



School Teachers'
Review Body

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THIRTY-FIFTH REPORT - 2025

Chair: Dr Mike Aldred

CP 1327



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

May 2025



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Contents

OUR REPORT AT A GLANCE	1
CHAPTER 1.....	2
The Review Process	
CHAPTER 2.....	5
Our conclusions and recommendations on the pay award	
CHAPTER 3.....	20
Broader issues and future areas for focus	
APPENDIX A	34
Evidence on broader issues	
APPENDIX B	36
Teacher labour market analysis	
APPENDIX C	82
Transcript of remit letter from the Secretary of State	
APPENDIX D	85
Conduct of the review	
APPENDIX E	88
Findings from the STRB's 2024 visit programme	
APPENDIX F	91
Recommended pay levels from 1 September 2025	

OUR REPORT AT A GLANCE

Our pay and allowance recommendation for teachers and leaders is a 4% increase to all ranges and advisory points effective from September 2025. This is the level, in our view, that supports recruitment and retention and represents good value for money for taxpayers.

Our recommendation is based on data. We have considered the latest earnings and pay settlements information. The latest recruitment and retention trends are concerning. Our analysis also suggests more needs to be done to ensure teacher pay is competitive. See the [data](#) used to inform our recommendation and our full [teacher labour market analysis](#).

We reviewed broader issues that can contribute to improving the supply of teachers and school leaders. We suggest actions in a range of areas to improve the attractiveness of the teaching profession and ensure taxpayer value for money.

Improving the attractiveness of teaching by improving equality, inclusion and fully embracing flexibility.	Ensuring taxpayer value for money.	Improving the attractiveness of teaching by modernising terms, conditions and career pathways.
<p>Immediate and longer-term action to improve equality and inclusion.</p> <p>Action to be taken to improve flexible working in schools.</p> <p>We recommend changes to flexibility around TLR payments to reflect the proportion of the responsibility being carried out.</p>	<p>Action to be taken on targeting remuneration.</p> <p>The Department to share its work on supply teachers with STRB and its consultees when concluded.</p>	<p>Future work to be undertaken on modernising teacher terms and conditions, including a review of career pathways for teachers.</p> <p>The Department to monitor and report on the effectiveness of Performance Related Pay Progression where it is used and to consider what changes are needed.</p> <p>Care to be taken to ensure innovation in pensions flexibility does not reduce total remuneration.</p>

The underlined blue text in the table above provides links to the relevant parts of our report.

CHAPTER 1

The Review Process

Introduction

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

STRB's 34th report

- 1.4 Our 34th report was delivered to the Government in May 2024 in response to its request for pay recommendations effective from September 2024.
- 1.5 We recommended an increase of 5.5% to pay and allowance ranges of all grades. The recommendation was accepted in full by the Government.
- 1.6 We also made a series of observations relating to targeting remuneration, career pathways, a strategic and transparent workforce plan, guidance on appraisal and pay progression, diversity and inclusion data, and flexible working.

The remit for the STRB's 35th report

- 1.7 We received our remit letter from the Secretary of State on 30 September 2024.¹ It set out the following matters for recommendation:
 - An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2025/26.

¹ GOV.UK (2024) *School Teachers' Review Body (STRB) remit letter for 2025* – <https://www.gov.uk/government/publications/school-teachers-review-body-remit-letter-for-2025>

- An assessment of any changes to flexibilities around TLR payments, concerning the existing pro-rata rule.
- 1.8 The letter also sought our views on how the current framework can best support teachers from all backgrounds and with protected characteristics, including by promoting flexible working.
- 1.9 The remit letter set out a range of factors that the STRB should have regard to, in making its recommendations. These can be found in the full letter reproduced in [Appendix C](#).

The pay review process

- 1.10 Following receipt of the remit letter in September 2024, we invited our consultees to submit initial written representations and evidence by 13 December 2024. We are grateful that all parties were able to submit their evidence by the deadline.
- 1.11 In addition to our regular consultees, we additionally received representations this year from the Association of Colleges (AoC), the Sixth Form College Association (SFCA) and the University and College Union (UCU). These submissions were in relation to the Secretary of State's request for us to consider the impact of our pay recommendation on the further education teaching workforce in England.
- 1.12 After initial written evidence was received, links to the submissions were shared with all consultees who were invited to make a supplementary submission commenting on other parties' representations by 17 January 2025. The STRB then conducted oral evidence sessions with eight consultees in February 2025.
- 1.13 We would like to thank all those who provided evidence. Full versions of the submissions we received can be found at the links below.
- [AOC](#)
 - [AOC supplementary evidence](#)
 - [ASCL](#)
 - [ASCL supplementary evidence](#)
 - [BATOD](#)
 - [The Department for Education](#) and [HM Treasury](#)
 - [Community](#)
 - [Community supplementary evidence](#)
 - [Joint union statement](#)
 - [NAHT](#)
 - [NAHT supplementary evidence](#)
 - [The NASUWT](#)

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

- 1.14 In addition to considering consultees' evidence, we commissioned from our secretariat analyses of the teaching workforce, based on a range of statistics and research that are cited in this report and presented more fully in [Appendix B](#). (Teacher labour market analysis). As in previous years, we have carefully examined data on the recruitment and retention of teachers, the wider labour market for graduates and on teachers' pay. Given our submission date of March 2025, the report has drawn on data published up to 13 March 2025.
- 1.15 As part of our regular annual programme of visits, we convened a combination of face-to-face and virtual discussion groups in late 2024 with teachers, school leaders and local authorities. We heard views on a range of matters including pay, recruitment and retention, and school finances. The discussions have complemented the formal evidence and strengthened our understanding of the concerns of the workforce. We would like to thank all the participants and those who facilitated the visits. A summary of the key points we heard is provided in [Appendix E](#).

CHAPTER 2

Our conclusions and recommendations on the pay award

Introduction

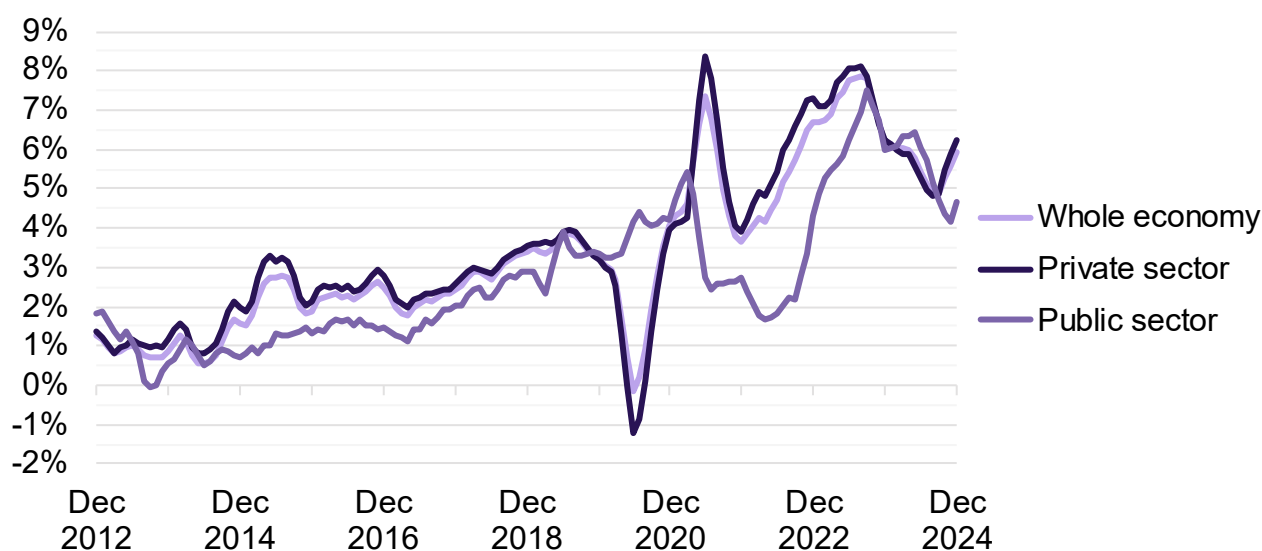
- 2.1 This chapter provides the recommendations of the School Teachers' Review Body (STRB) to the Prime Minister and Secretary of State on changes to the teacher pay and allowance framework effective from September 2025. Details of the remit and the factors we were asked to consider are set out in [Chapter 1](#) and [Appendix C](#).
- 2.2 Links to consultee evidence are provided in [Chapter 1](#). Our own evidence and analysis is in [Appendix B](#) (Teacher labour market analysis). We have carefully considered the full range of evidence available to us.

Key metrics

- 2.3 Consistent with our approach over the last two years, we have set out below the analytical themes we have used to inform our decision. For each theme, we present the key metrics followed by a brief factual commentary and conclusion. We additionally signpost where greater detail can be found in our full analytical appendix.

Earnings growth²

Figure 2.1: Average Weekly Earnings, annual growth rates (3-month average), regular pay, Great Britain³



- 2.4 Earnings growth in the rest of the economy is an important factor affecting the ability to recruit and retain teachers.

² For more detailed analysis of Earnings Growth, see paragraph 10 of Appendix B.

³ ONS (2025) *EARN01: Average weekly earnings, released 18 February 2025* - [EARN01: Average weekly earnings - Office for National Statistics](#). Estimates of regular pay exclude bonuses and arrears of pay. The three-month average figures are the changes in the average seasonally adjusted values for the three months ending with the relevant month compared with the same period a year earlier.

2.5 The current rate of nominal earnings growth remains high compared to the last decade. In the three months to December 2024, annual growth in regular pay across the economy was 5.9% and 6.2% for the private sector.⁴

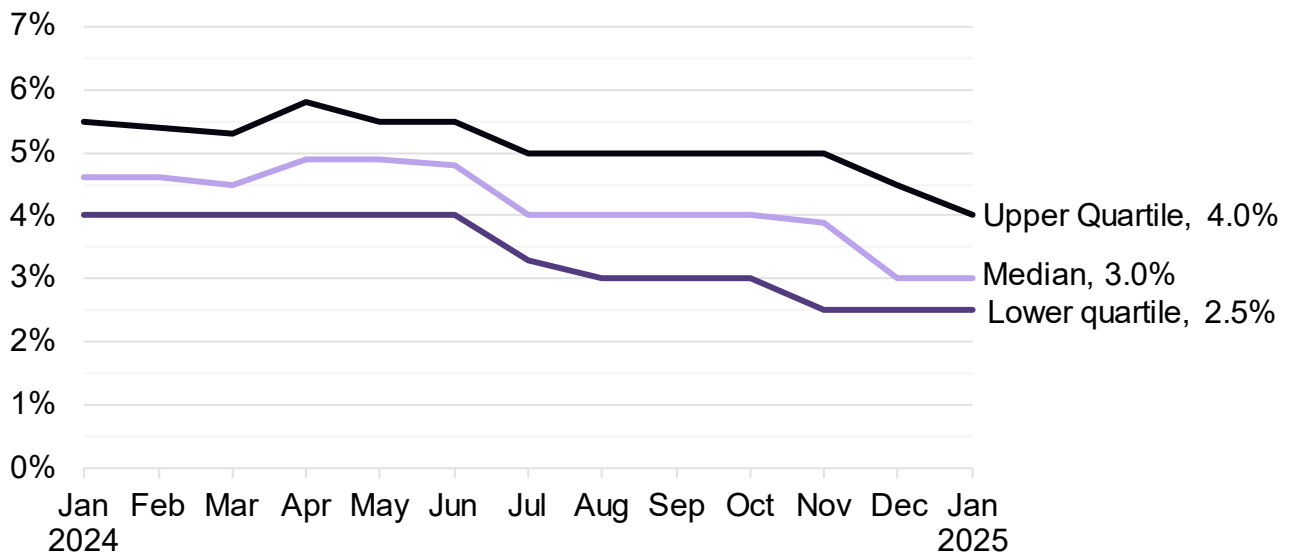
Earnings forecasts⁵

2.6 Forecasts of future earnings growth in the wider economy are relevant to our decision because our recommendation is for a settlement that will take effect in the future, in September 2025.

2.7 In its October 2024 forecast, the Office of Budget Responsibility (OBR) projected annual earnings growth of 3.2% for the year to 2025 Q3 and 2.3% to 2025 Q4.⁶ In its February 2025 Monetary Policy Report, the Bank of England forecast annual private sector wage growth of 5.2% for the year to 2025 Q3 and 3.9% to 2025 Q4.⁷

Pay settlements⁸

Figure 2.2: Economy-wide annual pay settlements, rolling three months, January 2024 to January 2025, percentage increase in basic pay⁹



2.8 Pay settlements are another indicator of pay trends across the wider economy. While earnings growth reflects both past increases in pay and compositional changes in the labour market, settlements in other organisations provide a useful comparison point for our pay award recommendation.

⁴ ONS (2025) *Average weekly earnings in Great Britain: February 2025* - [Average weekly earnings in Great Britain - Office for National Statistics](#)

⁵ For commentary on Earnings Forecasts, see paragraph 10 of Appendix B.

⁶ OBR (2024) *Economic and fiscal outlook - October 2024* - <https://obr.uk/efo/economic-and-fiscal-outlook-october-2024/>

⁷ BoE (2025) *Monetary Policy Report - February 2025* - <https://www.bankofengland.co.uk/monetary-policy-report/2025/february-2025>

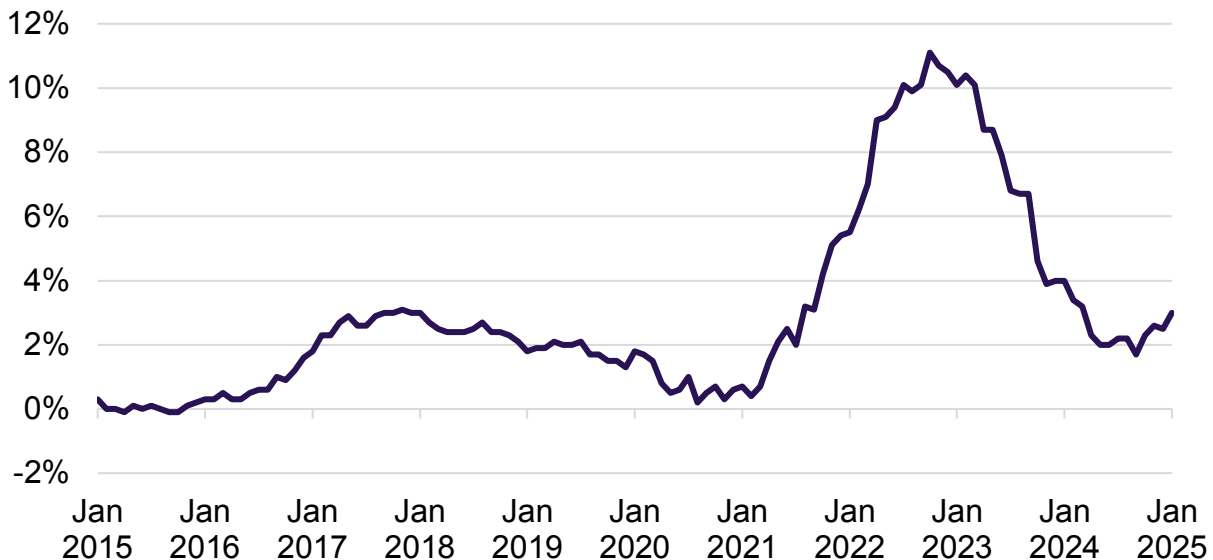
⁸ For more detailed analysis of Pay Settlements, see paragraphs 12-15 of Appendix B.

⁹ OPRB analysis of Brightmine (formerly XpertHR) data. Available to Brightmine subscribers.

2.9 The median basic pay settlement in the 12 months to the end of January 2025 was 4.5%. For the 3 months to the end of January 2025, the median increase was 3.0%; a quarter of awards were below 2.5% and a further quarter more than 4.0%.¹⁰

Price inflation¹¹

Figure 2.3: Annual CPI inflation rates, UK, January 2015 to 2025¹²



2.10 Price inflation determines the real value of teachers’ pay and affects school spending against budgets.

2.11 Since January 2024, the 12-month inflation rate as measured by the Consumer Prices Index (CPI) decreased from 4.0% to 1.7% in September 2024. The rate has since increased and was 3.0% in January 2025. Prices are now rising more slowly than in 2022 and 2023 but are 18% higher than in December 2021.

2.12 Price inflation can result in higher general earnings growth, and if this is not reflected in teachers’ pay, it will reduce the competitiveness of teachers’ pay and weaken the ability to attract and retain teachers.

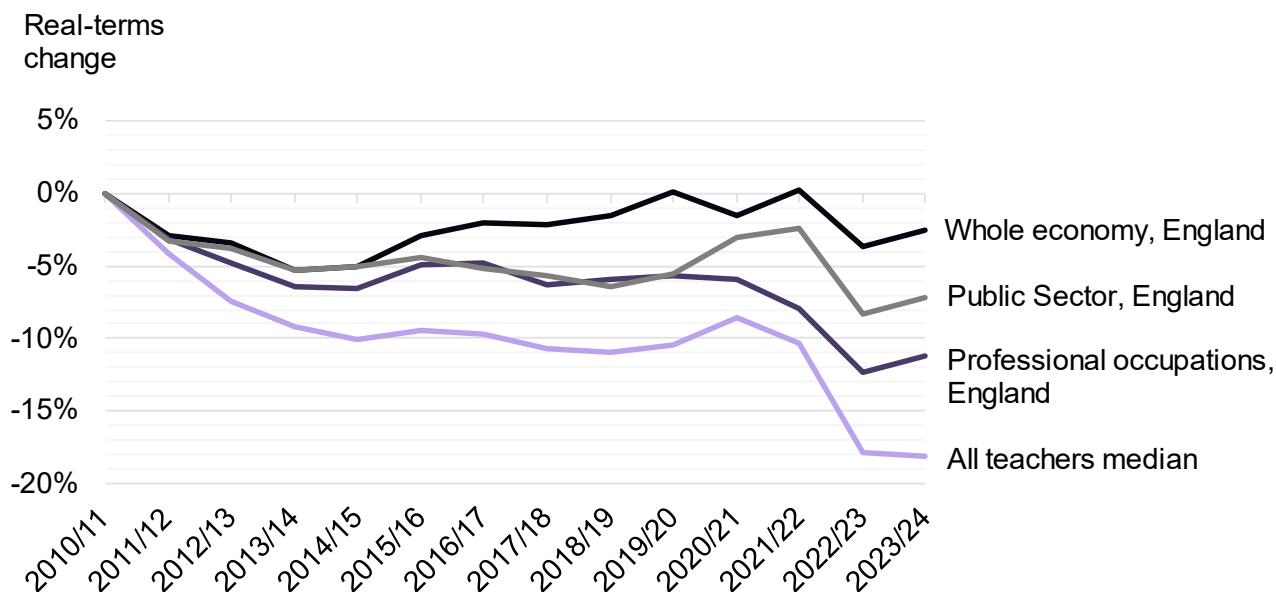
¹⁰ Brightmine (formerly XpertHR) data. Available to Brightmine subscribers. Range refers to interquartile range.

¹¹ For more detailed analysis of Price Inflation, see paragraphs 4-6 of Appendix B.

¹² OPRB analysis of ONS (2025) *Consumer price inflation, UK: January 2025* - [Consumer price inflation, UK - Office for National Statistics](#)

Teachers' relative pay¹³

Figure 2.4: Real-terms change in median gross earnings for teachers in state-funded schools, the whole economy (England), public sector (England) and other professional occupations (England), compared to level in 2010/11^{14,15,16}



2.13 Teachers' relative pay indicates how the financial attractiveness of teaching has changed compared to other occupations.

2.14 The relative value of teachers' earnings reduced throughout the early 2010s and has reduced further than earnings across the economy, the public sector and other professional occupations since then.

2.15 On a range of comparisons, the competitiveness of teachers' average pay has reduced markedly over a number of years.

¹³ For more detailed analysis of Teachers' Pay, see paragraphs 30-37 of Appendix A.

¹⁴ Nominal earnings have been adjusted using annual CPI figures (financial year). ONS (2025) *Consumer price inflation tables* -

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

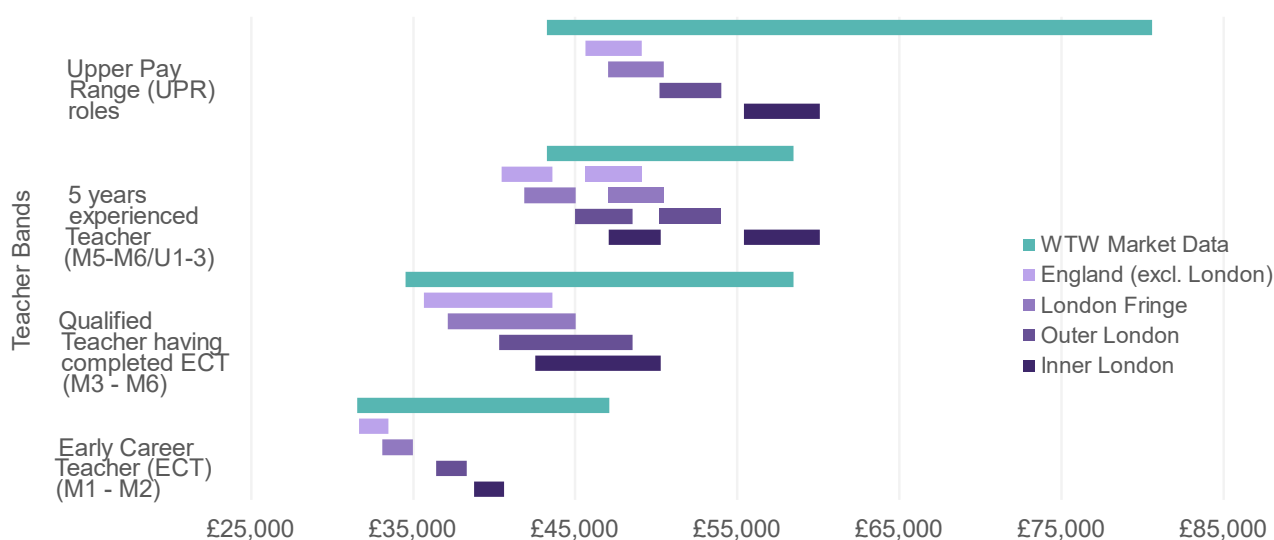
¹⁵ Data for the whole economy and for professional occupations represent full-time median gross annual earnings in England. OPRB analysis of unpublished ASHE microdata. ASHE data is presented on a financial year basis. 2023/24 figures are provisional.

¹⁶ OPRB analysis of Department for Education (2024) *School Workforce in England: Reporting year 2023 -* <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>. Note that the 2023/24 SWC data does not fully reflect the 2023/24 pay award. 'All teachers median' represents median annual earnings as at the November census date. For example, data collected in November 2023 is presented as 2023/24 here.

Pay benchmarking¹⁷

- 2.16 The analysis in the preceding sections provides comparative information on the rate of change of earnings, pay settlements, price inflation and teachers' pay relative to an historic point in time. Whilst these are useful inputs, they do not directly respond to a central important question: how competitive is teacher pay currently?
- 2.17 To assist the STRB in considering this question, last year we commissioned a leading pay benchmarking firm to undertake work in this area.¹⁸ We have refreshed the headline findings in this report using updated data from July 2024 (the most recent available data at the time of our analysis). More information about this analysis can be found in [Appendix B](#).
- 2.18 Benchmarking teacher and leadership roles against remuneration data for jobs of comparable size, scope and complexity provides an insight into the relative competitiveness of pay in the profession.
- 2.19 The top row in each teacher band below shows a competitive range of salaries for roles identified as broadly comparable in size and scope at various career stages. The other rows indicate the current levels of teacher and leadership salaries across regions of the UK, as specified in the key. The market data are not geographically specific.

Figure 2.5: Benchmarking classroom teachers' salaries against the wider market, 2024¹⁹

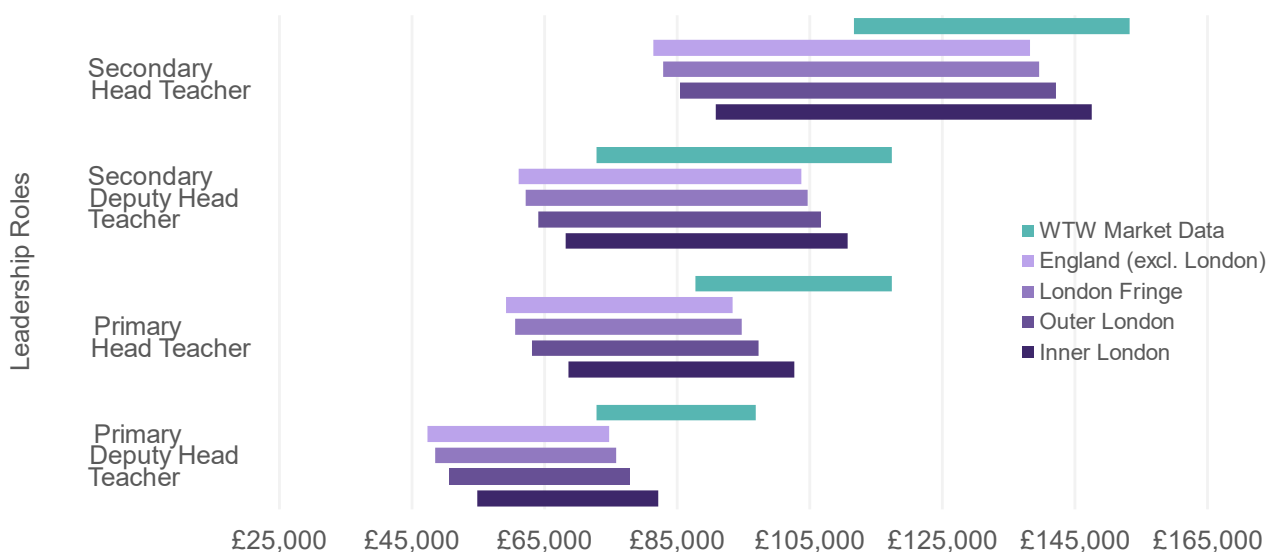


¹⁷ For more detailed analysis of Pay Benchmarking, see paragraphs 38-47 of Appendix B.

¹⁸ WTW (2024) *Teacher Job Levelling - School Teachers' Review Body 34th Report: 2024*

¹⁹ OPRB analysis of WTW benchmark data, effective date 1 July 2024. Teacher salaries presented are for the September 2024 STPCD national pay scale. WTW Market Data are presented as the difference between the 25th and 75th percentile of the benchmark data. In some cases, groups of teacher or leadership roles were matched to more than one comparator job level (e.g. 'leadership roles', 'Upper Pay Range teachers'). In these cases, the displayed range for comparator roles is based on the 25th percentile of the lower comparator salary range and the 75th percentile of the higher comparator salary range.

Figure 2.6: Benchmarking leadership salaries against the wider market, 2024^{20, 21}



2.20 The overall picture remains largely unchanged from last year. The comparative salary position of teachers on the Main Pay Range becomes less competitive as they gain experience and progress up the Main Pay Range.

2.21 Comparing to last year, Early Career Teachers (ECT) (M1-M2) have lost some ground in terms of pay at the lower end when compared to the comparator roles, with their minimum starting salary remaining between the 25th and 50th percentiles for comparable roles. For all other classroom teacher bands and leadership roles, the relative pay position improved against the benchmark data.

2.22 Salaries for teachers at M5-M6 remained less competitive than the market position, with their pay being below the 25th percentile for roles identified as comparable in the latest data.

2.23 Teachers on the Upper Pay Range hold a better comparative market position than teachers on the Main Pay Range, with their salaries falling between the 25th and 50th percentiles.

2.24 The comparative salary position of leadership roles in primary schools falls below the market salary data in all regions, whilst leadership roles in secondary schools are better aligned to the market salary data.

2.25 Benchmarking is a useful way to provide insights to the important central question of how competitive current pay is. It involves making a number of assumptions and judgements, which is why we have sought expert professional input. Benchmarking relies on finding an objective way to compare roles which, whilst different, share important characteristics in terms of size and scope. Whilst the outputs should be treated with care, and are based on a sample, it does provide a useful alternative

²⁰ OPRB analysis of WTW benchmark data, effective date 1 July 2024. Leadership salaries presented are for the September 2024 STPCD national pay scale.

²¹ For the purposes of these comparisons, primary head pay was based on STPCD head teacher groups 2-4 and secondary heads on head teacher groups 6-8. Estimated pay levels for Deputy Heads are based on OPRB analysis of School Workforce data.

lens to examine the competitiveness of pay. This type of exercise is standard practice in the private sector. We plan to continue with this work in future reports.

The graduate labour market²²

Table 2.1: Graduate and teacher starting salaries, 2018 to 2024²³

Source	2018 (£)	2019 (£)	2020 (£)	2021 (£)	2022 (£)	2023 (£)	2024 (£)
ISE (organisational median)	28,250	29,000	29,667	30,500	31,000	31,000	32,000
High Fliers ²⁴	30,000	30,000	30,000	30,000	32,000	33,500	34,000
Teachers (England)	23,720	24,373	25,714	25,714	28,000	30,000	31,650
Teachers (Inner London)	29,664	30,480	32,157	32,157	34,502	36,745	38,766
Teachers (Outer London)	27,596	28,355	29,915	29,915	32,407	34,514	36,413
Teachers (Fringe)	24,859	25,543	26,948	26,948	29,344	31,350	33,075

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

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

2.28 The latest data on starting pay across the graduate labour market show that some professions are offering significantly higher starting salaries than teaching, although recent increases have made teacher starting salaries more competitive.

2.29 We note that some caution is required as the data are not representative of graduate earnings in all areas of the country.

