



# Teachers' and school heads' salaries and allowances

*in Europe  
2021/2022*

*Eurydice – Facts and Figures*



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# Teachers' and school heads' salaries and allowances in Europe 2021/2022

**Eurydice – Facts and figures**

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## CODES

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### Country codes

<b>EU</b>	European Union (EU-27)	<b>MT</b>	Malta
<b>BE</b>	Belgium	<b>NL</b>	Netherlands
<b>BE fr</b>	Belgium – French Community	<b>AT</b>	Austria
<b>BE de</b>	Belgium – German-speaking Community	<b>PL</b>	Poland
<b>BE nl</b>	Belgium – Flemish Community	<b>PT</b>	Portugal
<b>BG</b>	Bulgaria	<b>RO</b>	Romania
<b>CZ</b>	Czechia	<b>SI</b>	Slovenia
<b>DK</b>	Denmark	<b>SK</b>	Slovakia
<b>DE</b>	Germany	<b>FI</b>	Finland
<b>EE</b>	Estonia	<b>SE</b>	Sweden
<b>IE</b>	Ireland		
<b>EL</b>	Greece	<b>AL</b>	Albania
<b>ES</b>	Spain	<b>BA</b>	Bosnia and Herzegovina
<b>FR</b>	France	<b>CH</b>	Switzerland
<b>HR</b>	Croatia	<b>IS</b>	Iceland
<b>IT</b>	Italy	<b>LI</b>	Liechtenstein
<b>CY</b>	Cyprus	<b>ME</b>	Montenegro
<b>LV</b>	Latvia	<b>MK</b>	North Macedonia
<b>LT</b>	Lithuania	<b>NO</b>	Norway
<b>LU</b>	Luxembourg	<b>RS</b>	Serbia
<b>HU</b>	Hungary	<b>TR</b>	Türkiye

### Statistical codes

: or **m** = Data not available

–, (–), **a** or **⊗** = Not applicable

### Abbreviations and acronyms

<b>CPD</b>	continuing professional development
<b>ECTS</b>	European credit transfer and accumulation system
<b>Eurostat</b>	the statistical office of the European Union
<b>GDP</b>	gross domestic product
<b>HICP</b>	harmonised index of consumer prices
<b>ISCED</b>	International Standard Classification of Education
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PPS</b>	purchasing power standard



## MAIN FINDINGS

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- There are significant differences between European countries in the statutory salaries for teachers entering the profession. Gross statutory starting salaries can go from around PPS 11 000 to around PPS 59 000 per year.
- On average, pre-primary teachers tend to earn less, and upper secondary teachers generally earn more. In most countries, salary differences between education levels are linked to differences in minimum qualification requirements. In 10 countries, all beginning teachers have the same statutory salary regardless of the education level at which they teach.
- The potential for statutory salaries to increase over the career span varies considerably. Depending on the country, starting salaries can increase during a teacher's career by anything from 14% (in Albania) to 143% (in Cyprus). The average number of years necessary to reach the top of the salary range goes from 12 years in Denmark and the Netherlands to 42 years in Hungary. In Ireland, Cyprus, the Netherlands and Poland, teachers' statutory starting salaries can increase by more than 60% in the first 15 years in service, and even more in the following years.
- In nine countries, annual starting salaries of teachers (adjusted for inflation) decreased for all education levels between 2014/2015 and 2021/2022 (in Belgium, Greece, Spain, Italy, Cyprus, Portugal, Finland, Norway and Türkiye). It is also the case for some education levels in three more countries. In contrast, the highest increases – more than 30% – over the last six years can be found in Bulgaria, Latvia, Lithuania and Serbia.
- Teachers' average actual salary level is strongly correlated to the gross domestic product (GDP) per capita of a country (i.e. the higher the GDP per capita, the higher the average annual salary). It is above the GDP per capita for all or most education levels in 13 education systems. However, it is below the GDP per capita at all educational levels in 10 countries (in Estonia, Ireland, Greece, Latvia, Hungary, Poland, Romania, Slovakia, Sweden and Norway). It is also the case for some education levels in seven other education systems.
- School heads' minimum statutory salary is lower than the salary of teachers with 15 years' experience in the French Community of Belgium and Albania. This is the same for some education levels or for heads of small schools in a few other countries.



## COMPARATIVE ANALYSIS

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### Introduction

Teachers' and school heads' knowledge and skills, together with their commitment to the job, are essential factors in providing for inclusive and sustainable education and achieving high-quality educational outcomes. Teachers and school heads have a central role in helping individuals to develop a broad range of key competences, to take responsibility for their lifelong learning and careers, and to become active and responsible citizens <sup>(1)</sup>. Teachers are expected not only to transmit knowledge but also to act as learning facilitators, teach pupils from a variety of socioeconomic and cultural backgrounds, engage with families, create a suitable learning environment for children with special educational needs, and contribute to school leadership and management. The teaching profession is faced with numerous challenges related to the digital and technological transitions, which require continuous learning and investment in skills, updated teaching approaches and methodology, and capacity building for teamwork and knowledge exchange. The 2020 Council of the European Union conclusions stress that 'sufficient, effective and sustainable investment in teachers and trainers is investment in the quality of education and training. This encompasses various aspects, such as investment in opportunities for education and training of teachers and trainers, adequate infrastructure and learning spaces, tools and resources, as well as salaries' <sup>(2)</sup>.

School leaders develop the culture, structures and conditions to facilitate professional dialogue, collaboration and knowledge exchange. They ensure that the organisation's actions are consistent with its vision, goals and value (Organisation for Economic Co-operation and Development (OECD), 2016) <sup>(3)</sup>. School heads must provide leadership for staff, support their professional development, improve school performance, liaise with local stakeholders and manage financial resources.

The complexity and variety of competences required poses a challenge for all national education systems: how to attract the best-qualified graduates into the teaching profession and then retain them. The 2020 European Commission communication on achieving the European education area by 2025 and the 2021 Council resolution on a strategic framework for European cooperation in education and training towards the European education area and beyond both called for increasing the attractiveness of the teaching profession and revalorising it in social and financial terms <sup>(4)</sup>.

Remuneration is a key element in making teaching a more attractive profession, along with other factors such as working conditions, career prospects, professional development opportunities and recognition, and intellectual and social motivation. Remuneration plays an important role in drawing people to the profession and in ensuring that serving teachers feel valued and sufficiently driven to provide high-quality teaching and thus contribute to successful education systems (European Commission, 2014; European Commission, 2019; OECD, 2019; OECD, 2020; EACEA, Eurydice, 2021; EACEA, Eurydice, 2022). This issue becomes increasingly important as education authorities in many European countries need to address teacher shortages and aging teachers. Policies that affect the earnings and career prospects of those employed in the education sector should therefore be an integral part of comprehensive and sustainable strategies to improve the attractiveness of the teaching profession, both for serving teachers and for potential candidates.

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<sup>(1)</sup> Council conclusions on school development and excellent teaching, 2017/C 421/03.

<sup>(2)</sup> Council conclusions on European teachers and trainers for the future, 2020/C 193/04.

<sup>(3)</sup> What makes a school a learning organisation? A guide for policymakers, school leaders and teachers, OECD 2016.

<sup>(4)</sup> Communication on achieving the European education area by 2025, COM(2020) 625 final; Council resolution on a strategic framework for European cooperation in education and training towards the European education area and beyond (2021–2030), 2021/C 66/01.

This report analyses the remuneration of full-time, fully qualified teachers and school heads in public schools<sup>(5)</sup> in 39 European education systems<sup>(6)</sup>. The analysis covers pre-primary, primary and general lower and upper secondary education (i.e., the International Standard Classification of Education (ISCED) levels 02, 1, 24 and 34). Salary data refer to annual gross salaries (see the glossary), which can be statutory (that is, defined in regulations or other steering documents) or actual (that is, a weighted average of teachers' actual earnings). The reference year is 2021/2022 except for some countries, which could only provide data on actual salaries for 2020/2021 due to their national data collection process.

This comparative overview comprises two main sections.

**Section 1 – 'Teachers' salaries'** examines the levels of statutory and actual salaries. It first compares the levels of annual gross statutory salaries of beginning teachers in 2021/2022 at the pre-primary, primary and general secondary levels (see Figure 1). It then compares the starting salary levels with salary levels after 10 and 15 years of service, and at the top of the pay range, and analyses the potential for salary increases related to time in service (see Figure 2). It also examines the variation in the statutory starting salaries of teachers in the last 6 years, adjusted for the effect of inflation (see Figure 3). Figure 4 shows the average annual gross actual salaries of teachers and examines how they relate to the gross domestic product (GDP) per capita in each country.

**Section 2 – 'School heads' salaries'** presents the minimum requirements to become a school head across Europe (see Figure 5). Figure 6 compares the minimum statutory salary of school heads with the salary of teachers with 15 years' experience to examine the level of attractiveness of the heads' salaries compared to teachers' salaries.

**Country sheets** are also available online (see the link in the Annex to this report) in open data format. They show the main features and elements of the remuneration of teachers and school heads in each education system covered by this report, including teachers' and school heads' statutory and actual salaries, allowances and other additional payments.

The data collected on teachers' and school heads' statutory and actual salaries, as well as on allowances, are presented through **interactive visualisations on the Eurydice website** (<https://eurydice.eacea.ec.europa.eu/data-visuals>). They are presented in two sections – comparative and national information – and provide trends. The visualisation online tool allows for cross-searches between different categories and topics to take place, and data for more than 20 indicators to be exported in different formats.

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<sup>(5)</sup> Statutory salaries for teachers are the same for teachers working in government-dependent private schools in Belgium (all communities), Denmark, Estonia, Ireland, France, Croatia, Latvia, Lithuania, Hungary, Malta, the Netherlands, Austria, Slovenia, Slovakia, Finland, Sweden, Iceland and Montenegro.

<sup>(6)</sup> This report covers all Eurydice members. Data have been collected jointly by the Eurydice network and the OECD's network for the collection and adjudication of system-level descriptive information on educational structures, policies and practices (NESLI).



