



School Teachers' Review Body: Remit for the 35th Report

Response of the Association of School and College Leaders

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Introduction

1. The Association of School and College Leaders (ASCL) represents over 25,000 education system leaders, heads, principals, deputies, vice-principals, assistant heads, business managers and other senior staff of state-funded and independent schools and colleges throughout the UK. ASCL members are responsible for the education of more than four million young people in more than 90% of the secondary and tertiary phases, and in an increasing proportion of the primary phase. This places the association in a strong position to consider this issue from the viewpoint of the leaders of schools and colleges of all types.
2. ASCL welcomes the opportunity to make a written response to the School Teachers' Review Body (STRB) following the letter from the Secretary of State dated 30 September 2024. Our response is based on the views of our members, obtained through discussions at ASCL Council, with relevant advisory groups, and prompted and unprompted emails and messages.
3. When considering the impact of any proposals on different groups, it is ASCL's policy to consider not only the nine protected characteristics included in the Equality Act 2010, but also other groups which might be disproportionately affected, particularly those who are socio-economically disadvantaged. We have answered any equality impact questions on this basis.

STRB 34th Report

4. We were pleased to see that the Review Body felt it was again necessary and appropriate to exceed the previous government's pay proposals for experienced teachers and school leaders.
5. We welcome the Review Body making another bold recommendation of a 5.5% pay award for all teachers and school leaders, which for the first time in many years represented an above inflation pay award.
6. Whilst we acknowledge the increased level of award, this does not mean that the erosion of teacher and leader pay has been restored. We must see above inflation increases in the coming years, to bring teacher and school leader pay back to the levels at which it would have been if it had kept pace with inflation.
7. We will cover the pay award in more detail later in our submission.

Timeliness of the process and report

8. We have consistently voiced our concerns over the timeliness of the process, with repeated delays and the late publication of the STRB's report and ministerial response to it.
9. In our response¹ to the consultation on the report and response, we again made clear our views on this, but also acknowledged not only that the new Secretary of State published the report and response within a matter of weeks of taking up post

¹ [ASCL response to 34th Report and Ministerial Response](#)

following the General Election, but also provided additional funding to schools to help cover the teacher pay award and other cost pressures.

10. We also welcomed her commitment to ensure that the pay round works better for schools.
11. It is therefore pleasing that the new Secretary of State has honoured that commitment and published her remit letter² to the STRB for its 35th report on 30 September, almost three months earlier than last year.
12. We therefore hope that the timeframe set by the STRB for this round will be adhered to and that we will see the publication of the report and the ministerial response to it much earlier in the academic year, ideally before the end of the spring term.

Matters for recommendation

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

Pay award

ASCL recommends that:

- ✓ **A fully funded pay increase that at least keeps pace with inflation (RPI) is awarded across all pay ranges for September 2025.**
- ✓ **There should also be a further element towards restoring the real-terms value of teacher and school leader pay.**
- ✓ **An additional increase should be included to compensate for the lack of flexible working opportunities compared with other sectors.**
- ✓ **This must be accompanied by a longer-term commitment and funded strategic plan to fully restore the erosion of pay which has taken place since 2010 together with the re-establishment of previous differentials between pay ranges, particularly as classroom teachers move into leadership.**
- ✓ **Salaries must be competitive throughout the framework to ensure that high quality graduates are attracted to the profession, and to improve the retention of both classroom teachers and school leaders.**
- ✓ **Once the real-terms value of pay has been restored, annual uplifts must continue to be fully funded and must at least keep pace with RPI³ each year, to ensure that teachers and leaders do not experience any further real-terms pay cuts.**
- ✓ **Sufficient funding must be provided to ensure that schools can afford to implement these commitments without any negative impact on provision.**

² Secretary of State's remit letter to STRB, September 2024

³ ASCL position on policy

Why are we saying this?

There has been a decline in teachers' real-terms pay for more than a decade, in excess of most other public sector workers. This gap is particularly stark for experienced teachers and for leaders, as their pay has grown more slowly than that of newly qualified teachers. The 5.5% pay increase for 2024/25 is welcome, and although begins to repair the erosion of pay since 2010, it goes nowhere near reversing this decline of over a decade.

This has clearly impacted on both the recruitment and retention of teachers and school leaders.

Salaries need to increase to address these issues and in order⁴ for the government to meet its manifesto commitment⁵ of attracting 6,500 new teachers.

ASCL believes that the STRB should consider a variety of factors when considering its recommendation for the 2025/26 teachers' and school leaders' pay award:

- i. The real terms pay gap that has emerged and widened since 2010.
- ii. Worsening recruitment (see also section on Recruitment to the profession.
- iii. Significant retention pressures (see also sections on Retention and 'Vacancy rates and impact of teacher shortages')
- iv. The need to reward high levels of commitment and professionalism across the school sector in England.
- v. Inflationary pressures and increased living costs
- vi. Vacancy rates
- vii. Impact of teacher shortages
- viii. Pupil population

13. We believe that the pay award should be made up of three elements:

- An uplift that at least keeps pace with RPI
- A proportion towards the restoration of real-terms cuts since 2010.
- A proportion to compensate for the lack of flexible working opportunities available within the professions.

14. This will require an overall above inflation (RPI) pay award.

15. We will explain our rationale behind proposing these factors throughout this section.

Real-terms impact on leadership pay

16. Teacher and leadership pay has fallen significantly in real terms since 2010.

⁴ [How to recruit 6,500 teachers? NFER, December 2024](#)

⁵ [Labour Party Manifesto 2024](#)

17. Significant increases are needed over a number of years to repair the erosion of pay and bring pay up to levels which are competitive and comparable to other graduate professions.
18. In addition to data provided in our submissions for the 33rd and 34th remits, we now provide further evidence of the extent of the real-terms cuts our members have experienced over the last decade and more.
19. The 6.5% pay award in 2023 made very little impact on this due to the continuing higher levels of inflation. The 5.5% award in 2024 was an above inflation award, and so is a step towards pay restoration, but a very small one.
20. Figure 1 establishes the erosion of the value of school leaders' pay based on RPI. We have updated the charts to show the differences after taking into account RPI and CPI at October 2024 and the 2024 pay award. School leaders' real pay has fallen significantly since 2010:

Figure 1 – L17 Leadership pay in August 2010 indexed to RPI contrasted with actual pay⁶

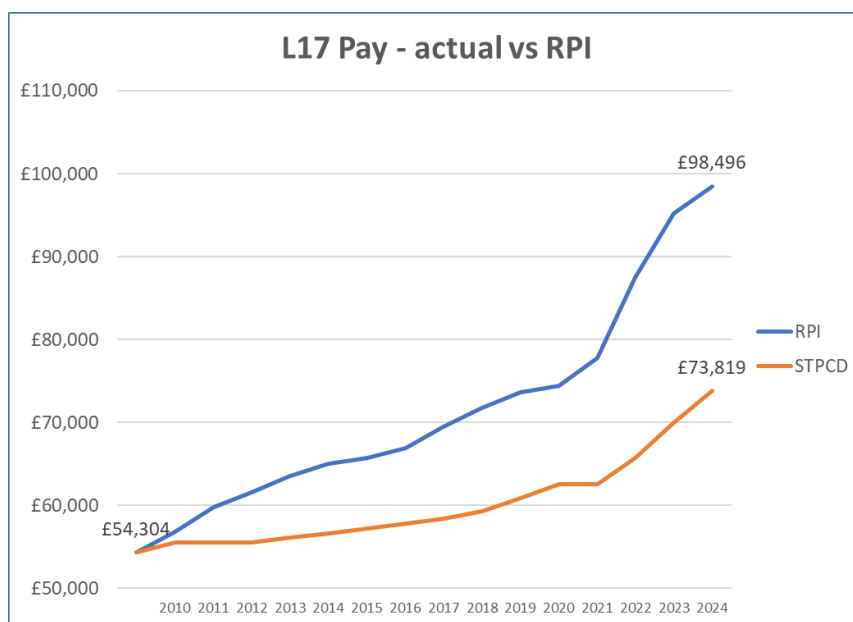
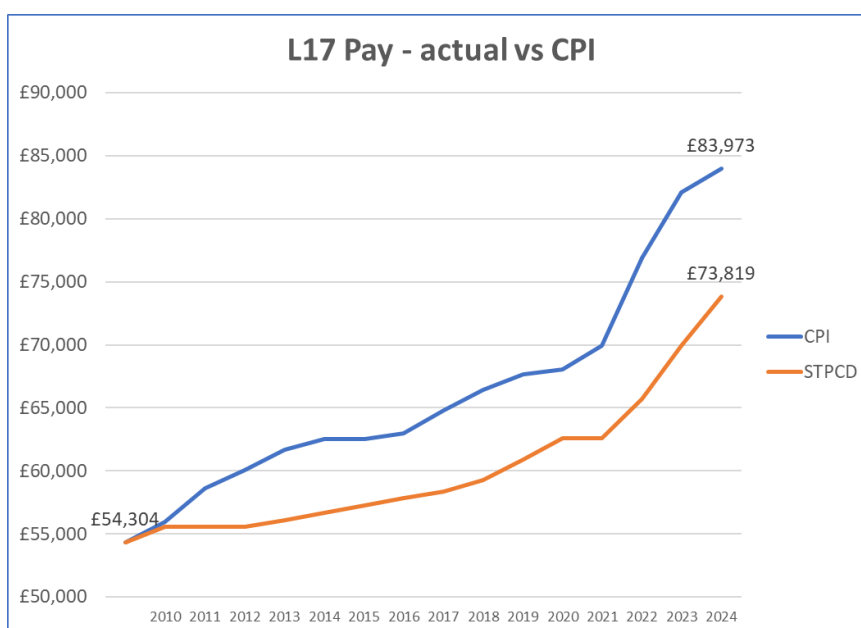


Figure 2 – L17 leadership pay in August 2010 indexed to CPI contrasted with actual pay⁷

⁶ See Annex One for calculations and sources (separate document)

⁷ See Annex One for calculations and sources (separate document)



21. Figure 1 shows the gap between actual pay and real pay which started to emerge in 2010 with a pay increase of 2.3% whilst RPI was 4.7%.
22. This was followed by two years of absolute pay restraint. In subsequent years, just four times in fourteen years has the pay award met RPI. Even in these exceptional circumstances two of the increases were only marginally above RPI (2.75% compared to RPI of 2.61% in 2019 and 2.75% compared to 1.1% in 2020), and these marginal increases were immediately wiped out in 2021 with a pay freeze (whilst RPI stood at 4.5%). The 2024 pay award is the first meaningful amount above RPI.
23. A similar picture emerges in figure 2 when carrying out the same analysis but using CPI as the measure of inflation. The 2.3% increase in 2010 was at a time when CPI was running at 3.1%. and the pay award only exceeded CPI in six out of fourteen subsequent years.
24. It is ASCL's position that RPI remains the most valid measure of inflation for pay. As the STRB will be aware, RPI is currently used for annual uplifts to items such as several pension schemes, private sector rents and commercial contracts.
25. For school leaders' pay to have the same purchasing power as in August 2010 based on RPI, a pay increase of 33.4% is required.
26. Even if the less appropriate CPI is used as a comparator, a pay increase of 13.8% is required to restore school leaders' pay to the same purchasing power as August 2010.
27. Neither of these amounts would do anything to restore the loss in real terms pay that leaders have experienced in the years since 2010.
28. To summarise, the above analysis shows how far behind school leaders' pay has fallen since 2010. The pay award necessary to right this wrong differs according to which method of calculating inflation is used as follows:

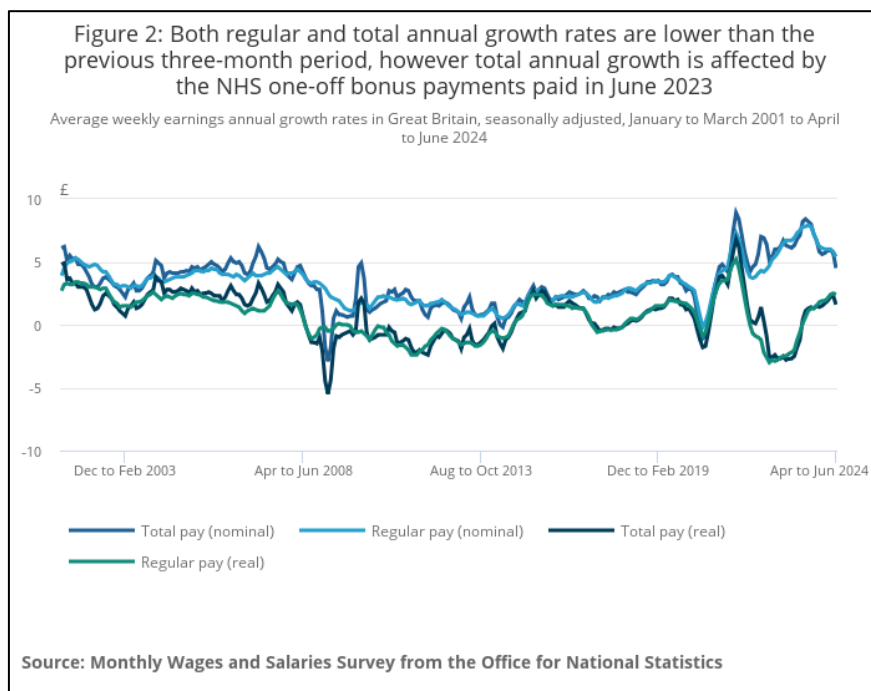
- i. RPI – 33.4%
- ii. CPI – 13.8%

Pay growth and pay intentions

29. Pay growth may have slowed slightly in 2024, but it still remains high.

30. In 2023, we saw record growth⁸ in average weekly earnings across the economy with earnings growing by 7.8% in the twelve months to June 2023.

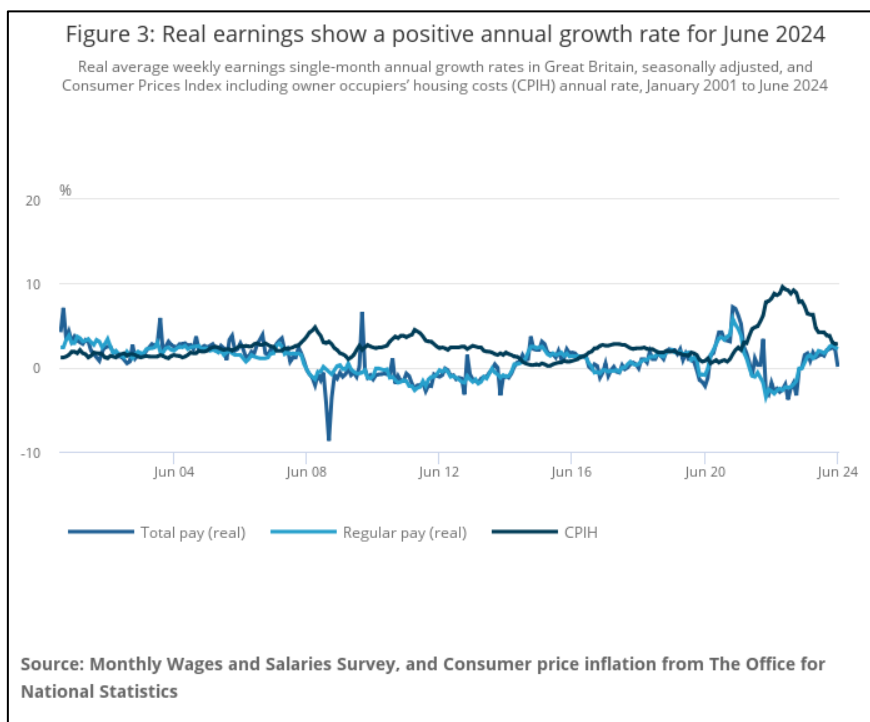
31. In 2024, although this slowed to 5.4%⁹, growth was last lower than this in July 2022 (see figure 2 below).



32. However, when comparing average weekly earnings against CPIH, the picture is very different, as can be seen in the chart below (figure 3).

⁸ [Average weekly earnings in Great Britain: August 2023, ONS](#)

⁹ [Average weekly earnings in Great Britain: August 2024, ONS](#)



33. One of the key findings in a recent IFS report *'Pressures on public sector pay'*¹⁰ was that, whilst public sector pay held up much better than private sector pay between 2009 and 2014, the situation has been reversed since then, and in real terms public sector pay is still below where it was in 2010.
34. The teaching profession has been particularly affected by this, *'Average teacher pay has also fallen, from the 87th percentile in 2007 to the 81st percentile by 2023, continuing the trend of falling relative teacher pay during the 2000s.'*¹¹
35. The report¹² also highlights that more experienced teachers have seen some of the largest real-terms falls in pay since 2010 (figure 4).

