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Summary

1. The Secretary of State wrote to Dr Mike Aldred, the Chair of the School Teachers' Review Body (STRB), on 16 November 2022, issuing the remit for the 2023/24 pay round. This document provides the Secretary of State's evidence to support the STRB's consideration of the 2023/24 pay awards for teachers, head teachers and other teachers in leadership positions.
2. The opening chapter sets out the considerations and aims that should inform pay recommendations, including both challenges and opportunities. Targeting pay at early career remains a key priority in this context, and the 'Introduction' chapter recaps key arguments from the Department's 2020/21 evidence to support this. The chapter also develops this argument to highlight how the socio-economic context has changed in the years since this policy was initially proposed.
3. The next chapter, 'Recruitment and Retention Context', highlights the wider recruitment and retention challenges that the Department faces. This chapter details the changing recruitment and retention picture and provides the statistical evidence to inform recommendations for the 2023/24 pay award.
4. The 'Affordability' chapter lays out the economic and affordability considerations which should be taken into account when determining an appropriate and manageable pay award for 2023/24.
5. The 'Approach to the Pay Award 2023/24' chapter details the Department's views on uplifts to teachers' pay across the various pay points within each pay range. It sets out the view that starting salaries should reach £30,000, alongside balanced and appropriate pay rises for experienced teachers and leaders.
6. The Department's views on an appropriate pay award sit within a wider context of the Department's key policies and activity to support teachers to join and stay in the profession. The 'Wider Recruitment and Retention Policies' chapter updates the STRB on progress against commitments as well as new activity, including the Department's key reforms in Initial Teacher Training (ITT), teacher development and qualifications along with the extensive work of the Department in teacher wellbeing, workload and flexible working.
7. The 'Career Paths and Professional Development for Teachers and Leaders' chapter will support the STRB's exploration of areas in the pay and conditions framework that contribute to providing a coherent and fulfilling career path for teachers and leaders. To do this, it will focus on the Department's recent professional development reforms, particularly ITT, the Early Career Framework (ECF), and National Professional Qualifications (NPQs), and will set out the importance of continuing professional development (CPD) for teachers and leaders' career paths and pupil attainment.

Introduction

8. There are no great schools without great teachers. Teachers' knowledge, experience and dedication are central to their role in shaping the lives of children and young people. One of the Department's top priorities is to ensure that it continues to attract, retain and develop the high quality teachers needed to inspire the next generation, and ensure teaching remains an attractive career.
9. Teaching should be recognised as the important, highly qualified and essential profession that it is, and teachers' pay should reflect that. Teachers are the single biggest in-school factor affecting pupil outcomes¹ and pay is one of the most effective ways that the Department can invest in teachers. Evidence suggests that a high quality teacher can make around half a GCSE grade difference per pupil per subject.²
10. The COVID-19 pandemic highlighted the life changing role that teachers play in children's lives. Young people suffered significant disruption to their education within the last few years, and it's the vital work of teachers that is helping them get back on track.
11. The Department recognises the importance of investing in teachers and delivering a motivating career path for the whole profession, while also considering what is an appropriate pay award in the context of the wider economy and public sector finances, and the cost-of-living pressures facing households.
12. Ensuring economic stability and sustainable public finances will require difficult decisions across taxation and public spending. Pay awards must achieve a careful balance between recognising the vital importance of public sector workers, while delivering value for the taxpayer, not increasing the country's debt further, and supporting the Government's macroeconomic framework, including the inflation target.

Raising Starting Salaries to £30,000

13. This written evidence reiterates the Department's view that targeting pay at the early career, including a higher starting salary of £30,000, remains critical to addressing recruitment and retention challenges where they are greatest and thereby ensuring good value for money for taxpayers.

¹ Education Endowment Foundation, [High-quality teaching](#)

² Helen Slater, Neil Davies and Simon Burgess (2009), [Do teachers matter? Measuring the variation in teacher effectiveness in England](#), The Centre for Market and Public Organisation (CMPO), p.1

14. The Department is grateful for the work of the STRB in maintaining progress to deliver the Government's manifesto commitment for a £30,000 starting salary.³ In the last pay round, the Secretary of State accepted in full the STRB's recommendations for the 2022/23 pay awards. These recommendations targeted the highest uplifts, up to 8.9%, at early career teachers, raising starting salaries to a minimum of £28,000 in England (excluding the London area) and £34,502 in Inner London.
15. As set out in detail in the Government's previous written evidence to the STRB, in 2020/21⁴ and 2022/23⁵, it is the Department's view that a £30,000 starting salary and an overall less steep pay progression structure will improve teacher recruitment and retention. It will do this by raising the status of the teaching profession and providing a pay offer that motivates teachers to stay, especially at early career in which there are bigger challenges. The £30,000 starting salary commitment will do this in five key ways:

- a) It will position a career in teaching as more competitive relative to other professions. Since 2019, substantial progress has been made to improve the attractiveness of starting salaries for teachers relative to alternative graduate professions. Increasing teacher starting salaries to £30,000 will help close the gap with the most prestigious careers. Economic theory would suggest that potential recruits place extra weight on short-term salary offers rather than long-term progression.

The data therefore continues to support the case that targeting pay towards a higher £30,000 starting salary will position teaching higher within the graduate labour market, improving its attractiveness to future graduates (especially those in high demand such as STEM) and so supporting recruitment. The links between the relative position of pay to other graduate salaries and improvements in recruitment and retention are outlined in the 'Recap: targeting uplifts at early career' section of the Department's 2021/22 written evidence.

- b) It will have strong public impact, signalling investment in teachers and creating a public perception of teaching as a prestigious and financially rewarding profession.

³ [Conservative Party Manifesto 2019](#), p.13

⁴ For a more detailed exposition of this rationale, refer to 'The case for change' chapter (pages 6-17 inclusive of the [2020 written evidence](#)). This was also referenced in the Department's 2021 written evidence.

⁵ Further rationale for a £30,000 starting salary was provided within the Department's 2022 written evidence, under the title 'Introduction' (pages 11-27 inclusive of the [2022 written evidence](#)). Data or intelligence from previous evidence has been updated where relevant in this document.

- c) A £30,000 salary provides an offer that is memorable and impactful, helps to distinguish a career in teaching from other professions and ensures that the financial benefits of teaching are recognised. This is important as historically the salary of teachers has been underestimated. Over half of final year students expected new teachers to earn a salary of £24,000 or less inside London and around two-thirds thought that the salary would be £21,000 or less in the rest of England⁶.
 - d) It will support progression from ITT into the classroom. Only 73% of postgraduates awarded QTS in 2020/21 went on to teach in state-funded schools in the following year (down from 74% in 2019/20 and 78% in 2018/19 – although these figures are likely influenced by the effects of Covid-19 on recruitment and retention rates).⁷ A higher, more competitive salary – plus the overall better offer at early career – could encourage more trainees to enter the profession after qualifying.
 - e) Higher starting salaries could drive greater competition for entry into the profession, enabling us to attract the very best into teaching and so driving up teacher quality. International evidence supports this link between higher starting pay and teachers who are more effective at raising pupil attainment on average.⁸
16. Further, the Department’s previous submissions have set out the strong evidence base to support the impact of pay at the early career, where recruitment and retention challenges are particularly acute, as well as the strong progress made in recent years. This is set out in detail in paragraphs 35 to 44 of the Department’s 2022 written evidence, but can be summarised as follows:
- a) The start of any new career can be challenging, but for teachers this is particularly pronounced. An early career pay offer that is commensurate with these challenges, alongside the Department’s wider interventions to support new teachers’ induction and CPD through the ECF, aims to support teachers to stay and succeed.
 - b) Both evidence and economic theory suggest that early career teachers have higher sensitivity to pay when making decisions about whether to stay in the profession. Due to their sensitivity to pay, early career teachers’ turnover rates

⁶ High Fliers research on UK Graduate Careers

⁷ Initial teacher training performance profiles, Academic Year 2020/21, Explore education statistics, GOV.UK (explore-education-statistics.service.gov.uk).

⁸ [Nagler et al \(2019\), Weak Markets, Strong Teachers: Recession at Career Start and Teacher Effectiveness.](#)

fall by approximately three times as much as more experienced teachers in response to a 1% change in pay.⁹

c) Pay is reported as a bigger factor for teachers in their 20s in choosing to leave the profession than for older teachers (DfE survey data).¹⁰

d) Statutory starting salaries in England are comparatively low internationally. They are below the OECD and EU22 averages.¹¹ Improving starting salaries would bring the teaching profession in England more in line with international counterparts.¹² In contrast, progression of earnings in England is relatively more rapid, with statutory salaries after 15 years of experience comparing more favourably¹³ supporting the aim to move to a less steep pay progression structure. England also offers the highest premium for head teachers¹⁴.

17. Given current wage growth within the wider economy, the importance of meeting the £30,000 commitment in 2023/24 increases in significance. As time lapses, the perception of £30,000 as a financially rewarding figure is likely to diminish, as other graduate professions match or begin to exceed this figure.

Appropriate awards for teachers at all career stages

18. In conjunction with delivering a £30,000 starting salary, the Department continues to propose that appropriate uplifts are made to the rest of the early career pay framework and across the profession, moving towards a relatively less steep pay progression structure, with higher starting pay, and performance-based increases at a steadier trajectory. This means that teachers across all pay points will see uplifts, even though the overall pay award will be targeted towards early career teachers. This will ensure an optimal progression pathway that best supports recruitment and retention, building on the significant progress towards a less steep structure made in the 2022/23 pay awards, when teachers on the main pay scale received uplifts of between 5% and 8.9%.

⁹ Hendricks (2014), Does it pay to pay teachers more? Evidence from Texas.

¹⁰ [Analysis of school and teacher level factors relating to teacher supply \(Sept 2017\)](#), p.39

¹¹ OECD (2022), Education at a Glance 2022: OECD Indicators, OECD Publishing, Paris, [Indicator D3. How much are teachers and school heads paid?](#), Figure D3.2.

¹² Starting salaries in these international comparisons are based on the minimum of the main pay range in England, and assume teachers reach the maximum of the upper pay range by the 15-year mark.

¹³ At lower secondary, the maximum statutory salary for teachers with maximum qualifications in England is \$84,000, the 9th highest in the OECD and much higher than the average of \$52,000. Actual teacher salaries in England, at \$53,000, are also slightly above the OECD average of \$50,000.

¹⁴ Secondary headteachers salaries are a higher multiple of teacher salaries in England than other OECD countries with available data. For primary headteachers, England is second by this measure.

19. The pay system should also reflect the significant contribution of experienced teachers and leaders to education. Teacher retention is key to ensuring effective teacher supply and quality, and the Department is taking a range of actions to support teachers to stay in the profession. That is why the Department also implemented the STRB's recommendation of a 5% pay uplift for experienced teachers and leaders, the highest pay award in a generation, along with other pay and allowance ranges.
20. Evidence demonstrates that targeting awards at early career remains the right priority for maintaining teacher supply. Amongst the majority of teachers (those who are more experienced, having been in the profession 5 or more years), wastage rates are significantly less stark compared to those in the early career; 9.5% for those with less than five years of experience as opposed to around 6% for those with at least ten years' experience. As detailed within the 'Retention in Later Career' section within the next chapter, retention amongst experienced teachers is more stable, although challenges do remain. Ensuring balanced pay awards, to recognise the value and importance of experienced teachers and leaders, remains a key consideration of the Department's views on an appropriate pay award this year. Further information is provided within the 'Approach to the Pay Award for 2023/24' chapter.
21. It should also be noted that many teachers who remain in consecutive service are often eligible for a pay rise over and above the headline pay award, due to pay progression or promotion, as they move through the main and upper pay scales. For example, in 2022/23, teachers who progressed up the pay scale could see pay rises of up to 15.9¹⁵% in total from the combination of the pay award and progression or promotion.
22. Using School Workforce Census and Teacher Pension Scheme data, the Department estimates that around 40% of all qualified classroom teachers who remain in consecutive service receive a pay rise from progression or promotion each year, over and above the headline award. Close to a third of qualified classroom teachers have already reached the top of the upper pay range (UPR), earning £43,685 or above in 2022/23. When you exclude these teachers, around 60% of the remaining classroom teachers receive a pay rise above the headline award due to progression or promotion. For teachers at the top of the upper pay range, there are also opportunities to increase pay by being moved to the Leading Practitioner scale, seeking opportunities in leadership, and taking on additional responsibilities that come with TLRs. Further information on year-on-year pay

¹⁵ This increase can be seen by those moving from M1 to M2 outside London at the start of the 2022/23 academic year.

increases is provided in Annex A. These pay increases should also be considered in the wider context of teacher reward packages, including generous pensions.

23. Alongside the pay award, the Department must consider factors separate to pay that will ensure teachers remain in the profession. The Department also has evidence that targeting reforms at other non-pay factors, such as professional development, can have a significant impact on the retention decisions of experienced teachers and leaders. The Department will explore this further within the 'Wider Recruitment and Retention Policies' chapter, detailing progress the Department has made within non-pay policies targeted at the recruitment and retention of teachers.
24. Further detail on the Department's professional development policies, and the importance of these initiatives for teachers' career paths, can be found in the 'Career Paths and Professional Development for Teachers and Leaders' chapter.

Recruitment and Retention Context

Recruitment and Retention Challenges

25. The number of teachers in schools remains high, with more than 465,500 full-time equivalent (FTE) working in state-funded schools across the country in November 2021.¹⁶ This is 4,400 more than in 2020 and over 24,000 more than in 2010.¹⁷ This equates to an increase of just under 1% on the year before. In addition to the previous year's growth (which stood at a record 1.6%), this has resulted in the largest number of qualified teachers since the School Workforce Census began in 2010/11.
26. Recruitment has been uneven in recent years. The pandemic led to unprecedented increases in the recruitment of trainees, with a 19% increase in trainees starting in September 2020 compared to the year before. For trainees starting in September 2021, overall recruitment¹⁸ remained 7% above pre-pandemic (2019) levels, but September 2022 has seen overall trainee recruitment down 14% on 2019 figures. Record low unemployment, record vacancy rates, and high nominal wage growth has meant that teaching has had to compete in a very strong graduate labour market, particularly for specialisms in high demand, such as STEM and languages.
27. Overall retention has also improved in recent years; teacher leaver rates¹⁹ have decreased by 2.5 percentage points since 2016,²⁰ although 2020 did see a small rise from its lowest point in 2019 (7.3%). Teacher wastage rates have also fallen from their peak of 8.5% in 2016, standing at 7.2% in 2020. This trend is evident within almost all teacher experience groups, but most notably within early career teachers. The wastage rate for early career teachers, however, remains higher than for any other group and has increased from its record low in 2019, as is the case for all experience groups.
28. The impact of an increase in teacher numbers must be seen in the context of pupil numbers. Recent years have seen a demographic 'bulge' in secondary school pupil numbers. Compounding this, as outlined in previous STRB reports, the graduate-age population, from which a significant proportion of new teachers are recruited, is forecast to shrink over coming years (with a projected decrease of 6.4 per cent in

¹⁶ See Annex A, table A1 for details.

¹⁷ Teacher numbers fell, however, between 2016 and 2017 (457,200 in 2016 to 451,900 in 2017).

¹⁸ Including undergraduate recruitment

¹⁹ For leavers, the quoted year refers to the last year spent teaching. So, for example, 2016 refers to the proportion of teachers leaving between November 2016 and November 2017.

²⁰ See Annex B, table B27.

the number of 21-year-olds between 2020 and 2023²¹). Pupil projections suggest that secondary demand is likely to peak in 2024 at 3,230,000 (a 3.3% increase on 2022) before gradually decreasing. Primary pupil numbers are already declining and are projected to fall a further 5.3% between 2022 and 2025. Overall, pupil numbers are projected to fall by 9.4% between 2022 and 2030. This reduction in demand over the coming years could serve to alleviate some of the pressures on classroom teacher numbers seen in recent years.

29. While recruitment and retention challenges vary across the country and at school level, the overall levels of teacher supply do not vary significantly between the pay regions. While areas such as London have seen leaver rates outstrip those of Rest of England (just over 2 percentage points higher)²², relatively higher recruitment rates have offset this, resulting in the total number of qualified teachers in London growing slightly faster since 2010 than in the Rest of England. Teacher supply in London does not, therefore, appear to be substantially weaker than the Rest of England, on balance.
30. Yet challenges remain – and where they do, they are concentrated amongst certain career phases or subjects. Teacher shortages remain an issue, particularly in secondary key priority subjects (STEM and MFL) and in schools with a high proportion of pupils eligible for Pupil Premium Funding. School Workforce Census data highlights these issues, with retention rates of STEM teachers up to 7 percentage points lower after 5 years compared to the equivalent non-STEM cohort.²³ The Department has taken a targeted approach to addressing these challenges, with further information provided within the ‘Wider Recruitment and Retention Policies’ chapter of this written evidence.

Initial Teacher Training (ITT) Recruitment

31. Recruitment to the postgraduate ITT cohorts starting training in September 2020 was historically high, 19% above 2019 pre-pandemic levels. As the pandemic boost subsided, recruitment of trainees to start training in September 2021 returned closer to 2019 levels, with numbers up 4% overall. There was substantial variation in performance by phase, with primary trainee numbers still 16% higher than 2019 but secondary numbers 4% lower.

²¹ Population projections from <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/>

²² See Annex B, Table B14 and Figure B16.

²³ Annex B, Tables B11-13.

32. Latest data for trainees starting in September 2022 reflected a challenging cycle for recruitment, during which record vacancies, record low unemployment, and high nominal wage growth resulted in a very strong graduate labour market, particularly for candidates in subjects that are hardest to recruit to, such as STEM. Postgraduate ITT recruitment fell to 10,868 in primary and 12,356 in secondary, 11% and 26% respectively below 2019 recruitment levels. In primary, this meant 93% of the postgraduate ITT target was met; for secondary, 59% of the target was met overall.
33. It is therefore right that the Department considers how pay awards can support its efforts to address these challenges. The targeting of the 2022/23 pay award allowed the Department to make significant progress in improving early career pay, where recruitment and retention challenges are most stark. Through the continued targeting of pay awards in 2023/24 the Department will look to further strengthen the starting and early career financial package improving the attractiveness of the profession and improving recruitment.
34. Further detail on ITT recruitment is set out in Annex C, including splits by subject.

Entering the Classroom and Early Career Retention

35. Retention rates in early career have stabilised and improved in recent years. Almost 9 in 10 newly qualified teachers in 2020 were still teaching in state-funded schools one year later, in November 2021.²⁴ This shows an increase above pre-2012 levels for the first time in 2019,²⁵ to over 88%, and remained at almost 88% in 2020.²⁶ However, only 73% of those who were awarded Qualified Teacher Status (QTS) in 2020 went on to teach in a state-funded school in England within 16 months.
36. Almost 1 in 3 (31%) teachers still leave in the first 5 years after qualifying and teachers in England are some of the least experienced in the OECD. Teachers in England have one of the lowest levels of total work experience in both primary (with only the UAE lower) and secondary (with only Turkey lower) within the OECD.²⁷ This trend is reflected in the age of teachers in the UK, with 22.8% of primary and

²⁴ Annex B, Table B1.

²⁵ Teachers in state-funded schools who were newly qualified in 2019 and still teaching in November 2020.

