

**NASUWT SUBMISSION
TO THE SCHOOL TEACHERS' REVIEW BODY
13 DECEMBER 2024**

NASUWT – The Teachers' Union.

If you require further information about this submission, please contact:

Dr Patrick Roach
General Secretary
NASUWT
Hillscourt Education Centre
Rose Hill
Rednal
Birmingham
B45 8RS

0121 453 6150
www.nasuwt.org.uk
nasuwt@mail.nasuwt.org.uk

1. INTRODUCTION

- 1.1 The Government has have inherited a situation where the country's schools are in crisis. There is a crisis of teacher supply, with fewer graduates choosing to enter the profession and with large numbers of teachers leaving the profession prematurely. Pay is a central factor that is driving the teacher supply crisis. If the Government is going to meet its target to recruit 6,500 new qualified teachers whilst tackling the recruitment and retention crisis then STRB must use its role to secure a real terms pay award for 2025-26 as part of a programme for pay restoration.
- 1.2 There has been more than a decade of real terms pay erosion, with teacher morale now at its lowest level in years. Unless and until the depth of this crisis is recognised, and a commitment is made to use the pay mechanism to restore the status of teachers, schools will not be able to recruit and retain the teachers and headteachers they need to meet the needs of all children and young people.

STRB process

- 1.3 NASUWT welcomes the new timetable for the 35th remit. The return to a much earlier remit from the new Secretary of State, with corresponding earlier timelines from the STRB, will allow the STRB's 35th review process to conclude by 31 March 2025. We do however note that there is currently no commitment to a date when the Secretary of State will publish the STRB report and the governments' recommendations. The sector is anticipating that the process will be concluded in good time to allow for all the recommendations to be fully in place for the start of the new academic year on 1 September 2025.

1.4 The remit for the 35th Report is set out as follows:

- the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2025/26;
- an assessment of any changes to Teaching and Learning Responsibility (TLR) payments concerning the existing pro-rata rule; and
- views on how the current pay framework can best support teachers from all backgrounds and with protected characteristics, including by promoting flexible working.

1.5 In our evidence, we urge the STRB to consider all matters that impact on its wider role and responsibilities, including with regard to the matters relating to pay restoration. We trust that the STRB will also specifically consider the issues relating to supply teachers, whose pay has worsened more substantially over the period. We believe that it is time for the Review Body to turn its attention to this largely unregulated and important area of teacher supply.

2. THE POSITION ON TEACHERS' PAY

The impact of inflation

2.1 It is essential that the Review Body considers teachers' pay in the context of the substantial deterioration in teachers' real terms pay suffered since 2010.

2.2 The Office for National Statistics (ONS) publishes inflation statistics using a variety of inflation indices. Considering the range of inflation indices available, Review Bodies are obliged to select the one which is most appropriate to their workforce. NASUWT recommends that the Review Body should prioritise the use of the Retail Prices Index (RPI) when considering the impact of inflation on teachers' pay.

- 2.3 The Government routinely switches between different inflation indices for different purposes. For example, the Consumer Prices Index (CPI) measure is the Government's preferred inflation measure for the purposes of public sector pay and both public and state pension increases. However, rail fares, for example, increase every year by an RPI inflation measure and the ONS also publishes inflation data using the CPI, including owner occupiers' housing costs (CPIH) index, which was designated as the lead measure of inflation used by the ONS from 21 March 2017.
- 2.4 The House of Lords Economic Affairs Committee Inquiry previously reported on the use of RPI.¹ The Committee raised concerns that over recent years, the Government has intentionally sidelined RPI in favour of methods that show lower headline inflation. The Committee cited concerns with rail fares and student loan interest rates increasing by RPI, whilst public expenditure is uprated by the lower CPI rate. For teachers early in their careers, student loan repayments are a significant item of expenditure and interest on these increases by RPI, not CPI.
- 2.5 Incomes Data Research (IDR) indicates that more than half of employers (53%) use the RPI inflation index when calculating pay awards for their workforces.² The range of prices, which are included in the index, makes RPI a much more reliable indicator of the increases in prices which impact workers. This also makes the RPI index the inflation measure which is most directly relevant to teachers in a wage-setting context.
- 2.6 Since 2010, there has been significant debate amongst statisticians and economists concerning the best method of measuring UK inflation. On balance, it is clear that the different measures of UK inflation were designed for different purposes:

¹ House of Lords, Economic Affairs Committee, *Measuring Inflation*, 2019. <https://publications.parliament.uk/pa/ld201719/ldselect/ldeconaf/246/24602.htm>

² Incomes Data Research (IDR), *Pay Climate*, Issue 38, September 2024. www.incomesdataresearch.co.uk

- (i) RPI is a true cost-of-living index, since it measures the change in minimum household expenditure needed to maintain a given standard of living.
- (ii) The Harmonised Index of Consumer Prices (HICP) measure, renamed CPI in the UK since 2010, was designed as a macroeconomic tool to assist European Union (EU) countries to set interest rates. Eurostat, the creators of the HICP, state specifically that it is 'not suitable for wage bargaining purposes' since it includes no estimation of owner/occupier housing costs.³
- (iii) CPIH has significant deficiencies in estimating owner/occupier housing costs and is based upon the HICP/CPI to ensure that the same statistical principles and methods are used in each country to set interest rates. It is not designed to ensure the maintenance of a given standard of living. CPIH was significantly amended by the ONS from March 2024, to address known deficiencies in underestimating owner/occupier housing and rental equivalence costs. It was anticipated by ONS that, on average, UK annual percentage change, reported by the Price Index of Private Rents (PIPR), is 0.7 percentage points higher than the Index of Private Housing Rental Prices (IPHRP), which PIPR replaced in March 2024.⁴

2.7 As stated by Dr Mark Courtney, the former Head of Economics in the Regulatory Impact Unit of the Cabinet Office, in his seminal paper '*Consumer Price Indices in the UK*':

*"Overall, taking account of both coverage and formula effect differences, the conclusion is that, within the limitations of how price data is collected within the UK, the RPI is as good a consumer price index as one can get for uprating purposes. The systemic differences between the RPI and the CPI are the result entirely of under-estimation by the CPI."*⁵

³ Eurostat news release, 'Interim step towards harmonised measurement of consumer prices NEW WAY OF COMPARING EU INFLATION Required for the assessment of convergence for Economic and Monetary Union', 29 February 1996.

<https://ec.europa.eu/eurostat/documents/2995521/5253882/2-29021996-AP-EN.PDF.pdf/2228be52-e560-48bd-9393-f16e39132b08>

⁴ ONS, *Redevelopment of private rental prices statistics, impact analysis, UK*: December 2023.

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/redevelopmentofprivaterentapricesstatisticsimpactanalysisuk/december2023>

⁵ Dr. Mark Courtney, 'Consumer Price Indices in the UK', 2016.

<https://uksa.statisticsauthority.gov.uk/wp-content/uploads/2016/11/Consumer-Price-indices-in-the-UK.pdf>

- 2.8 The failure of CPI to include any estimation of housing costs makes it unsuitable in the context of determining pay awards. The experimental estimation of rental equivalence currently utilised within the Household Costs Indices (HCI), which inform the housing costs element of CPIH, have traditionally made it an unreliable inflation measure that underestimates housing costs.⁶
- 2.9 The relatively recent improvements implemented by ONS from March 2024 have resulted in CPIH more closely resembling inflationary increases as measured by the RPI. In September 2024, RPI stood at 2.7% and CPIH at 2.6%, whereas the CPI measure that excludes housing costs was just 1.7%.
- 2.10 Increased energy costs from October 2024 contributed to a steep increase in inflationary pressures experienced by UK households. In October 2024, inflation, as measured by RPI, increased to 3.4%, CPIH to 3.2% and CPI to 2.3%.
- 2.11 The Review Body should take into account the recent steep increases in energy costs experienced by UK households and anticipate further planned increases to energy costs as a result of Energy Price Cap changes that control what most households pay for energy, which will rise by a further 1.2% from 1 January 2025.⁷
- 2.12 Government research shows that: 'Under the October to December 2024 direct debit price cap the average annual bill for typical gas and electricity consumption is £1,717. This is well below the peak level of £2,380 level under the Energy Price Guarantee from October 2022 to June 2023, but still 41% higher than in Winter 2021-22.'⁸

⁶ Office for Statistics Regulation (OSR), 'National Statistics status of Consumer Prices Index including Owner Occupiers' Housing Costs (CPIH), 31 July 2017. <https://osr.statisticsauthority.gov.uk/wp-content/uploads/2017/07/CPIH-letter-from-Ed-Humpherson-to-John-Pullinger-final.pdf>

⁷ Ofgem, *Energy price cap will rise by 1.2% from January 2025*, 22 November 2024. <https://www.ofgem.gov.uk/press-release/energy-price-cap-will-rise-12-january>

⁸ House of Commons Library (HoCL), *Gas and electricity prices during the 'energy crisis' and beyond*, 22 November 2024. <https://commonslibrary.parliament.uk/research-briefings/cbp-9714/>

2.13 The NASUWT strongly recommends that the Review Body both utilise RPI as the most appropriate and accurate inflation measure suitable for determining teachers' pay awards and utilise the Government's pre-announced increases to the Energy Price Cap to factor into any known pay award increases to UK households energy costs.

The real terms cut in teachers' pay since 2010

2.14 In the STRB's 34th Report, the Review Body recommended for September 2024, 'increases to teachers' pay of 5.5% at all grades. In addition, a 5.5% increase to all allowance ranges.' Whilst this welcome above-RPI-inflation pay increase has had a marginal impact to remediate the effects of persistently below-inflation awards under the previous Conservative Government, there is still some way to go until teachers' salaries are commensurate with pre-austerity pay levels.

2.15 In September 2024, the pay of classroom teachers' starting salaries was worth more than one-sixth (17.7%) less in real terms than if it had increased to match RPI inflation in each year since 2010. By the same measure, the pay of classroom teachers on M6 was one-quarter (24.9%) less in real terms, and the pay of teachers on the Upper, Lead Practitioner and Leadership Pay Ranges was almost one-third (between 29.3% and 31.2%) less in real terms than in 2010. It is essential for the future of the teaching profession that the Review Body seek to restore teachers' pay to 2010 levels in real terms to address the acute and worsening teacher recruitment and retention crisis.

2.16 The continuing cost-of-living crisis, stubbornly high energy prices and substantially higher food costs, which are baked into households increased cost of living, are an enduring concern for teachers. The vast majority of teachers (87%) state that they do not think that teachers' pay is competitive with other professions, and 82% believe that people are put off a career in

teaching because of pay. Significantly, almost two-thirds of teachers (62%) are cutting back on food spending, an increase of 10% on the previous year.⁹

- 2.17 NASUWT's Wellbeing at Work Survey 2024 ran from mid-September 2023 through to early January 2024. 11,754 teachers responded. It is deeply concerning that one in five school teachers (19%) are reporting that financial worries have adversely impacted their health in the last 12 months.¹⁰
- 2.18 Similarly, the Edurio Staff Experience and Wellbeing survey 2023/24 found that one in five teachers (21%) in academies had considered resigning due to financial concerns in the past 12 months.¹¹
- 2.19 Teachers have endured more than a decade of pay freezes and below-inflation pay awards under the previous Conservative Government. The Review Body must continue to build upon positive progress made last year towards restoring the value of teachers' pay to 2010 levels in real terms.

Teacher salary increases compared to inflation increases, 2010 to 2024

- 2.20 The following chart shows the extent to which the pay of classroom teachers on the Main Pay Range (MPR) has fallen behind price increases, measured by both the RPI and CPI, since 2010. The chart illustrates pay increases in the best-case scenario, where a teacher at the top of the MPR has received the maximum pay award each year since 2010 (Max MPR) and the worst-case scenario, where a teacher on the MPR has received no cost-of-living award since 2014.
- 2.21 The indexed price increases, as measured by both RPI and CPI, are measured against the indexed increases to teachers' pay on the MPR in each

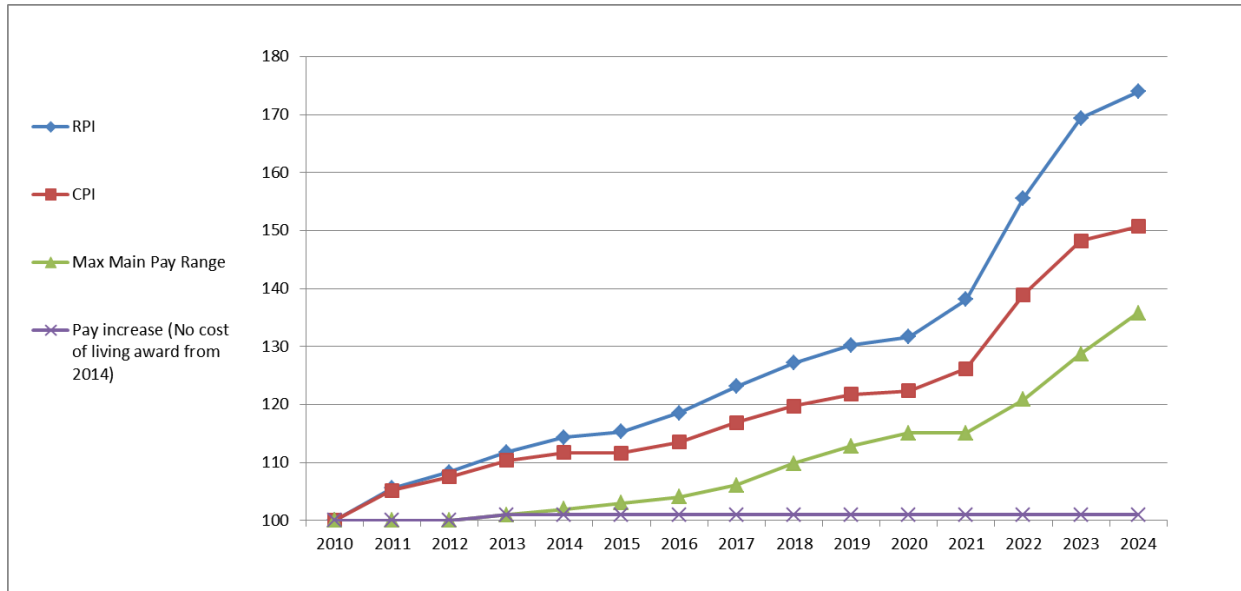
⁹ NASUWT Big Question Survey 2023. <https://www.nasuwt.org.uk/static/847bdd11-256f-4aec-8ee7cc0201f2bf9f/e6b71e03-fca3-45a9-abad2b3046f78538/Big-Question-Survey-Report-2023.pdf>

¹⁰ NASUWT Wellbeing at Work Survey 2024. <https://www.nasuwt.org.uk/news/campaigns/teacher-wellbeing-survey.html>

¹¹ Edurio, Staff Retention in Academies. <https://home.edurio.com/resources/insights/staff-retention-in-academies>

year between 2010 and 2024, to illustrate the cumulative effect of successive below-inflation pay awards since 2010.