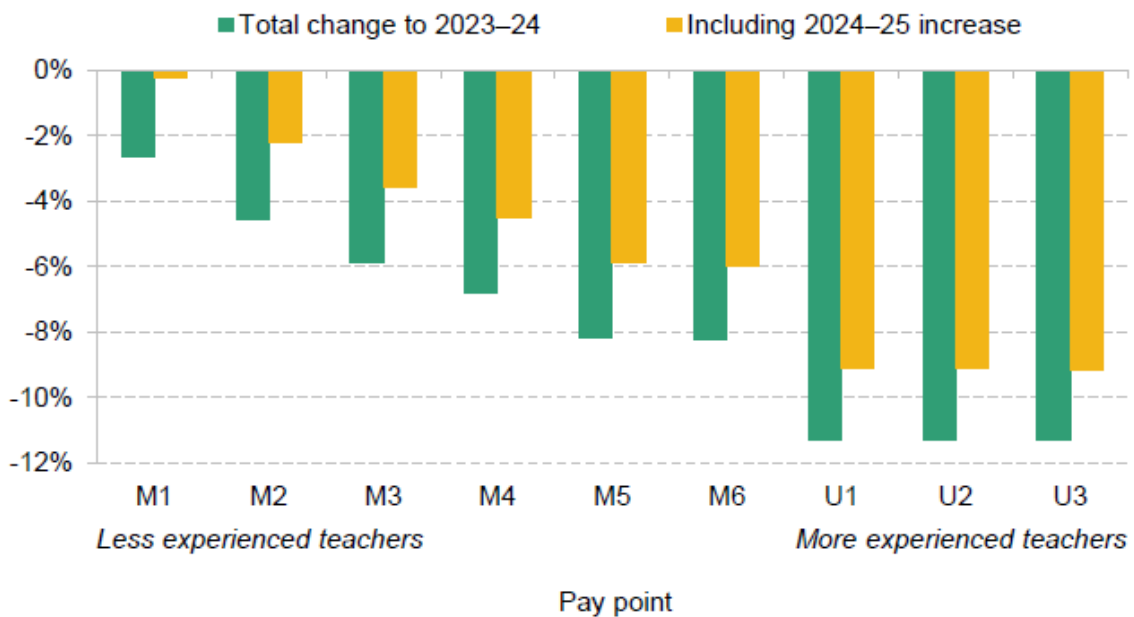
Figure 4 (source IFS)

¹⁰ [Pressures on public sector pay, IFS, September 2024](#)

¹¹ [Ibid](#)

¹² [Ibid](#)

Real-terms changes in teacher core salary points since 2010



36. This was also reported by NFER¹³ who said: ‘Since 2010/11, teacher pay has fallen significantly in real terms and lagged behind earnings growth in the wider labour market.’

37. Latest data from the Working Lives of Teachers and Leaders survey (WLTL)¹⁴ showed that 58% of respondents were not satisfied with the salary they received for the work they did in 2024.

38. 62% of respondents were not satisfied with national level changes to teachers’ pay in the last year (2024).

39. 55% of respondents did not agree that, at this stage in their career, teaching offered them a good salary compared to other careers they could follow if they left.

40. Over a third of teachers and leaders indicated that they were considering leaving the state school sector in the next 12 months (excluding retirement). Of those who were considering leaving, 56% cited dissatisfaction with pay amongst their reasons, down from 63% in 2023 (57% in 2022).

41. Teachers and school leaders received a pay award of 6.5% in 2023, but due to the continuing high levels of inflation at the time, this still represented another real-terms pay cut.

42. Additionally, the 5% award in 2022 represented one of the biggest real-terms pay cuts seen by the profession.

¹³ [Teacher Labour Market in England, 2024, NFER](#)

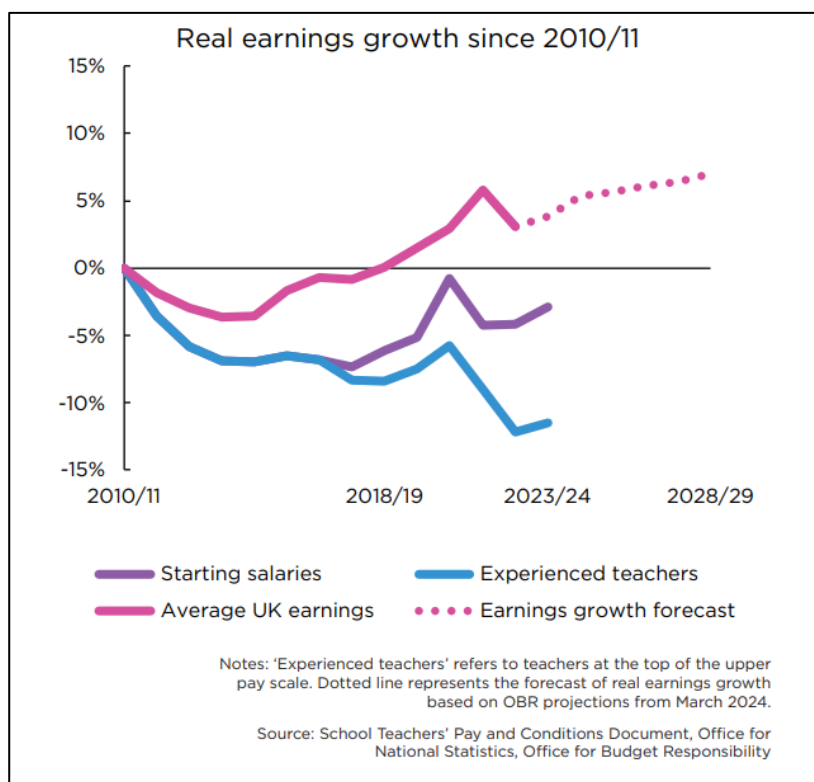
¹⁴ [Working lives of teachers and leaders: wave 3 summary report](#)

43. The NFER report¹⁵ also said: ‘Last year’s pay award helped to stall the real-terms fall in teacher pay since 2010/11. However, teacher pay growth has been outstripped by strong earnings growth since the pandemic in the wider labour market outside teaching.’

44. The report¹⁶ goes on to say: ‘Public sector pay caps throughout the 2010s, the 2021/22 pay freeze and the cost-of-living crisis have meant that teachers’ pay has failed to keep up with inflation since 2010/11. This has been most pronounced for more experienced teachers and school leaders. In 2023/24, despite the 6.5 per cent increase, pay for experienced teachers was 12 per cent lower in real terms than in 2010/11. Even though it was the highest rise in decades, the 2023/24 pay award has not substantially reversed the considerable pay deterioration experienced teachers have faced since 2010/11.’

45. The chart below (figure 5) is taken from the report and shows the extent of the real-terms cuts to experienced teacher and leader pay since 2010/11.

Figure 5



46. So, whilst we acknowledge that pay growth is important, it must only be one factor within a medium-term strategic plan to restore the real-terms value of teacher and school leader pay.

Inflation and UK living standards

47. As we write this submission, a government consultation¹⁷ has been launched over increases in employee contributions to the Teachers’ Pensions Scheme (TPS), proposing an increase of 0.3 percentage points from April 2025.

¹⁵ [Ibid](#)

¹⁶ [Ibid](#)

¹⁷ [Teachers’ Pension Scheme regulations: 2024 proposed amendments](#)

48. This increase would mean that those working in school leadership roles would be paying between 10.5% and 12% of their salaries, reducing the household disposable income for our members.
49. This means that it is not only their pay which has eroded since 2010, but their whole package.
50. Although rates of inflation have fallen from the record highs experienced in recent years, we cannot overlook the fact that, as inflationary increases are always cumulative, those high rates are now baked into prices.
51. Lower inflation rates simply mean that prices are rising more slowly, but still from a higher base.
52. This is referenced in a BBC news article¹⁸ which said: '*Inflation has fallen from its peak in October 2022, but when the rate falls, it does not mean that prices are coming down, but that they are rising less quickly.*'
53. Office for Budget Responsibility (OBR) forecasts¹⁹ place RPI at 3.5% for 2025.
54. Furthermore, the OBR suggested that inflation (CPI) will now not reach the Bank of England's 2% target until 2029. OBR forecasts suggest that CPI is projected to be 2.3% in two years' time, and 2.1% in three years.
55. Again, we cannot ignore the significant impact of high inflation on living standards. This has been cited as 'the largest reduction in living standards since Office for National Statistics records began in the 1950s'.²⁰
56. Interest rates were increased fourteen times between December 2021 and March 2024, when they reached 5.25% - a fifteen-year high.
57. Although there have been two cuts since then, the latest in November bringing the interest rate down to 4.75%²¹, these have come with warnings that further falls will be gradual.
58. The latest inflation figures show an unexpected increase²², suggesting that there will be no further cuts in interest rates this year, and that these are likely to be put off until at least February 2025.
59. It is reported that higher energy bills have caused the increase²³, and that food and drink products are also responsible for eight of the ten biggest increases since last year.
60. Chancellor Rachel Reeves welcomed the decision from the Bank of England, but said she was '*under no illusion about the scale of the challenge facing households.*'²⁴

¹⁸ [Higher energy bills push UK inflation to 2.3%, BBC](#)

¹⁹ [OBR Economic and Fiscal Outlook, October 2024](#)

²⁰ [OBR Economic and fiscal outlook, November 2023](#)

²¹ [Monetary policy Report, November 2024](#)

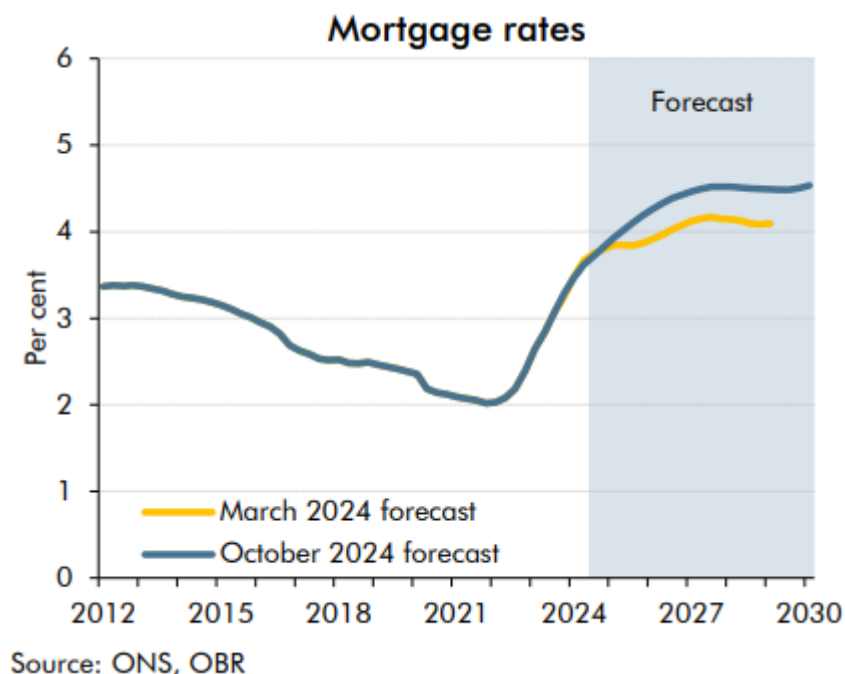
²² [Ibid](#)

²³ [Ibid](#)

²⁴ [Bank of England cuts interest rates to 4.75%, BBC News, November 2024](#)

61. We know that some mortgagors were protected with fixed rates, but potentially this is a ‘ticking time bomb’²⁵ as they come to an end.
62. Bank of England analysis shows that around two-thirds of fixed rate mortgages have been repriced since the start of this hiking cycle, and they expect the remainder to expire by the end of 2026.²⁶
63. In its latest Economic and Fiscal Outlook report, the OBR says it *expects* interest rates on outstanding mortgages ‘to rise from around 3.7% in 2024 to a peak of 4.5% in 2027 and then remain around that level until the end of the forecast’.
64. It goes on to say that mortgage rates are around 0.3 percentage points higher than its March forecast (Figure 6), driven by the higher forecast for Bank Rate.

Figure 6



65. What all the above shows is that the cost-of-living crisis is clearly not over. The reality is that, whilst inflation may have fallen, energy costs continue to increase, with the October price cap increase estimated to represent roughly a 10% rise. Furthermore, food and housing costs remain high, and pension contributions are set to rise.

Vacancy rates

66. The latest SWC data on vacancies is a clear indicator of the recruitment and retention issues that school leaders are grappling with, and on every measure the situation has worsened.

²⁵ ‘Sleepless nights’: UK homeowners fear 2024 mortgage timebomb, Guardian, January 2024

²⁶ Ibid

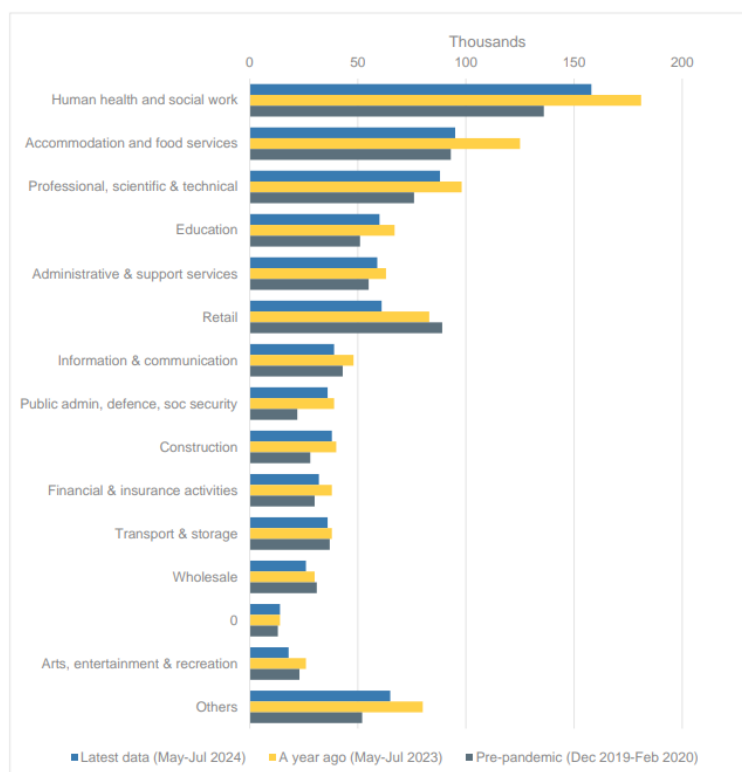
67. In 2023, the number of vacancies increased by almost 20%, from 2,334 in 2022/23.
68. The 2023 SWC data shows that vacancies have more than doubled in the past three years, from 1,100 in November 2020 to 2,800 in November 2023.
69. This is the highest since 2010/11 according to the historical data published in the SWC²⁷.
70. The rate of teacher vacancies is also at its highest since 2010/11, at 0.6%.
71. When compared with historical data from 2010/11, the rate of increase overall is alarming, with over six times as many vacancies in 2022/23, rising from 452 to 2,800. The increase in vacancies for classroom teachers increased even further, with over seven times as many in 2023/24, rising from 355 to 2,558.
72. Temporarily filled posts also increased by just over 10%, from 3,308 in 2022/23 to 3,655 in 2023/24.
73. There was also a significant increase in the number of temporary filled roles²⁸, from 3,308 in 2022/23 to 3,655 in 2023/24, up from 2,128 in 2020/21. This represents a 72% increase across three years.
74. These are all clear indicators that the recruitment and retention crisis is getting worse.
75. We have highlighted for several years now that, since 2019, the data is no longer separated by specific leadership role as used to be the case. It is now just reported as 'headteacher and other leadership'.
76. Since the 2022 SWC, the data has become even less granular, and is simply reported as 'leadership', with no separate details for headteachers. Although data for headteachers is available within the 'Explore data' function, there is still only the 'other leadership' category available, with no opportunity to drill down into specific roles.
77. This makes it impossible to fully analyse the data and to unpick where specific issues may exist.
78. It remains our view that the SWC data masks a number of issues in relation to leadership recruitment, along with the issues relating to retention we referred to in paragraph 211.
79. Leadership recruitment remains challenging. We set out later in our evidence a number of steps which would help to improve this.
80. There was also an increase in leadership vacancies in 2023/24 of almost 15% from 214 in 2022/23 to 244 in 2023/24.

²⁷ [School Workforce Census 2023](#)

²⁸ [Ibid](#)

81. Furthermore, the number of leadership vacancies has also more than doubled since 2010/11, rising from 97 to 244 in 2023/24. As with other grades, the number of vacancies was the highest since data was recorded in the SWC in 2010/11²⁹.
82. When analysing the data further³⁰, although the numbers of vacancies for headteachers has fallen slightly in 2023/24, the number of ‘other leadership’ roles has increased again, and are almost double where they were in 2019/20.
83. At the same time, there was a drop in the number³¹ of temporary filled ‘other leadership’ roles.
84. This demonstrates not only the recruitment challenges that headteachers and school leaders are facing, but also the reluctance of middle leaders to want to progress into leadership roles. This has been reported for number of years, but particularly since the pandemic.
85. As we have raised before, only allowing this SWC data to be filtered by headteachers and ‘other leadership’ prevents detailed analysis of assistant and deputy headteacher roles, and masks any specific issues.
86. The Institute for Employment Studies’ (IES) latest Labour Market Statistics³² briefing includes data from ONS vacancy surveys (figure 7) which show that, whilst education vacancies are lower than a year ago, they are still higher than they were pre-pandemic.

Figure 7



Source: ONS Vacancy Survey

²⁹ [Ibid](#)

³⁰ [Ibid](#)

³¹ [Ibid](#)

³² [Labour Market Statistics briefing, ISE, September 2024](#)

Impact of teacher shortages

87. In our recent evidence submissions, we have highlighted the impact that teacher shortages are having on the sector³³.
88. The '*Teacher Labour Market in England 2024*'³⁴ report warns that '*Rising targets, coupled with only modest growth in recruitment in key secondary subjects, shows that shortages of subject specialist teachers are likely to represent a growing problem for schools, particularly in key shortage subjects, such as physics and modern foreign languages (MFL).*'
89. The WLTTL summary report³⁵ shows that, of those thinking of leaving the profession, 17% cited '*having to teach subjects I do not feel qualified or have enough knowledge of to teach*' as a reason for this. Of those who had already left the profession, 23% cited this as a reason for leaving.
90. SWC data³⁶ shows that the percentage of hours taught by teachers with a relevant post-A level qualification fell in 21 out of 26 subjects. In three of the five subjects where there was a reduction, this was by only 0.1% or 0.2%.
91. In twelve subjects, fewer than 80% of hours taught were by specialist teachers, and in six subjects this was less than 60%.
92. We already know that this is having an increasing impact on the workload of school leaders. An NFER 2022 report³⁷ shows that leaders are more likely to have to pick up a heavier teaching load because of the ongoing, and now worsening, recruitment challenges.

