in the 2018/19

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<sup>13</sup> OME analysis of unpublished ISE data.

<sup>14</sup> Prospects (2022) *What do graduates do? 2021/22* – <https://luminare.prospects.ac.uk/what-do-graduates-do>

<sup>15</sup> HESA (2021) *Higher Education Graduate Outcomes Statistics: UK, 2018/19 – Summary* – <https://www.hesa.ac.uk/news/20-07-2021/sb260-higher-education-graduate-outcomes-statistics>

academic year graduated prior to the COVID-19 pandemic, the majority of graduates were surveyed during the pandemic (between December 2019 and December 2020)<sup>16</sup>. Key points were:

- Compared to the 2017/18 cohort, the 2018/19 cohort was less likely to be in full-time work (56% in 2018/19 compared to 59%). This drop coincided with the onset of the COVID-19 pandemic during which most 2018/19 graduates were surveyed. The 2018/19 cohort was also more likely to either be in part-time work (11% compared to 10%), working and studying (11% compared to 10%), or be unemployed (6% compared to 5%).
- Overall, 72% of those employed were in professional-level employment. The top 10 professional jobs remained broadly similar to the previous year with 'other nursing professionals' being the most likely professional job for this cohort.
- 'Primary education teaching professional' was the third most likely professional job for this cohort while 'secondary education teaching professional' was the sixth most likely professional job. These were also third and sixth respectively for the 2017/18 cohort. In total, 7.8% of those in employment were education professionals, up 0.5 percentage points from the year before. The subject with the most graduates employed as education professionals 15 months after graduating was English at 17.1%. For the 2017/18 cohort English was also the subject with the most graduates as education professionals, at 17.5%.
- In terms of the salaries of graduates, looking across all employment types, the £24,000-£26,999 salary band contained the highest proportion in full-time paid UK employment, 15 months after graduation.

3.15 The **High Fliers research** was conducted in January 2022. It examined graduate recruitment and analysed both the graduate recruitment cycle in 2021 and expected graduate vacancies in 2022<sup>17</sup>. Key points were:

- Similar to the ISE report, High Fliers confirms that the graduate recruitment market is experiencing a strong recovery since the shock from the beginning of the COVID-19 pandemic. The number of graduates recruited in 2021 was 9.4% higher than in 2020.
- The High Fliers survey of the Times Top 100 graduate employers found that the median starting salaries advertised, not including additional benefits, were expected to rise to £32,000 in 2022 from the £30,000 salary on offer in 2021 (+6.7%). This is the first increase since 2015. The survey indicated that a third of the employers surveyed were increasing their graduate pay this year – typically by between 2.5% and 10.0% compared with 2021. Around half of employers were not expecting

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<sup>16</sup> HESA (2021) *The impact of the COVID-19 pandemic on Graduate Outcomes 2018/19* – <https://www.hesa.ac.uk/insight/20-07-2021/impact-COVID-19-graduate-outcomes>

<sup>17</sup> High Fliers (2022) *The Graduate Market in 2022* – <https://www.highfliers.co.uk/>

to change the starting salaries they pay to new graduates in 2022 and seven organisations had reduced their starting salaries for this year's new recruits.

## ***Graduate pay comparisons***

3.16 Table 2 presents median graduate starting salaries, as recorded by ISE and High Fliers. It shows that graduate starting salaries, as recorded by High Fliers, have started to increase after many years of stability. We note High Fliers and ISE samples are heavily weighted towards graduate jobs in London and the South East.

**Table 2: Graduate starting salaries, 2016 to 2022.**

| Source                      | 2016    | 2017    | 2018    | 2019    | 2020    | 2021    | 2022    |
|-----------------------------|---------|---------|---------|---------|---------|---------|---------|
| ISE (organisational median) | £27,500 | £28,000 | £28,250 | £29,000 | £29,667 | £30,500 | –       |
| High Fliers                 | £30,000 | £30,000 | £30,000 | £30,000 | £30,000 | £30,000 | £32,000 |

3.17 High Fliers' report included median starting salaries by sector for 2022. The public sector (which included employers such as the Army, Civil Service, Local Government, NHS and Police Now) was the sector offering the lowest median starting salary for graduates (£23,100), by a margin of £5,400. The sectors with the highest median starting salaries were investment banking and law, both at £50,000<sup>18</sup>.

3.18 ISE provided us with a regional breakdown of starting salaries, reported in Table 3 (note that salaries for some regions are based on relatively small sample sizes). The organisations included in the sample are not the same between years and therefore a direct comparison between last year's data and this year's data cannot be made. The regional data for 2021 show:

- The median starting salary received by graduates (student median) in London was around £6,000 higher than any other UK region, at £33,500. This was above the minimum of the Inner London teachers' pay scale. Student median pay in other regions ranged from £24,000 in Northern Ireland to £27,500 in the South East. The national minimum of the Main Pay Range (MPR) was greater than around half of the regions in the table below.
- The organisational median was higher or equal to the student median in every region, except for Northern Ireland. This reflects generally fewer graduate vacancies at higher paying firms compared to those paying lower salaries. The national minimum of the MPR was below that of all regions, except for Northern Ireland.

<sup>18</sup> High Fliers (2022) *The Graduate Market in 2022* – <https://www.highfliers.co.uk/>

**Table 3: Median graduate starting salaries by region, ISE, 2021 (regions sorted by organisational median)<sup>19</sup>.**

| Region                   | Organisational median | Student median | Number of ISE members reporting salary on that region | Number of students recruited by those members |
|--------------------------|-----------------------|----------------|---|---|
| London                   | £35,000               | £33,500        | 110   | 6,536   |
| South East               | £28,000               | £27,500        | 51  | 1,609   |
| South West               | £28,000               | £28,000        | 50  | 1,297   |
| North West               | £28,000               | £23,500        | 62  | 1,153   |
| West Midlands            | £27,750               | £23,500        | 46  | 933   |
| East Midlands            | £27,000               | £25,991        | 38  | 826   |
| Scotland                 | £27,000               | £26,000        | 47  | 914   |
| Wales                    | £26,940               | £26,000        | 22  | 113   |
| North East               | £26,825               | £25,368        | 34  | 657   |
| Yorkshire and Humberside | £26,649               | £23,500        | 41  | 793   |
| East of England          | £26,500               | £25,368        | 29  | 502   |
| Northern Ireland         | £23,750               | £24,000        | 12  | 178   |

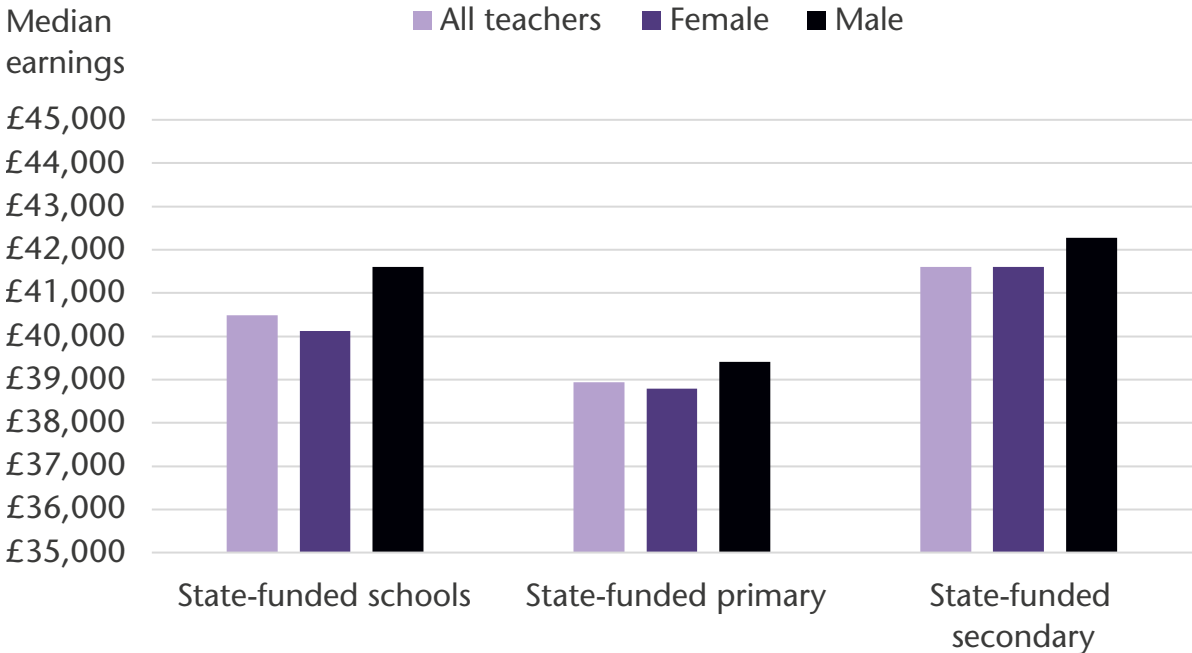
### *Teachers' pay*

3.19 This section provides various metrics on teachers' pay, split by school type, grade and gender, using published full-time equivalent (FTE) pay data from the Department. In 2020/21 gross median earnings for all classroom and leadership teachers across state-funded schools was £40,490, a 2.8% increase from 2019/20. Figure 1 shows how median earnings for all teachers varied by school type and gender. In 2020/21, male teachers had higher earnings than female teachers across all school types. We can also see that median earnings were higher in secondary schools than in primary schools.

<sup>19</sup> OME analysis of unpublished ISE data. The organisational median is weighted by organisation count. The student median is weighted by individual count.



**Figure 1: Median earnings for all teachers, by school type and gender, 2020/21<sup>20</sup>.**



- 3.20 The picture of pay by gender is more nuanced when individual school types and grades are compared. Figure 2 shows how median earnings varied for classroom teachers in 2020/21. Whilst male classroom teachers had higher median earnings compared to female teachers in state-funded secondary schools (+2.7%), the reverse was true for primary schools where male classroom teachers’ median earnings were 1.8% lower than for female classroom teachers. We note that primary schools have higher proportions of female teachers overall than secondary schools.
- 3.21 Figure 3 shows how median pay for all leadership grades<sup>21</sup> compares across school type and gender in 2020/21. We can see that across all school types, male leaders had higher median earnings than female leaders. For secondary schools the difference was +4.6% and for primary and nursery schools, +5.4%.
- 3.22 We note that the gaps in earnings between male and female teachers overall have been decreasing from 2010, across state-funded schools<sup>22</sup>.

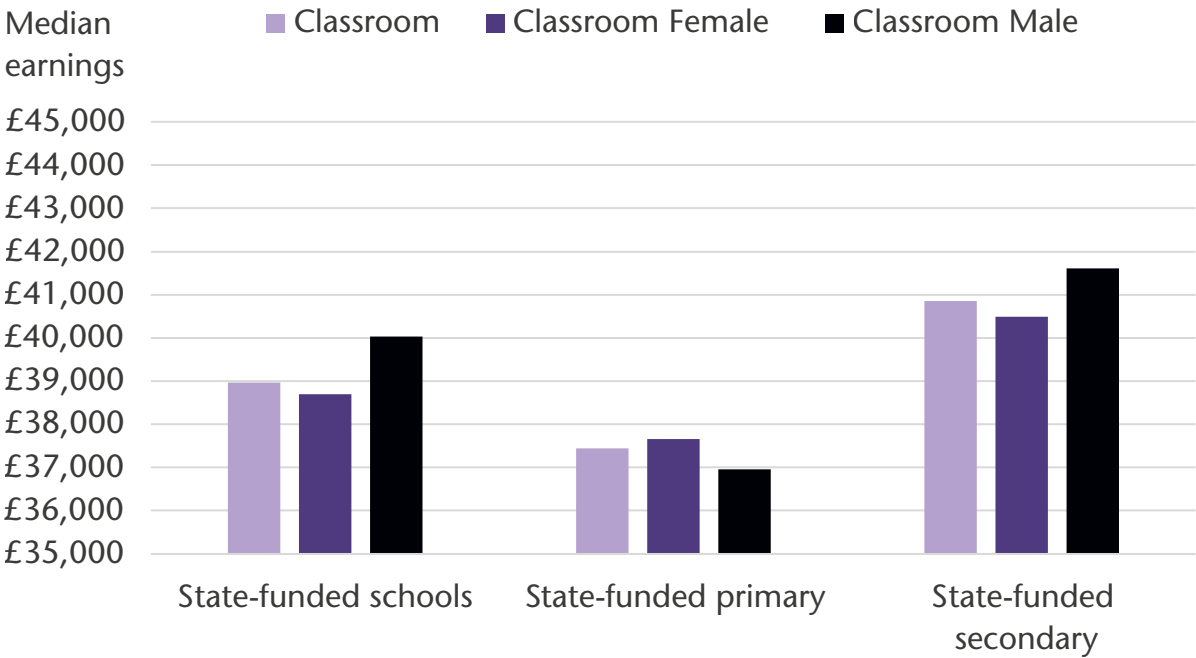
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<sup>20</sup> Note y-axis does not start at zero. OME analysis of Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

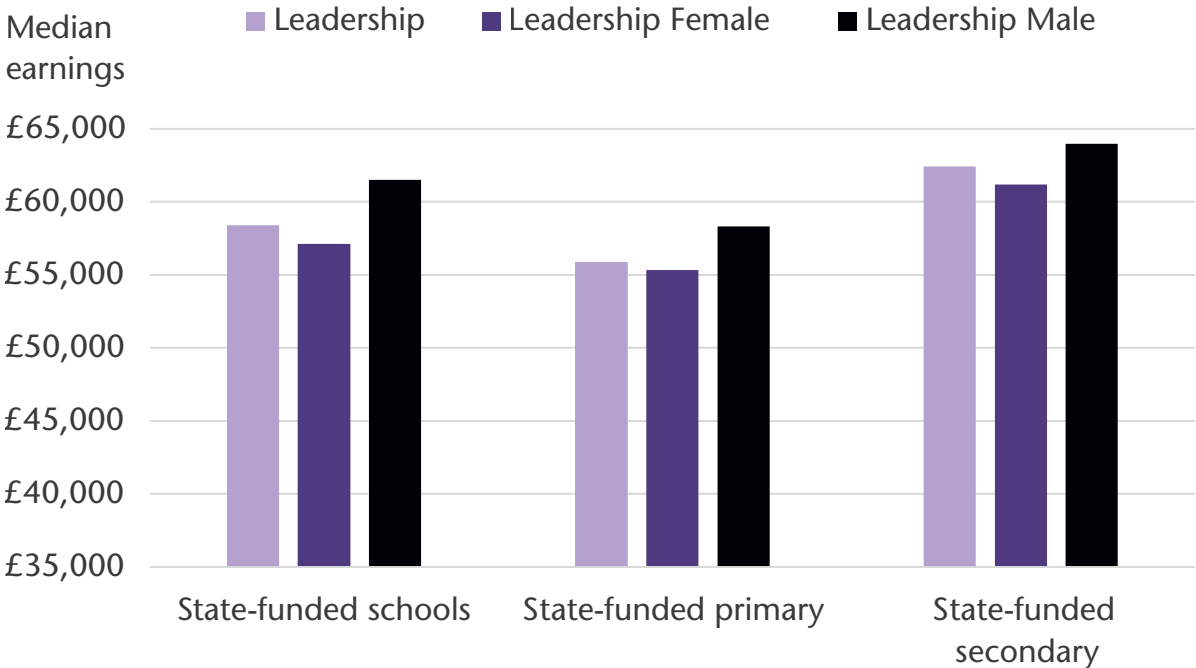
<sup>21</sup> Leadership teachers include head, executive head, deputy and assistant head teachers, plus advisory teachers.

<sup>22</sup> Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

**Figure 2: Median earnings for classroom teachers, by school type and gender, 2020/21<sup>23</sup>.**



**Figure 3: Median earnings for all leadership teachers, by school type and gender, 2020/21<sup>24</sup>.**



<sup>23</sup> Note y-axis does not start at zero. OME analysis of Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

<sup>24</sup> Note y-axis does not start at zero. OME analysis of Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

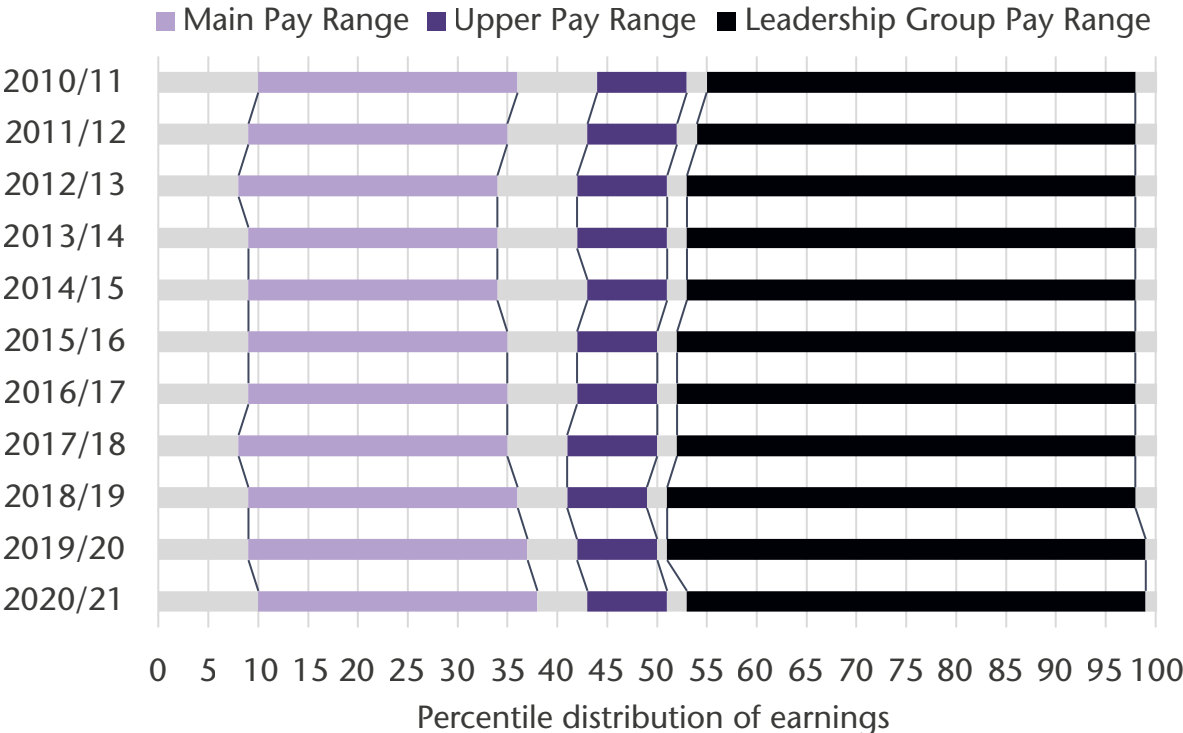
## ***Teachers' pay compared to earnings in other professional occupations***

- 3.23 We have examined the relative position of the teachers' pay framework by tracking the position of the minima and maxima of school teachers' pay ranges in the wider distribution of earnings, in terms of annual gross pay<sup>25</sup>. We compare against the earnings of those working in professional occupations. This analysis was produced using data from the Annual Survey of Hours and Earnings (ASHE) published by the Office of National Statistics (ONS). The latest ASHE data cover the financial year 2020/21, so the 2020 School Teachers Pay and Conditions Document (STPCD) has been used. The ONS has highlighted that interpreting ASHE earnings data for 2020 and 2021 is difficult due to the effect of the COVID-19 pandemic. Growth rates have been affected by the pandemic's impacts on wages, hours worked and the collection of data. We also note that furloughed workers are present in the 2019/20 and 2020/21 data. Therefore, the ONS recommends looking at long-term trends, rather than year-on-year changes.
- 3.24 Figure 4 shows how the MPR, Upper Pay Range (UPR) and Leadership Group Pay Range (LPR) compare to the distribution of earnings for those in professional occupations, as defined by the Standard Occupational Classification (SOC) 2010. Between 2010/11 and 2020/21:
- The relative position of the MPR minimum has largely maintained its position, although the MPR maximum has increased by two percentiles.
  - The relative position of the UPR has deteriorated slightly, both the minimum and maximum. However, the relative position of the UPR improved in 2019/20 and again in 2020/21.
  - The LPR maximum remained stable between 2010/11 and 2018/19 and increased by one point in 2019/20. However, the minimum has decreased by two percentiles compared to 2010/11.
  - Since 2014/15 the gap between the top of the MPR and the bottom of the UPR has been decreasing.

