

TIME TO TACKLE THE CRISIS IN SCHOOLS

- **TEACHERS NEED REAL PAY RISES**
- **FULL FUNDING FOR ALL RECOMMENDATIONS TO AVOID CUTS AND JOB LOSSES**

**NASUWT SUBMISSION
TO THE SCHOOL TEACHERS' REVIEW BODY
20 OCTOBER 2025**

NASUWT – The Teachers' Union.

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EXECUTIVE SUMMARY

Recruitment and retention crisis: There remains a significant teacher recruitment and retention crisis in schools in England. NASUWT calls on the review body to make recommendations which address this crisis. There is an urgent need to restore the losses in real pay suffered by teachers since 2010.

Teachers need a real pay rise: In the first instance this should mean an increase for 2026 significantly above inflation (RPI).

Threat from multi-year settlement: NASUWT is concerned at the requirement in the remit letter for formal recommendations for increases for 2026/27 and 2027/28 and for an indicative recommendation for 2028/29. There is a significant risk that a multi-year award in the current circumstances exacerbates the squeeze on teachers' real income. If a multi-year award is recommended, there must be a re-opener clause in the event of an increase in inflation in excess of predicted rates.

Pay awards must be full funded: NASUWT is alarmed that the remit letters states that ***“no additional funding will be made available for pay awards, in any year of the multi-year Spending Review period.”*** Pay awards which are unfunded, or are inadequately funded, will simply exacerbate the crisis in schools, leading to further cuts and job losses. This will worsen working conditions for teachers and will exacerbate rather than resolve the recruitment and retention crisis. The review body should make clear in its recommendations that any award ***must be matched*** by the necessary funding required to deliver it without further cuts or job losses elsewhere.

Supply Teachers: The review body must address the crisis facing supply teachers by making recommendations which would ensure that all supply teachers, including agency teachers, fall within the remit of the School Teachers' Review Body (STRB) and that their pay and conditions are set by the Review Body and are consistent with pay and conditions for all teachers across the state-funded schools in England.

Supply Teachers: The review body should make recommendations to Department for Education (DfE) that measures should be urgently taken to end profiteering by supply agencies and umbrella companies by bringing the provision of supply teachers within public sector control through supply pools or similar.

Working hours: The review body should make recommendations to urgently address excessive workload and should recommend the introduction of a contractual 35 hour week.

Pay progression: The review body should recommend the mandatory ending of performance, the ending of the threshold process for the upper pay scales and thereby the creation of a single pay scale for Qualified Teachers, replacing current M1-M6 and U1- U3 with a new scale M1- M9 in September 2026.

Pay structure: the review body should reject the idea of the introduction of bonuses. It should recommend a requirement to end performance related pay and any reduction in salary safeguarding provisions. The Review body should recommend the restoration of pay portability.

1. INTRODUCTION

1.1 There has been more than a decade of real-terms pay erosion and under funding of school budgets, with teacher morale now at its lowest level in years. Unless and until the depth of this crisis is recognised, and a commitment is made to use the pay mechanism to restore the status of teachers, schools will not be able to recruit and retain the teachers and headteachers they need to meet the needs of all children and young people. In our evidence we set out the case for substantial above Retail Prices Index (RPI) inflation pay awards through the multi-year pay award period to begin to redress the erosion of teachers' pay since 2010.

STRB process

1.2 The return to a much earlier remit from the new Secretary of State for Education has allowed schools to pay the 4% recommended pay award to teachers, in their September pay for the first time in many years. NASUWT welcomes the new timetable for the 36th remit which will allow the STRB's 36th review of the multi-year pay award element to conclude by 28 February 2026 and all other matters in the remit to conclude in a second report by 30 April 2026. We are however concerned that both the STRB's written and supplementary evidence submission deadlines fall before the Chancellor's Autumn Statement. We do, however, note that there is currently no commitment to a date when the Secretary of State will publish the STRB report and the Government's recommendations. The sector is anticipating that the process will be concluded in good time to allow for all the recommendations from both reports to be fully in place for the start of the new academic year on 1 September 2026.

1.3 As a result of moving the timetable forward, much of the evidence that NASUWT and all stakeholders would use has not been updated since the 35th evidence submission; for example, the Annual Survey of Hours and Earnings data produced by the Office of National Statistics (ONS). In addition, the written evidence window deadline falls two days before the

inflation figures for September are published. Therefore, we reserve the right to rework our data in Section 2, below, in the supplementary evidence should the inflation data be different to August 2025.

- 1.4 NASUWT urges the STRB to give serious consideration to delaying the supplementary evidence deadline until at least 10 December 2025. The delay would give the stakeholders two weeks to reflect on the updated forecast data that will be released as part of the Autumn Statement by the Chancellor of the Exchequer. These forecasts are of significant importance in a multi-year pay award.
- 1.5 The remit for the 36th Report is set out as follows:
- by February 2026, an assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in the academic years **2026/27 and 2027/28**;
 - by February 2026, an indicative assessment of the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in the **2028/29** academic year, to be confirmed or reconsidered in a subsequent remit;
 - by April 2026, an assessment of whether the current salary safeguarding period should be reduced to enable employers to deploy their workforce and resources most effectively, whilst maintaining core teacher protections; and
 - by April 2026, whether to introduce the option for maintained schools to offer non-consolidated payments (including bonuses) for those who want to use them, separate to and above any pay progression arrangements and the annual STRB recommended pay uplift.

The STRB has also been asked for views on the following matters by April 2026:

- current working hours arrangements in the School Teachers' Pay and Conditions Document (STPCD) for teachers; and
 - current working hours arrangement for leaders.
- 1.6 In our evidence, we urge the STRB to consider all matters that impact on its wider role and responsibilities, including with regard to the matters relating to pay restoration. We trust that the STRB will also specifically consider the issues relating to supply teachers and unqualified teachers, whose pay has worsened more substantially over the period. We believe that it is time for the Review Body to turn its attention to this largely unregulated and important area of teacher supply.
- 1.7 Our evidence also sets out other changes that should become part of the future School Teachers' Pay and Conditions of Service from 1 September 2026. All of these are set out in the conclusion.

2. THE EROSION OF TEACHERS' PAY

The impact of inflation

- 2.1 It is vital that the Review Body considers teachers' pay in light of the sustained real-terms decline since 2010, and the ongoing teacher recruitment and retention crisis that has resulted.
- 2.2 The ONS publishes inflation statistics using a range of indices. Given this, it is the responsibility of Review Bodies to determine which measure of inflation is most appropriate for their specific workforce. NASUWT strongly recommends that the Review Body prioritise the use of the RPI when assessing the impact of inflation on teachers' pay, as it most accurately reflects the cost pressures faced by teachers.
- 2.3 The Government routinely switches between different inflation indices for different purposes. For example, the Consumer Prices Index (CPI) measure is

the Government's preferred inflation measure for the purposes of public sector pay and both public and state pension increases. However, rail fares, for example, increase every year by an RPI inflation measure and the ONS also publishes inflation data using the CPI, including the Consumer Prices Index for owner occupiers' Housing costs (CPIH), which was designated as the lead measure of inflation used by the ONS from 21 March 2017.

- 2.4 On 17 January 2019, the House of Lords Economic Affairs Committee Inquiry published a report into the use of RPI.¹ The Committee raised concerns over the Government intentionally side-lining RPI in favour of methods that show lower headline inflation. The Committee cited concerns over rail fares and student loan interest rates increasing by RPI, whilst public expenditure is updated by the lower CPI rate. For teachers early in their careers, student loan repayments are a significant item of expenditure and interest on these increases by RPI rather than CPI.
- 2.5 Incomes Data Research (IDR) indicates that more than half (51%) of employers use the RPI inflation index when calculating pay awards for their workforces. Acknowledging that the majority of employers reference CPI when setting wages, IDR notes: 'The prominence of the CPI may be due to major media insistence on presenting it as 'inflation', despite the CPIH being the ONS' headline measure. This is because the CPI is the target for the Bank of England's macroeconomic management function. But it excludes housing costs and as such is less representative of the average household's experience of inflation'.²
- 2.6 The range of prices, which are included in the index, makes RPI a much more reliable indicator of the increases in prices which impact workers. This also makes the RPI index the inflation measure which is most directly relevant to teachers in a wage-setting context.

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

² Incomes Data Research (IDR), *Pay Climate*, Issue 42, September 2025. www.incomesdataresearch.co.uk

2.7 Since 2010, there has been significant debate amongst statisticians and economists concerning the best method of measuring UK inflation. On balance, it is clear that the different measures of UK inflation were designed for different purposes:

- (i) RPI is a true cost-of-living index, since it measures the change in minimum household expenditure needed to maintain a given standard of living. RPI better reflects the actual living costs faced by teachers. Unlike CPI, RPI includes housing costs such as mortgage interest payments, council tax and other owner-occupier expenses. These are real, unavoidable costs for a significant proportion of teachers, especially given the high rate of home ownership among the profession. CPI and CPIH significantly understate these pressures.
- (ii) The Harmonised Index of Consumer Prices (HICP) measure, renamed CPI in the UK since 2010, was designed as a macroeconomic tool to assist European Union (EU) countries to set interest rates. Eurostat, the creators of the HICP, state specifically that it is 'not suitable for wage bargaining purposes' since it includes no estimation of owner/occupier housing costs.³
- (iii) CPIH has significant deficiencies in estimating owner/occupier housing costs and is based upon the HICP/CPI to ensure that the same statistical principles and internationally comparative methodology are used in each country to set interest rates. It is not designed to ensure the maintenance of a given standard of living. CPIH was significantly amended by the ONS from March 2024, to address known deficiencies in underestimating owner/occupier housing and rental equivalence costs. The ONS anticipated that, on average, UK annual percentage change reported by the Price Index of Private Rents

³ Eurostat news release, 'Interim step towards harmonised measurement of consumer prices NEW WAY OF COMPARING EU INFLATION Required for the assessment of convergence for Economic and Monetary Union', 29 February 1996.
<https://ec.europa.eu/eurostat/documents/2995521/5253882/2-29021996-AP-EN.PDF.pdf/2228be52-e560-48bd-9393-f16e39132b08>

(PIPR) is 0.7 percentage points higher than the Index of Private Housing Rental Prices (IPHRP), which PIPR replaced in March 2024.⁴

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

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

2.9 The failure of CPI to include any estimation of housing costs makes it unsuitable in the context of determining pay awards. The experimental estimation of rental equivalence currently utilised within the Household Costs Indices (HCI), which inform the housing costs element of CPIH, have traditionally made it an unreliable inflation measure that underestimated housing costs.⁶

2.10 The relatively recent improvements, implemented by the ONS from March 2024, have resulted in CPIH more closely resembling inflationary increases as measured by the RPI. In August 2025, RPI stood at 4.6% and CPIH at 4.1%, whereas the CPI measure that excludes housing costs was just 3.8%.

Increased food costs

2.11 Food inflation continues to strain household budgets, with rising costs of basic staples affecting consumers across the UK. According to the ONS, food prices in the UK have risen by 5.7% (RPI) and 5.1% (CPIH) over the past year

⁴ ONS, *Redevelopment of private rental prices statistics, impact analysis, UK*: December 2023. <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/redevelopmentofprivaterentapricesstatisticsimpactanalysisuk/december2023>

⁵ Dr. Mark Courtney, ‘Consumer Price Indices in the UK’, 2016. <https://uksa.statisticsauthority.gov.uk/wp-content/uploads/2016/11/Consumer-Price-indices-in-the-UK.pdf>

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

(August 2025),⁷ with staples like bread, butter and spreads, milk and meat seeing even steeper increases. This has significantly outpaced teachers' wage growth since 2010.

Increased energy costs

2.12 Scheduled increases to energy bills from October 2025 are likely to add to the inflationary pressures already affecting UK households. The Review Body should take into account the scheduled increases in energy costs experienced by UK households and anticipate further planned increases to energy costs as a result of Energy Price Cap changes that control what most households pay for energy.

2.13 The UK energy price cap increases to £1,755 per year for a typical household from 1 October to 31 December 2025, which is 2.2% per year higher than the price cap set for the same period last year from 1 October to 31 December 2024 (£1,717).⁸

2.14 Government research shows that, *'Under the October to December 2024 direct debit price cap the average annual bill for typical gas and electricity consumption was £1,720. This is well below the peak level of £2,380 level under the Energy Price Guarantee from October 2022 to June 2023, but still 42% higher than in Winter 2021-22.'*⁹

Real-world economic conditions

2.15 Using CPI-based inflation measures in setting teachers' pay awards has resulted in a real-terms erosion of salaries, even in years when the economy was growing. This has directly contributed to the current teacher recruitment and retention crisis.

⁷ ONS, *RPI:Percentage change over 12 months - Food and catering*, 17 September 2025. <https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/czbi/mm23>

⁸ Ofgem, *Changes to energy price cap between 1 October and 31 December 2025*, 27 August 2025. <https://www.ofgem.gov.uk/news/changes-energy-price-cap-between-1-october-and-31-december-2025>

⁹ House of Commons Library (HoCL), *Gas and electricity prices during the 'energy crisis' and beyond*, 22 November 2024. <https://commonslibrary.parliament.uk/research-briefings/cbp-9714/>

- 2.16 Given the specific spending patterns and financial responsibilities of teachers, RPI remains the most appropriate and fair measure of inflation for wage-setting purposes. The Review Body must recognise that the choice of inflation index is not a technicality - it has direct and lasting consequences for the living standards of teachers. Adopting RPI ensures that teachers' pay awards are based on real-world economic conditions, not artificially suppressed indicators.
- 2.17 NASUWT strongly recommends that the Review Body use the RPI as the most appropriate inflation measure for determining teachers' pay awards, while factoring in the Government's announced Energy Price Cap increases to account for rising household energy costs.

The real-terms cut in teachers' pay since 2010

- 2.18 In the STRB's 35th Report, the Review Body recommended with effect from September 2025, 'a 4% increase to all pay ranges and advisory points for classroom teachers, unqualified teachers and school leaders.'
- 2.19 It is disappointing that the Review Body has set the evidence submission deadline for statutory consultees as 20 October 2025, just two days before the ONS release of the September 2025 inflation data. This oversight makes it impossible for the Union to definitively assess whether the 4% pay award for the 2024-2025 pay year was above or below inflation.
- 2.20 While the 2023-24 pay award exceeded RPI inflation and made a modest step toward addressing the long-term impact of below-inflation increases under the previous Conservative Government, teachers' salaries remain well below pre-austerity levels. With RPI inflation at 4.6% in August 2025, the 4% pay award for 2025/26 is likely to signal a return to austerity-era, below-inflation pay awards for hard-working teachers.

- 2.21 In September 2024, the pay of classroom teachers' starting salaries was worth more than one-sixth (17.7%) less in real terms than if it had increased to match RPI inflation in each year since 2010. In August 2025, classroom teachers' starting salaries were worth 18.4% less in real terms.
- 2.22 In September 2024, the pay of classroom teachers on M6 was one-quarter (24.9%) less in real terms. This had risen to 25.6% by August 2025.
- 2.23 In September 2024, the pay of teachers on the Upper, Lead Practitioner and Leadership Pay Ranges was almost one-third (between 29.3% and 31.2%) less in real terms than in 2010. This had risen to between 30% and 32% by August 2025.
- 2.24 The ongoing cost-of-living crisis, coupled with persistently high energy prices and significantly higher food costs, continues to exacerbate the financial pressures faced by teachers. The NASUWT Big Question Survey 2025 was completed by 10,626 teachers from across England, Wales, Scotland, Northern Ireland and the Crown Dependencies. Teachers continue to report deep concerns about pay, workload and financial pressures.
- 2.25 Four in five teachers (81%) say they are worried about their financial situation. The vast majority of teachers (79%) state that they do not think that teachers' pay is competitive with other professions and three-quarters (75%) believe that people are put off a career in teaching because of pay. Significantly, almost half (47%) of teachers are cutting back on food spending, two-thirds (66%) have reduced spending on clothes, two-fifths (43%) have delayed household repairs, and one-in-ten (11%) had taken on a second job.
- 2.26 Four in five teachers (79%) report that their job has adversely affected their mental health in the last 12 months, and half (48%) say that workload has increased substantially over the past year. The average working week is 47 hours, including 12 hours outside the school day, with the greatest increases in time spent on administrative tasks, pastoral care, and data and assessment requirements.

- 2.27 It is deeply concerning that two in five (44%) school teachers reported that excessive workload has adversely impacted their mental health in the last 12 months, and 17% stated that financial worries had adversely impacted their mental health during this period.
- 2.28 Similarly, the Edurio School Staff Experience Report 2025 found that one in five (21%) teachers in academies had considered resigning due to financial concerns in the past 12 months.¹⁰
- 2.29 Teachers endured more than a decade of pay freezes and below-inflation pay awards under the previous Conservative Government. To address the escalating teacher recruitment and retention crisis, it is crucial that the Review Body work to restore teachers' pay to 2010 real-terms levels.