Pupil population

93. Latest pupil projection data shows a higher peak is expected in secondary and a slower fall in primary.
94. The latest National Pupil Projections³⁸ show that numbers in secondary are now projected to peak at 3,273,364 in 2027 before falling slightly to 3,263,067 in 2028.
95. Previous data projected a secondary peak of 3,244,000 in 2024 and 2025, almost 30,000 lower than the latest projected peak.
96. This would mean there would be almost 30,000 more pupils in state secondary schools in 2028 than in 2024.
97. In nursery and primary schools, the overall population in 2028 is now forecast to be 4,356,551. This is over 175,500 (4.2%) higher than the model published in 2022 and almost 300,000 higher than the model published in 2021.

³³ [ASCL evidence to the STRB 33rd Remit](#)

³⁴ [Teacher Labour Market in England 2024, NFER](#)

³⁵ [Ibid](#)

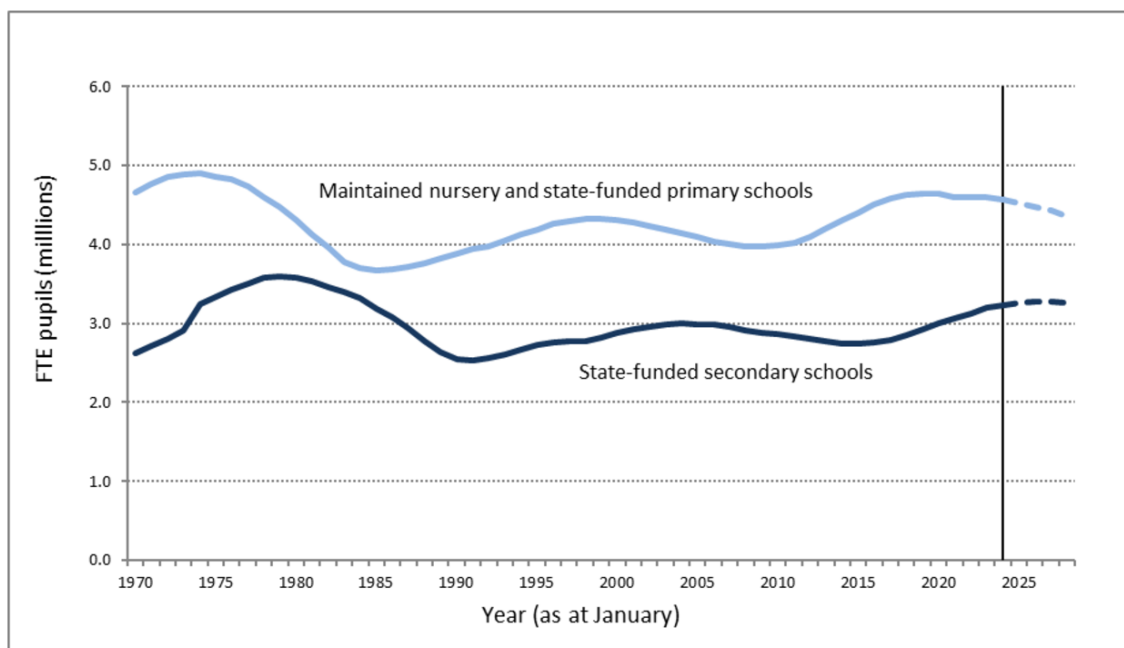
³⁶ [School Workforce Census 2023](#)

³⁷ [Teacher supply and shortages: the implications of teacher supply challenges for schools and pupils, NFER 2022](#)

³⁸ [National Pupil Projections 2024](#)

98. However, it would still be 206,974 lower than the actual population in 2024. So, whilst the population is still projected to fall, this will be at a slower rate than suggested in the previous model.
99. The 2024 overall model projects 172,000 fewer pupils in 2028 than 2024.
100. Projections are only provided up to 2028 due to uncertainty in fertility assumptions from 2029.
101. Figure 8 below shows the actual (2024) and projected pupil numbers by school type in England.

Figure 8



Source – DfE National Pupil Projections

102. We must make clear that, even though primary numbers are projected to fall, this does not mean that there will be an automatic reduction in the number of teachers required.
103. This is a very complex area, and many schools will not need fewer teachers.
104. There is a risk that the reduction in funding as a result of the lower pupil numbers will mean that schools will be forced to cut resources from their already overstretched budgets.
105. Small changes in pupil numbers can have significant implications³⁹ for school budgets, even though the school's costs might not change much.
106. For example, a drop of ten pupils would reduce funding⁴⁰ by around £44,000 in a primary school and £57,000 in a secondary school, but does not necessarily mean

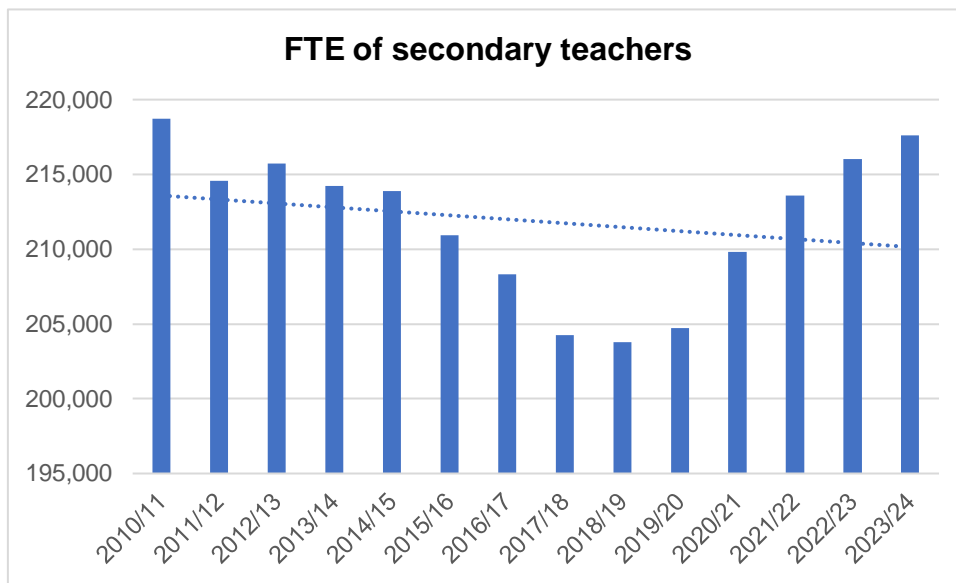
³⁹ In 2023/24 93.4% funding distributed via NFF is pupil-led.

⁴⁰ In 2023/24 the NFF minimum per pupil funding levels are £4,405 primary and £5,715 secondary.

fewer teachers are required. The class-based running costs are likely to remain the same.

- 107. ASCL's position is that the government must address this situation by committing, as a bare minimum, to maintain total schools' funding at the current level, rather than reducing it as rolls fall⁴¹.
- 108. The 2023 School Workforce Census⁴² (SWC) data shows that there was a slight increase in the number of full-time equivalent (FTE) secondary teachers from 216,013 in 2022/23 to 217,600 in 2023/24.
- 109. However, despite this increase, historical SWC data⁴³ shows that the overall trend since 2010/11 is downwards (see figure 9 below).

Figure 9



- 110. In 2023/24 there were 1,136 fewer FTE secondary teachers than in 2010/11⁴⁴.
- 111. This is in stark contrast to the change in pupil population⁴⁵ which has increased significantly and is projected to continue to do so (figure 10).

⁴¹ ASCL's positions on policy

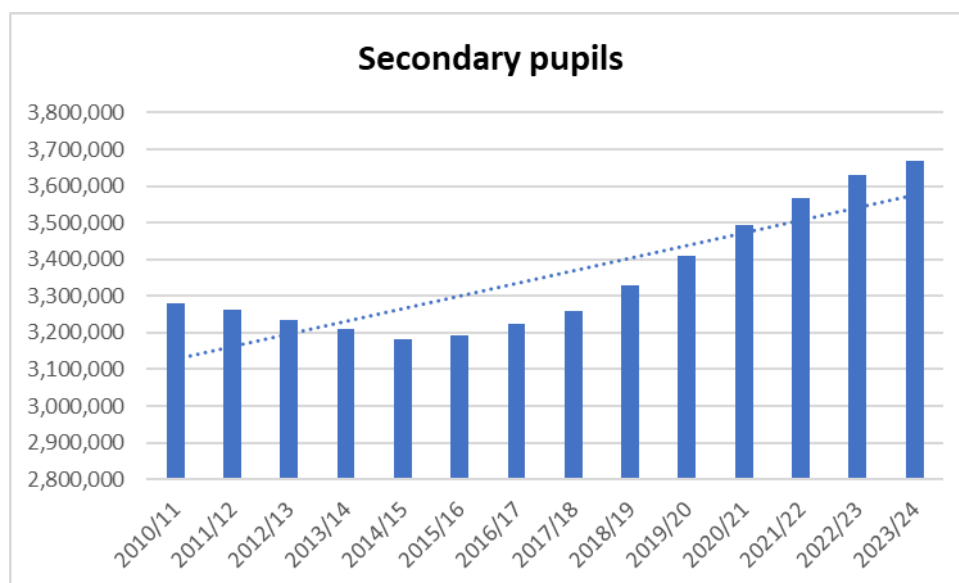
⁴² School workforce in England 2023

⁴³ ibid

⁴⁴ ibid

⁴⁵ Schools, pupils and their characteristics, DfE

Figure 10



112. Latest ITT recruitment⁴⁶ and teacher retention data⁴⁷ suggests that the numbers of secondary teachers will continue to fall. This will lead to an inevitable increase in class sizes and in the Pupil Teacher Ratio (PTR), which will further increase the workload for those already employed in schools and creating a vicious circle in relation to the retention of those teachers.
113. As a result of pupil increases in secondary schools without the corresponding increase in teachers, the PTR increased from 14.8 in 2010/11 to 16.8 in 2022/23 and remained at 16.8 in 2023/24⁴⁸. Furthermore, PTRs across the sector were all higher in 2023/24 than in 2010/11. These proportions must not be allowed to increase further.

Recruitment to the profession

ASCL recommends that:

- ✓ **Early career salaries and whole career earning potential must be competitive with comparable graduate salaries to attract the very best graduates into the profession.**
- ✓ **Limited flexible working opportunities in relation to other comparable professions must be compensated for in the rest of the compensation package.**
- ✓ **Closer alignment is needed between DfE initiatives to improve recruitment to the profession and the work of the STRB (for example, teacher degree apprenticeships and the recruitment of overseas teachers to ITT).**

⁴⁶ ITT Census 2024

⁴⁷ Ibid - SWC

⁴⁸ Ibid - SWC

- ✓ **A holistic approach to bursaries and other incentive payments made by the DfE must be taken so that they support the pay framework as set out in the STPCD.**

Why are we saying this?

The number of people wanting to become teachers remains alarmingly low⁴⁹. It is essential that we have a sufficient supply of high-quality teachers joining the profession if we are to maintain or improve current educational standards, and that ITT incentive payments do not become financial disincentives once teachers become subject to the STPCD.

ASCL believes that the STRB should consider a variety of factors relating to recruitment when making its recommendations:

- i. ITT targets and performance**
- ii. Quality of candidates entering the profession**
- iii. Early career salaries and recruitment incentives**
- iv. Competitiveness of whole career salary**
- v. Bursaries and scholarships**
- vi. Overseas entrants**
- vii. Flexible working (see Flexible working section in part 3)**

114. The crisis in recruitment and retention is well documented and is aptly summarised in the 2024 National Foundation for Educational Research (NFER) *'Teacher Labour Market in England'* report:⁵⁰ *'Falling recruitment and rising leaving rates point to the escalating severity of teacher under-supply in England. To address the challenge, policymakers need to consider what actions are available to support the attractiveness of teacher pay and working conditions.'*

Initial Teacher Training (ITT) Recruitment

115. The situation in recruitment to ITT remains worrying.
116. Recruitment for 2022/23⁵¹ and 2023/24⁵² were both disastrous.
117. The recently published data for 2024/25⁵³ shows a slight improvement in recruitment overall, from 60% in 2023/24 to 69% in 2024/25.
118. However, within the overall figure is an increase in secondary subjects overall, from 48% in 2023/24 to 62% in 2024/25, but a drop in primary from 94% to 88% (figure 11).

⁴⁹ [ASCL Manifesto for the 2024 General Election](#)

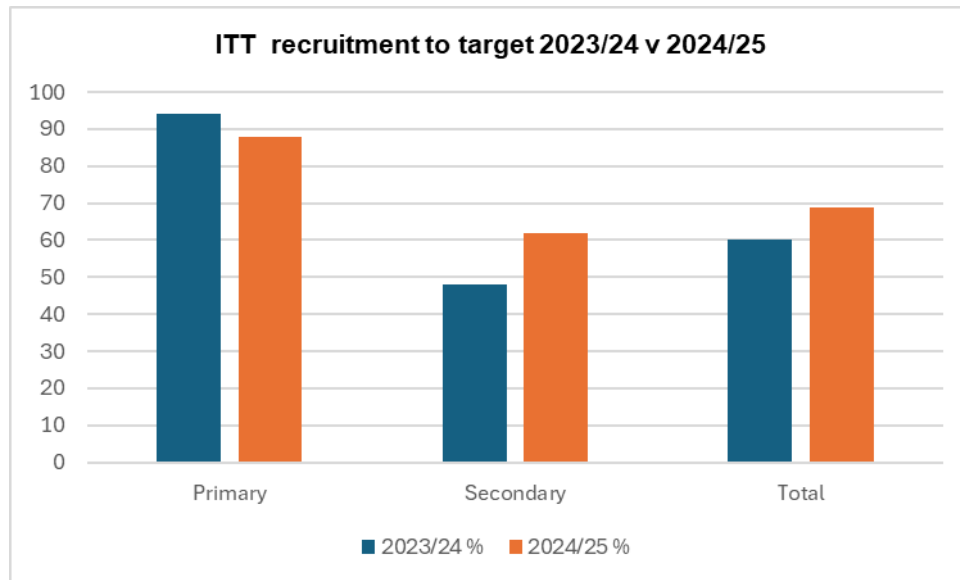
⁵⁰ [Teacher Labour Market in England 2024, NFER](#)

⁵¹ [ITT Census 2022/23](#)

⁵² [ITT Census 2023/24](#)

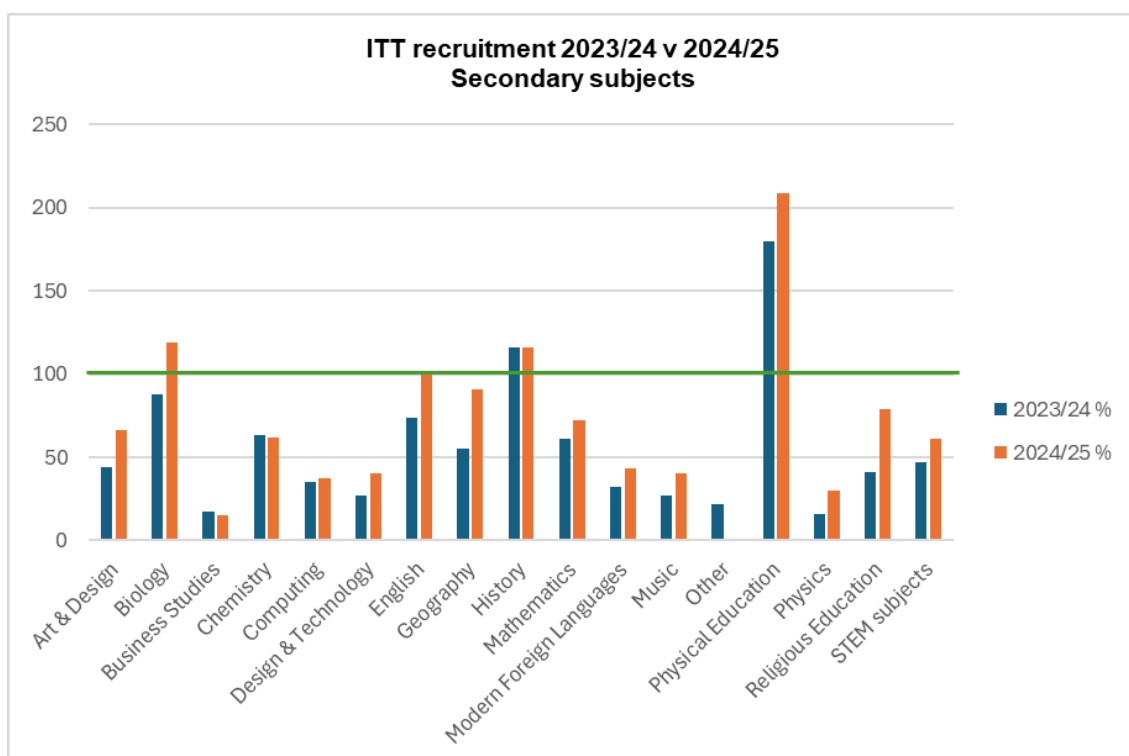
⁵³ [ITT Census 2024/25](#)

Figure 11



- 119. Despite the increase this year, this still leaves the number of entrants below pre-pandemic levels, and leaves a shortfall of over 10,000 teachers, around 9,000 of which are in secondary subjects.
- 120. This puts the government's 6,500 target for new teachers into context. More than this are needed, and urgently.
- 121. Figure 12 below shows recruitment by subject using data from the ITT Census 2024/25⁵⁴.

