

Independent Welsh Pay Review Body

THIRD REPORT – 2021

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

May 2021

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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 Community Cymru	
WLGA	Welsh Local Government Association
Welsh Government	

Terms and abbreviations used in this report

ADEW	Association of Directors of Education in Wales
ALN	Additional Learning Needs
ALNCo	Additional Learning Needs Co-ordinator
ALN Code	Additional Learning Needs Code for Wales 2021
ALNET (Wales) Act	Additional Learning Needs and Education Tribunal (Wales) Act 2018
ASHE	Annual Survey of Hours and Earnings
BoE	Bank of England
CEO	Chief Executive Officer
CPI	Consumer Price Index
CPIH	Consumer Prices Index including Owner Occupiers' Housing Costs
CSC	Central South Consortium
DfE	Department for Education
DWP	Department for Work and Pensions
EWC	Education Workforce Council
ERW	Education through Regional Working
FEI	Further Education Institution
FTE	Full-Time Equivalent
GDP	Gross Domestic Product
HEI	Higher Education Institution
HEFCW	Higher Education Funding Council Wales
HESA	Higher Education Statistics Agency
HLTA	Higher Level Teaching Assistant
HMRC	Her Majesty's Revenue and Customs
IDP	Individual Development Plan
IDR	Incomes Data Research
ISE	Institute of Student Employers
IT	Information Technology
ITE	Initial Teacher Education
IWPRB	Independent Welsh Pay Review Body
LDD	Learning Difficulties and/or Disabilities
LEO	Longitudinal Education Outcomes
LFS	Labour Force Survey
LGPR	Leadership Group Pay Range

LP	Leading Practitioner
MFL	Modern Foreign Languages
MPR	Main Pay Range
NFER	National Foundation for Educational Research
NGA	National Governors' Association
NPQH	National Professional Qualification for Headship
NQT	Newly Qualified Teacher
OBR	Office for Budget Responsibility
OECD	Organisation for Economic Co-operation and Development
ONS	Office for National Statistics
OU	Open University
OUP	Open University Partnership
PGCE	Post Graduate Certificate of Education
PGCE (FE)	Post Graduate Certificate of Education (Further Education)
PLASC	Pupil Level Annual School Census
PPA	Planning, Preparation and Assessment
PRU	Pupil Referral Unit
RPI	Retail Price Index
SEN	Special Educational Needs
SENCo	Special Educational Needs Co-Ordinator
SNCT	Scottish Negotiating Committee for Teachers
StatsWales	Statistics for Wales, Welsh Government
STEM	Science, Technology, Engineering and Mathematics
STPCD	School Teachers' Pay and Conditions Document
STPC(W)D	School Teachers' Pay and Conditions (Wales) Document
STRB	School Teachers' Review Body
SWAC	Schools Workforce Annual Census
TA	Teaching Assistant
TLR	Teaching and Learning Responsibility
TPS	Teachers' Pension Scheme
TPSM	Teacher Planning and Supply Model
TRRAB	Teacher Recruitment and Retention Advisory Board
TTIS	Teacher Training Incentive Scheme
UCAS	Universities and Colleges Admissions Service
UCEA	University and Colleges Employers' Association
UPR	Upper Pay Range
UQT	Unqualified Teacher
QTS	Qualified Teacher Status

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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

Gareth Pierce - Member

Dr Emyr Roberts - Member

Professor Stephen Wilks – Member

There is currently one vacancy on the IWPRB

GARETH PIERCE

The Independent Welsh Pay Review Body was shocked and saddened at learning of the sudden and unexpected death of Gareth Pierce shortly after completion of this report. Gareth was a highly valued and respected member of the IWPRB - a man of intellect and integrity, who made a huge contribution to the education sector in Wales and beyond, including the formation of this and previous reports. He will be greatly missed by us all, and we pay tribute to him.

Introduction

The Independent Welsh Pay Review Body (IWPRB) is pleased to present its third report. The IWPRB is committed to recommending reforms that could 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 the COVID-19 pandemic. The pandemic has created uncertainty in economic forecasting, labour market predictions and public finances. In presenting this report, we wish to acknowledge the contribution made by teaching staff, leaders and others during this period, in supporting children both in schools and remotely, and our sincere thanks go to them for rising to the challenges of this unprecedented time.

The development of this third report has been conducted digitally, using online meetings and discussions for gathering of evidence. We appreciate the co-operation of consultees during this process. We hope to have the option of face-to-face discussions during the development of the fourth report, in order to build upon consultative practices established this year.

Our remit for September 2021

The Minister for Education's Remit Letter asked the IWPRB to prepare and submit a report with recommendations by 14 May 2021. The following matters for recommendation were referred to the IWPRB:

a) For implementation from September 2021

What adjustments should be made to the salary and allowance scales 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:

- National pay scale levels from 2021
- Identification and calculation of Leadership Pay of headteachers accountable for more than one school
- Consideration as to whether the current TLR arrangements are working effectively in terms of reflecting roles, responsibilities and workload fairly, with particular regard to the consistency and appropriateness of award
- Role and remuneration of unqualified teachers
- Role and remuneration of Leading Practitioner range
- Pay Portability definition to be introduced from September 2021
- Impact of time management matters such as split between statutory PPA time carried out within directed time and that required to be carried out by teachers outside of these set hours

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- In light of the newly defined statutory roles within the Additional Learning Needs and Education Tribunal (Wales) Act 2018 to come into force from January 2021, consideration as to whether the current SEN allowance is appropriate in terms of reflecting roles, responsibilities and workload, with particular regard to the consistency and appropriateness of awards
- Comparison between experienced teachers and other graduate professions in Wales

b) For longer term consideration

Potential approach to longer term issues that could be addressed through consideration of multi-year remits and/or additional stand-alone remits addressing specific matters in relation to terms and conditions; to include:

- Whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales including supply teachers within scope of the STPC(W)D
- The relationship between responsibilities, workload and pay and conditions; and, where appropriate
- An outline proposal of a potential further research programme recommended for IWPRB to carry out into such matters

The Remit Letter 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 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 Minister for Education also requested the IWPRB to 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.

