



Department
for Education

Government evidence to the STRB

The 2019 pay award

January 2019

Contents

Summary	3
General Economic Outlook	4
Introduction	4
Conclusion	11
Affordability in schools	12
Maintaining a supply of high quality teachers and leaders	15
Teacher Recruitment and Retention	15
Applying the 2019 pay award	23
Annex A: Spending in schools	24
Annex B: The teacher labour market	25
The teaching workforce	25
Classroom teacher salaries	28
Use of allowances	34
Vacancies	38
Demand	45
Annex C: Recruitment to teacher training	47
ITT allocations 2019/20 academic year	49
The quality of new recruits 2017/18	51
ITT financial incentives	52
School-based ITT	55
Annex D: Headteachers and other teachers in leadership positions	58
Salaries of headteachers and other teachers in leadership positions	58
Age	60
Headship vacancies	61

Summary

1. The Secretary of State wrote to Dr Patricia Rice, the Chair of the School Teachers' Review Body (STRB), on the 21st November, asking for the STRB's recommendations on the September 2019 pay award.
2. The remit letter emphasised the importance of focusing on how the pay award can best address recruitment and retention challenges and encourage high quality entrants to join the profession and support their progression within the workforce, while taking full account of affordability across the school system as a whole.
3. This document provides the Secretary of State's evidence to support the STRB's consideration of the 2019 pay award for teachers, headteachers and other teachers in leadership positions. It includes evidence on the teacher labour market, based on the latest recruitment and retention data, and on affordability.
4. On affordability, the evidence sets out the importance of ensuring that the pay award does not place undue pressure on school budgets, with a 2% increase in per teacher pay being affordable nationally, in the context of the cost pressures faced by schools and headroom available for increases in teachers' pay. The evidence makes clear that uplifts to the statutory salary and allowance ranges also need to be considered in relation to other areas where schools may wish to invest (such as school improvement, teacher continuing professional development, pastoral support and teaching resources).
5. We recognise recruitment is a challenge in some subjects and for some schools, not least in the context of an improving economy and a strengthening graduate labour market. On retention, the evidence sets out how the government is actively addressing the issues that teachers cite as reasons for leaving the profession, including unnecessary workload and lack of opportunities for flexible working. It also sets out the evidence on overall retention trends.
6. The STRB will want to carefully consider this evidence and how it can best target the pay award to support schools with recruitment and retention in this context.

General Economic Outlook

Introduction

7. The economic and fiscal context in which the Pay Review Bodies make their recommendations was set out in the October 2018 Budget. However, as in previous years this chapter sets out points in the economic and fiscal context which are of particular relevance to the PRB process, notably the latest OBR projections and labour market context, both public and private. This should be considered alongside the rest of the evidence set out in this document.
8. In July the government announced the biggest pay rise in almost 10 years for around one million public sector workers across Britain. This government recognises that public sector workers deserve to be fairly rewarded for the vital work they do, and seeks to ensure the overall package remains fair and competitive.
9. Our flexible approach to pay allows us to recognise areas of skill shortage, and improvements to workforce productivity. The government continues to take a balanced approach to public spending and it is important that pay awards are considered within the wider fiscal picture. With budgets for 2019-20 already set, it is crucial that Pay Review Bodies consider the more detailed information about affordability set out in this document alongside the economic and fiscal context.

UK economy

10. As usual, it is very important that the PRBs take into account the wider fiscal context when making their recommendations. The UK economy has solid foundations and continues to demonstrate its resilience. GDP has grown every year since 2010 and is forecast by the OBR to continue growing over the forecast period. Employment is at a near record high and real wages are rising at the fastest rate for two years.
11. There has been a sustained worldwide slowdown in productivity growth since the 2008 financial crisis, but the UK has been affected more than most. Whilst productivity growth has improved since 2016 it remains below pre-crisis levels. Increasing productivity is the only sustainable way to boost economic growth and prosperity, and to deliver better jobs and higher income for people across the country. The forecast for productivity remains subdued in the medium term but is expected to rise gradually to reach 1.2% per year¹ by 2023.

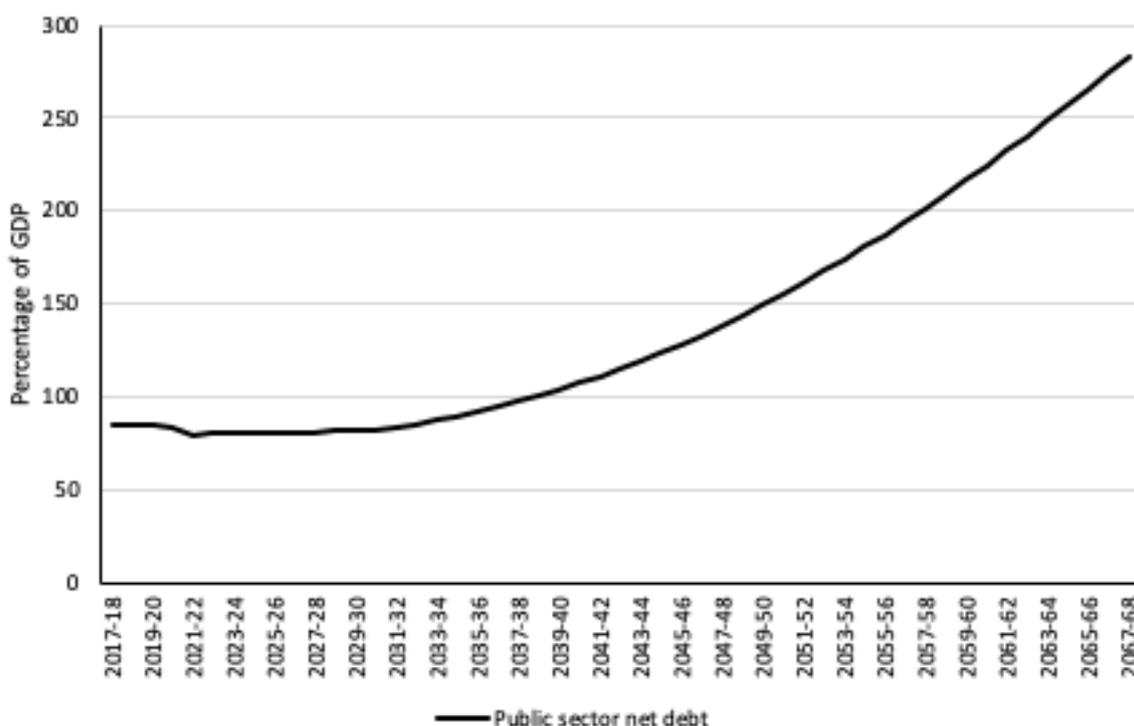
¹ OBR Economic and Fiscal Outlook, October 2018.

12. With public services accounting for around 20% of UK GDP, public sector productivity plays an important role in the UK's productivity growth overall. While public sector productivity has increased by 0.8% in the last year, continued improvement is essential for meeting growing demands on our world class public services. Public sector pay awards should reward efforts to modernise workforces and delivery models.

Public finances

13. Since 2010 the government has made significant progress in restoring the public finances to health, which have now reached a turning point. The deficit has been reduced by four-fifths from a post-war peak of 9.9% of GDP in 2009-10 to 1.9% in 2017-18. The fiscal rules approved by Parliament in January 2017 commit the government to reducing the cyclically-adjusted deficit to below 2% of GDP by 2020-21 and having debt as a share of GDP falling in 2020-21. These rules will guide the UK towards a balanced budget by the middle of the next decade. The OBR forecasts that the government has met both its near-term fiscal targets in 2017-18, three years early, and will meet them in the target year.
14. The need for fiscal discipline continues however as, despite the improvement, debt still remains too high at over 80% of GDP. Continuing to reduce borrowing and debt is important to enhancing the UK's economic resilience, improving fiscal sustainability, and lessening the debt interest burden on future generations.
15. The OBR's 2018 Fiscal Sustainability Report (FSR) was published in July and highlighted the long-term pressures and risks to the public finances, underscoring the importance of locking in this hard-won progress. The 2018 FSR projection shows that, left unaddressed, demographic change and non-demographic cost pressures on health, pensions, and social care would push the debt-to-GDP ratio far beyond sustainable levels in the long-term. This would pass an unacceptable burden on to the next generation, and the government is therefore committed to ensuring that debt remains on a sustainable trajectory.

Figure 1: Baseline projection public sector net debt (OBR Fiscal Sustainability Report, 2018)²



16. Affordable pay awards will be an essential part of keeping borrowing under control: the public sector pay bill was £183.79bn in 2017. This accounts for £1 in every £4 spent by the government. There continues to be a need to ensure increases in pay are affordable to ensure the delivery of world-class public services remains sustainable. Keeping control of public sector pay supports the government’s fiscal strategy to avoid passing an increasing burden of debt onto future generations. We spend more on debt interest than on the police and Armed Forces combined.
17. Existing spending plans set through the Spending Review 2015 remain in place, excepting the NHS, where the government has announced a five-year funding settlement. The affordability position for each workforce is set out elsewhere in this evidence pack.

Labour market

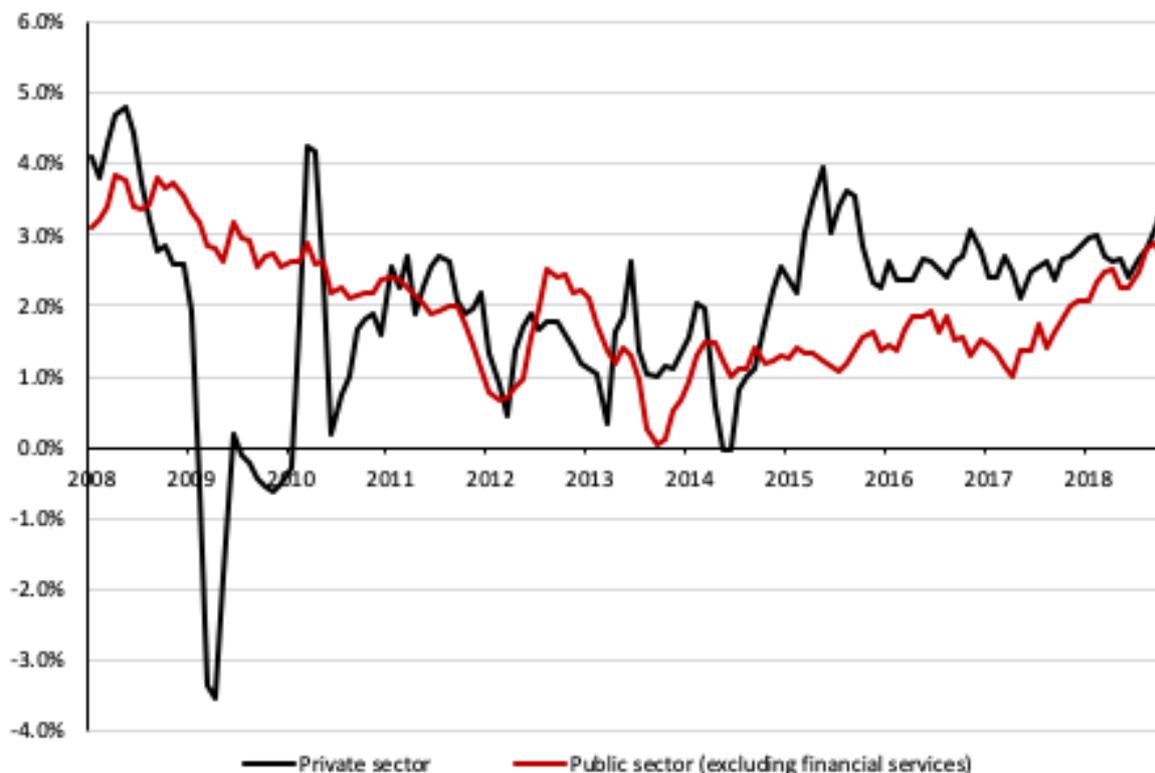
18. Activity in the UK labour market is an important contextual consideration. Total employment reached a new record high in the 3 months to October 2018, with 32.5 million people in work. In 2018 the unemployment rate has dropped to its lowest since the 1970s, currently at 4.1%, it remains close to its historic low.
19. In their most recent Economic and Fiscal Outlook, the OBR revised down their assessment of the equilibrium rate of unemployment from 4.6% to 4.0% at the

² OBR Fiscal Sustainability Report, July 2018.

end of the forecast. The unemployment rate is forecast to reach 3.7% in 2019, before returning to 4.0% by 2023.

20. The downward revision to the equilibrium rate of unemployment was accompanied by an upward revision to labour market participation, meaning the number of people available to the labour market has increased. This was partially offset by a fall in average hours worked. Looking ahead, the OBR forecast employment to rise every year to reach 33.2 million by 2023.

Figure 2: Public sector (excluding financial services) and private sector average nominal earnings growth (ONS November 2018)

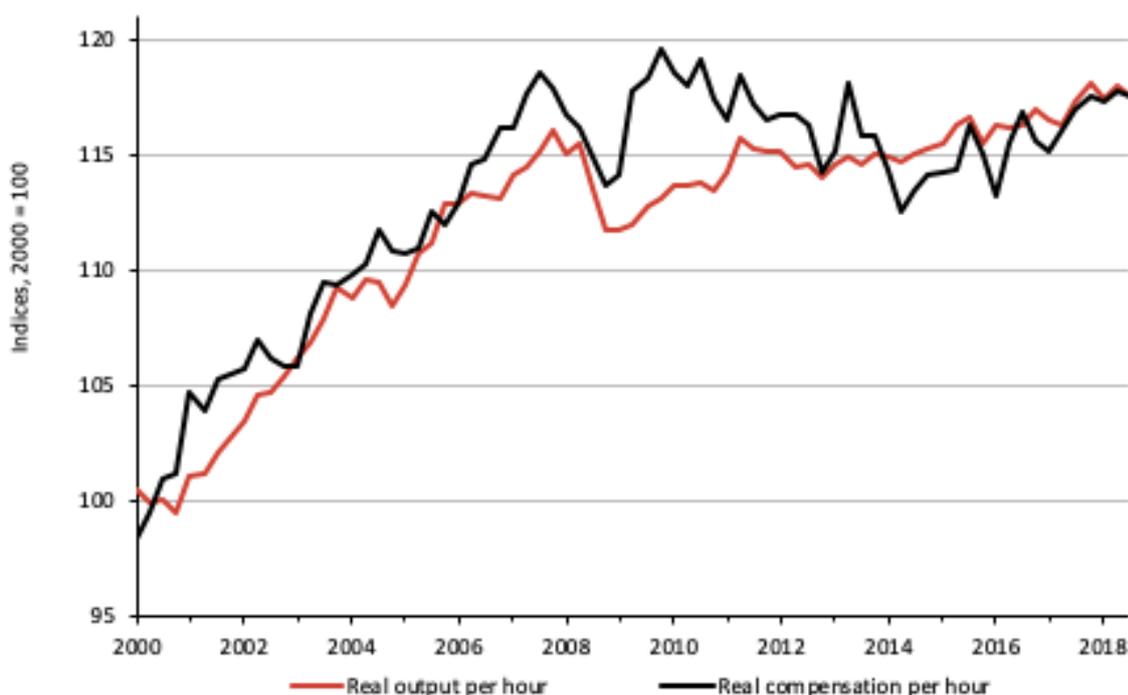


21. Total nominal wage growth rose to 3.3% in the 3 months to October³ (including bonuses), although wage growth remains lower than averages seen prior to the financial crisis, which reflects sluggish productivity growth. Public sector (excluding financial services) and private sector total wage growth are both above the current rate of inflation, at 2.7% and 3.4% respectively. Both the public sector and the private sector have seen real total pay growth in the three months to October. It should be noted that wage growth as reflected in the ONS Average Weekly Earnings series reflects pay growth beyond annual settlements, including promotions, incremental increases and compositional changes.

³ Looking at annual growth rates for total pay (including bonuses), between July to September 2017 and July to September 2018.

22. The OBR forecast average earnings growth for the whole economy to be 2.6% in 2018, 2.5% in 2019, 2.8% in 2020, 3.0% in 2021, 3.1% in 2022 and 3.2% by 2023-24. Average earnings growth is forecast to remain below the pre-crisis average.
23. Ultimately, a pickup in productivity is vital for the recovery of cross-economy wage growth rates to pre-recession levels. Public and private sector wages tend to move in similar directions, both because of pay expectations and the implications of tax receipts on public sector budgets. Despite low unemployment, weak growth in labour productivity has been weighing down on wages and, ultimately, the public finances. The OBR forecasts productivity growth of 0.8% in 2019, 0.9% in 2020, 1.0% in 2021, 1.1% 2022 and 1.2% in 2023.