Indexed price increases compared to teachers' MPR increases, 2010 to 2024



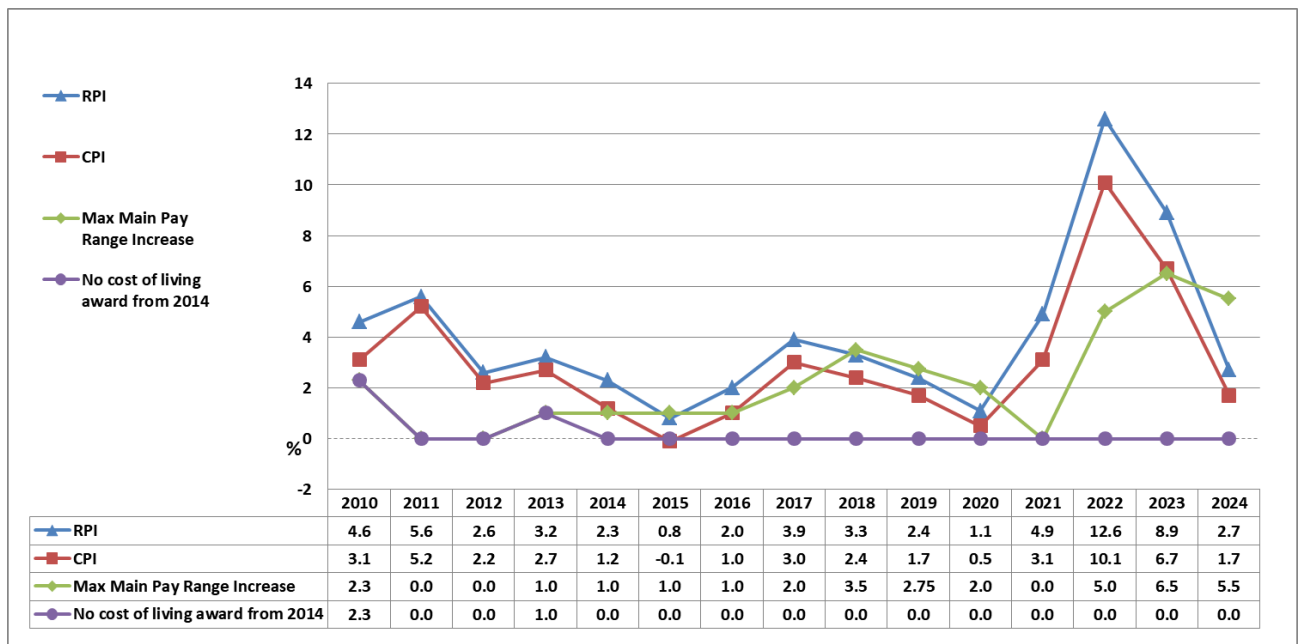
2.22 In both the best- and worst-case scenarios, teachers' pay has failed to keep pace with price increases, as measured by both the RPI and CPI inflation measures. Since 2010, the cost of living has increased by 74% as measured by RPI, and 50.8% as measured by CPI, whereas pay for teachers at the top of the MPR has risen by just 35.8%. Teachers remain significantly poorer in real terms than they were in 2010, due to the cumulative impact of successive pay awards failing to match cost-of-living increases, as measured by both the RPI and CPI inflation measures.

2.23 RPI inflation rocketed to a high of 14.2% in November 2022, its highest rate in over 40 years (since December 1980). The STRB's recommended pay increase for September 2022 of 5%, in the context of 12.6% RPI inflation, represented the biggest real terms pay cut suffered by teachers in 45 years. The 6.5% increase in teachers' pay in September 2023 represented another significant real terms pay cut in the context of 8.9% RPI inflation. The 5.5%

pay award recommended by the Review Body for September 2024 was only the fifth above-inflation pay award to teachers in 15 years.

2.24 The following chart illustrates the annual percentage increase in teachers' pay in both the best- and worst-case pay scenarios in each year since 2010, as set out above, together with the 12-month percentage change in inflation for both RPI and CPI in September of each year.

Teacher salary increases compared to inflation increases, 2010 to 2024



2.25 The slight real terms gains made in 2015, 2018, 2019 and 2020 have had only a marginal positive impact on teachers' real terms earnings, which have plummeted since 2010. The pay freeze in 2021, followed in 2022 by the largest real terms pay cut suffered by teachers since 1977,¹² when taken in context of crippling cost-of-living increases, has plunged many teachers into serious financial hardship.

2.26 The real terms pay cut recommended by the Review Body in 2023, exacerbated the appalling financial situation that faced many teachers, as

¹² In April 1977, teachers received a 5% pay award when RPI inflation was at 17.5%, resulting in a 12.5% real-terms pay cut. In September 2022, teachers received a 5% pay award when RPI inflation was 12.6%, resulting in a 7.6% real-terms pay cut.

mortgage rates, energy bills and food costs continued to increase at a faster rate than their pay. The 5.5% increase to teachers' pay in September 2024 marked a positive change under the Labour Government, and the first significant above-RPI inflation pay award for teachers since 2009.

- 2.27 If the Review Body is serious about tackling the worsening teacher recruitment and retention crisis, the eventual aim must be to restore teacher pay to 2010 levels in real terms, with significant progress being made in each and every year.

Cumulative shortfall in teachers' salaries since 2010

- 2.28 The following table shows the extent to which teachers' salaries have eroded in real terms, as measured by RPI, since 2010. The values of teachers' pay on the MPR are between £5,617 (17.7%) and £10,860 (24.9%) lower in 2024/25 than if teachers' salaries had increased in each year since 2010 to keep pace with RPI inflation.

- 2.29 Similarly, the salaries of teachers paid on the Upper Pay Range (UPR) are between £13,359 (29.3%) and £14,366 (29.3%) lower in 2024/25 than if teachers' salaries had increased to keep pace with RPI inflation since 2010. Leadership Pay Range (LPR) headteachers' salaries are between £16,841 (29.9%) and £43,160 (31.2%) lower by the same measure.

- 2.30 The Conservative Government's policy to freeze teachers' pay in 2011, 2012 and 2021, apply a 1% pay cap from 2013 to 2016, and impose successive below RPI inflation pay increases in 11 out of 14 years in power, has devastated teachers' salary levels and their finances.

- 2.31 The following table shows the cumulative impact on teachers' pay range values since 2010, as a result of successive and prolonged below-RPI inflation salary increases. Teachers and school leaders who have remained in the profession since 2010 are, in effect, between £47,704 and £305,722 worse off in real terms since 2010, due to the cumulative shortfall in pay.

Teachers' salary shortfall in 2024/2025

England	Salary 2024/25	Shortfall in 2024/25 (£)	% shortfall in 2024/25	2010/11- 2024/25 Cumulative shortfall (£)
MPR				
Minimum	£31,650	-£5,617	17.7	£47,704
M2	£33,483	-£6,730	20.1	£53,496
M3	£35,674	-£7,773	21.8	£59,529
M4	£38,034	-£8,755	23.0	£65,531
M5	£40,439	-£10,037	24.8	£72,744
Maximum	£43,607	-£10,860	24.9	£76,582
Upper Pay Range				
UPS1	£45,646	-£13,359	29.3	£94,198
UPS2	£47,338	-£13,853	29.3	£97,676
UPS3	£49,084	-£14,366	29.3	£101,299
Leadership Pay Range				
L6	£56,316	-£16,841	29.9	£118,496
L8	£59,167	-£17,695	29.9	£124,506
L11	£63,815	-£19,087	29.9	£134,298
L28	£96,673	-£28,916	29.9	£203,462
L43	£138,265	-£43,160	31.2	£305,722

2.32 Significant above-RPI inflation increases in salary values over a sustained period are necessary to restore teachers' salaries to a level commensurate to their skills and experience.

2.33 The NASUWT written evidence to the 34th STRB includes details of how the cost of crisis is impact our members' and sets out the evidence for a restorative pay award.¹³

Teachers' starting salaries

2.34 NASUWT welcomed the increase to classroom teachers' starting salaries to £30,000, the delay in its implementation until September 2023 was a retrograde step. If teachers' starting salaries had increased in line with RPI inflation since 2010, they would have increased to £36,287 in September 2023 and to £37,267 in September 2024.

2.35 If teachers' starting salaries had increased in line with RPI inflation since 2010, and were to continue to rise in line with RPI inflation of 3.5% on average in 2025, as forecast by the Office for Budget Responsibility (OBR)¹⁴, then teachers' starting salaries would increase to £38,571 in September 2025. To restore teachers' starting salaries to the same level as 2010 in real terms by September 2025, a 21.9% increase to starting salaries would be necessary in September 2025.

2.36 As detailed elsewhere in this evidence, the recruitment and retention of teachers' remains a serious problem that has not been adequately addressed over the past 15 years. A radical overhaul of the current pay system is necessary to make the teaching profession an attractive financial proposition for graduates. NASUWT's pay recommendations ensure both a reasonable starting salary for teachers and a clear pathway to continued pay progression for those who remain in the profession over a sustained period.

2.37 NASUWT has, over many years, provided detailed evidence to the Review Body demonstrating both the lower starting salary and slower pay progression

¹³ <https://www.nasuwt.org.uk/static/75a3d94e-a0ee-488b-80eea6d6056b6aeb/Evidence-Submission-to-the-STRB-34th-Report-February-2024-England.pdf> (paragraphs 2.15; 2.16; 2.21; 2.23; 2.46 and 2.47)

¹⁴ OBR, *Economic and fiscal outlook – October 2024*. <https://obr.uk/efo/economic-and-fiscal-outlook-october-2024/>

of teachers compared to other graduate-level professions. The Graduate Market in 2024 research, undertaken by Warwick University, showed that 'For the third year running, graduate starting salaries at the UK's leading graduate employers are set to increase in 2024, to a new median starting salary of £34,000'.¹⁵ In comparison, teachers' starting salaries were just £31,650 in 2024.

- 2.38 The Review Body can no longer afford to keep artificially depressing the wages of teachers compared to other graduate-level professions, in the vain hope that the recruitment and retention crisis will somehow solve itself. It is time to address the fact that a career in teaching is not a financially attractive option compared to the other job opportunities open to graduates.

A restorative pay award

- 2.39 The NASUWT urges the Review Body to address our call for pay restoration and the mechanism and timing for delivering this in practice within the lifetime of this Parliament.

Additional pension contributions

- 2.40 Teachers' take-home pay has been significantly reduced, due to paying increased pension contributions since 2012. The table below details the amount of additional pension contributions that teachers will pay in 2024/25 and cumulatively from 2012/13 to 2024/25, over and above the original 6.4% contribution rate, as a result of the increased pension contribution rates introduced in 2012.