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<sup>25</sup> Department for Education (2021) *School teachers' pay and conditions document 2020 and guidance on school teachers' pay and conditions (valid from 1 September 2020)* – <https://www.gov.uk/government/publications/school-teachers-pay-and-conditions>

**Figure 4: Position of the MPR, UPR and LPR in the percentile distribution of economy-wide annual gross pay, professional occupations only. England, 2010/11 to 2020/21<sup>26</sup>.**



3.25 Figure 5 compares the estimated earnings of teachers with those working in other professional occupations (excluding teachers) by broad age bands. The teacher sample covers all teachers, including leaders; the teacher data are drawn from the School Workforce Census (SWC). To maintain sufficient sample sizes, this analysis is conducted only for London and the Rest of England. To make the SWC data more directly comparable to the ASHE we have weighted the data to reflect the financial year. Figure 5 presents the pay comparisons in the form of the percentage differentials between estimated teachers’ median earnings and those of the comparator group (a negative value indicates that teachers’ earnings fall below those of the comparator).

<sup>26</sup> OME analysis of unpublished ASHE data (2020/21 data are provisional and are subject to change).

**Figure 5: Percentage difference between median full-time teachers' earnings and those in other professional occupations (excluding teachers), by age band. The Rest of England and London, 2013/14 to 2020/21<sup>27</sup>.**



<sup>27</sup> OME analysis of unpublished SWC and ASHE data (2020/21 data are provisional).

### 3.26 The figure shows:

- In 2020/21, teachers' median earnings were below those of the comparator groups for all age bands under 60, both in the Rest of England and in London.
- Across all age categories, the relative earnings of teachers deteriorated from 2013/14 to 2019/20, particularly for the Rest of England. However, in the latest period, from 2019/20 to 2020/21 the relative earnings have improved for teachers across all age categories, for the Rest of England and for London.
- This improvement in relative earnings was strongest for younger teachers, in the 21 to 30 age category, as well as for teachers in the 41 to 50 category, across the two regions. This was likely driven by an improvement in teacher salaries; from September 2020 the minimum of the MPR increased by 5.5% to £25,714.
- Overall, despite improvements in 2020/21, teachers in the youngest age group (21 to 30) compared least favourably against other professional occupations, particularly in London, whilst those in the oldest age group compared most favourably.
- The gaps between teachers' earnings and those of the comparator group were greatest in London.

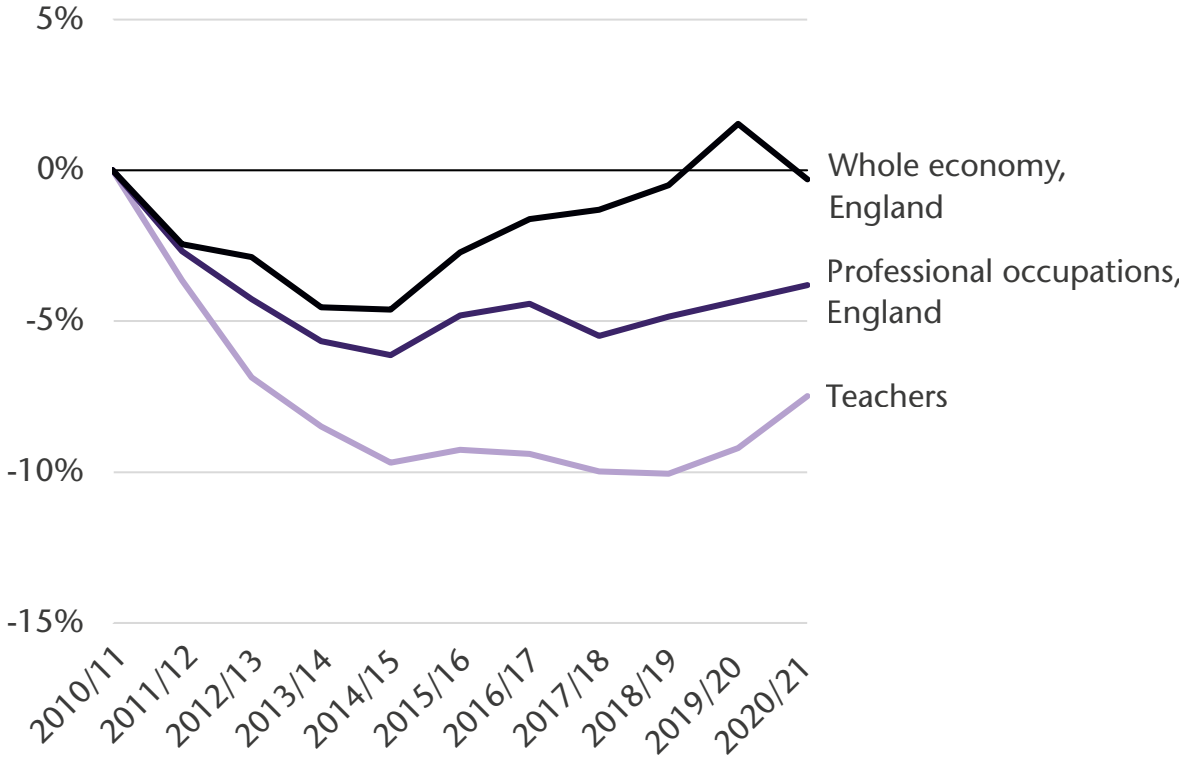
3.27 Our analysis of real-terms pay changes over time suggests that the competitiveness of teachers' earnings compared to the whole economy, and to professional occupations, was lower in 2020/21 compared to 2010/11. Figure 6 shows how the real-terms value of teachers' median earnings fell throughout the early 2010s. In its annual report for 2022, the National Foundation For Educational Research (NFER) comments that the real-terms value of median teacher pay fell as a result of public sector pay restraint through the early 2010s<sup>28</sup>. This fall in real-term earnings was larger for teachers in comparison to the whole economy and for professional occupations.

3.28 We estimate that teachers' median gross earnings in 2020/21 were 7.5% below their level in 2010/11 in real terms. Median gross earnings for the whole economy were around 0.3% below their 2010/11 level, whereas median gross earnings for professional occupations were 3.8% below their 2010/11 level, in real terms. The chart shows there has been some improvement for teachers between 2018/19 and 2020/21, driven by above-inflation rises in recent years (prior to the pay pause in 2021/22).

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<sup>28</sup> NFER (2022) *Teacher Labour Market in England – Annual Report 2022* – <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2022/>

**Figure 6: Median real-terms gross annual earnings for teachers in state-funded schools, compared to the whole economy (England) and professional occupations (England), compared to level in 2010/11<sup>29,30,31</sup>.**



3.29 Research conducted by NFER also suggests that the competitiveness of teachers’ pay compared to outside options was lower in 2019 than it was in 2010<sup>32</sup>. NFER found that the competitiveness of pay for experienced teachers had not deteriorated as much as for early-career teachers.

**Teacher numbers and characteristics**

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

3.31 There were 461,088 FTE teachers working in state-funded schools in England in November 2020, an overall increase of 1.6% (7,275 staff) from 2019. Between November 2019 and 2020:

- FTE nursery and primary teachers increased by 0.6% (1,366 staff)
- FTE secondary teachers increased by 2.5% (5,112 staff)
- FTE special school teachers increased by 3.1% (741 staff)

<sup>29</sup> Nominal earnings have been adjusted using annual CPIH. ONS (2022) *Consumer price inflation tables* – <https://www.ons.gov.uk/economy/inflationandpriceindices/datasets/consumerpriceinflation>

<sup>30</sup> OME analysis of Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

<sup>31</sup> Data for the whole economy and for professional occupations represent full-time median gross annual earnings in England. OME analysis of unpublished ASHE data. 2020/21 figures are provisional.

<sup>32</sup> NFER (2022) *What teachers do next after leaving and the implications for pay-setting* – <https://www.gov.uk/government/publications/what-teachers-do-after-leaving-implications-for-pay-setting>

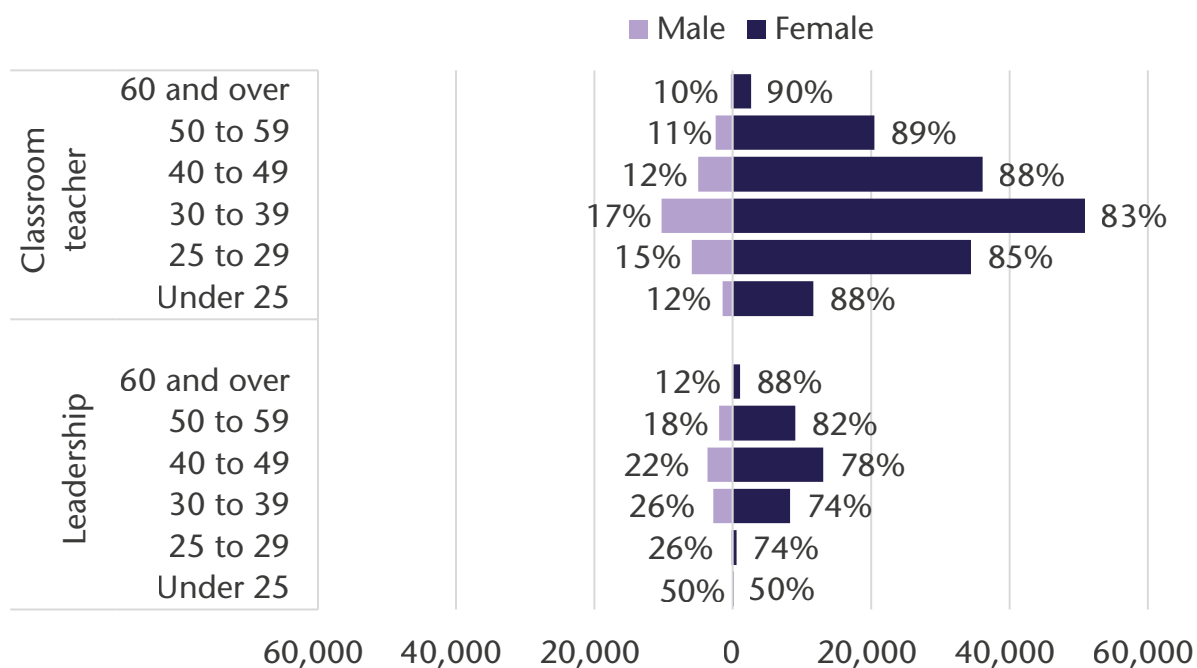
- FTE centrally employed teachers increased by 1.5% (54 staff)

3.32 Of the 461,088 teachers, around 44% work for Local Authority (LA) maintained schools and therefore formally sit within the STRB’s remit group. The remaining 56% work in the academy sector. By school type, 62% of primary and nursery school teachers fall within the STRB’s remit, whereas only 23% of secondary teachers do. The proportion of teachers in the STRB’s remit group was slightly higher in 2019/20, at 46% across state-funded schools. In 2020/21 the state-funded primary and nursery teacher workforce was 6% larger (222,519) than the secondary teacher workforce (209,824).

3.33 Figures 7 and 8 show the numbers of teachers by grade, age and gender across state-funded nursery and primary, and secondary schools. Key points from the figures and underlying data are:

- 30 to 39 year-olds made up the largest proportions of the total workforce across state-funded schools.
- A higher proportion of teachers were female in both primary (85%) and secondary schools (63%). Across all state-funded schools 74% of teachers were female.
- Whilst male teachers made up 15% of the primary workforce, they accounted for 22% of primary leadership roles (assistant heads, deputy heads and heads). In secondary, whilst male teachers accounted for 37% of the total workforce, they accounted for 49% of leadership roles.

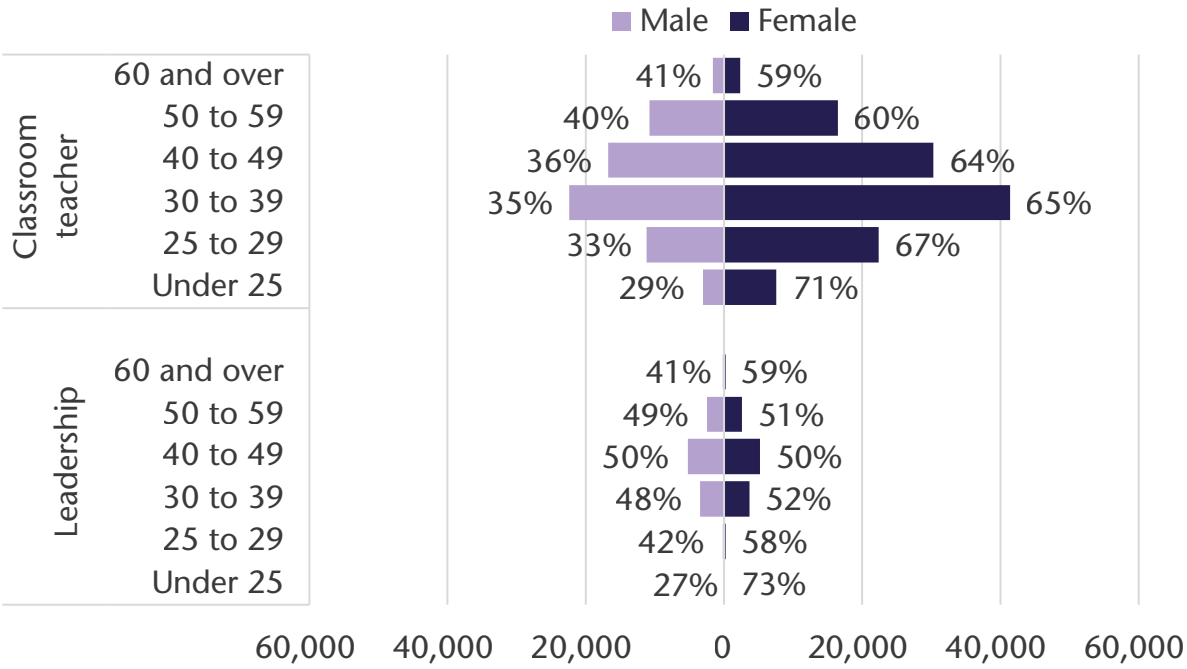
**Figure 7: Numbers of FTE teachers, split by age and gender, across state-funded nursery and primary schools, England, November 2020<sup>33</sup>.**



<sup>33</sup> OME analysis of Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>



**Figure 8: Numbers of FTE teachers, split by age and gender, across state-funded secondary schools, England, November 2020<sup>34</sup>.**



3.34 Tables 4 to 6 show the ethnicity of all teachers and pupils. Ethnicity information was available for 92% of teachers and 98% of pupils. We have also included estimates of ethnicity for the total population in England. The tables show, in November 2020:

- 91% of all teachers across state-funded schools were White; this compares to 73% of school pupils. These figures are similar to 2019/20. According to the ONS’s population estimates, 84% of the population in England were White in 2019. This is a 2 percentage point decrease from the 2011 census<sup>35</sup>.
- The proportion of teachers who were White increases by grade. For example, whilst 90% of classroom teachers were White, 96% of heads were.
- A higher proportion of teachers in nursery and primary schools were White compared to secondary schools.
- The pupil population is much more diverse than the teacher population, across school types.

<sup>34</sup> OME analysis of Department for Education (2020) *School Workforce in England: Reporting year 2020* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

<sup>35</sup> The statistics are classified as experimental and will be subject to further testing. ONS (2021) *Population estimates by ethnic group, England and Wales, 2019* – <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/datasets/populationestimatesbyethnicgroupenglandandwales>

3.35 Research conducted by NFER on equality in the teaching workforce highlights that there is significant under-representation of people from ethnic minority backgrounds within the teaching profession, except for ITT<sup>36</sup>. The under-representation of people from Asian, Black, Mixed and Other ethnic backgrounds is most pronounced at senior leadership and headship levels, concurring with our analysis of SWC data above. The research also looked at rates of progression for different ethnic groups. Ethnic disparities in progression were present across most stages of the profession, but the most significant disparities in progression occurred in ITT. This indicates that acceptance rates for applicants from ethnic minority backgrounds are generally lower than for applicants from white ethnic backgrounds; these gaps were largely unexplained.