²⁶ [School workforce in England: November 2021](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/94444/school-workforce-in-england-november-2021.pdf), GOV.UK (www.gov.uk).

²⁷ TALIS 2018 tables - OECD, Teachers Getting the Best out of Their Students: From Primary to Upper Secondary Education, Table 2.5, <https://stat.link/9uz3q8>.

secondary teachers under 30, the highest proportion of any workforce in the OECD.²⁸

37. Overall, low experience levels are a reflection of higher turnover rates in early career, with 17% of newly qualified teachers leaving the state-funded schools sector within their first 2 years of teaching. As set out below, this stands in stark contrast to the more stable picture amongst more experienced teachers.
38. As with recruitment, early career retention remains particularly challenging within specific subjects. The latest data, in Annex B, shows that 20% of STEM teachers²⁹ left the profession within their first 2 years of teaching and 39% within their first five years. This compares to 18% and 32%, respectively, for non-STEM secondary teachers.

Retention in Later Career

39. At later career, while challenges remain, the overall picture is relatively stable, and stronger when compared to the challenges seen at early career. While just over 3 in 10 teachers leave within the first five years of their career, this figure increases to just 4 in 10 who leave within the first 10 years of their career.³⁰
40. Leaver rates also start to level off as teachers move beyond the first 5 years of their career, presenting a more stable picture compared to the sharply reducing propensity to leave that is seen as teachers progress through their early career years. Overall leaver rates were relatively stable in the last year of data³¹: 8.1% of all teachers (36,300 FTE) left the profession between November 2020 and November 2021, up from 7.3% between November 2019 and November 2020 (32,200 FTE) but lower than 9.4% between November 2018 and November 2019. This remains lower than the leaver rate of 9.9% (42,400 FTE) between November 2010 and November 2011.
41. Wastage³² rates are also significantly lower amongst experienced teachers compared to those with 5 or less years' experience, who have the highest wastage rates. Between November 2020 and November 2021, wastage rates stood at 9.5%

²⁸ [OECD Statistics](#) – Education and Training, Education at a Glance, Distribution of teachers by age and gender, 2020

²⁹ STEM teachers are for these purposes defined as those teaching any Biology, Chemistry, Computing, Mathematics, Physics or Science under the TSM classification, regardless of specialism.

³⁰ Annex B, Table B1.

³¹ Annex B, Table B14.

³² Wastage rates refer to teachers leaving the state-funded sector for reasons other than retirement.

amongst qualified teachers with 5 or less years' experience, compared to wastage rates of 5.8 to 6.2% amongst those groups with 6 or more years' experience.

42. Amongst leaders, leaver rates³³ were generally reducing, even before the pandemic. The leaver rate for assistant head teachers reduced from 7.0% in 2016 to 5.9% in 2020³⁴; over the same period, the rate for deputy head teachers was down from 6.8% to 5.9%, and the rate for head teachers was down from 10.6% to 8.9%. The Government's previous pay reforms continue to give schools greater flexibility to reward exceptional leaders and attract strong leadership teams into the most challenging schools.
43. While the retention picture amongst more experienced teachers and leaders has shown improvements in recent years, the Department knows there is still more to do. It is right to continue to target relatively higher pay awards to teachers in their early career, where the recruitment and retention challenges are significantly greater and where evidence indicates improvements to the current pay offer can have the greatest impact on teachers' decisions. Experienced teachers should be awarded uplifts to their pay, given the value they add in the classroom and beyond, but awards should rightly be more in line with expected earnings growth across the wider economy. That is why the Department continues to focus as well on policies that improve the overall conditions that enable teachers to succeed.
44. Further detail on retention and teacher wastage is set out in Annex B.

³³ Annex B, Table B14.

³⁴ 2016 refers to leavers between November 2016 and November 2017; 2020 refers to leavers between November 2020 and November 2021.

Affordability

45. This chapter lays out the affordability considerations which the STRB should take into account when determining an appropriate and manageable pay award for 2023/24.
46. The core schools budget provides for the costs of mainstream education for 5 to 16 year olds, and high needs SEND education for 0 to 25 year olds. Following the 2021 Spending Review, and the additional funding for schools announced in the 2022 Autumn Statement, the core schools budget will increase from £53.8 billion in the 2022-23 financial year, to £57.3 billion in 2023-24 and £58.8 billion in 2024-25. This additional funding recognises higher costs that schools are facing, including on energy, and is the total quantum of funding available for the core schools budget, having delivered the £2 billion increase called for by the sector including teaching unions. The Department holds no further funding for the core schools budget in reserve, including for teacher pay: the cost of each year's teacher pay award, in mainstream schools, special schools and alternative provision, needs to be covered from the total funding available through the core schools budget. It is therefore for head teachers to carefully plan their budgets to manage the 2023 teacher pay award within core funding – with due regard to the considerations set out in this evidence as an aid to this planning.
47. The Department has already published the annual Schools' Costs: Technical Note (SCTN),³⁵ which estimates what mainstream schools could afford (on average, nationally) in new spending in 2023-24, before they would face a net pressure on their budgets. It will be important that the STRB consider the total cost of its recommended award, as set against the total planned funding increase through the core schools budget. The SCTN identifies that – before taking account of pay awards for teachers, or non-teaching staff, and before taking account of likely increases to schools' energy bills – the Department anticipates that schools' spending nationally could rise by a further £2.1 billion in 2023-24 before they would face a net pressure on their budgets. For clarity, all expenditure on pay awards, and on increased energy costs, would therefore need to be covered within this £2.1 billion "headroom", to avoid schools facing an overall funding pressure nationally.
48. Teacher pay, non-teaching staff pay, and increased energy costs will typically account for the great majority of additional spending by schools in 2023-24. It is therefore vital that very careful consideration is given to the additional pressures that are likely to occur in respect of these aspects when considering the 2023 pay

³⁵ DfE (2023), Schools' costs: technical note, <https://www.gov.uk/government/publications/schools-costs-technical-note>

award. It is important to be clear that the “headroom” figure above does not represent a sum that could be directed in full to teachers’ pay without very significantly impacting on other areas of schools’ spending.

49. The STRB is reminded that estimates in the SCTN are national averages. They do not account for differences in individual school budgets which will increase by different amounts each year depending on pupil numbers and characteristics, and which will also be differentially impacted by cost pressures, like energy costs (given different contract arrangements) and staff pay (given different workforce demographics). As a result, not all schools will experience the scope for additional expenditure illustrated in the overall SCTN analysis.
50. This year, the STRB should particularly consider the impact of energy costs for schools, given the significant increases in energy prices. These costs are currently particularly difficult to forecast with confidence at both a national and school level – at an individual school level they will vary considerably based on usage, the particulars of their previous and new energy contracts, and use of the £500 million capital funding (announced in December) to spend on energy efficiency upgrades. The current market volatility also means they are likely to vary over the course of the year, particularly after the Energy Bill Relief Scheme (EBRS) ends on 31 March 2023. It is therefore important to consider not only the average increase across all schools collectively, but also over the course of 2023-24 to account for changes in-year.
51. As set out in the SCTN, every 100 percentage point increase in energy costs in 2023-24, compared to total energy costs schools paid in 2021-22, would add an extra pressure of around £600 million across all schools. The department does not hold information on individual schools’ energy contracts and usage; this, combined with future price uncertainty, means it is not possible to produce an exact estimate of schools’ energy costs in 2023-24. In correspondence to the department, and in discussion with stakeholders, cost increases of between 100% to 300% to previous contract rates have been cited in 2022-23 alone. Some examples above this have been cited; on the other hand, some schools will face zero or minimal increase, such as those on long-term fixed contracts that predate the Ukraine crisis. From April 2023 until March 2024, the government’s Energy Bills Discount Scheme (EBDS) will provide support to eligible schools to manage their energy costs, to reduce the total increased cost they face – though a wholesale price threshold means support will be targeted at only those paying the highest contract rates.³⁶

³⁶ Energy Bills Discount Scheme - GOV.UK (www.gov.uk)

52. The following chapter sets out the Department's view on the 2023/24 pay award. The Department's view is that an award of 3.5% (3% awards for experienced teachers, plus awards to raise starting salaries to £30,000) will be manageable within schools' budgets next year, on average, following the additional funding provided at Autumn Statement. As discussed above, it is difficult to forecast energy costs. Different energy scenarios mean that more headroom could be available than the 3.5% currently estimated. This could allow for additional investment in areas which benefit pupils, including, for example, a higher pay award.
53. In making its recommendation, the STRB should continue to bear in mind the imperative that the school system remains on a sustainable footing, securing the best value from every pound spent to drive up academic standards to deliver a high-quality education for all children and young people. The STRB should therefore take into account the trade-offs that a higher award would involve. A pay award above what is affordable could require reductions in other areas of school spending and the need for schools to make efficiencies. Given historically low headroom against fiscal rules, a higher pay award would also risk the fight against inflation, as it could require further Government borrowing during a time when sustainable public finances are vital.
54. As set out in the SCTN, for every 1 percentage point increase in pay for teachers in 2023, nationally, mainstream schools' scope for spending in other areas will reduce by c.£250m (breaking down as c.£140m in FY2023-24 and a further c.£110m in FY2024-25) – meaning an award above what is currently deemed manageable would require trade-offs against other planned spend for mainstream schools, if all other factors remain in line with the information set out in this chapter. This is not a new dilemma, and school leaders always have to look across the full range of their spending each year as they plan their budgets, considering their priorities for what will best improve pupils' attainment and outcomes. This may include, but will not be limited to, wider investment in the school workforce to promote recruitment and retention, delivering a strong recovery offer for children and young people, ensuring high quality and early support for children with SEND and investing in their digital infrastructure and capability. The extent of trade-offs required will depend on how the economic context and schools' finances progress over the course of the coming months.
55. These affordability considerations have been taken into account in the pay award values discussed in the next chapter.

Approach to the Pay Award for 2023/24

56. Having established the importance of pay for the recruitment and retention of teachers, and the affordability context for schools at this time, this chapter sets out the Department's view on an appropriate pay award. It is important that pay awards deliver a careful balance between a range of factors, particularly taking into account pay competitiveness to support recruitment and retention, affordability and the unusual level of uncertainty around cost pressures this year.

Starting salaries, early career awards, and consistent progression

57. As detailed in the Government's Evidence to the STRB in 2022 and in the earlier chapters, there is a clear case for the greatest pay awards to be targeted at early career pay points, where one can see the most substantial impact on recruitment and retention. In previous written evidence, the Department modelled that targeting awards at early career teachers would, over time, lead to an additional 1,000 teachers retained in the profession per year, with a similar annual boost to recruitment, compared to providing a single uniform award.
58. In particular, delivering a starting salary of £30,000 will provide a substantial boost to recruitment and retention with a memorable and competitive starting salary. The Department's view therefore is that it would be appropriate for the STRB to recommend the greatest uplift for the minimum of the pay scale (M1), with an increase of 7.1% to the minimum of the Rest of England pay scale, and appropriate uplifts to starting salaries in London, reflecting differences in pay structure and workforce. This would bring starting salaries to £30,000 or above in all regions of the country in 2023/24 without further delay.
59. In addition to the substantial uplift at M1, the Department would encourage commensurate tapered uplifts to the remaining pay points on the main pay range, to ensure a coherent pay structure, with consistent progression between pay points. A distribution of this nature for 23/24 was detailed in the STRB's Thirty-Second Report, as an indicative example.

Pay awards for experienced teachers

60. In addition to the uplifts for early career teachers, the Department asks the STRB to recommend an appropriate pay rise for experienced teachers and leaders in

2023/24.³⁷ This pay rise needs to find a careful balance between recruiting and retaining the best teachers and recognising their vital importance as public sector workers, alongside the affordability considerations and economic context outlined in the previous section. This section sets out these factors for the STRB's consideration and confirms the Department's view on a manageable award. This award will be supported with the wider recruitment and retention policies described in later chapters.

61. An appropriate pay award for experienced teachers is vital to ensuring continued retention, as detailed in earlier chapters. Experienced teachers make up the majority of the workforce and are therefore critical to the school system and delivery of high-quality teaching for every child. Their expertise is substantial and their contributions should be recognised and valued. These teachers also play a vital role in supporting and mentoring their early career peers and providing a pipeline for progression into future leadership.
62. The STRB should consider the context of the previous year in recommending an appropriate award. Last summer, on the recommendation of the STRB, the Department accepted a 5% award for experienced teachers and leaders in 2022/23, a 5.4% award overall, the highest pay award in over 30 years. This was broadly in line with other public sector workers, maintaining pay competitiveness for teachers. Schools are now facing higher overall costs and seeing more of their funding going towards teacher pay than originally envisaged in written evidence last year. This pay award was the right decision to make at the time, considering the balance of factors, but the impact on schools' budgets and the higher starting position should be taken into account for pay this year and beyond.
63. Last year, the Department also remitted the STRB to make recommendations for a 2023/24 pay award and in its written evidence made the case that a 2% pay award would provide the appropriate balance of rewarding teachers while maintaining spend on other priorities. The STRB recommended that in addition to the 5% uplift in 2022/23, experienced teachers should receive a 3% pay award in 2023/24, subject to a review mechanism, which the latest figures demonstrate would not have been met³⁸. Though the Department was not able to accept the second year of recommendations at that time, it recognises the merits of a 3% uplift and that the

³⁷ Experienced teachers refers to those on the U1-3 scale, and leaders to those on the leadership scales. In previous years, the same percentage increase has also applied to allowances, and to the pay ranges for leading practitioners and unqualified teachers.

³⁸ The relevant measure (KAI9) for whole economy regular pay growth 3-month average to December 2022 reached 6.7%, short of the 7% that the STRB proposed to re-open a 23/24 pay award.

case for this award has strengthened in light of additional schools funding provided since the Autumn Statement.

64. The STRB should also consider the labour market context. The overall public sector remuneration package, including the package for teachers, remains competitive when taking account of pay, pensions and wider benefits including job security. In particular, teachers benefit from a generous pension, with a 23.6% employer pension contribution, while teacher contributions start from as little as 7.4%, to a maximum of 11.7%. This compares very favourably to the private sector, where around 3% of employees receive an employer contribution of 20% or more, with 78% of employees receiving employer contributions of 8% or less.³⁹
65. Teachers who remain in consecutive service are also often eligible for pay rises higher than the headline pay award. This could be due to progression within the teacher pay ranges, moving from the main to the upper pay range, taking on additional responsibilities with associated allowances, or promotion to leadership positions. For example, in 2022/23, teachers who progressed up the pay scale could see pay rises of up to 15.9% in total from the combination of the pay award and progression or promotion. Further information on this is included in Annex A.
66. There are currently recruitment challenges across both the public and private sectors, with vacancies significantly elevated compared to pre-pandemic levels. The OBR forecast that unemployment will rise over 2023 and 2024, which will ease the level of vacancies. Public sector workforces, including teaching, will also benefit from higher job security over this period given redundancies have historically been concentrated in the private sector during periods of rising unemployment.
67. As set out in HMT's economic evidence to PRBs, public sector earnings growth should retain broad parity with the private sector and continue to be affordable. Median private sector pay settlements, the best comparator to PRB decisions, were 3.5% in the last quarter of FY2021-22 and 4% in the first quarter of FY2022-23. This was below pay awards for teachers in (academic year) 2022/23, which was a 5% award for the majority of teachers. There is not a forecast for settlements in FY2023-24. The most comparable figure is the OBR forecast for average earnings growth, which is expected to fall to 3.5% as the labour market loosens. Average earnings growth has historically been higher than settlements, for reasons set out in HMT's economic evidence. A 3.5% overall award thereby maintains competitiveness within the wider labour market, supporting recruitment and retention. This is even more notable given the context of the forecast recession.

³⁹ [Employer contribution bands by industry and pension type: Table P10 - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

68. The OBR forecast that inflation has peaked and will now fall, averaging 5% over 2023/24 before turning negative in 2024/25. There are however significant upside risks to inflation. High inflation is the key problem facing the UK economy and public finances. Policy makers are taking several steps to address this. In this context, it is important to note that public sector pay awards that are significantly above the private sector could contribute to risks of higher and more persistent inflation, by placing pressure on other parts of the economy to demand higher wages. This may require the Bank of England to raise interest rates even further.
69. The STRB should therefore also take into consideration the risk that increases to public sector pay can exacerbate temporary inflationary pressure, as the awards can put pressure on other parts of the economy to demand higher wages, or contribute to higher inflation expectations, as people start to expect high inflation will continue. Further, it will be important to pay close attention to average earnings growth forecasts and private sector pay settlement figures as they evolve and ensure that teacher salaries will remain competitive in the future.
70. Notwithstanding the context described above, significant change over the coming months may support delivering a higher award for experienced teachers – such as if more “headroom” becomes available as a result of changes to energy cost pressures (as set out in the previous chapter). Whilst the latest evidence indicates a 3.5% overall award is manageable, if significant new data on schools’ costs and affordability becomes available then the Department will share this as part of its oral evidence update to the STRB.
71. Providing a higher award to experienced teachers and leaders and ensuring pay remains competitive would of course have recruitment and retention benefits. These benefits should be considered carefully alongside the impact that a higher award could have on schools’ budgets which could require schools to make savings, with more significant trade-offs (as outlined in the affordability section) depending on the economic circumstances at the time.
72. It is always important to balance a number of priorities when considering teacher pay awards. The Department recognises that this year more than ever this judgment is particularly finely balanced. The views in this chapter reflect an appropriate balance of starting with a pay award which carefully considers the factors set out, whilst ensuring schools can live within their budgets. Overall, it is the Department’s view that a 3.5% overall teacher pay award is manageable in 2023/24 and would maintain competitiveness within the wider labour market, noting however the possibility that changing conditions might allow schools to accommodate a higher award. Schools may wish to think about how their budgets would accommodate such an award, though an improvement to energy prices would also help accommodate this. Any pay award will need to be managed within schools’ existing funding, including the additional funding allocated following the Autumn Statement. The STRB should therefore consider carefully the affordability of their

recommendations for schools given the detail set out in this chapter, alongside the need to recruit and retain the best teachers and recognise their vital importance as public sector workers.

2023/24 Pay Award Summary

73. Overall, the Department would like to see the STRB deliver recommendations for an award that:

- Delivers the manifesto commitment of a £30,000 starting salary, supported by a competitive early career pay package and training;
- Provides uplifts for all teachers and leaders that are comparable with the rest of the public sector and broader workforces, and competitive especially when taking into account wider benefits including pensions;
- Supports schools to manage their overall budgets, without creating unnecessary or unmanageable pressures.

In the following chapters, the Department will consider the wider policies that combine with the pay awards to support recruitment and retention overall.

