Department for Education

Government Evidence to the STRB

February 2024

Contents

Table of figures

Summary

1. The Secretary of State wrote to Dr Mike Aldred, the Chair of the School Teachers' Review Body (STRB), on 20 December, to issue the remit for the 2024/25 pay round. This remit asked the STRB for its recommendations on the pay and conditions for teachers and school leaders for 2024/25, as well as views on the potential benefits of targeting remuneration by subject in the future.
2. This document sets out the department's evidence for the 2024/25 pay award, to support the STRB's development of their recommendations.
3. The 'introduction' chapter summarises the context of this year's pay round and looks at the next steps following the achievement of reaching starting salaries of at least £30,000 for all qualified teachers in England, as committed to in the Government's manifesto.
4. The 'recruitment and retention context' chapter provides the STRB with an update on key teacher recruitment and retention figures and statistics. This shows a record number of teachers in the profession, though recruitment and retention challenges remain especially acute at secondary phase and in specific subjects.
5. The department continues to deliver a wider range of policies to improve recruitment and retention. The chapter 'wider recruitment and retention policies' updates the STRB on this broader picture, so their recommendations can be made in the wider policy context. The chapter covers policies geared at attracting potential teachers into the profession and policies which help retain these teachers through removing barriers to entry; pensions; financial incentives; early career support; career development; workload; flexible working; and wellbeing.
6. The following chapter 'school funding context' includes the funding considerations which the STRB should take into account when deciding on an appropriate pay award recommendation.
7. 'Approach to the pay award', sets out the department's considerations for an appropriate pay award for this year, in the context of the exceptional awards of the previous two years and the return to a more stable economic context this year.
8. 'Matters for your Views: targeted remuneration' builds on the STRB's observations in their 2023 report, that 'in future, targeting remuneration to address particular workforce challenges should be considered'. This chapter asks the STRB to provide further views on the potential benefits of future targeted remuneration to address shortage subject recruitment and retention challenges.

Introduction

9. Great teaching is transformational for children's life chances. One of the department's top priorities is to continue to attract, retain and develop the highly skilled teachers and leaders needed to inspire the next generation.

10. The department continues to introduce and maintain a range of measures which are proven to support recruitment and retention in the profession.

11. Teacher pay is a crucial part of this, and the annual pay award serves to improve recruitment and retention, and to recognise the crucial role teachers play in the public sector. This was reflected in the 2023/24 pay award, which saw the highest pay uplift in over three decades and starting salaries rise to a minimum of £30,000 in all areas of the country, and up to £36,745 in inner London. This award was fully funded nationally, as the result of exceptional internal departmental reprioritisation to provide an additional £525m of funding in 2023-24 and £900m in 2024-25.

12. Pay awards should strike a balance between providing a fair and reasonable offer for public sector workers whilst delivering value for the taxpayer and being mindful of the wider economic situation. The STRB must consider the historic nature of both the 2022/23 and the 2023/24 award, which saw teacher pay increases of more than 12% on average across the two years. They must also consider the school funding context, set out in this evidence, when forming recommendations for 2024/25.

Achieving starting salaries of at least £30,000

13. In 2019, the Government made a manifesto commitment to uplift starting salaries for all qualified teachers in England to £30,000.[1] This commitment was delivered in September 2023, with progress made over multiple pay rounds through the targeting of pay at early career teachers, alongside balanced and appropriate pay rises for experienced teachers and leaders. The department is grateful for the work of the STRB in maintaining progress over multiple remits to deliver starting salaries of at least £30,000 across England.

14. Following several years of substantial pay uplifts targeted at early career teachers, including an up to 8.9% uplift in 2022/23, the Secretary of State asked the STRB for recommendations in 2023/24 to deliver this commitment. The STRB subsequently recommended a 6.5% increase to all pay ranges and advisory points from September 2023, with up to 7.1% for some early career pay points. Accepting this award has made it possible to reach a minimum starting salary of at least £30,000 for all qualified teachers in England. Over two years, this has seen starting salaries increase by nearly 17%. In London, starting salaries are even higher, up to £36,745.

[1] Conservative Party, 'Conservative Party Manifesto 2019', p.13.

15. In 2024/25, eligible teachers of mathematics, physics, chemistry, and computing can receive up to £6,000 after tax annually in the first five years of their career, on top of their salary, through the Levelling Up Premium (LUP). As a result, all across the country, teachers are seeing higher total pay due to the additional support from the LUP, including the doubling next year which has been made possible through a new and extraordinary intervention from government, announced in the autumn. For example, a new maths teacher in Blackpool, a new physics teacher in Darlington, and a new chemistry teacher in Swindon could be receiving the equivalent of £38,570[2] starting salary next year, even before accounting for the next pay award.

16. The commitment to £30,000 starting salaries has raised the status of the teaching profession, in order to improve teacher recruitment and retention. The department has set out in more detail in previous written evidence the impact of this policy:[3]

- improving pay competitiveness, by closing the gap with the most well regarded professions, and positioning teaching higher within the graduate labour market;
- driving greater competition among applicants, making it possible to attract the very best into teaching and so driving up teacher quality;
- making a strong public impact which signals investment in teachers, changing public perception to show teaching as a prestigious and financially rewarding profession;
- providing a memorable and impactful offer, to help address the historic underestimation of teachers' salaries; and
- supporting progression from initial teacher training (ITT) into the classroom, by offering a more competitive salary to encourage more trainees to enter the profession after qualifying.

17. Now the commitment to reach £30,000 starting salaries has been achieved, it is right to allow these changes to become fully embedded, and to give time for their impact to become visible. The department remains committed to using teacher pay as a key lever to continue its efforts to attract and retain the best graduates where the need is greatest, whilst also delivering value for money on taxpayers' investment in schools. Looking forward, the department will continue to review the available evidence on the best ways to support recruitment and retention. The department is particularly interested in exploring further the STRB's observation that targeting remuneration to address particular workforce challenges should be considered, and the chapter 'targeted remuneration' sets out the available evidence on subject specific targeting of pay.

[2] Combining the £30,000 starting salary and the pre-tax equivalent of the £6,000 after-tax LUP. See Annex D for further information.

[3] Department for Education, '2023 Government Evidence to the STRB', pp. 8-13.

Recruitment and retention context

18. This section will provide an update on the most relevant figures and statistics around teacher recruitment and retention, including ITT recruitment figures, retention statistics, leaver rates, and other relevant information. Further detail is also provided in the relevant annexes.

Summary of Recruitment & Retention Position

19. The number of teachers in post is at record levels, with the highest number of teachers since the School Workforce Census (SWC)[4] began, up 27,000 on 2010/11 and up over 14,500 in the three years since 2019/20. There were 468,400 full-time equivalent (FTE) teachers working in state funded schools across England in November 2022 (2022/23). This is 2,800 more than in 2021/22, representing a 0.6% increase on the year before. This has maintained the trend of continuous growth in the teacher population since the pandemic surge in 2020/21 (1.6% growth in 2020/21, followed by just under 1% in 2021/22).

20. The overall pupil teacher ratio (PTR) has fallen slightly from 18.2 in 2019/20 to 18.0 in 2022/23. It remains higher than the PTR of 17.1 in 2010/11, with pupil numbers having risen by more than 13%[5] since then.

21. Pupil numbers are a key driver of schools' demand for teachers. Rising pupil numbers in recent years have added pressure to teacher supply, driving up ITT targets. Overall, however, pupil numbers in state-funded schools[6] are projected to fall by 10% between 2022/23[7] and 2031/32. The number of pupils in state-funded primary schools peaked in 2018/19 and had fallen by just over 1% by 2022/23, with projections suggesting a further 5% fall from 2022/23 numbers by 2025/2026, and 13% by 2031/32, the final year of the projection. The number of pupils in state-funded secondary school aged 15 and under at the start of the academic year[8] is expected to stop rising from 2023/2024 before decreasing year-on-year throughout the rest of the projection, slowly at first but falling to 7% below 2022/23 numbers by 2031/32. This reduction in demand over the coming years could serve to alleviate some of the pressures on teacher numbers seen in recent years.

22. The pandemic boosted teacher retention, with the 2019/20 and 2020/21 leaver rates both substantially lower than in previous years. Leaver rates in 2021/22

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[4] Department for Education, 'School Workforce Census'.

[5] Schools, Pupils and their Characteristics; analysis of FTE pupils in state funded schools in January 2011 (academic year 2010/11) and January 2023 (2022/23).

[6] National pupil projections, covering pupils in nursery to Year 11 in state-funded schools. National pupil projections, Reporting year 2023.

[7] Academic years referenced for consistency with teacher statistics. More specifically, data is for January each year. For example, 2022/23 refers to data for January 2023.

[8] Includes all-through schools. Secondary schools also have pupils aged 16-19, so overall secondary pupil numbers are expected to peak later than 2023/24. Forecasts for pupils aged 16-19 are not included in the national pupil projections. The Teacher Workforce Model does account for estimates of 16-19 pupils when forecasting teacher demand.

returned to a similar level to before the pandemic (9.4% 2018/19, compared to 9.7% 2021/2022) and have remained significantly below the 2016/17 leaver rate peak of 10.6%. Further context on patterns in leaver rates across the public sector is included in the HMT economic evidence.

23. The pandemic also saw unprecedented increases in the recruitment of trainees, with a 19% increase in the size of the 2020/21 cohort (trainees starting in September 2020) compared to the year before. As expected, this unprecedented increase has not been sustained as the effects of the pandemic receded, with postgraduate ITT (PGITT) recruitment falling year-on-year in both 2021/22 and 2022/23.

24. The latest data for 2023/24 shows PGITT recruitment increased in secondary, rising 9% year-on-year, but remained below challenging targets. Conversely, primary recruitment fell broadly in line with the reduction in the primary target. Challenges are especially acute in certain subjects, including some STEM subjects, as detailed below.

25. Taking these factors in combination, teacher supply is performing well in primary, but faces more challenges in secondary, with pupil numbers yet to peak and recent performance against targets weaker than in primary. Challenges are especially acute in some key STEM subjects, such as physics and computing.

Postgraduate Initial Teacher Training Targets and Recruitment

26. Each year the department estimates the number of new trainee teachers required to ensure sufficient numbers of teachers in service within the English state-funded school system. These estimates are used as targets for recruiting trainees onto PGITT courses, most of whom we expect a year later to become teachers as shown later in this evidence.[9]

27. These targets are calculated using the Teacher Workforce Model. The TWM considers a broad range of factors, including but not limited to: projected pupil numbers, historical recruitment performance, teacher retention forecasts, economic factors, and recruitment from other non-ITT related routes such as returners and those teachers that are new to the state-funded schools sector. The PGITT targets are not, therefore, based on the total number of entrants schools need but rather on the forecast residual need, after accounting for other non-PGITT inflows, such as undergraduate ITT and returners. If retention and entrants from other routes are higher than expected during the time that trainees are applying for and completing their course, this can offset the need to meet the PGITT targets in full.

28. Therefore, whilst ITT recruitment is a significant aspect of teacher supply, there are continued interplays between different teacher flow types. For example, during the last 3 – 4 years, during the unprecedented event of the COVID-19 pandemic,

[9] Explore Education Statistics '[Postgraduate Initial Teacher Training Targets 2023/24']'.

there were several years where teacher retention outcomes were challenging to predict and turned out more favourable than forecasted (i.e. teacher leaver numbers were lower than expected). Therefore, this may mean in hindsight that some recent targets were slightly inflated to meet those higher leaver forecasts.

29. Despite secondary PGITT recruitment only hitting target once since 2019/20, and continued growth in secondary pupil numbers, secondary PTRs have remained relatively flat in recent years, driven by an increase in secondary teacher numbers of 11,300 since 2019/20.

30. In primary, postgraduate ITT recruitment in 2023/2024 against target[10] increased to 96%, compared to 91% against target in 2022/23. This follows substantial overperformance against target of 125% and 131% respectively in 2020/21 and 2021/22. This increase in performance against target can be explained by the reduction in primary target, as 8,800 trainees were recruited in 2023/24, a drop of 17% from 2022/23.

31. In secondary, postgraduate ITT recruitment grew to 13,100 for 2023/24, an increase of 9% from 2022/23 recruitment levels. Due to an increase in the secondary target, only 50% of the secondary ITT target was achieved, compared to 57% in 2022/23.

32. There is substantial variation between subjects in ITT recruitment. A small number of secondary subjects are over target for ITT recruitment, comprising classics, history, and PE, though there was a slight fall in trainee numbers in each of these subjects. Amongst other subjects, performance against target ranged from 93% for biology, to under 20% of the target for physics and business studies (and overall for subjects grouped under “Other”).

33. The number of trainees recruited increased compared to last year across the three sciences, maths, computing, and design and technology. Trainee numbers also increased by 30% or more in each of English, geography, and modern foreign languages (MFL), all of which are key EBacc subjects. Amongst these subjects, increased targets meant only biology, computing, physics, and design and technology saw an improvement in their performance against target this year.

34. In other subjects, a reduction in the number of trainees recruited year-on-year combined with rising targets meant there were lower outcomes against target in 2023/24 than 2022/23. Of these subjects, art and design (44% of target), RE (44%), and music (27%) have seen their ITT bursary reintroduced at a level of £10,000 for those applying to start training in 2024/25. For further detail on bursaries, please see the ‘wider recruitment and retention policies’ chapter.

35. Based on in-year data on ITT applications for courses starting in 2024/25, the emerging picture for ITT entrants in the coming year appears more positive than 2023/24. The number of ITT candidates is higher than at the same time last year,

[10] See Annex C for more detail as to how targets are set

partly driven by a rise in international candidates. Several secondary subjects are performing better at this early stage in the recruitment cycle compared to this time last year, including physics. However, there is evidence that the proportion of candidates who accept an offer is lower for international candidates compared to domestic candidates. Based on ITT Census data for 2023/24, UK nationals had an acceptance rate of 72% compared to 60% for EEA nationals and 18% for other nationalities.

36. Further detail on ITT recruitment, including more details of subjects, is set out in Annex C.

Entrants to the classroom

37. In 2022/23, there were 26,400 first year early career teachers (ECTs) (including deferred ECTs), according to the SWC. This is the highest number since 2016/17. This is related to the boost to ITT recruitment during the pandemic, as mentioned earlier in the chapter.

38. The latest year's data has also shown an increase in the number of those who had previously left teaching returning to the sector. In 2022/23 16,700 teachers returned to the classroom, the highest number of returners since 2018/19. The department's work to support returners is further explained in the 'wider recruitment and retention policies' chapter.

39. Of those postgraduate trainees who either completed or ended their training in 2021/22, 29,500, or 93% were awarded qualified teacher status (QTS), down slightly from 95% in 2020/21 and 96% in 2019/20. Of those awarded QTS, 75% were provisionally estimated to be teaching in a state-funded school within 16 months of qualification. This was an increase from 73% in 2019/20 and 74% in 2020/21.

40. However, there is variation between phases and subjects. For example, within secondary, physics and computing have consistently had the lowest proportion of total trainees going on to teach in state-funded schools (combining QTS award and employment rates, and excluding classics).

Retention

41. The proportion of teachers leaving the state-funded teaching sector in 2019/20 (leaving between November 2019 and November 2020, at the start of the pandemic) was the lowest since at least 2010/11 (when the School Workforce Census began), standing at 7.3%. This rose to 8.1% in 2020/21, and further to 9.7% in the latest available year of data, 2021/22, as the effects of the pandemic receded.

42. The latest leaver rate of 9.7% is broadly comparable to the rate reported just before the pandemic (9.4%), and significantly lower than the most recent peak in

2016/17 (10.6%). This means that the last four years of data have seen four of the five lowest annual leaver rates since the SWC started in 2010.

43. Early career retention remains more challenging. Leaver rates in the first few years of teachers' careers remain significantly higher than in mid-career. For teachers in the first five years since being awarded QTS, the leaver rate in the latest year was 11.9%, compared to an average of 8.0% for teachers with between 6 and 30 years of experience.

44. However, there are indications in the latest year of data that interventions targeted at teachers in early career, including the early career framework (ECF), may be having a positive effect. The increase in starting salaries to £30,000 may also be positively impacting retention, although further time is needed for these changes to fully embed and for their impact to become visible. The leaver rate of first year ECTs was up slightly year-on-year but remained almost 2 percentage points lower than in the last pre-pandemic year. By comparison, as above, the leaver rate for teachers overall of 9.7% slightly exceeded the pre-pandemic leaver rate of 9.4%.

45. Challenges are also more evident in STEM[11] subjects, with the proportion of STEM teachers retained in the state-funded sector five years after joining as newly qualified teachers around 4 – 7 percentage points lower than non-STEM secondary teachers for cohorts entering teaching since 2011.

46. Looking at retention in later career, leaver rates vary only slightly between 8.1% in 2021/22 for those with 6 to 10 years' experience, 7.7% for those with 11 to 20 years' experience and 8.3% for those with more than 21 to 30 years' experience. Beyond 30 years' experience, leaver rates increase, likely as teachers are often nearing the end of their careers.

47. The leaver rate for Assistant and Deputy Heads was 7.3%.[12] This varied between primary at 6.4% and secondary at 7.2%. For headteachers, the leaver rate was 10.6%. This varied between primary at 10.1% and secondary at 11.6%.

[11] STEM retention grids are shown in Annex B. STEM here is defined as those identified as teaching any of maths, computing, biology, chemistry, physics, or general science in their first year of teaching.

[12] The overall leaver rate of 7.3% is higher than the leaver rate in either primary or secondary, due to a combination of the higher rate of 9.3% in Special schools & PRUs and 24.7% for those centrally employed by LAs (published here). Advisory teachers are included as Assistant Heads in classification by grade for the SWC. Most advisory teachers are centrally employed by LAs with substantially higher leaver rates.

Wider recruitment and retention policies

48. The department continues to consider and review its approach to improving recruitment and retention, to ensure that teaching offers an attractive and fulfilling career. One such incentive is the Teacher Pension Scheme (TPS). The TPS is a government guaranteed defined benefit scheme, which means that benefits are linked to earnings, and members receive an index-linked income in retirement which has a large employer contribution element. The TPS provides additional insurance benefits, including ill health pensions should the member become too ill to teach, and death in service payments to a beneficiary of three times the teacher's full time equivalent salary. The current employer pension contribution rate is 23.6%, to rise to 28.6% (including past deficit contributions) from April 2024. This compares favourably to the private sector, where 85% of employees receive less than 10% employer contribution and more than half receive less than 4%.[13]

49. The department takes a multi-faceted approach to its development of recruitment and retention policies beyond the pay and overall reward package, with diverse pathways into the profession, and tailored support throughout teachers' and leaders' careers to improve skills, talents, and wellbeing. This approach helps to ensure recruitment and retention of high quality, capable teachers and facilitates continuous development to ensure that they can provide the best education.

50. This chapter seeks to build on previous evidence, providing updates on existing policies and sharing new developments. For further background on any policies, please refer to previous written evidence documents.

Removing barriers to entry and attracting highly talented candidates

51. The department is committed to promoting the teaching profession and removing barriers to entry, from providing a range of paths and support for prospective teachers to simplifying the process to applying for teacher training.