**Table 4: Ethnicity of teachers by grade and pupils in state-funded schools, England, 2020/21 and ethnicity of the population in England, 2019<sup>37,38,39</sup>.**

|                           | White | Asian or Asian British | Black or Black British | Any other Mixed background | Any other ethnic group |
|---------------------------|-------|------------------------|------------------------|----------------------------|------------------------|
| Classroom teacher         | 90%   | 5%                     | 3%                     | 2%                         | 1%                     |
| Assistant head teacher    | 93%   | 4%                     | 2%                     | 1%                         | 0%                     |
| Deputy head teacher       | 95%   | 2%                     | 1%                     | 1%                         | 0%                     |
| Head teacher              | 96%   | 2%                     | 1%                     | 1%                         | 0%                     |
| Total teachers            | 91%   | 5%                     | 2%                     | 1%                         | 1%                     |
| Total pupils              | 73%   | 12%                    | 6%                     | 6%                         | 2%                     |
| Total population, England | 84%   | 8%                     | 4%                     | 2%                         | 2%                     |

<sup>36</sup> NFER (2022) *Racial Equality in the Teacher Workforce: An Analysis of Representation and Progression Opportunities from Initial Teacher Training to Headship* – <https://www.nfer.ac.uk/racial-equality-in-the-teacher-workforce/>

<sup>37</sup> Percentages are based on pupil headcount. OME analysis of Department for Education (2021) *Schools, pupils and their characteristics: Academic year 2020/21* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-pupils-and-their-characteristics>

<sup>38</sup> Percentages are based on teacher headcount. OME analysis of Department for Education (2021) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

<sup>39</sup> The statistics are classified as experimental and will be subject to further testing. ONS (2021) *Population estimates by ethnic group, England and Wales, 2019* – <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/datasets/populationestimatesbyethnicgroupenglandandwales>

**Table 5: Ethnicity of teachers by grade and pupils in state-funded secondary schools, England, 2020/21 and ethnicity of the population in England, 2019<sup>40,41,42</sup>.**

|                           | White | Asian or Asian British | Black or Black British | Any other Mixed background | Any other ethnic group |
|---------------------------|-------|------------------------|------------------------|----------------------------|------------------------|
| Classroom teacher         | 88%   | 6%                     | 3%                     | 2%                         | 1%                     |
| Assistant head teacher    | 92%   | 4%                     | 2%                     | 1%                         | 0%                     |
| Deputy head teacher       | 94%   | 3%                     | 2%                     | 1%                         | 1%                     |
| Head teacher              | 95%   | 2%                     | 1%                     | 1%                         | 0%                     |
| Total teachers            | 88%   | 6%                     | 3%                     | 2%                         | 1%                     |
| Total pupils              | 73%   | 12%                    | 6%                     | 6%                         | 2%                     |
| Total population, England | 84%   | 8%                     | 4%                     | 2%                         | 2%                     |

**Table 6: Ethnicity of teachers by grade and pupils in state-funded nursery and primary schools, England, 2020/21 and ethnicity of the population in England, 2019<sup>43</sup>.**

|                           | White | Asian or Asian British | Black or Black British | Any other Mixed background | Any other ethnic group |
|---------------------------|-------|------------------------|------------------------|----------------------------|------------------------|
| Classroom teacher         | 92%   | 4%                     | 2%                     | 1%                         | 0%                     |
| Assistant head teacher    | 93%   | 4%                     | 2%                     | 1%                         | 0%                     |
| Deputy head teacher       | 96%   | 2%                     | 1%                     | 1%                         | 0%                     |
| Head teacher              | 96%   | 2%                     | 1%                     | 1%                         | 0%                     |
| Total teachers            | 93%   | 4%                     | 2%                     | 1%                         | 0%                     |
| Total pupils              | 74%   | 12%                    | 5%                     | 7%                         | 2%                     |
| Total population, England | 84%   | 8%                     | 4%                     | 2%                         | 2%                     |

<sup>40</sup> Percentages are based on pupil headcount. OME analysis of Department for Education (2021) *Schools, pupils and their characteristics: Academic year 2020/21* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-pupils-and-their-characteristics>

<sup>41</sup> Percentages are based on teacher headcount. OME analysis of Department for Education (2021) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

<sup>42</sup> The statistics are classified as experimental and will be subject to further testing. ONS (2021) *Population estimates by ethnic group, England and Wales, 2019* – <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/datasets/populationestimatesbyethnicgroupenglandandwales>

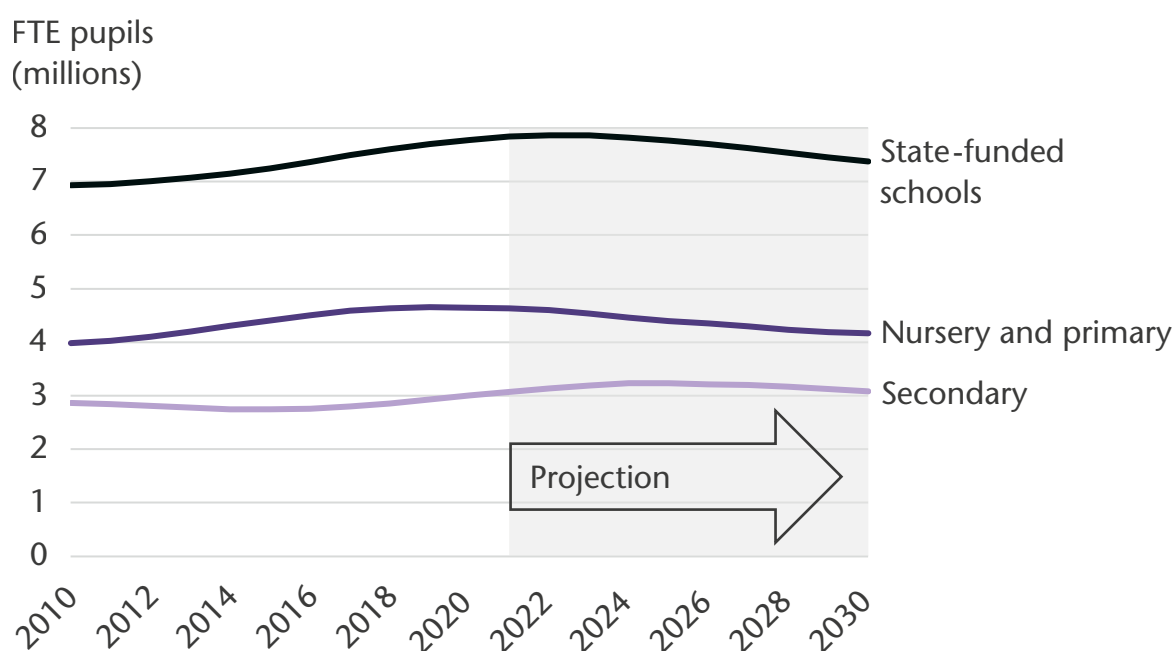
<sup>43</sup> Ibid.

## Pupil numbers

3.36 Pupil numbers do not translate directly into the required number of teachers; however, they do provide some measure of demand. Figure 9 shows pupil numbers for 2010 to 2020, as well as a projection to 2030<sup>44</sup>. The data show:

- The nursery and primary population peaked in 2019 at 4.7 million. Since this point, numbers have decreased. This is mainly due to continued reductions in the number of births since 2013.
- The secondary school population is projected to peak in 2024 at 3.2 million then gradually decline through to 2030, the end of the forecast.

**Figure 9: FTE pupil numbers up to and including age 15, in state-funded schools, England, 2010 to 2030 (projection from 2021)<sup>45</sup>.**



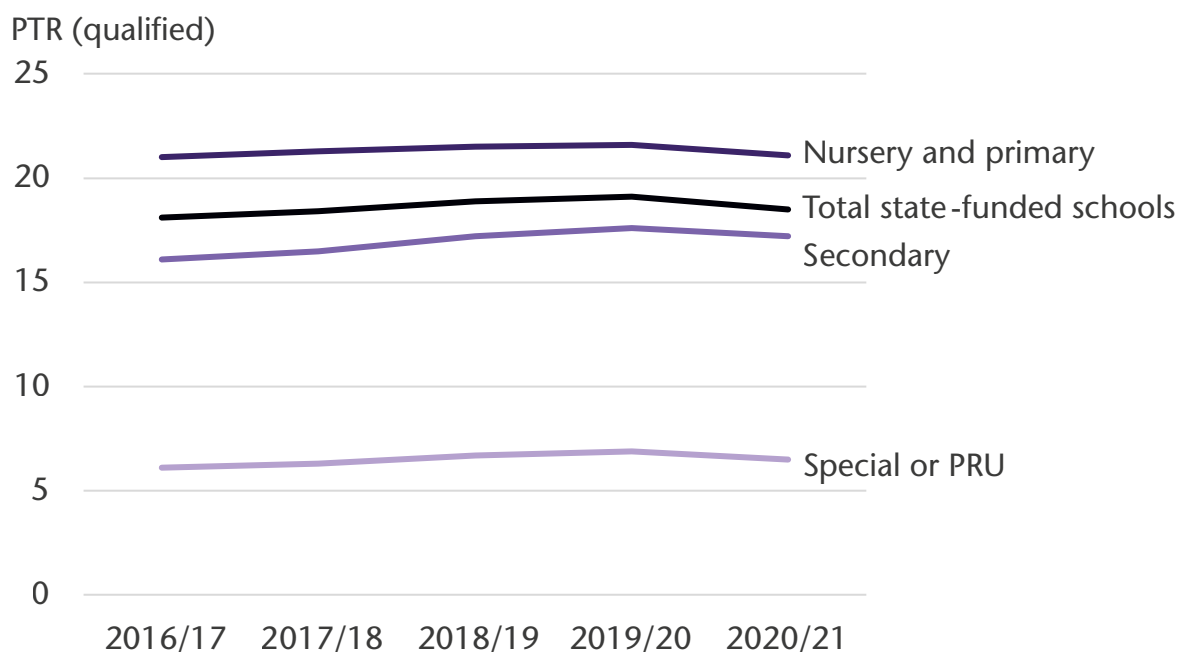
## Pupil to teacher ratios (PTRs)

3.37 Figure 10 shows the PTRs for qualified teachers within schools by school type from 2016/17 to 2020/21. For secondary schools, the PTR increased between 2016/17 and 2019/20. However, in the latest reporting year, the ratio decreased from 17.6 to 17.2. The PTR across primary schools increased more gradually between 2016/17 and 2019/20 as compared to secondary schools. The PTR for primary schools also decreased from 21.6 in 2019/20 to 21.1 in 2020/21. The figure shows that the PTR is considerably lower across state-funded special schools or pupil referral units (PRU).

<sup>44</sup> The Department for Education notes that 2021 schools census data have not been fed into the model this year. This is because the data showed notable decreases in enrolment in nursery and primary schools and alternative provision compared to earlier years. These decreases are expected to be temporary, caused by the pandemic. Had this data fed into the model, pupil numbers would have been projected to decrease in future years. These decreases were not seen to be realistic and reflective of longer-term trends.

<sup>45</sup> OME analysis of Department for Education (2021) *National pupil projections: Reporting year 2021* – <https://explore-education-statistics.service.gov.uk/find-statistics/national-pupil-projections/2021>

**Figure 10: Pupil to teacher ratios (PTRs) for qualified teachers in state-funded schools, England, 2016/17 to 2020/21<sup>46</sup>.**



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

- The PAR for all state-funded nursery and primary schools was 11.0 in 2020/21, a slight decrease from 2019/20 (11.2).
- The PAR for all state-funded secondary schools was 11.9 in 2020/21, stable from 2019/20.

### ***Teacher flows: entrants and leavers***

3.39 The following section focuses on entrants to, and leavers from, the teacher workforce. In 2020/21 there were 43,516 FTE qualified entrants to teaching in state-funded schools. The overall entrants' rate was 9.7%, slightly lower than in 2019/20 when the rate was 10.3%. Of the qualified new entrants there were:

- 20,073 newly qualified teachers (NQTs), 46% of all entrants.
- 16,318 teachers returning to teaching after a break, 37% of all entrants.
- 3,782 deferred NQTs, 9% of all entrants.
- 3,344 teachers new to the state-funded sector, 8% of all entrants.

<sup>46</sup> OME analysis of Department for Education (2021) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

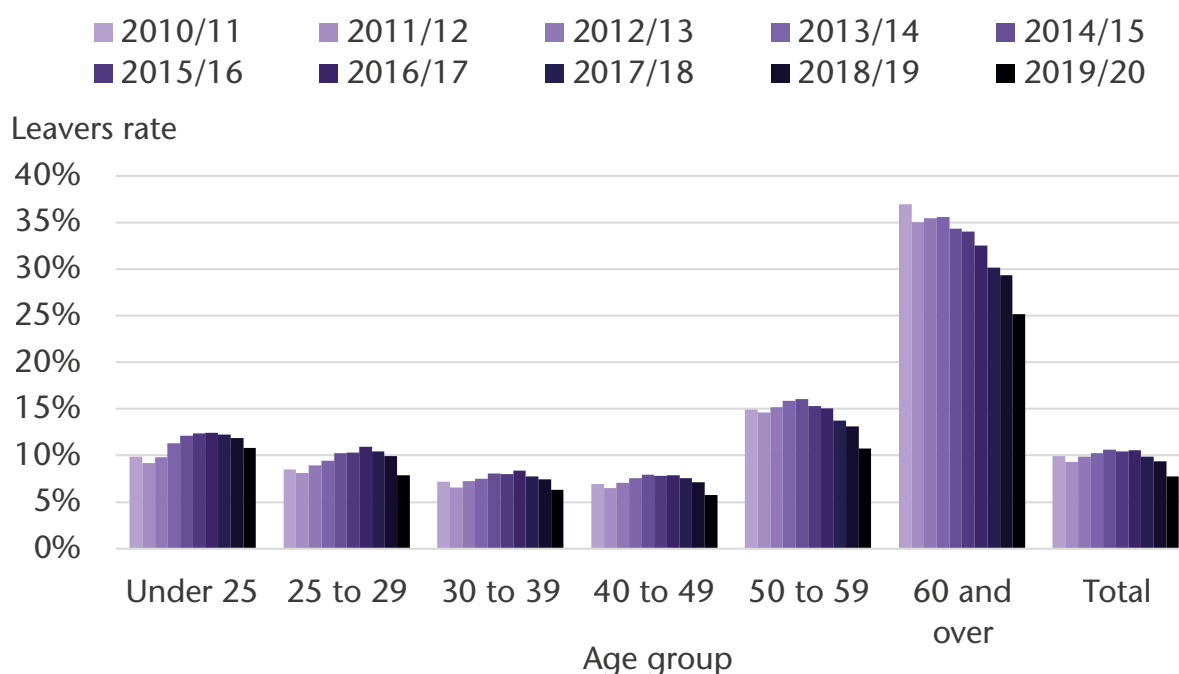
- 3.40 Between November 2019 and November 2020 there were 34,116 FTE qualified teachers who left teaching in state-funded schools. The overall leaving rate was 7.8%, a decrease from 2018/19 (9.4%) and the lowest rate recorded between 2010/11 and 2019/20. Of the teachers who left in 2019/20 there were:
- 29,524 teachers out of service, 87% of all leavers.
  - 4,462 teachers who retired, 13% of all leavers.
  - 130 teachers who died whilst in service, less than 1% of all leavers.
- 3.41 The proportion of leavers who retired has fallen each year from 2010/11 (33%) to 2019/20 (13%). This is consistent with a reduction in the proportion of teachers who were aged 50 or over from 24% in 2010/11 to 18% in 2020/21.
- 3.42 Within the overall leaving rate, there is variation by school type. The leaving rate for primary schools has been consistently lower than for secondary schools since 2010/11. Between 2018/19 and 2019/20, the primary and secondary school leaving rates decreased from 9.0% to 7.5% and 9.4% to 7.9% respectively. These latest leaving rates are the lowest seen since 2010/11.
- 3.43 In addition to entrants and leavers, changes to working patterns also affect the number of FTE teachers. In 2020, 5% of qualified teachers increased their working hours and 6% decreased theirs. Overall, this led to a decrease of around 2,300 FTE qualified teachers from 2019 to 2020. This decrease is smaller than from 2018 to 2019 (3,200 FTE qualified teachers).
- 3.44 Overall, there were around 7,300 more FTE teachers across state-funded schools in 2020/21 compared to 2019/20. This increase is much larger than seen from 2018/19 to 2019/20 (an increase of around 400 FTE teachers) and was driven by a large decrease in the number of leavers, rather than an increase in joiners.

### ***Leaving rates by age***

- 3.45 Figure 11 presents the leaving rates by age on leaving per year from 2010/11 to 2019/20. During this period, the number of leavers aged 50 to 59 and 60 and over have steadily decreased. Over the same period, the leaving rate for all age groups under 50 increased until around 2016/17 before showing slight decreases in the last three years.
- 3.46 Across all age groups, leaving rates have decreased in the latest year of data, albeit to a lesser extent in the Under 25 category. In general, over recent years, leaver rates have fallen for all groups but have fallen faster for more experienced teachers than early career teachers.

- 3.47 In absolute terms, the largest number of qualified teacher leavers were from the 30 to 39 and 50 to 59 age categories in 2019/20, with around 9,200 and 7,300 leavers respectively. Absolute numbers of leavers by age are shown in Figure 12. The figure highlights that, whilst leaving rates were high for teachers in the Under 25 and 60 and over categories, the absolute numbers of leavers were relatively low in comparison to other age categories.
- 3.48 NFER’s Annual Report 2022 included findings from its autumn 2021 survey of senior leaders, which suggested retention rates may be returning towards pre-pandemic levels, particularly for the primary phase. 23% of primary leaders said teacher turnover (including those moving school and leaving teaching) was higher than before the pandemic; 22% said turnover was lower. Secondary leaders were more likely to report turnover being lower (46% of leaders), compared to higher (21% of leaders)<sup>47</sup>.