¹⁵ Warwick University, *The Graduate Market in 2024*, <https://warwick.ac.uk/fac/sci/statistics/highfliers-graduate-market-report-2024.pdf>

Additional Pension Contributions (over 6.4%) paid from 2012/13- 2024/25

Total increase in pension contributions	Salary at 1 September 2024	% Increase (over 6.4% rate)	Additional Pension Contributions (over 6.4%) paid in 2024/25		Additional Pension Contributions (over 6.4%) paid between 2012/13-2024/25	
			£pa	£pa with tax relief	£	£ with tax relief
MPR						
Minimum	£31,650	1.0	316.50	253.20	3,004.53	2,403.62
M2	£33,483	1.0	334.83	267.86	3,579.50	2,863.60
M3	£35,674	2.2	784.83	627.86	6,383.80	5,107.04
M4	£38,034	2.2	836.75	669.40	8,149.00	6,519.20
M5	£40,439	2.2	889.66	711.73	8,746.13	6,996.90
Maximum	£43,607	2.2	959.35	767.48	9,866.04	7,892.83
Upper Pay Range						
UPS1	£45,646	2.2	1,004.21	803.37	14,277.06	11,421.65
UPS2	£47,338	3.2	1,514.82	1,211.85	15,279.56	12,223.64
UPS3	£49,084	3.2	1,570.69	1,256.55	15,843.29	12,674.63
Leadership Pay Range						
L6	£56,316	3.8	2,140.01	1,712.01	21,601.89	15,936.55
L8	£59,167	3.8	2,248.35	1,798.68	23,195.06	15,945.22
L11	£63,815	3.8	2,424.97	1,454.98	25,454.11	15,272.47
L28	£96,673	4.9	4,736.98	2,842.19	48,890.73	29,334.44
L43	£138,265	5.3	7,328.05	4,396.83	75,994.64	45,596.78

2.41 The following table shows the combined cumulative loss to teachers' pay as a consequence of both the real terms shortfall in teachers' salaries, resulting

from below-RPI salary increases since 2010, and increased pension contributions over 6.4% since 2012. Teachers who have remained in the profession since 2010/11 are between £50,108 and £351,319 worse off in 2024/25 as a result of the combined impact of increases to teachers' pension contributions and successive imposing of substantial real-terms pay cuts on teachers from Conservative governments.

- 2.42 On 14 November 2024, the Department for Education (DfE) commenced consultation on increases to Teachers' Pension Scheme (TPS) employee contributions from 1 April 2025 onwards.
- 2.43 Increases in TPS employee contributions have become necessary in order to ensure that the yield from employee contributions reaches 9.6% of teachers' pensionable pay, in accordance with TPS design. In recent years, it has only reached 9.45% of pensionable pay.
- 2.44 Under the DfE's proposals, the TPS tiered employee contribution structure will remain and all scheme members earning £34,290 or more¹⁶ will see their contributions increase by 0.3% on 1 April 2025. This will reduce take-home pay at this point for the majority of teachers.
- 2.45 NASUWT asks the Review Body to take this increase in TPS contributions into account when recommending the 2025 teachers' pay award.

¹⁶ Adjusted by the September 2024 CPI inflation factor on 1 April 2025 (currently awaiting HMT confirmation).

England	Salary 2024/25 (Uplifted by STRB-recommended pay rates)	Shortfall in salary in 2024/25 as a result of below-RPI pay increases	Additional Pension Contributions (over 6.4%) paid in 2024/25	'Combined Loss' in 2024/25	Total additional Pension Contributions (over 6.4%) paid from 2012/13-2024/25	Cumulative shortfall in salary from 2010/11 - 2024/25 as a result of below-RPI pay increases	'Combined Cumulative Loss' from 2010/11 - 2024/25
			£pa with tax relief	£	£ with tax relief	£	
MPR							
Minimum	£31,650	-£5,617	-£253	-£5,870	-£2,404	-£47,704	-£50,108
M2	£33,483	-£6,730	-£268	-£6,998	-£2,864	-£53,496	-£56,360
M3	£35,674	-£7,773	-£628	-£8,400	-£5,107	-£59,529	-£64,636
M4	£38,034	-£8,755	-£669	-£9,424	-£6,519	-£65,531	-£72,050
M5	£40,439	-£10,037	-£712	-£10,749	-£6,997	-£72,744	-£79,741
Maximum	£43,607	-£10,860	-£767	-£11,627	-£7,893	-£76,582	-£84,475
Upper Pay Range							
UPS1	£45,646	-£13,359	-£803	-£14,163	-£11,422	-£94,198	-£105,619
UPS2	£47,338	-£13,853	-£1,212	-£15,065	-£12,224	-£97,676	-£109,900
UPS3	£49,084	-£14,366	-£1,257	-£15,623	-£12,675	-£101,299	-£113,974
Leadership Pay Range							
L6	£56,316	-£16,841	-£1,712	-£18,553	-£15,937	-£118,496	-£134,433
L8	£59,167	-£17,695	-£1,799	-£19,493	-£15,945	-£124,506	-£140,451
L11	£63,815	-£19,087	-£1,455	-£20,542	-£15,272	-£134,298	-£149,570
L28	£96,673	-£28,916	-£2,842	-£31,758	-£29,334	-£203,462	-£232,796
L43	£138,265	-£43,160	-£4,397	-£47,557	-£45,597	-£305,722	-£351,319

3. TRENDS IN TEACHER SUPPLY

3.1 The Secretary of State's remit letter asks that, in considering its recommendations, the Review Body should have regard to:

'evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates, and the quality of candidates entering the profession.'

3.2 Our previous recent submissions to the Review Body make clear the extent of the teacher recruitment and retention crisis inherited by the Government from its predecessor administration. As we have highlighted to the Review Body, the severity of this crisis, and its origins in failed policy choices made from

May 2010 onwards, have been confirmed by, among others, the House of Commons Education Select Committee, the House of Commons Public Accounts Committee and independent research bodies including the National Foundation for Educational Research (NFER).

- 3.3 We are, therefore, encouraged that the new government has acknowledged the reality of the crisis and has committed itself to taking measures to place the teacher supply position in England on a more secure footing. We look forward to working in partnership with the new government to this end. The evidence set out in these section summaries the current state of the problems that the government faces in this respect.

Recruitment into the teaching profession

- 3.4 The number of entrants into initial teacher training (ITT) in England remains substantially below those levels evident during previous periods. The latest official data confirms that only 45,608 applicants entered the 2023/24 applications round.¹⁷ This figure is substantially lower than the 67,289 applicants to higher education institution-based ITT only that was recorded at the end of the 2009/10 applications round.¹⁸
- 3.5 Official data on entrants to programmes of ITT confirms the length of time that the education system has been subject to serious problems in respect of the recruitment and retention of teachers. Teacher recruitment has only achieved the centrally-set overall target on one occasion in the last ten years.¹⁹ We would also continue to emphasise in this context that targets based on the DfE's Teacher Supply Model used during this period may have underestimated, to a significant extent the number of teachers required to

¹⁷ DfE (2023). *Initial Teacher Training Census*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census/2023-24>), accessed on 21.11.24.

¹⁸ Graduate Teacher Training Registry (2013). *Annual Statistical Report 2013*. Available at: (<https://www.ucas.com/sites/default/files/gtr-annual-statistical-report-2013.pdf>), accessed on 21.11.24.

¹⁹ House of Commons Library (2023). *Teacher recruitment and retention in England*. Available at: (<https://researchbriefings.files.parliament.uk/documents/CBP-7222/CBP-7222.pdf>), accessed on 21.11.24.

sustain adequate teacher supply.²⁰ The most recent data confirms that the total number of entrants into ITT programmes for the 2023/24 academic year was 26,994, a decline of 5% on the equivalent figure for 2022/23.²¹

3.6 As stated in previous submissions: in 2023/24, recruitment into secondary ITT programmes only reached 50% of the centrally-set target required to sustain teacher supply, following on from a 57% overall shortfall in the previous year. Recruitment into primary programmes also continued to fail to meet the national target.²²

3.7 The Review Body recognised previously that teachers with qualifications gained from outside the UK continue to make a vital contribution to the maintenance of adequate teacher supply. Therefore, the continuing decline in the numbers of such teachers entering the education system in England remains a matter of profound concern. In 2019/20, 2,458 teachers from European countries with an automatic right to the recognition of their qualifications were granted Qualified Teacher Status (QTS). However, in 2023/24, just 1,740 teachers from all countries, including those from the significant number of additional countries from which professional teaching credentials can now be considered for the award of QTS and other UK jurisdictions, were granted that status. For teachers with qualifications gained in Canada, the United States, Australia and New Zealand, all of whom have had an ongoing automatic entitlement to QTS across this period, the annual number of QTS awards declined from 3,868 in 2019/20 to 612 in 2023/24.²³

3.8 As we noted in our evidence to the Review Body for its 34th Report, experience of recruitment from countries that have had longstanding arrangements for the recognition of qualifications suggests that teaching in

²⁰ National Audit Office (NAO) (2016). *Training new teachers*. Available at: (<https://www.nao.org.uk/wp-content/uploads/2016/02/Training-new-teachers.pdf>), accessed on 22.11.24.

²¹ DfE (2023). *op.cit.*

²² *ibid.*

²³ Teaching Regulation Agency (2024). *Teaching Regulation Agency Annual Report and Accounts*. Available at: (https://assets.publishing.service.gov.uk/media/66a270d8a3c2a28abb50d772/TRA_Annual_Report_and_Accounts_2023-24.pdf), accessed on 21.11.24.

England has become deeply unattractive and migration will not address the extent of the recruitment shortfalls described above. The increase in the cost of the annual Immigration Health Surcharge from £624 to £1,035 for those on Skilled Work Visas imposed by the last government is also extremely unhelpful. It is likely to represent a barrier to increased migration of teachers from outside the UK to work in the education system in England, prompting those teachers with visas who are currently working in this country to consider leaving.

Teacher wastage

- 3.9 The rate at which teachers leave the profession other than for reasons of age-related retirement or death-in-service remains at historically high levels. The School Workforce Census (SWC) confirms that in 2022/23, the number of teachers leaving teaching for reasons other than age-related retirement or death-in-service was 39,971, an increase of 43% on the comparable figure for 2010/11 of 27,959.²⁴
- 3.10 The most recent DfE submissions to the Review Body made under the previous government continues a trend of underemphasising the extent of the contribution made by those exiting the profession who have moved beyond the earliest stages of their careers as teachers. Official data confirms that in 2022, less than six in ten of those who had entered the teaching profession ten years previously were still employed as teachers in the state-funded education system.²⁵ The latest SWC data further confirmS that 31% of those leaving teaching for reasons other than age-related retirement or death-in-service were aged between 30 and 39, and 22% of those leaving were aged between 40 and 49.²⁶

²⁴ DfE (2024a). *School Workforce in England 2023*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>), accessed on 21.11.24.

²⁵ DfE (2024b). *Government evidence to the STRB*. Available at: (https://assets.publishing.service.gov.uk/media/65e0a4cb2f2b3b00117cd7ae/Government_evidence_to_the_STRB.pdf), accessed 21.11.24.

²⁶ DfE (2024a). *op.cit.*

3.11 Feedback we have received from experienced teachers who have left the profession continues to confirm a range of causal factors. These include: dissatisfaction with overall levels of pay; excessive workload; poor and declining wellbeing; limited pay and career progression opportunities; and erosion of pay relative to other comparable occupations. These factors were prevalent in the latest findings of the Government’s *Working Lives of Teachers and Leaders* study and makes clear that pay-related solutions to the teacher recruitment crisis should also address the factors driving exit from the profession among more experienced teachers.²⁷

Retirements

3.12 The current demographic composition of the teacher and school leader workforce continues to highlight the relevance of retirements to levels of teacher supply in future.

3.13 In 2022/23, 3,369 teachers left the profession due to age-related retirement.²⁸ Given that just less than 20% of the total teacher population is aged 50 or over, age-related retirements are likely to continue to exert pressure on securing and maintaining sufficient teacher supply in future.²⁹

3.14 A significant proportion of teachers continue to seek early exit from the profession through the use of actuarially-reduced pensions accessed before retirement age. Of the 8,705 teachers accessing pension benefits for the first time in 2022/23, only 2,237(25%) of these pensions were paid wholly as a result of teachers reaching retirement age or for reasons of ill-health. This compares with over half of all retirements in 2019/20 and previously.³⁰

²⁷ DfE (2024c). *Working Lives of Teachers and Leaders – wave 2*. Available at: (https://assets.publishing.service.gov.uk/media/66e2d57c718edd8177131646/Working_lives_of_teachers_and_leaders_-_wave_2_-_main_research_report.pdf)

²⁸ DfE (2024a). *op.cit.*

²⁹ *Ibid.*

³⁰ DfE (2024d). *Teachers’ Pension Scheme (England and Wales): Annual Report and Accounts: 1 April 2023 – 31 March 2024*. Available at: (https://assets.publishing.service.gov.uk/media/66a7732ffc8e12ac3edb05f6/DfE_TPS_Annual_Report_2023_24.pdf)

- 3.15 In light of the significant financial penalties that teachers choosing to access actuarially-reduced benefits encounter, the fact that so many do so highlights the continuing importance of the factors that increase the propensity of teachers to exit the profession.

Vacancies

- 3.16 As we have set out previously, the way in which current vacancy data is collected and reported serves to understate the challenges the system faces in filling unstaffed teaching posts. These concerns have been confirmed by the National Audit Office (NAO).³¹ It is, therefore, difficult to obtain an acceptably reliable understanding of the recruitment and retention pressures across the system from official vacancy data.
- 3.17 However, independent research continues to emphasise the significant scale of unfilled teacher vacancies in England. For example, a recent evaluation of vacancies in schools in England has confirmed the considerable difficulties they experience in recruiting teachers and leaders, particularly in secondary schools, in all geographical areas and across many different subjects.³²
- 3.18 The difficulties schools face in recruiting and retaining teachers continue to generate pressures to deploy teachers in subject areas which are not their first specialism or for which they do not possess appropriate academic qualifications. The most recent official data confirms, for example, that only 84.8% of mathematics lessons in year groups 7-13 in 2023/24 were taught by teachers with any relevant post-A-level qualification in the subject, a decline from the equivalent figure reported in the previous year. The data further confirms that only 72.2% of physics lessons across these year groups, 82.9% of chemistry lessons, 78.1% of French lessons and 72.7% of religious studies lessons were taught by staff with relevant post-A-level qualifications in

³¹ National Audit Office (2017). *Retaining and Developing the Teaching Workforce*. Available at: (<https://www.nao.org.uk/wp-content/uploads/2017/09/Retaining-and-developing-the-teaching-workforce.pdf>), accessed on 21.11.24.