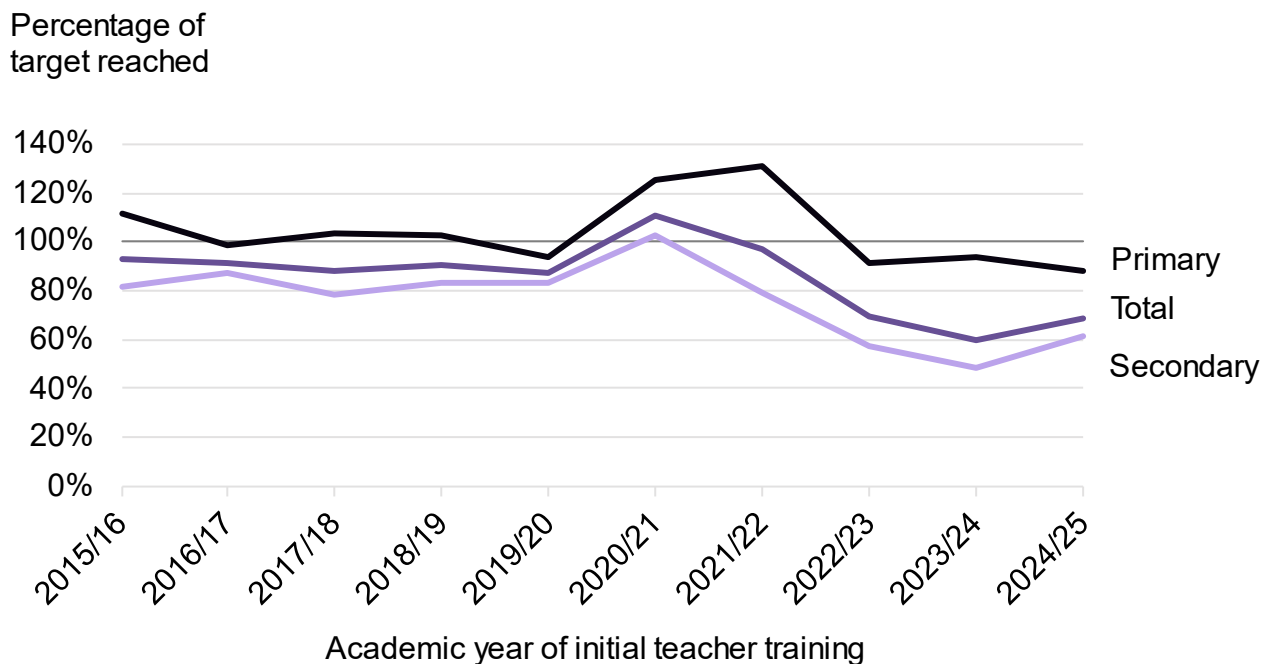
²² For more detailed analysis of The Graduate Labour Market, see paragraphs 16-23 of Appendix B.

²³ Institute of Student Employers (2024) *Student recruitment survey 2024* - <https://ise.org.uk/page/ISEPublications>. Available to ISE members. High Fliers (2024) *The Graduate Market in 2024* - <https://www.highfliers.co.uk/>

²⁴ The latest available High Fliers research was conducted in January 2024. It provides an assessment of the graduate recruitment cycle in 2023 and examines expected graduate salaries and vacancies in 2024.

Recruitment²⁵

Figure 2.7: Percentage of postgraduate ITT recruitment target reached, for primary, secondary and total, 2015/16 to 2024/25²⁶



2.30 Newly qualified teachers are a key component of the totality of entrants to teaching each year.

2.31 Performance against Initial Teacher Training (ITT) targets tells us whether a sufficient number of trainees to meet schools' needs have commenced teacher training courses. It is a key indicator of the adequacy of the future supply to the teaching profession as well as a lead indicator of the attractiveness of the profession.

2.32 Numbers were below headline targets again in 2024/25, despite a slight improvement against the overall target (69% met in 2024/25 compared to 60% in 2023/24).

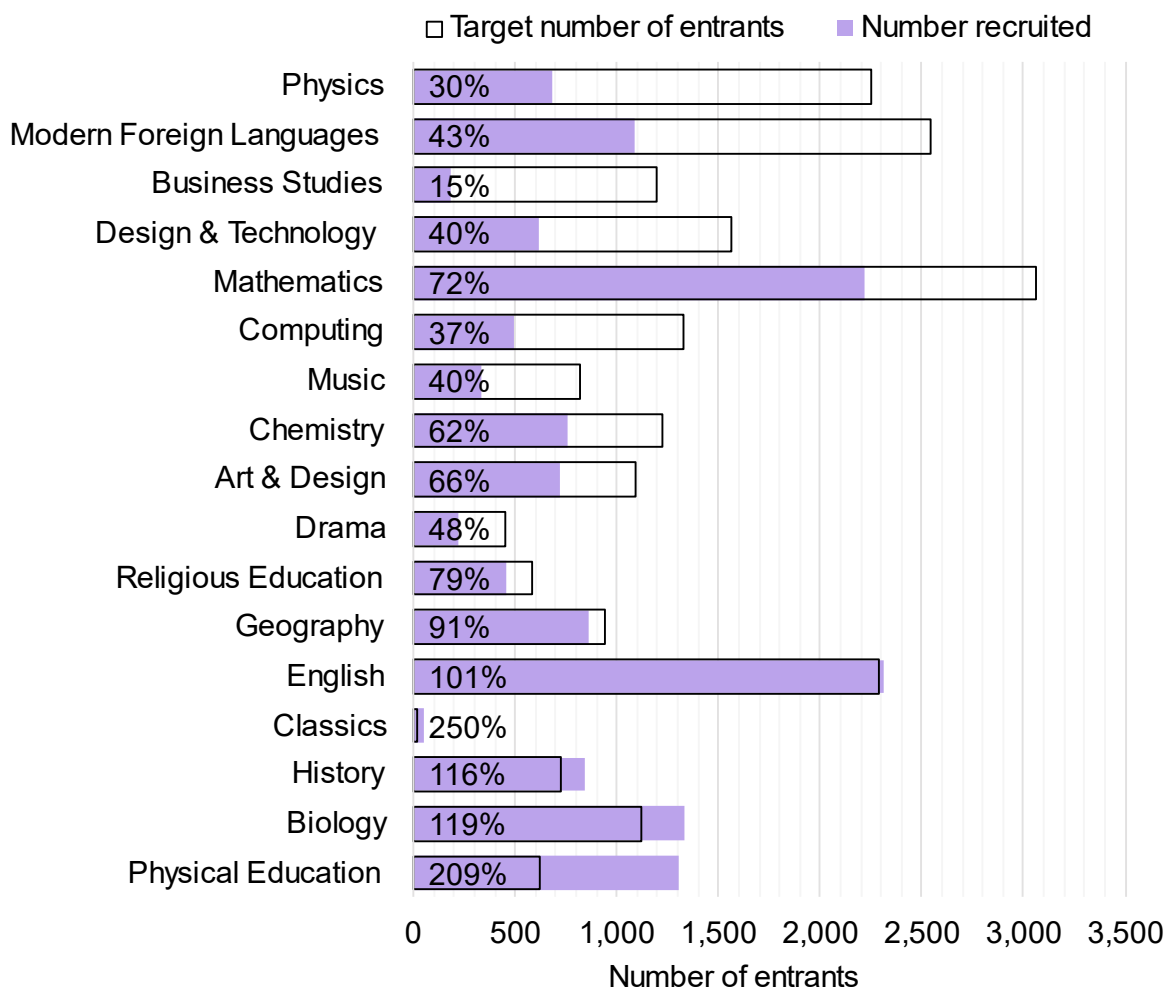
2.33 Within the overall total, 62% of the secondary postgraduate ITT (PGITT) target was achieved, up from 48% in 2023/24 - the net result of an increase in the number of secondary entrants and a decrease in target numbers. The secondary PGITT target was only achieved in one of the last ten years; this was in 2020/21 when there was a boost to entrants driven by the COVID-19 pandemic.

²⁵ For more detailed analysis of Recruitment, see paragraphs 85-107 of Appendix B.

²⁶ Figures for 2024/25 are provisional and are subject to change. 2023/24 figures have been revised. OPRB analysis of Department for Education (2024) *Initial Teacher Training Census Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>
Note that data used in this report reflect the Department's initial statistical release. This has since been updated following the late submission of data from one provider (approximately 100 trainees), resulting in some minor changes.

2.34 Primary PGITT entrants accounted for 88% of the target in 2024/25, a decrease from 94% in 2023/24 and the lowest percentage target achieved in the past ten years.

Figure 2.8: Secondary subject entrants to ITT compared to targets, 2024/25²⁷



2.35 Twelve out of seventeen secondary subjects did not achieve their target number of recruits in 2024/25. Ten fell short by more than 25% and five fell short by at least 60%.

2.36 The number of teachers from overseas awarded qualified teacher status (QTS) has declined sharply, from over 5,000 in 2017-18 to 1,740 in 2023-24. There was a 13% decrease in the number of overseas teachers awarded QTS in the year to March 2024 compared to the previous year.²⁸

²⁷ Figures for 2024/25 are provisional and are subject to change. OPRB analysis of Department for Education (2024) *Initial Teacher Training Census Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>.

²⁸ Teaching Regulation Agency (2024) *Annual reports and accounts, 2023 to 2024* - <https://www.gov.uk/government/publications/teaching-regulation-agency-annual-report-and-accounts-2023-to-2024>. Note that reporting years used here are financial years ending in March, not academic years. We note that not all applications made in 2023-24 had reached an outcome at the time of publication and figures will be revised in the next TRA report.

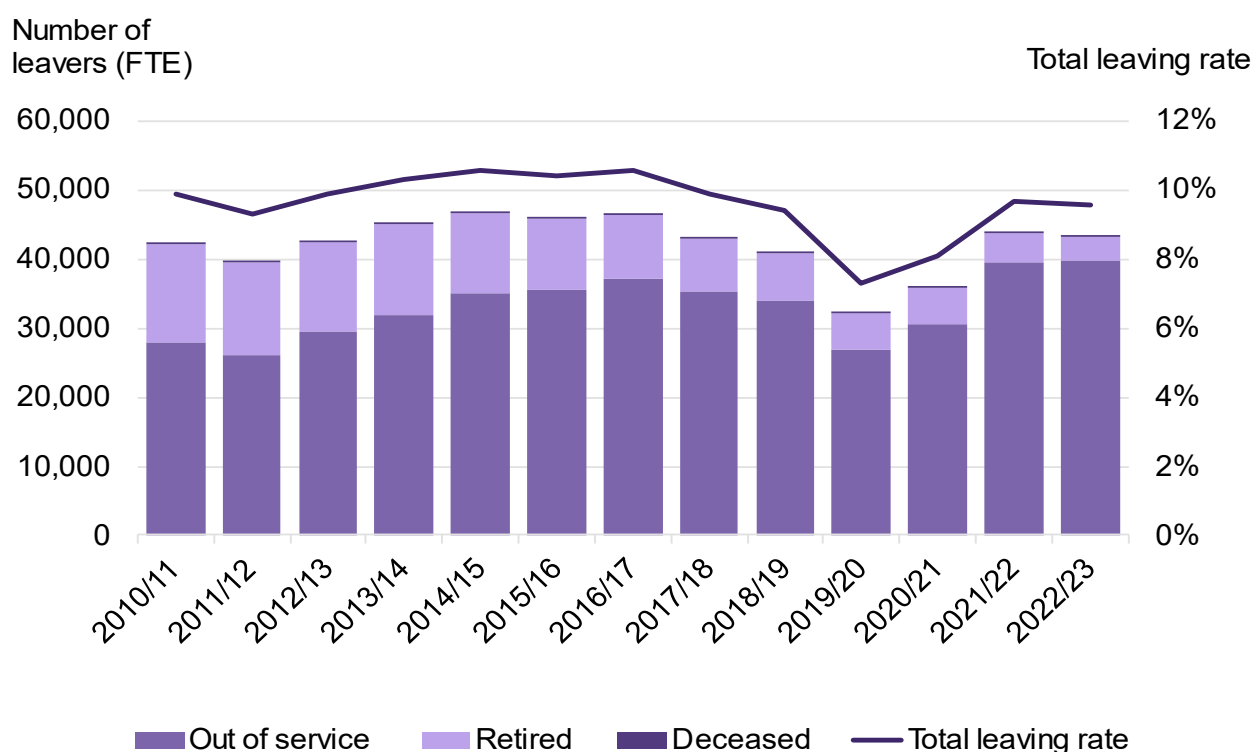
- 2.37 The STRB remains deeply concerned about the overall level of recruitment, the general trend emerging and what appears to be a firmly established and persistent problem of under-recruitment in certain subjects.
- 2.38 Persistent recruitment problems can result in a vicious circle where a shortage of teachers in a subject results in a deterioration in teaching quality. This disproportionately impacts pupils from deprived backgrounds. The shortages in turn adversely impact the supply of future teachers as there would be an insufficient number of graduates in those subjects to recruit from. In addition, if teaching can no longer attract a selection of the best talent in a particular subject, the perception surrounding a career in teaching may turn negative and potential new joiners will seek alternative careers.
- 2.39 The shortages we see in some subjects do not appear to be simply temporary but are systemic and require focussed remediation with a long-term plan. In parallel we must also prevent a wider range of subjects falling into this pattern. NFER's projection for ITT recruitment in 2025/26, based on application data, indicates that 12 out of 17 secondary subjects are at risk of under-recruiting.²⁹
- 2.40 Vacancy levels can also indicate how far recruitment and retention are sufficient to meet needs. SchoolDash data, based on teacher vacancy adverts, provide a more recent picture than the School Workforce Census. The data show that following two years of substantial increases, the rate of advertised vacancies is returning towards lower pre-pandemic levels. Data for all secondary school subjects show that the number of vacancies during the 2023/24 academic year was 14% above that recorded in 2018/19, but 11% lower than in 2022/23.³⁰

²⁹ NFER 2025 *Teacher Labour Market in England Annual Report 2025* - [Teacher Labour Market in England Annual Report 2025 - NFER](#)

³⁰ OPRB analysis of SchoolDash Insights data. Available to SchoolDash subscribers.

Leaving rates³¹

Figure 2.9: Overall leaving rate and numbers for qualified teachers in state-funded schools, by type of leaver, 2010/11 to 2022/23³²



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

2.42 Headline leaving rates have returned to pre-pandemic levels, fully reversing the downward trend from 2018/19. The number of teachers leaving for non-retirement reasons has increased markedly, to some 40,000 in each of the last two years. These trends are a cause for concern.

2.43 Leaving rates vary across school subjects. They are typically higher in Science, Technology, Engineering and Mathematics (STEM) subjects compared to non-STEM subjects.³³

2.44 According to the Department's Working Lives of Teachers and Leaders Survey (WLTLS), conducted in early 2024, more than a third (34%) of teachers and leaders reported that they were considering leaving the state school sector in the next 12

³¹ Leaving rate is the percentage of all those teachers recorded as working in state-funded schools in a given year who are not recorded as working in state-funded schools in the following year. For more detailed analysis of Leaving Rates, see paragraphs 60-71 of Appendix B.

³² OPRB analysis of Department for Education (2024) *School workforce in England: Reporting year 2023 - School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK*

³³ Source: The Department's written evidence.

<https://www.gov.uk/government/publications/evidence-to-the-strb-2025-pay-award-for-teachers-and-leaders>

months for reasons other than retirement. This was a 2% decrease from the 2023 survey, but still up from 25% in 2022.³⁴

School finances

Table 2.2: Core schools' funding in England (£ billion) from financial year 2020-21 to 2025-26³⁵

Financial year	£ billion	Change (£ billion)	Change (%)
2020-21	47.6	-	-
2021-22	49.6	2.0	4.2
2022-23	53.4	3.8	7.7
2023-24	57.7	4.3	8.1
2024-25	61.6	3.9	6.8
2025-26	63.7	2.1	3.4

- 2.45 Core schools' funding settlements have been confirmed for the period up to, and including, financial year 2025-26. Costs arising from this year's pay award will impact on both financial year 2025-26 and 2026-27. There is no funding settlement in place for the latter financial year.
- 2.46 Schools' budgets will increase by different amounts each year depending on pupil numbers and characteristics. What individual schools can afford may vary significantly from the average position.
- 2.47 There was a strong consensus on school finances from consultees. They stressed that cost pressures continued to squeeze budgets, especially for smaller schools. All consultees called for the pay award to be fully funded by government. At the time of giving evidence, the Secretary of State and the Department were clear that there would be no additional funding from outside of the Department.

Our conclusions and recommendations for the 2025/26 pay award

- 2.48 Recruitment and retention of sufficient numbers of high-quality teachers remains the key objective of our pay recommendation. Both continue to be below the level required to fill posts across regions, school types and subject specialisms with appropriately qualified teachers.
- 2.49 Our last two reports have observed that recruitment shortfalls were particularly concerning; the latest data continue to show shortages against recruitment targets. It is a particular concern to us that so many subjects continue to under-recruit despite the range of incentives offered to new joiners. Retention levels have deteriorated following the temporary improvement around the pandemic and have returned to their pre-2020 level. The continued loss of experienced teachers, including mentors for early career teachers and those who transition to leadership, remains a significant concern.

³⁴ Department for Education (2024) *Working lives of teachers and leaders: wave 3 summary report* - <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-3>

³⁵ Department for Education (2025) *School funding statistics* - [School funding statistics, Financial year 2024-25 - Explore education statistics - GOV.UK](#)

- 2.50 While several factors influence the profession's ability to recruit and retain, the supply challenges are affected in part by pay. Salaries need to be sufficiently competitive. While recent awards have led to some improvement, the evidence suggests more needs to be done. This is supported by data showing teacher pay has deteriorated in relative terms against economy-wide earnings and other professional occupations. This is also consistent with the updated results of the benchmarking study for comparable roles.
- 2.51 Given the competitive position and prevailing levels of wider settlements and earnings growth, we believe that the Government's proposal of a 2.8% award risks undermining improved supply, including the additional 6,500 teachers the Government has committed to recruiting. We believe a higher award is necessary in order to appropriately manage the size of the teacher workforce.
- 2.52 In reaching our decisions, we considered whether to vary the recommended percentage increase for different parts of the framework. Given the need to support the competitive position of all groups of teachers and leaders, we concluded this would not be appropriate this year. Our recommendation should therefore be taken as a whole and not applied partially.
- 2.53 We recognise that government ultimately makes the decisions on budgets. Our role is to provide independent recommendations based on all the relevant evidence available to us. We note the challenging fiscal context and the funding position for schools, including that the settlement for 2026-27 is still to be decided. Given the evidence on cost pressures for many schools, it will again be important for the implementation of the pay award to be supported financially. We understand that the implementation of our recommendations is a significant challenge for both the Department and for schools.
- 2.54 In its evidence, the Government suggested STRB be mindful of the need for pay awards to achieve a careful balance between recognising the vital importance of public sector workers and delivering value for the taxpayer and not increasing the country's debt further. We have again carefully considered best value for money for taxpayers.
- 2.55 Our recommendations aim to be cost-efficient while supporting the recruitment and retention of a high-quality teaching workforce. As we have noted previously, while spending more than is needed is not a good use of public funds, spending too little can result in serious problems incurring additional future costs, ultimately representing poor value for money. We believe our recommendations this year strike the right balance.

Recommendations

- 2.56 With effect from September 2025, we recommend a 4% increase to all pay ranges and advisory points for classroom teachers, unqualified teachers and school leaders.
- 2.57 Given that the various allowances form part of teachers' total pay, we concluded it is appropriate to increase their values by the same rate (4%), ensuring that the headline award rate is reflected across all elements of a teacher's pay.
- 2.58 The proposed pay and allowance ranges, and advisory pay points, are set out in full in [Appendix F](#).

2.59 We understand our recommendations would increase the paybill for state-funded schools by 4%, or approximately £1.4 billion, over the next school year.

Sustainability and value for money

2.60 We are increasingly concerned that, year after year, we observe that the profession is unable to recruit and retain sufficient teachers. We see no signs of a change in this trend. We are pleased to see the Government's commitment to expanding the workforce by 6,500 additional teachers. However, we are concerned that this ambition does not appear to have, to date, a detailed and funded plan to ensure its execution. Nor is it clear that the additional teachers will be in the areas suffering the most from shortages.

2.61 The longstanding inability to meet recruitment and retention requirements puts significant strain on the school system, as well as individual schools and teachers. Too few recruits and too many leavers bring significant costs and inefficiencies. Teacher supply costs are estimated at approximately £1.5bn per year.³⁶ Staffing gaps increase the burden on existing staff leading to them being less productive and worsening retention. The absence of appropriate teachers also has an adverse educational effect on pupils, with significant costs to the economy in the long term.

2.62 An adequate teacher supply would see these costs and negative effects reduced, resulting in improved workforce productivity.

2.63 Given the failure of existing approaches, we believe radical change is now required in a number of areas to ensure sustainability and value for money in delivering appropriate and adequate teacher supply.

2.64 We have identified the three following areas where we believe priority action is required. While these were not directly in our current remit, we believe there is a strong case for their inclusion in future activity.

- Improving the attractiveness of the teaching profession by improving equality and inclusion and fully embracing employment flexibility for teachers.
- Ensuring taxpayer value for money.
- Improving the attractiveness of the teaching profession by modernising employment terms, conditions and career pathways.

2.65 None of these three priority areas are new ideas – we have identified them in previous reports. But limited progress has been made. In part this is because these types of change are complex and can be controversial. We believe they should now be prioritised as part of a long-term pay and conditions strategy.

2.66 We noted earlier that pay is only one of several factors that influence the profession's ability to recruit and retain. It would be inefficient and ineffective to try to use pay to address all the challenges to competitiveness in the profession. We believe that modernising teacher terms and conditions and providing clear career pathways are highly relevant as they form an important part of the overall employment proposition.

³⁶ OPRB estimate based on 2023-24 data for LA maintained schools and 2022-23 data for academies.

- 2.67 We remain of the view that addressing particular areas of shortage should involve the increased targeting of remuneration. Whilst there are valid concerns about how to do this fairly, ignoring this issue and hoping that particular shortage areas can be resolved without a change of approach is unfair to those children whose education suffers as a result and represents poor value for money for taxpayers.
- 2.68 We provide more detail on our thinking in Chapter 3.

CHAPTER 3

Broader issues and future areas for focus

3.1 Introduction

The purpose of this chapter is to set out the STRB’s thinking on a range of issues which are important for teachers’ recruitment and retention. We have organised our thinking into three areas where, in our view, actions are required to ensure a sustainable approach in delivering an appropriate and adequate future teacher supply and ensuring taxpayer value for money. These actions incorporate our response to the Secretary of State’s request for our views on equality and inclusion, flexible working and Teaching and Learning Responsibility (TLR) payments.

The following table sets out the priority areas. Additional detail on the STRB’s suggestions, observations and recommendation in these areas is set out below, as indicated.

Sustainability and value for money in delivering appropriate and adequate teacher supply		
Improving the attractiveness of the teaching profession by improving equality and inclusion and fully embracing employment flexibility for teachers.	Ensuring taxpayer value for money.	Improving the attractiveness of the teaching profession by modernising employment terms, conditions and career pathways.
<p><u>3.21 Suggestion:</u> Addressing barriers to equality and inclusion.</p> <p><u>3.22 Suggestion:</u> Fully embracing employment flexibility.</p> <p><u>3.23 Recommendation:</u> Changes to flexibility around TLR payments.</p>	<p><u>3.31 Suggestion:</u> Targeting remuneration.</p> <p><u>3.32 Observation:</u> Multi-year awards.</p> <p><u>3.33 Observation:</u> Supply teachers.</p>	<p><u>3.41 Suggestion:</u> Modernising employment terms and conditions.</p> <p><u>3.42 Suggestion:</u> Modernising career pathways.</p> <p><u>3.43 Suggestion:</u> Monitor the effectiveness of Performance Related Pay Progression.</p> <p><u>3.44 Observation:</u> Pensions flexibility.</p>

Our suggestions and observations on these broader areas do not constitute formal recommendations. However, we consider these matters to be fundamental to

effective teachers' pay and improving recruitment and retention. Our hope is that these broader views inform the Department's priorities and the shape of future remits to the STRB.

In section 3.5 below we make observations on the further education teaching workforce, including our views on the challenges in that area and the interaction with our recommendations for school teachers.

3.2 Improving the attractiveness of the teaching profession by improving equality and inclusion and fully embracing employment flexibility for teachers.

In the remit letter, the Secretary of State asked for our views on how the current pay framework can best support teachers from all backgrounds and with protected characteristics, including by promoting flexible working. We are grateful to all our consultees for their views and evidence. These, together with wider research, have been helpful in guiding our thinking on these matters.

3.21 Addressing barriers to equality and inclusion

Consultees highlighted to us a range of barriers, including issues with the current pay and conditions framework, and perceived issues of culture in some schools. The barriers are a concern, and we believe corrective action is appropriate.

Barriers to equality and inclusion identified included:

- Inconsistent approaches to pay progression decisions. For example, differing criteria used to inform decisions on whether teachers and leaders progress within the main, upper and leadership pay ranges.
- Lack of clarity on the purpose of the Upper Pay Range. For example, differing interpretations on whether the range should be used to reflect a heightened level of teacher competency or whether the range implies teachers must carry out additional responsibilities.
- A culture of negative responses to flexible working requests. For example, a perception that requests are regarded as problems rather than ways of enhancing the attractiveness of a role, and that insufficient consideration is given to requests.
- The absence of any explicit reference to 'flexible working' in the STPCD.
- Inflexible rules on TLR payments for part-time teachers.
- A lack of clarity on how teachers' contracted working hours interact with flexible working. For example, a rigid interpretation of the STPCD can constrain innovation on flexible working if the requirement for teachers to work reasonable additional hours to effectively discharge their professional duties is unlimited.

Evidence of resulting problems included:

- Insufficient diversity in the workforce, especially for leadership roles.³⁷
- Pay and promotion outcomes are poorer for teachers with protected characteristics.^{38,39}
- Leaving rates are higher for teachers from ethnic minority backgrounds than for their white counterparts.⁴⁰
- Increasingly higher numbers of female teachers aged 30-39 leave the profession.⁴¹
- In some cases, part-time teachers are incorrectly paid for, or discouraged from undertaking, TLR roles.
- Disproportionately low numbers of part-time teachers hold middle and senior management roles.^{42,43}
- The perception of unmanageable working hours negatively impacts recruitment and retention.⁴⁴

Based on consultees' evidence and our wider research, we have identified several actions aimed at addressing these issues (see the table below). We have separately addressed the specific issue of flexible working in the next section of this chapter.

In reviewing the range of potential interventions, we have allocated them to three broad categories:

- **Immediate action:** Areas where there are fewer barriers to change and value to be added by acting quickly.
- **Short to medium term action:** Areas requiring further work by the Department or for STRB to consider in more depth and recommend changes.
- **Medium to long-term action:** Areas requiring a greater change of mindset and/or greater investment.

³⁷ [Ethnic diversity in the teaching workforce: evidence review - NFER](#); [Building diversity into our workforce 2024-07-11.pdf](#)

³⁸ [Evidence to the STRB: 2025 pay award for teachers and leaders - GOV.UK](#)

³⁹ NEU (2024) *Pay and progression report - Pay & Progression Report, September 2024*

⁴⁰ NFER (2024) *Ethnic diversity in the teaching profession: evidence review - Ethnic diversity in the teaching workforce: evidence review - NFER*

⁴¹ OPRB analysis of DfE School Workforce data.

⁴² DfE (2024) *Evidence to the STRB: 2025 pay award for teachers and leaders - Evidence to the STRB: 2025 pay award for teachers and leaders - GOV.UK*

⁴³ DfE (2024) *Working Lives of Teachers and Leaders - Wave 2 - Working lives of teachers and leaders – wave 2 - GOV.UK*

⁴⁴ Ibid.

Actions to improve equality and inclusion

Immediate: action possible now	Short-medium term: requiring further work or STRB remit	Medium-long term: strategic issues requiring innovation or mindset change
<p>All schools mandated to have a flexible working policy.</p> <p>Amend STPCD arrangements for the pro-rating of TLR payments.</p> <p>Address omissions of references to flexible working and flexible retirements in the STPCD.</p> <p>Strengthen and better promote related Departmental guidance, including the Well-being Charter.</p>	<p>Clarify arrangements for pay progression (in the STPCD) to support fairer and more transparent decision making.</p> <p>Clarify arrangements for access to the Upper Pay Range (UPR) and expectations of UPR teachers.</p> <p>Review arrangements for teachers' contracted working hours.</p>	<p>Change the model of learning to optimise teacher workload and support flexibility, e.g.</p> <ul style="list-style-type: none"> • Grouped classes. • Different use of technology. <p>Ensure school policies in relation to pay and conditions are subject to equalities impact assessments.</p> <p>Consider targeted programmes to improve inclusion in the teaching workforce (as in Scotland and Wales).^{45,46}</p>

Effectively addressing the barriers in these areas can support recruitment by improving the teaching profession's attractiveness against other graduate occupations and by attracting back teachers who left the profession due to a lack of flexibility. It can also encourage the retention of a broader range of teachers, increasing diversity of experience and strengthening the overall supply and effectiveness of the teacher workforce.

STRB Suggestion: Immediate and longer-term action should be taken to improve equality and inclusion in order to make the teaching profession more attractive.

⁴⁵ Welsh Government (2024) *Ethnic minority Initial Teacher Education (ITE) Incentive 2025 to 2026: guidance for students* - [Ethnic Minority Initial Teacher Education \(ITE\) Incentive 2025 to 2026: guidance for students | GOV.WALES](#)

⁴⁶ Scottish Government (2024) *Diversity in the teaching profession: annual data report* - [Diversity in the teaching profession: annual data report - gov.scot](#)

3.22 Fully embracing employment flexibility

Our remit letter asked us to consider flexible working in the context of supporting teachers from all backgrounds and with protected characteristics. We believe that, as well as contributing to improved equality and inclusion, improving teacher employment flexibility has the potential to benefit all staff. This would make a material positive impact on improving the attractiveness of teaching as a profession of choice. It would also help to retain teachers at different stages of their career, where current inflexibility creates a reason to leave the profession.

Our consultees generally agree that improving employment flexibility would materially improve the attractiveness of teaching. Given the broad consensus on this issue in principle and the potential positive impact, we would encourage rapid action.

The evidence we have heard suggests a mixed picture across schools on the implementation of flexible working, with a hesitancy in many cases to provide a substantive offer to staff. In some cases, the evidence suggests employers and employees are unaware of the possibilities or are hesitant to implement or request such arrangements. Where there is such inertia, it risks being to the detriment of individual teachers, schools and to teacher supply more widely.

Flexible working forms part of the employment offer in many competing professions. We believe teaching can and needs to do more. We recognise logistical challenges in some areas but believe there is scope for both a shift in longer-term mindsets and for more immediate changes that mean progress can be made.

Evidence shows that access to flexible working is a prominent factor in teachers' decisions to stay or leave. It is also clear on the potential benefits, both to individuals' wellbeing and to the wider profession. These include:

- Improved equality, diversity and inclusivity by enabling a wider range of people to work.
- Improved equality of access to promotion and development opportunities for aspiring school leaders.
- Broadening options for prospective or existing teachers considering their future career, including those with caring responsibilities, on maternity breaks or those coming towards the end of their careers.
- Increasing teachers' well-being, attendance and motivation whilst reducing burnout, in turn providing for higher quality teaching.
- Improved value for money - investment in flexible working can be repaid quickly through savings in costs relating to sickness and staff turnover.