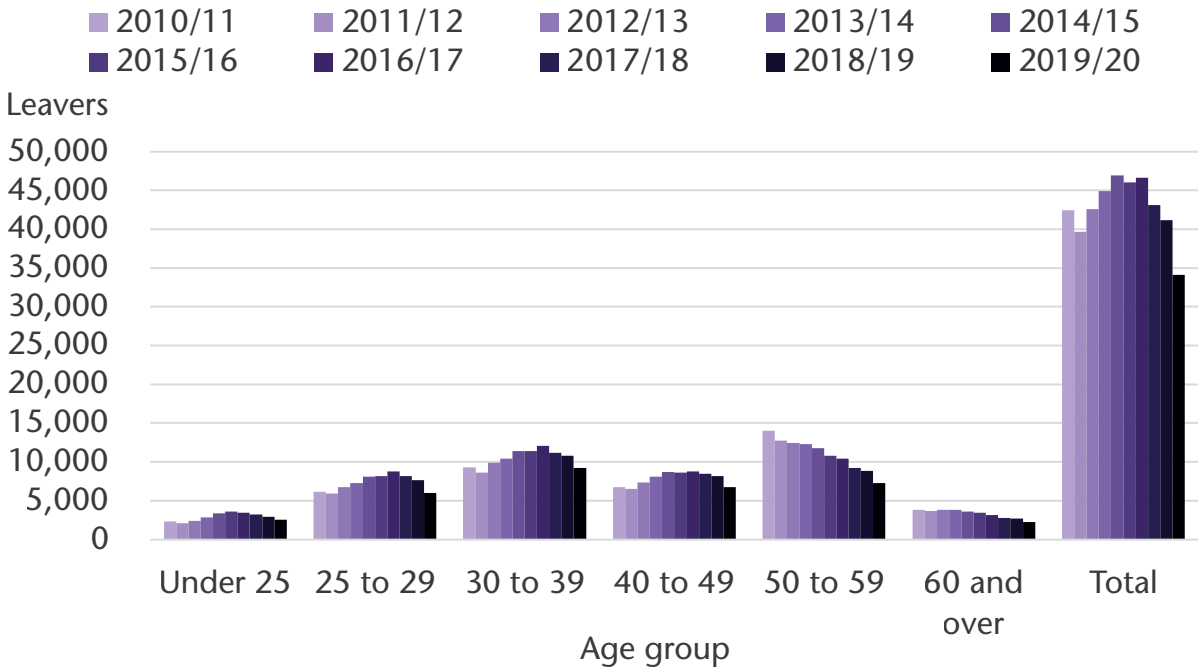
**Figure 11: Leaving rates of FTE qualified teacher leavers by age on leaving, across all state-funded schools, England, 2010/11 to 2019/20<sup>48</sup>.**



<sup>47</sup> NFER (2022) *Teacher Labour Market in England – Annual Report 2022* – <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2022/>

<sup>48</sup> OME analysis of Department for Education (2021) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

**Figure 12: Numbers of FTE qualified teacher leavers by age on leaving, across all state-funded schools, England, 2010/11 to 2019/20<sup>49</sup>.**



**Leaving and retention rates by length of service**

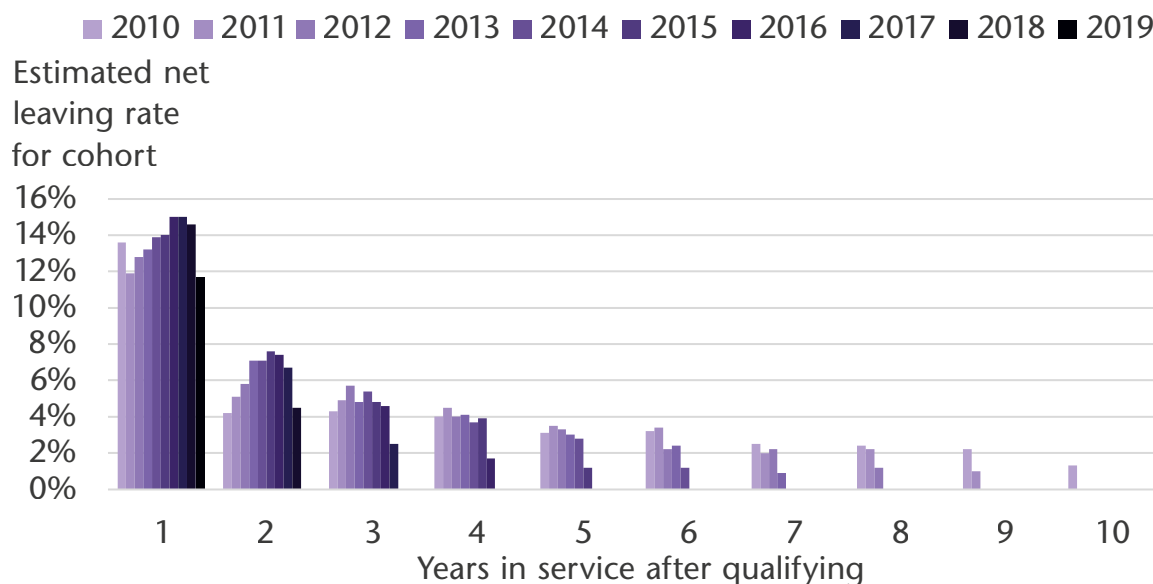
- 3.49 Figure 13 estimates, for each cohort of new entrants, the percentage of that cohort leaving after each year of service. For example, for the 2010 entry cohort, it shows the percentage of teachers in the cohort who left after one year of service, two years of service, and so forth. In some cases, a teacher from a given cohort may leave and subsequently return to service; in such cases they cease being treated as a leaver from the year they are recorded as having returned. In this sense, we are measuring ‘net leaving rates’.
- 3.50 The net leaving rates for any given cohort decline quickly after the first few years of service and then flatten out. The figure highlights decreases in the net leaving rates for all length of service groups in the latest year of data and shows that retention has improved for early-career and experienced teachers. This is likely a result of the COVID-19 pandemic; in previous recessions teacher retention has improved, as options outside teaching carry more uncertainty<sup>50</sup>. Lockdown restrictions may also have constrained teachers from moving jobs.
- 3.51 Figure 14 draws on the same underlying data as Figure 13 and shows retention rates of teachers by year of qualification. It shows the percentage of teachers still in service in the state-funded schools’ sector after one to 10 years. The data include all teachers in service in a given year, regardless of any prior breaks in service. Despite improvements to retention rates in 2019,

<sup>49</sup> OME analysis of Department for Education (2021) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>  
<sup>50</sup> OME analysis of Department for Education (2015) *School workforce in England: November 2014* – <https://www.gov.uk/government/statistics/school-workforce-in-england-november-2014>

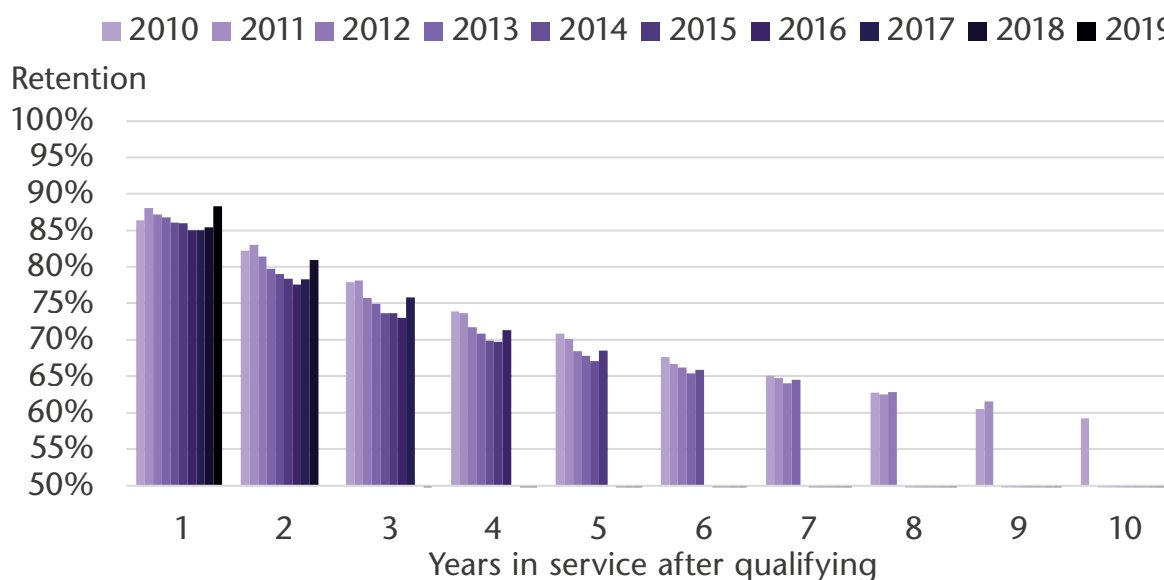


the latest retention rates for each annual cohort of joiners to the profession remain considerably lower than those for earlier cohorts. For example, the retention rate after three years' service fell from 78% for 2010 joiners to 76% for 2017 joiners; the rate after five years' service fell from 71% for 2010 joiners to 69% for 2015 joiners.

**Figure 13: Estimated net leaving rates after each year of service (full-time and part-time qualified teachers), England, 2010 to 2019<sup>51</sup>. The years in the legend indicate the year qualified.**



**Figure 14: Retention rates of teachers after each year of service (full-time and part-time qualified teachers), England, 2010 to 2019<sup>52</sup>. The years in the legend indicate the year qualified.**



<sup>51</sup> A revision was made to the data published in 2021 and the revised data have been used here. OME analysis of Department for Education (2022) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

<sup>52</sup> Ibid.

## ***Leadership retention***

3.52 Data published by the Department provide recent information on retention for leadership teachers<sup>53</sup>. In the analysis, retention is defined as the proportion of teachers (aged under 50) who were employed in subsequent years in a role of the same or higher level and in the same phase, as recorded by the SWC. Leaders who are not retained under this definition may still be retained within the teaching profession, for example, in a more junior role or within a Multi-Academy Trust (MAT) where their role falls outside the scope of the SWC. The analysis found that:

- Retention of senior leaders (aged under 50) is higher in primary schools than in secondary schools.
- Retention rates generally declined for those new to leadership between 2011 and 2015 but have stabilised and in some cases improved in recent years (improvements in 2019/20 may be attributable to the impact of the COVID-19 pandemic).
- Retention of heads in both primary and secondary schools has declined since 2011. For example, 94% of primary heads were retained one year after promotion in 2011, versus 90% in 2019. For secondary schools, 92% of heads were retained one year after promotion in 2011, versus 88% in 2019. The Department notes that the increasing prevalence of MATs may also have reduced the apparent retention of heads, as teachers moving to executive head teacher or CEO roles in a trust are no longer in scope for the SWC and are thus classified as 'not retained'.
- Retention for deputy heads has remained relatively stable from 2011 to 2019 for primary schools.
- For assistant head teachers, there was a slight reduction in the retention rate over time in primary schools but there are indications that it has improved for the 2017 cohort onwards. The retention rate also declined in secondary schools for the cohorts 2011 to 2015. However, the rate has steadily improved for the 2016 cohort and onwards.
- Middle leaders were found to have lower rates of retention than more senior roles, for both primary and secondary schools. This is to be expected as some middle leaders are classroom teachers who have taken on extra duties for a fixed period, moving them into middle leadership for the duration, after which they return to classroom teaching and would therefore appear as not retained.

3.53 The Department has highlighted to the STRB that retention rates are higher for leadership roles if the overall retention in state-funded sector is considered. This definition is wider than that above as it does not limit the

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<sup>53</sup> OME analysis of Department for Education (2022) *School leadership in England 2010 to 2020: characteristics and trends* – <https://www.gov.uk/government/publications/school-leadership-in-england-2010-to-2020-characteristics-and-trends>

retention criteria to 'retention at grade or higher'. The difference between overall retention and retention in grade is larger at lower levels of leadership (widest at middle leader level and narrowest at head teacher level).

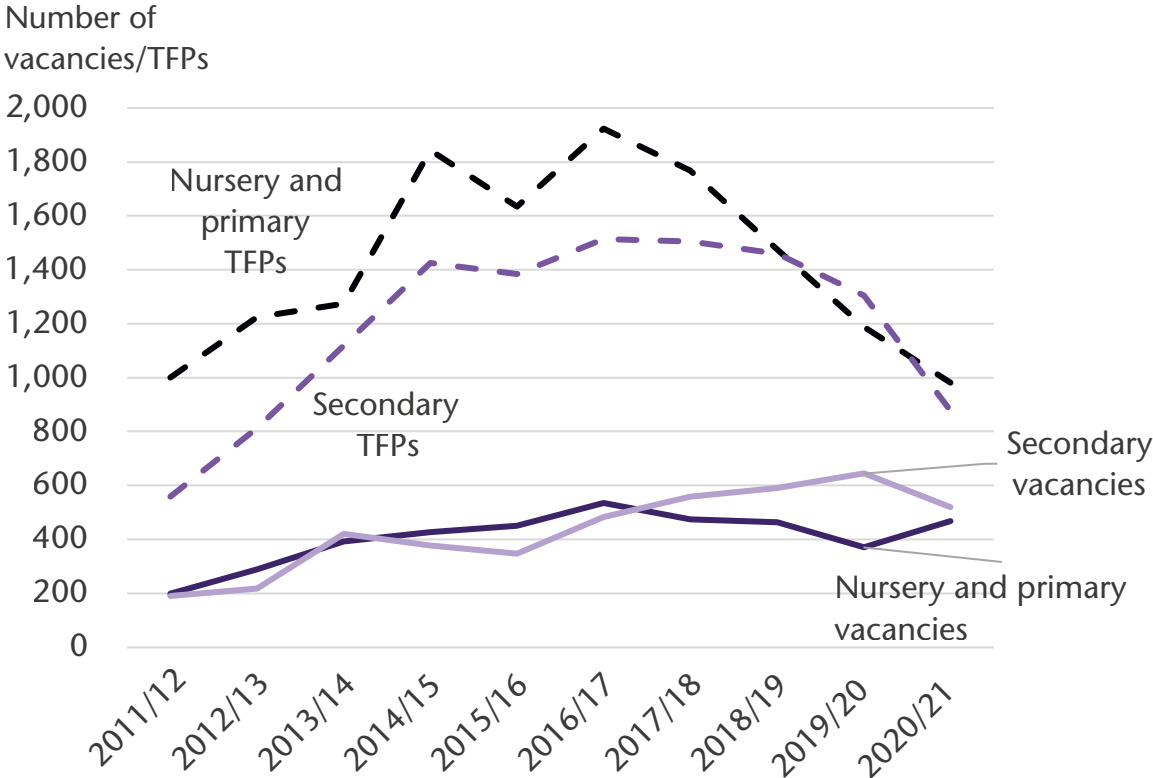
### ***Teacher vacancies***

- 3.54 In the 2020/21 academic year, the teacher vacancy rate (including full-time and part-time teachers) across all state-funded schools was 0.2%, similar to the previous year (0.3%)<sup>54</sup>. The vacancy rate for classroom teachers was 0.2%, the same as that for all leadership. We note that these data provide a snapshot of vacancies at the census date.
- 3.55 In absolute terms, the number of vacancies across state-funded schools fell by 4% compared to the previous year, to 1,098. Within the headline total, secondary schools saw a decrease in recorded vacancies, while primary schools saw an increase (see Figure 15).
- 3.56 A temporarily filled post (TFP) is one where a permanent vacancy exists but is being filled by a teacher on a contract of at least one term but less than a year. The vacancy rate for TFPs across all state-funded schools was 0.5% in 2020/21, the lowest level seen since 2012/13 and a decrease from 2019/20. In absolute terms, there were 2,128 TFPs in 2020/21. After peaking in 2016/17, the number of TFPs has fallen, particularly at primary level (see Figure 15).
- 3.57 No subject-level vacancy data were recorded in the 2020 School Workforce Census to reduce schools' burden during the pandemic, therefore no update has been provided in this report. The Department is collecting these data for the 2021 census.

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<sup>54</sup> A vacancy refers to a full-time appointment of at least one term's duration that, on the November census date, had been advertised but not filled. Vacancies exclude those filled on a temporary basis unless it is by someone on a contract of less than a term. We note the limitation of the vacancy data in that the data are a November snapshot. As vacancies may have been filled in time for the start of the school year, the school vacancy data does not reflect the challenges faced by schools throughout the year, as vacant posts may be advertised at other times, such as over spring/summer.

**Figure 15: Teacher vacancies (both full-time and part-time) and temporarily filled posts (TFPs) in state-funded schools, England, 2011/12 to 2020/21<sup>55,56</sup>.**



**Initial teacher training in 2021/22**

3.58 This section presents information on undergraduate and postgraduate entrants to initial teacher training (ITT) and includes data relating to entrants’ characteristics and delivery against recruitment targets.

**Total number of entrants**

3.59 In total there were 37,069 new entrants to ITT in 2021/22, compared to 40,377 in 2020/21. Whilst this is a decrease of 8% from 2020/21, it is an increase of 10% from 2019/20. Of this overall total:

- There were 31,233 new entrants to postgraduate ITT in 2021/22, a decrease of 9% from 2020/21, but an increase of 8% from 2019/20.
- There were 5,836 new entrants to undergraduate ITT in 2021/22, a decrease of 2% from 2020/21, but an increase of 20% from 2019/20.

<sup>55</sup> To reduce burden during the COVID-19 pandemic, schools and LAs were not required to provide the tenure (full-/part-time working pattern) of teachers in the November 2020 School Workforce Census. Therefore, the data in the figure includes both full- and part-time staff vacancies, whereas previous publications have focused only on full-time vacancies.

<sup>56</sup> OME analysis of Department for Education (2021) *School workforce in England* – <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

## Entrants' characteristics

- 3.60 The broad characteristics of ITT entrants are shown in Tables 7 and 8. Postgraduate entrants tend to be older and more diverse than undergraduate entrants, although a smaller proportion of postgraduate entrants had a declared disability. Females account for a larger proportion of primary entrants compared to secondary; this applies to both postgraduate and undergraduate entrants.
- 3.61 Young entrants form the largest component of each cohort of ITT students. In 2021/22, 91% of undergraduate entrants were aged under 25, stable from 2020/21. 52% of postgraduate entrants were aged under 25, a slight increase from 51% in 2020/21. Despite the changing labour market, the characteristics of ITT entrants have remained broadly similar to previous years.