Figure 12



⁵⁴ Ibid

122. Twelve subjects out of seventeen were below target. Although this is an improvement on last year, this is very slight and nowhere near what is needed.
123. Physics improved from 16% to 30%, but still fell short of the target by 70%.
124. Modern Foreign Languages also improved from 32% to 43%, but again fell far short of target. It is clear to see the impact of the historical reduction in entrants from overseas (see later section).
125. There were some pleasing increases, for example in English, from 72% to 101%, and in Geography from 55% to 91%.
126. However, although Mathematics increased from 62% to 71%, much more improvement is needed.
127. It is now imperative that these improvements are not only built on in future years, but also that more of these trainees go on to teach in the state-funded sector in England, and that more of those that do are retained.

ITT Performance

128. Figure 13 below shows the latest ITT performance profiles⁵⁵, with another drop in the percentage of trainees awarded QTS in 2022/23.

Figure 13

Year	2019/20	2020/21	2021/22	2022/23
Number awarded QTS	26,751	30,101	29,511	21,575
Percentage awarded QTS	96%	95%	93%	92%

129. As we highlighted last year, a change in the methodology means that only those who completed the course are now included, and previous figures have been revised to show this.
130. This means that any trainees who did not go on to achieve QTS for reasons other than not passing are excluded.
131. Furthermore, there was also a significant reduction in the number of those who did achieve QTS estimated to enter the workforce, from 21,830 in 2021/22 to 16,307 in 2022/23.
132. So, the disastrous recruitment to ITT drops even further, despite the revised published figures apparently painting a much rosier picture.

Quality of candidates entering the profession

133. Along with poor recruitment to ITT, we have previously seen falls in the percentage of graduates entering the profession with a first-class degree and those entering with a first-class or 2:1 in recent years.

⁵⁵ ITT performance profiles, 2022/23

134. However, this data has been omitted from the ITT Census for 2024/25, so it is impossible to monitor whether this situation has changed.
135. Previously, the proportions entering the profession with a first-class degree were also not reflective of the proportion of graduates who gained a first-class degree nationally. Due to the data being omitted from the census, we are again unable to see if this situation has changed.
136. As last year, HESA data⁵⁶ shows that of students receiving qualifications in education and teaching, 77% were female while, for science subjects, 78% of engineering and technology qualifications were awarded to males, suggesting that teaching is not as attractive as a career to men as others in STEM subjects.
137. This data would also suggest that teaching is not as appealing a career to those gaining a first-class degree as it is to those gaining a 2:1.
138. Analysis by NFER⁵⁷ published in July 2024 found that changing career preferences are unlikely to be a significant factor underpinning persistent teacher under-recruitment. Rather it was much more likely to be factors such as increasingly uncompetitive pay, high workload and a lack of flexible working options which are driving prospective graduates away from the teaching profession.
139. The analysis concludes with a stark warning to the government: *‘Therefore, ensuring teaching remains competitive with other jobs in pay and workload should be a central plank of the new Government’s plans to address teacher recruitment. Maintaining the status quo risks further entrenching the teacher supply crisis and deteriorating the quality of education provided to pupils.’*
140. The new government’s intent⁵⁸ to re-establish teaching as an attractive, expert profession is important and much needed.
141. A recently published research paper⁵⁹ said that the relatively low status of teachers is a concern. It cites the 2018 TALIS survey which showed that countries where teachers are less valued by society, policymakers and the media (e.g. England, France and Japan) report being significantly affected by a shortage of qualified teachers.
142. This is contrasted⁶⁰ with countries like Singapore, China (Shanghai), South Korea and Finland, where teachers are more appreciated by the government and the public and which do not generally report persistent or high teacher shortages. On the contrary, in Finland and South Korea teaching is a much-coveted profession.
143. Urgent action must be taken to raise the profile and status of the profession, to ensure that it attracts the best graduates.

⁵⁶[Ibid](#)

⁵⁷ [Shifting career motivations are not to blame for worsening teacher shortages, NFER blog, July 2024](#)

⁵⁸ [Education Secretary begins push to recruit 6,500 new teachers, GOV.UK](#)

⁵⁹ [Gorard, S., Ledger, M., See, B. H., & Morris, R. \(2024\). What are the key predictors of international teacher shortages? *Research Papers in Education*, 1–28.](#)

⁶⁰ [Ibid](#)

Early career salaries and recruitment incentives

144. Early career salaries are clearly not competitive with comparable graduate professions.
145. There are variety of forecasts around average graduate salaries in the UK, and teachers' starting salaries do not compare favourably with any of them.
146. The latest DfE graduate labour market statistics⁶¹ cite a graduate median nominal salary of £40,000, up from £38,500 in the previous year⁶².
147. The Institute of Student Employers (ISE) Student Recruitment Survey⁶³ reports an average starting salary for a graduate of £32,000 in 2023.
148. High Fliers⁶⁴ expected the median graduate starting salary in 2024 to be £34,000.
149. As the next two sections highlight, the continued poor recruitment to ITT and the decline in the quality of graduates entering the profession demonstrates that the £30,000 starting salary has not achieved what the previous government intended.
150. Much more needs to be done, and we do not believe that this is just a case of looking at the year one salary. Good quality candidates will be comparing whole-career earning potentials, and the previous government's insistence on ignoring the importance of pay across the board is one of the reasons why we have not seen an uptick in recruitment.
151. We must not see a return to pay awards which are heavily targeted towards early career teachers. Instead salaries across the board must be comparable and competitive with other graduate professions, so that not only are good quality graduates attracted into the profession, but those already in the system are incentivised to stay. Furthermore, we must create a sustainable pipeline into leadership roles.

ITT bursaries and scholarships

152. As we highlighted in our evidence for the 34th remit, we believe that the Department should take a more holistic approach to additional incentives and how they complement the pay framework.
153. As ITT bursaries and scholarships are awarded to trainees, they sit outside of the STRB's remit. However, given the significant sums now involved, we are becoming increasingly concerned about the impact they are having on the pay framework. We think there needs to be closer alignment between the decisions being made by the DfE in their decision-making on what is appropriate around these awards and the STRB, in order to avoid unintended consequences.

⁶¹ [Graduate labour market statistics, 2023, DfE](#)

⁶² [Graduate labour market statistics, 2022, DfE](#)

⁶³ [What are the average salaries for graduates, school leavers and interns? ISE, October 2024](#)

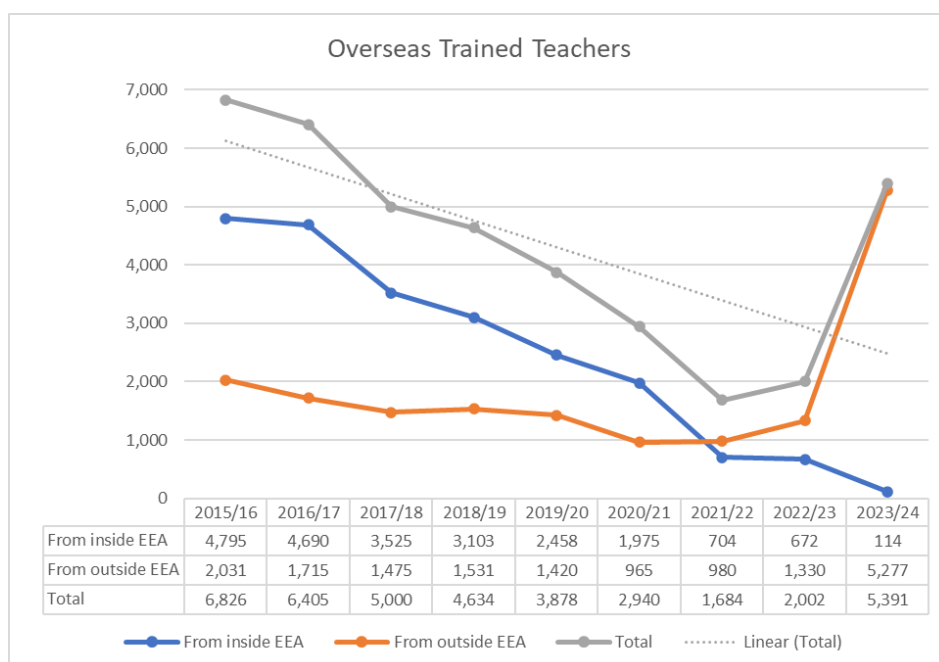
⁶⁴ [The Graduate Market in 2024, High Fliers](#)

154. For example, an ITT trainee who is awarded a tax-free scholarship of £30,000 is going to face a sizable real-terms pay cut when they are appointed to M1 and are then subject to tax, National Insurance and teachers' pension deductions.
155. These things cannot be looked at in isolation from each other, and a much more cohesive approach needs to be taken.

Overseas entrants

156. The decline in the recruitment of overseas trained teachers since 2015/16 has contributed to the overall recruitment issues.
157. The number of entrants from overseas declined rapidly between 2015/16 and 2021/22. In 2015/16 there were 6,826⁶⁵ entrants, which fell to 1,684 in 2021/22.
158. In 2023/24⁶⁶ there were just 114 entrants⁶⁷ from within the European Economic Area (EEA), down from 672 in 2022/23. This represents just 2% of the 4,795 in 2015/16.
159. Prior to 2021/22, the decline had been from both inside and outside the EEA, but since then it has only been in entrants from within the EEA⁶⁸, clearly demonstrating the impact of the UK leaving the European Union.
160. Since then, there has been an increase in entrants from outside the EEA; in 2023/24 the increase was significant.
161. Figure 14 below demonstrates the numbers involved and shows the level of decline from within the EEA, the rapid uptick from outside the EEA in 2023/24 and the overall downward trend.

Figure 14



⁶⁵ [TRA Annual Report and Accounts 2022/23](#)

⁶⁶ Between 1 February 2023 and 31 March 2024 due to change to new 'Apply for QTS in England service

⁶⁷ [TRA Annual Report and Accounts 2023/24](#)

⁶⁸ [Ibid](#)

162. Most of the increase from outside the EEA was from Ghana, with 2,322 entrants, along with 655 from Nigeria, and 638 from Hong Kong. There was a fall in the numbers from the United States from 633 in 2022/23 to 459 in 2023/24, and from Canada, down from 221 in 2022/23 to just 55 in 2023/24.⁶⁹
163. Modern Foreign Languages continues to suffer the worst of the impact. It is clear to see, in the table above, the loss of almost 4,700 teachers from within the EEA in 2023/24 compared with 2015/16.
164. The individual breakdowns from within the EEA are quite staggering, with just two from France, three from Germany, none from Italy and 31 from Spain.
165. Despite the increase in 2024/25⁷⁰, just 1,084 language trainees were recruited out of a targeted 2,520⁷¹, leaving a shortfall of almost 1,500 trainees in Modern Foreign Languages.
166. We know that under the previous government the DfE also had policy initiatives to increase the number of overseas students undertaking ITT placements.
167. With the rapid increase of trainees and teachers from overseas, and from wider areas than previously, we are concerned that many schools may find it challenging to sponsor overseas teachers and support their wellbeing.
168. We are not convinced that there are the support networks and resources required to match the level of increase.
169. It is ASCL's view that there needs to be a longer-term review of this aspect of recruitment, and that the government should take a strategic and holistic approach in order for the profession to benefit from overseas trained teachers.
170. As we raised in our last submission, we also have ethical concerns about the apparent increasing reliance on recruiting teachers from overseas and the impact that this may have on their home countries.

Retention

ASCL recommends that:

- ✓ **Retention at all levels is made a key focus for the government and the Department, in order to retain the teachers and school leaders who have already chosen the profession and who are fully trained and qualified. This will in turn reduce the number of new teachers we need to recruit into the profession, bringing with it savings in recruitment, training, onboarding and mentoring costs.**
- ✓ **A holistic approach to bursaries and other incentive payments made by the DfE must be taken so that they support the pay framework as set out in the STPCD.**

⁶⁹ ibid

⁷⁰ ITT Census 2024/25

⁷¹ ibid

- ✓ The scope of the STRB and the STPCD is broadened to include business leaders who hold whole school or trust responsibilities to ensure that they receive the recognition and remuneration for the crucial roles they hold (which also support other school leaders to deliver their core functions) and to enable us to retain their expertise and experience within the sector.
- ✓ The government works with trade unions and key stakeholders on a strategic plan to raise the profile of the education workforce.
- ✓ The wellbeing of the workforce is supported and improved by acting on the recommendations of multiple stakeholders⁷², including recommendations around accountability and inspection⁷³.
- ✓ Schools are provided with the training and resource needed to enable them to fully embrace flexible working.

Why are we saying this?

We know that retention to the profession remains challenging and that moving into and staying in school and college leadership is increasingly unattractive due to the poor pay differentials, less favourable working conditions and disincentives to work until retirement age. This is compounded by the extreme pressure and lack of job security associated with our high-stakes accountability system. The retention rate after five years for new headteachers under the age of 50 is 84% in primary schools and just 75% in secondary schools⁷⁴.

We also know that entry to, and progression within, teaching and leadership continues to be more challenging for people with certain protected characteristics. Recent research from the National Foundation for Educational Research⁷⁵, for example, found that the under-representation of people from ethnic minority backgrounds, most pronounced at senior leadership and headship levels, is largely driven by disparities in the early career stages, particularly Initial Teacher Training.

Despite all these challenges, the majority of the DfE's focus under the previous government remained on recruitment to, and early years in, the profession. It is also the case that too many policy initiatives are standalone, and do not form a cohesive career-long package that changes to meet the need of teachers throughout their professional and personal journey.

ASCL believes that the STRB should consider a variety of factors relating to retention when making its recommendations:

- i. Competitive pay framework
- ii. Retention rates for classroom teachers
- iii. Retention rates for school leaders
- iv. Vacancy rates

⁷² [TWIX 2024, Education Support](#)

⁷³ [The future of inspection, ASCL](#)

⁷⁴ [School leadership in England 2010 to 2020: characteristics and trends, DfE 2022](#)

⁷⁵ [Racial equality in the teacher workforce, NFER 2022](#)

v. Workload and wellbeing

Competitive pay framework

171. As a point of principle ASCL believes that there should be a competitive pay framework in place that makes teaching an attractive proposition across a career. This should not differentiate by subject, phase or location.
172. We remain concerned that some of the DfE's current retention incentives will make teaching actively unattractive when they end, as they are solely focussed on one part of a teacher's career. For example, when a teacher comes to the end of the new enhanced 'Levelling Up Premium' they are likely to face a pay cut just at the time in their life when many may wish to start a family.
173. We would much prefer the idea of a programme that can sit alongside the pay framework and can be adjusted to meet shortages. We have talked previously about using a student loan forgiveness mechanism for achieving this; however, we do recognise that not all teachers will have loan repayments to make.

Retention of classroom teachers

174. The retention of classroom teachers remains a significant area of concern, one which we feel continues to be overlooked in the focus on recruitment.
175. The number of teachers leaving the profession last year (43,522)⁷⁶ was only slightly lower than the record number of leavers in 2022 (43,997). This represents one in ten of all qualified teachers.
176. Of that figure, as last year, almost 40,000 left for reasons other than retirement⁷⁷, the highest number since pre 2010/11. Of those, almost 25% were aged under 29. That means that over 10,000 teachers who have recently trained and joined the profession left.
177. The retention rate after one year increased slightly from 2022, from 87.2% to 88.7%, meaning that more than one in ten teachers still leave the profession after just one year.⁷⁸
178. The retention rate for two years after qualifying fell slightly, from 80.1% to 79%, meaning that one in five teachers leave after two years.⁷⁹ It is noteworthy that this is the first cohort to complete the two-year Early Career Framework⁸⁰.
179. Although we saw slight increases in the retention rate for those three to six years after qualifying in 2021, this has not been the case in either 2022 or 2023 where, in fact, retention rates fell across all those categories in both years.

⁷⁶ School Workforce Census, 2023 data

⁷⁷ *Ibid*

⁷⁸ *Ibid*

⁷⁹ *Ibid*

⁸⁰ Teacher and Leader development: ECF and NPOs, AY 2023/24

180. The rate of drop-off after five years remains staggering, with just 67.5% remaining in the profession. This means that one in three teachers leaves the profession after just five years.
181. The retention rate after ten years fell again, from 58.7% in 2022 to 57.8% in 2023, meaning that fewer than three out of every five teachers were retained by this point.⁸¹
182. We remain concerned that not enough focus is given to this cohort of leavers, who are likely to be those starting a family and therefore those most likely to be cost-sensitive.
183. We believe that several DfE initiatives, such as the 'Levelling Up Premium', will only exacerbate the feeling of being less well-off that this group experiences, due to a number of factors hitting them at this point in their career.
184. We know that considerable numbers of teachers are considering leaving the profession, as detailed in our next section.
185. A report by Edurio⁸² in June 2024 said that staff retention in schools and trusts was at its worst since 2018/19, with '*one in two teachers considering resigning constantly, often or sometimes*'.
186. The National Governance Association's annual governance survey⁸³ shows that 43% of secondary schools struggle with acute retention challenges.
187. It is widely known that better retention has a magnifying effect. For every seven teachers that are retained in the profession, the result is that ten fewer teachers need to be recruited⁸⁴.
188. We now look at the impact this would have on some examples.
189. First, we look at the overall number of teachers and leaders who left for reasons other than retirement. In the 2023 SWC there were 39,971 leavers. If they had all been retained, then it would mean that 57,100 fewer teachers would need to be recruited.
190. Even if just half of these had been retained, we would have needed to recruit 28,550 fewer teachers.
191. To put these figures into context, the new entrants to ITT in 2023/24 totalled 26,955 and this was just 62% of the recruitment target.
192. These examples demonstrate just how crucial the retention of teachers and leaders is, and how the government and the Department cannot focus solely on recruitment as has been the case to date.

⁸¹ [Ibid](#)

⁸² [Staff Retention in Academies, Edurio, June 2024](#)

⁸³ [School and Trust Annual Governance Survey 2024, NGA](#)

⁸⁴ [Dire teacher recruitment data should concern policymakers, NFER, December 2023](#)

193. Put simply, if we can resolve the retention crisis, this will go a long way towards resolving the recruitment crisis.