## Section 1. Teachers' salaries

### Salaries for beginning teachers vary greatly across Europe

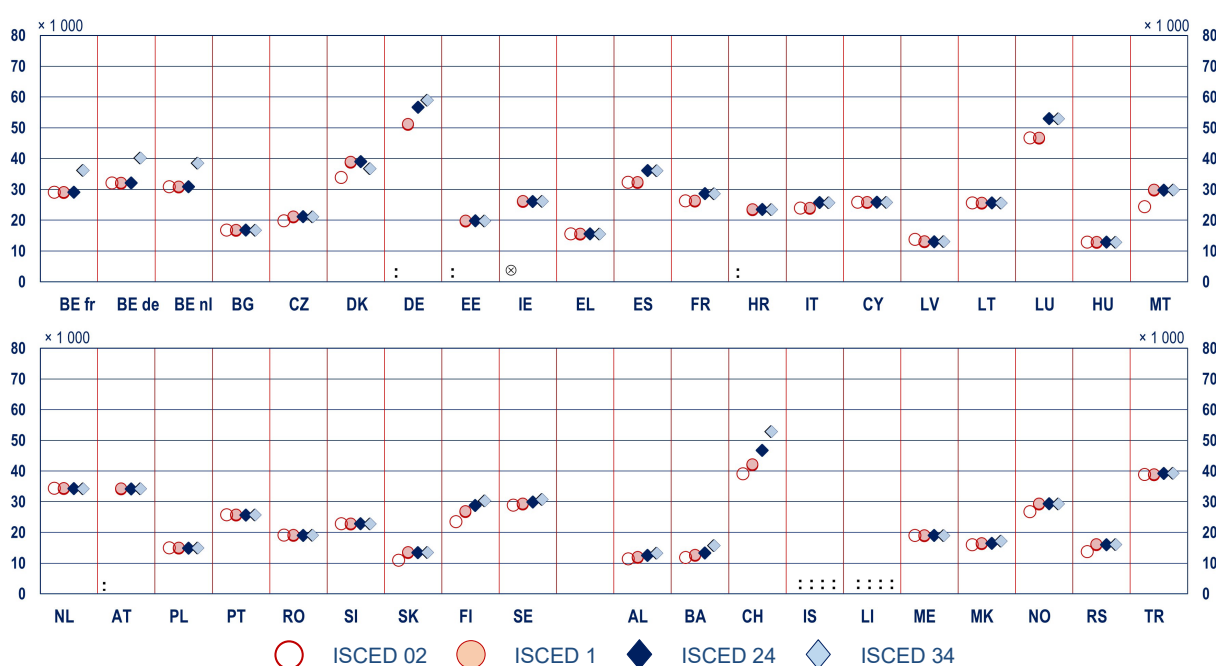
The annual statutory salary is the sum of the gross wages paid to full-time, fully qualified teachers according to statutorily defined salary ranges. It includes any additional payments that all teachers receive and that constitute a regular part of the annual base salary such as the 13th month and holiday pay (where applicable). This gross amount excludes the employer's social security and pension contributions but includes those paid by employees.

Figure 1 shows the statutory starting salaries of full-time teachers with the minimum qualification to enter the teaching profession, except in education systems where the largest proportion of teachers hold a higher qualification and are paid on a higher salary range (see country-specific notes for details).

To avoid bias and for the purpose of international comparison, statutory starting salaries of full-time teachers are presented in purchasing power standard (PPS). PPS is an artificial common reference currency unit used to express the volume of economic aggregates for the purpose of spatial comparisons in such a way that price level differences between countries are eliminated.

Gross statutory starting salaries across all education levels range from a minimum of around PPS 11 000 to a maximum of around PPS 59 000 per year (see Figure 1).

**Figure 1: Annual gross statutory starting salaries (in PPS) for full-time, fully qualified teachers, 2021/2022**



Source: Eurydice.

#### Explanatory note

Salary data in this figure refer to the statutory salaries of full-time, fully qualified beginning teachers with the minimum qualification to enter the teaching profession, except in countries where most teachers enter the profession with a higher qualification and therefore receive a higher salary. In those countries, the statutory starting salary referred to is that of teachers with this higher qualification (see country-specific notes below).

To facilitate international comparison, salaries have been converted from national currencies into PPS. The PPS values are obtained by dividing the national currency units by the respective purchasing power parity. The statistical office of the European Union's (Eurostat) 2021 data purchasing power parities (EU-27 = 1) for actual individual consumptions [prc\_ppp\_ind] was used (last update: 27.4.2023).

Data are available as open data (see Annex).

### Country-specific notes

**Belgium (BE fr and BE nl):** the majority of teachers at ISCED 34 have a higher qualification than the minimum and therefore receive a higher statutory salary, which is reported here.

**Czechia:** salaries shown are weighted averages calculated with two salary tables and the estimated proportion of teachers in each pay category and pay grade according to the Information system of salaries in the public sector (ISS) database. For ISCED 34, data include lower grades of *gymnazia* (ISCED 24) and salaries of generalist teachers in vocational education.

**Denmark:** data show the share of centrally defined statutory salaries. As stated in the collective agreements, part of the statutory salaries must be decided at local level. The centrally defined statutory salary for ISCED 1 teachers is a weighted average of the salaries for teachers in grade 1 of ISCED 1 (*børnehaveklasseledere*) and those for teachers at grades 2 to 7, which have the same profile and salary as teachers at ISCED 24.

**Germany:** salaries represent a weighted average of the data available at *Länder* level.

**Estonia:** there is no starting salary. Data in the figure refer to minimum annual gross statutory salary that all teachers must receive at ISCED 1, 24 and 34. There is no defined statutory salary based on the level of qualification and no progression based on years in service. For ISCED 02, minimum salaries are decided at the local level.

**Ireland:** ISCED 02 provision is organised by the private sector and salaries are set by the owners of the settings.

**Spain:** salaries are weighted averages of salaries at the regional level (*comunidades autónomas*).

**Croatia:** salaries at ISCED 02 are set by the local authorities. At ISCED 1 and 24, the majority of teachers have a higher qualification than the minimum (the same as at ISCED 34) and consequently receive a higher statutory salary, which is reported here.

**Latvia:** official regulations only define the minimum salary for a 30-hour working week. School heads decide on teachers' starting salaries depending on their workload and on the school budget.

**Malta:** for teachers at ISCED 02, although the minimum qualification level is at ISCED 4, the minimum statutory salary varies according to the number of ECTS obtained at ISCED 5. The figure shows the higher statutory salaries for the majority of teachers having acquired 60 ECTS at ISCED 5.

**Netherlands:** indicated statutory salaries are the weighted averages of three salary scales on 1 October 2021 (including allowances). For ISCED 02, only pre-primary teachers working in primary schools are considered.

**Austria:** ISCED 02 is mainly organised in kindergartens and regulated at the provincial level. In schools, primary teachers are in charge of the pre-school stage. At ISCED 34, vocational programmes are included.

**Poland:** at ISCED 02, 1 and 24, almost all teachers have a higher qualification than the minimum (ISCED 7 instead of ISCED 5) and receive a higher statutory salary, which is reported here. The new regulations on ITE, introduced in the 2019/2020 academic year, set the minimum qualification at ISCED 7 for newly qualified teachers who will enter the teaching profession starting in 2024/2025.

**Romania:** at ISCED 02 and ISCED 1, the majority of teachers have a higher qualification than the minimum (the same as at ISCED 24 and ISCED 34) and receive a higher statutory salary, which is reported here. The starting statutory salaries relate to the 'beginner teacher' career level.

**Sweden:** there are no statutory salaries. Teachers' salaries are set individually and based on collective agreements. The reported salaries refer to actual salaries including bonuses and allowances. Starting salaries correspond to the median values of the actual salaries of teachers with up to 2 years' experience in 2021. Data for ISCED 34 also include generalist teachers in vocational education.

**Bosnia and Herzegovina:** salaries are weighted averages of the data available at all the levels (entity of Republika Srpska, cantonal levels of the Federation of Bosnia and Herzegovina and the Brcko district).

**Switzerland:** the reported statutory salaries are weighted averages of statutory salaries at the regional level (*cantons*).

**Liechtenstein:** the Eurostat purchasing power parity is not available for this country.

**Norway:** the majority of teachers at ISCED 34 have a higher qualification than the minimum and therefore receive a higher statutory salary, which is reported here.

In eight EU Member States, the statutory salary of beginning teachers in all education levels is below PPS 20 000 per year (Bulgaria, Estonia <sup>(7)</sup>, Greece, Latvia, Hungary, Poland, Romania and Slovakia). It is also the case in Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia. The highest salaries, above PPS 34 000 per year in all education levels <sup>(8)</sup>, are in Germany, Luxembourg, the Netherlands, Austria, Switzerland and Türkiye. Statutory starting salaries are exceptionally high in Germany, where they exceed PPS 50 000 for all education levels <sup>(9)</sup>. They also exceed this amount in Luxembourg for secondary education, and in Switzerland for upper secondary education.

### Teachers' starting salaries often depend on the education level at which they work

The average gross statutory salaries vary according to the education level (see Figure 1). It is PPS 23 941 for ISCED 02, PPS 25 625 for ISCED 1, PPS 26 403 for ISCED 24 and PPS 27 350 for ISCED 34.

In seven countries, the starting salary increases with the education levels (in Germany <sup>(10)</sup>, Finland, Sweden, Albania, Bosnia and Herzegovina and Switzerland, Liechtenstein <sup>(11)</sup> and North Macedonia.

<sup>(7)</sup> No data available for pre-primary education.

<sup>(8)</sup> For Germany and Austria, no data available for pre-primary education.

<sup>(9)</sup> No data available for pre-primary education.

<sup>(10)</sup> No data available for pre-primary education.

In six other countries, statutory starting salaries are higher for secondary teachers than for pre-primary and primary teachers (in Czechia, Spain, France, Italy, Luxembourg and Türkiye).

In four countries, teachers in pre-primary education receive a lower salary, while those teaching in the three higher levels of education receive the same remuneration (in Malta, Slovakia, Norway and Serbia).

Finally, in Belgium (all communities), the statutory starting salary is the same in pre-primary, primary and lower secondary education, while teachers in general upper secondary education earn more.

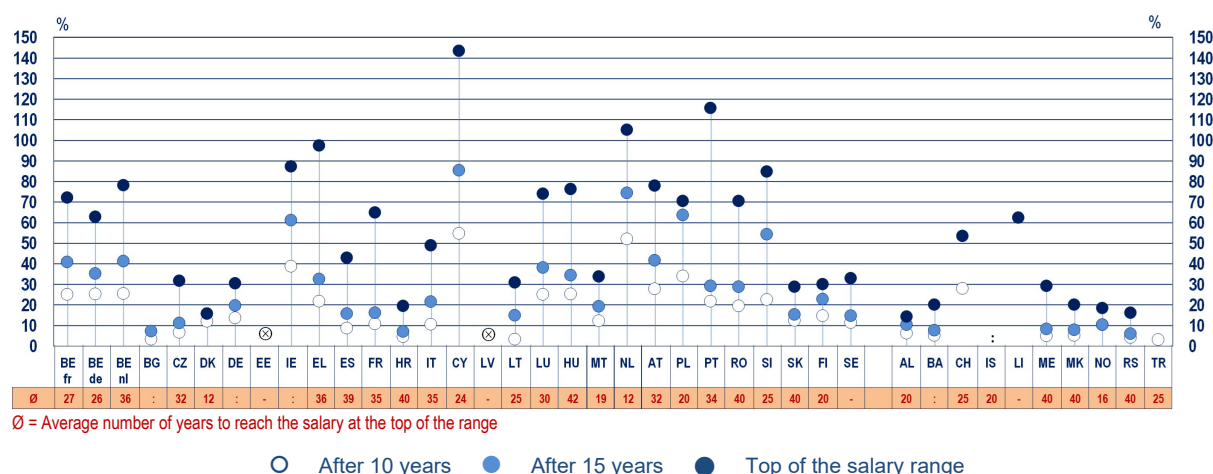
Salary differences across education levels are often related to differences in minimum qualification requirements.

Conversely, in 10 countries, the statutory starting salary is the same across education levels (in Bulgaria, Greece, Cyprus, Lithuania, Hungary, Poland, Portugal, Romania, Slovenia and Montenegro). It is also the case in three additional countries (in Ireland, Croatia and Austria), although no data are available for pre-primary education.