Wider Recruitment and Retention Policies

74. As previously set out within the Recruitment and Retention Context chapter, there has been some improvement to recruitment and retention within recent years, though challenges do remain. The Department needs to ensure that it can attract, retain and develop highly skilled teachers to inspire the next generation. In addition to the pay award set out above, the Department has a range of non-pay policies and initiatives to support teacher retention.
75. The Department's approach is multi-faceted, delivering policies aimed at bringing new entrants into the profession (recruitment), and supporting existing teachers and leaders to stay and succeed (retention). Central to this has been the Department's focus on delivering a number of critical reforms to the teaching profession that go beyond the pay system and the pay uplifts the Department set out within the 'Approach to the Pay Award for 2023/24' chapter. This work aligns with every stage of the teacher journey – from building the attractiveness of teaching and ITT through to retention of experienced teachers and leaders – ensuring that the Department develops and supports high quality teachers at every stage.
76. These initiatives are backed up by strong evidence of effectiveness in improving both recruitment and retention. Many of the Department's initiatives are particularly relevant for improving the retention of more experienced teachers, for whom non-pay factors are often a significant influence on retention decisions.⁴⁰ Survey evidence confirms that those non-pay factors include that teachers value working flexibly⁴¹; good leadership improves teacher morale and retention;⁴² and workload is one of the factors that teachers consider most important in decisions to remain in the profession.^{43 44}
77. Aside from the pay system, there is also evidence that high quality professional development has positive impacts on teacher retention. Professional development is also key to the Department's priority to raise the quality of teaching and leadership. The 'Career Paths and Professional Development for Teachers and

⁴⁰ [Analysis of school and teacher level factors relating to teacher supply \(Sept 2017\), p.39](#)

⁴¹ Over half (57%) of senior leaders surveyed reported that flexible working had helped to retain staff who would otherwise leave the role. Over a third (37%) strongly agreed that they would personally be more likely to remain in the profession long-term if they were able to work flexibly. CooperGibson Research (2019) 'Exploring Flexible Working Practices in Schools': interim report, available at: [Exploring flexible working practice in schools - interim report \(publishing.service.gov.uk\)](#).

⁴² TALIS 2018: teacher working conditions, turnover and attrition, DfE (2020), Teachers in primary and secondary schools: TALIS 2018, GOV.UK ([www.gov.uk](#)).

⁴³ Analysis of school and teacher level factors relating to teacher supply, DfE (2017), [Geographical school workforce trends \(publishing.service.gov.uk\)](#).

⁴⁴ CooperGibson Research (2018), 'Factors affecting teacher retention', [Factors affecting teacher retention: qualitative investigation \(publishing.service.gov.uk\)](#).

Leaders' chapter will set out more detail on the Department's professional development initiatives.

78. The Department continues to balance its policies between those aimed at bringing new entrants into the profession and those aimed at supporting existing teachers and leaders to stay. The 'Maintaining a high quality supply of teachers and leaders' chapter within the Government's Evidence to the STRB in 2022 sets out in detail the Department's holistic approach to tackling the obstacles to both recruitment and retention through a package of policies. This chapter provides an update on the impact of these policies, along with information on the more recent measures the Department has introduced.
79. In Spring 2022 the Department carried out the inaugural Working Lives of Teachers and Leaders (WLTL) survey. The study will help the Department to explore factors affecting the supply, recruitment and retention of teachers and leaders. When the findings report is published, the STRB may wish to consider the evidence presented there.
80. Conducted by IFF Research and the Institute of Education (IoE) on behalf of the Department, the survey will run annually for at least 5 years, up to 2026. It will provide invaluable insight into the experiences and views of teachers over an extended period of time to strengthen the Department's evidence base across a number of areas, including teacher diversity, workload, flexible working and CPD, helping the Department design policies that support these aims.⁴⁵
81. In future years, when the WLTL data is available earlier in the year, the Department hopes to conduct more detailed analysis of the data to provide further insight on pay-specific questions of particular interest to STRB.

Recruitment and Early-Career Retention Policies

82. Alongside the commitment to raise starting salaries to £30,000 by 2023/24, the Department has a number of additional levers to increase the recruitment rate of teachers, which were covered in depth within the 'Ensuring schools can recruit the high quality teachers they need' section within the Government's Evidence to the STRB in 2022. Since the publication of the evidence in 2022, a number of further updates have been made to the initiatives described there. These updates are summarised below.

⁴⁵ Department for Education, 'Teacher Recruitment and Retention Strategy', January 2019. Source: <https://www.gov.uk/government/publications/teacher-recruitment-and-retention-strategy>

83. The Department has made the process of applying to become a teacher easier. In October 2021 the Department launched its new digital service, Apply for teacher training, enabling a more streamlined application route. The data collected through Apply is used to build an understanding of the behaviour of candidates and schools and universities that provide teacher training. This insight will continue to allow the Department to make evidence-based changes to the application process and test new interventions to recruit more trainee teachers.
84. The Department is committed to increasing the availability of apprenticeships for people who want to become teachers. To date, the total number of teaching apprenticeships started is 2,680 (with an additional 1,960 starting learning and skills teacher apprenticeships).⁴⁶ The Department is currently reviewing the Postgraduate Teaching Apprenticeship (PGTA) at level 6, with a view to making it more effective for the sector. It is envisioned that the reform of PGTA will enable more schools to employ apprentice trainee teachers, aiding teacher sufficiency. The Department is also working with the sector and with the Institute for Apprenticeships and Technical Education to develop a new degree and QTS-awarding apprenticeship in teaching in addition to the existing PGTA route. The aim of this is to further boost the availability of apprenticeships for aspiring teachers, allowing them to gain a degree and QTS without incurring student debt.
85. The return of former teachers is also an important component of the Department's recruitment strategy and in 2021 there were approximately 15,000 full-time equivalent (FTE) returners,⁴⁷ which is more than a third (34%) of all qualified entrants. The Department will continue to prioritise initiatives that facilitate their return to the profession. The main support for returners is the Return to Teaching Advisory (RTTA service) which provides former teachers with access to one-to-one support from a dedicated adviser. The Department has recently expanded the remit of the RTTA service and is now providing support to former teachers considering returning to teach any secondary subject.
86. The Department recognises that some schools face challenges with recruiting, especially to specific subjects, as set out in 'Recruitment and Retention Context' chapter earlier within this document. There is strong evidence that increasing bursaries increases ITT recruitment. The National Foundation for Educational Research (NFER) have published independent research which corroborates the

⁴⁶ ['Subjects and levels - standards and frameworks' from 'Apprenticeships and traineeships', Permanent data table – Explore education statistics – GOV.UK \(explore-education-statistics.service.gov.uk\).](#)

⁴⁷ Annex C, paragraph C9.

Department's analysis that a £1,000 increase in bursary value results in a c. 3% increase in applications on average, all other things being equal.⁴⁸

87. For ITT 2023/24 the Department has therefore put in place range of measures, including bursaries worth £27,000 tax-free and scholarships worth £29,000 tax-free, to encourage talented trainees to key subjects such as chemistry, computing, mathematics and physics. The Department is also providing a £25,000 tax-free bursary for geography and languages, a £20,000 tax-free bursary for biology and design & technology and a £15,000 tax-free bursary for English. In total, the financial incentives package for ITT 2023/24 is worth £181m, a £52m increase on the package announced for the previous cycle.
88. Additionally, from September 2022, eligible maths, physics, chemistry and computing teachers in years one to five of their careers can claim Levelling Up Premium payments if they work in disadvantaged schools. Teachers receive between £1,500 and £3,000 tax-free (in addition to their salary) and payment values are tilted towards teachers working in Education Investment Areas and the most disadvantaged schools nationally. This will help the Department to recruit and retain teachers where they are most needed, including in STEM subjects with particular challenges.
89. Based on best research evidence, a 10% increase in pay through retention payments is expected to reduce the number of these shortage subject teachers that leave teaching by 30%.⁴⁹

Training and Professional Development Policies

90. The Department will ensure teachers at all stages of their career receive world-class training, and will deploy extra support to schools that need extra help to attract and retain great teachers. By putting in place world-class training and development, the Department has created a golden thread running from ITT through to school leadership, rooting teacher and leader development in the best available evidence.
91. The Department has introduced a rigorous accreditation process designed to drive up the quality and consistency of ITT that leads to Qualified Teacher Status (QTS) and are pleased that a total of 179 ITT providers have met the requirements for

⁴⁸ Assessing the impact of pay and financial incentives in improving shortage subject teacher supply, NFER June 2022, source [Assessing the impact of pay and financial incentives in improving shortage subject teacher supply \(nfer.ac.uk\)](https://www.nfer.ac.uk/research/assessing-the-impact-of-pay-and-financial-incentives-in-improving-shortage-subject-teacher-supply/).

⁴⁹ [The effect of financial incentives on the retention of shortage-subject teachers: evidence from England', gatsby.org.uk](https://www.gatsby.org.uk/research/the-effect-of-financial-incentives-on-the-retention-of-shortage-subject-teachers-evidence-from-england/); [The effect of financial incentives on the retention of shortage-subject teachers: evidence from England - UCL Discovery](https://www.ucl.ac.uk/discovery/research/the-effect-of-financial-incentives-on-the-retention-of-shortage-subject-teachers-evidence-from-england/).

accreditation. This is a significant step in the delivery of the Department's ambitious programme to create a world-class teacher development system and transform the support teachers receive at every stage of their career – all the way from ITT and early career support to specialisations and school leadership.

92. As outlined in the Department's 2022 written evidence, in autumn 2021 the Early Career Framework (ECF) was fully launched – providing the solid foundations for a successful career in teaching. The Department also introduced a new and updated suite of fully funded NPQs for education professionals at all levels across the sector, helping them to become more effective inside and outside the classroom.
93. The next chapter, 'Career Paths and Professional Development for Teachers and Leaders', will expand on ITT, ECF and NPQs. It will provide additional detail on the importance of these initiatives for delivering a coherent and fulfilling teacher career pathway, from trainee through to executive headship.

Retention Policies

94. The Department is committed to taking a whole-school approach to mental health and wellbeing, and to ensuring that staff wellbeing policy is integrated within schools' culture. The Department has published a range of resources to help schools address teacher workload issues, prioritise staff wellbeing, and support schools to introduce flexible working practices. These are referenced in the Department's 2022 written evidence to the STRB in paragraphs 127 to 138.
95. The Department worked in partnership with the education sector and mental health experts to develop the Education Staff Wellbeing Charter⁵⁰, which the Department is encouraging schools to sign up to as a shared commitment to promote staff wellbeing. Since it launched in November 2021, over 2,300 schools have signed up to the charter.
96. Workload is one of the main factors that teachers cite for considering leaving the profession, and Covid-19 has exacerbated these issues. Excessive teacher workload has a negative effect on teacher wellbeing, and could impact teaching quality and, in turn, pupil outcomes.
97. As outlined in the Department's 2022 written evidence, the Department has taken action to improve teacher and leader workload, working with the profession to understand and address longstanding issues around marking, planning and data management.

⁵⁰ <https://www.gov.uk/guidance/education-staff-wellbeing-charter>.

98. The School workload reduction toolkit, developed alongside school leaders, is regularly used to support workload reduction. Since it was updated in March 2022, there have been over 23,000 page views and over 15,000 downloads of toolkit resources (as of November 2022). Recent small-scale, school-based projects have shown that, when schools used the toolkit to address workload issues, there was a significant reduction in teacher time, teacher wellbeing improved, and pupil attainment and progress remained constant or improved
99. While this does signal that the Department's work has had a positive impact over time, there is still more to be done. As stated in the Schools White Paper, the Department will continue to work together with school leaders, teachers and their representatives to ensure schools have cultures that support the wellbeing of teachers and workload reduction plans.
100. Employees across many workforces increasingly expect to be able to work flexibly, and this is also present in the teaching workforce. There are a range of real and perceived barriers to implementing flexible working and the Department is committed to supporting schools to overcome them.
101. In March 2021 the Department appointed eight Flexible Working Ambassador Schools, to champion flexible working by modelling flexible working culture and sharing good practice on implementing flexible working. Alongside this, the Department funded training for school leaders, which has been delivered to over 1,000 school leaders.
102. The Department continues to work closely with the sector to identify and share examples of best practice and to determine how it can best target future support within this area of promoting flexible working. Future surveys of teachers and leaders should give some indication of the impact the work of the Department is having.
103. Moreover, the Department wants teaching to be an inclusive profession where talented teachers from all backgrounds are supported throughout their careers, from the moment they enter the profession, through their continued development and as they progress into leadership.

Matters for Your Views: Career Paths and Professional Development for Teachers and Leaders

104. In the remit letter, the Secretary of State invited the STRB to offer an initial view on how the pay and conditions framework can support the Department and the STRB's shared aim to provide a more coherent and fulfilling career path for teachers and leaders. The Secretary of State asked the STRB to consider this particularly in the context of the Department's recent professional development reforms to ITT, ECF and NPQs. These are articulated further below to support the STRB's consideration of this topic.

Context

105. The STRB previously indicated they would welcome the opportunity to consider broader structural issues which go beyond the consideration of annual pay increases. The STRB's Thirty-Second Report in 2022 identified several matters that were considered priority areas for further review, which affect recruitment, retention and morale.⁵¹ The topic of "career paths and pay structures for teachers and school leaders" was noted as one of the issues particularly central to the STRB's current role in reviewing the system of reward for teachers and school leaders in maintained schools. Subsequently, the STRB proposed this could be addressed in two stages: the first stage could be to "identify those areas where the framework can be improved"; and the subsequent stage could then "consider, and make recommendations on, the changes needed to the framework to deliver this".

106. High quality professional development is important for the career paths of teachers; it ensures that teachers receive appropriate support and enables them to improve their practice at all stages and roles, which the Department expects would have an indirect effect on pupil outcomes. The Department has invested in creating a 'golden thread' of world-class support, training and development, available through the entirety of a teacher's career. This begins with ITT, through to the implementation of an ECF-based induction for early career teachers, and NPQs for teachers and leaders at all stages of their career.⁵² The Department therefore wants to ensure that the pay and conditions framework works to support and reinforce career paths, so teachers and leaders are attracted to and remain in the profession, and believes this is particularly timely given the recent reforms.

⁵¹ School Teachers' Review Body (2022). School Teachers' Review Body Thirty-Second Report 2022.

⁵² Department for Education (2019). Teacher Recruitment and Retention Strategy; Supporting teachers to make a difference (publishing.service.gov.uk).

107. The Department supports the STRB’s multi-year approach to this area and following this first stage the Department will consider how to take this work forward; including whether this should inform remits to the STRB in future years. As the Department invited the STRB to offer an initial view on this topic, to understand if there are any areas that could be explored further in future, this chapter will not provide views on potential adjustments or how changes could be achieved.
108. There are other factors that should be considered in supporting an effective career path. Workload and school flexibilities are important factors to consider. The Department does not want to increase workload for schools and teachers or constrain their ability to innovate or tailor professional development to their local needs. Individual teachers and leaders will also want to take different career paths and have different professional development interests, so this flexibility also needs to be retained.
109. This chapter provides input on the importance of professional development for fulfilling and coherent career paths for teachers and leaders, and the positive impacts on pupil attainment, teacher quality and retention. It also focuses on the context of the recent ITT, ECF and NPQ reforms, to support the STRB’s exploration of this topic.

The Importance of Professional Development

110. High quality professional development is central to the Department’s aim of delivering an excellent teacher for every child and providing coherent and fulfilling career paths for teachers and leaders so they are attracted to and remain in the profession.
111. The Schools White Paper, Opportunity for all: strong schools with great teachers for your child, set out in 2022 the Department’s long-term vision for schools with a focus on achieving world-class literacy and numeracy.⁵³ The quality of teaching is the single most important in-school factor for improving outcomes for children, especially for pupils from disadvantaged backgrounds and those with additional needs. The Education Endowment Foundation (EEF) found that “the best available evidence indicates that great teaching is the most important lever schools have to improve pupil attainment.”⁵⁴
112. Recent Departmental evaluations of CPD programmes (2017 NPQ programme and Teaching and Leadership Innovation Fund) found evidence that CPD contributed to

⁵³ Department for Education (2022). Opportunity for all: strong schools with great teachers for your child.

⁵⁴ Education Endowment Foundation. High-quality teaching. (educationendowmentfoundation.org.uk).

positive changes in individuals' personal teaching and leadership practices.⁵⁵ The EEF's systematic review also finds an average impact of teacher CPD on pupil test scores that is equivalent to approximately one month of additional pupil progress.⁵⁶

113. A key priority of the professional development initiatives is to ensure that the Department continues to attract, retain and develop highly skilled teachers to inspire the next generation; as set out in the Department's Teacher Recruitment and Retention Strategy 2019.⁵⁷ The Department's professional development reforms aim not only to provide attractive CPD to increase teacher recruitment in key subjects and areas (an area that is also an important aim of the Department's approach to the 2023/24 pay award set out in this document, including £30,000 starting salaries) but also to ensure that teachers stay in the profession. Evidence from Departmental evaluation of CPD programmes indicates positive impacts on teacher retention.⁵⁸ A recent cost benefit analysis by the Education Policy Institute also estimates that high quality CPD could significantly improve retention, and thus present good value for money.⁵⁹ Additionally, Ronfeldt and McQueen (2017) find positive effects of induction on teacher retention, both in school and in the profession.⁶⁰
114. Exploratory research by Walker et al. (2018) suggests that CPD programmes bring benefits to newly qualified teachers and early career teachers (ECTs) and their

⁵⁵ CFE Research. (2021). Evaluation of the 2017 National Professional Qualifications Final evaluation report for the 2017-18 cohort. Government Social Research. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/103543/Evaluation_of_the_2017_National_Professional_Qualifications.pdf. Teaching and Leadership Innovation Fund (TLIF): Fund-level evaluation (2022). Teaching and Leadership Innovation Fund (TILF): Fund-level evaluation (publishing.service.gov.uk).

⁵⁶ Sims, S., Fletcher-Wood, H., O'Mara-Eves, A., Cottingham, S., Stansfield, C., Van Herwegen, J., Anders, J. (2021). What are the Characteristics of Teacher Professional Development that Increase Pupil Achievement? A systematic review and meta-analysis. London: Education Endowment Foundation. The report is available from: <https://educationendowmentfoundation.org.uk/education-evidence/evidence-reviews/teacherprofessional-development-characteristics>.

⁵⁷ Department for Education (2019). Teacher Recruitment and Retention Strategy; Supporting teachers to make a difference.

⁵⁸ Department for Education (2021). Evaluation of the 2017 National Professional Qualifications. Evaluation of the 2017 National Professional Qualifications (publishing.service.gov.uk) & Department for Education (2022). Teaching and Leadership Innovation Fund (TLIF): Fund-level evaluation. Teaching and Leadership Innovation Fund (TILF): Fund-level evaluation (publishing.service.gov.uk).