Figure 3: Real output per hour and real compensation per hour, year on year growth (ONS November 2018)

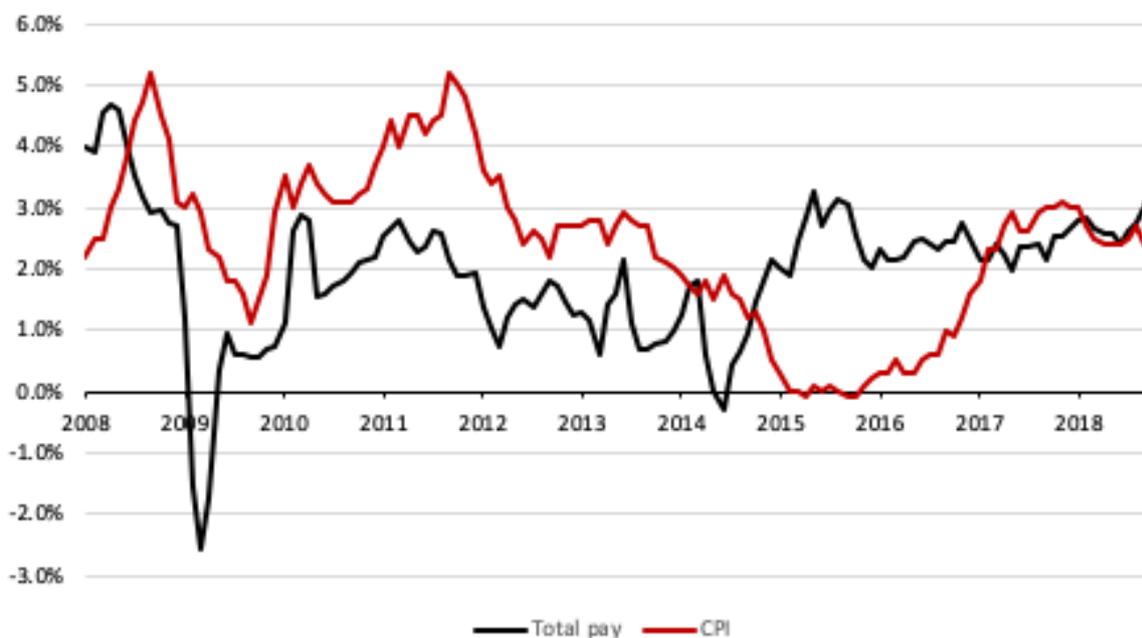


24. Inflation reached a peak of 3.1% in November 2017, following an increase in import prices after the earlier depreciation of sterling, but has since fallen back to 2.1% in the year to December 2018. The OBR forecasts CPI inflation to be 2.6% in 2018 and it is then expected to be 2.0% in 2019. It remains the view of government that the appropriate level of public sector pay award is complex

⁴ The OBR use Wages and Salaries divided by employees to estimate wage growth, and so this will not exactly correspond to the ONS headline AWE measure.

and determined by a variety of factors. Rates of price inflation are important, but not the only consideration.

Figure 4: Whole economy average earnings growth and inflation (ONS November 2018)



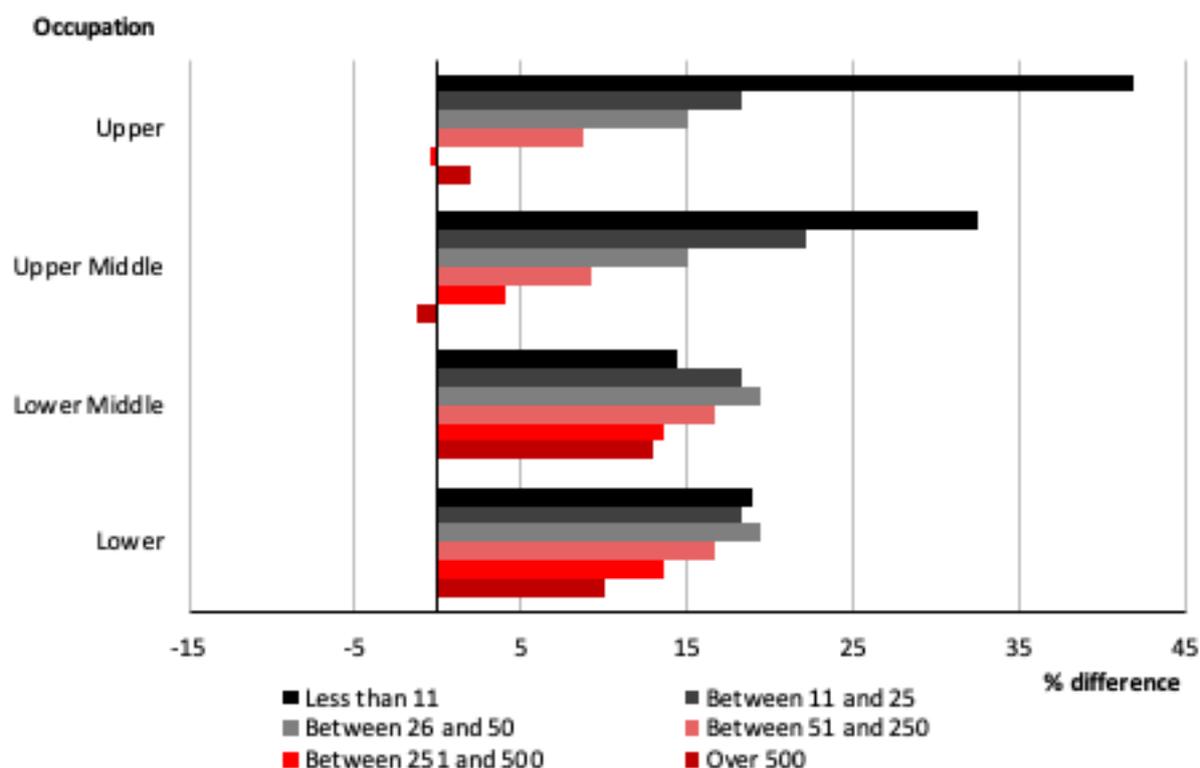
Public sector pay and pensions

25. Public sector pay remains competitive: the median full-time wage in the public sector is £31,414, compared to £28,802 in the private sector. Public sector workers benefit from wider government measures to support wages and ensure that people take home more of what they earn. The introduction of the National Living Wage marked an increase in pay for approximately one million people across the UK labour market, including in the public sector. Income tax changes mean that a typical taxpayer will pay £1,205 less in tax in 2019-20, compared to 2010-11, an additional support to public sector workers.
26. Following the 2008 financial crisis public sector workers were protected from the sharp drop in wages that was seen in the private sector, though wages subsequently grew at a slower pace. However, during Q3 2018 public and private sector wage growth was similar, and public sector remuneration when pensions are taken into account remains higher than in private sector, as shown in recent ONS analysis (see chart 5).
27. This analysis shows that after controlling for various individual and job characteristics, on average there is a positive earnings differential in favour of the public sector, when pensions are included. However, as shown in Chart 5 below, this premium varies considerably by occupational skill level, and by the size of private sector firm being compared to the public sector, which is treated as a single large employer in this analysis. The right-hand side shows the

average premium received by public sector workers in comparison to their private sector counterparts, and the left-hand side showing the penalty.

28. Key PRB workforces, including teachers, police and NHS staff such as nurses, midwives and GPs are in the upper and upper middle skill categories according to the ONS Standard Occupational Classification.

Figure 5: Average percentage difference in mean hourly earnings (includes pensions) of employees, by occupational group and firm size, private sector compared with public sector, UK, 2017⁵



29. When considering changes to remuneration, PRBs should take account of the total reward package including elements such as progression pay, allowances and pensions. Public service pension schemes continue to be amongst the best available and significantly above the average value of pension provision in the private sector. Around 13.3% of active occupational pensions scheme membership in the private sector is in defined benefit (DB) schemes, with the vast majority in defined contribution (DC) schemes. In contrast, over 92.7% of active members in the public sector are in DB arrangements.
30. The Budget confirmed a reduction of the discount rate for calculating employer contributions in unfunded public service pension schemes. The valuations

⁵ONS, Public and private earnings in the UK, November 2018.

indicate that there will be additional costs to employers in providing public service pensions over the long-term. It is a long standing principle that the full costs of public sector pensions are recognised by employers at the point they are incurred. This is important to ensure that the schemes are affordable and sustainable in the long-term. However, HM Treasury is working with departments to ensure that recognition of these additional costs does not jeopardise the delivery of frontline public services or put undue pressure on public employers.

Conclusion

31. This chapter summarises the economic and fiscal evidence which is likely to be relevant to the recommendations of the PRBs. This is intended to inform consideration of the affordability of specific pay awards, and to place these awards in economic context, on top of the workforce specific evidence presented elsewhere in this evidence pack.
32. Much of the evidence presented here will feed into retention and recruitment across public sector workforces. Retention and recruitment will vary considerably across geographies, specialisms and grades. As set out in our remit letter, we ask that the PRBs set out what consideration they have given to targeting in their final report, alongside affordability of awards.

Affordability in schools

33. As set out in the Secretary of State's letter to the chair of the STRB on 21st November, it is important that affordability is properly considered in making recommendations on the 2019 teachers' pay award.
34. Whilst the government recognises that the flexibilities in the pay system mean that the cost of the award to individual schools depends significantly on decisions made by those schools, recommendations should still take full account of affordability when considering the school system as a whole i.e. considering existing pressures and the resultant scope for increases in costs nationally. The evidence below provides information on this to support the STRB. Although the government provided funding, through a teachers' pay grant, to support the implementation of the 2018 award, it should not be assumed this will be the case again for the 2019 award.
35. As set out in last year's evidence, as a result of the additional £1.3bn we are investing in the core schools budget, over and above plans set at the 2015 Spending Review, core funding for schools and high needs has risen from almost £41.0 billion in 2017-18 to £42.4 billion in 2018-19. In 2019-20 it will rise to £43.5 billion. The government has also announced that it proposes to provide funding for schools to cover costs relating to increases in teachers' pension contributions from September 2019. Spending plans beyond 2019-20 will be set out in a future Spending Review.
36. This investment has allowed us to deliver a national funding formula for schools that provides for a minimum cash increase in funding for all schools of 1% per pupil by 2019-20 compared to their baselines. Under the national funding formula, schools attract a basic per pupil amount of £2,747, £3,863, and £4,386 for each primary, key stage three and key stage four student respectively. All schools attract a lump sum of £110,000, and attract further funding based on their specific characteristics for additional needs (deprivation, low prior attainment, English as an additional language and mobility) and school-level characteristics (sparsity and premises costs). The formula includes a minimum per-pupil funding level, in 2019-20, of £4,800 for every secondary school and £3,500 per pupil for every primary school. Gains were capped at 3% per pupil in 2018-19 and are capped at a further 3% per pupil in 2019-20, except for those schools attracting increases through the minimum level, who can receive more.
37. As we also set out in last year's evidence, to provide stability for schools through the transition to the national funding formula, each local authority continues to set a local formula which determines individual schools' budgets in their areas, in consultation with local schools. This means that the school-level allocations used within the national funding formula are notional allocations which we will use to set the total funding available for schools in each area.

Schools' final actual funding allocations will be based on that local formula agreed in their area by the local authority⁶.

38. At a national level, we have estimated the pressures schools face on their budgets across 2018-19 and 2019-20⁷. This updates our analysis for costs in 2018-19 that was published in January 2018, alongside our evidence to the STRB⁸.
39. We estimate that schools will see increases in effective per-pupil costs (i.e. price inflation) of 3.0 per cent over 2018-20. This figure omits the impact of the 2019 teachers' pay award (to be determined once the STRB has published its recommendations), and costs relating to increases in teachers' pension contributions from September 2019 (which the government proposes to fund in full for schools, as additional to existing funding).
40. We assume the costs associated with staffing numbers (including teachers' pay bill) increase in line with assumptions underpinning the Teacher Supply Model⁹, driven by increases in pupil numbers. Our analysis demonstrates that, nationally and overall, costs could rise a further 0.6 per cent over 2018-20 before schools would face real term pressures. As set out in the accompanying technical note on our schools' costs model, this rise is equivalent to a 2.0 per cent increase per teacher pay from September 2019.
41. This is equivalent to £280m, spread over the 7 months of the financial year affected by the 2019 teachers' pay award. This therefore equates to an increase in the teachers' pay bill of £480m over a full 12 month period.
42. However, there are other activities and priorities schools could choose to spend money on, and schools will need to prioritise their spending on teachers' pay against other needs, such as school improvement, teacher continuing professional development, pastoral support and teaching resources.
43. In assessing the affordability of your recommendations for the 2019 pay award, you will want to consider evidence on the past impact of your recommendations on pay rises across the school system. Figures 14 and 15 in [Annex B: The teacher labour market](#) show the distribution of pay rises, for those in consecutive service, on the main and upper pay range across the last seven years. These show that the STRB's recommended increases to the minimum and maximum of the pay ranges change the overall distribution of pay rises. For example, on the main pay range in 2017, following the STRB's recommendation of a 2% increase to the minimum and maximum, the

⁶ Further information on the NFF is available [here](#).

⁷ <https://www.gov.uk/government/publications/schools-costs-technical-note>

⁸ <https://www.gov.uk/government/publications/schools-costs-technical-note>

⁹ <https://www.gov.uk/government/statistics/tsm-and-initial-teacher-training-allocations-2019-to-2020>

proportion of teachers receiving a pay increase of 2% rose from 4% to 14% and the proportion receiving a 1% increase fell from 20% to 6%. At the same time the frequency of higher pay increases also changed, with the proportion receiving a 10% increase increasing from 6% to 13%, while the proportion receiving a 9% increase fell from 23% to 11%. A similar point can be observed in relation to the distribution of pay rises on the upper pay range, where in recent years following the STRB's recommendation of 1% increases to the minimum and maximum of the pay range, around 50% of those on the upper pay range received a 1% increase.

44. When considering the affordability of your recommendations, this evidence on the past distribution of pay rises should be considered alongside the department's previous analysis of the dynamics across the pay system which contribute to the overall pay rise.¹⁰ This showed that the progression effect, driven mainly by younger teachers moving up the main pay range, put an upward pressure on the paybill, while a smaller composition effect – the net effect of older, higher-earning teachers leaving and younger teachers joining the profession – exercised a downward pressure.
45. While recognising the importance of schools' flexibility to set their pay policies in light of local circumstances, we continue to consider it very important that the STRB pay due attention to the likely impact of its recommendations on schools' budgets, in the light of this affordability evidence.
46. Evidence about expenditure in schools is provided in [Annex A: Spending in schools](#).

¹⁰ [Teacher Analysis Compendium 2](#)

Maintaining a supply of high quality teachers and leaders

Teacher Recruitment and Retention

Teacher Recruitment

47. The number of teachers in our schools remains high, with more than 450,000 in schools across the country. However, we recognise that teacher recruitment has been a challenge, particularly in some subjects and for some schools, not least in the context of an improving economy and a strengthening graduate labour market. The STRB will want to consider the evidence on recruitment when considering how to target the 2019 pay award.
48. In January 2019, we published the new recruitment and retention strategy¹¹. This provides an opportunity to take a long-term, strategic and coherent look at the teacher workforce and pipeline to determine how best to provide sufficient high-quality teachers. Further information on the strategy can be found in paragraphs 53-55.
49. Teacher numbers have increased since 2010 with 10,100 more full time equivalent (FTE) teachers. Numbers fell, however, between 2016 and 2017 (457,200 in 2016 to 451,900 in 2017)¹². Teacher vacancy rates have remained low and relatively stable (at around 0.3% or below of all teaching posts) since 2010.
50. There were 29,255 new entrants to postgraduate ITT courses in the academic year 2018/19. Overall, this meant that we reached 91% of our target for postgraduate trainee recruitment. In the 2018/19 academic year we met 83% of our postgraduate secondary recruitment target, and in primary we recruited 103% of our postgraduate recruitment target.
51. ITT performance profiles for 2016/17 (the latest available) show that 94% of the 2016/17 cohort were in a teaching post within six months of being awarded QTS, although this figure excludes the trainees for whom information is not known. This is a similar rate to the previous academic year, when the figure was 95%.
52. Further information on recruitment figures can be found in [Annex C: Recruitment to teacher training](#).

¹¹ [Teacher recruitment and retention strategy](#)

¹² [School workforce statistics](#)

53. As referenced in paragraph 48, the department has developed a strategy to increase recruitment and improve retention of teachers, working closely with the sector, teaching unions and professional bodies. This strategy covers a range of areas including professional development, career progression, flexible working and entry routes into teaching.
54. It builds on the work we are already doing to support the profession, including removing unnecessary workload, clarifying the accountability system and providing tailored recruitment support for schools.
55. We have also announced a £30million investment in tailored support to help schools that struggle the most with attracting and retaining teachers. We worked with the sector to understand the differences in the extent to which schools are facing teacher supply challenges, and developed an evidence-based approach¹³ to addressing these challenges at a school level. We are currently working directly with around 300 schools identified as being most likely to have significant teacher recruitment and retention issues, supporting them to develop sustainable plans to ensure they recruit and retain sufficient teachers.

Teacher Retention

56. Official statistics¹⁴ show that after gaining QTS and starting teaching, 67% of teachers teach in state-funded schools for at least five years; 60% for at least ten years; 47% teach for at least 20 years. These retention rates have been broadly similar over recent years, as can be seen in table 7 in [Annex B: The teacher labour market](#), which shows retention rates by year of QTS.
57. Analysis by the department¹⁵ has found that the probability of leaving the profession is highest in the first five years of a teacher's career and falls after that. This analysis also found that retention varied by teacher's contract status, with higher retention rates for those with a permanent contract, and by region, with retention rates higher outside London. Similarly, recent analysis by the NFER¹⁶ found that system-level retention is more challenging in certain subjects, particularly science and modern foreign languages, and in certain areas, particularly London. This analysis, in common with the department's, found that retention is most challenging in the first five years of a teacher's career. The STRB will want to consider these retention trends in deciding how to best target its recommendations to tackle retention challenges.