Our conclusions and recommendations

In reaching our conclusions, and subsequently arriving at recommendations, we have taken into account information and data provided in Chapters 2, 3 and 4, and responses from the Welsh Government and other consultees in Chapter 5. Chapter 6 presents our conclusions and recommendations and Chapter 7 refers to other matters we believe should be considered by the Welsh Government.

National pay scale levels from September 2021

The COVID-19 pandemic has had a significant impact on the economic and public sector financial outlooks. During 2020 the UK experienced the largest ever fall in Gross Domestic Product (GDP) in one year, although the Bank of England forecasts a rapid recovery in the second half of this year, depending on the success and timing of the vaccination programme.¹ The rate of inflation, as measured by the Consumer Prices Index including Owner Occupiers' Housing Costs (CPIH) annual rate, was 1.0% in the 12-month period to March 2021, the CPI rate was 0.7%, and the Retail Price Index (RPI) rate was 1.5%.²

In our two previous reports, we expressed concerns regarding the significant and increasing gap between targets for recruitment into initial teacher education (ITE) and student numbers recruited. Provisional statistics for 2020-2021 indicate a considerable increase in new entrants for both primary and secondary ITE programmes. UCAS applications for programmes starting in September 2021 show an increase at April 2021 when compared with the equivalent time last year.

The number of teacher vacancies advertised across schools in Wales has reduced in recent years. The number of applications for teaching posts has continued to decline in the secondary sector, but has increased slightly in the primary sector. 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 2019 at 2.4%, which is the same as in the previous year.

There are some positive indications emerging from the ITE entry figures for 2020-2021, UCAS applications for this year and in the retention figures. What is less certain is whether this trend will continue when the economy recovers and the labour market becomes more competitive.

¹ Bank of England (2021), *Monetary Policy Report* <https://www.bankofengland.co.uk/monetary-policy-report/2021/february-2021>

² ONS April 2021, *Inflation and Price Indices* <https://www.ons.gov.uk/economy/inflationandpriceindices>

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The Minister for Education accepted the recommendations in our second report to increase the starting salaries for newly qualified teachers (NQTs) and to move to a five-point statutory scale, with the removal of M1 on the main pay range (MPR). We welcomed these decisions, which improved the competitiveness of starting salaries for teachers, and expedited the progression of teachers through the MPR.

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 in England to £30,000, progress towards which will now be slower due to pay restraints. We note that the starting salary for NQTs in Wales is higher than in England, but not as high as that in Scotland. We have reviewed the starting salary for NQTs and we conclude that it is broadly comparable with other graduate professions in Wales and the UK.

We also conclude that the median pay of teachers and leaders is broadly in line with similar professions in Wales. We believe that this will need to be reviewed as the economy improves.

The overwhelming view of consultees this year was that there should be an undifferentiated pay award across all the teaching and leadership scales. Based on this year's evidence, the IWPRB concurs with this view.

In their evidence to us, the teaching unions called for an above inflation pay award, to address the real terms decline in teachers' and leaders' pay over the last 10 years. The WLGA requested a pay increase for all teachers that broadly reflected the cost of living element commensurate with other public sector employees.

In the two years since the devolution of pay and conditions to Wales, the Minister for Education has increased pay ranges of teachers and leaders above the rate of CPI inflation. We believe that for 2021-2022 the pay of teachers and leaders should be maintained in real terms in order to contribute towards making teaching an attractive and fairly-rewarded profession. In making our recommendation, we have taken into account the current rate of inflation and forecast inflation rates over coming months.

RECOMMENDATION 1

We recommend that all statutory scale points on all pay scales, and all allowances, are increased by 1.75% in the context of current and forecast CPI inflation.

Identification and calculation of leadership pay of headteachers accountable for more than one school

The role and responsibilities of a headteacher are defined within the STPC(W)D 2020 and guidance on school teachers' pay and conditions. Increasing use is made of the term executive headteacher, although there is no clear definition of this role. We concur with many consultees that there is a need for clarity if this title is to be continued.

There are 80 headteachers³ or executive headteachers in Wales accountable for more than one school. Across these 80 situations, the combination of schools varies considerably, as does the leadership team serving the school. The scale and complexity of the leadership structure depends on a number of factors, such as the number of schools within the partnership or federation, the phases present, and the number of pupils and staff.

The complexity of having accountability and responsibility for more than one school is not necessarily reflected in the formulaic approach to setting a salary, largely based on numbers of pupils, within the STPC(W)D. However, the governing body has the flexibility to appoint a headteacher on a salary up to 25% above the maximum for the headteacher group, and further under exceptional circumstances.

The circumstances surrounding a headteacher becoming responsible for more than one school are varied and may include a need to deliver multiple strategies, work with separate governing bodies, address school under-performance, or manage a federation where separate school identities are retained.

We conclude that given the variable circumstances surrounding the appointment of a headteacher for more than one school, a criterion-based approach cannot sufficiently reflect the variation in responsibilities and accountabilities.

The STPC(W)D allows for flexibility when determining the salary of a headteacher (or executive headteacher) to take into account issues such as institutional context and complexity. We conclude that this flexibility if used to its full potential, is sufficient to recognise these complexities in setting the salary of such posts.

RECOMMENDATION 2

We recommend that the Welsh Government should clarify the distinction between an executive headteacher and headteacher within the STPC(W)D.

RECOMMENDATION 3

We recommend that the Welsh Government advises school governing bodies to consider fully the institutional context and complexity when setting the salary for headteachers accountable for more than one school, using the discretionary powers available to them in the STPC(W)D.

³ SWAC, Welsh Government

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Effectiveness, consistency and appropriateness of TLR arrangements

The STPC(W)D defines the arrangements for teaching and learning responsibilities (TLRs), and also provides guidance on their implementation. According to the latest data available, 7,670 teachers in Wales receive TLRs. The incidence of awarding a TLR is higher in secondary schools than in primary schools. The mean TLR payment in secondary schools is significantly higher than that in primary schools.

There is an apparent imbalance in the distribution and value of allowances between men and women. The overall composition of the teaching workforce in Wales is 75.2% female and 24.8% male. However, of the total TLR awards made, 72% are awarded to female teachers and 28% to male teachers. The number awarded varies according to the type of TLR allowance; for example in the case of TLR1, only 63% are awarded to women.