⁵⁹ Van den Brande, J., & Zuccollo, J. (2021). The effects of high-quality professional development on teachers and students: a cost-benefit analysis. Available at: <https://epi.org.uk/publications-and-research/the-effects-of-high-quality-professional-development-on-teachers-and-students/>

⁶⁰ Ronfeldt, M & McQueen, K. (2017). Does New Teacher Induction Really Improve Retention? *Journal of Teacher Education*, Vol. 68(4), pp. 394-410.

schools through improved teaching quality, levels of confidence, the development of subject knowledge and practice.⁶¹

115. Teachers at all stages of their career should therefore receive appropriate support to enable them to continuously improve their practice. Currently, the School Teachers' Pay and Conditions Document requires teachers to "...have access to advice, training and developmental opportunities appropriate to their needs, including needs identified in objectives or in appraisal statements or reports."⁶²
116. Decision-making relating to teachers' professional development rest with schools, head teachers, and teachers themselves. This allows schools to be innovative and tailor professional development to their needs and career paths, and the needs of their pupils. The Standard for Teachers' Professional Development (2016) supports teachers and head teachers to understand what makes professional development effective and how to make choices to prioritise and enable high quality professional development.⁶³
117. The Department recognises that high quality training and development is key to improving teacher retention and quality, and therefore has implemented reforms to ITT frameworks, is providing enhanced induction through the ECF, and is delivering a reformed suite of NPQs informed by the best available research and evidence. The Department aims to deliver 500,000 teacher training and development opportunities by 2024. In the 2021/22 academic year, 26,927 ECTs started the provider-led ECF-based programme funded by the department, and 24,895 mentors were trained. In total, 93% of ECTs who were in the 2021 School Workforce Census participated in the provider-led ECF-based induction. In the 2021/22 academic year, 29,425 funded NPQ courses were started. This represents 5.7% of teachers and leaders in the School Workforce Census who started a funded NPQ.⁶⁴
118. The Department is also creating a new national professional development infrastructure. This includes the National Institute of Teaching (NioT), which is designing and delivering a coherent teacher development pathway spanning the entire 'golden thread' of ITT, ECF and NPQs, and developing evidence on best practice in teacher development delivery. The national network of teaching school hubs also play a significant role in delivering the professional development reforms.

⁶¹ Walker, M., Straw, S., Worth, J., & Grayson, H. (2018). Early career CPD: exploratory research. Department for Education. Available at: <https://scholar.google.co.uk/>

⁶² Department for Education (2022). School teachers' pay and conditions document 2022 and guidance on school teachers' pay and conditions.

⁶³ Department for Education (2016). Standard for teachers' professional development - GOV.UK.

⁶⁴ [Teacher and Leader development: ECF and NPQs, Academic Year 2021/22 – Explore education statistics – GOV.UK \(explore-education-statistics.service.gov.uk\)](https://www.gov.uk/explore-education-statistics).

They also quality assure statutory induction through the Appropriate Body (AB) role and, where there is local need, may deliver additional CPD.

119. It is important that all teachers and leaders have access to good quality CPD, to support the delivery of coherent and fulfilling career paths, but barriers do exist. The Department is keen to understand these barriers in more detail, and whether there are any areas of the pay and conditions framework that could be examined further to support access to CPD and its importance for career paths.
120. This section has set out the importance of professional development for the career paths of teachers and leaders. The following sections will now explore the ITT, ECF and NPQ reforms in more detail.

Initial Teacher Training (ITT) Reforms

121. Ensuring new teachers receive high quality support at the start of their careers is important for teacher retention and quality in the first few years. The Department is committed to ensuring that trainee and early career teachers get the best possible start to their careers.
122. In 2019 the Department announced its plans to create an entitlement to at least three years of structured training, support and professional development for all new teachers. Underpinning the first year is the revised ITT Core Content Framework (CCF). Following on from their initial training, ECTs continue their teacher development journey by completing a new 2- year induction, underpinned by the ECF, covered later in this chapter.
123. Since September 2020, all courses offered by ITT providers have been aligned to the mandatory CCF, published in November 2019.⁶⁵ The CCF was developed in consultation with an expert advisory group. One of the aims of the revised framework was to ensure that every trainee teacher gets consistently high quality training. The CCF sets out a minimum entitlement of knowledge, skills and experiences that all trainees need to enter the profession in the best position possible to teach and support all children and young people. While incorporating the CCF is mandatory, accredited providers retain the freedom to design a full trainee curriculum and ensure that courses are appropriate to the needs of trainees and for the subject, phase and age range that the trainees will be teaching.
124. In July 2021 the Government published the ITT Market Review Report. The report set out 14 recommendations from an independent expert group with the aim of

⁶⁵ Department for Education (2019). ITT Core Content Framework.

ensuring consistently high quality ITT for every trainee. The report drew on strong evidence that effective mentoring is critical to the delivery of high quality ITT.⁶⁶ In December 2021 the Department published the ITT market review report setting out its response to the 14 recommendations and a set of new quality requirements for all ITT leading to QTS. The key changes are the introduction of a new element of ITT – Intensive Training and Practice, and new requirements for mentoring.

125. Ensuring alignment between the taught curriculum and what is experienced on school placement was at the core of the ITT review and having mentors with a secure understanding of the ITT curriculum is critical to realising this aim. The Government therefore accepted the ITT Market Review’s recommendation that trainees should have access to mentors with expertise in the ITT curriculum that they are delivering, to ensure trainees receive “strong and consistent input on the best-evidenced ways of teaching their subject and phase”.⁶⁷ In response to the feedback received from the ITT sector and schools⁶⁸, the Department lowered the minimum initial training time for general mentors to 20 hours from the proposed 24, lowered the minimum initial training time for lead mentors to 30 hours from the proposed 36 and reduced minimum mentor support for trainees during general placements from 2 to 1.5 hours per week.
126. The Department has also announced investment in ITT mentoring. The Department is making grant funding of up to £15 million for general mentors and up to £10 million for lead mentors available to providers and schools in the 2024-25 financial year, to help backfill staff taken out of classrooms for training and lead mentor duties.
127. Consequently, the Department is interested in understanding if there are areas for further investigation in relation to how the pay and conditions framework could complement and recognise key areas of ITT, such as the role of the mentor, support for mentors, and the requirements to be a mentor.

⁶⁶ See, for example, Ginnis et al. (2018) Newly qualified teachers: annual survey 2017 (publishing.service.gov.uk); and CooperGibson (2019) Schools’ Experiences of Hosting Trainees and Employing Newly Qualified Teachers (publishing.service.gov.uk), both of which found that mentors were critical to the overall ITT experience for trainees.

⁶⁷ Initial teacher training (ITT) market review report (publishing.service.gov.uk) (2021).

⁶⁸ Department for Education (2021). Government response to the initial teacher training (ITT) market review report (publishing.service.gov.uk).

Early Career Framework (ECF) Reforms

128. Support does not end after initial teacher training. Following their initial teacher training, early career teachers (ECTs) complete a 2 year induction based on the ECF. This section will outline the aims and importance of the ECF reforms.
129. The ECF reforms were rolled out nationally in September 2021, entitling all ECTs in England to access high quality professional development from the start of their career paths. This was designed to help new teachers feel more confident and in control. The reforms are backed by over £130 million a year in funding.
130. As set out in the School Teachers' Pay and Conditions Document (STPCD), all teachers are entitled to 10% of time away from the classroom for Planning, Preparation and Assessment (PPA).⁶⁹ In addition to the PPA time, the STPCD sets out that ECTs are entitled to a further 10% of time away from the classroom during their first year of induction, and an additional 5% of time away from the classroom in their second year of induction. This ensures teachers at the beginning of their career have the support and the time, through extended time away from the classroom, to continue developing the knowledge, practices and working habits that set them up for a fulfilling and successful career in teaching.
131. All schools and teachers are different, but the ECF reforms ensure consistent and enhanced professional development and support for ECTs. It is an evidence based approach and is designed to make sure ECTs focus on learning the things that make the most difference in the classroom and their professional practice.
132. For every ECT, schools must work with an Appropriate Body (AB) to support the ECT's induction. ABs perform a statutory role of ensuring ECTs receive entitlements to mentoring and time off timetable during induction and verifying the ECT's assessment against the Teachers' Standards to pass induction.⁷⁰
133. The ECF was developed in consultation with an Expert Advisory Group and in collaboration with a wide range of teachers, school leaders, academics, and experts. The content of the framework and its underpinning evidence was independently assessed and endorsed by the Education Endowment Foundation (EEF). The EEF has also independently assessed the training materials for the provider led programmes to ensure their fidelity to the ECF.

⁶⁹ Department for Education (2022). School teachers' pay and conditions document 2022 and guidance on school teachers' pay and conditions.

⁷⁰ Department for Education (Updated 2021). Teachers' standards - GOV.UK (www.gov.uk).

134. The same evidence base underpins both the ITT CCF and the ECF. The Department recognises that the evidence for best practice in teacher development does not stand still, and has committed to reviewing both frameworks together, in line with the best available evidence from this country and internationally, and a review of the ITT CCF and the ECF frameworks will be done in parallel. The Department will carry out such a review of the CCF and ECF during 2023.
135. Mentoring is an important element of the ECF reforms. ECTs are expected to receive support from a dedicated mentor through regular one to one mentoring sessions. The mentor role should be separate to that of the induction tutor who is expected to hold Qualified Teacher Status (QTS) and provide regular monitoring, support and coordination of assessment. During the 2 year induction the mentors guide ECTs, to ensure ECTs develop their knowledge and improve their teaching practice. Mentoring can also help mentors to develop their own skills as a teacher to further support pupil outcomes.
136. Mentors are crucial in the delivery of high quality ECF based training, and the induction statutory guidance sets out the expectation that mentors have “the time and ability to carry out the role effectively”.⁷¹ The Department committed in 2019 to fund time for mentors to support ECTs, and also fund mentor training.⁷² Funding to cover mentors’ time with the mentee in the second year of teaching has been provided to schools as part of the reforms. Additionally, if a school uses a Department funded training provider, the Department also funds 36 hours of mentor time away from the classroom to complete mentor training over 2 years.⁷³
137. The Department published a summary of the initial survey findings from the external evaluation of the provider-led ECF-based programmes in May 2022. The surveys were conducted between December 2021 and January 2022, three to four months into the programme. The interim research briefing found that participants were positive about the provider-led ECF based training and feel the mentoring they were receiving was high quality.⁷⁴
138. Mentors supporting ECTs tend to be experienced teachers, and many (72%) have a leadership role within their school or have previous experience of mentoring (69%). They are well matched to the ECTs they mentor and most (79%) are motivated to develop their skills in mentoring and supporting other teachers. Mentors are

⁷¹ Department for Education (Revised 2021). [Statutory Induction Guidance 2018 \(publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101422/statutory-induction-guidance-2018.pdf).

⁷² Department for Education (2019). Early Career Framework (publishing.service.gov.uk).

⁷³ Department for Education (2022). Guidance for schools: how to manage ECF-based training - GOV.UK (www.gov.uk).

⁷⁴ Department for Education (2022). Evaluation of the national roll-out of the Early Career Framework induction programmes year 1 interim report (publishing.service.gov.uk).

considered pivotal to the ECF based induction programme and play a key role in the experiences of ECTs. ECTs are overwhelmingly positive about the impact of mentors on their early career development and feel very well supported by them (86%).⁷⁵

139. The interim research briefing also found two key areas of concern and potential for improvement: perceived heavy workload and time commitment, and perceived lack of flexibility. Insights from lead providers (and their delivery partners) have suggested ECTs are time pressured, and some may be struggling to find time to invest in their development. Some mentors too may be struggling, finding it difficult to fit their ECF based induction programme responsibilities around other commitments.⁷⁶ Additionally, the majority of those involved in the ECF provider-led training also feel the workload expected of ECTs and particularly mentors is too much. The Department expects to publish further findings in 2023.
140. The Department is therefore interested in understanding whether there is evidence of how the pay and conditions framework could complement and support key areas of ECF, such as the role of the mentor and ECT workload.

National Professional Qualification (NPQ) Programme Reforms

141. Beyond the first few years of teaching, the Department aims to support all teachers and school leaders to develop their expertise continuously throughout their careers, so every child in every classroom in every school gets the best start in life.
142. A key element of the Department's offer for teachers after their first few years is the NPQ programme. NPQs are available to education professionals at all levels, from those who want to develop expertise in high quality teaching practice to those leading multiple schools across trusts. This section will outline the aims and importance of the NPQ reforms.
143. In 2018, the Strengthening QTS and Improving Career Progression for Teachers consultation showed strong support (75.4% of all respondents) for the introduction of specialist qualifications for teachers who aspire to non-leadership career progression routes. In response to this, in the Teacher Recruitment and Retention Strategy, the Department committed to launch a suite of Specialist NPQs, using the ECF as the foundation. These would directly flow from and extend expertise in the

⁷⁵ Department for Education (2022). Evaluation of the national roll-out of the early career framework induction programmes - Interim research brief (year one).

⁷⁶ Department for Education (2022). Evaluation of the national roll-out of the early career framework induction programmes - Interim research brief (year one).

core areas in which teachers will receive training at the start of their career; assessment, behaviour management, subject and curriculum expertise, and pedagogy.

144. The qualifications were intended to be used by professionals to develop breadth and expertise of knowledge and who either wanted to excel in the classroom or to use them as a stepping-stone into leadership roles. The new NPQs were designed to align with the existing system of career progression and qualifications landscape, and alongside the reformed leadership qualifications, were developed in collaboration with the sector and are informed by the best available research and evidence. All NPQs are open to teachers and leaders already working at that level, as well as those who are aspiring to take on those roles in the future (e.g. NPQ for Headship is available to existing head teachers and deputy head teachers preparing for promotion).
145. In autumn 2021 the Department introduced its new and updated suite of NPQs, including the Specialist NPQs trailed in the Recruitment and Retention Strategy, to provide the best possible training and support to education professionals across the sector, helping them to become more effective inside and outside the classroom.⁷⁷ The qualifications have been designed with teachers, leaders, and practitioners in mind, using the latest and best available evidence. NPQs provide professionals with the skills and knowledge to take the next step in their career and, most importantly, benefit the lives of young people across the country. As stated in the Government's Evidence to the STRB in 2022, the process and impact evaluation of the reformed NPQs commenced in March 2021 and will run to Spring 2026.
146. Specialist NPQs are 12 month programmes designed to give teachers and leaders the skills they need to improve their teaching practice, in areas such as behaviour management and supporting teacher development. They can also aid teachers seeking to take on more teaching responsibility or leadership of certain subjects, phases or pastoral areas. The specialist NPQs are: NPQ for Leading Teaching, NPQ for Leading Behaviour and Culture, NPQ for Leading Teacher Development, and NPQ for Leading Literacy.
147. Leadership NPQs are 18-month programmes designed to support teachers, leaders and early years practitioners to develop the knowledge, behaviours, and networks they need to be a high-performing leader at a variety of levels. They include NPQ for Senior Leadership, NPQ for Headship, NPQ for Executive Leadership (for individuals working across multiple schools) and NPQ for Early Years Leadership.

⁷⁷ Department for Education (Updated 2022). National professional qualifications (NPQs) - GOV.UK (www.gov.uk).

148. Alongside the NPQH, the Department introduced the Early Headship Coaching Offer (EHCO) in autumn 2022. This offer is a targeted support package of coaching and networking support for teachers, based on the best available evidence about what makes an effective head teacher.
149. To support delivery of NPQs as part of the Government's long-term education recovery plan, £184m of additional funding for NPQs was announced in 2021 to be spent over the course of this parliament. As a result, NPQs are currently fully-funded for teachers and leaders in publicly funded schools, and will continue until academic year 2023/24. The Department has also introduced additional payments to small schools, to enable them to support their teachers and leaders to undertake NPQs. The Targeted Support Fund gives a grant payment of £200 per participant to schools with up to 600 pupils, for every teacher or leader they employ who participates in an NPQ.
150. The Department published emerging findings from the first stage of the external evaluation of the NPQ programme in January 2023. It provides insight into how effectively the NPQs are being delivered to inform the ongoing development and improvements to the programme. The research found that, when asked to discuss their motivations for applying, career progression and improving pupil outcomes were the most common reasons highlighted by teachers and leaders, as well as increasing their knowledge about the latest evidence in schools and acquiring new knowledge and skills. The introduction of the specialist NPQs has led to participants feeling highly motivated to undertake a qualification because it supported their professional interests and focussed on deepening their knowledge and skills, rather than solely focusing on leadership.⁷⁸
151. The interim report identified a need to further increase awareness and address misconceptions about the courses, particularly in relation to the eligibility criteria and the purpose of the specialist NPQs.⁷⁹
152. The Department is therefore interested in understanding if there is evidence of how the pay and conditions framework could complement and support key areas of the NPQ programme for teachers and leaders, at all stages of their careers.

Summary of inputs to the matters for STRB views

153. The Secretary of State invited the STRB to offer an initial view on how the pay and conditions framework can support the aim of providing a coherent and fulfilling

⁷⁸ Department for Education (2023). Emerging findings from the NPQ evaluation – Interim report 1.

⁷⁹ Department for Education (2023). Emerging findings from the NPQ evaluation – Interim report 1.

career path for teachers and leaders. The Department is using a multi-year approach and will consider how to take this work forward in future years following this first stage.

154. This chapter has set out the importance of professional development for the career paths of teachers and leaders, and the recent reforms and investment in ITT, ECF and NPQs. This context on the initiatives has been provided to support the STRB's exploration of this topic. Creating a coherent and fulfilling career pathway for teachers and leaders is of particular interest and timely following the Department's recent professional development reforms; this is a real opportunity to explore whether and how the pay and conditions framework could support the golden thread of world-class support, training and development, available through a teacher's career.
155. The Department is particularly interested in the STRB's observations of examples of good practice in schools, to understand how the pay and conditions framework could complement the effective implementation of the professional development reforms. Additionally, it would be valuable to receive insights on any areas of the framework that could benefit from further examination and development in future to maximise their influence on coherent and fulfilling career paths.

Annex A: Teacher Workforce Characteristics and Pay

A1. In November 2021, the most recent date for which Schools Workforce Census data is available, there were 465,500 full-time equivalent (FTE) teachers in state-funded schools in England. Table A1 shows the proportion of these teachers split by grade and phase. The majority (85%) of teachers were classroom teachers, accounting for 394,800 FTE. The remaining 15% consisted of approximately 70,800 FTE leadership teachers.⁸⁰ Of all FTE teachers in state-funded schools in England, 3% - 12,600 FTE - were unqualified teachers.⁸¹

Table A1: Full-time equivalent teachers (FTE) by grade and phase, state-funded schools (England, November 2021, in thousands with percentages of total workforce in brackets⁸²

	Nursery and primary	Secondary	Special	Centrally employed	Total
Heads	16.8 (4%)	3.8 (1%)	1.5 (0%)	0.1 (0%)	22.1 (5%)
Deputy heads	11.4 (2%)	5.4 (1%)	1.3 (0%)	0.0 (0%)	18.2 (4%)
Assistant heads	12.4 (3%)	14.9 (3%)	2.1 (0%)	1.0 (0%)	30.5 (7%)
Classroom teachers	181.7 (39%)	189.4 (41%)	21.1 (5%)	2.5 (1%)	394.8 (85%)
TOTAL	222.3 (48%)	213.6 (46%)	26.0 (6%)	3.6 (1%)	465.5 (100%)
of which unqualified	4.1 (2%)	6.1 (3%)	2.1 (8%)	0.2 (7%)	12.6 (3%)

Source: School Workforce Census, November 2021

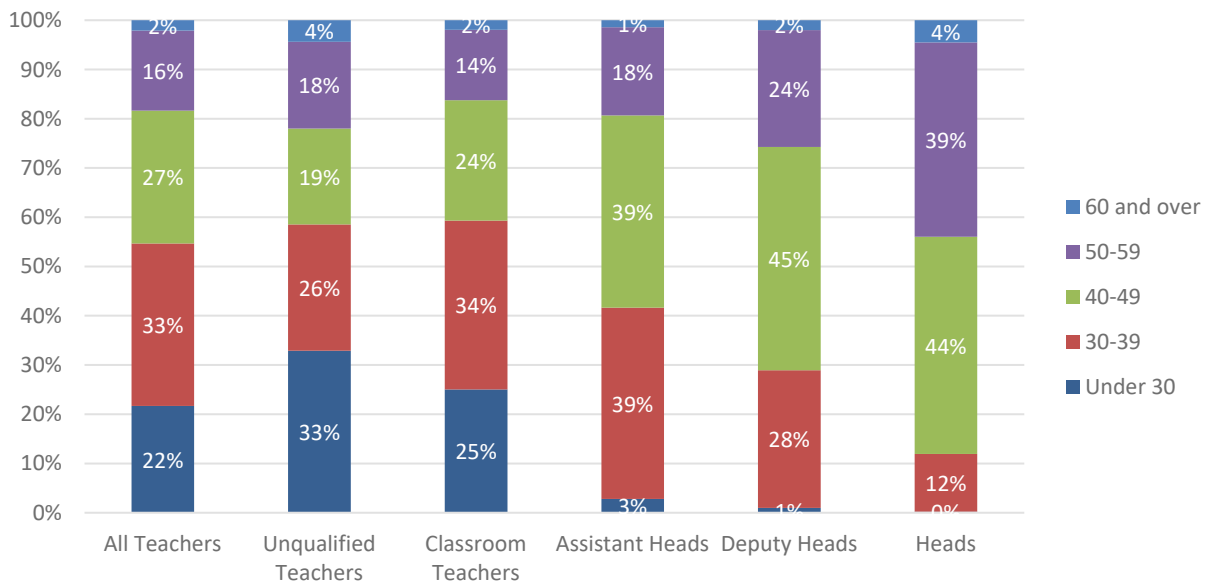
A2. In 2021, 18% of all FTE teachers in state-funded schools were aged 50 and over, while 22% of teachers were aged under 30. Unqualified teachers have the largest percentage of teachers under 30 at 35%. Age distributions by grade are shown in Figure A3.