**Table 7: Characteristics of postgraduate ITT entrants, England, academic year 2017/18 to 2021/22<sup>57</sup>.**

|                           | 2017/18<br>(%) | 2018/19<br>(%) | 2019/20<br>(%) | 2020/21<br>(%) | 2021/22<br>(%) |
|---------------------------|----------------|----------------|----------------|----------------|----------------|
| Primary Male              | 20             | 19             | 17             | 17             | 16             |
| Primary Female            | 80             | 81             | 83             | 83             | 83             |
| Secondary Male            | 40             | 39             | 38             | 39             | 39             |
| Secondary Female          | 60             | 61             | 61             | 61             | 60             |
| Minority ethnic group     | 16             | 18             | 19             | 19             | 21             |
| Non-minority ethnic group | 84             | 82             | 81             | 81             | 79             |
| Declared disability       | 10             | 11             | 13             | 13             | 14             |
| No disability declared    | 90             | 89             | 87             | 87             | 86             |
| Under 25                  | 51             | 50             | 50             | 51             | 52             |

<sup>57</sup> Minority ethnic includes Asian, Black, Mixed ethnicity and Other ethnicity groups. OME analysis of Department for Education (2021) *Initial teacher training Census Academic year 2021/22* – <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census> Figures for 2021/22 are provisional and are subject to change. 2020/21 figures have been revised. Percentages may not sum to 100 due to rounding.

**Table 8: Characteristics of undergraduate ITT entrants, England, academic year 2017/18 to 2021/22<sup>58</sup>.**

|                           | 2017/18<br>(%) | 2018/19<br>(%) | 2019/20<br>(%) | 2020/21<br>(%) | 2021/22<br>(%) |
|---------------------------|----------------|----------------|----------------|----------------|----------------|
| Primary Male              | 14             | 13             | 13             | 11             | 11             |
| Primary Female            | 86             | 87             | 87             | 89             | 88             |
| Secondary Male            | 42             | 45             | 30             | 23             | 39             |
| Secondary Female          | 59             | 55             | 70             | 77             | 61             |
| Minority ethnic group     | 10             | 11             | 12             | 15             | 16             |
| Non-minority ethnic group | 90             | 89             | 88             | 85             | 84             |
| Declared disability       | 12             | 15             | 16             | 17             | 15             |
| No disability declared    | 88             | 85             | 84             | 83             | 85             |
| Under 25                  | 91             | 89             | 90             | 91             | 91             |

### ITT performance against targets

- 3.62 The Teacher Workforce Model (TWM) provides an annual estimate of the number of trainees needed to start postgraduate ITT each year to provide sufficient numbers of qualified teachers in the year after their training is completed<sup>59</sup>. This results in ITT recruitment targets for both the primary phase and for secondary subjects. Recruitment to postgraduate ITT (PGITT) in 2021/22 was not limited for any subject except Physical Education. Therefore, although targets for certain subjects may have decreased from 2020/21 to 2021/22, this does not mean there will necessarily be fewer trainees recruited.
- 3.63 In 2021/22 the 31,233 new entrants to PGITT accounted for 101% of the ITT target overall. Within the overall total, 82% of the secondary PGITT target was achieved (16,571 new entrants), down from 103% in 2020/21 and 83% in 2019/20. This was driven by a decrease in the number of secondary entrants.
- 3.64 For primary, the 14,662 new entrants in 2021/22 accounted for 136% of the target. This is an increase from 125% in 2020/21, driven by an increase in entrants and a decrease in the postgraduate primary target.
- 3.65 Table 9 sets out the number of ITT recruits and target figures for the primary and secondary phases over recent years.

<sup>58</sup> Minority ethnic includes Asian, Black, Mixed ethnicity and Other ethnicity groups. OME analysis of Department for Education (2021) *Initial teacher training Census Academic year 2021/22* – <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census> Figures for 2021/22 are provisional and are subject to change. 2020/21 figures have been revised. Percentages may not sum to 100 due to rounding.

<sup>59</sup> The Teacher Supply Model (TSM) was replaced by the Teacher Workforce Model (TWM) and targets for 2021/22 use this newly-developed model. The Department cautions against comparing 2021/22 TWM targets at the PGITT subject level against previous TSM targets. This is due to an uplift in targets for some subjects in the TWM to account for under-recruitment in previous years.

**Table 9: Postgraduate ITT new entrants and targets, 2016/17 to 2021/22<sup>60</sup>.**

| Target                                | 2016/17    | 2017/18     | 2018/19     | 2019/20    | 2020/21     | 2021/22     |
|---------------------------------------|------------|-------------|-------------|------------|-------------|-------------|
| Primary                               | 11,288     | 12,500      | 12,888      | 12,216     | 14,380      | 14,662      |
| Primary target                        | 11,489     | 12,121      | 12,552      | 13,003     | 11,467      | 10,800      |
| <i>Percentage of Primary target</i>   | <i>98%</i> | <i>103%</i> | <i>103%</i> | <i>94%</i> | <i>125%</i> | <i>136%</i> |
| Secondary                             | 15,461     | 14,646      | 16,327      | 16,701     | 20,014      | 16,571      |
| Secondary target                      | 17,688     | 18,726      | 19,674      | 20,087     | 19,485      | 20,230      |
| <i>Percentage of Secondary target</i> | <i>87%</i> | <i>78%</i>  | <i>83%</i>  | <i>83%</i> | <i>103%</i> | <i>82%</i>  |
| Total                                 | 26,749     | 27,146      | 29,215      | 28,917     | 34,394      | 31,233      |
| Total TWM target                      | 29,176     | 30,847      | 32,226      | 33,090     | 30,952      | 31,030      |
| <i>Percentage of total target</i>     | <i>92%</i> | <i>88%</i>  | <i>91%</i>  | <i>87%</i> | <i>111%</i> | <i>101%</i> |

3.66 Figure 16 focuses on the 2021/22 year and shows the absolute numbers of postgraduate trainees and target numbers, as well as the percentage of the target met by subject. It shows how subjects with a similar percentage performance against target can differ in the absolute numbers of trainees by which they fell short. For example, Physics and Design & Technology (D&T) only met 22% and 23% of their targets respectively; this equated to shortfalls of 1,963 for Physics and 1,134 for D&T.

3.67 For STEM<sup>61</sup> subjects, 73% of the PGITT target was met in 2021/22. Two of the five underlying STEM targets were met: Biology (117% of target) and Chemistry (105% of target). 95% of the Maths target was met, an increase from 2020/21. This is despite the numbers of trainees decreasing compared to 2020/21 and is due to a decrease in the Maths target which offset the decrease in trainee numbers. In Physics, 22% of the target was met, a decrease in performance from 2020/21, driven by an increase in the target for 2021/22 despite the number of entrants increasing slightly. In computing, 69% of the target was met, a large decrease from 2020/21, caused by the target number of entrants increasing.

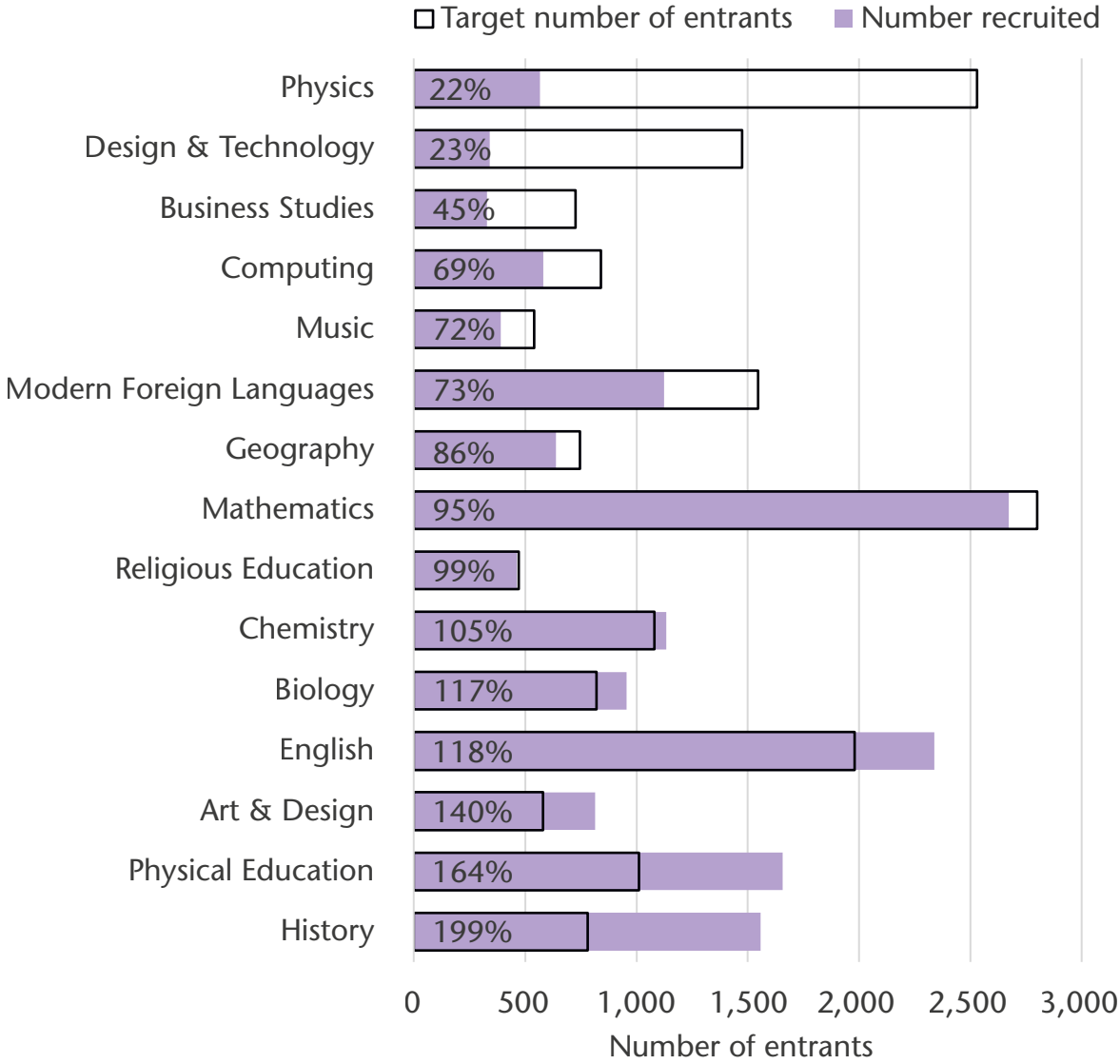
3.68 In addition to Maths, Physics and Computing, targets were not met for D&T (23%), Business Studies (45%), Music (72%), Modern Foreign Languages (73%), Geography (86%) and Religious Education (99%). In addition to Biology and Chemistry, PGITT targets were exceeded for English (118%), Art & Design (140%), Physical Education (164%) and History (199%).

3.69 Figure 17 shows recruitment levels against targets for selected subjects in the last three years. The figure highlights the surge in entrants in 2020/21 where all subjects saw some increase in the proportion of their target met compared to 2019/20. In 2021/22, the performance against target for most subjects was below the peak in 2020/21.

<sup>60</sup> OME analysis of Department for Education (2021) *Initial teacher training Census Academic year 2021/22* – <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census> Figures for 2021/22 are provisional and are subject to change. 2020/21 figures have been revised.

<sup>61</sup> STEM includes biology, chemistry, computing, mathematics and physics.

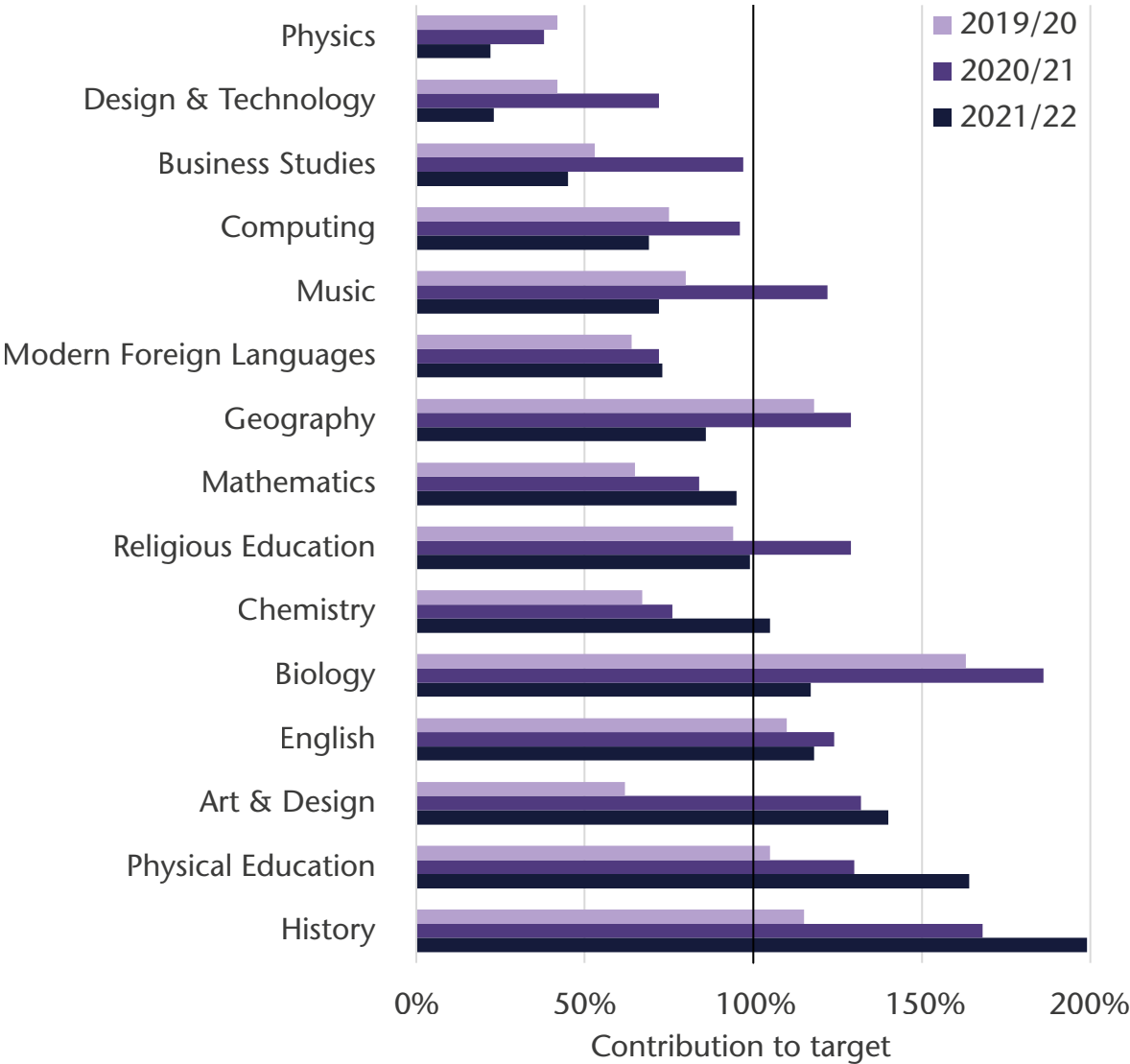
**Figure 16: Subjects' target numbers of postgraduate entrants versus the numbers recruited in 2021/22. Subjects are sorted in order of the percentage of their target met, from smallest to largest<sup>62</sup>.**



<sup>62</sup> OME analysis of Department for Education (2021) *Initial teacher training Census Academic year 2021/22* – <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census> Figures for 2021/22 are provisional and are subject to change. Modern Foreign Languages here includes Classics.



**Figure 17: Postgraduate ITT contribution to targets by subject, 2019/20 to 2021/22. Subjects are sorted in order of contribution to targets in 2021/22<sup>63</sup>.**



***Overseas teachers awarded qualified teacher status***

3.70 In addition to trainee teachers, there are existing teachers from overseas who can be awarded qualified teacher status (QTS) without ITT, given their previous experience. This is possible for two groups of overseas trained teachers (OTTs):

- Those fully qualified in the European Economic Area (EEA) or Switzerland of which there were 1,975 awarded QTS in the year to March 2021. This represented a 20% decrease from 2019/20 and follows a 21% decrease the preceding year<sup>64</sup>.

<sup>63</sup> OME analysis of Department for Education (2021) *Initial teacher training Census Academic year 2021/22* – <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census> Figures for 2021/22 are provisional and are subject to change. 2020/21 data have been revised. Modern Foreign Languages here includes Classics.

<sup>64</sup> Teaching Regulation Agency (2021) *Annual report and accounts, 2020 to 2021* – <https://www.gov.uk/government/publications/teaching-regulation-agency-annual-report-and-accounts-2020-to-2021>

- Since 2012, those fully qualified in Australia, Canada, New Zealand, and the United States of which there were 965 awarded QTS in the year to March 2021. This represented a 32% decrease from 2019/20 and follows an 8% decrease the previous year.
- 3.71 Overall, there were 2,940 OTTs awarded QTS in 2020/21, which represented a 24% decrease on 2019/20 (from 3,868). This follows a smaller decrease of 17% the previous year. The reduction in number of OTTs and the points-based immigration system may lead to further pressures on teacher supply.
- 3.72 Some overseas teachers may be able to teach without QTS and therefore will not be included within these data. They can do this on an unlimited basis in an academy or free school. Unqualified teachers from overseas can also teach in maintained schools for up to four years whilst they achieve QTS by a recognised route.
- 3.73 All overseas nationals arriving in the UK from 1 January 2021, including those from the EEA and Switzerland, come under the UK's points-based immigration system. The main visa route for non-UK teachers in England is the skilled worker visa, which requires certain conditions to be met. Alternative visa routes are also available, such as the Graduate visa or the Youth Mobility Scheme visa. More information is available via the Department's website<sup>65</sup>.

### ***Teacher labour market summary***

- In the wider economy, inflation has been rising sharply (CPI inflation was 9.0% in the 12 months to April 2022, up from 7.0% in March 2022) and the labour market has been tightening.
- The ISE estimates that the graduate recruitment market in 2020/21 was almost back at 2018/19 levels after rebounding sharply from the 2019/20 pandemic shock. Graduate roles were highly competitive with an average 91 applications per vacancy in 2020/21, a 17% increase on the year before.
- According to the What do graduates do? report, 7.8% of the 2018/19 graduating cohort in employment were employed as education professionals compared to 7.3% the previous year.
- High Fliers reports that the number of graduates recruited in 2021 was higher than expected, with a year-on-year increase of 9.4% relative to 2020.
- High Fliers note that for the first time in eight years, graduate starting salaries are set to increase in 2022 to a median salary of £32,000, a 6.7% increase from £30,000 in 2021.