Recruitment and retention of school leaders

194. ASCL remains concerned about the recruitment and retention of school leaders.

195. Whilst acknowledging that the recruitment and retention of early career teachers continues to be a major cause for concern, this issue is not exclusive to early career teachers. It applies across the profession, including school leaders.

196. We see a variety of sources of evidence, including our own member surveys, showing an increase in the number of leaders who are considering leaving the profession, either for early retirement or for a role outside education.

197. The April 2023 publication of the DfE's '*Working Lives of Teachers and Leaders*' (WLTL)⁸⁵ reported that 25% of teachers and school leaders were considering leaving the state school sector in the next twelve months for reasons other than retirement.

198. The WLTL wave three summary report⁸⁶ shows that this jumped to 36% in 2023 and has reduced slightly to 34% in 2024.

199. The WLTL report, along with other research and anecdotal reports from our members, lists a variety of factors affecting school leaders' decisions to leave the profession, including workload, stress or poor wellbeing, exhaustion/fatigue, lack of recognition/respect from the government, and accountability.

200. But pay is also important. As we highlighted in previous evidence submission, in our member survey, 59.1% said that their salary has an impact on them remaining in the profession.

201. This was also reflected in the WLTL report⁸⁷, where over half (58%) of teachers and leaders were dissatisfied with the salary they received for the work they did (down from 69% in 2023 following the resolution of the pay dispute).

202. For teachers and leaders considering leaving the English state school sector, dissatisfaction with pay was cited by 56%⁸⁸.

203. Of those that had left the profession, 34%⁸⁹ cited dissatisfaction with pay as a reason.

204. The Department must take seriously the importance of pay to experienced teachers and school leaders and acknowledge the extent of the real-terms cuts experienced by these two groups.

205. The strength of feeling around this was made abundantly clear by members of all teaching unions in the industrial disputes of 2023.

⁸⁵ Working Lives of Teachers and Leaders, Wave 1, DfE April 2023

⁸⁶ Working Lives of Teachers and Leaders, Wave 3 summary report, December 2024

⁸⁷ WLTL wave 3, summary report

⁸⁸ Ibid

⁸⁹ Ibid

- 206. As the evidence we have provided shows, pay has the power to impact on recruitment and retention, and if the impact is to be a positive one rather than the negative impact we have seen since 2010, then we must see further above inflation pay awards for a number of years to come.
- 207. Almost one in three (31%) school leaders appointed aged under 50 leave their post within five years of appointment, more than half (53%) of whom quit teaching in state-funded schools entirely⁹⁰.
- 208. 2023 SWC data shows an alarming increase in the leaver rate for headteachers (figure 15) and for deputy and assistant headteachers (figure 16) over the last four years.

Figure 15

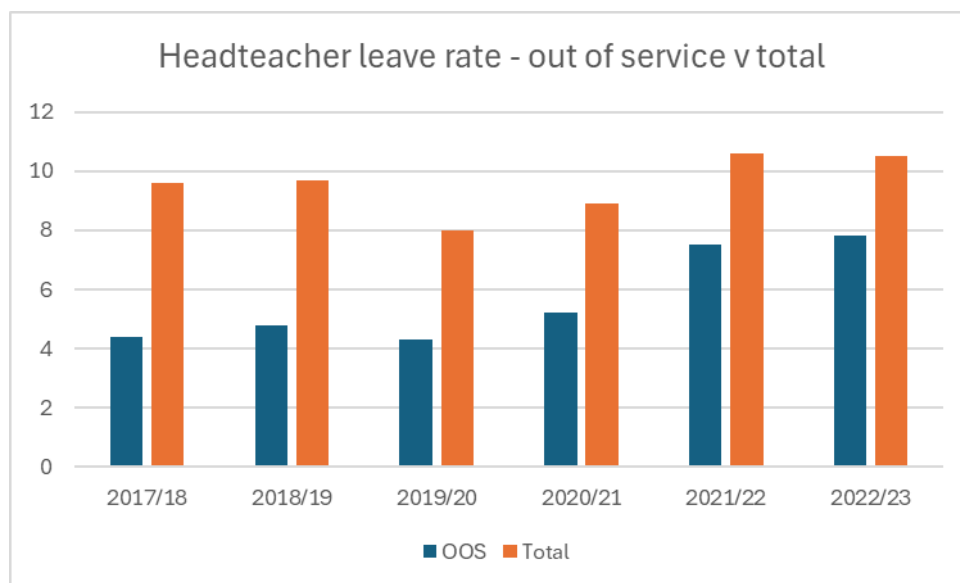
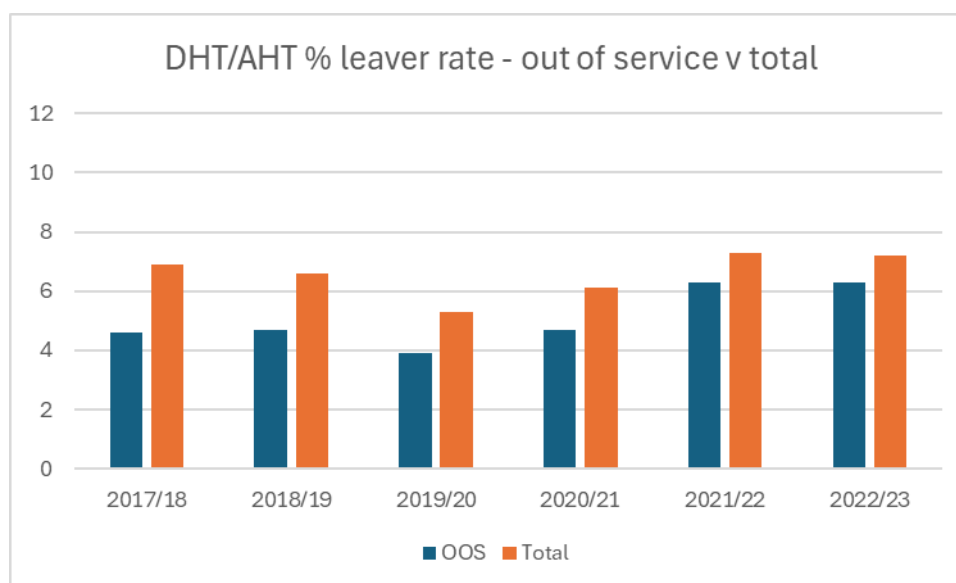


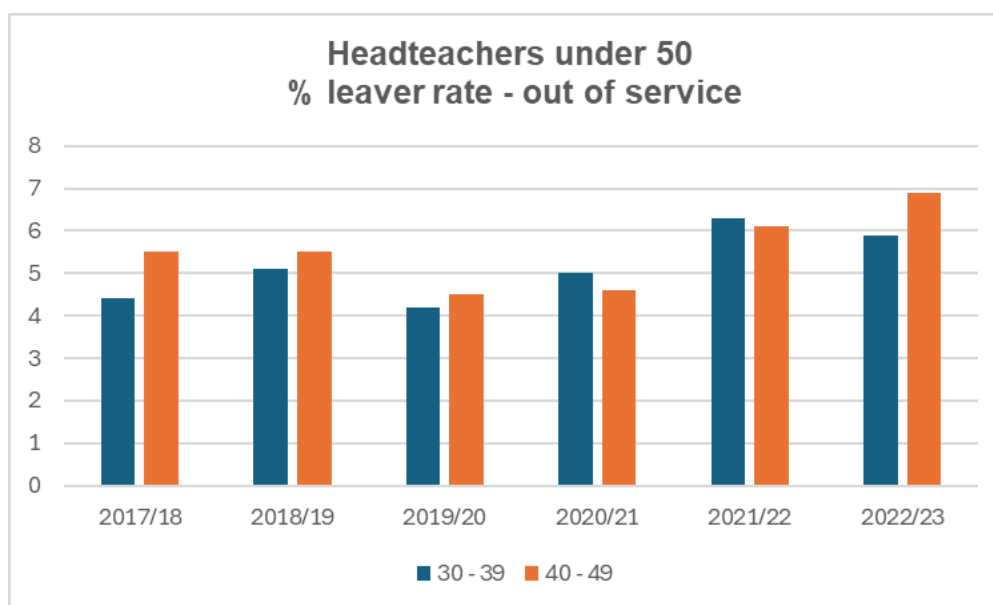
Figure 16



⁹⁰ School Workforce Census 2023

209. The overall leaving rates for these two groups have increased, but what is most concerning is that the rate for those leaving the profession for reasons other than retirement (out of service) has increased, whilst retirements have decreased.
210. SWC data shows more concerns around the leaving rate for headteachers under the age of 50. We saw the dire retention rates for this group in the DfE statistics '*School leadership in England 2010 to 2020: characteristics and trends*', and the SWC data shows alarming increases in the proportion of headteachers under the age of 50 who have left the profession for reasons other than retirement, particularly those aged 40-49 (figure 17).

Figure 17



211. We again raise our concerns that SWC data does not show retention rates for school leaders. Moreover, it does not allow the data to be filtered by post or any other characteristic.
212. This makes it impossible to keep track of the retention of leaders, or any other groups, unless the Department publishes a report like the '*School leadership characteristics: 2010 to 2020*'.
213. It is not acceptable that this data is not made publicly available annually along with the other SWC data. We hope that this will be addressed along with the Department's commitment to publish more equalities data.

Workload and wellbeing

214. The 2024 Teacher Wellbeing Index⁹¹ (TWIX) reports that, although there are some slight improvements in the wellbeing data, seriously poor wellbeing among the workforce persists.
215. The report showed that stress levels at work in 2024 remained the same as in 2023.

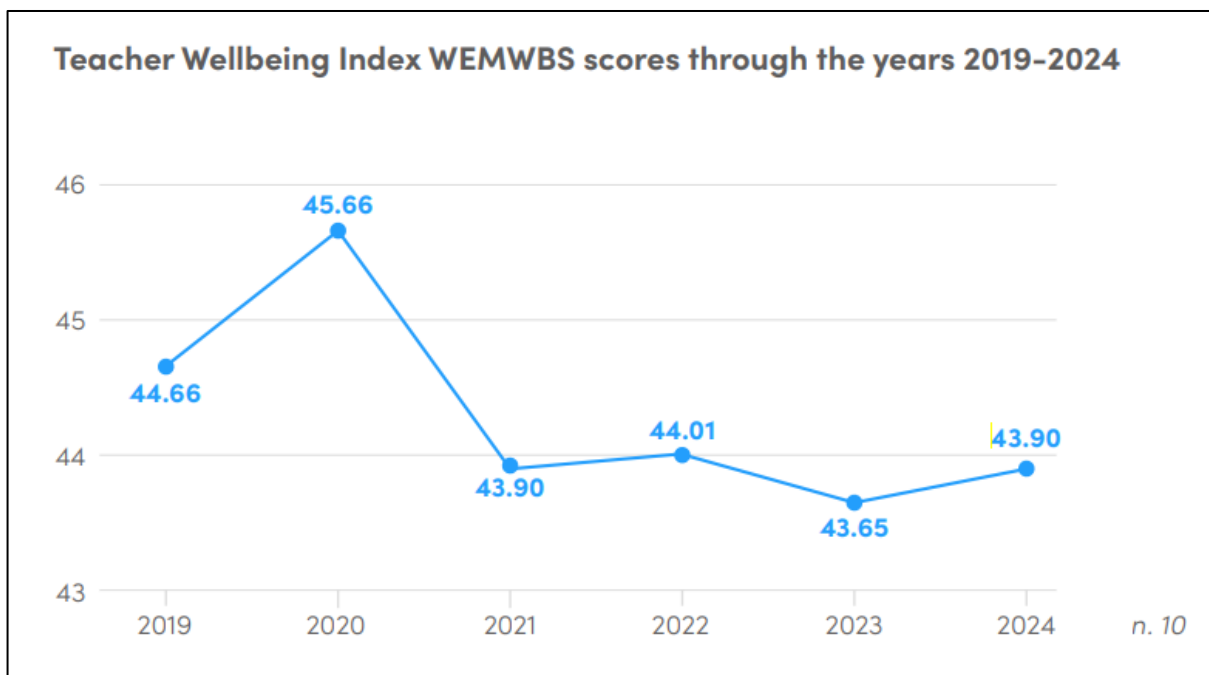
⁹¹ [Teacher Wellbeing Index 2024, Education Support](#)

216. This year the survey asked about the changing nature of pupil and parental behaviour and its impact on staff wellbeing. The findings on this area were:

- *57% of staff/60% of senior leaders felt pupils and students have become more disruptive in lessons.*
- *63% of staff/67% of senior leaders feel they have experienced more incidents of challenging pupil and student behaviour.*
- *82% of staff/81% of senior leaders who experienced an increase in challenging behaviour by pupils and students feel their mental health and wellbeing is negatively affected.*
- *46% of staff/56% of senior leaders feel that vexatious complaints from parents and guardians have increased.*
- *70% of staff/74% of senior who experienced an increase in challenging behaviour from parents and guardians feel their mental health and wellbeing is negatively affected.*

217. The 2024 Teacher Wellbeing Index score for England was 43.90, much lower than the National Adult Population score of 51.40 for the same period, and slightly up from 43.65 in 2023 (figure 18).⁹²

Figure 18



218. The report states that those *'with scores of between 41 and 45 should be considered at high risk of psychological distress and increased risk of depression'*.⁹³

219. The report concludes that school and college leader wellbeing continues to be a real cause for concern, citing disturbing data from school leaders. *'Rates of anxiety, depression, burnout and acute stress remain at high levels this year.'*

⁹² [Teacher Wellbeing Index 2023, Education Support](#)

⁹³ [Ibid](#)

220. Worryingly, the report states that this *'has a meaningful impact on the health of individual leaders, their teams; as well as staff retention and quality of education that can be delivered for our children and young people.'*
221. Workload and working hours also remain a significant concern for the profession, both at classroom teacher level and school leader.
222. The TWIX report⁹⁴ said that leaders are most likely to work unsustainably long hours, be unable to switch off and experience symptoms of burnout. It recommends that the government must prioritise the provision of targeted, high-quality support to leaders if we are to retain talent at all levels across the sector.
223. The latest WLTL data⁹⁵ shows a slight decrease in the average weekly working hours for leaders, from 57.4 in 2023 to 56.6 in 2024 (56.8 in 2022). The distribution of working hours also shows that 34% of leaders were working between 60 and 69 hours a week.
224. There was also a slight drop in weekly working hours for teachers, from 49.4 in 2023 to 48.1 in 2024 (48.7 hours in 2022).
225. This improvement is welcome, but it is nowhere near enough to resolve the issue, or to even suggest that this is the start of a trend.
226. The wave two summary report⁹⁶ showed the data broken down by full-time vs part-time. Figures for full-time teachers were 52.4 (up from 51.9 in 2022) and 38.0 for part-time (up from 37.3 in 2022). This breakdown is not included in the wave three summary report.
227. It is worth noting that a standard full-time working pattern in most sectors would be around 37 hours.
228. It is ASCL's view that the STPCD needs to be updated to provide school leaders with some guaranteed maximum working hours and guaranteed breaks. Currently the only protections for school leaders are that they cannot be required to work on weekends or bank holidays, but this was indeed something which happened throughout the pandemic and continues to be the case. The only reference is to the working time regulations, which is simply not enough.
229. School leaders cannot continue to be expected to be what is basically 'on-call' throughout evenings, weekends and school holidays.
230. Additionally, the STPCD framework does not include a mechanism for compensating teachers for excessive additional hours worked, either through overtime payments or time in lieu.
231. We believe that until a wholesale review of the framework takes place and a financial accountability included, in line with other sectors, then the embedded culture of long hours will be impossible to eradicate.

⁹⁴ *ibid*

⁹⁵ WLTL wave 3 summary report

⁹⁶ WLTL wave 2 summary report

232. We must see significant and impactful reductions to workload and improvements to wellbeing in order to address the issues faced by the education workforce.
233. As we highlighted in our evidence to the 34th remit, school business leaders are included in the senior leader categories in the TWIX report and also in a separate 'School Business Leader Wellbeing Index 2024'⁹⁷ report by Education Mutual. This showed that, for 82% of respondents, excessive workload affected their mental health and wellbeing at work, and for 47% this was affected by working long unpaid hours.
234. Due to the timing of this remit, no later data is currently available. However, communications from our members give us no reason to believe that the situation has improved. If anything, it is likely to have deteriorated.
235. In ASCL's business leader pay survey in December 2023, members were given the opportunity to highlight any other issues. Workload and wellbeing were a concerning trend, and this has remained a recurring theme in our engagements with members throughout the last year.

Business Leaders

236. Business leaders are a crucial and integral part of school leadership, with high levels of strategic responsibility and accountability. Where schools or trusts do not have a strong business leader, or business leadership team, then the work of the rest of the school leaders is compromised and their workload is increased. This is affirmed in our position statement⁹⁸ on business leader pay and conditions, which says:

Business or executive leaders who undertake whole school, college or trust responsibilities are an integral part of the leadership team. ASCL believes that this should be reflected in their status and remuneration.

Where this is not the case, there should be a review of the business leader's pay to ensure their crucial role is appropriately recognised and remunerated.