¹³ [Teachers Analysis Compendium 2](#)

¹⁴ [Schools Workforce Census 2017](#)

¹⁵ [Teachers Analysis Compendium 1](#)

¹⁶ [NFER research report on teacher workforce](#)

58. We are actively addressing the issues that teachers cite as reasons for leaving the profession; for example by supporting schools to reduce unnecessary workload and improving behaviour management training for new teachers. We are also developing plans to strengthen support for teachers and improve opportunities for career progression, which is discussed further in paragraph 76.
59. The Education Secretary has been clear that there are no great schools without great teachers, and has committed to tackling issues that affect teacher wellbeing, including excessive workload. The department has taken a number of steps – collaborating with teachers, unions and Ofsted – to support and challenge schools to remove unhelpful practices and to make clear that processes such as triple marking and individual lesson plans are not required by the government. Our work with the unions to cut down on unnecessary practices includes a series of videos with Ministers, Ofsted, education experts and unions specifically to encourage schools to review and remove these practices.
60. We recently published a [toolkit](#) which was developed with teachers, headteachers and other teachers in leadership positions and other experts. The toolkit offers advice, workshops and ready-made tools to help schools cut down on time-consuming tasks and a series of case studies, all of which can be easily adapted according to school context and need. The toolkit is accompanied by a short guidance document for headteachers and other teachers in leadership positions with tips on reducing workload, including through effective use of technology. We established a workload advisory group to look at excessive data collection burdens in schools: its report will be published shortly. We have announced principles for a simpler accountability system, with more information in due course.
61. Our plans to strengthen Qualified Teacher Status (QTS), discussed further in paragraph 76, will also support early career retention by ensuring a strong link between high-quality initial training and effective ongoing professional development. We are also developing plans to strengthen support for teachers and improve opportunities for career progression, which is discussed further in paragraph 78.
62. Flexible working policies can help to recruit, retain and motivate teachers. The department held a summit on flexible working on 30 October 2017 to support headteachers and other teachers in leadership positions to provide staff with greater opportunities for flexible working. Following this event, the department made a public pledge to “*carry out research looking at changing recruitment practices in schools, to inform our guidance about how schools can introduce flexible working*”. The research project began in August 2018 and will seek to understand how widespread flexible working is among schools, the perceived challenges to flexible working and how schools can effectively design,

implement and embed flexible working in schools. Flexible working is also a key part of the department's recruitment and retention strategy, and we have been speaking to teachers, headteachers and other teachers in leadership positions and interested organisations to consider what more can be done to support teachers and schools with flexible working as part of this strategy.

63. Teachers also receive an attractive pension offer, which supports retention. The Teachers' Pension Scheme is a defined benefit scheme, which means that teachers receive an index-linked income in retirement. Defined benefit occupational schemes are now rare in the private sector with the latest figures from the ONS¹⁷ showing 500,000 active members of such schemes in the private sector in 2017, compared to 5m active members in the public sector. There is also a generous employer contribution rate, currently 16.4% of pay, which is due to increase to 23.6% of pay from 1 September 2019.
64. The fundamental changes to teachers' pay that have been introduced over recent years following the STRB's recommendations have given greater autonomy to schools to decide how to reward their staff and support retention. Schools now have much greater flexibility to decide what salary to offer to new teachers on appointment, as well as greater freedom to decide how quickly their pay progresses over time. This increased flexibility helps schools to attract and retain the best teachers and to target any school-level recruitment and retention problems they may have, including addressing teacher shortages in specific subjects.
65. As part of developing the recruitment and retention strategy the department considered how the pay system could best support schools with addressing recruitment and retention challenges. As set out in this year's remit, the department is planning to set the STRB a further remit asking them to consider further reforms to the pay framework that can best achieve this goal. Through this remit we are keen to ensure the pay framework supports a clear and compelling career pathway and addresses continued inflexibilities in the framework, including for those currently at the top of the teacher pay ranges.
66. Additional information on classroom teacher salaries can be found in [Annex B: The teacher labour market](#).

Teacher Quality and Routes into Teaching

67. We are focused on attracting more talented graduates into the profession, particularly in those core academic subjects that help children reach their potential. The proportion of new entrants to postgraduate initial teacher training

¹⁷ [ONS Occupational Pension Schemes Survey 2017](#)

(ITT) with degree classifications of at least a 2:1 in 2018/19 was 73%, up from 63% in 2010/11, and in line with 2017/18 (74%). Nearly one in five teacher trainees held a first-class degree in 2018/19 (19%) – up from 17% in 2014/15, and 10% in 2010/11.

68. We have put a range of incentives in place – including training bursaries of up to £26,000, scholarships of £28,000 and salary grants – to encourage more talented graduates and career changers to train to teach in priority English Baccalaureate (EBacc) subjects. In addition, we have given schools the opportunity to recruit and train graduates for teaching careers, giving them an even greater degree of influence over selecting and training the teachers they need. We are also piloting a new programme to reimburse student loan repayments for teachers in the early years of their careers. Around 800 MFL and 1,700 science teachers a year will be eligible for this pilot scheme.
69. For maths trainees we are piloting a phased bursary. This comprises a £20,000 bursary followed by two additional early-career payments of £5,000 each (£7,500 if teaching in an area of England that needs more teachers) in their third and fifth year of teaching, if they have taught in a state-funded school in England since completing their teacher training course. Building on the phased bursary for maths, we will create a major shift in the incentives for new teachers by introducing phased bursaries for more subjects – with staggered retention payments to encourage good people to remain in the profession, as well as to join.
70. For the 2018-19 recruitment cycle we are adopting a permissive approach that removes recruitment constraints on School Direct lead schools and ITT providers in almost all subjects¹⁸. Recruitment constraints have been removed on ITT courses across all subjects and routes, with the exception of a small number of courses where we have allocated places to protect against over-supply or overspend. For allocated courses, places have been allocated at the start of the recruitment cycle so that universities and schools have certainty about the number of trainees they can recruit in those subjects.
71. For 2019-20, we are continuing multiple-year allocations for the top performing ITT providers. Multiple-year allocations offer longer-term stability and planning opportunities by giving ITT providers a guaranteed number of postgraduate ITT places for a three year period. A list of ITT providers that have been awarded multiple-year allocations is published on gov.uk alongside the multiple-year allocations methodology for 2019-20.
72. The School Direct programme gives schools the opportunity to identify and train talented people from their local graduate labour market. It offers schools

¹⁸ [Allocation methodology for ITT places in the training year 2018-19](#) - published 14 September 2017.

the chance to take greater control and attract, train and develop high quality teachers and potential leaders. In 2018/19, 10,270 teachers began training through School Direct.

73. The long-term viability of School Direct requires strong local partnerships to be created and maintained, and the government encourages schools to work in broad and sustainable partnerships, particularly in areas where this is not yet fully established. The School Direct salaried programme allows trainee teachers to earn a salary as they train.
74. There were 172¹⁹ school-led providers (SCITTs), in the 2018/19 academic year (compared to 177 in 2017/18 and 89 in 2010/11). 53% of all recruitment to postgraduate ITT starting in 2018/19 was through school-led routes, making it the fourth year in which more than half of postgraduate ITT is school-led. This shows that schools have the appetite to take charge of recruitment to the profession.
75. We will also continue to support the Teach First programme. The programme is helping to recruit more teachers across England and place them in some of the most challenging schools, including in Opportunity Areas. Since its founding Teach First has trained over 10,000 teachers, with 1,155 starting in England in 2018/19.
76. Improving teacher quality is key to improving educational outcomes for pupils wherever they are in the country; high-quality teachers are the single most important factor determining how well pupils achieve in schools. On 15 December 2017, we launched our consultation on 'Strengthening Qualified Teacher Status (QTS) and improving career progression for teachers'. The consultation closed on 9 March 2018 and a government response was published on 4 May 2018. The key decisions set out in this response include introducing an extended induction period of two years, supported by an early career framework; strengthening the mentoring provision for early career teachers; developing new specialist qualifications; and setting up a work-related sabbaticals pilot for more experienced teachers. This consultation response is the first stage of a much longer-term programme of work and forms a core part of the recruitment and retention strategy.
77. Following Sir Andrew Carter's review of the quality of Initial Teacher Training (ITT) in 2014, the government commissioned an independent working group chaired by Stephen Munday CBE to develop a framework of ITT content guidance. [*'A Framework of core content for ITT'*](#), published in July 2016, sets out what all ITT providers should cover with their trainees so that they achieve

¹⁹ Includes one EBITT provider

the Teachers' Standards at the appropriate level and gain Qualified Teacher Status.

78. An expert group of academics, headteachers and teachers produced the Standard for teachers' professional development, which was published by the DfE last year. This sets out the characteristics of the most effective professional development, helping schools to identify the best and most appropriate CPD for teachers. Respondents to the 'Strengthening Qualified Teacher Status (QTS) and improving career progression for teachers' consultation noted that this standard is valuable but not being used widely enough. We will reconvene an expert group to explore options for how to improve awareness of the standard in schools, and invite them to develop recommendations on how to better embed the standard into everyday practice.
79. Further information on teacher quality and routes into teaching can be found in [Annex C: Recruitment to teacher training](#).

Headteachers and other teachers in leadership positions

80. In 2014, new leadership pay arrangements were introduced to give schools greater flexibility to attract headteachers. Schools are able to pay up to 25% above the headteacher pay range, and even more in exceptional circumstances. This gives schools greater flexibility to reward exceptional headteachers and to attract strong leadership teams to work in the most challenging schools.
81. We want to support the system to develop a strong and sustainable pipeline of talented, motivated staff in leadership positions – people who are ready to meet the challenges of today's system. Working with sector experts, we have developed a reformed suite of National Professional Qualifications (NPQs) to better prepare teachers for the range of leadership roles in today's school system. The new, gold standard NPQs cover the full range of leadership roles including for the first time, a National Professional Qualification for Executive Leadership (NPQEL) for MAT Leaders, and executive Headteachers. 41 universities and schools have started delivering the reformed NPQs from academic year 2017/18, and we have made over £10m available to help schools in the most challenging areas benefit from the strengthened qualifications. Uptake of the reformed NPQs in their first year has been strong – over 10,000 people started a reformed NPQ in the last academic year (and, of these, over 500 are enrolled on the new qualification for Executive Leaders).
82. In addition, the department continues to fund targeted programmes that aim to boost leadership capacity in challenging schools and areas. This includes the High Potential Senior Leaders programme, which develops aspiring headteachers who want to work in some of the most challenging schools in the country, and the High Potential Middle Leaders programme, which develops

and helps retain the best middle leaders in primary and secondary schools in challenging contexts.

83. We know that there is more to do to address the disparity in BME representation in headteachers and other teachers in leadership positions. This is why we have provided £1m to Equality and Diversity Regional Hubs to support schools for 2018/19 to develop local solutions that help teachers covered by at least one of the protected characteristics, as defined in the [Equality Act 2010](#) progress into leadership. We have also worked with the sector to revise recruitment guidance for schools and have appointed nine Women Leading in Education (WLE) regional networks to raise the profile of women in education and to support career progression.
84. We have also set up the WLE coaching pledge in direct response to calls from the sector, and the profiles of over 1000 leaders from all backgrounds are on the coaching directory (hosted by the Teaching Schools Council) where women can identify and access free coaching to help increase their confidence to pursue and secure leadership roles. Lead schools have been appointed in each of the eight Teaching School Council regions to deliver local activities to increase the take up of coaching, facilitate the matching of coaches and participants and ensure that coaching responds to local needs.
85. Further information about the labour market for school is provided in [Annex D: Headteachers and other teachers in leadership positions](#).

Applying the 2019 pay award

86. Following significant reforms to the teachers' pay framework in recent years, schools now have a very large degree of flexibility to differentiate the remuneration they offer to teachers to reflect various factors, including local recruitment and retention; roles and responsibilities; and specialist qualifications.
87. In recent reports, the STRB has reiterated its expectation that it should be for schools themselves to decide the extent to which any uplift to pay ranges and allowances within the national pay framework will apply to their teachers. It was the STRB's view that uplifts should not be applied automatically to teachers and that any individual pay award needed to take account of performance. The STRB has been clear that it is not intended that the uplifts to the framework should translate into uniform pay increases for every teacher within every school. It is for schools to determine at the institutional level how to take account of the uplifts to pay ranges and allowances in the light of their individual school's pay policy. The government agrees with this approach and that schools should be using their autonomy and making decisions on how they will be rewarding individual teachers in accordance with their pay policies.
88. The government's view is that a similar approach should be taken in any recommendations this year, namely that it will be for schools to use their autonomy and set out in their pay policies how they intend to deal with any proposed uplifts to the national framework.
89. In making its recommendations this year, the STRB should consider how best to target uplifts to the pay ranges and allowances to best support schools with recruitment and retention. The recruitment and retention evidence set out in this document points to in particular considering how the pay award could be targeted at teachers at the start of their careers.

Annex A: Spending in schools

- A1. In the financial year 2017-18 local authority (LA) maintained schools in England reported gross total expenditure of £25.0 bn²⁰. Of the total expenditure:
- £0.3 bn (1.1%) was spent by LA maintained nursery schools;
 - £16.7 bn (66.8%) was spent by primary schools;
 - £5.7 bn (22.8%) was spent by secondary schools; and
 - £1.9 bn (7.7%) was spent by special schools.
- A2. Maintained schools spent £18.9 billion, or 75.7% of their total expenditure, on staffing costs. Of which:
- £11.6 bn (46.3% of total expenditure) was spent on permanent and supply teaching staff (excluding agency supply teachers and supply teacher insurance costs);
 - £4.4 bn (17.7%) on education support staff; and
 - £2.9 bn (11.8%) on other employee costs.
- A3. The way in which academies spend their funding is broadly in line with LA maintained schools. In 2016/17 academies received expenditure of £20.4 bn. They spent £10.3 bn on teaching staff (50.3%), around half of total spending, and £2.5 bn (12.2%) on Education Support Staff²¹.

²⁰ All maintained school data available from the [maintained schools spending data SFR](#)

²¹ All academies school data available from the [financial benchmarking website](#)

Annex B: The teacher labour market

The teaching workforce²²

B1. In November 2017 there were approximately 451,900 full-time equivalent (FTE) teachers in state-funded schools in England. Table 1 shows these teachers split by grade and phase. The majority of teachers are classroom teachers (382,500 FTE). There are approximately 69,400 FTE leadership teachers and 21,000 FTE unqualified teachers²³.

Table 1: Full-time equivalent teachers (FTE) by grade and phase, state-funded schools (England, November 2017, thousands)²⁴

	Nursery and primary	Secondary	Special	Centrally employed	Total
Heads	16.9	3.7	1.4	0.1	22.0
Deputy heads	12.2	5.2	1.2	0.1	18.7
Assistant heads	12.1	13.8	1.9	0.9	28.7
Classroom teachers	180.0	181.5	18.3	2.8	382.5
TOTAL	221.1	204.2	22.8	3.8	451.9
- of which unqualified	6.4	11.1	2.9	0.6	21.0

Source: **School Workforce Census**, November 2017

B2. The workforce may also be broken down by pay range. Most teachers are on the main and upper pay ranges, which are for classroom teachers. There are two smaller classroom teacher ranges: one for unqualified teachers and another for leading practitioners, and a leadership range. Headteachers' pay is set differently and depends on various school-level characteristics.

B3. Figure 6 shows the share of the total teacher workforce, in terms of headcount, between the different pay ranges²⁵. The estimates by range are not directly comparable with the share of workforce by post as they exclude estimates for those for whom the school is missing from the School Workforce Census and centrally employed teachers. Teachers on "Other" pay ranges

²² All figures taken from the School Workforce Census (SWC) 2017 and are England only unless otherwise stated.