We concur with consultees that TLRs are a valuable means of rewarding responsibilities within an individual school's structure in response to local environments and should be retained. We also agree that there are inconsistencies in the application of awards, and that further clarification in the transparency and publication of TLR awards is required.

We concur with most of our consultees that there is a case for further consultation on the award of TLRs for part-time staff, including schools using their own discretion in making such awards.

We make recommendations in respect of TLRs in Recommendations 4, 5 and 8.

RECOMMENDATION 4

We recommend that the Welsh Government reminds school governing bodies of their statutory responsibility to agree an annual pay policy for their school, which includes a statement on the school's staffing structure and the positions which attract TLR payments and to consult and share this pay policy with staff.

RECOMMENDATION 5

We recommend that the Welsh Government consult on a change in the provision within the STPC(W)D to allow part-time teachers to receive full-time TLR1 and TLR2 payments, including the ability of schools to use their own discretion in making such awards.

Role and remuneration of unqualified teachers

There are approximately 65 unqualified teachers in Wales who take on full teaching responsibilities. There are other posts paid on the unqualified teaching pay scale, such as sporting coaches and higher level teaching assistants (HLTAs).

We agree with the view of nearly all consultees that there are short-term circumstances in which UQTs can play an important role in meeting the curriculum needs of schools. The STPC(W)D summarises the circumstances under which UQTs can be employed. We conclude that these remain appropriate

We also conclude that the unqualified pay scale remains appropriate in terms of being a six-point scale, and that the minimum and maximum of the range are commensurate with the MPR.

Role and remuneration of the leading practitioner range

The data show that only 20 teachers in Wales are paid on the leading practitioner (LP) pay scale. An additional 50 teachers are paid on other ranges, but have job titles of 'leading practitioner'.

Nearly all consultees agree that there is a need for a role that will help retain and develop the most experienced practitioners in the classroom. These LPs should lead on and share their expertise in pedagogy, through training and providing in-class support, mentor newly qualified teachers and, more widely, contribute to the self-improving school system within their own school and other schools.

We agree with the majority of consultees that the role and remuneration of LPs should be explored, to determine how best to offer a progressive career path for classroom teachers who do not want to move into management, but wish to continue to promote and lead excellence in classroom practice.

We conclude that the implementation of the Curriculum for Wales⁴ and wider education reforms offers opportunities to reconsider the role of a LP as an important part of a new pedagogy related career pathway for teachers within or across schools. This role should be developed in partnership with local authorities/regional consortia.

We believe that it would be advisable to consider such a change alongside a more comprehensive review of the pay and conditions system, as set out in Recommendation 8.

⁴ Welsh Government, *Curriculum for Wales* <https://gov.wales/curriculum-for-wales>

Pay portability definition to be introduced from September 2021

In our last report, we recommended that pay portability should be reintroduced from September 2021. This year's Remit Letter afforded us the opportunity to consult on the definition of pay portability.

The consensus in favour of the restoration of pay portability as a uniformly defined and statutory requirement was confirmed by consultees in this round.

We have found from consultee evidence, as well as from regional consortia and local authority pay policies, that there has been continued practice of pay portability with criteria for its application, although variations have arisen in wording and interpretation since the removal of pay portability as a statutory right under the School Teachers' Pay and Conditions Document (STPCD) in 2013.

We conclude that a return to a fully prescriptive approach to pay portability would constrain the flexibilities currently afforded to school governing bodies. We believe that there should be a set of principles applied, some of which would be mandatory, and others discretionary.

RECOMMENDATION 6

We recommend to the Welsh Government that the definition of pay portability be encompassed in a set of mandatory and discretionary principles to be incorporated into the STPC(W)D from September 2021.

Mandatory principles

- Pay portability arrangements must cover all movements of teachers between teaching posts within Wales (applicable to posts on the MPR or UPR).
- Pay portability must relate to the position that a teacher has reached on the MPR or UPR, including prior to moving to a leadership role; it does not relate to any allowances, nor the position reached on leadership scales, although experience gained from such roles may be relevant to the new employer's decision on salary.
- When pay portability applies, the salary offered by the new employer must at least match the salary point already reached by the teacher in their most recent teaching post; it should also include any increment that the teacher would have expected to be awarded had they stayed in their current teaching post at the time when the change of employment occurs.
- Pay portability must be applied on a "pro rata" basis when a teacher moves to/from a part-time teaching post.

- Pay portability must span a break in teaching service for health and social reasons such as maternity/paternity, medical or family care reasons. In a situation where the new employer proposes to take a different view, the grounds for doing so must be non-discriminatory in relation to equality and other relevant legislation.
- As salary scale structures as well as pay levels can change over time (as well as varying between jurisdictions), the salary level for pay portability purposes must be determined as being that which the teacher would have reached on the salary scales applicable within Wales at the time of taking up a new post, had their years of previous service been remunerated using those contemporary salary scales.

Discretionary principles

At the discretion of the governing body, pay portability can be applied in specific situations not covered by the mandatory principles. Relevant experience may validly contribute to the decision on the salary point for a teaching appointment in the following cases:

- When a qualified teacher moves to a local authority maintained school in Wales from a teaching role in another sector in Wales or another jurisdiction.
- When a qualified teacher returns to teaching following a period of employment in a relevant sector outside teaching.

Time management matters

Nearly all consultees referred to workload concerns. We have identified three specific areas of time management which should be considered. These are:

- PPA time for classroom teachers
- leadership and management time for those on the LGPR who may additionally have teaching duties
- time to carry out duties for responsibilities associated with TLRs

The STPC(W)D stipulates a minimum of 10% of timetabled teaching time for PPA. There is no clear methodology or evidence to determine what percentage of timetabled teaching time should be awarded. There is no defined relationship between the directed time requirement and the amount of teaching time fulfilled, and this can lead to variability in the balance between teaching and non-teaching time. We conclude that further research is required in this matter.

In addition, evidence suggests that there is variable practice in respect of reducing teaching time for the management of duties associated with TLRs.

We conclude that due to the variation in leadership roles across schools, it would not be advisable to specify the amount of time which should be allocated for leadership time in

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the STPC(W)D. School structures vary considerably, and the responsibilities assumed by leaders within schools are adapted to meet the needs and context of the school.

We make further reference to these matters in Recommendation 8.