³² Allen, B.; Ford, I.; and Hannay, T. (2023). *Teacher Recruitment and Retention in 2023*. Available at: (<https://www.gatsby.org.uk/uploads/education/teacher-recruitment-and-retention-in-2023-tt-schooldash-final.pdf>), accessed on 21.11.24.

2023/24. Each of these subjects reported a higher proportion of teaching time undertaken by appropriately qualified teachers in the previous year.³³

3.19 The difficulties schools face in recruiting and retaining teachers continue to generate pressures to deploy teachers in subject areas which are not their first specialism or for which they do not possess appropriate academic qualifications. The most recent official data confirms, for example, that only 84.8% of mathematics lessons in year groups 7-13 in 2023/24 were taught by teachers with any relevant post-A-level qualification in the subject, a decline from the equivalent figure reported in the previous year. The data further confirms that only 72.2% of physics lessons across these year groups, 82.9% of chemistry lessons, 78.1% of French lessons and 72.7% of religious studies lessons were taught by staff with relevant post-A-level qualifications in 2023/24. Each of these subjects reported a higher proportion of teaching time undertaken by appropriately qualified teachers in the previous year.³⁴

3.20 Official data shows that the position in respect of the proportion of lessons taught by non-specialist teachers for subjects that attract financial recruitment incentives has either remained constant or deteriorated over the period during which the current suite of incentives have been offered. This pattern calls into serious question the efficacy of such solutions to addressing the consequences of the recruitment and retention crisis. Continued reliance on a strategy that places the degree of emphasis on such incentives that has been evidence in recent policy is, therefore, highly unlikely to place teacher supply on a more secure footing in the longer term.

3.21 Recruitment and retention challenges in the system are clearly connected to changes in pupil/teacher ratios. It is important to note in this context that the pupil/teacher ratios have continued to increase, rising from 14.8 in 2010/11 to 16.8 in 2023/24 across state-funded secondary schools and from 20.4 to 20.8 in state-funded primary schools over the same period.³⁵

³³ DfE (2024a). *op.cit.*

³⁴ DfE (2024a). *op.cit.*

³⁵ *Ibid.*

Pupil numbers

3.21 The Review Body should continue to note that policy must be taken forward on the basis of a realistic assessment of likely trends in the pupil population and should rest on assumptions that any projected falls in this population will facilitate movement towards an acceptable position on teacher supply. Official data confirms that, in respect of the secondary sector, the pupil population is expected to rise from 3.23 million to 3.26 million between 2024 and 2028.³⁶ While pupil numbers in the primary sector are projected to fall over the same period, this fall would return pupil numbers only to a level that would be above the average headcount for the period 2005-11.³⁷

4. THE WIDER STATE OF THE LABOUR MARKET AND ECONOMY

The disparity between public and private sector earnings growth since 2010

4.1 The latest data on growth in earnings for employees, published by the ONS on 12 November 2024, shows that, 'Annual average regular earnings growth was 4.8% for the private sector in July to September 2024, and 4.7% for the public sector.'³⁸

4.2 When we consider annual growth in employees' average total earnings (including bonuses) since 2010, it is clear from the ONS data that public sector workers earnings, including that of teachers, has failed to increase in line with private sector workers generally. In September 2010, private sector employees' average total earnings (including bonuses) were £440 per week

³⁶ DfE (2024e). *National Pupil Projections 2024*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/national-pupil-projections#releaseHeadlines-tables>), accessed on 22.11.24.

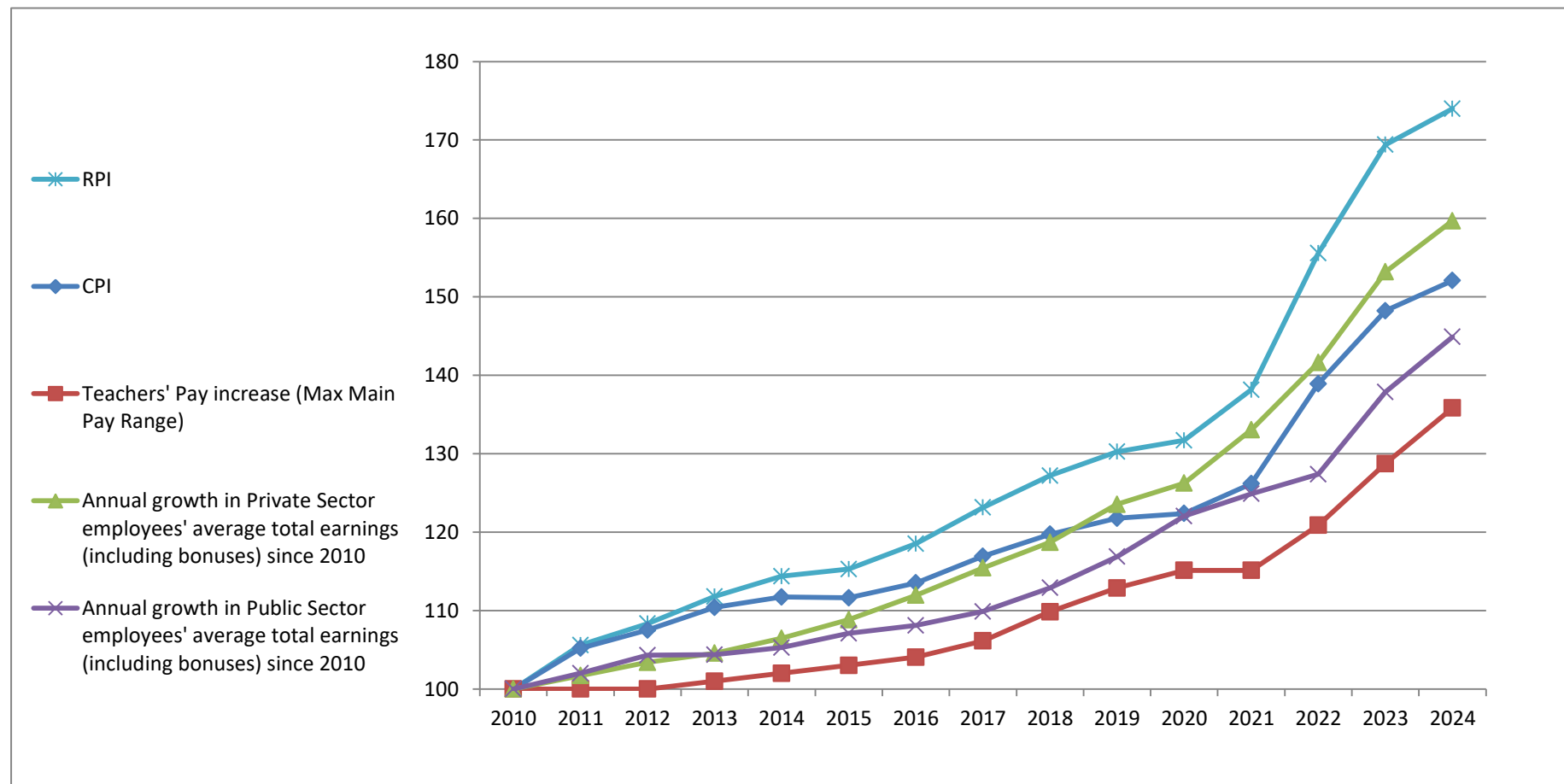
³⁷ *Ibid*; DfE (2011). *Schools, pupils and their characteristics*. Available at: (https://assets.publishing.service.gov.uk/media/5a7c2d44e5274a1f5cc764a7/main_20text_20sfr122011.pdf), accessed on 26.11.24.

³⁸ ONS, Average weekly earnings in Great Britain: November 2024. <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/november2024>

(£22,879 annually). This had increased to £703 per week (£36,529 annually) by September 2024, which represents a 37% increase since September 2010.

- 4.3 By contrast, in September 2010, public sector employees' average total earnings (including bonuses) were £468 per week (£24,318 annually). This had increased to just £678 per week (£35,236 annually) by September 2024, which represents a 31% increase since September 2010. Public sector workers, including teachers, cannot afford another year of damaging pay austerity.
- 4.4 The following chart shows the extent to which the pay of classroom teachers earning the maximum amount on the MPR (Max MPR) has fallen behind price increases, measured by both the RPI and CPI, since 2010. It also incorporates the ONS data to measure annual total pay growth in September each year since 2010 for both private sector and public sector employees. The following chart illustrates that since 2010:
- the cost of living has increased by almost three-quarters (74%), as measured by RPI, and by more than half (52%), as measured by CPI;
 - average total earnings in the private sector has risen by 60%;
 - average total earnings in the public sector has risen by 45%; and
 - pay for teachers at the top of the MPR has risen by just 36%.

Indexed price increases compared to teachers' MPR increases, private sector and public sector average total pay increases, 2010 to 2023



Classroom teachers are significantly poorer in real terms than they were in 2010, due to the cumulative impact of pay awards failing to match cost-of-living increases, as measured by both the RPI and CPI inflation measures. Pay increases for classroom teachers have consistently been significantly lower than pay increases more generally in both the public and private sectors since 2010.

- 4.5 The pay of classroom teachers who are paid at the top of the MPR has failed to keep pace with pay increases generally in both the public and private sector since 2010, whereas private sector earnings have risen faster than price increases (as measured by CPI since 2010). The earnings of public sector workers more generally have failed to do so.
- 4.6 The substantial disparity since 2010 between pay increases for teachers and workers in the rest of the economy must not be underestimated by the Review Body, particularly in the context of the teacher recruitment and retention crisis.
- 4.7 The IDR's annual survey of employers' pay award intentions for 2025, revealed that the majority of employers (75%) intend to implement pay rises in excess of 3% in 2025, with almost a third (30%) implementing pay awards of 4% or more in 2025.³⁹
- 4.8 For the teaching profession to once again become an attractive professional occupation, the wages of teachers compared to other workers, and specifically those in other graduate-level professions, must end. The extent to which the growth in teachers' earnings has fallen behind their counterparts, in both the public and private sectors, should act as a catalyst for the Review Body to redress the damaging decline in applications to join the profession and the exodus of experienced teachers.
- 4.9 The ONS data demonstrates the urgent need for sustained and significant above-RPI inflation pay awards for the teaching profession, to put an end to the cycle of ever-deteriorating real terms pay for teachers when compared the pay of other workers in an increasingly competitive graduate market.
- 5.0 The Office for Budget Responsibility's' response to the 30th October 2024 budget has forecasts RPI inflation to be 3.5% for 2025.⁴⁰

³⁹ Incomes Data Research (IDR), *Pay Climate*, Issue 38, September 2024.

www.incomesdataresearch.co.uk

⁴⁰ https://obr.uk/docs/dlm_uploads/OBR_Economic_and_fiscal_outlook_Oct_2024.pdf

5. FUNDING A FAIR PAY AWARD

- 5.1 Ending the recruitment and retention crisis will require additional investment into schools going forwards. The new government cannot expect or assume that schools will have sufficient financial headroom to meet the additional costs of pay awards this year, unless additional resources are forthcoming.
- 5.2 Numerous options remain available to the Westminster Government to raise sufficient revenues to fund a fair pay rise for teachers and other public sector workers, including:
- (i) sufficiently resourcing HMRC to enable the collection of an estimated £39.8 billion in unpaid tax in 2023/2024 (HMRC estimates that the tax gap – the difference between the amount of tax that should be paid to HMRC, and what was actually paid – has increased from £38.1 billion to £39.8 billion);⁴¹
 - (ii) ending fossil fuel subsidies for oil and gas companies to raise £2.2 billion a year; and
 - (iii) introducing a *wealth tax* of 2% on assets worth over £10 million in order to support public services and help the poorest through the cost-of-living crisis. Research undertaken by Tax Justice UK shows that up to £24 billion could be raised by introducing the above tax, which would only impact on the richest 20,000 (0.04%) of the population.
- 5.3 In total, Tax Justice UK estimates that introducing a programme of ten tax reforms, including equalising capital gains tax with income tax and introducing a 2% tax on assets over £10m, has the potential to raise an additional £60 billion a year for the UK Government.⁴²

⁴¹ HMRC Annual Report and Accounts 2023 to 2024,

<https://www.gov.uk/government/publications/hmrc-annual-report-and-accounts-2023-to-2024>

⁴² Tax Justice UK, 'Ten tax reforms to raise £60 billion for public services and a fairer economy'

<https://taxjustice.uk/blog/ten-tax-reforms-to-raise-60-billion-for-public-services-and-a-fairer-economy/>

Indefensible profiteering

5.4 We need to refocus on education spending to support frontline delivery. There is a significant amount of public money that is being used by Local Authorities and state funded schools to procure services from providers who are working on a for profit basis.