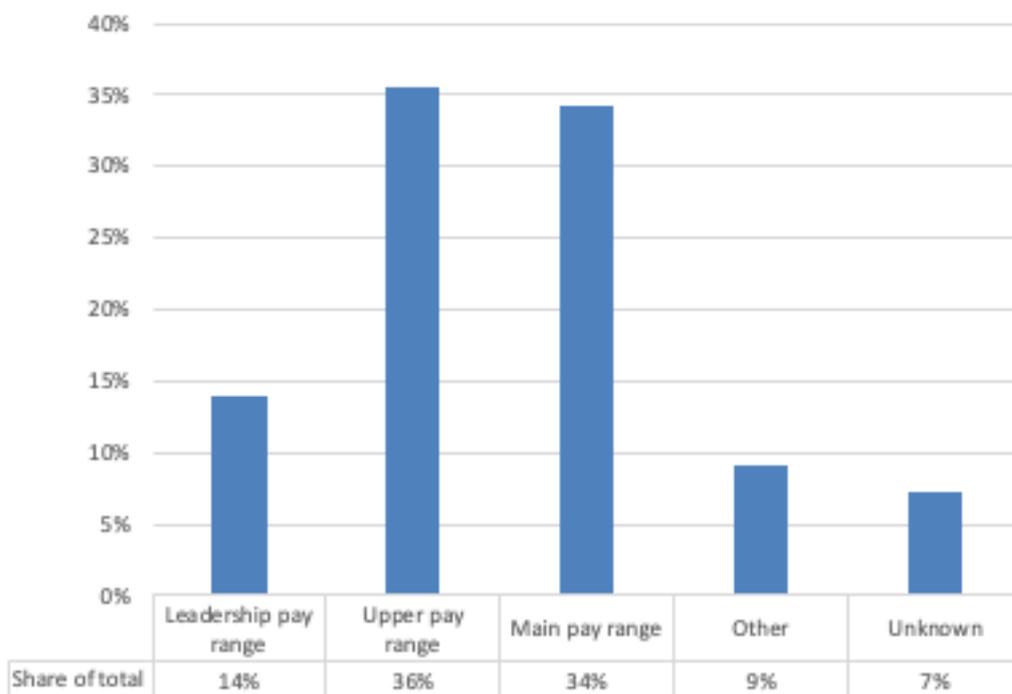
²³ An unqualified teacher in the LA maintained sector is either a trainee working towards QTS; an overseas trained teacher who has not exceeded the four years they are allowed to teach without having QTS; or an instructor who has a particular skill who can be employed for so long as a qualified teacher is not available.

²⁴ Where totals appear not to sum, this is due to rounding.

²⁵ A certain proportion of teachers do not have any entry recorded under the pay ranges field. These comprise the "Unknown" category.

include leading practitioners, those on the unqualified teacher pay range, and those for whom the pay range field shows any other value. The latter category includes some whose pay range has been misreported.

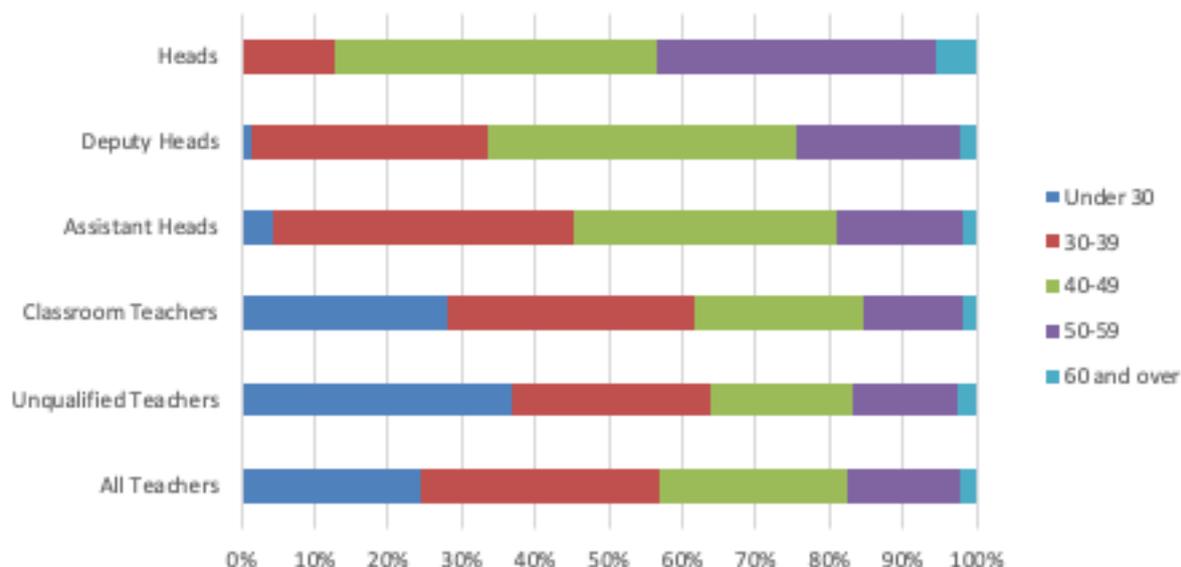
Figure 6: Share of teacher workforce by pay range, measured in headcount terms (England, November 2017)



Source: **School Workforce Census**, November 2017

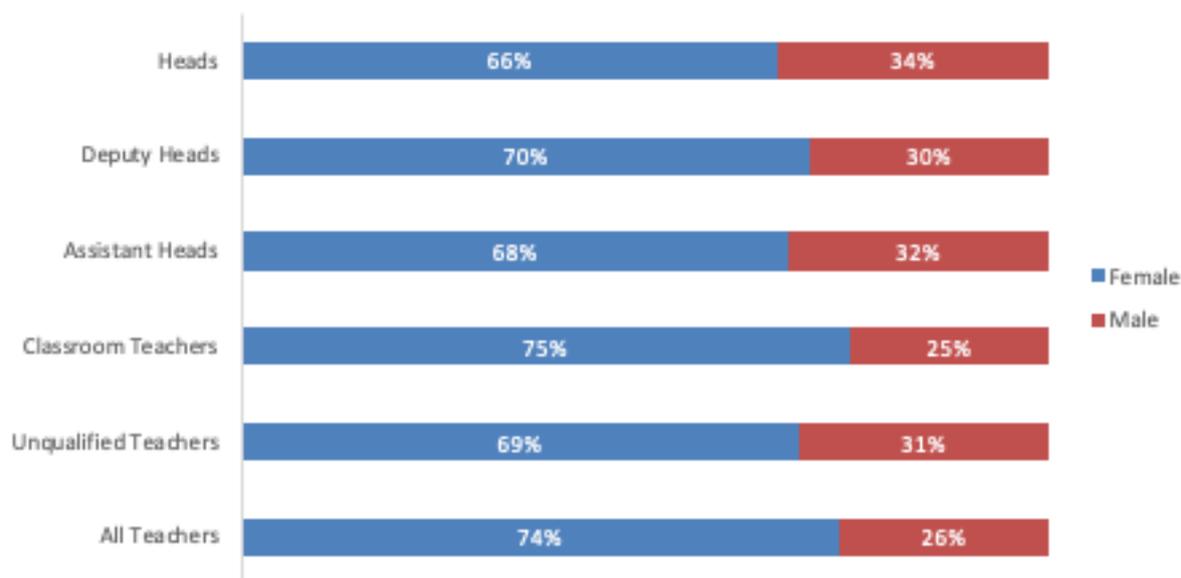
- B4. 17% of all FTE teachers in publicly-funded schools were aged 50 and over, whilst 24% of teachers were aged under 30. Unqualified teachers have the largest percentage of teachers under 30 at 37%. Age distributions by grade are shown in Figure 7.
- B5. 74% of teachers at all grades are female. For classroom teachers the percentage is slightly higher at 75%. For the leadership group, the percentage of female teachers is 68%. Figure 8 shows the percentages of females and males for each grade.

Figure 7: Full-time equivalent teachers (FTE) in state-funded schools by grade and age (England, November 2017)



Source: **School Workforce Census**, November 2017

Figure 8: Full-time equivalent teachers (FTE) in state-funded schools by grade and gender (England, November 2017)



Source: **School Workforce Census**, November 2017

B6. Table 2 shows the ethnic background of teachers in England by grade. The percentage of teachers with a non-white ethnic background decreases at higher grades. The highest percentage of teachers with a non-white background is observed for unqualified teachers and the lowest percentage of teachers with a non-white background is observed for headteachers.

Table 2: Distribution of full-time equivalent teachers (FTE) by grade and ethnicity in state-funded schools. (England, November 2017)²⁶

	Head	Deputy Head	Assistant Head	Classroom Teacher	Unqualified Teacher	Total
White	96.8%	95.3%	93.4%	91.3%	84.4%	91.5%
White - British	92.9%	91.4%	89.1%	85.6%	71.6%	85.8%
White - Irish	1.9%	1.9%	1.6%	1.6%	3.5%	1.7%
Any Other White Background	1.9%	2.0%	2.7%	4.0%	9.3%	4.0%
Black	1.0%	1.4%	1.7%	2.2%	5.8%	2.3%
Black - African	0.2%	0.3%	0.4%	0.9%	1.9%	0.8%
Black Caribbean	0.7%	0.8%	1.0%	1.0%	3.1%	1.1%
Any Other Black Background	0.1%	0.2%	0.2%	0.4%	0.8%	0.4%
Asian	1.3%	2.0%	3.3%	4.4%	5.7%	4.1%
Indian	0.7%	1.1%	1.7%	1.9%	2.5%	1.8%
Pakistani	0.3%	0.5%	0.8%	1.2%	1.7%	1.1%
Bangladeshi	0.1%	0.1%	0.3%	0.6%	0.6%	0.5%
Any Other Asian Background	0.2%	0.3%	0.5%	0.7%	0.9%	0.6%
Mixed	0.7%	0.9%	1.1%	1.3%	2.3%	1.3%
White and Black African	0.1%	0.1%	0.1%	0.1%	0.3%	0.1%
White and Black Caribbean	0.2%	0.2%	0.3%	0.4%	0.8%	0.4%
White and Asian	0.2%	0.3%	0.3%	0.3%	0.4%	0.3%
Any Other Mixed Background	0.2%	0.4%	0.5%	0.5%	0.9%	0.5%
Chinese	0.0%	0.0%	0.1%	0.2%	0.3%	0.2%
Any Other Ethnic Group	0.2%	0.3%	0.4%	0.6%	1.3%	0.6%

Source: **School Workforce Census**, November 2017

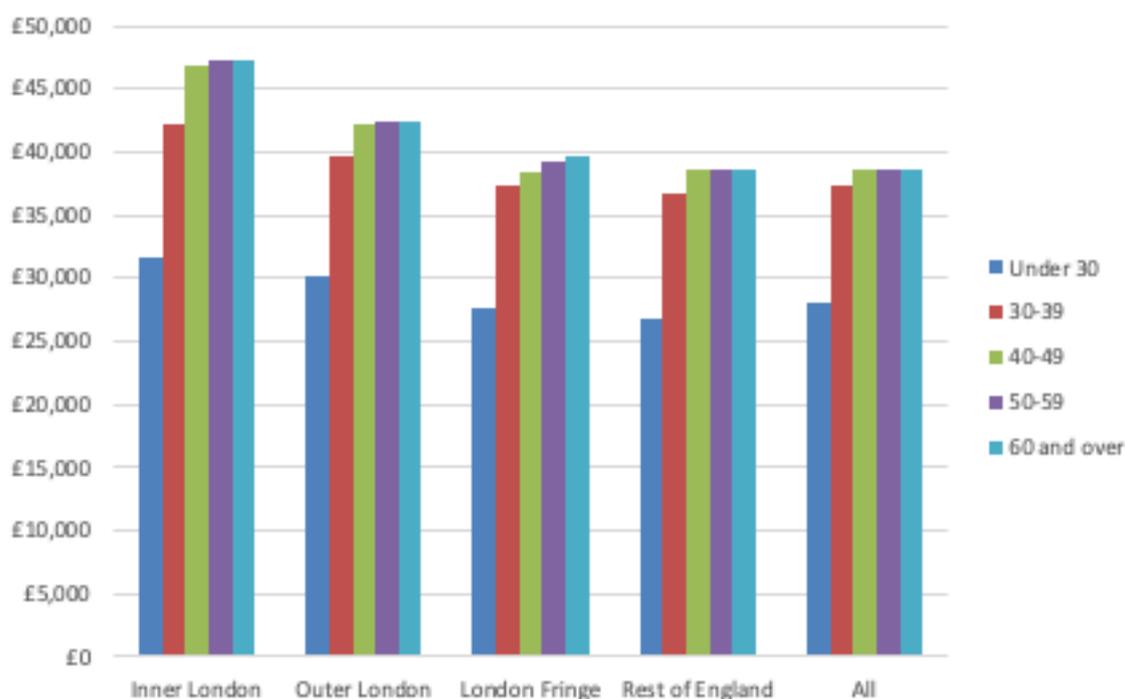
Classroom teacher salaries

- B7. In 2018/19 the minimum salaries for classroom teachers in the Rest of England and Wales pay band (the lowest of the four regional pay bands) are £23,720 for a qualified teacher and £17,208 for an unqualified teacher.
- B8. In November 2017 the average (median) gross²⁷ pay of regular classroom teachers in state-funded schools in England was £36,100. This was an increase of 1.5% compared to November 2016 (£35,600). The median base pay of regular classroom teachers was £35,900 in November 2017, compared to £35,600 in November 2016.
- B9. Teachers' salaries are largely driven by the location of the school they work in and their level of experience. Figure 9 shows median salaries of classroom teachers by pay band and age. Classroom teachers typically see their salary rise much quicker in the beginning of their careers than in their later stages.

²⁶ Percentages are out of a total of those with ethnicity information recorded in the School Workforce Census (over 90% of all teachers)

²⁷ The gross pay is the base pay plus any allowances earned by the teacher.

Figure 9: Average (median) salaries of classroom teachers in state-funded schools, by age of teacher²⁸



Source: **School Workforce Census**, November 2017

- B10. However, analysis of the November 2017 School Workforce Census also shows that the overall level of pay varies between phase and sector. Figure 10 and Figure 11 show that average salaries for classroom teachers are higher in secondary schools than in primary schools, across both the maintained and academy sectors.
- B11. Average salaries in primary schools are higher in LA maintained schools than in academies. In Inner London and Rest of England, classroom teachers' average salaries are higher in LA maintained secondary schools than in secondary academies. Analysis presented later in this section also suggests that on average academies use allowances less than in maintained schools. However, neither of these analyses allows for like-for-like comparison of characteristics.

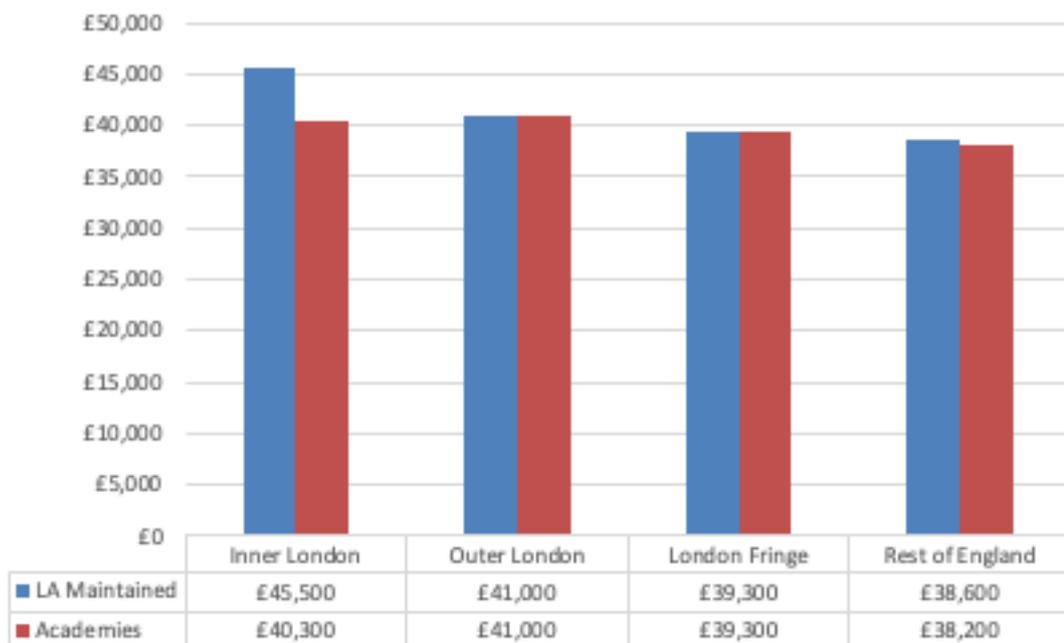
²⁸ Excludes centrally employed teachers, unqualified teachers and teachers with unreliable salary.

Figure 10: Average (median) salaries of classroom teachers in primary schools by region and school type²⁹



Source: **School Workforce Census**, November 2017

Figure 11: Average (median) salaries of classroom teachers in secondary schools by region and school type³⁰



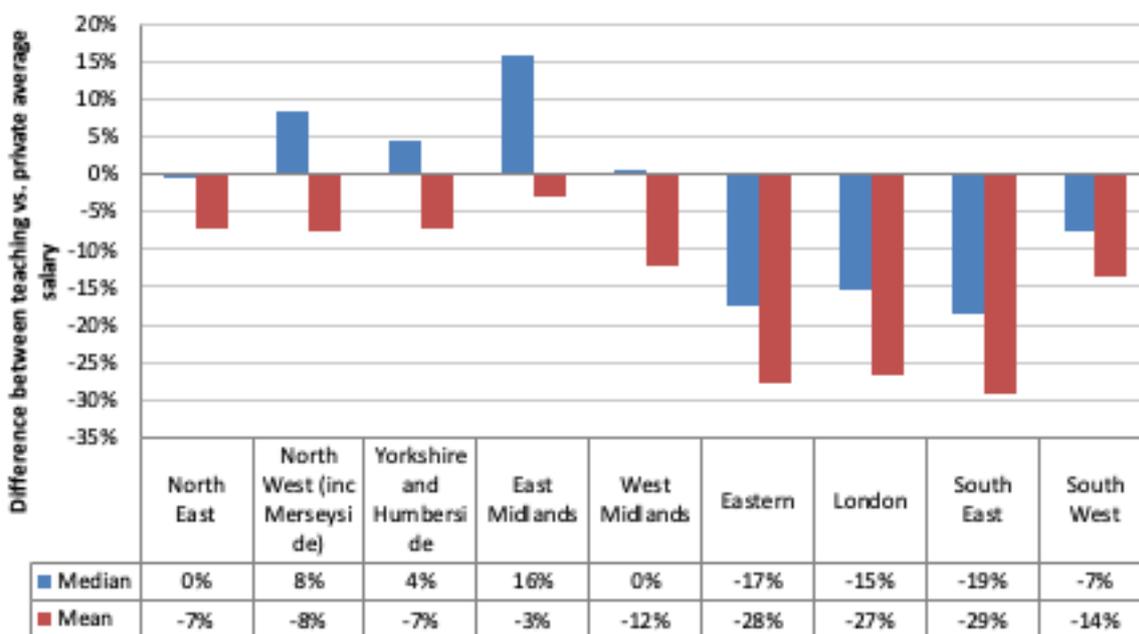
Source: **School Workforce Census**, November 2017

²⁹ Excludes special schools, free schools, City Technology Colleges (CTCs), University Technical Colleges (UTCs), studio schools, centrally employed staff and teachers with unreliable pay information.