### Potential for salaries to increase over the career span varies considerably

Although starting salaries are an important factor in attracting new teachers, they are not the only one to consider. Significant career-long pay rises may contribute to teacher retention, while small increases requiring a significant length of service can have a detrimental effect on attracting and retaining teachers. Conversely, if salaries rise quickly, then a low starting salary may not necessarily be an economic disincentive to becoming a teacher.

**Figure 2a: Percentage difference between the statutory starting salaries of lower secondary teachers and their salaries after 10 and 15 years' service, and at the top of the pay range, 2021/2022**



Source: Eurydice.

#### Explanatory note

Salary data in this figure refer to the statutory salaries of full-time, fully qualified teachers with the minimum qualification to teach in lower secondary education, except in countries where most teachers have a higher qualification and therefore receive a higher salary. In those countries, the statutory salary referred to is that of teachers with this higher qualification (see country-specific notes below).

In many countries, the number of years in service is not the only criteria for salary progression. Data for statutory salaries after 10 or 15 years of career represent the most typical situation at these stages of the career.

Data are available as open data (see Annex).

(11) For Liechtenstein, see data in the national currency or in EUR.

### Country-specific notes

**Bulgaria:** regulations only set the minimum statutory salary for the three levels of a teacher's career: teacher, senior teacher and chief teacher. The salary after 10 years corresponds to the minimum salary of a senior teacher, and the salary after 15 years to the minimum salary of a chief teacher.

**Czechia:** salaries shown are weighted averages calculated with two salary tables and the estimated proportion of teachers in each pay category and pay grade according to the Information system of salaries in the public sector (ISS) database. For ISCED 34, data include lower grades of *gymnazia* (ISCED 24) and salaries of generalist teachers in vocational education.

**Denmark:** data show the share of centrally defined statutory salaries. As stated in the collective agreements, part of the statutory salaries must be decided at local level.

**Germany:** salaries represent a weighted average of the data available at *Länder* level.

**Estonia:** salaries refer to the minimum wage that all teachers must receive. There is no statutory salary based on the level of qualification and no progression based on years in service.

**Spain:** salaries are weighted averages of salaries at the regional level (*comunidades autónomas*).

**Croatia:** the majority of teachers have a higher qualification than the minimum and consequently receive a higher statutory salary, which is reported here.

**Latvia:** official regulations only define the minimum salary for a 30-hour working week. School heads decide on teachers' salaries depending on their workload and performance, and on the school budget.

**Lithuania:** all indicated statutory salaries correspond to the 'teacher' (starting) career level, with the lower minimum salary. However, four different career levels exist (teacher, senior teacher, methodology teacher and expert teacher).

**Hungary:** the starting salary corresponds to the career level of a fully qualified trainee teacher. The salaries for teachers after 10 and 15 years and at the top of their career correspond to the 'teacher I' career level, but most teachers are eventually further promoted and receive the top salary for 'teacher II'.

**Netherlands:** teachers' salaries, placement and progression are determined at the school level. Salaries are the weighted averages of three salary scales on 1 October 2021 (including allowances).

**Poland:** regulations set the minimum salary for the four levels of a teacher's career (trainee teacher, contract teacher, appointed teacher and chartered teacher) as a percentage increase of the trainee teacher salary. The salary for starting teachers corresponds to the salary of a trainee teacher; the salary after 10 years corresponds to that of an appointed teacher; the salary after 15 years, and at the top of the career, corresponds to that of a chartered teacher. At ISCED 02, 1 and 24, almost all teachers have a higher qualification than the minimum (ISCED 7 instead of ISCED 5) and receive a higher statutory salary, which is reported here. The new regulations on ITE, introduced in the 2019/2020 academic year, set the minimum qualification at ISCED 7 for newly qualified teachers who will enter the teaching profession starting in 2024/2025.

**Romania:** four different career levels exist (beginner teacher, teacher, teacher with teaching level I and teacher with teaching level II). The starting salary corresponds to the salary of a beginner teacher, and the salaries after 10 years, 15 years and at the top of the scale correspond to those of a teacher. The information for upper career levels is not defined centrally.

**Slovenia:** the salary for starting teachers corresponds to the salary of a teacher; the salary after 10 years corresponds to that of a teacher mentor; the salary after 15 years corresponds to that of a teacher advisor; and at the top of the career, to that of a teacher counsellor.

**Sweden:** there are no statutory salaries. Teachers' salaries are set individually and based on collective agreements. The reported salaries refer to actual salaries including bonuses and allowances. Starting salaries correspond to the median values of the actual salaries of teachers with up to 2 years' experience in 2021. Top salaries refer to actual salaries above the 90th percentile.

**Bosnia and Herzegovina:** salaries are weighted averages of the data available at all the regional levels (entity of Republika Srpska, cantonal levels of the Federation of Bosnia and Herzegovina and the Brcko district).

**Switzerland:** the reported statutory salaries are weighted averages of statutory salaries at the regional level (*cantons*).

**Liechtenstein:** the salary data refer to lower secondary teachers at *Gymnasien* and *Berufsmaturitätsschulen*. For lower secondary teachers in *Realschulen* and *Oberschulen*, please see the country sheets in the Annex. Only 12 % of the salary progression is linked to years in service; the rest depends on budgetary decisions and performance.

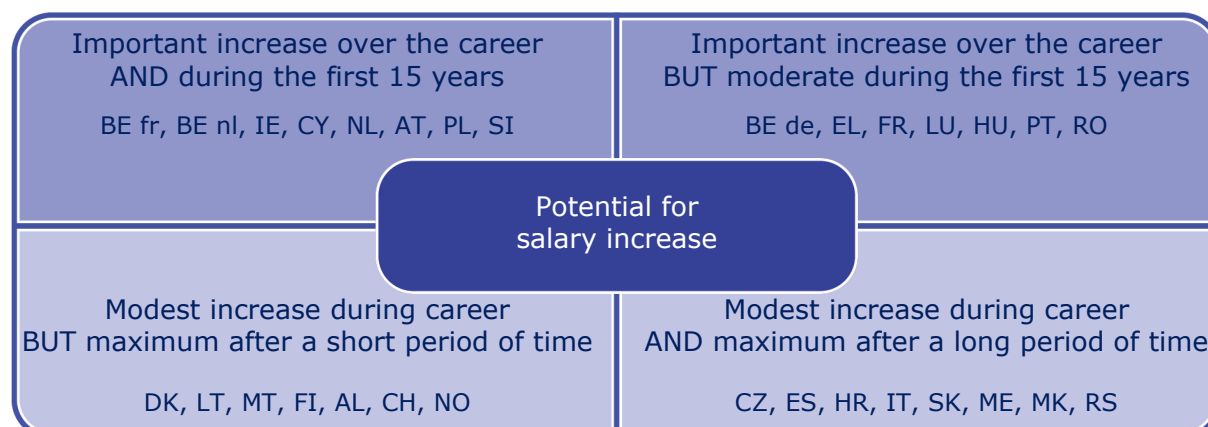
**Norway:** the majority of teachers have a higher qualification than the minimum and consequently receive a higher statutory salary, which is reported here.

Figure 2a shows for lower secondary education the average number of years to reach the salary at the top of the pay range and the percentage difference between statutory starting salaries and salaries at different stages of the career.

Approaches to salary increases across Europe are complex and vary significantly. Even when considering only one aspect, such as the average number of years required to reach the salary at the top of the range, differences across systems are remarkable. Hence, while in Denmark and the Netherlands it takes 12 years to be paid at the highest salary level, in Hungary it takes 42 years to reach the top of the range.

Using the information presented in Figure 2a, Figure 2b categorises countries into four main approaches according to the amount and timing of salary increases related to time in service.

**Figure 2b: Approaches regarding the amount and timing of teachers' salary increases related to time in service, 2021/2022**



Source: Eurydice.

### **Explanatory note**

Using the salary data presented in Figure 2a, this graphic summarises the existing approaches regarding the amount and timing of salary increases related to time in service.

**Important increase over the career and during the first 15 years:** an increase of at least 60 % over the whole career and at least 40 % in the first 15 years.

**Important increase over the career but moderate during the first 15 years:** an increase of at least 60 % over the whole career and less than 40 % in the first 15 years.

**Modest increase during career but maximum after a short period of time:** an increase of less than 60 % over the whole career and within a maximum of 25 years.

**Modest increase during career and maximum after a long period of time:** an increase of less than 60 % over the whole career and within more than 25 years.

Only country-specific notes specific to this figure are available below. All others are in Figure 2a.

Data are available as open data (see Annex).

### **Country-specific notes**

**Bulgaria and Türkiye:** these countries are not classified here as some data are not available.

**Germany, Sweden and Bosnia and Herzegovina:** countries with a modest increase over time but the average number of years to reach the salary at the top of the range is not available.

**Estonia and Latvia:** no data available (see country-specific notes to Figure 2a).

**Iceland:** no data available.

**Liechtenstein:** important salary increase over time but the amounts for the salaries after 15 years are not available.

When considering data regarding the increase of salaries at different stages of a teacher's career, four distinct approaches can be identified.

#### **(1) Important salary increase over the career and during the first 15 years in service**

In the first group of countries, salaries increase by at least 60 % over the whole career and by at least 40 % within the first 15 years.

During the first 15 years in service, the percentage increase varies between 41 % in Belgium (French and Flemish Communities) and Austria, while the maximum is 85 % in Cyprus.

The average number of years needed to reach the top of the pay range vary between 12 years in the Netherlands and 36 years in the Flemish Community of Belgium.

#### **(2) Important salary increase over the career but moderate during the first 15 years in service**

In the second group of countries, salaries increase by at least 60 % in total, but by less than 40 % within the first 15 years.

During the first 15 years in service, the percentage increase varies between 16 % in France and 38 % in Luxembourg. At the top of the career, the percentage increase varies between 63 % in the German-speaking Community of Belgium and 116 % in Portugal.

The average number of years to reach the top of the pay range is 26 years in the German-speaking Community of Belgium but can go up to 42 years in Hungary.

**(3) Modest salary increase during career but maximum salary reached after a short period of time**

In the third group of countries, the total increase is modest (less than 60 %), and the length of service required to reach this level is a maximum of 25 years.

The percentage increase at the top of the career ranges between 14 % in Albania and 53 % in Switzerland.

The average number of years to get to the top of the salary range varies between 12 years in Denmark and 25 years in Lithuania and Switzerland.

**(4) Modest salary increase during career and maximum salary reached after a long period of time**

In other education systems, teachers need a significant length of service (at least 32 years) to achieve modest salary increases (less than 60 %).

The percentage increase at the top of the career ranges between 16 % in Serbia and 49 % in Italy.

The average number of years to get to the top of the salary range varies between 32 years in Czechia and 40 years in Croatia, Slovakia, Montenegro, North Macedonia and Serbia.

**In nine countries, starting salaries of teachers (inflation adjusted) decreased in the last 6 years for all education levels.**

Figure 3 shows the changes in the statutory starting salaries of teachers over the last 6 years, adjusted for the effects of price inflation. In 2021/2022, compared to 2014/2015, the starting statutory salaries of teachers increased in the majority of the education systems for which data are available. The salaries remained stable (increase below 3 %) in France, Poland and Slovenia. There is at least moderate increase (between 3 % and 30 %) in 11 education systems<sup>(12)</sup>. The increase is higher (more than 30 %) in four other education systems<sup>(13)</sup>. The salaries more than doubled in Bulgaria (116.1 %) and for ISCED level 02 in Lithuania (144.7 %).

