

Independent Welsh Pay Review Body

SECOND REPORT – 2020

**Report for The Minister for Education,
Welsh Government**

June 2020

WG41068
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TERMS AND ABBREVIATIONS

Organisations which made representations and provided evidence to the IWPRB

ASCL Cymru	Association of School and College Leaders in Wales
NAHT Cymru	National Association of Headteachers in Wales
NASUWT Cymru	National Association of Schoolmasters Union of Women Teachers in Wales
NEU Cymru	National Education Union in Wales
UCAC	Undeb Cenedlaethol Athrawon Cymru
Voice Cymru	
WLGA	Welsh Local Government Association
Welsh Government	

A joint statement was also received from ASCL Cymru, NAHT Cymru, NEU Cymru, UCAC and Voice Cymru

Other

ASHE	Annual Survey of Hours and Earnings
CPD	Continuing Professional Development
CPI	Consumer Price Index
CPIH	Consumer Price Index including owner occupiers' housing costs
DfE	Department for Education
EAS	Education Achievement Service
ERW	Education through Regional Working
Estyn	Her Majesty's Inspectorate for Education and Training in Wales
EWC	Education Workforce Council
FEI	Further Education Institution
FTE	Full Time Equivalent
GDP	Gross Domestic Product
GTP	Graduate Teacher Programme
HEFCW	Higher Education Funding Council for Wales
HEI	Higher Education Institution
HESA	Higher Education Statistics Agency
HESES	Higher Education Students' Early Statistics
IDR	Incomes Data Research
ISE	Institute of Student Employers
IT	Information Technology
ITE	Initial Teacher Education
IWPRB	Independent Welsh Pay Review Body
LGPR	Leadership Group Pay Range
LPPR	Leading Practitioner Pay Range
MFL	Modern Foreign Languages
MPR	Main Pay Range
NHS	National Health Service
NPQH	National Professional Qualification for Headship
NQT	Newly Qualified Teacher
OECD	Organisation for Economic Co-operation and Development
OBR	Office for Budgetary Responsibility
ONS	Office for National Statistics
OU	Open University

OUP	Open University Partnership
PGCE	Post Graduate Certificate of Education
PLASC	Pupil Level Annual School Census
PRP	Performance Related Pay
PRPP	Performance Related Pay Progression
QTS	Qualified Teacher Status
RE	Religious Education
RPI	Retail Prices Index
SEN	Special Educational Needs
SLT	Senior Leadership Team
SOC	Standard Occupational Classification
STEM	Science, Technology, Engineering and Mathematics
STPC(W)D	School Teachers' Pay and Conditions (Wales) Document
STRB	School Teachers Review Body (England)
SWAC	School Workforce Annual Census
TLR	Teaching and Learning Responsibility
TPS	Teachers' Pension Scheme
TPSM	Teacher Planning and Supply Model (Wales)
TRRAB	Teacher Recruitment and Retention Advisory Board (Wales)
TTIS	Teacher Training Incentive Scheme
UCAS	Universities and Colleges Admissions Service
UCU	University and College Union
UK	United Kingdom
UPR	Upper Pay Range
USD	United States Dollar
WHO	World Health Organisation

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THE INDEPENDENT WELSH PAY REVIEW BODY

Our role

The Independent Welsh Pay Review Body (IWPRB) was established in March 2019 as an independent body with the responsibility to make recommendations to the Welsh Government on the pay and conditions of school teachers and leaders in Wales.

The IWPRB reports to the Minister for Education in Wales. The responsibility for setting teachers' and leaders' pay and conditions in Wales transferred to the Welsh Ministers from 30 September 2018 under the Welsh Ministers (Transfer of Functions) Order 2018.

The independent secretariat for the IWPRB is provided by the Education Workforce Council (EWC).

The members of the IWPRB are:

Sharron Lusher DL – Chair

Simon Brown – Member

Dr John Graystone – Member

Professor Maria Hinfelaar – Member

Gill Murgatroyd – Member (resigned 3 March 2020)

Gareth Pierce - Member

Dr Emyr Roberts - Member

Professor Stephen Wilks - Member

EXECUTIVE SUMMARY

Introduction

The Independent Welsh Pay Review Body (IWPRB) is pleased to present its second report. The IWPRB is committed to recommending reforms that should be made to teachers' and leaders' pay and terms and conditions in Wales, to help raise the status of the profession and best support the recruitment and retention of high-quality teachers and leaders in all schools.

This report has been written during extraordinary times. The COVID-19 pandemic declared in March 2020 has created uncertainty in economic forecasting, labour market predictions, public finances and the public sector borrowing requirement.

The pandemic has inevitably impacted on the process for the development of this report especially in relation to:

- the capacity of consultees to provide evidence, or sufficient evidence, in all areas referred to in the Remit Letter
- the way in which consultation has been conducted
- the timeframe

However, it is important to state that integrity has been preserved throughout the revised process, and the IWPRB has drawn conclusions and made recommendations which are entirely evidence-based.

We sincerely appreciate the co-operation of consultees during this process; in the provision of submissions, and responses to changes in consultation arrangements.

In presenting this report, we also wish to acknowledge the contribution made by teaching staff and others during the COVID-19 pandemic, in supporting children both in schools and remotely. Our sincere thanks go to leaders, teachers and governors for rising to the challenges of this unprecedented time.

Our remit for September 2020

The Remit Letter, which pre-dated the COVID-19 pandemic, and lockdown in the UK, asked the IWPRB to prepare and submit a report with recommendations by mid-June 2020. A copy of the Remit Letter is attached as Appendix A. The following matters for recommendation were referred to the IWPRB by the Minister for Education in Wales:

a) For implementation from September 2020

What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high-quality practitioners? These should include specific reference to:

- pay range levels for 2020
- potential reintroduction of pay scales
- consideration of current requirements relating to annual pay progression linked to performance
- consideration of flexibilities within school pay policies to determine teachers' pay levels within set limits
- desirability of 'pay portability' allowing teachers to retain pay levels when changing roles and/or moving schools
- consideration of a national scale for Teaching and Learning Responsibilities (TLRs)

b) For longer term consideration

Whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales; and, if not, then provide an outline agenda for discussion by key stakeholders of:

- Whether the distribution of workload and responsibilities across the profession in Wales is adequately and fairly reflected within the existing pay and allowances structure. This should include a review of matters relating to:
 - calculation and distribution of Leadership Pay
 - headteachers accountable for more than one school
 - calculation, distribution and eligibility of all allowances
 - teacher and unqualified teacher pay ranges and movement between ranges
 - Leading Practitioner Pay Range (LPPR)
- Short and/or medium-term amendments to remedy particular items of concern identified following consideration of stakeholders' evidence
- Potential longer-term amendments to the current structure

Our conclusions

In reaching our conclusions, and subsequently arriving at recommendations, we have taken into account information and data provided in chapter 2, and responses from the Welsh Government and other consultees in chapter 3. We set out our analysis in chapter 4.

The IWPRB is required to recommend reforms that should be made to teachers' and leaders' pay and terms and conditions, to help raise the status of the profession and best support the recruitment and retention of high-quality teachers and leaders in all schools. In fulfilling this requirement, we are mindful of the ambitions expressed in *Education in Wales: Our national mission*¹, which states that "we will require a high-quality education workforce that is vibrant, engaged and committed to continuous learning for all. Our teaching profession, with an emphasis on strong leadership and professional learning, will help deliver on the high expectations we all share for our learners, schools and education system".

¹ Welsh Government (2017), *Education in Wales: Our national mission*
<https://gov.wales/sites/default/files/publications/2018-03/education-in-wales-our-national-mission.pdf>

We have taken into account the matters referred to us for consideration, including the wider economic outlook, recruitment and retention, and the need for coherence, simplification and standardisation across the teachers' pay system in Wales.

The COVID-19 pandemic has had a significant impact on the economic and public sector financial outlooks. The pre-COVID-19 situation indicated a continuing tight labour market, CPI and CPIH inflation at 1.5% (RPI 2.6%), and average earnings increasing annually at around 3%. The post-COVID-19 projections are for significantly increased unemployment, far lower rates of inflation, and short-term reductions in average earnings, followed by an increase in 2021.

At the time of writing, it is difficult to evaluate the effect of COVID-19 on the labour market context for recruitment and retention in the sector. It is possible that the effects of the post-COVID-19 economic recession will be to increase the numbers of students entering ITE and completing courses, and to improve marginally retention rates, in view of the reduction in employment alternatives.

Recruitment and retention

In our first report, we expressed concerns regarding the significant and increasing gap between targets for recruitment into initial teacher education (ITE) and student numbers recruited. Over the last twelve months, the evidence shows that this position has deteriorated further for the secondary sector; the shortfall was 550 students, with only 44% of the recruitment target achieved.

Our analysis shows that the Welsh Government's target for recruitment onto ITE provision has been missed for the last five years, with the shortfall increasing each year for the secondary sector. Concerns remain prevalent in specific subjects, including subjects where targets have recently been increased to remedy previous shortfalls, and in Welsh-medium provision.

We have concluded that even though there has been a recent drop in the number of teachers' vacancies advertised, the declining ratio of applications per post which has been evident since 2011, has persisted. The average number of applications per post has dropped from 17.8 to 11.1 per post during this time. There is significant variation in vacancy numbers and application rates by geographic location and by medium. Our own analysis, and analysis by the Teacher Recruitment and Retention Advisory Board (TRRAB), shows a marked difference in application rates between rural and non-rural areas, with concerns being most acute in rural areas.

The number of leadership posts advertised fluctuates year on year, and the total number is relatively low with a recent drop in the number of vacancies. Variations in the ratio of applications to posts have followed this fluctuation.

We have noted that retention rates have been relatively static over a number of years, and that recent data show a slightly improving trend in retention. As noted last year, the largest proportion of leavers do so within their first five years in the profession, closely followed by teachers with 16 to 20 years of experience. We concur with consultees that pay is a factor in decisions to leave the profession, with other issues contributing, including workload and support.

Teachers' and school leaders' pay

The Minister for Education accepted the recommendation in our first report to increase starting salaries for teachers by 5%. We welcomed this decision, which improved the competitiveness of starting salaries for teachers.

However, our analysis this year shows that starting salaries continue to remain low compared to other graduate professions, and relative to teachers in other countries. Starting salaries for teachers in Wales are:

- 2.6% lower than the median starting salary reported in High Fliers² for Wales
- consistently lower than the Organisation for Economic Co-operation and Development (OECD)³ mean in all phases of education by between 7% and 19%

We are conscious of the Welsh Government's commitment to no detriment when compared with England, and the Westminster Government's ambition to raise teachers' starting salaries to £30,000 in England by 2022-2023. Whilst we appreciate that starting salaries are currently higher than those in England, we believe that the starting salaries of teachers should be attractive when compared with other graduate salaries. We also note that the advisory salary points within the MPR are generally lower than the equivalent points in England.

Our analysis shows that for mid-career teachers, the position is more favourable when median salaries are compared with other graduate professions in Wales. We found that the median gross salaries for secondary and primary school teachers are ranked at 12th and 14th respectively, above the median salary for 31 professions where the Annual Survey of Hours and Earnings (ASHE)⁴ data was available in Wales.

The same data showed that the mean salary of secondary school teachers in Wales is £35,056 and £32,468 for primary school teachers, respectively 3% and 11% lower than that of the mean for all professions (£36,144).

We also analysed the OECD annual study, *Education at a Glance 2019*⁵. This shows that after 15 years' service, for three out of the four school phases categorised (pre-primary, primary, lower secondary and upper secondary) teachers' salaries in Wales and England were above the OECD mean.

Information for leadership roles is not as widely available. The OECD reports that headteachers' starting salaries in Wales and England were above the OECD mean for all four phases categorised. Similarly, the maximum salary was above the OECD mean in all cases.

We have therefore concluded that starting salaries and early career stage salaries need to become more competitive within the graduate market.

² High Fliers Research (2020), *The Graduate Market in 2020*

https://www.highfliers.co.uk/download/2020/graduate_market/GM20Report.pdf

³ OECD (2019), *Education at a Glance 2019* <https://www.oecd.org/education/education-at-a-glance/>

⁴ ONS (2019), *Annual Survey of Hours and Earnings* <http://www.nomisweb.co.uk/articles/1184.aspx>

⁵ Ibid (n3)

We have also concluded that while the salaries of experienced teachers in Wales are more comparable with other similar professions, there is a need to maintain competitiveness and to reward longer-serving teachers appropriately.

Matters for implementation from September 2020

The Minister for Education asked us to address other matters for implementation from September 2020. We concur with the unanimous support from consultees regarding the re-introduction of national pay scales. The majority of consultees supported the removal of performance related pay progression (PRPP) and the reintroduction of pay portability provisions. We have concluded that the evidence supports both these changes.

Whilst the majority of consultees supported the abolition of flexibilities within pay policies, there was no unanimity on this point, and this needs to be reviewed further.

We have analysed the position regarding teaching and learning responsibility (TLR) allowances, and have concluded that they make useful contributions to school structures and rewarding of staff. TLRs are related to the needs of the school and therefore vary considerably from one school to another. However, we are concerned about reported inconsistency, unfairness and lack of transparency in how TLRs are implemented across the sector.

Matters for longer-term consideration

The Minister for Education asked us to consider whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for school leaders and teachers in Wales. We are conscious that some consultees, due to the COVID-19 pandemic, were unable to provide responses on longer-term matters. Therefore, in our recommendations we have suggested an outline agenda based on our findings, but recognise that further work is needed to define fully the scope for this.

Our initial findings therefore show further research and consultation needs to take place in a number of areas, including: pay ranges, movement between ranges, including the leadership range and the leading practitioner role/range.

Recommendations

We are making seven recommendations to the Minister for Education. We are also drawing attention to five broader matters which we ask the Minister for Education to consider. The estimated cost increase of the pay award in Recommendation 1 is £40,200,000.

Our recommendations are:

- R1 We recommend the removal of M1 from the MPR, such that the new MPR consists of statutory minimum and maximum, with three advisory points in between.

We recommend that the statutory minimum of the MPR be set at £27,018.

We recommend that the statutory maximum of the MPR be set at £37,320, an increase of 3.75% on 2019-2020.

We recommend that the three advisory pay points in between are also increased by 3.75% as detailed in the revised pay scale at Appendix D.

We recommend that the statutory minimum and maximum of the UPR, and all advisory pay points in between, are increased by 2.75%.

We recommend that the statutory minimum and maximum of all other pay ranges and all advisory points in between, are increased by 2.5%.

We recommend that all allowances are increased by 2.5%.

- R2 We recommend that national statutory pay scales are reintroduced from September 2020 and are articulated in the STPC(W)D. The statutory pay points within each pay range would replace the advisory pay points, with the exception of the MPR, which through Recommendation 1 would reduce to five pay points.

We recommend that at the point of implementation, any teacher whose salary following the pay award does not exactly correspond to a point on the new statutory scale, should be assimilated at the next highest statutory scale point.

We recommend, should it not be possible to make the necessary statutory arrangements by September 2020, that national pay scales should be voluntarily adopted by local authorities and schools at the revised levels, prior to statutory implementation (see Appendix D).

- R3 We recommend that performance is no longer used as a criterion for assessing salaries within pay ranges, and that teachers move up one point of their newly introduced national pay ranges, excepting where teachers are subject to formal capability procedures. This should be implemented for September 2020.

We recommend that progression from the MPR to the UPR should continue to be based on performance. We also recommend that inconsistencies in application of the criteria should be examined and eliminated in order to achieve consistent application in all schools by September 2021.

- R4 We recommend that the current flexibilities are retained for teachers and leaders for the academic year 2020-2021, and that the IWPRB gathers further evidence to inform potential recommendations for future years.
- R5 We recommend that TLRs are retained in their current form for 2020-2021 and that the IWPRB carries out further work to assess how TLRs are being used across schools, and whether the current arrangements are the most appropriate.
- R6 We recommend that pay portability provisions should be reintroduced as a statutory requirement in Wales from September 2021, and that relevant bodies carry out further work in order to determine their scope and nature for inclusion in the STPC(W)D.
- R7 For longer-term consideration, we recommend the following areas as an outline agenda for discussion with the IWPRB and key stakeholders:
- pay ranges and movement between pay ranges, in order to reward and incentivise teachers at all stages of their careers and aspirations
 - the leadership pay range, including the position of headteachers accountable for more than one school
 - the role and pay range of leading practitioners
 - the pay ranges for unqualified teachers
 - the relationship between responsibilities, workload and pay and conditions

Opening Remarks

- 1.1 The Independent Welsh Pay Review Body (IWPRB) is pleased to present its second report. The IWPRB is committed to recommending reforms that should be made to teachers' and leaders' pay and terms and conditions in Wales, to help raise the status of the profession and best support the recruitment and retention of high-quality teachers and leaders in all schools.
- 1.2 This report has been written during extraordinary times. The COVID-19 pandemic declared in March 2020 has created uncertainty in economic forecasting, labour market predictions, public finances and the public sector borrowing requirement.
- 1.3 The pandemic has inevitably impacted the process for the development of this report, especially in relation to:
 - the capacity of consultees to provide evidence, or sufficient evidence, in all areas referred to in the Remit Letter
 - the way in which consultation has been conducted
 - the timeframe
- 1.4 However, it is important to state that integrity has been preserved throughout the revised process, and the IWPRB has drawn conclusions and made recommendations which are entirely evidence-based.
- 1.5 We sincerely appreciate the co-operation of consultees in compiling this report, in the provision of submissions, and responses to changes in consultation arrangements.
- 1.6 The IWPRB wishes to acknowledge the huge contribution made by teaching staff and others during the COVID-19 pandemic, in supporting children both in schools and remotely. Our sincere thanks go to leaders, teachers and governors for rising to the challenges of this unprecedented time.

Historical Context

Background

- 1.7 The setting of pay and conditions of service for teachers and leaders in both Wales and England was the responsibility of the Westminster Government's Secretary of State for Education until 30 September 2018.
- 1.8 The Wales Act 2017 made provision for the power to set pay and conditions of service for teachers and leaders in Wales to be transferred to the Welsh Ministers from 30 September 2018, enacted under the Welsh Ministers (Transfer of Functions) Order 2018.

- 1.9 Since September 2019, the Welsh Ministers have been responsible for setting pay and conditions of service for teachers and leaders.
- 1.10 At this time, Welsh Ministers established the Independent Welsh Pay Review Body to recommend reforms to the Minister for Education on the pay and conditions of service for school teachers and leaders in Wales.
- 1.11 Following a public appointment process, members of the IWPRB took up their positions on 1 March 2019.
- 1.12 In accordance with the Education Act 2002, the IWPRB considers matters referred to it by the Minister for Education (The Remit Letter at Appendix A) and subsequently submits a report making recommendations to the Minister for Education.

The teachers' pay system

- 1.13 The paragraphs below set out how the system for pay and conditions of service for teachers and leaders in Wales currently operates.
- 1.14 The School Teachers' Pay and Conditions (Wales) Document⁶ (STPC(W)D) and guidance on school teachers' pay and conditions were published in September 2019 by the Welsh Government. The STPC(W)D sets out the national pay and conditions framework for teachers. It provides statutory requirements for teachers and leaders in local authority maintained schools in Wales for the academic year 2019-2020. Following devolution of teachers' and leaders pay to Wales, this was the first time the Welsh Government produced its own document.
- 1.15 The current framework confirms the statutory pay and allowance ranges for teachers and school leaders by setting the minimum and maximum amount for each. All teachers working in local authority maintained schools must, by law, be paid on or between the minimum and maximum of their pay ranges.
- 1.16 Since 2013, there have been no statutory points between the minimum and maximum pay ranges. School leaders and governing bodies have flexibility for local decision making within this framework and set pay policies for their schools, which determine:
 - a pay structure for the school
 - the processes for setting pay for individual teachers
 - arrangements for making pay progression decisions
- 1.17 The STPC(W)D specifies that pay progression must be linked to an annual appraisal of performance for all teachers. This facilitates the consideration of whether or not to increase the salary of teachers who have completed a year of

⁶ School Teachers' Pay and Conditions Document 2019
<https://gov.wales/sites/default/files/publications/2019-10/school-teachers-pay-and-conditions-wales-document-2019-and-guidance-on-school-teachers-pay-and-conditions.pdf>

employment since the previous annual pay determination and, if so, to what salary within the relevant pay ranges.

- 1.18 The IWPRB understands that most, if not all, schools in Wales have chosen to retain pay points between the minimum and maximum of pay ranges in their local pay policies. Whilst these are not statutory points, they are termed ‘advisory points’ and are issued annually by the Welsh Local Government Association (WGLA).

Recommendations of the IWPRB in 2019

- 1.19 The IWPRB produced its first report for the Minister for Education on 12 June 2019. The report contained eight recommendations and made several further observations.

- 1.20 The recommendations for 2019 are shown below, together with the Minister for Education’s response:

- Recommendation 1: The IWPRB recommended that the statutory minimum of the Main Pay Range (MPR) be increased by 5% and that the statutory maximum of the MPR be increased by 2.4%.
- Recommendation 2: The IWPRB recommended that the statutory minimum and the statutory maximum of all other pay ranges (Upper Pay Range (UPR), Leadership Group Pay Range (LGPR), unqualified teachers, and all allowances, be increased by 2.4%.

In response to these recommendations, the Minister for Education stated that: *“in principle, I support the IWPRB’s recommendation to uplift all salary and allowance ranges by 2.4%, however, this needs to be considered in the context of the Welsh Government’s commitment to ‘no detriment’ to the profession here in Wales. I am therefore minded to match the 2.75% increase that is expected to be announced by the DfE. I also support the IWPRB’s recommendation to uplift the statutory minimum of the MPR by 5%, and I propose to accept this recommendation”.*

- Recommendation 3: The IWPRB recommended that the discretionary point 6a be removed, with those on 6a moving to the new statutory maximum of the MPR.
- Recommendation 4: The IWPRB recommended that discretionary scale points M2-M5 on the MPR be increased to remove the detrimental effect of the 1% differential relative to points M1 and M6 that was introduced through the implementation of the 2017 pay award; and be increased by a further 2.4%.
- Recommendation 5: The IWPRB recommended that the discretionary scale points on all other pay ranges (UPR, LGPR and unqualified teachers) be increased by 2.4%.

- Recommendation 6: The IWPRB recommended that revised pay scales incorporating recommendations R1-R5 of the 2019 report be implemented by all local authorities and local authority maintained schools in Wales.

In response to these recommendations the Minister for Education stated that: *“recommendations R3 to R6 relate to matters for consideration by employers and therefore cannot be accepted by Welsh Ministers. However, I recommend that employers give them close consideration”*.

- Recommendation 7: The IWPRB recommended that the pay scales at Appendix B of the 2019 report should become statutory and published in the STPC(W)D. Ideally this recommendation should be implemented for 2019 but, if not, there should be a commitment to do this for 2020 onwards.

The Minister for Education in response stated that: *“recommendation R7 cannot be practicably implemented as recommended. It is not feasible to introduce statutory scales for 2019 but this will be a consideration in future remits.”*

- Recommendation 8: The IWPRB recommended a fundamental review of teachers’ and leaders’ pay and conditions of service in Wales to support the education reform agenda. Recommendations R1-R7 of the 2019 report were the starting points in this process.