52. 'Get into Teaching' is an end to end, multidisciplinary service designed to inspire potential future teachers, and support them to successfully apply to teacher training. The multi-channel marketing campaign 'Every Lesson Shapes a Life' raises the profile of the profession, highlighting teaching as a fulfilling, challenging, and rewarding career path to attract talented candidates. It directs them to the Get Into Teaching website where prospective teachers can access support and advice through one-to-one Teacher Training Advisers, a contact centre, a comprehensive direct marketing offer and a national events programme. The latest iteration of the marketing campaign launched in January 2024.

[13] Office for National Statistics, 'Employer contribution bands by industry and pension type' Table P10

53. The department is continuing to utilise digital application services for interested potential teachers, streamlining the application process for teacher training. The data provided by this platform consistently provides for evidence-based changes to improve the efficacy of the service for candidates.

54. The department offers financial incentives to encourage applications to ITT. The overall value of the financial incentives package for the 2024/25 ITT recruitment cycle is £196m, an increase of £15m on the 2023/24 cycle. This includes bursaries worth £28,000 tax-free and scholarships worth £30,000 tax-free, to encourage talented trainees to key subjects such as mathematics, physics, chemistry and computing.

55. The department is offering £25,000 tax-free bursaries for eligible trainee teachers of biology, design & technology, geography and languages, including ancient languages. The offer includes £10,000 tax-free bursaries for English and the department has reintroduced £10,000 tax-free bursaries in art & design, music and RE. Additionally, the department continues to offer a £27,000 scholarship for French, German, and Spanish. These updates are covered in further detail in annex C.

56. The National Foundation for Educational Research (NFER) has recently released research[14] confirming that bursary increases are associated with increases in recruitment into ITT, consistent with previous research, and finding that bursaries are not associated with lower rates of either entering the profession after training or retention thereafter. Bursary increases are therefore associated with a sustained increase in long-term teacher supply.

57. Furthermore, the department has extended bursary and scholarship eligibility to non-UK national trainees in languages and physics. It is also in the first year of a two year pilot of the international relocation payment, which aims to support physics and languages teachers and trainees with the cost of relocating to England. This pilot is aiming to consider whether such incentives work to supplement the existing supply of domestic teachers, which will continue to be the main source of the teaching workforce.

58. The department has continued to invest in and promote diverse paths into teaching, such as apprenticeships. In the 2022/23 academic year, 1,326 people started a teaching apprenticeship, up from 1,124 in 2021/22 and 1,063 in 2020/21. For the 2024/25 academic year, providers offering the Postgraduate Teaching Apprenticeship (PGTA) can access increased grants equal to bursaries in specific high priority subjects, in addition to the £9,000 apprenticeship levy, creating greater parity between traditional routes into teaching and apprenticeships. For chemistry, computing, mathematics, physics, French, German and Spanish

[14] National Foundation for Educational Research, 'The impact of training bursaries on teacher recruitment and retention: An evaluation of impact and value for money'.

trainees, these grants are £28,000, a £10,000 uplift on the 2023/24 academic year. For further information on financial incentives for ITT, see Annex C.

59. School staff with undergraduate degrees can access a range of routes to become a teacher, including salaried routes such as the PGTA that allow trainees to retain an income while training to teach in their school.

60. The department has also continued to work to develop the Teacher Degree Apprenticeship (TDA) in collaboration with the Institute for Apprenticeships and Technical Education (IfATE) and an employer-led Trailblazer group. This will open up new avenues and opportunities to enter the profession.

61. This will be a new route into teaching through which trainees will attain an undergraduate degree and QTS while being employed by a school. Subject to IfATE approvals, the TDA standard will be published in spring 2024 with candidate recruitment to this route to launch in autumn 2024 across primary and secondary and will be open to a wide range of candidates – such as teaching assistants, career changers and young people – as an alternative to a traditional university route. Trainees will be able to attain the qualifications they need to teach without incurring student debt.

62. In addition to the full launch of the TDA in primary and secondary, we are running a funding pilot in secondary maths.[15] Providers on this pilot will design teacher degree apprenticeship courses in secondary mathematics and partner with employing schools to deliver the teacher degree apprenticeship/Schools that employ trainees as part of the pilot will receive financial incentives to support with trainee salary costs. This is to cover the proportion of time trainees will spend studying towards their qualification. This funding is available for up to 150 trainees in total.

63. The department ensures that ITT providers are fully accredited and meet rigorous government standards. Since September 2020, all ITT courses leading to QTS have been aligned to the mandatory Core Content Framework (CCF), published in November 2019. During 2022, the department ran two accreditation rounds for ITT providers. Applications for round one opened in December 2021 with round two opening in May 2022. Applicants were assessed on their capacity to deliver against the new quality requirements which form part of the new ITT criteria for the 2024/25 academic year onwards. This process concluded in December 2022, and the list of the organisations accredited to provide ITT courses from September 2024 has been published.[16] 179 applicants were successful in both rounds of the accreditation process, with 4 since withdrawing from the ITT market and 5 pausing their accreditation whilst they partner with another accredited provider to deliver ITT, leaving 170 accredited providers. This number includes 155 existing ITT providers and covers all regions of the country.

[15] Department for Education, 'New teaching apprenticeship set to transform pathway to classroom'

[16] Department for Education, 'List of providers accredited to deliver ITT from September 2024'.

64. Alongside the policies in place to attract new talent into teaching, the department is consistently reviewing its approach to encouraging former teachers back into the workforce as a key part of its strategy to boost the overall supply of teachers in England. As mentioned in the earlier 'recruitment and retention context' chapter, there were 16,700 FTE qualified returners in 2022/23, which is more than a third (35%) of all qualified entrants, 2,100 more than the previous year, and the highest since 2018/19. The department continues to support former teachers to return to the profession, such as through the Return to Teaching Advisory Service. Since expanding to serve primary teachers in December 2023, the service now covers all former teachers who wish to return to the profession in England.

65. The department continues to develop the Teaching Vacancies Service. Whilst primarily aiming to assist schools with the costs associated with school level recruitment, it has the added benefit for teachers, assisting them in finding suitable vacancies once obtaining QTS and throughout their development as leaders. Since 2019, when the service first launched, 85% of in-scope schools have signed up to utilise the service, resulting in over 190,000 vacancies being advertised for free for participating schools. This service simultaneously benefits schools as well as teachers; Based on feedback from schools, we estimate that this service has saved state funded schools in England between £26.4m and £34.5m between September 2020 and August 2023.

Financial support for early career teachers

66. The department has explored the efficacy of early career retention payments to eligible teachers to support the recruitment and retention of specialist teachers in schools most in need. In previous years, these schemes have included Maths and Physics Teacher Retention Payments and Early Career Payments. A University College London (UCL) evaluation of the Mathematics and Physics Teacher Retention Payments pilot found that beneficiaries of these schemes were 23% less likely to leave teaching. An evaluation of Early Career Payments found they reduced the likelihood of teachers leaving by 37% for the £5,000 payments, and 58% for the £7,500 payments.

67. Building on this success, these retention payment schemes (which are now closed to new applicants) have been streamlined into the Levelling Up Premium (LUP) scheme providing one clear offer to new teachers and potential teachers.

68. The LUP is offered to teachers in the most disadvantaged half of schools nationally, while in Education Investment Areas it encompasses three-quarters of schools. 4,615 teachers received Levelling Up Premium payments in academic year 2022/23, which the department estimates to be over 90% of eligible teachers.

69. Following the introduction of the LUP in disadvantaged schools, the department is expanding the LUP offer in the 2024/25 and 2025/26 academic years to include all further education colleges and doubling the amount available from £3,000 after-tax to £6,000 after-tax. The expansion of this premium aims to further boost

recruitment and retention of STEM and technical shortage subject teachers (including electronics, engineering and digital, maths, physics, chemistry, and computing) in disadvantaged schools and all further education colleges. This expansion represents a c.£100m investment in both the 2024-25 and 2025-26 financial years. The department will continue to monitor the efficacy of the LUP to ensure that this financial investment is effective and appropriately targeted to expand the pool of teachers in key shortage subjects. Further detail is included at annex D on the LUP offer and its equivalent value relative to pre-tax salary. For example, the £6,000 after-tax LUP is equivalent to an increase to pre-tax salary of £8,570.

Training and support in the early career

70. To ease the transition from training into teaching, it is vital that newly qualified teachers early in their professional careers are adequately supported to enable them to acclimatise and develop in their roles, to be empowered to deliver quality teaching and progress their skills in the classroom setting.

71. As a part of the department's commitment to offer structured development for early career teachers (ECTs), and to support them through the period in their careers where they are most at risk of leaving the profession, the department conducted a review of the Initial Teacher Training (ITT) Core Content Framework (CCF) and the Early Career Framework (ECF) during 2023, to ensure that the best support is provided to trainees and new teachers entering the profession. Following the review, the Initial Teacher Training and Early Career Framework (ITTECF)[17] was published in January 2024. The ITTECF combines and updates the previous CCF and ECF to ensure a more joined up development journey through the first three years or more of a teachers' career. The ITTECF will be delivered from September 2025.

72. In the first two years of national rollout of the ECF reforms (academic years 2021/22 and 2022/23), over 50,000 (26,648 and 26,291 respectively) ECTs started the ECF-based provider-led programme, and over 45,000 (26,713 and 19,367 respectively) mentors were trained. Evaluations from the first cohort showed that provider-led ECF-based training (95.1% of all courses) is highly rated, and increased ECTs confidence in their abilities during their first year of induction.[18]

73. In Summer 2023, Ofsted completed inspections on six of the lead providers for ECF-based training, and all were rated good or outstanding; the majority of ECTs they spoke to during these inspections had a positive experience of their training. They said it was providing them with the knowledge, understanding and skills

[17] Department for Education, 'Initial teacher training and early career framework'.

[18] Department for Education, 'Teacher and Leader development: ECF and NPQs, Academic year 2022/23'.

needed to progress in teaching and to meet the needs of learners in their specific phases.

74. The evaluation of the early roll-out of the ECF is expected to report on the impact on ECT retention in Autumn 2024. Early findings show positive signs; the evaluation report published in March 2023[19] found that four in five ECTs (82%) considered it likely they would still be in teaching in five years' time, and half (49%) considered it very likely. The leaver rate for the first cohort of newly qualified teachers eligible for ECF was almost 2 percentage points lower than the last pre-pandemic cohort, despite leaver rates overall returning to similar levels to pre-pandemic.

Supporting teachers to develop throughout their career

75. A teacher's professional and skills development does not stop when they complete their statutory teacher induction. To make teaching an attractive, challenging and rewarding career the department offers a number of development schemes and courses to encourage consistent development throughout their careers. This investment into teachers' professional development not only enhances the abilities of existing teachers, but also has a correlation with overall job satisfaction.[20]

76. Key to the department's strategy to support teachers' and leaders' professional development over the course of their careers is the department's funding and development of National Professional Qualifications (NPQs). As well as refreshing the leadership NPQs (for senior leadership, headship, and executive leadership), the 2021 reforms saw the department introduce specialist NPQs to support teachers to further their career without progressing into traditional school leadership roles, and to enable more teachers to benefit from clearer and more coherent progression routes. Further detail around the department's NPQ reforms is available in the department's written evidence for 2023/24.[21]

77. Since the 2021 reforms, 29,750 funded NPQs were started in the 2021/22 academic year, and a further 35,666 were started in 2022/23. This equates to 11.2% of teachers and leaders in the SWC having participated in an NPQ from the reformed suite (either in 2021/22 or 2022/23).[22] This represents a substantial upscale of the programme in comparison to the 33,399 professionals who undertook a funded NPQ in the four years between 2017 and 2021, or a 391% increase in the annual average over the last two years compared to the prior four.

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[19] Government Social Research 'Evaluation of the national roll-out of the early career framework induction programmes: Annual summary (year one)' , pp.47.

[20] Department for Education, Working Lives of Teachers and Leaders: Wave 1 Report 'Continuing Professional Development', pp.125-126.

[21] Department for Education, 2023 Government Evidence to the STRB, 'Matters for your views: Career paths and professional development for teachers and leaders: National Professional Qualification (NPQ) Programme Reforms' pp.41-44

[22] Department for Education 'Teacher and Leader development: ECF and NPQs, Academic year 2022/23' - under the expanded section "National Professional Qualifications".

78. In the interim January 2023 NPQ Evaluation Report, participants self-reported the positive impact that NPQs have had on them. This has included: increased skills and knowledge; increased levels of confidence; and assumption of more responsibilities.[23] This report also highlighted some early examples of those undertaking NPQs having increased career aspirations.

79. The department has made changes to the Targeted Support Fund for the current academic year (2023/24) to target help towards teachers and leaders in smaller schools who may find it harder to engage with professional development. For the smallest state-funded primary schools, with 150 or fewer pupils, payments of £800 per participant undertaking an NPQ are available.

80. Since the last written evidence, the department has expanded the suite of NPQs available to include the NPQ in Leading Primary Mathematics. The new leadership NPQ for SENCOs will also be available from autumn 2024.

81. Previous years' evidence has discussed reforms to the Teaching Schools system.[24] From September 2023, Teaching School Hubs (TSHs) began to offer quality assurance for statutory teacher induction through their role as the main provider of Appropriate Body services. In June 2023, the department announced its intention to designate lead schools as TSHs in each of the 87 existing hub areas for the next designation period from September 2024 to August 2028.This competition was launched in September 2023, and outcomes will be announced in February 2024.

82. Over the 2022/23 academic year, the National Institute of Teaching (NIoT) trained participants on its NPQs and National Leaders of Education (NLE) programmes. From September 2023, the NIoT has started delivering ITT and the ECF for the first time. It was announced in June 2023 that the NIoT will also be launching a new development programme for CEOs of Multi-Academy Trusts (MAT) called the MAT CEO programme in February 2024. The NIoT has published research reports on both mentoring and intensive training and practice, helping schools and training providers across England to deliver high-quality development programmes. The NIoT has recently concluded a consultation to discover the most pressing teacher development related questions that training providers, schools, and teachers are facing to inform future research priorities.

Workload Reduction

83. One of the key concerns from teachers, leaders and unions regarding teaching is the high workload associated with the career, inside and outside of the classroom. High workload is cited as a reason to leave the state education sector by 92% of teachers and leaders considering leaving.[25] Classroom teachers have reported

[23] Department for Education, 'Emerging Findings from the NPQ evaluation'.

[24] 'Teaching schools and school based ITT' (pages 81-82 of the department's 2023 written evidence).

[25] Working Lives of Teachers and Leaders: Wave 1 Report 'Continuing Professional Development' pp. 162-164.

spending a high amount of time on tasks other than teaching, with 75% saying they spend too much time on general admin.[26]

84. Alongside the announcement of the pay award in summer 2023, the department launched the Workload Reduction Taskforce. This Taskforce consists of sector experts, union representatives and local government employer representatives and will make recommendations to government, Ofsted, and school and trust leaders by the end of March 2024 regarding how the drivers of workload can be best addressed. This will support the wider departmental ambition of reducing working hours for teachers and leaders by five hours per week within three years.

85. An initial set of recommendations were published in January 2024 including reinserting into the School Teachers' Pay and Conditions Document (STPCD) the list of administrative tasks that do not require teachers' professional skills; strengthened implementation of the 2016 independent workload review group's recommendations; and removal of the requirement for Performance Related Pay (PRP) progression by September 2024, echoing the STRB's observation in its 2023/24 report.

86. The department accepted the recommendation for the removal of PRP, recognising concerns around the administrative and workload burden of the system. The department will conduct a rapid government and stakeholder review of current guidance surrounding appraisal and performance management prior to implementing the removal of PRP from 1st September 2024. Any changes will be communicated in Spring 2024, giving schools sufficient notice to prepare for implementation in the autumn. The department will write to the STRB Chair shortly with more detail on this.

87. To support teacher workload reduction the department is utilising new and developing technology. Oak National Academy was established as an Arm's Length Body of the department in September 2022, supplying teachers and schools with high quality digital curriculum resources. The first new resources for its initial six subjects were launched in October 2023, with full curriculum packages available from September 2024. Oak's annual 2022/23 evaluation found that 40% of users said that it had decreased their workload, with an average reduction of 4 hours per week. Moving forward, Oak is exploring the utility of generative artificial intelligence (AI) to further reduce teacher workload, including developing and testing AI applications to create tools that will help teachers to plan, generate and customise lesson resources (such as quizzes) that are aligned to Oak's content and the national curriculum and can be adapted to suit a school's individual context. Oak will also share its learning with the Department and the wider education technology sector to encourage innovation and help education suppliers

[26] Working Lives of Teachers and Leaders: Wave 1 Report 'Time spent on non-teaching tasks by phase' pp. 44.

understand how they can use Oak's resources to enhance their own products and provide additional support to schools.

88. The department has commissioned a Generative AI Hackathons project, working with Faculty Science Ltd in partnership with NIoT to further understand possible use cases for generative AI in education. The department launched a Call for Evidence on generative AI in education in June 2023, with the summary of responses published in November 2023.[27] The Call for Evidence sought views and experiences from practitioners across all stages of education as well as the EdTech sector and AI experts. In the report, reducing workload was identified as a key challenge facing teachers that generative AI could help mitigate.

89. The department has also taken steps to reduce the impact that the accountability system has on teachers' and leaders' workload. In June 2023, Ofsted announced a series of changes to its inspection arrangements to alleviate pressure on school leaders and teachers, including new arrangements for the inspection of safeguarding, providing information regarding broad timings for inspection and depersonalising school reports.[28] These changes have now been implemented. Further changes to the inspection arrangements were made in the autumn and start of the year including enhanced inspector training. Ofsted plans to launch a Big Listen programme in March to hear views from the sector and from parents about the aspects of the inspection system that is working well and where there are opportunities to make improvements.

Supporting wellbeing and flexible working

90. The department acknowledges the impact that teacher wellbeing and opportunities for a more flexible working pattern have on long term retention. Continuing to develop measures to support teacher wellbeing and opportunities for flexible working is essential to ensuring that teachers can teach to the best of their abilities, feel supported, and have long and fulfilling careers.

91. To support teachers and staff across the sector, the department worked in partnership with the education sector and mental health experts to develop the Education Staff Wellbeing Charter, which the department is encouraging schools to sign up to as a shared commitment to promote staff wellbeing. Since it launched in November 2021, over 3,300 schools have signed up to the charter. On 15 January 2024, the department published a progress update on its commitments within the charter.[29]

92. The department is funding the charity Education Support to provide professional supervision and counselling to school and college leaders. This year we increased investment in the support by doubling places so that more leaders can benefit

[27] Department for Education, 'Generative AI in education, Call for Evidence: Summary of responses'.

[28] Ofsted, 'Changes made to school inspections'.

[29] Gov.UK Education staff wellbeing charter progress update.

from this valuable support. The support is available until March 2024 and more than 1,500 school and college leaders have benefitted from the programme so far. In January 2024, the department announced additional investment of £1.5m to procure a contractor to deliver a new three-year professional supervision and counselling support package for school and college leaders from April 2024. The new programme will have capacity to support at least 2,500 leaders and will enable school and college leaders to continue to receive this support.

93. In response to concerns about increased cases of bullying and harassment of staff in schools, the department is publishing new guidance on how to prevent and tackle bullying and harassment of school staff. The guidance will be published this year.

94. In addition to wellbeing, the department is continuing to explore the promotion and implementation of flexible working arrangements within schools, to enable teachers to have greater choice about their ways of working, whilst retaining quality for pupils. The department has published non-statutory guidance and case studies[30] on flexible working, alongside the flexible working toolkit,[31] a set of practical resources to help school leaders and staff implement best practice successfully.