We set out below a range of approaches to flexible working. These are divided into those requiring a whole school approach and those that could be offered to individual teachers.

Flexible working approaches

Whole-school actions	Individual teacher interventions
<ul style="list-style-type: none"> • Mandatory school policy on flexible working, including accountability arrangements and transparency data. • Remote working wherever practicable, including for Planning, Preparation and Assessment. • All posts advertised as ‘up to full-time’. • Job shares at all levels, including headship. • Four-day week/nine-day fortnight. • Staggered hours timetable. • Improved communications on partial and phased retirement. 	<ul style="list-style-type: none"> • Compressed hours. • Annualised hours. • Staggered hours. • Time off in lieu. • Ad-hoc (special) term-time leave. • Flexible retirement.

Evidence suggests leadership support and the cultural ethos of the school are crucial to effective flexible working. It also shows that effective flexible working is enabled by proactive rather than reactive practices.⁴⁷ We therefore strongly encourage leaders to consider a step change in the flexible working offer made to staff.

STRB Suggestion: Take action to progress practice on flexible working in schools. A Department intervention is needed to move practice in schools forward. Rather than STRB prescribing a rigid approach, we suggest that it should be mandatory for all schools to develop, publish and implement their own flexible working policy. A senior staff member and governor should be accountable to monitor and report back to the wider staff and responsible body each year on the implementation and impact of the policy. In our view the increased transparency and proactivity will be important to timely and successful innovation in this area.

3.23 Changes to flexibility around TLR payments

In her remit letter to STRB, the Secretary of State sought, for recommendation: *An assessment of any changes to flexibilities around TLR payments, concerning the existing pro-rata rule. She noted that: the pro-rating of teaching and learning*

⁴⁷ EEF (2023) *Understanding the factors that support the recruitment and retention of teachers – review of flexible working approaches* - [Flexible working approaches | EEF](#)

responsibility (TLR) payments are a concern for many in the sector, so I am specifically asking for your recommendation on whether changes should be made to enable greater flexibility.

Section 41 of the STPCD effectively compels schools to pro-rate TLR1 and TLR2 payments to part-time teachers. It states: The salary and any allowances, except for TLR3s, of a part-time teacher must be determined in accordance with the pro-rata principle.

In practice, the payment for a TLR responsibility for a part-time teacher must currently match that teacher's contractual full-time equivalence. This means schools have no flexibility to vary the payments.

This issue forms part of the wider equalities agenda and is an example of an existing barrier to improved equality and inclusion that should be addressed. The current arrangement risks being unfair. It also risks deterring part-time workers from moving into middle-management roles and undermining the retention of experienced teachers.

We believe the key principle here is that a teacher should be paid for the responsibility included in their role, irrespective of their wider working hours contract. The corollary of this is that the TLR payment should be paid in full where the responsibility is carried out in full, whether by a full or part-time teacher. Equally, where only part of the TLR responsibility is being carried out, the payment should be adjusted commensurately. This could apply to either a full or part-time teacher, or to job-sharers.

Our consultees were unanimous in their views that the existing arrangements require change. This was qualified in some cases by a call for caution on potential additional costs or wider unintended consequences. We recognise that immediate change may be challenging for some schools so believe a period of transition to be appropriate.

STRB Recommendation: The STPCD be amended such that a TLR payment reflects the proportion of the responsibility being carried out. This principle should apply to both full and part-time teachers. To ensure schools have sufficient time to make the necessary adjustments, implementation should take place no later than September 2026 (with earlier adoption encouraged). It would be helpful, in the guidance section of the STPCD, to clarify the principle and to set out how schools can utilise the additional flexibility resulting from this change.

3.3 Ensuring taxpayer value for money

There are system-wide issues with the current teacher pay approach that mean that schools are not always able to make best use of the funding they receive to ensure adequate staffing, thereby preventing them from being as productive as they could be. We think material change is needed in order to:

- introduce additional targeting of remuneration to remediate teacher shortages not currently being sufficiently addressed;
- provide schools with the ability to manage their budgets well with multi-year awards; and

- remove the current drain on funding through the supply-teacher system.

These changes would improve taxpayer value for money and help deliver appropriate and adequate teacher supply, including the Government's commitment to recruit an additional 6,500 teachers.

3.31 Targeting remuneration

In the last pay round, we were asked by the then Secretary of State for our views on the potential benefits, in principle, of targeting remuneration in the future. In our report, we noted that targeting of remuneration already exists in teaching and is to some extent successful with evidence of impact in some places. We noted existing teachers' concerns represented by consultees and recognised that the expansion of targeting could be controversial and would likely have a negative impact if not implemented in a way that is recognised as fair and reasonable.

We remain concerned by the perennial shortages of teachers across some secondary subjects and regions, including areas of deprivation. These remain despite the level of recent pay awards, some use of regional pay variations and the range of bursaries and retention payments on offer to potential recruits. The current approach of making largely uniform pay increases is insufficiently effective in addressing the most acute challenges. The market is clearly not as uniform as the approach that has been adopted and in an increasingly tight fiscal context the current approach is neither sustainable nor proving effective.

We therefore support a shift of approach aimed at improving productivity and optimising value for money by allocating resources where they are most needed. We believe such an approach would more effectively address recruitment and retention challenges by seeking to target where impact will be greatest. We see this approach in part being aimed at those people currently not electing to join the profession. Targeting these professionals will also help to ensure that the Government's target for an additional 6,500 teachers is delivered and with the right teachers.

In our evidence this year, some consultees noted a disconnect between the pay framework and the system of bursaries and retention payments for new joiners, aimed at supporting recruitment and early years' retention in shortage subjects. Their view was that the structure of some of these payments was inadequate to retain teachers beyond initial training or, at most, a very short period in the profession. They also pointed to early career teachers seeing a sudden drop in their incomes as their retention payments end. We understand the arguments for bursaries and retention payments but agree they would be more effective if they better complemented the pay framework. We believe this can be achieved with some expansion of pay targeting within the main pay framework.

More detailed work is needed to develop the right approach to targeting of remuneration. Whilst we agree that there should be care taken to ensure that any changes are fair to current teachers, at the moment teaching is consistently failing to attract the full range of professionals needed. We need to change the approach if we are to do better. Constraints on financial resources are expected to remain the reality for some time. So, we cannot simply hope things will improve without a change of approach. This would be very unfair to the children who suffer as a result of the current shortages. It is our view that increasing targeting of remuneration is part of the needed change.

In our report last year, we set out a framework for the development of future work on this issue. We concluded that such work, if done well, would provide a useful approach in helping to address recruitment and retention challenges in a cost-effective way. We continue to believe this to be the case and believe the time is right for work to be undertaken to develop a sensible approach to implementation.

STRB Suggestion: STRB or another appropriate body be invited to undertake work on targeting remuneration to address teacher shortages.

3.32 Multi-year awards

Several of our consultees suggested they would support multi-year pay awards, citing the potential benefits for schools to plan financially and to provide greater certainty to staff. These benefits would particularly apply where multi-year pay awards coincided with the corresponding Comprehensive Spending Review periods.

While there was broad agreement in principle, we received differing views on the precise approach to multi-year awards, including on the detailed mechanisms for reconsidering awards in reaction to economic volatility, and the need for suitable economic conditions for such an approach to be effective.

We note the broad consensus for the principle of multi-year awards and recognise the potential efficiency benefits but are also conscious that more work needs to be done to reach agreement on the detailed practicalities. This is therefore an issue to return to in the future, but we do not see this as a short-term priority.

STRB Observation: There is agreement in principle on the potential benefits of multi-year awards, but the current context does not make this a short-term priority.

3.33 Supply teachers

Some of our consultees have highlighted concerns to us in relation to supply teachers. These relate to the overall levels of expenditure on supply teachers; the proportion of that expenditure directed to employment agency profits; the pay and conditions of supply teachers; and the wider impact on schools and pupils. These matters have been highlighted to us over several years, so are of concern.

The evidence we received does suggest there is a legitimate question over the value for money of the estimated £1.5 billion currently spent annually on supply teachers. This equates to around 4.4% of the overall teacher paybill.

Some consultees have called for supply teachers to be brought within the scope of the STPCD. Our view is that the role of supply teachers is not always comparable to that of permanent members of staff who are obliged to carry out the full range of teachers' professional duties as set out in the STPCD. We recognise the system's need for both permanent and supply teachers. The existence of an effective supply teacher workforce is also important to facilitate flexible working for permanent teachers.

In oral evidence this year, we raised the concerns of our consultees with the Secretary of State who informed us that officials are currently examining these

issues. We encourage the Secretary of State to share her officials' findings with us and other consultees when the work has been completed. Subsequent to this, if there is a useful role for the STRB to play in making recommendations in this area we would be very pleased to do that.

STRB Observation: The Department should share its work on supply teachers with STRB and its consultees.

3.4 Improving the attractiveness of the teaching profession by modernising employment terms, conditions and career pathways

To further support teacher supply, the profession must match or exceed the attractiveness of competing professions. The employment offer to new and existing teachers should include modern employment terms and conditions and structures that provide clear career pathways. We believe further work is required to achieve this.

3.41 Modernising employment terms and conditions

Our view, supported by the evidence and views of our consultees, is that generally the terms and conditions for teachers, including grading structures, need significant review. The Secretary of State has already suggested publicly that she will be asking STRB to examine potential changes to the STPCD to accommodate changes brought about through the Children's Wellbeing and Schools Bill which is currently proceeding through parliament.

The STPCD has been subject to continuing incremental change over many years. Our view is that given the fundamental changes to the schools sector over recent years and more change ahead, we see limited value in continuing to make micro-level changes and believe that a significant modernisation is now required.

Given the interaction with the areas for action we are suggesting this year and the changes arising as a consequence of the Children's Wellbeing and Schools Bill, we believe the timing is right for that work to start as a priority.

STRB Suggestion: The Secretary of State to remit STRB or another appropriate body to undertake work on modernising teacher employment terms and conditions.

3.42 Modernising career pathways

Our last three reports have sought action aimed at developing improved career pathways and supporting structures. We noted the current system lacks the required clarity on roles available in schools and the wider profession, meaning individuals do not have a clear view of the career development opportunities available to them. We suggested an effective, clear career progression framework has the potential to benefit teachers and the whole profession by supporting staff recruitment and retention.

The aim of the work we outlined was to articulate career pathways and to develop the supporting pay and conditions framework. The work would include:

- Reaching a consensus on the articulation of career stages, including recognising evolving roles in the profession and the multiple pathways that teachers may take in their career.
- Ensuring the system plays a more active role in enabling teacher development.
- Better aligning the pay framework to the key stages of teachers' careers.
- Ensuring there is a clear, coherent framework that supports, rewards and incentivises teachers at all career stages.

Our previous thinking was well received and evidence from consultees has since continued to support the need for this work. We would see this work complementing the wider task of modernising employment terms and conditions.

In the context of continuing inadequate recruitment and retention and the need to improve the attractiveness of the profession, we believe this work should be progressed as a priority.

STRB Suggestion: The Secretary of State to remit STRB or another appropriate body to undertake work to review career pathways for teachers.

3.43 Performance Related Pay Progression

Last year we noted that the Department indicated its agreement to withdraw the obligation on schools to operate Performance Related Pay Progression (PRPP). This change was implemented from September 2024. From that time, schools were no longer obliged to operate PRPP but had the flexibility to do so if that was the choice at school level.

In the evidence we received this year, several consultees stated that they would now like to see the complete removal of PRPP. They argued that retaining the option for PRPP added to workload and stress, was implemented inconsistently, and that decisions could still be driven by financial considerations resulting in staff being treated inequitably. The Department confirmed in oral evidence that it does not support forcing schools to stop using PRPP and considers it appropriate for more time to be given before evaluating the withdrawal of the obligation on schools.

In our 34th report we expressed a view that 'the existing obligation on schools to operate Performance Related Pay Progression should be withdrawn, pending further work'. We do not oppose performance management on principle and, if implemented well, it can be a very useful tool, including in managing career progression. The majority of consultees suggest strongly that is not the case currently.

Given the continued strength of concern, we suggest the Department monitors the operation of PRPP and shares the relevant evidence as part of next year's STRB process. A full consultation could then inform a decision on whether the existing arrangements continue for the academic year 2026/27.

STRB Suggestion: The Department should monitor and report on the effectiveness and operation of PRPP and consider including the matter in the next STRB remit for full consultation.

3.44 Pensions flexibility

We recognise the evolution in pension arrangements across the wider economy over recent years. For teachers, there have been changes to the Teacher Pension Scheme, including to the contribution and accrual rates and the transition from a Final Salary Scheme to one based on Career Average Revalued Earnings (CARE).

The submissions we received this year included evidence of teachers opting out of the existing pension arrangements with consultees suggesting this was for cost-of-living reasons. We recognise consultees' concerns about the risk of members taking poorly informed decisions that could have negative long-term consequences. There is a widespread view that this part of teacher remuneration is not well understood.

Pensions are outside this body's remit but do form an important part of teachers' overall remuneration. All else equal, we see benefits in maximising the value of remuneration to teachers by facilitating employee choice.

Given we would like to see the current competitive position of teachers' pay improved, we believe flexibility or innovation in pensions should be focused on maximising the value of remuneration to teachers and not result in reduced total remuneration. It is also of fundamental importance that any flexibility is based on well-informed choice.

Some consultees suggested to us that greater encouragement should be given to promoting flexible retirement.⁴⁸ This would be consistent with our broader support for maximising flexibility for teacher employment practices as a way of enhancing the appeal of the profession. In this context, we are concerned that some teachers are insufficiently familiar with the options offered by the existing scheme, including in relation to flexible retirement. For teacher supply, these flexibilities have the potential to be highly effective in retaining very experienced teachers and a lack of understanding of them could mean the profession is inadvertently losing experienced professionals prematurely.

We believe there may well be a case to more proactively promote flexible retirement as part of schools' flexible working policies.

STRB Observation: Pensions flexibility can make a positive contribution to employment flexibility, but we would be concerned about innovation in this area being used to reduce total remuneration. The Department should consider promoting flexible retirement.

3.5 The further education teaching workforce

This year's remit letter asks that, in considering the recommendations on pay and views on wider structural matters, STRB should include, among its considerations: *Evidence of the wider state of the labour market, including the impact of recommendations on the further education teaching workforce in England.*

We thank our consultees for the information they have provided, including that from the Association of Colleges (AoC), the Sixth Form Colleges Association (SFCA) and

⁴⁸ Teachers Pensions - [Phased Retirement](#) | [Member Retirement](#) | [Teachers' Pensions](#)

the University and College Union (UCU). We have reviewed the submissions and wider research covering recent years' developments in the sector.

Key points we have noted from the evidence include:

- The approach to pay determination varies considerably between sixth-form colleges and other further education organisations.
- Teachers in sixth-form colleges are generally paid at similar rates to those covered by the STPCD. Teachers in further education colleges are generally paid less, with pay awards influenced heavily by the available funding and local labour market conditions.
- The median salary for school teachers in 2023/24 was approximately £44,000, compared with £38,000 for full-time college teachers (15% less). This difference is set to widen. As a result of the 5.5% pay award for school teachers and recommended 2.5% increase for college teachers, the IFS has forecast the difference in the 2024/25 academic year will be almost £7,000, or 18%. This is the largest on record.⁴⁹
- There is a higher rate of staff turnover in colleges compared to school teachers in England. Around 25% of college teachers leave the profession after one year compared with 15% of school teachers. Three years in, almost half of college teachers have left compared with around a quarter of school teachers. Ten years after beginning teaching, less than a quarter of college teachers remain in the profession compared with over 60% of school teachers.⁵⁰
- Government funding for the further education sector has fallen significantly in real terms over the last decade.

In our view the labour market for teachers in further education is somewhat analogous to that for school teachers in England and it appears that some of the competitive dynamics are similar. In particular, there appears to be a material problem of competitiveness and retention. In some respects, it appears that these challenges in further education are at least as acute as in schools. Remediation of these challenges will require actions similar to those the STRB has pointed to for schools.

In making our recommendations we have been mindful of the potential for some overlap between the employment markets for school teachers and in further education. This particularly applies in sixth-form colleges. Where teachers can work in either further education or schools, movements in the relative levels of pay create a tension. However, this overlap is not the only competitiveness issue. It is our view that, in the round, it is more important to consider the broader comparisons of the competitiveness of teachers' pay. Holding back school teachers' pay is unlikely in our view to make a helpful contribution to the ability to retain either teachers in further education or school teachers.

⁴⁹ IFS 2024, *The state of college finances* - [The state of college finances in England | Institute for Fiscal Studies](#)

⁵⁰ IFS 2023, *What has happened to college teacher pay in England?* - [What has happened to college teacher pay in England? | Institute for Fiscal Studies](#)

3.6 **Concluding comments**

Whilst our pay recommendation gets considerable focus, in the longer term it is only one of the factors relevant to ensuring an appropriate supply of teachers. This chapter has set out our views on other relevant factors and actions we believe should be prioritised as part of a long-term pay and conditions strategy, alongside the annual pay awards.

Collectively, we believe the actions can provide a sustainable approach and value for money in improving the current levels of teacher supply.

All of these broader actions require a change in approach. This makes them inherently difficult and, in most cases, further thinking, planning and consultation is required. In some cases, in order for change, there would be a need for some flexibility in strongly held views. But whilst difficult, the cost of inertia and inaction is high. We therefore strongly urge the Government to give serious consideration to our suggestions. The STRB stands ready to engage on the detail and to support progress in the key areas of activity.

APPENDIX A

Evidence on broader issues

We set out below references to the guidance and research we consulted as part of our work this year in relation to the Secretary of State's request for our views on how the current framework can best support teachers from all backgrounds and with protected characteristics, including by promoting flexible working.

Guidance and legislation

1. [School teachers' pay and conditions - GOV.UK](#)
2. [The Equality Act 2010](#)
3. [Equality, diversity and inclusion in the Workplace | Factsheets | CIPD](#)
4. [What they are - Equality, diversity and inclusion - ACAS](#)
5. [How to Equality-proof the School Pay Policy \(NASUWT guidance\)](#)
6. [ACAS Advice and Guidance: The right to request flexible working \(from 30 June 2014\)](#)
7. [The Working Time Regulations 1998](#)
8. [The Part-time Workers \(Prevention of Less Favourable Treatment\) Regulations, 2000](#)
9. [The Flexible Working Regulations 2014](#)
10. [The Education \(School Teachers' Appraisal\) \(England\) Regulations 2012](#)
11. [Flexible working in schools - GOV.UK](#)
12. [DfE guidance – Managing Teachers and Leaders Pay.](#)
13. [Employment Rights Bill 2024-25 - House of Commons Library briefing](#)
14. [At a glance: How new flexible working laws impact schools | School Management Plus](#)

Research

1. [CST - Building diversity into our workforce 2024-07-11](#)
2. [DfE - Working lives of teachers and leaders - wave 2](#)
3. [How flexible working can benefit your team and your business | ACAS](#)
4. [Flexible Working for All - Timewise](#)
5. [Why going backwards on flexible working puts D & I at risk - Timewise](#)
6. [Reaching a positive financial return on investment in flexible working - Timewise](#)

7. [Flexible working: resources for teachers and leaders - GOV.UK](#)
8. [Is it time for more flexible working in teaching? NFER](#)
9. [Developing a whole-school approach to flexible working - Timewise](#)
10. [Flexible working in Multi-Academy Trusts and schools: Capita/Entrust](#)
11. [Flexible working in schools: exploring the costs and benefits: IFF Research](#)
12. [Exploring flexible working practice in schools - final report: Cooper Gibson Research](#)
13. [Flexible Working in Education: How Schools and Trusts are Adapting for a Modern Workforce: Aston Education](#)
14. [Flexible working approaches | EEF \(Education Endowment Foundation\)](#)
15. [Flexible Teacher Talent Network](#)
16. [Flexible working - Dixons Academies Careers](#)

APPENDIX B

Teacher labour market analysis

Introduction

1. This Appendix presents a summary of the evidence used to inform our assessment of the teacher labour market. We discuss the wider economic context, the graduate labour market and present a range of information relating to the school workforce, examining recruitment and retention trends. Given our submission date of late March 2025, we have been able to draw on data published up to 13 March 2025. Due to timing changes and the earlier submission of this year's report compared to last year, some of the data presented in this section may be unchanged as there are no additional updates available yet.
2. The key source relating to the teacher workforce is the 2023 School Workforce Census (SWC) data.⁵¹ This census took place in November 2023 and the data were published by the Department for Education in June 2024.

Summary

- Inflation has fallen from its recent peak in October 2022. In the 12 months to January 2025, the Consumer Prices Index (CPI) rose by 3.0%, the Consumer Prices Index including owner occupiers housing costs (CPIH) rose by 3.9% and the Retail Prices Index (RPI) rose by 3.6%.
- According to pay settlements data from Brightmine, in the three months to the end of January 2025, the median pay award was 3% for the whole economy. Expectations are for the median settlement to fall over the coming year.
- Annual growth in Average Weekly Earnings for October 2024 to December 2024 was 5.9% (regular pay).
- The median graduate starting salary reported by the Institute of Student Employers (ISE), from its survey that ran in summer 2024, was £32,000 in 2023/24. Median graduate starting salaries varied significantly by region with the London graduate salary being the highest at £34,000.
- In 2023/24, male teachers had higher earnings overall than female teachers across all school types. Median earnings were higher in secondary schools than in primary and nursery schools.
- When comparing teachers' pay to that of other professional occupations by age and region, teachers fell below the comparators in all groups. The gaps between median teacher pay and that of other professionals was greatest in London.
- The real-terms value of median teacher earnings has fallen since the early 2010s. The fall in real-terms teacher pay has been greater than that for other professional occupations.

⁵¹ Department for Education (2024) *School workforce in England: Reporting year 2023* - [School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK](#)

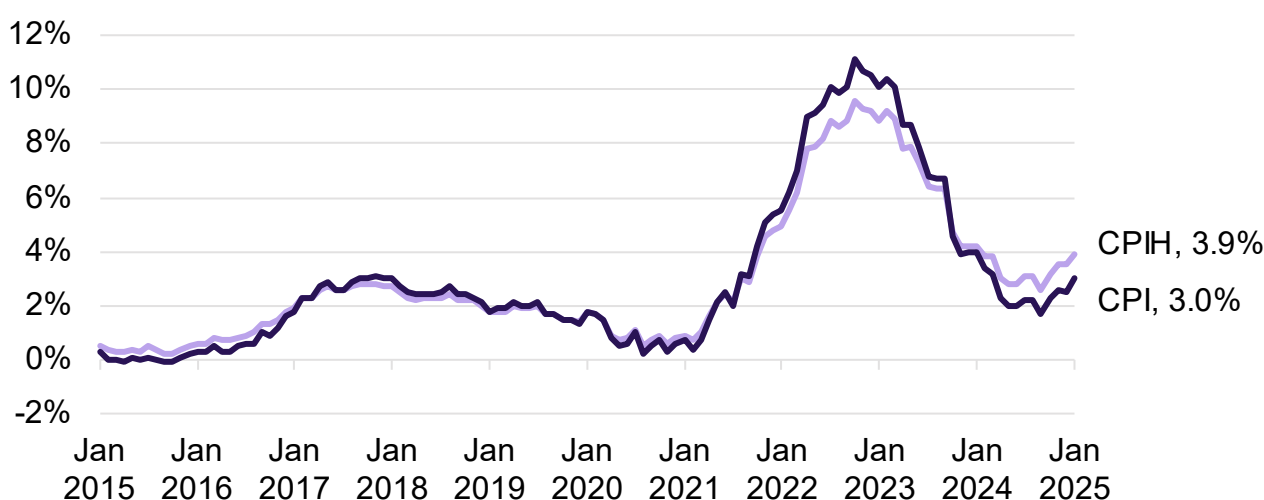
- Based on proprietary benchmarking data, starting pay for teachers is between the 25th percentile and median for roles of comparable size and scope. The position is less competitive for teachers with more experience on the Main Pay Range (MPR) but improves for teachers on the Upper Pay Range (UPR). The comparative basic salary position of Leadership roles in primary schools is generally below the 25th percentile base salary data, whilst roles in secondary schools are better aligned to the market base salary data.
- The full-time equivalent (FTE) teacher workforce increased by 259 (0.1%) between 2022 and 2023. Secondary schools once again saw the largest absolute increase in teacher numbers.
- The proportion of teachers from an ethnic minority background remained stable with 89% of teachers across state-funded schools being white. This proportion is higher in nursery and primary schools than in secondary schools and increases in leadership roles.
- The pupil population attending nursery and primary schools peaked in 2020 and 2019 respectively, with numbers decreasing since then. The secondary school pupil population is projected to peak in 2027 then begin to decline in 2028.
- Pupil to teacher ratios (PTRs) and pupil to adult ratios (PARs) across state-funded schools were again largely unchanged in 2023/24.
- In 2023/24, there were 44,002 FTE qualified entrants to teaching in state-funded schools, an 8.1% decrease from 2022/23.
- Between 2022 and 2023 there were 43,522 FTE qualified teachers who left teaching in state-funded schools. This is 0.9% lower than in 2021/22, which was 21.5% higher than 2020/21.
- The overall leaving rate was 9.6%, stable from 2021/22 (9.7%).
- The teacher vacancy rate was 0.6%, higher than the previous year (0.5%) and the highest in the range of years available from 2010. In absolute terms, vacancies in schools increased by 468 on the previous year, reaching 2,802. This increase was seen in both primary schools and secondary schools. This contrasts with the previous year, where the increase was driven by secondary schools as nursery and primary schools saw a slight decrease.
- According to the Department for Education's latest Working Lives of Teachers and Leaders Survey, carried out in early 2024, 34% of teachers and leaders reported that they were considering leaving the state school sector in the next 12 months for reasons other than retirement (down from 36% in 2023).
- For 2024/25, headline postgraduate ITT (PGITT) targets for new entrants were not met for primary (88% of target reached) or secondary (62% of target reached). The total number of entrants to ITT in 2024/25 was 7.7% above the number in 2023/24. The number of postgraduate entrants was below target for all but five secondary subjects.
- There were 1,740 Overseas Trained Teachers awarded QTS in the year to March 2024, a 13% decrease on the previous year and well below preceding years.

Economic context

Economic activity and Inflation

3. UK real gross domestic product (GDP) is estimated by the ONS to have grown by 0.1% in the final quarter of 2024.⁵²
4. Inflation, as measured by the CPI, was 3.0% in the 12 months to January 2025, up from 1.7% in September 2024. Inflation peaked at a 40-year high of 11.1% in October 2022. The CPIH rose by 3.9% in the 12 months to January 2025, up from 2.6% in September (see Figure B.1).⁵³ The Retail Prices Index (RPI) rose by 3.6% in the 12 months to January 2025. The Bank of England indicated in its February 2025 Monetary Policy Report that CPI inflation is forecast to rise further into 2025, peaking at 3.7% in Q3.⁵⁴

Figure B.1: CPIH and CPI annual inflation rates, UK, January 2015 to 2025⁵⁵



5. The ONS has developed an alternative measure, Household Costs Indices (HCIs), to show how different households have experienced inflation.^{56,57} Unlike the CPI, the HCIs include mortgage interest rates, stamp duty and other costs related to the purchase of a dwelling.⁵⁸ This measure shows an overall annual inflation rate of 2.8% in December 2024, an increase from 2.0% in September 2024 and slightly higher than the annual CPI rate to December 2024 of 2.5%. The increase was largely driven

⁵² ONS (2024) *GDP third quarterly estimate, UK: October to December 2024* - [GDP first quarterly estimate, UK - Office for National Statistics](#)

⁵³ ONS (2025) *Consumer price inflation, UK: January 2025* - [Consumer price inflation, UK - Office for National Statistics](#)

⁵⁴ Bank of England (2025) *Monetary Policy Report - February 2025* - [Monetary Policy Report - February 2025 | Bank of England](#)

⁵⁵ OPRB analysis of ONS (2025) *Consumer price inflation, UK: January 2025* - [Consumer price inflation, UK - Office for National Statistics](#)

⁵⁶ These are official statistics in development, and the ONS advises caution when using these data, as estimates may be revised because of methodological improvements.

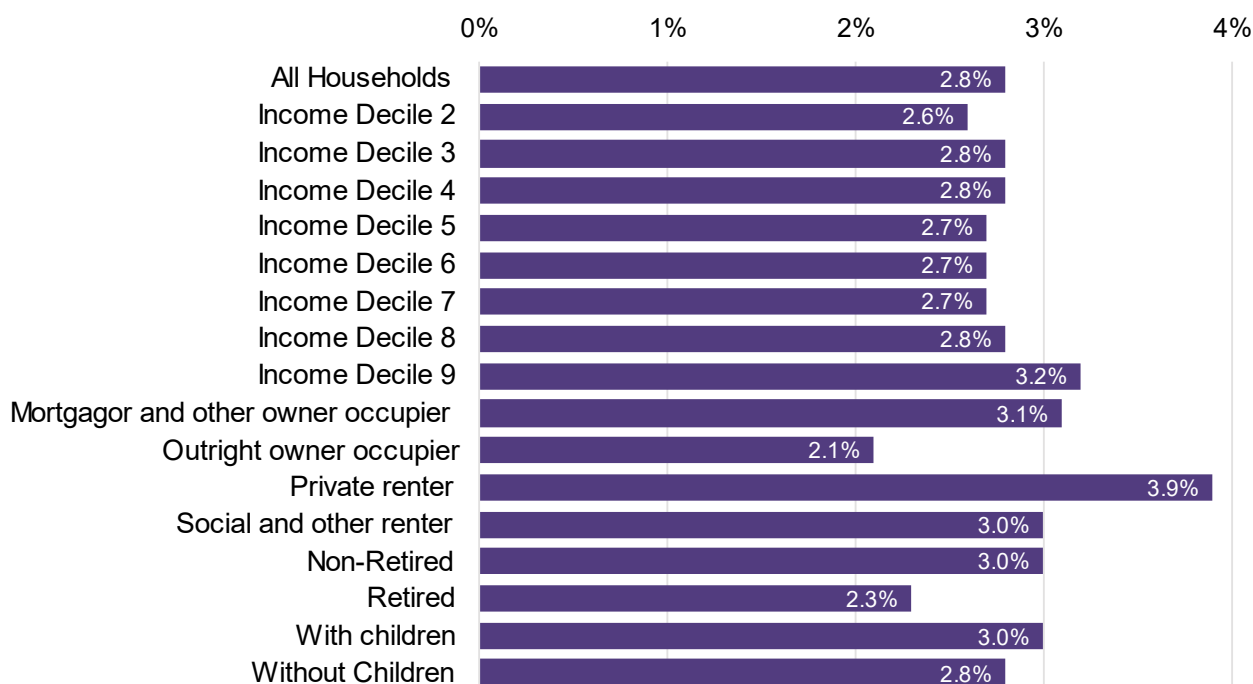
⁵⁷ ONS (2025) *Household Costs Indices for UK household groups: October to December 2024* - [Household Costs Indices for UK household groups - Office for National Statistics](#)

⁵⁸ Indices like the HCI measure the change in price of a "fixed basket" of goods and services. For the HCIs, the weight of each component in a household group's "fixed basket" is based on the average household's share of expenditure (so-called "democratic" weights). By contrast, the CPIH and CPI baskets reflect the total share of expenditure across all households in the UK (so-called "plutocratic" weights).

by a reduction in the rate at which electricity, gas and other fuel prices are falling, along with higher growth in transport prices.