In response the Minister for Education stated that: *“I am proposing to accept recommendation R8, as this is part of the new pay process that we have put in place in Wales”*.

In respect of Recommendations 3-6, and the Minister for Education’s response, the employers chose not to implement these recommendations.

Remit 2020

Minister for Education’s Remit Letter 2020

1.21 The Minister for Education issued the second Remit Letter to the IWPRB on 26 February 2020, prior to knowledge of the COVID-19 pandemic (Appendix A). The expected date of receipt of the Remit Letter from the Welsh Government had been October 2019.

1.22 The Remit Letter asked the IWPRB to prepare and submit a report with recommendations by mid-June 2020. The following matters for recommendation were referred to the IWPRB by the Minister for Education:

a) For implementation from September 2020

What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high-quality practitioners? These should include specific reference to:

- pay range levels for 2020
- potential reintroduction of pay scales
- consideration of current requirements relating to annual pay progression linked to performance
- consideration of flexibilities within school pay policies to determine teachers' pay levels within set limits
- desirability of 'pay portability' allowing teachers to retain pay levels when changing roles and/or moving schools
- consideration of a national scale for Teaching and Learning Responsibilities (TLRs)

b) For longer term consideration

Whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales; and, if not, then provide an outline agenda for discussion by key stakeholders of:

- Whether the distribution of workload and responsibilities across the profession in Wales is adequately and fairly reflected within the existing pay and allowances structure. This should include a review of matters relating to:
 - calculation and distribution of Leadership Pay
 - headteachers accountable for more than one school
 - calculation, distribution and eligibility of all allowances
 - teacher and unqualified teacher pay ranges and movement between ranges
 - Leading Practitioner Pay Range (LPPR)
- Short and/or medium-term amendments to remedy particular items of concern identified following consideration of stakeholders' evidence
- Potential longer-term amendments to the current structure

1.23 The Minister for Education required the IWPRB to have particular regard for the following considerations:

- The need to ensure consistent and reasonable pay arrangements which encourage teacher professionalism together with supporting recruitment and retention of sufficient quality and quantity of staff
- Recruitment and retention data
- Wider economic and labour market conditions, including the public sector financial context
- Identification of cost of any proposed changes to pay and conditions
- A need for coherence across the teachers' pay system in Wales, providing simplification and standardisation that can be applied to all teachers and school leaders in Wales

The IWPRB's approach to the review, and the impact of the COVID-19 pandemic and UK lockdown on the process

- 1.24 In determining its approach to the second Remit Letter, the IWPRB took on board, as far as was possible, feedback from consultees from the 2019 consultation process. The IWPRB is grateful to consultees for such feedback.
- 1.25 However, the IWPRB is conscious that during the consultation process, there were additional challenges both for consultees and the Pay Review Body resulting from the COVID-19 pandemic.
- 1.26 The Remit Letter from the Minister for Education was received on 27 February 2020.
- 1.27 On 28 February 2020, the IWPRB issued the Remit Letter to all consultees. Consultees were informed of indicative timescales, and that guidance on written submissions would be issued following discussion of the Remit Letter by the IWPRB.
- 1.28 The IWPRB met to discuss the Remit Letter on 3 March 2020, and guidance on written submissions was issued to consultees on 5 March 2020. The IWPRB invited consultees to submit written representations within a four-week period, ending Friday 3 April 2020. Consultees would then be invited to share their written submissions, and submit comments as supplementary evidence by 24 April 2020. Oral evidence sessions were planned for week commencing 18 May 2020.
- 1.29 On 11 March 2020, the World Health Organisation (WHO) declared COVID-19 as a pandemic, and on 23 March 2020, the UK Prime Minister declared a lockdown of the United Kingdom, with only essential services remaining open. The First Minister of Wales confirmed that the measures would cover Wales and would come into effect from that evening.
- 1.30 The IWPRB received representations from several consultees requesting an extension to the deadlines for submissions. In response, the IWPRB proposed changes to the process of consultation for this year only. The effect of the changes meant that:
- The deadline for written submissions was extended to 1 May 2020
 - The deadline for supplementary evidence was consequently moved to 15 May 2020
 - Oral evidence sessions were cancelled
 - Written questions would substitute oral evidence sessions, and be issued to consultees, based on their evidence submissions
- 1.31 In proposing such changes, the IWPRB considered:
- The fundamental requirement to protect the integrity of the process
 - The date for the submission of the report to the Minister, of mid-June 2020

- The communication difficulties associated with holding oral evidence sessions, where equality of representation could not be assured, due to insufficient time to test the viability and security of various information technology (IT) platforms
 - That in order to extend deadlines for written evidence, the only realistic option was to substitute oral evidence sessions with written correspondence
- 1.32 These changes were proposed to consultees on 25 March 2020 and confirmed on 2 April 2020. The IWPRB would like to express its thanks to consultees for their constructive contributions whilst the process was being amended.
- 1.33 On 30 April 2020, the IWPRB received a request from the Welsh Government for an extension to the written evidence submission (due 1 May 2020). The IWPRB considered the pivotal role of the Welsh Government evidence for the Pay Review Body and all consultees, and agreed to the Welsh Government's request, on the basis that the report submission deadline be extended.
- 1.34 The Welsh Government agreed to extend the submission deadline for the final report to the Minister for Education as a result of the IWPRB's request. The Welsh Government issued an apology for the delay through the Pay Partnership Forum (PPF) on 1 May 2020, and provided a further explanation of the reasons on 5 May, citing a "significant shift in focus for many parts of Welsh Government to manage...the public health emergency".
- 1.35 Dates for written submissions and supplementary evidence were revised to:
- Submission of written evidence: 14 May 2020
 - Submission of supplementary evidence: 28 May 2020
- 1.36 The IWPRB invited written submissions from the following:
- Association of School and College Leaders in Wales (ASCL Cymru)
 - Diocesan Authorities
 - National Association of Headteachers in Wales (NAHT Cymru)
 - National Association of Schoolmasters Union of Women Teachers in Wales (NASUWT Cymru)
 - National Education Union in Wales (NEU Cymru)
 - Undeb Cenedlaethol Athrawon Cymru (UCAC)
 - Welsh Government
 - Welsh Local Government Association (WLGA)
 - Voice Cymru
- 1.37 The IWPRB received evidence by the agreed deadlines from:
- ASCL Cymru
 - NAHT Cymru
 - NASUWT Cymru
 - NEU Cymru
 - UCAC

- Welsh Government
 - Voice Cymru
- 1.38 In addition, a joint statement was received from ASCL Cymru, NAHT Cymru, NEU Cymru, UCAC and Voice Cymru.
- 1.39 The deadline for the receipt of supplementary evidence was extended by one further day until 29 May 2020, to reflect a delay in confirmation of receipt of written submissions.
- 1.40 Most organisations at paragraph 1.36 above also submitted supplementary evidence to the IWPRB. The WLGA submitted evidence at this stage, and this was treated by the IWPRB as supplementary evidence. Responses to written questions were received from five consultees.
- 1.41 The IWPRB wishes to express its gratitude to consultees for their considerable time and co-operation in this year's process. The Pay Review Body was conscious from the outset of the tight deadlines within the process and, in the intervening period, changes have had to be made which were not originally anticipated. The IWPRB recognises the exceptional circumstances in which this report has been developed, and appreciates the impact of such changes.
- 1.42 Following submission of this report to the Minister for Education, the IWPRB will meet consultees to review the 2020 report, and to gain feedback on how the process of consultation can be improved in future years.
- 1.43 The IWPRB examined other sources of evidence which were relevant to the teaching workforce in Wales. Several publications are referred to within this report. In addition, during the year, the IWPRB received a number of presentations, and these are referred to in Appendix B.
- 1.44 In January 2020 the IWPRB visited a number of schools in Wales. Members of the IWPRB wish to express their gratitude to schools for accommodating these visits, and to staff and governors for giving their time to meet with members.
- 1.45 These visits were very valuable as the views of teachers, leaders and governors provided a context for the evidence and complemented the submissions made by consultees. This report makes reference to those visits, and the information gained from them, in its conclusions section. A list of schools visited is included at Appendix C.
- 1.46 The IWPRB wishes to draw attention to the efforts of the independent secretariat, provided by the Education Workforce Council (EWC). The secretariat has worked hard to ensure the process has run smoothly, and has provided data, information and research reports for us. Members thank the secretariat sincerely. We also thank Vanessa Morgan of Morgan Hale Consultancy for assisting the IWPRB in compiling this report, and Nerys Hurford for providing Welsh language translation services.

The structure of this report

1.47 This report provides the IWPRB's recommendations in respect of the matters referred to it by the Minister for Education, and the evidence base and rationale for recommendations. Its structure is as follows:

- Chapter 2 presents information on the matters to which the Minister for Education asked the IWPRB to give particular consideration, and matters which require implementation from September 2020, and in the longer-term
- Chapter 3 summarises the written submissions made by the Welsh Government and other consultees on the remit
- Chapter 4 sets out consideration of matters relevant to teachers' and leaders' pay and conditions and then presents conclusions and recommendations
- Chapter 5 provides broader observations on matters relevant to teachers' and leaders' pay and conditions that are outside the IWPRB's remit for this current report, but which require further consideration and could inform future remits

Economic and public sector financial context

- 2.1 The economic and public sector financial outlook for Wales and the United Kingdom (UK) has changed markedly since the COVID-19 pandemic. The figures quoted below largely reflect the situation before the full effects of the coronavirus outbreak in the UK on the economy and public finances.
- 2.2 The employment rate for the three-month period February-April 2020 was 74.4% for Wales and 76.4% for the UK. During the same period, the unemployment rate in Wales was 3.0%, compared to 3.9% in the UK⁷.
- 2.3 Mean gross weekly earnings in Wales for 2019 (provisional) were £535.00, an increase of 5.1% over 2018; these figures compared with UK mean earnings of £584.90, an increase of 2.9% over the same period⁸.
- 2.4 The annual growth in mean weekly earnings for employees in Great Britain in the three months to April 2020 was 1.0% for total pay (including bonuses) and 1.7% for regular pay (excluding bonuses). During the same period, the annual growth was 3.2% for total pay and 2.9% for regular pay for public sector workers⁹.
- 2.5 The Consumer Price Index (CPI) annual rate was 0.5% in the twelve-month period to May 2020, the CPI Household (CPIH) rate was 0.7%, and the Retail Price Index (RPI) rate was 1.0%¹⁰. The UK Statistics Authority and HM Treasury have launched a consultation¹¹ on the Authority's proposals to address the shortcomings of the Retail Prices Index (RPI).
- 2.6 The total Welsh Government budget (revenue and capital) for 2020-2021 increased by 5.7% cash (3.7% real) compared to the Second Supplementary Budget for 2019-20, of which Local Government revenue funding increased by 3.2% cash (1.3% real)¹². In its first Supplementary Budget for 2020-2021 the Welsh Government made further allocations of over £2.4 billion to a range of interventions to respond to, and mitigate, the impacts of COVID-19, including £188.5 million to a Local Authority Hardship Fund¹³.
- 2.7 The COVID-19 pandemic has significantly changed the outlook for the economy and public finances. On 7 May 2020 the Bank of England issued a Monetary

⁷ Office for National Statistics (June 2020),

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/regional-labour-market/june2020>

⁸ Welsh Government (April 2020), <https://gov.wales/sites/default/files/statistics-and-research/2020-04/regional-economic-and-labour-market-profiles-april-2020-591.pdf>

⁹ Office for National Statistics (May 2020),

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/average-weekly-earnings-in-great-britain/may2020>

¹⁰ Office for National Statistics (May 2020),

<https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/consumer-price-inflation/may2020>

¹¹ UK Statistics Authority (2020) <https://www.statisticsauthority.gov.uk/consultation-on-the-reform-to-retail-prices-index-rpi-methodology-2/>

¹² Senedd Research briefing paper (February 2020), <https://seneddresearch.blog/2020/02/28/explore-the-welsh-governments-final-budget-2020-21/>

¹³ Welsh Government (May 2020), <https://gov.wales/1st-supplementary-budget-2020-2021>

Policy Report¹⁴ on the impacts of COVID-19. Its illustrative scenario suggested a 14% fall in UK Gross Domestic Product (GDP) in 2020; a substantial increase in unemployment, followed by a gradual reduction; a fall in CPI inflation with means of 0.6% in 2020 and 0.5% in 2021; and a fall in mean earnings in 2020 of 2%, followed by an increase of 4% in 2021.

Public sector pay

- 2.8 On 22 July 2019 the Westminster Government announced its pay determinations in response to the findings of seven pay review bodies – an increase of 2.75% for school teachers, 2.5% for hospital consultants and dentists, 2.5% for police officers, 2.9% for personnel in the armed forces, at least 2.2% for prison officers and 2% for senior civil servants and senior military staff¹⁵.
- 2.9 Civil servants received a general increase of 1% in 2019-2020¹⁶, and organisations were given the flexibility to spend up to a further 1% on pay awards, provided “it is affordable within budgets and will not impact on the safe delivery of public services”¹⁷.
- 2.10 The Welsh Government and arm’s length bodies reflected this pay increase for 2019-2020.
- 2.11 Local government workers in Wales and England received a two-year pay deal (including teaching support staff) commencing in 2018-2019¹⁸, of:
- Higher grades receiving a flat 2% increase in each year
 - Lower pay points moving to £8.50 per hour in year one and £9.00 per hour in year two
 - A new overarching pay spine
- 2.12 On 16 April 2020 the Local Authority Employers made a final offer of a 2.75% increase to local authority workers for 2020-2021¹⁹.
- 2.13 In 2019-2020, universities staff across the UK received a pay increase of 1.8% for most staff and a higher increase for the lowest paid²⁰. Further education institution (FEI) lecturers in Wales received an award identical to teachers.

¹⁴ Bank of England (May 2020), *Monetary Policy Report* <https://www.bankofengland.co.uk/-/media/boe/files/monetary-policy-report/2020/may/monetary-policy-report-may-2020>

¹⁵ UK Government (July 2019), <https://www.gov.uk/government/news/almost-a-million-public-sector-workers-handed-a-second-year-of-inflation-busting-pay-rises>

¹⁶ UK Government, *Civil Service pay remit guidance 2019-2020* <https://www.gov.uk/government/publications/civil-service-pay-remit-guidance-2019-to-2020/civil-service-pay-remit-guidance-2019-to-2020>

¹⁷ Ibid

¹⁸ Local Government Chronicle (2018), <https://www.lgcplus.com/politics/workforce/unions-collectively-accept-2-pay-offer-despite-split-10-04-2018/>

¹⁹ National Employers for local government services, letter to Chief Executives (2020), <https://local.gov.uk/sites/default/files/documents/Employer%20circular%20pay%20update%2016%20April%202020.pdf>

²⁰ Universities and Colleges Employers Association <https://www.ucea.ac.uk/our-work/collective-pay-negotiations-landing/Current-pay-negotiations/>

Teachers' and leaders' pay

Salaries of school teachers

- 2.14 Qualified teachers are currently paid within two salary ranges: the MPR and UPR. The values of each range in Wales for 2019-2020 are shown in Table 1.

Table 1
MPR and UPR range 2019-20

Range	Minimum	Maximum
Main Pay Range	£24,906	£35,971
Upper Pay Range	£37,654	£40,490

Source: STPC(W)D 2019

- 2.15 Generally, teachers start on the minimum of the MPR, and progress, subject to performance, to the maximum over a period of time. After reaching the top of the MPR teachers can apply to progress to the UPR. 60% of classroom teachers in Wales are paid on the UPR²¹.
- 2.16 In 2013, statutory pay points within pay ranges were removed, and replaced with incremental pay progression based on performance, allowing governing bodies flexibility in the award of pay in their schools.
- 2.17 However, in Wales, most, if not all, schools²² have chosen to retain pay points, issued in guidance provided annually by the WLGA²³. These pay points are referred to as advisory points and are intended to guide career pay progression.
- 2.18 Unqualified teachers in Wales in 2019-2020 are paid on a salary range starting at £17,682 and rising to £27,965. Unqualified teachers make up 1.2% of the total teaching workforce²⁴.
- 2.19 Leading practitioners are paid on a salary range in 2019-2020 starting at £41,267 and rising to £62,735. Leading practitioners make up 0.1% of the total teaching workforce²⁵.
- 2.20 Teachers may also be awarded TLR allowances (Table 2) and special educational needs (SEN) allowances (Table 3). SEN allowances are paid to teachers who teach pupils with SEN or work in a special school. Payment may be within the ranges illustrated in the tables below, and is at the discretion of the school or relevant body.

²¹ Welsh Government, *Local Authority teachers' pay collection 2018*

²² Oral evidence to IWPRB 2019

²³ Letter from WLGA Leader to LA Leaders (September 2018)

²⁴ Ibid (n21)

²⁵ Ibid

Table 2
TLR ranges 2019-20

	TLR1	TLR2	TLR3
Minimum	£8,069	£2,796	£555
Maximum	£13,654	£6,829	£2,757

Table 3
SEN ranges 2019-20

	SEN
Minimum	£2,209
Maximum	£4,359

Source: STPC(W)D 2019

- 2.21 The STPC(W)D states that the relevant body may award a TLR payment to a “classroom teacher for undertaking a sustained additional responsibility, for the purpose of ensuring the continued delivery of high-quality teaching and learning and for which the teacher is made accountable”. Unqualified teachers may not be awarded TLRs.
- 2.22 A fixed-term third TLR (TLR3) may be awarded to a classroom teacher for clearly time-limited school improvement projects, or one-off externally driven responsibilities, and the duration of the fixed-term must be established at the outset. Although a teacher cannot hold a TLR1 and a TLR2 concurrently, a teacher in receipt of either a TLR1 or a TLR2 may also hold a TLR3.
- 2.23 A school’s pay policy should set out the number and levels of TLRs and the responsibilities attached to each post. The level of the TLR should be specified clearly in each post’s job description.
- 2.24 In November 2018 there was a difference in the frequency of use of allowances between schools. In secondary schools, 56.9% of teachers received one of the three TLRs compared with 22.8% in nursery or primary schools. In middle schools the figure was 44.4% and in special schools and PRUs 23.4%²⁶.
- 2.25 Particular circumstances may also merit acting allowances, performance payments to seconded teachers, residential allowances, additional payments and recruitment/retention incentives.

²⁶ Ibid (n21)

Salaries of school leaders

- 2.26 The LGPR sets out pay ranges for leaders in schools, including headteachers, deputy headteachers and assistant headteachers. The LGPR for 2019-2020 is shown in Table 4.

Table 4
Leadership Group Pay Range

Range	Minimum	Maximum
Leadership Group	£41,065	£114,060

Source: STPC(W)D 2019

- 2.27 Within the LGPR, the salary of each headteacher is broadly based on the size of the school and pupil numbers, described in the STPC(W)D. The range for headteachers in 2019-2020 is shown below.

Table 5
Headteachers' Pay Range

Range	Minimum	Maximum
Headteachers	£46,457	£114,060

Source: STPC(W)D 2019

Teachers' starting salaries compared with other graduate professions and other countries

- 2.28 There are several surveys and reports which refer to starting salaries for graduates in the UK.
- 2.29 The Institute of Student Employers (ISE)²⁷, reports employer strategies and behaviour in relation to recruiting young workers. In 2019, the ISE survey reported a mean graduate starting salary of £29,000 from its members, £750 up on last year when measured against the CPI.
- 2.30 The High Fliers Report 2020²⁸ refers to the organisations featured in The Times Top 100 Graduate Employers. It reports that graduate median starting salaries at the UK's leading graduate employers are £30,000 across the UK. The equivalent figure for Wales is £25,558.
- 2.31 Table 6 below illustrates the graduate starting salary from these sources and the actual starting salaries for teachers.

²⁷ ISE Annual Student Recruitment Survey (Tristram Hooley, 2019) <https://ise.org.uk>

²⁸ Ibid (n2)

Table 6
Graduate starting salaries 2014-2019

	2014 graduates	2015 graduates	2016 graduates	2017 graduates	2018 graduates	2019 graduates
ISE ¹	27,000	27,000	27,500	28,000	28,500	29,000
High Fliers ²	29,500	30,000	30,000	30,000	30,000	30,000
High Fliers (Wales) ²	25,000	24,000	25,750	N/A	N/A	25,558
Teachers (Wales) ³	22,023	22,244	22,467	22,917	23,720	24,906
Teachers (England) ⁴	22,023	22,244	22,467	22,917	23,720	24,373

¹ ISE2019 (mean salary)

² High Fliers 2020 (median salary)

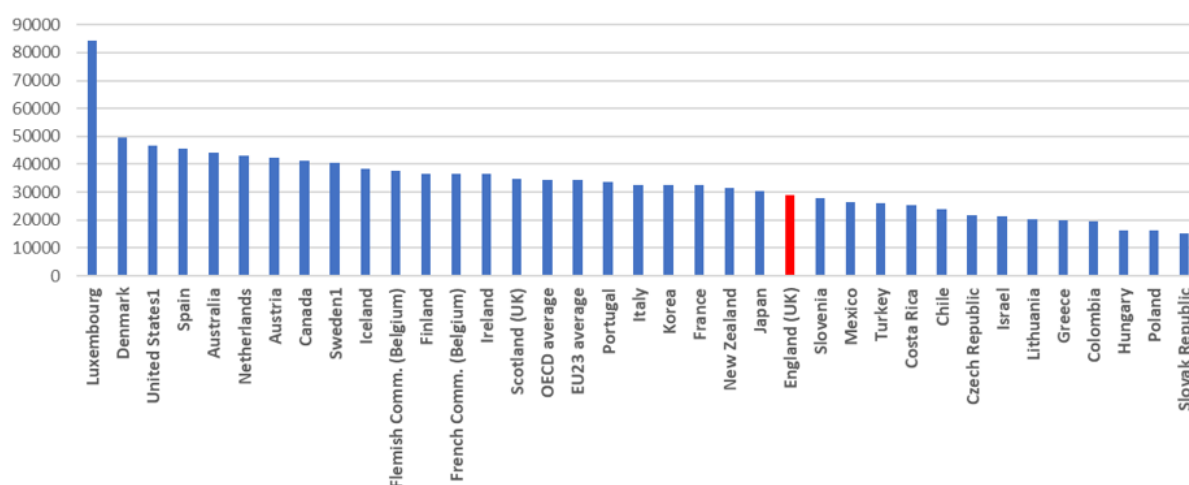
³ STPC(W)D 2019 (actual salary)

⁴ STPCD 2019 (actual salary)

- 2.32 Table 6 shows that the actual starting salary for teachers in Wales in 2019 was £652 (2.6%) lower than the median starting salary reported in High Fliers for Wales and £5,095 (20%) lower than for High Fliers in England; the latter will be influenced by salaries in the London area.
- 2.33 In the 2019 OECD study²⁹, schools are classified across four phases – pre-primary, primary, lower secondary and upper secondary. In the UK, the secondary phases are normally integrated into a single secondary phase. Data used to inform this study was collected in 2018. All salary comparators uses US Dollars (USD) equivalents.
- 2.34 This study demonstrates that overall, and for each of the four phases, the starting salary for classroom teachers in Wales is below the OECD mean. The starting salary for primary school teachers in Wales is between 7% and 12% lower than the OECD mean for pre-primary and primary phases. The starting salary for secondary school teachers in Wales is between 15% and 19% lower than the OECD mean for lower and upper secondary phases respectively. To illustrate this further, the extract below compares starting salaries for the lower secondary phase.