SEN allowances: their use and appropriateness

At May 2021, the ALNET (Wales) Act had not yet come into force, with the exception of the introduction of the ALNCo role. Consultees have raised two specific aspects in respect of this matter:

- The current SEN allowance which is awarded to classroom teachers
- The newly defined statutory role of the ALNCo

We concur with consultees who raised concerns that there are inconsistencies in the application of awarding SEN allowances to teachers, and a lack of consistency regarding the value of the award. There are varied views as to whether the role of classroom teacher will change under the new ALNET (Wales) Act, with the majority of consultees stating that there will be more work involved. We make reference to these matters in Recommendation 8.

Most consultees made comments regarding the new ALNCo role. This role replaces the role of the existing SENCOs in schools. It is a statutory role, is more strategic in nature, and is recommended by Welsh Government to be part of the leadership team. Guidance has not been given to schools regarding the remuneration of the ALNCo role.

There is a lack of consistency in the current payment of SENCOs. With the statutory ALNCo role taking its place, we conclude that there needs to be guidance given to schools on the appropriate remuneration for such roles.

RECOMMENDATION 7

We recommend that work is undertaken, alongside the implementation of the ALNET (Wales) Act, to determine how ALNCoS should be remunerated.

Comparison between experienced teachers and other graduate professions in Wales

Relevant data comparing salaries of experienced teachers with other professions in Wales are not readily available. We have examined LEO data, which would suggest that the rate of pay progression for teachers was in line with, if not slightly exceeding, that of other graduates in professional roles in 2017-2018 in the UK. However, there are caveats regarding the interpretation and currency of the last available data.

Organisation for Economic Co-operation and Development (OECD) data reveal that the salaries at the top of the scale for teachers in Wales are below that of the OECD average by circa 9% and 17% for primary and upper secondary schools respectively.

The data also imply that teachers' pay progression in Wales progresses for the first 15 years and is then static at the top of the scale. The mean salary range for OECD countries is broader than the range for Wales and England. We note some differences in considering these data, in that they do not include allowances paid to teachers in Wales and England.

We therefore conclude that more research is necessary in this area and include details in Recommendation 8.

Longer term issues

The Remit Letter also asked us to consider a potential approach to longer term issues that could be addressed through consideration of multi-year remits and/or additional stand-alone remits addressing specific matters in relation to terms and conditions.

From the data, information and consultee evidence that we have received over recent months, we have been able to reach conclusions and make specific recommendations on a number of matters. In other cases, we have identified that there is a difference in views amongst consultees, or insufficient evidence, data or information upon which a firm recommendation can be based.

We note that consultees had varying comments on the existing structure for pay terms and conditions. Those that commented were largely in favour of retaining the existing structure, as it is well understood. We acknowledge this position, and believe that there is much to commend in the existing framework.

However, we are also conscious of the significant education reform agenda in Wales. It is important that teachers' pay, terms and conditions reflect the new opportunities in Wales, particularly those afforded by the Curriculum for Wales. Equally, there may be lessons learned during the pandemic which may have longer term implications for learning and teaching.

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We note teaching unions' responses to the relationship between responsibilities, workload and pay and conditions, and in particular the matters associated with "time management", which has a direct impact on this relationship.

Aligned to this are conclusions from other matters in relation to TLR and SEN allowances and the role of LPs.

The majority of consultees supported the inclusion of supply teachers within the scope of the STPC(W)D. We note this view, however we believe that there would be significant implications arising from the inclusion of individual contractors and agencies within the current arrangements. The IWPRB believes that further research is necessary into this area before making a recommendation.

We believe that pay and conditions should be attractive for teachers already in the workforce, as well for those wishing to join the profession. We conclude that a comprehensive review should be undertaken which encompasses a wide range of issues relating to pay and conditions, rather than considering each matter individually.

We believe that such a review should consider whether the existing framework for pay and conditions of teachers and leaders is fit for purpose, and aligns optimally with the requirements and opportunities of the educational reform agenda.

RECOMMENDATION 8

We recommend to the Welsh Government that in view of the ambitions for education in Wales, the introduction of the Curriculum for Wales, and the lessons learned from the pandemic, a comprehensive review should be undertaken to ensure that the structure of teachers' and leaders' pay and conditions embraces aspirations for the future.

The review should be underpinned by a research programme commissioned into the following:

- Career pathways and associated pay and conditions for teachers, with particular reference to experienced teachers, retaining teachers in the classroom and the role of LPs
- Workload for teachers and leaders, the suitability of the model for directed teachers' time and PPA time
- TLR and SEN allowances, including the possible introduction of a statutory scale for TLRs
- The implications of including supply teachers within the scope of the STPC(W)D

Other matters

Our report also draws attention to some other matters which we believe require attention:

RECOMMENDATION 9

We recommend that in the next publication of the STPC(W)D the Welsh Government clarifies the position on the five-point scale; pay progression and performance; and pay progression on the UPR, as recommended in the IWPRB's 2020 report.

RECOMMENDATION 10

We recommend that the Welsh Government urgently reviews the monitoring and reporting of equalities legislation at school and local authority level, and considers whether changes are required to the STPC(W)D and school pay policies, to ensure that schools and local authorities carry out their statutory duties regarding equalities.

RECOMMENDATION 11

We recommend that the Welsh Government reviews the guidance available to school governors on pay and conditions and publishes a governance handbook which is regularly updated.

RECOMMENDATION 12

We recommend that the Welsh Government should facilitate arrangements for future work on a model pay policy at a national level, thereby removing the need for this work to be replicated across regional consortia and local authorities.

Opening Remarks

- 1.1 The Independent Welsh Pay Review Body (IWPRB) is pleased to present its third report. The IWPRB is committed to recommending reforms that could be made to teachers' and leaders' pay, 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 and public finances.
- 1.3 Despite the enormous difficulties, schools have continued to operate and provide the best possible education for children in Wales. Teachers and leaders have needed to adapt to new ways of working, in particular to meet the challenge of working both in the classroom and remotely.
- 1.4 The IWPRB wishes to acknowledge the huge contribution made by teaching staff and others during the pandemic. Our sincere thanks go to teachers, leaders and governors for rising to the challenges of this unprecedented time.
- 1.5 The IWPRB is also grateful to all consultees for their co-operation in supplying evidence for this report. Whilst the IWPRB has had to operate 'digitally' throughout this process, integrity has been preserved, and the IWPRB has drawn conclusions and made recommendations which are evidence-based.