However, in nine countries, the annual statutory starting salaries of teachers decreased compared to 2014/2015<sup>(14)</sup>. In three others, the decrease is limited to some education levels: upper secondary education for Hungary and Austria; lower and upper secondary education for the Netherlands.

In most education systems, the changes in statutory salaries between 2014/2015 and 2021/2022 are more or less the same across education levels. However, in three countries (in Czechia, Latvia and Lithuania) teachers in pre-primary education benefitted from a higher percentage increase in their salaries than teachers in other education levels.

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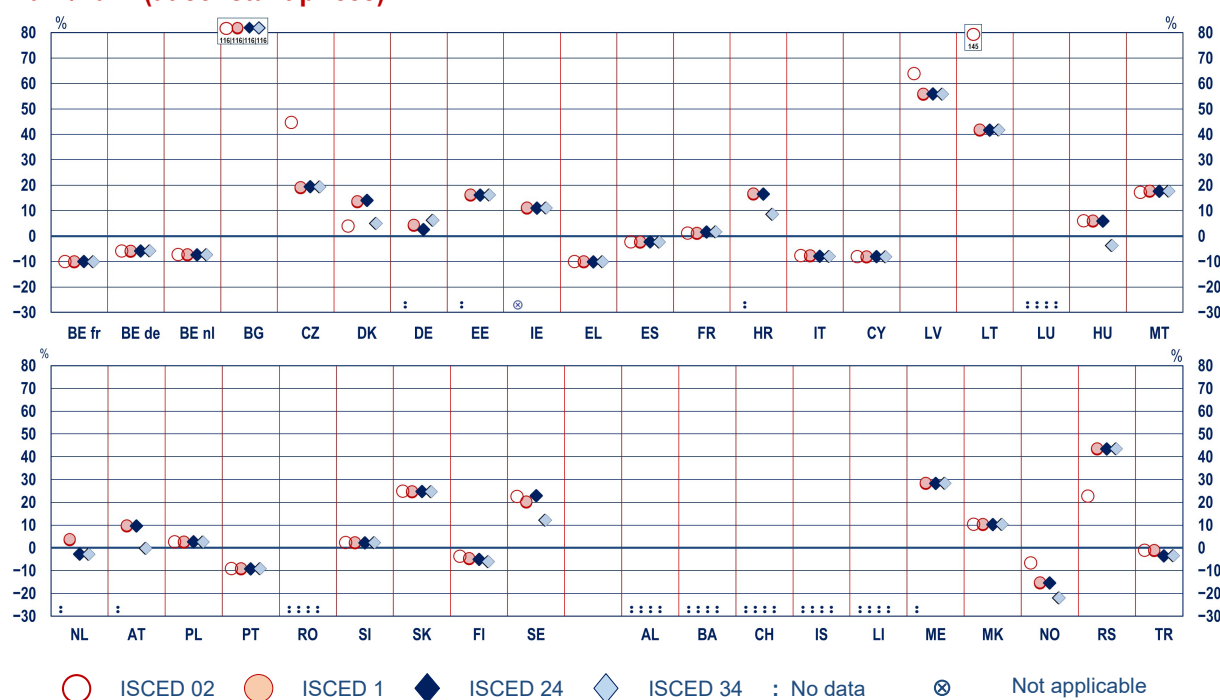
<sup>(12)</sup> Czechia (ISCED 1, 24 and 34), Denmark, Germany, Estonia, Ireland, Croatia, Malta, Slovakia, Sweden, Montenegro and North Macedonia. It is also the case for some education levels in Hungary (from pre-primary to lower secondary education), in the Netherlands (primary education) and in Austria (primary to lower secondary education).

<sup>(13)</sup> Bulgaria, Latvia, Lithuania and Serbia (but only moderate increase for ISCED 02). It is also the case for Czechia but only at ISCED 02.

<sup>(14)</sup> Belgium (all communities), Greece, Spain, Italy, Cyprus, Portugal, Finland, Norway and Türkiye.



**Figure 3: Percentage change in teachers' statutory starting salaries between 2014/2015 and 2021/2022 (at constant prices)**



**Percentage change in teachers' statutory starting salaries between 2014/2015 and 2021/2022 (at constant prices)**

	BE fr	BE de	BE nl	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT
ISCED 02	-10.0	-5.8	-7.3	116.1	44.6	3.9	:	:	-	-10.1	-2.4	1.2	:	-7.7	-8.1	63.8	144.7	:	5.9	17.2
ISCED 1	-10.0	-5.8	-7.3	116.1	19.1	13.5	4.3	16.2	11.1	-10.1	-2.4	1.2	16.6	-7.7	-8.1	55.9	41.7	:	5.9	17.7
ISCED 24	-10.0	-5.8	-7.3	116.1	19.4	14.0	2.6	16.2	11.1	-10.1	-2.3	1.7	16.6	-8.0	-8.1	55.9	41.7	:	5.9	17.7
ISCED 34	-10.1	-5.8	-7.3	116.1	19.4	5.0	6.2	16.2	11.1	-10.1	-2.3	1.7	8.6	-8.0	-8.1	55.9	41.7	:	-3.7	17.7
	NL	AT	PL	PT	RO	SI	SK	FI	SE	AL	BA	CH	IS	LI	ME	MK	NO	RS	TR	
ISCED 02	:	:	2.6	-9.2	:	2.2	24.8	-3.7	22.6	:	:	:	:	:	:	10.3	-6.7	22.6	-1.1	
ISCED 1	3.6	9.7	2.6	-9.2	:	2.2	24.7	-4.6	20.2	:	:	:	:	:	28.3	10.3	-15.4	43.4	-1.1	
ISCED 24	-2.7	9.7	2.6	-9.2	:	2.2	24.7	-5.1	22.8	:	:	:	:	:	28.3	10.3	-15.4	43.4	-3.5	
ISCED 34	-2.7	-0.2	2.6	-9.2	:	2.2	24.7	-6.0	12.1	:	:	:	:	:	28.3	10.3	-22.0	43.4	-3.5	

Source: Eurydice.

### Explanatory note

The figure shows the percentage change between 2014/2015 and 2021/2022 in the annual gross statutory salaries (at 2015 prices) received by full-time beginning teachers holding the minimum qualification required to enter the profession in pre-primary, primary, general lower secondary education and general upper secondary education.

Data for annual gross statutory salaries for 2014/2015 are from the Eurydice report *Teachers' and School Heads' Salaries and Allowances in Europe 2014/15*. Data for France, Croatia, Lithuania, Malta and Norway (only ISCED 02) have been adjusted for methodological changes to allow for comparison.

Annual gross statutory salaries for 2021/2022 refer to the teachers with the minimum qualification to enter the teaching profession, except in countries where most teachers enter the profession with a higher qualification and therefore receive a higher salary. In those countries, the statutory starting salary referred to is for teachers with this higher qualification (see country-specific notes below).

Salaries in 2021/2022 were divided by the harmonised index of consumer prices (HICP) to adjust for the effects of price inflation over the previous 6 years.

All data, including the values for the HICP extracted from the Eurostat database [prc\_hicp\_aind] (last update: 19.4.2023), are available in open data format (see the Annex).

### Country-specific notes

**Belgium (BE fr and BE nl):** the majority of teachers at ISCED 34 have a higher qualification than the minimum and therefore receive a higher statutory salary, which is considered here.

**Estonia:** there is no starting salary. Data in the figure refer to minimum annual gross statutory salary that all teachers must receive at ISCED 1, 24 and 34. There is no defined statutory salary based on the level of qualification and no progression based on years in service. For ISCED 02, minimum salaries are decided at the local level.

**Ireland:** ISCED 02 provision is organised by the private sector and salaries are set by the owners of the settings.

**Croatia:** at ISCED 1 and 24, the majority of teachers have a higher qualification than the minimum (the same as at ISCED 34) and consequently receive a higher statutory salary, which is considered here.

**Luxembourg:** break in time series in 2019.

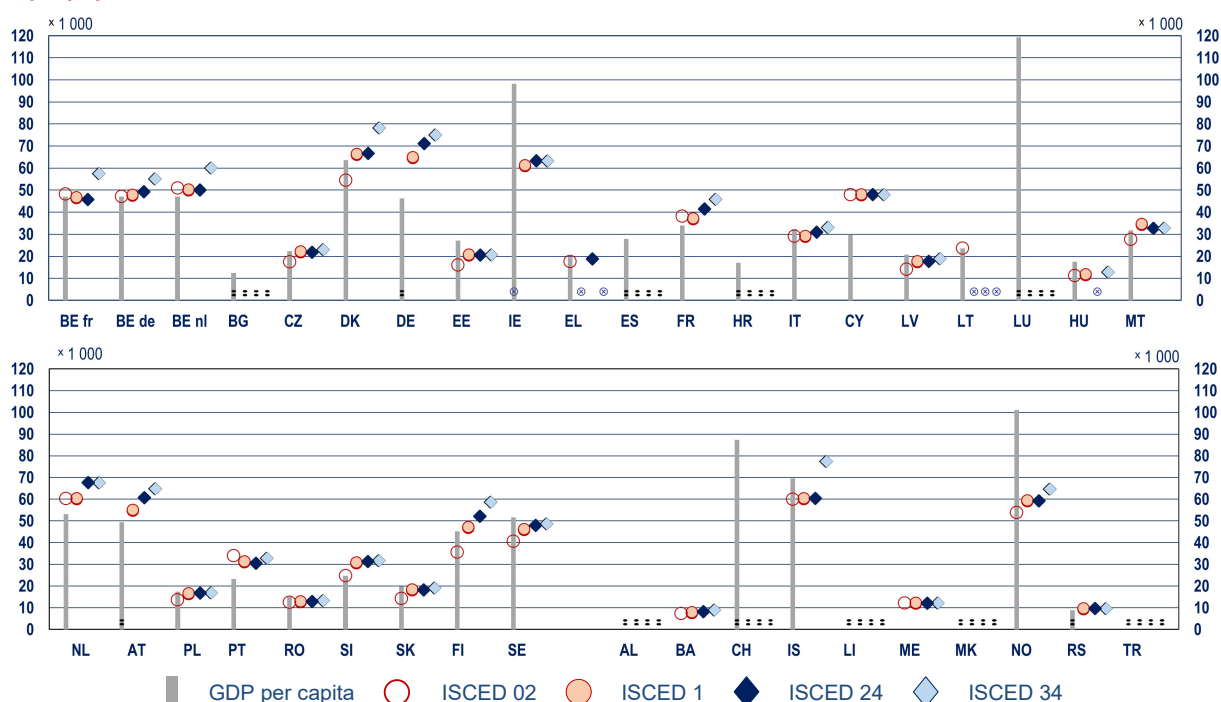
**Malta:** for teachers at ISCED 02, although the minimum qualification level is at ISCED 4, the minimum statutory salary varies according to the number of ECTS obtained at ISCED 5. The figure shows the higher statutory salaries for the majority of teachers having acquired 60 ECTS at ISCED 5.