³⁰ Excludes special schools, free schools, CTCs, UTCs, studio schools, centrally employed staff and teachers with unreliable pay information.

B12. Figure 12 shows that the median pay of classroom teachers is higher than private sector graduate professionals in four regions in England: the North West, Yorkshire and Humberside, East Midlands and the West Midlands.

Figure 12: Percentage difference in average (mean and median) salaries - classroom teachers' salaries vs. private sector graduate professional salaries 2017/18^{31 32}



Source: **School Workforce Census** November 2017 (teachers), **Labour Force Survey** (graduate professionals)

B13. Classroom teachers are less likely to be paid salaries at very high levels due to the maximum salary restrictions of the School Teachers' Pay and Conditions Document (STPCD). The classroom teacher mean salary is lower than that of a graduate professional in all regions. In general, this can be explained by the existence of some graduate professionals earning very high salaries, which are inflating the value of the mean, but have little effect on the median.

B14. Pay is only part of the total compensation package and this analysis does not take into account additional elements offered in the different professions, such as the pension provision and the offer of healthcare benefits. Graduates would also base their career decisions on other factors, such as future career/promotion prospects, job security and work/life balance.

B15. This analysis does not compare workers with like-for-like characteristics and the comparison could be quite different if factors such as gender and age

³¹ Graduate cohort includes employees who worked in past week, full-time in main job, with highest qualification a degree or equivalent, professional occupation or associate professional and technical occupation. The national total for graduates includes Wales, whereas for classroom teachers it is England only.

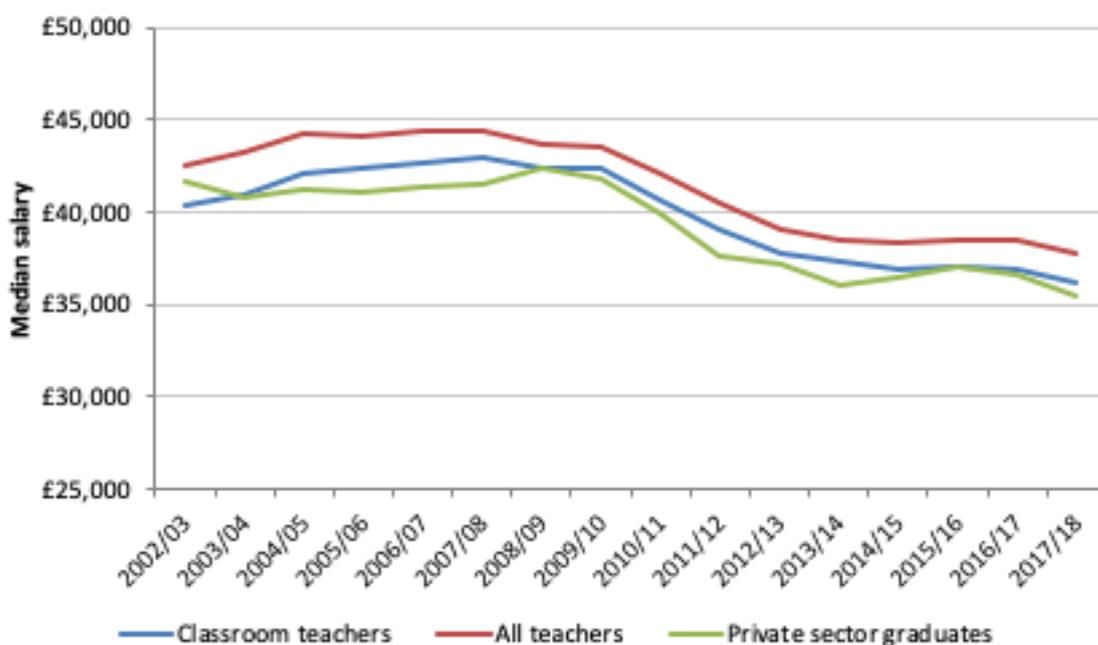
³² The 2017/18 average salaries for graduates are estimates based on the latest three quarters of available data (Q4 2017 and Q1&Q2 2018).

were taken into account. Female teachers generally fare better than male teachers when compared to graduates.

B16. Figure 13 shows real term earning values³³ of classroom teachers and private sector graduates 2002/03 to 2017/18³⁴, not accounting for any regional variation. All three averages have decreased slightly since 2016/17. This is a result of relatively high inflation, low wage growth and the changing composition of the teaching/private sector labour market. The figures graphed below are averages across the workforce and do not represent the career salary trajectory of any particular teacher.

B17. From 2002/03 to 2017/18³⁵ classroom teacher median salaries have seen a drop of 10% and overall teacher median salaries of 11% in real terms. The median salaries of private sector graduates have decreased by 15%.

Figure 13: Average (median) salaries in real terms³⁶ over time³⁷



Source: **Database of Teacher Records** (prior to 2010) and **School Workforce Census** (from 2010).
Graduates: **Labour Force Survey** (all years)³⁸

³³ At 2017/18 prices, using CPI as the measure of inflation, consistent with ONS published analysis of changes in real wages..

³⁴ The 2017/18 average salaries for graduates are estimates based on the latest three quarters of available data (Q4 2017 and Q1 & Q2 2018). Q3 2018 of the Labour Force Survey is not yet available..

³⁵ Before 2013/14 the classroom teacher figures include ASTs and ETs; from 2013/14 onwards they include leading practitioners.

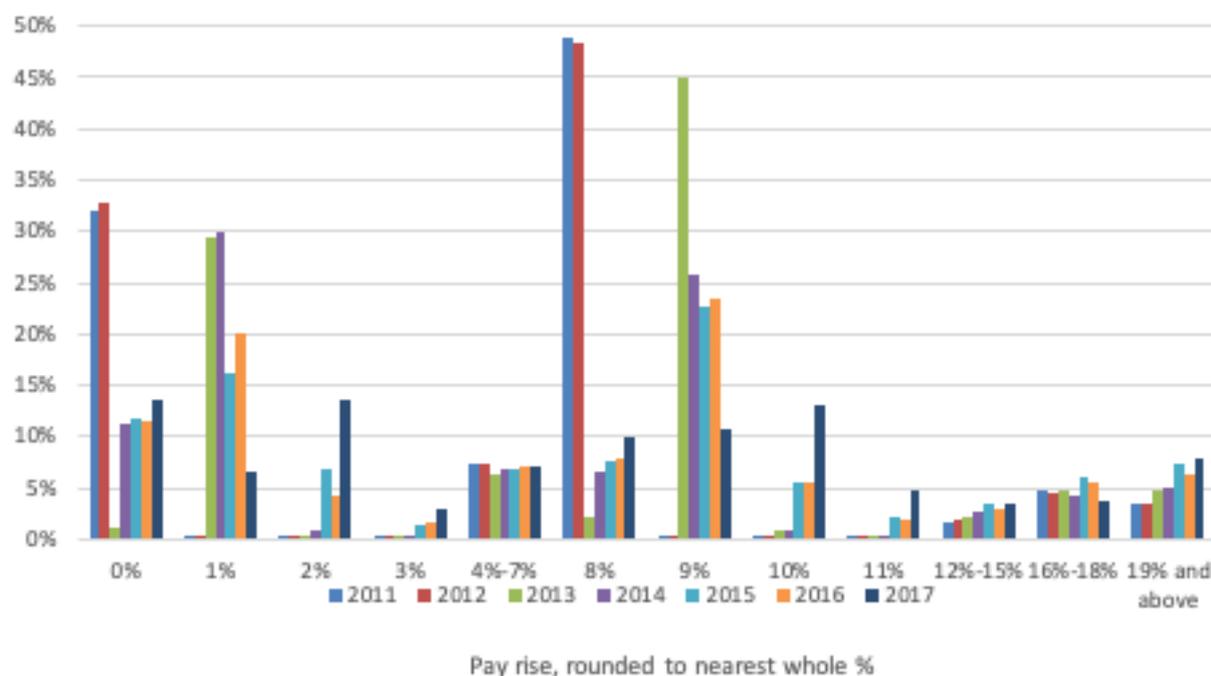
³⁶ At 2017/18 prices, using CPI as the measure of inflation, consistent with ONS published analysis of changes in real wages.

³⁷ Unlike the previous chart, this analysis is not limited to professional graduates due to inconsistencies in the time series of the Standard Occupational Classification. Instead, graduates from all occupations are included in this analysis.

³⁸ Coverage: From 2010: England and Wales, post-2010 onwards: Graduates – England and Wales, Teachers - England only. The 2014/15 average salaries for graduates are estimates based on the latest three quarters of available data (Q4 2014 and Q1&Q2 2015). Q3 2015 of the Labour Force Survey is not yet available.

- B18. The estimated mean salary for a newly qualified teacher (NQT) in 2017 is £24,000 per year in FTE terms. Teachers tend to see rapid pay progression in the early stages of their careers, especially compared to the rate in later years: as is seen by comparing Figures 14 and 15, which show progression on the main pay range and the upper pay range respectively. For a teacher with five years' experience, the estimated mean salary in FTE terms is £34,300.
- B19. Figure 14 shows the distribution of pay rises between years for qualified classroom teachers on the main pay range (MPR). For each teacher who is on the MPR in two consecutive years, the year-to-year rise is calculated and all rises across the workforce are grouped together by the nearest percentage point. The most common pay rise in 2011 and 2012 was 8%, which is roughly equivalent to the percentage rise a teacher would see if they moved between two of the spine points that existed at the time. After 2012 the most common pay rise was 9% and this changed to 10% in 2017, which would be equivalent to the recommended 1% and 2% pay awards in the relevant years plus a rise that is roughly equivalent to moving up by one of the former spine points.

Figure 14: Main pay range - distribution of pay rises across cohort³⁹ to the nearest whole percentage point⁴⁰



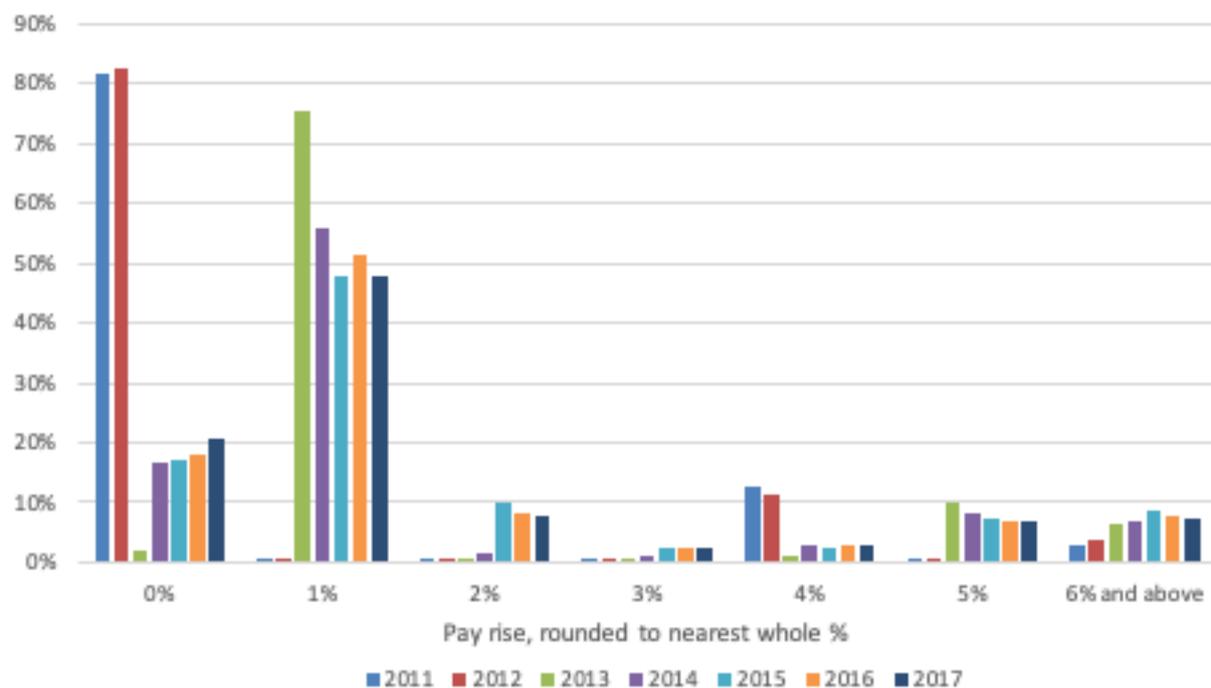
Source: **School Workforce Census**, November 2010 – November 2017

³⁹ Chart includes only those teachers who are on MPR in the prior year, including those promoted, and are considered to have reliable pay information in the Schools Workforce Census.

⁴⁰ Rises are rounded to nearest percentage point.

B20. Figure 15 shows the distribution of pay rises between years for qualified classroom teachers on the upper pay range (UPR). Between 2010 and 2011 and between 2011 and 2012, over 80% of UPR teachers who were in service in both years⁴¹ received no pay rise. In each year since 2013, the most common pay rise for UPR teachers has been 1%, in line with the 1% annual uplift to the whole framework. Note that the spine points, as used to exist, on the UPR were 4% apart, meaning that under a 1% uplift to the whole framework, a teacher moving up a spine point would receive 5% in total. Part of the reason a smaller proportion of teachers received pay rises above 1% on the UPR than the MPR is because a larger proportion of teachers are at the maximum salary threshold of the UPR than are at the maximum salary threshold on the MPR.

Figure 15: Upper pay range - distribution of pay rises across cohort to the nearest whole percentage point⁴²



Source: **School Workforce Census**, November 2010 – November 2017

Use of allowances

B21. Table 3 shows the percentage of schools making use of different allowances by region. Nationally, 78.3% of schools were using allowances in November

⁴¹ This only includes teachers with reliable pay information.

⁴² Chart includes only those teachers who are on UPR in the prior year, including those promoted, and are considered to have reliable pay information in the Schools Workforce Census.

2017. Following an increase from 75.7% in November 2010 to 78.8% in November 2013, we observed a decrease between November 2013 and November 2016, followed by an increase in the latest year for which figures are available. There is considerable variation between the regions as regards the use of allowances, with additional payments being used most in Inner and Outer London (83.2% and 86.2% of schools using them), while only 72% of schools use them in Yorkshire and the Humber and the East Midlands.

- B22. Teaching and learning responsibility (TLR) payments are the most widely used form of allowances, used in approximately 67% of schools. TLR payments are made to a teacher for undertaking a sustained additional responsibility for the purpose of ensuring the continued delivery of high-quality teaching. London schools make use of these payments most often and this pattern has been stable over time (since November 2010).
- B23. Recruitment and retention payments provide financial assistance, support or benefits to a teacher if such incentives are considered to be necessary for the recruitment of new teachers and the retention of existing teachers.
- B24. Table 3 shows that Inner London schools use these payments the most often; this has long been the case. Given the competitiveness of the job market in London, schools may face more competition for teachers there than elsewhere, which may in turn drive the higher use of recruitment and retention payments.
- B25. The South East region has the most widespread use of special educational needs (SEN) payments but they are also widely used in the East of England, followed by London and the South West. 'Other payments', on the other hand, are used most widely in the West Midlands, Outer London and the South West. It could be that schools in some regions tend to record TLR / REC / SEN payments under 'Other payments'. These figures should therefore be interpreted with caution.