95. The department is further funding a programme focussed on embedding flexible working in schools and MATs. This includes the delivery of webinars and peer support provided by flexible working ambassador schools and MATs. The ambassador schools support school leaders to adopt recruitment practices that promote flexible working opportunities; provide timetabling support; work with leaders to develop flexible working policies; and champion positive approaches to flexible working. This builds on the work of the ambassador schools the department funded from March 2021 to December 2022. Leaders who participated in the programme reported increased understanding of flexible working and feeling more equipped with the skills and knowledge to implement it. The department is also continuing its programme of research to help broaden its understanding of flexible working in schools, working closely with the sector to identify and share examples of best practice and determine how best to target future support.

[30] Gov.UK 'Flexible working: resources for teachers and leaders'.

[31] Flexible Working in Education 'DfE Toolkit'.

School funding context

96. The STRB will want to consider schools' finances – the costs that they are facing and may face over the year – when making its recommendation for an appropriate pay award in 2024/25.[32]

97. Core funding for schools has grown significantly, through the additional funding secured at the 2021 Spending Review, the 2022 Autumn Statement (which brought an additional £2 billion in each of 2023-24 and 2024-25) and the Teachers' Pay Additional Grant secured following the 2023/24 teacher pay award.[33] In 2024-25, core funding for schools is set to rise to more than £59.6 billion, the highest level ever invested in real terms per pupil. This does not include additional funding that the Department will provide to schools to support with increased employer contributions to the Teacher Pensions Scheme following the changes to the SCAPE[34] discount rate. The amount of additional funding for this will be announced in due course.

98. These increases are helping schools to deliver high-quality education as well as to manage additional costs including from energy and previous staff pay awards. Following the STRB's recommendations for 2023/24, the Government was able to deliver a historically high 6.5% award for teachers and leaders, supported by additional funding to ensure that the award was properly funded. This was an outcome which required a significant and exceptional level of investment, and which came with tough choices across government. This enabled the provision of an additional £525 million in 2023-24 to support schools with the 2023 teachers' pay award, and £900 million in 2024-25. These substantial increases in school funding, especially given the need for careful prioritisation within overall public finances, demonstrate the importance that this government places on education.

99. That careful consideration of overall public finances will need to continue in 2024-25. Schools are set to experience further growth in core funding, delivered through the Core Schools Budget, in 2024-25. This increase will again help schools to invest in areas which support a high-quality education, such as increasing staff pay, including the 2024/25 teachers' pay award.

100. The already significant increases to school funding over and above the 2021 Spending Review should be noted when thinking about the 2024/25 teachers' pay award, the financial cost of that pay award, and the sustainability of overall public finances. This should be considered alongside the historic nature of the 2022/23 and 2023/24 awards and the funding required to deliver them. The 2024/25 pay

[32] 2024/25 is used to refer to the academic year starting in September 2024, and 2024-25 is used for the financial year starting in April 2024.

[33] The Core Schools Budget covers the cost of mainstream education for 5-16 year olds, and high needs SEND education for those aged up to 25. It provides funding for day-to-day running costs, including teacher pay, support staff pay, energy bills, minor maintenance, and teaching materials, amongst other core costs.

[34] Superannuation Contributions Adjusted for Past Experience (SCAPE)

award must strike a careful balance between recognising the vital importance of teachers whilst being mindful of overall financial sustainability, challenging macroeconomic conditions, and value for the taxpayer.

101. Through the actions of this government, inflation more than halved last year from 11% to 4%, down from the levels reached following Russia's invasion of Ukraine. As inflation comes down further, there remains a high degree of uncertainty and headroom could increase or decrease, depending on the actual cost pressures which materialise. The department has published its usual assessment of mainstream schools' costs via the Schools' Costs Technical Note (SCTN), which sets out the available headroom in schools budgets, nationally, before taking account of pay awards for support staff and for teachers.[35]

102. Central government does not have a role in setting pay for support staff in schools. For most support staff, including teaching assistants, schools have the freedom to recruit according to their own circumstances and set pay and conditions. Most school support staff pay is set according to local government pay scales. The pay award for support staff will therefore be the most important variable for the overall headroom in schools' budgets before accounting for any teachers' pay award.

103. The STRB should also consider the calculations in the SCTN are national totals, and do not show the variation between schools. It is reasonable to use national-level figures in a funding system where the department seeks to ensure that costs are funded at a national scale, and does not match each school's precise, individual costs. The system is designed to distribute funding differently; this is purposeful and with intent. Funding for individual schools will depend on their characteristics, the profile of their pupils and how the National Funding Formula and Local Authority formulas distribute funding between schools. Furthermore, it is designed to give schools significant autonomy. Costs for individual schools will differ depending on their staff profile, spending decisions, and other factors. The Funding Floor within the National Funding Formula is designed to provide a minimum per pupil funding increase for all schools.

104. The schools funding system is therefore not able to precisely cover the annual change in costs for each individual school, as to do so would undermine school autonomy. However, the department has heard the concerns expressed in 2023 about school-level variation. This makes it even more important for the STRB to consider the variation in costs across the school system.

105. The STRB should be mindful of the risks for schools' provision if it recommends a teacher pay award which could create a substantial pressure on schools. As set out in HMT's Economic Evidence, whilst inflation has more than halved since its peak in Autumn 2022, it remains above target. This government is committed to supporting the Monetary Policy Committee to bring inflation back to target by aligning fiscal with monetary policy. Further borrowing would add to inflationary

[35] Department for Education 'Schools' costs: technical note'

pressure, which would put upward pressure on interest rates, increasing borrowing costs for households, businesses and the government. As part of this the government is committed to ensuring the sustainability of the education and schools' systems in the long term.

Approach to the pay award for 2024/25

106. This chapter sets out the department's view on the considerations for an appropriate pay award for teachers and leaders in 2024/25. The evidence has so far provided the current recruitment and retention picture, the department's wider work to support recruitment and retention, and the school funding context. Great schools need great teachers and leaders, and a competitive salary, along with the existing strong package of pensions and incentives, helps to attract and retain the very best in the profession. It is important that the STRB's recommendation for a pay award carefully balances a range of factors, including recruitment and retention, the existing offer for teachers, the school funding context, and wider economic factors.

107. First, it is important to consider the context of the most recent pay awards. The historic 2023/24 pay award of 6.5% and our delivery of the government's manifesto commitment of a £30,000 starting salary for teachers in all regions of England. Settlement data are the most comparable data to PRB decisions, as they are a direct measure of consolidated pay awards, and so are not affected by broader labour market factors such as changes to working hours. According to XpertHR,[36] median settlements across the economy have been between 5.0% and 6.0% so far in 2023-24, making the 6.5% award for teachers slightly above the wider economy. That award was the highest in 30 years and came on top of the previous record award in 2022/23 of 5.4% on average. This means that over two years, the combined average teacher pay award has been more than 12%.

108. Starting salaries in particular have seen exceptionally high increases of 23% over four years, and nearly 17% over the last two years, with a pay award for new teachers of up to 8.9% in 2022/23 and 7.1% in 2023/24. Qualified teachers in every region of England now receive a starting salary of at least £30,000, with the minimum salary in Inner London now standing at £36,745. Alongside the generous teacher pensions offer, this creates an attractive incentive for new teachers.

109. In addition, the doubling of the Levelling Up Premium (LUP), which is increasing to up to £6,000 after tax from 2024/25 means that, before any additional pay award for 2024/25, a teacher in London next year could take home the equivalent of £42,455 in their first year of teaching.[37] Similarly, a new maths teacher in Blackpool, a new physics teacher in Darlington, and a new chemistry teacher in Swindon could be receiving the equivalent of £38,570 starting salary next year, before accounting for the next pay award. Further detail on LUPs is provided in the 'wider recruitment and retention' chapter. The department's range of measures to support recruitment and early career retention, which will benefit thousands of

[36] For further details, please see the Economic Evidence published by HMT.

[37] This encompasses the £36,745 inner London M1 salary, and the pre-tax equivalent of the maximum LUP of £4,000 that will be available in the most disadvantaged 30% of London schools.

teachers across the country, also includes increased bursaries worth up to £28,000 tax-free.

110. Alongside a competitive starting salary, generous bursaries and the LUP, and substantial pay awards for experienced teachers over recent years, teaching has strong potential for those seeking progression. It is possible for an experienced classroom teacher to earn up to £56,959, and those classroom teachers taking on sustained additional responsibilities can earn up to £72,649.[38] The TPS employer pension contributions from April 2024 on these salaries are equivalent to £16,290 and £20,778 respectively.[39]

111. Among leaders, the 2023/24 award is likely to see average secondary headteacher pay increase to more than £100,000,[40] with the headteacher range stretching up to almost £140,000, demonstrating highly competitive salaries are achievable for those who are looking to pursue a leadership career in teaching.

112. The STRB will be aware that the teacher pay system is set up to reward teachers as they progress through their career, encouraging retention through an annual review that sees teachers moving through the pay points as they develop. Typically, around 40% of the workforce progress in this way each year, meaning around 40% of classroom teachers this academic year will see impressive total increases in their salary of between 10% and 14.9%, reaching up to 17.4% for Inner London teachers moving from M6 to UPR. For those who have seen pay progression over both of the last two years, they will have received a salary increase of at least 20% and up to 32%.

113. In the context of the exceptional macroeconomic environment in recent years, these higher awards were appropriate and the right decision to reward teachers and leaders for their hard work, to support recruitment and retention, and to continue to make teaching an attractive career. However, the wider economic context has moderated, with inflation more than halving from its peak in late 2022 and wage growth easing from the high levels seen in the summer of 2023. While the economy fared better over the last year than many forecasts initially predicted, it ended 2023 in a technical recession.

114. The Office for Budget Responsibility (OBR) forecasts that inflation will continue to ease, averaging 2.1% over academic year 2024/25, and that the labour market will loosen further. Unemployment is forecast to increase to 4.6% in the middle of 2024 and remain there until the end of 2025, with average earnings growth falling below 4% this year, to around 2% in 2025, and forecast to average around 2.7%

[38] £56,959 is the maximum U3 salary for classroom teachers in Inner London. £72,649 is possible for a teacher who also receives the maximum TLR1 payment (£15,690) for sustained additional responsibilities.

[39] TPS employer contribution rate in April 2024 will increase to 28.6%, this includes past deficit costs and future service costs.

[40] Median secondary headteacher pay in November 2022 was £97,300 according to the SWC. The 6.5% award for 2023/24 would be equivalent to an additional £6,300, meaning more current data, when it becomes available, could be expected to exceed £100,000.

over academic year 2024/25. The increase in unemployment is expected to ease the level of vacancies across the private and public sector, supporting recruitment and retention. Historically, redundancies in periods of rising unemployment are concentrated in the private sector, with public sector workers such as teachers benefiting from higher job security. Given this economic outlook over 2024/25, and following two unprecedented years, it is appropriate for teacher pay awards to also return to a more sustainable level. As well as thinking about the external context, the STRB will also want to consider the wider factors that make teaching an attractive career, and that are supporting and improving the competitiveness of the teacher reward package.

115. One such improvement to the teacher reward package is the National Insurance contributions cut from 12% to 10% from January 2024 announced by the Chancellor at the Autumn Statement.[41] This will see the average teacher benefit from an annual gain of over £630.[42] This increase in take-home pay is automatically provided to all teachers and leaders in England, ahead of any pay rise being awarded.

116. Teachers and leaders also receive extensive benefits as they reach the end of their career. The TPS is one of the most generous pension schemes available and exists as both a valuable incentive to enter teaching and a significant inducement for retention. Employer contributions for public service pension schemes are generally expected to increase further from April 2024 following the 2020 valuations, and teachers will benefit from a 28.6% employer pension contribution (including past deficit contributions) from April 2024, considerably more generous than the private sector, where 85% of employees receive less than 10% employer contribution and more than half receive less than 4%.[43]

117. Considering the above, it is the department's view that the overall reward package for teachers, the recruitment and retention picture, and the more stable economic context support the return of teacher pay awards to a more sustainable level than the previous two historically high pay awards. The STRB should be mindful that pay awards achieve a careful balance between recognising the vital importance of public sector workers, whilst delivering value for the taxpayer and not increasing the country's debt further.

118. The 'introduction' chapter of this evidence set out that following the delivery of £30,000 starting salaries, it would be appropriate to allow time for the impact of this targeting to materialise and be fully understood. The department is also using this pay round to explore how to best address shortage-subject recruitment and retention challenges through the pay system, as covered in the remit to the STRB,

[41] HM Treasury, 'Autumn Statement 2023'.

[42] Based on November 2022 SWC median teacher pay of £41,600, uplifted by the 6.5% 2023/24 pay award to £44,300. This would mean £31,700 of income above the primary threshold for national insurance, with a 2 percentage point reduction in the rate reducing contributions on this income by £630.

[43] Office for National Statistics, 'Employer contribution bands by industry and pension type' Table P10

and in the chapter ‘targeted remuneration’. Therefore, this year it would be appropriate for the pay award to be distributed equally across all pay points on each pay range and across all allowances, without any additional targeting.

Matters for your views: targeted remuneration

119. In their 33rd report, the STRB referenced the need to consider targeted remuneration to address particular workforce challenges. In the remit letter, the Secretary of State welcomed these observations and invited the STRB to offer further views on the potential benefits, in principle, of targeting remuneration by subject in the future.

Context

120. Great teachers shape lives. It is important that all pupils across the country can access high quality, specialist teachers. Teacher quality is the most important in-school factor in improving pupil outcomes[44] and having a sufficient pipeline of high quality teachers is key to achieving this aim.

121. The department recognises that recruitment and retention has been a challenge in the teacher workforce. In addition, delivering long-term educational reforms, such as the Advanced British Standard (ABS), will require workforce growth. Delivery of the ABS will require a sufficiently sized and skilled workforce across schools and further education, and it is important to continue to attract, retain and develop the highly skilled teachers needed.

122. The recruitment of teachers has been more challenging for some subjects than others, including physics and computing. STEM teachers also have lower retention rates than non-STEM teachers. The department is committed to addressing these challenges to ensure there are excellent teachers where they are needed most. Therefore, it is worthwhile considering whether there is more that the pay system could do to address these challenges, alongside the wider work of the department and others on improving teacher supply in specific subjects.

Existing measures on subject-specific teacher supply challenges

123. Action has already been taken to address subject-specific recruitment and retention challenges, both by targeting teacher reward where workforce challenges are more acute and through broader non-pay related measures.

124. As described in the ‘wider recruitment and retention’ chapter, the department has simplified the incentives for trainee teachers and is now offering increased bursaries worth up to £28,000 tax free and scholarships worth up to £30,000 tax free in mathematics, physics, chemistry, and computing to create a talented trainee teacher pipeline in subjects where recruitment and retention is most challenging. For 2024/25, bursaries of between £10,000 and £25,000 are available

[44] J Hattie, ‘Visible Learning’ (2009).

for most other secondary subjects, particularly those experiencing teacher shortages.

125. The Levelling Up Premium, worth up to £3,000 after tax, is available for mathematics, physics, chemistry, and computing teachers in the first five years of their careers. For 2024/25 and 2025/26, the department will be investing £100 million each year to double the rates of the Levelling Up Premium to up to £6,000 after tax and to extend the offer to FE teachers.

126. This has been accompanied by reforms to the pay structure, where the department has targeted pay to focus on early career teachers, as set out in the Introduction. Retention is weakest for those early in their career and this is where evidence suggests that pay can have the greatest impact on recruitment and retention.

127. Schools also have the ability to use existing flexibilities within the STPCD, such as recruitment and retention incentives, to attract and retain teachers. Wave 1 of the Working Lives of Teacher and Leaders (WLTL) Report[45] shows that over half (55%) of headteachers were using pay flexibilities in their school, with more secondary headteachers (76%) using flexibilities than primary headteachers (51%). 64% of those who used flexibilities did so to boost the pay of some teachers and 62% used them to encourage high performing teachers to stay within the school. In particular, 37% of secondary headteachers who used flexibilities cited one reason for using them was to pay shortage subject-specialist teachers a premium. However, these flexibilities are discretionary and temporary in nature, making them less marketable to prospective and current teachers. Therefore, whilst they may help to support localised recruitment and retention challenges, it may be necessary to go further within the pay system to address ongoing recruitment and retention challenges.

128. As well as targeting teacher reward, the department has a range of other efforts to address challenges in specific subjects. These include existing work to grow the graduate pool for shortage subjects through partnerships with STEM professional organisations and specialists to encourage their networks to consider teaching as a career; as well as supporting existing teachers to convert to train in shortage subjects through the Subject Knowledge for Physics Teaching (SKPT) programme.

129. The department acknowledges the importance of having a sustainable teacher workforce and is therefore interested to hear views on how further targeting of pay could address these workforce challenges. The department is interested to hear the views of the STRB on the benefits, principles, and wider considerations of targeted remuneration to inform exploration of this concept over the longer-term.

[45] Department for Education, Working Lives of Teachers and Leaders: Wave 1 Report.

The case for targeted remuneration

130. The department is committed to ensuring that teaching is a financially competitive career option within the graduate labour market. In the last pay round, the Government delivered on the commitment to raise starting salaries to £30,000, an increase of nearly 17% in the last two years, alongside delivering a near 12% average pay award across the same period for experienced teachers.

131. The UK labour market remains highly competitive, particularly for individuals with STEM skills. The STEM pay premium is substantial – Longitudinal Educational Outcomes (LEO) data[46] for five years after graduation shows that mathematical sciences graduates earn £8,800 more than the average graduate; for physics and astronomy graduates, earnings are £7,300 more than average; for computing, £4,400; and chemistry, £3,000. The earnings gap grows further in each subject by ten years after graduation.

132. Alongside this, employer and graduate surveys indicate that STEM roles are among the most competitive positions to fill, with organisations indicating that STEM-related roles will become even more in demand in the next 5 years.[47] This means STEM subjects operate in a more competitive labour market and STEM graduates can attract greater pay outside of teaching relative to non-STEM subjects. Evidence from the Wave 1 report of the Working Lives of Teachers and Leaders survey suggests that teachers are aware of this, with teachers whose main subject was physics, chemistry, computing or mathematics being more likely to disagree with the statement: 'I am satisfied with my longer-term salary prospects compared with other career paths I could follow if I leave.'[48]

133. Research has found a relationship between higher relative pay outside teaching and higher rates of teachers leaving the profession, and that this effect tends to be larger for teachers in the first few years of their career and in shortage subjects.[49]

134. A more competitive salary offer and greater employment opportunities outside of teaching for STEM graduates are contributing to ongoing teacher recruitment and retention challenges in STEM subjects. This can be seen in the recruitment data set out earlier in this evidence, including for physics, computing, maths, and chemistry. Furthermore, retention rates are lower for STEM teachers. As set out in the 'recruitment and retention context' chapter, the proportion of STEM secondary teachers remaining in state schools five years after joining as newly qualified

[46] Department for Education, 'LEO Graduate and Postgraduate Outcomes'.

[47] Institute of Student Employers, 'Student recruitment survey 2023: trends, benchmarks, and insights'. IT and digital, accountancy finance and banking, and engineering were identified as the top three job roles that organisations think they will need more of in the future.

[48] Department for Education, 'Working Lives of Teachers and Leaders: Wave 1 Report'

[49] National Foundation for Educational Research (NFER), 'Retaining Science, Maths and Computing teachers' (November 2019).

teachers has been between 4 and 7 percentage points lower than non-STEM secondary teachers since 2011.