**Liechtenstein:** the Eurostat HICP is not available for this country.

## Average actual salaries are below the GDP per capita for all educational levels in nine countries

The average actual salary refers to the weighted average gross annual salary actually received by all teachers within the 25–64 age range at a specific education level, including the statutory salary and other additional payments. This amount excludes the employer's social security and pension contributions but includes those paid by the employees. The additional payments refer to bonuses and allowances that teachers may be awarded in addition to their basic salary, set according to their educational qualifications and experience. Actual salary data can be drawn from national administrative registers, statistical databases, representative sample surveys or other representative sources. The average actual salary is influenced by the legislative framework regulating the recruitment of teachers at the entry level and their career development. It is also affected by the age of the teaching staff in a country, as teachers' salaries typically increase with professional experience.

**Figure 4: Average annual gross actual salaries (EUR) of teachers aged 25–64 in public schools, 2021/2022**



Source: Eurydice.

### Explanatory note

Teachers' actual salaries are the weighted average annual gross salaries received by full-time, fully qualified teachers, including allowances and other financial benefits. Unless otherwise indicated, the reference year is 2021/2022 for actual salaries and 2022 for the GDP per capita (exceptions are listed below in the country-specific notes).

Data on GDP per capita and the exchange rates used to convert salaries into euro (where reported in a different national currency) are extracted from the Eurostat database: 'Main GDP aggregates per capita' [nama\_10\_pc] (last update: 10.5.2023) and 'Euro/European currency unit exchange rates' [ert\_bil\_eur\_a] (last update: 8.3.2023).

### Country-specific notes

**Belgium (BE nl):** actual salaries refer to full-time teachers of general subjects in January 2022, adjusted for the average inflation during the 2021/2022 school year.

**Czechia:** actual salaries refer to 2020/2021 with 2021 GDP. Data for ISCED 34 include lower grades of *gymnazia* (ISCED 24) and salaries of generalist teachers in vocational education.



**Denmark:** for all levels, two thirds of the employee-paid pension is deducted from the average yearly salary. For ISCED 34, the average salary represents an average including Sorø Academy and private institutions.

**Germany:** salaries represent a weighted average of the data available at *Länder* level. The family allowance for which no data are available is not taken into account.

**Ireland:** the reported actual salaries are based on the average of the second payroll in February 2022 (full-time equivalents). ISCED 02 provision is organised by the private sector.

**Greece:** data for ISCED 1 include teachers at ISCED 02 and in special needs education. Data for ISCED 34 include teachers in lower secondary education, special needs education, vocational education and adult education programmes for attainment of ISCED level 24.

**France:** actual salaries and GDP refer to 2020 and cover the whole of France, except Mayotte. Actual salaries for ISCED 24 and 34 cover a wider teacher population (e.g. sports teachers, *professeurs d'enseignement général des collèges* (PEGC), and VET teachers teaching in general programmes). For ISCED 02 and 1, teachers with a partial release from their teaching obligations accounting for 50 % or more of the full teaching time are considered as school heads.

**Latvia:** only salaries of teachers working 90 % or more are considered. Incidental/occasional additional payments are not included.

**Lithuania:** data for teachers at ISCED 02 include teachers working in primary and secondary education, together with non-qualified teachers.

**Hungary:** data on ISCED 02 include teachers in the statistical classification of economic activities in the European Community (NACE) 85.1 and the International Standard Classification of Occupations (ISCO) 2342. Data on ISCED 1 also cover ISCED 24 and include teachers in NACE 85.2, NACE 85.3 and ISCO 2341. Data for ISCED 34 include teachers in NACE 85.31 and ISCO 2330.

**Malta:** data on actual salaries relate to the period from 10 September 2021 to 9 September 2022, resulting in a slight overestimation of salaries. Actual salaries include payments for extra curriculum duties.

**Austria:** pre-primary education is largely provided in kindergartens, for which there are no data available. In schools, primary teachers are in charge of the pre-school stage. At ISCED 34, vocational programmes are included.

**Poland:** data collected in the School Education Information System (SIO) from January 2022 to August 2022 are extrapolated to the entire year. Payments for ad hoc substitutions are excluded.

**Portugal:** the average annual gross salary is calculated on the basis of salaries paid in May 2022. Allocation of teachers in lower or upper secondary education is made according to their respective teaching load. ISCED 24 and 34 teachers may have part of their weekly teaching time allocated to vocational programmes, without significant impact on the salary composition.

**Slovenia:** actual salaries refer to 2020/2021 school year (provisional data) with 2021 GDP. The calculations are based on the payments to teachers (all ages) who worked full time for the same employer the entire year. Some additional payments and allowances (annual holiday bonus, reimbursement for meals during work, reimbursement of travel expenses, long-service award (*jubilejna nagrada*)) have not been included. Data for ISCED 02 include pre-school teachers at ISCED 1. Data for ISCED 34 include general-subjects teachers in vocational education, and educators at residence halls for ISCED 34 students.

**Slovakia:** actual salaries include school heads' salaries.

**Finland:** actual salaries refer to October 2021 with 2021 GDP. The data on pre-primary teachers concern the salary data of kindergarten teachers who are the majority of teachers at ISCED 02 (excluding child carers).

**Sweden:** actual salaries and GDP refer to 2021. Data for ISCED 34 also include generalist teachers in vocational education.

**Albania, Bosnia and Herzegovina, Liechtenstein, Montenegro, North Macedonia and Türkiye:** GDP not available.

**Bosnia and Herzegovina:** the reported actual salaries represent the average of teachers' actual salaries of all cantons and entities, calculated from surveys or estimated from statutory salaries.

**Iceland:** data include teachers in special needs schools and not fully qualified teachers. Data for ISCED 02 exclude employees whose responsibilities involve caring for and teaching children, and those classified as teachers' aids (about 50 %), but include teachers at ISCED 1. Data for ISCED 1 include teachers at ISCED 24 (single structure). Data for ISCED 34 include teachers in vocational education.

**Norway:** data collected once a year on 1 December – salaries earned in November and paid in December – by the Norwegian Association of Local and Regional Authorities from municipalities, except those with a very loose (volatile) employment.

**Serbia:** data on actual salaries are estimates of the average monthly salary of teachers including allowances and additional payments. Data for ISCED 02 are not available at the central level. Data for ISCED 1 include data for ISCED 24 (single structure). All data include school heads' salaries.

Figure 4 presents average actual salaries by education level together with the GDP per capita in each country. The GDP per capita is used as a proxy for a country's economic performance and is also used as an indicator of the standard of living in a country. Comparing teachers' average actual salaries with GDP per capita provides an estimate of teachers' level of living standards and, to a lesser extent, an indication of their economic welfare.

In general, the average actual salary level correlates with the GDP per capita of a country: the higher the GDP per capita, the higher the average actual salary of teachers. Hence, the lowest average actual salaries are mainly observed in countries with the lowest GDP per capita (EUR 20 000 or less): Latvia, Hungary, Poland, Romania, Slovakia and Serbia. The highest actual salaries are in countries with the highest GDP per capita (EUR 40 000 or more): Belgium (all communities), Denmark, Germany, Ireland, the Netherlands, Austria, Finland, Sweden, Iceland and Norway.

Teachers' average actual salaries are above the GDP per capita for all or most education levels in 13 education systems<sup>(15)</sup>. It is the same situation for one or two education levels in three other

<sup>(15)</sup> For all education levels in Belgium (German-speaking and Flemish Communities), France, Cyprus, the Netherlands, Portugal and Slovenia. In Germany, Austria and Serbia, for ISCED 1, 24 and 34 (no data available for ISCED 02). It is the same in Denmark, Malta and Finland, except for ISCED 02.

education systems: only for upper secondary education in Czechia, Italy and Iceland; both for pre-primary and upper secondary education in the French Community of Belgium. Teachers' average actual salaries are even 35 % higher than the GDP per capita in Germany and Cyprus; and for one or two education levels in France (upper secondary education) and Portugal (pre-primary and upper secondary education).

In contrast, they are below the GDP per capita for all or most education levels in 13 education systems <sup>(16)</sup>. It is also the case, only for pre-primary education, in Denmark, Malta and Finland; and for both primary and lower secondary education in the French Community of Belgium. Teachers' average actual salaries are even at least 35 % lower than the GDP per capita for all education levels in Ireland <sup>(17)</sup> and Norway, and only for pre-primary education in Estonia and Hungary.

## Section 2. School heads' salaries

School heads have a crucial role to play in improving the quality of teaching and learning within schools (OECD, 2008; European Commission, 2020). Leading a school combines professional commitment with sound managerial, pedagogical and communication skills. It requires a strategic vision for creating an effective and attractive environment that is conducive to learning <sup>(18)</sup>.

School leaders' responsibilities also depend on the level of autonomy schools have in different areas: managing human or financial resources, teaching content and processes (European Commission / EACEA / Eurydice, 2020). Higher levels of school autonomy in several of these areas imply wider responsibilities and more tasks to be managed at the school level <sup>(19)</sup>. Increasingly, school leaders need to liaise between different levels of education and training, the labour market and the local community <sup>(20)</sup>. They also have a determining role in shaping a whole-school approach that helps tackle early school leaving (European Commission, 2015).

### School heads require at least 5 years' professional experience at their appointment in half of European education systems

At the time of their recruitment, school heads typically have several years of professional experience in teaching and in different leadership roles. In some education systems, besides a minimum qualification requirement, school heads must have a minimum number of years of professional experience in education, follow specific leadership and management training courses and/or undergo certification procedure (see Figure 5).

In the vast majority of countries, school heads must have professional experience in the education sector. Most commonly, this refers to teaching practice, but in some cases, higher-level teacher responsibilities are demanded, for example, time spent in senior-level teacher positions in the career ladder or experience in some leadership functions in education. The length of the required experience ranges from 2 years' teaching experience in France (pre-primary and primary education), Lithuania and Türkiye, to 14 years in Malta (including 4 years as an assistant school head, department head, counsellor or inclusive education coordinator). The most commonly required teaching experience at all the education levels is 5 years.

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<sup>(16)</sup> For all education levels in Estonia, Greece, Latvia, Hungary, Poland, Romania, Slovakia, Sweden and Norway. It is also the case in Ireland where no data is available for ISCED 02, and in three other countries for all education levels except upper secondary education (Czechia, Italy and Iceland).

<sup>(17)</sup> No data available for pre-primary education.