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<sup>65</sup> Department for Education (2021) *Teach in England if you qualified outside the UK* – <https://www.gov.uk/government/publications/teach-in-england-if-you-qualified-outside-the-uk/teach-in-england-if-you-qualified-outside-the-uk>

- When comparing teachers' pay to that of other professional occupations by age and region, the gaps were widest for younger teachers and for those in London.
- The real-terms value of median teacher earnings has fallen since the early 2010s. In 2020/21, teachers' real-term earnings were around 7.5% lower than their level in 2010/11. Median earnings across the whole economy in England were 0.3% lower in real terms in 2020/21, compared to their 2010/11 level.
- The FTE teacher workforce increased by 1.6% or 7,300 between 2019 and 2020. Secondary schools saw the largest absolute increase in teacher numbers.
- The proportion of teachers from an ethnic minority background has remained stable from 2019/20 to 2020/21; in 2020/21, 91% of teachers across state-funded schools were White.
- PTRs and PARs experienced slight decreases from 2019/20 to 2020/21 in both primary and secondary schools. In primary schools, the PTR (qualified teachers) decreased from 21.6 to 21.1 between 2019/20 and 2020/21. In secondary schools, the PTR decreased from 17.6 to 17.2 over the same period.
- In 2020/21, the qualified entrants rate to teaching decreased by 0.6 percentage points to 9.7%. The qualified leavers rate from teaching decreased in 2019/20 by 1.6 percentage points, from 9.4% in the previous year. The overall leavers rate (7.8%) is the lowest rate recorded between 2010/11 and 2019/20.
- Despite some improvements to retention rates in 2019, the latest retention rates for each annual cohort of joiners to the profession remain lower than those for earlier cohorts. For example, the retention rate after three years' service fell from 78% for 2010 joiners to 76% for 2017 joiners; the rate after 5 years' service from 71% for 2010 joiners to 69% for 2015 joiners.
- The overall number of vacancies for state-funded schools decreased by 4% from 2019 to 2020. Within this total, the number of vacancies increased for nursery and primary schools but decreased for secondary schools.
- Headline ITT targets for new entrants were met for primary (136%) but not secondary (82%).
- Whilst the numbers of ITT entrants in 2021/22 decreased on 2020/21, numbers have increased by 10% from 2019/20. This is because there was an unprecedented increase in new entrants to ITT in 2020/21 compared to the previous year, likely to be a direct result of the COVID-19 pandemic.
- There were several secondary subjects where ITT targets were not met (Physics, D&T, Business Studies, Computing, Music, Modern Foreign Languages, Geography, Maths and Religious Education).

- The number of teachers from overseas awarded qualified teacher status declined sharply from 3,868 in 2019/20 to 2,940 in 2020/21 (a 24% decrease) and follows a 17% decrease the preceding year. The UK introduced a points-based immigration system on 1 January 2021 which may affect the supply of overseas teachers.



## CHAPTER 4

### Our conclusions and recommendations for 2022/23 and 2023/24

4.1 This chapter provides the School Teachers' Review Body's (STRB) recommendations to the Prime Minister and Secretary of State on changes to the teacher pay and allowance framework for 2022/23 and 2023/24. It sets out a summary of the evidence and considerations we have taken into account, followed by our conclusions and recommendations.

#### *Our remit for 2022/23 and 2023/24*

4.2 The Secretary of State wrote to us in December 2021 and referred to us the following matters for recommendation:

- An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders to promote recruitment and retention, within the bounds of affordability across the school system as a whole and in the light of my views on the need for an uplift to starting salaries to £30,000.
- As part of this, recommendations for the pay awards for both 2022/23 and 2023/24.<sup>66</sup>

4.3 In his remit letter, the Secretary of State asked that we have regard to:

- The need to ensure that any proposals are affordable across the school system as a whole;
- Evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates and the quality of candidates entering the profession;
- Evidence of the wider state of the labour market in England;
- Forecast changes in the pupil population and consequent changes in the level of demand for teachers;
- The Government's commitment to the autonomy of all head teachers and governing bodies to develop pay arrangements that are suited to the individual circumstances of their schools and to determine teachers' pay within the statutory minima and maxima.<sup>67</sup>

4.4 In reaching our independent conclusions on the remit matters, we have given detailed consideration to the evidence provided by our consultees and our own analysis.

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<sup>66</sup> School Teachers' Review Body (STRB) remit letter for 2022 – <https://www.gov.uk/government/publications/school-teachers-review-body-strb-remit-letter-for-2022>

<sup>67</sup> Ibid.

## ***The wider economy***

- 4.5 As set out in Chapter 3, the current year has proven exceptional as inflation has risen considerably, and the labour market continues to tighten.
- 4.6 GDP returned to its pre-pandemic level in the first quarter of 2022 but we note that, given the heightened levels of inflation and tax increases, the OBR forecast a fall in real disposable income, potentially impeding economic growth.
- 4.7 Inflation, as measured by the Consumer Prices Index (CPI), increased by 9.0% in the 12 months to April 2022, up from 7.0% in March 2022. This is the highest 12-month rate in the National Statistics series, which began in January 1997. Inflation is expected to increase further later in 2022.
- 4.8 Annual growth in average total pay (including bonuses) across the economy was 7.0% in the three months to March 2022; annual growth in regular pay (excluding bonuses) was 4.2%. Over the same period, this translated to real-terms growth in total pay of 1.4%, with real-terms regular pay falling by 1.2%. In its March 2022 forecast, OBR projected whole-economy earnings growth to be 5.3% in 2022 and 2.8% in 2023. The Bank of England, in its May Monetary Policy Report, projected annual earnings growth of 5.75% for the final quarter (Q4) of 2022 and 4.75% for Q4 2023.
- 4.9 The latest pay settlements data suggest awards have increased over the first few months of 2022 with median settlements in the three months to the end of April around 4% when weighted by the number of organisations, or 5% when weighted by numbers of employees. Analysis of the distribution of awards shows that a quarter of awards were below 2.6% and a further quarter in excess of 5.5%<sup>68</sup>.
- 4.10 The volatility we see in the current economic data and its unpredictability for the two-year remit period has been an important consideration in developing our recommendations. We have considered how to mitigate the risks that continued economic volatility might have on teacher recruitment and retention.

## ***The teacher labour market***

- 4.11 The state of the teacher labour market in England is a key consideration in our recommendations. We have summarised consultees' evidence in Chapter 2 and presented our analysis in Chapter 3.

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<sup>68</sup> OME analysis of unpublished XpertHR data [see Chapter 3].

#### 4.12 We make the following observations:

- While headline targets were met for new entrants to primary teacher training in 2021/22, the secondary target fell short with 82% of the target met, similar to 2019/20 (83%). It appears likely that the COVID-19 pandemic had a temporary positive impact on recruitment to initial teacher training (ITT).
- The 2021/22 figures included six secondary subjects falling below 75% of their respective targets, with schools therefore having to deploy non-specialist teachers in a range of subjects.
- The number of qualified teachers from overseas awarded qualified teacher status has declined (from around 5,000 in 2017/18 to 2,940 in 2020/21).
- The data suggest that the wider graduate labour market has recovered from its pandemic-related slump. A range of sources show increases to both the numbers of opportunities for new graduates and to average starting salaries<sup>69</sup>. The graduate market is also highly competitive, with an average of 91 applicants per graduate vacancy in 2020/21, a 17% increase from the previous year. In contrast we see the numbers of graduates attracted to ITT below target in subjects where there are multiple graduate career opportunities, potentially indicating that teaching is not recognised as an attractive career for these graduates.
- The latest data on starting pay across the graduate labour market show that graduate joiners to some professions have the potential to earn significantly higher starting salaries than those offered in teaching.
- There was a small improvement in some elements of the latest retention data. However, these were collected in 2020 and the trend prior to that had been worsening. Furthermore, despite the improvement, the latest retention rates for each annual cohort of joiners remained considerably lower than those for earlier cohorts.
- While teacher leaving rates were highest among those in their early careers, a relatively small increase in leaving rates for more experienced teachers would result in significant additional numbers exiting the profession given the age distribution of the teaching workforce.
- Retention rates also vary across school phases and subjects. They are lower in secondary schools than in primary schools and, within secondary schools, in Science, Technology, Engineering and Maths (STEM) subjects compared to non-STEM subjects. These are persistent issues.
- It is too early to conclude with any confidence whether the latest year of data marks a departure from recent trends or to quantify the impact of the COVID-19 pandemic on teacher supply. As with recruitment, improvements in teacher retention during previous recessions have been temporary and it is possible that the pandemic has had a similar impact.

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<sup>69</sup> The Institute of Student Employers (ISE), High Fliers, Prospects [See Chapter 3]



- Across all teachers, median pay remains below that in other professional occupations. The gaps are widest for younger teachers and for those in London. For example, teachers’ pay for those aged 21 to 30 was some 7% lower than the comparator group outside London, and 13% lower in London.
- The real-terms value of median teacher earnings has fallen since the early 2010s. In 2020/21, teachers’ real-term earnings were around 7.5% lower than in 2010/11. By comparison, whole-economy earnings in England were around 0.3% lower.

4.13 In summary, across regions, school types and secondary school subjects, recruitment and retention rates are below the levels needed to fill posts with appropriately qualified teachers. On a number of measures, teachers’ pay continues to fall below that of comparators. We support the conclusion of a range of consultees that material change is needed to address this situation.

### ***Affordability***

4.14 The remit letter stated that the STRB should have regard to the need to ensure that any proposals are affordable across the school system as a whole. We have given consideration to affordability, alongside the other factors raised in the remit letter when determining our recommendations.

4.15 As announced at the October 2021 Spending Review, the core schools’ budget for 2022-23 is £53.8 billion, a £4bn increase from the £49.8bn budget for 2021-22<sup>70</sup>. The table below sets out the changes in core schools’ funding levels between 2019-20 and 2024-25. The increase to the overall core schools’ budget over the two-year period for which STRB is recommending pay rises is £5.5 billion.

**Table 10: Core schools’ funding in England (£bn) from FY 2019-20 to FY 2024-25<sup>71</sup>.**

| Financial year | £ billion | Change £ bn | Change % |
|----------------|-----------|-------------|----------|
| 2019-20        | 44.4      | –           | –        |
| 2020-21        | 47.6      | 3.2         | 7.2%     |
| 2021-22        | 49.8      | 2.2         | 4.6%     |
| 2022-23        | 53.8      | 4.0         | 8.0%     |
| 2023-24        | 55.3      | 1.5         | 2.8%     |
| 2024-25        | 56.8      | 1.5         | 2.7%     |

<sup>70</sup> The overall core schools’ funding covers funding through the schools, high needs and central school services block of the dedicated schools grant (DSG), and other smaller grants such as pupil premium and the public sector compensation for employer costs of the Health and Social Care Levy.

<sup>71</sup> HM Treasury (2021) *Autumn Budget and Spending Review 2021: documents* – <https://www.gov.uk/government/publications/autumn-budget-and-spending-review-2021-documents>

- 4.16 The Department stated that this means every local authority area is forecast to see a cash-terms increase of at least 4.7% per pupil in its mainstream school funding in 2022-23, alongside the high needs funding increases<sup>72</sup>. It said the additional investment means an increase of 5% per pupil in real terms<sup>73</sup>, although we note subsequent and forecast inflation will reduce the size of this increase.
- 4.17 In its evidence to us, the Department set out its analysis of cost pressures<sup>74</sup>. This was based on mainstream schools' funding, a subset of the overall core schools' funding, for which the total in 2022-23 is £41.7 billion (around 77.5% of the overall core funding)<sup>75</sup>.
- 4.18 For the purposes of assessing affordability within the Department's 2021 Spending Review settlement, we have considered the mainstream funding figures used by the Department in its analysis. In 2022-23, core funding to mainstream schools is expected to increase by 6.8%. Assumed underlying costs<sup>76</sup> are expected to increase by 1.8%. On this basis, schools should therefore have scope to raise their expenditure by a further 5.0% on average, or £2.1 billion overall at the national level, before they would face a net pressure in 2022-23.
- 4.19 For 2023-24, core funding to mainstream schools is expected to increase by 2.8%. Remaining costs are expected to increase by 1.2%. On this basis, schools could afford to raise expenditure by a further 1.6% on average, or around £700 million, before they would face a net pressure.
- 4.20 Over the two years 2022-23 and 2023-24, total funding will increase by 9.8% and costs by 3.0% compared to 2021-22, making available some £2.9 billion for new spending, including for pay awards and other priorities.
- 4.21 We note the front-loading of funding increases which could mean schools leaving some of the 2022-23 funding uncommitted and available for spending in 2023-24.
- 4.22 The preceding analysis does not account for the differences in individual schools' cost pressures and the fact that their budgets will increase by different amounts each year depending on pupil numbers and characteristics. Individual school affordability will vary significantly from the average position.

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<sup>72</sup> Mainstream school funding excludes some elements of the overall core schools funding, for example: funding from the High Needs block, the Central School Services block, funding for the Early Years and post-16 teachers' pay and pension grant funding

<sup>73</sup> DfE (2021) *School funding boosted by £4bn to level up education for young people* – <https://www.gov.uk/government/news/school-funding-boosted-by-4bn-to-level-up-education-for-young-people>

<sup>74</sup> DfE (2022) *Schools' costs: technical note* – <https://www.gov.uk/government/publications/schools-costs-technical-note>

<sup>75</sup> DfE (2021) *School funding boosted by £4bn to level up education for young people* – <https://www.gov.uk/government/news/school-funding-boosted-by-4bn-to-level-up-education-for-young-people>

<sup>76</sup> Underlying costs include: Teachers' pay drift, the Health and Social Care Levy, National Living Wage (NLW) increases, Local Government Pension Scheme employer contribution rate changes and non-staff related pressures.

## **Our conclusions and recommendations for 2022/23 and 2023/24**

- 4.23 Recruitment and retention rates have been below what is needed to fill vacancies across regions, school types and subject specialisms with appropriately qualified teachers.
- 4.24 Pay is not the only determinant of recruitment, retention and morale but it is an important influence on them. Teachers' pay levels should:
- Take account of the wider labour market for graduates and the salaries available to them in other professions and offer a starting salary which attracts able graduates.
  - Offer pay progression over the course of a teaching career. It is important to be able to reward experienced, capable and high-performing teachers to maintain the position of the teaching profession as a career of choice.
- 4.25 In our view it is necessary and appropriate to exceed the Government's proposed pay award in order to address the risks to recruitment, retention and morale, while balancing affordability. We estimate that our proposals across financial years 2022-23 and 2023-24 would add approximately 9% to the overall paybill, or some £2 billion for mainstream schools. We recognise that this exceeds the Department's proposals by approximately £0.6 billion for the two-year award. However, after careful consideration of the relevant factors, we recommend this approach as appropriate and supportive of long-term value for money.
- 4.26 We agree with the Government's proposals to significantly increase teachers' starting pay to £30,000 by 2023 and concur that this will markedly improve the profession's competitive position in the graduate labour market.
- 4.27 We judge that a greater increase than the Government proposes is necessary for experienced teachers and school leaders in order to support retention. This will also assist in maintaining pay progression through the teachers' pay framework, which is a factor in graduates choosing teaching as a career.
- 4.28 Our recommendations for the London regions exceed those proposed by the Department, in particular to the first two points on the Main Pay Range in Inner and Outer London. We have recommended increases for early career teachers in London which deliver competitive levels of pay and support pay progression.
- 4.29 Given various allowances form part of teachers' total pay, we concluded it is appropriate to increase their value by the same rate as each year's wider pay award, thus ensuring that the headline award rate is reflected across all elements of a teacher's pay.
- 4.30 We welcomed the remit's scope for a multi-year recommendation. This supports long-term planning and provides certainty on achieving the target of a £30,000 minimum salary for teachers. The STRB is also mindful of the

volatility of some of the key variables that determine whether proposed levels of pay are appropriately competitive. We concluded, after careful reflection, that a limited-scope review mechanism is necessary, and this is therefore an integral feature of our pay recommendation for September 2023. This has been constructed with care to explicitly exclude the possibility of any uncertainty of achieving the £30,000 starting salary and will be sufficiently timely to support good planning.

4.31 In summary, we consider the following awards as appropriate and necessary:

- From September 2022, a 5% increase to all pay and allowance ranges and advisory points, with higher increases to some parts of the Main Pay Range as a step towards achieving a minimum starting salary of £30,000 by September 2023.
- From September 2023, a 3% increase to all pay and allowance ranges and advisory points, higher increases to some parts of the Main Pay Range to deliver a minimum starting salary of £30,000, and a limited-scope, timely review mechanism to ensure that the recommended 2023 pay levels remain appropriate.

### ***Our recommendations***

4.32 We recommend the following levels of pay from September 2022<sup>77</sup>:

#### **Classroom teachers' pay ranges (including advisory points)**

##### **Recommended pay levels (£) and resulting annual % increase**

| Pay point | Rest of England | Change (%) from 2021 | London Fringe | Change (%) from 2021 | Outer London | Change (%) from 2021 | Inner London | Change (%) from 2021 |
|-----------|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| M1        | 28,000          | 8.9%                 | 29,344        | 8.9%                 | 32,407       | 8.3%                 | 34,502       | 7.3%                 |
| M2        | 29,800          | 8.0%                 | 31,126        | 8.0%                 | 34,103       | 7.9%                 | 36,141       | 7.4%                 |
| M3        | 31,750          | 7.0%                 | 33,055        | 7.0%                 | 35,886       | 7.5%                 | 37,857       | 7.5%                 |
| M4        | 33,850          | 6.5%                 | 35,151        | 6.5%                 | 37,763       | 7.1%                 | 39,655       | 7.6%                 |
| M5        | 35,990          | 5.5%                 | 37,264        | 5.5%                 | 40,050       | 5.3%                 | 41,892       | 6.1%                 |
| M6        | 38,810          | 5.0%                 | 40,083        | 5.0%                 | 43,182       | 5.0%                 | 44,744       | 5.0%                 |
| U1        | 40,625          | 5.0%                 | 41,858        | 5.0%                 | 44,687       | 5.0%                 | 49,320       | 5.0%                 |
| U2        | 42,131          | 5.0%                 | 43,360        | 5.0%                 | 46,340       | 5.0%                 | 51,743       | 5.0%                 |
| U3        | 43,685          | 5.0%                 | 44,919        | 5.0%                 | 48,055       | 5.0%                 | 53,482       | 5.0%                 |

<sup>77</sup> All pay values have been rounded up to the nearest £.