237. We firmly believe that business or executive leaders who have whole school, college or trust responsibilities should be paid with parity to other leadership colleagues holding the same level of responsibility, regardless of the route they have taken into education leadership.
238. As we have previously highlighted, as there is no national pay framework that specifically recognises business leadership roles, and pay for these roles is locally determined, there is a disparity in the level of pay and recognition in these roles.
239. The situation has been exacerbated by outdated job profiles used by some local authorities which do not always reflect how the responsibilities and accountabilities of these roles and the profession have evolved over time.
240. Local authorities operate their own job evaluation and grading framework, generally within the National Joint Council (NJC) pay scales, and this varies

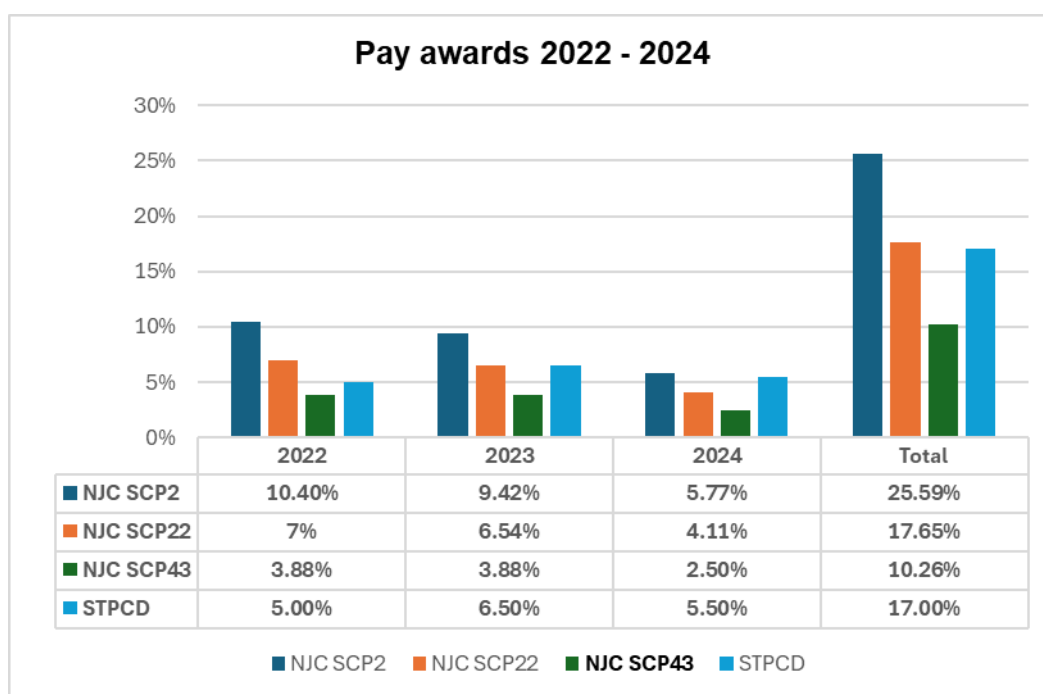
⁹⁷ [School Business Leader Wellbeing Index 2024, Education Mutual](#)

⁹⁸ [ASCL Position on policy](#)

greatly between authorities. The result is a fragmented situation where some schools are denied access to higher pay scales which are warranted by these roles, and others are not.

- 241. Academy trusts are not bound by NJC arrangements and so the situation is fragmented further.
- 242. The NJC pay awards for the last three years have seen those working in business leadership roles receive the lowest pay award in the sector; lower than support staff colleagues and lower than teachers and leadership colleagues employed under the STPCD.
- 243. The chart below (figure 19) shows the annual pay awards for NJC scale points (SCP) 2 (minimum), 22 (mid-point) and 43 (maximum of published points), alongside the annual uplifts in the STPCD.

Figure 19



- 244. This has widened the gap between the pay of business leaders and other senior leadership colleagues.
- 245. This is having a significant impact on our business leader members. Below are some examples provided by members of issues relating to this.
- 246. A member contacted us as their trust had set up a support staff leadership pay scale which mirrored the STPCD leadership pay range and paid senior support staff on this. Due to the differentiated pay awards, there is now a significant gap between those values.
- 247. Another member was paid on a support staff scale which was above the assistant headteacher pay range. Four years ago, the salary was over £5,000 above the assistant headteacher range, now it is almost £700 lower. It had been roughly the equivalent of L21 but is now lower than L18. This is purely as a result of the disparity in pay awards.

248. In our business leader pay survey in December 2023, a member told us that in 2020 their salary was above leadership point 20, but after the 2023 pay award sat between points 18 and 19; this will now be even lower after the 2024 pay award.
249. As we cited in our last evidence submission, without a doubt the most worrying statistic from our pay survey was that 50% of respondents intend to leave their role within the next three years. This had increased from 29% in our 2021 survey.
250. We make no apology for repeating that this presents a huge risk to the sector. The work business leaders carry out and the responsibilities they hold are critical to the education system.
251. In October, we held our regular Business Leaders' Online Forum, which was attended by ASCL General Secretary, Pepe Di'lasio. We received the strong message that members were feeling underpaid and undervalued.
252. Unless we see urgent action to address this, trusts and schools face losing the significant expertise and experience that business leaders bring. Business leaders have a wealth of transferrable skills which enable them to move to higher paid roles in other sectors and professions, often with more flexible working opportunities than are on offer in the education sector.
253. We believe the solution to this is to broaden the scope of the STPCD and the remit of the STRB to include those working in business leadership roles.
254. By bringing the role into the STPCD alongside other senior leadership roles such as assistant headteacher and deputy headteacher, business leader pay would be set in the same way, giving full recognition to their whole school responsibilities and increasing their perceived status.
255. These roles have not been served well by the NJC arrangements, as demonstrated by our survey results; nor would they be by the reinstatement of the School Support Staff Negotiating Body⁹⁹.
256. We would rather see one review body for all education staff, and a school workforce pay and conditions document. However, while two systems are in place, it is our firm view that business leaders should be brought into the STPCD alongside their leadership colleagues to receive the remuneration and recognition that these crucial senior strategic roles deserve.
257. We now have the perfect opportunity to make this change before the scope of the SSSNB is decided, and to ensure that business leaders are already in alternative arrangements which will ensure that they are fairly and appropriately rewarded and recognised for the leadership roles that they hold.
258. In our later section on equalities, we again raise the issue of women being underrepresented in leadership roles and being paid less than their male counterparts.
259. The business leadership workforce is also predominantly female. However, just as in teaching, higher paid business leaders are predominantly male. This means that it is highly likely that in a senior leadership team made up of a mix of men

⁹⁹ ASCL comment on Labour's plan to reintroduce SSSNB, September 2023

and women, the female leaders will be paid less than the male leaders, with business leaders likely to be the lowest paid member of leadership, regardless of the level of responsibility and accountability they hold. This is something that simply must be addressed.

260. If action is not taken soon, we will undoubtedly see an exodus from the profession. This will not only mean that we will lose the extensive knowledge, skills and expertise held by business leaders, but it will also in turn drive up the workload of headteachers, CEOs and other school leaders trying to fill the gaps, presenting real risks in terms of compliance and financial and operational accountability.
261. We urge the Review Body to recommend that those working in business leadership roles be brought into the remit of the STRB, and for the scope of the STPCD to be broadened to incorporate all school leadership roles. This will help support the whole school leadership team and in turn contribute to workload reduction.

Retention: conclusion

262. All the evidence above shows that the previous government's plan to only raise salaries for early career teachers has not addressed recruitment and will not address retention.
263. The STRB itself highlighted that the teacher leaving rate has returned to pre-pandemic levels, and that the trend is concerning.¹⁰⁰
264. The previous government appeared unable to acknowledge the fact that teacher and school leader pay has been significantly damaged by its decisions to restrain or freeze pay over the last 10-12 years.
265. We hope that the new government, as part of the resetting of the relationship between the Secretary of State and education workforce, will acknowledge this, and take the necessary steps to address it.
266. The STRB's 34th report said: *'The primary objective of our recommendations is to continue to address, in a balanced way, the structural deterioration in the pay of teachers relative to comparable professions and to improve levels of recruitment and retention.'*
267. One of the recommendations in the latest *Teacher Labour Market in England* report (pre-election) *'Political parties should set out their plans to develop a long-term strategy for pay-setting which reduces the gap in earnings growth with competing occupations, while ensuring that schools have sufficient funding to enact these pay increases without making cuts elsewhere.'*
268. The consensus on this is clear.
269. When it is clearly so difficult to attract sufficient quantity and quality of candidates into the profession, we have a duty to ensure we can retain as many of those who have chosen teaching as their career for as long as possible.

¹⁰⁰ STRB 34th Report

The cost pressures that schools are already facing and may face over the year (and how they affect individual schools).

270. Schools in England are facing significant financial challenges in the 2025/26 funding year as a consequence of rising operational costs and continued funding constraints.
271. A [survey](#) of headteachers in England carried out by ASCL in June 2024 found the impact of funding insufficiency will mean that over the next 12 months:
- Nearly three-quarters will have to increase class sizes.
 - Nearly 60% will have to reduce their curriculum offer.
 - More than half are reducing subsidised school trips.
 - Three-quarters are cutting classroom resources.
 - Nealy two-thirds will have to cut pastoral support.
 - 62% will have to run an in-year deficit budget.
 - More than 40% are planning to ask for parental donations.
274. The survey findings indicated that less than 2% of respondents felt that they would have sufficient funding in the next 12 months to avoid taking action in these areas.
275. We must not underestimate the impact of our survey findings. The financial stability or vulnerability experienced at individual school or trust level in 2024/25 will set the context for their capacity to set a functioning budget for 2025/26.
276. In its [annual survey](#), the National Governance Association (NGA) found that budget pressures are intensifying. 60% of governing boards cited balancing the budget as the top challenge for schools. This has increased from 52% in the previous year, and from 40% in 2020.

Will funding announced in July 2024 shift the dial on these findings?

277. Our survey was undertaken before the government accepted the recommendations of the STRB for September 2024 and before additional funding of £1.2 billion was announced for schools. This funding (known as the core schools budget grant or CSBG) was intended to support cost pressures associated with teaching and support staff pay awards for 2024/25 and other inflationary pressures.
278. The CSBG allocations included an assumption that schools would partially fund pay awards from within existing budget settlements and that the addition of the CSBG would render 2024 pay awards fully funded.
279. This assumption relies on the income and expenditure profiles of all schools mirroring the national average income and expenditure profile. This is simply not the case.

Funding for post 16 providers

280. The CSBG supports funding for schools with sixth forms, but there has been no additional funding to support the colleges sector to fund pay awards for 2024/25.

281. According to the IFS, college staff have experienced significant real-terms pay cuts since 2010, with below-inflation pay awards leading to a decline of around 18%. In 2024/25 funding year the 16-19 learner rate was uplifted by 1.89%, which does in itself provide headroom for pay awards.

Funding for 2025/26

Schools

282. The Autumn budget 2024, set out the school settlement for 2025/26. The [core schools budget will see real terms growth of 1.4%](#) compared to 2024/25. This represents £2.3 billion in cash terms. The core schools budget must deliver revenue funding for mainstream schools, special schools and alternative provision, the pupil premium grant as well as other education services delivered by local authorities.
283. In 2025/26, £1 bn (out of the total £2.3 bn) is allocated to supporting high needs. [HM Treasury policy costing](#) documents indicate that it is likely that LAs will use this additional funding to reduce in-year deficits in high needs spending. In other words, it may not reach schools to support cost pressures. Special schools and alternative provision settings continue to be funded at £10k per commissioned place. This has been held as a flat cash amount since it was introduced in 2013/14. In real terms we estimate that this should be closer to £13,600 per place in 2024.
284. Funding through the mainstream schools national funding formula (NFF) is increasing by 2.23% per pupil on average in 2025 to 2026, compared to 2024 /25. This includes a 1.28% increase to ensure that the 2024 teachers and support staff pay awards continue to be funded. This means that the net per pupil increase next year is less than 1%. This is unlikely to be sufficient to meet the rising costs of schools, as these costs tend to outstrip inflation.
285. It is reassuring to note that grants including the core schools budget grant (CSBG), pay (TPAG) and pension (TPECG) grants have now been baked into budgets for mainstream and special schools for 2025/26 and beyond; however this accounts for the majority of the increases in available revenue funding. We think that many schools will still find themselves facing difficult choices driven by financial constraint.

Funding protections for 2025/26

286. The funding floor ensures that schools do not see a reduction in their per-pupil funding below a certain percentage compared to the previous year. (For example, if the funding floor is set at 0.5%, every school is guaranteed at least a 0.5% increase in funding per pupil compared to their baseline year.) The funding floor will be set at 0.0% for 2025/26 funding year. This means that some schools will not see any increase at all in their per pupil funding compared to 2024/25. At the time of writing, we do not know how many schools this will affect.

Colleges

287. Within the total education settlement, the Autumn budget delivered £300 million revenue for colleges. However, at the time of writing we do not know how this will be distributed. Unlike in schools, where pupil numbers are in decline, the population of post-16 students is expected to rise by 118,000, or 5%, by 2028. We can therefore assume that some of this £300m will be required simply to fund student growth. According to the [IFS](#), maintaining current levels of spend per student in real terms will cost £400 million over that period.

Rising costs continue to diminish the purchasing power of schools.

Inflation

288. We have set out the funding expectations for the core school budget for 2025/26 above. The net per pupil increase next year is less than 1% in real terms.

289. The inflation table below (figure 20) is an extract from the OBR economic and fiscal outlook October 2024. We understand that government spending decisions use the GDP deflator, but we believe that school costs are much more closely aligned to CPI. In 2025 and 2026, CPI is projected to be higher than the GDP deflator measure. This difference will erode the spending power of schools even more.

Figure 20

	Outturn		Projections				
	2023	2024	2025	2026	2027	2028	2029
Inflation							
CPI	7.3	2.5	2.6	2.3	2.1	2.1	2.0
RPI	9.7	3.6	3.5	3.3	3.1	2.9	2.9
GDP deflator at market prices	7.1	2.8	2.5	2.0	2.0	2.0	2.0

290. In addition to inflationary pressures there are specific cost pressures facing schools that have both direct and indirect consequences on expenditure planning:

- Employer national insurance contributions are rising by 1.2% in April 2025. We welcome the Treasury commitment to fund public sector employers but at the time of writing we have no detail regarding the amount of funding available or the distribution methodology. Consequently, we cannot test adequacy, and we cite this as a risk. It is likely that, in addition to direct staff cost implications, suppliers will pass on these costs to their customers, including schools.
- The national living wage is increasing by 6.7% in April 2025. We expect that this will influence support staff pay negotiations for 2025.
- The growth in demand for SEN support continues to be outstripped by increases in available funding. The number of education health and care plans ([EHCPs](#)) [has grown by 11%](#) since 2023, and the number of children and young people requiring [SEN support without an EHCP](#) is up by 4.7%

compared to last year. Demand for, and the costs of, supporting our young people with SEND are significant cost pressures. This is exacerbated by additional funding for high needs being used for deficit recovery and never reaching schools and colleges.

- Falling pupil numbers impact school budgets and financial sustainability because distribution under the national funding formula (NFF) is largely pupil-led. Small changes in pupil numbers can have significant implications for school budgets, even though their staffing costs may not be impacted at all. In 2025/26 the minimum per pupil funding levels set by government are £4,955 (primary) and £6465 (secondary). A drop of ten pupils will reduce funding by around £50K in a primary school and £65K in a secondary school but does not mean fewer teachers are required. The class-based running costs are likely to remain the same. There are protections built into the national funding formula but, as mentioned earlier, the funding floor for 2025/26 is set at 0%.

Cost pressures - conclusion

291. The convergence of escalating costs and funding limitations is straining school budgets, potentially affecting the quality of education and leading to difficult financial decisions. Schools may need to explore cost-saving measures and/or consider structural changes to maintain financial stability.

292. We will provide modelling as part of our supplementary evidence, based on the Department's evidence and other information available at that time.

Impact of recommendations on further education (FE) teaching workforce

292. Again, disparity in pay, and the funding for it, is a major issue for our members working in the FE sector.

293. It is finally becoming more widely known that salaries for FE teachers are much lower than their counterparts in the school sector.

294. Bearing in mind the evidence provided earlier in this submission on the real-terms cuts experienced by teachers and leaders in schools, this brings into focus just how dire the situation is for those working in further education.

295. An IFS report¹⁰¹ published in March 2023 showed that college teacher pay had fallen by 17% between 2010 and 2022, with an especially sharp real-terms decline in 2022/23, where college teachers were offered a 2.5% increase against record high inflation levels.

296. The report¹⁰² also found that almost a quarter of college teachers leave the profession within a year, with half leaving within three years.

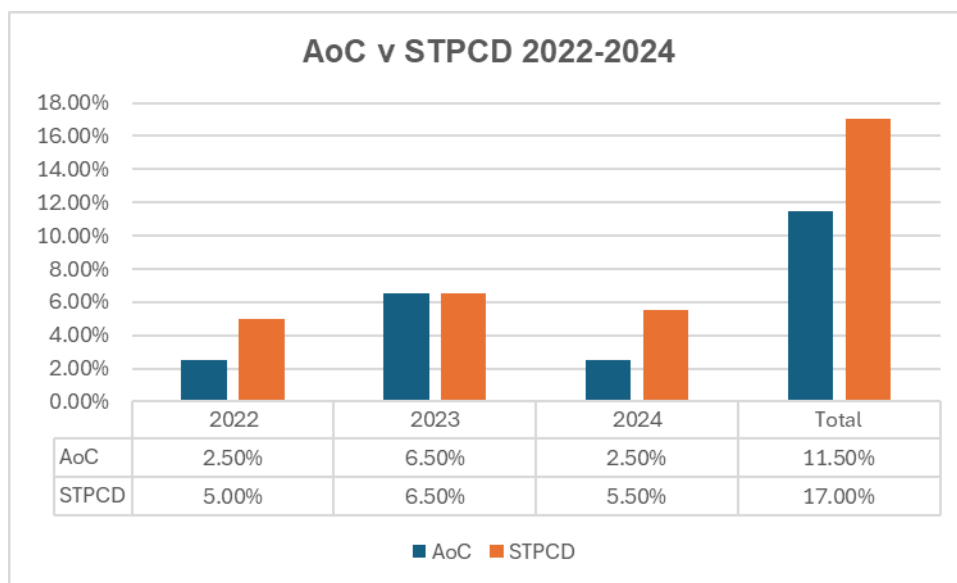
297. These figures are even more stark than for teachers in schools in England.