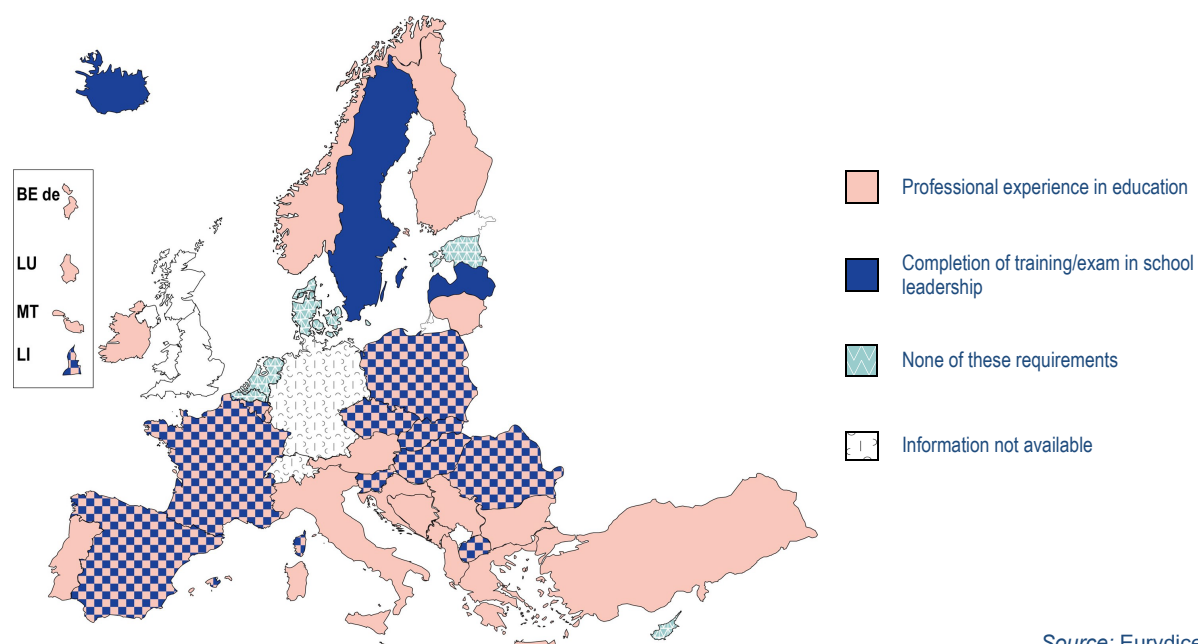
<sup>(18)</sup> Council conclusions on effective leadership in education, 2014/C 30/02.

<sup>(19)</sup> Commission staff working document – Accompanying the document communication on school development and excellent teaching for a great start in life, SWD(2017) 165 final, p. 9.

<sup>(20)</sup> Council conclusions on effective leadership in education, 2014/C 30/02.

In 14 education systems <sup>(21)</sup>, certification in relevant management or leadership functions and/or specific training for school heads is required. In France (at the secondary education levels), Hungary, Poland, Romania, Slovenia and North Macedonia, candidates must show proof of their leadership competences, for example, by passing an exam. In Belgium (French Community), Czechia, Spain, Sweden and Iceland, candidates must have completed a dedicated training course for school heads. In Latvia, Slovakia and Liechtenstein, this requirement refers to continuing professional development course.

**Figure 5: Top-level requirements to become a school head (ISCED 02, 1, 24 and 34), 2021/2022**



Source: Eurydice.

#### Length of required minimum professional experience in education, in years

BE fr	BE de	BE nl	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT
3	5	-	5	3-5	-	:	-	5	8	5	2; 4	5; 8	5	-	-	2	5	4	14
NL	AT	PL	PT	RO	SI	SK	FI	SE		AL	BA	CH	IS	LI	ME	MK	NO	RS	TR
-	5; 6	5	5	5	5	5	-	-		5	5	:	-	3	5	5	3; 4	10; 8	2

#### Explanatory note

Data are available as open data (see Annex).

#### Country-specific notes

**Belgium (BE fr):** the table below the figure shows the requirements for recruitment as a school head. After a 2-year internship, school heads can be permanently appointed, provided they have successfully completed the initial training modules for school heads and have at least 6 years' experience.

**Belgium (BE de):** pre-primary schools are always integrated into primary schools. The dedicated training for school heads must be completed within 5 years following the appointment as a school head.

**Czechia:** the length of the required professional experience increases by education level: minimum 3 years for pre-primary education, 4 years for primary and lower secondary education, and 5 years for upper secondary education. A specific training/study programme, a lifelong-learning programme or a bachelor's degree in management has to be successfully completed within 2 years from the recruitment.

**Denmark:** despite the absence of formal regulations, a leadership training course is usually required.

**Germany:** requirements are decided at *Länder* level.

**Estonia:** candidates for school headship need to demonstrate leadership competences. Although many of the new school heads complete a training course for school heads, no formal training or exam is required.

**Ireland:** ISCED 02 provision is organised by the private sector. For primary education, data refer to schools with more than 80 students; a minimum teaching or other education experience is not required for school heads in schools with 80 students or less.

**Spain:** a specific training course of a minimum of 120 hours in school management is required. At least every 8 years, school heads need to complete an additional school heads management course.

<sup>(21)</sup> In the French Community of Belgium, Czechia, Spain, France, Latvia, Hungary, Poland, Romania, Slovenia, Slovakia, Sweden, Iceland, Liechtenstein and North Macedonia.

**France:** in pre-primary and primary education, school heads are required to have 2 years' teaching experience. In secondary education, 4 years' teaching experience and a competitive examination for school heads (*concours de recrutement des personnels de direction*) are required.

**Croatia:** in pre-primary education, school heads are required to have 5 years' experience; in primary and secondary education, 8 years' experience is required.

**Latvia:** previous teaching experience is not required by top-level regulations. However, local governments may require a minimum number of years of experience.

**Lithuania:** one year's experience in leadership is required.

**Luxembourg:** information in the figure refers to secondary education level only. In pre-primary and primary education, there is no school head as such. The president of the school committee is responsible for its management. The work of school teachers is organised by the respective regional directorate.

**Malta:** ISCED level 02 institutions form part of primary schools. The minimum professional experience required consist of 10 years' teaching practice plus 4 years as an assistant school head, department head, counsellor or inclusive education coordinator.

**Austria:** for pre-primary education, the figure refers to provision organised in primary schools. However, pre-primary education is mainly organised at the provincial level in kindergartens. At least 5 years' teaching experience is required for primary education, and 6 for secondary education.

**Finland:** In primary and secondary education, school heads are required a qualification or experience in leadership and management. They also need professional experience, but regulations do not define it as a minimum number of years. In pre-primary education, leadership skills are required without further specification. Professional experience is not required for this education level.

**Switzerland:** requirements are decided at the level of the *cantons*.

**Liechtenstein:** pre-primary schools are integrated into primary schools. Most school head positions are not full-time positions.

**North Macedonia:** no professional experience in education is required for school heads in pre-primary education.

**Norway:** at least 3 years' teaching experience is required for primary education, and 4 for secondary education.

**Serbia:** at least 10 years' teaching experience is required for pre-primary education, and 8 for primary and secondary education.

## In five education systems, teachers with 15 years' experience have a higher salary than school heads in some or all education levels

School heads salary progression may depend on several criteria, such as experience, performance, nature and number of responsibilities. The school characteristics have an impact on the salary of school heads in half of the countries<sup>(22)</sup> for which data are available. Among the school characteristics, the most common is the size of the school (e.g. number of students or classes). Other characteristics that may also be taken into account include the location of the school, the education level, the number of pupils with special educational needs and the provision of differentiated teaching.

Figure 6 displays the minimum statutory starting salary for school heads. The starting salaries of school heads in the smallest and the largest schools are depicted as a range for education systems where there are several salary ranges according to school size. Figure 6 also shows the statutory salary of teachers with 15 years' experience. The difference between the statutory salaries of teachers with 15 years' experience and those of starting school heads can serve as a proxy for how attractive it may be, in economic terms, for a teacher to become a school head during their career. Annual gross statutory salaries are converted into PPS, an artificial common reference currency unit used to eliminate price level differences between countries and facilitate international comparison.

The minimum statutory salary for a school head is higher compared to teachers with 15 years' experience at all the educational levels, for which data are available in 21 education systems<sup>(23)</sup>. It is also the case for some education levels in four other education systems: for pre-primary and primary education in the Flemish Community of Belgium; for secondary education in Ireland and Greece; and for upper secondary education in Austria. The difference in salaries is especially high in Italy, where school heads earn around twice as much as teachers.

<sup>(22)</sup> For all education levels in Greece, Spain, Latvia, Lithuania, Malta, the Netherlands, Portugal and Montenegro; for some education levels in Belgium (all communities), Ireland, Croatia, Austria, Finland and North Macedonia.

<sup>(23)</sup> In the German-speaking Community of Belgium, Bulgaria, Denmark, Spain, France, Croatia, Italy, Cyprus, Lithuania, Hungary, Malta, Poland, Romania, Slovenia, Slovakia, Finland, Sweden, Montenegro, North Macedonia, Serbia and Türkiye.

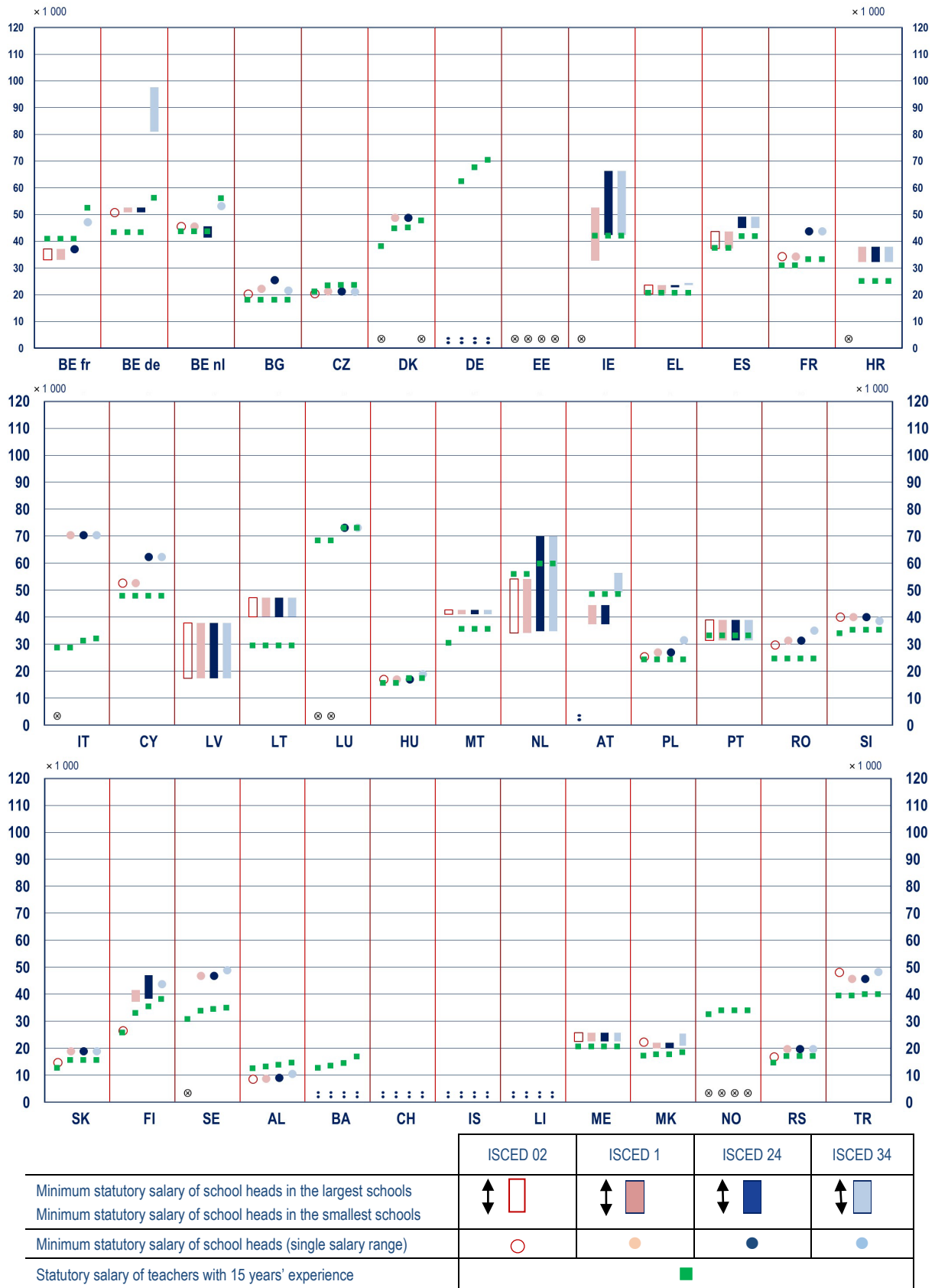
In contrast, the minimum statutory salary for school heads is lower than the salary for teachers with 15 years' experience for all the education levels in the French Community of Belgium and Albania <sup>(24)</sup>. The same applies to some education levels in the Flemish Community of Belgium (upper secondary education), the Netherlands (pre-primary and primary education) and Austria (primary and lower secondary education).