Independent Special Schools

5.5 There has been a large increase in the number of companies backed by private equity investors, including a Middle East sovereign wealth fund running private SEND schools that have made millions in profits amid a state capacity crisis. There were 712 independent and non-maintained special schools (NMSS) in 2022/23, up from 547 in 2018/19.

5.6 One analysis estimates some companies are making tens of millions of pounds in profit, with one director paid £1.1 million last year. Some of these companies are also registered in tax havens.

5.7 Government data shows, councils spent £1.3 billion on independent and NMSS in 2021/22, more than double the £576 million spent in 2015/16.

5.8 Councils spent an average £52,000 per pupil on independent special school places for 2015/16⁴³, almost doubles the £10,000 to £30,000 per pupil annual cost of a SEND pupil attending a state-funded school place.

5.9 There are countless examples to choose from, one is Bury Council, who in January 2024 said its' specialist provisions "are full" meaning "we have been forced to place significant numbers" in the independent sector. Bury Councils' spending has increased from £5.3 million in 2018/19, to £10.6 million in 2022/23.

5.10 The NAO noted that spending on private (i.e. non-state-maintained) provision increased by 32.4% in real terms between 2013/2014 and 2017/2018.

⁴³ <https://schoolsweek.co.uk/how-investors-are-making-millions-from-the-bankrupt-send-system/>

The number of children and young people with EHCPs has risen from 240,000 in 2015 to 517,000 last year.

Who are the firms making millions?

5.11 Anne Longfield, former children’s commissioner, said these “eye-watering levels of profit” are “indefensible, in my view. It’s taking money out of our statutory services at an alarming rate.”⁴⁴

Healthy finances for private SEND school providers

Brand	Turnover as at August 2021	Turnover as at August 2022	% increase	Operating profit in 2022
Outcome First Group	£420.8m	£443.6m	5.4%	£14.1m
Aspris	N/A	£179.2m	N/A	£23.1m
Witherslack Group	£113.1m	£134.7m	19.1%	£27.8m
Horizon	£54.9m	£53.8m	-2.1%	£4.1m
Cavendish Education	£45.7m	£57.6m	25.9%	£4.8m
CareTech	£489.1m	£510.7m	4.4%	£25.5m

Source: Companies House accounts
 Note: All run children’s social care services excluding Cavendish Education

SCHOOLS WEEK

Supply agencies

5.11 The DfE commissioned research published on 27th September 2024 shows found the average daily cost of supply teachers was £218 for primary schools, £291 for secondary schools and £270 for special schools.⁴⁵

5.12 The average pay rate reported by the supply teachers surveyed was £136 for primary, £150 for secondary and £144 for special schools.⁴⁶

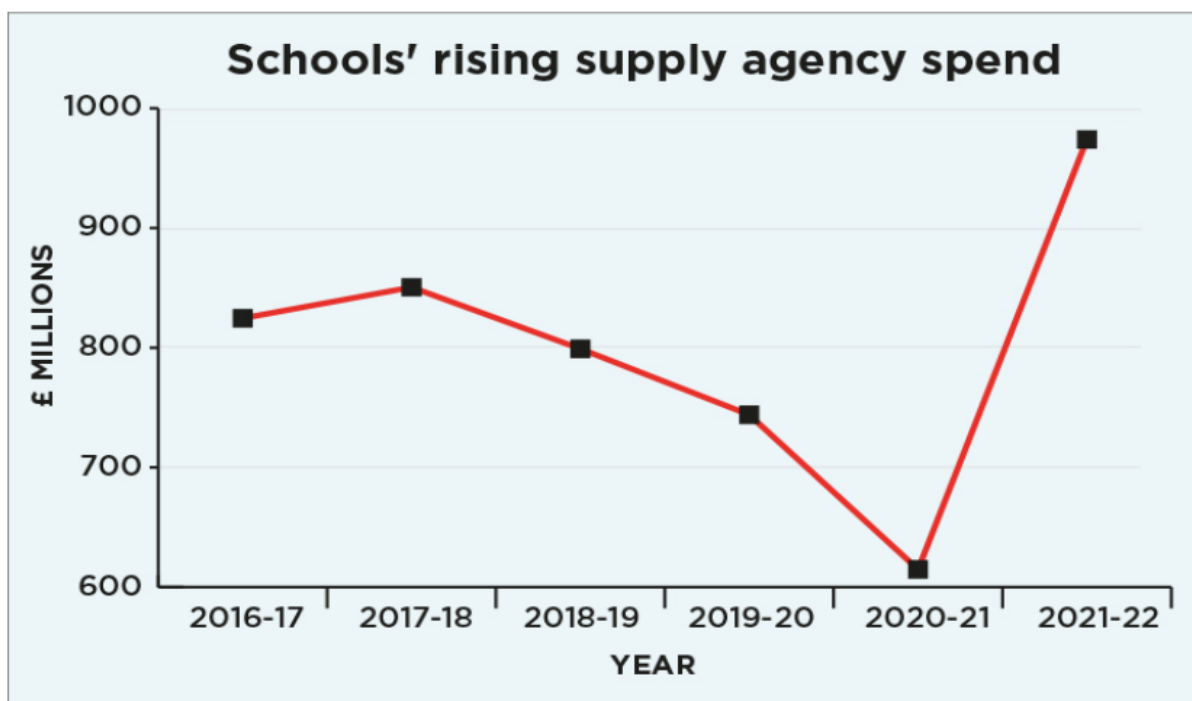
5.13 Three-quarters of supply teachers worked through agencies in 2021, rising to 89 per cent in 2022.

⁴⁴ Ibid.

⁴⁵ <https://www.gov.uk/government/publications/use-of-supply-teachers-in-schools>

⁴⁶ Ibid.

5.14 3.2 million teaching days were missed because of sickness last year (2022), up 56 per cent on the around 2 million pre-Covid and more teachers are quitting the profession – leaving schools struggling to staff their classrooms.



5.15 Teacher supply agencies are making millions of pounds while sending schools unqualified and inexperienced staff.⁴⁷

5.15 Crown Commercial Services (CCS), the government’s own procurement website, says “it’s important to pay attention to the agency mark-up rate when sourcing temporary staff through agencies as it can impact how much your workers get paid.” The average mark-up is 38%.

5.16 An analysis of the annual accounts showing the country’s seven largest agencies recording £68.4 million in gross profit.

5.17 Smile Education is offering a new regional recruitment consultant “*uncapped commission*”, with “*top billers earning £100k+*”. The advert also stated that employees also have a paid-for holiday abroad together once a year.⁴⁸

⁴⁷ <https://schoolsweek.co.uk/supply-teachers-second-class-citizens-as-pay-stagnates/>

- 5.18 New analysis of government data suggests schools spent £974 million on supply teachers from agencies in 2021/22, up 18 per cent on the £825 million in 2016/17. With 75% of supply teachers working for agencies and considering the CCS average mark-up of 38% almost £300 million of public money is gross profit for these agencies.
- 5.19 The government must intervene and every pound of public money delivers best value.

How do schools respond to financial pressure?

- 5.20 It is essential that any pay award is fully funded to avoid further increases in teacher workload that will drive more and more teachers out of the profession and make it increasingly more challenging to recruit 6,500 additional teachers.
- 5.21 In December 2021, the Public Accounts Committee (PAC) recommended that the DfE collect reliable information about the impacts of financial pressures on schools.

Recommendation 3: In carrying out its research, the ESFA should collect sufficient, reliable evidence on the impact of financial pressures on schools at local level, including on whether they are leading to schools narrowing their curriculum and reducing staffing.⁴⁹

- 5.22 This was based on a National Audit Office recommendation from November 2021 shown below. Both predated the challenges associated with rising living costs that began in 2022.

Recommendation 18 a: The Department and the Education Skills and Funding Agency should assess the impact on provision of the various measures adopted by schools in response to financial pressures, for example

⁴⁸ Ibid.

⁴⁹ Financial Sustainability of Schools in England (parliament.uk), pg. 6

*reducing staffing levels or changing support for pupils with special educational needs and disabilities. This work should include quantitative analysis and qualitative research to understand how schools have adjusted their provision and identify lessons and good practice*⁵⁰.

- 5.23 The DfE said the primary aim of the research they commissioned was to answer the question “*How do schools respond to financial pressures?*”⁵¹
- 5.24 Interview participants who reported making changes to staffing listed: not replacing staff (including teachers, classroom-based support and other staff); reduced hours for teaching and support staff; appointing Early Career Teachers whenever possible; teachers returning to maximum class teaching allocations and middle and senior leadership team restructures.⁵²
- 5.25 This has the resultant effect of increasing workload and work related stress which is already at crisis levels in schools.⁵³
- 5.26 Three-quarters (75%) of primary maintained schools and two thirds (67%) of secondary maintained schools with a cumulative surplus stated they had used reserves in the 2022/23 financial year.⁵⁴
- 5.27 The department (DfE) has estimated that cost pressures on mainstream schools had exceeded funding increases between 2015/16 and 2019/20 by £2.2 billion mainly because of rising staff costs. It also noted that schools may have experienced impacts of reduced local authority spending on services for children and young people.

⁵⁰ Financial sustainability of schools in England (nao.org.uk) pg. 16

⁵¹ <https://www.gov.uk/government/publications/schools-responses-to-financial-pressures-2023>

⁵² Ibid

⁵³ <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

⁵⁴ Ibid

- 5.28 Covering the costs of reduced multi agency support for pupil mental health and wellbeing has placed a huge additional demand on school budgets that are not included in the current National Funding Formula.
- 5.29 Financial pressures on local authorities are most severe where the need for children’s services is greatest. Spending in the most deprived areas has dropped by 14%, whilst spending in the least deprived has increased by 9%.⁵⁵
- 5.30 The large reductions in enrichment activities; curriculum resources and school trips to supplement the curriculum along with the reduction in specialist teachers detailed in the table above all serve to narrow the curriculum and reduce schools ability to improve educational outcomes, which has a larger impact on the most deprived communities.
- 5.31 Since its introduction the NFF has provided bigger real-terms increases for the least deprived schools (8–9%) than for the most deprived ones (5%) between 2017–18 and 2022–23. This runs counter to the government’s goal of levelling up poor areas.⁵⁶
- 5.32 School top 3 spending priorities are:
- staff pay (including teacher and support staff pay awards);
 - supporting students with EHCPs and pupils with SEND, with an increasing emphasis on pupils with social, emotional and mental health difficulties; and
 - buildings and premises.⁵⁷
- 5.33 Participants from schools with limited or no reserves reported having very little choice in terms of setting their spending priorities as staff salaries took up most of the budget.

⁵⁵ <https://www.barnardos.org.uk/sites/default/files/2020-05/Analysis%20funding%20and%20spending%20on%20children%20and%20young%20people%27s%20services%20-%20May%202020.pdf>

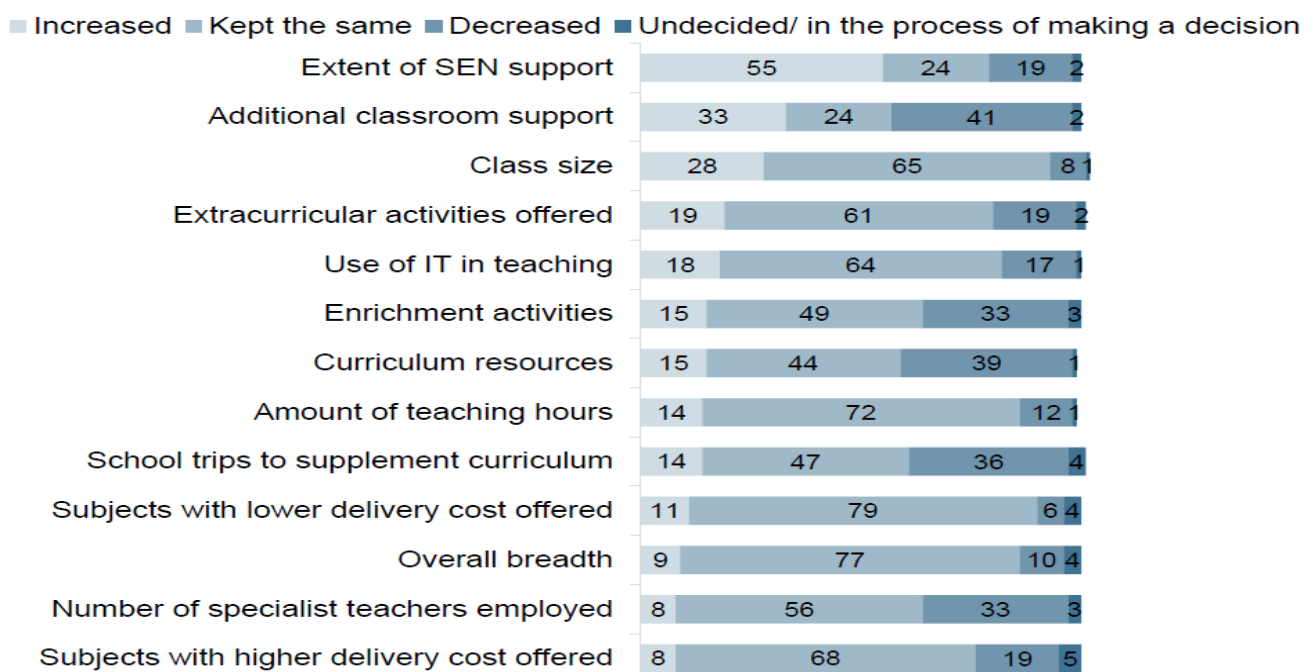
⁵⁶ https://ifs.org.uk/sites/default/files/output_url_files/BN334-School-spending-in-England-trends-over-time-and-future-outlook.pdf

⁵⁷ Ibid.