135. Therefore, as competition in the wider labour market has made it more challenging to recruit and retain STEM teachers, the department is interested in understanding how it would be possible to go further than the current levers to target teacher reward to ensure a strong teacher supply. This is why it would be beneficial to understand the potential effects of targeted remuneration to meet these challenges.

The potential effects of targeted remuneration on teacher recruitment, retention, and quality

136. Evidence shows that more competitive pay can influence recruitment[50] and that targeting pay to shortage subjects could also have a positive impact on retention. For example, the Gatsby Foundation's analysis of three studies on the effect of early career salary supplements in the US found that for every 1% increase in relative pay for a shortage-subject teacher, there is a 3.1% reduction in the number of teachers leaving the profession.[51]

137. More recently, more direct evidence has become available on the impact of early career salary supplements for STEM teachers in England, which broadly aligns with the US impact estimates. The department's current offer is the LUP, covered in detail in the 'wider recruitment & retention policies' chapter. It is too early to fully evaluate the LUP, but it is possible to draw on evidence from the predecessor pilots which informed it, as these demonstrate the link between targeted teacher reward and impacts on retention. For example, an evaluation of the department's £2,000 maths and physics teacher retention payments found that eligible teachers in receipt of such payments were 23% less likely to leave the profession in a given year.[52] Furthermore, new analysis from the Phased Maths Bursary evaluation[53] shows that a higher teacher reward offer brings greater retention benefits. The study found that the Early Career Payments reduced the likelihood of teachers leaving by 37% for the £5,000 payments, and 58% for the £7,500 payments.

138. Even though, unlike pay, retention payments are tax-free lump sum payments, it is reasonable to interpret this evidence as showing that an enhanced pay offer could improve retention in shortage subjects. Furthermore, pay has the potential to deliver a greater recruitment and retention impact because it provides prospective

[50] National Foundation for Educational Research (NFER), 'The impact of pay and financial incentives on teacher supply' (June 2022).

[51] Sam Sims, 'What Happens When You Pay Shortage-Subject Teachers More Money: Simulating the Effect of Early-Career Salary Supplements On Teacher Supply in England', The Gatsby Charitable Foundation (November 2017).

[52] Sam Sims and Asma Benhenda, 'The effect of financial incentives on the retention of shortage-subject teachers: evidence from England', University College London (UCL): Working Paper No.22-04 (April 2022).

[53] Department for Education, 'Evaluation of the phased maths bursaries pilot: Final report' (November 2023).

and current teachers with certainty of a higher ongoing salary, rather than increased payments for a time-limited period, which indicates that this approach may be worth further consideration.

139. Targeted remuneration could also bring teacher quality benefits. There is evidence that suggests teacher effectiveness (i.e. when defined as impact on pupils' attainment) improves significantly over the first years of a teacher's career.[54] Therefore, improving early career STEM teacher retention, which is weaker than non-STEM subjects, through a more competitive pay offer, could boost average teacher effectiveness by reducing the number of STEM specialist teachers leaving the profession after gaining those crucial first years of experience. Targeting remuneration could bring additional benefits; for example, reducing time and financial resource in recruiting new teachers to replace them, and potentially helping raise pupil outcomes through retaining skilled and specialist teachers.

Summary of inputs to the matters for STRB views

140. Teacher reward is already targeted through the LUP offer; the department is interested in understanding what further action could be taken to make progress in addressing workforce challenges. This chapter has set out current recruitment and retention challenges within specific subjects. It outlines the potential effects of targeted remuneration for teacher recruitment, retention, and quality. Pay is not the only way to address these challenges, and this is why the department has a wide range of recruitment and retention policies beyond the pay and overall reward package (as outlined above and in the 'wider recruitment and retention' policies chapter). However, this chapter recognises that greater competition in the labour market has made it more challenging to recruit and retain STEM teachers, and that a range of approaches may be needed to address these challenges. This is why the department is interested in understanding the potential effects of targeted remuneration as a future approach.

141. At this time, the STRB's focus should be on exploring the evidence base for targeted remuneration to inform further thinking on how this could help to alleviate subject-specific recruitment and retention challenges and bridge the gap between teacher pay and outside graduate earnings. Exploring targeted remuneration is a shift from the department's current approach, which is why it is important that the STRB thoroughly consider both the merits and challenges, alongside other factors. The department will take into account the STRB's views and evidence from consultees, before any form of targeted remuneration is implemented.

142. The department remains committed to ensuring pay for all teachers is competitive. Any future targeting of pay would need to be developed whilst considering wider workforce recruitment and retention, and remuneration considerations, as well as the wider economic and school funding context. Recruitment and retention

[54] Tara Kini and Anne Podolsky, 'Does Teaching Experience Increase Teacher Effectiveness? A Review of the Research', Learning Policy Institute (June 2016).

challenges are not the same in all subject areas, and there are subject areas where teacher supply is stronger, any future system that targets remuneration by subject area would have to take this into consideration.

Annex A: Teacher Workforce Characteristics

A1. The School Workforce Census collects data relating to a November census day each year. The most recent data available relates to November 2022; data relating to November 2023 will be published later this year. The data used in these annexes may therefore not reflect the current position in schools. For example, the data will not reflect any impact of the latest pay award; and leaver data, which reflects teachers who left between November 2021 and November 2022, will likely not reflect any impact of the most recent two pay awards.

A2. In November 2022 (2022/23), there were 468,400 FTE teachers in state-funded schools in England. Table A1 shows the proportion of these teachers split by grade and phase. The majority (85%) of teachers were classroom teachers, accounting for 396,700 FTE. The remaining 15% consisted of approximately 71,700 FTE leadership teachers.[55] Of all FTE teachers in state-funded schools in England, 3% - 12,700 FTE - were unqualified teachers.[56]

Table A1: Teacher FTE by grade and phase, state-funded schools (England, November 2022, in thousands with percentages of total workforce in brackets)[57]

	Nursery and primary	Secondary	Special	Centrally employed	Total
Heads	16.9	3.8	1.5	0.1	22.3
	(4%)	*(1%)*	*(0%)*	*(0%)*	*(5%)*
Deputy heads	11.3	5.6	1.3	0.0	18.3
	(2%)	*(1%)*	*(0%)*	*(0%)*	*(4%)*
Assistant heads	12.4	15.3	2.2	1.2	31.1
	(3%)	*(3%)*	*(0%)*	*(0%)*	*(7%)*
Classroom teachers	180.7	191.3	22.1	2.6	396.7
	(39%)	*(41%)*	*(5%)*	*(1%)*	*(85%)*
TOTAL	221.3	216.0	27.1	3.9	468.4
	(47%)	*(46%)*	*(6%)*	*(1%)*	*(100%)*
of which, unqualified	4.0	6.1	2.3	0.3	12.7
(as % of column total)	*(2%)*	*(3%)*	*(8%)*	*(8%)*	*(3%)*

Source: School Workforce Census, November 2022

A3. The number of teachers in state-funded schools is 27,000 higher than in 2010/11 and over 14,500 higher than in 2019/20. Primary teacher numbers rose rapidly between 2010/11 and 2016/17, growing by more than 26,000; since 2016/17, primary teacher numbers have broadly stabilised, oscilating between a range of 221,100 and 222,500. Secondary teacher numbers fell between 2010/11 and

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

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

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

2018/19 but have since grown by more than 12,000, with year-on-year increases for the last four years. The number of teachers in Special/Pupil Referral Unit (PRU) settings has grown every year since 2010/11,[58] with an increase of 15% over the last four years.

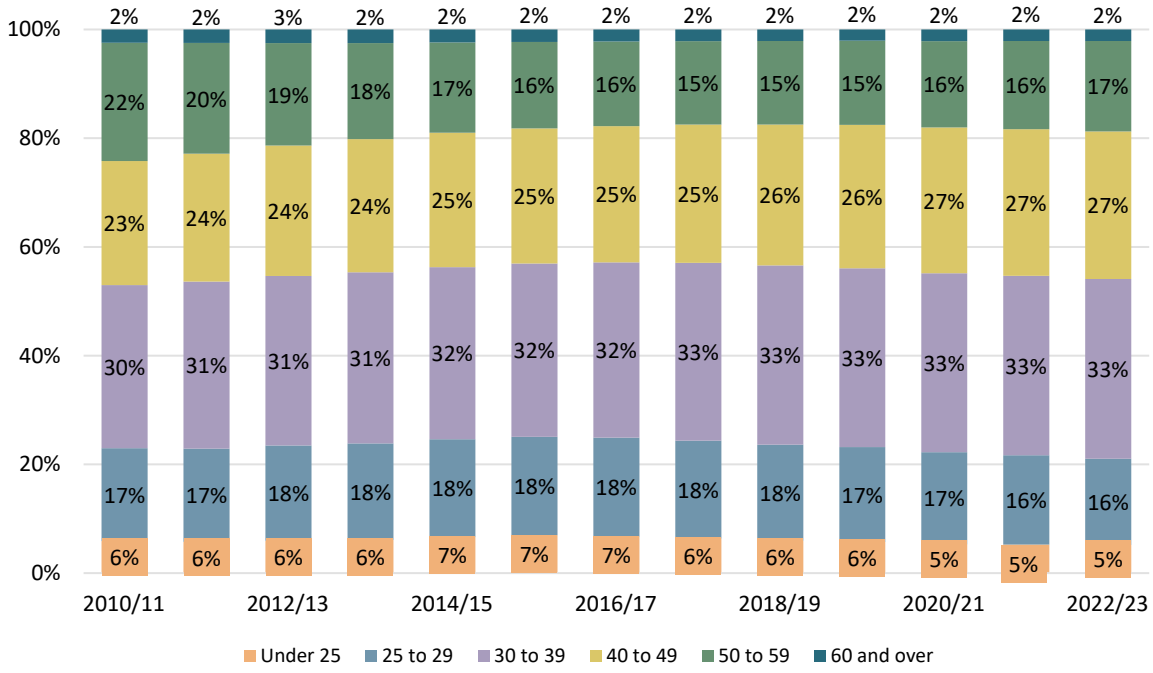
[58] The large increase in Special/PRU teachers in 2013 is partly the result of a methodological change in the School Workforce Census with many teachers previously recorded as Centrally Employed reclassified.

Figure A1: Teacher FTE by phase and year, state-funded schools (England, November 2010 to November 2022)

Source: School Workforce Census, November 2010 to November 2022

A4. In 2022/23, 19% of all FTE teachers in state-funded schools were aged 50 and over, while 21% of teachers were aged under 30. The share of teachers aged under 30 is the lowest since the SWC started in 2010/11, 4 percentage points lower than the peak for this age group in 2015/16. The share of teachers aged over 50 is 5 percentage points lower than in 2010/11. Figure A3 shows how the distribution of teachers by age has shifted since 2010/11.

Figure A2: Teacher FTE in state-funded schools by banded age (England, November 2010 to November 2022)



Source: School Workforce Census, November 2010 to November 2022

Figure A3: Distribution of teacher FTE in state-funded schools by age (England, November 2010 and November 2022)

Source: School Workforce Census, November 2010 to November 2022

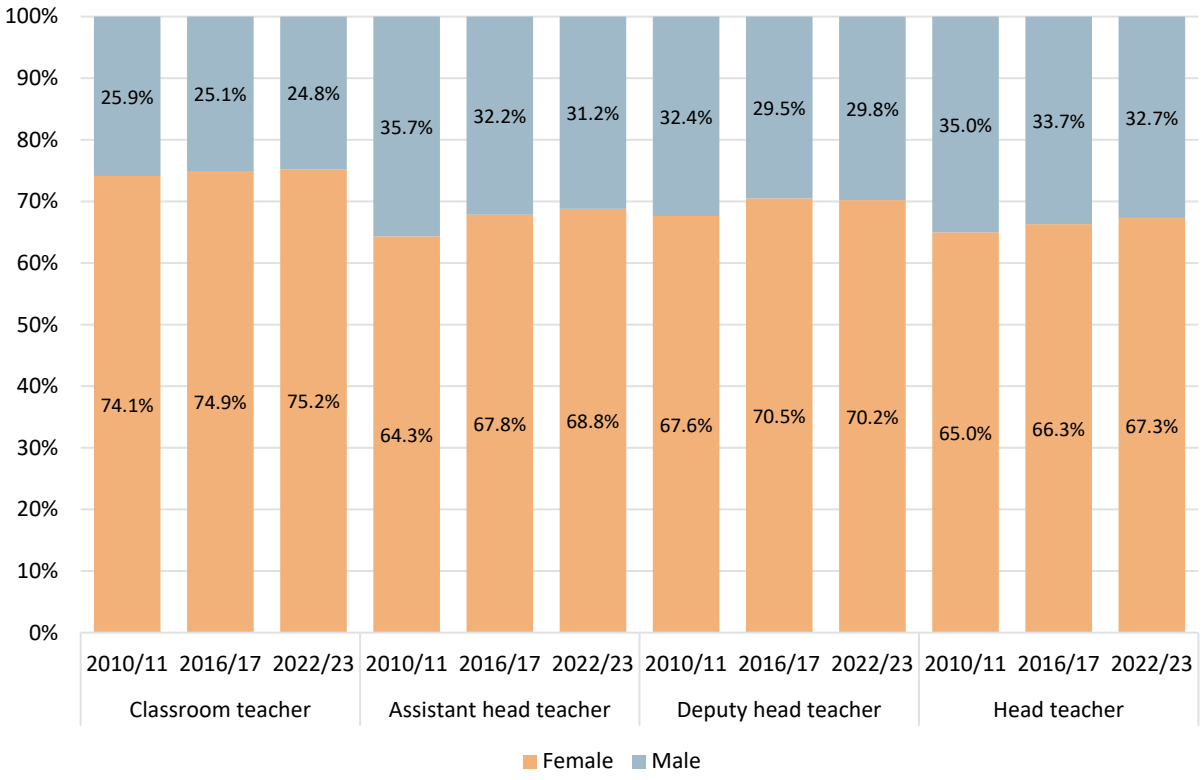
A5. Figure A4 shows the percentages of male and female teachers for each grade (classroom teacher, assistant headteacher, deputy headteacher, or headteacher). In 2022/23, 74% of teachers at all grades were female, up just over 1 percentage point since 2010/11. In primary schools, the percentage of female teachers is higher, at 85% but is down more than 1 percentage point since 2010/11. In secondary schools, the percentage of females is lower at 63% but has grown by more than 2 percentage points since 2010/11.

A6. For classroom teachers the percentage of female teachers was 75% in 2022. This varied between primary and secondary, at 86% and 65%, respectively. In primary this represented a 2 percentage point fall since 2010/11; in secondary, it represented a 2 percentage point increase since 2010/11.

A7. For the leadership group, the percentage of female teachers was 69% across all phases. This varied between primary and secondary at 78% and 53% respectively. In primary, this represented just under a 2 percentage point increase since 2010/11; in secondary, it represented a 6 percentage point increase since 2010/11. In primary, the proportion of both heads and deputy heads who were female increased between 2010/11 and 2022/23 but fell slightly for assistant heads, to 82%. In secondary, the growth was broad based, with more than a 6 percentage point increase in the female share for both assistant and and deputy heads, and a near 4 percentage point increase for female headteachers. The

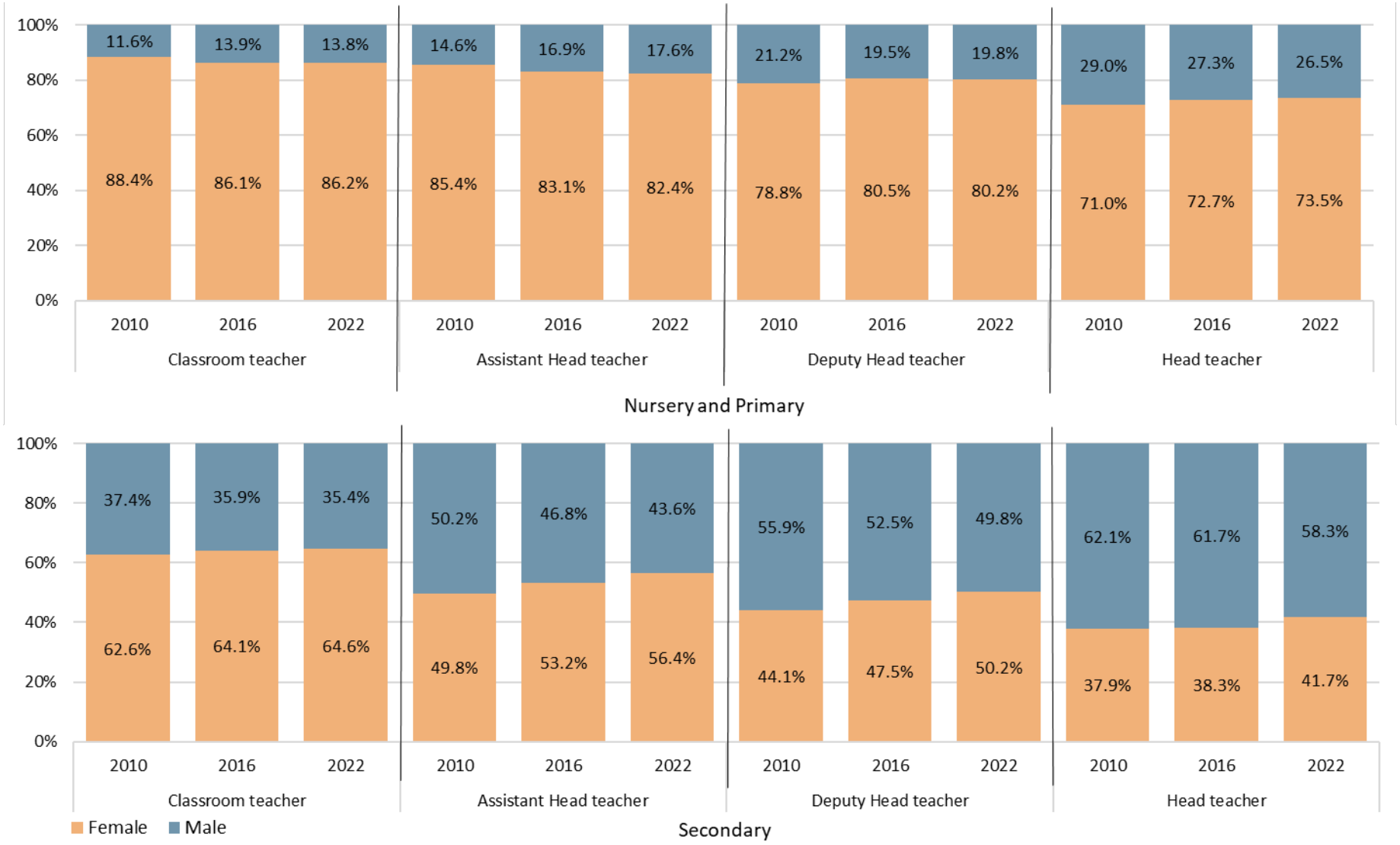
growth in assistant head posts, which have a higher female share than deputy heads or heads, also helped to increase the female share of the overall leadership group in each phase.