- The HCI indices in Figure B.2 show that by tenure type, private renter households had the highest annual inflation rate of 3.9% in the year to December 2024, reflecting rising private rental payments; followed by mortgagor households, with a 3.1% inflation rate. Outright owner occupiers experienced the lowest annual inflation rate of all tenure types, at 2.1% in the year to December 2024; social and other renters had the next lowest (3.0%).

Figure B.2: Household Costs Indices annual inflation rates, December 2024^{59,60}



Employment and earnings

- The UK unemployment rate was estimated at 4.4% from October 2024 to December 2024, 0.5 percentage points above estimates a year earlier and 0.5 percentage points above pre-pandemic levels (December 2019 to February 2020).⁶¹
- The economic inactivity rate had been on a downward trend since 2010 but increased during the COVID-19 pandemic. The rate was estimated at 21.5% in October to December 2024, 0.5 percentage points lower than a year earlier and 1.2 percentage points higher than before the COVID-19 pandemic (December 2019 to February 2020).⁶²
- The estimated number of vacancies in the UK was 819,000 in November 2024 to January 2025; a decrease of 9,000 (1.1%) from August to October 2024. Vacancy

⁵⁹ ONS (2025) *Household Costs Indices for UK household groups: October to December 2024* - [Household Costs Indices for UK household groups - Office for National Statistics](#)

⁶⁰ The first- and tenth-income deciles are not included here as the composition of these groups can be unusual and may therefore be influenced by unrepresentative expenditures.

⁶¹ ONS (2025) *Employment in the UK: February 2025* - [Unemployment rate \(aged 16 and over, seasonally adjusted\): % - Office for National Statistics](#)

⁶² ONS (2025) *Labour Market Overview – February 2025* - [Labour market overview, UK - Office for National Statistics](#).

numbers decreased over the quarter for the 31st consecutive period in November 2024 to January 2025, with quarterly decreases in 11 of the 18 industry sectors. Total estimated vacancies were down by 110,000 (11.8%) over this period compared to a year ago; however, they remained 23,000 (2.9%) above their pre-pandemic January to March 2020 levels.⁶³

10. The 12-month growth of regular pay for October 2024 to December 2024 was 5.9% across the whole economy, with private sector growth 1.5 percentage points higher than the public sector (see Table B.1). Whole-economy average earnings increased over the same period when adjusted for inflation.⁶⁴ In its October 2024 forecast, OBR expected whole-economy nominal earnings growth of 4.7% in 2024 and 3.6% in 2025.⁶⁵

Table B.1: Average Weekly Earnings annual growth rates in Great Britain, seasonally adjusted, October 2024 to December 2024^{66,67}

Average Weekly Earnings	Whole Economy (%)	Private Sector (%)	Public Sector (%)
Total pay (including bonuses)	6.0	6.3	4.8
Regular pay (excluding bonuses)	5.9	6.2	4.7
Real total pay (including bonuses)	3.4	-	-
Real regular pay (excluding bonuses)	3.4	-	-

11. Early estimates for January 2025 of real time Pay As You Earn data from HMRC, indicate that median monthly pay increased by 5.7% compared with January 2024.⁶⁸
12. According to HR Consultancy Brightmine, which collates data on pay settlements in the public and private sectors, the median increase in basic pay by number of pay reviews in the 12 months to the end of January 2025 was 4.5%, a quarter of awards were below 3.4% and a further quarter in excess of 5.0%. In the 12 months to the end of January 2025, the private sector recorded a median settlement of 4.0%, lower than the public sector at 5.0% (see Table B.2). For the 3 months to the end of January 2025, the median increase in basic pay by number of pay reviews was 3.0%. This is 1.6 percentage points lower than a year earlier.
13. Incomes Data Research's (IDR) initial analysis of already-decided pay outcomes reveals a median of 3.5% across the whole economy for 2025. This is lower than the median of 4.5% observed in 2024 and is influenced by a smaller proportion of pay

⁶³ ONS (2025) *Vacancies and jobs in the UK: February 2025* - [Vacancies and jobs in the UK - Office for National Statistics](#)

⁶⁴ ONS (2025) *Average weekly earnings in Great Britain: February 2025* - [Average weekly earnings in Great Britain - Office for National Statistics](#)

⁶⁵ OBR (2024) *Economic and fiscal outlook – October 2024* - <https://obr.uk/efo/economic-and-fiscal-outlook-october-2024/>

⁶⁶ Ibid.

⁶⁷ ONS (2025) *Real average weekly earnings using CPI (seasonally adjusted)* - [Real average weekly earnings using CPI - Office for National Statistics](#)

⁶⁸ ONS and HMRC (2025) *Earnings and employment from Pay As You Earn Real Time Information, UK: February 2025* - [Earnings and employment from Pay As You Earn Real Time Information - Office for National Statistics](#)

awards worth 4% or more when compared to last year – down from around three-quarters (77%) in 2024 to 44% this year.⁶⁹

14. Brightmine are predicting that the expected impact of policies set out in the budget is likely to further downgrade pay awards in 2025 from the 3% prediction made ahead of the budget announcements. We note that January and April are the busiest periods for pay awards.⁷⁰
15. The Bank of England’s Agents reported in December 2024 that the pay intentions of their business contacts for 2025 indicated an average settlement in the range 3%–4%, materially lower than the 5.5% average settlement for 2024.⁷¹

Table B.2: Percentage increase in basic pay (pay settlements) for the 12 months, and 3 months to end of November 2024 to January 2025⁷²

	12 months to end		
	Nov 2024	Dec 2024	Jan 2025
Median (by organisation)	4.5	4.5	4.5
Lower quartile	3.8	3.8	3.4
Upper quartile	5.2	5.2	5.0
Private median (by organisation)	4.5	4.5	4.0
Public median (by organisation)	5.0	5.0	5.0

	3 months to end		
	Nov 2024	Dec 2024	Jan 2025
Median (by organisation)	3.9	3.0	3.0
Lower quartile	2.5	2.5	2.5
Upper quartile	5.0	4.5	4.0

The graduate labour market

16. This section provides a summary of information for the wider graduate labour market in the UK. We also include graduate pay comparisons. Information has predominantly been sourced from three reports on the graduate labour market: Institute of Student Employers’ (ISE) Student Recruitment Survey 2024, Prospect Luminare’s What do graduates do? 2024/25, and High Fliers’ The Graduate Market in 2024.
 - The ISE recruitment survey concentrates on the immediate graduate recruitment market, i.e. the graduate jobs individuals would apply for in a given academic year.

⁶⁹ IDR (2025) *Median is lower in 2025 but high-end increases continue* - <https://www.incomesdataresearch.co.uk/resources/viewpoint/median-is-lower-in-2025-but-high-end-increases-continue>. Available to IDR subscribers. The 3.5% median figure is the whole sample of 2025 awards collected by the end of January 2025, covering awards effective anytime over the 12-months of 2025.

⁷⁰ OPRB analysis of Brightmine (formerly XpertHR) data. Available to Brightmine subscribers.

⁷¹ Bank of England (2024) *Agents’ summary of business conditions - 2024 Q4* - [Agents’ summary of business conditions - 2024 Q4 | Bank of England](#)

⁷² Brightmine (formerly XpertHR) data. Available to Brightmine subscribers.

- The Prospects Luminate report discusses the employment outcomes of graduates 15 months after graduating. Its 2024/25 report focuses on the 2021/22 academic year graduate cohort.
- The High Fliers report provides a forecast as well as the status of the current graduate labour market. It also has a different sample than the most immediately comparable report produced by the ISE. The High Fliers report focuses solely on the organisations named in the Times Top 100 Graduate Employers.

17. The **ISE survey** ran during July 2024.⁷³ It received 145 responses from employers, covering over 40,341 hires in 2023/24. The majority of respondents were large employers, with limited representation from small and medium-sized enterprises (3%). 42% of hires were graduates, 15% were school and college leavers and 21% were interns and placement students. Key points from the surveys conducted between 2021/22 and 2023/24 are provided in Table B.3, with predictions for the growth in hires for 2024/25.

Table B.3: Key results from the ISE survey on immediate graduate recruitment, 2021/22 to 2023/24, with predictions for 2024/25

Survey area	2021/22	2022/23	2023/24	2024/25 (prediction)
Recruitment of student hires (change on previous year)	+26%	+16%	+5%	+3%
Recruitment of graduate hires (change on previous year)	+17%	+6%	+4%	+1%
Mean number of applications per vacancy	62	86	140	-
Change in mean number of applications per vacancy	-5%	+23%	+59%	-
Median number of applications per vacancy	36	61	91	-
Change in median number of applications per vacancy	-60%	+32%	+26%	-
Graduate positions filled	91%	95%	97%	-
Median reported graduate salary	£31,000	£31,000	£32,000	-

18. The rising cost of living and high inflation may lead to applications for multiple roles, driving up applications per vacancy, an indication of a tightening graduate labour market. The median graduate salary varied significantly by region with the London graduate salary the highest at £34,000, followed by the South East at £31,000. The lowest median graduate salary was the North East at £29,645.

19. The **What do graduates do?** report uses data from the Higher Education Statistics Agency (HESA) Graduate Outcomes survey and is produced by Prospects Luminate (part of Jisc), in collaboration with the Association of Graduate Careers Advisory Services (AGCAS).⁷⁴ The survey covers first degree graduates from UK Higher

⁷³ Institute of Student Employers (2024) *Student recruitment survey 2024* - <https://ise.org.uk/page/ISEPublications>. Available to ISE members.

⁷⁴ Prospects Luminate (2024) *What do graduates do? 2024/25* - <https://luminate.prospects.ac.uk/what-do-graduates-do>

Education Institutions (HEIs) and further education colleges (FECs) in England, Wales and Northern Ireland.

20. The latest survey collected 184,650 responses from UK-domiciled first-degree graduates who completed their studies in 2021/22; graduates were surveyed (in late 2023) around 15 months after graduating. Although these students were largely studying during the COVID-19 pandemic, their outcomes are not dissimilar to peers from other years. Key points are provided in Table B.4.
21. Prospects Luminate commented that a significant long-term effect of the COVID-19 pandemic has been the shift to hybrid working, which was more common among high earners and the more qualified.⁷⁵ Hybrid working has become the norm for many graduate employers.

Table B.4: Key outcomes from the Prospects Luminate survey on employment outcomes of graduates 15 months after graduating

Outcome (15 months after graduation)	2021 (2018/19 graduates)	2022 (2019/20 graduates)	2023 (2020/21 graduates)	2024 (2021/22 graduates)
In full-time employment	57%	60%	60%	59%
In employment and further study	11%	11%	11%	11%
In part-time employment	11%	12%	10%	11%
In full-time further study	9%	9%	8%	7%
Unemployed (including those due to start work)	6%	6%	5%	6%
In professional-level employment	75%	76%	76%	75%
'Primary education teaching professionals' likelihood ranking amongst professional jobs	5 th	4 th	4 th	5 th
'Secondary educational teaching professionals' likelihood ranking amongst professional jobs	6 th	5 th	5 th	6 th
Working as education professionals (of employed)	8%	8%	8%	7%
In £24,000-£26,999 salary band (of full-time employed) ⁷⁶	21%	21%	21%	16%
In £27,000-£29,999 salary band (of full-time employed)	11%	12%	14%	17%
In £30,000-£32,999 salary band (of full-time employed)	11%	11%	12%	14%
In £33,000-£35,999 salary band (of full-time employed)	5%	6%	7%	9%

⁷⁵ ONS (2022) *Is hybrid working here to stay?* -

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

⁷⁶ HESA (2024) *Graduate Outcomes 2021/22: Summary Statistics - Summary*

- [Graduate Outcomes 2021/22: Summary Statistics - Graduate salaries and work locations | HESA](#)

22. The latest available **High Fliers research** was conducted in January 2024.⁷⁷ It provides an assessment of the graduate recruitment cycle in 2023 and examines expected graduate vacancies in 2024. The survey for 2025 has not yet been published. Key points from the 2024 research were:

- Graduate recruitment decreased unexpectedly in 2023, following a sharp increase in graduate vacancies in both 2021 and 2022 as employers sought to compensate for lower-than-usual recruitment during the COVID-19 pandemic. The number of graduates recruited in 2023 decreased by 6.4% on 2022.
- Graduate starting salaries (not including additional benefits) were expected to increase to a median of £34,000 in 2024. This was an increase of £500 (1.5%) from 2023. The survey indicated that two-fifths of employers were increasing their graduate starting pay for 2024, most by up to 5%; a quarter of employers were offering more generous increases. Three-fifths of employers were not planning on increasing their starting salary.
- The sectors with the highest median starting salaries were investment banking and law, at £55,000 and £50,000 respectively. The public sector (which included employers such as the Civil Service, Local Government, NHS and Police Now) was the sector offering the lowest median starting salary for graduates, at £25,500.

23. Table B.5 presents median graduate starting salaries, as recorded by ISE and High Fliers. We note High Fliers and ISE samples are heavily weighted towards graduate jobs in London and the South East, so may not be representative of earnings for all regions of the country. The table shows that graduate starting salaries, as recorded by High Fliers, have continued to increase after many years of stability. The teacher starting salary in Inner London has been above the ISE and High Fliers medians since 2019. Teacher starting pay in Outer London has been above ISE's and High Fliers' medians from 2022.

Table B.5: Graduate and teacher starting salaries, 2018 to 2024

Source	2018 (£)	2019 (£)	2020 (£)	2021 (£)	2022 (£)	2023 (£)	2024 (£)
ISE (organisational median)	28,250	29,000	29,667	30,500	31,000	31,000	32,000
High Fliers	30,000	30,000	30,000	30,000	32,000	33,500	34,000
Teachers (England)	23,720	24,373	25,714	25,714	28,000	30,000	31,650
Teachers (Inner London)	29,664	30,480	32,157	32,157	34,502	36,745	38,766
Teachers (Outer London)	27,596	28,355	29,915	29,915	32,407	34,514	36,413
Teachers (Fringe)	24,859	25,543	26,948	26,948	29,344	31,350	33,075

Pay in the UK nations

24. We note that starting pay for teachers, and indeed pay structures, vary by country within the UK. Table B.6 shows classroom teacher salaries for teachers in England compared to those in Wales and Scotland.

⁷⁷ High Fliers (2024) *The Graduate Market in 2024* - <https://www.highfliers.co.uk/>

25. Teacher starting salaries are higher in Wales (+5.6%) compared to England (M2 is the minimum pay point for teachers in Wales). This difference takes into account the revised September 2024 pay award in Wales.
26. In Scotland, salaries are significantly higher compared to England for all pay scale points. We note that, at the time of writing, the pay revision for teachers in Scotland has raised starting salaries to £33,594 for probationers or £40,305 for M1, as of 1 August 2024.⁷⁸

Table B.6: Classroom teacher salaries in the UK^{79,80,81}

Pay point	England (from 1 September 2024)	Wales (from 1 September 2024)	Scotland (from 1 August 2024)
MPR			
Probationer	N/A	N/A	£33,594
M1	£31,650	N/A	£40,305
M2	£33,483	£33,433	£42,591
M3	£35,674	£35,039	£45,063
M4	£38,034	£37,739	£47,922
M5	£40,439	£40,710	£50,589
M6	£43,607	£44,802	N/A
UPR			
U1	£45,646	£46,446	N/A
U2	£47,338	£48,168	N/A
U3	£49,084	£49,944	N/A

Teachers' pay

27. This section provides various metrics on teachers' pay, split by school type, grade, and gender, using published FTE pay data from the SWC. In 2023/24, gross median earnings for all classroom and leadership teachers across state-funded schools were £43,801, a 5.3% increase from 2022/23.⁸² Figure B.3 shows median earnings for all teachers, by school type and gender. In 2023/24, male teachers had higher earnings overall than female teachers across all school types. We can also see that median earnings were higher in secondary schools than in primary and nursery schools.

⁷⁸ EIS (2024) *Current Salary Scales* - <https://www.eis.org.uk/pay-and-conditions-of-service/salary-scales>

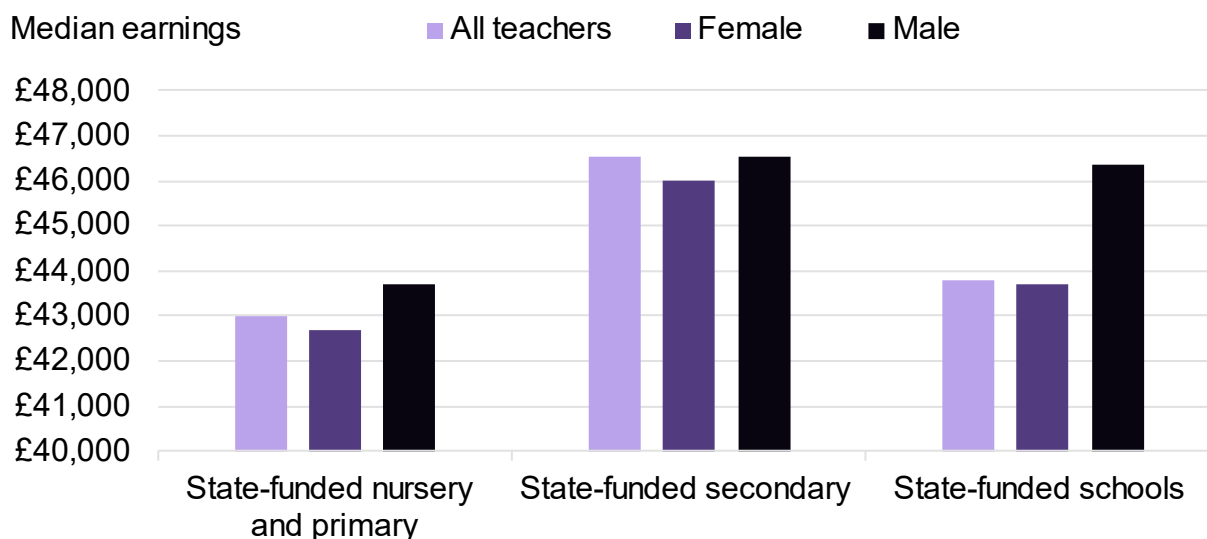
⁷⁹ Department for Education (2024) *School teachers' pay and conditions document 2024 and guidance on school teachers' pay and conditions (valid from 1 September 2024)* - <https://www.gov.uk/government/publications/school-teachers-pay-and-conditions>

⁸⁰ Welsh Government (2024) *School teachers' pay and conditions (Wales) document 2024* - [School teachers' pay and conditions \(Wales\) document 2024 | GOV.WALES](https://www.gov.wales/school-teachers-pay-and-conditions)

⁸¹ EIS (2024) *Current salary scales* - <https://www.eis.org.uk/pay-and-conditions-of-service/salary-scales>.

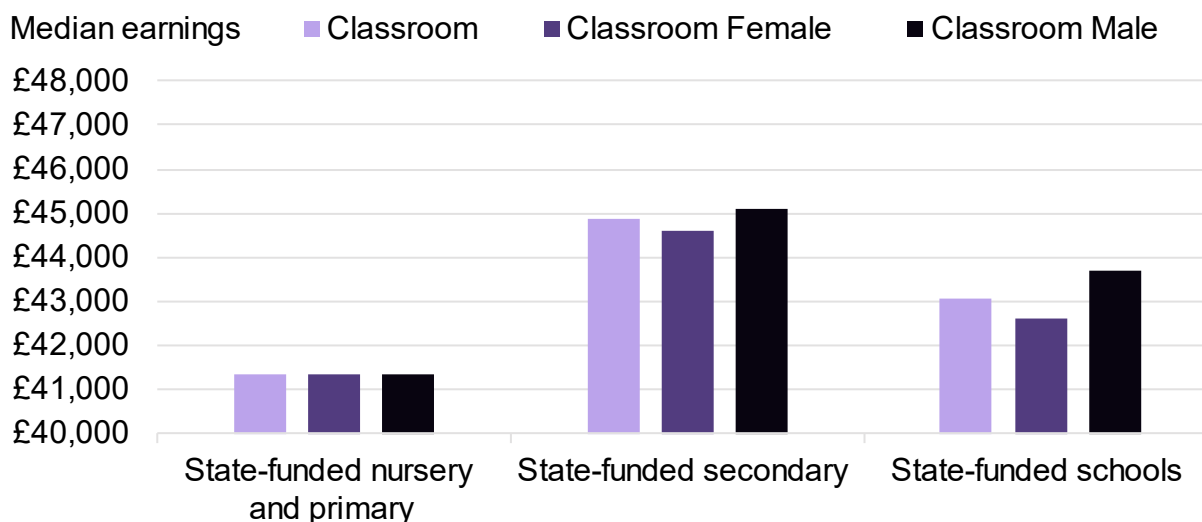
⁸² This figure takes account of the previous pay award. However, the effect of the pay award may not accurately be reflected due to the lag in the award being applied at school level and potentially due to compositional changes.

Figure B.3: Median earnings for all teachers, by school type and gender, 2023/24⁸³



28. We can also break down teachers' pay by grade. Figure B.4 shows how median earnings varied for classroom teachers in 2023/24. Male teachers and female teachers had practically the same median earnings in nursery and primary schools. In contrast, male classroom teachers' earnings were slightly higher in secondary schools (+1.1%). Across all state-funded schools, median earnings for male classroom teachers were higher than female teachers (+2.6%); this may reflect the distribution of male teachers, whereby there are proportionally more male teachers in secondary (79,845) than nursery and primary schools (32,958).

Figure B.4: Median earnings for classroom teachers, by school type and gender, 2023/24⁸⁴

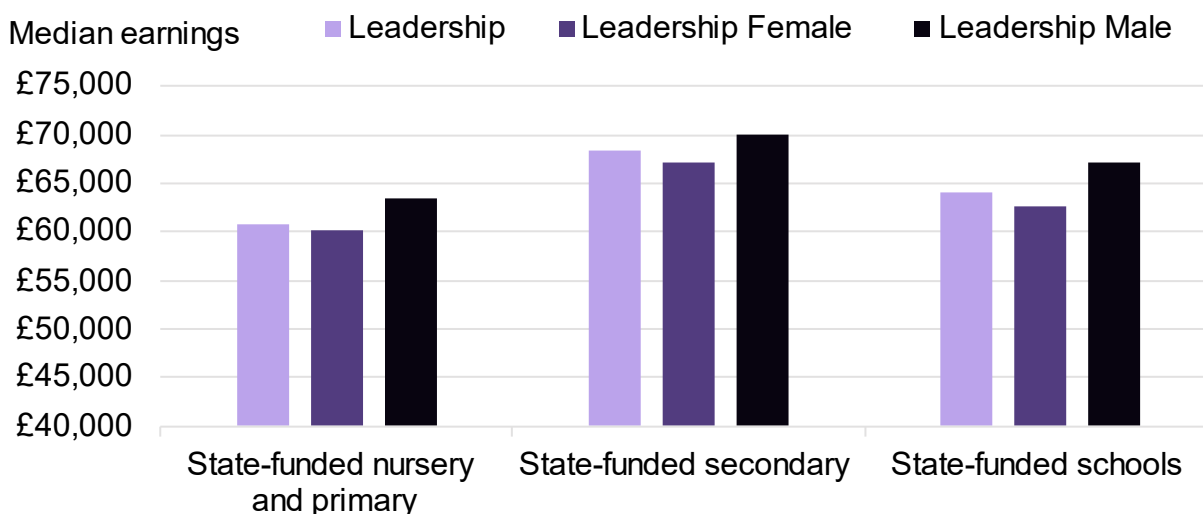


29. Figure B.5 compares median earnings for all leadership teachers. Male leadership teachers have higher median earnings across both phases: +5.3% for nursery and primary and +4.2% for secondary, which is a slight increase in the pay gap from 2022/23.

⁸³ Note y-axis does not start at zero. OPRB analysis of Department for Education (2024) *School Workforce in England: Reporting year 2023* - [School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK](#)

⁸⁴ Ibid.

Figure B.5: Median earnings for all leadership teachers, by school type and gender, 2023/24⁸⁵



Teachers’ pay compared to earnings in other professional occupations

30. We have examined the relative position of the teachers’ pay framework by tracking the position of school teachers’ pay ranges against the wider distribution of earnings, in terms of annual gross pay. The analysis was produced using the data from the Office of National Statistics’ (ONS) Annual Survey of Hours and Earnings (ASHE). The latest ASHE data cover the financial year 2023-24, therefore the 2023 STPCD pay range values have been used.⁸⁶ We have specifically compared teachers’ pay against the earnings of other ‘professional occupations’ as this is the occupational group which teachers fall into within the ONS’s occupational coding system.⁸⁷
31. We note that interpreting ASHE earnings data for 2020 and 2021 is difficult due to the effects of the COVID-19 pandemic. Growth rates were affected by the pandemic’s impacts on wages, hours worked and the collection of data. We also note that furloughed workers are present in the 2019-20 and 2020-21 data. There has also been a change to ONS’s occupational coding system from Standard Occupational Classification (SOC) 2010 to SOC 2020; earnings estimates from 2020-21 onwards are affected and represent a break in the ASHE time series, therefore previous estimates will not be directly comparable and the ONS recommends looking at longer-term trends.⁸⁸
32. Contextually, in England median gross annual earnings for full-time employees in ‘Professional occupations’ was £46,677 in 2023-24, a 7.0% increase from 2022-23. Across all occupations in England, median gross annual earnings for full-time

⁸⁵ Ibid.

⁸⁶ The latest ASHE data are provisional and is subject to change. The ONS introduced improvements to the methods for processing returns to their survey for 2024 provisional data and 2023 revised data which has resulted in more high earners in each profession being counted in the final data. This has increased the achieved sample size and improved the quality of ASHE estimates, however the ONS advises caution against comparing 2023 and 2024 with 2022 and earlier years.

⁸⁷ According to the SOC 2020, ‘occupations at this level normally require a degree or equivalent period of relevant work experience’. ONS (2023) SOC 2020 -

<https://www.ons.gov.uk/methodology/classificationsandstandards/standardoccupationalclassificationsoc/soc2020/soc2020volume1structureanddescriptionsunitgroups>

⁸⁸ ONS (2024) *Employee earnings in the UK: 2024* -

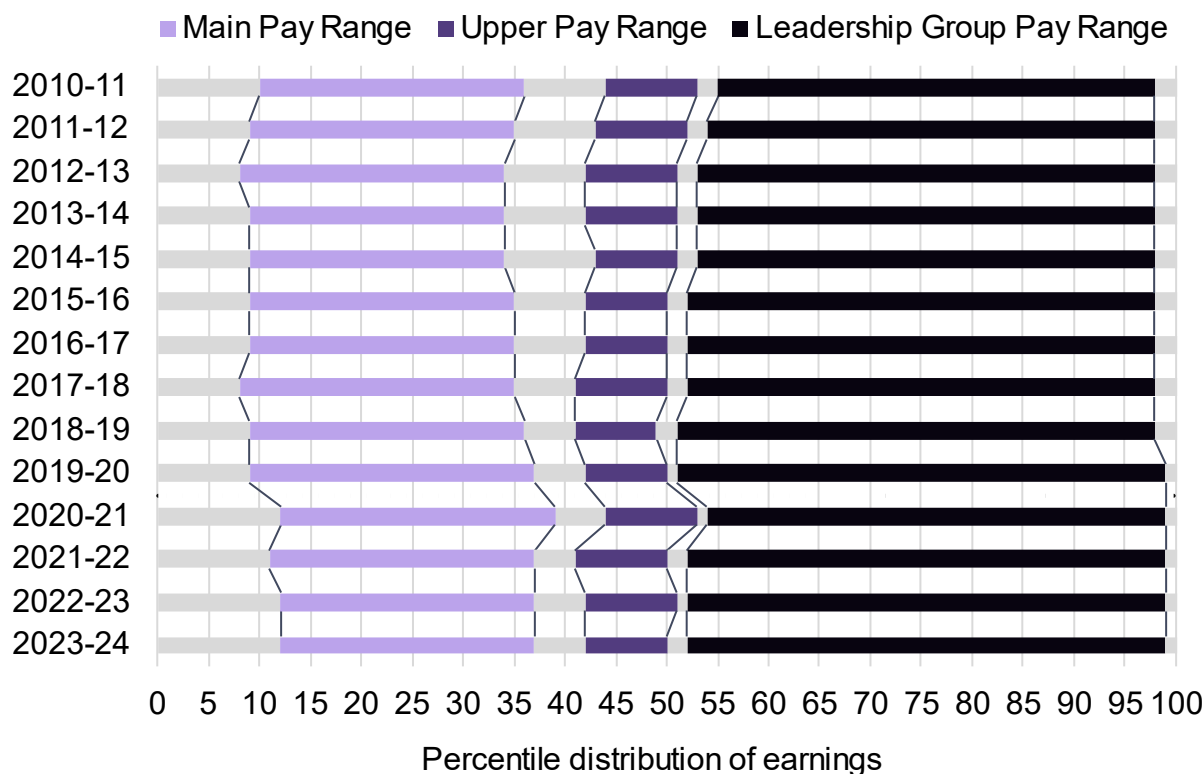
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2024>

employees was £37,630 in 2023-24, a 6.9% increase from 2022-23.⁸⁹ The 'Professional occupations' category can be further broken down into specific occupations within the ASHE data.