5.34 The spend/budget lines most likely to be projected to receive a decreased proportion of spending were: Teaching CPD (32%), ICT (24%), educational supplies (22%), administrative supplies (20%) and building infrastructure/estates (17%).⁵⁸

5.35 The CFR data on the actual financial position of maintained schools in 22-23 shows 61.4% of primary and 47.0% of secondary maintained schools had a negative in-year balance.⁵⁹

Figure 3: Alterations to provision expected for the upcoming academic year (all respondents, %)



D1 - In what ways (if any) have you altered your provision for the upcoming 2023/24 academic year compared to 2022/23?

5.36 Many schools have had to alter their provision in response to already insufficient budgets (see the table above), the most significant of which are;

⁵⁸ Ibid.

⁵⁹ LA and school expenditure, Financial year 2022-23 – Explore education statistics – GOV.UK (explore-education-statistics.service.gov.uk)

reducing additional class support and increasing class sizes which in turn leads to an increase in the working hours of teachers and adverse impacts on wellbeing.

6. SUPPLY TEACHERS

- 6.1 Supply teachers are integral to the education system. Without supply teachers, many pupils would be denied the opportunity to be taught by qualified and dedicated teachers who ensure that schools can continue to provide the education to which children and young people are entitled. Supply teachers make a vital contribution to securing high educational standards for all children and young people.
- 6.2 Despite this, the experiences of many supply teachers suggest that developments such as deregulation have had a detrimental impact upon the deployment of supply teachers and their pay and working conditions, making it a deeply precarious and unattractive option, particularly when considered against teachers with a permanent contract of employment.
- 6.3 There has been a substantial increase in the outsourcing of teaching through agency teachers working in schools in recent years.
- 6.4 The well-documented move away from permanent employees to an outsourced labour market has resulted in increased costs to schools and worsened conditions of employment for supply teachers.
- 6.5 Research suggests that schools spent almost £1 billion (£974 million) on supply teachers from agencies in 2021-22, which is an increase of 18% on the £825 million spent back in 2016-17.⁶⁰
- 6.6 A number of supply agencies have reported record profits, such as Tradewind Recruitment, which posted profits of £11.3 million, and Teaching Personnel,

⁶⁰ <https://schoolsweek.co.uk/supply-teacher-deregulation-graduate-teaching-recruitment/>

which posted a 26% increase in its turnover with a gross profit of £21.9 million. A loss of £2.6 million at Protocol Education for the year ending November 2020 rose to a £6 million profit in the year ending November 2021.⁶¹

- 6.7 More than 70% of secondary school headteachers had increased their spending on agency supply often as a result of increased supply agency fees. However, whilst fees charged to schools have increased, supply teachers have not benefited, and the pay of supply teachers has increasingly lagged behind the salaries of teachers employed by schools.
- 6.8 Analysis of the eight leading supply agencies' most recent accounts suggests that the combined turnover was up by 39% on the previous year (£436.6 million).⁶²
- 6.9 Crown Commercial Services (CCS) estimates that the average agency mark-up was 38%.⁶³ CCS estimated that this equates to an agency receiving £56 on a charge rate of £200 to the school, with the supply teacher receiving just £101.81.⁶⁴
- 6.10 Estimates suggest that the amount spent by maintained schools on supply teachers for 2021/22 was in excess of £521 million.⁶⁵ Of this, approximately £415 million was spent on agency supply teaching staff, an increase of 34% on that spent the previous academic year.⁶⁶
- 6.11 In the financial year 2022/23, local authority maintained schools' gross expenditure included £698.07 million on supply staff costs. This comprised of £486 million on agency supply teachers, which represents a 17% increase on

⁶¹ Ibid.

⁶² <https://schoolsweek.co.uk/supply-teachers-second-class-citizens-as-pay-stagnates/>

⁶³ <https://www.crowncommercial.gov.uk/news/agency-mark-up-and-the-impact-on-temporary-worker-pay>

⁶⁴ Ibid.

⁶⁵ <https://explore-education-statistics.service.gov.uk/find-statistics/la-and-school-expenditure>

⁶⁶ Ibid.

2021/22.⁶⁷ Based on the commission figures quoted above, this represents in excess of £184 million of taxpayers' money being siphoned off into the pockets of supply agencies and/or umbrella companies.

- 6.12 The figure for academies for 2021/22 was in excess of £702 million. Of this, approximately £546.6 million was spent on agency supply teaching staff. Based on commission rates of 38% as referenced above, this equates to in excess of £207.7 million of taxpayers' money which is not being retained within the education system.⁶⁸
- 6.13 For 2022/23, academies spend over £882 million on supply teachers. This was made up of over £751 million in the procurement of supply teachers through supply agencies, which represents an increase of over 27% on the previous academic year.⁶⁹ Based on the commission charges referenced above, this represents approximately £285.5 million of taxpayers' money which could be put to better use within schools.
- 6.14 For supply teachers, the impact of pay freezes and real terms pay cuts, together with the lack of effective regulation of agencies, has resulted in even more acute cost-of-living pressures and the exodus of many supply teachers from the profession, including to non-professional occupations, such as retailing, where pay levels are rising.
- 6.15 For many supply teachers who are subject to the vagaries of intermittent and insecure employment, the cost-of-living crisis is ever more prescient, with a number of supply teachers placed in a precarious financial situation where they have had to make tough decisions about their expenditure, including

⁶⁷ Ibid.

⁶⁸ Based on an analysis of income and expenditure figures provided by academies in England for 2021/22 found at:

<https://schools-financial-benchmarking.service.gov.uk/Help/DataSources>

⁶⁹ Based on an analysis of income and expenditure figures provided by academies in England for 2022/23 found at:

<https://schools-financial-benchmarking.service.gov.uk/Help/DataSources>

those supply teachers who are cutting back on their expenditure on food or increasing their overdraft in order to make ends meet.

- 6.16 Of even greater concern is the fact that some supply teachers have resorted to using food banks, or been forced to rely on the generosity of family and friends to make ends meet.

“For the first time in my life, I had to borrow off my parents, which at the age of 57 is pretty bloody embarrassing. I’ve never missed a mortgage payment ever, but would have done had it not been for my mother lending me the money to do so.”

- 6.17 The average daily pay rate for a classroom teacher employed by a school is £238.59 (equivalent to median teacher pay of £46,525).⁷⁰ However, the majority of supply teachers report that they are paid between £100 and £149 per day.

- 6.18 This represents a pay differential of £89.59 to £138.59 in the daily rate received by the majority of supply teachers. Indeed, the majority of supply teachers have not seen their remuneration increase substantially since 2014.

“Hasn’t changed for ten years.”

“The agency I worked for said they couldn’t pay me more than £125 a day. I had worked with them for nearly ten years (I started on £110) and was told I was on the maximum they would pay.”

“For 11 years, my daily rate was £120 – I had to fight to get it up to £130!”

- 6.19 Well in excess of half of supply teachers (55%) indicated that the rates of pay received during the academic year 2022/23 were the same as those they were able to earn in the previous academic year, whereas just 16% reported that the rates of pay received were less than those they were able to earn in the previous academic year.

⁷⁰ <https://explore-education-statistics.service.gov.uk/find-statistics/median-teacher-pay-using-teacher-pension-scheme-data/2023-24>

- 6.20 Just 29% said that the rates of pay received had increased, despite teachers getting a 6.5% pay rise for the academic year 2023/24 to all pay ranges and allowances other than M1.⁷¹ Indeed, the majority of supply teachers have not seen their remuneration increase substantially since 2014.
- 6.21 It therefore comes as no surprise that supply teachers are stuck on ‘stagnating’ pay rates and ‘treated like second class citizens’, fuelling a shortage amid booming demand.⁷²
- 6.22 When asked if the agency/agencies where they undertook work during the academic year 2022/23 operated a ceiling in respect of their remuneration, well in excess of half of supply teachers (54%) reported that the agency/agencies did.
- 6.23 We maintain that now is the time for the entitlement to national pay scales to be returned to teachers, including those undertaking supply. This would ensure that schools in England have a competitive salary structure, something that is evidenced by the fact that 16% of supply teachers were able to secure more money when working through a local authority or directly with a school in comparison to supply work through an agency.
- 6.24 Ending the ‘broken market’ in teacher supply would also deliver greater economy and efficiency for schools and a better deal for teachers and for pupils.
- 6.25 It cannot go unnoticed that the local authorities, as well as the overwhelming majority of schools, would have been bound by, or linked in pay policies to, the provisions of paragraph 42 of the School Teacher’s Pay and Conditions Document (STPCD) relating to supply teachers. NASUWT, therefore, asserts that the Review Body is under an obligation to consider and address the

⁷¹ <https://www.nasuwt.org.uk/static/1d28cf1e-7370-455d-9f3a2c75b3bb46e5/Teachers-Pay-Award-Bulletin-December-2023-England.pdf>

⁷² <https://schoolsweek.co.uk/supply-teachers-second-class-citizens-as-pay-stagnates/>

detrimental impact of deregulation upon the pay and working conditions of supply teachers in comparison with teachers who have a permanent contract of employment with a school.

- 6.26 Seventeen per cent of supply teachers stated that they were paid between £51 and £119 per day for assignments, just under half (49%) stated that they were paid between £120 and £149 per day for assignments, and just over a quarter (27%) stated that they were paid at between £151 and £199 a day for assignments.
- 6.27 This suggests that the majority of experienced supply teachers can expect to be paid at levels that equate to approximately £13 less than the daily rate a teacher on M1 can expect to receive when undertaking an assignment through an employment agency.⁷³
- 6.28 The daily rate of pay received now received by a teacher undertaking supply work through an employment agency is lower than some of the rates of pay for an unqualified teacher.⁷⁴
- 6.29 If supply teachers working through an agency were able to realise equal treatment in accordance with the provisions paragraph 42 of the SPTCD then this would equate to a difference in pay of between £13.31 to £102.72 per day, and an increase of between £2,595.45 and £20,030.40 per academic year.⁷⁵
- 6.30 Without the application of the national pay framework, supply teachers have seen their pay plummet relative to other teachers, with no national entitlement to an annual pay award when employed via supply agencies.

⁷³ <https://www.nasuwt.org.uk/advice/supply-teacher/supply-teachers-pay/supply-teachers-pay-england.html>

⁷⁴ Ibid.

⁷⁵ Based on an average daily rate of £149 as reported in the NASUWT's Annual Supply Survey and depending on where the supply teacher would be on the pay range (e.g. MPR 1 to the UPR 3).

- 6.31 If employed for all 195 days of the 2024/25 academic year, two-thirds of supply teachers (66%) could expect to earn a salary less than or equivalent to £9,945 to £29,055 for the academic year 2024/25. Such rates of pay would currently see a supply teacher earn from £21,705 to £2,595 below the minimum advisory pay spine point (M1), as detailed for teachers in England for 2024/25.
- 6.32 When looking at the data in regards to comparisons between the journey taken by a supply teacher and a teacher working in school, the discrepancies in pay become ever starker. As referenced earlier, assuming a teacher working on a permanent contract receives an annual pay increment, by the time they reach M6, the difference between the pay of a supply teacher and that of a teacher on a permanent contract could be between £33,662 and £14,552.
- 6.33 In England, a teacher on a permanent contract would be eligible to go through the threshold, enabling them to access higher rates of pay up to and including UPR3. As a consequence, the differences between the pay of a supply teacher and that of a teacher on a permanent contract are exacerbated, so the difference could be between £39,139 and £20,029 per year.
- 6.34 Recent research published by the Department for Education (DfE) reinforces many of the findings detailed above. *The Use of Supply Teachers in Schools*⁷⁶ confirms what the NASWUT has known and campaigned on for a number of years – namely that the supply market in England is broken and is in desperate need of fixing.
- 6.35 NASUWT advocates that a significant above-RPI inflation increase in salary values over a sustained period is necessary to restore supply teachers' salaries to a level commensurate with their skills and experience, as the evidence outlined above clearly demonstrates that supply teachers are a profoundly exploited and vulnerable group of teachers.

⁷⁶https://assets.publishing.service.gov.uk/media/66f2b45966439d663cf12bb0/Use_of_supply_teachers_in_schools_research_report.pdf

- 6.36 NASUWT calls for all agency teachers to be guaranteed rates of pay commensurate with all other teachers, and for the Review Body to recommend this.
- 6.37 NASUWT maintains that the STRB must address the exploitation faced by supply teachers by recommending that all supply teachers, including agency teachers, fall within the remit of the STRB and that their pay and conditions are set by the Review Body and are consistent with pay and conditions for all teachers across the state-funded schools in England.
- 6.38 NASUWT believes that now is the time for the STRB to stop the exploitation of supply teachers and to improve their pay and conditions. NASUWT believes that full restoration of the organisation and administration of supply pools must now be established on a regional, or even an all-England, basis as a matter of the utmost urgency.
- 6.39 We call on the STRB to recommend that the DfE works with local authorities and schools to reintroduce local authority pooled supply arrangements, or, at the very least, insist that schools source supply teachers from such supply pools before resorting to an outsourced agency and/or umbrella company.