Figure A4 Teacher FTE in state-funded schools by grade and gender (England, November 2010 to November 2022)



Source: School Workforce Census, November 2010, November 2016, and November 2022

Figure A5: Teacher FTE by grade split by Nursery and Primary compared to Secondary teachers (England, November 2010 to November 2022)



Source: School Workforce Census, November 2010, November 2016, and November 2022

A8. Table A2 shows the ethnic background of teachers in England by grade. The percentage of teachers observed with an ethnic minority background (excluding white minorities) decreases at higher grades. The highest percentage of teachers with this background is observed for classroom teachers and the lowest percentage of teachers with this background is observed for head teachers, though this has been increasing over time from 2.4% in 2010/11 to 3.2% in 2016/17 and to 4.4% in 2022/23. The percentage of deputy heads with an ethnic minority background (excluding white minorities) has increased from 3.2% to 6.1% between 2010/11 and 2022/23; and for assistant heads from 4.8% to 8.5%. For leadership group teachers overall, the percentage has increased from 3.5% to 6.6%. At the same time, the share of classroom teachers with an ethnic minority background (excluding white minorities) has risen from 7.2% to 11.4%, and the share of all teachers with this background has risen from 6.7% to 10.7%. This means that the share of teachers with an ethnic minority background (excluding white minorities) has risen proportionally faster in the leadership grades since 2010/11, up by 89%, than in the teacher workforce overall, which is up by 60%.

Table A2: Distribution of teacher FTE by grade and ethnicity in state-funded schools, with change since 2010. (England, November 2010 and 2022)[59]

	Head	Deputy Head	Assistant Head	Classroom Teacher[60]	Total
White	**95.6%**	**93.9%**	**91.5%**	**88.6%**	**89.3%**
Change since 2010	***(-2.0pp)***	***(-2.9pp)***	***(-3.6pp)***	***(-4.2pp)***	***(-4.0pp)***
White British	92.1%	90.0%	87.1%	83.0%	84.0%
	(-2.4pp)	*(-3.6pp)*	*(-4.4pp)*	*(-4.7pp)*	*(-4.5pp)*
White Irish	1.7%	1.9%	1.6%	1.4%	1.4%
	(-0.2pp)	*(0.2pp)*	*(0.1pp)*	*(-0.1pp)*	*(-0.1pp)*
Any other White background	1.8%	2.1%	2.9%	4.2%	3.9%
	(0.6pp)	*(0.2pp)*	*(0.3pp)*	*(0.5pp)*	*(0.5pp)*
Asian or Asian British	**1.9%**	**2.8%**	**4.0%**	**5.9%**	**5.4%**
Change since 2010	***(0.9pp)***	***(1.4pp)***	***(1.6pp)***	***(2.3pp)***	***(2.1pp)***
Bangladeshi	0.1%	0.3%	0.4%	0.9%	0.8%
	(0.1pp)	*(0.2pp)*	*(0.3pp)*	*(0.5pp)*	*(0.5pp)*
Chinese	0.0%	0.0%	0.1%	0.2%	0.2%
	(0.0pp)	*(0.0pp)*	*(0.0pp)*	*(0.1pp)*	*(0.1pp)*
Indian	0.9%	1.4%	1.9%	2.2%	2.1%
	(0.3pp)	*(0.6pp)*	*(0.6pp)*	*(0.6pp)*	*(0.6pp)*
Pakistani	0.5%	0.6%	1.0%	1.6%	1.5%
	(0.3pp)	*(0.3pp)*	*(0.4pp)*	*(0.7pp)*	*(0.6pp)*
Any other Asian background	0.3%	0.4%	0.6%	0.9%	0.9%
	(0.2pp)	*(0.3pp)*	*(0.2pp)*	*(0.4pp)*	*(0.4pp)*
Black or Black British	**1.2%**	**1.5%**	**2.2%**	**2.9%**	**2.7%**
Change since 2010	***(0.4pp)***	***(0.4pp)***	***(0.6pp)***	***(0.7pp)***	***(0.7pp)***
Black African	0.2%	0.4%	0.7%	1.2%	1.1%
	(0.1pp)	*(0.2pp)*	*(0.3pp)*	*(0.4pp)*	*(0.3pp)*
Black Caribbean	0.8%	0.9%	1.2%	1.2%	1.2%
	(0.2pp)	*(0.1pp)*	*(0.2pp)*	*(0.2pp)*	*(0.2pp)*
Any other Black background	0.2%	0.2%	0.3%	0.4%	0.4%
	(0.1pp)	*(0.1pp)*	*(0.1pp)*	*(0.2pp)*	*(0.2pp)*
Mixed background	**1.0%**	**1.2%**	**1.6%**	**1.8%**	**1.7%**
Change since 2010	***(0.6pp)***	***(0.7pp)***	***(1.0pp)***	***(0.9pp)***	***(0.9pp)***
White and Asian	0.3%	0.3%	0.4%	0.4%	0.4%
	(0.1pp)	*(0.2pp)*	*(0.3pp)*	*(0.2pp)*	*(0.2pp)*
White and Black African	0.1%	0.1%	0.2%	0.2%	0.2%
	(0.0pp)	*(0.1pp)*	*(0.1pp)*	*(0.1pp)*	*(0.1pp)*
White and Black Caribbean	0.3%	0.3%	0.5%	0.5%	0.5%
	(0.2pp)	*(0.2pp)*	*(0.3pp)*	*(0.3pp)*	*(0.3pp)*
Any other Mixed background	0.3%	0.5%	0.5%	0.7%	0.7%
	(0.2pp)	*(0.3pp)*	*(0.3pp)*	*(0.4pp)*	*(0.3pp)*
Any other ethnic group	**0.3%**	**0.6%**	**0.8%**	**0.9%**	**0.9%**
Change since 2010	***(0.2pp)***	***(0.3pp)***	***(0.4pp)***	***(0.3pp)***	***(0.3pp)***

Source: School Workforce Census, November 2010 and November 2022

[59] Percentages are as a proportion of those with ethnicity information recorded (over 90% of all teachers).

[60] Includes unqualified teachers.

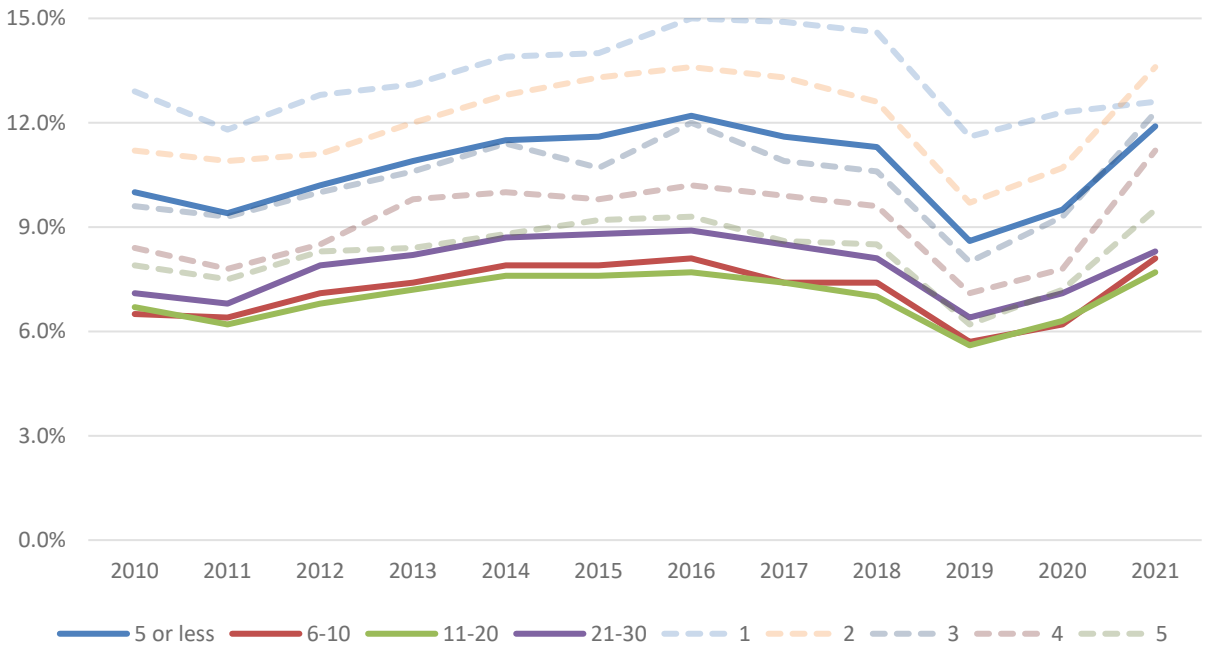
Annex B: Retention and Teacher Demand

Retention

B1. For all retention figures, the most recent year with available data is 2021/22. A teacher can only be said to have left the state-funded sector when they do not appear in a SWC; therefore the latest analysis uses the November 2022 Census to verify whether teachers in service in November 2021 have left.

B2. Figure B1 shows that leaver rates for each group grew from 2011/12 until reaching a peak in 2016/17. All experience groups with fewer than 30 years' experience have seen leaver rates increase over the last two years, from historic lows reached in the first year of the pandemic. However, the leaver rate for first year ECTs[61] (top dashed line) has risen relatively less than other cohorts. The chart excludes those with more than 30 years' experience, where leaver rates are much higher; teachers with more than 30 years' experience are, by definition, over the age of 50, given the earliest possible age to achieve QTS will typically be 21.

Figure B1: FTE leaver rates of qualified teachers by experience[62] bands



Source: Schools Workforce Census, November 2010 to November 2022

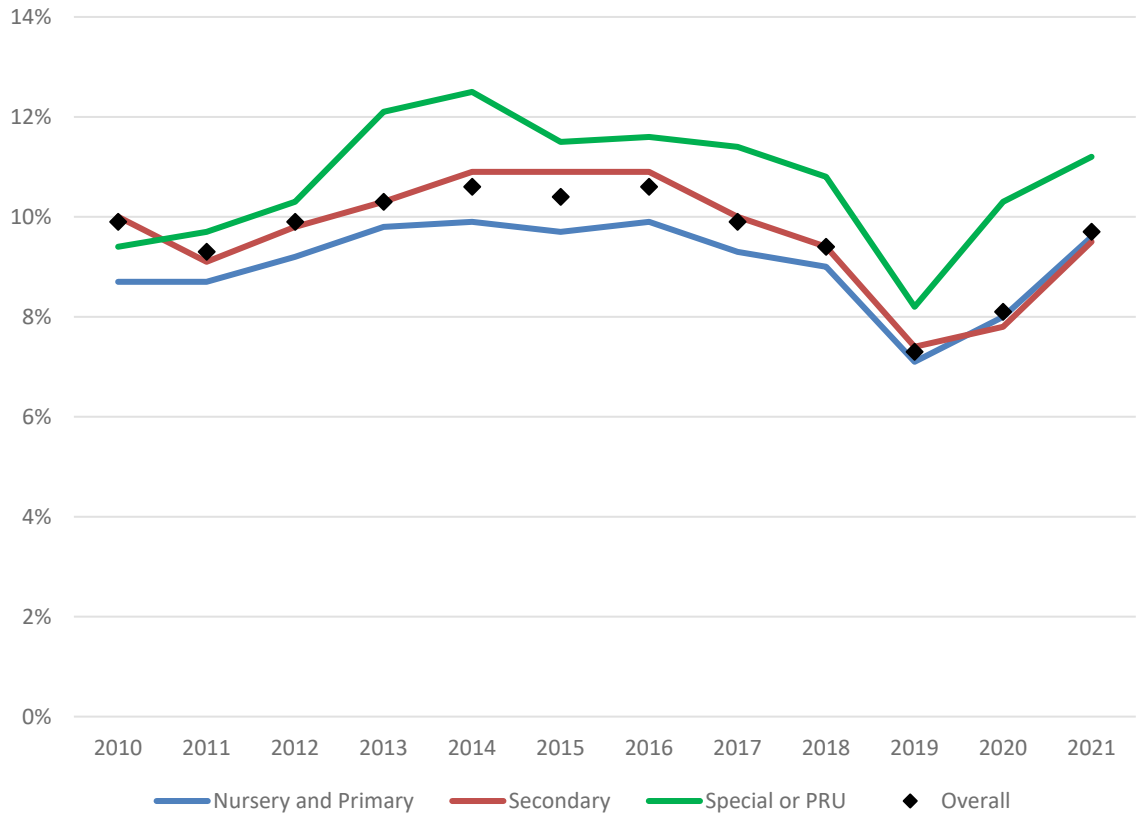
B3. Figure B2 shows the time series for overall leaver rates, for state-funded schools and for primary, secondary, and special or PRU individually. Secondary had a higher leaver rate than primary for all but the latest two years. However, early career leaver

[61] This 1-year rate may differ slightly from the rate implied by retention grids (see Table B1). This is because retention grids are on a headcount basis, whereas these leaver rates are FTE.

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

rates (teachers with fewer than 5 years' experience) have consistently been higher in secondary than primary across every year, remaining over a percentage point higher in the latest year. Early career retention differences between the phases can be seen in Tables B2 and B3.

Figure B2: Leaver rates of qualified teachers for primary, secondary, Special or PRU, and all teachers in state-funded schools



Source: Schools Workforce Census, November 2010 to November 2022

B4. Table B1 shows yearly net retention rates for each cohort of first year teachers (ECTs) – in primary, secondary, and special combined – going back to 1996. This table has been published regularly as part of the annual SWC release. It includes all teachers in service in a given year, regardless of any prior breaks in service. For example, a teacher in the 2011 cohort who left the state-funded school sector after the 2011/12 academic year, their first, but then returned in the 2016/17 academic year, would be counted as not retained in years 1, 2, 3, and 4 of the table below but as retained again in year 5 onwards. Retention here is defined specifically as within state-funded schools in scope of the SWC. Many teachers classed as not retained each year may still be in the teaching sector, working in independent schools or for supply agencies, for example.

Table B1: Retention rates of teachers by year of gaining QTS (Source: Schools Workforce Census 2022); Percentage of teachers in regular service in the state-funded schools sector in England after: (in years)

Year qualified	Percentage of teachers in regular service in the state-funded schools sector in England after: (in years)																								
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
1996	91.0	84.4	78.6	72.9	70.6	68.1	66.5	64.0	62.4	59.6	58.3	57.4	55.7	57.7	56.8	55.9	54.8	53.7	51.8	50.0	47.8	45.8	44.3	43.3	41.6
1997	90.1	83.4	76.9	73.7	71.1	68.7	66.6	64.7	61.8	60.4	59.2	57.6	59.0	58.1	57.3	56.3	54.8	52.9	51.0	49.1	47.2	45.5	44.3	42.6	40.6
1998	89.4	81.1	76.9	74.2	72.0	69.4	67.5	64.4	63.0	61.8	60.2	61.8	60.7	59.7	58.2	56.5	54.7	52.7	50.4	48.6	47.1	46.0	44.2	42.3	
1999	88.4	81.5	77.2	74.4	71.1	69.9	66.6	65.0	63.7	61.7	63.3	61.8	60.6	59.4	57.9	56.2	54.2	52.3	50.5	48.9	47.6	45.9	43.9		
2000	89.1	82.8	77.6	74.3	71.9	68.7	66.7	65.6	63.6	64.9	63.4	62.5	60.8	59.2	57.1	55.2	53.4	51.8	50.1	48.8	47.4	45.5			
2001	89.1	82.5	77.8	74.8	70.8	68.4	67.3	65.5	66.7	65.2	64.1	62.2	60.6	58.7	56.5	54.6	52.7	51.2	50.1	48.7	46.8				
2002	89.0	82.6	78.4	73.7	71.5	69.7	67.6	68.5	66.8	65.4	63.9	61.9	59.9	58.0	55.6	53.8	52.1	50.7	49.2	47.0					
2003	89.6	82.6	76.9	73.8	71.5	69.5	70.1	68.3	66.4	64.7	62.6	60.2	58.1	55.6	53.7	51.8	50.6	49.0	47.2						
2004	89.2	80.9	76.6	73.7	71.3	71.9	69.7	67.7	65.7	63.7	61.5	59.1	57.0	54.8	53.2	52.1	50.3	48.4							
2005	86.4	80.5	76.9	73.7	74.2	71.7	69.7	67.6	65.2	62.6	60.5	58.0	56.1	54.2	53.0	51.5	49.5								
2006	87.1	81.1	77.1	77.1	73.9	72.0	69.4	67.1	64.6	62.1	59.9	58.0	56.0	54.8	53.1	51.0									
2007	88.0	82.3	80.6	77.4	74.5	72.0	69.5	66.5	64.1	61.6	59.3	57.3	56.2	54.8	52.8										
2008	87.9	84.3	80.3	77.7	74.6	72.1	69.2	66.6	64.1	62.1	60.2	58.8	57.0	54.9											
2009	87.6	83.1	79.7	76.7	73.8	70.7	68.2	65.3	63.3	61.2	60.0	58.4	56.2												
2010	86.4	82.2	77.8	73.9	70.8	67.6	65.1	62.7	60.5	59.2	57.5	55.2													
2011	88.1	83.0	78.0	73.6	70.1	66.8	64.7	62.5	61.6	59.8	57.4														
2012	87.1	81.3	75.6	71.7	68.3	66.2	64.0	62.7	61.3	58.7															
2013	86.8	79.7	74.9	70.8	67.8	65.4	64.5	62.6	60.2																
2014	86.1	79.0	73.6	69.9	67.1	65.9	64.4	61.6																	
2015	86.0	78.4	73.5	69.7	68.5	66.8	64.0																		
2016	84.9	77.6	72.9	71.3	68.8	65.6																			
2017	85.1	78.3	75.8	72.8	68.7																				
2018	85.4	80.9	77.0	71.6																					
2019	88.3	82.7	76.1																						
2020	87.6	80.1																							
2021	87.2																								

Source: Schools Workforce Census and Database of Teacher Records

Retention by phase and subject

B5. Retention rates vary significantly between phases and subjects. Retention grids are included to allow for a comparison between primary and secondary phases in tables B2 and B3, and a comparison between STEM and non-STEM secondary subjects in tables B4 and B5.

B6. Comparing the primary (table B2) and secondary (table B3) retention grids shows that early career teachers in state-funded primary are more likely to remain teaching in the state-funded sector than those in secondary. At all comparable points in the first 8 years after qualification, and for all cohorts who began teaching between 2011 and 2021, primary retention is stronger than secondary. The difference has typically been around an extra 7-9 percentage points of each primary cohort remaining in service after five years, compared to the equivalent secondary cohort. This has closed slightly to 5 percentage points for the latest cohort.