⁸⁰ Defined as teachers with posts recorded as Executive Head teacher, Head teacher, Deputy Head, Assistant Head, or Advisory Teacher. Does not include classroom teachers with middle leadership responsibilities.

⁸¹ An unqualified teacher in the LA maintained sector is either a trainee working towards QTS; an overseas trained teacher who has not exceeded the four years they are allowed to teach without having QTS; or an instructor who has a particular skill who can be employed for so long as a qualified teacher is not available.

⁸² Where totals appear not to sum, this is due to rounding.

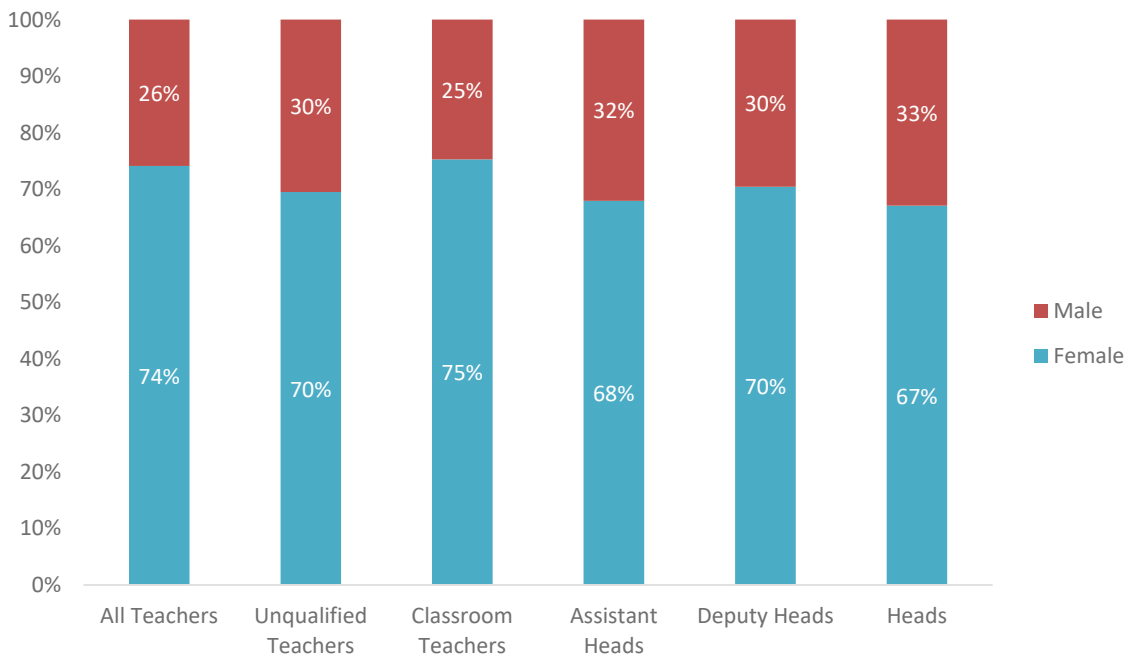
Figure A2: Full-time equivalent teachers (FTE) in state-funded schools by grade and age (England, November 2021)



Source: School Workforce Census, November 2021

A3. Figure A3 shows the percentages of females and males for each grade. In 2021, 74% of teachers at all grades were female. For classroom teachers the percentage was slightly higher at 75%. For the leadership group, the percentage of female teachers was 69%.

Figure A3: Full-time equivalent teachers (FTE) in state-funded schools by grade and gender (England, November 2021)



Source: School Workforce Census, November 2021

A4. Table A4 shows the ethnic background of teachers in England by grade. The percentage of teachers observed with a non-white ethnic background decreases

at higher grades. The highest percentage of teachers with a non-white background is observed for unqualified teachers and the lowest percentage of teachers with a non-white background is observed for head teachers, though this has been increasing over time from 2.4% in 2010 to 3.1% in 2015 and to 4.1% in 2021. At the same time, the share of all teachers with a non-white background has risen from 6.6% to 10.1%.

Table A4: Distribution of full-time equivalent teachers (FTE) by grade and ethnicity in state-funded schools. (England, November 2021)⁸³

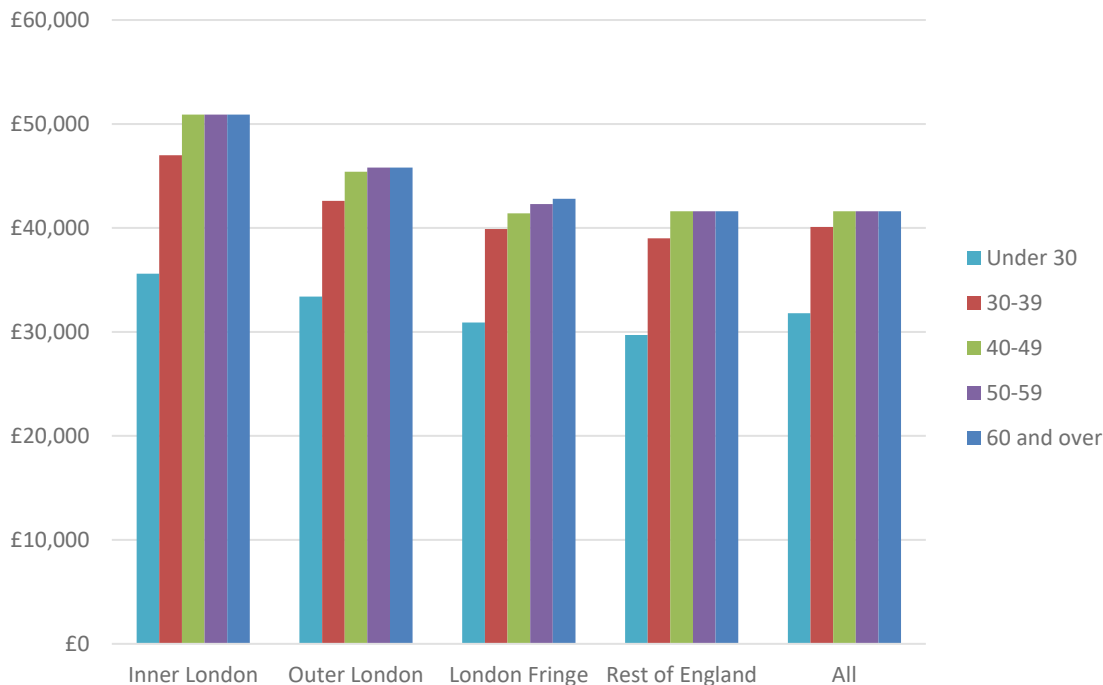
	Head	Deputy Head	Assistant Head	Classroom Teacher	Unqualified Teacher	Total
White	95.9%	94.6%	92.2%	89.4%	83.2%	89.9%
White - British	92.4%	90.7%	87.7%	83.9%	74.9%	84.6%
White - Irish	1.7%	1.8%	1.7%	1.4%	1.2%	1.5%
Any Other White Background	1.8%	2.1%	2.9%	4.0%	7.1%	3.9%
Black	1.1%	1.3%	2.1%	2.7%	6.1%	2.6%
Black - African	0.2%	0.3%	0.6%	1.1%	1.9%	1.0%
Black Caribbean	0.8%	0.8%	1.2%	1.2%	3.1%	1.2%
Any Other Black Background	0.1%	0.2%	0.3%	0.4%	1.0%	0.4%
Asian	1.7%	2.6%	3.8%	5.4%	6.3%	5.0%
Indian	0.9%	1.4%	1.9%	2.2%	2.8%	2.1%
Pakistani	0.5%	0.5%	0.9%	1.5%	1.5%	1.4%
Bangladeshi	0.1%	0.2%	0.4%	0.8%	0.9%	0.8%
Any Other Asian Background	0.3%	0.4%	0.6%	0.9%	1.2%	0.8%
Mixed	0.9%	1.1%	1.4%	1.7%	2.6%	1.6%
White and Black African	0.1%	0.1%	0.1%	0.2%	0.3%	0.2%
White and Black Caribbean	0.3%	0.3%	0.4%	0.4%	1.0%	0.4%
White and Asian	0.3%	0.3%	0.4%	0.4%	0.3%	0.4%
Any Other Mixed Background	0.3%	0.4%	0.4%	0.6%	0.9%	0.6%
Chinese	0.0%	0.0%	0.1%	0.2%	0.4%	0.2%
Any Other Ethnic Group	0.2%	0.4%	0.4%	0.7%	1.4%	0.6%

Source: School Workforce Census, November 2021

⁸³ Percentages are out of a total of those with ethnicity information recorded in the School Workforce Census (over 90% of all teachers).

- A5. For the academic year 2022/23, the minimum salaries for classroom teachers in the Rest of England pay band (the lowest of the four regional pay bands) are £28,000 for a qualified teacher and £19,340 for an unqualified teacher.
- A6. In November 2021, the average (median) gross⁸⁴ pay of regular classroom teachers in state-funded schools in England was £39,492.
- A7. Teachers' salaries are largely driven by the location of the school they work in and their level of experience. Figure A5 shows median salaries of qualified classroom teachers by pay region and age. Classroom teachers in both primary and secondary state-funded schools typically see their salary rise much quicker in the beginning of their careers than in their later stages.

Figure A5: Average (median) salaries of qualified classroom teachers in state-funded schools, by age of teacher and pay region⁸⁵



Source: School Workforce Census, November 2021

⁸⁴ The gross pay is the base pay plus any allowances earned by the teacher. Part-time teachers are included with pay scaled up to the full-time equivalent rate.

⁸⁵ Excludes centrally employed teachers, unqualified teachers and teachers with unreliable salary.

Figure A6: Average (median) salaries of qualified classroom teachers in schools by region and phase⁸⁶



Source: School Workforce Census, November 2021

- A8. The average (mean) salary for a first year early career teacher (ECT) in 2021 was £27,500. For a teacher with five years' experience, the estimated mean salary in FTE terms in 2021 was £38,200. This rose to £45,000 when considering only teachers in Inner London.⁸⁷
- A9. Figure A6 shows overall median salaries for qualified classroom teachers were higher in secondary schools than in primary schools.

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

- A10. Table A7 shows the approximate number of qualified teachers on or close to each of the classroom teacher advisory pay points. Teachers are allocated according to individuals' FTE pay as reported in the School Workforce Census of November 2021. Teachers are allocated to one of nine classroom teacher pay points, six on the Main pay range and three on the Upper pay range.
- A11. The Department makes two adjustments to ensure that it can allocate each teacher to a pay point:

⁸⁶ Excludes teachers with unreliable pay information.

⁸⁷ The five year salary includes only those teachers with five full years of teaching in the state funded sector since qualification, removing teachers with breaks in service.

- a. The Department removes from the calculations those teachers with salaries deemed unreliable, a methodology in line with the School Workforce Census publication. This removes 3% of qualified classroom teachers.
- b. It also allows for the fact that pay freedoms, or data reporting errors, can lead to some teachers' salaries lying between the advisory pay points. In this case, the Department allow a small buffer above the pay point, below which it will round a teacher down to the nearest point on the scale, and above which it will round a teacher up to the next point on the scale.

Table A7: Distribution of qualified classroom teacher salaries by spine point

	Rest of England		Including London	
	Number (FTE)	% (FTE)	Number (FTE)	% (FTE)
M1	19,900	6.9%	26,500	7.2%
M2	17,700	6.2%	24,200	6.5%
M3	17,900	6.2%	24,100	6.5%
M4	17,000	5.9%	23,000	6.2%
M5	17,500	6.1%	23,800	6.4%
M6	41,400	14.4%	55,000	14.8%
U1	33,100	11.6%	43,200	11.7%
U2	27,200	9.5%	34,800	9.4%
U3	94,700	33.1%	116,100	31.3%

A12. As Table A7 shows, around 33% of qualified classroom teachers are on points M1 to M5. These teachers are typically eligible to progress each year, subject to performance and at schools' discretion. Table A8 shows that a teacher on these points in 2021/22 progressing to the next pay point in 2022/23 could have received an increase in pay of between 12.4% and 15.9%, incorporating both the pay uplift to each point and the progression between the two points. For example, a teacher in the rest of England region, progressing from pay point M1 in 2021/22 to pay point M2 in 2022/23 would see their pay rise from £25,714 to £29,800, an increase of £4,086 or 15.9%.

Table A8: Total pay rises from pay award and progression, classroom teachers

	Rest of England		London Fringe		Outer London		Inner London	
	£	%	£	%	£	%	£	%
M1-to-M2	£4,086	15.9%	£4,178	15.5%	£4,188	14.0%	£3,984	12.4%
M2-to-M3	£4,150	15.0%	£4,227	14.7%	£4,282	13.5%	£4,199	12.5%
M3-to-M4	£4,186	14.1%	£4,268	13.8%	£4,380	13.1%	£4,429	12.6%
M4-to-M5	£4,212	13.3%	£4,265	12.9%	£4,786	13.6%	£5,026	13.6%
M5-to-M6	£4,710	13.8%	£4,776	13.5%	£5,141	13.5%	£5,264	13.3%
M6-to-U1	£3,664	9.9%	£3,684	9.7%	£3,551	8.6%	£6,696	15.7%
U1-to-U2	£3,441	8.9%	£3,496	8.8%	£3,781	8.9%	£4,772	10.2%
U2-to-U3	£3,561	8.9%	£3,624	8.8%	£3,922	8.9%	£4,203	8.5%

Source: School Teachers Pay and Conditions Document

- A13. Around 36% of teachers are on pay points M6 to U2. A teacher on one of these points in 2021/22 progressing to the next point in 2022/23 could have received an increase in pay of between 8.5% and 10.2% in most cases, or up to 15.7% for teachers in Inner London moving onto the Upper pay range. These increases range from at least £3,441 up to £6,696.
- A14. Previous analysis included in the Department’s evidence to the STRB used a combination of School Workforce Census and Teacher Pension Scheme data to estimate rates of progression or promotion for teachers allocated to each of these pay points. While noting some of the difficulties associated with tracking teachers’ progression rates precisely in the data, evidence submitted to the STRB in February 2021 estimated an average progression rate of 85% for teachers on the first five pay points who remained in consecutive service, and approximately 40% on average for those on pay points M6 to U2 remaining in service. Subsequent analysis, including that in Annex F of evidence submitted to the STRB in March 2022, indicates this estimate remains relatively stable.
- A15. Combining these estimates with the proportion of qualified classroom teachers on each pay point in Table A7 indicates that we could expect over 40% of qualified classroom teachers remaining in service to have received progression or promotion in any given year. Controlling for differential attrition of teachers by experience, which means teachers on early career points are more likely to leave on average (see Figure B2), to better estimate the composition of classroom teachers remaining in service, this 40% estimate continues to hold.
- A16. This estimate excludes any consideration of the promotion rates of teachers at the top of the Upper pay range, who can advance into leadership positions, including the leading practitioner range or into Assistant Head, Deputy Head, or Headteacher positions – rather, it focuses only on movement through the main and upper pay scales. It should also be noted that classroom teachers, including those below the top of the range, may also receive increases in pay in addition to

their base pay for taking on additional responsibilities, such as receiving a TLR for taking on a middle leadership role as a Head of Year, for example.

- A17. If we instead only consider those qualified classroom teachers below the top of the Upper pay range, so only those on pay points M1 through to U2 in 2021/22, we could expect that around 60% would receive an increase to base pay due to progression or promotion, over and above the pay award.
- A18. Headline increases in average pay for the profession as a whole are not representative of the year-on-year pay increases individual teachers experience. As shown above, progression within the teacher pay ranges, moving from the main to the upper pay range, taking on additional responsibilities with associated allowances, or promotions to leadership positions mean that teachers who remain in consecutive service often see pay rises significantly higher than the pay award.
- A19. Table A9 shows that, over the last three years, the average increase in pay for all teachers who were retained each year was around 2.6 percentage points higher than the headline pay award.
- A20. This is largely balanced out by compositional effects in the workforce. As Table A9 shows, the average pay of teachers who leave state-funded schools each year is slightly lower than the average pay of those who are retained. The average pay of entrants each year is substantially lower – by around £10,000 on average in the last three years. Combining this compositional effect with the higher pay rises typically seen by teachers remaining in consecutive service usually leads to an overall increase in average pay that is similar to the headline pay award.

Table A9: Average (mean) salaries of qualified teachers by retention status and year

Year	Retention status and average FTE pay		After pay rise		Retained teachers only, year-on-year pay rise		Headline Pay Award
	Year before		After pay rise		£	%	
	Leavers	Retained	Entrants	Retained			
2019/20	£37,500	£40,100	£30,000	£42,200	£2,100	5.2%	2.75%
2020/21	£38,600	£41,200	£32,200	£43,400	£2,200	5.3%	3.10%
2021/22	£41,300	£42,500	£31,200	£43,800	£1,300	3.1%	0.00%

Source: School Workforce Census, November 2021

Salaries of head teachers and other teachers in leadership positions

- A21. The leadership group in the School Teachers' Pay and Conditions Document (STPCD) covers head teachers and other teachers in leadership positions. There is a single leadership pay range which includes eight head teacher groups (HTGs) for each of the four regional pay bands. The minimum point on the Rest of England pay range is £44,305. The highest point on the Inner London pay range is £131,353.
- A22. The relevant body, typically school governors, determines how the pay of leaders at its school relates to the leadership pay range by assigning the school to one of the eight HTGs, based on the number and age of the school's pupils, and then adopting the three-stage process recommended in the STRB's 23rd Report. In November 2021, the average (median) gross pay of regular head teachers and other teachers in leadership positions in publicly funded schools in England was £59,581.
- A23. Tables A10 and A11 show the average (median) primary and secondary leadership salaries by grade and pay region⁸⁸ in primary and secondary schools. Leaders in secondary schools get paid significantly more than their counterparts in primary schools, and the gap increases as leadership roles become more senior.