¹⁰¹ [What has happened to college teacher pay in England? IFS, March 2023](#)

¹⁰² [Ibid](#)

298. Recent analysis carried out by NFER¹⁰³ and published in September found that teachers in FE colleges may earn almost a quarter less than teachers in schools.
299. One of the key findings of the report was that a combination of skills shortages within Construction, Engineering and Digital, and the pay differential with both industry and with other education roles, places FE at a disadvantage for both recruitment and retention.
300. There is also a disparity between teachers employed in FE colleges and those employed in sixth forms, due to the different pay arrangements for each group.
301. This means that national pay awards made to teachers employed under the STPCD in England do not apply to those working in FE colleges or to those working in sixth form colleges. However, they do apply to those working in schools with sixth forms.
302. This has created an incredibly fragmented system, and the situation is further exacerbated by the disparity in funding arrangements.
303. The chart below (figure 21) shows the disparity between the recommendations made by the Association of Colleges (AoC) and the STPCD for the three years between 2022 and 2024.

Figure 21



304. Additional funding was provided for schools to help with the pay award costs, and this was extended to schools and academies with sixth forms, as well as academised sixth forms. However, non-academised sixth forms and colleges received no additional funding.
305. This resulted in the pitifully low award recommended by the Association of Colleges (AoC), whose Chief Executive, David Hughes said¹⁰⁴ it was '*forced to*

¹⁰³ [Building a stronger FE college workforce: How improving pay and working conditions can help support FE college teacher supply, NFER, September 2024](#)

¹⁰⁴ [What is happening with college teacher pay in England? HoC Insight, December 2024](#)

make a pay recommendation far below what we believe is needed, simply because colleges cannot afford more.'

306. It is true that colleges can set their own pay but, since post-16 funding per student has fallen in real terms, colleges cannot afford to pay more than the 2.5% recommended by the AoC as their revenue funding has gone down. If colleges were to implement the 5.5% increase to all their teachers it would result in bankruptcy.
307. The £300 million announced for a 2025 increase in college per student income is at least £100 million less than is needed to stand still. It is still not clear what the £300 million is for, as independent training providers believe it includes them too, which would significantly reduce its impact if true.
308. The AoC believes the £300 million will only go to those colleges which have significantly over recruited 16-18s this year, so it is unclear what will happen to that funding.
309. Two years ago, colleges were brought back into the public sector¹⁰⁵, so there is no justifiable reason why they should not be treated the same as schools as far as pay awards and funding are concerned.
310. Speaking at the AoC annual conference in November¹⁰⁶, Baroness Jacqui Smith, Minister for Skills, expressed "regret" that FE staff did not receive the same 5.5% pay rise as schoolteachers this year and acknowledged that FE staff "felt rightly very disappointed" given the need for recognition of their crucial role, a situation which has led to 32 sixth form colleges announcing strike action.
311. Baroness Smith acknowledged that colleges are engines of opportunity, responsible for 38% of disadvantaged young people progressing to higher education, and 68% progressing to sustainable employment.
312. The lack of funding which has led to the lower pay offer and the disparity in funding allocated to schools and sixth form colleges is set to have significant consequences which will have huge impact on the sector.
313. National Education Union (NEU) members who teach in non-academy sixth form colleges will strike for seven days in November, December and January because the 5.5% pay award for teachers does not extend to them.
314. The Sixth Form Colleges Association¹⁰⁷ (SCFA) is seeking a judicial review of the decision to exclude its members from the 5.5% pay award.
315. All of these issues will undoubtedly cause great disruption and unrest in the sector, and the failure to address pay will do nothing to improve the disastrous recruitment and retention issues which are already well documented.

¹⁰⁵ Further education reclassification, GOV.UK, November 2022

¹⁰⁶ College staff should have pay 'matched' with school teachers - Jacqui Smith, Independent

¹⁰⁷ SCFA Statement on Judicial Review proceedings, October 2-24

316. One of the authors of the IFS report, Imran Tahir, said ‘*College leaders face a perpetual challenge of recruiting new staff and finding money within already stretched budgets to retain existing staff.*’
317. Our members tell us that the situation is desperate. Below are some examples of the issues they are facing:
- i. *Courses numbers have been capped since 2018 in Construction Trades courses due to inability to recruit sufficient good quality teachers. On average we pay an uplift for hard to fill vacancies, but these are still not sufficient to attract staff. The average salary of a Construction teacher is £45k, but this is well below the earnings potential in industry.*
 - ii. *Course numbers in Electrical have also been capped for similar reasons. The highest salary point with hard to fill uplift is £45k for staff in these areas, but well below the earnings potential in industry of over £55k.*
 - iii. *Our Construction and Engineering Degree and Apprenticeship courses at Level 4 and above have limited student numbers. Our salary offers compete not only with salaries in industry of over £70k but also higher salary pay for University Lecturers where pay can exceed £60k.*
 - iv. *Recruiting teachers in English and maths directly competes with schools where salaries are in excess of our £43k top range salary for teachers.*
 - v. *On top of this, we also lose a number of teachers to other training providers where the requirements and expectations of training are different. For example, smaller private training providers where they are under less regulatory scrutiny or run training under different contractual terms.*
 - vi. *The main issues for us are still in the areas of construction and engineering. In construction folk to teach bricklaying, groundworks, electrical installation and professional/technical qualifications (for budding quantity surveyors, town planners, architects etc) are difficult to come by largely down to the salaries folk can earn in industry.*
 - vii. *In engineering, the same issue applies to mechanical, electronic/electrical engineers as well as fabricators, welders and platers.*
 - viii. *Recently, the government had a quick consultation on the latest industrial strategy. In it, it clearly states there is, “a lack of technical skills e.g. electrical, mechanical and welding trades.....”*
318. We remain extremely concerned about the impact of inflationary cost pressures on school and college funding, and about the risks associated with years of pay erosion across the sector amid a recruitment and retention crisis.
319. ASCL has a clear position¹⁰⁸ on this issue: ‘ASCL believes that the pay of teachers and leaders in all types of post-16 provision should be treated in the

¹⁰⁸ [ASCL position on policy – Funding to support parity of pay](#)

same way as those in schools, by being included in any additional funding provided by the government.’

320. We welcomed Labour’s manifesto commitment¹⁰⁹ to break down barriers to opportunity, but without the necessary investment to provide the much-needed additional funding and improvements in pay for all those working in colleges it is difficult to see how they will ensure they have the ‘highly trained’ workforce needed to deliver its Industrial Strategy.
321. This inequity must be addressed urgently.

Matters for recommendation

B: An assessment of any changes to TLR payments concerning the existing pro-rata rule.

322. It is ASCL’s view that the existing arrangements within the Document are inflexible and that they should be amended to allow TLR 1 and 2 to be paid at a different proportion to the contract where this is appropriate and mutually agreed between the employer and the teacher. This includes allowing a full TLR allowance to be paid to a part-time teacher where they carry out the full responsibilities associated with the allowance.
323. The existing pro-rata rules for TLR 1 and 2 are very rigid and mean that the allowances must be paid at the same part-time rate as the overall contract. For example, if a teacher has a contract for 0.6FTE, then the TLR 1 or 2 allowance must also be paid at 0.6.
324. The current pro-rata rule is applied ensure that part-time teachers are correctly paid as a fraction of 1265 hours directed time and commensurate adjustment to their teaching load.
325. However, where part-time teachers have additional responsibilities (TLRs), there is currently no other option than applying the pro rata rule, which limits flexibility, affects workload and undermines teacher retention.
326. Part-time teachers represent almost a quarter of the school workforce in England. Over 23% of the teacher workforce are part-time employees (see figure 21 below), with 28% being female and 8% male¹¹⁰.

¹⁰⁹ [Labour Party Manifesto 2024](#)

¹¹⁰ [Ibid](#)

Figure 21

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
LA maintained primary	27.6%	28.0%	28.6%	29.0%	29.1%	29.2%	29.4%
LA maintained secondary	19.4%	19.9%	20.1%	20.1%	20.0%	19.6%	19.5%
Secondary academies	19.0%	19.5%	20.2%	19.8%	19.6%	19.4%	19.7%
Secondary converter academy	21.1%	21.9%	22.7%	22.4%	22.5%	22.3%	22.5%

Source: School Workforce in England (November 2023).

327. The STPCD supports the employment of part-time teachers and the application of the pro-rata principle (paragraph 40 and 41). There is currently no flexibility to offer a full TLR 1 or 2 allowance to a part-time teacher.
328. Below we have detailed a variety of scenarios that could be addressed by this change which cannot happen under the current arrangements.
329. Scenario one: A full TLR 2 could be awarded to a part-time teacher on a 0.8 contract where the teacher takes on full responsibility for the role.
330. Scenario two: A TLR 1 could be split as a job share between a part-time teacher on a 0.6 contract and a full-time teacher, both being awarded 0.5.
331. Scenario three: Two part-time teachers on 0.6 contracts could job share a full-time TLR, both being awarded 0.5.
332. Removing the existing restrictions in the Document would give leaders more flexibility in their staffing structure and provide much needed assistance with recruitment and retention. This would also help to provide more flexible working opportunities and ensure that part-time teachers are not treated less favourably than full-time teachers.
333. Under the current arrangements, there is potential that employers are breaching the legislation¹¹¹ around this, as they are unable to award a full TLR to a part-time member of staff, or to award a different proportion to their contract and this can result in not being able to appoint a part-time teacher to a role that they otherwise would be able to, thereby treating them less favourably than the full-time teacher that they appoint.
334. We believe the most important factor is that the arrangement is made by mutual agreement, and that where a part-time TLR is awarded, the job description and workload must also be pro-rated to ensure that the part-time teacher is not being expected to carry out the full role for a part-time allowance.
335. Conversely, if they are carrying out the full responsibilities of the role, then they must receive the full TLR allowance.

¹¹¹ The Part-time Workers (Prevention of Less Favourable Treatment) Regulations 2000

336. This then ensures that the arrangement serves the needs of the school and the member of staff who is capable of overseeing the full responsibility even though they may not be in school on some days.
337. There are already employers in the trust sector who are awarding TLRs more flexibly¹¹² as they are not bound by the restrictions of the STPCD. One trust in London makes decisions on TLR payments on a 'case-by-case basis', offering full TLR payments to part-time staff or the chance to share responsibilities with another teachers.
338. In Wales, this restriction was removed from the STPC(W)D in September 2022¹¹³.
339. In its 4th report¹¹⁴, the Independent Welsh Pay Review Body (IWPRB) found that the number of teachers in receipt of TLRs was heavily weighted towards full-time teachers, and that proportionately more TLR 1s and TLR 2s were awarded to male teachers, especially higher TLR 1 payments, in comparison with the overall teacher workforce.
340. The report also found that, within both levels of allowance, there were proportionately more men receiving higher value awards than women.
341. These findings resulted in the recommendation to remove the restrictions on pro-rating TLRs in the STPC(W)D.
342. Again, this is another area of data which is not available in the School Workforce Census, so we are unable to carry out the same analysis. However, we have no reason to believe, or evidence to suggest, that the situation in England is any different to the one in Wales.
343. In fact, gender pay gap data would suggest that it is the same. We will cover this in more detail in our response to Part C later in this submission.
344. By rigidly keeping to the existing pro-rata principle in the STPCD, there are several significant concerns:
- A school may be unable to cover the necessary responsibilities with part-time teachers unable to do more than a fraction of the role they have been appointed to lead.
 - Recruiting, in terms of TLRs, would be prejudicial against part-time applicants to who could only undertake a proportion of the role, even though they may be interested in fulfilling the full role.
 - With the majority of part-time teachers being female (28%F:8%M), this could amount to indirect sex discrimination on part-time women.
 - Even where schools may be keen to consider full-time TLR 2 payments to part-time staff, there may be a reluctance to do the same with TLR 1 payments because of the need to support and line manage a 'significant number of people,' when they may not be in school.

¹¹² [The trailblazer schools already flexing TLR payments, Schools Week, October 2024](#)

¹¹³ [STPC\(W\)D 2022](#)

¹¹⁴ [IWPRB 4th Report](#)

345. There is some evidence from other trade unions that part-time teachers with pro-rata TLRs are having to undertake a full list of responsibilities. NEU has said¹¹⁵, from its own survey of members, that 60% of part-time teachers with a TLR were only paid a pro-rated fee, despite performing the roles in their entirety.
346. Any measures to support flexible working legislation would not only support existing part-time teachers in terms of their own workload and wellbeing, but could also improve staff retention, return rates from maternity leave and encourage older teachers to remain in the classroom for longer.
347. We believe that the STPCD should be amended for September 2025 to allow greater flexibility in awarding TLR allowances to part-time and full-time teachers.

Matters for recommendation

C. How the current pay framework can best support teachers from all backgrounds and with protected characteristics, including by promoting flexible working.

348. There are several areas of the current pay framework, and also of conditions of employment, that we feel could be improved to better support teachers from all backgrounds.
349. Issues we would like to see addressed include:
- a. The gender pay gap.
 - b. Better representation of protected characteristics, in the profession generally and across all leadership roles.
 - c. Better retention of teachers and leaders in different groups of protected characteristics.
 - d. Fair and equitable pay setting and pay progression arrangements, including the complete removal of performance-related pay.
 - e. More flexible working opportunities, including sector wide innovative approaches.

Pay arrangements and the gender pay gap

350. As we have highlighted previously, and again below, this remains an area of concern for ASCL.
351. The only requirements for reporting on this are on employers with more than 250 employees. We would like a wider discussion on whether there should be more requirements on employers through the STPCD, not just on reporting, but on actions where key agreed metrics are not being met.
352. However, some of this will be need to be carried out and actioned by the Department as employers will not be able to carry this out on single roles, for example, headteachers.

¹¹⁵ ibid

353. A joint report by ASCL, NAHT, NGA and WomenEd, '*Closing the Gender Pay Gap in Education: A Leadership Imperative*',¹¹⁶ was published in 2021.
354. The report highlighted that there is a significant gender pay gap across education and this is particularly the case for school leaders.
355. Joint annual analysis¹¹⁷ of the gender pay gap was carried out in November 2023, and this showed that '*the pay gap between female and male secondary headteachers was the largest in 12 years, with women earning £3,908 less on average than their male counterparts*'.
356. This has narrowed slightly in the latest SWC data, to £3,615, but it is still unacceptable.
357. The gap for other leadership teachers was £1,235¹¹⁸, with men again earning more than women. This increased from £815 in 2022/23.
358. Although the gap for primary heads had narrowed, it still stood at £2,181 less on average for women. The latest SWC data¹¹⁹ shows that this has widened again, to £2,224.
359. Furthermore, there are areas within age bands where the gap widens significantly. For example, in secondary headteachers aged 50-54, the gap has more than doubled from £2,265 in 2022/23 to £5,571 in 2023/24, and in primary headteachers it increased from £3,275 in 2022/23 to £3,947 in 2023/24.
360. For primary headteachers aged 35-39 the gap widened from £1,583 in 2022/23 to £2,259 in 2023/24, an increase of over 41%.
361. The Missing Mothers¹²⁰ report also highlights the issue of equality for female teachers and particularly the impact on pay from taking maternity leave, and calls for gender equality in leadership.
362. This data, coupled with the data in the SWC detailed in the following sections, demonstrates the extent of the equalities issues affecting women working in leadership roles. This is particularly concerning when the teaching workforce is predominantly female.
363. We believe that the state-funded education sector in England is not fulfilling its public sector equality duty and is failing to demonstrate that it has pay arrangements which are not discriminatory and that do not pay women less than men for work of equal value.
364. Pay setting arrangements for headteachers in the STPCD are clear and include flexibilities which allow employers to address contextual challenges. However, there is a distinct lack of such clear guidance for executive roles such as Executive Headteacher and Chief Executive Officer.

¹¹⁶ [Closing the gender pay gap in Education - a leadership imperative](#)

¹¹⁷ [Gender pay gap for secondary heads widest for a decade, warn education organisations, on Equal Pay Day](#)

¹¹⁸ [School Workforce Census 2023 data](#)

¹¹⁹ [Ibid](#)

¹²⁰ [Missing Mothers, MTPT Project and The New Britain Project](#)

365. The arrangements in the STPCD, and the lack of clarity for wider executive roles, often results in individuals being able, or required, to negotiate a starting salary. This is something else which has contributed to the gender pay gap, as women are much less likely to negotiate on their pay, often resulting in a lower salary.
366. Education organisations ASCL, NAHT, NGA and WomenEd have made a series of recommendations¹²¹ to the government to help tackle the gender pay gap in education:
- To review the equality implications of the current pay system, including the immediate removal of performance-related pay.
 - To renew or replace the EDI Hub funding, discontinued by the government in 2020.
 - To provide greater support to help mitigate the systemic barriers to flexible working for all roles, including encouraging better sharing of caring responsibilities, e.g. paternal leave.
 - To improve their data monitoring to allow monitoring of other pay gaps, for example ethnicity or disability.