Table B2: Retention rates of primary teachers in the years following qualification year; Percentage of primary teachers in service in state-funded schools in England after: (in years)

	Percentage of primary teachers in service in state-funded schools in England after: (in years)								
Census Year	1	2	3	4	5	6	7	8	9
2011	89%	85%	81%	77%	74%	71%	69%	67%	66%
2012	88%	83%	78%	75%	72%	69%	67%	66%	65%
2013	88%	82%	78%	74%	71%	69%	68%	66%	63%
2014	88%	82%	77%	73%	71%	70%	68%	65%	
2015	88%	81%	76%	73%	72%	70%	67%		
2016	86%	80%	76%	74%	72%	69%			
2017	86%	80%	78%	76%	71%				
2018	87%	83%	79%	74%					
2019	89%	84%	78%						
2020	88%	82%							
2021	89%								

Table B3: Retention rates of secondary teachers in the years following qualification year; Percentage of teachers in service in state-funded schools in England after: (in years)

	Percentage of secondary teachers in service in state-funded schools in England after: (in years)								
Census Year	1	2	3	4	5	6	7	8	9
2011	87%	81%	75%	71%	67%	63%	61%	59%	58%
2012	86%	79%	73%	68%	65%	63%	60%	59%	58%
2013	85%	77%	71%	67%	63%	61%	60%	58%	56%
2014	84%	75%	69%	65%	62%	61%	59%	56%	
2015	84%	75%	69%	65%	64%	62%	60%		
2016	83%	75%	70%	67%	65%	62%			
2017	83%	76%	73%	70%	66%				
2018	84%	78%	74%	69%					
2019	87%	81%	74%						
2020	87%	78%							
2021	86%								

Source: School Workforce Census

B7. There is also considerable variation in retention between secondary subjects. One notable difference is between teachers of STEM[63] subjects (Table B4) and non-STEM subjects (Table B5). The difference has typically been around an extra 4-7 percentage points of each non-STEM cohort remaining in service after five years, compared to the equivalent STEM cohort.[64]

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

	Percentage of teachers in service in state-funded schools in England after: (in years)								
Census Year	1	2	3	4	5	6	7	8	9
2011	86%	80%	73%	68%	63%	60%	58%	55%	53%
2012	84%	77%	70%	66%	61%	59%	57%	56%	54%
2013	84%	75%	69%	64%	61%	58%	57%	56%	54%
2014	82%	74%	67%	64%	60%	58%	57%	55%	
2015	81%	72%	66%	62%	60%	59%	56%		
2016	81%	71%	65%	63%	61%	58%			
2017	83%	74%	70%	66%	63%				
2018	83%	77%	73%	67%					
2019	87%	80%	71%						
2020	87%	77%							
2021	84%								

Source: School Workforce Census

Table B5: Retention rates of secondary non-STEM teachers in the years following qualification year; Percentage of teachers in service in state-funded schools in England after: (in years)

	Percentage of teachers in service in state-funded schools in England after: (in years)								
Census Year	1	2	3	4	5	6	7	8	9
2011	88%	82%	77%	72%	68%	65%	62%	60%	59%
2012	87%	81%	74%	70%	66%	64%	61%	60%	59%
2013	87%	79%	73%	68%	65%	62%	62%	60%	58%
2014	86%	77%	71%	67%	64%	63%	61%	58%	
2015	86%	77%	72%	68%	66%	65%	62%		
2016	85%	76%	72%	70%	68%	65%			
2017	84%	77%	74%	71%	68%				
2018	85%	80%	76%	70%					
2019	89%	82%	76%						
2020	87%	79%							
2021	87%								

Source: School Workforce Census

[63] STEM defined here based on whether a teacher is recorded as teaching any of maths, biology, chemistry, physics, general science, or computing in their first year after qualification, regardless of their specialist qualifications. Some teachers may be counted in both the STEM and non-STEM tables, if they spend some of their time teaching subjects in both groups.

[64] For a sample of secondary schools, the SWC collects information on the curriculum taught by teachers to pupils in years 7-13. The tables presented in this section are therefore based on a subset of the secondary cohort and may not be directly comparable to the secondary retention table.

Demand

B8. The department forecasts future teacher demand, historically by the Teacher Supply Model (TSM), which has now been replaced by the Teacher Workforce Model (TWM). The demand is estimated using projected pupil-teacher ratios (PTRs) based on teacher stock size data from the SWC and future pupil number projections from the Pupil Projections Model.[65]

B9. Published pupil projections show that the population in state-funded schools up to and including age 15 (at the start of the academic year, equivalent to the end of KS4)[66] in 2022/23[67] was 7,931,000. This is projected to gradually decrease. The pupil population is projected to be 7,737,000 in 2025/26, which is 2% lower than in 2022/23; and by 2031/32 to be 7,129,000, which is 10% lower than in 2022/23.

B10. The number of pupils in nursery and primary schools reached 4,593,000 in 2022/23. This figure is projected to continue falling across the whole projection period, dropping by 5% to 4,350,000 by 2025/26; and by 13% to 4,015,000 by 2031/32.

B11. The number of pupils in secondary school is increasing and reached 3,193,000 in 2022/23, for the age range covered by the pupil projections. The secondary population is projected to peak in 2023/24 at 3,244,000 pupils (a 2% increase on 2022/23). Figures are then projected to gradually drop to 2,975,000 by 2031/32, 7% lower than in 2022/23.

B12. When pupil numbers increase, it is expected that future teacher demand will increase. This is taken into account when calculating future teacher need as part of the TWM.

B13. While the department aims to estimate national future teacher demand, decisions taken at school level will determine the actual number of teachers required. Wider evidence of international experience shows that, even when supply and demand for teachers are in balance, many countries face shortages of specialist teachers and shortages in schools serving disadvantaged or isolated communities.

[65] Explore Education Statistics, 'National pupil projections, Reporting Year 2022'.

[66] Forecasts for pupils aged 16-19 are not included in the national pupil projections. The TWM does account for estimates of 16-19 pupils in secondary schools when forecasting teacher demand.

[67] Data relates to January 2023.

Annex C: Recruitment to teacher training

ITT Census recruitment data

C1. The recruitment and retention chapter set out how PGITT targets are used and calculated. This included setting out how better-than-expected outcomes for retention or entrants via other routes, relative to what was forecast at the time the target was set, can offset the need to meet the PGITT target in full. The pandemic period was particularly challenging for forecasting, with retention outcomes more favourable than expected in some years, for example. Despite secondary PGITT only hitting its overall target once since 2019/20, and continued growth in secondary pupil numbers, secondary PTRs have remained relatively flat in recent years, with secondary teacher numbers increasing by 11,300 since 2019/20.

C2. This chapter explores the recruitment data in more detail, including time series comparisons. When comparing the percentage of target achieved across years, it is important to note that performance can be affected by both changes to the target and to the number of PGITT entrants. In some cases, a decrease in the percentage of the target achieved has been driven by an increase in targets and not a decrease in the number of PGITT entrants, or vice versa.

C3. Time-series comparisons are also affected by methodological changes to the way PGITT targets are set. In 2021/22 the TWM replaced the TSM. The most important methodological change was the introduction of an uplift to PGITT targets to account for under-recruitment in the two previous PGITT recruitment cycles, which would not yet be reflected in the SWC. For example, the 2021/22 targets included an uplift to account for under-recruitment in 2019/20 and 2020/21. This is a key driver of the recent higher targets for some subjects, such as physics. Caution should be taken when comparing the subject-level ITT targets for the years 2021/22 onwards to those for 2020/21 and before.

C4. The ITT census,[68] published in December 2023, shows in 2023/24 there were 21,946 new entrants to PGITT, which was 62% of the PGITT target of 35,540 new entrants, a decrease of 8 percentage points from 70% in 2022/23. There were also 5,009 new entrants to undergraduate ITT.

C5. Figure C1 show the number of trainees recruited, the PGITT target, and the performance against target, for primary and secondary in each of the last five years.

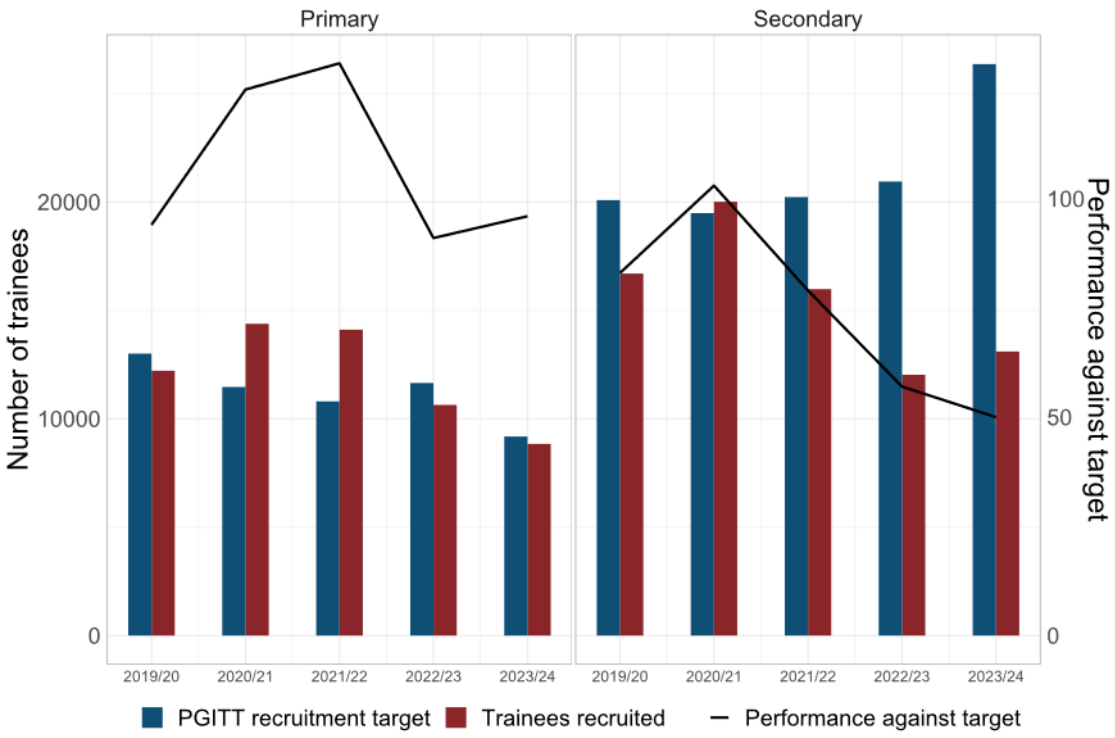
C6. In primary, PGITT recruitment in 2023/2024 against target increased to 96%, compared to 91% against target in 2022/23. This followed substantial overperformance against target of 125% and 131% respectively in 2020/21 and 2021/22. The PGITT target has been exceeded for primary in 5 of the past 8 years.

[68] Explore Education Statistics 'Initial Teacher Training Census 2023/24'.

The 8,844 trainees recruited in 2023/24 did represent a fall of 17% from 2022/23, however, with the improved performance against target explained by the reduction in the primary target from 11,655 in 2022/23 to 9,180 in 2023/24.

C7. In secondary, PGITT recruitment grew to 13,102 for 2023/24, an increase of 9% from the 12,033 trainees recruited in 2022/23. However, the percentage of the secondary PGITT target achieved fell to 50%, from 57% in 2022/23, as a result of the target increasing to 26,360 from 20,945 in 2022/23. The secondary PGITT target has not been met since 2020/21, and before then it had not been met since 2012/13.

Figure C1: Postgraduate ITT targets and trainees recruited by phase, 2019/20 to 2023/24



Source: Initial teacher Training (ITT) Census

C8. There is variation between subjects in PGITT recruitment. Figure C2 and Table C1 show PGITT recruitment, targets, and performance against target for each subject for the past five years. Subjects are ordered by the level of bursary offered for 2024/25. Eligible trainees in the top row subjects (chemistry, computing, mathematics and physics) will receive the highest bursary of £28,000. In subjects on the second row (biology, design and technology, geography and languages), eligible trainees will receive a bursary of £25,000. Eligible trainees in the subjects on the third row (art and design, English, music and RE) will receive a bursary of £10,000. Finally, business studies, drama, history, physical education have no bursary in 2024/25. Subjects classed as “other” and classics will also receive no bursary but have been excluded from the plot due to space. The series for these subjects are included in Table C1.

C9. For 2023/24 trainee numbers increased compared to 2022/23 for physics, computing, maths and chemistry. Despite the support provided by the highest available bursary, key STEM subjects recruited substantially below PGITT recruitment targets, particularly physics (17% of target achieved) and computing (36%). Maths (63%) and chemistry (65%) were also below target.

C10. Biology recruited better than the other sciences but was also below target, at 93%. Design and Technology recruited 27% of its target. Both subjects have seen their bursary increase by £5,000 to £25,000 for the 2024/25 cycle. MFL (33%) and Geography (56%) were below target, though both saw trainee numbers increase more than 30% compared to 2022/23 (up 31% and 37%, respectively).

C11. English also saw trainee numbers increase 30% compared to 2022/23 but remained below target (74%), with the target rising from 2,100 in 2022/23 to 3,035 in 2023/24. Art and design (44%), RE (44%), and music (27%) each saw both higher targets and a reduced number of trainees recruited in 2023/24 compared to 2022/23. These subjects have seen their ITT bursary reintroduced at a level of £10,000 for those applying to start training in 2024/25.

C12. Three subjects were above target: classics, history and PE; all without a bursary. Other non-bursary subjects included drama, which was under target in 2023/24 having exceeded the target in the previous three years; business studies (16%); and subjects grouped under ‘other’ (14%).

Figure C2: Postgraduate ITT targets and trainees recruited by secondary subject, 2019/20 to 2023/24 (Source: ITT Census)

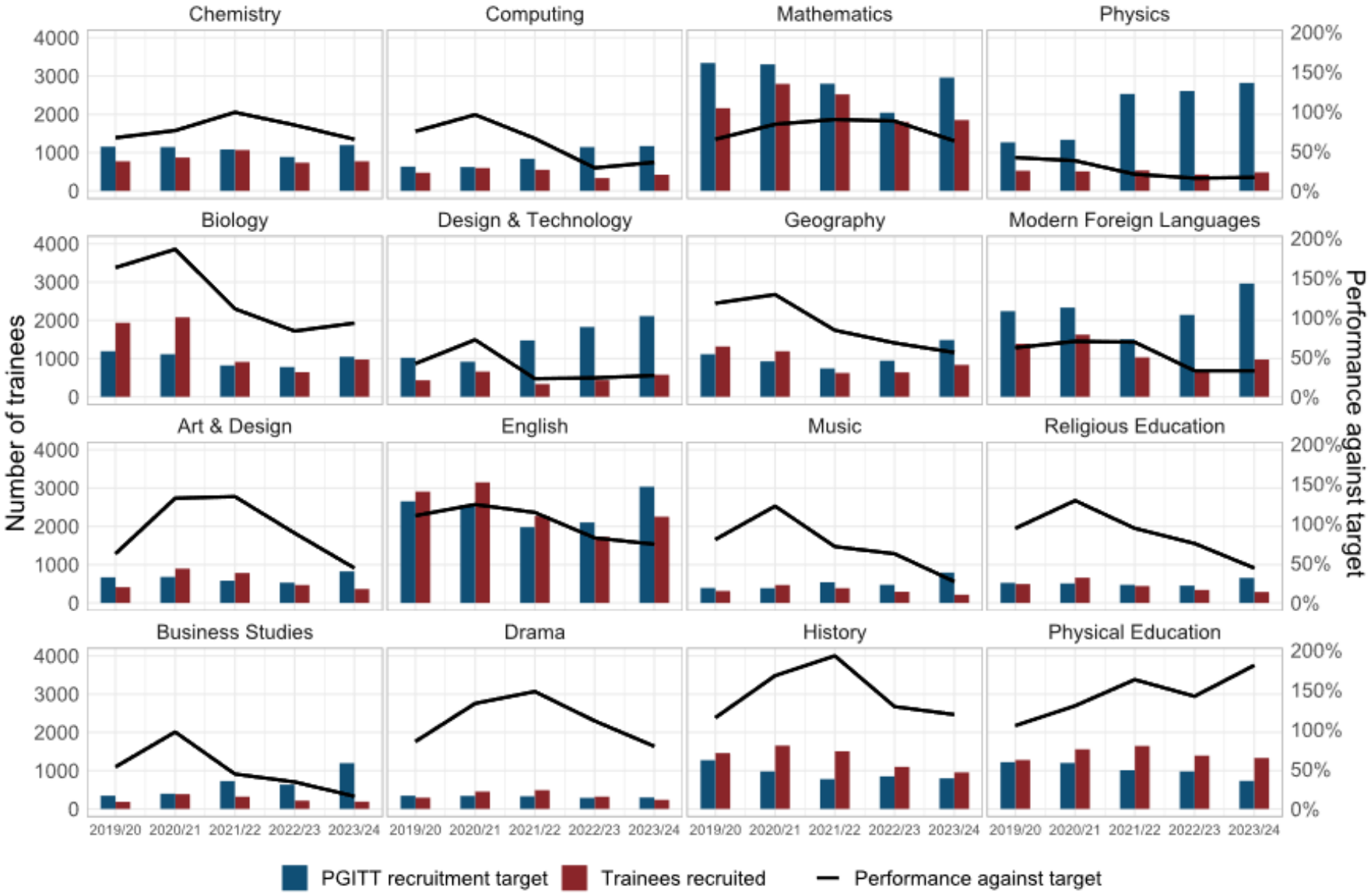


Table C1: Postgraduate ITT targets and trainees recruited by secondary subject, 2019/20 to 2023/24 (Source: ITT Census)

Subject	Total PGITT 19/20	Total PGITT 20/21	Total PGITT 21/22	Total PGITT 22/23	Total PGITT 23/24	ITT Target 19/20	ITT Target 20/21	ITT Target 21/22	ITT Target 22/23	ITT Target 23/24	ITT % Target 19/20	ITT % Target 20/21	ITT % Target 21/22	ITT % Target 22/23	ITT % Target 23/24
Art & Design	413	896	780	465	364	668	681	580	530	825	62	132	134	88	44
Biology	1,937	2,078	912	644	974	1,192	1,116	820	780	1,050	163	186	111	83	93
Business Studies	185	386	319	217	190	348	397	725	635	1,195	53	97	44	34	16
Chemistry	770	869	1,067	735	774	1,152	1,144	1,080	885	1,195	67	76	99	83	65
Classics	71	68	60	59	49	28	27	40	30	25	254	252	150	197	196
Computing	472	598	551	332	420	631	621	840	1,145	1,170	75	96	66	29	36
D&T	433	662	334	435	580	1,022	919	1,475	1,825	2,110	42	72	23	24	27
Drama	294	453	488	322	238	347	340	330	290	300	85	133	148	111	79
English	2,907	3,150	2,266	1,728	2,254	2,654	2,544	1,980	2,100	3,035	110	124	114	82	74
Geography	1,317	1,194	624	640	836	1,116	929	745	945	1,485	118	129	84	68	56
History	1,460	1,654	1,504	1,100	955	1,273	982	780	850	800	115	168	193	129	119
Mathematics	2,159	2,794	2,523	1,800	1,852	3,343	3,307	2,800	2,040	2,960	65	84	90	88	63
Languages	1,387	1,624	1,031	710	974	2,241	2,334	1,505	2,140	2,960	62	70	69	33	33
Music	312	469	386	292	216	392	385	540	470	790	80	122	71	62	27
Other	282	395	516	397	326	668	713	1,980	2,240	2,250	42	55	26	18	14
PE	1,281	1,557	1,644	1,393	1,331	1,222	1,200	1,010	980	735	105	130	163	142	181
Physics	527	507	536	427	484	1,265	1,336	2,530	2,610	2,820	42	38	21	16	17
RE	494	660	442	337	285	525	510	470	450	655	94	129	94	75	44

Source: Initial teacher Training (ITT) Census

C13. Based on in-year data[69] on ITT applications for courses starting in 2024/25, the picture for ITT entrants in 2024/25 appears more positive. There number of ITT candidates is higher than at the same time last year, partly driven by a rise in international candidates. Several secondary subjects are performing better at this stage compared to this time last year, including physics. However, this is still early in the cycle, and these results should be treated with caution. In addition, there is evidence that the proportion of candidates who accept an offer is lower for international candidates compared to domestic candidates. Based on ITT Census data for 2023/24, UK nationals had an acceptance rate of 72% compared to 60% for EEA nationals and 18% for other nationalities.