²⁹ Ibid (n3)

Chart 1
Comparison of teachers' starting salaries for the lower secondary phase (USD)



Source: OECD Education at a Glance 2019

Teachers' salary compared with other graduate professions and other countries

2.35 From the ASHE 2019 ³⁰ it is possible to compare the annual median full-time gross pay by occupation in the UK, shown in Chart 2. Education is highlighted in the professional category (red arrow) with an annual median full-time salary of £39,279 for secondary education teaching professionals. All salaries are quoted in £ sterling.

³⁰ Ibid (n4)

Chart 2

Annual full-time gross pay by Standard Occupational Classification (SOC) in the UK



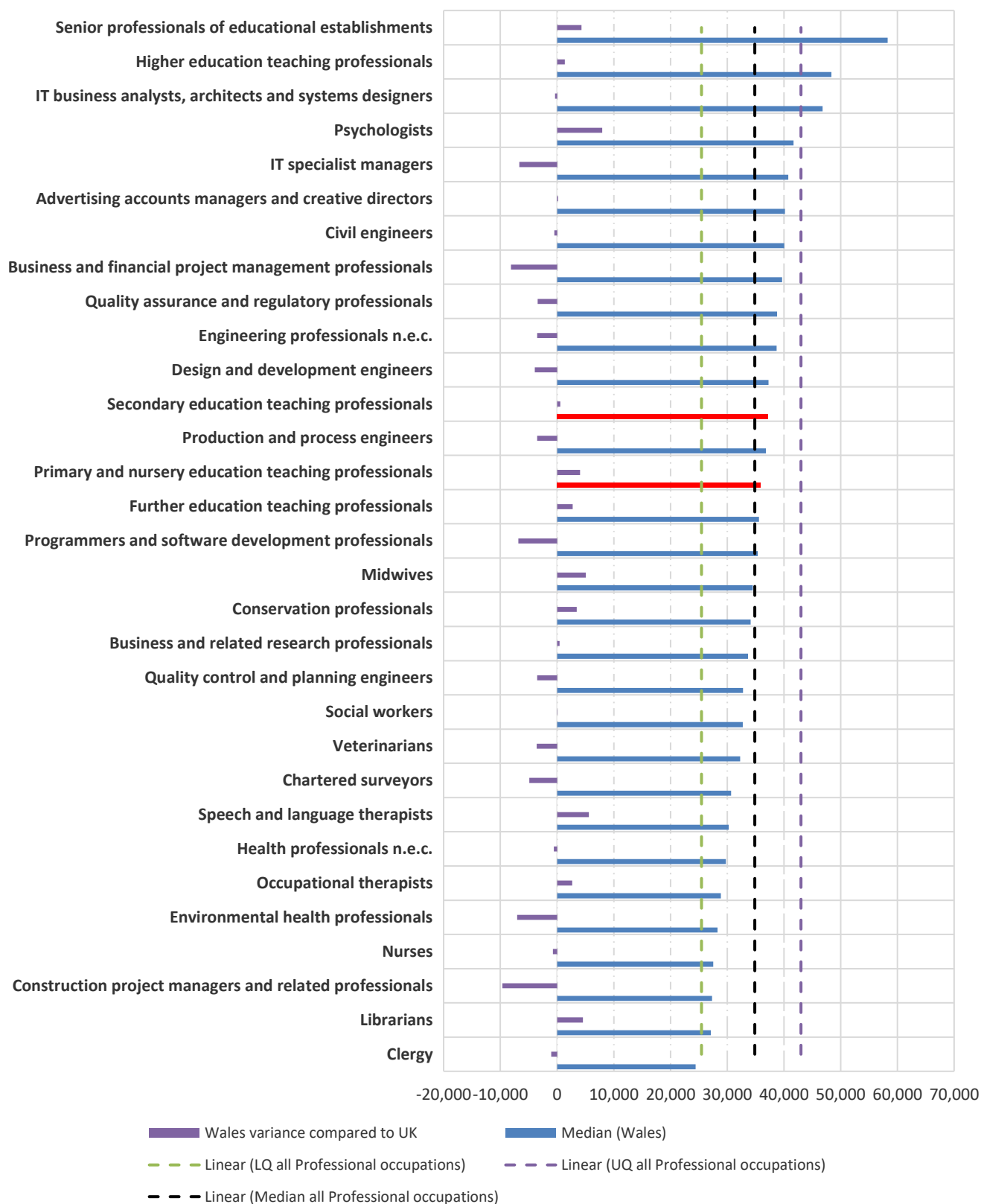
Source: ASHE, October 2019

- 2.36 The professional category can be broken down into 68 individual occupations and ranked according to gross annual median salary across the UK. This results in secondary school teachers being positioned 31st and primary school teachers being 45th. Secondary school teachers have salaries similar to chartered accountants, medical radiographers, architects and some professional engineering (civil and mechanical). Primary school teachers have salaries comparable to social workers and midwives.
- 2.37 Interrogation of the ASHE data specifically for the professional categories within Wales yields the median gross salary range as shown in Chart 3 (note that data was not available for all professions listed in the UK). The chart also shows the median and quartiles information across all professional occupations in Wales.
- 2.38 In Wales, the median salaries for secondary school teachers and primary school teachers are ranked 12th and 14th respectively out of the 31 professions listed. Both phases are above the median salary for all of the professions listed in Wales.
- 2.39 Comparisons of median salary for each profession between Wales and the UK is shown in Chart 3. For both primary and secondary, the median salary is higher in Wales compared to the UK and this is explored further at paragraph 2.42.
- 2.40 The same analysis can be conducted using the mean salaries for each professional occupation in Wales, compared to the mean salary across all professional occupations (£36,144). The mean salary of secondary school teachers in Wales is £35,056 and £32,468 for primary school teachers, 3% and 11% lower than that of the mean for all professions respectively.

Chapter 2 – The teacher and labour market

Chart 3

Gross annual median salary (£) in Wales for the professional category

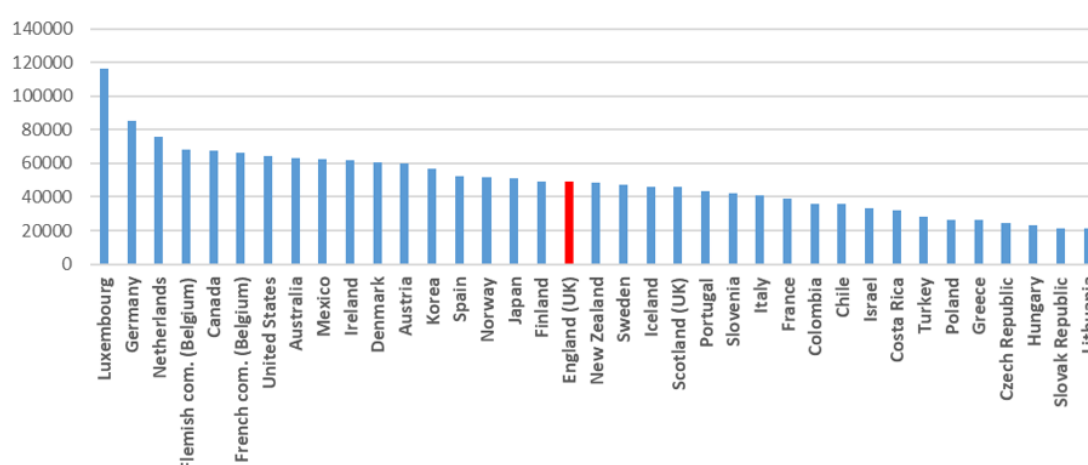


Source: ASHE 2019

- 2.41 The OECD's report Education at a Glance 2019³¹ compares actual salaries (USD) after 15 years in service across 40 countries. For the pre-primary, primary and lower secondary phases, the actual salaries are above the OECD mean by 16%, 6.5% and 2.7% respectively. The position is different for the upper secondary phase, where the actual salary after 15 years in Wales/England is 1.7% lower than the OECD mean. To illustrate this, Chart 4 demonstrates comparators for OECD countries for the upper secondary phase, where Wales/England is ranked 18th in the 2019 study, compared to 15th in the 2018 study, a fall of three places.

Chart 4

Comparison of teachers' salaries (USD) after 15 years of experience for the upper secondary phase



Source: OECD Education at a Glance 2019

Teachers' salary by UK region

- 2.42 Teachers' gross median weekly pay at primary and secondary level can be compared across the UK using the ASHE data (2019)³², Chart 5 and Chart 6 respectively.

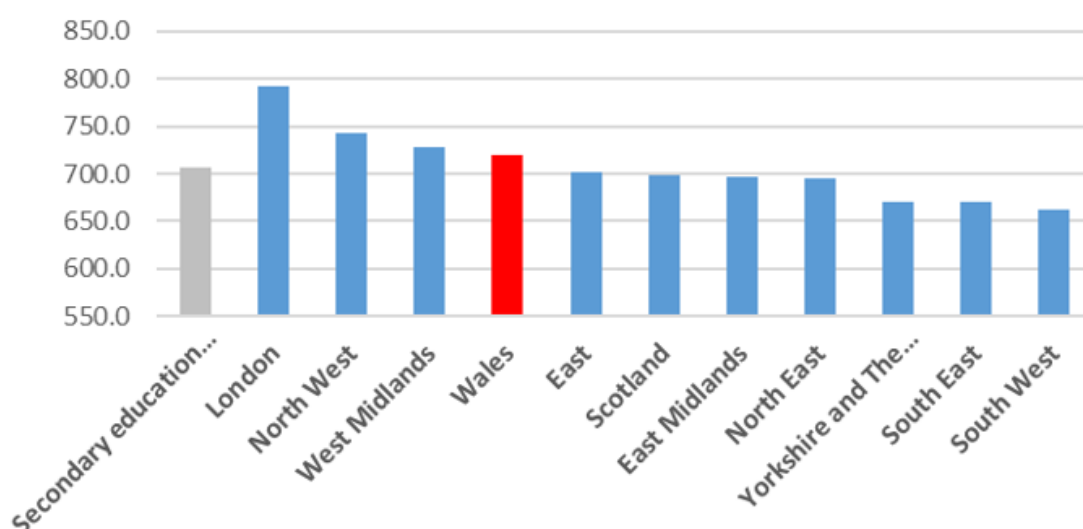
³¹ Ibid (n3)

³² ONS, Annual Survey of Hours and Earnings,

<https://www.ons.gov.uk/searchdata?q=Annual%20Survey%20of%20Hours%20and%20Earnings>

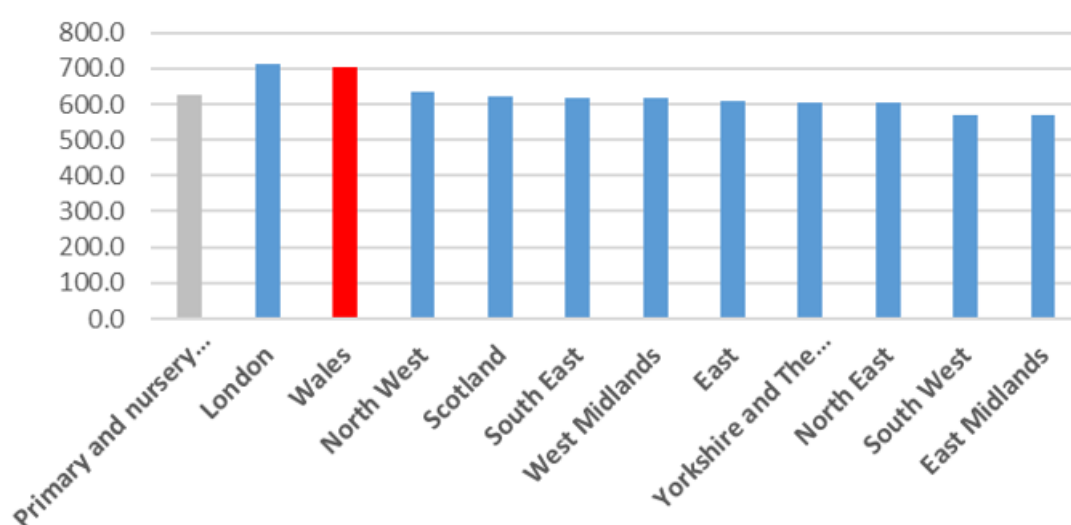
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Chart 5
Teachers' gross median weekly pay at secondary level (£)



Source: ASHE 2019

Chart 6
Teachers' gross median weekly pay at primary level (£)



Source: ASHE 2019

2.43 In Chart 5 and Chart 6, Wales is depicted in red and the UK mean is grey. The median gross weekly pay for secondary school teachers in Wales is above the mean for the UK, ranked fourth. For primary school teachers, Wales is ranked second and higher than all regions apart from London.

- 2.44 The favourable position in Wales can be explained when the age profile of qualified teachers is compared between Wales and England as shown in Chart 7 and Chart 8. Wales has an older workforce compared to England, which is more exaggerated for the primary sector than the secondary, as can be seen from the bar charts and the trend line, a polynomial line of best fit.

Chart 7

Secondary school teachers' age profile in Wales and England

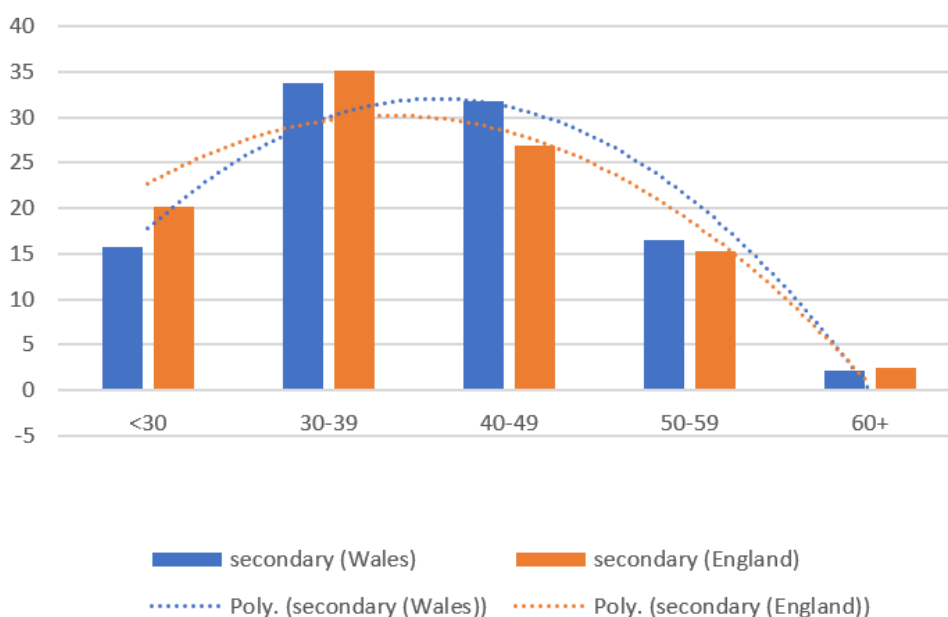
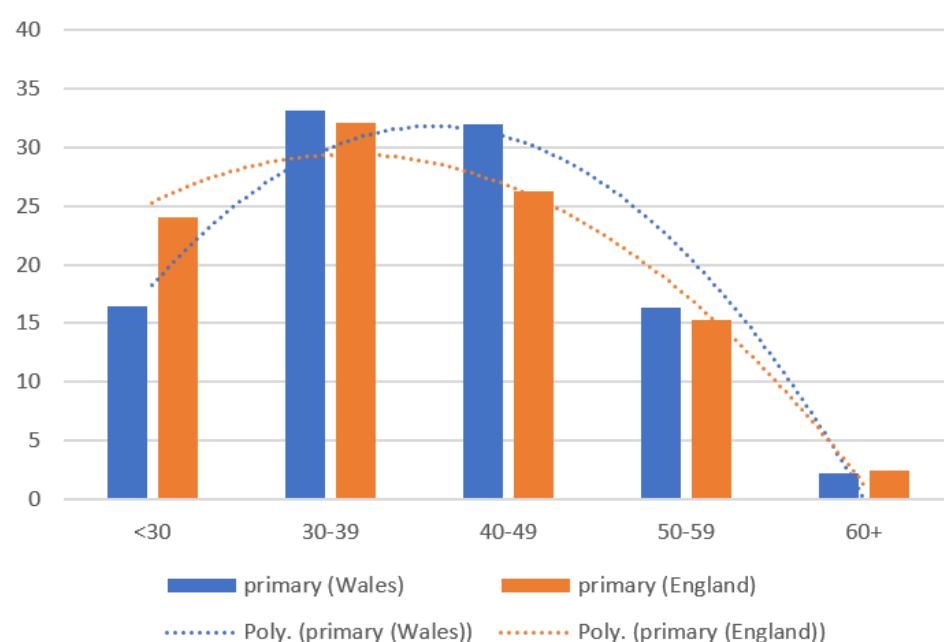


Chart 8

Primary school teachers' age profile in Wales and England



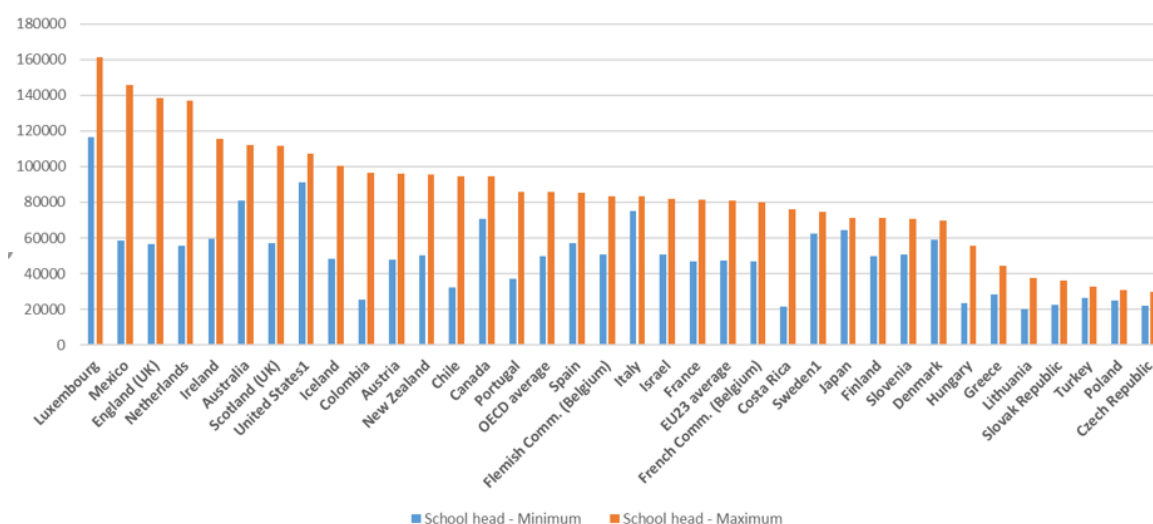
Source: Wales data: Register of Education Practitioners on 1 March 2019,
Education Workforce England data: School Workforce Census 2018

Headteachers' salaries

- 2.45 In Wales in November 2018, the mean gross full-time equivalent (FTE) pay for all those on the LGPR was £53,768 in primary and nursery schools and £63,203 in secondary schools. In middle and special schools, the figures were £58,817 and £60,729 respectively. The mean salary for primary school leadership is notably lower than for other school sectors.
- 2.46 For headteachers, the mean gross salary ranged from £59,258 for primary and nursery schools to £84,911 for secondary schools.
- 2.47 The OECD study compares starting and maximum salaries across the four phases of education categorised. For each phase, starting and maximum salaries are above the OECD mean. To illustrate this further, starting salaries for headteachers in Wales were 14% and 8% above the OECD mean for lower and upper secondary phases respectively; the maximum salary for school heads was 62% and 58% above the OECD mean for lower and upper secondary phases respectively, ranked in the top three for both phases.

Chart 9

Minimum and maximum statutory salaries for headteachers in the lower secondary phase (USD)



Source: OECD Education at a Glance 2019

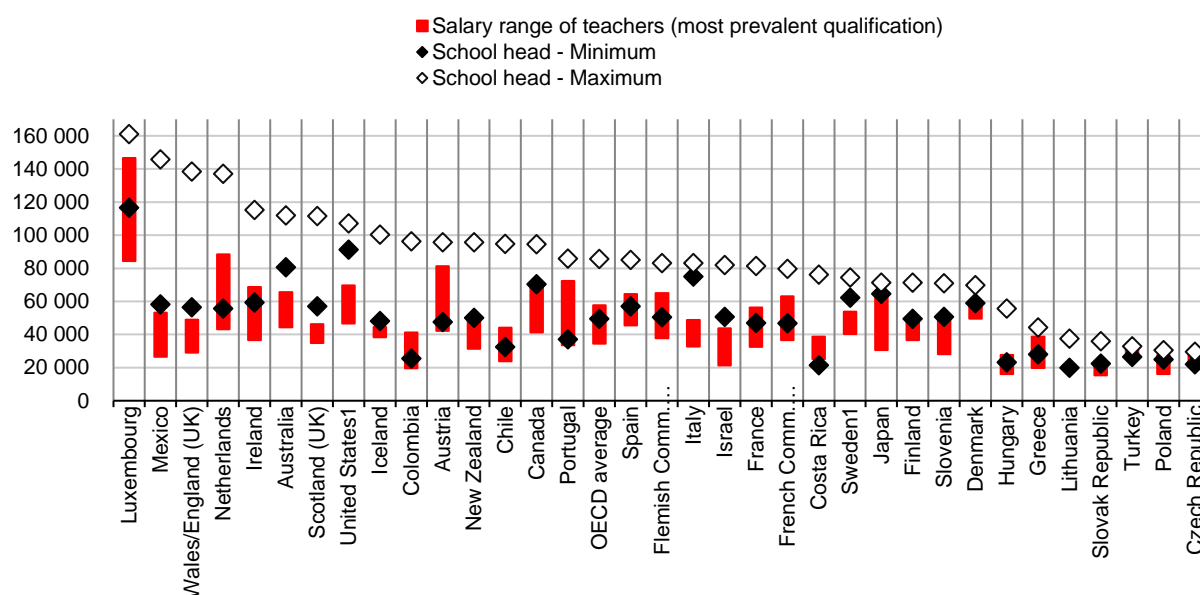
Pay ranges and progression

- 2.48 Salary ranges for teachers and leaders vary across OECD comparator countries. As an example, Chart 10 displays the statutory pay ranges for teachers and headteachers in the lower secondary phase based on the OECD's Education at a Glance 2019³³.