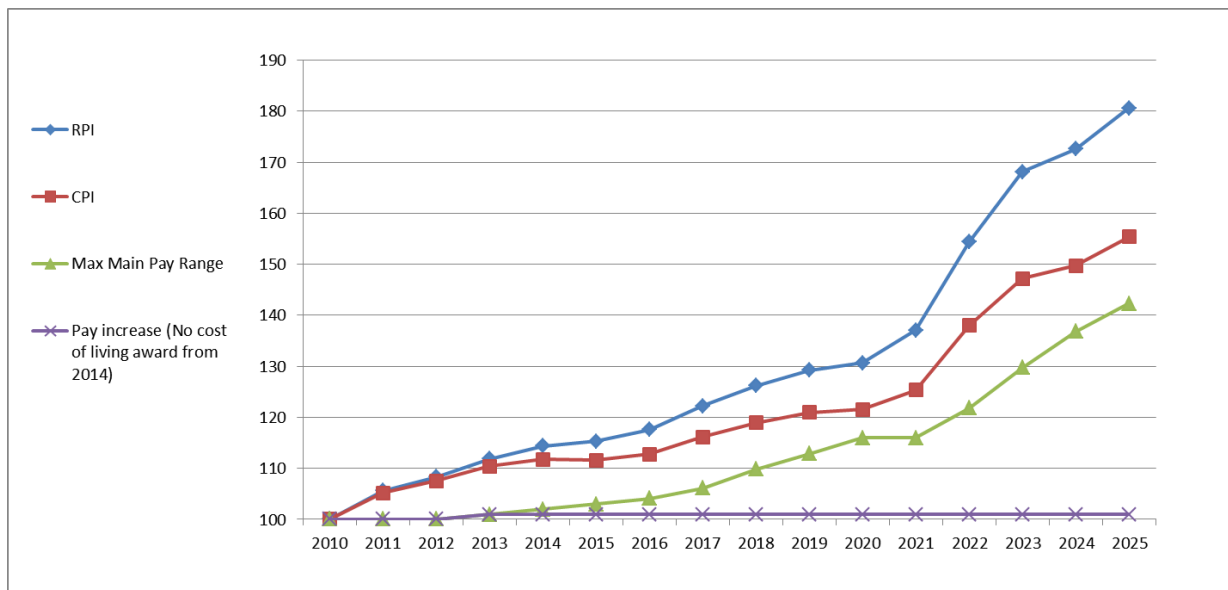
Teacher salary increases compared to inflation increases, 2010 to 2025

- 2.30 The following chart shows the extent to which the pay of classroom teachers on the Main Pay Range (MPR) has fallen behind price increases, measured by both the RPI and CPI, since 2010. The chart illustrates pay increases in the best-case scenario, where a teacher at the top of the MPR has received the maximum pay award each year since 2010 (Max MPR) and the worst-case scenario, where a teacher on the MPR has received no cost-of-living award since 2014.
- 2.31 The indexed price increases as measured by both RPI and CPI are measured against the indexed increases to teachers' pay on the MPR in each year between 2010 and 2025, to illustrate the cumulative effect of successive below-inflation pay awards since 2010. The August 2025 inflation data has been used as a proxy for the usual September 2025 data due to the change in the STRB evidence submission timetable, which has prevented NASUWT

¹⁰ Edurio, School Staff Experience Report 2025. <https://home.edurio.com/resources/insights/school-staff-experience-report/>

from undertaking a robust analysis of the teachers' real-terms pay for the 2024/25 pay year.

Indexed price increases compared to teachers' main pay range increases, 2010 to 2025



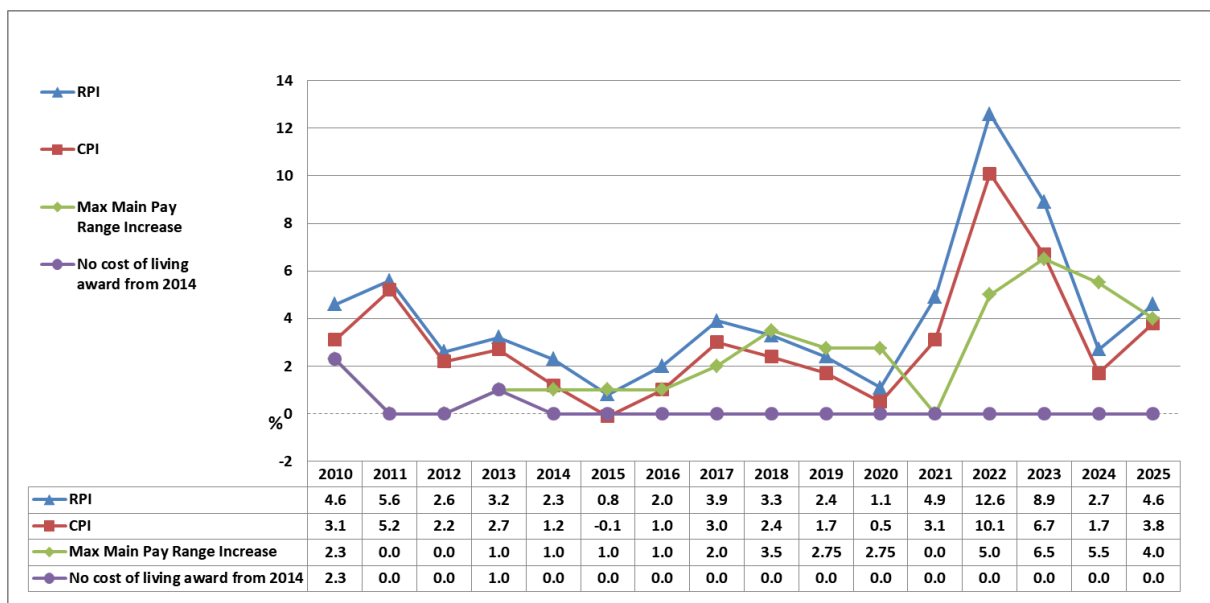
2.32 In both the best- and worst-case scenarios, teachers' pay has failed to keep pace with price increases as measured by both the RPI and CPI inflation measures. Since 2010, the cost of living has increased by 80.6% as measured by RPI, and 55.4% as measured by CPI, whereas pay for teachers at the top of the MPR has risen by just 42.3%. Teachers remain significantly poorer in real terms than they were in 2010, due to the cumulative impact of successive pay awards failing to match cost-of-living increases as measured by both the RPI and CPI inflation measures.

2.33 The Conservative Government's recommended pay freeze, implemented by the Review Body in September 2021, couldn't have come at a worse time for hard-working teachers. It must not be forgotten that teachers, during the coronavirus pandemic, have paid with their health, and sometimes with their lives, as part of a national mission to deliver education during the most difficult of circumstances.

2.34 RPI inflation rocketed to a high of 14.2% in November 2022, its highest rate in over 40 years (since December 1980). The STRB’s recommended pay increase for September 2022 of 5%, in the context of 12.6% RPI inflation, represented the biggest real-terms pay cut suffered by teachers in 45 years. The 6.5% increase in teachers’ pay in September 2023 represented another significant real-terms pay cut in the context of 8.9% RPI inflation. The 5.5% pay award recommended by the Review Body for September 2024 was just the fifth above-inflation pay award to teachers in the past 15 years, and the 4% pay award from September 2025 looks set to be another below-RPI inflation pay award in the context of 4.6% RPI inflation in August 2025.

2.35 The following chart illustrates the annual percentage increase in teachers’ pay in both the best- and worst-case pay scenarios in each year since 2010, as set out above, together with the 12-month percentage change in inflation for both RPI and CPI in September of each year, with the exception of 2025 where the August inflation figures are used as a proxy for the September data due to the changes in the STRB evidence submission timetable.

Teacher salary increases compared to inflation increases, 2010 to 2025



- 2.36 The modest real-terms gains made in 2015, 2018, 2019 and 2020 have had only a limited impact on reversing the sharp decline in teachers' earnings since 2010. The 2021 pay freeze, followed in 2022 by the largest real-terms pay cut suffered by teachers since 1977, arrived amid soaring living costs and has pushed many teachers into serious financial hardship.¹¹
- 2.37 The real-terms pay cut recommended by the Review Body in 2023, exacerbated the appalling financial situation that faced many teachers, as mortgage rates, energy bills and food costs continued to increase at a faster rate than their pay. The 5.5% increase to teachers' pay in September 2024 marked a positive change under the Labour Government, and the first significant above-RPI inflation pay award for teachers since 2009. However, the return to austerity-level school funding and the projected below-RPI inflation pay award for 2025/2026 will do nothing to support the recruitment and retention of qualified teachers.
- 2.38 If the Review Body is serious about tackling the persistent teacher recruitment and retention crisis, the eventual aim must be to restore teachers' pay to 2010 levels in real terms, with significant progress being made in each and every year with pay awards substantially above the RPI inflation rate.

Cumulative shortfall in teachers' salaries since 2010

- 2.39 The following table illustrates the extent of real-terms erosion in teachers' salaries since 2010. The values of teachers' pay on the MPR are between £6,065 (18.4%) and £12,367 (25.6%) lower in 2025/26 than if teachers' salaries had increased in each year since 2010 to keep pace with RPI inflation.
- 2.40 Similarly, the salaries of teachers paid on the Upper Pay Range (UPR) are between £14,248 (30%) and £15,321 (30%) lower in 2025/26 than if teachers'

¹¹ In April 1977, teachers received a 5% pay award when RPI inflation was at 17.5%, resulting in a 12.5% real-terms pay cut. In September 2022, teachers received a 5% pay award when RPI inflation was 12.6%, resulting in a 7.6% real-terms pay cut.

salaries had increased to keep pace with RPI inflation since 2010. Leadership Pay Range (LPR) headteachers' salaries are between £17,953 (30.7%) and £45,974 (32%) lower by the same measure.

2.41 The Conservative Government's decisions to freeze teachers' pay in 2011, 2012 and 2021, apply a 1% pay cap from 2013 to 2016, and impose below-RPI inflation pay awards in 11 of the 14 years since 2010 have had a devastating impact on teachers' salaries and financial wellbeing. The Review Body has been complicit in delivering these real-terms pay cuts in almost every year since 2010. This will inevitably have had the effect of undermining the confidence of teachers in the pay review process.

2.42 The following table illustrates the cumulative impact of successive, prolonged below-RPI inflation pay awards on teachers' and school leaders' salaries since 2010. Those who have remained in the profession throughout this period have suffered losses, in real terms, of between £53,769 and £351,697 due to the cumulative pay shortfall.

Teachers' salary shortfall in 2025/2026

England	Salary 2025/26	Shortfall in 2025/26 (£)	% shortfall in 2025/26	2010/11-2025/26 Cumulative shortfall (£)
Main Pay Range				
Minimum	£32,916	-£6,065	18.4	£53,769
M2	£34,823	-£7,240	20.8	£60,736
M3	£37,101	-£8,344	22.5	£67,873
M4	£39,556	-£9,385	23.7	£74,916
M5	£42,057	-£10,741	25.5	£83,485
Maximum	£45,352	-£11,620	25.6	£88,202
Upper Pay Range				
UPS1	£47,472	-£14,248	30.0	£108,445
UPS2	£49,232	-£14,774	30.0	£112,450
UPS3	£51,048	-£15,321	30.0	£116,621
Leadership Pay Range				

L6	£58,569	-£17,953	30.7	£136,450
L8	£61,534	-£18,863	30.7	£143,369
L11	£66,368	-£20,347	30.7	£154,645
L28	£100,540	-£30,826	30.7	£234,288
L43	£143,796	-£45,974	32.0	£351,697

2.43 The deterioration of teachers' salaries in real terms since 2010 is deeply concerning. Over the 14 years of the previous Conservative Government, the Review Body was complicit in delivering a sustained programme of real-terms pay cuts.

2.44 Despite extensive evidence submitted by the NASUWT and others that clearly demonstrates the escalating crisis in teacher recruitment and retention, and the serious financial and social consequences for teachers, the Review Body has consistently failed to take credible and independent action to address the situation.

2.45 Substantial above-RPI inflation pay awards over a sustained period are now essential to restore teachers' salaries to levels commensurate with their skills and responsibilities.

2.46 If the Labour Government is serious about ending austerity and placing education at the heart of its economic growth strategy, it must urgently prioritise rebuilding and investing in the teaching profession. Ensuring that every school has sufficient funding to provide enough qualified teachers is not optional; it is a fundamental responsibility of government. The Review Body must focus primarily on recommending pay and working conditions improvements that actively support and incentivise the recruitment and retention of teachers. This should include a clear recommendation that pay awards must be fully funded by central government. Teachers are extremely concerned that any potential gains made on pay are undermined by subsequent cuts to school budgets, job losses and a worsening of the pressures on teachers and other staff within the school. Failing to fully fund pay awards will fail to offer a solution to the long term recruitment and retention crisis facing teaching.

Teacher starting salaries

- 2.47 NASUWT welcomed the previous government's stated intention to increase starting salaries for classroom teachers to £30,000 nationally by September 2022. However, the delay in implementation until September 2023 was a retrograde step. Crucially, it failed to restore starting salaries to their 2010 value in real terms.
- 2.48 Had teachers' starting salaries kept pace with RPI inflation since 2010, they would have reached £36,287 in September 2023, £37,267 in September 2024, and £38,981 by September 2025. These figures show the widening gap between actual pay and the real value of teachers' salaries, placing new entrants to the profession at a significant financial disadvantage.
- 2.49 The recruitment and retention of teachers remains a persistent and serious problem that has gone unaddressed for over 15 years. A radical overhaul of the current pay structure is urgently required to make teaching a financially competitive and sustainable career choice for graduates.
- 2.50 NASUWT's pay recommendations aim to establish both a fair starting salary and a clear, meaningful pathway for pay progression over the course of a teacher's career. These proposals are designed not only to attract new graduates into teaching, but also to retain experienced professionals in the classroom.
- 2.51 The Union has repeatedly presented detailed evidence to the Review Body demonstrating how teachers' starting salaries and progression rates compare unfavourably to other graduate-level professions. According to *The Graduate Market in 2025* report by High Fliers Research, the median starting salary for UK graduates reached £35,000 in 2025, a 16.7% increase since 2021.¹² In comparison, the starting salary for teachers in 2025 stood at just £33,739, below the graduate median despite 15 years of recruitment and retention concerns.

¹² High Fliers Research, *The Graduate Market in 2025*, <https://www.highfliers.co.uk/>

- 2.52 The previous Conservative Government recognised the importance of competitive teacher pay, stating: *“It is vital we ensure that the pay offer for teachers is positioned at the top of the graduate labour market... to recruit and retain a world-class profession.”* However, the failure to deliver the £30,000 starting salary on time, and the fact that it represented a below-average graduate salary even when introduced, reveals a lack of follow-through on this commitment.
- 2.53 The Review Body can no longer afford to maintain an approach that artificially depresses teachers’ wages compared to other graduate professions, hoping the recruitment and retention crisis will resolve itself. A clear, competitive starting salary that is aligned with or above the graduate median is essential if teaching is to be positioned as a career of choice for the country’s brightest graduates.
- 2.54 If teachers’ starting salaries had increased in line with RPI inflation since 2010, and were to continue to rise in line with RPI inflation of 3.2%, on average, in 2026 and 3% in 2027, as forecast by the Office for Budget Responsibility (OBR),¹³ then teachers’ starting salaries would increase to £40,228 in September 2026 and £41,435 in September 2027. To restore teachers’ starting salaries to the same level as 2010 in real terms by September 2026, a 22.2% increase to starting salaries would be necessary, if the OBR forecasts are to be relied upon.
- 2.55 When making recommendations on starting pay for teachers, the Review Body should give serious consideration to these projections, and in particular to the updated RPI forecasts due to be published by the OBR alongside the Chancellor’s Autumn Budget on 26 November 2025.

¹³ OBR, *Economic and fiscal outlook – March 2025*, Table A.1: *Economy forecast*, pg. 158.. <https://obr.uk/efo/economic-and-fiscal-outlook-march-2025/>

2.56 NASUWT continues to call for significant above-RPI inflation increases to all salary points and allowances to address the cumulative shortfall in teachers' salaries since 2010, as detailed throughout this evidence.

The disparity between public and private sector earnings growth since 2010

2.57 The latest data on growth in earnings for employees published by the ONS on 16 September 2025, shows that 'Annual average regular earnings growth was 4.7% for the private sector in May to July 2025, and 5.6% for the public sector'.¹⁴

2.58 When we consider annual growth in employees' average total earnings (including bonuses) since 2010, it is clear from the ONS data that public sector workers earnings, including that of teachers, has failed to increase in line with private sector workers generally. In September 2010, private sector employees' average total earnings (including bonuses) were £440 per week (£22,879 annually). This had increased to £733 per week (£38,140 annually) by July 2025, which represents a 68% increase since September 2010.