33. Figure B.6 shows how the MPR, UPR and Leadership Group Pay Range (LPR) compared to the distribution of earnings for those in professional occupations. Between 2010-11 and 2019-20, where SOC 2010 is used:
- The relative position of all pay scale minima decreased. The position of the LPR minimum decreased the most, by four percentiles.
 - The relative position of the maxima for the MPR and LPR increased slightly by one percentile. However, the position of the UPR maximum decreased by three percentiles.
 - The gap between the MPR maximum and the UPR minimum has been decreasing both in percentile and cash terms.
34. Overall, between 2020-21 and 2023-24, the relative position of all pay scale minima and maxima have either decreased or stayed the same. Part of this relative deterioration is likely attributable to the pay pause; teachers' pay scales were not updated from 1 September 2021, whereas the earnings for professional occupations did increase between 2020-21 and 2021-22. There was some improvement in the relative positions from 2021-22 to 2022-23, following the resuming of teacher pay increases from 1 September 2022. Between 2022-23 and 2023-24 the relative percentile positions remained the same for all pay range minima and maxima, apart from the UPR maximum which decreased by one percentile.

⁸⁹ OPRB analysis of unpublished ASHE data.

Figure B.6: Position of the MPR, UPR and LPR in the percentile distribution of economy-wide annual gross earnings, professional occupations only, England, 2010-11 to 2023-24⁹⁰

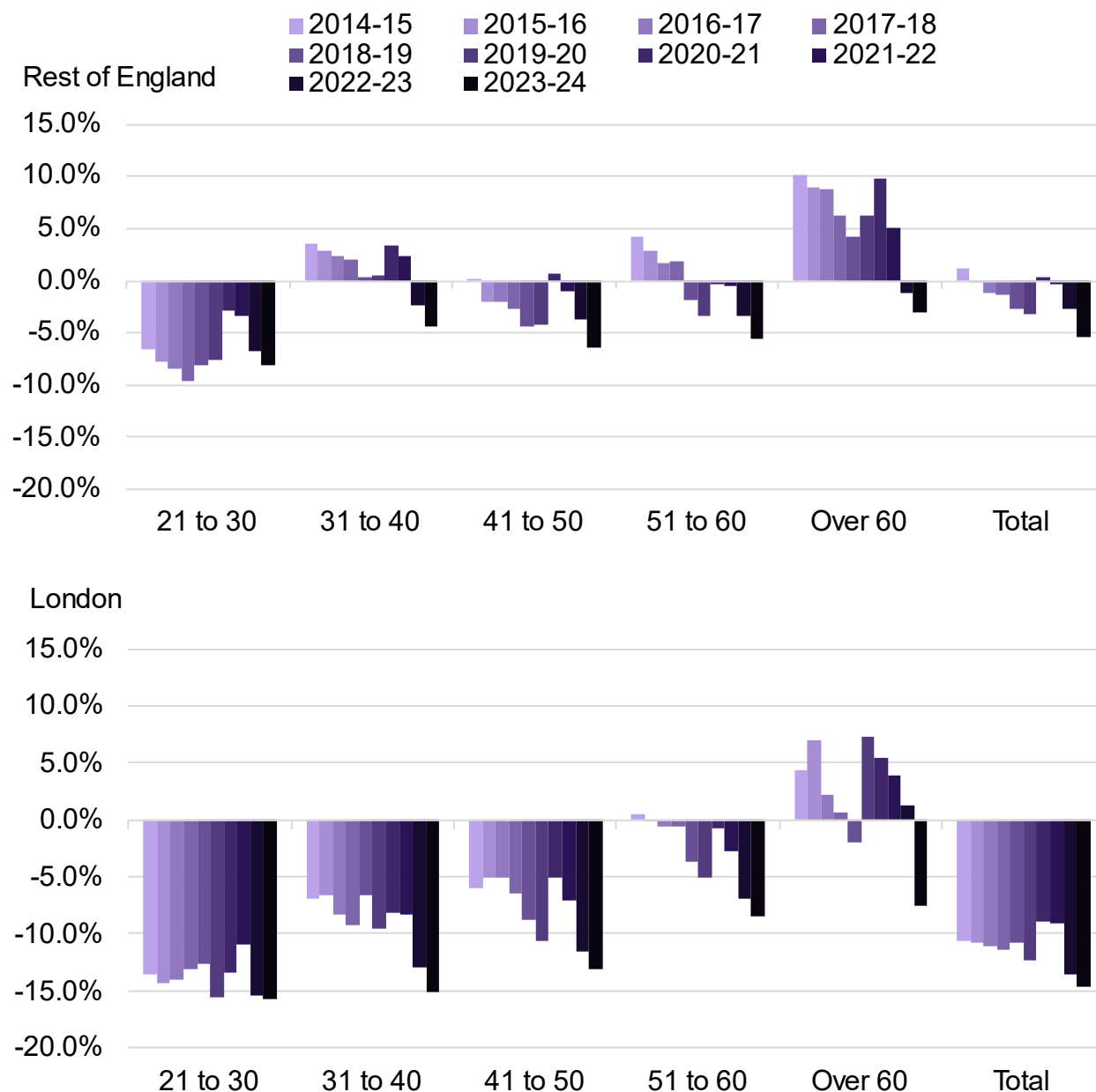


35. Figure B.7 compares the estimated earnings of teachers with those working in other professional occupations (excluding teachers) by broad age bands. The teacher sample covers all qualified, full-time teachers, including leaders; the teacher data are drawn from the SWC. To maintain sufficient sample sizes, this analysis is conducted only for London and the Rest of England. Figure B.7 presents the pay comparisons in the form of the percentage differentials between estimated teachers' median earnings and those of the comparator group (a negative value indicates that teachers' earnings fall below those of the comparator). The figure shows:

- In 2023-24, for the Rest of England and London, teachers' median earnings were below those of the comparator groups for all age bands. The gaps between teachers' earnings and those of the comparator group were greatest in London.
- Across most age categories, the relative earnings of teachers deteriorated from 2014-15 to 2019-20, both in the Rest of England and London. This trend has continued over the latest period, with the relative earnings across all age categories deteriorating from 2020-21 to 2023-24.
- Overall, teachers aged 21 to 30 compared least favourably against the other professional occupations, both in the Rest of England and in London. Those in the oldest age group (over 60) compared most favourably, although are still behind relative earnings of those in other professional occupations.

⁹⁰ OPRB analysis of unpublished ASHE microdata. Data for 2023-24 are provisional and are subject to change. The dashed line represents a discontinuity from 2020-21 due to a change in ONS's occupational coding from SOC 2010 to SOC 2020.

Figure B.7: Percentage difference between median full-time qualified teachers' earnings and those in other professional occupations (excluding teachers), by age band, the Rest of England and London, 2014-15 to 2023-24⁹¹

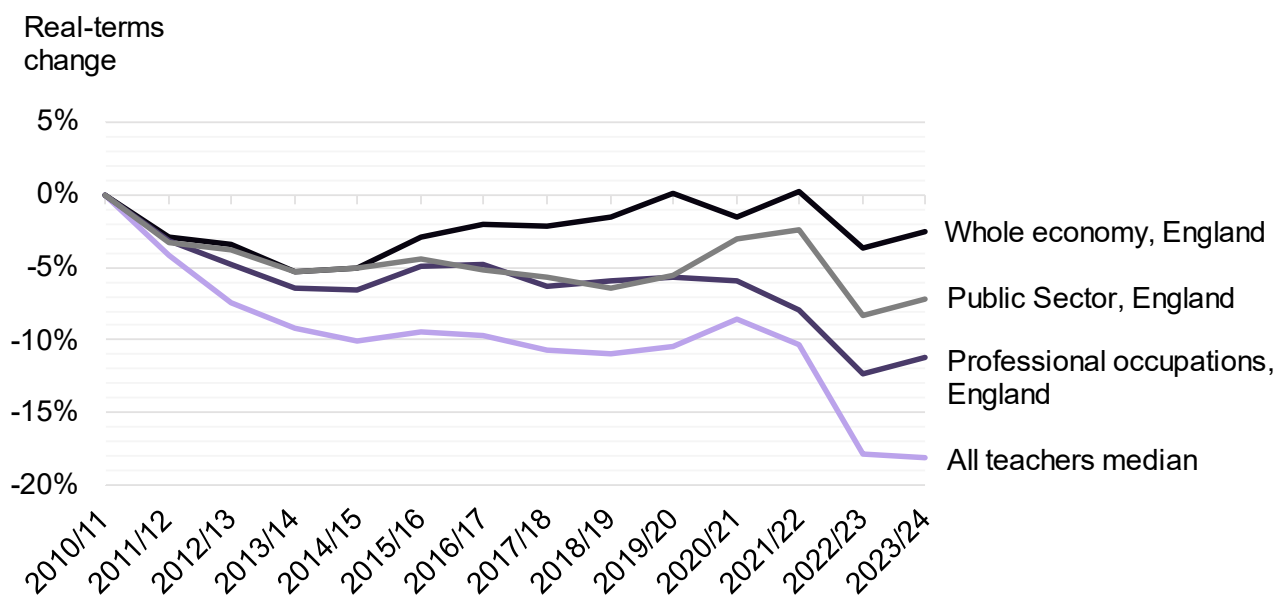


36. Our analysis of real-terms pay changes over time suggests that the competitiveness of teachers' earnings compared to the whole economy, wider public sector and to professional occupations, was lower in 2023/24 compared to 2010/11. Figure B.8 shows how the real-terms value of teachers' median earnings fell throughout the early 2010s. The chart shows there was some improvement for teachers between 2018/19 and 2020/21, driven by above-inflation rises, prior to the pay pause in 2021/22, followed by a decline to 2022/23. We estimate that teachers' median gross earnings in 2023/24 were 18.2% below their level in 2010/11 in real terms. Median

⁹¹ OPRB analysis of unpublished SWC and ASHE microdata (2023-24 data are provisional and are subject to change). To make the SWC data more directly comparable to the ASHE we have converted the SWC data into financial years. There is a break in the ASHE series from 2020-21 due to a change in ONS's occupational coding from SOC 2010 to SOC 2020. Note that the 2023/24 SWC data do not fully reflect the 2023/24 pay award.

gross earnings for the whole economy were 2.5% below their 2010/11 level and median gross earnings for professional occupations were 11.2% below their 2010/11 level, in real terms.

Figure B.8: Real-terms change in median gross earnings for teachers in state-funded schools, the whole economy (England), public sector (England) and professional occupations (England), compared to levels in 2010/11^{92,93,94}



37. We have also estimated the real-terms change to teachers' pay scales/ranges, as specified in the STPCD, for which 2024/25 salary data are available. Between 2010/11 and 2024/25, whilst all pay points and ranges have declined in real terms, M1 declined the least (by 1.5%) whilst the leadership maxima declined the most (by 11.6%). Real-terms changes to STPCD pay values are summarised in Table B.7.

⁹² Nominal earnings have been adjusted using annual CPI figures (financial year). ONS (2025) *Consumer price inflation tables* -

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

⁹³ Data for the whole economy, public sector and for professional occupations represent full-time median gross annual earnings in England. OPRB analysis of unpublished ASHE microdata. 2023-24 figures are provisional and are subject to change. There is a break in the ASHE series from 2020-21 due to a change in ONS's occupational coding from SOC 2010 to SOC 2020.

⁹⁴ OPRB analysis of Department for Education (2024) *School Workforce in England: Reporting year 2023 -* <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>. Note that the 2023/24 SWC data do not fully reflect the 2023/24 pay award. 'All teachers median' represents median annual earnings as at the November census date. For example, data collected in November 2023 are presented as 2023/24 here.

Table B.7: Real-terms change in teachers' salaries from 2010/11 to 2024/25, based on the STPCD⁹⁵

STPCD spine point	Real-terms change from 2010/11 to 2024/25
M1	-1.5%
M6	-7.1%
UPR1/UP3	-10.2%
Leadership min	-10.7%
Leadership max	-11.6%

Benchmarking against market data

38. Benchmarking teacher and leadership roles against remuneration data for jobs of comparable size and scope provides an insight into the relative competitiveness of pay in the profession.
39. Research commissioned for STRB last year analysed the job levels of teaching and leadership roles and compared these roles with jobs of a similar size, scope and complexity. External salary survey data were used to provide a comparison of pay levels for these roles to different teacher bands.⁹⁶ We have refreshed the headline findings in this report using updated benchmark data from July 2024 and pay ranges from the 2024-25 School teachers' pay and conditions document.⁹⁷
40. The level of pay and percentage change from last year for updated market data for comparable market roles is presented below in Table B.8. The market data showed that the median pay for the comparison roles increased between 2.5% and 7.2%, but with only the Early Career Teacher comparator roles (WTW Global Grade 9) exceeding the pay award of 5.5% received by school teachers.
41. The headline analysis is presented below in Figure B.9 and Figure B.10. The top row in each teacher band shows a competitive range of salaries for roles identified as broadly comparable in size and scope at various career stages.⁹⁸ The other rows indicate the current levels of teacher and leadership salaries across regions of the UK, as specified in the key. The market data are not geographically specific.
42. The overall picture remains largely unchanged from last year. The comparative basic salary position of teachers on the Main Pay Range deteriorates as they gain experience and progress up the Main Pay Range.
43. Comparing to last year, Early Career Teachers (ECT) (M1-M2) have lost some ground in terms of pay at the lower end when compared to the comparator roles, with their minimum starting salary remaining between the 25th and 50th percentiles for

⁹⁵ Nominal earnings have been adjusted using annual CPI figures (financial year). ONS (2024) *Consumer price inflation tables* -

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

⁹⁶ WTW (2024) *Teacher Job Levelling - School Teachers' Review Body 34th Report: 2024*

⁹⁷ DfE (2024) *School teachers' pay and conditions - School teachers' pay and conditions document 2024 and guidance on school teachers' pay and conditions (valid from 1 September 2024)*

⁹⁸ In some cases, groups of teacher or leadership roles were matched to more than one comparator job level (e.g. 'leadership roles', 'Upper Pay Range teachers'). In these cases, the displayed range for comparator roles is based on the 25th percentile of the lower comparator salary range and the 75th percentile of the higher comparator salary range.

comparable roles. However, for all other classroom teacher bands and leadership roles, the relative pay position improved against the benchmark data.

44. At the national level, M1 minimum pay was £1,421 above the 25th percentile of comparable roles last year, with this figure now sitting at £103.
45. Salaries for teachers at M5-M6 remained less competitive, with their pay being below the 25th percentile for roles identified as comparable. At the national level, M5 minimum pay was £3,535 below the 25th percentile of comparable roles last year; this year M5 minimum pay is £2,816 below the 25th percentile of comparable roles.
46. Teachers on the Upper Pay Range hold a better basic comparative position, falling between the 25th and 50th percentiles. At the national level, Upper Pay Range 1 minimum pay was £1,401 above the 25th percentile of comparable roles last year, with this figure now sitting at £2,391.
47. The comparative basic salary position of Leadership roles in primary schools falls below the market base salary data in all regions, whilst roles in secondary schools are better aligned to the market base salary data.⁹⁹

⁹⁹ For the purposes of these comparisons, primary head pay was based on STPCD head teacher groups 2-4 and secondary heads on head teacher groups 6-8. Estimated pay levels for Deputy Heads are based on OPRB analysis of School Workforce data.

Table B.8: Market data pay for comparable roles against teacher bands at the 25th, 50th and 75th percentiles, as at 1 July 2024. Percentage change of market data pay positions included between 2023 and 2024.¹⁰⁰

Teacher Band		WTW Global Grade	P25		P50		P75	
			£	% change	£	% change	£	% change
Leadership	CEO/Executive Head	17	£140,605	+2.7%	£168,000	+3.8%	£200,000	+3.9%
	Head	16	£111,695	+1.5%	£130,561	+2.8%	£153,232	+2.9%
		15	£87,780	+2.9%	£100,179	+2.6%	£117,323	+3.6%
	Deputy	14	£72,774	+4.4%	£83,476	+4.0%	£96,862	+3.8%
Upper Pay Range roles		13	£60,469	+2.6%	£69,874	+3.1%	£80,575	+3.3%
	UPR1 - UPR3	12	£50,683	+4.5%	£58,592	+4.6%	£68,070	+4.7%
		5 years experienced Teacher	11	£43,255	+3.3%	£49,977	+2.5%	£58,447
Qualified Teacher having completed ECT	M3 - M6	10	£34,511	+4.0%	£40,320	+3.4%	£47,094	+3.2%
		Early Career Teacher (ECT)	M1 - M2	9	£31,547	+10.4%	£36,620	+7.2%

¹⁰⁰ OPRB analysis of WTW benchmark data, effective dates of 1 July 2023 and 1 July 2024.

Figure B.9: Benchmarking classroom teachers' salaries against the wider market, 2024¹⁰¹

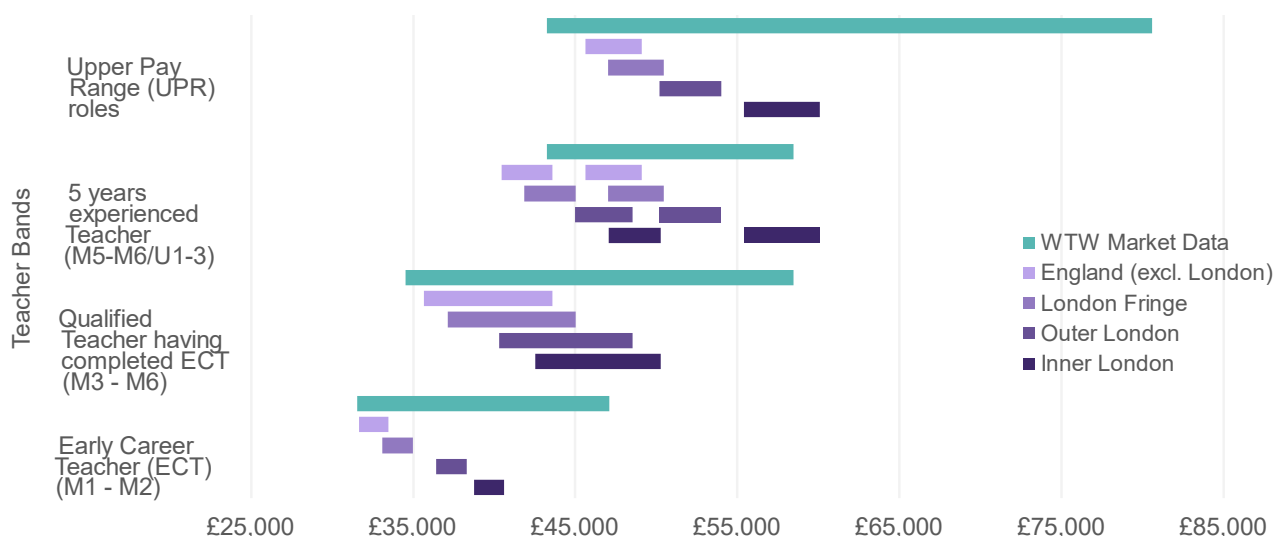
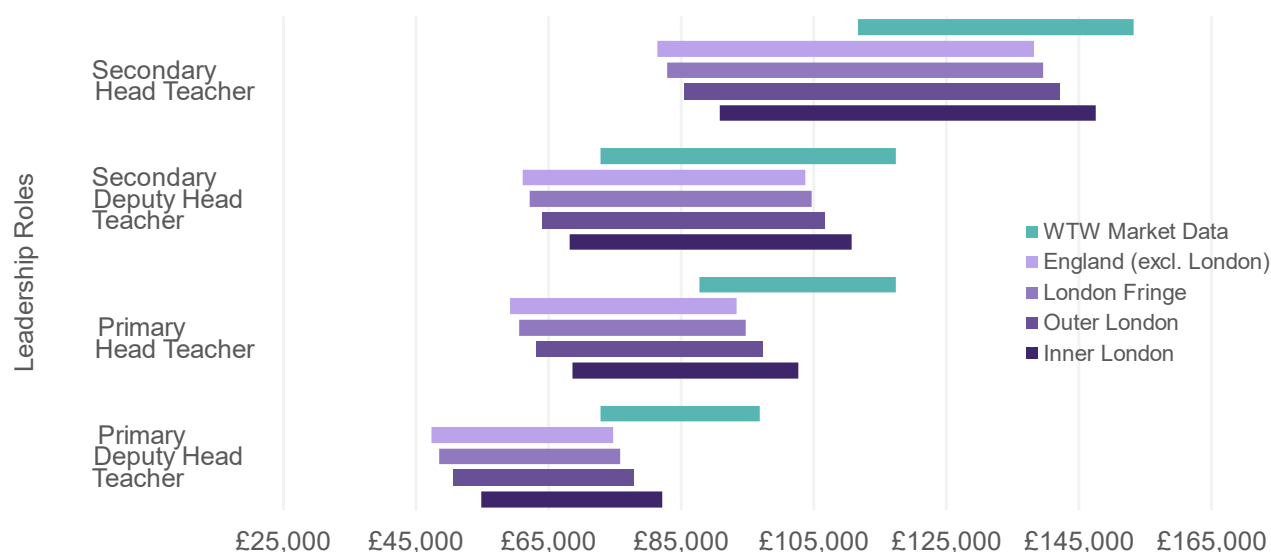


Figure B.10: Benchmarking leadership salaries against the wider market, 2024^{102, 103}



¹⁰¹ OPRB analysis of WTW benchmark data, effective date 1 July 2024. Teacher salaries presented are for the September 2024 STPCD national pay scale. WTW market data are presented as the difference between the 25th and 75th percentile of the benchmark data. In some cases, groups of teacher or leadership roles were matched to more than one comparator job level (e.g. 'leadership roles', 'Upper Pay Range teachers'). In these cases, the displayed range for comparator roles is based on the 25th percentile of the lower comparator salary range and the 75th percentile of the higher comparator salary range.

¹⁰² OPRB analysis of WTW benchmark data, effective date 1 July 2024. Leadership salaries presented are for the September 2024 STPCD national pay scale.

¹⁰³ For the purposes of these comparisons, primary head pay was based on STPCD head teacher groups 2-4 and secondary heads on head teacher groups 6-8. Estimated pay levels for Deputy Heads are based on OPRB analysis of School Workforce data.

Teacher numbers and characteristics

48. This section presents statistics on teacher numbers and their characteristics, such as age and gender. Ethnicity data are also presented for teachers and pupils.
49. There were 468,693 FTE teachers working in state-funded schools in England in November 2023, an overall increase of 0.1% (259 staff) from 2022. Between November 2022 and 2023:
- FTE nursery and primary teachers decreased by 1.3% (2,800 staff).
 - FTE secondary teachers increased by 0.7% (1,490 staff).
 - FTE special school or pupil referral unit (PRU) teachers increased by 4.1% (1,106 staff).
 - FTE centrally employed teachers increased by 11.9% (464 staff).
50. Of the 468,693 teachers, around 40% work for Local Authority (LA) maintained schools and therefore fall within the STRB's remit group. The remaining 60% work in the academy sector. By school type, 57% of primary and nursery schools fall within the STRB's remit, whereas only 19% of secondary schools do. In November 2023, the total state-funded primary and nursery teacher workforce (218,534) was nearly the same size as the secondary teacher workforce (217,563), after being 2.5% larger last year.
51. Figure B.11 and Figure B.12 show the numbers of teachers by grade, age and gender across state-funded nursery and primary, and secondary schools. Key points from the figures and underlying data are:
- 30 to 39-year-olds made up the largest proportion of the total workforce across state-funded schools.
 - A higher proportion of classroom teachers was female in both primary (86%) and secondary (65%) schools. Across all state-funded schools 75% of classroom teachers were female. These proportions have remained stable since 2020/21.
 - Whilst 15% of the total primary workforce was male, males accounted for 22% of primary leadership roles (assistant heads, deputy heads and heads). In secondary schools, whilst making up 37% of the total workforce, males accounted for 46% of leadership roles. This has all remained in line with last year.
 - The majority of the proportions in Figure B.11 and Figure B.12 were similar to last year.

Figure B.11: Numbers of FTE teachers, split by age and gender, across state-funded nursery and primary schools, England, November 2023¹⁰⁴

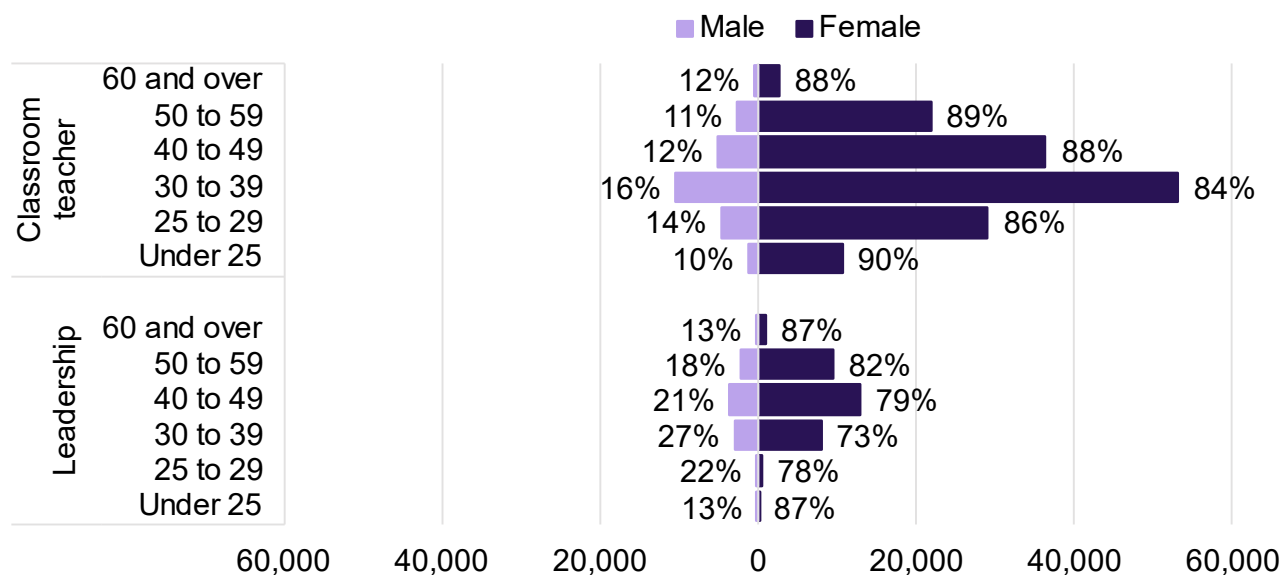
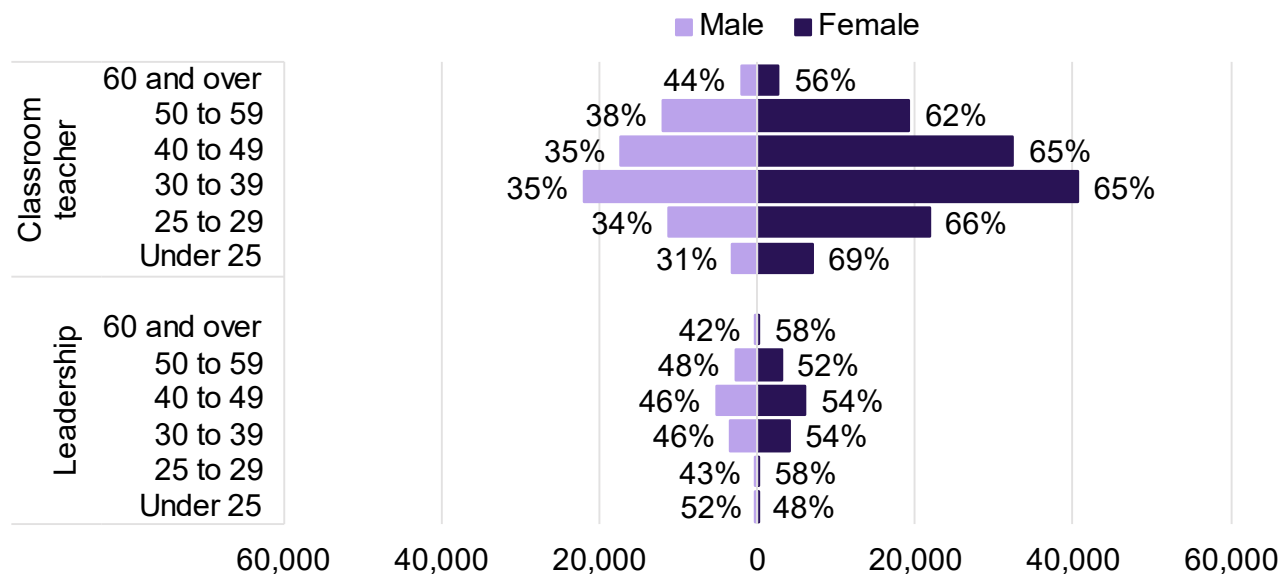


Figure B.12: Numbers of FTE teachers, split by age and gender, across state-funded secondary schools, England, November 2023¹⁰⁵



¹⁰⁴ OPRB analysis of Department for Education (2024) *School Workforce in England: Reporting year 2023 - School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK*

¹⁰⁵ Ibid.

52. Table B.9 to Table B.11 show the ethnicity of all teachers and pupils of all ages. Ethnicity information was available for 90% of teachers and 98% of pupils. We have also included estimates of ethnicity for the total population in England. The tables show, in 2023/24:

- 89% of all teachers across state-funded schools were White; this compares to 70% of school pupils. These figures are similar for teachers but slightly lower for pupils than 2021/22 and 2022/23. According to the ONS's population estimates for October 2023 to September 2024, 82% of the population in England was White.¹⁰⁶
- The proportion of teachers who were White increases with seniority. For example, whilst 89% of classroom teachers were White, 95% of heads were.
- A larger proportion of teachers in nursery and primary schools were White (91%) compared to secondary schools (86%).
- The pupil population is much more diverse than the teacher population, across school types.

Table B.9: Ethnicity of teachers by grade and pupils in all state-funded schools (headcount), England, 2023/24 and ethnicity of the population in England^{107,108,109,110}

	White	Asian or Asian British	Black or Black British	Mixed/ Multiple ethnic groups	Any other ethnic group
Head teacher	95%	2%	1%	1%	<1%
Deputy head teacher	94%	3%	1%	1%	<1%
Assistant head teacher	91%	4%	2%	2%	<1%
Classroom teacher	88%	6%	3%	2%	<1%
Total teachers	89%	6%	3%	2%	<1%
Total pupils	70%	14%	7%	7%	2%
Total population England	82%	9%	5%	3%	2%

¹⁰⁶ ONS (2024) *Annual Population Survey, October 2023-September 2024 ethnicity estimates for England* - bespoke data request shared with OPRB.

¹⁰⁷ OPRB analysis of Department for Education (2024) *Schools, pupils and their characteristics: Academic year 2023/24* - [Schools, pupils and their characteristics, Academic year 2023/24 - Explore education statistics - GOV.UK](#)

¹⁰⁸ OPRB analysis of Department for Education (2024) *School workforce in England: Reporting year 2023* - [School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK](#)

¹⁰⁹ ONS (2024) *Annual Population Survey, October 2023-September 2024 ethnicity estimates for England*

¹¹⁰ Percentages may not sum to 100% due to rounding. Where ethnicity data is unknown or missing, these figures have been excluded from the total counts.