Historical context

Background

- 1.6 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.
- 1.7 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.
- 1.8 Since September 2019, the Welsh Ministers have been responsible for setting pay and conditions of service for teachers and leaders.
- 1.9 The Welsh Ministers established the IWPRB, to recommend reforms to the Minister for Education on the pay and conditions of service for school teachers and leaders in Wales. Following a public appointment process, members of the IWPRB took up their positions on 1 March 2019.

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- 1.10 In accordance with legislation, the IWPRB considers matters referred to it by the Minister for Education (The Remit Letter for 2021 at Appendix A) and subsequently submits a report making recommendations to the Minister for Education.

The pay system for teachers and leaders in Wales

- 1.11 The School Teachers' Pay and Conditions (Wales) Document⁵ (STPC(W)D) and guidance on school teachers' pay and conditions was published in September 2020 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 2020-2021.
- 1.12 The 2020-21 STPC(W)D included some significant changes, which were recommended by the IWPRB in its second report, and accepted by the Minister for Education. These included the removal of the link between pay progression and performance, and the introduction of statutory pay points between the minimum and maximum of the pay scales.

Recommendations of the IWPRB in 2020

- 1.13 The IWPRB produced its second report for the Minister for Education on 12 June 2020. The report contained seven recommendations and made several further observations.
- 1.14 In responding to the report, the Minister stated:
- “In principle, I accept all of the IWPRB’s (R1-R7) recommendations above. Newly Qualified Teachers are proposed to see a significant increase and all other teachers are proposed to receive an above inflation increase in their pay. However, I propose to go further than recommended in relation to pay ranges for school leadership, unqualified teachers and leading practitioners as well as teacher allowances. These should increase by 2.75% rather than the recommended 2.5%.”*
- 1.15 The decision to award 2.75% to school leadership, unqualified teachers and leading practitioners was based on the principle of ‘no detriment’ when compared with England. At the time of writing the report, the percentage increase in England was unknown.

⁵ Welsh Government, *School Teacher’s Pay and Conditions Document 2020*
<https://gov.wales/sites/default/files/publications/2020-11/school-teachers-pay-and-conditions-wales-2020.pdf>

- 1.16 Following consultation, the Minister for Education confirmed her approval of the recommendations, including the increased pay award for 2020-2021, on 14 October 2020.

Remit 2021

Minister for Education's Remit Letter 2021

- 1.17 The Minister for Education issued the third Remit Letter to the IWPRB on 9 October 2020. The IWPRB is pleased to note that the Remit Letter was issued much earlier than in previous years, allowing for more extended consultation periods, as had been requested.
- 1.18 The Remit Letter asked the IWPRB to prepare and submit a report with recommendations by 14 May 2021. The following matters for recommendation were referred to the IWPRB by the Minister for Education:

a) For implementation from September 2021

What adjustments should be made to the salary and allowance scales 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:

- National pay scale levels from 2021
- Identification and Calculation of Leadership Pay of headteachers accountable for more than one school
- Consideration as to whether the current TLR arrangements are working effectively in terms of reflecting roles, responsibilities and workload fairly, with particular regard to the consistency and appropriateness of award
- Role and remuneration of Unqualified teachers
- Role and remuneration of Leading Practitioner Range
- Pay Portability definition to be introduced from September 2021
- Impact of time management matters such as split between statutory PPA time carried out within directed time and that required to be carried out by teachers outside of these set hours
- In light of the newly defined statutory roles within the Additional Learning Needs and Education Tribunal (Wales) Act 2018 to come into force from January 2021, consideration as to whether the current SEN allowance is appropriate in terms of reflecting roles, responsibilities and workload, with particular regard to the consistency and appropriateness of awards
- Comparison between experienced teachers and other graduate professions in Wales

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b) For longer term consideration

Potential approach to longer term issues that could be addressed through consideration of multi-year remits and/or additional stand-alone remits addressing specific matters in relation to terms and conditions; to include:

- Whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales including supply teachers within scope of the STPC(W)D
- The relationship between responsibilities, workload and pay and conditions; and, where appropriate
- An outline proposal of potential further research programme recommended for IWPRB to carry out into such matters

1.19 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 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.

The IWPRB's approach to the 2021 review

1.20 In determining its approach to the third Remit Letter, the IWPRB took on board, as far as was possible, feedback from consultees from the 2020 consultation process. The IWPRB is grateful to consultees for such feedback.

1.21 Following receipt of the Remit Letter from the Minister for Education on 9 October 2020, the IWPRB issued the Remit Letter to all consultees on 12 October 2020. Consultees were informed of indicative timescales, and that guidance on written submissions would be issued following discussion of the Remit Letter by the IWPRB.

- 1.22 The IWPRB issued guidance on written submissions on 19 October 2020 and invited consultees to submit their views by 8 January 2021. Submissions were then circulated amongst consultees, and supplementary evidence commenting on original submissions received by 3 February 2021. Submissions were further explored in oral evidence sessions during week commencing 22 March 2021.
- 1.23 The IWPRB held optional “informal sessions” with consultees during November and December 2020, which were extremely useful in identifying the scope of many matters for consideration.
- 1.24 The COVID-19 pandemic continued during these periods, necessitating a two-week ‘firebreak’ across Wales at the end of October 2020, and a full lockdown commencing 20 December 2020. Restrictions started to be lifted in Wales on 13 March 2021.
- 1.25 As a result of the ongoing pandemic, and the consequent impact on schools in Wales, we decided not to progress with our planned school visits during this cycle.
- 1.26 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)
 - Voice Community Cymru
 - Welsh Government
 - Welsh Local Government Association (WLGA)
- 1.27 We received evidence from:
- ASCL Cymru
 - NAHT Cymru
 - NASUWT Cymru
 - NEU Cymru
 - UCAC
 - Voice Community Cymru
 - Welsh Government
 - WLGA
- 1.28 All organisations in paragraph 1.27, except the Welsh Government and WLGA, submitted supplementary written evidence.