2.59 By contrast, in September 2010, public sector employees' average total earnings (including bonuses) were £468 per week (£24,318 annually). This had increased to just £705 per week (£36,675 annually) by July 2025, which represents a 51% increase since September 2010. Public sector workers, including teachers, cannot afford another year of damaging pay austerity.

2.60 The following chart shows the extent to which the pay of classroom teachers earning the maximum amount on the MPR (Max MPR) has fallen behind price increases, measured by both the Retail Prices Index (RPI) and Consumer Prices Index (CPI), since 2010. It also incorporates the ONS data to measure annual total pay growth in September each year since 2010 for both private sector and public sector employees.

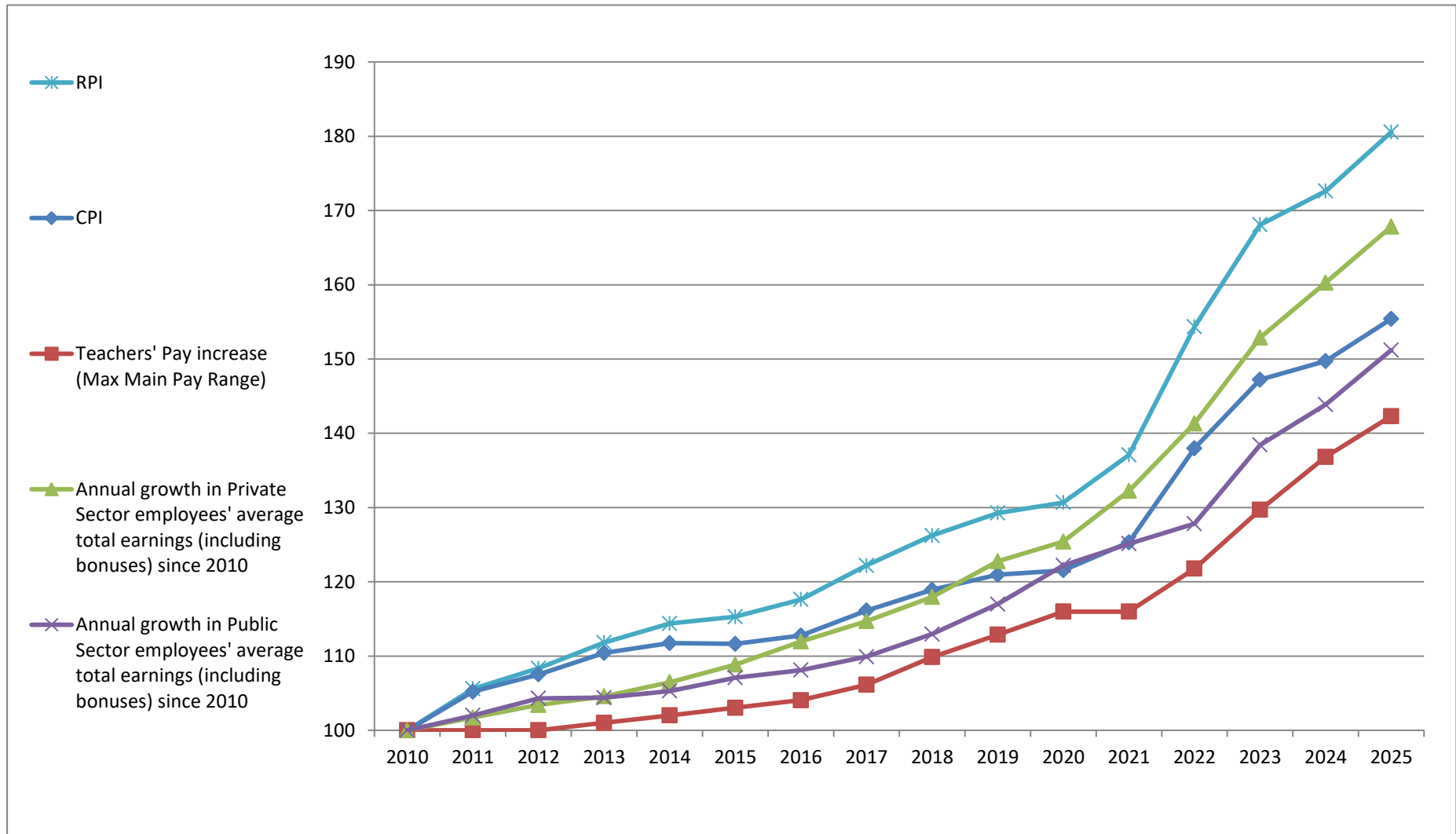
¹⁴ ONS, Average weekly earnings in Great Britain: September 2025. <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/september2025>

2.61 The 'Indexed price increases compared to teachers' MPR increases, private sector and public sector average total pay increases, 2010 to 2025' chart illustrates that since 2010:

- the cost of living has increased by four-fifths (81%), as measured by RPI, and by more than half (55%), as measured by CPI;
- average total earnings in the private sector has risen by 68%;
- average total earnings in the public sector has risen by 51%; and
- pay for teachers at the top of the MPR has risen by just 42%.

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

Indexed price increases compared to teachers' MPR increases, private sector and public sector average total pay increases, 2010 to 2025



- 2.63 The pay of classroom teachers at the top of the MPR has failed to keep pace with pay increases generally in both the public and private sector since 2010. Whereas private sector earnings have risen faster than price increases as measured by CPI since 2010, the earnings of public sector workers more generally have failed to do so.
- 2.64 The IDR's latest analysis of employers' pay award intentions for 2026 revealed that the majority of employers (62%) intend to implement pay rises in excess of 3% in 2026, with one in ten (9%) intending to implement pay awards of 4% or more in 2026.¹⁵
- 2.65 The disparity between teachers' wages and those of other workers, particularly in graduate-level professions, must be addressed if teaching is to be re-established as an attractive and competitive career. The extent to which teachers' earnings have lagged behind their counterparts in both the public and private sectors is demonstrably concerning.
- 2.66 The ONS data highlights the urgent need for sustained and significant above-RPI inflation pay awards for the profession. Without this, the cycle of deteriorating real-terms pay will continue, leaving teachers trailing further behind in a competitive graduate labour market.

Unqualified teachers' pay

- 2.67 NASUWT notes that since the National Living Wage (NLW) was introduced nine years ago, it has increased by over 70%. Over the same period, the pay scales for unqualified teachers have increased by just over 30%.

¹⁵ IDR Pay Climate, Issue 42, September 2025.
<https://www.incomesdataresearch.co.uk/resources/pay-climate/issue-42-september-2025>

The National Living Wage (NLW)

2.68 The NLW was first introduced on 1 April 2016. Workers aged 21 and over receive the NLW- the minimum wage for workers. From April 2025, the rates are £12.21 per hour for workers aged 21 and over. This equates to an annual salary of £22,222.20 for a worker who works 35 hours each week over 12 months.¹⁶

National Living Wage and Unqualified Teacher Pay Level, 2016 and 2025

Year	National Living Wage	UQ1	UQ2	UQ3	UQ4	UQ5	UQ6
1st April 2016	£7.20	£16,461	£18,376	£20,289	£22,204	£24,120	£26,034
1st April 2025	£12.21	£21,731	£24,224	£26,716	£28,914	£31,410	£33,902
percentage increase	70	32	32	32	30	30	30

2.69 The pay range for unqualified teachers in England (excluding London and The Fringe) for 2025/26 is reproduced in the table below, together with NASUWT analysis, which shows the equivalent hourly pay rate for unqualified teachers on each pay point based on the number of potential hours worked in a week – set at 35 hours, 35.5 hours, 36 hours, 37.5 hours, 40 hour and 50 hours.

Unqualified teachers’ pay range in England (excluding London and The Fringe)							
1 Sept 2025 to 31 Aug 2026		Hourly rate (£) Annual salary divided by hours worked per week					
	Annual	35	35.5	36	37.5	40	50
1 (Minimum)	£22,601	£12.42	£12.24	£12.07	£11.59	£10.87	£8.69
2	£25,193	£13.84	£13.65	£13.46	£12.92	£12.11	£9.69
3	£27,785	£15.27	£15.05	£14.84	£14.25	£13.36	£10.69
4	£30,071	£16.52	£16.29	£16.06	£15.42	£14.46	£11.57
5	£32,667	£17.95	£17.70	£17.45	£16.75	£15.71	£12.56
6 (Maximum)	£35,259	£19.37	£19.10	£18.83	£18.08	£16.95	£13.56

¹⁶ <https://www.gov.uk/national-minimum-wage-rates#>

- 2.70 The figures highlighted in red demonstrate circumstances in which an unqualified teacher would be receiving less than the NLW of £12.21 per hour.
- 2.71 The table shows that an unqualified teacher on U1, who worked 36 hours per week, would only receive an hourly rate of £12.07 per hour.
- 2.72 The figures above demonstrate how easy it would be for schools to inadvertently breach the NLW provisions, should any unqualified teacher be directed to work more than the hours highlighted in red.
- 2.73 The School Workforce Census (SWC) (England) records a 17,918 headcount of all teachers without Qualified Teacher Status (QTS) in state-funded schools in 2024/25.
- 2.74 This equates to 15,675 full-time equivalent (FTE) teachers without QTS in Total state-funded schools in 2024/25, or 2.74% of the teacher workforce.
- 2.75 The proportion of unqualified teachers has remained constant since 2010.¹⁷

Who are the unqualified teachers?

Salaried teachers

- 2.76 Unqualified teachers include those on degree apprenticeships, a salaried teacher training course (e.g. Teach First), or teachers who have worked outside the UK who do not have a teaching qualification, but meet the eligibility requirements for assessment-only QTS, circa 1,800 this academic year.

Overseas teachers

- 2.77 There are two main categories of overseas teachers, circa 1,200 this academic year.

(i) QTS equivalent

¹⁷ <https://explore-education-statistics.service.gov.uk/data-tables/permalink/a0d7d5c3-fb85-49d6-a8e0-08ddb31391cd>

Those who have their teaching qualifications recognised as comparable and receive automatic QTS recognition.

(ii) Assessed route

Those working towards gaining QTS who are appointed to the unqualified teachers' pay scales.

Long-standing unqualified teachers

2.78 This group is the largest group that comprises the unqualified teacher group of almost 18,000 teachers. They include peripatetic music teachers, performing arts teachers, sports coaches and swimming teachers. This group are long-term unqualified teachers who are NOT on a journey to gain QTS.

2.79 Schools will need to ensure that unqualified teachers on U1 work less than 36 hours per week in England.

2.80 NASUWT is calling for a higher pay award increase for the Unqualified Teachers Pay Range (UTPR) in subsequent years to pre-empt a situation in which U1 falls below the NLW.

2.81 The STPCD should include guidance to ensure that U1 unqualified teachers should not be required to work more than 35 hours per week.

Equal pay issues/equality issues

2.82 As demonstrated above, there are diverse groups of staff paid as unqualified teachers, from school leavers embarking on a four-year degree apprenticeship to those overseas trained teachers (OTTs) who are working towards QTS. NASUWT believes that employers will be open to equal pay claims and equality issues by using the current UTPR for such a wide range of staff with significantly different qualifications and experience of teaching.

Unqualified teachers in Academy Trusts

2.83 Some 9.2% of classroom professionals at the Harris Federation, England's second-largest chain, lacked QTS in 2023-24, DfE workforce data shows.

- 2.84 At Lift Schools (formerly Academies Enterprise Trust), the unqualified teacher figure was 8.8%; at Ark Schools, it was 7.9%; and at E-Act, it was seven%, with the average for the 50 largest academy trusts overall running at 4%.
- 2.85 Among England's top ten largest academy trusts, the unqualified teacher rate was 5.5% – nearly three times the rate of that within local authority maintained schools, where, on average across the primary and secondary sectors the rate was just 1.87%.¹⁸
- 2.86 NASUWT is clear that the increased prevalence of unqualified teachers in the academy sector is to facilitate academy trust spending much more, per pupil, on highly-paid managers than spending in non-academy schools within England's largest local authorities, by employing cheaper staff to undertake the work of teachers.¹⁹
- 2.87 NASUWT is calling for the Review Body and the Government to undertake a review of the unqualified teachers' pay scale, both in terms of the many groups that have a large breadth of experience and qualifications. The unqualified teacher pay scale must be uplifted above any cost-of-living pay award that is applied to the teacher and leader pay scales in this remit, to ensure it stays ahead of the NLW values.

Additional pension contributions

- 2.88 Teachers take-home pay has been significantly reduced due to paying increased pension contributions since 2012. The table below details the

¹⁸ <https://educationuncovered.co.uk/news/almost-one-in-10-teachers-at-some-of-englands-largest-academy-chains-are-unqualified-new-analysis-reveals#:~:text=In%20primary%20academies%2C%20the%20rate,%2Dby%2Dschool%20workforce%20figures.>

¹⁹ https://www.campaignforstateeducation.org.uk/_files/ugd/3dd219_714db809926541efb3f082fccd261a8f.pdf

amount of additional pension contributions that teachers will pay in 2025/26 and cumulatively from 2012/13 to 2025/26, over and above the original 6.4% contribution rate, as a result of the increased pension contribution rates introduced since 2012.

Additional Pension Contributions (over 6.4%) paid between 2012/13-2025/26

Total increase in pension contributions	Salary at 1 September 2025	% Increase (over 6.4% rate)	Additional Pension Contributions (over 6.4%) paid in 2025/26		Additional Pension Contributions (over 6.4%) paid between 2012/13-2025/26	
			£pa	£pa with tax relief	£	£ with tax relief
Main Pay Range						
Minimum	£32,916	1.0	329.16	263.33	3,333.69	2,666.95
M2	£34,823	1.0	348.23	278.58	3,927.73	3,142.18
M3	£37,101	2.5	927.53	742.02	7,311.33	5,849.06
M4	£39,556	2.5	988.90	791.12	9,137.90	7,310.32
M5	£42,057	2.5	1,051.43	841.14	9,797.56	7,838.04
Maximum	£45,352	2.5	1,133.80	907.04	10,999.84	8,799.87
Upper Pay Range						
UPS1	£47,472	3.5	1,661.52	1,329.22	15,938.58	12,750.86
UPS2	£49,232	3.5	1,723.12	1,378.50	17,002.68	13,602.14
UPS3	£51,048	3.5	1,786.68	1,072.01	17,629.97	13,746.64
Leadership Pay Range						
L6	£58,569	4.1	2,401.33	1,440.80	24,003.22	17,377.35
L8	£61,534	4.1	2,522.89	1,513.74	25,717.95	17,458.96
L11	£66,368	4.1	2,721.09	1,632.65	28,175.20	16,905.12
L28	£100,540	5.2	5,228.08	3,136.85	54,118.81	32,471.29
L43	£143,796	5.6	8,052.58	4,428.92	84,047.21	50,025.70

2.89 The following table shows the combined cumulative loss to teachers' pay as a consequence of both the real-terms shortfall in teachers' salaries, resulting from below-RPI salary increases since 2010, and increased pension contributions over 6.4% since 2012. Teachers who have remained in the profession since 2010/11 are between £56,436 and £401,722 worse off in 2025/26 as a result of the combined impact of increases to teachers' pension

contributions and successive governments' imposing substantial real-terms pay cuts on teachers.

'Combined Cumulative Loss' between 2010/11 - 2025/26

England	Salary 2025/26	Shortfall in salary in 2025/26 as a result of below-RPI pay increases	Additional Pension Contributions (over 6.4%) paid in 2025/26	'Combined Loss' in 2025/26	Total additional Pension Contributions (over 6.4%) paid between 2012/13-2025/26	Cumulative shortfall in salary between 2010/11 - 2025/26 as a result of below RPI pay increases	'Combined Cumulative Loss' between 2010/11-2025/26
			£pa with tax relief	£	£ with tax relief	£	
Main Pay Range							
Minimum	£32,916	-£6,065	-£263	-£6,328	-£2,667	-£53,769	-£56,436
M2	£34,823	-£7,240	-£279	-£7,519	-£3,142	-£60,736	-£63,878
M3	£37,101	-£8,344	-£742	-£9,086	-£5,849	-£67,873	-£73,722
M4	£39,556	-£9,385	-£791	-£10,176	-£7,310	-£74,916	-£82,226
M5	£42,057	-£10,741	-£841	-£11,582	-£7,838	-£83,485	-£91,323
Maximum	£45,352	-£11,620	-£907	-£12,528	-£8,800	-£88,202	-£97,002
Upper Pay Range							
UPS1	£47,472	-£14,248	-£1,329	-£15,577	-£12,751	-£108,445	-£121,196
UPS2	£49,232	-£14,774	-£1,378	-£16,152	-£13,602	-£112,450	-£126,052
UPS3	£51,048	-£15,321	-£1,072	-£16,393	-£13,747	-£116,621	-£130,367
Leadership Pay Range							
L6	£58,569	-£17,953	-£1,441	-£19,394	-£17,377	-£136,450	-£153,827
L8	£61,534	-£18,863	-£1,514	-£20,377	-£17,459	-£143,369	-£160,828
L11	£66,368	-£20,347	-£1,633	-£21,980	-£16,905	-£154,645	-£171,550
L28	£100,540	-£30,826	-£3,137	-£33,963	-£32,471	-£234,288	-£266,759
L43	£143,796	-£45,974	-£4,429	-£50,403	-£50,026	-£351,697	-£401,722

2.90 The table above demonstrates that, when accounting for both the real-terms erosion of teachers' salaries and the increased cost of pension contributions, the cumulative financial loss for some teachers since 2010 now exceeds the equivalent of one full year's salary. For many teachers, the combined cumulative loss amounts to more than two full years' salary over this period, a stark indicator of the financial impact of government pay policy since 2010.