Table A10: Average (median) salaries of school leadership teachers in primary schools^{89 90}

Primary	Assistant Head	Deputy Head	Head
Inner London	£59,400	£66,100	£82,300
Outer London	£54,800	£61,500	£76,900
London Fringe	£48,900	£53,900	£68,500
Rest of England	£47,700	£52,700	£65,700
England	£49,000	£54,100	£67,400

Source: School Workforce Census, November 2021

⁸⁸ Pay region is not identical to ONS regional definitions, so averages may differ to those published in School Workforce Census national statistics.

⁸⁹ Excludes advisory teachers and teachers with unreliable pay information.

⁹⁰ This is based on School Workforce Census data. This data may not include some executive leaders e.g. executive heads and CEOs of academy trusts.

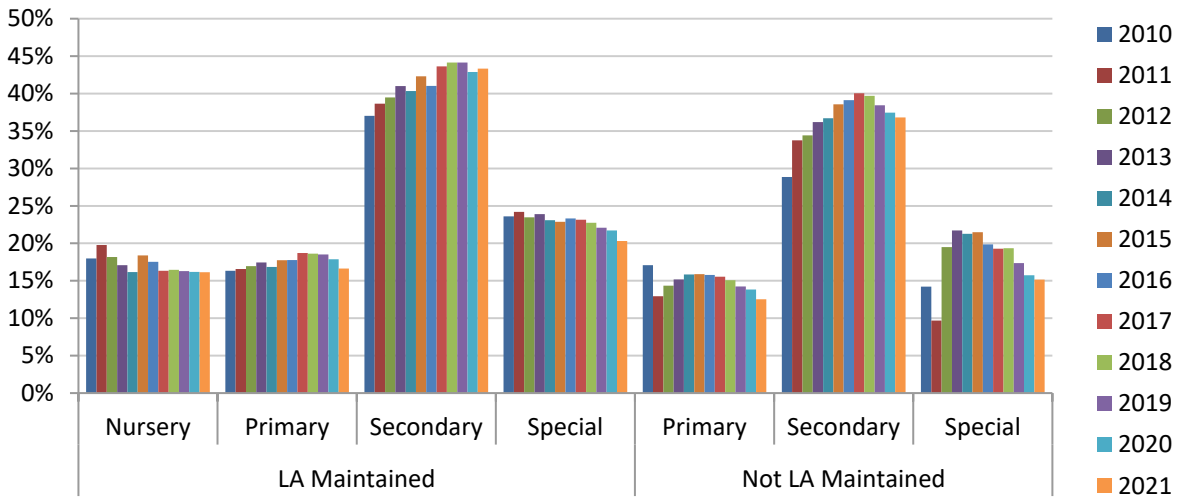
Table A11: Average (median) salaries of school leadership teachers in secondary schools

Secondary	Assistant Head	Deputy Head	Head
Inner London	£67,600	£81,300	£109,800
Outer London	£62,900	£75,800	£100,600
London Fringe	£60,700	£71,900	£98,400
Rest of England	£57,800	£69,000	£92,600
England	£58,400	£70,700	£94,900

Source: School Workforce Census, November 2021

- A24. Teaching and learning responsibility (TLR) payments are the most widely used form of allowances, used in approximately 61% of schools. London schools make use of these payments most often and this pattern has been stable over time (since November 2010).
- A25. Recruitment and retention (REC) payments provide financial assistance, support or benefits to a teacher if such incentives are considered to be necessary for the recruitment of new teachers or the retention of existing teachers.
- A26. London, the South East, East, and South West all have above average use of special educational needs (SEN) payments. All other regions in the Midlands and North have below average use. The same is true with 'Other payments', with the exception that the West Midlands is above average here. It could be that schools in some regions tend to record TLR / REC / SEN payments under 'Other payments'; these figures should therefore be interpreted with caution.
- A27. Figure A12 shows the percentage of classroom teachers in receipt of TLR payments each year between November 2010 and November 2021. Teachers in maintained schools have been more likely to be in receipt of a TLR than those in academies, regardless of phase. Secondary teachers have been more likely to receive a TLR than those in other phases. The proportion of secondary teachers receiving a TLR has increased since 2010 but decreased slightly in recent years.
- A28. Table A13 shows that London schools use these payments most often; this has long been the case. Given the competitiveness of the job market in London, schools may face more competition for teachers there than elsewhere, which may in turn drive the higher use of recruitment and retention payments.

Figure A12: Percentage of classroom teachers, split by school type in receipt of a TLR payment⁹¹



Source: School Workforce Census, November 2010 – November 2021

⁹¹ Excludes centrally employed teachers, unqualified teachers and leading practitioners.

Table A13: Use of pay flexibilities, by region (England, November 2021)

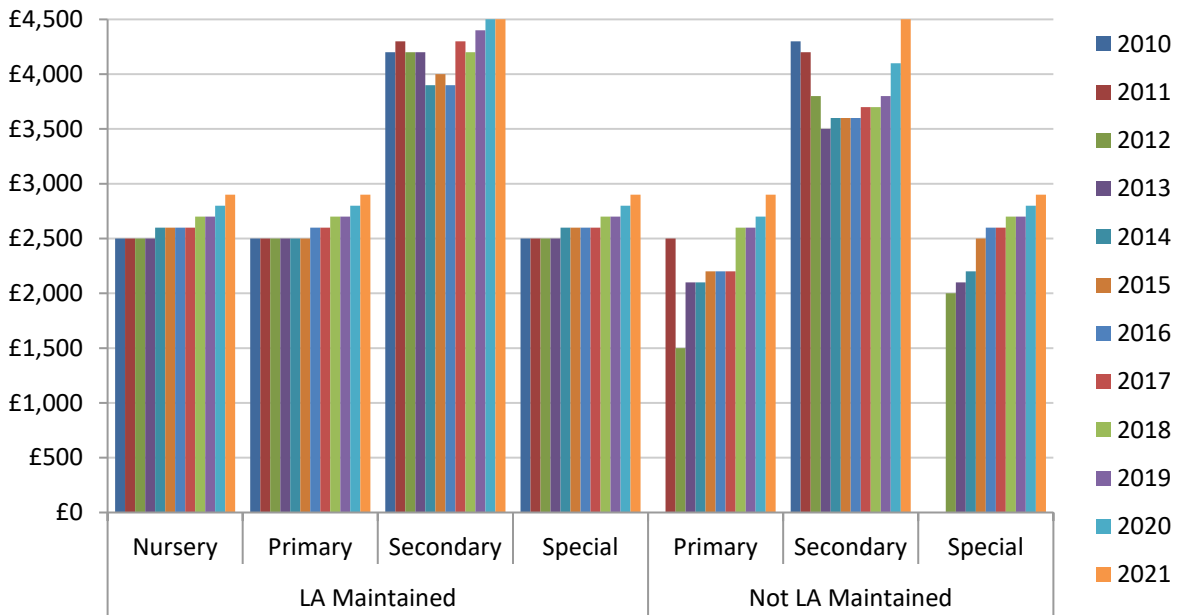
Region	Total Number of Schools	Schools using REC payments		Schools using TLR payments		Schools using SEN payments		Schools using other payments		Schools using any payments	
		Number	%	Number	%	Number	%	Number	%	Number	%
North East	1,133	66	5.8%	783	69.1%	190	16.8%	139	12.3%	853	75.3%
North West	3,176	141	4.4%	2,061	64.9%	516	16.2%	434	13.7%	2,364	74.4%
Yorkshire and the Humber	2,237	102	4.6%	1,218	54.4%	299	13.4%	411	18.4%	1,499	67.0%
East Midlands	2,048	99	4.8%	1,107	54.1%	327	16.0%	402	19.6%	1,333	65.1%
West Midlands	2,393	172	7.2%	1,579	66.0%	380	15.9%	732	30.6%	1,892	79.1%
East of England	2,558	278	10.9%	1,381	54.0%	658	25.7%	687	26.9%	1,899	74.2%
Inner London	1,023	165	16.1%	736	71.9%	226	22.1%	255	24.9%	819	80.1%
Outer London	1,570	214	13.6%	1,133	72.2%	368	23.4%	465	29.6%	1,296	82.5%
South East	3,342	407	12.2%	2,130	63.7%	898	26.9%	976	29.2%	2,674	80.0%
South West	2,359	109	4.6%	1,148	48.7%	501	21.2%	586	24.8%	1,657	70.2%
England	21,839	1,753	8.0%	13,276	60.8%	4,363	20.0%	5,087	23.3%	16,286	74.6%

Source: School Workforce Census, November 2021⁹²

⁹² Classroom teachers in publicly funded schools for whom data is provided. A school is counted if they are paying a pay flexibility to at least one classroom teacher. REC payments represent Recruitment and Retention payments.

A29. Figure A14 shows the median TLR payment (rounded to the nearest £100) to classroom teachers, split by phase and region. Median payment sizes were larger in secondary schools than in other phases, but there is little difference between payment size in 2021 in academies compared to maintained schools, after controlling for phase.

Figure A14: Average (median) TLR payment for classroom teachers⁹³ by region and school type



Source: School Workforce Census, November 2010 – November 2021

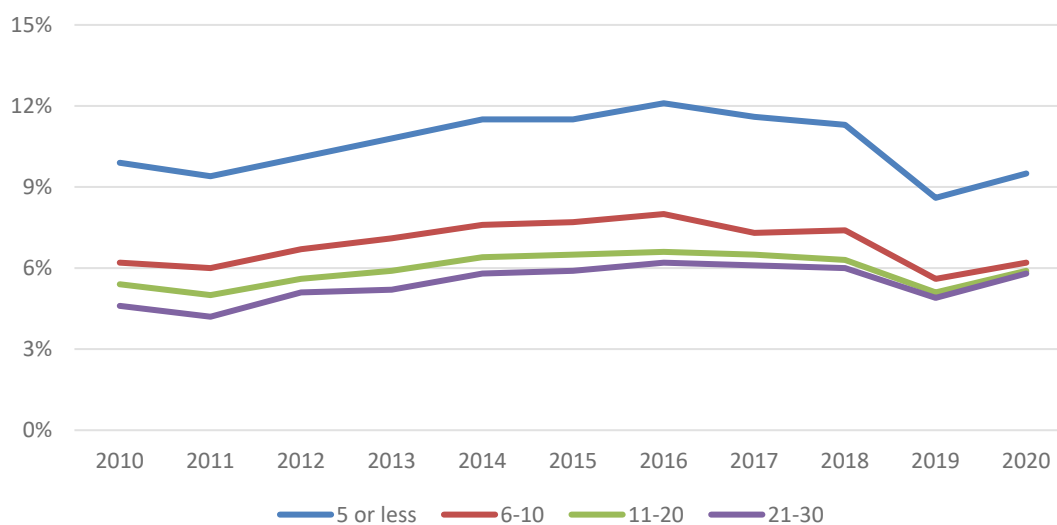
⁹³ Excludes centrally employed teachers, unqualified teachers, leading practitioners and classroom teachers without a TLR payment.

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

Retention

- B1. For all retention figures, the most recent year with available data is 2020.⁹⁴ A teacher can only be said to have left the state-funded sector when they do not appear in a School Workforce Census; therefore the latest analysis uses the November 2021 Census to verify whether teachers in service in November 2020 have left.
- B2. Figure B1 shows that wastage rates⁹⁵ consistently grew from 2011 until reaching a peak in 2016. All groups have seen wastage rates fall over the two latest School Workforce Censuses, with the most notable improvements amongst the least experienced teachers – those with 1 – 5 years since achieving Qualified Teacher Status (QTS) – who have the highest leaver rates. These teachers are the most likely to be on the Main Pay Range, which has been targeted with higher pay awards since 2017.

Figure B1: Wastage rates of qualified teachers by experience⁹⁶ bands



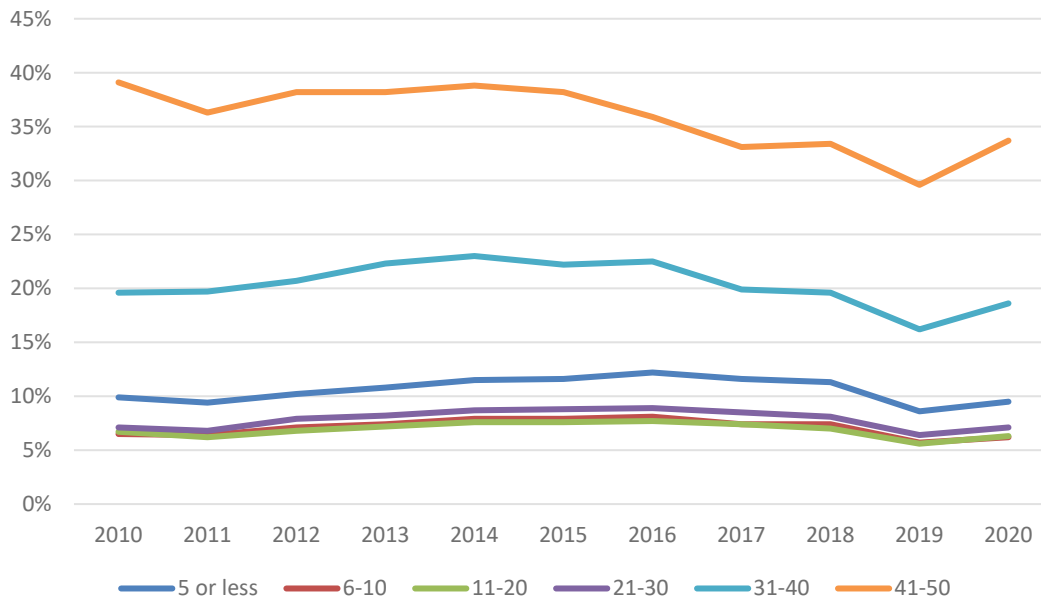
Source: Schools Workforce Census, November 2021

⁹⁴ Retention covers wastage, retirement, deaths in service, and any other cases.

⁹⁵ Wastage' is defined as teachers leaving service in the state-funded sector for reasons other than retirement or death in service.

⁹⁶ Experience proxied by years since gaining Qualified Teacher Status. Breaks in service may mean that actual experience is lower.

Figure B2: Leaving rates of qualified teachers by experience bands



Source: Schools Workforce Census, November 2021

- B3. Figure B2, meanwhile, shows total leaver rates, which includes retirements. While wastage is highest among the least experienced groups, the most experienced teachers, those qualified for 30 or more years, are the most likely to leave overall.
- B4. Table B3 shows yearly net retention rates for each cohort of first year teachers (ECTs) – in primary, secondary, and special combined – going back to 1996. This table has been published regularly as part of the annual School Workforce Census (SWC) release. It includes all teachers in service in a given year, regardless of any prior breaks in service. For example, a teacher in the 2011 cohort who left the state-funded school sector after the 2011/12 academic year, their first, but then returned in the 2016/17 academic year, would be counted as not retained in years 1, 2, 3, and 4 of the table below but as retained again in year 5 onwards. Retention here is defined specifically as within state-funded schools in scope of the School Workforce Census. Many teachers classed as not retained each year may still be in the teaching sector, working in independent schools or for supply agencies.

Table B4: Retention rates in the years following qualification year; Percentage of teachers in service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	88%	83%	78%	74%	70%	67%	65%	63%	62%
2012	87%	81%	76%	72%	68%	66%	64%	63%	61%
2013	87%	80%	75%	71%	68%	65%	65%	63%	
2014	86%	79%	74%	70%	67%	66%	64%		
2015	86%	78%	74%	70%	69%	67%			
2016	85%	78%	73%	71%	69%				
2017	85%	78%	76%	73%					
2018	85%	81%	77%						
2019	88%	83%							
2020	88%								

Source: Schools Workforce Census, November 2021

B5. Table B5 summarises similar data but with a different definition of retention; referred to as the continuous service retention rate for each cohort. In Table B5, the count of teachers retained in any given year is restricted to only those who have remained in service continuously, with no breaks, up to that point. A teacher is only counted as retained if they have stayed in state-funded schools every year since their first year; this is a different definition to that included in the SWC publication and does not account fully for the aggregate teacher years provided by each cohort due to ignoring returners. It is relevant when considering how many teachers leave the state-funded sector at some point in early career and the impact that returners have on Table B3.

Table B5: Continuous retention rates of teachers in the years following qualification year; Percentage of teachers in continuous service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	88%	79%	72%	66%	61%	56%	53%	49%	47%
2012	87%	78%	70%	64%	59%	55%	52%	49%	47%
2013	87%	76%	69%	63%	58%	54%	52%	49%	
2014	86%	76%	67%	62%	57%	54%	52%		
2015	86%	75%	68%	62%	59%	55%			
2016	85%	74%	67%	63%	59%				
2017	85%	75%	70%	65%					
2018	85%	78%	71%						
2019	88%	80%							
2020	88%								

Source: Schools Workforce Census, November 2021

B6. The figures for retention after one year of beginning to teach are the same in tables B4 and B5 because at that stage there has only been an opportunity to leave, with no opportunity yet for teachers to return. From the second year onwards, the

continuous rate in table B5 is lower than the non-continuous rate in table B4 for comparable points as returners are not included.

- B7. The difference between the continuous and standard retention grids grows at approximately 2 – 3 percentage points of the cohort with each year of service. For example, for the 2012 cohort, the difference is 3 percentage points after 2 years (81% retained in non-continuous grid vs. 78% retained in continuous grid) and rises steadily to 10 percentage points after the fifth year (69% retained in standard grid vs. 59% retained in continuous grid).
- B8. These tables help to explain the sharp drop off in ‘net leaver’ rates every year for each cohort, as shown in Figure 10 of the STRB’s 30th Report.⁹⁷ These ‘net leaver’ rates are calculated from the standard retention grids, rather than the non-continuous retention grids, obscuring the underlying leaver rate. Figure B15 shows that leaver rates, ignoring the ‘netting-off’ of returners, for early career teachers (those who qualified in the previous 5 years) are significantly higher than for more experienced teachers, with an average leaver rate of 9.5% in the latest year – the challenge is not confined to ECTs, as a net leaver measure might indicate. Leaver rates stabilise at around 6 – 7 percent for more experienced teachers in mid-career (qualified between 6 and 30 years previous).

Retention by phase and subject

- B9. Retention rates vary significantly between phases and subjects. Retention grids are included to allow for a comparison between primary and secondary phases in tables B7 and B8, respectively, and a comparison between STEM and non-STEM secondary subjects in tables B9 and B10, respectively.
- B10. Comparing the primary (table B6) and secondary (table B7) non-continuous retention grids shows that early career teachers in state-funded primary are more likely to remain teaching in the state-funded sector than those in secondary. At all comparable points in the first 8 years after qualification, and for all cohorts who began teaching between 2011 and 2020, primary retention is stronger than secondary. The difference has typically been around an extra 7 – 9 percentage points of each primary cohort remaining in service after five years, compared to the equivalent secondary cohort.