³³ Ibid (n3)

Chart 10

Minimum and maximum statutory ranges for teachers and headteachers in the lower secondary phase (USD)



Source: OECD Education at a Glance 2019

- 2.49 Chart 10 shows that the span of the salary range for lower secondary phase school teachers in Wales is ranked 18th out of 34 OECD countries and is 14% narrower than the OECD mean. The span of salary range for lower secondary phase school headteachers in Wales is ranked third and is more than double the OECD mean span. However, distribution of the salaries within these ranges is unknown.
- 2.50 15 out of the 34 countries have a positive salary gap between the maximum of the teachers' range and the bottom of the headteachers' range, whilst 19 countries have salary ranges that overlap.
- 2.51 Data are presented for one phase only and without contextual information, such as socio-economic and cultural contexts, which requires further investigation. However, it raises structural questions regarding all phases, which would benefit from investigation.

Detriment

- 2.52 The Minister for Education's Remit Letter to the IWPRB stated "I have been very clear that teachers and leaders in our schools in Wales should suffer no detriment in their pay and conditions as a consequence of the devolution of pay and conditions".
- 2.53 The current starting salary for teachers in England is £24,373. On 2 September 2019³⁴, the UK Secretary of State for Education, Gavin Williamson, set out his proposal to increase teachers' starting salaries by up to £6,000 in his remit letter

³⁴ UK Government (2019), <https://www.gov.uk/government/news/30000-starting-salaries-proposed-for-teachers>

to the School Teachers' Review Body (STRB). This would see teachers' starting pay in England rise to £30,000 by 2022-2023.

- 2.54 In Scotland, the starting salary for teachers is £27,498 from 1 April 2020. For Northern Ireland, retrospective pay awards of 2.25% and 2.0% were confirmed earlier this year, bringing the starting salary to £23,199 at September 2018.
- 2.55 In 2019, the Minister for Education matched the pay award for England (2.75%), above the 2.4% recommended by the IWPRB, recognising the commitment to no detriment.

Recruitment

Initial teacher education (ITE)

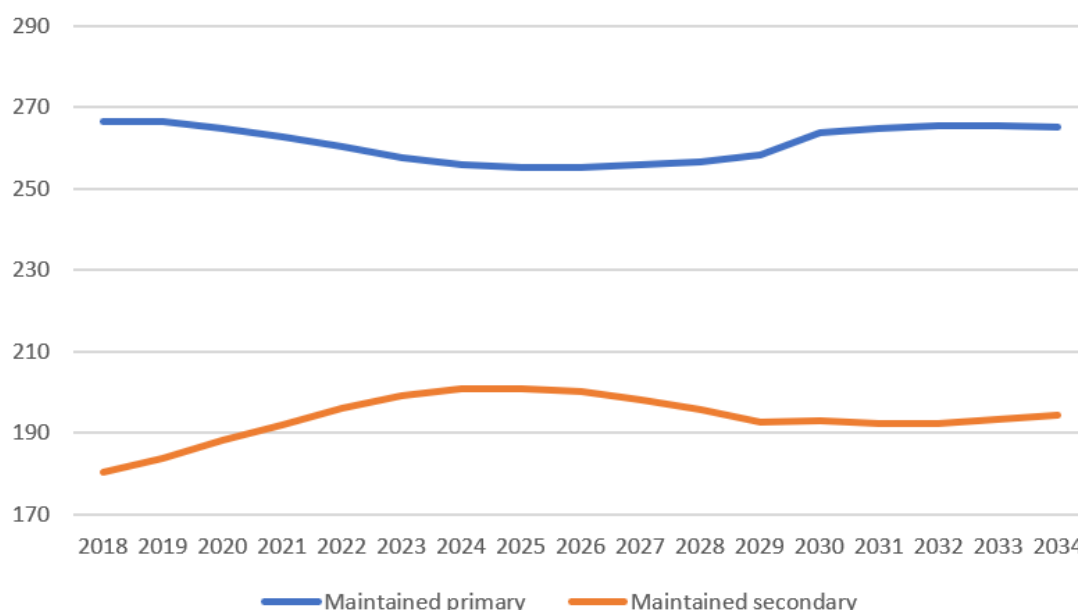
Pupil projections

- 2.56 The Welsh Government's latest pupil projections data³⁵, provided at Chart 11, shows that pupil numbers in maintained primary schools in Wales are projected to fall by 11,200 between 2018 and 2025, before seeing a slight increase of 1,500 by 2028. A further growth by 2030 will bring numbers back to current levels of about 265,000 pupils.
- 2.57 The number of pupils in maintained secondary schools is projected to increase by 20,500 between 2018 and 2024, before decreasing by just over 8,000 by 2029 and then increasing by approximately 1,500 by 2034.
- 2.58 In 2019, 35,454 school teachers were registered with EWC and therefore eligible to work in schools. The number of school teachers registered has declined by 4.8% in the last five years³⁶.

³⁵ Stats Wales *Pupil Projections* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Projections>

³⁶ EWC Statistics Digest 2020

Chart 11
Projected number of primary and secondary school pupils in Wales (thousands – 2018 actual)



Source: Welsh Government

ITE in Wales

- 2.59 To become a qualified teacher in Wales, trainees typically complete a programme of ITE. With the Graduate Teacher Programme and Teach First Cymru provision concluding with their current cohorts, the routes to become a teacher in Wales, giving the award of Qualified Teacher Status (QTS), are:
- full-time undergraduate ITE through BA (Hons) qualification with QTS
 - full-time Postgraduate Certificate of Education (PGCE)
 - part-time PGCE through the Open University Partnership (OUP)
 - salaried PGCE through the OUP whilst being employed in a school in a non-qualified teaching or learning capacity
- 2.60 Both Open University (OU) routes are two-year programmes, available for the first time from October 2020, with intake targets set through agreement with the Welsh Government.
- 2.61 There were 240 new entrants starting an undergraduate ITE programme in 2018-2019, representing 23% of all ITE students and showing a reduction of 14% from the previous year. The vast majority of undergraduate ITE students (88% in 2018-2019) are training to be primary school teachers.
- 2.62 There were 825 new entrants to postgraduate ITE courses in the academic year 2018-2019. There were 95 (10.3%) fewer postgraduate new entrants than in the previous academic year and 175 (17.5%) fewer than in 2015-2016.

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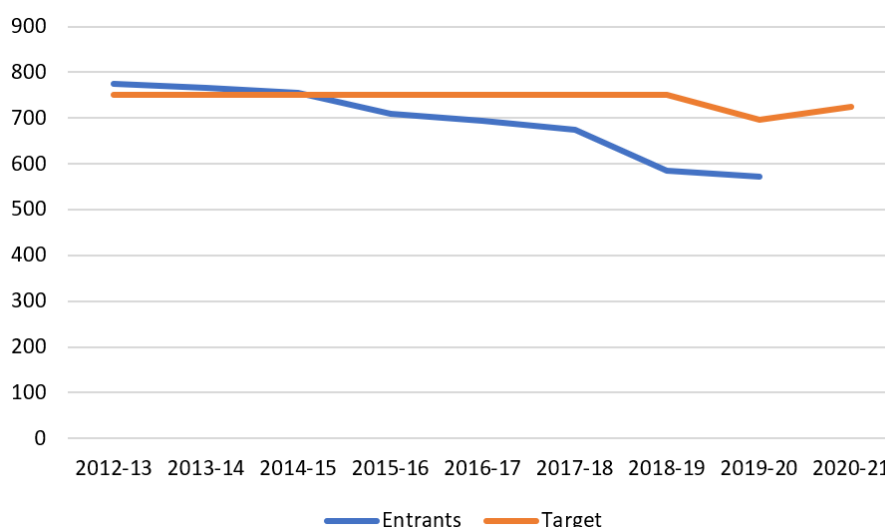
- 2.63 The summary of ITE student results provided by the EWC indicates that in 2018-2019, there were 903 qualifiers relative to 1,117 new entrants onto ITE programmes. In 2018-2019, 80.2% of trainees commencing ITE went on to achieve QTS: of the remainder, 8.6% are indicated as deferred, 9.2% withdrew and 2.0% failed, the proportions in the latter two categories being the highest seen in the last five years.

ITE recruitment against targets

- 2.64 Chart 12 and Chart 13 break down the number of recruits to postgraduate and other degree ITE against the overall target numbers. The total number of recruits has fallen short of the overall target for each year from 2014-2015 onwards, with the percentage shortfall increasing each year.
- 2.65 For the primary sector, the target was met each year up to 2014-2015 but subsequent shortfalls have gradually increased, exceeding 10% for the first time in 2017-2018.

Chart 12

Primary sector recruitment to postgraduate and other degree ITE compared to target, Wales (number recruited rounded to nearest 5 for years up to 2018-2019)

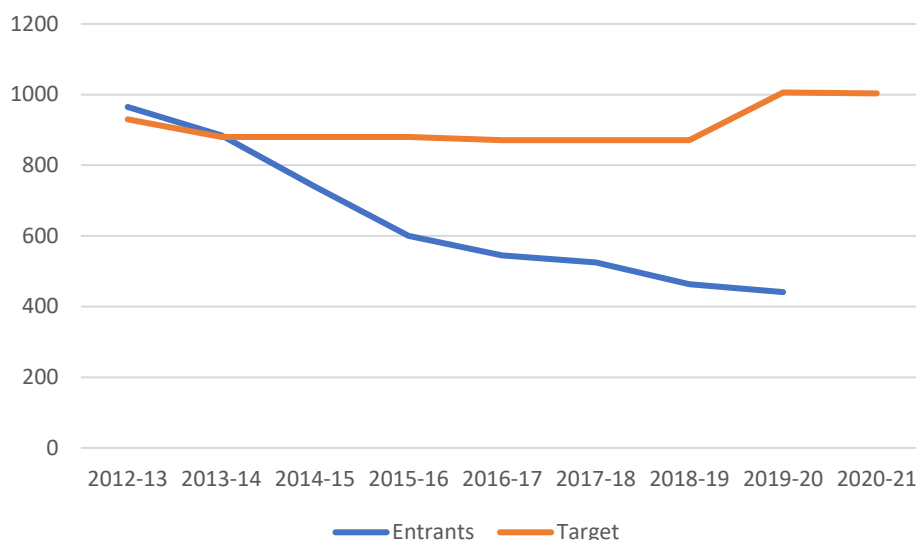


Source: Welsh Government and Higher Education Statistics Agency (HESA) Student Record and 2019-2020 from HE Students' Early Statistics (HESES), unpublished via Higher Education Funding Council for Wales (HEFCW)

- 2.66 For the secondary sector, the target has not been met since 2013-2014 and the shortfall has increased annually, reaching nearly 40% by 2017-2018.
- 2.67 For 2019-2020, the shortfall is 550 students and cumulatively, since 2013-2014 the shortfall has reached around 2,000.

Chart 13

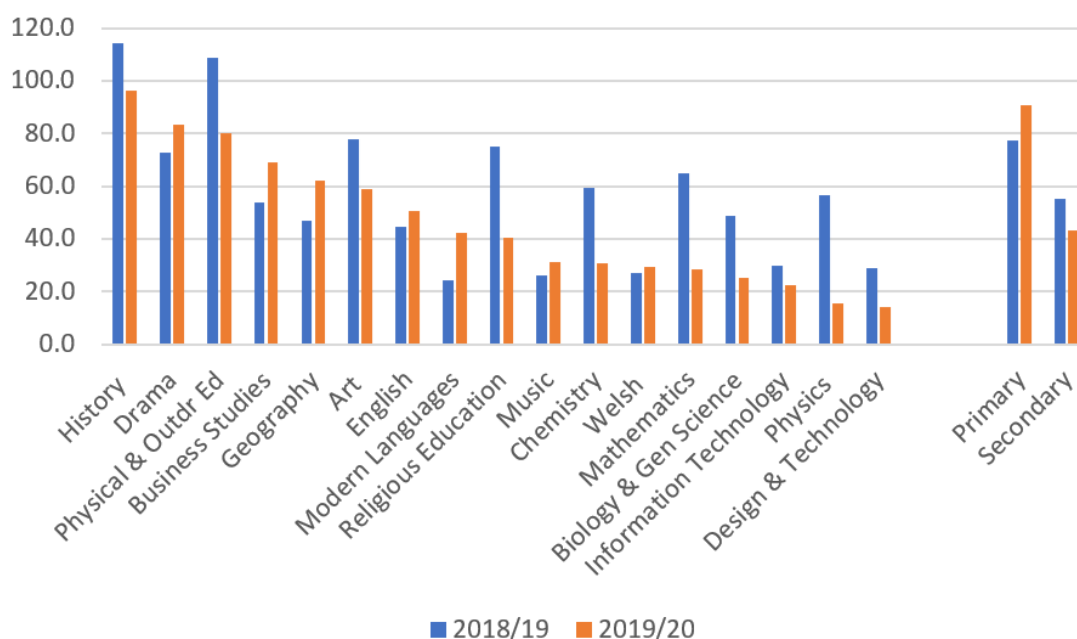
Secondary sector recruitment to postgraduate and other degree ITE compared to target, Wales (number recruited rounded to nearest 5 for years up to 2018-2019)



Source: Welsh Government and HESA Student Record and 2019-2020 from HESES, unpublished via HEFCW

- 2.68 More detail is provided in Chart 14 on postgraduate ITE recruitment by subject and phase for 2018-2019 and 2019-2020. Between these years, overall targets were reduced for the primary sector and increased for the secondary sector. As a proportion of the target, recruitment to primary sector ITE has increased from 77% in 2018-2019 to just over 90% in 2019-2020, whereas for secondary ITE the total recruitment has reduced from 55% to 43% of target.

Chart 14
Percentage of postgraduate ITE targets met, by subject/phase, Wales
(2018-2019 and 2019-2020)



Source: HESES survey, unpublished, via HEFCW – note that for some subjects, a combined target has been split in proportion to recruitment numbers, eg chemistry and physics

- 2.69 In 2019-2020, postgraduate PGCE recruitment was below target for all secondary subjects, whereas in the previous year recruitment exceeded target for history and physical education. Business studies and geography show improvements against target, as does MFL, albeit against a reduced target. In the context of increased targets in 2019-2020, recruitment has fallen below 50% of target for religious education (RE), chemistry, mathematics and physics. For Welsh, recruitment remains below 30% of target in the context of the target having increased from 48 to 75; for English, with the target increasing from 81 to 123, the proportion of target fulfilled has increased slightly to just over 50%.

ITE Recruitment 2020

- 2.70 Following a seven-year period of unchanged ITE targets for the primary sector, the primary target was reduced from 750 to 696 in 2019-2020 and then increased to 724 for 2020-2021. For the secondary sector, after six years when the target was between 870 and 880, the target was increased to 1,006 in 2019-2020 and remains at 1,003 for 2020-2021.
- 2.71 ITE applications for 2020-2021 are on-going. However, it is possible to compare progress in this year's ITE applications to equivalent points in previous years' rounds. Cumulative Universities and Colleges Admissions Service (UCAS) application figures are provided at Table 7 for the current round, compared to the same point from 2017-2018 onwards: these show a continuing decrease in applications for primary when compared with the equivalent figures in recent

years, whereas the number of applications for secondary at April to June 2020 are higher than for the previous two years.

Table 7
Cumulative ITE applications to Wales providers (rounded to nearest 10)

	Primary				Secondary			
	2017	2018	2019	2020	2017	2018	2019	2020
January	1,080	880	730	640	710	560	570	520
February	1,230	1,070	890	760	900	730	680	700
March	1,260	1,110	980	870	1,010	830	780	830
April	1,290	1,160	1,060	950	1,090	930	880	980
May	1,300	1,240	1,110	1,040	1,180	1,030	990	1,120
June	1,330	1,280	1,140	1,100	1,280	1,150	1,050	1,250

Source: UCAS

Students from Wales studying in England

- 2.72 The number of students from Wales starting an ITE course in England has increased over time, and averaged 548 per year between 2016-2017 and 2018-2019, being approximately 100 higher than the average per year from 2010-2011 to 2015-2016. For the primary sector, the proportion starting an ITE course in England was 38.2% in 2018-2019, having been as low as 23% seven years earlier. For the secondary sector, the proportion starting an ITE course in England was 35.7% in 2018-2019, having averaged just over 20% in the first half of the decade.
- 2.73 Applications from England into Wales have reduced over this period and are much lower than applications from Wales into England. Based on data at June each year, the percentage of applications from Wales to institutions in Wales has ranged between 49% and 53% across the last four years.

Table 8
Applications for teacher training by country of domicile (at June each year)

Destination	2014	2015	2016	2017	2018	2019	2020
England to Wales	570	290	440	310	290	240	260
Wales to Wales	3,210	2,540	2,510	2,210	2,100	1,850	1,950
Wales to England	2,420	2,350	2,120	2,190	1,880	1,930	1,830
percentage from Wales applying to Wales	57.0	51.9	54.2	50.2	52.8	48.9	51.6

Source: UCAS

Ability to teach through the medium of Welsh

- 2.74 The number of students training to teach through the medium of Welsh fell markedly after 2013-2014 and again after 2016-2017. By 2018-2019, only 16.5%

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of new ITE students in Wales were on courses enabling them to teach through the medium of Welsh, compared with nearly 20% in 2013-2014.

Table 9
Entrants onto ITE courses in Wales whether training for Welsh-medium, and school level (rounded to nearest 5)

	School level	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Training to teach in Welsh	Primary	180	135	150	145	110	95
	Secondary	140	120	95	90	100	75
	All	320	255	245	235	210	175
Not training to teach in Welsh	All	1,330	1,245	1,065	1,010	990	890

Source: HESA Student Record

- 2.75 Across the most recent three years, 21% of new entrants training to teach at secondary level through the medium of Welsh were studying a science, technology, engineering or mathematics (STEM) subject, compared with just over 40% for those not training to teach in Welsh.
- 2.76 28% of those training to teach in Welsh were training to teach Welsh as a subject, whilst only 13% of those not training to teach in Welsh were training to teach English as a subject. In 2018-2019, only 15 new entrants started training in Welsh as a subject, compared with between 40 and 50 each year in the four-year period ending in 2013-2014.
- 2.77 As shown in Table 10, of those ITE entrants who spoke Welsh fluently, the proportion who started courses which train them to teach through the medium of Welsh has reduced gradually to be only just above 60% in 2018-2019. Since 2016-2017, the proportion of entrants considering themselves as being able to speak Welsh fluently reduced from 28% to 25%: this proportion varies between sectors, being 28% of those training for the primary sector, but only 21% of those training for secondary teaching.
- 2.78 Some school teachers may not have undertaken their ITE training through the medium of Welsh, however due to their Welsh language ability they may teach in Welsh-medium schools. In 2019, 33.3% of school teachers declared themselves as Welsh speakers and 26.9% of school teachers were able to work through the medium of Welsh.

Table 10

Self-reported Welsh speaking ability of entrants onto ITE courses in Wales, by whether training to teach in Welsh (rounded to nearest 5)

	Able to speak Welsh fluently			Unable to speak Welsh fluently		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
Training to teach in Welsh	220	190	160	15	20	15
Not training to teach in Welsh	130	115	105	840	860	780
All	350	305	265	855	880	795

Source: HESA Student Record

Financial incentives to attract new teachers

- 2.79 The Welsh Ministers have powers under Sections 14-17 of the Education Act 2002 to provide financial assistance for the promotion of the recruitment or retention of teachers or non-teaching staff. Under these powers, the Teacher Training Incentive Scheme (TTIS) makes provision for the payment of incentivisation grants for persons undertaking a postgraduate ITE course, according to class of degree, sector of training and subject specialism. The grants offered for the academic year 2020-2021 are unchanged from 2019-2020. Full details of these were provided in our 2019 report; the highest level being £20,000 for graduates with a first class degree who are following postgraduate ITE courses for teaching mathematics, physics, chemistry, computer science or Welsh at secondary level.
- 2.80 Financial incentives are also available for ITE entrants who aim to teach the Welsh language and those teaching through the medium of Welsh. £2,500 is payable on successful completion QTS and a further £2,500 payable on successful completion of induction in a Welsh-medium or bilingual secondary school, or on successful completion of induction teaching Welsh in any secondary setting. Also, for the 2020-2021 academic year, scholarships are being made available by Coleg Cymraeg Cenedlaethol³⁷ to students taking at least 40 credits through the medium of Welsh within undergraduate ITE programmes: inclusion of ITE within this scheme for the first time is part of the Coleg's response to the general recruitment situation for HEIs following the COVID-19 pandemic.

³⁷ Coleg Cymraeg Cenedlaethol was established in 2011 by the Welsh Government in order to develop Welsh-medium provision in FEIs and HEIs

Teachers' and leaders' vacancies

Teacher vacancies

- 2.81 Data gathered by the Welsh Government shows an increase in the number of teacher vacancies advertised externally over the period from 2010, plateauing in 2017 and then dropping significantly in 2018. Overall, 1,562 vacancies were advertised across all sectors in 2018, representing a drop of 249 (13.7%).
- 2.82 Table 11 below shows the data for applications to teacher vacancies, broken down by primary and secondary education. In both categories, the trend for the ratio of applications per post is still downward, despite the decrease in the number of vacancies.

Table 11

Number of teaching posts advertised and applications per post in maintained schools, by phase

		2010	2011	2012	2013	2014	2015	2016	2017	2018
Primary	No. of posts advertised	611	653	787	728	785	795	782	848	769
	Applications per post	24.9	25.6	24.5	18.1	17.6	16.0	14.1	15.5	14.9
Middle	No. of posts advertised	0	0	16	9	11	19	22	36	43
	Applications per post	0	0	3.1	4.2	2.7	3.8	3.7	4.7	7.5
Secondary	No. of posts advertised	670	692	882	1,012	741	811	859	927	750
	Applications per post	11.4	14.8	11.9	8.4	9.9	9	8.5	7.7	7.3
All posts	No. of posts advertised	1,281	1,345	1,685	1,749	1,537	1,625	1,663	1,811	1,562
	Applications per post	17.8	20.0	17.7	12.4	13.8	12.4	11.1	11.3	11.1

Source: Pupil Level Annual School Census (PLASC), Welsh Government

- 2.83 Since the data in Table 11 above are mean averages, they mask significant variations across local authorities, with the bigger population centres such as Cardiff and Swansea faring much better than more rural or Welsh-speaking areas such as Pembrokeshire and Anglesey. To illustrate this, Table 12 shows how these four local authorities compared across the three subject areas with the highest number of vacancies in 2018, ie mathematics, English and science.
- 2.84 The TRRAB has carried out analysis which compares application rates in rural and non-rural areas in specific subjects. This confirms the picture above, showing that the number of applications per post in rural areas is consistently lower than in non-rural areas in certain secondary subjects such as STEM,

modern foreign languages (MFL) and Welsh. In particular, it points to "consistently lower levels of application per advert in the rural local authorities"³⁸.