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- 1.29 The IWPRB wishes to express its gratitude to consultees for their considerable time and co-operation in this year's process. We recognise the exceptional circumstances in which this report has been developed, and appreciate the constructive engagement with consultees.
- 1.30 Following submission of this report to the Minister for Education, the IWPRB will invite consultees to review the process undertaken in developing the 2021 report, in order to gain feedback on how consultation can be improved in future years.
- 1.31 As part of the review, we examined multiple sources of evidence which were relevant to the teaching workforce in Wales. This included data from Welsh Government (the Pupil Level Annual School Census (PLASC) and the Schools Workforce Annual Census (SWAC)), the Education Workforce Council (EWC), the Office for National Statistics (ONS) and the Higher Education Funding Council for Wales (HEFCW). The IWPRB is conscious that the publication of some statistical data has been delayed due to COVID-19.
- 1.32 Each data source has different purposes and collection dates and therefore there are some difficulties when trying to compare data. The IWPRB welcomes the first release of the SWAC data by the Welsh Government, noting that it is published as experimental data.
- 1.33 We also received a number of presentations from relevant bodies, and these are referred to in Appendix B.
- 1.34 The IWPRB wishes to draw attention to the support of the independent secretariat, provided by the 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

- 1.35 This report sets out 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 matters to which the Minister for Education asked the IWPRB to give particular consideration in relation to the economic context
 - Chapter 3 presents information on matters to which the Minister for Education asked the IWPRB to give particular consideration in relation to the educational context
 - Chapter 4 sets out factual information relating to matters for recommendation
 - Chapter 5 summarises the written and oral evidence submissions made by the Welsh Government and other consultees on the Remit

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- Chapter 6 sets out the IWPRB's views on matters for recommendation set out in the Remit Letter, and its conclusions and recommendations
- Chapter 7 sets out the IWPRB's observations on other matters, together with recommendations.

Chapter 2 – Economic context

COVID-19

- 2.1 The COVID-19 pandemic has had a significant negative effect on Welsh, United Kingdom (UK) and world economies. The UK Gross Domestic Product (GDP) contracted by 9.8% during 2020, the largest annual fall in UK GDP on record. In February 2021, UK GDP had recovered slightly and was 7.8% below the levels seen a year earlier.⁶
- 2.2 Despite the falls in GDP, the Bank of England (BoE) believes there is the prospect of a rapid recovery in the second half of the year, depending on the success and timing of the vaccination programme.
- 2.3 In its May 2021 monetary policy report, the BoE commented that “the outlook for the economy remains uncertain. It depends on the evolution of the pandemic, measures taken to protect public health, and how households, businesses and the financial markets respond to these developments”.⁷

Economic context/public sector finance

- 2.4 The Labour Force Survey (LFS) for the period December 2020 to February 2021 shows that for Wales the employment rate was 73.2% (0.8% lower than a year earlier), compared with an employment rate of 75.1% in the UK (1.4% lower than a year earlier). Over the same period, the unemployment rate in Wales was 4.8% (1.1% higher than a year earlier), compared to an unemployment rate of 4.9% in the UK (0.9% higher than a year earlier).⁸
- 2.5 For the period December 2020 to February 2021, the rate of annual pay growth was 4.5% for total pay and 4.4% for regular pay in Great Britain. The Office for National Statistics (ONS) estimates that the underlying wage growth, allowing for compositional effects over the previous 12 months, is around 2.5% for total and regular pay.⁹
- 2.6 Median gross weekly earnings in Wales in 2020¹⁰ were £537.80, compared with UK median earnings of £585.50.¹¹
- 2.7 The rate of inflation, as measured by the Consumer Prices Index including Owner Occupiers’ Housing Costs (CPIH) annual rate, was 1.0% in the 12-month period

⁶ ONS (April 2021), *GDP monthly estimate, UK*

<https://www.ons.gov.uk/economy/grossdomesticproductgdp/bulletins/gdpmonthlyestimateuk/february2021>

⁷ Bank of England, *Monetary Policy Report – May 2021* <https://www.bankofengland.co.uk/monetary-policy-report/2021/may-2021>

⁸ ONS (April 2021), *Labour Market Overview: UK*

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/uklabourmarket/april2021>

⁹ Ibid

¹⁰ PLASC, Welsh Government

¹¹ Welsh Government, *Labour Market Overview* <https://gov.wales/labour-market-overview-april-2021>

to March 2021, the Consumer Price Index (CPI) rate was 0.7%, and the Retail Price Index (RPI) rate was 1.5%.¹²

- 2.8 The BoE forecast that the CPI inflation rate will increase temporarily to 2.5% during 2021 Q4, mainly due to developments in the energy market, before returning to around 2% in the medium term.
- 2.9 The Office for Budget Responsibility (OBR) CPI inflation forecasts are slightly lower at 1.6% during 2021 Q4 and around 1.9% during 2022.

Local authority expenditure in schools

- 2.10 In 2020-2021, schools' expenditure is budgeted to be £2,822 million, an increase of 6.2% over the previous year. 83.7% of the total schools budgeted expenditure is delegated directly to schools, a decrease of 0.2% compared to the previous year.
- 2.11 In 2021-2022, local authorities will receive £4.65 billion from the Welsh Government in core revenue funding and non-domestic rates, an increase of 3.8% compared to 2020-2021.
- 2.12 For the 2019-2020 academic year, £34.8 million was distributed via the schools service area in the 2020-2021 settlement, to support the teachers' pay award (plus £1.5 million to meet the pay award for teachers in sixth forms). For the 2020-2021 academic year, £18.4 million was distributed via the schools service area in the settlement to support the costs of the first seven months of the 2020-2021 pay deal. A further grant of £3.981 million was awarded to meet the full costs of the teachers' pay award in 2020-2021 (and an additional £1.556 million for the post-16 sixth form sector). Further allocations were made to local government in recognition of the additional employer costs of teachers' pensions.

Public sector pay

- 2.13 On 21 July 2020 the Westminster Government announced¹³ its pay determinations in response to the findings of seven pay review bodies – an increase of 2.75% for most school teachers, 2.8% for doctors and dentists, 2.5% for police and prison officers, and 2% for the armed forces. Nurses received a 4.4% increase under the three-year Agenda for Change pay deal.