⁹⁷ STRB 30th Report, p.44.

Table B6: Retention rates of primary teachers in the years following qualification year; Percentage of primary teachers in service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	89%	85%	81%	77%	74%	71%	69%	67%	66%
2012	89%	83%	78%	75%	72%	69%	67%	66%	65%
2013	88%	82%	78%	74%	71%	69%	68%	66%	
2014	88%	82%	77%	73%	71%	70%	68%		
2015	88%	81%	76%	73%	72%	70%			
2016	86%	80%	76%	74%	72%				
2017	86%	80%	78%	76%					
2018	87%	83%	79%						
2019	89%	84%							
2020	88%								

Source: Schools Workforce Census, November 2021

Table B7: Retention rates of secondary teachers in the years following qualification year; Percentage of secondary teachers in service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	87%	81%	75%	71%	67%	63%	61%	59%	58%
2012	86%	79%	73%	68%	65%	63%	60%	59%	58%
2013	85%	77%	71%	67%	63%	61%	60%	58%	
2014	84%	75%	69%	65%	62%	61%	59%		
2015	84%	75%	69%	66%	64%	62%			
2016	83%	75%	70%	68%	65%				
2017	83%	76%	73%	70%					
2018	84%	78%	74%						
2019	87%	81%							
2020	87%								

Source: Schools Workforce Census, November 2021

B11. Continuous retention for primary teachers (Table B8) and secondary teachers (Table B9) diverges markedly from the equivalent non-continuous retention: after five years in service, retention under the continuous employment definition is 10 – 11 percentage points lower than under the non-continuous definition for primary and 8 – 9 percentage points lower for secondary. This indicates that a substantial proportion of teachers in service after five years in both phases have returned to the state-funded sector after a break in service; it also indicates that a smaller proportion return in secondary, despite the higher leaver rate in secondary creating a larger pool of potential returners.

Table B8: Continuous retention rates of primary teachers in the years following qualification year; Percentage of primary teachers in service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	89%	81%	74%	68%	63%	59%	55%	52%	50%
2012	89%	79%	72%	66%	61%	57%	54%	52%	49%
2013	88%	78%	71%	65%	60%	57%	54%	51%	
2014	88%	78%	70%	64%	60%	57%	54%		
2015	88%	77%	70%	64%	61%	57%			
2016	86%	76%	69%	65%	61%				
2017	86%	76%	71%	67%					
2018	87%	80%	73%						
2019	89%	81%							
2020	88%								

Source: Schools Workforce Census, November 2021

Table B9: Continuous retention rates of secondary teachers in the years following qualification year; Percentage of secondary teachers in service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	87%	78%	70%	64%	58%	53%	50%	47%	45%
2012	86%	76%	68%	61%	56%	52%	49%	47%	45%
2013	85%	74%	66%	60%	55%	51%	49%	46%	
2014	84%	73%	64%	58%	53%	50%	48%		
2015	84%	72%	64%	58%	55%	52%			
2016	83%	72%	64%	60%	56%				
2017	83%	73%	67%	63%					
2018	84%	76%	69%						
2019	87%	79%							
2020	87%								

Source: Schools Workforce Census, November 2021

B12. There is also considerable variation in non-continuous retention between secondary subjects. One notable difference is between teachers of STEM⁹⁸ subjects (Table B10) and non-STEM subjects (Table B11). The difference has typically been around an extra 4 – 7 percentage points of each non-STEM cohort remaining in service after five years, compared to the equivalent STEM cohort.

⁹⁸ STEM defined here based on whether a teacher is recorded as teaching any of Maths, Biology, Chemistry, Physics, General Science, or Computing in their first year after qualification.

Table B10: Retention rates of secondary STEM teachers in the years following qualification year; Percentage of STEM secondary teachers in continuous service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	86%	80%	73%	68%	63%	60%	58%	55%	53%
2012	84%	77%	70%	66%	61%	59%	57%	56%	54%
2013	84%	75%	69%	64%	61%	58%	57%	56%	
2014	82%	73%	67%	63%	60%	58%	56%		
2015	81%	72%	66%	62%	61%	59%			
2016	81%	71%	65%	63%	61%				
2017	83%	74%	70%	66%					
2018	83%	77%	73%						
2019	87%	80%							
2020	87%								

Source: Schools Workforce Census, November 2021

Table B11: Retention rates of secondary non-STEM teachers in the years following qualification year; Percentage of teachers in continuous service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	88%	82%	77%	72%	68%	65%	62%	60%	59%
2012	87%	81%	74%	70%	66%	64%	61%	59%	59%
2013	87%	79%	73%	68%	65%	62%	62%	60%	
2014	86%	77%	71%	67%	64%	63%	61%		
2015	86%	77%	72%	68%	66%	65%			
2016	85%	76%	72%	70%	68%				
2017	84%	77%	74%	71%					
2018	85%	80%	76%						
2019	89%	82%							
2020	87%								

Source: Schools Workforce Census, November 2021

- B13. Table B12 provides further detail on STEM retention challenges by looking at the continuous retention rate. This shows that almost half of those starting as STEM teachers go on to take a break in service during their first 5 years (53% of the 2016 cohort were retained continuously after 5 years). While some of these leavers return, boosting the equivalent non-continuous retention rate (61% of the 2016 cohort were retained non-continuously after 5 years), reducing the incidence of breaks in service would boost supply at any given point, as well as reducing the reliance on returners, who evidence shows are more likely than average to leave again.
- B14. For non-STEM teachers, Table B13 presents continuous retention rates, and again the continuous retention rates are 8 – 9 percentage points lower than the equivalent

non-continuous rates, at 59% as opposed to 68% at five years for teachers achieving QTS in 2016, for example. This implies that around one in eight non-STEM teachers who are in teaching after the first five years have at some point had a break from teaching. There is no significant disparity between the differences in the continuous and non-continuous retention grids for non-STEM relative to STEM teachers.

Table B12: Continuous retention rates of all newly qualified secondary STEM teachers in the years following qualification year; Percentage of secondary STEM teachers in continuous service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	86%	77%	69%	62%	56%	52%	48%	45%	42%
2012	84%	74%	65%	59%	54%	50%	47%	45%	42%
2013	84%	72%	64%	57%	53%	49%	46%	44%	
2014	82%	71%	62%	56%	52%	49%	46%		
2015	81%	68%	60%	54%	51%	48%			
2016	81%	69%	61%	57%	53%				
2017	83%	72%	66%	61%					
2018	83%	74%	68%						
2019	87%	78%							
2020	87%								

Source: Schools Workforce Census, November 2021

Table B13: Continuous retention rates of all newly qualified secondary non-STEM teachers in the years following qualification year; Percentage of teachers in continuous service in state-funded schools in England after: (in years)

Census Year	1	2	3	4	5	6	7	8	9
2011	88%	79%	72%	65%	60%	55%	51%	48%	46%
2012	87%	77%	69%	63%	58%	54%	50%	48%	46%
2013	87%	76%	68%	61%	57%	53%	50%	48%	
2014	86%	75%	66%	60%	56%	53%	50%		
2015	86%	74%	67%	61%	58%	55%			
2016	85%	74%	67%	63%	59%				
2017	84%	74%	69%	64%					
2018	85%	77%	71%						
2019	89%	80%							
2020	87%								

Source: Schools Workforce Census, November 2021

Regional recruitment and retention trends

- B15. The teacher labour market differs from area to area, with recruitment and retention challenges varying accordingly. In particular, there are substantial differences between recruitment and retention rates in London, compared to the Rest of England. This could be due a variety of factors such as differences between the economy in London and other regions, or demographic differences, with teachers in London tending to be younger on average.
- B16. Table B14 shows overall leaver rates in each region. London has a significantly higher leaving rate amongst classroom teachers than any other region. The picture is less clear for leaders, though these numbers will be more volatile due to smaller sample sizes.

Table B14: Full time equivalent (FTE) leaver rates of teachers, by post and region⁹⁹

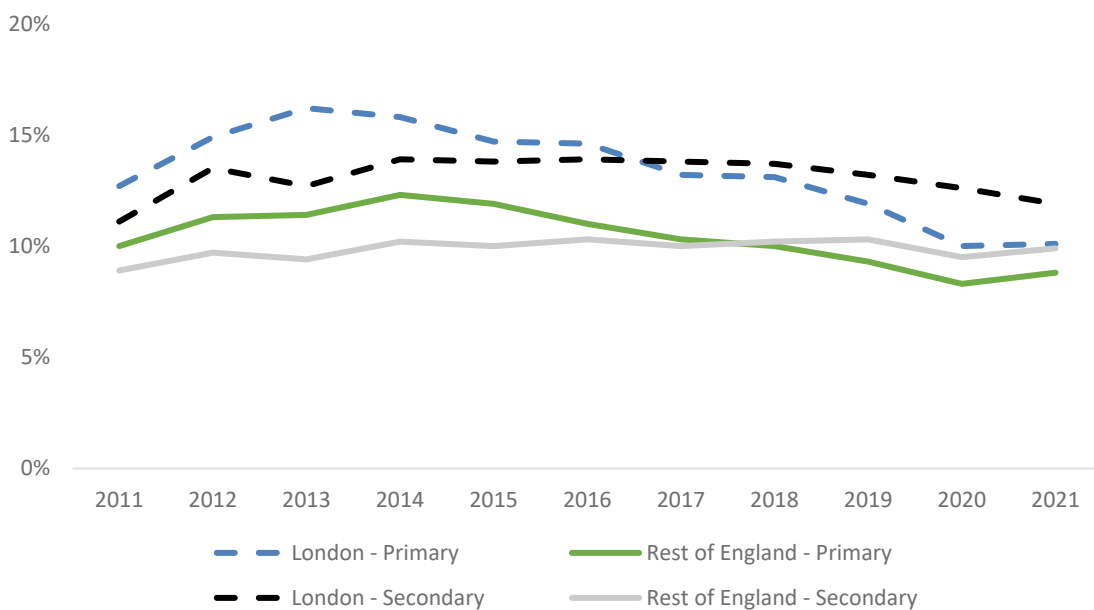
Year	Role	East Midlands	East of England	Inner London	North East	North West	Outer London	South East	South West	West Midlands	Yorkshire and the Humber	England
2016	All	9.5%	10.2%	13.9%	9.4%	9.7%	11.9%	10.8%	10.2%	10.2%	10.5%	10.6%
	Classroom Teacher	9.8%	10.4%	14.9%	9.5%	10.2%	12.5%	11.3%	10.4%	10.6%	10.7%	11.0%
	Assistant Head	5.9%	6.9%	8.0%	7.2%	6.1%	7.3%	7.1%	7.1%	6.7%	8.1%	7.0%
	Deputy Head	6.1%	6.8%	7.3%	6.4%	6.2%	7.4%	6.4%	7.7%	6.5%	7.5%	6.8%
	Head	10.2%	11.6%	10.3%	10.7%	9.3%	10.4%	10.0%	10.9%	11.2%	11.8%	10.6%
2017	All	9.2%	9.8%	12.3%	8.4%	8.8%	11.2%	10.2%	9.7%	9.3%	9.9%	9.8%
	Classroom Teacher	9.5%	10.1%	13.1%	8.6%	9.2%	11.9%	10.6%	9.9%	9.7%	10.2%	10.2%
	Assistant Head	5.6%	6.2%	7.6%	6.1%	5.9%	6.4%	5.8%	6.6%	6.3%	7.1%	6.3%
	Deputy Head	5.7%	6.2%	7.7%	5.6%	5.4%	7.1%	6.5%	6.7%	6.5%	7.0%	6.4%
	Head	9.9%	10.1%	8.3%	8.5%	7.6%	9.7%	9.5%	11.5%	9.1%	11.0%	9.5%
2018	All	8.7%	9.0%	12.0%	8.3%	8.4%	11.0%	9.4%	9.3%	8.8%	9.6%	9.4%
	Classroom Teacher	8.9%	9.2%	12.7%	8.5%	8.9%	11.4%	9.8%	9.4%	9.1%	10.0%	9.7%
	Assistant Head	6.6%	5.6%	7.6%	6.4%	5.0%	6.9%	5.8%	7.4%	6.0%	6.1%	6.2%
	Deputy Head	6.2%	5.6%	7.0%	4.7%	5.1%	6.9%	5.9%	6.6%	6.6%	6.2%	6.1%
	Head	9.6%	10.6%	8.6%	9.1%	8.0%	11.9%	8.9%	11.0%	9.8%	10.3%	9.7%
2019	All	7.7%	7.0%	9.3%	6.0%	6.7%	8.1%	7.4%	7.1%	7.0%	7.3%	7.3%
	Classroom Teacher	7.8%	7.2%	9.9%	6.2%	7.0%	8.5%	7.7%	7.2%	7.1%	7.4%	7.6%
	Assistant Head	6.3%	4.8%	5.6%	4.2%	4.1%	4.9%	4.5%	5.3%	5.0%	5.0%	4.9%
	Deputy Head	5.9%	5.0%	6.2%	4.7%	4.9%	5.6%	4.8%	5.2%	6.1%	5.5%	5.3%
	Head	8.3%	8.5%	7.5%	5.5%	7.4%	7.5%	8.0%	8.3%	9.0%	8.8%	8.0%
2020	All	7.8%	7.9%	10.7%	7.2%	7.3%	9.2%	8.2%	8.2%	7.8%	7.6%	8.1%
	Classroom Teacher	7.9%	8.0%	11.1%	7.2%	7.6%	9.5%	8.3%	8.3%	8.2%	7.7%	8.3%
	Assistant Head	5.9%	5.8%	8.4%	6.1%	4.7%	6.2%	6.0%	6.0%	5.6%	5.5%	5.9%
	Deputy Head	5.9%	5.8%	8.2%	4.4%	5.4%	5.8%	6.5%	5.7%	5.8%	6.1%	5.9%
	Head	9.5%	9.3%	7.5%	10.3%	8.3%	9.1%	8.3%	10.5%	7.3%	9.9%	8.9%

Source: Schools Workforce Census, November 2015 – November 2021

⁹⁹ Leaver rates include retirements, deaths in service, and teachers going out of service. Assistant and deputy head leavers are lower than the headline rate for 'Other Leadership' in the School Workforce Census publication due to exclusion of advisory teachers.

B17. Teacher supply is determined by both retention and recruitment. Figure B15 shows qualified entrants each year as a proportion of the FTE qualified teacher workforce. Similarly, qualified leavers as a proportion of the FTE qualified teacher workforce are shown in figure B16. These demonstrate that, relative to the rest of England¹⁰⁰, both the entrant and leaver rates of qualified teachers have been greater in London for all years since 2010. In the most recent year of data, both entrant and leaver rates were around 1-2 percentage points higher in London than the Rest of England. In previous years, the entrant gap has outstripped the leaver gap, on average.

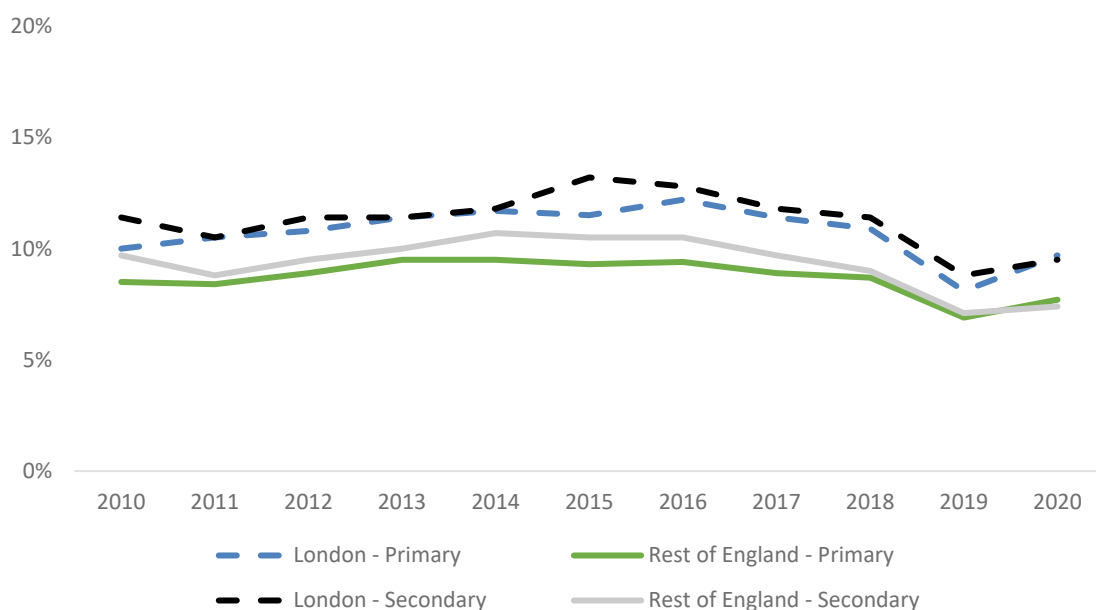
Figure B15: Qualified entrants as a share of the workforce, by Phase and Region (FTE; London combined and Rest of England)



Source: School Workforce Census, November 2010 – November 2021

¹⁰⁰ In this section, the statistics refer to the Government Office Regions, rather than the pay regions. Consequently, London Fringe pay region is effectively included with rest of England.

Figure B16: Qualified leavers as a share of the workforce, by Phase and Region (FTE; London combined and Rest of England)



Source: School Workforce Census, November 2010 – November 2021

B18. Consequently, the total stock of teachers¹⁰¹ in London has grown slightly faster since 2010 than in the rest of England, as shown in Table B17. Figure B18 shows that the pupil teacher ratio in 2021 also remains lower in London than in the Rest of England for both Primary and Secondary.

B19. Teacher supply in London does not therefore appear to be weaker than the rest of England, on balance. While it is often noted that leaver rates are higher in London, higher entrant rates are an equally important factor.