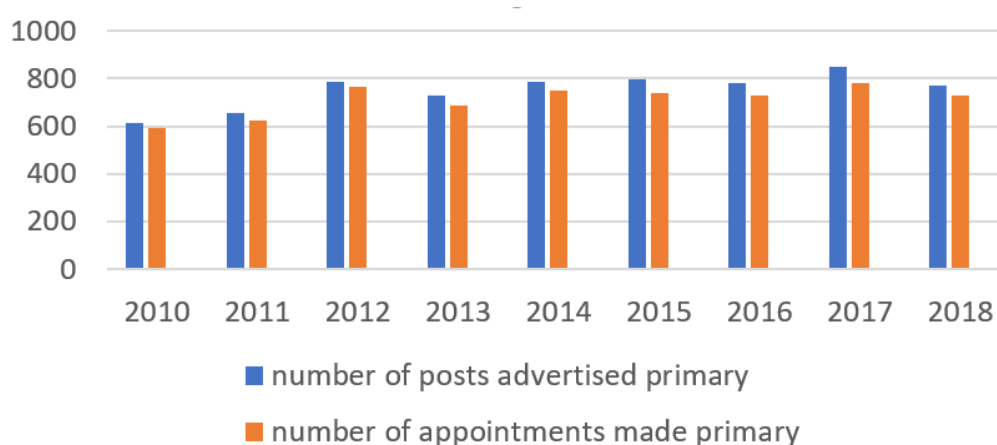
Table 12
Advertisements and applications for selected subjects in selected local authorities, 2018

Local Authority	Subject area	No. of vacancies	No. of applications	Ratio
Cardiff	Maths	10	66	6.6
	English	14	155	11.1
	Science	4	22	5.5
Anglesey	Maths	5	8	1.6
	English	4	11	2.8
	Science	2	4	2.0
Pembrokeshire	Maths	3	7	2.3
	English	8	27	3.4
	Science	5	15	3.0
Swansea	Maths	12	82	6.8
	English	11	86	7.8
	Science	13	118	9.0

Source: PLASC, Welsh Government

- 2.85 Chart 15 and Chart 16 below show that in the primary and secondary sectors, actual appointments made have in recent years been below the number of vacancies advertised. In 2018 this trend exacerbated for secondary level, whilst it improved in primary education.
- 2.86 The EWC notes that the number of vacancies may be recorded differently across local authorities, and that the number of applications is not necessarily an indicator of the quality of applications.

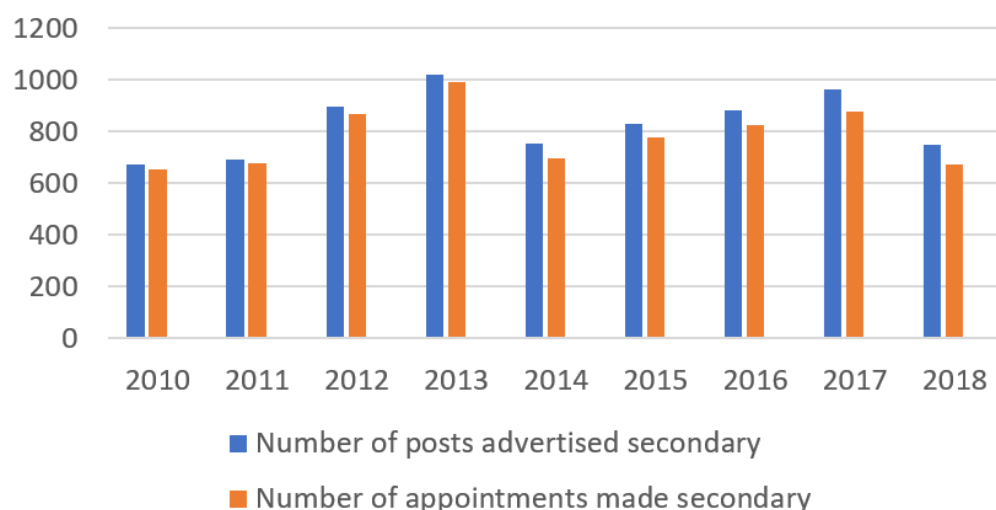
Chart 15
Number of posts advertised versus appointments made in primary sector



³⁸ TRRAB correspondence, March 2020

Chart 16

Number of posts advertised versus appointments made in the secondary sector



Source: PLASC, Welsh Government

- 2.87 Table 13 presents core subjects and RE, ranked by prevalence of teaching outside the field in which the teacher is qualified. This shows that the practice of teaching outside the subject area in which the teacher trained originally is consistently widespread. The highest proportions are in science and physics.
- 2.88 For foundation subjects such as art, history, geography, MFL and music, the proportion of teachers reported as having trained in another subject is far lower; this ranged from 10% to 20%, except for IT at 58%.
- 2.89 Estyn provided the following information at the request of the IWPRB regarding the impact of non-specialists teaching outside the subject in which they have a degree or a post-graduate qualification. They note that “strong subject knowledge is a key component in most schools where teaching and learning experiences are deemed to be ‘good’ or ‘better’”. “Teachers use their subject knowledge effectively to motivate and engage their classes”. Estyn further states that “non-specialist teachers need to be supported effectively by heads of department to mitigate this impact”.
- 2.90 Estyn notes recruitment difficulties affect secondary schools for certain subject areas, particularly in the case of Welsh-medium schools, schools on the border with England and in rural areas.

Table 13

Number of school teachers registered with EWC according to whether or not trained in the subject taught, 2019 – core subjects and RE

Subject	% trained in subject	% not trained in subject	% unknown
Science	34.2	63.5	2.3
Physics	44.3	54.1	1.6
Chemistry	49.5	49.3	1.2
Biology	58.4	41.0	0.7
Religious Education	66.3	31.7	1.9
Welsh	74.2	24.4	1.4
English	74.8	22.2	2.9
Mathematics	79.5	18.2	2.3

Source: EWC, Statistics Digest 2019 (derived from the EWC Register of Education Practitioners)

- 2.91 A recent Government study³⁹ suggested the “need for a strategic approach to recruiting teachers”, and also stated that the “evidence on the impact of current recruitment strategies...is not robust at present”.

School leader vacancies

- 2.92 Datasets for leadership vacancies may be inconsistent, as definitions may vary across local authority areas. There is some evidence of interim arrangements being put in place which may mask this issue, such as acting headships, secondments and informal temporary arrangements.
- 2.93 The total number of school leader posts has been affected by recent closures, mergers and the creation of federated schools led by executive headteachers. In 2011 there were 1,750 posts and by 2019 this stood at 1,428 headteachers registered with the EWC across all school types, representing a steeper percentage decline than has been the case in teacher posts. The decline in the number of deputy headteachers during the same period was reported by the EWC⁴⁰ to be even more pronounced.
- 2.94 Within this total number, the proportion of headteachers registered with the EWC who are able to speak Welsh, or teach through the medium of Welsh, has declined in the last five years to 40% and 35% respectively⁴¹.
- 2.95 Notwithstanding the reduction in the number of promotion opportunities for headships due to a reduced number of positions, the mean number of applications per headteacher and deputy headteacher posts in secondary schools went down for a number of years (see Chart 17), to a low of 5.6 applications per vacancy in 2016. However, this trend has now reversed, and application levels are back to where they were in 2012-2013. The number of leadership posts advertised fluctuates year on year, and the total number is

³⁹ Welsh Government 2019, *Research Study on the Attractiveness of Teaching and the Retention of Teachers*
<https://gov.wales/research-study-attractiveness-teaching-and-retention-teachers>

⁴⁰ EWC 2020, unpublished data

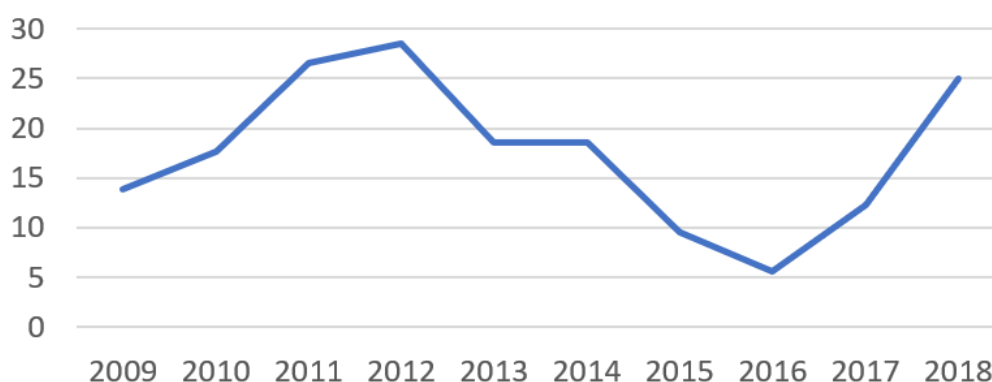
⁴¹ Ibid

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relatively low (in the past five years the advertised leadership vacancies across the entire Welsh school sector ranged between 4 in 2019 and 24 in 2013), so any conclusions drawn from such data come with caveats in regard to their validity and reliability.

Chart 17

Trend in average number of applications for leadership positions (with no teaching commitment), secondary schools only



Source: PLASC, Welsh Government

The relationship between recruitment and pay and conditions

- 2.96 In a recent research study⁴², overall, qualified teachers and ITE students did not identify pay as the key motivation to want to teach. Even so, an adequate salary was felt to be important among young people and serving teachers. Furthermore, the level of remuneration and perceived job security for those in stable posts were factors that contributed to remaining in the profession. However, some did not think remuneration reflected the volume of teachers' work.
- 2.97 The OECD's Education at a Glance 2019⁴³ states that "teachers' salaries have also had a direct impact on the attractiveness of the teaching profession. They influence decisions to enrol in teacher education, to become a teacher after graduating, to return to the teaching profession after a career interruption, and/or to remain a teacher".

Retention

- 2.98 Data on teacher retention is collected as part of the PLASC returns supplied to the Welsh Government by each school in January each year. The figures in the following tables and charts exclude teachers who left at normal retirement age, taken to be 60 years according to the current Teachers' Pension Scheme (TPS).

⁴² Welsh Government, March 2019, *Research Study on the Attractiveness of Teaching and the Retention of Teachers* <https://gov.wales/sites/default/files/statistics-and-research/2019-03/research-study-attractiveness-teaching-retention-teachers-summary.pdf>

⁴³ Ibid (n3)

- 2.99 Since 2010, the percentage of teachers leaving the profession each year has stayed relatively consistent, allowing for year-on-year fluctuations of between 2.4% and 3.1%. The most recent data available are for 2018 at 2.4%, which may indicate a slightly improving trend in retention across the sectors. This is similar to the trend in England, which saw teacher retention improve slightly in 2018-2019. The data are shown as headcount figures in Table 14 below. By comparison, the headline figure for the FTE leaving rate (termed ‘wastage rate’) in England in 2018 was 9.8%⁴⁴.

Table 14
Teachers leaving the profession by sector (headcount), Wales 2010-2018

		2010	2011	2012	2013	2014	2015	2016	2017	2018
Teachers leaving the profession	All schools ¹	772	753	691	722	742	780	814	698	609
	Primary	345	322	345	356	369	377	382	364	362
	Middle	0	0	10	6	4	16	10	13	17
	Secondary	427	431	336	360	6,369	387	422	321	266
Total number of teachers (headcount)		27,108	26,869	27,056	27,064	26,755	26,453	26,172	26,129	25,802
Percentage of teachers leaving		2.80%	2.80%	2.60%	2.70%	2.80%	2.90%	3.10%	2.70%	2.40%

¹ includes primary, nursery, middle, secondary and special

Source: PLASC, Welsh Government

- 2.100 The largest proportion leave within their first five years of teaching. In 2018, this group represented 19.4% of leavers, closely followed by those with between 16 to 20 years (17.2%) of teaching experience. Although the actual numbers leaving differ slightly between the primary and secondary sectors, the overall pattern is broadly similar. The numbers are shown in Table 15.

Table 15
Teacher retention: teachers who left the profession by number of years of experience shown by sector (Jan-Dec 2018)

Year	Years of experience						
	0-5	6-10	11-15	16-20	21-25	26-30	31+
Total	118	80	73	105	69	77	87
Primary	69	43	30	56	46	37	45
Secondary	49	37	43	49	23	40	42

Source: PLASC, Welsh Government

- 2.101 Recent research⁴⁵ commissioned by the Welsh Government into the attractiveness of teaching and teacher retention identified a number of factors that may combine to influence a teacher leaving the profession. The main themes highlighted included high levels of workload and inconsistent levels of

⁴⁴ NFER (2020) <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2020/>

⁴⁵ Ibid (n39)

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professional support for ITE students, newly qualified teachers (NQTs) during induction and early career teachers.

- 2.102 In particular, the report found that pay was not the most important factor in keeping NQTs in the profession, but that it would assume greater significance as individuals took on more personal responsibilities in life such as mortgages, a family and consideration of a reasonable pension towards the end of their career.
- 2.103 EWC retention data that tracks teachers over a ten-year period from August 2008 shows that 1,863 gained QTS following the successful completion of a course of ITE in Wales by 1 August 2008. Of these, 52.3% were no longer registered as teachers with the EWC in March 2019.
- 2.104 Of the 1,424 who gained QTS in Wales on 1 August 2013, 42% were not registered as teachers with the EWC in March 2019. By comparison, in England 32% of teachers were classed as out-of-service from the state sector in November 2018⁴⁶. It is important to note that teachers classed as unregistered by the EWC in Wales or out-of-service by the Department for Education (DfE) England at any one date may return to teaching.
- 2.105 The reasons for these figures are various. EWC registration information for 2018-2019 indicates that of around 2,500 school teachers who de-register annually, 265 notified the EWC they did not wish to renew their teaching registration, for reasons such as moving to teach elsewhere in the UK and abroad. Other reasons include teaching in HEIs, working in the independent sector, maternity leave, career break and retirement.
- 2.106 In 2019, the Office for National Statistics (ONS) published research of staff retention across the public sector in the UK⁴⁷. It found that for the larger public sector occupations, including primary school teachers, doctors, nurses and midwives, their mean retention rate of 84% is just one percentage point above that of the UK workforce mean (2016-2017). Of the public sector, the police had the highest retention rate of 94%, followed by heads of educational establishments at 92%. Primary school teachers were more likely to remain in the profession than secondary school teachers (87% compared with 82% respectively).
- 2.107 Data from PLASC examine the number of secondary school teachers who left the profession by subject area. For 2018, there has been a decrease in the numbers of teachers leaving in 12 of the subjects shown, with particular improvements in IT, mathematics, MFL, and Welsh first language. However, this improvement does not apply to English, history, music, physics, RE or Welsh second language, which have seen slight increases in the number of teachers leaving. The Welsh Language Commissioner's

⁴⁶ DfE 2019, *School Workforce Census in England November 2018, updated June 2019*

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/811622/SWFC_MainText.pdf

⁴⁷ ONS June 2019, *Is Staff retention an issue in the public sector?*

<https://www.ons.gov.uk/economy/governmentpublicsectorandtaxes/publicspending/articles/isstaffretentionanissueinthepublicsector/2019-06-17>

Annual Report for 2018-2019⁴⁸, with reference to his strategic plan for 2019-2020, notes that further analysis will be carried out during 2019-2020 on the need to act on the lack of an education workforce able to teach through the medium of Welsh.

Performance-related pay (PRP)

- 2.108 The statutory pay structure changed in 2013. It now defines the minimum and maximum salary within each pay range and the entitlement to annual incremental progression was replaced with a system of PRP. Performance-related pay progression (PRPP) based any pay increases on the outcomes of annual performance appraisals. The rationale was that pay policies should reward good teachers, so allowing them to reach the maximum of the MPR within five years. Exceptional teachers could progress to their maximum in even less time.
- 2.109 Each school or relevant body must consider annually whether or not to increase the salary of teachers who have completed a year of employment since the previous annual pay determination, and what their salary should be within the pay range relevant to the individual.
- 2.110 This determination of whether to award pay progression must be related to the teacher's performance, as assessed through the school or authority's appraisal arrangements, in accordance with the 2011 Regulations in Wales. Pay decisions must be clearly attributable to the performance of the teacher.
- 2.111 An individual school's pay policy, usually based on the model pay policy from the school's regional consortium, must set out clearly the criteria which define continued good performance. It should also set out the progression path by which a classroom or unqualified teacher might reach the top of their respective pay range. However, a decision may be made not to award progression if the teacher is subject to capability proceedings.
- 2.112 In the case of NQTs, the relevant body must determine performance and an appropriate pay recommendation using the statutory induction process set out in the Education (Induction Arrangements for School Teachers) (Wales) Regulations 2015⁴⁹.
- 2.113 In the context of performance reviews, or appraisals, in "Investing in excellence: our national workforce plan"⁵⁰ the Welsh Government states that "in order to ensure effective delivery of Curriculum for Wales 2022, we must be clear about those things that we wish to value and measure across the entire system. Much has changed since the introduction of the Regulations for School Teacher

⁴⁸ Welsh Language Commissioner 2019, *Annual Report 2018-19*

<http://www.comisiynyddygymraeg.cymru/English/Publications%20List/annual%20report%20final.pdf>

⁴⁹ Senedd Cymru (2015) <https://business.senedd.wales/mglIssueHistoryHome.aspx?lId=12336>

⁵⁰ Welsh Government 2019, *Induction Arrangements for School Teachers (Wales) Regulations 2015*
<https://gov.wales/sites/default/files/publications/2019-11/investing-in-excellence-our-national-workforce-development-plan-2019-21.pdf>

Appraisal (Wales) Regulations 2011⁵¹. Our national mission⁵² is committed to develop a framework for pay and conditions that contributes to a highly motivated teaching profession, which will underpin the delivery of Curriculum for Wales 2022.

- 2.114 The plan articulates the need to align schools' performance management processes with the new professional standards and support the "schools as learning organisations" model. The intention is to review performance management arrangements, moving emphasis towards professional development review, with all practitioners using new professional development review arrangements from September 2022.

Pay flexibility

- 2.115 As described in paragraph 2.17, the statutory pay structure changed in 2013. Whilst there was a reasonable expectation to increase from the minimum to the maximum of the MPR within five years, flexibility was provided to reward teachers for outstanding performance, and accelerate their pay progression as a consequence.
- 2.116 Pay flexibilities for teachers, their position within the pay range, and how or whether they progress within the pay range is at the discretion of each school or relevant body.
- 2.117 In respect of headteachers, a formula calculates where they should be placed within the pay range, and this is specified within the STPC(W)D. However, a headteachers' pay range may exceed the maximum of the headteacher group in circumstances specific to the role or candidate. The additional payment should not exceed 25% of the maximum of the headteacher group, other than in exceptional circumstances. In such circumstances, governing bodies must seek independent advice before providing an agreement, and support their decision with a business case.
- 2.118 Certain allowances can also be made to teachers: TLRs and SEN (covered previously), acting allowances, performance payments to seconded teachers, residential duties, and additional payments for such activities as Continuing Professional Development (CPD), provision of ITE participation in out of school hours learning activity, and additional responsibilities relating to the provision of services to raising the educational standards of one or more additional schools. Recruitment and retention incentives may also be paid.

Pay portability

- 2.119 Salaries for teachers on appointment to a school are set by the school or the relevant body. The precise salary for those teachers between the minimum and

⁵¹ Gov.uk 2011, *The School Teacher Appraisal (Wales) Regulations 2011*
<http://www.legislation.gov.uk/wsi/2011/2940/contents/made>

⁵² Ibid (n1)

maximum points of either of these ranges is “as the relevant body determines”⁵³ in line with the pay flexibilities currently built into the system. This means that, should a teacher who is on a salary at a point in the range move to a different school, there is no guarantee they will be paid at the same level. The current pay and conditions framework for teachers and headteachers in Wales does not explicitly provide for pay portability.

2.120 The concept of pay portability has not featured in the STPCD since 2013, when any obligation on schools in recruiting to match a teacher’s existing salary on either the main, the upper or the unqualified pay range was removed in Wales and England⁵⁴. It was indicated that this was in order “to give schools more freedom to determine starting salaries of teachers new to the school”. Up to 2012, pay points awarded to individual teachers had to be permanent, “whether the classroom teacher remains in the same post or takes up a new one”⁵⁵.

2.121 However, there is an understanding that, across Wales, pay portability is still being applied by employer bodies despite its removal from the STPC(W)D. This is typically covered in the Consortia pay policies. For instance, the Education Through Regional Working (ERW)⁵⁶ Model Teachers’ Pay Policy 2019-2020 states in clause 17.1.4 that “the Governing Body is committed to the principle of pay portability for teachers who are currently paid in accordance with the provisions of the STPCD and will apply this principle in practice when making new permanent and fixed-term appointments”. The Education Achievement Service (EAS)⁵⁷ explicitly states that this principle will apply to all classroom teachers who have previously worked in Wales and England.

2.122 Scotland⁵⁸ and Northern Ireland⁵⁹ have retained and updated statutory ‘pay portability’ provisions, albeit with some variations.

⁵³ DfE 2019

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832634/School_teachers_pay_and_conditions_2019.pdf

⁵⁴ STPCD 2013

⁵⁵ STPCD 2012

⁵⁶ Regional Learning Partnership South West and Central Wales

⁵⁷ School improvement service for local authorities in South East Wales

⁵⁸ SNCT (Scotland) *Handbook of Conditions of Service, from 2007 with subsequent updates*

https://www.snct.org.uk/wiki/index.php?title=Part_2

⁵⁹ Teachers’ Salaries Regulations (Northern Ireland) 1993

<http://www.legislation.gov.uk/nisr/1993/318/contents/made>

Chapter 3 – Overview of evidence from the Welsh Government and consultees

This chapter summarises written evidence, supplementary evidence and responses to written questions in relation to the Remit Letter. It covers:

- Wider economic and labour market conditions, including public sector financial context
- Recruitment (ITE and vacancies)
- Retention
- The pay award
- Comparative rates of pay
- National pay scales
- Current requirements relating to annual pay progression linked to performance
- Flexibilities within school pay policies to determine teachers' pay levels within set limits
- National scales for teaching and learning responsibilities
- Desirability of pay portability
- Matters for longer term consideration

The COVID-19 pandemic

- 3.1 At the time in which consultation was undertaken, Wales was in lockdown due to the COVID-19 pandemic. Consultees have referred to the pandemic in their submissions, and the impact on the education sector was still emerging at the time of writing this report.
- 3.2 The IWPRB is also conscious that lockdown had an effect upon the consultation process in a number of ways, and specifically:
- Oral evidence sessions were not held this year but were substituted with written questions to consultees based on their written submissions
 - Due to the additional pressures, some consultees have not referred to, or have explicitly stated that they have not addressed, the longer-term considerations in the Remit Letter

Wider economic and labour market conditions, including public sector financial context

The Welsh Government's views

- 3.3 The Minister for Education's letter dated May 2020 which accompanied the Welsh Government's submission, stated that "it is paramount that recommendations on public sector pay take into account the current economic and fiscal context of Wales, and above all, that any increases to teachers' pay are deliverable and do not place undue pressure on school and local authority budgets". The letter recognised the impact on the budgets of schools and local authorities caused by the COVID-19 pandemic and stated that, despite this, "I

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believe that teachers will rightly expect fair consideration of their pay, terms and conditions moving forward”.