¹² ONS (April 2021), *Inflation and price indices* <https://www.ons.gov.uk/economy/inflationandpriceindices>

¹³ HM Treasury, *Pay rises for doctors, police and more in the public sector*

<https://www.gov.uk/government/news/pay-rises-for-doctors-police-and-more-in-the-public-sector>

Chapter 2 – Economic context

- 2.14 The civil service pay remit guidance for 2020-2021¹⁴ allowed departments to make average pay awards within the range of 1.5% to 2.5%, based on their individual workforce requirements and affordability position.
- 2.15 The Welsh Government and its arm's length bodies approved a pay rise of 2.5% for 2020-2021 for their employees.¹⁵
- 2.16 Local government workers in Wales, England and Northern Ireland received a 2.75% increase in 2020-2021.¹⁶
- 2.17 On 8 July 2020 the University and Colleges Employers' Association (UCEA) wrote to the Joint Higher Education trades unions with a no pay uplift proposal for 2020-2021.¹⁷ Further Education Institution (FEI) lecturers in Wales received an award identical to that received by teachers in Wales.
- 2.18 In his Spending Review Budget statement of 25 November 2020,¹⁸ the UK Chancellor of the Exchequer announced a pay freeze for 2021-2022 for public sector workers in England, apart from those who earn a full-time equivalent salary for basic earnings below £24,000. In setting its budget, the Scottish Government issued a public sector pay policy for 2021-2022, which included a headline pay increase of 1% for public sector workers who earn less than £80,000.¹⁹ For Wales, there is not a pay policy covering the whole of devolved public services.
- 2.19 Following the one-year Spending Review in November 2020, no forward indications of revenue funding have been provided to the Welsh Government beyond March 2022. Local authorities are expected to cover the costs of any public sector-wide pay deals from core budgets.

¹⁴ Gov.uk (May 2020), *Civil Service pay remit guidance 2020/21*

<https://www.gov.uk/government/publications/civil-service-pay-remit-guidance-202021/civil-service-pay-remit-guidance-202021>

¹⁵ Welsh Government (2020), *Response to subject access request*

<https://gov.wales/sites/default/files/publications/2020-09/ATISN%2014203.pdf>

¹⁶ Local Government Association (2020), *Local Government Services Pay Agreement 2020-21*

<https://www.local.gov.uk/local-government-services-pay-agreement-2020-21-24-august-2020>

¹⁷ UCEA (2020), *JNCHESI Pay Round 2020-21* <https://www.ucea.ac.uk/our-work/collective-pay-negotiations-landing/2020-21-nj-round/>

¹⁸ HM Treasury (2020) *Spending Review 2020*

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/938052/SR20_Web_Accessible.pdf

¹⁹ Scottish Government (2021), *Public Sector Pay Policy 2021-22* <https://www.gov.scot/publications/scottish-public-sector-pay-policy-2021-2022/>

Chapter 3 – Educational context

Chapter 3 provides contextual information on matters for consideration within the Minister for Education’s Remit Letter, including recruitment and retention.

Teacher statistics

- 3.1 During the period from 2010 to 2020, the numbers of full-time equivalent (FTE) teachers and leaders employed in the primary sector in Wales have fallen from 12,207 to 11,687.²⁰ During this period, the PLASC data indicates the numbers of full-time pupils increased from 213,830 to 232,595.
- 3.2 In the secondary and middle school sectors, the numbers of FTE teachers and leaders have fallen from 12,379 to 11,130, at a time when the numbers of pupils have also reduced, from 181,575 to 172,510.

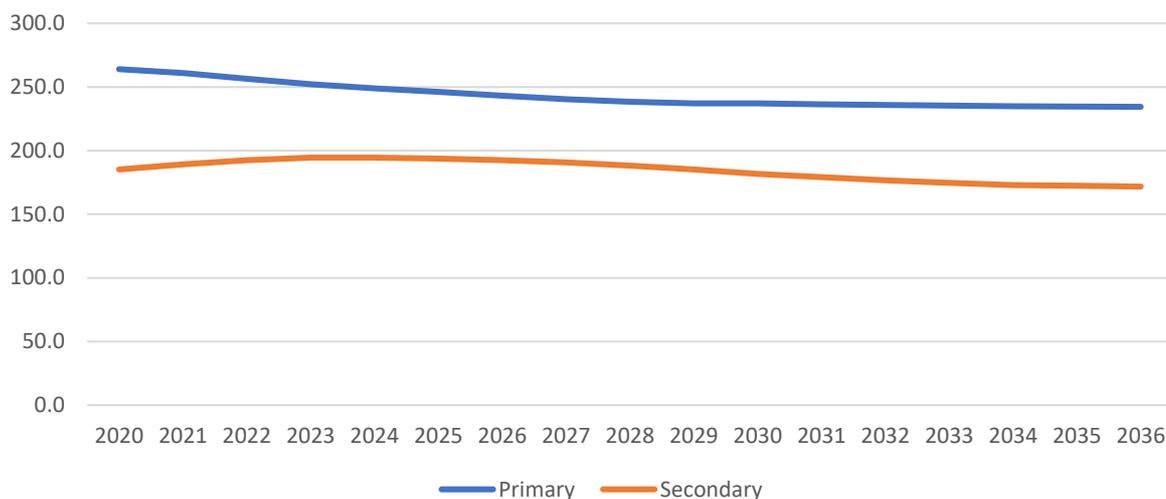
Pupil projections

- 3.3 The numbers of pupils are a key driver of the demand for teachers. The Welsh Government’s latest pupil projections data,²¹ provided at Chart 1, are based on the school population of Wales at January 2020 and the trends indicated by the 2018 based mid-year projections of the home population of Wales, produced by the ONS.
- 3.4 These projections show that pupil numbers in maintained primary schools in Wales are expected to fall by over 26,000 (10.1%) by 2029, with a further reduction of 3,000 by 2036.
- 3.5 The number of pupils in maintained secondary schools is projected to increase by 9,000 until 2023, falling by 23,000 (11.7%) by 2036.