2.91 NASUWT strongly contends that a substantial above-RPI inflation increase to teachers' salaries and allowances is necessary from September 2026

onwards to begin to reverse the real-terms reduction in pay suffered by teachers in England since 2010.

The Gender and ethnicity pay gaps for teachers

2.92 The latest SWC data for England²⁰ shows that average salaries are higher for male teachers than for female teachers across all grades.

2.93 The average salary for all teachers, including those in leadership roles in 2024/25, was £49,205. For male teachers, the average salary was £51,727, whereas the average salary for female teachers was £48,391. The pay premium for male teachers in 2024/25 was £3,336, which represents a gender pay gap of 6.45% in the teaching profession across all grades of teacher in 2024/25.

2.94 For male classroom teachers, the average salary in 2024/25 was £46,279 compared to £45,057 for female classroom teachers. The pay premium for male classroom teachers in 2023/24 was £1,222, which represents a gender pay gap of 2.64% in 2024/25.

2.95 In 2024/25, the average salary for men in school leadership roles, excluding headteachers (Other Leadership), was £68,475, compared to £64,486 for women in similar leadership positions. The pay premium for men in this category in 2024/25 was £3,989, which represents a gender pay gap of 5.83% in 2024/25.

2.96 For headteachers, the gender pay gap is at its most extreme. In 2024/25, the average salary for men was £90,133 compared to £81,652 for women. The pay premium for male headteachers is £8,480, which represents a gender pay gap of 9.41% in 2024/25.

²⁰ Department for Education (DfE), School workforce in England 2024, 5 June 2025. <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england>

- 2.97 The extent of gender- and ethnicity based pay inequality within the teaching profession remains a significant concern for NASUWT. The Government's own SWC data clearly demonstrates that a significant gender pay gap persists in 2024/25, which becomes more pronounced in school leadership positions. NASUWT remains deeply concerned that systemic discrimination continues to obstruct progress toward a more diverse and equitable teaching profession.
- 2.98 Research by Warwick University for NASUWT also found that Black teachers are paid less than their white colleagues, are more likely to be employed in temporary posts, less likely to be promoted and are more likely to be disciplined or dismissed from their jobs.²¹
- 2.99 The findings of research undertaken earlier this year by the National Foundation for Educational Research (NFER) in 2024 should be a reminder to both the Review Body and the Government that greater action is needed to tackle the causes and effects of racial discrimination in the teaching profession.
- 2.100 Black teachers still face barriers to pay and career progression, as well as covert and overt racial discrimination throughout their careers. In England, there are currently no government targets, programmes or funding to improve ethnic diversity in the teaching workforce, in contrast to both Scotland and Wales.²²
- 2.101 Further research by the NFER in 2025 revealed that there are significant ethnic disparities in postgraduate initial teacher training (ITT) rejection rates among UK-domiciled applicants that are not explained by differences in applicant and application characteristics. The NFER research revealed that teachers from a Black ethnic background were more likely than their white counterparts to report experiencing bullying and harassment, that they did not

²¹ Institute for Employment Research (IER) at the University of Warwick, *Teachers' Pay and Equality*, 2016. <https://www.nasuwt.org.uk/advice/pay-pensions/teachers-pay-research.html>

²² National Foundation for Educational Research (NFER), *Ethnic diversity in the teaching workforce: evidence review*, 2024. <https://www.nfer.ac.uk/publications/ethnic-diversity-in-the-teaching-workforce-evidence-review/>

feel valued by their school and that a lack of support from superiors was an important reason for considering leaving.²³

2.102 NASUWT urges the Review Body and the Government to undertake a comprehensive review of both gender and ethnicity pay gaps within the teaching profession and to consult with NASUWT and the teaching profession on the formulation of a clear action plan, outlining how these disparities will be addressed.

2.103 As an immediate first step, the Review Body should strongly recommend that the DfE, together with school and college employers, publish easily accessible ethnicity pay gap data, together with gender pay gap data, on an annual basis.

MATERNITY PAY

2.104 The recruitment and retention crisis in teaching is exacerbated by a failure to address issues relating to maternity and parental leave provision and opportunities for flexible working. NASUWT urges the review body to make recommendations deliver the funding necessary to address the poor level of provision of maternity pay in teaching.

2.105 Women in their 30's are the largest group exiting the teaching profession each year. In 2023 the 30-40 year old age group accounted for 1 in 4 of the teaching workforce.²⁴

2.106 Losing such experienced teachers is catastrophic on a number of levels, not least of which is the impact on the stability of the school workforce felt in schools up and down the country.

2.107 The wholly inadequate maternity pay provisions for teachers are a major contributing factor to the current recruitment and retention crisis.

²³ NFER, *Ethnic disparities in entry to teacher training, teacher retention and progression to leadership*, 2025. <https://www.nfer.ac.uk/publications/ethnic-disparities-in-entry-to-teacher-training-teacher-retention-and-progression-to-leadership/>

²⁴ https://www.newbritain.org.uk/files/ugd/8be189_06c43a81df034e6598475e2b888b0c96.pdf

2.108 Maternity leave and pay for teachers in England and Wales is covered by the provisions of the Burgundy Book; these provisions have not kept pay with the levels of maternity pay available to eligible employees in a number of other public sector professions.

2.109 Research undertaken by the NASUWT shows that just over three-quarters (76%) of teachers stated that they would have liked to have taken more time off for maternity/paternity/adoption leave, yet 84% cited financial reasons as the key barrier to taking additional maternity/paternity/adoption leave.²⁵

2.110 NASUWT calls on the review body to recommend the necessary funding to enable improvements to maternity pay for all teachers in England. We seek:

- (i) a day one right for 52 weeks' fully paid occupational maternity leave for both permanently employed and supply teachers.
- (ii) the funding necessary to deliver this provision;
- (iii) the portability of such maternity rights and entitlements for teachers.

2.111 The review body should make the recommendations necessary to assist delivery of this.

3. TRENDS IN TEACHER SUPPLY

3.1 The Secretary of State's remit letter asks that, in considering its recommendations, the Review Body should have regard to: '...evidence of the national state of teacher and school leader supply, including rates of recruitment and retention, vacancy rates, and the quality of candidates entering the profession.'

3.2 Our previous submissions highlighted the severe recruitment and retention crisis inherited from earlier administrations. Independent scrutiny by the House of Commons Education Committee, the Public Accounts Committee (PAC),

²⁵ Ibid.

and research by bodies such as the NFER continue to confirm the scale and persistence of this crisis.²⁶ The new government has acknowledged this reality and committed to measures aimed at stabilising the teacher supply position in England. We welcome the opportunity to work constructively with the government to help secure sustainable improvements in recruitment and retention.

- 3.3 It should be noted that the timing of the remit letter and the deadlines for the submission of evidence mean that much of the official data and information used to inform our previous submissions in respect of teacher retention has not been updated in time to be included in this evidence. The Review Body will note that this evidence underlined the scale of the teacher retention challenge and the action needed to address it. In our view, the need for such action remains evident.

Recruitment into the teaching profession

- 3.4 The most recent evidence confirms that recruitment into ITT remains well below the levels required to sustain an adequate national supply of teachers. The 2024/25 ITT Census recorded 25,869 new entrants across all routes, a further decline from the 26,994 entrants in 2023/24, and equivalent to only 55% of the Government's secondary recruitment target and 80% of the primary target.²⁷ For 2025/26, the DfE has reduced its national ITT targets by 18.6% for primary and 19.6% for secondary, reflecting ongoing recruitment constraints rather than any easing of future demand.²⁸

²⁶ House of Commons Education Committee (2024). *Teacher recruitment, training and retention: Second Report of Session 2023–24 (HC 119)*. Available at: (<https://committees.parliament.uk/publications/44798/documents/222606/default/>), accessed on 08.10.25.; House of Commons Committee of Public Accounts (2025). *Increasing teacher numbers: Secondary and further education (HC 825)*. Available at: (<https://committees.parliament.uk/publications/48695/documents/255438/default/>), accessed on 09.10.25.

²⁷ Department for Education (DfE) (2025a). *Initial Teacher Training: Trainee Number Census, 2024–25*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census/2024-25>), accessed on 07.10.25.

²⁸ DfE b. (2025b). *Postgraduate Initial Teacher Training Targets, 2025–26*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/postgraduate-initial-teacher-training-targets/2025-26>), accessed on 08.10.25.

- 3.5 Although shortages remain pressing in secondary science, technology, engineering and mathematics (STEM) subjects and modern foreign languages, the pattern of under-recruitment continues to be broad-based across virtually all subject areas. According to the DfE's 2024/25 ITT data, only a handful of subjects, including physical education, art and design and history, met or slightly exceeded their recruitment targets while every other major subject group fell short. The most severe deficits continue to be recorded in physics (around 17% of target), computing (around 35%), and mathematics (around 45%), but English, geography and music, in which recruitment has tended to be more resilient, also failed to meet their targets for the second consecutive year.²⁹
- 3.6 In the primary sector, recruitment has weakened, despite declining pupil numbers. Entrants to primary ITT programmes in 2024/25 were sufficient to reach only 80% of the Department's target, leaving a growing gap between recruitment and the number of teachers leaving the profession.³⁰ Overall, the 2025 NFER Teacher Labour Market report concludes that recruitment shortfalls are systemic rather than subject-specific.
- 3.7 Unfilled vacancies remain around six times higher than pre-pandemic levels. 46% of secondary schools reported at least one vacancy during the 2024/25 academic year.³¹ The same analysis finds that recruitment activity fell sharply through the first half of 2025, with job advertisements for secondary school posts 31% lower than the previous year. This contraction was accompanied by expectations of further reductions in secondary teaching posts—44% of headteachers anticipated staffing cuts in 2025/26, compared with just 5% anticipating growth.
- 3.8 Therefore, recruitment pressures now cut across almost every subject and phase of education. The cumulative shortfall of trainees, combined with declining retention, poses a continuing threat to educational quality and to the Government's capacity to deliver its curriculum and improvement ambitions.

²⁹ *ibid.*; see also National Foundation for Educational Research (NFER) (2025). *Teacher Labour Market in England: Annual Report 2025*. Available at: (<https://www.nfer.ac.uk/publications/teacher-labour-market-in-england-annual-report-2025/>), accessed on 09.10.25.

³⁰ *ibid.*

³¹ *ibid.*

International recruitment

3.9 The contribution of teachers qualified outside the UK remains significant but has declined further. In 2024/25, only around 1,580 teachers trained overseas were awarded QTS, down from 1,740 the previous year and far below pre-Brexit levels.³² Despite policy changes to broaden eligibility, recruitment from countries such as Australia, Canada, the United States and New Zealand has fallen sharply. The increase in the annual Immigration Health Surcharge, from £624 to £1,035, continues to act as a deterrent to international teacher mobility.³³

4. FUNDING A FAIR PAY AWARD

4.1 The continued suppression of teacher pay is a political choice, not an economic necessity. The Review Body should remain clear in rejecting this approach.

4.2 The Secretary of State has clearly stated in the remit letter that:

'No additional funding will be made available for the pay awards, in any year of the multi-year Spending Review period'.

This approach is entirely unacceptable. It will simply create other funding challenges in schools, resulting in cuts and job losses which will worsen the working lives of teachers. The review body must make clear that all pay awards must be accompanied by the necessary funding in full.

4.3 There are multiple options available to the Westminster Government to raise the necessary revenues to fund a fair and sustainable pay rise for teachers and other public sector workers, including:

³² DfE (2025c). 'Trainee qualified teacher status and employment outcomes' in *Explore Education Statistics*. Available at: (<https://explore-education-statistics.service.gov.uk/data-catalogue/data-set/647a9529-219a-4fa2-bc15-d09e9be18ff8>), accessed on 09.10.25.

³³ Home Office (2024). *Immigration Health Surcharge*. Available at: (<https://assets.publishing.service.gov.uk/media/68d50cf8e65dc716bfb1dd88/Immigration+health+surcharge.pdf>), accessed on 09.10.25.

- (i) sufficiently resourcing HMRC to enable the collection of an estimated £39.8 billion in unpaid tax in 2023/24 (HMRC estimates that the tax gap – the difference between the amount of tax that should be paid to HMRC, and what was actually paid – has increased from £38.1 billion to £39.8 billion);³⁴
- (ii) ending fossil fuel subsidies for oil and gas companies to raise £2.2 billion a year; and
- (iii) introducing a *wealth tax* of 2% on assets worth over £10 million in order to support public services and help the poorest through the cost-of-living crisis. Research undertaken by Tax Justice UK shows that up to £24 billion could be raised by introducing the above tax, which would only impact on the richest 20,000 (0.04%) of the population.

4.4 In total, Tax Justice UK estimates that introducing a programme of ten tax reforms, including equalising capital gains tax with income tax and introducing a 2% tax on assets over £10m, has the potential to raise an additional £60 billion a year for the UK Government.³⁵

4.5 It is time to confront the reality that teaching is no longer a financially competitive career compared to other graduate professions. NASUWT contends that a series of significant above-RPI inflation increases to all teachers' salaries and allowances must be applied from September 2026, as a necessary step in restoring the real-terms value of teachers' pay to 2010 levels.

Funding the multi-year pay award.

4.6 The Department can do much more to support schools to ensure that the public funding they receive achieves the maximum value.

³⁴ HMRC Annual Report and Accounts 2023 to 2024, <https://www.gov.uk/government/publications/hmrc-annual-report-and-accounts-2023-to-2024>

³⁵ Tax Justice UK, 'How to raise £60 billion for public services: our ten tax reforms' <https://taxjustice.uk/blog/how-to-raise-60-billion-for-public-services-our-ten-tax-reforms/>

4.7 NASUWT has produced a detailed report entitled ***Where has all the money gone 2025?***³⁶ The report sets out the key areas where the Government/Department can, with system-level changes, ensure more public money is available for schools to use. The report also includes many examples and tables of data illustrating the hundreds of millions of pounds that could be spent better if the Government intervenes. Some examples from the report are:

- (i) Indefensible profiteering in the Independent Special School sector - for example, Councils spent an average of £52,000 per pupil on independent special school places for 2015/16, almost double the £10,000 to £30,000 per pupil annual cost of a SEND pupil attending a state-funded school place.
- (ii) Exam boards such as AQA have more than doubled their number of employees between 2022 (98) and 2023 (200) who earn over £60,000, and have increased the cost of exams in excess of all the measures of inflation for the forthcoming academic year.
- (iii) A more than doubling of spending on consultants by Academy Trust employers in the past 5 years to over £412 million.
- (iv) Schools spent more than £1.2 billion on supply teachers in 2022/23, with agencies estimated to have taken over £300 million in fees/profit.
- (v) The House of Commons Public Accounts Committee found that,

'Unjustifiably high salaries use public money that could be better spent on improving children's education and supporting frontline teaching staff.' (Chief Executive Officers and Trustees on Academy Trust).³⁷

³⁶ <https://www.nasuwt.org.uk/static/3faf0a25-1c73-414d-82eb36adc30c42c4/76f555f7-6112-4460-8ef50daaa60af1db/Where-Has-All-the-Money-Gone-2025-England.pdf>

³⁷ House of Commons Committee of Public Accounts: Academy schools' finances: Thirtieth Report of Session 2017-19: <https://tinyurl.com/mryf7m5c>

(vi) Between 2015/16 and 2022/23, the number of trustees paid more than £150,000 has increased from 101 to 775. During the same time period, the number paid in excess of £200,000 increased from zero to 99.

4.8 Anne Longfield, former Children’s Commissioner, said these “eye-watering levels of profit” are “indefensible, in my view. It’s taking money out of our statutory services at an alarming rate.”³⁸

How do schools respond to financial pressure?

4.9 As a result of the Secretary of State accepting the Review Body’s recommendation of a 4% cost-of-living pay award, schools have assessed that, on average, schools will be able to find 25% of this pay award (1% of the 4%). For those unable to do so, they will have to make so-called ‘efficiency savings’.

4.910 NASUWT estimates that approximately one in four schools (23%) will not be able to afford the additional 1% contribution to fund the teacher and school staff pay awards for 2025/26 out of existing school budgets.