- 3.4 The Welsh Government’s written submission provided an analysis of the wider economic outlook and labour market conditions. Given the current COVID-19 pandemic, it stated that the economic consequences were highly uncertain, and that the scale of the adverse effect probably rested more on the length of the economic disruption than on the depth of the decline in output and income.
- 3.5 The Welsh Government predicted a fall in output in the second quarter of 2020 of “a magnitude which is without precedent”. It voiced concerns about a probable increase in unemployment and economic inactivity. It referred to the Office for Budgetary Responsibility’s (OBR) Coronavirus reference scenario⁶⁰, and considered trajectories towards recovery.
- 3.6 Reference was made to the interpretation of monthly and quarterly data, which can be “volatile” and should therefore be interpreted in the context of the longer-term picture. In this context the Welsh Government referred to the narrowing of the historic unemployment gap between Wales and England.
- 3.7 The Welsh Government stated that recent public sector pay awards included a 2.3% pay bill increase for the Welsh Government in 2019-2020; local authorities’ national deal of 2% for higher grades and specific increases to bring lower points up to £9.00/hour in year 2, and a 6.5% increase for the National Health Service (NHS) over three years, completing in 2020-2021.
- 3.8 The Welsh Government described school funding arrangements in Wales, and the financial position of schools. It explained that school funding is provided in the main on a non-hypothecated basis through the Local Government Settlement. Local authorities set budgets for their schools, in accordance with the School Funding (Wales) Regulations 2010⁶¹. Whilst this is the single largest source of funding, it is not the only one provided by the Welsh Government, with others including grants for regional consortia improvement, and pupil deprivation.
- 3.9 The Welsh Government referred to the gross schools’ expenditure for 2019-2020, which is budgeted to be £2,657m, an increase of 3.5% over the previous year. Of this, it stated that £2,229m was budgeted to be delegated to schools, and that the amount of funding that local authorities delegated directly to schools ranged between 77% and 90% of overall gross schools’ budgeted expenditure.
- 3.10 The Welsh Government quoted from the latest statistical release⁶² that the overall level of reserves held by schools in Wales was £46m at 31 March 2019, a decrease of 8% compared with the previous year. Approximately 10% of schools had negative reserves totalling £29m, whilst the remaining 90% had positive reserves.

⁶⁰ OBR (2020), *Coronavirus reference scenario* <https://obr.uk/coronavirus-analysis/>

⁶¹ Gov.uk, *Schools Funding (Wales) Regulations 2010* <http://www.legislation.gov.uk/wsi/2010/824/made>

⁶² Welsh Government (October 2019), *Reserves held by schools: at 31 March 2019*

<https://gov.wales/reserves-held-schools-31-march-2019#:~:text=The%20overall%20level%20of%20reserves,accounted%20for%20%C2%A347%20million.>

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- 3.11 The Welsh Government stated that “over the medium term, teachers’ pay needs to be considered alongside the affordability of all local authority services, by authorities as part of their financial planning for the medium term, and in the context of the Welsh budget round”. It also referred to pay remit guidance for executive arm’s length bodies. Such guidance includes the principle of affordability, which is explored later on in their submission. It referred to the delay of the Comprehensive Spending Review; the consequent lack of forward indications of revenue funding for the Welsh Government beyond March 2021, and the further effect that local authorities cannot therefore be given any indication of future funding.

Consultees’ views

- 3.12 NASUWT Cymru focused its argument on the labour market and advocated the use of RPI as a measure of inflation rather than CPI. NEU Cymru similarly asserted that RPI inflation is “the appropriate measure for assessing the real-terms value of pay”. NAHT Cymru provided estimates of the detriment to pay, in the context of using CPI and RPI.
- 3.13 NEU Cymru acknowledged that it is difficult at this stage to assess the true impact that the pandemic will have on the economy and public sector borrowing. It also referred to the OBR’s reference scenario. Its view was that “whilst a downturn in the economy is inevitable, the OBR’s forecast suggests that we will return to a position of growth. It would not therefore be right to seek to suppress the teachers’ pay rise in Wales at this time”.
- 3.14 Voice Cymru referred to the data provided by the Welsh Government regarding school deficits and reserves. It quoted from the Children, Young People and Education Committee’s 2019 report ‘School Funding in Wales’⁶³ which concluded that the “overall quantum of funding is insufficient”. Voice Cymru asserted that many schools are “in a parlous financial position” with an “unacceptable number in deficit”. The WLGA and NEU Cymru also referred to this report and the emerging findings in their supplementary evidence, and the independent review that has been commissioned by the Welsh Government⁶⁴. The WLGA commented further that “the Welsh Government’s policy of ‘protecting’ education during the fourth Assembly term never afforded any real terms increases to school budgets”.
- 3.15 ASCL Cymru drew attention to the further disparity in funding across local authority areas, as a consequence of delegation rates. It referred to this as a “post-code lottery”.
- 3.16 The Joint Statement from ASCL Cymru, NAHT Cymru, NEU Cymru, UCAC and Voice Cymru (“the Joint Statement”) asserted that schools have suffered real-terms cuts since 2010. The statement identifies a rise of 4.4% in cash terms for

⁶³ National Assembly for Wales, 2019, *School Funding in Wales* <https://senedd.wales/laid%20documents/cr-ld12643/cr-ld12643-e.pdf>

⁶⁴ Welsh Government, updated March 2020, *School Funding Review* <https://gov.wales/school-funding-review>

gross budgeted expenditure on schools between 2010-2011 and 2018-2019, but a 7.9% decrease in real terms. The Joint Statement calls on the IWPRB to “refuse to be constrained” by a failure to restore funding cuts, and to “resist any attempts from Welsh Government to constrain their discussions”.

Consistent and reasonable pay arrangements which encourage teacher professionalism

Recruitment (ITE and vacancies)

The Welsh Government’s views

- 3.17 The Welsh Government asserted that the overall recruitment picture in Wales has not changed significantly over recent years. It stated that recruitment and retention rates in Wales show little evidence of concern and described the recruitment position as “relatively robust”.
- 3.18 The Welsh Government provided evidence to show that the number of entrants to ITE courses in Wales had not reached target for secondary and primary schools for a number of years. Primary ITE recruitment missed target by 11% in 2017-2018, whilst secondary intake was at 60% of the target level.
- 3.19 The Welsh Government is aware of anecdotal evidence of “pockets of difficulty in recruiting to certain secondary sections” and explained that levels of recruitment for priority subjects, which include Welsh-medium subject provision, are being targeted for improvement through various Welsh Government policy programmes. It reported that the number of (mainly primary) ITE entrants training to teach in Welsh has fallen by a third since 2013-2014 and 38% of fluent Welsh speaking ITE students are not training to teach in Welsh.
- 3.20 In its evidence, the Welsh Government stated that “around half as many students from Wales now start to train in England as in Wales to be secondary school teachers”, which is a significant increase from four years ago, when the proportion was less than one quarter. It was not however concerned that this would lead to a future shortage of teachers in Wales, as it stated that analysis has shown that “trainee teachers are likely to return to their home regions after training is completed”.
- 3.21 It acknowledged that the number of secondary school pupils was expected to rise steadily until 2024 and that this may lead in the next few years to an increased demand for secondary school teachers in some parts of Wales.
- 3.22 In its evidence, the Welsh Government explained the use of the Teacher Planning and Supply (TPSM) model to forecast future demand for NQTs across Wales. The Welsh Government explained that a year-on-year reduction in overall intake allocations “has had the recent result of reducing applications per post when placed in combination of continued under recruitment in the ITE sector”. It said that the model will help to “reduce reliance on re-entrants to the profession going forward”.

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- 3.23 The Welsh Government explained that it does not currently include separate Welsh-medium intake numbers in the TPSM, because of the relatively small numbers of places available overall. It explained that this is due to change, and that it has advised EWC that under their monitoring processes for accredited status in academic year 2020-2021 it will require that Partnerships⁶⁵ should work towards ensuring that 30% of recruitment to all ITE Programmes be student teachers learning to teach through the medium of Welsh.
- 3.24 The Welsh Government confirmed that the number of applications per post in both Welsh-medium and English-medium schools has steadily decreased, with a small increase in applications for Welsh-medium posts within the primary sector in 2018. It attributed this to the number of posts being advertised having dropped in the last few years.
- 3.25 The Welsh Government referred to the need for anyone wishing to progress to a headteacher post in Wales to have achieved the National Professional Qualification for Headship (NPQH) qualification. In 2019-2020 there were 173 candidates undertaking the qualification. In 2018-2019, the final number of candidates to complete the programme was 213. Of those, 167 (78%) met the professional leadership standards and 46 (22%) were assessed as having not yet met the standards. This was a decrease of 7% on the 2017-2018 pass rate of 85%.

Consultees' views

- 3.26 All teachers' unions expressed their concern at what they perceived as a downward trend in recruitment to the profession, and individual submissions described this as "fractured", and a "parlous situation". The Joint Statement referred to a "teacher recruitment and retention crisis, which has developed and deepened in recent years", a view echoed by NASUWT Cymru. Several unions expressed their strong disbelief at the statement in the Welsh Government's submission that "overall recruitment and retention rates throughout Wales give little evidence of concern". ASCL Cymru found it "somewhat alarming that the Welsh Government do not also recognise this".
- 3.27 Many teachers' unions referred to the missed Welsh Government targets for recruitment. UCAC and Voice Cymru referred to recent published statistics, which showed that the number of secondary school trainee teachers missed the target in 2017-2018 by 40% (the second year this has happened) and that the number of primary school trainees stayed slightly below target for a third year.
- 3.28 NASUWT Cymru referred to "serious concerns" with regard to falling teacher numbers leading to a problem with supply, and NAHT Cymru expressed concern that schools were increasingly using supply teachers to fill recruitment gaps.

⁶⁵ During academic year 2019-2020 there were four active ITE Partnerships for teacher education: CaBan – (Chester/Bangor North Wales Partnership), Cardiff Partnership, Yr Athrofa: Professional Learning Partnership and Aberystwyth ITE Partnership

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Voice Cymru referred to an “over-reliance on re-entrants” for filling vacancies in the secondary sector.

- 3.29 The fall in recruitment numbers of Welsh-medium teachers concerned many teachers’ unions. UCAC supported its views with figures to explain the decline in the number and percentage of teachers who can work through the medium of Welsh and expressed unease about the ability of English-medium schools who wished to expand their Welsh-medium provision. ASCL Cymru quoted the number of applications and the drop in the proportion of vacancies filled in Welsh-medium schools in recent years, particularly in secondary schools.
- 3.30 Voice Cymru and NEU Cymru referred to a 2017 EWC policy briefing, where EWC expressed particular concern relating to recruitment of new teachers, specific subjects at secondary schools (such as science), teachers in the Welsh medium and headteachers. The unions believed that this situation has not changed, and may have intensified since then. Voice Cymru referred to the Welsh Government’s view that many teachers who train in England will return to Wales as “complacent” and that this expectation, together with missed recruitment targets and the falling numbers in graduates who complete their ITE course, will still lead to a shortage in teacher numbers.
- 3.31 The WLGA acknowledged that some local authorities continue to report difficulties in recruitment, and referred to the TRRAB, which has been asked by the Minister for Education to look at key issues.
- 3.32 The acknowledged rise in secondary school pupil numbers was also discussed by many consultees, with teachers’ unions worried about how this rise in pupil numbers would be accommodated if the number of teachers continued to fall, possibly resulting in higher class sizes, increased workload and further supply problems. ASCL Cymru described this scenario as a “perfect storm” being created for teacher supply.
- 3.33 NAHT Cymru asserted that “the supply pipeline is fractured at all career stages”, and referred to the number of applications per post, which had “steadily decreased”. It referred to the decline in applications in Wales and requested that this be addressed rapidly, in order to “ensure that Wales is ahead of the curve and avoid a repeat of England’s mistakes”. It expressed concern at what it saw as an “erosion of leadership pay” and it no longer being in line with, or above, inflation as a significant factor in failing to recruit headteachers. It also pointed to increasing challenges for those in leadership roles, given the current pace of change in the education sector.

Retention

The Welsh Government's views

- 3.34 The Welsh Government provided evidence that over recent years there had been a reduction in the number of teachers and an increase in the number of pupils, with pupil teacher ratios rising accordingly.
- 3.35 Using data from PLASC (which excludes teachers who left at normal retirement age), it evidenced that the percentage of teachers leaving the profession each year has remained relatively consistent between 2011-2018. This data also showed that the largest group of leavers are those with 0-5 years' experience (19.4%). However, there was no clear trend in the data for most age ranges over the last ten years, with the exception of the decrease since 2008 in teachers with 31+ years' experience leaving the profession.
- 3.36 In order to support NQTs, the Welsh Government reported that as part of its national workforce development plan⁶⁶, new models of early career support and professional learning had been identified. Its intention is to increase the levels of support available to practitioners in the early career stages, such as a dedicated programme of coaching and mentoring and a set of standards for mentor support, along with a programme of common professional learning for mentors.

Consultees' views

- 3.37 As last year, teachers' unions expressed alarm at the number of teachers leaving the profession, especially within their first five years of teaching. NAHT Cymru described the recruitment and retention of teachers as "fractured", with too many teachers leaving within the first few years of service. UCAC were of a similar opinion, and described the numbers leaving the profession during the first five years of their career as "particularly problematic".
- 3.38 The Joint Statement contended that "...retention affect[s] the whole profession and a holistic response is needed to re-establish the attractiveness of teaching as a long-term career choice".
- 3.39 ASCL Cymru quoted from the five-year and ten-year tracking figures published by EWC in February 2020, in order to explain its view that "the situation in Wales is now even worse than in England".
- 3.40 A few consultees reported that the lack of career pathway for classroom teachers had led to more teachers leaving the profession before normal retirement age and claimed that a high proportion of teachers had left to "work elsewhere". NASUWT Cymru quoted from the results of its own survey, and referred to the "high numbers of teachers seeking to leave teaching altogether".

⁶⁶ Ibid (n50)

- 3.41 UCAC expressed concern that “a high percentage of experienced teachers aged over 50 choose to be supply teachers rather than continuing in permanent posts or even applying for leadership posts in schools”.
- 3.42 However, whilst recognising that pay is an important factor in the retention of the school workforce, as in the previous year, many teachers’ unions agreed that there are other very significant contributory factors, such as workload. Voice Cymru quoted from the Education Support Programme’s 2019 Teacher Wellbeing Index⁶⁷, which concluded that retention and the stress of increased workload are closely linked. UCAC perceived recruitment and retention issues to have their roots in “unreasonable work pressure” on teachers, whilst the NEU Cymru voiced its concern at the “unacceptable pressures” that teachers continue to face.
- 3.43 The WLGA acknowledged the impact of workload on retention, and commented that “pay is not often the sole reason but can be a factor when other issues are a cause for concern”.

Matters for implementation from September 2020

The pay award

The Welsh Government’s views

- 3.44 The Minister for Education’s letter accompanying the Welsh Government’s submission advised that “recommendations on public sector pay take into account the current economic and fiscal context of Wales, and above all, that any increases to teachers’ pay are deliverable and do not place undue pressure on school and local authority budgets”. In the context of this, and the unknown impact of COVID-19 on the economy and school budgets, the Minister for Education proposed that any recommendations should not exceed 3% of the total salary bill.
- 3.45 The Welsh Government’s submission extended this argument, and stated that in the medium-term, teachers’ pay needed to be considered alongside the “affordability of all local authority services”.
- 3.46 The Minister’s letter accompanying the Welsh Government’s submission, stated that given the overall position on recruitment and, particularly retention, it may be appropriate to adopt a more a flexible approach across differing salary ranges this year.
- 3.47 The Welsh Government provided a potential set of options for the 2020-2021 pay award. These set out a pay award “leading to an overall 3% increase in the total pay bill [which] is appropriate and affordable”. Four options were submitted, with the first three setting out uplifts in excess of 3% for starting and early career salaries, whilst awarding above inflation pay awards for more experienced

⁶⁷ Education Support *Teacher Wellbeing Index 2019*

<https://www.educationsupport.org.uk/resources/research-reports/teacher-wellbeing-index-2019>

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teachers and school leaders. The final option provided for a 3% increase on the minima and maxima of the ranges, and all advisory points in between.

Consultees' views

- 3.48 The Joint Statement called for “a significant, above inflation pay increase” which “must be applied to all pay scales and allowances and fully funded by the Welsh Government”.
- 3.49 In their individual submissions, Voice Cymru called for a 5% increase, and NEU Cymru asked for a 7% increase.
- 3.50 In its supplementary evidence, the WLGA expressed its wish to see a fully-funded increase in pay for all teachers that reflects a “cost of living” element and that is “broadly commensurate with that of other public sector employees”.
- 3.51 In response to the Welsh Government’s proposals, most consultees expressed concerns regarding the references to affordability in the Welsh Government’s submission and accompanying ministerial letter, with reference to the statement that “recommendations made should not in total exceed 3% of the current salary bill”.
- 3.52 NASUWT Cymru asked the IWPRB to “reject the Welsh Government’s request that the pay award remains within a 3% total salary bill cost envelope, and is weighted towards teachers starting their careers”, whilst NEU Cymru and UCAC called for “substantial” increases. ASCL Cymru regretted the lack of a “Welsh specific element to the proposals”.
- 3.53 NAHT Cymru asserted that the Welsh Government’s proposals undermined the process, and acted as an attempt to constrain the IWPRB. Describing the references to affordability as “an unwarranted intervention”, NAHT Cymru stated that it will be for the government to make a political decision in light of the IWPRB’s analysis, and that decisions about affordability sit in a wider policy context.
- 3.54 There was a unanimous view that targeting of increases at specific advisory points, such as early career teachers, was not desirable.

Comparative rates of pay

The Welsh Government’s views

- 3.55 The Welsh Government provided data which showed median annual salaries of teachers in primary and secondary schools, compared with regions in the UK. The data indicated that pay for primary school teachers in Wales ranked second, and secondary school teachers ranked fourth within in the UK.

- 3.56 Welsh Government data showed the mean gross salary of qualified classroom teachers for three pay ranges as at November 2018. The mean gross salary of all qualified teachers was £36,047, and for unqualified teachers was £22,142. The mean for qualified teachers includes those paid on the UPR, which currently accounts for 60.0% of all teachers.
- 3.57 Further information was provided for leaders and headteachers. The mean gross salary for all on the leadership range in November 2018 was £56,738. The mean gross salary for headteachers in nursery and primary schools was £59,258; for special schools was £72,898, and for middle and secondary schools was just under £85,000.
- 3.58 The Welsh Government compared the mean gross weekly pay of jobs considered to be graduate professions in Wales, and that are typically public sector. This dataset showed that senior professionals of educational establishments come first in 14 professions, whilst secondary education professionals ranked fourth, and primary education professionals ranked fifth.

Consultees' views

- 3.59 The Joint Statement contended that teachers and leaders “have seen the real value of their pay cut relentlessly since 2010, with cuts of some 15% against RPI inflation”.
- 3.60 NASUWT Cymru commissioned Incomes Data Research (IDR) to analyse the position of teachers’ pay in comparison with other professional occupations. The IDR report asserted that the ranking for teachers’ median gross earnings had dropped between 2007 and 2017 when compared to other graduate professions. The report stated that mean gross earnings for teachers in Wales compared unfavourably with those for other graduate occupations, but that when measured by median levels, the position was not so stark.
- 3.61 The IDR report stated that mean gross earnings for secondary teachers in Wales were lower than the corresponding amounts for England, but greater than those in Scotland. In contrast, the mean gross earnings for primary and nursery teachers were higher than in the other two countries.
- 3.62 NASUWT Cymru and Voice Cymru both referred to the High Fliers research “The Graduate Market in 2020”⁶⁸, in which the median starting salary of graduates is £30,000.
- 3.63 NASUWT Cymru also drew attention to the OECD analysis included in “Education at a Glance 2019”⁶⁹, which showed that lower secondary teachers in Wales were ranked 26th out of 42 jurisdictions in terms of their starting salaries.
- 3.64 Voice Cymru stated that salary increases in recent years were “insufficient to address real terms losses sustained by teachers over the last 10 years”. Voice Cymru referred to the 2018-2019 data from Luminate⁷⁰ which revealed a

⁶⁸ Ibid (n2)

⁶⁹ Ibid (n3)

⁷⁰ Prospects Luminate (2108), <https://luminate.prospects.ac.uk/what-do-graduates-do>

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graduate market in relatively good health. Wales-specific data showed that there had been a 3.8% increase in the number of graduates in professional level jobs since 2015-2016.

- 3.65 NAHT Cymru drew attention to the erosion of leadership pay, which it asserted sends a message to the profession that “leaders are not valued and the extra responsibility is not worth the hassle”. It also made reference to the high levels of responsibility held by headteachers, huge financial pressures and the erosion of professional independence. It stated that school leaders have become increasingly demoralised.
- 3.66 This is supported by ASCL Cymru, who highlighted the 28th STRB report, which stated that few teachers on their school visits aspire to become senior leaders. Many are put off by the responsibility and accountability that comes with such roles.

National pay scales

The Welsh Government’s views

- 3.67 The Welsh Government stated that “nationally recommended pay ranges could therefore help provide schools with a simplified pay system, with national standardised scales for pay to be applied for all teachers and school leaders in Wales”. It noted that since their removal in 2014, most (if not all) schools have adopted a “model policy” provided by their local regional Consortia, and that these policies, together with advice from the WLGA, provided indicative scale points for all teachers, up to the scale maximum. The Welsh Government asserted that feedback from key stakeholders suggested this approach was well supported.
- 3.68 The Welsh Government cautioned that the re-introduction of statutory scale points would require changes to the statutory framework of teachers’ pay in Wales, including changes to statutory teachers’ terms and conditions, particularly in relation to pay progression based on performance. There may also be a need to look at associated issues such as the flexibility of schools setting of pay policies and the interconnected flexibilities within existing statutory guidance. The Welsh Government stated that “any proposed changes must take into consideration all such associated matters to minimise the risk of unforeseen consequences causing difficulties elsewhere within the system”.

Consultees’ views

- 3.69 All consultees supported the reintroduction of national pay scales. Voice Cymru were committed to the reintroduction of a “more transparent and structured rewards system”, which it believed would make routes, prospects and timelines for pay progression clear to all those considering a career in teaching. ASCL

Cymru questioned why debate had been raised again within this year's remit, given the clear recommendation from the IWPRB's first report.

Current requirements relating to annual pay progression linked to performance

The Welsh Government's views

- 3.70 The Minister for Education's letter of May 2020 referred to the lack of any conclusive evidence on the positive impact of pay progression based on performance. It further asserted that anecdotal evidence suggested that this has increased bureaucracy and not impacted positively on performance.
- 3.71 The Minister for Education stated that a return to the traditional approach of annual pay progression on a new six-point main scale and two-yearly progression on the upper scale would appear appropriate, with an assumption in favour of progression unless an individual recorded unsatisfactory performance.
- 3.72 The Welsh Government agreed that the removal of the current system of PRP related to pay progression would enable the emphasis to be placed on performance management, and it "could become more focused on supporting development".