7. SALARY STRUCTURES FOR 2025 ONWARDS

- 7.1 The Secretary of State's remit letter asks that, in considering its recommendations, the Review Body should have regard to:

'the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2025/26.'

Removal of the threshold application process

- 7.2 NASUWT welcomes the fact that one of the first acts of the new Government was to start the process of adjustments to teachers' pay by allowing

employers to remove performance-related pay (PRP). However, it is only the first step. NASUWT is calling for the removal of PRP to be mandated, along with the removal of the threshold application process and the post-threshold requirement:

‘the teacher’s achievements and contribution to an educational setting or settings are substantial and sustained.’

- 7.3 Classroom teachers should therefore be able to access the current M1-M6 and U1-U3 pay ranges without the need for an application, and they should automatically pay progress annually unless they are subject to a formal capability process. U1, U2 and U3 pay values would be renamed M7, M8 and M9.
- 7.4 For too many years, the threshold process has acted as a ceiling for classroom teacher pay as many employers have used the criteria associated with post-threshold teachers of substantial and sustained contributions as a barrier to additional pay. Classroom teachers in very many schools are not applying to cross the threshold to ensure they are not subjected to even more additional workload that will sadly lead to them leaving the profession.
- 7.5 The most damning evidence against threshold application to access the UPR is actually provided by the DfE’s own evidence to the STRB’s 32nd Report.⁷⁷

Sex

- 7.6 Prior to 2013, pay progression to the UPR was related to the previous two years’ performance, and progression to UPS1 was already running at slightly more than 50% for men in 2012, with a slightly lower percentage (50%) of women progressing. However, by 2018, pay progression for women to UPS1 had fallen to 40%, a lower percentage than for men, and the gap between women and men’s pay progression to the UPR had grown.

⁷⁷

https://assets.publishing.service.gov.uk/media/6230624b8fa8f56c1d3113f4/Government_evidence_to_the_STRB_2022.pdf

7.7 In terms of pay progression from UPS1 to UPS2 and UPS2 to UPS3, rates of pay progression have remained at around 50%, or just below, from 2010 to 2018, but rates have been consistently lower for women than for men.

Ethnicity

7.8 Figure F13⁷⁸ demonstrates clearly that pay progression rates for Black/Black British and Asian/Asian British full-time teachers are lower than rates for white teachers. In respect of movement to the UPR, this was also the case before 2013, indicating concerns about the discriminatory nature of threshold progression from 2010 onwards.

Disability

7.9 Figure F18 demonstrates that, in most years since 2013, the pay progression rate for teachers with disabilities is lower than the rate for teachers without disabilities. However, this is most strikingly the case for progression from M3 to M4 and M6 to UPS1.

Age

7.10 The DfE defines age 40 as the cut-off point for the definition of younger and older teachers. The DfE should take no comfort from the data indicating that older teachers progress more rapidly through the classroom teacher pay range.⁷⁹ This means that younger teachers progress less rapidly, which indicates a discriminatory impact.

7.11 Figure F21⁸⁰ indicates that success rates for both older and younger teachers in terms of movement to the UPR have been falling since 2013. However,

⁷⁸ DfE Evidence to the STRB, March 2022, F18

⁷⁹ Ibid, F44.

⁸⁰ Ibid, F21

success rates for older teachers were running at approximately 40% in 2018, compared with approximately 50% for younger teachers.

- 7.12 However, one of the most striking aspects of the data relates to progression rates to the UPR for part-time teachers. This is running at 25% for younger part-time teachers, with an even lower progression rate for older part-time teachers.
- 7.13 The equalities analysis provided by the DfE of the PRP system does provide evidence of systematic bias leading to discrimination, together with the failure of the PRP system as a framework which rewards teachers appropriately. The DfE analysis also supports NASUWT's case for a single classroom teacher pay scale, with automatic incremental progression and without a threshold to higher classroom teacher pay levels. In addition, there is compelling evidence supporting the need for more robust equality pay gap reporting to be undertaken and published annually by the DfE, employers and schools, with reference to teachers by gender, ethnicity, disability and age.
- 7.14 Now is the time to remove the threshold application process to access higher classroom teacher pay.

Multi-year pay award

- 7.15 NASUWT is calling for a multi-year above-inflation (RPI) pay award to address the historic pay erosion since 2010.
- 7.16 The profession and employers need a clear indication of the future of teacher pay beyond annual pay awards.

A shorter pay scale

- 7.17 NASUWT believes there should be a pay scale of no more than six points for classroom teachers.

7.18 NASUWT’s six-point pay scale is detailed in the table below - taking the current M1–U3 pay values for September 2024 to set even cash values for a new 6 point scale of M1–M6.

Even cash (£) increase distribution model

	2024	£ increase	% increase
M1	£31,650		
M2	£35,137	£3,487	11.01
M3	£38,624	£3,487	9.92
M4	£42,111	£3,487	9.02
M5	£45,598	£3,487	8.28
M6	£49,085	£3,487	7.64

7.19 The STRB’s 34th Report clearly identifies that the competitiveness of teachers’ average pay has reduced markedly over a number of years. The report goes on to note that the targeting of pay by subject is not a replacement for addressing across-the-board shortages.⁸¹

7.20 The STRB’s 34th Report goes on to state that the latest data on starting pay across the graduate labour market shows that some professions are offering significantly higher starting salaries than teaching.⁸²

8. FLEXIBLE WORKING

8.1 The Secretary of State's remit letter asks that, in considering its recommendations, the Review Body should have regard to:

‘What specific changes, if any, do you propose to TLRs in respect of the pro-rata rule?’

⁸¹

https://assets.publishing.service.gov.uk/media/66ab42d5ce1fd0da7b59313b/STRB_34th_Report_2024_Accessible.pdf

⁸² Ibid.

- 8.2 NASUWT's position is, where TLRs are awarded to part-time teachers, they will be paid pro rata at the same proportion as the proportion of the duties they are undertaking, if performing a proportion of the duties of the TLR. However, where there is agreement of the part-time teacher and the employer that the teacher will undertake the full duties associated with the allowance, they will be paid in full.
- 8.3 NASUWT's Flexible Working Survey 2023 shows that 75% of respondents identify part-time working as the type of flexible working that they would prefer. Many members reported having to relinquish their TLR to be able to go part time. Of those working part-time, 42% felt overlooked for a promotion.⁸³
- 8.4 Flexible working requests come disproportionately from female teachers as they make up the vast majority (75%) of the teaching workforce. This represents a key factor in the gender pay gap in teaching, as many women teachers are forced to resign TLRs or even from their substantive contracts of employment and consider employment elsewhere.
- 8.5 This includes taking up posts at a lower value because there is no guarantee to pay portability and also includes working as supply teachers, who are often subject to the vagaries of intermittent, insecure and precarious employment.
- 8.6 Where flexible working requests are accepted, those teachers report suffering unfair treatment, including career setbacks, particularly those teachers in leadership positions, or those with additional responsibilities.
- 8.7 Despite a significant body of evidence demonstrating the benefits of flexible working in schools, such as the retention of experienced staff, promoting wellbeing and improving work/life balance, NASUWT believes that the uptake of flexible working in education remains stubbornly low.

⁸³ <https://www.nasuwt.org.uk/static/44c65415-8095-4917-81d661e22fb70e12/eefcd53f-9633-4b01-ae49edaa09a5df1c/Flexible-Working-Survey-Report-2023-England.pdf>

- 8.8 Whilst acknowledging the intent and desire of the DfE to increase opportunities for flexible working, including revising its advice and guidance and addressing the negative perceptions of flexible working in schools,⁸⁴ it remains the case that there are still a number of teachers and school leaders who believe that flexible working is incompatible with a career in teaching.⁸⁵
- 8.9 For example, over six in ten (64%) of those not currently working flexibly, or whose only cite flexible working as occasional days off or leaving early, disagreed that they would be confident requesting flexible working arrangements, and 34% of those considering leaving state education cited lack of flexible working opportunities as a reason for leaving.⁸⁶
- 8.10 The evidence available to NASUWT confirms that many schools are highly resistant to recognising teachers who wish to benefit from flexible working, regarding part-time and job-share teachers as ‘less committed’.
- 8.11 A key factor undermining progress remains the open-ended teachers’ contract. The failure to specify the maximum working time of teachers continues to contribute to a perception/expectation that a teacher’s time is unlimited. Furthermore, it undermines the benefits a teacher may otherwise accrue from part-time or job-share working. We strongly recommend that the open-ended contractual clauses be removed and replaced with a maximum working time of 35 hours per week.
- 8.12 The experiences of being a parent and a teacher suggest that the attitude and approach towards flexible working by schools/colleges is still a cause for concern, as demonstrated by research undertaken by NASUWT of 3,298 teachers who were parents in 2020.⁸⁷

⁸⁴ <https://www.flexibleworkingineducation.co.uk/uploads/toolkit/addressing-the-negative-perceptions-of-flexible-working-in-schools.pdf>

⁸⁵ <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

⁸⁶ Ibid.

⁸⁷ <https://www.nasuwt.org.uk/news/campaigns/being-a-teacher-and-a-parent-survey-2020.html>

- 8.13 Just over two-fifths (42%) responded that they had asked their employers for flexible working because of their parental responsibilities. Disappointingly, three in ten teachers (30%) reported that their request was not granted.
- 8.14 This is compounded by the fact that 37% of teachers who responded to the Union's flexible working survey stated that they were forced to consider alternative employment as a result of their flexible request being refused.
- 8.15 Of even greater concern is the fact that just over two-thirds of teachers (67%) reported that they were not given the right to appeal the decision by their employer to reject their request for flexible working, despite this being good practice and recommended in the Advisory, Conciliation and Arbitration Service (Acas) guidance in relation to flexible working.
- 8.16 This resonates with earlier work undertaken by NASUWT which showed that a significant proportion of teachers are being denied the right to flexible working by employers, and that too many schools are still resistant to flexible working. That specifically means part-time working and job share, particularly for those teachers in leadership positions or with additional responsibilities.⁸⁸ Only 8% of teachers felt that flexible working requests were encouraged in their workplace.⁸⁹
- 8.17 NASUWT's Wellbeing at Work Survey 2024 shows that a majority of teachers report a lack of flexible working opportunities, with just under three-fifths (58%) reporting that their school does not provide flexible working opportunities.⁹⁰
- 8.18 Research into graduate career aspirations continues to confirm that younger graduates are more likely to enter and remain in professional occupations that offer flexible employment practices, permit inclusive and collaborative decision-making and eschew crude 'command and control' management

⁸⁸ [NASUWT, Flexible working - The Experiences of Teachers, Birmingham, 2016.](#)

⁸⁹ Ibid, page 8.

⁹⁰ <https://www.nasuwt.org.uk/static/17ad7ef2-879e-40d4-96b3c014e605746a/Teachers-Wellbeing-Survey-Report-2024.pdf>

structures. In too many instances, schools do not provide working environments of this type. For teaching to compete, it would need to become more attractive in other ways, including higher pay, to compensate for a lack of work flexibility when compared to opportunities in the wider labour market.

- 8.19 Detailed economic analysis and calculations show that the financial benefits of flexible working greatly outweigh any initial costs associated with it.
- 8.20 For example, the Pagmatix Advisory Flex Model, published as part of the Flexonomics Report in November 2021, calculated the estimated net benefit to the economy of increasing flexible working in the education⁹¹ sector by 50% to be £5 billion.
- 8.21 The same report calculated that the cost to organisations in the education sector of employees leaving their job earlier than they would have is £300 million. This includes the cost to replace staff that leave, as well as the loss of productivity from losing more experienced staff. This cost is a real risk to schools that routinely reject requests for flexible working.
- 8.22 Of even greater concern is the fact that some teachers indicated that the only way to access flexible working arrangements was through dropping out of the permanent teacher workforce and entering the intermittent, insecure and precarious world of supply teaching, including through outsourced employment agencies.⁹²
- 8.23 Where there are pockets of good practice operating in some schools, including the much publicised nine-day fortnight⁹³, these represent the exception rather than the rule, and increases in the proportion of those teachers who can access off-site Planning, Preparation and Assessment

⁹¹ The categorisation of 'education' is from the ONS UK standard industrial classification of economic activities.

⁹² https://assets.publishing.service.gov.uk/media/66f2b45966439d663cf12bb0/Use_of_supply_teachers_in_schools_research_report.pdf

⁹³ <https://www.dixonsat.com/why/flexible-working>

(PPA) time and increases in requests for ad-hoc days⁹⁴ are often at the discretion of the line manager or senior leadership team.