4.11 This is an estimate based on the latest Consistent Financial Reporting (CFR) returns for local authority (LA) maintained schools³⁹ as well as academies’ accounts returns (AARs) data for 2023/24.⁴⁰

4.12 One in four (26.7%) local authority maintained schools and one in five academy schools (19.3%) are estimated to have insufficient funds to provide for the 1% cost of the teacher and support staff pay award out of their existing budgets, based on the assumption that their financial position has remained largely unchanged from 2023/24.

³⁸ Ibid.

³⁹ <https://explore-education-statistics.service.gov.uk/find-statistics/la-and-school-expenditure/data-guidance>

⁴⁰ <https://www.gov.uk/guidance/academies-accounts-return>

- 4.13 It is essential that all pay awards are fully funded to avoid further increases in teacher workload that will drive more and more teachers out of the profession and make it increasingly more challenging to recruit 6,500 additional teachers.
- 4.14 In December 2021, the PAC recommended that the DfE collect reliable information about the impacts of financial pressures on schools.

Recommendation 3: In carrying out its research, the ESFA should collect sufficient, reliable evidence on the impact of financial pressures on schools at local level, including on whether they are leading to schools narrowing their curriculum and reducing staffing.⁴¹

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

Recommendation 18 a: The Department and the Education Skills and Funding Agency should assess the impact on provision of the various measures adopted by schools in response to financial pressures, for example reducing staffing levels or changing support for pupils with special educational needs and disabilities. This work should include quantitative analysis and qualitative research to understand how schools have adjusted their provision and identify lessons and good practice.⁴²

- 4.16 The DfE said the primary aim of the research they commissioned was to answer the question “*How do schools respond to financial pressures?*”⁴³
- 4.17 Interview participants who reported making changes to staffing listed: not replacing staff (including teachers, classroom-based support and other staff); reduced hours for teaching and support staff; appointing Early Career

⁴¹ Financial Sustainability of Schools in England (parliament.uk), pg. 6

⁴² Financial sustainability of schools in England (nao.org.uk) pg. 16

⁴³ <https://www.gov.uk/government/publications/schools-responses-to-financial-pressure-2023>

Teachers (ECTs) whenever possible; teachers returning to maximum class teaching allocations; and middle and senior leadership team restructures.⁴⁴

- 4.18 This has the resultant effect of increasing workload and work-related stress which is already at crisis levels in schools.⁴⁵
- 4.19 Three-quarters (75%) of primary maintained schools and two-thirds (67%) of secondary maintained schools with a cumulative surplus stated they had used reserves in the 2022/23 financial year.⁴⁶
- 4.20 The DfE has estimated that cost pressures on mainstream schools had exceeded funding increases between 2015/16 and 2019/20 by £2.2 billion mainly because of rising staff costs. It also noted that schools may have experienced impacts of reduced local authority spending on services for children and young people.
- 4.21 Covering the costs of reduced multi-agency support for pupil mental health and wellbeing has placed huge additional demands on school budgets that are not included in the current National Funding Formula.
- 4.22 Financial pressures on local authorities are most severe where the need for children's services is greatest. Spending in the most deprived areas has dropped by 14%, whilst spending in the least deprived has increased by 9%.⁴⁷
- 4.23 The large reductions in enrichment activities, curriculum resources and school trips to supplement the curriculum (along with the reduction in specialist teachers detailed in the table above) all serve to narrow the curriculum and

⁴⁴ Ibid

⁴⁵ <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

⁴⁶ Ibid

⁴⁷ <https://www.barnardos.org.uk/sites/default/files/2020-05/Analysis%20funding%20and%20spending%20on%20children%20and%20young%20people%27s%20services%20-%20May%202020.pdf>

reduce schools ability to improve educational outcomes, which has a larger impact on the most deprived communities.

4.234 Since its introduction, the NFF has provided bigger real-terms increases for the least deprived schools (8–9%) than for the most deprived ones (5%) between 2017/18 and 2022/23. This runs counter to the Government’s goal of levelling up poor areas.⁴⁸

4.25 School top 3 spending priorities are:

- staff pay (including teacher and support staff pay awards);
- supporting students with EHCPs and pupils with SEND, with an increasing emphasis on pupils with social, emotional and mental health difficulties; and
- buildings and premises.⁴⁹

4.26 Participants from schools with limited or no reserves reported having very little choice in terms of setting their spending priorities as staff salaries took up most of the budget.

4.27 The spend/budget lines most likely to be projected to receive a decreased proportion of spending were: teaching continuing professional development CPD (32%), ICT (24%), educational supplies (22%), administrative supplies (20%) and building infrastructure/estates (17%).⁵⁰

4.28 The CFR data on the actual financial position of maintained schools in 2022/23 shows 61.4% of primary and 47.0% of secondary maintained schools had a negative in-year balance.⁵¹

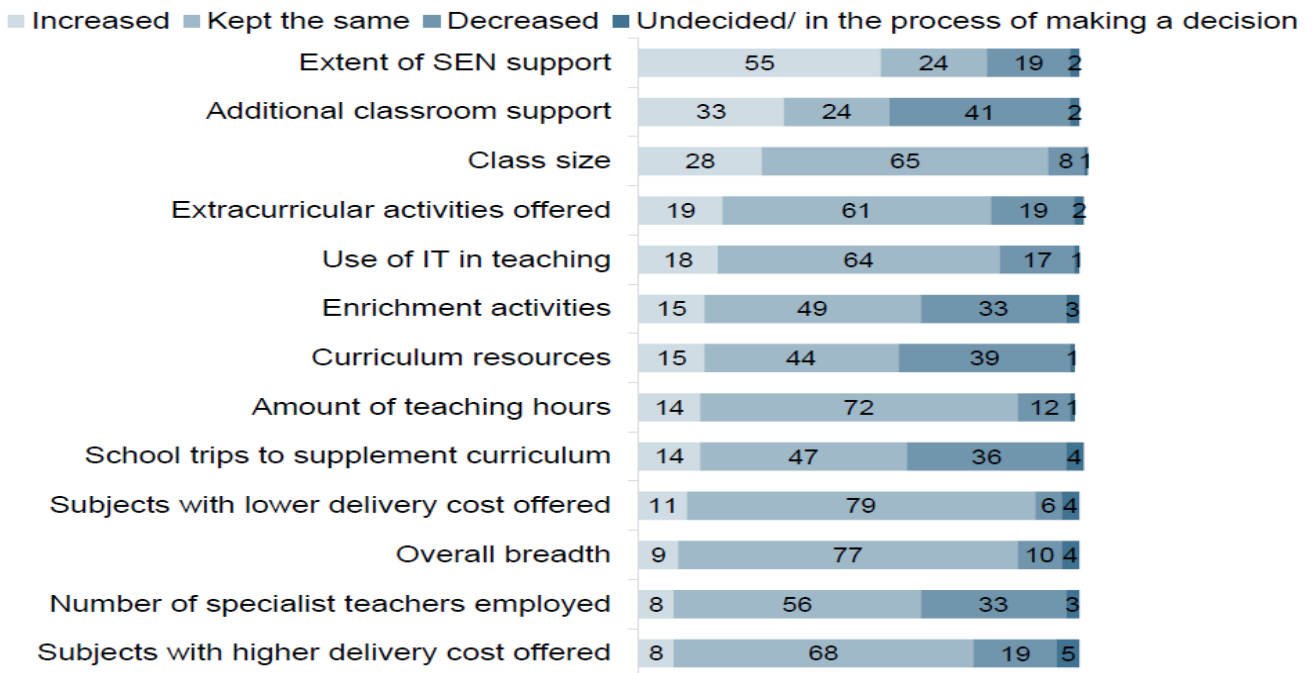
⁴⁸ https://ifs.org.uk/sites/default/files/output_url_files/BN334-School-spending-in-England-trends-over-time-and-future-outlook.pdf

⁴⁹ Ibid.

⁵⁰ Ibid.

⁵¹ LA and school expenditure, Financial year 2022-23 – Explore education statistics – GOV.UK (explore-education-statistics.service.gov.uk)

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



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

4.29 Many schools have had to alter their provision in response to already insufficient budgets (see the table above), the most significant of which are: reducing additional class support and increasing class sizes which in turn leads to an increase in the working hours of teachers and adverse impacts on wellbeing.

5. SUPPLY TEACHERS

5.1 Supply teachers are integral to the education system. Without supply teachers, many pupils would be denied the opportunity to be taught by qualified and dedicated teachers who ensure that schools can continue to provide the education to which children and young people are entitled. Supply teachers make a vital contribution to securing high educational standards for all children and young people.

- 5.2 Despite this, the experiences of many supply teachers suggest that developments such as deregulation have had a detrimental impact upon the deployment of supply teachers and their pay and working conditions, making it a deeply precarious and increasingly unattractive option, particularly when considered against teachers with a permanent contract of employment.
- 5.3 There has been a substantial increase in the outsourcing of supply teaching through the use of employment agencies/umbrella companies in recent years. Private supply agencies existed at the margins, but not so much now.
- 5.4 Supply agencies have come to dominate the market place, up from 63% in 2014 to 81% in 2023/24. At the same time, the number of local authorities providing pooled supply arrangements dropped from 18% to just 1% respectively.
- 5.5 The well-documented move away from permanent employment to an outsourced labour market has resulted in increased costs to schools and worsened pay and terms and conditions of employment for supply teachers.
- 5.6 Research suggests that schools spent £1.4 billion in 2023/24, and that was nearly double the amount compared to 2014/15.⁵²
- 5.7 As a consequence, a number of supply agencies have reported record profits. This includes Tradewind Recruitment, which posted £11.3million, and Teaching Personnel, which posted a 26% increase in its turnover with a gross profit of £21.9 million. A loss of £2.6 million at Protocol Education for the year ending November 2020 rose to a £6 million profit in the year ending November 2021,⁵³ whereas Just Teachers Ltd is had a turnover of almost £30 million last year, with a gross profit of £8.9 million.⁵⁴

⁵² <https://news.sky.com/story/supply-teachers-costing-schools-1-4bn-as-students-say-they-are-falling-behind-13397948>

⁵³ <https://schoolsweek.co.uk/supply-teacher-deregulation-graduate-teaching-recruitment/>

⁵⁴ <https://www.dailymail.co.uk/news/article-14352691/Job-agencies-state-school-supply-teachers-booze.html>

- 5.8 Smile Education offered a new regional recruitment consultant '*uncapped commission*', with '*top billers earning £100k+*'. The advert also stated that employees also have a paid-for holiday abroad together once a year.⁵⁵
- 5.9 An analysis of the annual accounts showed the country's seven largest agencies recording £68.4 million in gross profit.
- 5.10 It has been estimated that approximately 93% of vacancies in publicly funded schools are filled by employment agencies.⁵⁶ More than 70% of secondary school headteachers have increased their spending on agency supply teaching, with a majority citing increased supply agency fees (54% of respondents) as a key factor in the increased expenditure.⁵⁷ However, whilst fees charged to schools have increased, supply teachers have not benefited, and the pay of supply teachers has increasingly lagged behind the salaries of teachers employed by schools.
- 5.11 Crown Commercial Services (CCS) estimates that the average agency mark-up was 38%.⁵⁸ CCS estimated that this equates to an agency receiving £56 on a charge rate of £200 to the school, with the supply teacher receiving just £101.81.⁵⁹
- 5.12 In the financial year 2022/23, local authority maintained schools' gross expenditure included £698.07 million on supply staff costs. This comprised of £486 million on agency supply teachers, which represents a 17% increase on 2021/22.⁶⁰
- 5.13 Estimates suggest that the amount spent by local authority maintained schools on supply teachers for 2023/24 increased by 8.5% to in excess of £757 million.⁶¹ Of this, £521.9 million was spent on agency supply teaching staff, an

⁵⁵ <https://schoolsweek.co.uk/supply-teachers-second-class-citizens-as-pay-stagnates/>

⁵⁶ Ibid.

⁵⁷ <https://edexec.co.uk/ascl-survey-reveals-soaring-cost-of-supply-teachers/>

⁵⁸ <https://www.crowncommercial.gov.uk/news/agency-mark-up-and-the-impact-on-temporary-worker-pay>

⁵⁹ Ibid.

⁶⁰ <https://explore-education-statistics.service.gov.uk/find-statistics/la-and-school-expenditure/2023-24#releaseHeadlines-charts>

⁶¹ Ibid.

increase of 7.5% on that spent the previous academic year.⁶² Based on the commission figures quoted above, this represents in excess of £198.32 million of taxpayers' money being siphoned off into the pockets of supply agencies and/or umbrella companies.

- 5.14 The figure for academies for 2022/23 was over £882 million. This was made up of over £751 million in the procurement of supply teachers through supply agencies, which represents an increase of over 27% on the previous academic year.⁶³ Based on the commission charges referenced above, this represents approximately £285.5 million of taxpayers' money which could be put to better use within schools.
- 5.15 The figure for academies for 2023/24 was in excess of £1 billion. Of this, approximately £879.3 million was spent on agency supply teaching staff. Based on commission rates of 38% as referenced above, this equates to in excess of £334 million of taxpayers' money which is not being retained within the education system.⁶⁴
- 5.16 For supply teachers, the impact of pay freezes and real-terms pay cuts, together with the lack of effective regulation of agencies, has resulted in even more acute cost-of-living pressures and the exodus of many supply teachers from the profession, including to non-professional occupations, such as retailing, where pay levels are rising.
- 5.17 For many supply teachers who are subject to the vagaries of intermittent and insecure employment, the cost-of-living crisis is ever more prescient, with a number of supply teachers placed in a precarious financial situation where they have had to make tough decisions about their expenditure, including cutting back on essential items, such as food and heating.

⁶² Ibid

⁶³ Based on an analysis of income and expenditure figures provided by academies in England for 2022/23 found at: <https://schools-financial-benchmarking.service.gov.uk/Help/DataSources>

⁶⁴ Based on an analysis of income and expenditure figures provided by academies in England for 2023/24 found at: <https://schools-financial-benchmarking.service.gov.uk/Help/DataSources>

5.18 Of even greater concern is the fact that some supply teachers have been forced into mortgage/rent arrears, while having to rely on the generosity of family and friends to make ends meet.

“As a part-year worker, I have had to borrow money from family to meet monthly bills and family have bought food shopping and paid for petrol for me to get to work most months.”

“Not used central heating in autumn and winter.”

5.19 The average daily pay rate for a classroom teacher employed by a school is £251.72 (equivalent to median teacher pay of £49,084).⁶⁵ However, the majority of supply teachers report that they are paid between £100 and £149 per day.

5.20 This represents a pay differential of £102.72 to £151.72 in the daily rate received by the majority of supply teachers. Indeed, the majority of supply teachers have not seen their remuneration increase substantially since 2014.

“Permanent staff will have had some increases in their pay over the years. Supply stays the same, with no increase for over seven years.”

“Everyone paid the same, regardless of experience.”

5.21 Just over half of supply teachers (52%) indicated that the rates of pay received during the academic year 2022/23 were the same as those they were able to earn in the previous academic year, whereas 14% reported that the rates of pay received were less than those they were able to earn in the previous academic year.

5.22 Just over a third (34%) said that the rates of pay received had increased, despite teachers getting a 5.5% pay rise for the academic year 2024/25 to all pay ranges and allowances.⁶⁶

5.23 It therefore comes as no surprise that supply teachers are stuck on ‘stagnating’ pay rates and ‘treated like second-class citizens’, fuelling a shortage amid booming demand.⁶⁷

⁶⁵ <https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england/2024>

⁶⁶ <https://questions-statements.parliament.uk/written-statements/detail/2024-07-29/hcws35>

- 5.24 When asked if the agency/agencies where they undertook work during the academic year 2023/24 operated a ceiling in respect of their remuneration, well in excess of half of supply teachers (55%) reported that the agency/agencies did.
- 5.25 The Union maintains that it is now time for the entitlement to national pay scales to be returned to teachers, including those undertaking supply, in England. This would ensure that schools in England have a competitive salary structure, something that is evidenced by the fact that just under a quarter (24%) of supply teachers were able to secure more money when working through a local authority or directly with a school in comparison to supply work through an agency.
- 5.26 Ending the ‘broken market’ in teacher supply would also deliver greater economy and efficiency for schools and a better deal for teachers and for pupils.
- 5.27 It cannot go unnoticed that the local authorities, as well as the overwhelming majority of schools, would have been bound by, or have referenced in pay policies, the provisions of paragraph 42 of the STPCD relating to supply teachers. NASUWT, therefore, asserts that the Review Body is under an obligation to consider and address the detrimental impact of deregulation upon the pay and working conditions of supply teachers in comparison with teachers who have a permanent contract of employment with a school.
- 5.28 Twelve per cent of supply teachers stated that they were paid between £51 and £119 per day for assignments, just over two-fifths (41%) stated that they were paid between £120 and £149 per day for assignments, and just over a third (34%) stated that they were paid at between £151 and £199 a day for assignments.