Consultees' views

- 3.73 The Joint Statement was unequivocal in its view of the use of PRP within schools and said that the "...imposition of Performance Related Pay has contributed to teacher pay problems".
- 3.74 All unions repeated their calls of last year for the removal of PRP. NASUWT Cymru believed that certainty was required on the expectation of receiving a pay award, and that teachers needed to be clear about the salaries to which they can aspire and the route to achieving them. It stated that PRP "is used in a way designed to withhold pay", and therefore the certainty required can only be provided by a return to incremental pay progression, national pay scales and pay portability for teachers in schools.
- 3.75 Voice Cymru and UCAC quoted from a 2015 survey⁷¹ by Professor David Marsden of the London School of Economics, which referred to the scepticism of teachers as to the benefits of PRP, and discussed the concerns of teachers around possible unfairness in the way in which PRP is operated.
- 3.76 UCAC did not see the use of PRP to be beneficial to the profession and NEU Cymru stated that the use of PRP, alongside funding cuts, led to restrictions on pay progression.

⁷¹ Centre for Economic Performance (2015) <http://eprints.lse.ac.uk/61030/1/dp1332.pdf>

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- 3.77 ASCL Cymru said that there is currently no evidence that PRP impacted positively on pupil outcomes and that it believed there was growing evidence that it may have a negative impact on the retention of school teachers.
- 3.78 Voice Cymru suggested that the review of performance, linked to the Professional Standards for Teachers⁷² and the use of EWCs Professional Learning Passport⁷³, would “assist conversations regarding performance”.
- 3.79 ASCL Cymru were concerned about the increases in workload of a school leader due to the bureaucracy of the PRP and progression, ie
- Moderation of evidence and decision making
 - Equalities analysis of pay progression decisions
 - Collation of evidence and recommendations for Pay Committee
 - Feedback and follow up for unsuccessful decision
 - Dealing with appeals
 - Operating formal appraisal process to adhere with pay progression requirements, requiring meetings at set times of year
 - Carrying out formal lesson observations.
- 3.80 NAHT Cymru stated that its initial support for PRPP had been conditional on the basis that “it remained distinct from the annual review of teachers’ pay conducted by the STRB, and that school budgets were sufficient to deliver meaningful performance-based pay awards”. It rescinded its support for PRPP on the basis that the flexibilities and associated benefits promised when it was introduced never came to fruition.
- 3.81 The WLGA had a different view and asserted that the foundations of a “robust and wholly appropriate performance related pay system” had been laid, “the continuation of which was supported by most governing bodies and school leaders”.

Flexibilities within school pay policies to determine teachers’ pay levels within set limits

The Welsh Government’s views

- 3.82 The Welsh Government stated that a national pay and conditions framework “should provide” a degree of flexibility to recognise and reward effective teaching and leadership, but that this should be within a national pay and conditions framework. The Welsh Government acknowledged that such a system would be

⁷² Welsh Government, Education for Wales, *Professional standards for teaching, leadership and assisting teaching* <https://hwb.gov.wales/professional-development/professional-standards>

⁷³ EWC, *Professional Learning Passport* <https://www.ewc.wales/site/index.php/en/professional-development/professional-learning-passport>

more cost effective to administer, was transparent, impartial and fairer for all staff wherever they teach.

Consultees' views

- 3.83 The majority of consultees who submitted written evidence were in favour of a removal of flexibilities within the current pay system.
- 3.84 NASUWT Cymru stated that “pay flexibilities introduced from 2013 onwards have been intensely harmful” and claimed that this has exacerbated the recruitment and retention crisis. Similarly, Voice Cymru stated that pay flexibility in schools had led to “widespread fears of favouritism and lack of transparency”, and cited anecdotal evidence that pay flexibilities were not being well used in schools. Further, Voice Cymru claimed that such flexibilities may be adding to the gender pay gap and discriminatory practices because of a lack of consistency in application.
- 3.85 UCAC referred to such flexibilities as causing a division with the profession and between schools and did not see that these flexibilities offered any opportunities “that would promote the attracting and retention of individuals”. The WLGA acknowledged the difficulties surrounding the introduction of pay flexibilities and asserted that it had “sought to ensure there has been a consistent approach adopted by schools”. It was keen to avoid “unwanted competition” between schools and wished to provide “clarity and simplicity for all parties”.
- 3.86 NAHT Cymru referred to the greater appetite in Wales to adhere to a more nation-wide approach, but argued that the inequity within the school funding process did not help delivery of a simplified pay system. Further, it believed that until school funding is addressed, “all subsequent conversations around flexibilities...within the pay process are hamstrung and virtually redundant”. Its own research had indicated significant consequences of changing the pay policy, and it asked the IWPRB to avoid recommendations that risk embedding, encouraging or exploiting pay flexibility or pay differentials.
- 3.87 ASCL Cymru stated that “the current flexibilities within pay policies allow employers to set pay levels within set limits and thereby address any specific recruitment or retention issues that they may face”. Consequently, it believed that clarity was required on the current system, rather than a movement away from it. It considered this important, as leaders and governing bodies needed more flexibility in order to recruit and retain teachers and headteachers.

National scale for TLRs

The Welsh Government's views

- 3.88 The Welsh Government's narrative on TLRs referred to current arrangements in schools. This showed the value of each of the three TLRs, the percentage of teachers awarded TLRs by type of school, and the mean values for each TLR.

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3.89 Analysis of the data showed that:

- The TLR2 category was most widely used across all types of school, with 29.6% of all teachers receiving this, with a mean award of £4,127
- The secondary school sector awarded the greatest number of TLRs to teachers

3.90 The Welsh Government also included data on the award of other allowances, including SEN allowances, recruitment and retention allowances, and “other” allowances. The analysis showed that 1.2% of leaders and 0.6% of teachers received recruitment and retention allowances, whilst 2.9% of leaders and 1.6% of teachers received “other” allowances.

3.91 The Welsh Government did not offer a view on the advantages and/or disadvantages of moving to a national scale for TLRs.

Consultees’ views

3.92 Consultees expressed differing views on this matter. NASUWT Cymru, Voice Cymru, NAHT Cymru and UCAC all supported a review of TLRs, whilst ASCL Cymru felt they did not need to change.

3.93 NASUWT Cymru “would not oppose, in principle, the introduction of a national scale for TLR payments”, but believed that such a scale should be developed in collaboration with the unions. It noted a number of issues associated with the current system, including:

- Barriers to part time staff accessing TLRs
- Lack of transparency in the way TLRs are awarded, the criteria applied to their allocation and the amount paid
- Inappropriate use for retention reasons
- Some schools using the “sustained and substantial” provision for access to the UPR to allocate responsibilities, which should be rewarded by means of a TLR
- The lack of remitted time to support TLRs in many schools

3.94 NASUWT Cymru asked for the publication of clear statutory guidance on TLR allowances, to ensure that teachers were fairly rewarded for the work they carry out. Reference was made to a previous package of support to assist integration of TLRs into staffing structures.

3.95 Voice Cymru said that TLRs were a useful feature as part of a pay and conditions package, but that their use is “currently inconsistently and unfairly applied”. It believed that further research and consultation was necessary on this matter, but did not consider, given current circumstances, that the next academic year would be the right time to carry out that research.

- 3.96 NAHT Cymru considered that the current system is “outdated”, and that whilst the current STPC(W)D sets out a framework, it noted that “the way in which this is being implemented is seriously undermining the profession and the ability to deliver for pupils”. NAHT Cymru supported a review. UCAC noted that the range of payment permitted “excessive variation” from school to school, and called for a return to scales within TLRs. It also stated that teachers who work part-time should receive the full TLR allowance, rather than a pro-rata payment.
- 3.97 ASCL Cymru stated that the current system of TLRs was working effectively, and did not need to change. It claimed that a fixed range is unworkable due to school budgets, that challenging and vulnerable schools would face severe recruitment issues, and that it would be a particular issue for bilingual schools. However, it also stated that if changes went ahead, teachers should not face any financial detriment as a result of any assimilation, and that any process should be fully funded.

Desirability of pay portability

The Welsh Government’s views

- 3.98 The Welsh Government did not offer data or a view on pay portability, although the Minister for Education in her Remit Letter asked the IWPRB to comment upon its desirability and possible implementation from September 2020.

Consultees’ views

- 3.99 All unions welcomed the Welsh Government’s desire for consideration of this matter, as they saw pay portability as a tool to “recognise that each teacher, wherever they teach, is of equal value in the eyes of the profession”. NAHT Cymru explained the benefits of pay portability, including facilitating schools in more challenging areas to attract the best teacher for their school. NASUWT Cymru detailed the discriminatory impact of the withdrawal of pay portability.
- 3.100 There was a unanimous view amongst the teaching unions that without the use of pay portability, teachers are deterred from moving schools and that this hampered their career progression. It called on the IWPRB to make strong recommendation for a reform of the pay structure in order to restore pay portability. ASCL Cymru suggested a Task and Finish Working Group to “implement national and consistent pay portability across Wales”.
- 3.101 Voice Cymru, UCAC and ASCL Cymru referred to informal adherence in Wales to pay portability through the Consortia pay policies, and requested that this be formalised, in order to ensure that schools do not have the option to depart from this agreement. Voice Cymru also stated that if this was not possible in this academic year, it should be considered for implementation in future years, as “clear definition” is required.
- 3.102 NAHT Cymru warned of potential funding issues in the operation of pay portability. It asked for an acknowledgement within the current funding

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formulae to enable schools to afford to put this system into place. It was concerned that if funding does not include portability, then there may be a negative impact on teacher recruitment where schools cannot afford certain teachers.

- 3.103 The WLGA recommended that governing bodies should continue to have the discretion to decide whether the principles of pay portability should be included in school pay policies.

Matters for longer-term consideration

- 3.104 The Minister for Education, in her Remit Letter, asked the IWPRB to consider whether the distribution of workload and responsibilities across the profession in Wales was adequately and fairly reflected within the existing pay and allowances structure, asking for a review of the elements detailed below.
- 3.105 Given the exceptional circumstances in which consultation was carried out, not all consultees responded to this section of the Remit Letter, therefore our discussion of these topics in the section below is more limited.
- 3.106 Where consultees have referred to these elements, evidence is given below.

Calculation and distribution of leadership pay

The Welsh Government's views

- 3.107 The Welsh Government provided evidence from the Local Authority teachers' pay collection 2018 on the LGPR, covering executive headteachers, deputy headteachers and assistant head teachers, and stated that 13.8% of all teachers are paid on the LGPR.
- 3.108 The information provided by the Welsh Government showed that "senior professionals from schools, colleges and higher education institutions are first of 14 professions for which salary data was available". However, mean primary school leadership salary is notably lower than in other phases.

Consultees' views

- 3.109 NAHT Cymru expressed concern that the current pay scales did not encourage teachers to take on leadership roles. It believed that a more competitive pay structure across the profession would encourage teachers to move from TLRs into Senior Leadership Team (SLT) roles and UCAC asked for leadership pay scales to be strengthened. In its supplementary evidence, Voice Cymru agreed with this opinion and said that "pay does act as a driver for more senior teachers and leaders" and emphasised its importance in retention.
- 3.110 Voice Cymru requested that the framework be responsive to changing management structures and the needs of individual schools, or groups of

schools. ASCL Cymru expanded upon this theme, and stated that employers should have autonomy to use the pay framework in order for them to take into consideration the complexities of the role and the context of individual schools.

Headteachers accountable for more than one school

The Welsh Government's views

3.111 The Welsh Government did not offer evidence on this subject.

Consultees' views

3.112 Voice Cymru commented on the use of a federated model of schools within Wales, and that the current pay structure does not recognise this. It called upon the Welsh Government to recognise this model within the pay and conditions structure.

3.113 ASCL Cymru regarded this as a marginal issue and were content with the current arrangements in the STPC(W)D.

Calculation, distribution and eligibility of all allowances

The Welsh Government's views

3.114 The evidence provided by the Welsh Government on the distribution of allowances was based on unpublished data which was collected at an aggregated level from local authorities as at November 2018.

3.115 Data was provided to the IWPRB on the percentage of teachers receiving non-TLR allowances (SEN, recruitment and retention, other) and the mean value of each allowance type, split by phase.

3.116 The Welsh Government explained that it was for individual schools to consider how changes to the national pay framework should apply to individual salaries and allowances in payment.

Consultees' views

3.117 Voice Cymru and ASCL Cymru were of the opinion that the current use of allowances was fit for purpose and covered in the STPC(W)D.

Pay ranges and movement between ranges

The Welsh Government's views

3.118 The Welsh Government stated that it was their understanding that “most (if not all) schools have adopted a ‘model policy’ provided by their local regional consortia”, and that these policies provided indicative scale points and increments for all teachers, up to the scale maximum.

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Consultees' views

3.119 UCAC expressed its concern that for financial reasons or uncertainty about the process, “increasingly schools are slowing down the process of moving teachers” from MPR to UPR. Many unions requested clarity on how teachers can move through the pay ranges and the inconsistencies in how teachers progressed from the MPR to the UPR. Voice Cymru stated that there was a need for a debate on whether there should be one or two teachers’ pay scales, and felt that there was need for further evaluation of the impact.

3.120 To achieve this clarity, unions requested that the IWPRB consider a recommendation for the reintroduction of national pay scales and arrangements.

Leading practitioner pay range

The Welsh Government's views

3.121 The Welsh Government provided evidence⁷⁴ that 0.1% of all teachers and leaders were paid on the leading practitioner pay ranges. The mean gross salary of leading practitioners was £51,416 in middle schools, and £50,717 in secondary schools.

Consultees' views

3.122 Voice Cymru requested that this “unnecessary complication” to the pay range, which is not widely used in Wales, be removed from the pay structure.

3.123 ASCL Cymru argued for the potential benefits of this range remaining in the STPC(W)D, in order to allow flexibility to schools when addressing recruitment and retention issues. It explained that in its view the range “offers good additionality to schools and could also be used to reward teachers for completing additional qualifications”.

Potential longer-term amendments to the current structure

The Welsh Government's views

3.124 The Welsh Government indicated that the re-introduction of statutory scale points would require changes to the statutory framework of teachers’ pay in Wales.

3.125 These amendments would include changes to teachers’ statutory terms and conditions, particularly in relation to pay progression based on performance, and other associated issues. The Welsh Government advised the IWPRB that any proposed changes “must take into consideration all such associated matters to

⁷⁴ Ibid (n21)

minimise the risk of unforeseen connections” that could cause difficulties elsewhere within the system.

Consultees’ views

- 3.126 Consultees provided little comment regarding longer-term amendments to the structure. Those that did expressed broad support for the current structure. Voice Cymru supported consolidation of the pay ranges “in order to simplify the pay structure and make it more equitable”, and that this would “reward a substantial proportion of teachers who are at the top of the UPR but who do not wish to progress to a leadership position” and reward and keep them in the classroom.

Chapter 4 – Conclusions and recommendations

- 4.1 This chapter sets out the IWPRB's conclusions. It provides our views on the main factors we have considered and sets out recommendations to the Minister for Education which seek to reflect the ambitions articulated in the Welsh Government's national mission for education. The chapter is divided into three sections:
- the matters to which the Minister for Education asked the IWPRB to give particular regard
 - matters identified in the Remit Letter for implementation in September 2020
 - matters identified for the medium and longer-term consideration
- 4.2 In reaching our conclusions, we have considered carefully data and information provided in chapter 2 and the consultees' written submissions, supplementary evidence and responses to questions provided in chapter 3.
- 4.3 As the COVID-19 pandemic continues, we re-iterate our appreciation for the work of teachers and leaders in teaching and supporting children during this unprecedented time.

Matters to which the IWPRB was asked to give particular consideration

- 4.4 This section considers matters to which the Minister for Education asked the IWPRB to give particular regard.

Wider economic and labour market conditions, including public sector financial context

- 4.5 The COVID-19 pandemic has had a significant impact on the economic and public sector financial outlook. The pre-COVID-19 situation indicated a continuing tight labour market, CPI and CPIH inflation at 1.5% (RPI 2.6%), and mean earnings increasing annually at around 3%. The post-COVID-19 projections are for: significantly increased unemployment; far lower rates of inflation; and short-term reductions in mean earnings, followed by an increase in 2021.
- 4.6 At the time of writing, it is difficult to evaluate the effect of COVID-19 on the labour market context for recruitment and retention in the sector. It is possible that the effects of the post-COVID-19 economic recession will be to increase the numbers of students entering ITE and completing courses, and to marginally improve retention rates, in view of the reduction in employment alternatives.
- 4.7 The latest inflation rates (May 2020) are CPI 0.5%, CPIH 0.7% and RPI 1.0%, with Bank of England scenarios estimating CPI inflation of 0.5-0.6% in 2020 and 2021.
- 4.8 The public sector net borrowing requirement is set to increase substantially during 2020-2021. On 27 May 2020 the Welsh Government made an additional

allocation to its 2020-2021 budget of £2.4 billion⁷⁵, and further Supplementary Budgets are anticipated.

Recruitment (ITE)

- 4.9 Total pupil numbers are projected to increase over the next 10-15 years, particularly in the secondary sector, thereby increasing the demand for teachers. All routes into teaching continue to be important, and it remains to be seen how teaching arrangements following the experience of COVID-19 may affect the demand for teachers and how reduced employment in other sectors may influence the number of ITE applicants.
- 4.10 As last year, we continue to share the concerns expressed by consultees regarding the significant and increasing gap between targets for recruitment into ITE and student numbers recruited. The total number of recruits into ITE provision has fallen short of the overall target for the last five years, with the percentage shortfall increasing each year. For the secondary sector, the target was missed by 56% in 2019-2020, representing an in-year shortfall of over 550 students.
- 4.11 Our analysis reveals continuing concerns about the widening gap in specific subjects. In 2019-2020, postgraduate PGCE recruitment was below target for all secondary subjects, with decreased achievement relative to targets in STEM subjects, and IT. For Welsh, recruitment remains below 30% of target in the context of the target, having increased from 48 to 75.
- 4.12 Shortfalls in Welsh-medium provision persist, with only one in six of new ITE students following courses enabling them to teach through the medium of Welsh, a proportion that needs to be doubled to meet the Welsh Government's requirement that all ITE Partnerships work towards a target of 30%. Given the size of the available pool of ITE applicants with Welsh language skills, this target will be challenging.
- 4.13 Whilst we note that there is a small increase in secondary ITE applications in 2020, which is encouraging, this is insufficient to indicate sustained improvement.
- 4.14 The proportion of ITE applications from persons domiciled in Wales to training providers outside Wales is around 50%, and the proportion of students from Wales pursuing their teacher training in England remains high.
- 4.15 Whilst we have been advised that there are developments in the functionality of the TPSM as noted in Investing in excellence: Our national workforce development plan⁷⁶, there has not been an opportunity within this remit to explore whether genuine improvements in modelling have been achieved. Our view is that such improvements need to be based on robust underpinning assumptions, undertaking multi-year modelling for categories where single-year flows and changes in demand are too small to permit annual modelling.

⁷⁵ Ibid (n13)

⁷⁶ Ibid (n50)

Recruitment (vacancies)

- 4.16 We concur with the view put forward by many consultees that the trends in teacher vacancies and applications for each post advertised continue to give cause for concern, particularly given the demographic trends which are resulting in an increase in pupil numbers.
- 4.17 Even though there has been a recent drop in the number of vacancies advertised, the declining ratio of applications per post which is evident since 2011, has persisted. In 2018 there were 11.1 applications per post, down from 17.8 in 2010.
- 4.18 Our analysis reveals there is a significant variation in vacancy numbers and application rates by geographic location and by language medium. Data from the TRRAB and PLASC clearly shows that there are fewer applications per post in rural areas and Welsh-medium schools than in schools in urban areas.
- 4.19 Evidence indicates shortages of appropriately qualified teachers in core subjects at secondary level, with teaching outside the subject areas in which the teacher originally trained being prevalent. Estyn has confirmed that subject knowledge is a key component where teaching and learning experiences are deemed to be good or better, and that non-specialist teachers need to be supported effectively. This issue was also raised by school teachers during our school visits, specifically in the context of NQTs being asked to teach outside their own fields.
- 4.20 We note that the number of leadership posts advertised fluctuates year on year, and the total number is relatively low, with a recent drop in the number of vacancies. Application ratios for leadership posts have followed this fluctuation.
- 4.21 Some consultees report ongoing morale issues amongst headteachers, due to a variety of factors which include pay differentials and workload. During school visits, some school teachers indicated that a headship is not perceived to be an attractive career move, for similar reasons.

Retention

- 4.22 The most recent data shows a slightly improving trend in retention across education sectors, with 2.4% of teachers leaving the profession in 2018 (excluding those at normal retirement age). This is in line with a declining trend in the number of leavers over the eight-year period between 2010 and 2018. This is similar to the trend in England, which saw teacher retention rates improve slightly in 2018-2019⁷⁷.
- 4.23 As in previous years, the largest proportion of leavers do so within their first five years in the profession, closely followed by teachers with 16 to 20 years of experience.

⁷⁷ National Foundation for Educational Research (June 2020), *Teacher Labour Market in England Annual Report 2020* <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2020>

- 4.24 We note that there is little significant difference between the overall retention pattern in the primary and secondary sectors in Wales. Compared with the mean retention rate of 83% across the wider UK public sector workforce, primary school teachers have an above average retention rate of 87% whereas secondary teachers are just slightly below at 82%.
- 4.25 Our analysis reveals that in the secondary sector, the proportion of teachers leaving is greatest in the subjects of English, history, music, physics and Welsh second language. However, the retention rates for IT, mathematics, MFL and Welsh first language improved slightly in 2018.
- 4.26 We concur with consultees and with feedback from our school visits that the level of teachers' pay is a contributory factor affecting retention, but that issues around high workload, lack of effective support, unclear career pathways, work-life balance and insufficient flexible working practices are of much greater significance. The Welsh Government has reported that it will be using the national workforce development plan to address these issues, alongside its partners.

Matters for implementation from September 2020

- 4.27 The following section contains our conclusions on matters for implementation from September 2020.

Pay range levels from September 2020

- 4.28 Our evidence shows that starting salaries for teachers in Wales are 2.6% lower than the median starting salary reported in High Fliers⁷⁸ for Wales and 20% lower than in England; the latter is influenced by salaries in the London area.
- 4.29 In Scotland, the starting salary at April 2020 for teachers is £27,498, 10% higher than in Wales. We note that in England the starting salary at September 2019 is £24,373. However, the Secretary of State for Education proposes to raise this to £30,000 by 2022-2023.
- 4.30 Further analysis compares starting salaries of teachers in Wales with other OECD countries. This reveals that starting salaries of teachers in Wales are consistently below the mean across the four phases of teachers categorised by the OECD⁷⁹ by between 7% and 19%. The percentage differentials are most acute in the secondary sector, with salaries between 15% and 19% lower than the OECD mean.
- 4.31 We have also analysed salaries for teachers at different points in their career, and across all career stages. In Wales, the median gross salary of a secondary and primary school teacher are ranked at 12th and 14th respectively, above the median salary for the 31 professions where the ASHE data was available.