Table B.10: Ethnicity of teachers by grade and pupils in state-funded secondary schools (headcount), England, 2023/24 and ethnicity of the population in England¹¹¹

	White	Asian or Asian British	Black or Black British	Mixed/ Multiple ethnic groups	Any other ethnic group
Head teacher	94%	3%	1%	1%	<1%
Deputy head teacher	92%	4%	2%	2%	<1%
Assistant head teacher	91%	5%	3%	2%	<1%
Classroom teacher	86%	7%	4%	2%	1%
Total teachers	86%	7%	4%	2%	<1%
Total pupils	70%	14%	7%	7%	2%
Total population England	82%	9%	5%	3%	2%

Table B.11: Ethnicity of teachers by grade and pupils in state-funded nursery and primary schools (headcount), England, 2023/24 and ethnicity of the population in England¹¹²

	White	Asian or Asian British	Black or Black British	Mixed/ Multiple ethnic groups	Any other ethnic group
Head teacher	96%	2%	1%	1%	<1%
Deputy head teacher	95%	2%	1%	1%	<1%
Assistant head teacher	92%	4%	2%	2%	<1%
Classroom teacher	91%	5%	2%	2%	<1%
Total teachers	91%	5%	2%	2%	<1%
Total pupils	70%	14%	6%	7%	2%
Total population England	82%	9%	5%	3%	2%

Pupil numbers

53. Pupil numbers do not translate directly into the required number of teachers; however, they do provide some measure of demand. Figure B.13 shows actual pupil numbers from 2012 to 2024, as well as a projection to 2028. The data show:

- The total pupil population in state-funded schools was 7.95 million in 2024, currently at its peak with the pupil population projected to decrease by 0.17 million by 2028.
- The nursery and primary pupil population peaked in 2019 at 4.7 million. Since this point, numbers have decreased. This is mainly due to continued reductions

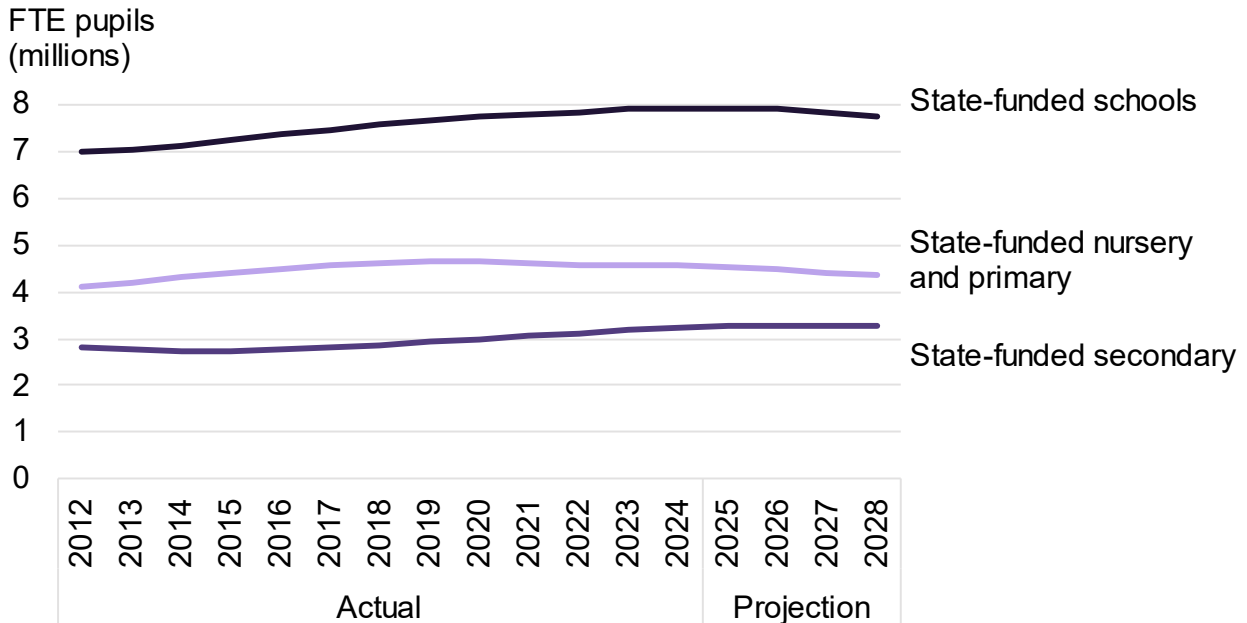
¹¹¹ Ibid.

¹¹² Ibid.

in the number of births since 2013; the drop in 2021 may be due to the COVID-19 pandemic, with parents choosing to home school.

- The secondary school population grew to 3.2 million in 2024 and is projected to grow slightly further until 2027 before gradually declining through to 2028, the end of the forecast period.

Figure B.13: FTE pupil numbers up to and including age 15, in state-funded schools, England, 2012 to 2028 (projection from 2024)¹¹³



Pupil to teacher ratios

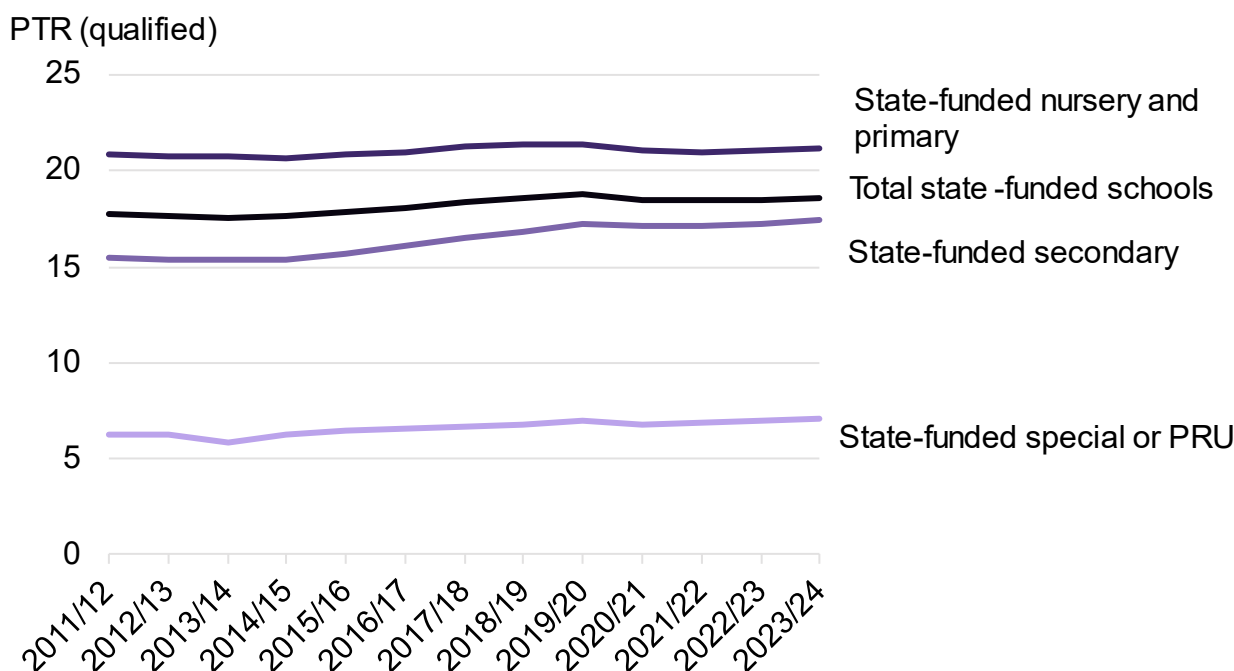
- Figure B.14 shows the Pupil to Teacher ratio (PTR) for qualified teachers within schools by school type from 2011/12 to 2023/24. PTRs show the size of the qualified FTE teacher workforce in relation to the size of the FTE pupil population; a decrease in the PTR means there are fewer pupils per teacher.
- The overall PTR peaked in 2019/20 but remains high relative to pre-2018, underpinned by increasing secondary school pupil numbers which are projected to continue to rise until 2027. This increase in pupils has been offset by an increase in teachers in recent years, with the total FTE teacher workforce now up to its highest level since 2010/11.
- For secondary schools, the PTR for qualified teachers was 17.4 in 2023/24, a slight increase from a relatively stable period from 2019 to 2023 (17.1 to 17.2). The average secondary class size was 22.4 in 2023/24 and has been stable over the past four years but remains above earlier levels before 2020/21.¹¹⁴

¹¹³ OPRB analysis of Department for Education (2024) *National pupil projections: Reporting year 2024 - National pupil projections in England, Reporting year 2024 - Explore education statistics - GOV.UK*

¹¹⁴ OPRB analysis of Department for Education (2024) *Schools, pupils and their characteristics: Academic year 2023/24 - Schools, pupils and their characteristics in England, Reporting year 2024 - Explore education statistics - GOV.UK*

57. For nursery and primary schools, the PTR for qualified teachers was 21.2 in 2023/24, a slight increase from 2022/23 (21.1). The PTR previously increased between 2014/15 and 2018/19 to 21.4, but has decreased since, driven by decreasing pupil numbers, with the nursery and primary population projected to decrease through to 2028. The average primary class size has been stable over the past four years and was 26.6 in 2023/24, below the previous level between 2015/16 to 2019/20 where it was at or above 27.
58. The figure also shows how the PTR is considerably lower across state-funded special schools or PRUs.

Figure B.14: Pupil to teacher ratios for qualified teachers in state-funded schools, England, 2011/12 to 2023/24¹¹⁵



59. Pupil to Adult ratios (PAR) give the number of FTE pupils per adult (FTE teachers and support staff) employed in schools (excluding administrative and clerical staff). Data on PARs show:
- The PAR for all state-funded nursery and primary schools was 10.9 in 2023/24, unchanged from 2022/23.
 - The PAR for all state-funded secondary schools was 12.0 in 2023/24, unchanged from 2022/23.

Teacher flows: entrants and leavers

60. The following section focuses on entrants to, and leavers from, the teacher workforce.¹¹⁶ In 2023/24 there were 44,002 FTE qualified entrants to teaching in state-funded schools, an 8.1% decrease from 2022/23. The overall entrants' rate was

¹¹⁵ OPRB analysis of Department for Education (2024) *School workforce in England: Reporting year 2023 - School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK*

¹¹⁶ Note that entrants values refer to the year 2023/24, whilst leavers refer to the year 2022/23, as the latest data are from November 2023.

9.7%. This is lower than in 2022/23 (10.5%). Of the qualified new entrants there were:

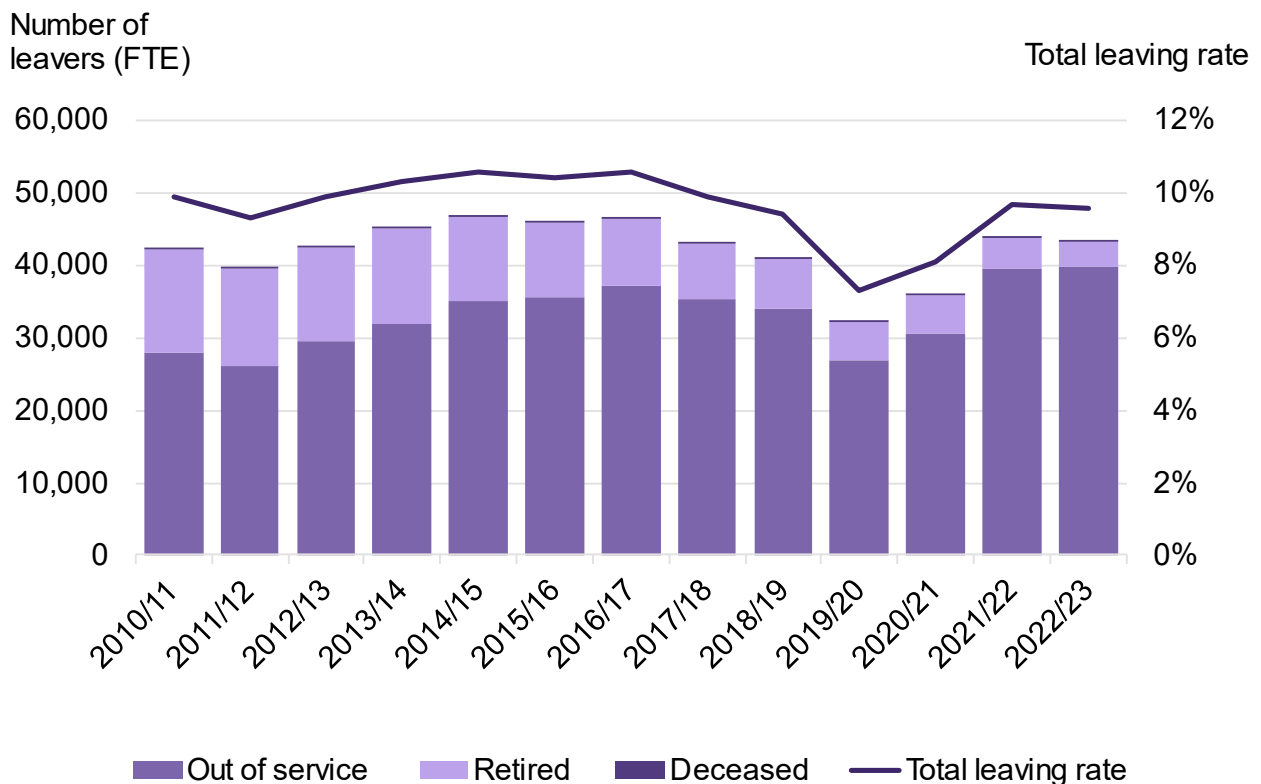
- 17,462 newly qualified teachers (NQTs), 40% of all entrants.
- 17,388 teachers returning to teaching after a break, 40% of all entrants.
- 3,622 deferred NQTs, 8% of all entrants.
- 5,530 teachers new to the state-funded sector, 13% of all entrants.

NQTs and deferred NQTs entrants are down 20% (4,243) and 23% (1,108) respectively from 2022/23.

61. Between November 2022 and November 2023 there were 43,522 FTE qualified teachers who left teaching in state-funded schools (see Figure B.15). The overall leaving rate was 9.6%, a slight decrease from 2021/22 (9.7%). Of the teachers who left in 2022/23 there were:

- 39,971 teachers out of service, 92% of all leavers.
- 3,369 teachers who retired, 8% of all leavers.

Figure B.15: Qualified teachers leaving state-funded schools 2010/11 to 2022/23¹¹⁷



¹¹⁷ OPRB analysis of Department for Education (2024) *School workforce in England: Reporting year 2023 - School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK*

62. The proportion of leavers who retired has fallen each year from 2010/11 (34%) to 2022/23 (8%). This is consistent with a reduction in the proportion of teachers who were aged 50 or over from 24% in 2010/11 to 20% in 2023/24.
63. Within the overall leaving rate, there has been variation by school type. The leaving rate for primary schools was lower than for secondary schools between 2010/11 and 2020/21, however the gap has reduced over time and leaving rates have been almost equal over the last four years. The primary school leaving rate was 9.5% in 2022/23, a slight decrease from 9.6% in 2021/22. The secondary school leaving rate was also 9.5% in 2022/23, a slight increase from 9.4% in 2021/22.
64. LA maintained schools have tended to have lower leaving rates than academies, for both the primary and secondary phases. For example, the LA maintained secondary school leaving rate was 8.7% in 2022/23 whereas the secondary academy leaving rate was 9.6%.
65. In addition to entrants and leavers, changes to working patterns also affect the number of FTE teachers. In 2023/24, 4.8% of qualified teachers increased their working hours and 5.8% decreased theirs. These changes in working pattern produced a net decrease of 2,085 FTE qualified teachers since last year. In 2022/23, these percentages were 4.9% and 5.5% respectively, equating to a net decrease of 1,715 FTE.
66. Overall, there were 259 more FTE teachers across state-funded schools in 2023/24 compared to 2022/23, bringing the total FTE teacher workforce up to the highest level since 2010/11.

Leaving and wastage rates by age

67. Figure B.16 presents leaving rates by age from 2011/12 to 2022/23. During this period, the leaving rates for those aged '50 to 59' and '60 and over' have steadily decreased. Over the same period, the leaving rates for all age groups under 50 increased until around 2016/17 before decreasing to historically low rates in 2019/20. Since then, leaving rates have increased for all age categories year-on-year, but have stabilised in the most recent year.
68. In absolute terms, the largest number of qualified teacher leavers in 2022/23 was from the '30 to 39' and '40 to 49' age categories, with 12,607 and 9,201 leavers respectively. Absolute numbers of leavers by age are shown in Figure B.17. The figures highlight that, whilst leaving rates are high for teachers in the 'Under 25' and '60 and over' categories, the absolute numbers of leavers are relatively low in comparison to other age categories.

Figure B.16: Leaving rates of FTE qualified teachers by age on leaving, across all state-funded schools, England, 2011/12 to 2022/23¹¹⁸

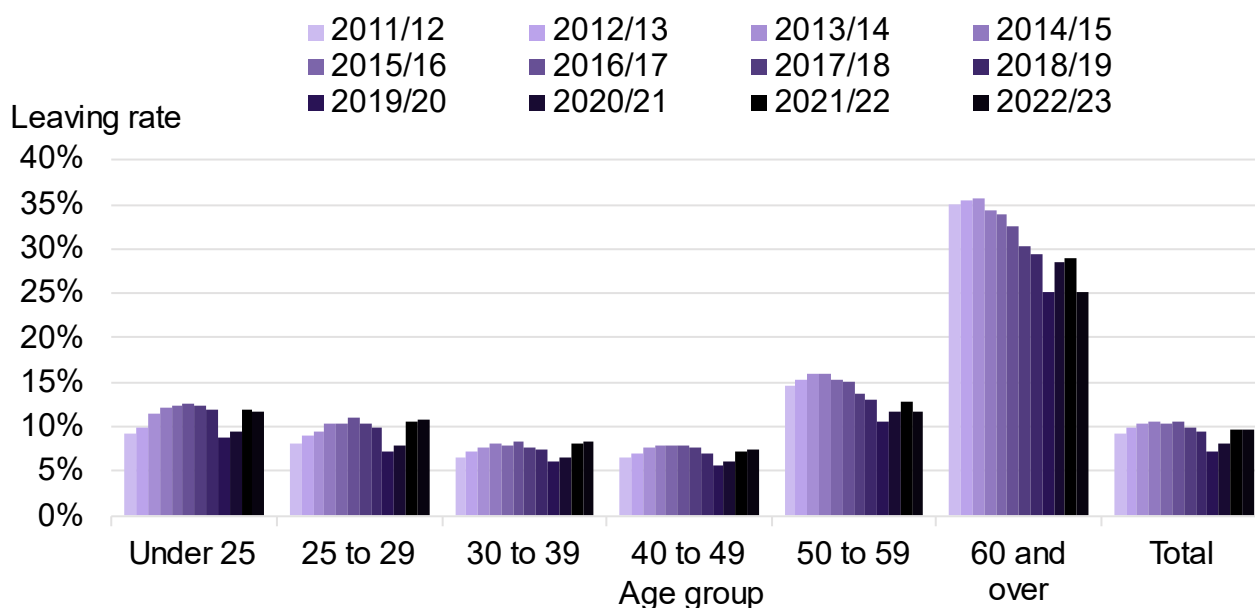
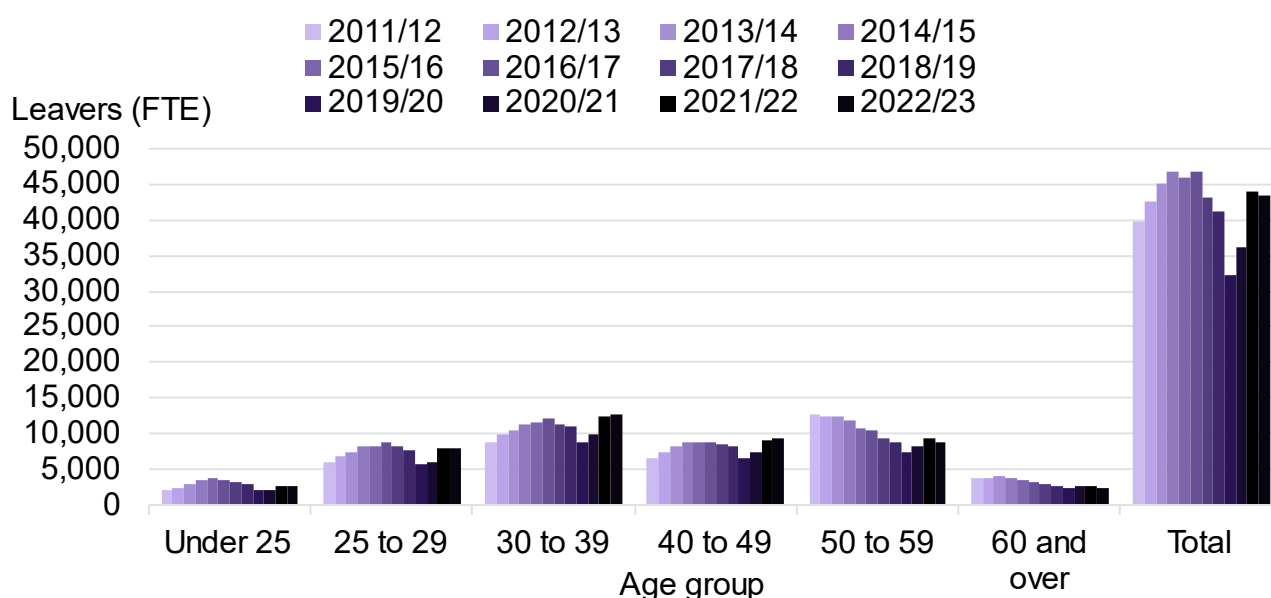


Figure B.17: Numbers of FTE qualified teacher leavers by age on leaving, across all state-funded schools, England, 2011/12 to 2022/23¹¹⁹



Leaving rates by length of service

69. Figure B.18 estimates, for each cohort of new entrants, the percentage of that cohort leaving after each year of service. For example, for the 2011 entry cohort, it shows the percentage of teachers in that cohort who left after one year of service, two years of service, and so forth. In some cases, a teacher from a given cohort may leave and subsequently return to service; in such cases, they cease being treated as a leaver from the year they are recorded as having returned. In this sense, we are measuring ‘net leaving rates’.

¹¹⁸ Ibid.

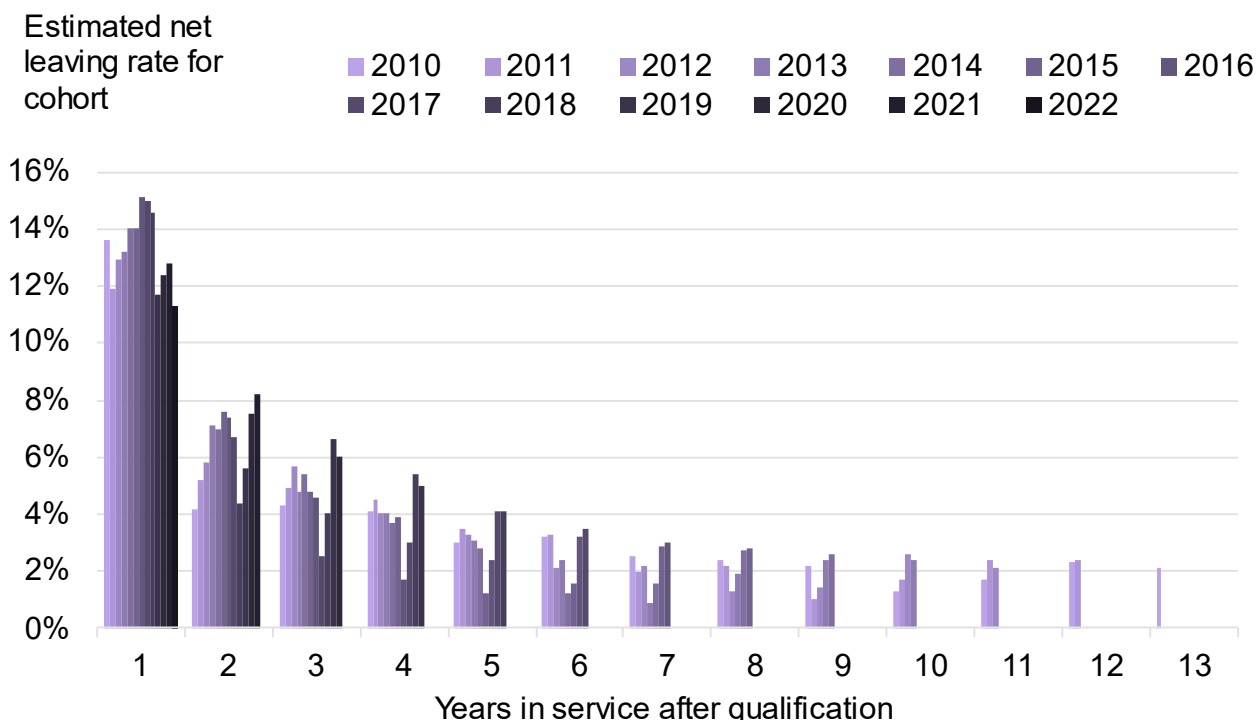
¹¹⁹ Ibid.

70. The net leaving rates for any given cohort decline quickly after the first few years of service and then flatten out. Figure B.18 highlights increases in the leaving rates after one and two years of service for the 2011 to 2016 entry cohorts. Leaving rates then dropped for the 2019 entry cohort before increasing for the 2020 and 2022 cohorts. This is likely a result of the COVID-19 pandemic, given that teacher retention tends to improve during recessions as the options outside teaching carry more uncertainty. Lockdown restrictions may have also made it harder for teachers to move jobs.

71. Figure B.19 draws upon the underlying data from Figure B.18 and shows how retention rates have changed for selected cohorts. The figure shows:

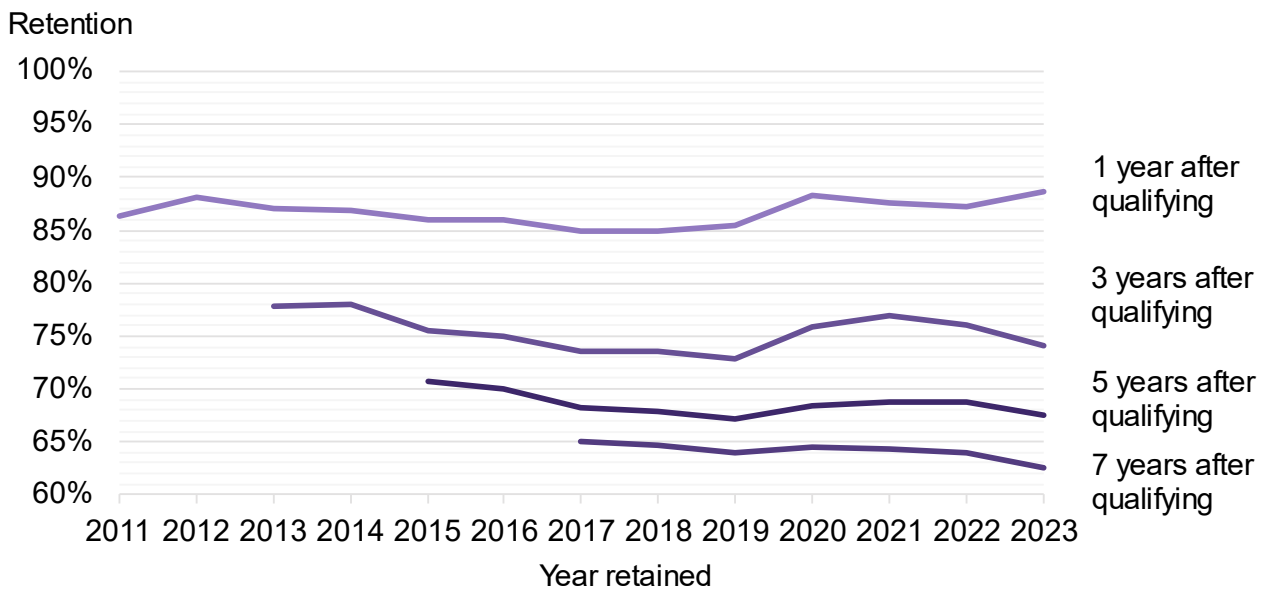
- 88.7% of teachers who joined in 2022 were retained after one year; the corresponding figure for the 2010 cohort was 86.4%. The 2022 cohort has the highest retention rate after one year out of all the cohorts shown in the chart.
- 74.1% of teachers who joined in 2020 were retained after three years; the corresponding figure for the 2010 cohort was 77.9%.
- 67.5% of teachers who joined in 2018 were retained after five years; the corresponding figure for the 2010 cohort was 70.8%.
- 62.6% of teachers who joined in 2016 were retained after seven years; the corresponding figure for the 2010 cohort was 65.1%.

Figure B.18: Estimated net leaving rates at each year of service (full-time and part-time qualified teachers), for teachers qualified in 2010 to 2022, England¹²⁰



¹²⁰ Ibid.