⁶⁷ <https://schoolsweek.co.uk/supply-teachers-second-class-citizens-as-pay-stagnates/>

- 5.29 As such, well in excess of half (53%) of experienced supply teachers can expect to be paid at levels that equate to the daily rate a teacher on M1 can expect to receive.
- 5.30 This suggests that the majority of experienced supply teachers can expect to be paid at levels that equate to approximately £20 less than the daily rate a teacher on M1 can expect to receive when undertaking an assignment through an employment agency.⁶⁸
- 5.31 The daily rate of pay now received by a teacher undertaking supply work through an employment agency is lower than some of the rates of pay for an unqualified teacher.⁶⁹
- 5.32 If supply teachers working through an agency were able to achieve equal treatment in accordance with the provisions in paragraph 42 of the SPTCD, then this would equate to a difference in pay of between £19.80 to £117.80 per day, and an increase of between £3,861 and £22,971 if employed for all 195 days of the 2025/26 academic year.⁷⁰
- 5.33 Given this, if employed for all 195 days of the 2025/26 academic year, well in excess of half of supply teachers (53%) could expect to earn between £9,945 to £29,055 less for the academic year 2025/26 in comparison to a teacher employed at a school on the minimum of the MPR (M1).
- 5.34 NASUWT maintains that the increased reliance on agency working has led to a reduction in the pay and conditions of service of supply teachers. Rates of pay of supply teachers have remained stagnant for the overwhelming majority of supply teachers, and have been significantly eroded by inflation.

⁶⁸ <https://www.nasuwt.org.uk/advice/supply-teacher/supply-teachers-pay/supply-teachers-pay-england.html>

⁶⁹ Ibid.

⁷⁰ Based on an the average daily rate reported as being between £51-£149 in the NASUWT Annual Supply Survey in comparison to the current M1 daily rate for 2025/26 of £168.80.

- 5.35 Without the application of the national pay framework, supply teachers have seen their pay plummet relative to other teachers, with no national entitlement to an annual pay award when employed via supply agencies.
- 5.36 When looking at the data in regards to comparisons between the journey taken by a supply teacher and a teacher working in school, the discrepancies in pay become ever starker. As referenced earlier, assuming a teacher working on a permanent contract receives an annual pay increment, by the time they reach M6, the difference between the pay of a supply teacher and that of a teacher on a permanent contract could be between £35,408 and £16,298.
- 5.37 In England, a teacher on a permanent contract would be eligible to go through the threshold, enabling them to access higher rates of pay up to and including UPR3. As a consequence, the differences between the pay of a supply teacher and that of a teacher on a permanent contract are exacerbated, so that the difference could be between £41,104 and £21,994 per year.
- 5.38 Given the vagaries of insecure, intermittent and precarious work for vast swathes of supply teachers, it is extremely optimistic to think that supply teachers will be able to work for all 195 days of the 2024/25 academic year and therefore earn anything near the amounts referenced above. Many supply teachers are earning far less than their permanent counterparts in schools, in spite of their level of experience and expertise.
- 5.39 Recent research published by the DfE reinforces many of the findings detailed above. *The Use of Supply Teachers in Schools*⁷¹ confirms what NASWUT has known and campaigned on for a number of years – namely that the supply market in England is broken and is in desperate need of fixing.

⁷¹ https://assets.publishing.service.gov.uk/media/66f2b45966439d663cf12bb0/Use_of_supply_teachers_in_schools_research_report.pdf

- 5.40 Many schools and supply teachers would welcome greater parity and consistency, including through greater regulation of agencies, to address the inequalities in the system.⁷²
- 5.41 NASUWT advocates that a significant above-RPI inflation increase in salary values over a sustained period is necessary to restore supply teachers' salaries to a level commensurate with their skills and experience, as the evidence outlined above clearly demonstrates that supply teachers are a profoundly exploited and vulnerable group of teachers.
- 5.42 NASUWT calls for all agency teachers to be guaranteed rates of pay commensurate with all other teachers, and for the Review Body to recommend this.
- 5.43 NASUWT maintains that the STRB must address the exploitation faced by supply teachers by recommending that all supply teachers, including agency teachers, fall within the remit of the STRB and that their pay and conditions are set by the Review Body and are consistent with pay and conditions for all teachers across the state-funded schools in England.
- 5.44 NASUWT therefore welcomes the Review Body's acknowledgement that the evidence suggests there is 'a legitimate question' over the value for money of the amount spent annually on supply teachers, but the Union was disappointed with the Review Body's assertion that the role of a supply teacher is not comparable to that of permanent members of staff, particularly as the relevant paragraphs of the STPCD make no such distinction.
- 5.45 The relevant paragraph states: '*A teacher to whom paragraph 42.1 applies and who is employed by the same authority throughout a period of 12 months beginning in August or September must not be paid more by way of remuneration in respect of that period than would have been paid had the teacher been in regular employment throughout the period.*' In doing so, it

⁷² Ibid.

confirms that a short-notice (supply) teacher who worked 195 days would be paid on a comparable level with a permanent member of staff for undertaking the *'same range of teachers' professional duties as set out in the STPCD'*.

- 5.46 The failure of the Review Body to be bold in respect of supply teachers puts at risk *'the existence of an effective supply teacher workforce is also important to facilitate flexible working for permanent teachers.'*
- 5.47 NASUWT believes that now is the time for the STRB to stop the exploitation of supply teachers and to improve its pay and conditions. NASUWT urges the STRB to act on its suggestion that *'if there is a useful role for the STRB to play in making recommendations in this area, we would be very pleased to do that.'* This would including recommending that the DfE works with local authorities and schools on the restoration of the organisation and administration of local authority pooled supply arrangements, pools on a regional, or even an all-England basis, or, at the very least, insist that schools source supply teachers from such supply pools before resorting to an outsourced agency and/or umbrella company.
- 5.48 NASUWT maintains that the procurement and contract delivery of supply teachers should be insourced as part of the implementation of the *'biggest wave of insourcing of public services in a generation'*,⁷³ to avoid poor remuneration and terms and conditions for hard-working and dedicated supply teachers.
- 5.49 In-house or insourcing has a significant number of benefits, not least of which is ensuring that those working in the public sector, such as supply teachers, are able to access better terms and conditions, including the paid-to-scale rate and the Teachers' Pension Scheme (TPS), under the relevant provisions of the STPCD or the relevant provisions of their school's pay policy.

⁷³ <https://labour.org.uk/wp-content/uploads/2024/06/MakeWorkPay.pdf>

- 5.50 In line with the commitments in [Make Work Pay](#), the Union maintains that ‘good work’ should reference payment in line with the relevant provisions as set out in the STPCD, as well as access to the TPS.
- 5.51 The table below shows that over four-fifths (83%) of supply teachers believe that the Government should ensure that supply teachers are paid to scale in line with the STPCD and just over three-fifths (62%) of supply teachers believe that the Government should ensure that they can access the TPS.
- 5.52 The situation for supply teachers as agency workers in England is compounded by the fact that employment by or through agencies is currently not pensionable under the TPS, leaving many supply teachers no alternative other than to make less favourable pension plans, including reliance on inferior auto-enrolment pension arrangements. There is a strong argument that supply teachers, working alongside other employed teachers, should be afforded the right to access the TPS.

“I wish I could pay into the TPS, but I am frustrated that it isn’t possible to do so through supply agencies. This feels like a two-tier system in remuneration as well as in other ways.”
“This is the biggest issue for supply teachers – I have been unable to pay contributions to the TPS for many years. Agencies provide NEST, but not being allowed to add contributions to TPS is very unfair.”

Cost-of-living crisis

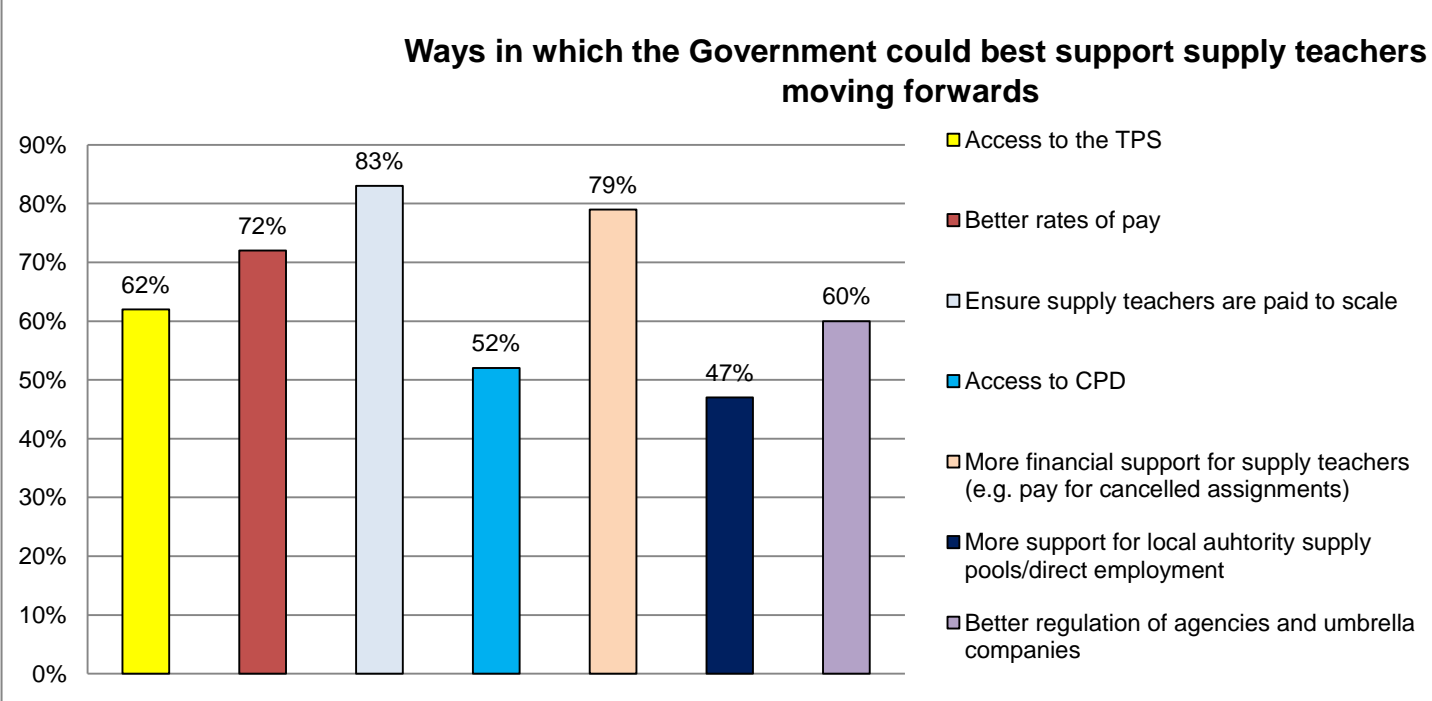
- 5.53 For many supply teachers who are subject to the vagaries of intermittent and insecure employment, this situation has been compounded by the cost-of-living crisis and consistently high levels of inflation which have had a detrimental impact on the cost of goods and services for supply teachers.
- 5.54 All teachers are in the throes of a cost-of-living crisis, but for supply teachers subject to the vagaries of insecure, intermittent and precarious employment, the situation is even more prescient.

5.55 Well over a quarter of supply teachers (28%) reported that they had sourced work elsewhere other than teaching during the academic year 2023/24. Of those, well in excess of four fifths (86%) stated that the work sourced elsewhere other than teaching failed to provide the same level of financial income that they would have obtained had they been able to secure work teaching.

5.56 Well in excess of two fifths of supply teachers (44%) stated that they had experienced financial hardship as a supply teacher over the same period.

5.57 Taking the RPI as the inflation measure which most accurately measures increases in prices for supply teachers, this group is significantly poorer in real terms than they were in 2010.

5.58 In a survey of almost 1,000 supply teachers, our members tell us that the best support the government could give them going forward is detailed in the graph below.⁷⁴



⁷⁴ <https://www.naswt.org.uk/static/5238e972-da91-49fc-b81bc72ce23ba968/Supply-Teachers-Annual-Survey-2024-England.pdf>

- 5.59 In Northern Ireland, supply teaching, or substitute teaching as it is known, is overseen by the Northern Ireland Substitute Teacher Register (NISTR) which is operated by the Department of Education (DE). The NISTR was designed specifically to tackle the practical issues involved in arranging suitable teaching cover identified in the Northern Ireland Audit Office report on *The Management of Substitution Cover for Teachers*, published in 2002.
- 5.60 All substitute teachers are registered through an online booking system that enables schools to book substitute teachers in real time through a regional centralised database of substitute teachers that they manage and update. They identify when they are available to work and then schools can book accordingly.
- 5.61 Payment for all approved periods of substitute teaching is then made on a monthly basis, at a daily rate of 1/195 of the annual salary of a comparable teacher on a substantive contract, through the payroll system which is run by the DE.
- 5.62 This system benefits both schools and teachers in dealing with the practical issues involved in arranging qualified teaching cover. It provides flexibility for the substitute teachers to manage their own availability and the distance they are willing to travel. Schools get the advantage of accessing substitute teachers through a centralised booking system which provides information on their previous experience and expertise, as well as on their qualifications and criminal record checks. This information can be accessed 24/7 at no cost, in order to book cover for teacher absences.
- 5.63 The NISTR is supported and endorsed by the DE, employing authorities, the General Teaching Council Northern Ireland (GTCNI), the Northern Ireland Teachers' Council (NITC) and the teaching unions. The NISTR is the only mechanism for engaging substitute teachers in all schools in Northern Ireland.

6. SALARY SAFEGUARDING

- 6.1 The remit asks for the Review Body to review the current '**salary safeguarding period**' to see if it '**should be reduced to enable employers to deploy their workforce and resources most effectively, whilst maintaining core teacher protections**'.
- 6.2 The current salary safeguarding arrangement has been in place since 1st January 2006.
- 6.3 It's important to remember that teaching, unlike virtually all other graduate professions, has three notice periods:
- 31 October to leave on 31 December
 - 28 February to leave on 30 April
 - 31 May to leave on 31 August
- 6.4 Headteachers are required to give two terms' notice.
- 6.5 The recruitment cycle is therefore substantially longer than in other professions, so the ability for someone subject to salary safeguarding to find employment at or above the safeguard sum takes much longer.
- 6.6 NASUWT has found no published empirical studies that directly compare different lengths of safeguarding (e.g. one year vs two vs three) and measure the impact on teacher retention, morale, recruitment decisions, or financial cost to schools. We have found no quantitative modelling of how much money would be saved by reducing the period, or what negative impact on retention or teacher supply might be. We have been unable to find any large-scale surveys of teacher attitudes specifically to safeguarding duration.
- 6.7 We do know that the current STPCD provisions specify: '**the relevant body must review the teacher's assigned duties and allocate such additional duties to the teacher as it reasonably considers are appropriate and commensurate with the safeguarded sum.**'

- 6.8 The provisions also state that: “***The teacher shall not be paid any safeguarded sums if the teacher unreasonably refuses to carry out such additional duties, provided that the teacher is notified of the relevant body’s decision to cease paying the safeguarded sums at least one month before it is implemented.***”
- 6.9 Any suggestion that those in receipt of a salary safeguarded sum are receiving pay for no additional work would be incorrect.
- 6.10 The DfE’s own evidence to the STRB in 2013 stated that: “***Safeguarding is there to protect teachers from unfair loss of pay when roles or allowances are removed through no fault of their own (e.g. school closure, reorganisation). It provides stability and security. Reducing the period would reduce this protection and may leave teachers vulnerable.***”
- 6.11 Teachers considering accepting Teaching and Learning Responsibility (TLR) payment or leadership roles often factor in the risk of responsibilities being removed, so having a three-year safeguard may encourage them to take on the risk. Without that, they might be more reluctant, particularly if moving to smaller schools/more unstable contexts.
- 6.12 NASUWT believes teacher retention will suffer if teachers feel less secure about their pay, particularly in uncertain or volatile school contexts. The psychological / morale effects of losing protections may push some teachers to leave earlier or avoid taking on higher responsibility roles in the first place.

7. BONUS PAYMENTS

- 7.1 The Review Body has been asked for its view on the option for maintained schools to offer non-consolidated payments (including bonuses) for those who want to use them, separate to and above any pay progression arrangements and the annual STRB recommended pay uplift.

- 7.2 In the current climate where schools are chronically underfunded, many schools (at least one in four) are unable to afford a further 1% pay uplift, let alone exercise freedom and flexibilities to pay teachers more where they wish to do so.
- 7.3 If such decisions are to be made then, in practice, schools would have to budget and set aside payments at the start of the year to make the payments from funding that they essentially do not have. Therefore in practice these flexibilities around pay uplifts are fanciful at best and impractical.
- 7.4 Allowing schools to design systems and policies to implement bonus payments where they choose to do so runs the risk of litigation in terms of equal pay claims (soon to include ethnicity and disability) and claims arising from discrimination.
- 7.5 This risk is exacerbated where schools design their own policies that may lack the robust scrutiny and evidence base under which to make fair and transparent pay decisions that are firmly rooted in evidence. Pay flexibilities and payment of bonuses otherwise open up schools to a great degree of legal risk over unfair/discriminative pay claims that NASUWT is all too aware of.
- 7.6 Using public money to potentially obtain external legal advice or consultants to design or defend pay processes from legal challenges is not a good use of money. Any pay policy would have to stand up to the scrutiny of appeals, reviews and transparency whilst ensuring equality.
- 7.7 The Secretary of State has been clear that no additional funding (due to the three-year Comprehensive Spending Review 2026-2029) will be provided for school funding.