Table 3: Use of pay flexibilities, by region (England, November 2017)

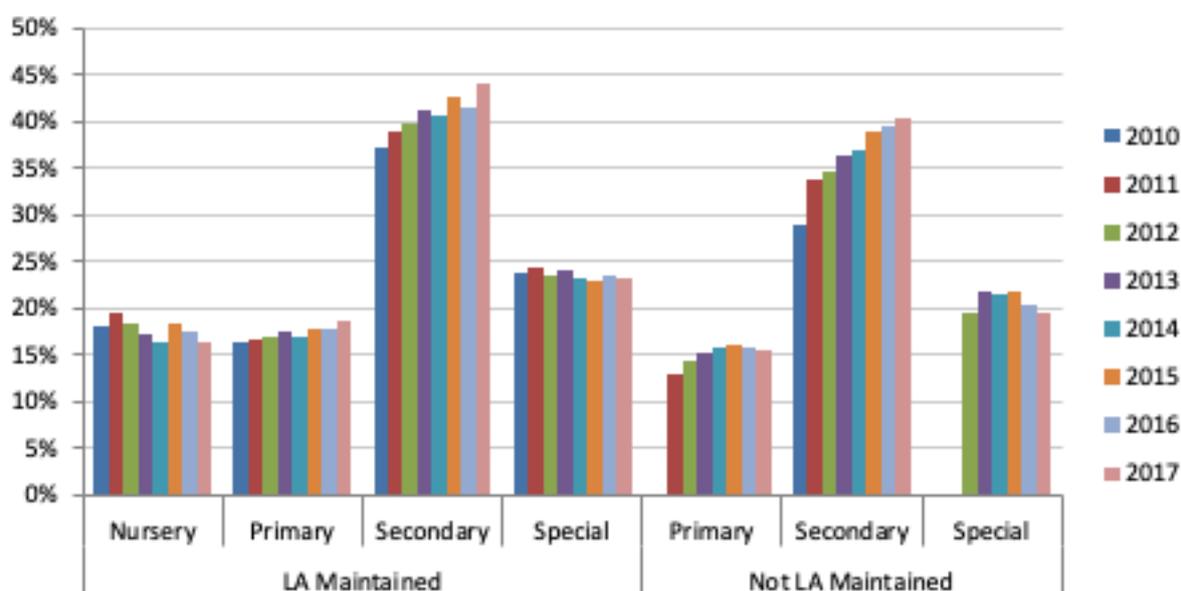
Region	Total Number of Schools	Schools using REC payments		Schools using TLR payments		Schools using SEN payments		Schools using other payments		Schools using any payments	
		Number	%	Number	%	Number	%	Number	%	Number	%
North East	1,133	90	7.9%	794	70.1%	192	16.9%	193	17.0%	866	76.4%
North West	3,171	176	5.6%	2,272	71.6%	585	18.4%	436	13.7%	2,486	78.4%
Yorkshire and the Humber	2,236	162	7.2%	1,414	63.2%	324	14.5%	348	15.6%	1,614	72.2%
East Midlands	2,039	157	7.7%	1,306	64.1%	366	17.9%	451	22.1%	1,475	72.3%
West Midlands	2,388	238	10.0%	1,702	71.3%	356	14.9%	735	30.8%	1,953	81.8%
East of England	2,542	343	13.5%	1,542	60.7%	665	26.2%	660	26.0%	1,962	77.2%
Inner London	1,025	199	19.4%	789	77.0%	223	21.8%	270	26.3%	853	83.2%
Outer London	1,555	269	17.3%	1,239	79.7%	351	22.6%	461	29.6%	1,341	86.2%
South East	3,339	480	14.4%	2,309	69.2%	935	28.0%	932	27.9%	2,736	81.9%
South West	2,314	121	5.2%	1,233	53.3%	506	21.9%	665	28.7%	1,748	75.5%
England	21,742	2,235	10.3%	14,600	67.2%	4,503	20.7%	5,151	23.7%	17,034	78.3%

Source: **School Workforce Census**, November 2017⁴³

⁴³ Classroom teachers in publicly funded schools for whom data is provided. A school is counted if they are paying a pay flexibility to at least one classroom teacher. REC payments represent Recruitment and Retention payments.

B26. Figure 16 shows the percentage of classroom teachers in receipt of TLR payments each year between November 2010 and November 2017. Maintained schools were more likely to use TLR payments than non-LA Maintained schools in the same phase, and TLR payments were more widely used in secondary schools than primary schools. The overall percentage of teachers in receipt of a TLR payment has been generally increasing over time, from 26.7% in November 2010 to 28.8% in November 2017. It is also worth noting that full-time teachers are almost twice as likely to be awarded a TLR payment compared to part-time teachers, with 33.0% of full-time teachers and 16.8% of part-time teachers having been in receipt of a TLR payment in November 2017.

Figure 16: Percentage of classroom teachers in receipt of a TLR payment⁴⁴



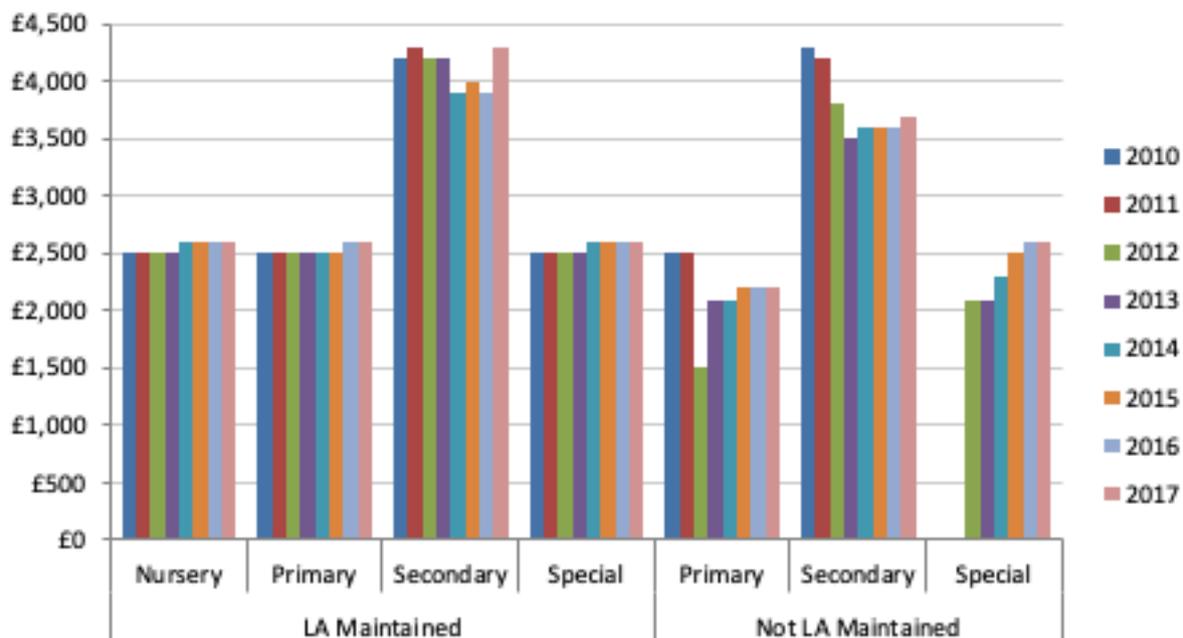
Source: **School Workforce Census**, November 2010 – November 2017

B27. Figure 17 shows the median annual TLR payments by phase and sector paid to classroom teachers in November 2010-2017. It shows that TLR payments of all types were on average of higher value in secondary schools than in primary schools and that in recent years they have also generally been higher in LA maintained schools in comparison to academies and other state-funded non-LA maintained schools. In the most recent year the highest average TLR payments, of £4,300, were found in LA maintained secondary schools. Non-LA maintained secondary schools saw a decline between November 2010 and November 2013 having remained broadly stable since then and standing at an average of £3,700 in 2017. In LA maintained nursery, primary and special schools the average has been stable at around £2,500. LA maintained primary

⁴⁴ Excludes centrally employed teachers, unqualified teachers and leading practitioners. The number of teachers in non-LA maintained special schools prior to November 2012 as well those in non-LA maintained primary schools prior to November 2011 is not large enough to provide robust estimates and the respective figures are therefore not reported here. 'Not LA maintained' covers all state funded primary, secondary and special schools which are not maintained by LAs, e.g. academies, studio schools and UTCs

schools had slightly higher average TLR payments compared to non-LA maintained primary schools.

Figure 17: Average (median) TLR payment for classroom teachers⁴⁵



Source: **School Workforce Census**, November 2010 – November 2017

Vacancies

B28. Table 4 shows vacancy rates⁴⁶ by English regions between 2001 and 2017. The break indicates a change in data source prior to the final seven years in the series. From November 2010 vacancy rates are based on a census date in November (prior rates were based on a census date in January, a time of the year in which schools would be expected to have more vacancies than in November). A general decline in vacancy rates and the change in census date accounts for the large drop between January 2010 and November 2010.

B29. Vacancy rates have marginally increased between November 2012 and November 2017 from 0.1% to 0.3%. The teacher vacancy rate nevertheless remains low and has stayed at around 1% or below for the past 15 years.

⁴⁵ Excludes centrally employed teachers, unqualified teachers, leading practitioners and classroom teachers without a TLR payment. The numbers of teachers receiving TLR payments in non-LA maintained special schools prior to November 2012 as well those in non-LA maintained primary schools prior to November 2011 are not large enough to provide robust estimates and the respective figures are therefore not reported here. 'Non-LA maintained' covers all state funded primary, secondary and special schools which are not maintained by LAs, e.g. academies, studio schools and UTCs

⁴⁶ Advertised vacancies for full-time permanent appointments (or appointments of at least one term's duration) and vacancies being filled on a temporary basis of less than one term as a proportion of full-time qualified teachers in post.

Table 4: Vacancy rates⁴⁷ in publicly funded schools by region in England, 2001 – 2017⁴⁸

Region	Jan-01	Jan-02	Jan-03	Jan-04	Jan-05	Jan-06	Jan-07	Jan-08	Jan-09	Jan-10	Nov-10	Nov-11	Nov-12	Nov-13	Nov-14	Nov-15	Nov-16	Nov-17
North East	0.8	0.6	0.7	0.5	0.4	0.4	0.4	0.5	0.4	0.5	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2
North West	0.5	0.6	0.5	0.5	0.5	0.3	0.3	0.3	0.3	0.3	0.1	0.1	0.1	0.2	0.1	0.2	0.2	0.2
Yorkshire and the Humber	0.5	0.9	0.6	0.5	0.6	0.5	0.5	0.7	0.5	0.4	0.1	0.1	0.1	0.2	0.2	0.2	0.4	0.3
East Midlands	0.7	0.9	0.5	0.4	0.4	0.4	0.3	0.5	0.5	0.3	0.1	0.1	0.1	0.2	0.2	0.1	0.3	0.3
West Midlands	0.9	1.1	0.8	0.7	0.7	0.6	0.6	0.9	0.9	0.6	0.1	0.1	0.1	0.2	0.2	0.2	0.3	0.3
East of England	1.7	1.7	1.2	0.9	0.8	0.8	0.7	0.8	0.9	0.5	0.1	0.1	0.1	0.1	0.2	0.2	0.3	0.3
London	3.5	2.7	2.1	1.4	1.3	1.2	1.0	1.1	0.9	0.6	0.1	0.1	0.1	0.2	0.1	0.2	0.2	0.3
South East	2.0	1.4	1.2	0.8	0.7	0.7	0.6	0.8	0.6	0.4	0.1	0.1	0.1	0.2	0.2	0.2	0.3	0.3
South West	0.6	0.5	0.4	0.3	0.4	0.3	0.3	0.4	0.3	0.2	0.0	0.1	0.0	0.1	0.1	0.1	0.2	0.2
England	1.4	1.2	0.9	0.7	0.7	0.6	0.6	0.7	0.6	0.4	0.1	0.1	0.1	0.2	0.2	0.2	0.3	0.3
England (excl. London)	1.0	1.0	0.8	0.6	0.6	0.5	0.5	0.6	0.6	0.4	0.1	0.1	0.1	0.2	0.2	0.2	0.3	0.3

Source: 618g Survey and School Workforce Census

⁴⁷ Based on advertised vacancies for full-time permanent appointments (or appointments of at least one term's duration). Includes vacancies being filled on a temporary basis of less than one term.

⁴⁸ From November 2010, vacancy rates are based on a census date in November which represents a break in the time series (prior rates were based on a census date in January). A general decline in vacancy rates and change in census date accounts for the large drop between January 2010 and November 2010.

- B30. At secondary level, Table 5 shows the number of full-time classroom teacher vacancies and temporary filled posts. At 1,690 in 2017, this was stable relative to 2016 and remained lower than the peak of 1,730 in 2014. The vacancy rate as a proportion of teachers in post increased from 0.3% in 2011 to 1.1% in 2017. Above-average vacancy rates have been consistently observed for mathematics, information technology, design and technology, all sciences, English and, since 2014, Geography.
- B31. Table 6 shows the proportion of hours taught by non-specialist teachers⁴⁹ in EBacc subjects. There has been a very small increase in the percentage of hours taught by non-specialist teachers across most subjects since last year. Although there are above average proportions of non-specialist hours for modern foreign language, this definition of 'specialist' does not take into account the native tongue of the teacher⁵⁰.
- B32. Table 7 shows the retention rates of teachers by the year of gaining qualified teacher status who were in service the following year and the percentage that were recorded in service in each year later.
- B33. Table 8 shows the wastage rates by post and region of qualified teachers who were in service in 2016 but not in service the following year. The wastage figures include those who have retired or deceased.

⁴⁹ Specialist teachers are those with a degree in their relevant teaching subject in the week of the collection of the School Workforce Census.

⁵⁰ For example, a teacher who speaks French as a first language but who did not hold a post-A level qualification in French would not be counted as a specialist

Table 5: Full-time classroom teacher vacancies and temporary filled number⁵¹ of posts⁵² and rates in state-funded secondary schools and academies by subject

53

	VACANCIES AS A PERCENTAGE OF TEACHERS IN POST									NUMBER OF VACANCIES							
	2010	2011	2012	2013	2014	2015	2016	2017		2010	2011	2012	2013	2014	2015	2016	2017
ALL VACANCIES	0.4	0.3	0.5	0.8	1.1	0.9	1.1	1.1		630	520	800	1220	1730	1430	1670	1690
MAIN TEACHING SUBJECT																	
Mathematics	0.7	0.5	0.7	1.1	1.4	1.2	1.3	1.4		120	100	140	220	290	260	280	300
Information technology	0.5	0.4	0.5	1.0	1.5	1.4	1.7	1.8		40	30	30	60	90	80	70	60
Computing	..	..	..	..	..	..	..	1.2		..	..	..	..	..	..	..	10
All sciences	0.4	0.4	0.6	1.0	1.4	1.3	1.6	1.5		80	90	140	230	340	300	380	360
Languages	0.3	0.4	0.5	0.3	0.7	0.7	0.7	1.0		30	40	50	40	80	70	80	100
English	0.5	0.4	0.7	1.0	1.3	1.2	1.2	1.2		110	80	150	220	280	250	260	260
Drama	0.3	0.1	0.1	0.4	0.4	0.4	0.6	0.2		10	-	-	-	-	10	20	10
History	0.2	0.3	0.2	0.4	0.8	0.7	0.6	0.6		10	20	20	30	60	50	50	50
Social sciences	0.6	0.3	0.6	0.7	1.4	0.7	0.8	0.8		20	10	30	30	60	40	50	40
Geography	0.2	0.2	0.4	0.6	1.2	1.2	1.3	1.2		10	10	20	40	80	80	100	90
Religious education	0.3	0.2	0.4	0.7	0.6	0.4	1.0	0.7		10	10	20	40	30	20	50	40
Design and technology	..	..	..	..	..	..	2.1	1.2		..	..	..	..	..	..	90	100
Commercial/business studies	..	..	..	..	..	..	0.8	1.1		..	..	..	..	..	..	30	40
Art/craft/design	0.2	0.1	0.2	0.5	0.5	0.3	0.4	0.4		10	10	10	30	30	20	20	20
Music	0.2	0.2	0.5	0.3	1.0	0.5	0.5	0.6		10	10	20	10	40	20	20	20
Physical education/sport/dance	0.2	0.1	0.1	0.3	0.4	0.3	0.2	0.4		30	20	20	40	50	40	30	40
Careers	0.0	-	0.0	0.0	-	-	-	-		-	-	-	-	-	-	-	-
Other main and combined subjects	..	..	..	..	..	..	1.3	1.5		..	..	..	..	..	..	90	100
Unknown subjects	.	.	.	.	.	.	.	.		30	20	40	50	40	30	60	50

Source: **School Workforce Census**, November 2017

⁵¹ Advertised vacancies for full-time permanent appointments (or appointments of at least one term's duration). Includes vacancies being filled on a temporary basis of less than one year

⁵² Teachers in post include full-time qualified regular teachers in (or on secondment from) publicly funded secondary schools

⁵³ Totals may not appear to equal the sum of the component parts because of rounding.