## Unqualified teachers' pay ranges (including advisory points)

### Recommended pay levels (£) and resulting annual % increase

| Pay point | Rest of England | Change (%) from 2021 | London Fringe | Change (%) from 2021 | Outer London | Change (%) from 2021 | Inner London | Change (%) from 2021 |
|-----------|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| 1         | 19,340          | 5%                   | 20,594        | 5%                   | 22,924       | 5%                   | 24,254       | 5%                   |
| 2         | 21,559          | 5%                   | 22,810        | 5%                   | 25,144       | 5%                   | 26,473       | 5%                   |
| 3         | 23,777          | 5%                   | 25,029        | 5%                   | 27,362       | 5%                   | 28,692       | 5%                   |
| 4         | 25,733          | 5%                   | 26,984        | 5%                   | 29,323       | 5%                   | 30,647       | 5%                   |
| 5         | 27,954          | 5%                   | 29,203        | 5%                   | 31,539       | 5%                   | 32,863       | 5%                   |
| 6         | 30,172          | 5%                   | 31,421        | 5%                   | 33,759       | 5%                   | 35,081       | 5%                   |

## Leading Practitioners' pay ranges

### Recommended pay levels (£) and resulting annual % increase

|     | Rest of England | Change (%) from 2021 | London Fringe | Change (%) from 2021 | Outer London | Change (%) from 2021 | Inner London | Change (%) from 2021 |
|-----|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| Min | 44,523          | 5%                   | 45,749        | 5%                   | 48,055       | 5%                   | 52,936       | 5%                   |
| Max | 67,685          | 5%                   | 68,913        | 5%                   | 71,220       | 5%                   | 76,104       | 5%                   |

## Classroom teachers' allowance ranges

### Recommended pay levels (£) and resulting annual % increase

| Allowance   | Minimum | Change (%) from 2021 | Maximum | Change (%) from 2021 |
|---|---------|----------------------|---------|----------------------|
| Teaching and Learning Responsibility (TLR) payment 3 (Fixed term) | 600     | 5%                   | 2,975   | 5%                   |
| Teaching and Learning Responsibility (TLR) payment 2              | 3,017   | 5%                   | 7,368   | 5%                   |
| Teaching and Learning Responsibility (TLR) payment 1              | 8,706   | 5%                   | 14,732  | 5%                   |
| Special Educational Needs Allowance (SEN)                         | 2,384   | 5%                   | 4,703   | 5%                   |

## Leadership Group pay ranges

### Recommended pay levels (£) and resulting annual % increase

|     | Rest of England | Change (%) from 2021 | London Fringe | Change (%) from 2021 | Outer London | Change (%) from 2021 | Inner London | Change (%) from 2021 |
|-----|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| Min | 44,305          | 5%                   | 45,524        | 5%                   | 47,820       | 5%                   | 52,676       | 5%                   |
| Max | 123,057         | 5%                   | 124,274       | 5%                   | 126,539      | 5%                   | 131,353      | 5%                   |

4.33 We recommend the following levels of pay from September 2023, subject to a review mechanism<sup>78</sup>:

### Classroom teachers' pay ranges

#### Recommended pay (£) levels and resulting annual % increase

| Pay point | Rest of England | Change (%) from 2022 | London Fringe | Change (%) from 2022 | Outer London | Change (%) from 2022 | Inner London | Change (%) from 2022 |
|-----------|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| M1        | 30,000          | 7.1%                 | 31,000        | 5.6%                 | 34,000       | 4.9%                 | 36,000       | 4.3%                 |
| M2        | 31,680          | 6.3%                 | 32,736        | 5.2%                 | 35,700       | 4.7%                 | 37,728       | 4.4%                 |
| M3        | 33,455          | 5.4%                 | 34,570        | 4.6%                 | 37,485       | 4.5%                 | 39,539       | 4.4%                 |
| M4        | 35,328          | 4.4%                 | 36,506        | 3.9%                 | 39,360       | 4.2%                 | 41,437       | 4.5%                 |
| M5        | 37,306          | 3.7%                 | 38,550        | 3.5%                 | 41,328       | 3.2%                 | 43,426       | 3.7%                 |
| M6        | 39,974          | 3.0%                 | 41,286        | 3.0%                 | 44,489       | 3.0%                 | 46,098       | 3.0%                 |
| U1        | 41,844          | 3.0%                 | 43,113        | 3.0%                 | 46,028       | 3.0%                 | 50,800       | 3.0%                 |
| U2        | 43,395          | 3.0%                 | 44,661        | 3.0%                 | 47,730       | 3.0%                 | 53,296       | 3.0%                 |
| U3        | 44,995          | 3.0%                 | 46,267        | 3.0%                 | 49,496       | 3.0%                 | 55,087       | 3.0%                 |

### Unqualified teachers' pay ranges (including advisory points)

#### Recommended pay levels (£) and resulting annual % increase

| Pay point | Rest of England | Change (%) from 2022 | London Fringe | Change (%) from 2022 | Outer London | Change (%) from 2022 | Inner London | Change (%) from 2022 |
|-----------|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| 1         | 19,921          | 3%                   | 21,212        | 3%                   | 23,612       | 3%                   | 24,982       | 3%                   |
| 2         | 22,206          | 3%                   | 23,495        | 3%                   | 25,899       | 3%                   | 27,268       | 3%                   |
| 3         | 24,491          | 3%                   | 25,780        | 3%                   | 28,183       | 3%                   | 29,553       | 3%                   |
| 4         | 26,505          | 3%                   | 27,794        | 3%                   | 30,203       | 3%                   | 31,567       | 3%                   |
| 5         | 28,793          | 3%                   | 30,080        | 3%                   | 32,486       | 3%                   | 33,849       | 3%                   |
| 6         | 31,078          | 3%                   | 32,364        | 3%                   | 34,772       | 3%                   | 36,134       | 3%                   |

### Leading Practitioners' pay range

#### Recommended pay levels (£) and resulting annual % increase

|     | Rest of England | Change (%) from 2022 | London Fringe | Change (%) from 2022 | Outer London | Change (%) from 2022 | Inner London | Change (%) from 2022 |
|-----|-----------------|----------------------|---------------|----------------------|--------------|----------------------|--------------|----------------------|
| Min | 45,859          | 3%                   | 47,122        | 3%                   | 49,497       | 3%                   | 54,525       | 3%                   |
| Max | 69,716          | 3%                   | 70,981        | 3%                   | 73,357       | 3%                   | 78,388       | 3%                   |

<sup>78</sup> All pay values have been rounded up to the nearest £.

## Classroom teachers' allowance ranges

### Recommended pay levels (£) and resulting annual % increase

| Allowance   | Minimum | Change (%)<br>from 2022 | Maximum | Change (%)<br>from 2022 |
|---|---------|-------------------------|---------|-------------------------|
| Teaching and Learning Responsibility (TLR) payment 3 (Fixed term) | 618     | 3%                      | 3,065   | 3%                      |
| Teaching and Learning Responsibility (TLR) payment 2              | 3,108   | 3%                      | 7,590   | 3%                      |
| Teaching and Learning Responsibility (TLR) payment 1              | 8,968   | 3%                      | 15,174  | 3%                      |
| Special Educational Needs Allowance (SEN)                         | 2,456   | 3%                      | 4,845   | 3%                      |

## Leadership Group pay range

### Recommended pay levels (£) and resulting annual % increase

|     | Rest of<br>England | Change<br>(%) from<br>2022 | London<br>Fringe | Change<br>(%) from<br>2022 | Outer<br>London | Change<br>(%) from<br>2022 | Inner<br>London | Change<br>(%) from<br>2022 |
|-----|--------------------|----------------------------|------------------|----------------------------|-----------------|----------------------------|-----------------|----------------------------|
| Min | 45,635             | 3%                         | 46,890           | 3%                         | 49,255          | 3%                         | 54,257          | 3%                         |
| Max | 126,749            | 3%                         | 128,003          | 3%                         | 130,336         | 3%                         | 135,294         | 3%                         |

4.34 We recommend that 2023 pay levels are subject to a review mechanism as follows:

- A review will take place if the increase in economy-wide regular pay for the twelve months to December 2022 exceeds the minimum percentage increase to teacher pay in September 2022 by two percentage points. Based on our recommendation of 5% for 2022, the review would trigger if the increase in economy-wide regular pay is equal to or greater than 7%.
- This will be assessed by the STRB using the Average Weekly Earnings annual growth rate in Great Britain, seasonally adjusted (Whole-economy Regular Pay (KAI9)) series. The three-month average figures are the changes in the average seasonally adjusted values for the three months ending with the relevant month compared with the same period a year earlier.
- Assessment of whether a review takes place will be based on the initial estimates for Q4 2022, released in February 2023.
- The review will focus on those points on the proposed pay scales which increase by the minimum award of 3%, although the award to other pay points may come into scope to maintain pay scale coherence. Any review would preserve the proposed progression to a starting salary of £30,000 from September 2023 for teachers in the Rest of England.

- The review will draw on a range of economic and teacher labour market data and will seek written evidence from STRB's statutory consultees.
- The review will take place in parallel with any wider consultation for a 2022/23 remit and be concluded by the end of April 2023 in order to allow for timely implementation.





# CHAPTER 5

## Future priorities

### *Introduction*

- 5.1 This year's remit letter from the Secretary of State acknowledged the broader structural issues raised in our previous reports, including matters raised by statutory consultees, which go beyond consideration of annual pay increases. The Secretary of State said he recognised their importance and would welcome us including in this report an overview of the wider issues that should be addressed in the future.
- 5.2 This chapter sets out our observations on matters we consider to be priority areas for further review, which affect recruitment, retention and morale. The STRB would welcome the opportunity to assist in developing recommendations on these issues including through our established consultation process.
- 5.3 We see the first three of these matters in particular as being central to STRB's current role in reviewing the system of reward for teachers and school leaders in maintained schools.

### *Career paths and pay structures for teachers and school leaders*

- 5.4 The pay system for teachers should provide a clear, coherent framework that supports, rewards and incentivises teachers at all stages of the multiple pathways that teachers may take in their career. It is important that all elements of the pay system work together in a complementary manner. The pay framework should be structured to support equity of reward and designed and operated in a way that maximises its reward impact, ensuring the considerable associated public cost is put to the best possible use.
- 5.5 Given the changes over recent years to the school landscape, including to workforce models and to elements of the existing pay framework, we believe a careful examination of the pay framework is now required to ensure its effectiveness.
- 5.6 This is a very large topic that could be addressed in two stages. The first step could be to identify where improvements are most needed. Issues to address as part of this review may include:
  - How the pay framework can be better aligned to the key stages of teachers' careers while providing for clear progression, supporting different career pathways and more fully reflecting the range of teacher and leadership roles.
  - The extent to which the existing allowances meet their objectives in rewarding expertise and additional responsibilities.

- Whether the current pay framework is optimal for recruiting and retaining school leaders, including addressing issues such as rewarding new leadership roles and reviewing the underlying method for calculating head teacher pay.
- 5.7 The subsequent stage would consider the changes required to the framework to deliver the objectives set out above and make recommendations accordingly.
- 5.8 We invite the Department to set us a multi-year remit:
- to identify those areas where the framework can be improved such that it best supports, rewards and incentivises teachers at all stages of their careers, and
  - to consider, and make recommendations on, the changes needed to the framework to deliver this.

### ***Pay progression, including the appropriate use of performance or capability-related pay***

- 5.9 The evidence we have received in recent years has consistently raised concerns about performance-related pay progression (PRPP) and it is the belief of some consultees that PRPP works poorly in practice. The concerns range from issues of principle to practical matters, including an inconsistency of approach and evidence that some groups benefit less from PRPP.
- 5.10 Given the current form of PRPP has now been in operation for some eight years, best practice suggests that a review should take place. This might start by identifying where improvements are most needed. This should include reviewing current practice, including understanding equalities concerns, and understanding what works well.
- 5.11 Further work would consider whether alternative approaches might be more effective in supporting performance, recruitment and retention. The overriding aim should be that the framework is clear for both managers and reportees, that processes are proportionate in terms of workload and that the framework delivers more consistent, better practice.
- 5.12 We invite the Department to set us a remit to consider the current approach to performance-related pay progression and alternative approaches.

## ***Teacher shortages including by subject, geographical area and experience***

- 5.13 We see merit in exploring whether there is more the pay framework could do to improve the supply of teachers where there are supply challenges. This is against a context of:
- Persistent under-recruitment into initial teacher training for key subjects, notably Science, Technology, Engineering and Mathematics, and Modern Foreign Languages.
  - The use of bursary and related schemes which have not delivered the required numbers of teachers in key subjects/areas.
  - Reports of schools re-purposing elements of the pay system to support retention, including promotions to the leadership pay range for specialist subject teachers.
  - Schools lacking the required appropriate numbers of specialist teachers to deliver key parts of the curriculum.
- 5.14 Work here would include understanding the range and impact of previous initiatives and of approaches taken elsewhere in addressing these challenges. It would consider and evaluate the steps that could be taken to address the issues of shortages, with a specific focus on improvements deliverable through the pay framework. This work could form part of a wider review of the pay framework.

## ***Other priorities***

- 5.15 The following areas also affect our long-term priority of ensuring the pay framework best supports recruitment and retention across the sector.

## ***Flexible ways of working to support wellbeing***

- 5.16 Over the last few years, and accelerated by the COVID-19 pandemic, many organisations have introduced new ways of working, including more flexibility in time and location for employees. In parallel there has been a trend for employers to introduce greater levels of flexibility and choice in terms of remuneration structures.
- 5.17 A school environment requires special consideration, so some types of flexibility may have limited application. However, even traditional models have been disrupted to some extent, for example, the rapid development of education technology to support some types of remote learning.
- 5.18 We are aware that there is already work underway on these issues, including pilot schemes to explore the effectiveness of different approaches. The STRB believes there is scope to complement the existing work to further support wellbeing and teacher supply. An important emphasis would be on seeking practical forms of employer support, including the option of changing,

over time, the remuneration of teachers to better support positive trends in working arrangements in schools and to enhance the ability to recruit and retain teachers.

### ***Support for the broader state school sector, including the academy sector***

5.19 While the STPCD has a mandatory status in maintained schools, it is also often used as a reference point across the academy sector. However, it is not clear that all schools are easily able to derive as much benefit from the work of the STRB as they might. Given the plans for further growth of the academy sector, we believe it would be valuable to explore what practical steps could be taken to enable the STRB to support the propagation of best practice across both maintained and academy schools. This work could follow wider ranging reviews of the pay framework and ensure outputs are of use to all schools, whether on a mandatory basis in maintained schools or an advisory basis in the academy sector.

5.20 The work may also include, though may not be limited to:

- Reviewing and understanding existing guidance on pay matters.
- Undertaking research on what schools would find useful and in what form.
- Identifying current best practice on pay matters in all schools.
- Promoting best practice across all school types.

### ***Next steps***

5.21 Some of the topics we have highlighted in this chapter are substantial, requiring initial work to identify where improvements are most needed and would be most beneficial, before detailed consideration of potential changes to the pay and conditions framework and implementation. Change in some areas may therefore require carefully planned multi-year transition. We look forward to discussing these further with the Department.

# APPENDIX A

## Remit letter from the Secretary of State



**Rt Hon Nadhim Zahawi MP**  
Secretary of State

Sanctuary Buildings Great Smith Street Westminster London SW1P 3BT

tel: 0370 000 2288 [www.education.gov.uk/contactus/df](http://www.education.gov.uk/contactus/df)

Dr Mike Aldred  
Chair, School Teachers' Review Body  
Office of Manpower Economics  
Windsor House  
50 Victoria Street  
London  
SW1H 0TL

17 December 2021

Dear Mike,

### **SCHOOL TEACHERS' REVIEW BODY (STRB) REMIT: MATTERS FOR REPORT**

I would like to first offer my congratulations on your appointment as the new STRB chair and to welcome you to the role. I would also like to extend my thanks to the STRB for its work over the last year on its 31st report. The Government always appreciates the role of the STRB and the independent expert advice that it provides. I am now writing to ask for your recommendations on the 2022/23 and 2023/24 pay awards.

At the 2019 Spending Round, this government committed significant additional investment in schools; by 2022-23 school funding will have increased by £7.1bn compared to 2019/20. Following the 2021 Spending Review we have since confirmed that we will deliver an additional £4.7bn in core school funding by 2024-25 building on spending plans from the 2019 Spending Round which provided the largest school funding increase in a decade. The majority of schools' pay and pensions costs have typically been covered by the core funding schools receive. We provided additional funding to schools and local authorities through separate grants to support schools to implement the 2018 and 2019 teachers' pay awards and the increase in the employer contribution rate of the Teachers' Pension Scheme. Since 2021-22 all funding to schools for teachers' pay has been included in schools' core funding allocations, distributed by the National Funding Formula.

Teacher quality is the most-important in-school determinant of pupil outcomes. That is why, in June, my department announced over £250 million of additional funding to help provide 500,000 world-leading teacher training opportunities throughout teachers' careers. We recognise that alongside this training and development, we also need to reward the best teachers as well as provide a competitive offer that attracts top graduates and professionals into the profession. It is therefore right that additional investment in the core schools' budget is in part used to invest in teachers, with investment targeted as effectively as possible to address recruitment and retention challenges and, ultimately, ensure the best outcomes for pupils.

Investing in the pay of early career teachers remains a critical priority. We need to achieve a significant uplift to starting salaries of classroom teachers to ensure teaching is a competitive and attractive graduate option, alongside creating an early career pay offer that better reflects the challenges experienced in those first few years. To achieve this, the Government remains committed to increasing starting salaries to £30,000 outside of the London pay areas. My written evidence will set out – based on the latest evidence and data – a strong case for delivering this commitment, and that this should be achieved alongside significant, but sustainable, uplifts to the pay of more experienced teachers, but still with the aim of moving towards a relatively flatter pay progression structure. I am grateful for your 2020/21 recommendations which enabled progress towards achieving this and welcome your recommendations for how we can continue to do so. To help support delivery, and to give schools the opportunity to better plan their budgets as we make the uplifts required to reach £30,000, I would be grateful for your recommendations for both the 2022/23 and 2023/24 pay awards.