“We expect schools will need to continue to contribute to the costs of future pay awards and ensure spending is maximised to deliver for children and young people.”

- 7.8 All teachers being paid more would be a welcome step. However, as we know, the profession is critically underfunded and, in reality, these freedoms are rarely going to be exercised due to financial constraints. Schools are not flush with money and many are barely able to make cost-of-living pay awards and provide incremental progression.
- 7.9 Giving maintained schools the same powers as academies to make bonus payments without additional funding makes no sense. The real focus has to be on adequate funding and a pay and conditions framework that serves the profession by eradicating the recruitment and retention crisis that has developed due to eroding pay levels since 2010, with workload spiralling over that same time period.
- 7.10 Extending the ability to make bonus payments (to recruit, retain and reward) to all maintained schools eradicates the two-tier approach and aligns the schools system. However, maintained schools would need to be aware of the legal challenge, risks and unintended consequences of exercising these pay flexibilities if they were extended across the school system.
- 7.11 For the freedoms and flexibilities to be exercised, schools will need robust pay policies, metrics and standards under which bonus payments are to be assessed, as well as appropriate training for decisionmakers, with all the safeguards of transparency and appeal procedures etc.
- 7.12 To effectively reintroduce this, when in 2024 the Secretary of State removed the statutory requirement for schools to adopt performance related pay progression (PRPP), seems absurd. In accepting this recommendation, the Secretary of State rightly notes the additional workload pressures and demands of school leaders and teachers to make the PRPP system work. This additional workload would be reintroduced with bonus schemes.
- 7.13 Any process of rewarding performance will create more workload for leaders, with the need to collect evidence and data taking them away from their core duties and responsibilities of leading teaching and learning - the very thing that led to discretions to remove PRPP.

- 7.14 Introducing and moving towards a 'bonus culture' would also prove to be divisive. Paying bonuses fails to reflect the unique and broad nature of teaching - in that it undermines holistic learning environments in which the work of one colleague is augmented and supported by that of their peers and allows them to develop their personal effectiveness by sharing expertise and experience, and providing critical professional support to each other.
- 7.15 Introducing bonuses would place an excessive focus on individual performance, with the focus on individual rewards undermining collaborative school cultures and teamwork. This would discourage and adversely affect professional innovation and creativity by limiting the scope to take appropriate risks, explore possibilities and act creatively, particularly in the face of novel or exceptional challenges. The focus should be on providing teachers with the resources and opportunities to improve their skills and knowledge throughout their careers.
- 7.16 Unless sound legal advice is taken, schools could be liable to equal pay claims and accusations of discrimination in making pay decisions around who and who not to award a bonus to, and schools must have due regard to the 'protected characteristics' of its workforce.
- 7.17 Furthermore, the equality duty under section 149 of the Equality Act 2010 means that schools must have due regard to the above matters in relation to the management of their pay policies.

Schools must:

- (i) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (ii) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- (iii) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.18 As a minimum, school's need to ensure fair access to the pay system at the school and must not:

- (i) treat a teacher less favourably than another teacher because they have a protected characteristic;
- (ii) provide rules or procedures which have (or would have) a worse impact on teachers who share a particular protected characteristic than on people who do not have that protected characteristic, unless this can be shown to be objectively justified;
- (iii) treat a teacher less favourably than another teacher because they are associated with a person who has a protected characteristic;
- (iv) treat a teacher less favourably than another teacher because of a perception that the teacher has a protected characteristic;
- (v) treat a teacher badly or victimise them because they have complained about discrimination or helped someone else complain, or done anything to uphold their own or someone else's equality law rights;
- (vi) harass a teacher because of the teacher's protected characteristics; or
- (vii) prevent employees from making a 'relevant pay disclosure' (i.e. for the purpose of finding out whether, or to what extent, there is unlawful pay discrimination) to anyone, or prevent employees from seeking such a disclosure from a colleague or a former colleague.

7.19 NASUWT has known that to fix the ongoing recruitment and retention crisis within the profession is to employ a strategic short- and long-term approach that offers a range of financial and non-financial rewards.

Financial priorities

- (i) Competitive and fair pay structures.
- (ii) Strong early-career incentives.
- (iii) Improved working conditions, flexibility, and professional growth.

Non-financial Priorities:

- (i) Reduce workload and improve working conditions.
- (ii) Expand opportunities for flexible work arrangements.
- (iii) Strengthen access to professional development and career progression.

8. WORKING HOURS OF TEACHERS AND SCHOOL LEADERS

8.1 The remit asks the Review bBody for its views on working hours of teachers and school leaders.

Teachers

8.2 The only benefit to those not paid on the leadership spine is that they are afforded some protection in the number of hours they can be directed to work.

8.3 The maximum number of directed time hours is 1,265 for a FTE teacher.

8.4 As such, the proper implementation of the current working hours arrangement within the STPCD can reduce staff turnover and recruitment costs, as well as enhance operational efficiency.

8.5 Whilst there are some academies that operate terms and conditions which do not adhere to the STPCD, notably United Learning Trust and Ark, it should be noted that these are in the minority.

8.6 The open nature of the United Learning contract, specifically the expectation that teachers are required to be at work on the academy premises for no more than 37.5 hours each week on average, means that teachers on United Learning contracts are not afforded the benefits of the 1,265 hour cap on annual directed time, and this has the potential for general workload concerns among teachers nationally to be compounded in United Learning specifically.

8.7 Indeed, it remains the case that the overwhelming majority of academy/multi-academy trusts that the Union deals with see the value of retaining the directed-time working-hours arrangement within the STPCD.

8.8 However, unlike the vast majority of other contracts of employment, teachers and school leaders are subject to the following additional working hours provisions in paragraph 51.7 of the STPCD:

· In addition to the hours a teacher is required to be available for work under paragraph 51.5 or 51.6, a teacher must work such reasonable additional hours as may be necessary to enable the effective discharge of the teacher's professional duties, including in particular planning and preparing courses and lessons; and assessing, monitoring, recording and reporting on the learning needs, progress and achievements of assigned pupils'.

8.9 There is no measure of what is '**reasonable**'. This, in practice, means that teachers have an open-ended contract have no upper limit on their undirected working hours. There is no mechanism to measure how much additional work is undertaken by individuals. The Working Lives of Teachers and School Leaders annual survey shows the average working hours of full-time teachers was 51.2 hours in 2023.⁷⁵ The average working hours of teachers has remained in excess of 50 hours for many years.

8.10 NASUWT contends that issues arise when schools and employers seek to impose directed time calendars without any consultation with staff, NASUWT and other recognised trade unions. Teachers and trade unions are increasingly not being effectively consulted over annual working time arrangements at the beginning of the school year.

8.11 Too often, schools and employers put in place meetings that are unnecessary and drive up the workload of teachers or they seek to direct teachers to

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https://assets.publishing.service.gov.uk/media/685c0d7c0433072fce0e1036/Working_lives_of_teachers_and_leaders_wave_3_-_research_report.pdf

undertake activities that are not focused on a teachers' core function of teaching and learning (e.g. cover and/or administrative tasks).

8.12 It should be noted that previous iterations of the STPCD included statutory guidance, including a statement that:

'The relevant body should ensure that...they consult with all staff on an annual calendar of staff meetings, parental consultations and other activities.'

8.13 This had the effect of developing an acceptable and reasonable annual calendar and time budget covering working hours as stipulated within the STPCD.

School leaders

8.14 School leaders are currently not subject to any upper limit on their direct hours. This is unacceptable in a modern workplace.

8.15 Like teachers, school leaders have no limit on their undirected hours either. The Working Lives of Teachers and School Leaders annual survey shows the average working hours of full-time teachers was 51.2 hours in 2024.⁷⁶

8.16 The largest single reason cited by teachers and leaders for leaving the teaching profession for many years has been too high a workload and the inability to achieve a reasonable work-life balance.

8.17 NASUWT is calling for the introduction of a maximum working week for teachers and school leaders of 35 hours, for all purposes. This has been a feature of the Scottish education system for over 20 years, and was introduced three years ago in the Isle of Man. A 35-hour working week is

⁷⁶ Ibid

currently subject to evidence collection by the Independent Welsh Pay Review Body as part of its 6th remit.

- 8.18 The Union does agree that, ***“a change to the current system of directed and undirected time could bring substantial complexities and unintended consequences to the system, and any such change would need careful consideration.”***
- 8.19 NASUWT maintains that unmanageable workload is the primary reason why teachers’ average working hours are much greater, and remains a significant issue affecting retention.
- 8.20 Unmanageable workload is the most cited reason ex-teachers give for why they left. Over one-third (36%) of teachers and leaders indicated that they were considering leaving the state school sector in the next 12 months, excluding for retirement. This represents an increase from 25% in 2022.
- 8.21 Ninety-four per cent of teachers and leaders considering leaving the state sector reported high workload as the most common factor.
- 8.22 The Secretary of State acknowledges that workload, ***“is a commonly cited reason for teachers leaving the profession and our evidence tells us that teachers and leaders often work long hours.”***⁷⁷
- 8.23 The Union contends that there remains further work to do in reducing the amount of time teachers spend working in general, and specifically on non-teaching activities such as planning, marking and administration.

9. SALARY STRUCTURES FOR 2026 ONWARDS

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

⁷⁷ <https://schoolsweek.co.uk/ministers-ask-for-three-year-teacher-pay-proposals-and-directed-time-review/>

'the adjustments that should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders in 2026/27 and 2027/28.'

Removal of the threshold application process

9.2 NASUWT welcomes the fact that one of the first acts of the new Government was to start the process of adjustments to teachers' pay by allowing employers to remove PRP. However, it is only the first step. NASUWT is calling for the removal of PRP to be mandated, along with the removal of the threshold application process and the post-threshold requirement:

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

9.3 Classroom teachers should therefore be able to access the current M1-M6 and U1-U3 pay ranges without the need for an application, and they should automatically pay progress annually unless they are subject to a formal capability process. U1, U2 and U3 pay values would be renamed M7, M8 and M9. We see this as a transitional process to moving to a 6 point pay scale and one that should be introduced immediately.

9.4 For too many years, the threshold process has acted as a ceiling for classroom teacher pay as many employers have used the criteria associated with post-threshold teachers of substantial and sustained contributions as a barrier to additional pay. In many schools, classroom teachers in very many schools are not applying to cross the threshold to ensure they are not subjected to even more additional workload that will sadly lead to them leaving the profession.

9.5 The most damning evidence against threshold application to access the UPR is actually provided by the DfE's own evidence to the STRB's 32nd Report.⁷⁸

9.6 The NASUWT 2025 Pay Survey of over 9,000 teachers and leaders shows that 29.1% of teachers receive an additional amount of pay as a permanent TLR.

9.7 It also shows that 62.3% are expected to undertake additional leadership/management responsibilities without additional pay.

Sex

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

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

Ethnicity

9.10 Figure F13⁷⁹ demonstrates clearly that pay progression rates for Black/Black British and Asian/Asian British full-time teachers are lower than rates for white teachers. In respect of movement to the UPR, this was also the case before 2013, indicating concerns about the discriminatory nature of threshold progression from 2010 onwards.

⁷⁸

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

⁷⁹ DfE Evidence to the STRB, March 2022, F13

Disability

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

Age

9.12 The DfE defines age 40 as the cut-off point for the definition of younger and older teachers. The DfE should take no comfort from the data indicating that older teachers progress more rapidly through the classroom teacher pay range.⁸⁰ This means that younger teachers progress less rapidly, which indicates a discriminatory impact.

9.13 Figure F21⁸¹ indicates that success rates for both older and younger teachers in terms of movement to the UPR have been falling since 2013. However, success rates for older teachers were running at approximately 40% in 2018, compared with approximately 50% for younger teachers.

9.14 However, one of the most striking aspects of the data relates to progression rates to the UPR for part-time teachers. This is running at 25% for younger part-time teachers, with an even lower progression rate for older part-time teachers.

9.15 The equalities analysis provided by the DfE of the PRP system does provide evidence of systematic bias leading to discrimination, together with the failure of the PRP system as a framework which rewards teachers appropriately. The DfE analysis also supports NASUWT's case for a single classroom teacher pay scale, with automatic incremental progression and without a threshold to higher classroom teacher pay levels. In addition, there is compelling evidence supporting the need for more robust equality pay gap reporting to be

⁸⁰ Ibid, F44.

⁸¹ Ibid, F21

undertaken and published annually by the DfE, employers and schools, with reference to teachers by gender, ethnicity, disability and age.

- 9.16 Now is the time to remove the threshold application process to access higher classroom teacher pay.

Multi-year pay award and reopener clause

- 9.17 A multi-year pay award could provide schools with a degree of certainty and stability in their forward financial planning and management. However, it would only be given favourable consideration by teachers if the pay rises for each year were guaranteed to deliver real (i.e. above RPI) increases and if it were part of an agreed package of pay and improvements in conditions of service. Any multi-year recommendation must include a reopener clause in the event of inflation exceeding expectations.
- 9.18 NASUWT's position on a reopener clause is that, if the September RPI figure exceeds the pay award in any given year that a multi-year pay award covers, the difference between the cost-of-living pay award and the September RPI figure should be automatically applied as a minimum additional cost-of-living pay award to ensure that there is no further real-terms erosion of teachers' pay during the period of the multi-year pay award.

A shorter pay scale

- 9.19 NASUWT believes there should be a pay scale of no more than six points for classroom teachers.
- 9.20 NASUWT's six-point pay scale is detailed in the table below - taking the current M1–U3 pay values for September 2024 to set even cash values for a new six-point scale of M1–M6.

Even cash (£) increase distribution model

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

9.21 The STRB’s 34th Report clearly identifies that the competitiveness of teachers’ average pay has reduced markedly over a number of years. The report goes on to note that the targeting of pay by subject is not a replacement for addressing across-the-board shortages.⁸²

9.22 The STRB’s 34th Report goes on to state that the latest data on starting pay across the graduate labour market shows that some professions are offering significantly higher starting salaries than teaching.⁸³

Minimum pay floor

9.23 In her remit letter, the Secretary of State is committed to ‘**a pay floor with no ceiling**’.

9.24 For NASUWT, this means that the current advisory pay points will become the pay floor values for every pay point in every state-funded school, with no ceiling above UPS3 for classroom teachers’ pay. We strongly believe that there should be a ceiling on the leadership pay range (LPR) and that the current leadership advisory pay points should become the pay floor values for each state-funded school, and become the statutory pay points in every school.

⁸²

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

⁸³ Ibid.

9.25 The Secretary of State's commitment must not lead to all schools developing their own pay scales, as this would create a significant workload burden and upheaval that wouldn't benefit teachers or schools.

10. FLEXIBLE WORKING

10.1 Flexible working requests come disproportionately from female teachers as they make up the vast majority (75%) of the teaching workforce. This represents a key factor in the gender pay gap in teaching, as many women teachers are forced to resign TLRs or even break from their substantive contracts of employment and consider employment elsewhere.

10.2 This includes taking up posts at a lower value because there is no guarantee to pay portability, and also includes working as supply teachers, who are often subject to the vagaries of intermittent, insecure and precarious employment.

10.3 Where flexible working requests are accepted, those teachers report suffering unfair treatment, including career setbacks, particularly those teachers in leadership positions, or those with additional responsibilities.

10.4 Despite a significant body of evidence demonstrating the benefits of flexible working in schools, such as the retention of experienced staff, promoting wellbeing and improving work-life balance, NASUWT believes that the uptake of flexible working in education remains stubbornly low.