- 8.24 Nevertheless, the examples cited above do show that where schools are open to embracing flexible working as part of open dialogue in consultation and collaboration with staff and recognised trade unions, such as NASUWT, then this can have positive benefits.
- 8.25 It may take time and require additional resourcing, but schools that are open to genuinely engaging teachers in the process and asking what their needs are and how these can be achieved will find a way to realise more opportunities for flexible working.
- 8.26 Unfortunately, the pockets of good practice cited above do not represent the cultural shift that the Union believes is fundamental to addressing the unmet demand⁹⁵ for flexible working which could assist in addressing the current recruitment and retention crisis.
- 8.27 Given the evidence detailed above, NASUWT believes that serious consideration must be given to both financial and non-financial levers that can be used to address the lack of flexible working in schools.
- 8.28 For example, amendments to the STPCD should enable those working part-time on a flexible working basis to hold a full TLR, whilst at the same time reintroducing the principle of pay portability, given the impact this has had on women teachers who, following their return from a career break, are more likely to want to access flexible working arrangements.
- 8.29 The Union would encourage the Government to be bold in this area and consider looking at how additional staff could be employed in subject areas,

⁹⁴ <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

⁹⁵ <https://www.nfer.ac.uk/publications/part-time-teaching-and-flexible-working-in-secondary-schools/>

including the use of supernumerary teachers to address issues of flexible working, as well as emergency supply and time to cover PPA time.

- 8.30 In addition, the DfE should look at strengthening its education staff wellbeing Charter⁹⁶, to ensure that there is more rigour and accountability in how Ofsted and schools ‘champion flexible working’, including an action plan and targets. There should be a national deadline set by the DfE for adoption of the Charter by all school employers.
- 8.31 The DfE should revisit its guidance and advice on flexible working and consider changing the status of the guidance from optional to mandatory.
- 8.32 It should also be a requirement for all schools to have a flexible working policies that have been agreed with NASUWT and other recognised trade unions, which provide for a right of appeal if a flexible working request has been declined.
- 8.33 This could be complemented by a requirement for schools to publish their flexible working policies, which is in line with the recommendations suggested in *Good Work Plan: Proposals to support families*.⁹⁷ This should produce greater transparency and increased detail and clarity, thereby helping teachers make informed choices by allowing them to compare and benchmark schools.
- 8.34 Schools should be expected to report annually on the number of requests made and granted, and the number of appeals lodged, much in the same way schools report on the gender pay gap. A comprehensive report broken down by workforce composition, particularly those groups with protected characteristics, as well as by contract type, could be produced as part of a school’s requirement under the SWC

⁹⁶ <https://www.gov.uk/guidance/education-staff-wellbeing-charter>

⁹⁷ <https://www.gov.uk/government/consultations/good-work-plan-proposals-to-support-families>

- 8.35 The Union maintains that any such annual report should be shared with and consulted upon by both the workforce and the recognised trade unions, and include details of any action plans to tackle issues, such as how the employer intends to tackle the barriers faced by working parents and those wishing to access flexible working.
- 8.36 The Union believes that the DfE should look at understanding how technology can be better used to enable staff to work more flexibly.
- 8.37 The NASUWT appreciates that any changes will have a cost implication; however, given the current situation and the ambition to address the take-up of flexible working in education, the Union believes it is not a question of whether the Government can afford to make these changes but whether it can afford *not* to make these changes.

9. OVERVIEW OF THE WIDER ISSUES

- 9.1 NASUWT believes that, in addition to the matters for recommendation in this remit, it is vital that the following elements of the pay and conditions framework are recast:
- (i) national pay scale for all state funded schools;
 - (ii) additional funding for schools;
 - (iii) restoration of pay portability;
 - (iii) workload reduction; and
 - (iv) removal of unlimited work hours.

National pay scales for all state-funded schools

- 9.2 The current advisory pays scales must be published in future iterations of STPCD as the minimum pay values for each pay point in all state-funded schools.

9.3 The current advisory pay scale system is no longer credible and is not supported by a number of employers of teachers in England who are in receipt of state funding.

Energy cost increases

9.4 Maintained schools spent £485.3 million on energy in 2022/23, up 61 per cent on the year before amid soaring bills. Schools are predicted to (maintained and academies) spend £1.3 billion a year on electricity and gas following these huge hikes to energy bills.

Maintained schools with deficits

9.5 The most recent figures for Local Authority schools are 2022/23. The table below show how year on year the budget deficits have been increasing across all groups of maintained schools.

School type	2023	2022
Nursery	32.5%	29.7%
Primary	12.3%	7.6%
PRU	17.2%	14.6%
Secondary	13.4%	9.8%
All maintained schools	13.1%	8.8%

9.6 There were 21 council areas with more than a quarter of primary schools in deficit, most of them in London or the south east. In the London boroughs of Havering and Westminster, and in Brighton and Hove, more than 40 per cent of primary schools have a deficit.⁹⁸

Academy trust deficits

⁹⁸ <https://explore-education-statistics.service.gov.uk/find-statistics/la-and-school-expenditure/2022-23>

- 9.7 The best estimate for academy school deficits comes from the Kreston report.⁹⁹ Academies are not allowed to set deficit budgets. Kreston, undertake an annual benchmarking report of just under 300 academy trusts representing over 2,300 schools.
- 9.8 The Kerston report for 2024 shows that 47% have in-year deficits in 2024 up from 26% in 2023. With 17.5% of academy trusts having reserves lower than their reserve policy states.¹⁰⁰
- 9.9 75% of the academy trusts said that their reserves would be lower or entirely run out in 3 years.¹⁰¹

Pay portability

- 9.10 What is required alongside the reintroduction of national pay scales is the transferability of pay when teachers move employers across all state-funded schools, which had previously been referenced in teachers' conditions of service as 'pay portability'.

Workload

- 9.11 NASUWT welcomes the movement of Annex 5 (list of administrative tasks) from the guidance section to the contractual section of the STPCD 2024.¹⁰²
- 9.12 Teacher workload remains a significant issue affecting retention. Teachers in England work longer weekly hours than workers in other professions and are more likely to report wanting to work fewer hours. Teachers in England also work more hours and spend more time on non-teaching tasks than the

⁹⁹ <https://schoolsweek.co.uk/wp-content/uploads/2024/02/Kreston-UK-Academies-Benchmark-Report-2024.pdf>

¹⁰⁰ Ibid.

¹⁰¹ Ibid.

¹⁰² https://assets.publishing.service.gov.uk/media/67165b0d9242eccc6c849b4b/School_teachers_pay_and_conditions_document_and_guidance_2024_.pdf

average teacher in OECD countries.¹⁰³ There remains further work to do in reducing the amount of time teachers spend working in general, and on non-teaching activities such as planning, marking and administration.

- 9.13 Unmanageable workload is the most cited reason ex-teachers give for why they left. *The Working Lives of Teachers and School Leaders - wave 2 summary* report shows that the average hours worked per week increased for full-time teachers from 51.9 in 2022 to 52.4 in 2023, and the hours reported by part-time teachers also increased to 38.0 in 2023 from 37.3 in 2022.¹⁰⁴
- 9.14 Over one-third of teachers and leaders (36%) indicated that they were considering leaving the state school sector in the next 12 months, excluding for retirement. This represents an increase from 25% in 2022.
- 9.15 Ninety-four per cent of teachers and leaders considering leaving the state sector reported high workload was the most common factor.
- 9.16 Dissatisfaction on pay being given was 63% in 2023, compared to 57% in 2022.

Wellbeing

- 9.17 The mental health and wellbeing challenges in the workforce are chronic and require urgent action.
- 9.18 Teacher wellbeing has not improved over the past year.¹⁰⁵ The Teacher Wellbeing Index (TWIX) for 2024 observes a continued and significant issue in teacher and lecturer wellbeing across a range of measures. The proportion of all staff (78%) reporting stress remains unchanged from the 2023 report, which found that stress was the highest yet recorded by TWIX.

¹⁰³https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/919065/TALIS_2018_research_brief.pdf#

¹⁰⁴ <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

¹⁰⁵ <https://www.educationsupport.org.uk/media/ftwl04cs/twix-2024.pdf>

- 9.19 When asked to compare behaviour to the previous academic year 57% feel pupils and students have become more disruptive in lessons, with 63% feeling they have experienced more incidents of challenging pupil and student behaviour.
- 9.20 Over eight in ten staff (84 per cent) think verbal or physical abuse towards teachers has increased in the last 12 months and believe that poor behaviour arises due to lack of provision for their unmet needs (basic physical needs, emotional needs or mental health needs).

Unlimited working hours

- 9.21 The removal of the open-ended clause in the teachers' contract (paragraph 51.7 STPCD)¹⁰⁶ must also be urgently addressed. No other profession carries an unlimited working time expectation of workers. It is clear that without sufficient safeguards in the teachers' contract, teachers' working time will remain excessive and open to abuse.

The gender and ethnicity pay gaps for teachers

- 9.22 The 2024 School Workforce Census (SWC) data for England¹⁰⁷ shows that average salaries are higher for male teachers than for female teachers across all grades.
- 9.23 The average salary for all teachers, including those in leadership roles in 2023/24, was £46,200. For male teachers, the average salary was £48,625, whereas the average salary for female teachers was £45,426. The pay premium for male teachers in 2023/24 was £3,199, which represents a gender pay gap of 6.6% in the teaching profession across all grades of teacher in 2023/24.

¹⁰⁶

https://assets.publishing.service.gov.uk/media/67165b0d9242eecc6c849b4b/School_teachers_pay_and_conditions_document_and_guidance_2024_.pdf

¹⁰⁷ Department for Education (DfE), School workforce in England 2023, 6 June 2024.

<https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

- 9.24 For male classroom teachers, the average salary in 2023/24 was £43,440 compared to £42,286 for female classroom teachers. The pay premium for male classroom teachers in 2023/24 was £1,154, which represents a gender pay gap of 2.7% in 2023/24.
- 9.25 In 2023/24, the average salary for men in school leadership' roles, excluding headteachers' (Other Leadership), was £64,285 compared to £60,588 for women in similar leadership positions. The pay premium for men in this category in 2023/24 was £3,697, which represents a gender pay gap of 5.75% in 2023/24.
- 9.26 For headteachers, the gender pay gap is at its most extreme. In 2023/24, the average salary for men was £85,419 compared to £76,771 for women. The pay premium for male headteachers is £8,648, which represents a gender pay gap of over 10.1% in 2023/24.
- 9.27 The extent of gender- and ethnicity-based pay inequality within the teaching profession remains a significant concern for NASUWT. The Government's own SWC data clearly demonstrates that a significant gender pay gap persists in 2023/24, which becomes more pronounced in school leadership positions.
- 9.28 It is deeply concerning that systemic discrimination continues to deny progress towards a more diverse teaching profession. Research by Warwick University for NASUWT also found that Black teachers are paid less than their white colleagues, are more likely to be employed in temporary posts, less likely to be promoted and are more likely to be disciplined or dismissed from their jobs.¹⁰⁸
- 9.29 The findings of research undertaken earlier this year by the NFER should be a reminder to both the Review Body and the Government that greater action is

¹⁰⁸ Institute for Employment Research (IER) at the University of Warwick, *Teachers' Pay and Equality*, 2016. <https://www.nasuwt.org.uk/advice/pay-pensions/teachers-pay-research.html>

needed to tackle the causes and effects of racial discrimination in the teaching profession.

- 9.30 Black teachers still face barriers to pay and career progression, as well as covert and overt racial discrimination throughout their careers. In England, there are currently no government targets, programmes or funding to improve ethnic diversity in the teaching workforce, in contrast to both Scotland and Wales.¹⁰⁹
- 9.31 NASUWT continues to call on the Review Body and the Government to undertake a thorough review of both gender and ethnicity pay gaps within the teaching profession and to consult with the Union and the teaching profession on the formulation of an action plan to explain what actions will be taken to address any gender and ethnicity pay gaps. As a first step, the Review Body should strongly recommend that the DfE, and school and college employers, should publish easily accessible ethnicity pay gap data together with gender pay gap data on an annual basis.
- 9.32 NASUWT calls for the development of a central register for both gender pay gap reporting and race pay gap reporting which shows that this is achievable without additional burdens on organisations, such as schools.¹¹⁰ Indeed, employers now see this as part of their normal compliance procedure and often have an agenda item regarding gender pay gap and race pay gap reporting when meeting with NASUWT and other recognised trade unions. Employers should be compelled to produce annual action plans to address the issues identified in any of the pay gap reports.

10. MATTERS FOR RECOMMENDATION

¹⁰⁹ National Foundation for Educational Research (NFER), *Ethnic diversity in the teaching workforce: evidence review*, 2024. <https://www.nfer.ac.uk/publications/ethnic-diversity-in-the-teaching-workforce-evidence-review/>

¹¹⁰ <https://gender-pay-gap.service.gov.uk/>

10.1 NASUWT would be pleased to discuss with the STRB additional matters relating to teachers' pay, rewards and working conditions.

10.2 NASUWT is therefore asking for:

- (i) a multi-year, above-inflation (RPI) pay award;
- (ii) additional funding from the government to enable all schools to implement the pay award in full;
- (iii) full-time TLR payments for part-time teacher
- (iv) the removal of threshold application and renaming of U1-U3 to M7-M9;
- (v) the reintroduction of pay portability;
- (vi) creation of a National Commission on Pay in Schools;
- (vii) statutory minimum national pay scale for all state funded schools;
- (viii) removal of unlimited work hours;
- (ix) annual pay gap reporting with associated action plans to be published by employers for gender and race; and
- (x) restoration of supply pools across England on a not for profit basis.