I would also like to take the opportunity in this letter to acknowledge broader structural issues raised in your previous reports, including matters raised by statutory consultees, which go beyond consideration of annual pay uplifts. While these issues are not included in this year's remit, I do recognise their importance and my department will set out further detail as to when and how we intend to consider such issues. I would welcome you including in your report an overview of the wider issues you think should be addressed in the future.

The Government must balance the need to ensure fair pay for public sector workers with protecting funding for frontline services and ensuring affordability for taxpayers. You must ensure that the affordability of a pay award is taken into consideration to ensure schools are able to continue to invest appropriately in a range of resources and activities that will best support their staff and pupils. My evidence will set out how progress towards a £30,000 starting salary, achieved through pay uplifts across the workforce, can be delivered in a way that is affordable across the school system.

**Considerations to which the STRB should have regard**

In considering your recommendations on the 2022/23 and 2023/24 pay awards, you should have regard to the following:

- a) The need to ensure that any proposals are affordable across the school system as a whole;
- b) Evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates and the quality of candidates entering the profession;
- c) Evidence of the wider state of the labour market in England;
- d) Forecast changes in the pupil population and consequent changes in the level of demand for teachers;
- e) The Government's commitment to the autonomy of all head teachers and governing bodies to develop pay arrangements that are suited to the individual circumstances of their schools and to determine teachers' pay within the statutory minima and maxima.

**Matters for recommendation**

I refer to the STRB the following matters for recommendation:

- An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders to promote recruitment and retention, within the bounds of affordability across the school system as a whole and in the light of my views on the need for an uplift to starting salaries to £30,000.
- As part of this, recommendations for the pay awards for both 2022/23 and 2023/24.

I would be grateful if the STRB could aim to provide a report on this matter **during May 2022 at the latest**. I look forward to receiving your recommendations on the 2022/23 and 2023/24 pay awards.



**Rt Hon Nadhim Zahawi MP**  
**Secretary of State for Education**





# APPENDIX B

## Conduct of the review

B1 To inform our recommendations on the remit matters, we consulted with our statutory consultees and considered a wide range of evidence. A summary of the representations that we received from consultees has been included in Chapter 2. Evidence from our visit programme is summarised in Appendix C. Details are set out below of the statutory consultation we undertook and the visits and meetings which informed our understanding of the issues relevant to this remit.

### *Consultation*

B2 The following organisations were invited to make written representations and provide evidence:

#### **Government**

- Department for Education (DfE)

#### **Organisations representing teachers**

- Association of School and College Leaders (ASCL)
- British Association of Teachers of the Deaf (BATOD)
- National Association of Head Teachers (NAHT)
- The NASUWT
- The National Education Union (NEU)
- Voice

#### **Association of local authorities**

- National Employers' Organisation for School Teachers (NEOST)

#### **Organisations representing governors**

- National Governance Association (NGA)

B3 We also notified the following organisations of the remit:

- Association of Directors of Children's Services (ADCS)
- Board of Education, General Synod of the Church of England
- Catholic Education Services for England and Wales
- Confederation of School Trusts (CST)
- Free Churches Education Committee
- Information for School and College Governors (ISCG)
- Methodist Independent Schools Trust
- Office for Standards in Education, Children's Services and Skills (Ofsted)

- SSAT (The Schools Network) Ltd
- Teach First

- B4 Our secretariat wrote to consultees on 17 December 2021 to invite them to submit written representations on the remit matters by 16 February 2022. The Department subsequently informed us that it would be unable to meet this deadline, so it was extended to 4 March and for all consultees.
- B5 The following consultees made written submissions: ASCL, the Department, NAHT, the NASUWT, NEOST, the NEU, NGA, and Voice. In addition, five of the teacher and school leader unions (ASCL, NAHT, the NASUWT, the NEU and Voice) submitted a joint statement.
- B6 Our secretariat shared all the consultees' written submissions and invited consultees to submit supplementary representations commenting on others' submissions by 25 March. Supplementary submissions were received from five consultees: ASCL, NAHT, the NASUWT, the NEU, and Voice.
- B7 The following consultees were invited to make oral representations: the Department, ASCL, NAHT, the NASUWT, NEOST, the NEU, NGA and Voice. All made these representations in the period 21-29 April 2022.
- B8 Links to all the written submissions we received are provided in Chapter 2 of this report.

### ***Visits and Meetings***

- B9 In total, we held 13 meetings of the Review Body between 8 October 2021 and 17 June 2022. In addition to these meetings, we also heard oral representations from eight organisations over three days in April 2022.
- B10 We also heard from teachers, school leaders and other people involved in the education sector during our 2021/22 'virtual' visit programme. In all, we held six discussion groups between November 2021 and January 2022. We spoke to a range of staff, including primary and secondary teachers, school leaders and governors. We would like to thank all participants for their time and valuable input into the discussions.
- B11 In December 2021, the chair and some members of the STRB attended a meeting between pay review body members and HMT officials.
- B12 As part of our evidence gathering process, we received the following presentations that provided us with information about the wider context to our consideration of teachers' pay and conditions.
- In November 2021, we received a presentation from two officials from the Department for Education about the context to the forthcoming pay round.

- In January 2022, we held a question and answer session with Sir Jon Coles, Chief Executive of United Learning.
- In January 2022, we received a presentation from NFER summarising their report *What teachers do after leaving and implications for pay-setting*<sup>79</sup>.

B13 We would like to thank all those who presented to us over this period.

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<sup>79</sup> NFER (2022) *What teachers do after leaving and implications for pay-setting* - <https://www.gov.uk/government/publications/what-teachers-do-after-leaving-implications-for-pay-setting>



# APPENDIX C

## Findings from the STRB's 2021/22 visit programme

- C1 The continuing COVID-19 pandemic meant the Review Body undertook a reduced programme of visits in late 2021 and early 2022. We hope to be able revert to a broader programme of visits this year.
- C2 The discussions we held took place between November 2021 and January 2022 and all six visits were 'virtual'. The recruitment of participants in the discussions this year was facilitated by Hertfordshire County Council, schools in Kent and Sussex and National Leaders of Governance from around the country. Some of the discussion groups included staff from a range of schools while others drew discussants from a single school.
- C3 While we were able to speak to staff across school phases and in both the local authority maintained and academy sectors, we are conscious that this year's programme was somewhat constrained by the circumstances of the COVID-19 pandemic. Nonetheless, the discussions were informative and enhanced our understanding of a range of issues. We summarise key points below.

### **COVID-19**

- The COVID-19 pandemic had impacted heavily on the workload, mental health and retention of staff, including school leaders.
- The move to online and virtual learning was seen as progressive but did not necessarily reduce workloads.
- COVID-19 related funding had been welcome but complex to manage due to the numerous schemes.

### ***Recruitment and retention***

- There was significant variation in recruitment challenges by geography. This included in areas close to the boundaries for enhanced London pay.
- While staff turnover had reduced during the period of the COVID-19 pandemic, there were continuing challenges for recruitment and retention. To address these challenges, some schools reportedly over-recruited in key subjects.
- The National Tutoring Programme (where teachers could work flexibly and were generously paid) was identified as contributing to shortages of English and Maths teachers.
- Cuts to School Direct schemes were seen as affecting the supply of new teachers.
- Some suggested that teaching was increasingly seen as not being 'a job for life'.

- To support retention, it was felt increasingly important to 'grow' new teachers by investing in their development.
- £30,000 was seen as not necessarily being a 'magic bullet' in addressing recruitment and retention.
- Working conditions, including their adverse impact on work-life balance, were seen as the main driver for decisions to leave the profession.

## ***Pay***

- Some teachers reported earning less than their graduate counterparts and London weighting created problems for schools outside the London pay areas, particularly at or close to the weighting boundaries.
- The idea of pay premia for shortage subjects was not welcomed and, it was felt, could attract the 'wrong staff' who were money motivated and not of sufficient quality.
- Some participants argued that incentivising and motivating mid-career staff was as important as investing in early-career teachers.
- There were concerns over pay equality and pay portability.
- The current method for calculating head teacher pay was seen as overdue for review.

## ***Operation of the pay system***

- Participants believed there needed to be greater consistency across schools on the operation of the pay system, including how roles were assessed and graded.
- There was a perception of varied interpretation and implementation of the appraisal and performance pay system. Some supported the principle of pay being related to performance but had concerns about practice.
- There were mixed levels of awareness of some of the pay discretions available to schools.

## ***School finances***

- Budget management was seen as virtually impossible without greater foresight of pay awards and annual budgets. There was frustration due to the lack of transparency on the precise quantum of funding and, secondly, in relation to the timing of pay award decisions.
- The recent funding settlement had raised expectations for a (more generous) pay award.
- While a starting salary of £30,000 was welcome, it was felt there was a point at which awards would require additional funding.

## *Other*

- Flexible working was generally seen as a positive development that merited further investment. It did, though, present practical and financial challenges for leaders who, nonetheless, recognised the need to be supportive and creative in presenting options to staff.
- Some felt that the resignation arrangements for teaching staff, in particular the inflexible deadlines for serving notice, merited review.





## APPENDIX D

### Current and Recommended pay levels from 1 September 2022<sup>80</sup>

#### *Classroom teachers' pay ranges and advisory pay points – annual salary from 1 September 2022*

| Pay point | England excluding the London area (£) | Fringe area (£) | Outer London area (£) | Inner London area (£) |
|-----------|---------------------------------------|-----------------|-----------------------|-----------------------|
| M1        | 28,000                                | 29,344          | 32,407                | 34,502                |
| M2        | 29,800                                | 31,126          | 34,103                | 36,141                |
| M3        | 31,750                                | 33,055          | 35,886                | 37,857                |
| M4        | 33,850                                | 35,151          | 37,763                | 39,655                |
| M5        | 35,990                                | 37,264          | 40,050                | 41,892                |
| M6        | 38,810                                | 40,083          | 43,182                | 44,744                |
| U1        | 40,625                                | 41,858          | 44,687                | 49,320                |
| U2        | 42,131                                | 43,360          | 46,340                | 51,743                |
| U3        | 43,685                                | 44,919          | 48,055                | 53,482                |

| Leading Practitioner Pay Range    | Minimum (£) | Maximum (£) |
|-----------------------------------|-------------|-------------|
| England excluding the London area | 44,523      | 67,685      |
| Fringe area                       | 45,749      | 68,913      |
| Outer London area                 | 48,055      | 71,220      |
| Inner London area                 | 52,936      | 76,104      |

#### *Classroom teachers' allowance ranges – annual value from 1 September 2022*

| Allowance   | Minimum (£) | Maximum (£) |
|---|-------------|-------------|
| Teaching and Learning Responsibility (TLR) payment 3 (Fixed term) | 600         | 2,975       |
| Teaching and Learning Responsibility (TLR) payment 2              | 3,017       | 7,368       |
| Teaching and Learning Responsibility (TLR) payment 1              | 8,706       | 14,732      |
| Special Educational Needs Allowance (SEN)                         | 2,384       | 4,703       |

<sup>80</sup> All pay values have been rounded up to the nearest £.

### ***Leadership group pay range – annual salary from 1 September 2022***

|         | England excluding<br>the London area<br>(£) | Fringe area<br>(£) | Outer London<br>area<br>(£) | Inner London<br>area<br>(£) |
|---------|---|--------------------|-----------------------------|-----------------------------|
| Minimum | 44,305                                      | 45,524             | 47,820                      | 52,676                      |
| Maximum | 123,057                                     | 124,274            | 126,539                     | 131,353                     |

### ***Broad bands for head teachers – annual salary from 1 September 2022***

| Band | England excluding<br>the London area<br>(£) | Fringe area<br>(£) | Outer London<br>area<br>(£) | Inner London<br>area<br>(£) |
|------|---|--------------------|-----------------------------|-----------------------------|
| 1    | 50,122 – 66,684                             | 51,347 – 67,897    | 53,637 – 70,169             | 58,501 – 74,982             |
| 2    | 52,659 – 71,765                             | 53,880 – 72,985    | 56,174 – 75,250             | 61,039 – 80,062             |
| 3    | 56,796 – 77,237                             | 58,017 – 78,454    | 60,308 – 80,718             | 65,170 – 85,535             |
| 4    | 61,042 – 83,126                             | 62,268 – 84,336    | 64,553 – 86,604             | 69,420 – 91,416             |
| 5    | 67,351 – 91,679                             | 68,576 – 92,896    | 70,871 – 95,164             | 75,732 – 99,977             |
| 6    | 72,483 – 101,126                            | 73,715 – 102,342   | 76,003 – 104,606            | 80,862 – 109,422            |
| 7    | 78,010 – 111,485                            | 79,240 – 112,695   | 81,526 – 114,964            | 86,391 – 119,778            |
| 8    | 86,040 – 123,057                            | 87,261 – 124,274   | 89,555 – 126,539            | 94,415 – 131,353            |

### ***Pay range and advisory points for unqualified teachers from 1 September 2022***

| Pay<br>point | England excluding<br>the London area<br>(£) | Fringe area<br>(£) | Outer London<br>area<br>(£) | Inner London<br>area<br>(£) |
|--------------|---|--------------------|-----------------------------|-----------------------------|
| 1            | 19,340                                      | 20,594             | 22,924                      | 24,254                      |
| 2            | 21,559                                      | 22,810             | 25,144                      | 26,473                      |
| 3            | 23,777                                      | 25,029             | 27,362                      | 28,692                      |
| 4            | 25,733                                      | 26,984             | 29,323                      | 30,647                      |
| 5            | 27,954                                      | 29,203             | 31,539                      | 32,863                      |
| 6            | 30,172                                      | 31,421             | 33,759                      | 35,081                      |

## Current and Recommended pay levels from 1 September 2023<sup>81</sup>

### *Classroom teachers' pay ranges and advisory pay points – annual salary from 1 September 2023*

| Pay point | England excluding the London area (£) | Fringe area (£) | Outer London area (£) | Inner London area (£) |
|-----------|---------------------------------------|-----------------|-----------------------|-----------------------|
| M1        | 30,000                                | 31,000          | 34,000                | 36,000                |
| M2        | 31,680                                | 32,736          | 35,700                | 37,728                |
| M3        | 33,455                                | 34,570          | 37,485                | 39,539                |
| M4        | 35,328                                | 36,506          | 39,360                | 41,437                |
| M5        | 37,306                                | 38,550          | 41,328                | 43,426                |
| M6        | 39,974                                | 41,286          | 44,489                | 46,098                |
| U1        | 41,844                                | 43,113          | 46,028                | 50,800                |
| U2        | 43,395                                | 44,661          | 47,730                | 53,296                |
| U3        | 44,995                                | 46,267          | 49,496                | 55,087                |

| Leading Practitioner Pay Range    | Minimum (£) | Maximum (£) |
|-----------------------------------|-------------|-------------|
| England excluding the London area | 45,859      | 69,716      |
| Fringe area                       | 47,122      | 70,981      |
| Outer London area                 | 49,497      | 73,357      |
| Inner London area                 | 54,525      | 78,388      |

### *Classroom teachers' allowance ranges – annual value from 1 September 2023*

| Allowance   | Minimum (£) | Maximum (£) |
|---|-------------|-------------|
| Teaching and Learning Responsibility (TLR) payment 3 (Fixed term) | 618         | 3,065       |
| Teaching and Learning Responsibility (TLR) payment 2              | 3,108       | 7,590       |
| Teaching and Learning Responsibility (TLR) payment 1              | 8,968       | 15,174      |
| Special Educational Needs Allowance (SEN)                         | 2,456       | 4,845       |

<sup>81</sup> All pay values have been rounded up to the nearest £.

### ***Leadership group pay range – annual salary from 1 September 2023***

|         | England excluding<br>the London area<br>(£) | Fringe area<br>(£) | Outer London<br>area<br>(£) | Inner London<br>area<br>(£) |
|---------|---|--------------------|-----------------------------|-----------------------------|
| Minimum | 45,635                                      | 46,890             | 49,255                      | 54,257                      |
| Maximum | 126,749                                     | 128,003            | 130,336                     | 135,294                     |

### ***Broad bands for head teachers – annual salary from 1 September 2023***

| Band | England excluding<br>the London area<br>(£) | Fringe area<br>(£) | Outer London<br>area<br>(£) | Inner London<br>area<br>(£) |
|------|---|--------------------|-----------------------------|-----------------------------|
| 1    | 51,626 – 68,685                             | 52,888 – 69,934    | 55,247 – 72,275             | 60,257 – 77,232             |
| 2    | 54,239 – 73,918                             | 55,497 – 75,175    | 57,860 – 77,508             | 62,871 – 82,464             |
| 3    | 58,500 – 79,555                             | 59,758 – 80,808    | 62,118 – 83,140             | 67,126 – 88,102             |
| 4    | 62,874 – 85,620                             | 64,137 – 86,867    | 66,490 – 89,203             | 71,503 – 94,159             |
| 5    | 69,372 – 94,430                             | 70,634 – 95,683    | 72,998 – 98,019             | 78,004 – 102,977            |
| 6    | 74,658 – 104,160                            | 75,927 – 105,413   | 78,284 – 107,745            | 83,288 – 112,705            |
| 7    | 80,351 – 114,830                            | 81,618 – 116,076   | 83,972 – 118,413            | 88,983 – 123,372            |
| 8    | 88,622 – 126,749                            | 89,879 – 128,003   | 92,242 – 130,336            | 97,248 – 135,294            |

### ***Pay range and advisory points for unqualified teachers from 1 September 2023***

| Pay<br>point | England excluding<br>the London area<br>(£) | Fringe area<br>(£) | Outer London<br>area<br>(£) | Inner London<br>area<br>(£) |
|--------------|---|--------------------|-----------------------------|-----------------------------|
| 1            | 19,921                                      | 21,212             | 23,612                      | 24,982                      |
| 2            | 22,206                                      | 23,495             | 25,899                      | 27,268                      |
| 3            | 24,491                                      | 25,780             | 28,183                      | 29,553                      |
| 4            | 26,505                                      | 27,794             | 30,203                      | 31,567                      |
| 5            | 28,793                                      | 30,080             | 32,486                      | 33,849                      |
| 6            | 31,078                                      | 32,364             | 34,772                      | 36,134                      |