10.5 Whilst acknowledging the intent and desire of the DfE to increase opportunities for flexible working, including revising its advice and guidance and addressing the negative perceptions of flexible working in schools,⁸⁴ it remains the case that there are still a number of teachers and school leaders who believe that flexible working is incompatible with a career in teaching.⁸⁵

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

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

- 10.6 For example, over six in ten (64%) of those not currently working flexibly, or whose only citing flexible working as occasional days off or leaving early, disagreed that they would be confident requesting flexible working arrangements, and 34% of those considering leaving state education cited lack of flexible working opportunities as a reason for leaving.⁸⁶
- 10.7 The evidence available to NASUWT confirms that many schools are highly resistant to recognising teachers who wish to benefit from flexible working, because they regard part-time and job-share teachers as 'less committed'.
- 10.8 A key factor undermining progress remains the open-ended teachers' contract. The failure to specify the maximum working time of teachers continues to contribute to a perception/expectation that a teacher's time is unlimited. Furthermore, it undermines the benefits a teacher may otherwise accrue from part-time or job-share working. NASUWT strongly recommend that the open-ended contractual clauses be removed and replaced with a maximum working time of 35 hours per week.
- 10.9 The experiences of being a parent and a teacher suggest that the attitude and approach towards flexible working by schools/colleges is still a cause for concern, as demonstrated by research undertaken by NASUWT of 3,298 teachers who were parents in 2020.
- 10.10 Just over two-fifths (42%) responded that they had asked their employers for flexible working because of their parental responsibilities. Disappointingly, three in ten teachers (30%) reported that their request was not granted.
- 10.11 This is compounded by the fact that 37% of teachers who responded to the Union's Flexible Working Survey stated that they were forced to consider alternative employment as a result of their flexible request being refused.

⁸⁶ Ibid.

- 10.12 Of even greater concern is the fact that just over two-thirds of teachers (67%) reported that they were not given the right to appeal the decision by their employer to reject their request for flexible working, despite this being good practice and recommended in the Advisory, Conciliation and Arbitration Service (Acas) guidance in relation to flexible working.
- 10.13 This resonates with earlier work undertaken by NASUWT which shows that a significant proportion of teachers are being denied the right to flexible working by employers, and that too many schools are still resistant to flexible working. That specifically means part-time working and job-share working, particularly for those teachers in leadership positions or with additional responsibilities.⁸⁷ Only 8% of teachers felt that flexible working requests were encouraged in their workplace.⁸⁸
- 10.14 NASUWT's Wellbeing at Work Survey 2024 shows that a majority of teachers report a lack of flexible working opportunities, with just under three-fifths (58%) reporting that their school does not provide flexible working opportunities.⁸⁹
- 10.15 Research into graduate career aspirations continues to confirm that younger graduates are more likely to enter and remain in professional occupations that offer flexible employment practices, permit inclusive and collaborative decision-making and eschew crude 'command and control' management structures. In too many instances, schools do not provide working environments of this type. For teaching to compete, it would need to become more attractive in other ways, including higher pay, to compensate for a lack of work flexibility when compared to opportunities in the wider labour market.
- 10.16 Detailed economic analysis and calculations show that the financial benefits of flexible working greatly outweigh any initial costs associated with it.

⁸⁷ <https://www.nasuwt.org.uk/static/44c65415-8095-4917-81d661e22fb70e12/eefcd53f-9633-4b01-ae49edaa09a5df1c/Flexible-Working-Survey-Report-2023-England.pdf>

⁸⁸ Ibid, page 8.

⁸⁹ <https://www.nasuwt.org.uk/static/17ad7ef2-879e-40d4-96b3c014e605746a/Teachers-Wellbeing-Survey-Report-2024.pdf>

- 10.17 For example, the Pagmatix Advisory Flex Model, published as part of the Flexonomics Report in November 2021, calculated the estimated net benefit to the economy of increasing flexible working in the education⁹⁰ sector by 50% as £5 billion.
- 10.18 The same report calculated that the cost to organisations in the education sector of employees leaving their job earlier than they would have planned as £300 million. This includes the cost to replace staff that leave, as well as the loss of productivity from losing more experienced staff. This cost is a real risk to schools that routinely reject requests for flexible working.
- 10.19 Of even greater concern is the fact that some teachers indicated that the only way to access flexible working arrangements was through dropping out of the permanent teacher workforce and entering the intermittent, insecure and precarious world of supply teaching, including through outsourced employment agencies.⁹¹
- 10.20 Where there are pockets of good practice operating in some schools, including the much-publicised nine-day fortnight,⁹² these represent the exception rather than the rule, and increases in the proportion of those teachers who can access off-site planning, preparation and assessment (PPA) time and increases in requests for ad-hoc days⁹³ are often at the discretion of the line manager or Senior Leadership Team.
- 10.21 Nevertheless, the examples cited above do show that where schools are open to embracing flexible working as part of open dialogue in consultation and collaboration with staff and recognised trade unions, such as NASUWT, then this can have positive benefits.

⁹⁰ The categorisation of 'education' is from the ONS UK standard industrial classification of economic activities.

⁹¹ https://assets.publishing.service.gov.uk/media/66f2b45966439d663cf12bb0/Use_of_supply_teachers_in_schools_research_report.pdf

⁹² <https://www.dixonsat.com/why/flexible-working>

⁹³ <https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-2/working-lives-of-teachers-and-leaders-wave-2-summary-report>

- 10.22 It may take time and require additional resourcing, but schools that are open to genuinely engaging teachers in the process and asking what their needs are and how these can be achieved will find a way to realise more opportunities for flexible working.
- 10.23 Unfortunately, the pockets of good practice cited above do not represent the cultural shift that the Union believes is fundamental to addressing the unmet demand⁹⁴ for flexible working which could assist in addressing the current recruitment and retention crisis.
- 10.24 Given the evidence detailed above, NASUWT believes that serious consideration must be given to both financial and non-financial levers that can be used to address the lack of flexible working in schools.
- 10.25 The Union would encourage the Government to be bold in this area and consider looking at how additional staff could be employed in subject areas, including the use of supernumerary teachers to address issues of flexible working, as well as emergency supply and time to cover PPA time.
- 10.26 In addition, the DfE should look at strengthening its education staff wellbeing Charter,⁹⁵ to ensure that there is more rigour and accountability in how Ofsted and schools ‘champion flexible working’, including an action plan and targets. There should be a national deadline set by the DfE for adoption of the Charter by all state-funded schools.
- 10.27 The DfE should revisit its guidance and advice on flexible working and consider changing the status of the guidance from optional to mandatory.
- 10.28 It should also be a requirement for all schools to have flexible working policies that have been agreed with NASUWT and other recognised trade unions, which provide for a right of appeal if a flexible working request has been declined.

⁹⁴ <https://www.nfer.ac.uk/publications/part-time-teaching-and-flexible-working-in-secondary-schools/>

⁹⁵ <https://www.gov.uk/guidance/education-staff-wellbeing-charter>

10.29 This could be complemented by a requirement for schools to publish their flexible working policies, which is in line with the recommendations suggested in *Good Work Plan: Proposals to support families*.⁹⁶ This should produce greater transparency and increased detail and clarity, thereby helping teachers make informed choices by allowing them to compare and benchmark schools.

10.30 Schools should be expected to report annually on the number of requests made and granted, and the number of appeals lodged, much in the same way schools report on the gender pay gap. A comprehensive report broken down by workforce composition, particularly those groups with protected characteristics, as well as by contract type, could be produced as part of a school's requirement under the SWC.

10.31 The Union maintains that any such annual report should be shared with and consulted upon by both the workforce and the recognised trade unions, and include details of any action plans to tackle issues such as how the employer intends to tackle the barriers faced by working parents and those wishing to access flexible working.

10.32 The Union believes that the DfE should look at understanding how technology can be better used to enable staff to work more flexibly.

10.33 NASUWT appreciates that any changes will have a cost implication; however, given the current situation and the ambition to address the take-up of flexible working in education, the Union believes it is not a question of whether the Government can afford to make these changes, but whether it can afford *not* to make these changes.

11. NASUWT 2025 PAY SURVEY

⁹⁶ <https://www.gov.uk/government/consultations/good-work-plan-proposals-to-support-families>

- 11.1 Teachers have had enough of attacks to their pay, pensions and conditions of service, and there is a real need for the Government to restore pay levels with a series of above-inflation pay awards in order to rescue the profession from the recruitment and retention crisis and restore morale and motivation.
- 11.2 The Government must work with trade unions and other stakeholders to improve and restore the education sector as clearly a lot of work is clearly needed to undo the damage of previous governments and restore the profession to 2010 levels. With spiralling workload and pay erosion through high costs of living and energy prices, teachers are still leaving the profession in their droves and children and young people are not being given the best life chances.
- 11.3 While there are modest improvements made across a number of measures, the overall picture continues to show a profession under severe financial pressure, with high levels of worry, widespread personal cutbacks, and significant concerns about the competitiveness of teaching compared to other professions.
- 11.4 This latest NASUWT Pay Survey, for 2024/25 (closed 31 January 2025), was completed by more than 9,000 teachers in England.

Current & future finances

- 11.5 The proportions of respondents who are somewhat or very worried about their *current* or *future* financial situation has fallen in 2025, down to 86.6% and 93.4% respectively. However, female respondents are more likely to report concerns about their financial situation, with 87.4% reporting concerns about their *current* financial situation and 94.4% about their *future* financial situation.
- 11.6 Despite the small fall in numbers from last year, the figures highlight and demonstrate the impact that is still being felt by teachers due to the cost-of-living and energy crisis. This sends a clear message that, despite things starting to improve slightly for teachers, last year's pay rise must be the first in

a series of above-inflation pay rises under this government if they truly wants to restore teaching and recover from the failing of previous government.

11.7 Given that the majority of teachers are female and nearly 75% of NASUWT members are female, the figures demonstrate the financial impact being felt by most teachers who continue to report these concerns.

Cost of living

11.8 Teachers are still reporting that in the last 12 months, they have had to:

- (i) Cut back on expenditure on food (59%)
- (ii) Cut back on expenditure on fuel and energy (49%)
- (iii) Cut back on expenditure on clothing (76%)
- (iv) Cut back on expenditure on essential household items (38%)
- (v) Increase overdraft (18%), up from 17% last year
- (vi) Increase use of credit/apply for pay-day loan (29%), same as last year
- (vii) Stop saving (64%), up from 63 % last year
- (viii) Use existing savings (62.3%), up from 62% last year
- (ix) Reduce contributions to charity (35%), up from 33%
- (x) Deal with mortgage/rent arrears (4.7%), up from 4.5%
- (xi) Delay household repairs (41%)
- (xii) Delay the paying of bills (9%)
- (xiii) Take a second job (12.1%), up from 10.8%
- (xiii) Use a food bank (1.8%), up from 1.4%
- (xiv) Seek charitable assistance (1.9%), up from 1.4%

11.9 Whilst matters have slightly improved in terms of cost of living (probably due to last year's pay award of 5.5%), it seems that teachers are still cutting back on food and energy and relying more on credit, loans and taking up more second jobs than last year, albeit with the figures being slightly higher. It is a damning indictment of the profession that more members are reporting having to use a food bank and seek more charitable assistance than last year.

- 11.10 64% of our members report financial worries associated with the cost-of-living and energy crisis, and 62% says the cost-of-living and energy crisis is directly affecting their health or wellbeing (including their emotional or mental health).
- 11.11 This further demonstrates that teachers cannot be expected to be the best they can and deliver a first-class learning experience for children and young people when their personal health (including mental health) and wellbeing is suffering. The Government has a legal duty to safeguard the health and wellbeing of all public service workers - this includes teachers.
- 11.12 This indicates in detail the continued impact that the ongoing financial and economic downturn is having on teachers and how many are just about surviving to get by. If the UK is to build a world-class education service, then educators deserve to be paid at a rate that is commensurate with their skills and experience in educating children and young people. Investment in teaching is an investment in the economy.
- 11.13 Around 7.7% of Black teachers report having to use a food bank in the last 12 months, and 6.0% of teachers from a mixed ethnic background are also doing so. This is in stark contrast to only 1.4% of white teachers reporting using a food bank. Similarly, 8.2% of Black respondents had sought charitable assistance with finance in the last 12 months, compared to 1.4% of white respondents.
- 11.14 No teacher should have to access a food bank and be struggling with food insecurity but the Union is finding that more and more teachers are using food banks, taking second jobs, while paying for resources out of their own pocket for basic necessities for pupils such as food, clothing and toiletries. The cost-of-living crisis and a long range of below-inflation pay awards have left teachers financially insecure, with more vulnerable teachers, such as those with protected characteristics whom are likely to be less paid, often due to pay discrimination, being impacted even more.

Job satisfaction

11.15 Job satisfaction is up for the second consecutive year, with a particularly large increase in job satisfaction observed among teachers aged under 25 years old (rising from 39.5% in 2024 to 55.3% in 2025). Teachers from a white ethnic background report the highest level of job satisfaction, with 44.1% of white teachers reporting they are satisfied or very satisfied currently about their job. Strikingly, this proportion is much lower among other ethnic groups, with only 30.5% of Asian teachers and 33.3% of Black teachers saying they are satisfied or very satisfied.

11.16 43% of members report being dissatisfied/very dissatisfied with their job (up from 39% last year), with 71% having seriously considered leaving their current job in the last 12 months (this figure being in the 70s over the last three years).

11.17 The overwhelming majority (86%) of teachers say pay was a factor, and 70% have seriously considered leaving the profession altogether in the last 12 months, with 87% citing pay as the reason (down from 89% last year).

11.18 When it comes to job satisfaction of particular groups, the data is:

- (i) Black (33%)
- (ii) Asian (31%)
- (iii) White (44%)
- (iv) Disabled (36%)
- (v) Non-disabled (44%)

11.19 This demonstrates that the morale and motivation in the profession is at an all-time low after 15 years of decimation of pay and conditions frameworks; therefore, a much-needed series of significantly above RPI inflation pay awards are required to stem the flow of teachers leaving education and rewarding them commensurately for the work they do as highly skilled professionals.

- 11.20 Pay disparity within the profession, and its impact on those with protected characteristics, needs to be challenged and driven out from the profession. The Department needs to produce more robust and fit-for-purpose equalities data. Clearly more and more teachers from ethnic minorities and those with protected characteristics (such as a disability) are being lost. This cannot be right during the worst recruitment and retention crisis the profession has seen. Our survey further told us that 93% of Black and 96% Asian teachers considered leaving in the last 12 months compared to 86% of white teachers.
- 11.21 Following three consecutive increases in the proportion of respondents reporting they have **seriously considered leaving their job**, up to a high of 73.2% in 2024, this figure fallen to 71% of teachers in 2025. However, **primary phase** teachers are more likely to report having seriously considered leaving their job compared to all other respondents, at 72.5%.
- 11.22 More and more experienced teachers are being lost due to the lack of career progression and pay.
- 11.23 There has been a large rise in the proportion of teachers reporting **earning over £50,000**, increasing from 12.1% in 2024 to 17.6% in 2025. The increase among **male** teachers (8.7% points) is almost double the increase seen among **female** teachers (4.4% points).
- 11.24 NASUWT welcomes the fact that 62.9% of teachers within state-funded schools reported that their school has removed PRPP in line with the 2024/25 STPCD. We continue to call for the statutory removal of any form of PRPP.

Access to CPD

- 11.25 Our members reported a drop in access to CPD from 69% to 62% this year. NASUWT has consistently called for the Government to increase school funding so that schools are able to pay and develop teachers who will then, in turn, provide children with a world-class teaching and learning experience. Young people deserve the right to be taught by the best teachers, and the

Government must therefore provide schools with the tools and the funding to do the job.

11.26 Furthermore, if the Government wishes to stem the tide of teachers leaving the profession, then teachers need to be paid commensurately and this includes fit-for-purpose and robust CPD. Teacher standards are inextricably linked to pay, and teachers need personal development to access those higher levels of pay.

11.27 9% of all teachers were expected to fund all/some of their CPD, down from 11% last year. This breaks down by ethnicity and disability as follows:

- (i) Black (16%)
- (ii) Asian (13%)
- (iii) White (9%)
- (iv) Disabled (14%)
- (v) Non-disabled (9%)

11.28 The evidence is clear: if you are white and not disabled you are more likely to **not have to pay** for CPD.

12. CONCLUSION

12.1 NASUWT would be pleased to discuss with the STRB any of the matters below relating to teachers' pay, rewards and working conditions.

12.2 NASUWT is therefore asking for:

- (i) a substantial above RPI pay award to making significant progress to restoring teachers' pay to 2010 levels;
- (ii) NASUWT has significant concerns about a multi-year pay awards. If one is introduced it must include a reopener clause if the September RPI figure exceeds the pay award in any year covered by the award.

- The difference between the cost-of-living pay award and the September RPI figure should be automatically applied as a minimum additional cost-of-living pay award to ensure that there is no further real-term erosion of teachers' pay during the period of the multi-year pay award
- (iii) additional funding from the Government to enable all schools to enable full resourcing of the pay award ;
 - (iv) the removal of threshold application and renaming of U1-U3 to M7-M9;
 - (v) the reintroduction of pay portability;
 - (vi) the retention of the three-year salary safeguarding period;
 - (vii) no introduction of bonus payments;
 - (viii) the statutory removal of PRPP;
 - (ix) creation of a National Commission on Pay in Schools;
 - (x) statutory minimum national pay scales for all state-funded schools;
 - (xi) the introduction of a maximum 35-hour working week for all school teachers and school leaders;
 - (xii) removal of unlimited work hours;
 - (xiii) annual pay gap reporting with associated action plans to be published by employers for gender and race; and
 - (xiv) restoration of supply pools across England on a not-for-profit basis.