Entrants to schools from initial teacher training

C14. Between November 2022 and November 2023, 47,954 FTE teachers joined the state-funded school sector. Of these, 45% (21,653) were newly qualified entrants and 10% (4,750) were deferred newly qualified entrants, with the combined 26,403 being higher than the equivalent total in any year since 2016/17. A further 35% (16,737) were returning to teaching, and 10% (4,814) were entrants new to the state funded sector.[70]

C15. It is not assumed that all trainees will complete their training successfully and/or teach immediately in a state school, and that is built into the estimates of the numbers required. Published data on the outcomes for teacher trainees in the academic year 2021/22[71] shows that 93% of trainees were awarded QTS (down from 95% in 2020/21), and 75% of those awarded QTS were teaching in a state-funded school (up from 73% in 2020/21).

Degree class of new recruits 2023/24

C16. The provisional 2023/24 census data shows that the overall proportion of trainees with a 2:1 or higher is 74%, a decrease from 76% in 2022/23. 22% of postgraduate teacher trainees had a first-class degree in 2023/24, a decrease from 24% in 2022/23. Figure C3 shows the overall proportion of postgraduate trainees with a 2:1 or higher class degree over the past 5 years. C4 breaks this down further by phase.

[69] Apply for teacher training, 'Initial teacher training application statistics for courses starting in the 2024 to 2025 academic year'.

[70] Explore Education Statistics, 'School workforce in England reporting year 2022'.

[71] Explore Education Statistics, 'Initial teacher training performance profiles 2021/22'.

Figure C3: Degree class of PGITT entrants

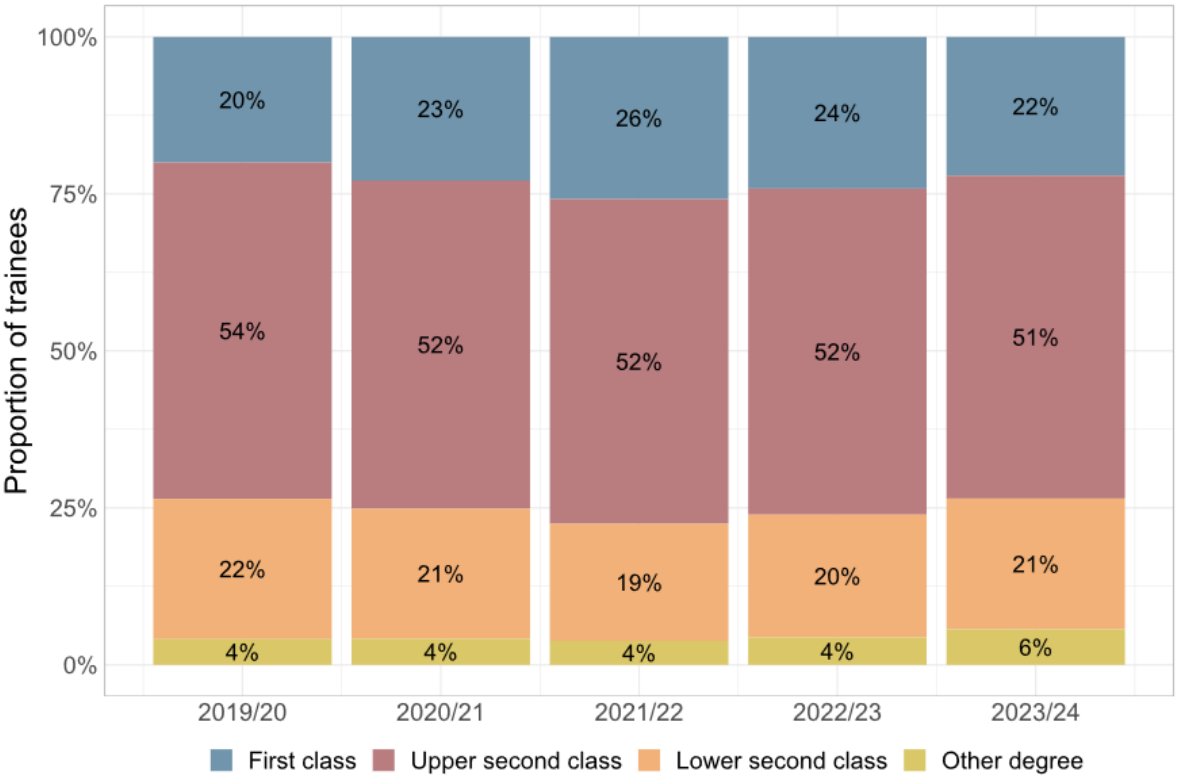
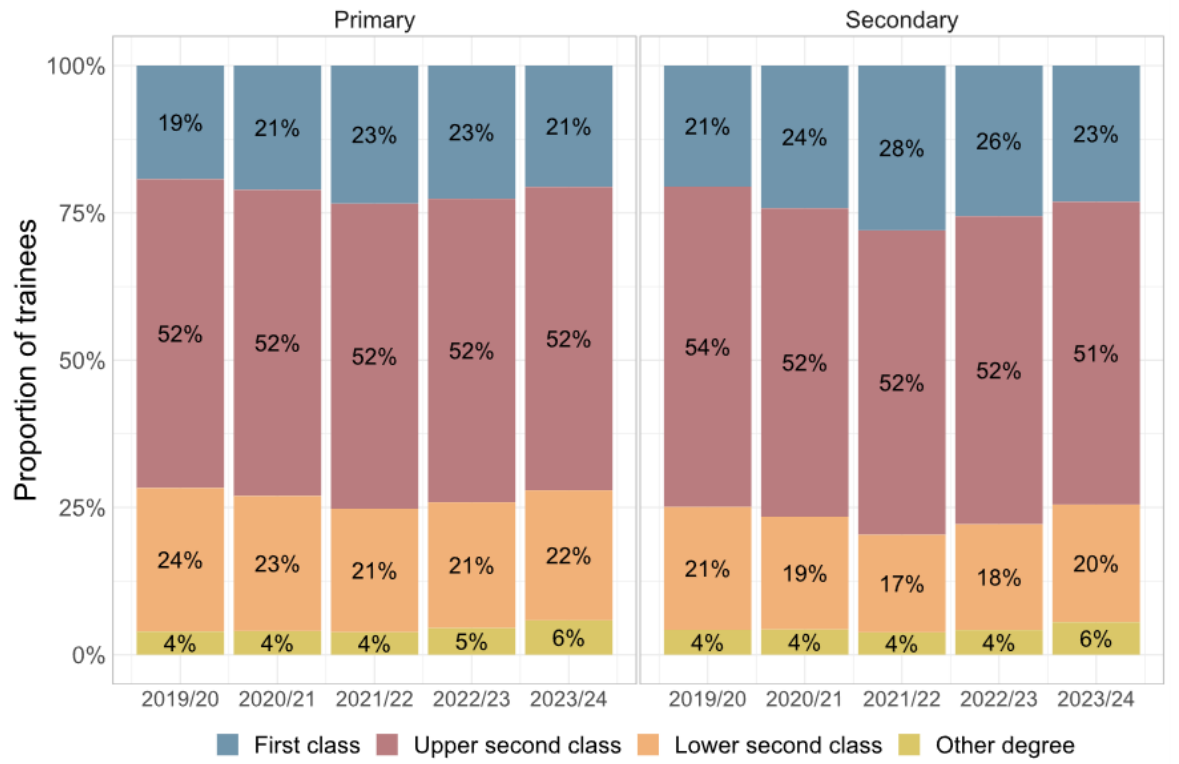


Figure C4: Degree class of PGITT entrants by phase

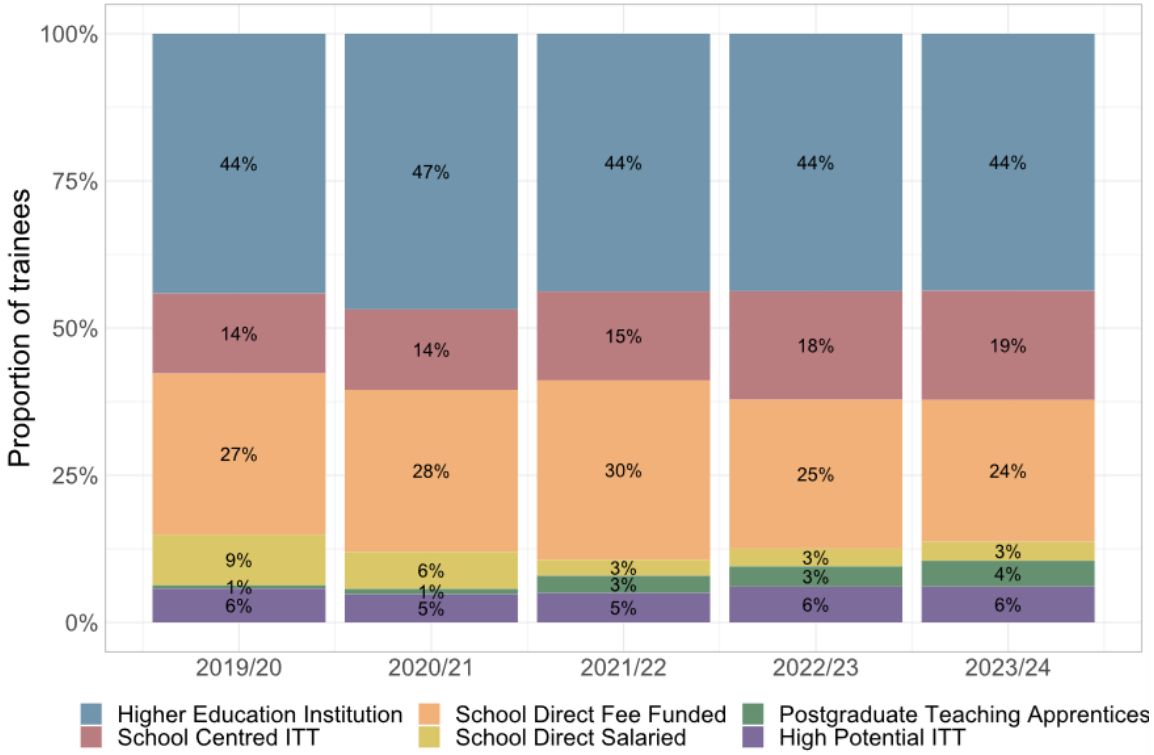


Source: Initial Teacher Training (ITT) Census

Postgraduate Training Routes

C17. Figure C5 shows the proportion of postgraduate trainees from 2019/20 to 2023/24 who came through the different routes recorded in the ITT Census. Fee-funded routes account for 87% of trainees in 2023/24. Among salaried routes, there has been an increase in the proportion coming through the Postgraduate Teaching Apprenticeship.

Figure C5: PGITT Entrants by route



Source: Initial Teacher Training (ITT) Census

C18. School Direct was launched as a pilot with the School Direct Training Programme (funded by tuition fees) in February 2012. The School Direct (salaried) route was introduced in 2013/14, offering employment-based places to career changers, and an opportunity to receive a salary while training.

C19. In 2023/24, 5,993 trainee teachers commenced training through School Direct. Published data[72] shows that the department provisionally estimate that of 2021/22 trainees awarded QTS, 80% on a School Direct (fee) course and 84% on a salaried course will be employed in state-funded schools in England within sixteen months of qualification. This compares to finalised employment rates, for 2020/21, of 77% and 88% respectively for School Direct (fee) and (salaried) routes.[73]

C20. The department also continues to fund the High Potential Initial Teacher Training (HPITT) programme, currently delivered by Teach First. The programme is helping to

[72] Explore Education Statistics 'Initial teacher training performance profiles 2021/22'.

[73] Explore Education Statistics 'Initial teacher training performance profiles 2020/21'.

recruit more teachers across England and place them in some of the most challenging schools. In 2023/24, 1,335 entrants started a HPITT[74] which account for 6% of all entrants.

C21. Further statistics on the apprenticeship routes into teaching have been covered in the 'wider recruitment and retention policies' chapter.

ITT Allocations 2023/24

C22. The department is responsible for regulating the volume of trainee teachers in England where training leads to the award of QTS and Early Years Teacher Status (EYTS). The department aims to support recruitment across all ITT courses, with the objective of securing the right number of teachers to meet demand from schools in England against the TWM. The department regulate recruitment to all subjects and routes by issuing permission to recruit to ITT courses to ITT providers and lead schools, while ensuring efficient use of public funds and minimising significant over-supply of teachers.

C23. For the 2023/24 recruitment cycle, permission to recruit was issued to ITT providers & lead schools, allowing them to list their courses as open for recruitment and to access any government funding associated with training courses. Recruitment to all postgraduate ITT courses is unlimited, except for early years courses leading to EYTS, giving ITT providers & schools maximum flexibility to recruit to these courses in line with their local demand. Early years ITT providers must not recruit beyond the total number of places they have been allocated to deliver each academic year.

C24. To formulate this approach, the department has accounted for previous recruitment patterns, estimations provided from the TWM, sector feedback and the information supplied by ITT providers and lead schools over the last few cycles. Real-time recruitment to ITT courses will continue to be monitored via the Apply for teacher training service and used to implement interventions to support recruitment to subjects where necessary.

ITT financial incentives

C25. Recently published research by the NFER supports the effectiveness of bursaries as a financial incentive.[75] They show that increases in bursaries are associated with an increase in ITT recruitment and long-term teacher supply. They also find that bursaries offer good cost effectiveness compared to other targeted policy measures.

C26. In addition to the bursaries listed earlier in this section, the department continues to provide prestigious scholarship schemes in 2024/25 for chemistry, computing,

[74] Explore Education Statistics 'Initial teacher training census 2023/24'.

[75] National Foundation for Educational Research, 'The impact of training bursaries on teacher recruitment and retention: An evaluation of impact and value for money'.

mathematics, physics, French, German and Spanish. Scholarships are awarded by independent institutions following a competitive application process. Successful scholars will receive £30,000 tax-free in chemistry, computing, mathematics and physics. A £27,000 scholarship scheme is also available for French, German, and Spanish specifically.

Table C1: Bursaries and scholarships available to trainees in 2024/25 – Postgraduate Bursaries and Scholarships

Subjects	Scholarship	Bursary (trainees with a 2:2 or higher)
Chemistry, computing, mathematics, physics	£30,000	£28,000
Biology, design and technology, geography, languages (including ancient languages)		£25,000
Art and design, English, music and RE		£10,000
French, German, Spanish	£27,000	

C27. The department aligns the funding available across all postgraduate routes into teaching. This means that schools providing School Direct (salaried) or the PGTA routes can access funding equivalent to the bursary amount as a contribution to salary and training costs. Apprenticeship funding of up to £9,000 is available in addition to the PGTA grant funding. For 2024/25, the PGTA grant funding in chemistry, computing, mathematics, physics, French, German and Spanish is the same value as the bursary. In other subjects, the PGTA grant funding continues to be £9,000 lower than the bursary, given employers can also access apprenticeship funding of up to £9,000.

Table C2: School Direct (salaried) grant funding for 2024/25

Subjects	Grant
Chemistry, computing, mathematics, physics	£28,000
Biology, design and technology, geography, and languages (including ancient languages)	£25,000
Art and design, English, music and RE	£10,000

Table C3: Postgraduate Teaching Apprenticeship grant funding for 2024/25

Subjects	Grant
Chemistry, computing, Mathematics, Physics	£28,000
French, German, and Spanish (no other languages)	£25,000
Other Languages, Biology, Design and Technology, and Geography	£16,000
Art and Design, English, Music and RE	£1,000

C28. Table C5 and Table C6 show the bursaries for undergraduate teacher training courses, including the undergraduate veteran teaching bursary. These are unchanged for 2024/25.

Table C4: Bursaries and scholarships available to trainees in 2024/25 – Undergraduate Bursaries

Subjects	Bursary[76]
Mathematics	£9,000
Physics	£9,000
Languages	£9,000
Computing	£9,000

Table C5: Bursaries and scholarships available to trainees in 2024/25 – Undergraduate veteran teaching bursary

Subjects	Bursary[77]
Biology	£40,000
Physics	£40,000
Chemistry	£40,000
Computing	£40,000
Mathematics	£40,000
Languages	£40,000

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

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

Annex D: Median teacher pay, pay progression, total remuneration, and pay competitiveness by subject

D1. This annex discusses the reasons, set out in the SWC publication, that teacher pay data for November 2022 likely does not fully incorporate the 2022/23 pay award, with year-on-year changes in average reported pay being lower than expected. It therefore cautions against interpreting that data as representing pay across 2022/23. In support of this, an estimate is presented using TPS data, which indicates median pay increased by 5%, in line with the pay award.

D2. The annex goes on to recap estimates for the proportion of teachers progressing up the pay ranges and the pay rises such teachers could expect to receive. Finally, the annex provides some supporting data on pay in the wider economy for individuals with qualifications in different subjects.

Median teacher pay in the School Workforce Census

D3. For November 2022, the reported median teacher pay in the SWC was:

	Median pay		
	All teachers	Primary	Secondary
All teachers	£41,600	£40,100	£43,400
Classroom teachers	£40,300	£38,800	£41,900
Headteachers	£70,800	£67,700	£97,300

D4. This implied a year-on-year rise in reported pay of:

	% increase on 2021/22		
	All teachers	Primary	Secondary
All teachers	0.8%	1.6%	4.2%
Classroom teachers	1.9%	1.7%	0.6%
Headteachers	2.4%	0.5%	2.5%

D5. These year-on-year increases are substantially lower than might be expected, given the uplifts to the pay ranges in the STPCD of:

- 5.0% to the minima and maxima of all pay ranges, except the main pay range; and

- 8.9% for the minimum of the main pay range outside London, with uplifts of between 5% and 8% for the remaining main pay range advisory pay points (estimated to average 5.4% across the workforce).

D6. The SWC statistical publication set out the reasons for this in a note at the top of the teacher pay statistics section, to aid interpretation of the data. The methodology section expanded further on the detail. The timing of the data collection is likely to be the main driver, which is why the section below seeks to investigate this reason and look at alternative sources of data.

Timing of the data collection means reported pay data does not always incorporate the latest pay award

D7. Although other factors could have an influence, the timing of the data collection is likely to be the main driver causing the deviation between the 5% pay uplift and the significantly lower reported increase in pay this year. The data reported in the SWC for 4th November 2022 likely did not yet incorporate in full the increases to teachers' pay resulting from the most recent pay award.

D8. The SWC is designed to capture a snapshot of data on the day of collection; it is not adjusted for subsequent pay awards that are backdated. Reported median pay in the November 2022 census (£41,604) is exactly equal to the U3 pay point (the maximum of the upper pay range) for the prior year 2021/22, indicating there may be a number of teachers whose pay had yet to be uprated for the 2022/23 award.

D9. It is for schools to determine pay for teachers at an individual level, subject to their own pay policies and performance reviews. Such individual decisions may not have been made for all teachers by the time the SWC data are collected on 4th November.[78] Therefore, some schools may have reported data reflecting the latest pay review, but for others the pay reported will be that of the previous academic year (without the outcome of the 2022/23 pay review applied).

D10. This is likely to be more common this year, given that the consultation process and publication of the STPCD concluded on 13th October in 2022. This was later than in previous years and was close to the census date, which may have impacted on the pay data collected more than in previous years.

D11. This should be considered when interpreting whether SWC pay data reported for November 2022 is representative of AY2022/23 average pay.