In some countries, where the starting salary for school heads varies according to the size of the school, the statutory salaries for school heads in the smallest schools is lower compared to teachers with 15 years' experience but higher for the biggest schools in the Flemish Community of Belgium (lower secondary education), Ireland (primary education), Greece (pre-primary and primary education), the Netherlands (secondary education) and Portugal (all education levels).

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<sup>(24)</sup> For Czechia, the statutory salary for school heads is underestimated as the additional allowance for leadership (15–60 % of a teacher's salary according to the level of leadership) is not included in the figure.

**Figure 6: Annual gross statutory minimum salaries (in PPS) of school heads compared with salaries of teachers with 15 years' experience, with the minimum qualification, 2021/2022**



Source: Eurydice.



### Explanatory note

To facilitate international comparison, salaries have been converted from national currencies into PPS. PPS is an artificial common reference currency unit used to express the volume of economic aggregates for the purpose of spatial comparisons in such a way that price level differences between countries are eliminated. The PPS values are obtained by dividing the national currency units by the respective purchasing power parity. Eurostat 2020 data purchasing power parities (EU-27 = 1) for actual individual consumptions [prc\_ppp\_ind] was used (last update: 27.4.2023).

Salary data for teachers refer in this figure to the statutory salaries of full-time, fully qualified beginning teachers with the minimum qualification to enter the teaching profession, except in countries where most teachers enter the profession with a higher qualification and therefore receive a higher salary. In those countries, the statutory starting salary referred to is for teachers with this higher qualification (see country-specific notes below).

Data are available as open data (see Annex).

### Country-specific notes

**Belgium (BE fr and BE nl):** the majority of teachers at ISCED 34 have a higher qualification than the minimum (at ISCED 7) and therefore receive a higher statutory salary, which is reported here.

**Bulgaria:** teachers' salaries after 15 years correspond to the minimum statutory salary set by regulations of a chief teacher. The management allowance is not included because it varies depending on performance.

**Czechia:** salaries shown for school heads and teachers are weighted averages calculated with two salary tables and the estimated proportion of teachers in each pay category and pay grade according to the Information system of salaries in the public sector (ISS) database. School heads receive an additional allowance for leadership (usually 15–60 % of a teacher's salary highest pay grade according to the pay range), which is not taken into account in the figure. For teachers at ISCED 34, data include lower grades of *gymnazia* (ISCED 24) and salaries of generalist teachers in vocational education.

**Denmark:** the management allowance is not included in the reported statutory salaries for school heads since the amount is decided at the local level (at ISCED 34, school heads' salaries are negotiated with the school board and include allowances). Data for teachers show the share of centrally defined statutory salaries. As stated in the collective agreements, part of their statutory salaries must be decided at local level. The salaries for ISCED 1 teachers are weighted averages between the salaries for teachers in grade 1 of ISCED 1 (*børnehaveklasseledere*) and those for teachers at grades 2 to 7, which have the same profile and salary as teachers at ISCED 24.

**Estonia:** there are no statutory salaries for school heads. Their salary is a matter for local autonomy. Salaries for teachers refer to the minimum wage that all teachers must receive. There is no statutory salary based on the level of qualification and no progression based on years in service. For ISCED 02, minimum salaries are decided at the local level.

**Ireland:** ISCED 02 provision is organised by the private sector and salaries are set by the owners of the settings.

**Spain:** the statutory salaries shown are weighted averages of salaries at the regional level (*comunidades autónomas*).

**Croatia:** at ISCED 1 and 24, the majority of teachers have a higher qualification than the minimum (the same as at ISCED 34) and consequently receive a higher statutory salary, which is reported here.

**Italy:** the statutory salary for school heads is composed of a fixed part, common to all school heads, plus a variable part that varies across regions. This variable part is calculated as weighted average. Pre-primary education is integrated into primary or lower-secondary schools in the public sector.

**Latvia:** official regulations only define the minimum teacher salary for a 30-hour working week. School heads decide on teachers' salaries depending on their workload and on the school budget.

**Luxembourg:** in pre-primary and primary education, there is no school head as such. The president of the school committee is responsible for its management and the relationship with parents and the municipality. The work of school teachers is organised by the respective regional directorate.

**Hungary:** the salaries for teachers after 15 years correspond to the career level 'teacher I'.

**Malta:** for teachers at ISCED 02, although the minimum qualification level is at ISCED 4, the minimum statutory salary varies according to the number of ECTS obtained at ISCED 5. The figure shows the higher statutory salaries for the majority of teachers having acquired 60 ECTS at ISCED 5.

**Netherlands:** statutory salaries indicated statutory salaries for teachers are the weighted averages of three salary scales on 1 October 2021 (including allowances). For ISCED 02, only pre-primary teachers working in primary schools are considered.

**Austria:** ISCED 02 is mainly organised at the provincial level in kindergartens. There are no federal level statistics for this type of provision. In public schools, primary teachers and school heads are in charge of the preschool stage.

**Poland:** teachers' salaries after 15 years correspond to that of a chartered teacher. At ISCED 02, 1 and 24, almost all teachers have a higher qualification than the minimum (ISCED 7 instead of ISCED 5) and receive a higher statutory salary, which is reported here. The new regulations on ITE, introduced in the 2019/2020 academic year, set the minimum qualification at ISCED 7 for newly qualified teachers who will enter the teaching profession starting in 2024/2025.

**Romania:** at ISCED 02 and ISCED 1, the majority of teachers have a higher qualification than the minimum (the same as at ISCED 24 and ISCED 34) and receive a higher statutory salary, which is reported here.

**Sweden:** there are no statutory salaries. Salaries are set individually and based on collective agreements. The reported salaries refer to actual salaries including bonuses and allowances. Minimum salaries correspond to the median values of the actual salaries of school heads with 1 and 2 years of experience in 2021, and to actual salaries of teachers with 15 years of experience in 2021. Data for ISCED 34 also include generalist teachers in vocational education.

**Bosnia and Herzegovina:** teachers' and school heads' salaries are weighted averages of the data available at all the levels (entity of Republika Srpska, cantonal levels of the Federation of Bosnia and Herzegovina and the Brcko district).

**Iceland:** teachers' statutory salaries at ISCED 34 are a combination of a collective agreement on pay and a special agreement for each institution. They have been estimated based on the institutional agreement of a representative school. For school heads at ISCED 34, the reported values are actual salaries.

**Liechtenstein:** the Eurostat purchasing power parity is not available for this country.

**Norway:** there are no statutory salaries for school heads. Their salary is a matter for local autonomy. The majority of teachers at ISCED 34 have a higher qualification than the minimum and therefore receive a higher statutory salary, which is reported here.





## Glossary

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### Education levels and programmes

The Eurydice–OECD joint data collection on teachers' and school heads' salaries and allowances covers pre-primary, primary and secondary education (lower and upper). The definitions used are those set down in the 2011 International Standard Classification of Education (ISCED) <sup>(25)</sup>.

At the secondary level, only teachers and school heads working for general programmes are within the scope of the data collection.

The other education levels are used to describe the qualification requirements set by the top-level authority for teachers and school-heads.

### Pre-primary education (ISCED 02)

Programmes at this level are typically designed with a comprehensive approach, to support young children's early cognitive, physical, social and emotional development and to introduce them to organised instruction outside the family context. These programmes must have an intentional education component. Pre-primary education (ISCED level 02) is designed for children aged at least 3 years.

### Primary education (ISCED 1)

Programmes at this level are typically designed to provide students with fundamental skills in reading, writing and mathematics (i.e. literacy and numeracy), and to establish a solid foundation for the learning and understanding of core areas of knowledge in preparation for lower secondary education. They also seek to promote children's personal and social development. Age is typically the only entry requirement at this level. The customary or legal age of entry is usually between 5 and 7 years old. This level typically lasts 6 years, although its duration can range between 4 and 7 years, depending on the country.

### Lower secondary education (ISCED 2)

Programmes at the lower-secondary level are typically designed to build on the learning outcomes from ISCED level 1. Students typically enter ISCED level 2 between the ages of 10 and 13 (age 12 being the most common). The ISCED designator 24 denotes general lower secondary education.

### Upper secondary education (ISCED 3)

Programmes at the upper secondary level are typically designed to complete secondary education in preparation for tertiary education or to provide skills relevant to employment, or both. Pupils typically enter this level between the ages of 14 and 16. The ISCED designator 34 denotes general upper secondary education.

### Post-secondary non-tertiary education (ISCED 4)

Programmes at post-secondary non-tertiary education are typically designed to provide individuals who completed ISCED level 3 with non-tertiary qualifications required for progression to tertiary education, or for employment when their ISCED level 3 qualification does not grant such access.

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<sup>(25)</sup> Available at <http://uis.unesco.org/en/topic/international-standard-classification-education-isced> (accessed 2.5.2022).

### **Short-cycle tertiary education (ISCED 5)**

Short-cycle tertiary education programmes are practically based, occupationally specific and prepare students to enter the labour market. However, these programmes may also provide a pathway to other tertiary education programmes.

### **Bachelor's or equivalent level (ISCED 6)**

Bachelor's or equivalent level are often designed to provide participants with intermediate academic and/or professional knowledge, skills and competencies, leading to a first degree or equivalent qualification. Programmes at this level are typically theoretically based, but may include practical components, and are informed by state-of-the-art research and/or best professional practice. They are traditionally offered by universities and equivalent tertiary educational institutions.

### **Master's or equivalent level (ISCED 7)**

Master's or equivalent level are often designed to provide participants with advanced academic and/or professional knowledge, skills and competencies, leading to a second degree or equivalent qualification. Programmes at this level may have a substantial research component but do not yet lead to the award of a doctoral qualification. Typically, programmes at this level are theoretically based, but may include practical components, and are informed by state-of-the-art research and/or best professional practice. They are traditionally offered by universities and other tertiary educational institutions.