Figure B.19: Percentage of teachers still in service 1 to 7 years after qualifying, 2011 to 2023, England¹²¹



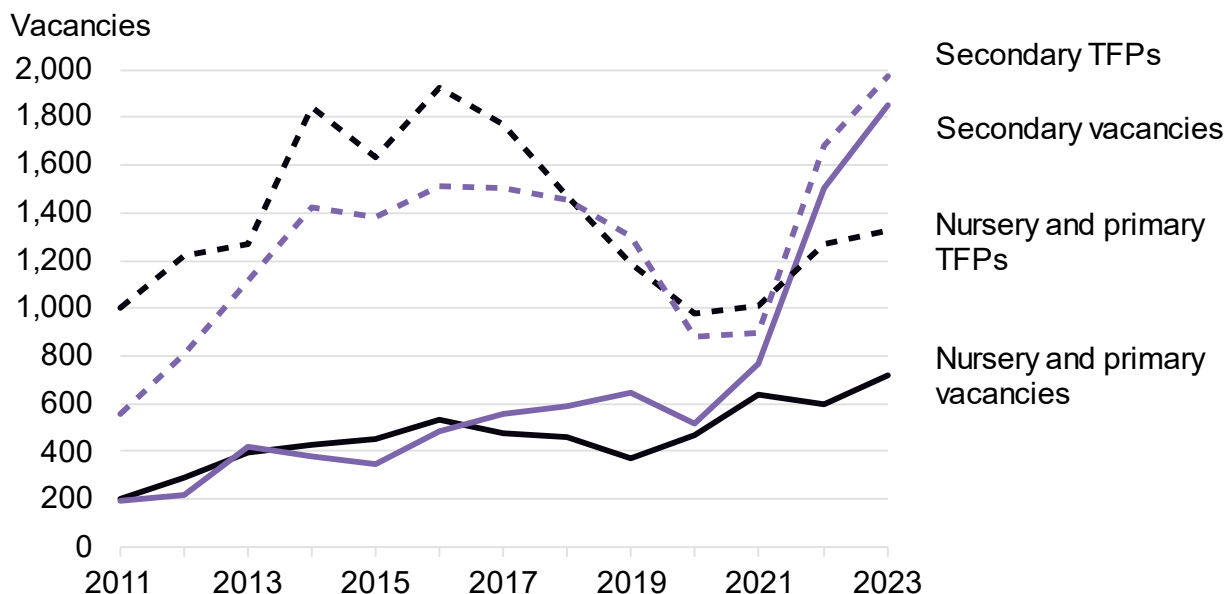
Teacher vacancies

72. In November 2023, according to the SWC data, the teacher vacancy rate (including full-time and part-time teachers) across all state-funded schools was 0.6%, higher than the previous year (0.5%) and the highest in the range of years available (from 2010).¹²² The vacancy rate for classroom teachers was also 0.6%, whilst that for leaders was 0.3%.
73. In absolute terms, the number of vacancies across state-funded schools increased by 468 compared to the previous year, reaching 2,802. The increase in the headline total is split across primary and secondary schools (see Figure B.20).
74. Temporarily filled posts (TFPs) are those where a vacancy exists which is being filled by a teacher on a contract of at least one term but less than a year. The vacancy rate for TFPs across all state-funded schools was 0.8% in 2023, up from 0.7% in 2022. In absolute terms, there were 3,655 TFPs in 2023. After peaking in 2016/17 (3,795), the number of TFPs fell but have risen in the last 2 years to almost record highs (see Figure B.20).

¹²¹ Note y-axis does not start at zero. OPRB analysis of Department for Education (2024) *School workforce in England: Reporting year 2023* - [School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK](#)

¹²² A vacancy refers to a full-time appointment of at least one term's duration that, on the November census date, had been advertised but not filled. Vacancies exclude those filled on a temporary basis unless it is by someone on a contract of less than a term. We note the limitation of the vacancy data in that the data is a mid-term snapshot. As vacancies may have been filled in time for the start of the school year, the school vacancy data does not reflect the challenges faced by schools throughout the year, as vacant posts may be advertised at other times such as over spring/summer.

Figure B.20: Teacher vacancies (both full-time and part-time) and temporarily filled posts (TFPs) in state-funded schools, England, November 2011 to 2023^{123,124}

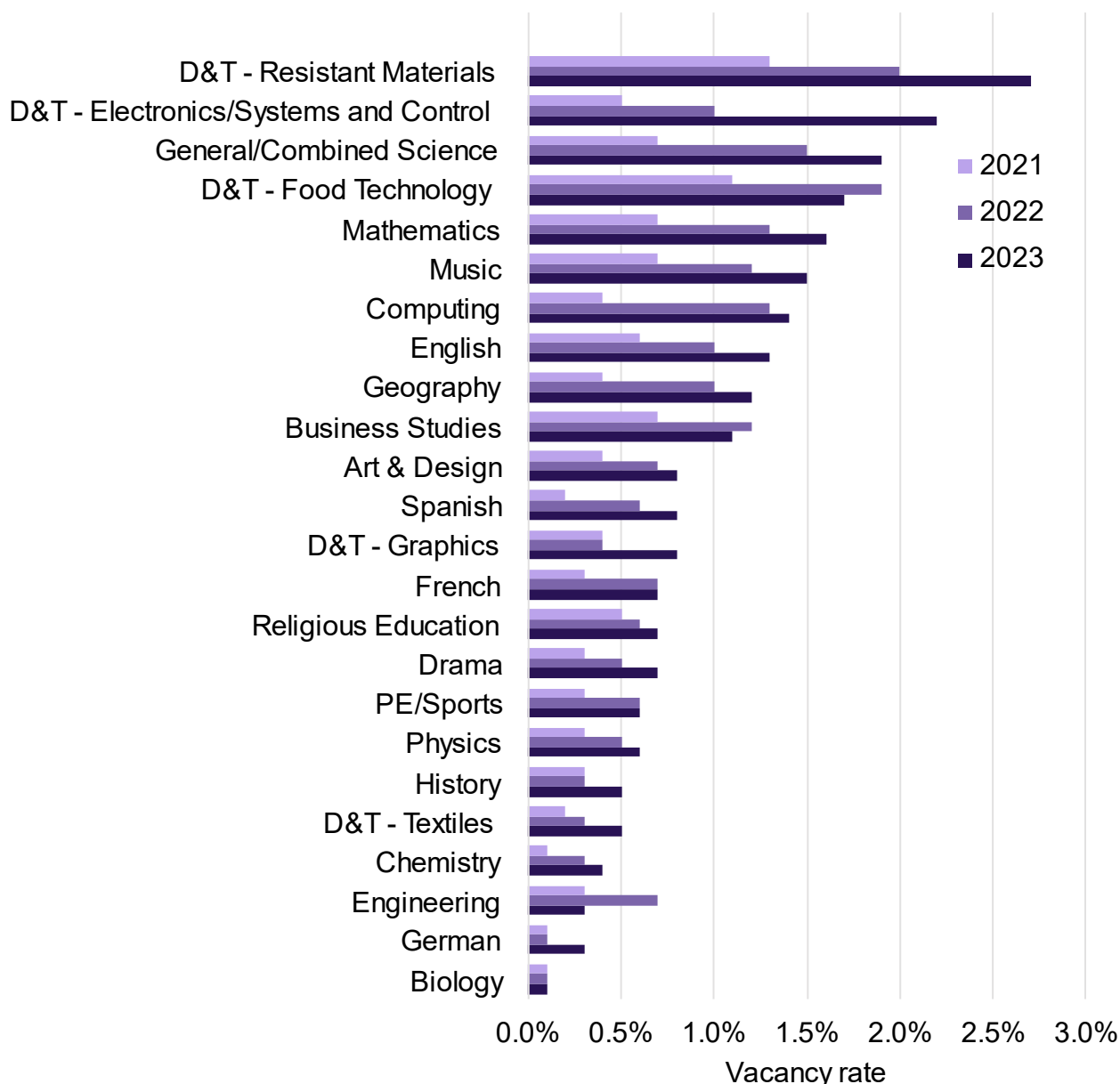


75. Subject-level vacancy rate data for secondary schools are shown in Figure B.21. Two of the Design and Technology (D&T) subjects had some of the highest vacancy rates, although in absolute terms, the numbers were relatively small. Mathematics and General/Combined Science have the highest number of vacancies in absolute terms and some of the highest vacancy rates amongst STEM subjects.

¹²³ To reduce burden during the COVID-19 pandemic, schools and LAs were not required to provide the tenure (full-/part-time working pattern) of teachers in the November 2020 School Workforce Census. Therefore, the figure for 2021 includes both full- and part-time staff vacancies, whereas previous publications have focused only on full-time vacancies.

¹²⁴ OPRB analysis of Department for Education (2024) *School workforce in England: Reporting year 2023 - School workforce in England, Reporting year 2023 - Explore education statistics - GOV.UK*

Figure B.21: Secondary school vacancy rates by subject, November 2021 - November 2023¹²⁵



76. As the latest vacancy data from the SWC refer to a snapshot in November 2023, which contrasts with the seasonal peak of hiring in April/May, we have also looked at other available vacancy data.

77. Information from SchoolDash, an organisation which collects data on job adverts for teacher vacancies in England, indicates that the rate at which secondary schools in England have been advertising teacher vacancies rose sharply at the end of the COVID-19 pandemic, reversing the fall in adverts seen during the two years of the pandemic-related disruption.¹²⁶ Following two years of substantial increases, the rate of advertised vacancies is now beginning to return towards lower pre-pandemic levels. Cumulative vacancy data for all secondary school subjects showed that the number of vacancies for all teaching positions during the 2023/24 academic year was

¹²⁵ Ibid.

¹²⁶ SchoolDash gathers weekly advert data from school and college websites. It covers all registered secondary schools, sixth form colleges and colleges of further education in England.

14% above that recorded in 2018/19 (pre-pandemic), but 11% lower than in 2022/23.¹²⁷

Teacher conditions and satisfaction

78. Teacher wellbeing and workload, alongside pay, are important influences on the teacher labour market. In its 2025 Teacher Labour Market Annual Report, NFER's analysis of teachers' working hours showed that teaching involves more working hours in a typical working week than for similar graduates in other occupations. Whilst the number of hours full-time teachers worked during a typical week fell slightly in 2023/24, the average full-time teacher worked 46 hours per full working week, about five hours per week more than for similar graduates.¹²⁸
79. In the Department's Working Lives of Teachers and Leaders Survey (WLTl), wave 3 carried out in early 2024, teachers and leaders expressed slightly lower levels of dissatisfaction with their pay and pay prospects in 2024 compared with 2023.¹²⁹ The majority of teachers and leaders felt that their work was having a negative impact on their health and wellbeing. Key outcomes from the survey are given in Table B.12.

Table B.12: Key outcomes from the Department for Education's WLTl, 2022 to 2024^{130,131,132}

Survey question response	2022	2023	2024
Agreed that their workload was acceptable	17%	17%	22%
Agreed that they had sufficient control over their workload	26%	30%	34%
Disagreed that they are satisfied with the salary they received for the work done	61%	69%	58%
Disagreed that they are satisfied with longer-term salary prospects compared with other career paths	58%	69%	60%
Agreed that they experienced stress in their work	86%	88%	89%
Agreed that their job does not leave them enough time for their personal life	65%	73%	70%
Agreed that their job negatively affected their mental health	56%	63%	62%
Agreed that their job negatively affected their physical health	45%	52%	49%
Were considering leaving the state school sector in the next 12 months for reasons other than retirement	25%	36%	34%

80. The most cited reasons for considering leaving in the 2024 wave were high workload and stress and/or poor wellbeing (both reported by 90%). There was a decrease in the proportion citing high workload (from 94% in 2023 and 92% in 2022), but an

¹²⁷ OPRB analysis of SchoolDash Insights data. Available to SchoolDash subscribers.

¹²⁸ NFER (2025) *Teacher Labour Market in England Annual Report 2025* -

<https://www.nfer.ac.uk/publications/teacher-labour-market-in-england-annual-report-2025/>

¹²⁹ Department for Education (2024) *Working lives of teachers and leaders: wave 3 summary report* -

<https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-3>

¹³⁰ Department for Education (2023) *Working lives of teachers and leaders – wave 1* -

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

¹³¹ Department for Education (2024) *Working lives of teachers and leaders: wave 2 summary report* -

<https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

¹³² Department for Education (2024) *Working lives of teachers and leaders: wave 3 summary report* -

<https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-3>

increase in the proportion citing stress and/or poor wellbeing (from 84% in 2023). Teachers' views not being valued by policymakers (79%) and lack of state school funding (78%) had the next most popular responses for considering leaving.

81. The reasons for leaving cited by teachers who had actually left the state education sector between the WLTL survey waves were similar to those who were considering leaving. The only changes observed between the two cohorts of leavers were that those who left between 2023 and 2024 were more likely than those who had left the year before to cite pupil behaviour as an important factor in their decision (44% vs. 32%) and were less likely to cite government initiatives and policy changes (47% vs. 55%).
82. Around a quarter (24%) of leavers between 2023 and 2024 who were still in work reported earning more than they did when compared with their role in English state sector teaching or leading, while 27% reported earning the same amount and around half (48%) reported earning less.
83. Among those currently in work, leavers' average working hours per week (37.4) were lower than the average of those still teaching and leading in an English state school (49.3).
84. Table B.13 shows that the 2024 WLTL survey found that average working hours for teachers and leaders in both primary and secondary schools were lower than the hours reported in the 2023 WLTL but remained above the 2019 Teacher Workload Survey (TWS). The average working hours for teachers decreased by more than leaders and were also below those reported in 2022.¹³³

Table B.13: Average reported working hours by teachers and leaders, from the TWS 2016 and 2019, and WLTL 2022 to 2024^{134,135,136,137,138}

	TWS			WLTL	
	2016	2019	2022	2023	2024
Primary leaders	59.8	54.4	57.2	57.9	57.5
Secondary leaders	62.1	56.4	58.6	59.1	58.3
Primary teachers	55.5	50.0	53.2	53.9	52.5
Secondary teachers	53.5	49.1	51.2	51.4	50.3

¹³³ Department for Education (2019) *Teacher Workload Survey 2019* - <https://www.gov.uk/government/publications/teacher-workload-survey-2019>

¹³⁴ Department for Education (2017) *Teacher Workload Survey 2016* - <https://www.gov.uk/government/publications/teacher-workload-survey-2016>

¹³⁵ Department for Education (2019) *Teacher Workload Survey 2019* - <https://www.gov.uk/government/publications/teacher-workload-survey-2019>

¹³⁶ Department for Education (2023) *Working lives of teachers and leaders – wave 1* - <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-1>

¹³⁷ Department for Education (2024) *Working lives of teachers and leaders: wave 2 summary report* - <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

¹³⁸ Department for Education (2024) *Working lives of teachers and leaders: wave 3 summary report* - <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-3>

ITT Performance profiles

85. The Department for Education provides information on the outcomes for teacher trainees, including the proportion of trainees that gained Qualified Teacher Status (QTS), and the employment rates of these qualified teachers. The latest data relate to the academic year 2022/23 and were published in July 2024.¹³⁹
86. In total there were 21,575 postgraduate trainee teachers awarded QTS in 2022/23, a 27% decrease from 2021/22 (29,511). This follows a recent increasing trend in QTS award numbers and a recent peak of 30,101 in 2020/21, possibly linked to the COVID-19 pandemic.
87. The reduction in the number of trainees awarded QTS is largely due to the reduction in overall trainee numbers, however the percentage of trainees being awarded QTS has also fallen steadily over the last four years, from 96% in 2019/20 to 92% in 2022/23. The QTS award rate had previously been stable at 95% or 96% between 2017/18 to 2020/21 (see Table B.14).
88. Of the 21,575 postgraduate trainees awarded QTS in 2022/23, it is estimated that 76% will be teaching in a state-funded school within 16 months of the end of the 2022/23 academic year, an increase from 74% in 2021/22. However, in terms of absolute numbers, this is a reduction compared to last year, with 16,307 trainees in 2022/23 estimated to enter the workforce, compared to 21,830 in 2021/22.
89. For primary postgraduate trainees, 92% were awarded QTS. QTS award rates varied by secondary subject, from 87% in Physics and 89% in Computing, to 96% in Physical Education. The proportion of trainees awarded QTS and teaching in a state-funded schools also varies by secondary subject, from 58% for Classics to 86% for Design & Technology. Postgraduate trainee outcomes by all subjects can be seen in Table B.15.

Table B.14: Number and percentages of postgraduate trainees awarded QTS and teaching in a state-funded school within 16 months of the academic year end^{140,141}

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Total number of trainees	26,794	27,750	27,923	31,698	31,747	23,385
Awarded QTS	25,490	26,402	26,751	30,101	29,511	21,575
Percentage of total trainees	95%	95%	96%	95%	93%	92%
Teaching in a State-Funded School	20,503	20,670	19,725	21,889	21,830	16,307
Percentage of those awarded QTS	80%	78%	74%	73%	74%	76%
Percentage of total trainees	77%	74%	71%	69%	69%	70%

¹³⁹ OPRB analysis of Department for Education (2024) *Initial teacher training performance profiles, Academic Year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-performance-profiles>

¹⁴⁰ Department for Education (2024) *Initial teacher training performance profiles, Academic Year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-performance-profiles>

¹⁴¹ Percentage of those awarded QTS teaching in a state-funded school is the percentage of trainees awarded QTS who are employed in a state-funded school in England within 16 months of the academic year end. For 2022/23, employment rate figures are provisional.

Table B.15: Number and percentage of postgraduate trainees awarded QTS and teaching in a state-funded school within 16 months of the academic year end, by subject for the 2022/23 academic year^{142,143}

Subject	Total number of trainees	Percentage of trainees awarded QTS	Percentage teaching in a state-funded school (of those awarded QTS)	Percentage teaching in a state-funded school (of total number of trainees)
Art & Design	478	93%	78%	72%
Biology	662	91%	83%	75%
Business Studies	229	91%	72%	66%
Chemistry	778	90%	78%	71%
Classics	64	94%	58%	55%
Computing	355	89%	76%	67%
Design & Technology	412	94%	86%	81%
Drama	332	93%	75%	70%
English	1,776	91%	82%	75%
Geography	615	92%	83%	76%
History	1,115	93%	81%	76%
Mathematics	1,881	91%	78%	71%
Modern Foreign Languages	709	93%	78%	72%
Music	305	92%	80%	74%
Other	406	94%	76%	71%
Physical Education	1,361	96%	73%	70%
Physics	459	87%	76%	66%
Religious Education	342	90%	81%	73%
Primary	11,106	92%	72%	67%
Total	23,385	92%	76%	70%

¹⁴² Department for Education (2024) *Initial teacher training performance profiles, Academic Year 2022/23* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-performance-profiles>

¹⁴³ Percentage of those awarded QTS teaching in a state-funded school is the percentage of trainees awarded QTS who are employed in a state-funded school in England within 16 months of the academic year end. For 2022/23, employment rate figures are provisional.

Initial teacher training

90. This section presents information on undergraduate and postgraduate entrants to ITT and includes data relating to entrants' characteristics and delivery against recruitment targets.¹⁴⁴

Total number of entrants

91. In total there were 27,746 new entrants to ITT in 2024/25, compared to 26,342 in 2023/24, an increase of 5%.¹⁴⁵ Of this overall total:

- There were 23,011 new entrants to PGITT in 2024/25, an increase of 8% from 2023/24.
- There were 4,735 new entrants to undergraduate ITT in 2024/25, a decrease of 5% from 2023/24. Undergraduate entrants accounted for 17% of new entrants in 2024/25, a slight decrease from 19% in 2023/24.

ITT candidate numbers and acceptances

92. The overall number of ITT candidates and accepted candidates who started ITT between 2022/23 and 2024/25 is shown in Table B.16.

93. The number of candidates applying to primary ITT courses has remained steady from 2023/24 to 2024/25, while the number of accepted candidates decreased by 4% to 8,949. For secondary subjects, the number of candidates applying for 2024/25 courses increased by 25% compared to the previous year, while the number of accepted candidates increased by 16%.

94. 53% of candidates who applied to 2024/25 courses went on to be offered and accept a place (in-cycle acceptance rate), down from 58% in 2023/24 and 70% in 2022/23.¹⁴⁶ The year-on-year decreases are largely driven by increases in international applicants who typically have a lower acceptance rate.

95. The number of Physics candidates increased by 82% in 2024/25 from 2,944 to 5,364, while the number of accepted candidates increased by 50% to 940. STEM subjects saw a 40% increase in candidates (18,591) and a 25% increase in accepted candidates (5,676).¹⁴⁷

96. The only subject with fewer candidates applying compared to the previous year was Primary with a 0.6% decrease. However, five subjects saw a decrease in the number of acceptances from the previous year: Drama (7%), Business Studies (4%), Primary (4%), History (3%), and Chemistry (0.3%).

¹⁴⁴ The ITT data used in this report are from the initial 2024/25 release which we note has been subsequently updated following the late submission of data from one provider (approximately 100 trainees). This has resulted in some minor changes to figures which may not be fully reflected in this report.

¹⁴⁵ Department for Education (2024) *Initial Teacher Training Census Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

¹⁴⁶ 'In-cycle' acceptances include accepted candidates regardless of whether they later choose to withdraw or defer their accepted application.

¹⁴⁷ STEM Subjects are Biology, Chemistry, Computing, Mathematics and Physics.

Table B.16: ITT candidates and accepted candidates for courses in 2022/23 to 2024/25^{148,149}

		2022/23	2023/24	2024/25
Primary	Total candidates	18,561	19,350	19,237
	Total accepted candidates	11,225	9,312	8,949
Secondary	Total candidates	22,216	29,951	37,560
	Total accepted candidates	11,628	12,876	14,945
Total	Total candidates	38,581	45,608	52,405
	Total accepted candidates	22,853	22,188	23,894

Entrants' characteristics

97. The broad characteristics of ITT entrants are shown in Table B.17 and Table B.18. Postgraduate entrants tend to be older and more diverse than undergraduate entrants. The median age for postgraduate entrants in 2024/25 was 24, compared to 18 for undergraduate entrants. Females account for a larger proportion of primary entrants compared to secondary; this applies to both postgraduate and undergraduate entrants.
98. The proportion of entrants from minority ethnic groups has increased for ITT entrants between 2020/21 and 2024/25, from 19% to 28% for postgraduate and 15% to 24% for undergraduate entrants.
99. Young entrants form the largest component of each cohort of ITT students. In 2024/25, 95% of undergraduate entrants were aged under 25, compared with 51% of postgraduate entrants. Despite the changing labour market, the characteristics of ITT entrants have remained broadly similar to previous years.

¹⁴⁸ Department for Education (2024) *Initial Teacher Training Census Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

¹⁴⁹ 'Total candidates' is the total number of candidates that applied to postgraduate ITT for courses that start in the given time period. 'Total accepted candidates' is the total number of candidates who have accepted an offer to start ITT in the given cycle. This includes candidates who deferred an offer from a previous cycle. Withdrawn applications and deferrals into the next cycle have been excluded. Candidate totals may not sum due to duplication caused by candidates applying for multiple subjects. High Potential ITT (HPITT) route and undergraduate routes are not included in these data.

Table B.17: Characteristics of postgraduate ITT entrants, England, academic year 2020/21 to 2024/25¹⁵⁰

	2020/21	2021/22	2022/23	2023/24	2024/25
Primary Male (%)	17	16	16	16	16
Primary Female (%)	83	84	84	84	83
Secondary Male (%)	39	39	39	39	39
Secondary Female (%)	61	61	61	61	60
Minority ethnic group (%)	19	20	22	24	28
Non-minority ethnic group (%)	81	80	78	76	72
Declared disability (%)	13	14	13	18	19
No disability declared (%)	87	86	87	82	81
Under 25 (%)	51	52	53	53	51
Median age	24	24	24	24	24

Table B.18: Characteristics of undergraduate ITT entrants, England, academic year 2020/21 to 2024/25¹⁵¹

	2020/21	2021/22	2022/23	2023/24	2024/25
Primary Male (%)	11	12	11	12	12
Primary Female (%)	89	88	89	88	87
Secondary Male (%)	23	44	44	38	43
Secondary Female (%)	77	56	56	62	56
Minority ethnic group (%)	15	17	18	21	24
Non-minority ethnic group (%)	85	83	82	79	76
Declared disability (%)	17	17	19	22	20
No disability declared (%)	83	83	81	78	80
Under 25 (%)	91	91	93	94	95
Median age	19	19	19	18	18

ITT performance against targets

100. The teacher workforce model (TWM) provides an annual estimate of the number of trainees needed to start postgraduate ITT each year to provide sufficient numbers of qualified teachers in the year after their training is completed.¹⁵² This results in ITT recruitment targets for both the primary phase and for secondary subjects, taking into account entrants from other sources including returners, deferred NQTs and teachers new to the state-funded sector.

¹⁵⁰ Figures for 2024/25 are provisional and are subject to change. 2023/24 figures have been revised. Percentages may not sum to 100 due to rounding. OPRB analysis of Department for Education (2024) *Initial Teacher Training Census Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

¹⁵¹ Ibid.

¹⁵² In 2020, the TWM replaced the Teacher Supply Model (TSM). The TWM considers both recruitment and retention alongside estimates of teacher demand. From the 2021/22 training year (ITT2021), the TWM model has been used by the Department for Education to set postgraduate ITT targets.

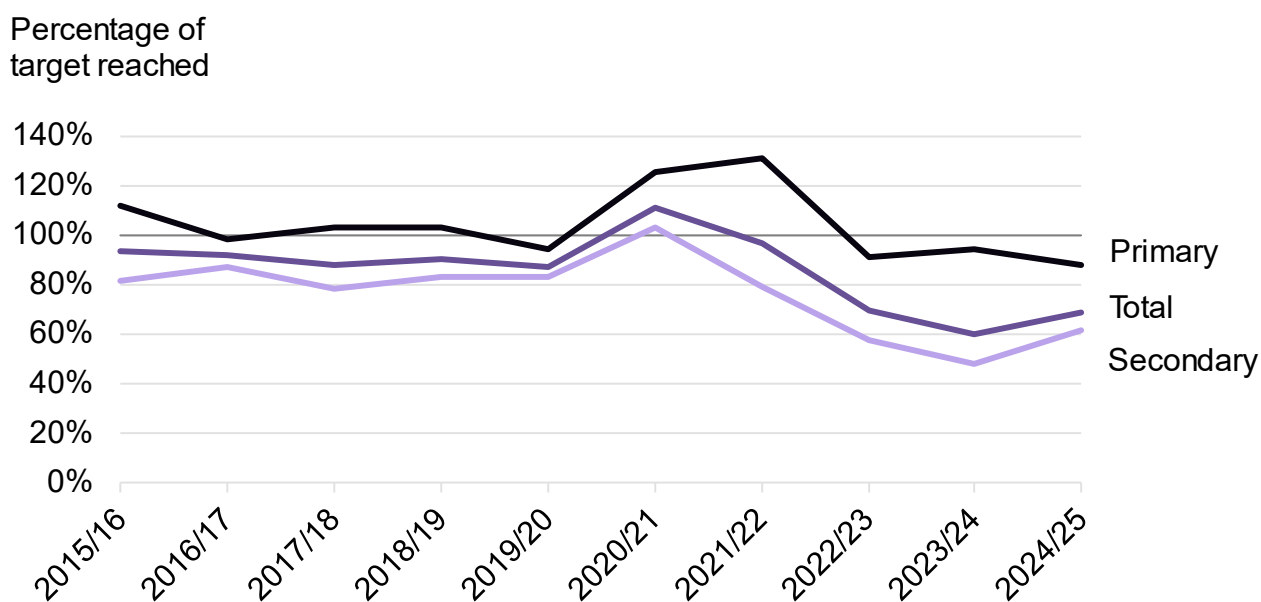
101. In 2024/25, the 23,011 new entrants to PGITT accounted for 69% of the ITT target, up from 60% in 2023/24. Within the overall total, 62% of the secondary PGITT target was achieved (14,753 new entrants), up from 48% in 2023/24. This was the net result of an increase in the number of secondary entrants and a decrease in target numbers.
102. For primary, the 8,258 new entrants in 2024/25 accounted for 88% of the target. This is a decrease from 94% in 2023/24.
103. Table B.19 shows the number of postgraduate ITT recruits and target figures for the primary and secondary phases over recent years. Figure B.22 highlights how the primary target has had a higher percentage of its ITT target reached compared to the secondary phase over the last ten years. The secondary postgraduate ITT target was only achieved in one of the last ten years; this was in 2020/21 when there was a boost to entrants driven by the COVID-19 pandemic. For 2024/25, the percentage of postgraduate primary target reached (88%) was the lowest in the past ten years.

Table B.19: Postgraduate ITT new entrants and targets, 2018/19 to 2024/25¹⁵³

Target	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Primary	12,888	12,216	14,380	14,110	10,640	8,633	8,258
Primary target	12,552	13,003	11,467	10,800	11,655	9,180	9,400
<i>Percentage of Primary target</i>	<i>103%</i>	<i>94%</i>	<i>125%</i>	<i>131%</i>	<i>91%</i>	<i>94%</i>	<i>88%</i>
Secondary	16,327	16,701	20,014	15,983	12,033	12,738	14,753
Secondary target	19,674	20,087	19,485	20,230	20,945	26,360	23,955
<i>Percentage of Secondary target</i>	<i>83%</i>	<i>83%</i>	<i>103%</i>	<i>79%</i>	<i>57%</i>	<i>48%</i>	<i>62%</i>
Total	29,215	28,917	34,394	30,093	23,673	21,371	23,011
Total TSM/TWM target	32,226	33,090	30,952	31,030	32,600	35,540	33,355
<i>Percentage of total target</i>	<i>91%</i>	<i>87%</i>	<i>111%</i>	<i>97%</i>	<i>70%</i>	<i>60%</i>	<i>69%</i>

¹⁵³ Figures for 2024/25 are provisional and are subject to change. 2023/24 figures have been revised. OPRB analysis of Department for Education (2024) *Initial Teacher Training Census Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census>

Figure B.22: Percentage of postgraduate ITT recruitment target reached, for primary, secondary and total, 2015/16 to 2024/25¹⁵⁴

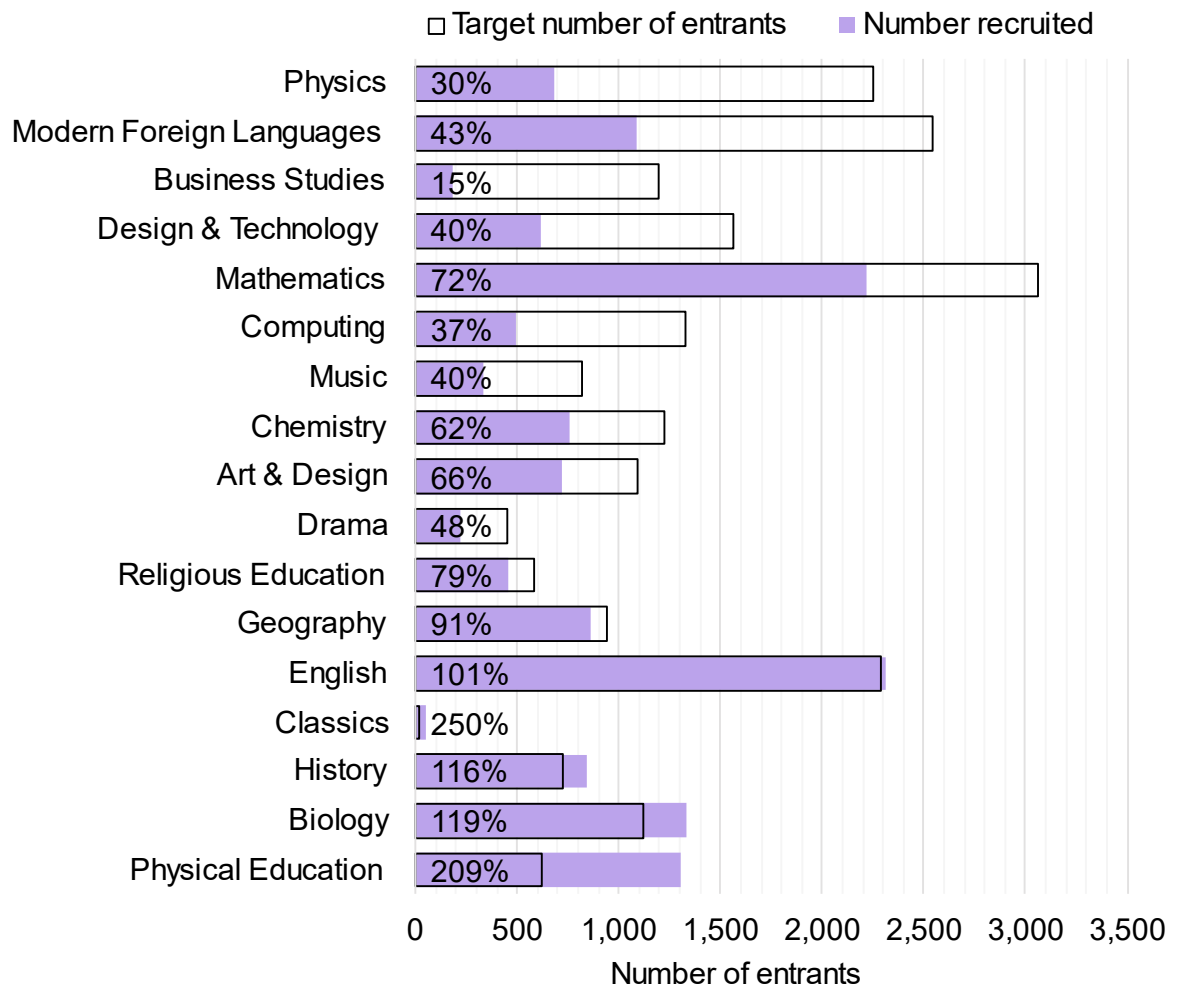


104. Figure B.23 focuses on 2024/25 and shows the absolute numbers of postgraduate trainees and target numbers, as well as the percentage of the target reached by subject. Only five subjects shown reached or exceeded their targets in 2024/25 (Classics, Physical Education, Biology, History and English). The figure shows how subjects with a similar percentage performance against target can differ in the absolute numbers of trainees by which they fell short. For example, Music and Design & Technology both reached 40% of their targets; this equated to shortfalls of 490 for Music and 946 for Design & Technology. The subject with the largest shortfall in entrants was Physics, at 1,569.