[78] Pay awards are effective from September, so a teacher whose award was confirmed later in the year would receive the same pay as a teacher whose award was confirmed sooner, through backdated pay.

Median pay using Teacher Pension Scheme data

D12. TPS data can be used to compare to the snapshot data reported in the SWC. This data has the benefit of being retrospectively updated with any pay decisions that were backdated to before the census date in November each year. Previous analysis the department has provided to the STRB on teacher pay progression has used TPS pay data matched to the SWC. A similar approach is taken here. Over 90% of teachers included in the SWC pay data could be matched uniquely to a TPS record live on 1st November in the relevant census year. This matched subset of teachers can confidently be described as representative, as median SWC-reported pay for the subset is £41,327 in November 2021 and £41,604 in November 2022, within £34 of the median for the full set of teachers in 2021 and exactly matching in 2022.

D13. For this matched subset of teachers, FTE gross pay from the TPS was then substituted for FTE gross pay from the SWC. The same methodology is then applied to this TPS pay data as is used for the SWC National Statistics on pay, to generate a median pay figure for each year. This is presented on the right hand side in Table D1, covering all teachers, both classroom and those in leadership posts.

Table D1: Median pay for all teachers and leaders from the School Workforce Census and estimated median pay using Teacher Pension Scheme data for a matched subset of teachers

Census Year	Median Pay: SWC	Year-on-year increase (%)	Median Pay: TPS (matched)	Year-on-year increase (%)
2021	£41,294		£41,604	
2022	£41,604	0.8%	£43,685	5.0%

Source: School Workforce Census and Teacher Pension Scheme

D14. This represents a 5% increase in median pay using the TPS data, in line with the pay award. Median teacher pay reported in the SWC in November 2022 was equal to the 2021/22 U3 (rest of England) pay point i.e. the U3 pay point for the prior academic year. According to TPS data, the median teacher was on the 2022/23 U3 (rest of England) pay point.

D15. In 2023/24, the U3 (rest of England) pay point has risen by 6.5% to £46,525. SWC data covering November 2023 is not yet available.

Pay and total remuneration in 2023/24

D16. While School Workforce Census data is not yet available for 2023/24, and notwithstanding the issues covered above with November 2022 pay data not fully reflecting the 2022/23 pay award, it is possible to calculate what the 6.5% award would be equivalent to in cash terms for published 2022 median pay figures.

D17. It is also possible to calculate the employer contribution to the Teachers Pension Scheme associated with each level of pay, as well as how much this increased with

the 6.5% award. Furthermore, the cash increase to the employer contribution resulting from the 5 percentage point increase, from 23.6% to 28.6%, can be calculated, noting that the employer contribution rates include past deficit costs and future service costs. This is applicable from April 2024.

D18. Adding these figures together leads to an approximate total remuneration for different teacher grades in 2023/24. This is not a statistic but a calculated approximation of the average. Remuneration will vary considerably between individual teachers.

D19. Using the School Workforce Census median pay figure for all teachers of £41,600, it is estimated that the total remuneration package for the average teacher from April 2024 would be almost £57,000. For the average secondary headteacher, it would be over £133,000.

Table D2: Assessment of total remuneration, including the equivalent of the 6.5% pay award on November 2022 School Workforce Census median pay, the 23.6% employer contribution to the Teacher Pension Scheme before April 2024, and the 28.6% employer contribution from April 2024 (past deficit costs and future service costs).

	Average classroom teacher	Average deputy & assistant heads	Average **primary** head	Average **secondary** head	Average head	All teachers
Median pay, Nov 2022* (SWC)	£40,300	£56,800	£67,700	£97,300	£70,800	£41,600
6.5% pay award equivalent to…	£2,600	£3,700	£4,400	£6,300	£4,600	£2,700
Implied pay from September 2023	**£42,900**	**£60,500**	**£72,100**	**£103,600**	**£75,400**	**£44,300**
Employer pension contribution on Nov 2022 median pay	£9,500	£13,400	£16,000	£23,000	£16,700	£9,800
Employer pension contribution on 6.5% pay award equivalent to…	£600	£900	£1,000	£1,500	£1,100	£600
Implied employer pension contribution from September 2023	**£10,100**	**£14,300**	**£17,000**	**£24,500**	**£17,800**	**£10,400**
Additional employer pension contribution from April 2024 equivalent to…	£2,100	£3,000	£3,600	£5,200	£3,800	£2,200
Implied employer pension contribution from April 2024	**£12,200**	**£17,300**	**£20,600**	**£29,700**	**£21,600**	**£12,600**
Total remuneration package, on Nov 2022 median pay	£49,800	£70,200	£83,700	£120,300	£87,500	£51,400
Implied total remuneration package from September 2023	**£53,000**	**£74,800**	**£89,100**	**£128,100**	**£93,200**	**£54,700**
Implied total remuneration package from April 2024	**£55,100**	**£77,800**	**£92,700**	**£133,300**	**£97,000**	**£56,900**

Levelling Up Premium

D20. The LUP is offered to teachers in the most disadvantaged half of schools nationally, while in Education Investment Areas it encompasses three-quarters of schools. It is paid to teachers in eligible subjects in the first five years since achieving QTS.

D21. Following the introduction of the LUP in disadvantaged schools, the department is expanding the LUP offer in the 2024/25 and 2025/26 academic years to include all further education colleges and doubling the amount available from up to £3,000 after-tax to up to £6,000 after-tax.

D22. The LUP is delivered as a lump sum after-tax payment to eligible teachers via the department's digital application service. It is possible to convert these after-tax payments to the equivalent salary a teacher would need to earn to benefit from the same additional take-home pay, assuming each marginal pound of earnings attracts a tax rate of 20% and a national insurance contribution rate of 10%[79].

D23. For example, a teacher getting the maximum £3,000 LUP in 2023/24 will have received a boost to take home pay equivalent to a scenario where their salary was £4,290 higher. A teacher receiving the maximum £6,000 LUP in 2024/25 will have received a boost to take home pay equivalent to if their salary was £8,570 higher.

Table D3: Levelling Up Premium (LUP) after-tax payment values and equivalent pre-tax salary

	After-tax LUP payment	Pre-tax pay equivalent
2023/24	£1,500	£2,140
	£2,000	£2,860
	£2,500	£3,570
	£3,000	£4,290
2024/25	£3,000	£4,290
	£4,000	£5,710
	£5,000	£7,140
	£6,000	£8,570

Pay progression

D24. As Table A7 of last year's evidence[80] showed, around one-third of qualified classroom teachers are on points M1 to M5. These teachers are typically eligible to progress each year, subject to performance and at schools' discretion. Table D4 shows that a teacher on these points in 2022/23 progressing to the next pay point in 2023/24 could have received an increase in pay of between 11.6% and 14.9%,

[79] Not accounting for employee pension contributions or student loan repayments. Student loan repayments would be made on both salary and LUP.

[80] School Workforce Census pay data for 2022/23 is likely to give a less reliable distribution of teachers, due to the reporting lag discussed earlier in this annex, so it is appropriate to use the 2021/22 distribution.

incorporating both the pay uplift to each point and the progression between the two points. For example, a teacher in the rest of England region, progressing from pay point M5 in 2022/23 to pay point M6 in 2023/24 would see their pay rise from £35,990 to £41,333, an increase of £5,343 or 14.8%.

Table D4: Total pay rise from the combined effect of the 6.5% pay award and pay progression of one pay point, for classroom teachers

	Rest of England		London Fringe		Outer London		Inner London	
	£	%	£	%	£	%	£	%
M1-to-M2	£3,737	13.3%	£3,806	13.0%	£3,913	12.1%	£3,989	11.6%
M2-to-M3	£4,014	13.5%	£4,078	13.1%	£4,116	12.1%	£4,177	11.6%
M3-to-M4	£4,301	13.5%	£4,381	13.3%	£4,332	12.1%	£4,376	11.6%
M4-to-M5	£4,480	13.2%	£4,536	12.9%	£4,891	13.0%	£4,960	12.5%
M5-to-M6	£5,343	14.8%	£5,425	14.6%	£5,951	14.9%	£5,774	13.8%
M6-to-U1	£4,456	11.5%	£4,496	11.2%	£4,399	10.2%	£7,770	17.4%
U1-to-U2	£4,245	10.4%	£4,321	10.3%	£4,666	10.4%	£5,787	11.7%
U2-to-U3	£4,394	10.4%	£4,479	10.3%	£4,839	10.4%	£5,216	10.1%

Source: School Teachers Pay and Condition Document

D25. Table A7 of last year's evidence showed that around another third of teachers are on pay points M6 to U2. A teacher on one of these points in 2022/23 progressing to the next point in 2023/24 could have received an increase in pay of between 10.1% and 11.7% in most cases, or up to 17.4% for teachers in Inner London moving onto the Upper pay range. These increases range from £4,245 up to £7,770.

D26. Previous analysis included in the department's evidence to the STRB used a combination of SWC and TPS data to estimate rates of progression or promotion for teachers allocated to each of these pay points. While noting some of the difficulties associated with tracking teachers' progression rates precisely in the data, evidence submitted to the STRB in February 2021 estimated an average progression rate of 85% for teachers on the first five pay points who remained in consecutive service, and approximately 40% on average for those on pay points M6 to U2 remaining in service. Subsequent analysis, including that in Annex F of the department's March 2022 evidence, indicates this estimate remains relatively stable.

D27. Combining these estimates with the estimated proportions of approximately one-third of qualified classroom teachers on pay points M1 to M5 (around 85% progressing), and the approximately one-third on M6 to U2 (around 40% progressing) indicates that over 40% of qualified classroom teachers remaining in service could be expected to have received progression or promotion in any given year.

D28. This estimate excludes any consideration of the promotion rates of teachers at the top of the upper pay range, who can advance into leadership positions, including the leading practitioner range or into Assistant Head, Deputy Head, or Headteacher positions – rather, it focuses only on movement through the main and upper pay scales. It should also be noted that classroom teachers, including those below the

top of the range, may also receive increases in pay in addition to their base pay for taking on additional responsibilities, such as receiving a Teaching and Learning Responsibility payment (TLR) for taking on a middle leadership role.

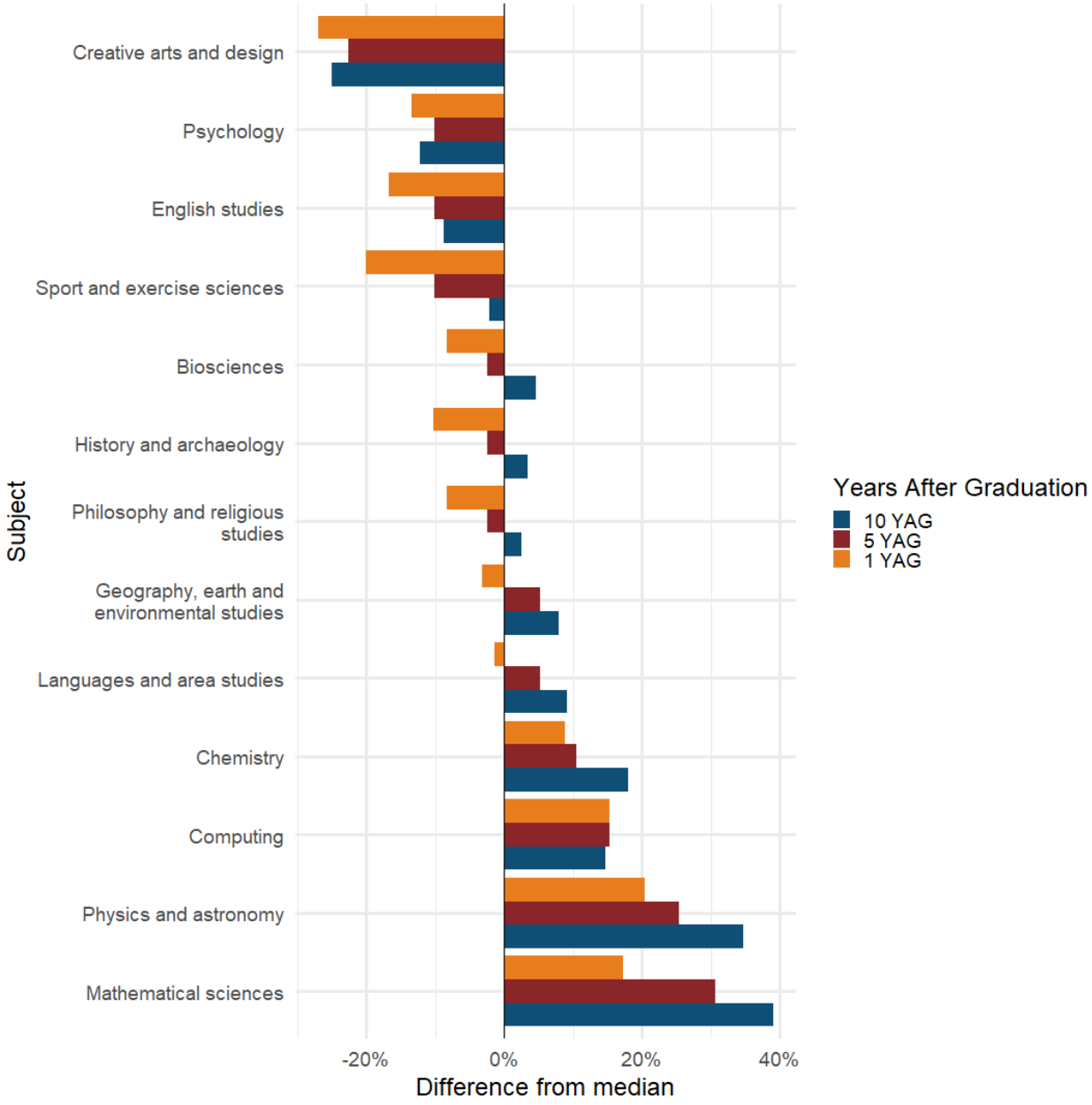
D29. For those qualified classroom teachers below the top of the Upper pay range, so only those on pay points M1 through to U2, it would be reasonable to expect that around 60% would receive an increase to base pay due to progression or promotion, over and above the pay award.

Pay competitiveness by subject

D30. There is limited variation in teacher pay by subject. However, outside earnings potential varies significantly by degree subject. LEO data shows, for first degrees, an earnings premium of 25% (£7,300) and 31% (£8,800) by the 5th year after graduation for Physics and Astronomy and Mathematical Sciences graduates, respectively, relative to the average graduate. This grows to 35% (£11,400) and 39% (£12,800), respectively, by the 10th year after graduation. Chemistry sees a premium of 10% (£3,000) and Computing 15% (£4,400) by the 5th year, or 18% (£5,900) and 15% (£4,800) by the 10th year.

D31. It is important to note that LEO data is not full-time equivalent pay. Earnings premiums may therefore be partly explained by differences in average working hours for graduates in different subjects. Some caution in interpretation is therefore required.

Figure D1: Variation in pay for selected subjects, relative to the overall graduate median, at 1, 5, and 10 years after graduation (Longitudinal Education Outcomes, tax year 2020-21, first degrees)[81]



Source: Longitudinal Educational Outcomes

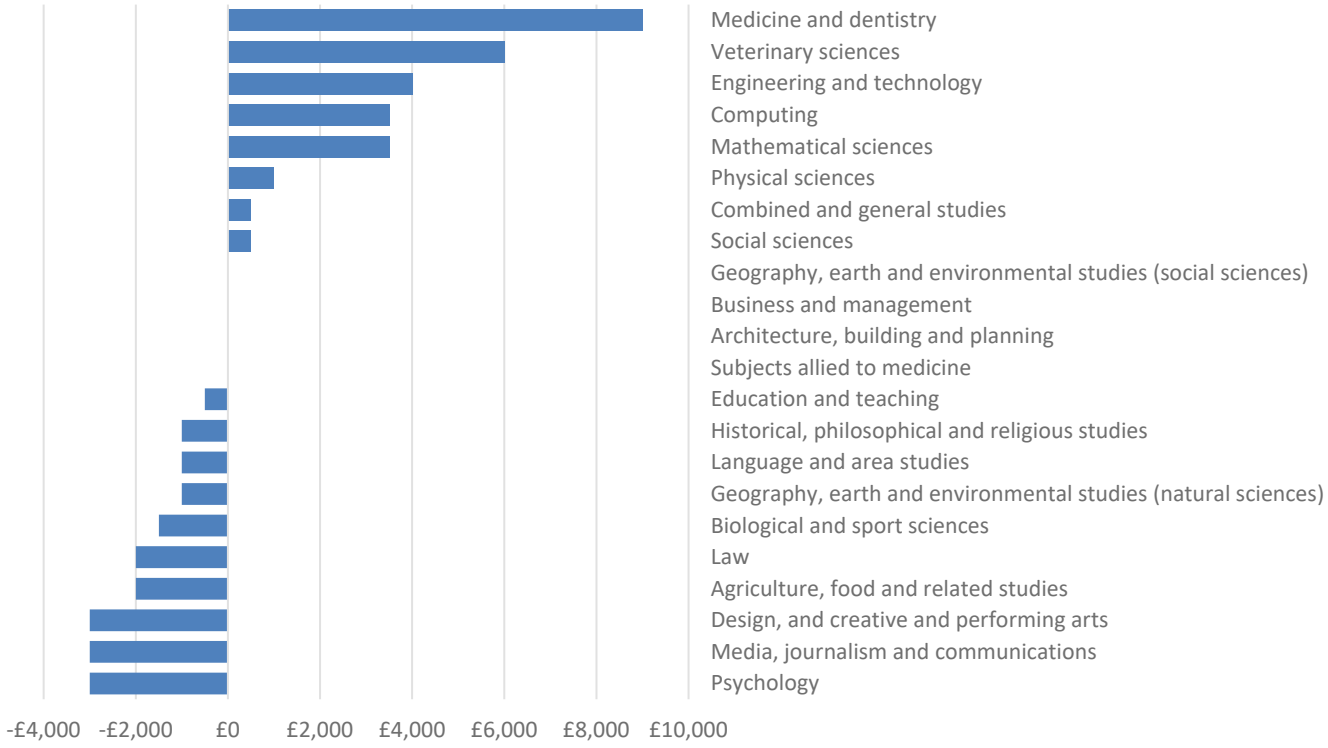
D32. Pay premiums for some subjects can also be seen in data sources that do control for full-time employment, such as the Graduate Outcomes survey.[82] For example, median pay for Mathematical Sciences graduates in full-time employment in England was £29,500 fifteen months after graduation for the cohort graduating in 2020/21. That represents a premium of £3,500 over the median graduate in the survey in full-time employment, as shown in Figure D2.

[81] Explore Education Statistics, 'LEO Graduate and Postgraduate Outcomes, Tax year 2020-21'. Ordered by salary 5 years after graduation.

[82] HESA, 'Graduate Outcomes data and statistics 2020/21'.

D33. The data suggest that the teacher pay offer is therefore likely to be relatively more competitive for some subjects compared to others that can command higher outside earnings.

Figure D2: Variation in weighted median salary of UK domiciled full-time graduates who obtained first degree qualifications and entered full-time paid employment in the UK by subject area of degree (Graduate Outcomes survey, academic year 2020/21, 15 months after graduation)[83]



Source: HESA Graduate Outcomes Survey

[83] Data downloaded from Graduate Outcomes open data repository | HESA 'Graduates in Work' section, Figure 14. Data filtered for providers in England.

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