⁷⁸ Ibid (n2)

⁷⁹ Ibid (n3)

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- 4.32 We have carried out the same analysis for mean salaries. The mean salary of secondary school teachers in Wales is £35,056 and £32,468 for primary school teachers, 3% and 11% lower than that of the mean for all professions respectively (£36,144) in Wales.
- 4.33 The OECD study⁸⁰ examines salaries after 15 years of service. This shows that for three out of the four phases categorised, teachers' salaries are above the OECD mean by between 2.7% and 16%, with the upper secondary phase being 1.7% lower than the mean.
- 4.34 We have used the same study to analyse salaries for headteachers. In all four phases, the starting salaries and maximum salaries for headteachers are above the OECD mean. To illustrate this further, the maximum salaries are 62% and 58% above the OECD mean for lower and upper secondary phases respectively.
- 4.35 In our report last year, we drew attention to the anomalies which had arisen in the way in which the MPR had been implemented in Wales in 2015 and 2017 (paragraphs 4.36 and 4.37 of last year's report). Recommendation 1 below will remove these anomalies.
- 4.36 Pay and conditions are factors in the recruitment and retention of teachers and leaders, and in making teaching an attractive profession to work in. Whilst we recognise that they are not the only considerations, consultees have informed us that they are important, and this was underlined in our school visits.
- 4.37 As we have previously discussed, inflation is low, and forecasts suggest this will be sustained for 2020 and 2021. The impact of COVID-19 on the economy and labour market cannot be accurately predicted at the time of writing this report, but significant increases in unemployment are forecast in the short-term. We have considered this difficult and complex context, and note that the economic position has deteriorated since the issue of the Minister for Education's Remit Letter.
- 4.38 We note the Minister for Education's expectation that "the pay, terms and conditions of teachers are designed to best suit the profession here in Wales". Recognising the ambitions for education in Wales, and the recent developments surrounding professional standards and workforce development, we have concluded that the pay award for new entrants to the profession, and those in the first five years of their career, need to compare favourably with other graduate professions; providing an encouraging framework, offering clear and timely progression. At the same time, we recognise the need to reward experienced teachers and maintain their position in the labour market.
- 4.39 Recommendation 1 below should be read in conjunction with Recommendation 2, in which we recommend replacing advisory points with agreed national statutory points. The estimated cost increase of the pay award in Recommendation 1 is £40,200,000.

⁸⁰ Ibid (n3)

RECOMMENDATION 1

We recommend the removal of M1 from the MPR, such that the new MPR consists of statutory minimum and maximum, with three advisory points in between.

We recommend that the statutory minimum of the MPR be set at £27,018.

We recommend that the statutory maximum of the MPR be set at £37,320, an increase of 3.75% on 2019-2020.

We recommend that the three advisory pay points in between are also increased by 3.75% as detailed in the revised pay scale at Appendix D.

We recommend that the statutory minimum and maximum of the UPR, and all advisory pay points in between, are increased by 2.75%.

We recommend that the statutory minimum and maximum of all other pay ranges and all advisory points in between, are increased by 2.5%.

We recommend that all allowances are increased by 2.5%.

Potential reintroduction of national pay scales

- 4.40 We have concluded that the flexibilities introduced in 2013 fit the more market driven educational context in England, where educational reforms have promoted the setting up of various types of schools in addition to local authority maintained schools. In Wales there is not such an imperative, and it appears that schools have chosen to retain pay points, issued in guidance provided annually by the WLGA.
- 4.41 We concur with all consultees and the Welsh Government, and support the introduction of national pay scales. The basis for support includes:
- The provision of a clear and transparent structure for teachers and leaders in Wales
 - The simplification of the pay system
 - A more cost-effective solution in the Welsh context

RECOMMENDATION 2

We recommend that national statutory pay scales are reintroduced from September 2020 and are articulated in the STPC(W)D. The statutory pay points within each pay range would replace the advisory pay points, with the exception of the MPR, which through Recommendation 1 would reduce to five pay points.

We recommend that at the point of implementation, any teacher whose salary following the pay award does not exactly correspond to a point on the new statutory scale, should be assimilated at the next highest statutory scale point.

We recommend, should it not be possible to make the necessary statutory arrangements by September 2020, that national pay scales should be voluntarily adopted by local authorities and schools at the revised levels, prior to statutory implementation (see Appendix D).

Current requirements relating to annual pay progression linked to performance

Salary increases within pay ranges

- 4.42 We have found little conclusive evidence to show that linking pay progression to performance has been effective in improving standards. The majority of consultees took that view and emphasised that PRPP is time consuming, difficult to implement consistently and unproductive.
- 4.43 Some consultees provided evidence which demonstrated the variation in consistency in the application of awards and raised concerns regarding transparency. Most consultees agreed that pay progression should be incremental, and part of the strategy to introduce national scales.
- 4.44 The Welsh Government supports this position and has said that the reintroduction of annual progression based on experience and the removal of a link to performance “appears to be relatively straightforward and could likely be introduced immediately”.
- 4.45 We agree with this position and support the removal of the link between performance and pay. We believe that only in cases where a formal capability process has been involved should incremental annual progression be paused, until such time as the process has been concluded.

Movement between pay ranges

- 4.46 Movement between the MPR and UPR is dependent upon performance. We have concluded that this should continue, as it recognises an achievement point in a teacher’s career. Some consultees referred to inconsistencies in the application of criteria to move to the UPR, and also the promotion of the ability to

move to the UPR. We believe that this should be addressed in pay policies and consistently and transparently applied in all schools.

Appraisals

- 4.47 We note the direction of travel towards supporting the professional development of teachers throughout their career, as articulated in the national workforce development plan⁸¹. We support this, and agree with consultees that appraisal should focus on discussions about the development, enhancement and improvement of individual teacher's performance, and be based on the skills identified in the Professional Standards for Teaching and Leadership⁸².

RECOMMENDATION 3

We recommend that performance is no longer used as a criterion for assessing salaries within pay ranges, and that teachers move up one point of their newly introduced national pay ranges excepting where teachers are subject to formal capability procedures. This should be implemented for September 2020.

We recommend that progression from the MPR to the UPR should continue to be based on performance. We also recommend that inconsistencies in application of the criteria should be examined and eliminated in order to achieve consistent application in all schools by September 2021.

Flexibilities within school pay policies to determine teachers' pay levels within set limits

- 4.48 The original intention of pay flexibilities was to reward outstanding teachers, and allow them to progress between the minimum and maximum of their pay range more quickly than would normally be expected. Such flexibilities are not widely used in Wales and, where they are used, there is a lack of clarity or transparency about why they are used.
- 4.49 The overwhelming view of the consultees is to remove these flexibilities. However, we note that in England, incentives are being provided for teachers during years two to four of their appointment in certain subject areas. We believe that some flexibility should be retained this year, and that the matter should be kept under review. This issue is particularly important in geographical areas near the English border, and was a point underlined in our visits to schools.

⁸¹ Ibid (50)

⁸² Welsh Government, *Professional Standards for Teaching and Leadership*
<https://hwb.gov.wales/professional-development/professional-standards/#professional-standards-for-all-school-practitioners>

RECOMMENDATION 4

We recommend that the current flexibilities are retained for teachers and leaders for the academic year 2020-2021 and that the IWPRB gathers further evidence to inform potential recommendations for future years.

National scale for teaching and learning responsibilities

- 4.50 TLRs are awarded to teachers for a wide range of additional responsibilities. These are related to the needs of the school and vary considerably from one school to another.
- 4.51 We note the differing views of consultees on this matter, with many advocating a review of TLRs, and some proposing further research and consultation prior to making any changes.
- 4.52 We concur with these views; TLRs are an integral part of the current pay and conditions arrangements. The award of TLRs is based on specific responsibilities allocated by a governing body. However, concerns expressed by some consultees about inconsistency, unfairness and lack of transparency in how TLRs are implemented were echoed during our visits to schools. We therefore believe that a review of TLRs should be undertaken as part of future IWPRB remits.

RECOMMENDATION 5

We recommend that TLRs are retained in their current form for 2020-2021 and that the IWPRB carries out further work to assess how TLRs are being used across schools and whether the current arrangements are the most appropriate.

Pay portability

- 4.53 We note consultees' reports that pay portability provisions, although removed from the STPCD in 2013, are implemented by nearly all schools in Wales. Teachers' and school leaders' unions are keen to see these restored as a uniformly defined and statutory requirement.
- 4.54 We agree that pay portability brings a range of benefits in relation to equality, sustaining career pathways when moving from one school to another, and offers encouragement to return to teaching.

- 4.55 We believe that standardised pay portability arrangements should be reintroduced as a requirement in Wales, and should be subject to further deliberations among the relevant bodies. We believe there are relevant aspects of scope which should be considered in the light of practices in other jurisdictions.

RECOMMENDATION 6

We recommend that pay portability provisions should be reintroduced as a statutory requirement in Wales from September 2021 and that relevant bodies carry out further work in order to determine their scope and nature for inclusion in the STPC(W)D.

Matters for longer-term consideration

- 4.56 This section focuses on the requirement to provide an outline agenda for discussion, drawing on the evidence we found in respect of the existing structure for teachers' pay and conditions, and whether it is fair and appropriate for all school leaders and teachers.
- 4.57 We are conscious that not all consultees commented on longer-term matters, mainly due to the impact that COVID-19 had on their capacity to respond in the time available. The IWPRB was also unable to pursue these matters to the extent that we would have wished due to the time constraints.
- 4.58 Our comments and recommendations are therefore based on matters which have been raised with us and we believe need addressing as priorities.

The adequacy and fairness of distribution of workload and responsibilities within the existing pay and allowances structure

Workload

- 4.59 We were concerned to hear from consultees about the effects that the volume of workload is having on the recruitment and retention of teachers and leaders. This was a recurrent theme raised during our school visits and was often coupled with concerns about the lack of flexibility provided by some schools regarding caring and other domestic responsibilities.

Calculation and distribution of leadership pay

- 4.60 We received little quantitative evidence on leadership pay. We note that some leadership roles, other than those associated with headship, are rewarded with TLRs. We believe that the IWPRB should undertake further work to explore consultees' concerns regarding the current leadership pay arrangements. This work should include understanding the distribution of leadership pay to enable benchmarking comparisons.

Headteachers accountable for more than one school

- 4.61 Pay arrangements for headteachers who are accountable for more than one school are determined by the relevant governing bodies, and they vary considerably between schools. We conclude that whilst such arrangements allow for maximum flexibility, they do not allow for transparency across the sector. Currently, guidance contained in the STPC(W)D is descriptive and does not allow for consistent assessment of job roles.

Calculation, distribution and eligibility of all allowances

- 4.62 Whilst statistical information exists, there is insufficient evidence to draw any conclusions, and concerns have not been raised with us. Nevertheless, we believe that this needs further research and evaluation in due course.

Pay ranges and movement between ranges

- 4.63 We note the differentials in pay ranges described in chapter 2. However, we were unable to explore this further during this remit period, or to draw out conclusions from consultees. Again, we believe that this needs further research and evaluation.

Leading practitioner pay range

- 4.64 We note the small volume of leading practitioners currently employed in Wales. The use of the leading practitioner role merits further discussion, bearing in mind the aims of the Welsh Government's national workforce development plan.

Unqualified teachers

- 4.65 Although the pay range of unqualified teachers is referenced in the Minister for Education's Remit Letter, we did not receive evidence on this matter. We believe that we should undertake further work on the pay and conditions of unqualified teachers, in the context of their role and development opportunities.

RECOMMENDATION 7

For longer-term consideration, we recommend the following areas as an outline agenda for discussion with the IWPRB and key stakeholders:

- pay ranges and movement between pay ranges, in order to reward and incentivise teachers at all stages of their careers and aspirations
- the leadership pay range, including the position of headteachers accountable for more than one school
- the role and pay range of leading practitioners
- the pay ranges for unqualified teachers
- the relationship between responsibilities, workload and pay and conditions

Further to our conclusions and recommendations on our remit for 2020, the IWPRB wishes to submit the following observations on five matters which relate to teachers' and leaders' pay and conditions.

Timing of the annual pay round

- 5.1 Clearly, this has been an extraordinary year in terms of the impact of COVID-19 on the education sector, and the country as a whole. Whilst recognising this situation, we remain concerned at the earlier delay in receiving the Remit Letter this year. This resulted in the time available for consultation and research being shortened. Delays in making decisions on teachers' pay and conditions, both at government and local authority level, only add to the difficulties that face teachers and leaders, and their representative bodies. **We ask the Welsh Government to review its process for the 2021 remit, to allow the IWPRB and its consultees to have a complete annual cycle to engage fully on the matters for consideration.**

Equalities

- 5.2 The Minister for Education's Remit Letter asks us to have regard to the legal obligations of relevant bodies, particularly equalities legislation. We noted in last year's report that there were concerns amongst consultees regarding how consistently and effectively governing bodies, schools, and local authorities were discharging their legal obligations to monitor and report equalities in matters of pay decisions. These concerns were repeated this year, and our school visits suggested that such monitoring requirements were being given a low priority. Evidence was also provided about the lower proportion of women in leadership positions compared to the general teaching workforce. **We ask that the Welsh Government reminds local authorities and school governing bodies of their legal requirement to monitor and report on the equalities aspects of pay decisions.**

Workload

- 5.3 The teachers' and leaders' unions referred to workload issues and the effects that these are having on recruitment and retention; this was also a recurrent theme raised during our school visits. **The IWPRB asks that all parties support the implementation of the Welsh Government's national workforce development plan⁸³ to address workload issues.**

⁸³ Ibid (n50)

Consultation with employers

- 5.4 We believe that the pay review process would be further enhanced if we had greater engagement with employers, and in particular the governing bodies of schools. **For future remits, the IWPRB wishes to discuss with the Welsh Government and the WLGA how to gather the views of school governing bodies.**

Pay policies

- 5.5 Pay policies for schools are written by the four regional consortia for school improvement. Pay policies are then subject to local negotiation by local authorities through their joint negotiating committees. We are concerned that having four different policies for teachers and leaders could lead to greater inconsistency in matters relating to employment. **The IWPRB asks the Welsh Government to consider a national model pay policy for adoption by all schools in Wales.**

Kirsty Williams AC/AM
Y Gweinidog Addysg
Minister for Education



Llywodraeth Cymru
Welsh Government

Ein Cyf/Our ref: MA-P/KW/5823/19

Mrs Sharron Lusher
Chair
Independent Welsh Pay Review Body
C/o:
Secretariat
Independent Welsh Pay Review Body
Secretariat@ewc.wales

26th February 2020

SCHOOL TEACHERS' PAY AND CONDITIONS

YEAR 2 REMIT: MATTERS FOR REPORT

Dear Sharron,

This is the first year in which schools across Wales are implementing new pay policies influenced by the recommendations of a pay review body in Wales and for Wales. Thank you once again for your work and that of the Independent Welsh Pay Review Body (IWPRB) over the last year.

I am now writing to set out the issues on which I'm asking for recommendations for the 2020/21 pay award.

This Welsh Government is investing in the excellence of our teachers. We are delivering the single biggest investment in the profession since devolution, we have ensured the biggest immediate uplift in starting salaries anywhere in the UK and teachers across Wales are benefitting from the most comprehensive professional learning programme available at any-time, or anywhere, in the history of education in the UK.

We have prioritised this investment in teachers, despite the ongoing and cumulative effect of the UK Government's restrictions and reductions to Wales's budget.

Additionally, I have been very clear that teachers and leaders in our schools in Wales should suffer no detriment in their pay and conditions as a consequence of the devolution of pay and conditions.

Canolfan Cyswilt Cyntaf / First Point of Contact Centre:
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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

Appendix A – Remit Letter from the Minister for Education

In raising standards for all, reducing the attainment gap and ensuring an education system that enjoys public confidence and is a source of national pride, it is important that teachers' pay and conditions are based on the values of equity and excellence. We can be proud of our inclusive, high-quality, public service education sector.

In that context, the IWPRB is tasked with recommending reforms that should be made to teachers' pay, terms and conditions to help raise the status of the profession and best support the recruitment and retention of high quality teachers and leaders in all schools.

In considering these matters it is important to be conscious of the need to recognise the different challenges associated with different posts, and to ensure that all teachers and leaders in our schools feel incentivised to take on these differing and challenging roles, in line with fair work principles.

I note the comment in your first report, which refers to the need for "a fundamental review of teachers' and leaders' pay and conditions in Wales". For the first year of considerations, the remit letter directed the IWPRB to make recommendations relating to pay, and not conditions, due to the need for a period of stability in the initial transitional phase following the devolution of these powers. Notwithstanding similar considerations for Year 2, should you believe these necessary, this remit also requires consideration of medium / longer term planning.

The IWPRB's considerations should seek evidence not only on the immediate concerns to be implemented from September 2020, but should reflect also on the appropriateness of the current overall structure of pay and conditions for the profession.

Such longer term considerations need to be studied in quite close detail in association with all key stakeholders, particularly with those representing the profession. Any medium / longer term recommendations in your report will be discussed and, if appropriate, developed in partnership with relevant stakeholders.

Considerations to which the Independent Welsh Pay Review Body is to have particular regard

These considerations are:

- the need to ensure consistent and reasonable pay arrangements which encourage teacher professionalism together with supporting recruitment and retention of sufficient quality and quantity of teachers and leaders;
- recruitment and retention data;
- wider economic and labour market conditions, including the public sector financial context;
- identification of cost of any proposed changes to pay and conditions;
- a need for coherence across the teachers' pay system in Wales, providing simplification and standardisation that can be applied to all teachers and school leaders in Wales.

The IWPRB must also have regard to relevant legal obligations of relevant bodies, particularly equalities legislation relating to: age, disability, sex, marital status, sexual orientation, gender reassignment, race, religion or belief, or pregnancy and maternity.

Matters for Recommendation

I refer to the IWPRB the following matters for recommendation in light of the considerations above:

a) For implementation from September 2020

What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high quality practitioners? These should include specific reference to:

- Pay range levels from 2020;
- Potential reintroduction of national pay scales;
- Consideration of current requirements relating to annual pay progression linked to performance;
- Consideration of flexibilities within school pay policies to determine teachers' pay levels within set limits;
- Desirability of "pay portability" allowing teachers to retain pay levels when changing roles and/or moving schools; and
- Consideration of a national scale for TLRs.

b) For longer term consideration

Whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales; and, if not, then provide an outline agenda for discussion by key stakeholders of:

- Whether the distribution of workload and responsibilities across the profession in Wales is adequately and fairly reflected within the existing pay and allowances structure. This should include a review of matters relating to:
 - Calculation and distribution of Leadership Pay
 - Headteachers accountable for more than one school
 - Calculation, distribution and eligibility of all allowances
 - Teacher and unqualified teacher pay ranges and movement between ranges
 - Leading Practitioner Pay Range.
- Short and/or medium term amendments to remedy particular items of concern identified following consideration of stakeholders evidence.
- Potential longer term outline amendments to the current structure.

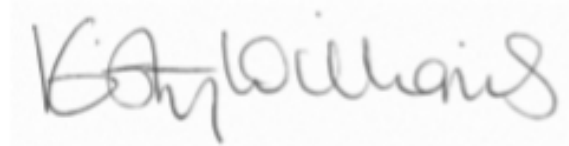
Appendix A – Remit Letter from the Minister for Education

Timescale for report

In order to allow adequate time for consideration of and consultation on your recommendations, I require you to report to me by mid-June 2020.

I look forward to receiving your recommendations.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Kirsty Williams', is written over a light grey rectangular background.

Kirsty Williams AC/AM
Y Gweinidog Addysg
Minister for Education

Appendix B – Presentations received by the IWPRB

The IWPRB received a number of presentations to aid in their understanding of current issues and to help them in writing their second report:

The role of the Teacher Recruitment and Retention Advisory Board

Professor John Gardner, Chair, TRAAB

“Teaching: A Valued Profession”: a discussion of the report

Professor Mick Waters & Professor Melanie Jones

ITE in Wales

Mark Isherwood, Manager, ITE Accreditation, EWC & Dr Hazel Hagger, Chair ITE Accreditation Board

EWC datasets

Deborah Roberts, Manager, Data Collection & Reporting, EWC

Appendix C – Schools visited by the IWPRB

In January 2020, members of the IWPRB visited a number of schools and met with a variety of staff, including:

- A cross-section of teachers in terms of length of service, seniority, employment status and key stage/subject
- school governors
- the headteacher

The purpose of the visits was to hear views from teachers, trainee teachers, school leaders and governors on matters relating to teachers' pay and conditions. These were valuable as they provided a context for the evidence and representations that the IWPRB received from consultees with the views of people currently working as teachers and leaders in schools. The visits also enhanced members' knowledge of the education system in Wales.

Schools visited in January 2020 were:

Blackwood Comprehensive School, Blackwood, Caerphilly
Ysgol Bro Pedr, Ceredigion
Bryn Deri Primary School, Radyr, Cardiff
Eveswell Primary School, Newport
St Richard Gwyn Catholic High School, Flintshire
Ty Gwyn Special School, Caerau, Cardiff

Appendix D – Current and recommended pay ranges

Main Pay Range		
	2019 £	2020 £
M1	24,906	-
M2	26,041	27,018
M3	28,133	29,188
M4	30,299	31,435
M5	32,686	33,912
M6a	35,269	-
M6b	35,971	37,320

Upper Pay Range		
	2019 £	2020 £
U1	37,654	38,689
U2	39,050	40,124
U3	40,490	41,603

Unqualified Teachers			
		2019 £	2020 £
Minimum	1	17,682	18,124
	2	19,739	20,232
	3	21,794	22,339
	4	23,851	24,447
	5	25,909	26,557
Maximum	6	27,965	28,664

Leading Practitioners		
	2019 £	2020 £
Minimum	41,267	42,299
Maximum	62,735	64,303

Appendix D – Current and recommended pay ranges

Allowance Ranges			
		2019 £	2020 £
TLR1	min	8,069	8,271
	max	13,654	13,995
TLR2	min	2,796	2,866
	max	6,829	7,000
TLR3	min	555	569
	max	2,757	2,826
SEN	min	2,209	2,264
	max	4,359	4,468

Leadership Group					
	2019 £	2020 £		2019 £	2020 £
1	41,065	42,092	24*	71,590	73,380
2	42,093	43,145	24	72,306	74,114
3	43,144	44,223	25	74,103	75,956
4	44,218	45,323	26	75,936	77,834
5	45,319	46,452	27*	77,048	78,974
6	46,457	47,618	27	77,818	79,763
7	47,707	48,900	28	79,748	81,742
8	48,808	50,028	29	81,723	83,766
9	50,026	51,277	30	83,757	85,851
10	51,311	52,594	31*	84,976	87,100
11	52,643	53,959	31	85,826	87,972
12	53,856	55,202	32	87,960	90,159
13	55,202	56,582	33	90,145	92,399
14	56,579	57,993	34	92,373	94,682
15	57,986	59,436	35*	93,732	96,075
16	59,528	61,016	35	94,669	97,036
17	60,895	62,417	36	97,013	99,438
18*	61,808	63,353	37	99,424	101,910
18	62,426	63,987	38	101,885	104,432
19	63,975	65,574	39*	103,334	105,917
20	65,561	67,200	39	104,368	106,977
21*	66,517	68,180	40	106,972	109,646
21	67,183	68,863	41	109,644	112,385
22	68,851	70,572	42	112,392	115,202
23	70,556	72,320	43	114,060	116,912

* These points and point 43 are the maximum salaries for the eight headteacher group ranges