## **Decision-making levels**

### **Top-level authorities**

These refer to all government bodies at the national (state) level that make or participate in different aspects of decision-making. In 'federal' countries, or countries with a similar type of government structure, they refer to the first level of territorial authority immediately below the national level.

The highest level of authority with responsibility for education in a given country is usually located at the national (state) level. However, for Belgium, Germany and Spain, the *communautés*, *Länder* and *comunidades autónomas*, respectively, are responsible for all or most areas relating to education. Therefore, these administrations are considered the top-level authority for the areas where they hold the responsibility, while for the areas where they share the responsibility with the national (state) level, both are considered to be top-level authorities.

### **Provincial/regional/sub-regional/inter-municipal authorities or governments**

These refer to the first level of territorial authority immediately below the national level in countries that do not have a 'federal' or similar type of governmental structure, and they refer to the second level of territorial authority below the national government in countries with a 'federal' or similar type of governmental structure.

### **Local government/authorities/municipalities**

These refer to the lowest level of territorial authority in a nation. The local authority in terms of education may be the education department within a general-purpose local government or a special-purpose local government body where the sole area of responsibility is education.

### School-level authorities

These refer to the decision-making bodies located within the school, which could be: (1) an external school board, which includes residents of the wider community; (2) an internal school board, which could include school heads, teachers, other school staff, parents and students; and (3) both an external and an internal school board. 'School networks', 'networks of schools', 'didactic circles' and 'groups of schools' or 'school clusters' are considered as school-level authorities.

Parents and teachers should be considered as one element of the school level, rather than a separate level. The school level also includes any individual employee (e.g. a teacher) in the school who is allowed to take decisions.

### More than one authority level

This refers to a combination of two or more of the abovementioned authorities (e.g. central government and local authorities).

### Collective agreements

These refer to collective agreements adopted by the relevant stakeholders when they are the only instrument used to determine teachers' and school heads' compensations.

### Public and private schools

This data collection focuses on the salaries of teachers and school heads in **public educational institutions**. However, in a few countries, the reported salaries may also apply to government-dependent private schools.

According to the 2016 United Nations Educational, Scientific and Cultural Organization, OECD and Eurostat (UOE) manual for the data collection on education systems, an education institution is classified as public or private depending on whether it is under the overall control of a public or private body.

### Public institutions

An institution is classified as **public** if it is controlled and managed directly by a public education authority or agency; or controlled and managed either by a government agency directly or by a governing body (council, committee, etc.), the majority of the members of which are either appointed by a public authority or elected by the public.

### Private institutions

An institution is classified as **private** if it is controlled and managed by a non-governmental organisation (e.g. a church, a trade union or a business enterprise, a foreign or international agency), or its governing board consists mostly of members not appointed by a public agency.

The terms 'government dependent' and 'independent' refer only to the degree of a private institution's dependence on funding from government sources; they do not refer to the degree of government direction or regulation. A **government-dependent private institution** is one that either receives at least 50 % of its core funding from government agencies or one where its teaching staff are paid by a government agency – either directly or through the government. An **independent private institution** is one that receives less than 50 % of its core funding from government agencies and whose teaching staff are not paid by a government agency.

## Teachers and school heads

This data collection covers fully qualified, full-time teachers and school heads. Part-time teachers and those that are not yet fully qualified are beyond the scope of the study.

### Fully qualified, full-time teacher

**Fully qualified** teachers are those who have fulfilled all the training requirements for teaching (one or more subjects) and meet all other official requirements (e.g. probation period). Their professional tasks involve the planning, organisation and delivery of group or individual activities for a class of students with respect to the development of their knowledge, skills and attitudes.

The designation '**full-time** teacher' is usually based on statutory working hours, as opposed to actual total working time or actual teaching time. A teacher employed for at least 90 % of the normal or statutory number of hours of work for a full-time employee over a complete school year is considered as a full-time teacher in the context of this survey.

### School head

The term **school head** refers to any person whose primary or major function is heading a school or a group of schools alone or within an administrative body such as a board or council. The school head is the primary leader responsible for the leadership, management and administration of the school.

Depending on circumstances, school heads may exercise educational responsibilities (which may include teaching tasks, but also responsibility for the general functioning of the institution in areas such as the timetable, implementation of the curriculum, decisions about what is to be taught and the materials and methods used). They may also have, to a varying degree, other administrative, staff-management and financial responsibilities.

### Statutory salary

The annual statutory salary is the sum of the gross wages paid to full-time, fully qualified teachers or school heads according to statutorily defined salary ranges. It includes any additional payments that all teachers or school heads receive and that constitute a regular part of the annual base salary such as the 13th month and holiday pay (where applicable) or, in the case of school heads, the allowance received by all school heads for managing the school. This gross amount excludes the employer's social security and pension contributions, but includes those paid by employees.

### Salary range for teachers

This indicates the salary that full-time, fully qualified teachers can expect to receive, depending on the number of years that they have been in service. Progression in the salary range may also be linked to the fulfilment of certain conditions, such as a positive evaluation in the performance review / appraisal process. Salary scales are statutorily defined either in regulations or agreements between stakeholders. Data for this survey are collected at four points on the salary range:

- starting salary,
- salary after 10 years of experience,
- salary after 15 years of experience, and
- salary at the top of the range.

The salary range applies to teachers who hold the minimum qualification required to enter the teaching profession in the reference year. In education systems where the largest proportion of teachers hold a higher qualification than the minimum that is associated with a different salary range, the information on this pay range is also collected.

### **Salary range for school heads**

This indicates the range of pay received by school heads (working full-time) with the minimum qualification required to manage a school. Salary scales are statutorily defined either in regulations or agreements between stakeholders. Data are collected for the minimum and maximum points of the salary range applicable to school heads. Salary progression may depend on various criteria, such as experience, performance, nature and number of responsibilities, and school characteristics.

The reported salaries of school heads may consist of the statutory teacher salary plus a management allowance, or there may be a distinct statutory salary range for school.

In education systems where the salary range changes with the type of school (e.g. number of students or classes, geographic location, offer of special programmes or differentiated teaching), the data refer to the scales with the lowest and highest minimum salaries. Where there is a different salary scale that applies to the largest proportion of school heads, these data are also collected.

### **Actual salary**

This refers to the weighted average gross annual salary actually received by all teachers or school heads within the 24–65 age range at a specific education level, including the statutory salary and other additional payments. This amount excludes the employer's social security and pension contributions but includes those paid by the employees. The additional payments refer to bonuses and allowances that teachers may be awarded in addition to their basic salary set according to their educational qualifications and experience. Actual salary data can be drawn from national administrative registers, statistical databases, representative sample surveys or other representative sources.

### **Allowances**

In the context of this report, 'allowances' refers to the various forms of regular or exceptional payments that may be provided in addition to the statutory salary. This report takes into consideration three main categories, as listed below.

### **Additional responsibilities**

Activities that might be carried out by teachers / school heads as distinct from those specified in their contract, which can include the following.

- Managerial activities (e.g. serving as head of department or teacher coordinator). For school heads, responsibilities for leadership, management, administration, etc. are not regarded as additional responsibilities.
- Teaching more classes or working more hours than required by the full-time contract of employment or in the conditions of service (overtime payments).
- Student counselling after classes, including student supervision, virtual counselling, career guidance and behavioural support.
- Running extra-curricular activities (e.g. sports, homework clubs, out-of-school workshops, visits to museums, drama clubs, summer schools).

- Training student teachers and providing support to other teachers.
- Acting as a form tutor or teacher.
- Participation in mentoring programmes and/or supporting new teachers in induction programmes.

## Teachers' qualifications, training and performance

### Further formal qualifications

Further formal qualifications may include any postgraduate qualifications obtained beyond the minimum qualification needed to become a teacher at the specific level of education (e.g. master's degree, PhD degree).

### Further continuing professional development qualifications

These include formal and non-formal continuing professional development activities that may, for example, include subject-based and pedagogical training, training in the use of ICT for teaching and developing new teaching materials. In certain cases, these activities may lead to additional qualifications.

### Outstanding performance

Teachers and school heads may be appraised on the quality of their work (teaching or managing) through internal or external evaluation procedures or on the basis of the results obtained by their students in different types of examinations.

## Teaching conditions

### Geographical location

Location allowances are often used as incentives to encourage teachers to accept posts in remote or rural areas and in socially disadvantaged ones. Also included in this category are the allowances given for working in regions such as capital cities, where the cost of living is above the average.

### Special educational needs or challenging circumstances

Allowances are provided for teachers who teach students with special educational needs integrated within mainstream classes and pupils with learning difficulties, language problems, and those from an immigrant background, etc. In the case of school heads, these activities also include tasks designed to coordinate and support specific groups of students.

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## Annex

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This report is completed with two annexes.

- A file with all the **country sheets** in open format (Excel), presenting by country the information included in this report and more (governance, qualification requirements, allowances and actual salaries for school heads).
- A file with all **data to figures** in open format (Excel), providing data behind each figure of the report, including Eurostat statistical data for exchange rates, purchasing power parities, GDP and HICP used for some of the figures.

These two files are available online on the same page as the report

(<https://eurydice.eacea.ec.europa.eu/publications/teachers-and-school-heads-salaries-and-allowances-europe-20212022>).

In addition, a **visualisation online tool** gathers this yearly data collection for the first time. Available at (<https://eurydice.eacea.ec.europa.eu/data-visuals>), interactive visualisations are presented in two sections – comparative and national information – and provide trends. The visualisation online tool allows for cross-searches between different categories and topics to take place, and data for more than 20 indicators to be exported in different formats.



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## LITHUANIA

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Eurydice Unit  
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Contribution of the unit: joint responsibility

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## LUXEMBOURG

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## MALTA

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## MONTENEGRO

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## NETHERLANDS

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Eurydice Nederland  
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## NORTH MACEDONIA

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Contribution of the unit: joint responsibility

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#### **NORWAY**

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#### **POLAND**

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#### **PORTUGAL**

Portuguese Eurydice Unit  
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(Directorate-General for Education and Science Statistics)  
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#### **ROMANIA**

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#### **SERBIA**

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#### **SLOVAKIA**

Eurydice Unit  
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#### **SLOVENIA**

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#### **SPAIN**

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#### **SWEDEN**

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#### **SWITZERLAND**

Eurydice Unit  
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#### **TÜRKIYE**

Eurydice Unit  
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This report covers the salaries of teachers and school heads in pre-primary, primary and general-secondary public schools in 2021/2022 in 39 European education systems. The comparative overview examines the statutory salaries for beginning teachers and the prospects for salary increases throughout their career. It also analyses the main changes to teachers' statutory salaries in the past years and the average actual salaries, including allowances and other additional payments. It finally presents the top-level requirements to become a school head and the statutory salaries in this profession.

An Annex to this report on the Eurydice website provides all information by country in Excel format.

Data have been collected jointly by the Eurydice and the OECD/NESLI networks.

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The Eurydice network's task is to understand and explain how Europe's different education systems are organised and how they work. The network provides descriptions of national education systems, comparative studies devoted to specific topics, indicators and statistics. All Eurydice publications are available free of charge on the Eurydice website or in print upon request. Through its work, Eurydice aims to promote understanding, cooperation, trust and mobility at the European and international levels. The network consists of national units located in European countries and is coordinated by the European Education and Culture Executive Agency.

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