Table 6: Number of 'specialist' teachers and percentage of hours taught by 'non-specialist' teachers in state-funded schools (England, November 2017)

EBacc subject	Number of 'specialist' teachers in subject	% of hours taught by 'non-specialist'	Number of additional 'specialist' teachers needed to teach the 'non-specialist' hours
Mathematics	27,000	12.9%	4,500
English	30,500	9.8%	3,700
Physics	4,100	24.8%	1,600
Chemistry	5,700	16.9%	1,300
Biology	7,900	5.9%	500
Combined / General science **	29,400	5.0%	1,600
History	12,500	8.8%	1,500
Geography	10,400	12.9%	2,000
French*	9,400	16.2%	2,000
German*	2,800	18.7%	700
Spanish*	4,000	37.0%	2,800
Other modern languages*	900	47.4%	900
ICT	5,000	31.3%	3,000

Source: **School Workforce Census**, November 2017

* For the languages, there is no accounting for the native tongue of the teacher (e.g. a teacher who speaks French as a first language but who did not hold a post-A level qualification in French would not be counted as a specialist)

** Teachers qualified in biology, chemistry or physics are treated as qualified to teach both combined/general science and other sciences

Table 7: Retention rates of teachers by year of gaining QTS (Source: Schools Workforce Census 2017)

Year qualified	Number of newly qualified entrants entering service	Percentage of teachers in regular service in the state-funded schools sector in England after:																				
		1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years	9 years	10 years	11 years	12 years	13 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years
1996	18,100	91%	84%	79%	73%	71%	68%	67%	64%	62%	60%	58%	57%	56%	55%	55%	54%	53%	52%	50%	48%	46%
1997	18,900	90%	83%	77%	74%	71%	69%	67%	65%	62%	60%	59%	58%	57%	56%	56%	55%	53%	51%	49%	47%	
1998	17,800	89%	81%	77%	74%	72%	69%	67%	64%	63%	62%	60%	59%	59%	58%	57%	55%	53%	51%	49%		
1999	18,300	88%	82%	77%	74%	71%	70%	67%	65%	64%	62%	60%	60%	59%	58%	56%	54%	53%	50%			
2000	17,600	89%	83%	78%	74%	72%	69%	67%	66%	64%	62%	62%	61%	59%	57%	55%	54%	52%				
2001	18,600	89%	82%	78%	75%	71%	68%	67%	66%	64%	64%	63%	61%	59%	57%	55%	53%					
2002	20,700	89%	83%	78%	74%	72%	70%	68%	66%	65%	64%	62%	60%	58%	56%	54%						
2003	23,000	90%	83%	77%	74%	71%	69%	68%	67%	65%	63%	61%	59%	57%	54%							
2004	25,200	89%	81%	77%	74%	71%	69%	68%	66%	64%	62%	60%	57%	55%								
2005	25,700	86%	81%	77%	74%	71%	71%	68%	66%	64%	61%	59%	57%									
2006	24,000	87%	81%	77%	74%	73%	71%	68%	65%	63%	60%	58%										
2007	24,400	88%	82%	78%	77%	73%	71%	68%	65%	63%	60%											
2008	24,400	88%	82%	80%	77%	74%	71%	68%	65%	63%												
2009	22,300	87%	83%	79%	76%	73%	70%	67%	64%													
2010	24,100	87%	82%	77%	73%	70%	67%	64%														
2011	20,600	88%	83%	77%	72%	69%	65%															
2012	23,300	87%	81%	75%	71%	67%																
2013	23,800	87%	80%	74%	70%																	
2014	25,100	87%	79%	73%																		
2015	26,100	87%	78%																			
2016	24,900	85%																				
2017	23,300																					

Table 8: Full time equivalent (FTE) wastage rates of teachers, by post and region⁵⁴

	East Midlands	East of England	North West	North East	Inner London	Outer London	South East	South West	West Midlands	Yorkshire and the Humber
Classroom Teacher	9.1%	9.7%	9.5%	9.1%	14.0%	11.6%	10.8%	9.8%	9.3%	9.9%
Assistant Head	5.5%	6.6%	5.5%	7.2%	7.3%	6.9%	7.0%	6.8%	6.1%	7.5%
Deputy Head	6.4%	6.4%	5.8%	6.4%	7.1%	7.0%	6.5%	7.0%	6.0%	7.2%
Head	9.5%	10.4%	8.8%	10.2%	9.6%	9.2%	9.4%	9.6%	10.8%	11.2%

Source: **School Workforce Census**, November 2016 – November 2017

⁵⁴ Wastage rates of teachers where the region was not known have been excluded.

Demand

- B34. Every year the department sets targets for recruitment to Initial Teacher Training (ITT) courses informed by the Teacher Supply Model (TSM)⁵⁵. The main purpose of the TSM is to determine the number of ITT places in England in order to match future teacher supply with future teacher demand as closely as possible. The future demand is determined using projected Pupil Teacher Ratios (PTRs) based on data from the School Workforce Census⁵⁶ and the Pupil Projections Model⁵⁷. It also takes into account other flows within the existing stock of teachers, such as those leaving the profession (wastage) and retiring, as well as those expected to return to teaching in the state-funded sector. Further information on recruitment to ITT is in Annex C: Recruitment to teacher training.
- B35. The latest Pupil Projection Model publication shows that the population in state-funded schools up to the end of Key Stage 4 in 2017/18 was 7,600,000 and this is projected to increase by 4.2% to 7,919,000 by 2026/27. Overall pupil numbers in state-funded schools began to increase in 2010/11 and are projected to continue rising until 2023/24, with the figures gradually decreasing after that until 2026/27.
- B36. The numbers in maintained nursery and state-funded primary schools have been rising since 2009/10 and reached 4.64 million in 2017/18. The figure is forecast to peak in 2018/19 and then gradually decrease to around 4.52 million in 2026/27.
- B37. Over the last few years, the overall number of pupils in secondary school has been increasing, reaching 2.85 million in 2017/18. This is because increased births from 2002 onwards mean there are now larger numbers entering secondary schools at age 11 than are leaving them at age 16. The rate of increase is projected to rise rapidly from 1.9% between 2016/17 and 2017/18 (based on latest data) to 3.2% between 2017/18 and 2018/19 (a projected increase). The rate of increase is then projected to lessen, though pupil numbers will still rise. As a consequence of these larger cohorts, a continued increase in the secondary school population is forecast, with the overall secondary projected to reach a peak of 3.28 million in 2025/26. This is 428,000 higher than it was in 2017/18 and represents a 15.0% increase between 2017/18 and 2025/26.

⁵⁵ The model is published [here](#)

⁵⁶ [The latest School Workforce Census can be found here.](#)

⁵⁷ [The latest Pupil Projections Model can be found here.](#)

- B38. When pupil numbers increase, it is expected that future teacher demand will increase. This is taken into account when calculating future teacher need as part of the TSM⁵⁸.
- B39. Whilst the department aims to estimate future teacher demand, decisions taken at school level will determine the actual number of teachers required. Increasing the proportion of ITT that is school-led gives schools greater scope to plan for local demand. Wider evidence of international experience shows that, even when supply and demand for teachers are in balance, many countries face shortages of specialist teachers and shortages in schools serving disadvantaged or isolated communities⁵⁹.

⁵⁸ See [TSM published here](#).

⁵⁹ OECD, [Preparing Teachers and Developing School Leaders for the 21st Century: Lessons from Around the World](#), (2012), Ch. 3. p58

Annex C: Recruitment to teacher training

- C1. Each year the government projects the number of new trainee teachers that will be required over the next five to 10 years to ensure there are enough teachers in the state-funded school system (in England). These estimates are reflected in indicative numbers published⁶⁰ by the department in relation to ITT recruitment.
- C2. Provisional recruitment data from DfE's ITT trainee census 2018/19, published in November 2018, show that we achieved 91% of the postgraduate target in all postgraduate secondary and primary programmes.
- C3. According to the estimate from the 2019/20 Teacher Supply Model, the number of postgraduate trainee teachers required to have started initial teacher training in September 2019, for both the primary and secondary phases, is 33,090.
- C4. Table 9 shows recruitment to primary phase against targets for the past three years. We exceeded the primary recruitment target in 2017/18 and 2018/19.

Table 9: Recruitment to postgraduate primary stage ITT 2015/16-2017/18

	Entrants	Target	Recruitment rate
2016/17	11,290	11,489	98%
2017/18	12,500	12,121	103%
2018/19 (provisional)⁶¹	12,975	12,552	103%

Source: DfE, ITT Census 29 November 2018

- C5. Table 10 shows recruitment to secondary phase broken down for English Baccalaureate subjects.

⁶⁰ [Teacher Supply Model](#)

⁶¹ Provisional 2018/19 figures are based on published ITT Census data which includes those ITT trainees who started their course by the census date (10th October 2018) and 'forecast trainees' (those expected to start courses in the academic year after the point the statistics were collected). Final data for the 2018/19 academic year will be reported in the next ITT census publication, which is due to be published in November 2019

Table 10: Recruitment to postgraduate ITT courses for English Baccalaureate subjects – percentage of target

Subject	2016/17	2017/18	2018/19
English	96%	88%	110%
Mathematics	82%	77%	71%
Physics ⁶²	79%	66%	47%
Chemistry	96%	82%	79%
Biology	113%	85%	153%
Modern Foreign Languages ⁶³	93%	91%	88%
Geography	115%	78%	85%
History	110%	100%	101%
Computing	67%	62%	73%

Source: DfE, ITT Census 29 November 2018

Table 11: Recruitment to postgraduate ITT courses broken down by gender 2017/18

Gender breakdown by phase	Provider led	School Direct (Fees)	School Direct (salaried)	Total
Males on primary ITT programmes	19%	19%	19%	19%
Females on primary ITT programmes	81%	81%	81%	81%
Males on secondary ITT programmes	39%	38%	38%	39%
Females on secondary ITT programmes	61%	62%	62%	61%

Source: DfE, ITT Census 29 November 2018

C6. Between November 2016 and November 2017, 42,430 (FTE) teachers started a job in English state schools. Of these, just over half (23,090) are newly qualified teachers (NQTs), just over a third (14,360) are returning to teaching, and just under one in eight (4,990) qualified earlier but are working in the state sector for the first time.

C7. We do not assume that all trainees will complete their training successfully and/or teach immediately in a state school, and that is built into our estimates of the numbers required.

⁶² Recruitment for physics includes courses designated as physics with mathematics.

⁶³ Comprises modern foreign languages and classics.

- C8. We recognise that recruiting enough Science, Technology, Engineering & Maths (STEM) and Modern Foreign Languages (MFL) teachers will continue to be challenging, which is why the government continues to provide tax-free bursaries. These are worth £26,000 tax-free for science and MFL trainees. For maths trainees we are offering a £20,000 tax-free bursary followed by two early-career payments of £5,000 each after tax (or £7,500 after tax if teaching in local authority areas of greatest need) in their third and fifth year of teaching.
- C9. Beyond our standard recruitment channels to increase teacher supply these priority subjects, we have developed a number of measures to encourage more STEM and MFL specialists to become teachers. We fund paid internship places to give undergraduates the opportunity to gain insight into the profession. We have also provided seed grant funding for Higher Education Institutions to develop an offer for STEM and MFL degree students to opt-in to complete QTS alongside their undergraduate degree. Alongside this, we continue to provide support to potential ITT applicants across priority subjects through our Teacher Training Advisors (TTAs).
- C10. We have also developed programmes to attract existing teachers into STEM and MFL through a school-led programme designed to refresh the skills of former teachers of these subjects and upskill teachers of other subjects who have the relevant background and skills. We are also helping returning teachers and career changers into the profession.
- C11. To support the national initiatives, and as we grow the domestic pipeline of MFL teachers, we are working in partnership with the Spanish government to recruit visiting teachers from Spain through the Spanish Visiting Teachers Programme. We will continue to discuss any plans for recruiting teachers from Europe with the Home Office and inform the Department for Exiting the European Union as necessary

ITT allocations 2019/20 academic year

- C12. The Department for Education (DfE) is responsible for regulating the volume of trainee teachers in England where training leads to the award of qualified teacher status (QTS). It is our aim to support recruitment across all ITT courses, while ensuring efficient use of public funds and minimising significant over-supply of teachers. In formulating our approach we considered recent recruitment patterns, the number of postgraduate trainee teachers required in each subject as estimated by the Teacher Supply Model (TSM), sector feedback, and estimates of cohort size supplied by ITT providers and lead schools during the June 2018 request window.

- C13. For the 2019/20 recruitment cycle, DfE has issued permission to recruit to ITT courses to ITT providers and lead schools. This is different from previous years where DfE allocated ITT places for all courses (across all subjects and routes) to ITT providers and lead schools. Permission to recruit allows ITT providers and lead schools to list their courses as open for recruitment and to access any DfE funding associated with training courses.
- C14. We have issued permission to recruit to courses in two categories: unlimited and allocated. This means that recruitment constraints have been removed on ITT courses across all subjects and routes, with the exception of a small number of courses where we have allocated places to protect against over-supply or overspend. These are in courses where recent and historic recruitment trends demonstrate consistently high demand from applicants or where we need to safeguard against overspend on specific routes.
- C15. For the 2019/20 academic year, the top 25% of ITT providers were awarded multiple-year allocations. Multiple-year allocations offer longer-term stability and planning opportunities by giving these 60 ITT providers a guaranteed number of postgraduate ITT places for a three year period, up to and including academic year 2021/22. For 2020/21, these ITT providers will receive a guaranteed number of places in allocated courses, and will continue to have maximum flexibility to recruit to unlimited courses. This means that ITT providers granted a multiple-year allocation for PE (fee-funded) courses in 2019/20 will be guaranteed at minimum the same number of PE (fee-funded) trainees recruited for 2019/20. For unlimited courses, their guarantee of places will apply up to 2021/22 should any unlimited course receive allocations in the future.
- C16. The top performing ITT providers were awarded with multiple-year allocations in 2018/19. These providers were identified by the assessment of key data, including the quality of trainees recruited, the quality of the provision itself, and the outcomes of trainees. The list of providers that received multiple-year allocations in 2018/19 was published, along with a methodology⁶⁵ setting out how they were decided. The award of multiple-year allocations was repeated for 2019/20⁶⁶.
- C17. Undergraduate ITT providers have again been individually allocated places, determined by the same criteria as for postgraduate (excluding degree class).

⁶⁴ [TSM and initial teacher training allocations: 2018 to 2019](#)

⁶⁵ [Initial teacher training \(ITT\): requesting places and allocations methodology 2018 to 2019](#)

⁶⁶ [TSM and initial teacher training allocations: 2019 to 2020](#)

C18. For early years ITT leading to early years teacher status (EYTS) in 2018/19, the criteria for allocating early years ITT included: Degree class of trainees, quality of training and recruitment performance against allocations. For 2019/20, providers were allocated their minimum requested number of places.

The quality of new recruits 2017/18

C19. The provisional 2018/19 census data⁶⁷ show that the overall proportion of trainees with a 2:1 or higher is 73%. This is in line with the 74% seen in 2017/18. Nearly one in five teacher trainees had a first-class degree in 2018/19 (19%) – up from 17% in 2014/15, and 10% in 2010/11.

Table 12: Proportion of first year postgraduate trainees with a 2:1 or higher classified degree, 2013/14-2018/19 (selected subjects only)

Subject	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19 (provisional)
English	84%	84%	84%	83%	85%	79%
Mathematics	67%	64%	70%	65%	68%	65%
Biology	74%	70%	75%	73%	75%	70%
Chemistry	65%	62%	68%	66%	70%	68%
Physics	65%	60%	63%	65%	67%	68%
Modern Foreign Languages	80%	73%	78%	76%	73%	74%
Geography	76%	76%	79%	76%	73%	74%
History	88%	88%	88%	87%	85%	85%
Total Secondary	75%	73%	76%	74%	75%	74%
Primary	73%	74%	74%	74%	73%	71%
Total	74%	73%	75%	74%	74%	73%

Source: DfE, ITT Census 29 November 2018

⁶⁷ From 2015/16, the trainee number censuses include Teach First; these trainees were excluded on previous census publications.

ITT financial incentives

- C20. For 2019/20 we are continuing to offer a £26,000 tax-free bursary for all trainees with a 2:2 or higher in the highest priority subjects; physics, languages, chemistry, biology, computing, geography and classics.
- C21. For maths trainees starting ITT in 2019/20 we are continuing to pilot a phased bursary, which comprises a £20,000 tax-free bursary followed by two early-career payments of £5,000 each after tax (or £7,500 after tax if teaching in local authority areas of greatest need) in their third and fifth year of teaching.
- C22. We are offering an increased £12,000 tax-free bursary for history trainees with a 2:2 or higher. For D&T, RE and music we have increased the bursary on offer for most trainees. For D&T trainees with a 2:2 or higher the bursary will be £12,000 tax-free. For RE and music trainees with a 2:2 or higher the bursary will be £9,000 tax-free.
- C23. Bursaries for undergraduate teacher training courses, including the Troops to Teachers bursary, are unchanged for 2019/20. Tables 13, 14 and 15 show the bursaries available to trainees in 2019/20.
- C24. For 2019/20 we are continuing to offer grant funding to schools as a contribution to the salary and training costs of trainees on salaried ITT routes. Postgraduate Teaching Apprenticeship grant funding has been increased by £2,000 per trainee for 2019/20. School Direct (salaried) grant funding is unchanged for 2019/20. Tables 16 and 17 show the grant funding on offer to schools for these routes in 2019/20.
- C25. We are also continuing to pilot Teachers' Student Loan Reimbursement in biology, chemistry, computer science, languages and physics for those starting ITT in 2019/20. Individuals who train in one of these subjects and go on to teach in one of 25 local authorities will receive reimbursements for the student loan payments they make in their first 10 years of teaching.