105. For STEM subjects (Biology, Chemistry, Computing, Mathematics and Physics), 61% of the PGITT target was reached in 2024/25, higher than in 2023/24 at 47%. Biology was the only STEM subject to reach its target in 2024/25. In 2024/25, Chemistry reached the lowest percentage of its target in the past seven years (62%). The percentage of target reached for Mathematics and Physics have increased from their lowest in 2023/24.

¹⁵⁴ Ibid.

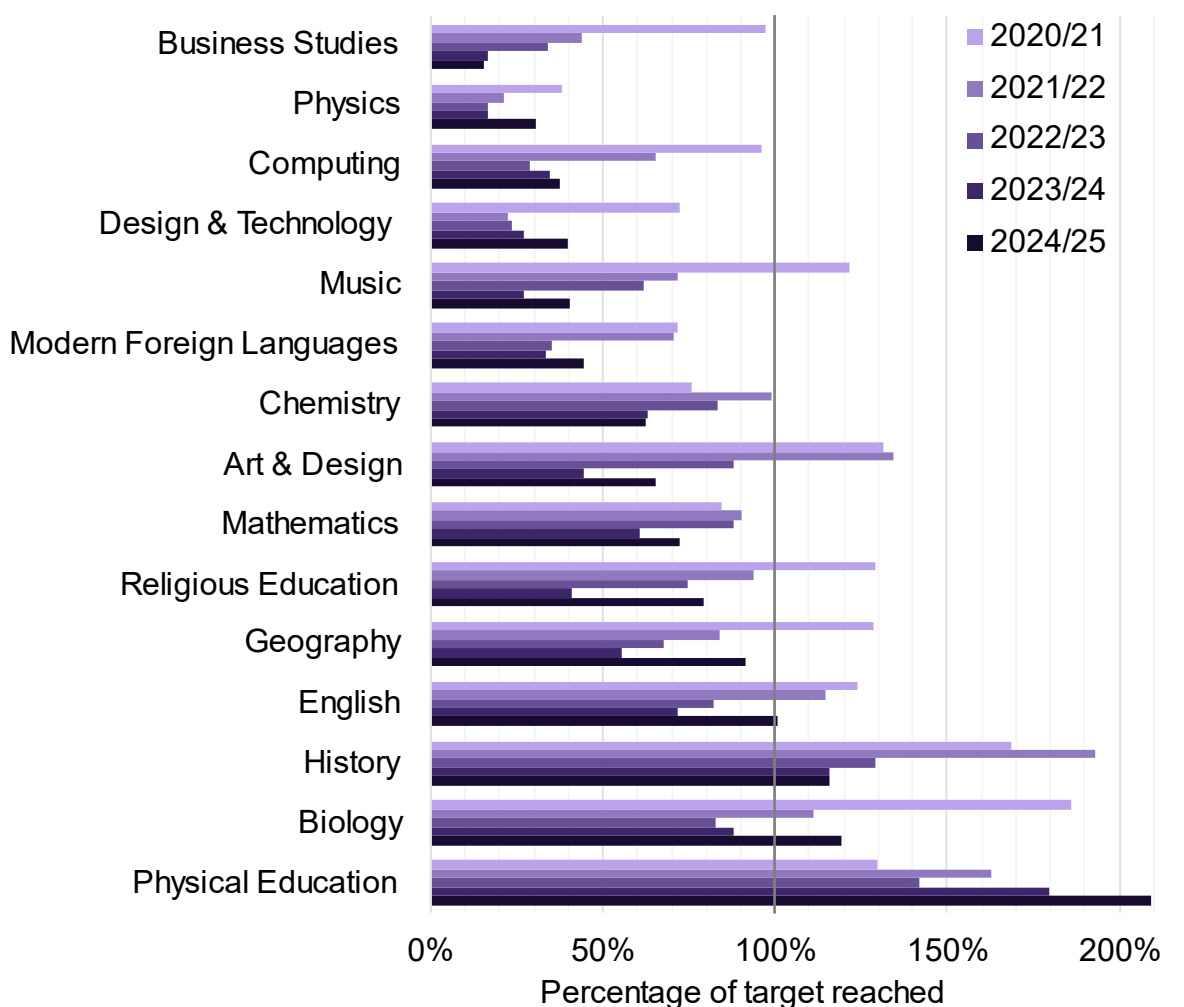
Figure B.23: Secondary subjects' target numbers of postgraduate entrants versus the numbers recruited in 2024/25. Subjects are sorted in order of the shortfall of recruitment against targets¹⁵⁵



106. Figure B.24 shows recruitment levels against targets for selected subjects in the last five years. In 2024/25, all subjects other than Business Studies and Chemistry reached a higher proportion of their target compared to 2023/24.

¹⁵⁵ Ibid.

Figure B.24: Postgraduate ITT contribution to targets by subject, 2020/21 to 2024/25. Subjects are sorted in order of contribution to targets in 2024/25¹⁵⁶



107. In order to provide a sufficient supply of teachers for 2025/26, the Department estimated that 33,355 trainees were required to start PGITT in the 2024/25 academic year. This is a 6.1% decrease from the 2023/24 PGITT target. Within this overall decrease, the 2024/25 target for primary PGITT trainees increased by 2.4% and the target for secondary PGITT trainees decreased by 9.1%.¹⁵⁷ NFER’s forecast for ITT recruitment in 2025/26, based on application data, indicates that 12 out of 17 secondary subjects are at risk of under-recruiting.¹⁵⁸

Bursaries

108. Bursaries are available to trainees on tuition fee-based teacher training courses in England that lead to the award of QTS, dependent on highest relevant academic award and ITT subject. Table B.20 shows recent changes to bursaries for postgraduate subjects. The 2020/21 academic year had bursaries available for most subjects; many of these were dropped in 2021/22 and many were reinstated over the years to 2024/25. The number of bursaries available for 2025/26 is similar to

¹⁵⁶ Ibid.

¹⁵⁷ Department for Education (2024) *Postgraduate initial teacher training targets, Academic year 2024/25* - <https://explore-education-statistics.service.gov.uk/find-statistics/postgraduate-initial-teacher-training-targets>. Modern Foreign Languages here includes Classics.

¹⁵⁸ NFER (2025) *Teacher Labour Market in England Annual Report 2025* - <https://www.nfer.ac.uk/publications/teacher-labour-market-in-england-annual-report-2025/>

2020/21. We also note that Business Studies which reached only 15% its target number of entrants in 2024/25 does not have a bursary available for 2025/26.

Table B.20: Postgraduate bursaries by subject available in academic years 2020/21 to 2025/26. Subjects sorted by percentage of ITT target reached in 2024/25^{159,160}

Subject (postgraduate)	2020/21 (£)	2021/22 (£)	2022/23 (£)	2023/24 (£)	2024/25 (£)	2025/26 (£)	ITT target performance 2024/25
Business Studies	9,000	0	0	0	0	0	15%
Physics	26,000	24,000	24,000	27,000	28,000	29,000	30%
Computing	26,000	24,000	24,000	27,000	28,000	29,000	37%
Design & Technology	15,000	0	15,000	20,000	25,000	26,000	40%
Music	9,000	0	0	0	10,000	10,000	40%
Modern Foreign Languages ¹⁶¹	26,000	10,000	15,000	25,000	25,000	26,000	43%
Chemistry	26,000	24,000	24,000	27,000	28,000	29,000	62%
Art & Design	9,000	0	0	0	10,000	10,000	66%
Mathematics ¹⁶²	26,000	24,000	24,000	27,000	28,000	29,000	72%
Religious Education	9,000	0	0	0	10,000	10,000	79%
Geography	15,000	0	15,000	25,000	25,000	26,000	91%
English	12,000	0	0	15,000	10,000	5,000	101%
History	9,000	0	0	0	0	0	116%
Biology	26,000	7,000	10,000	20,000	25,000	26,000	119%
Physical Education	0	0	0	0	0	0	209%

Overseas teachers awarded qualified teacher status

109. In addition to trainee teachers, there are existing teachers from overseas who can be awarded QTS without ITT, given their previous experience. Applicants for teaching jobs from overseas need a visa or other immigration status allowing them to work in the UK. The main visa route for non-UK teachers in England is the skilled worker visa, which requires certain conditions to be met. Alternative visa routes are also available, such as the Graduate visa or the Youth Mobility Scheme visa. More information is available via the Department's website.¹⁶³

¹⁵⁹ Department for Education (2024) *Funding: initial teacher training (ITT)* -

<https://www.gov.uk/government/publications/funding-initial-teacher-training-itt>

¹⁶⁰ Department for Education (2024) *Initial teacher training (ITT) bursary: funding manual*

<https://www.gov.uk/government/publications/funding-initial-teacher-training-itt>

¹⁶¹ The bursaries shown apply to all 'Languages' and from 2022/23 onwards include 'Ancient Languages'.

¹⁶² The bursary in 2020/21 applies to secondary Mathematics. A bursary of £9,000 was available for primary Mathematics.

¹⁶³ Department for Education (2024) *Recruit teachers from overseas* - <https://www.gov.uk/guidance/recruit-teachers-from-overseas>

110. Since 1 February 2023, teachers who hold qualifications and recognition from an increased number of countries and regions have been eligible to apply for QTS.¹⁶⁴

- Applicants with a teaching qualification from any of the following countries or regions can apply for QTS in England, if they meet the requirements: Australia, Canada, the European Economic Area (EEA), Gibraltar, Guernsey, Hong Kong, Jersey, New Zealand, Northern Ireland, Scotland, Switzerland, Ukraine and the USA.
- Applicants with a subject specialism in languages, mathematics or science, and a qualification to teach 11- to 16-year-olds from the following countries can also use the service to apply for QTS, if they meet the requirements: Ghana, India, Jamaica, Nigeria, Singapore and South Africa.

111. Following the introduction of the service in February 2023, the Teaching Regulation Agency (TRA) received a very high number of applications from teachers who had qualified in the newly eligible countries; however, demand has now stabilised. The new approach sets consistent standards so the qualifications and experience of overseas teachers can be fairly assessed. All qualified teachers who were awarded QTS had achieved a teacher training qualification of at least academic level 6 or equivalent.

112. As of June 2024, teachers who qualified in 48 countries and regions were eligible to apply for QTS using the new “Apply for QTS in England” service.¹⁶⁵

113. Overall, there were 1,740 Overseas Trained Teachers (OTTs) awarded QTS in the year to March 2024, a 13% decrease on the previous year and well below earlier years (5,000 in 2017-18).¹⁶⁶ The lower levels of OTTs may lead to further pressures on teacher supply.

114. We note that teachers trained in Wales can also apply for QTS recognition. In the year to March 2024, 1,237 teachers trained in Wales were awarded QTS. This represents a 7% decrease from the previous year. 199 teachers qualified from Scotland and Northern Ireland were also awarded QTS in the year to March 2024, a decrease of 53% from the previous year.

¹⁶⁴ Department for Education (2024) *Routes to qualified teacher status (QTS) for teachers and those with teaching experience outside the UK* - <https://www.gov.uk/government/publications/apply-for-qualified-teacher-status-qts-if-you-teach-outside-the-uk/routes-to-qualified-teacher-status-qts-for-teachers-and-those-with-teaching-experience-outside-the-uk>

¹⁶⁵ Teaching Regulation Agency (2024) *Annual reports and accounts, 2023 to 2024* - <https://www.gov.uk/government/publications/teaching-regulation-agency-annual-report-and-accounts-2023-to-2024>

¹⁶⁶ We note that not all applications made in 2023-24 had reached an outcome at the time of publication and figures will be revised in the next TRA report.

APPENDIX C

Transcript of remit letter from the Secretary of State¹⁶⁷

Dear Mike,

I want to start by thanking the School Teachers' Review Body (STRB) for your vital contribution to the sector, and for your hard work over the past year.

I am pleased that this government was able to accept the STRB's recommendations for the 2024/25 pay round in full, despite the affordability challenges we inherited. We know high quality teaching is the factor that makes the biggest difference to a child's education, giving them the knowledge and skills to succeed throughout life. This government is committed to supporting teachers to stay in the profession and thrive. This award is a key step towards our pledge to deliver an additional 6,500 teachers, and in the longer term, our mission to raise standards and break down the barriers to opportunity for every child at every stage. I also want to thank you for your views on targeted remuneration in your last report, and I acknowledge further consideration and detailed sector engagement is required by my department before any further decisions on that are made.

I write to you now to formally commence the 2025/26 pay round and ask for your recommendations on the pay and conditions for school teachers and leaders for academic year 2025/26. During this pay round, you will receive evidence from my department, HM Treasury and key stakeholders. My department's evidence will, as usual, cover the recruitment and retention context for school teachers and leaders, alongside pay and earnings data, and the expected position following the implementation of the 2024/25 pay award. It will also set out the core funding available to schools for financial year 2025-26, which will be finalised through the Spending Review and announced at the Autumn Budget on 30 October.

That comes against the backdrop of the challenging financial position this government has inherited, including a £22 billion pressure against the spending plans set out for departments at Spring Budget 2024. My department will continue to strive to deliver a mission-led approach to ensuring our vital public services are equipped to deliver the high quality on which we rely, whilst providing value for money for taxpayers.

More broadly, I note your observation on the need for more frequent and detailed equality, diversity and inclusion data at a national level, something echoed by consultees in discussion with my officials. I will therefore commit to publication of pay and progression data by protected characteristics, in parallel with the Department's written evidence, which can support your recommendations this year, and be viewed by the sector.

I know this data will be valuable, but I also recognise the calls to go further. I am interested in your views on how the current framework can best support teachers from all backgrounds and with protected characteristics, including by promoting flexible working. I am aware the pro rating of teaching and learning responsibility (TLR) payments are a concern for many in the sector, so I am specifically asking for your recommendation on whether changes should be made to enable greater flexibility.

¹⁶⁷ GOV.UK (2024) *School Teachers' Review Body remit letter for 2025* – <https://www.gov.uk/government/publications/school-teachers-review-body-remit-letter-for-2025>

Alongside the pay round and formal funding processes, we will not hesitate to make further progress on wider issues that affect the teaching profession in order that we raise its status and improve recruitment and retention. We will work with stakeholders through existing and new channels to ensure constant momentum. My department is also exploring new ways of partnership working with unions and employers, and workforce recruitment and retention is expected to play an important role in future discussions. While we are clear this will not change or impact the STRB's role in setting pay recommendations, these discussions may cover elements in the STRB's scope and inform future remits.

Matters for recommendation

I refer to the STRB the following matters for recommendation:

- An assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2025/26 academic year.
- An assessment of any changes to flexibilities around TLR payments, concerning the existing pro-rata rule.

Considerations to which the STRB should have regard

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

- a) Potential equalities impacts associated with any changes proposed to the STPCD.
- b) The cost pressures that schools are already facing and may face over the year (and how they affect individual schools).
- c) The need to ensure that any proposals are not too difficult or onerous for schools to implement.
- d) Evidence of the national state of school teacher and leader supply, including rates of recruitment and retention, vacancy rates, and the quality of candidates entering the profession.
- e) Evidence of the wider state of the labour market, including the impact of recommendations on the further education teaching workforce in England.
- f) Forecast changes in the size and shape of the pupil population and consequent changes in the level of demand for teachers.
- g) The flexibilities that exist in the current framework, which allow school leaders and governors to develop pay arrangements suited to the individual circumstances and to determine teachers' pay within the statutory minima and maxima.

We know that public sector workers deserve timely pay awards, so, as the Chancellor said in her July Statement, the government's intention is to announce the upcoming pay awards as close to the start of the financial year of 1 April as possible. It is unfortunate that, given the knock-on effects from the previous government's delays to the previous round, it is unlikely that the pay award will be announced before maintained schools should be setting their budgets, but by bringing the pay round forwards this year, we can more fully reset the timeline in 2026/27.

To this end, I would be grateful if you can deliver recommendations to the government on the 2025/26 pay award for school teachers and leaders at the earliest point that allows you to give due consideration to the relevant evidence. To support with this, the government

will publish its written evidence as soon as possible after the Spending Review is finalised and financial year 2025-26 budgets are set on 30 October, including budgets relating to pay. I recognise that changing the timeline from recent years will present challenges for the STRB, but I am sure you also share the government's belief in the importance of returning to more timely annual pay processes, so I hope you will understand the necessity of doing so.

Thank you again for the vital work you do. I look forward to engaging with the process over the coming year.

Yours sincerely,

The Rt Hon Bridget Phillipson MP
Secretary of State for Education

APPENDIX D

Conduct of the review

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

Consultation

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

Government

- The Department for Education

Organisations representing teachers

- Association of School and College Leaders (ASCL)
- British Association of Teachers of Deaf Children and Young People (BATOD)
- National Association of Head Teachers (NAHT)
- The NASUWT
- The National Education Union (NEU)
- Community Union

Association of local authorities

- National Employers' Organisation for School Teachers (NEOST)

Organisations representing governors

- National Governance Association (NGA)

Organisations invited to comment on the FE labour market

- Association of Colleges (AoC)
- Sixth Form Colleges Association (SFCA)
- University and College Union (UCU)

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

- Association of Directors of Children's Services (ADCS)
- Board of Education, General Synod of the Church of England
- Catholic Education Services for England and Wales

- Confederation of School Trusts (CST)
 - Free Churches Education Committee
 - Information for School and College Governors (ISCG)
 - Methodist Independent Schools Trust
 - Office for Standards in Education, Children's Services and Skills (Ofsted)
 - SSAT (The Schools Network) Ltd
 - Teach First
4. Our secretariat wrote to consultees on 1 October 2024 to invite them to submit written representations on the remit matters by 13 December 2024.
 5. The following organisations made written submissions: ASCL, BATOD, Community, The Department, NAHT, NASUWT, NEOST, NEU, NGA. We also received submissions on the FE workforce from the AoC, SFCA and UCU.
 6. Our secretariat shared links to all the consultees' written submissions and invited consultees to submit supplementary representations commenting on others' submissions by 17 January 2025. Supplementary submissions were received from ASCL, Community, NAHT, NASUWT, NEU and UCU.
 7. The following consultees made oral representations: ASCL, Community, The Department, NAHT, NASUWT, NEOST, NEU and NGA. All made these representations in the period 4-6 February 2025.
 8. Links to all the written submissions we received are provided in Chapter 1 of this report.

Visits and Meetings

9. In total, we held 15 meetings of the Review Body between September 2024 and March 2025.
10. We also heard from teachers, school leaders and other people involved in the education sector during our 2024 visit programme. Between September and December, we conducted four face-to-face visits and held two virtual discussion groups. We spoke to a range of staff, including primary and secondary teachers, school leaders and school business leaders. We would like to thank all participants for their time and valuable input into the discussions.
11. In January 2025, the Chair and STRB Economist attended a briefing by the Chief Secretary to the Treasury and HMT officials on the Government's economic evidence to the pay review bodies.
12. As part of our evidence-gathering process, we also received presentations that provided us with information about the wider context to our consideration of teachers' pay and conditions.

- In October, we received a presentation from officials from the Department about the context to the forthcoming pay round.
- In November, we received a presentation from NFER summarising its work on teacher pay and incentives and held a discussion on the teacher labour market with researchers from EPI, IFS, NFER and UCL.

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

APPENDIX E

Findings from the STRB's 2024 visit programme

1. The Review Body undertook a programme of face-to-face and virtual visits in late 2024. Groups of STRB members visited schools in Blackpool, Dorset, Hull and Northamptonshire. Members also undertook virtual discussions with groups of school business leaders and head teachers.
2. The recruitment of participants in the discussions this year was facilitated by Blackpool Council, Dorset County Council, Hull City Council and the Brooke Weston Trust. We are very grateful to all those who made the visits possible.
3. We were able to speak to staff across school phases and in both the local authority maintained and academy sectors. The discussions were informative and enhanced our understanding of a range of issues. We summarise key points below.

STRB report and 2024 pay award

- The 2024 pay award was generally well received. However, some commented that recent awards should be seen as an initial step in addressing the catch-up required from preceding years and that the general level of pay had not kept up with the cost of living.
- There was widespread support for a fully funded pay award although not all schools felt they received the funding in full (as the funding was based on average staff profiles).
- There were concerns over both the timing of the pay award decision and its implementation. There was support for the timing of the award being brought forward to be paid earlier in 2025 than in previous years.

Recruitment and retention

- There was a sense on some visits that initial training does not adequately prepare trainees for the ever-broadening role of a teacher which requires increasing resilience.
- The number and quality of applicants for posts had decreased in recent years. This affected all types of school.
- Recruitment of teachers in some subjects remained challenging for secondary schools, especially in STEM subjects.
- The recruitment of good quality head teachers was often difficult. Some did not view pay as commensurate with the level of responsibility and accountability. There were mixed views from teachers about their aspiration to become school leaders. More experienced teachers reported being less likely to seek career progression into leadership due to the requirements of the role.
- Work-life balance was a critical retention factor. It was felt that reducing workload and increasing opportunities for flexible working would aid recruitment and retention.
- Housing costs were a key recruitment factor for schools, especially in high-cost areas.

- Schools were drawing on more varied routes into teaching and 'grow your own' recruitment strategies were increasingly popular.
- Many teachers had a limited idea about the career pathways open to them. There was a sense that truly developmental conversations were often squeezed out by other priorities.
- Some observed that women who took time out to start a family, and part-time staff, were disadvantaged in progressing to leadership roles. Some teachers felt the profession and career progression, especially into leadership, is incompatible with family life.

Pay and the pay framework

- The level of understanding amongst teachers of pay and, in particular, pensions was patchy and highlighted the need for improved communication and knowledge sharing.
- While some teachers recognised the total reward package, younger staff in particular were less concerned about pensions and sought higher salaries to manage affordability, including housing costs.
- It was felt by many teachers and leaders that the level of pay was not commensurate with their level of responsibility or volume of workload, both having increased with schools having to meet the wider unmet needs of pupils.
- There was a perception among some teachers that, in recent years, pay and incentives have overly focused on early career teachers at the expense of those with greater experience.
- The use of both the Upper Pay Range and pay allowances varied greatly between school phases and, within phases, between schools. This disadvantaged some groups of teachers.
- The pay structure needed to better accommodate the increasingly diverse range of leadership roles.
- There were mixed views on pay differentiation either by geographic location or by subject. Some leaders observed a more nuanced approach to geographic pay targeting would be beneficial, targeting schools with greatest deprivation in an area.

School finances

- Most schools visited saw themselves as being financially challenged.
- Schools reported a range of pressures which were not adequately funded, including: increases in SEND pupils or children with wider social needs, staffing and supply costs, falling school rolls and transient pupil populations. There was a particular challenge relating to the unfunded children of asylum seekers.
- In response, schools were taking a range of measures, including: drawing on reserves, restructuring and/or reducing staff, recruiting staff at the lower end of pay ranges, and limiting the curriculum.

- Schools in deprived areas and those with transient populations were particularly financially pressured. It was felt there needed to be a more nuanced approach to funding these schools.

Workload and morale

- Many teachers reported being exhausted. Among the factors reported on visits were:
 - The expanded role of a teacher to offer broader 'social care'. This is exacerbated by the increased number of EHCP and SEND students in mainstream schools without commensurate staff capacity.
 - Worsening behaviour in some schools which increased the strain on teachers.
 - Demands relating to the Ofsted accountability regime.
 - Increased demands from parents.
- Suggested solutions included:
 - Greater availability of flexible working. This could also support increasing the diversity of the workforce.
 - More optimal use of PPA time, including greater protection of this time, increased opportunities for collaborative planning and the ability to work off-site.
 - Increases to, and protection of, support staff.
 - The use of technology where this has the potential to make tasks more efficient.
 - One school reported success in managing teacher workload through effective communication and team management, this was acknowledged by all levels of teacher and leaders.

APPENDIX F

Recommended pay levels from 1 September 2025¹⁶⁸

Classroom teachers' pay ranges and advisory pay points

Spine point	England excl. the London area (£)	Change from 2024 (%)	Fringe area (£)	Change from 2024 (%)	Outer London area (£)	Change from 2024 (%)	Inner London area (£)	Change from 2024 (%)
M1	32,916	4.0	34,398	4.0	37,870	4.0	40,317	4.0
M2	34,823	4.0	36,373	4.0	39,851	4.0	42,234	4.0
M3	37,101	4.0	38,627	4.0	41,935	4.0	44,238	4.0
M4	39,556	4.0	41,075	4.0	44,128	4.0	46,339	4.0
M5	42,057	4.0	43,545	4.0	46,800	4.0	48,952	4.0
M6	45,352	4.0	46,839	4.0	50,474	4.0	52,300	4.0
U1	47,472	4.0	48,913	4.0	52,219	4.0	57,632	4.0
U2	49,232	4.0	50,668	4.0	54,151	4.0	60,464	4.0
U3	51,048	4.0	52,490	4.0	56,154	4.0	62,496	4.0

Leading Practitioner Pay Range

	England excl. the London area (£)	Change from 2024 (%)	Fringe area (£)	Change from 2024 (%)	Outer London area (£)	Change from 2024 (%)	Inner London area (£)	Change from 2024 (%)
Minimum	52,026	4.0	53,460	4.0	56,154	4.0	61,858	4.0
Maximum	79,092	4.0	80,528	4.0	83,223	4.0	88,930	4.0

Classroom teachers' allowance ranges

Allowance	Minimum (£)	Change from 2024 (%)	Maximum (£)	Change from 2024 (%)
Teaching and Learning Responsibility (TLR) payment 3	702	4.0	3,478	4.0
Teaching and Learning Responsibility (TLR) payment 2	3,527	4.0	8,611	4.0
Teaching and Learning Responsibility (TLR) payment 1	10,174	4.0	17,216	4.0
Special Educational Needs (SEN) Allowance	2,787	4.0	5,497	4.0

¹⁶⁸ All pay values have been rounded up to the nearest £.

Leadership group pay range

	England excl. the London area (£)	Change from 2024 (%)	Fringe area (£)	Change from 2024 (%)	Outer London area (£)	Change from 2024 (%)	Inner London area (£)	Change from 2024 (%)
Minimum	51,773	4.0	53,198	4.0	55,881	4.0	61,554	4.0
Maximum	143,796	4.0	145,218	4.0	147,866	4.0	153,490	4.0

Headteacher group pay ranges

Band	England excl. the London area (£)	Fringe area (£)	Outer London area (£)	Inner London area (£)
1	58,569 – 77,924	60,001 – 79,341	62,677 – 81,995	68,361 – 87,619
2	61,534 – 83,860	62,962 – 85,287	65,642 – 87,932	71,327 – 93,556
3	66,368 – 90,255	67,796 – 91,676	70,473 – 94,322	76,154 – 99,951
4	71,330 – 97,136	72,763 – 98,549	75,433 – 101,200	81,120 – 106,823
5	78,702 – 107,131	80,134 – 108,553	82,816 – 111,202	88,496 – 116,827
6	84,699 – 118,169	86,138 – 119,590	88,812 – 122,236	94,491 – 127,863
7	91,158 – 130,274	92,595 – 131,688	95,267 – 134,339	100,951 – 139,965
8	100,540 – 143,796	101,967 – 145,218	104,648 – 147,866	110,327 – 153,490

Pay range and advisory points for unqualified teachers

Spine point	England excl. the London area (£)	Change from 2024 (%)	Fringe area (£)	Change from 2024 (%)	Outer London area (£)	Change from 2024 (%)	Inner London area (£)	Change from 2024 (%)
1	22,601	4.0	24,066	4.0	26,789	4.0	28,343	4.0
2	25,193	4.0	26,656	4.0	29,383	4.0	30,935	4.0
3	27,785	4.0	29,248	4.0	31,974	4.0	33,528	4.0
4	30,071	4.0	31,532	4.0	34,265	4.0	35,814	4.0
5	32,667	4.0	34,126	4.0	36,856	4.0	38,402	4.0
6	35,259	4.0	36,718	4.0	39,450	4.0	40,994	4.0

National living wage

The National Living Wage (NLW) (for those aged 21 and over) is planned to increase to £12.21 per hour in April 2025.¹⁶⁹ Employers should ensure that implementation of the pay award complies with the National Living Wage policy. We also expect that the Department will want to satisfy itself that employers are compliant.

¹⁶⁹ GOV.UK (2025) National Minimum Wage and National Living Wage rates - <https://www.gov.uk/national-minimum-wage-rates>