Better representation

367. We know that entry to, and progression within, teaching and leadership continues to be more challenging for people with certain protected characteristics, as the data below shows.
368. We would like a wider discussion on whether there should be more requirements on employers through the STPCD, not just on reporting, but actions where key agreed metrics are not being met.
369. School teacher workforce diversity data¹²² published on GOV.UK shows that, in 2021, 85.1% of all teachers in state-funded schools in England were white British, compared with 70.8% of the working age populations at the time of the 2021 Census.
370. Research by NFER in 2024, '*Ethnic diversity in the teaching workforce: evidence review*'¹²³, found that '*Teacher retention is lower for teachers of colour than for their white counterparts. Beyond high workload, key reasons for leaving include (1) overt and covert racial discrimination; (2) disillusionment with their ability to make a difference for pupils from ethnic minority backgrounds; and (3) lack of progression opportunities.*'
371. It went on to highlight that '*there are currently no government targets, programmes or funding to improve ethnic diversity in the teaching workforce in England, in contrast to Scotland and Wales.*'
372. In 2022, NFER research¹²⁴ found that under-representation of people from ethnic minority backgrounds was most pronounced at senior leadership and headship levels.

¹²¹ [Closing the gender pay gap in Education - a leadership imperative](#)

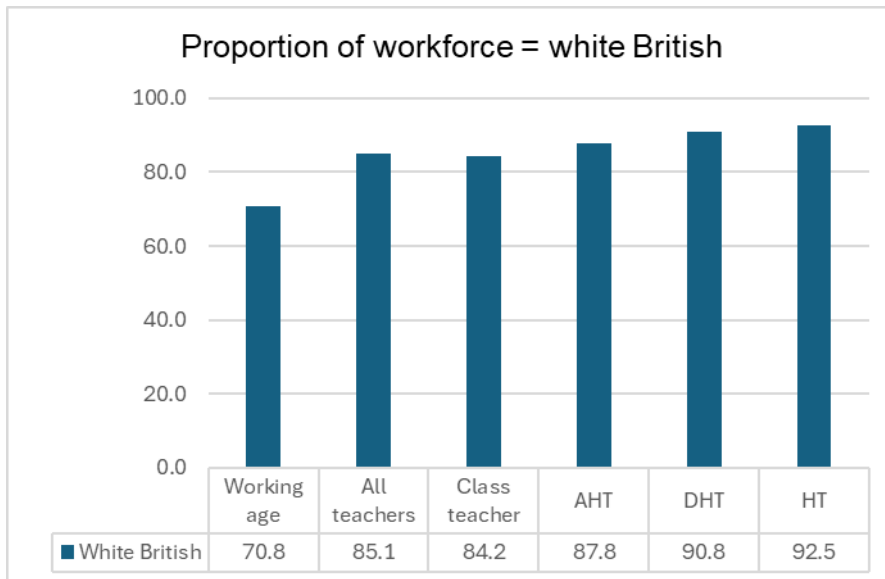
¹²² [School teacher workforce diversity data, GOV.UK](#)

¹²³ [Ethnic diversity in the teaching workforce: evidence review, NFER 2024](#)

¹²⁴ [Racial equality in the teacher workforce, NFER, 2022](#)

373. This is also clear from the GOV.UK Census diversity data. The chart below (figure 22) shows how the proportion increases through senior roles.

Figure 22



374. Representation of other ethnicities was better in state-funded secondaries, at 81.2%, but still not in line with the proportions of the population in England. In nursery and primary schools, representation was much lower, with 88.4% of the workforce being white British.

375. The teaching workforce is predominantly female, and this has remained consistent over time. In 2023/24 this was 76%.

376. Again, female teachers are also less likely to be in leadership positions, with just 69% in 2023/24.

377. So, there are fewer women in leadership positions, and, generally speaking, those who are will be receiving less pay than their male counterparts.

378. Ethnicity pay and pay progression data is not published, something which we have previously called for. We are pleased to see the Secretary of State's commitment to remedy this, but simply publishing the data will not resolve the issue.

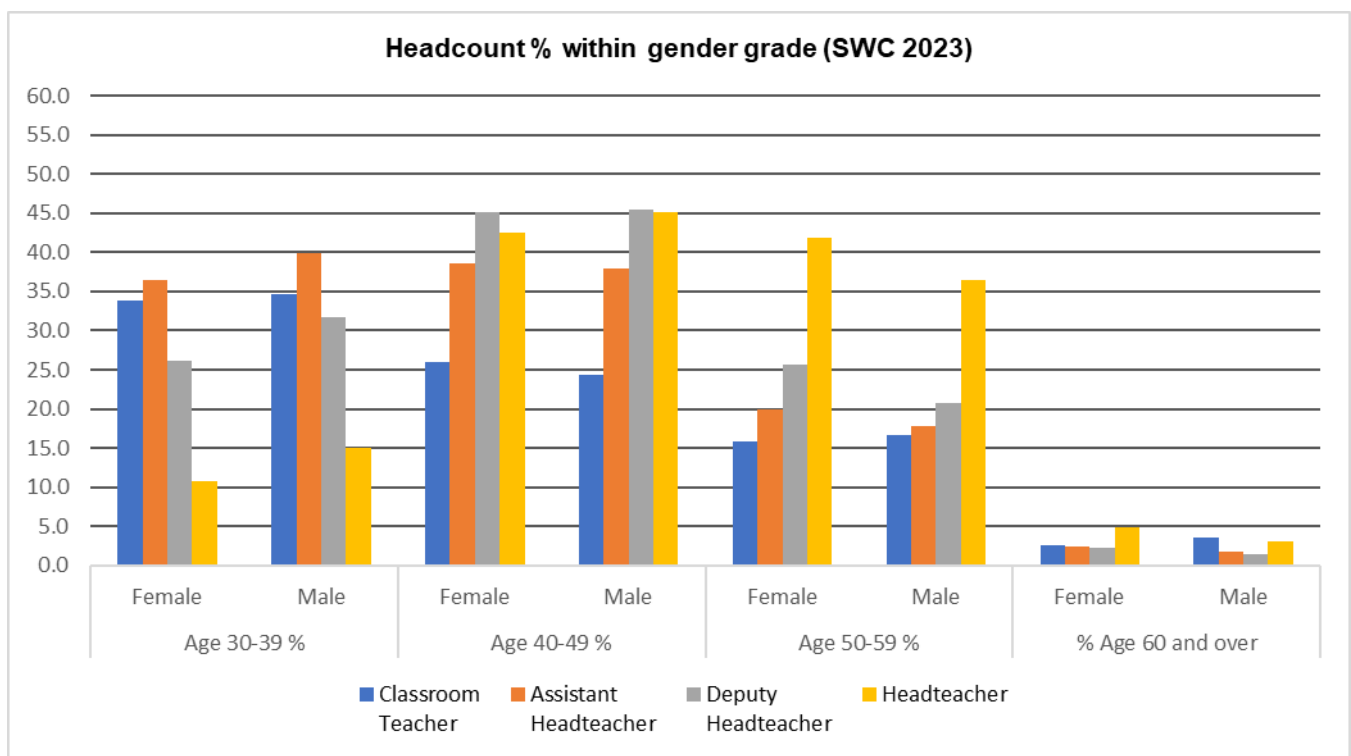
379. Analysis must be carried out to find out where any gaps or differences are, and what is causing them, and this must be backed up with recommendations and actions to reduce gaps and eliminate any discriminatory practices, whether they are conscious or unconscious.

Retention and diversity

380. There are also some other areas of concern when looking at leavers by role, age and gender. Again, we believe that this area would potentially benefit from more reporting requirements on employers, and we would therefore welcome a wider discussion on this.

381. We know that a third of the teaching workforce is aged between 30-39, 28% are aged 40-49 and 76% are female.
382. However, looking at the breakdown of gender by role within each age band, it highlights an almost even split between male and female classroom teachers aged 30-39, with a slightly higher proportion of men.
383. This increases across assistant headteacher and deputy headteacher roles.
384. For ages 40-49, there are slightly more women than men in classroom teacher and assistant headteacher roles, but for deputy headteacher and headteacher roles, as with age 30-39, there are more men.
385. Using data from the 2023 SWC¹²⁵, figure 23 below shows the breakdown for each group by role and gender.

Figure 23



386. This does not reflect the teaching workforce overall. Again, this provides more evidence, not only of the loss of women from the workforce between ages 30-39 and 40-49, but also the lack of representation of women in leadership roles, particularly more senior ones.
387. In the last three years, more women aged between 30-39 and 40-49 left the profession than men.
388. Using data from the 2023 SWC, figures 24 and 25 below show the overall numbers of leavers for each role in the two age groups and for women.

¹²⁵ School workforce Census 2023

Figure 24 and 25

Year	2020/21				2021/22				2022/23			
Age	Total	CT	AHT/DHT	HT	Total	CT	AHT/DHT	HT	Total	CT	AHT/DHT	HT
40-49 All	7169	5890	820	460	8876	7227	1057	592	9201	7381	1129	692
40-49 F	5247	4402	563	283	6499	5409	722	369	6832	5635	790	406
% F	73.2	74.7	68.7	61.5	73.2	74.8	68.3	62.3	74.3	76.3	70.0	58.7

Year	2020/21				2021/22				2022/23			
Age	Total	CT	AHT/DHT	HT	Total	CT	AHT/DHT	HT	Total	CT	AHT/DHT	HT
30-39 All	9675	8772	773	130	12333	11183	982	168	12607	11419	1029	159
30-39 F	7130	6551	506	73	8934	8167	666	101	9147	8362	685	100
% F	73.7	74.7	65.5	56.2	72.4	73.0	67.8	60.1	72.6	73.2	66.6	62.9

389. The data in this section shows that not only are there fewer women in those roles in the two age groups, but that we are also losing more women from both each year.
390. There are many factors that could be affecting this. We believe that it is in large part due to lack of flexible working opportunities, particularly to women returning from maternity leave, as well as to the gender pay gap, which we have highlighted over several years now¹²⁶.
391. We know that performance-related pay contributed to the gender pay gap, and whilst the obligation for schools to operate this has been removed from the STPCD, it is still permitted as an option. We do not believe it should be, and we believe that it should be removed entirely for all teachers and leaders.
392. Furthermore, even where performance-related pay is removed, the gender pay gap is now baked into those salaries.
393. We would welcome detailed analysis of the pay gap on a national level, encompassing all senior leadership roles within schools and trusts, including business leaders.
394. There is an urgent need to focus on those who go on maternity leave, and how the retention of these teachers can be improved. We know that other professions offer much more in the way of flexible opportunities¹²⁷ and this is the time that parents will consider those flexibilities.
395. A recent report 'Missing Mothers'¹²⁸ focuses on '*the largest group exiting the profession each year – women in their thirties.*' which has been the case since 2017.
396. A survey carried out for the report lists the top factors driving mothers from teaching: excessive workload, family commitments and lack of flexible working arrangements.
397. On flexibility, teachers, particularly mothers, are not seeking fully remote work. However, they express a need for simple yet meaningful accommodations,

¹²⁶ [Closing the gender pay gap in education: a leadership imperative](#)

¹²⁷ [Flexible and hybrid working practices in 2023, CIPD](#)

¹²⁸ [Missing Mothers, MTPT Project and The New Britain Project](#)

including ability to attend significant events in their children's lives and more adaptable timetabling options.

398. This is something we suggested in our evidence¹²⁹ to the STRB's 33rd remit: *'Special leave arrangements give schools options to accommodate many more informal flexible working arrangements on an ad-hoc or short-term basis, and this is something we would like to see the Department promoting and supporting, with a view to some provision being included within the Document.'*
399. The report recommends that retaining female teachers in their thirties should be the government's top retention priority.
400. We cannot keep reporting on the increasing numbers of teachers and leaders who leave the profession each year. With recruitment in the dire situation that it is, we must do everything we can to keep those who do decide to go into teaching.
401. We need this to happen not only to ensure that there are sufficient classroom teachers for the projected increased numbers of pupils in secondary schools, but also to stabilise and secure the supply pipeline for teachers to progress to middle and senior leadership roles.
402. Something different needs to happen to enable the change needed in the approach to flexible working across the sector.

Flexible working

403. Whilst we acknowledge that it is not without its challenges for some roles in education, flexible working is still not utilised as widely as it could or should be, including through the use of the special leave policy.
404. This is something that must change on a large scale to address the recruitment and retention crisis, particularly of those groups of staff with protected characteristics, as highlighted earlier in this submission.
405. There is more that individual schools can do, but that alone will not solve the issue.
406. There are some pockets of very creative¹³⁰ and innovative practice¹³¹ taking place in the sector. We are aware that some schools are looking at whole school models, and we would be interested in investigating further how the STPCD may be amended to support these.
407. We would like to see the Department taking some of these examples and investigating how they can be replicated to provide sector-wide solutions that do not require individual schools to carry out the in-depth research and detailed planning needed.
408. We welcome the inclusion of this remit item, along with improved legislation and the new government's increased focus on flexible working, but we do need to see

¹²⁹ ASCL evidence to STRB's 33rd Remit

¹³⁰ [How flexible working is reshaping the education sector, Pioneer Education Trust](#)

¹³¹ [Flexible working, Dixons Academies Careers \(nine-day fortnight\)](#)

some large-scale recommendations and actions relating to flexible working which are specific to education, and this must be supported with the resource to allow schools to implement them.

409. We think that there should be some more sophisticated reporting of flexible working arrangements through the School Workforce Census, though we recognise that this is beyond the remit of the STRB.
410. The sector rapidly discovered that there were more flexible working opportunities than would have been thought possible prior to the onset of the pandemic, but it appears that much of this has returned to normal pre-pandemic practice.
411. The '*Teacher Labour Market in England 2024*¹³² stated that '*In 2022/23, 46 per cent of graduates reported they mainly worked from home and 65 per cent reported they worked either fully remote or in a 'hybrid' arrangement. Meanwhile, in 2021/22, two per cent of primary classroom teachers and one per cent of secondary classroom teachers reported that they had a formally-agreed arrangement to work remotely.*'
412. DfE research showed that 57% of teachers are more likely to apply for roles at schools which are flexible-friendly.
413. In a recent article, Mark Pritchard of Pioneer Educational Trust, said that flexible working can bring many benefits to schools and trusts:
- **Increased diversity of staff.** *Schools that advertise flexible working roles attract a wider net of talent at every stage of their lives and careers. As highlighted by DfE's research, more than half of teachers are more likely to apply for flexible roles.*
 - **Improving retention.** *Staff are more likely to stay in their roles for longer if their schools offer flexible working options. When staff circumstances change, their roles can change too. This helps to maintain a consistent and experienced workforce.*
 - **Better work culture.** *Teachers feel supported by the Trust, creating a happier and healthier culture that benefits everyone, pupils and staff.*
 - **Time and resources saved.** *[Better retention and easier recruitment](#) means that costs attributed to HR, recruitment and induction are lower.*
414. In 2024, over 4.2 million people in the UK were on 'flextime' employment contracts compared with 3.22 million in 2013¹³³.
415. A recent study¹³⁴ commissioned by E-ON revealed that over half of working Brits would only consider working for a company that offered flexible working as standard.
416. ONS Opinion and Lifestyle Survey¹³⁵ analysis showed that during the period 10 April 10 to 30 June 2024, '*hybrid working was more common among those aged over 30 years, parents, those working as managers or professionals, and those in*

¹³² [Teacher Labour Market in England 2024, NFER](#)

¹³³ [Number of employees that are able to work flexi-time hours in the United Kingdom from 2013 to 2024, Statista](#)

¹³⁴ [Flexible working is a priority for half of working Brits when looking for a new job, E.ON, October 2024](#)

¹³⁵ [Who are the hybrid workers? ONS, November 2024](#)

industries that require less face-to-face contact. Those with higher qualifications were also more likely to hybrid work.'

417. This shows just how important it is for improvements to be made for the education workforce due to the groups that this appeals to being those with higher qualifications, over 30, parents and managers or professionals. Female school leaders fall into all these categories, which helps to explain why we see so many of them leave the profession.
418. We reported in our submission to the last remit that research¹³⁶ has shown that almost 75% of over-50s wanted to have flexibility in their work, so this is an issue that is pertinent to the whole workforce for both recruitment and retention, and it does not appeal just to graduates or working parents.
419. As the research and data show, employees will change jobs, and even professions, due to a lack of flexible working options. The majority of teachers are actively looking for roles which advertise that they are open to flexible working, and will only consider those.
420. With pay not being competitive or comparable and with fewer opportunities for working flexibly, teaching has become a much less appealing option. This must change, and urgently.
421. The government and Department must champion flexible working in education and provide sufficient funding to enable schools and colleges to overcome some of the barriers that they face.
422. However, we cannot overlook the fact that, even if significant improvements were made, there will be limitations due to the nature of the teaching profession.
423. As we said in our previous submission, and earlier in this submission, this must be compensated for elsewhere in the pay and conditions package, including by offering a much more competitive salary at all stages of a teacher or leader's career.

Conclusion

424. In addition to providing our evidence on the items covered in this remit, we have made recommendations in each of the areas of strategy and action that we believe would improve the recruitment, retention, workload and wellbeing of the education workforce.
425. Whilst some are longer-term solutions which are broader and do not fall purely within the remit of the STRB, there are many which do, and we believe that these should be implemented swiftly.
426. As a fundamental principle, we believe that sufficient funding should be provided to ensure that all schools can implement any proposals and recommendations.

¹³⁶ [New report calls on UK Minister for Employment to make flexible working for the over 50s a priority](#)

427. We believe that the narrative around education being a cost must change. Education must be seen as an investment, one which is crucial to the economic growth that the country needs and the government is working towards.
428. We are pleased to see that the STRB¹³⁷ shares this view, and we welcome the Secretary of State's comments that the government is committed to support teachers to stay in the profession and thrive¹³⁸.
429. We look forward to a set of recommendations which turn these words into actions.
430. We hope that this response is of value to your consultation. ASCL is willing to be further consulted and to assist in any way that it can.

Louise Hatswell
Conditions of Employment Specialist: Pay

Association of School and College Leaders
6 December 2024

¹³⁷ [STRB 33rd Report](#)

¹³⁸ [Secretary of State's letter to STRB, September 2024](#)