Table 13: Bursaries and scholarships available to trainees in 2019/20 – Postgraduate Bursaries and Scholarships

Subjects	Scholarship	Bursary (trainees with a 2:2 or higher)
Chemistry, Computing, Geography, Languages, Physics	£28,000	£26,000
Biology, Classics	-	£26,000
Maths (ITT bursary as shown and followed by two early-career payments of at least £5,000 each ⁶⁸)	£22,000	£20,000
English	-	£15,000
D&T, History	-	£12,000
Music, RE	-	£9,000
Primary Maths	-	£6,000
Art, Business Studies, Drama, Other, PE, Primary	-	£0

Table 14: Bursaries and scholarships available to trainees in 2019/20 – Undergraduate Bursaries

Subjects	Bursary ⁶⁹
Maths	£9,000
Physics	£9,000
Languages	£9,000
Computing	£9,000

Table 15: Bursaries and scholarships available to trainees in 2019/20 – Troops to Teachers bursaries

Subjects	Bursary ⁷⁰
Biology	£40,000
Physics	£40,000
Chemistry	£40,000
Computing	£40,000
Mathematics	£40,000
Languages	£40,000

⁶⁸ Eligible teachers will receive two early-career payments of £5,000 each (or £7,500 each if teaching in local authority areas of greatest need) in their third and fifth year of teaching, if they have taught in a state-funded school in England since completing their teacher training course.

⁶⁹ Trainees who are on a 4-year undergraduate course that leads to both the award of QTS and a Master's degree receive a £9,000 bursary in both the third and fourth years of their course.

⁷⁰ The £40,000 bursary is paid over the final two years of the course, with £20,000 payable in each year.

Table 16: School Direct (salaried) grant funding for 2019/20

Subjects	National	Inner London	Outer London	London Fringe
Chemistry, Classics, Computing, Languages, Secondary Maths, Physics	£19,000	£23,900	£22,600	£20,200
Primary Maths, Biology, Design and Technology, English, Geography, History, Music, RE	£14,000	£17,600	£16,600	£14,900
Primary (non specialist)	£9,000	£11,400	£10,800	£9,600
Art, business studies, drama, other, PE	No grant			

Table 17: Postgraduate Teaching Apprenticeship grant funding for 2019/20

Subjects	National	Inner London	Outer London	Fringe
Chemistry, Classics, Computing, Maths, MFL, Physics	£14,500	£19,400	£18,100	£15,700
Primary Maths, Biology, D&T, English, Geography, History, Music, RE	£9,500	£13,100	£12,100	£10,400
Primary (non specialist)	£4,500	£6,900	£6,300	£5,100
Art, Business Studies, Drama, Other, PE	No grant			

C26. We are continuing to offer prestigious scholarship schemes in six subjects for 2018/19; physics, maths, languages, chemistry, computing, and geography. Successful scholars will receive £28,000 tax-free in all subjects except maths, where scholars will receive £22,000 tax-free. Maths scholars will be eligible for the same additional early-career payments as those trainees who received a bursary.

C27. Scholarships are designed to recognise the very best applicants who have excellent subject knowledge and outstanding potential to teach. The organisations who award the scholarships set the bar high in their assessment and selection of ITT scholars. Table 18 provides details of performance in 2017/18, for trainees starting their initial teacher training in 2018/19.

Table 18: Provisional scholarship performance in 2017/18

Subjects	2017/18 Scholarships		
	Number of scholarships available	Applications	Awarded
Chemistry	140	203	107
Computing	92	207	65
Maths	269	546	235
Physics	142	589	121
Languages	130	508	151
Geography	125	336	125
Total	898	2389	808

School-based ITT

C28. Table 19 shows the proportion of postgraduate trainees in 2018/19 who came through the routes recorded in the ITT Census.

Table 19: Proportion of trainees training through each ITT route 2018/19

	2018/19 Census (provisional)	
HEI	13,570	47%
SCITT	4,000	14%
School Direct (fee-funded)	7,535	26%
School Direct (salaried)	2,735	9%
PGTA	90	0%
Teach First	1,155	4%
Total	29,085⁷¹	100%

Source: DfE ITT Census 29 November 2018

⁷¹ The total number of trainees including forecasted in-year starts is 29,255 trainees.

Teaching schools and school-based ITT

- C29. As of 1 September 2018, there are 821 teaching schools across 660 alliances. Teaching schools lead the school system in training and developing outstanding teachers. Their remit includes both the development of existing teachers through professional development opportunities, such as peer-to-peer training and coaching and mentoring, as well as training new teachers.
- C30. Teaching schools co-ordinate ITT in schools across their alliance in their role as system leaders, to improve the range and quality of trainees' experience.

School Direct

- C31. School Direct was launched as a pilot with the School Direct Training Programme (tuition fee places) in February 2012. The School Direct (salaried) route was introduced in 2013/14, offering employment-based places to career changers. Demand for School Direct places continues to increase. In 2015/16 there were 773 lead schools, rising to 820 lead schools in 2016/17, 870 in 2017/18, 886 in 2018/19 and 875 for 2019/20 (see table 16, p29).
- C32. In 2018/19, 10,270 trainee teachers commenced training through School Direct. Published data show that in 2016/17, the latest year for which data is available, 95% of trainees on a School Direct (fee) course, and 97% of trainees on a salaried course, who achieved QTS were in a teaching post within 6 months compared to 93% in HEIs.

School Direct (salaried) training and salary grants

- C33. DfE provides training and salary grants to School Direct lead schools to contribute to training costs for salaried trainees to achieve qualified teacher status (QTS); amounts vary on a regional basis (see table 16, p54).
- C34. Additional qualifications, such as a postgraduate certificate in education (PGCE), are not funded. School Direct trainees on the salaried route are not eligible for bursaries or scholarships.

School-centred initial teacher training (SCITT)

- C35. DfE provides grants to School Direct lead schools to contribute to the salary and training costs for salaried trainees to achieve qualified teacher status (QTS); amounts vary on a regional basis (see table 16, p54).
- C36. There are currently 171 SCITT providers; the DfE provides a support package to new SCITTs until the end of the first year of delivery of ITT programmes.

C37. Since April 2014 74 new SCITTs have been accredited.

Teach First

C38. We will also continue to support the Teach First programme. The programme is helping to recruit more teachers across England and place them in some of the most challenging schools, including in Opportunity Areas. Since its founding Teach First has trained over 10,000 teachers, with 1,155 starting in England in 2018/19.

Quality of ITT providers

C39. The Ofsted guidance for inspecting ITT providers focuses on outcomes for trainees as one of the key judgements of the effectiveness of providers. Inspectors consider the attainment and completion rates of trainees; also how well trainees teach and how successful they are in finding employment upon qualification. Ofsted is currently reviewing and developing a new framework for ITE (Initial Teacher Education) inspection, and the department is working closely with them on this.

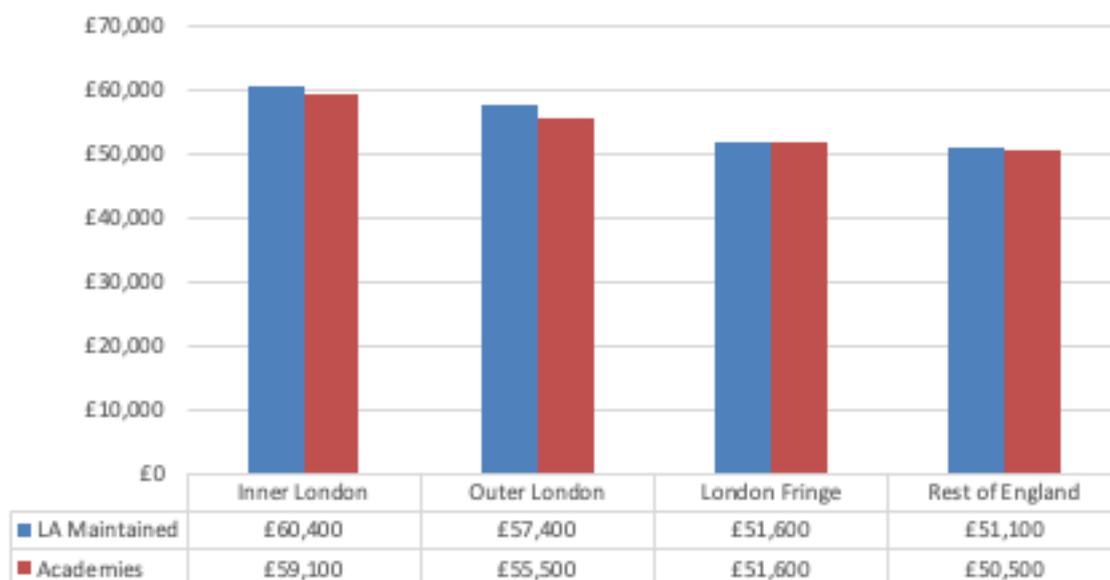
Annex D: Headteachers and other teachers in leadership positions

- D1. The leadership group in the STPCD covers headteachers and other teachers in leadership positions. There is a single leadership pay range which includes eight headteacher groups (HTGs) for each of the four regional pay bands. The minimum on the Rest of England and Wales pay range is worth £39,965, and the highest on the Inner London pay range is worth £118,490.
- D2. The relevant body determines how the pay of leaders at its school relates to the leadership pay range by assigning the school to one of the eight HTGs, based on the number and age of the school's pupils, and then adopting the three-stage process recommended in the STRB's 23rd Report.

Salaries of headteachers and other teachers in leadership positions

- D3. In November 2017 the average (median) gross pay of regular headteachers and other teachers in leadership positions in publicly funded schools in England was £55,000. This was an increase of 0.9% compared to November 2016 (£54,500). The median base pay of regular leadership teachers was also £55,000 in November 2017, compared to £54,500 in November 2016.
- D4. Leaders in maintained secondary schools get paid significantly more than their counterparts in maintained primary schools. The average salary of leadership teachers in primary schools varied between £50,500 (average for academies in the Rest of England) and £60,400 (average for LA maintained schools in Inner London), compared to £57,100 (average for secondary academies and LA maintained schools in the Rest of England) and £68,100 (average for secondary LA maintained schools in Inner London).

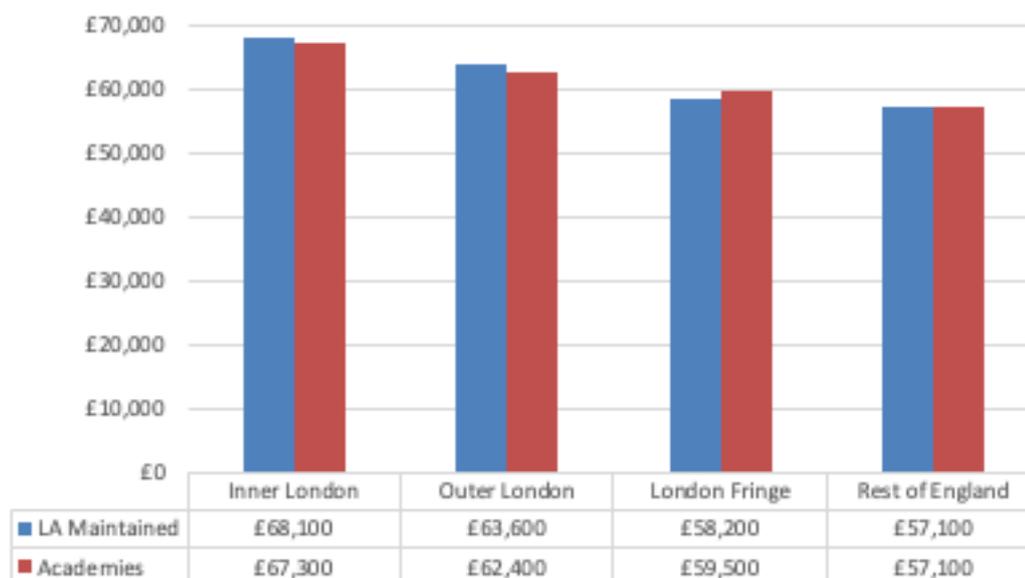
Figure 18: Average (median) salaries of school leadership teachers in primary schools^{72 73}



Source: **School Workforce Census**, November 2017

- D5. Primary LA maintained salaries for the leadership group are higher than those in academies for Inner London, Outer London and the Rest of England. They are the same in the London Fringe.

Figure 19: Average (median) salaries of school leadership teachers in secondary schools^{74 75}



⁷² Excludes special schools, free schools, CTCs, UTCs, studio schools, centrally employed staff and teachers with unreliable pay information.

⁷³ This is based on School Workforce Census data. This data may not include some executive leaders e.g. executive heads and CEOs of academy trusts

⁷⁴ Excludes special schools, free schools, CTCs, UTCs, studio schools, centrally employed staff and teachers with unreliable pay information.

⁷⁵ This is based on School Workforce Census data. This data may not include some executive leaders e.g. executive heads and CEOs of academy trusts.

D6. In Inner and Outer London, average salaries for the leadership group in LA maintained secondary schools are higher than those in academies. In the Rest of England, average leadership salaries are the same in LA maintained and academy schools. And in London Fringe, average leadership salaries are higher in academies than LA maintained schools.

Age

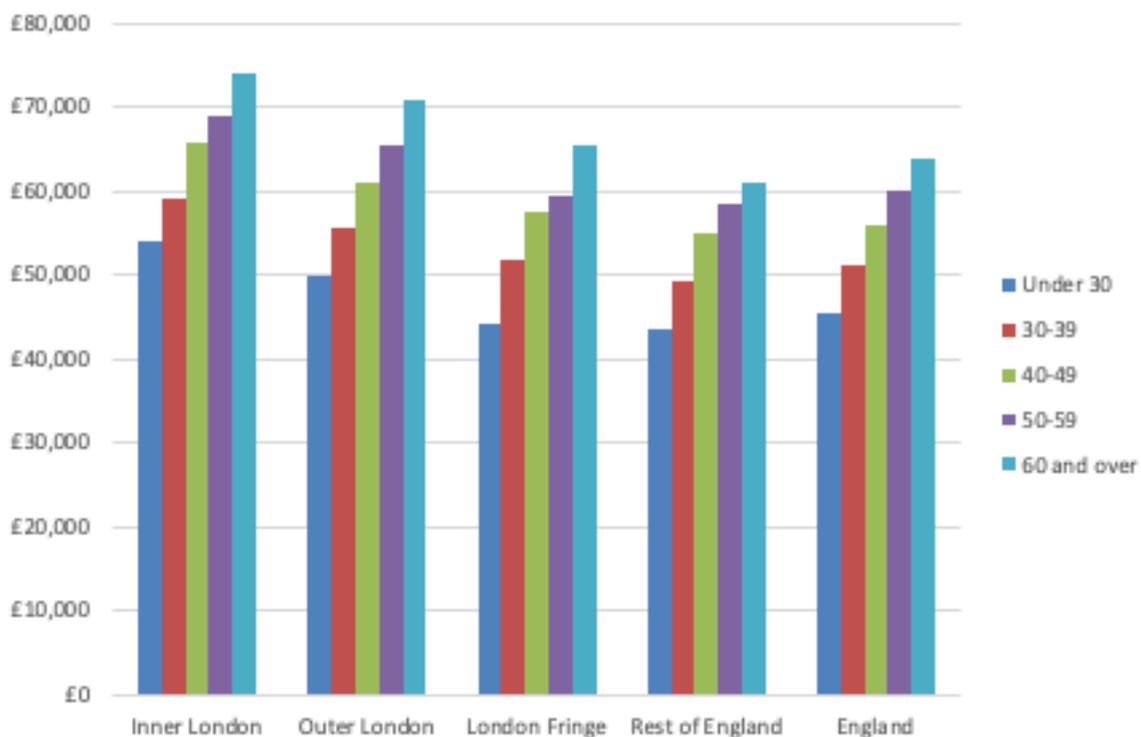
D7. Average salaries of leadership teachers increase with age. Table 20 and Figure 20 show that in all pay bands older headteachers and other teachers in leadership positions are paid more on average than younger leaders.

Table 20: Average (median) salaries of school leadership teachers in state-funded schools, by age

	Under 30	30-39	40-49	50-59	60 and over	Total
Inner London	£53,900	£59,100	£65,800	£69,000	£73,900	£63,000
Outer London	£49,900	£55,700	£60,900	£65,300	£70,800	£59,800
London Fringe	£44,100	£51,600	£57,600	£59,500	£65,500	£55,300
Rest of England	£43,500	£49,200	£54,900	£58,400	£61,100	£53,700
England	£45,300	£51,100	£56,000	£59,900	£63,800	£55,000

Source: **School Workforce Census**, November 2017

Figure 20: Average (median) salaries of school leadership teachers in state-funded schools, by age



Headship vacancies

- D8. The School Workforce Census shows a very low and fairly stable picture of overall headship vacancies at around 0.1%. The rate is calculated from the number of full-time permanent headship vacancies that were available on the census day each November, as a proportion of full-time heads in post. Vacancies recorded are those that have been advertised and remain unfilled. Vacancies must be available for a minimum of one term. They include those filled on a temporary basis for a period of less than one term.
- D9. DBetween 2011 and 2017 the proportion of schools reporting a headteacher vacancy or the headteacher post being temporarily filled decreased, from 1.3% to 1.0%, according to School Workforce Census data. Schools counted are those that reported vacancies that had been advertised and remain unfilled. These include posts filled on a contract of less than one term. Also included are schools where the headship post was filled on the census day where the post holder had a contract of less than one year irrespective of whether the post had been advertised or not.



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