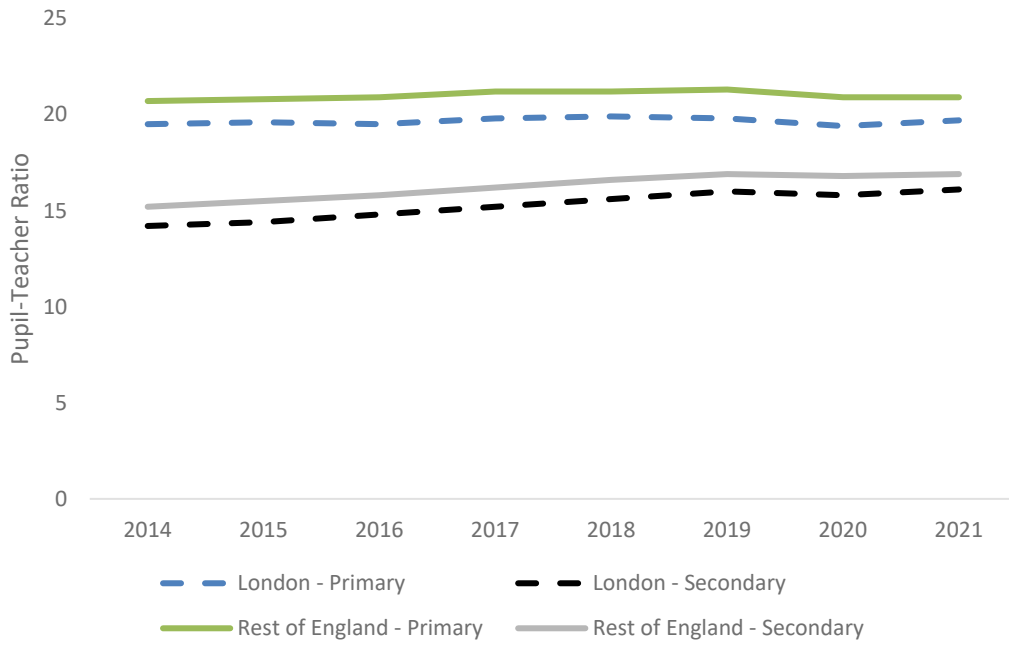
Table B17: Total FTE by Phase and Region (London combined and Rest of England, rounded)

		2010	2015	2019	2020	2021
Rest of England	Nursery & Primary	164,000	183,000	185,000	186,000	187,000
	Secondary	186,000	176,000	170,000	174,000	178,000
	Total	373,000	381,000	379,000	385,000	390,000
London	Nursery & Primary	32,000	37,000	37,000	36,000	35,000
	Secondary	33,000	35,000	34,000	35,000	36,000
	Total	69,000	76,000	75,000	76,000	76,000

Source: School Workforce Census, November 2010 - November 2021

¹⁰¹ Includes unqualified teachers

Figure B18: Pupil-Teacher Ratio by Phase and Region (London combined and Rest of England)¹⁰²



Source: School Workforce Census, November 2010 – November 2021

¹⁰² Includes unqualified teachers

Demand

- B20. The Department forecasts future teacher demand, historically by the Teacher Supply Model (TSM), which has now been replaced by the Teacher Workforce Model (TWM). The demand is estimated using projected Pupil Teacher Ratios (PTRs) based on teacher stock size data from the School Workforce Census¹⁰³ and future pupil number projections from the Pupil Projections Model.¹⁰⁴
- B21. Published pupil projections¹⁰⁵ show that the population in state-funded schools up to and including age 15 (at the start of the academic year, equivalent to the end of KS4) in 2022 was 7,859,000. This is projected to gradually decrease. The pupil population is projected in 2025 to be 7,723,000, which is 1.7% lower than in 2022; and by 2030 to be 7,122,000, which is 9.4% lower than in 2022.
- B22. The numbers (in the same age range) in nursery and primary schools reached 4,597,000 in 2022. This figure is projected to continue falling across the whole projection period, dropping by 5.3% to 4,352,000 by 2025; and by 14.8% to 3,917,000 by 2030.
- B23. The number in secondary school is increasing and reached 3,126,000 in 2022. The projected peak in the secondary population is forecast to be in 2024 at 3,230,000 (a 3.3% increase on 2022). Figures are then projected to gradually drop to 3,070,000 by 2030 – 1.8% lower than in 2022.
- B24. When pupil numbers increase, it is expected that future teacher demand will increase. This is taken into account when calculating future teacher need as part of the TWM.
- B25. While the Department aims to estimate national future teacher demand, decisions taken at school level will determine the actual number of teachers required. Wider evidence of international experience shows that, even when supply and demand for teachers are in balance, many countries face shortages of specialist teachers and shortages in schools serving disadvantaged or isolated communities.¹⁰⁶

¹⁰³ [The latest School Workforce Census can be found here.](#)

¹⁰⁴ [The latest Pupil Projections Model can be found here.](#)

¹⁰⁵ [National pupil projections, Reporting Year 2022 – Explore education statistics – GOV.UK \(explore-education-statistics.service.gov.uk\).](#)

¹⁰⁶ OECD, [Preparing Teachers and Developing School Leaders for the 21st Century: Lessons from Around the World](#), (2012), Ch. 3. p58.

Annex C: Recruitment to teacher training

- C1. Each year the Government estimates the number of new trainee teachers that will be required in the next training year to ensure there are enough teachers in the state-funded school system (in England). The estimates extend over the following decade, but it is the projection for the next year that is used in the Department's Initial Teacher Training (ITT) recruitment publications.¹⁰⁷
- C2. In 2022/23 there were 23,224 new entrants to postgraduate ITT, 71% of the new postgraduate ITT target of 32,600 new entrants. The Department has seen a fall in new entrants from the 2021/22 training year.¹⁰⁸
- C3. Provisional recruitment data from the Department's ITT trainee census 2022/23, published in December 2022, show that 59% of the postgraduate target was achieved in all postgraduate secondary and 93% in primary programmes.
- C4. According to the estimate from the 2021/22 teacher workforce model (TWM) which produces the postgraduate ITT recruitment target, the number of postgraduate trainee teachers required to have started initial teacher training in September 2022, for both the primary and secondary phases, was 32,600.
- C5. PGITT targets for 2022/23 were selected using analysis from the Teacher Workforce Model (TWM). The TWM replaces the previous Teacher Supply Model (TSM) and is used by the Department to estimate the number of PGITT trainees needed each year; by estimating demand for teachers and modelling the number leaving and entering the workforce in the future. Caution should be taken when comparing the subject-level PGITT targets set for 2022/23 to targets produced previously by the TSM (those for 2020/21 and in the years preceding), as there are methodological changes between the two models. The most important difference is the uplift of PGITT targets to account for under-recruitment in the two PGITT recruitment cycles before 2022/23 (ITT2020 and ITT20201), not yet reflected in the School Workforce Census data. This change is a key driver of the higher targets in the last couple of years for physics, design & technology, business studies and the group of subjects categorised as 'other'.¹⁰⁹

¹⁰⁷ <https://www.gov.uk/government/collections/statistics-teacher-training>

¹⁰⁸ 2021/22 figures have now been revised.

¹⁰⁹ 'Other' is comprised of several subjects, including media and communication studies, social studies, psychology. For more information on the TWM, see the [2021 ITT census](#).

- C6. Table C1 shows recruitment to primary phase against targets for the past 3 years. Overall, 93% of the PGITT target was achieved in primary. This target has been exceeded in 3 of the last 5 years.

Table C1: Recruitment to postgraduate primary stage ITT 2019/20-2022/23

	Entrants	Target	Recruitment rate
2019/20	12,216	13,003	94%
2020/21	14,380	11,467	125%
2021/22	14,110	10,800	136%
2022/23 (provisional)¹¹⁰	10,868	11,655	93%

Source: DFE, ITT Census 1 December 2022

- C7. Table C2 shows recruitment to secondary phase broken down for English Baccalaureate subjects.

Table C2: Recruitment to postgraduate ITT courses for English Baccalaureate subjects – percentage of target

Subject	2019/20	2020/21	2021/22	2022/23 ¹¹¹
Biology	163%	186%	111%	85%
Chemistry	67%	76%	99%	86%
Computing	75%	96%	66%	30%
English	110%	124%	114%	84%
Geography	118%	129%	84%	69%
History	115%	168%	193%	133%
Mathematics	65%	84%	90%	90%
Languages ¹¹²	64%	72%	71%	36%
Physics ¹¹³	42%	38%	21%	17%

Source: DFE, ITT Census 1 December 2022

- C8. Table C3 shows the shows recruitment to primary and secondary phase, split by sex and route for the past 3 years. The characteristics of postgraduate new entrants with respect to sex has remained broadly similar since 2015/16 with 28% being male and 72% female in 2022/23.¹¹⁴ For primary, 16% of postgraduate trainees are male, unchanged from 2021/22 but down from 22% in 2015/16. For

¹¹⁰ Provisional 2022/23 figures are based on published ITT Census data which includes those ITT trainees who started their course by the census date (12 October 2022). Final data for the 2022/23 academic year will be reported in the next ITT census publication, which is due to be published in December 2023.

¹¹¹ 2022/23 data is provisional, revised figures will be published in December 2023 ITT

¹¹² Languages, comprises modern foreign languages and classics.

¹¹³ Recruitment for physics includes courses designated as physics with mathematics.

¹¹⁴ The 2022/23 ITT publication also publishes figures for *Other sex*, Other sex includes trainees who do not identify as male or female, but identify in another way.

secondary, 39% of postgraduate trainees are male - this has been relatively stable at between 38% and 40% since 2015/16.

Table C3: Recruitment to postgraduate ITT courses broken down by sex , phase and route, for 2019/20-2022/23¹¹⁵

		Higher Education Institution	School Centred ITT	School Direct (fee-funded)	School Direct (salaried) ¹¹⁶	Postgraduate Teaching Apprenticeship	High Potential ITT	Postgraduate Total
Females on primary ITT programmes	2019/20	82%	82%	83%	83%	83%	83%	83%
	2020/21	83%	84%	84%	83%	86%	81%	83%
	2021/22	83%	84%	84%	83%	86%	84%	84%
	2022/23	83%	86%	84%	85%	85%	81%	84%
Males on primary ITT programmes	2019/20	18%	18%	17%	17%	17%	16%	17%
	2020/21	17%	16%	16%	17%	14%	17%	17%
	2021/22	17%	16%	16%	17%	14%	15%	16%
	2022/23	17%	14%	16%	15%	15%	19%	16%
Females on secondary ITT programmes	2019/20	60%	62%	62%	61%	51%	66%	61%
	2020/21	60%	61%	62%	60%	62%	63%	61%
	2021/22	60%	60%	61%	60%	64%	66%	61%
	2022/23	58%	63%	62%	62%	68%	62%	61%
Males on secondary ITT programmes	2019/20	40%	38%	38%	38%	49%	33%	38%
	2020/21	40%	39%	38%	40%	38%	33%	39%
	2021/22	40%	40%	39%	40%	35%	34%	39%
	2022/23	41%	37%	38%	38%	32%	37%	39%
Total new entrants to ITT	2022/23	10,278	4,234	5,862	661	796	1,393	23,224

Source: DFE, ITT Census 1 December 2022

¹¹⁵ Figures for 2022/23 are provisional and are subject to change. Figures for 2019/20, 2020/21 and 2021/22 have been revised.

¹¹⁶ Schools direct salaried: includes salaried programmes i.e. Future Teaching Scholars Programme.

- C9. Between November 2020 and November 2021, 44,000 (FTE) teachers started a job in English state schools. Of these, just over half (22,100; 50%) were newly qualified teachers (NQTs), just over a third (15,000; 34%) were returning to teaching, just under one in ten (3,900; 9%) qualified earlier but were working in the state sector for the first time and 3,100 (7%) were new to the state sector.¹¹⁷
- C10. The Department does not assume that all trainees will complete their training successfully and/or teach immediately in a state school, and that is built into the Department's estimates of the numbers required.

ITT Allocations 2022

- C11. The Department is responsible for regulating the volume of trainee teachers in England where training leads to the award of Qualified Teacher Status (QTS) and Early Years Teacher Status (EYTS). The Department aims to support recruitment across all ITT courses, with the objective of securing the right number of teachers to meet demand from schools in England against the TWM. The Department regulates recruitment to all subjects and routes by issuing permission to recruit to ITT courses to ITT providers and lead schools, while ensuring efficient use of public funds and minimising significant over-supply of teachers.
- C12. For the 2022/23 recruitment cycle, the Department issued permission to recruit to ITT providers and lead schools, allowing them to list their courses as open for recruitment and to access any Department funding associated with training courses. Recruitment to all postgraduate ITT courses is unlimited, except for early years courses leading to EYTS, giving ITT providers and schools the maximum flexibility to recruit to these courses in line with their local demand. Early years providers must not recruit beyond the total number of places allocated for each course.
- C13. To formulate this approach, the Department has accounted for previous recruitment patterns, estimations provided from the TWM, sector feedback and the information supplied by ITT providers and lead schools over the last few cycles. The Department will continue to monitor real-time recruitment to ITT courses via the Apply for teacher training service and use this to implement interventions to support recruitment to subjects where necessary.

¹¹⁷ Source: DfE, School Workforce Census June 2022.

Degree class of new recruits 2022/23

- C14. The provisional 2022/23 census data¹¹⁸ show that the overall proportion of trainees with a 2:1 or higher is 75%, a decrease from 78% in 2021/22. Just under one in four postgraduate teacher trainees had a first-class degree in 2022/23 (24%), up from 18% in 2015/16, and 10% in 2010/11.

Table C4: Proportion of first year postgraduate trainees with a 2:1 or higher classified degree, 2019/20-2022/23 (selected subjects only)¹¹⁹

	Census Year			
	2019/20	2020/21	2021/22	2022/23
Biology	74%	73%	78%	74%
Chemistry	67%	72%	77%	70%
Computing	65%	68%	65%	67%
English	80%	81%	83%	83%
Geography	75%	81%	85%	81%
History	82%	84%	87%	83%
Mathematics	68%	72%	76%	73%
Modern Foreign Languages	73%	76%	81%	73%
Physics	67%	66%	72%	72%
Primary	72%	73%	75%	73%
Secondary	75%	77%	80%	77%
Total	74%	75%	78%	75%

Source: DfE ITT Census 1 December 2022

ITT financial incentives

- C15. For 2023/24, the Department is providing a £27,000 tax-free bursary for all trainees with a 2:2 or higher in the highest priority subjects; chemistry, computing, mathematics, and physics. Additionally, a £25,000 tax-free bursary is being provided for languages (including ancient languages) and geography trainees, and a £20,000 tax-free bursary for biology and Design & Technology trainees, both increases on the provision for 2022/23. A £15,000 tax-free bursary for English trainees has also been re-introduced (Table C5).

¹¹⁸ Data includes High Potential ITT (HPITT) trainees, formerly known as Teach First.

¹¹⁹ Figures for 2022/23 are provisional and are subject to change. Figures for 2019/20, 2020/21 and 2021/22 have been revised.

Table C5: Bursaries and scholarships available to trainees in 2023/24 – Postgraduate Bursaries and Scholarships

Subjects	Scholarship	Bursary (trainees with a 2:2 or higher)
Chemistry, Computing, Mathematics, Physics	£29,000	£27,000
Languages, Geography		£25,000
Biology, Design and Technology		£20,000
English		£15,000

- C16. The Department continues to provide prestigious scholarship schemes in four subjects for 2023/24: chemistry, computing, mathematics and physics. Scholarships are awarded by independent institutions following a competitive application process and attract a £2,000 uplift above the bursary value. Successful scholars will receive £29,000 tax-free in chemistry, computing, mathematics and physics. A £27,000 scholarship scheme has also been introduced for French, German, and Spanish specifically.
- C17. The Department has aligned the funding available across all postgraduate routes into teaching by providing the same amount per subject. This means that schools providing School Direct (salaried) or the Postgraduate Teaching Apprenticeship routes can access funding equivalent to the bursary amount. Apprenticeship funding of up to £9,000 is available in addition to the Postgraduate Teaching Apprenticeship grant funding (Tables C6 and C7).

Table C6: School Direct (salaried) grant funding for 2023/24

Subjects	Grant
Chemistry, Computing, Mathematics, Physics	£27,000
Languages, Geography	£25,000
Biology, D&T	£20,000
English	£15,000

Table C7: Postgraduate Teaching Apprenticeship grant funding for 2023/24

Subjects	Grant
Chemistry, Computing, Mathematics, Physics	£18,000
Languages, Geography	£16,000
Biology, D&T	£11,000
English	£6,000

C18. Tables C8 and C9 show the bursaries for undergraduate teacher training courses, including the Troops to Teachers bursary. These are unchanged for 2023/24.

Table C8: Bursaries and scholarships available to trainees in 2023/24 – Undergraduate Bursaries

Subjects	Bursary ¹²⁰
Mathematics	£9,000
Physics	£9,000
Languages	£9,000
Computing	£9,000

Table C9: Bursaries and scholarships available to trainees in 2023/24 – Troops to Teachers bursaries

Subjects	Bursary ¹²¹
Biology	£40,000
Physics	£40,000
Chemistry	£40,000
Computing	£40,000
Mathematics	£40,000
Languages	£40,000

¹²⁰ Trainees who are on a 4-year undergraduate course that leads to both the award of QTS and a Master's degree receive a £9,000 bursary in both the third and fourth years of their course.

¹²¹ The £40,000 bursary is paid over the final two years of the course, with £20,000 payable in each year.

Postgraduate Training Routes

C19. Table C10 shows the proportion of postgraduate trainees from 2019/20 to 2022/23 who came through the different routes recorded in the ITT Census.

Table C10: Proportion of trainees training through each ITT route 2019/20-2022/23¹²²

	Number of new entrants				Number of new entrants			
	2019/20	2020/21	2021/22	2022/23	2019/20	2020/21	2021/22	2022/23
HEI	12,757	16,114	13,176	10,278	44%	47%	44%	44%
SCITT	3,936	4,690	4,548	4,234	14%	14%	15%	18%
School Direct (fee-funded)	7,907	9,469	9,172	5,862	27%	28%	30%	25%
School Direct (salaried)	2,492	2,159	813	661	9%	6%	3%	3%
PGTA	164	321	883	796	1%	1%	3%	3%
High Potential ITT ¹²³	1,661	1,641	1,501	1,393	6%	5%	5%	6%
Postgraduate Total	28,917	34,394	30,093	23,224	100%	100%	100%	100%

Source: DfE ITT Census 1 December 2022

Teaching schools and school-based ITT

C20. The teaching school hub (TSH) programme is a network of 87 centres of excellence for teacher training and development that became fully operational in September 2021. They provide high quality professional development to teachers at all stages of their careers. This programme replaces the previous teaching schools programme, which ended in August 2021. TSH are funded for 3 years (subject to confirmation) and are accessible to every school in the country.

C21. Teaching school hubs receive an annual grant, subject to conditions, including demonstrating progress against key performance indicators. Each hub has its own defined area and must serve all schools within it, although this does not prevent hubs from working with schools outside their area.

¹²² Figures for 2022/23 are provisional and are subject to change. Figures for 2019/20, 2020/21 and 2021/22 have been revised.

¹²³ Formerly reported as Teach First

- C22. Currently, most TSH are involved in ITT delivery either as an accredited provider or as a partner. As set out in the Government's response to the ITT market review, from September 2024, all TSH are expected to be either accredited ITT providers, or lead partners to accredited ITT providers as well as playing an additional strategic role in ITT across their local area.

School Direct

- C23. School Direct was launched as a pilot with the School Direct Training Programme (tuition fee places) in February 2012. The School Direct (salaried) route was introduced in 2013/14, offering employment-based places to career changers.
- C24. In 2022/23, 6,523 trainee teachers commenced training through School Direct. Published data¹²⁴ shows that the Department provisionally estimates that of 2020/21 trainees awarded QTS, 76% on a School Direct (fee) course and 87% on a salaried course will be employed in state-funded schools in England within sixteen months of qualification. This compares to finalised employment rates, for 2019/20, of 77% and 89% respectively for School Direct (fee) and (salaried) routes.

Teach First

- C25. The Department also continues to fund the High Potential Initial Teacher Training programme, currently delivered by Teach First. The programme is helping to recruit more teachers across England and place them in some of the most challenging schools, including in Opportunity Areas. Since 2015/16¹²⁵ the programme has recruited over 11,700 teachers, with just under 1,400 starting in England in 2022/23.¹²⁶

¹²⁴ <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-performance-profiles/2019-20>.

¹²⁵ DfE has published figures for HPITT since 2015/16, this does not cover the full programme recruitment history.

¹²⁶ DfE ITT Census, 1st December 2022.



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