²⁰ PLASC, Welsh Government, *Teachers by local authority, region and category*

²¹ PLASC, Welsh Government, *Pupil Projections*

Chart 1
Projected number of primary and secondary school pupils in Wales (thousands – 2020 actual and 2018-based mid-year projections)



Source: PLASC, Welsh Government

Initial teacher education (ITE) in Wales

- 3.6 The available 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
- 3.7 Both Open University (OU) routes are two-year programmes, available for the first time from October 2020, with intake allocations and subjects set through agreement with the Welsh Government. Both routes initially offered primary PGCE and secondary PGCE in science, mathematics and Welsh, the first three through both English and Welsh medium. From Autumn 2021, both routes will also offer secondary PGCE in English, whilst the part-time route will additionally offer PGCE English with media studies and PGCE English with drama.
- 3.8 HESES data for entrants to undergraduate and postgraduate ITE programmes are provided at Table 1 and indicates a considerable uplift in the current academic year, 2020-2021. The numbers of new entrants on postgraduate programmes are shown as increasing by 38.5% for the primary sector and 58.2% for the secondary sector relative to 2019-2020, following a gradual decline in numbers over preceding years.

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- 3.9 HESES data also show that the increased numbers entering postgraduate ITE for the secondary sector in 2020-2021 are distributed across a range of subjects, the largest uplifts relative to the previous year being for mathematics (up 31), English (31), history (25), physics (25), physical education (21), art (20), music (18), biology (18), chemistry (15), design & technology (15).

Table 1
First years on ITE courses in Wales, by degree type and school level

		2017-2018	2018-2019	2019-2020	2020-2021
Primary	Postgraduate	405	348	379	525
	Other (u/g)	244	208	193	276
Secondary	Postgraduate	480	435	433	685
	Other (u/g)	32	28	8	-
Total	All degrees	1,161	1,019	1,013	1,486

Source: HESES

- 3.10 The summary of ITE student results provided by the EWC indicates that in 2019-2020, there were 975 qualifiers relative to a cohort of 1,168 that started ITE programmes (five of whom had deferred from previous years). 83.5% of the cohort achieved QTS, being an improvement on the 80.2% success rate of the previous year but remaining lower than the rates of 88% to 90% that had been achieved in some earlier years. Within the 2019-2020 cohort, 7.7% are indicated as deferred, 7.7% withdrew and 1.3% failed, these proportions each being lower than in 2018-2019, which was a year that showed the highest rates of withdrawals and failures within the last six years.

ITE recruitment against targets/allocations²²

- 3.11 We referred in our second report to data which showed that the total number of ITE entrants had fallen short of the overall target for each year from 2014-2015 onwards, with the percentage shortfall increasing each year. Recently available HESES data for 2020-2021 indicate that this trend has been reversed. The Welsh Government has indicated that ITE partnerships are encouraged to exceed their intake numbers where they are able to do so “within reasonable parameters set at the discretion of Welsh Government and EWC”. Exceptions to this are PGCE physical education and within a tolerance level in PGCE primary “in order to ensure no oversupply”.
- 3.12 For the primary sector, the allocation was met each year up to 2014-2015, but subsequent shortfalls gradually increased, exceeding 10% for the first time in 2017-2018. In 2020-2021, the HESES data indicates that the postgraduate intake was exceeded by 20.7% and that the undergraduate intake was 95.5% of allocation.

²² For 2019-2020 onwards, EWC have changed terminology from targets to allocations

- 3.13 For the secondary sector, the target has not been met since 2013-2014 and the shortfall increased annually. HESES data indicate that improved recruitment in 2020-2021 reduced the shortfall to 31.7%, the lowest in recent years.

Recent ITE recruitment

- 3.14 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. This was followed by a decrease for 2021-2022 to a figure of 662, which is now referred to as the “intake allocation” for ITE providers. As part of their ITE accreditation functions the EWC has the responsibility for distributing the allocations across providers, by phase, subject and level of study. In relation to level, the primary sector allocations are 264 undergraduate places and 398 postgraduate.
- 3.15 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, stayed broadly the same at 1,003 for 2020-2021 and was decreased to an intake allocation of 948 for 2021-2022.
- 3.16 In the context of its Teacher Planning and Supply Model (TPSM), the Welsh Government has indicated that work is on-going “to provide greater clarity in how intakes are derived and enable greater functionality to investigate the impact of changes in key assumptions on teacher need pan-Wales”. Although it is not able to model Welsh-medium demand separately, there continues to be an expectation by the Welsh Government that 30% of recruitment to all ITE programmes should be student teachers learning to teach through the medium of Welsh.
- 3.17 ITE applications for the September 2021 intake 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 2 for the current round, compared to the same point from 2017 onwards.
- 3.18 For ITE in the primary sector, the number of applications at February to April 2021 was higher than at the same stages in 2020 (the latter being the lowest numbers following a steady decrease in applications from 2017).
- 3.19 For ITE in the secondary sector, the February to April 2021 figures were the highest since 2017, building on the increase observed in 2020 following an earlier period of decreasing applications.

Chapter 3 – Educational context

Table 2
Cumulative ITE applications to Wales providers (rounded to nearest 10)

	Primary					Secondary				
	2017	2018	2019	2020	2021	2017	2018	2019	2020	2021
January	1,080	880	730	640	620	710	560	570	520	560
February	1,230	1,070	890	760	860	900	730	680	700	770
March	1,260	1,110	980	870	950	1,010	830	780	830	920
April	1,290	1,160	1,060	950	1,030	1,090	930	880	980	1,060
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

- 3.20 The increase in ITE applications in the 2021 intake is reflected in increases in the numbers of these that have been ‘placed’, ‘conditionally placed’ or are ‘holding an offer’. This is alongside a general increase in the number of applicants for undergraduate courses at universities in Wales.
- 3.21 It is recognised that the impact of the pandemic makes the circumstances relating to the 2021 admissions cycle unique and that no medium-term conclusions can be drawn at this time.

Students from Wales studying in England

- 3.22 The most recent data available on the country of study for ITE entrants from Wales is for academic year 2018-2019 and were referred to in our second report. The data showed that the proportion of students from Wales starting an ITE course in England has increased over time. By 2018-2019, only 61.8% of primary ITE entrants from Wales and 64.3% of secondary ITE entrants were remaining in Wales to follow those programmes, whereas earlier in the decade, these proportions had been as high as 76% for primary and 83% for secondary.
- 3.23 Applications from England into Wales have reduced since 2014 and are much lower than applications from Wales into England: this continues to be the case for the 2021 cycle to-date. 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. The proportion for the 2021 intake to-date is within this range.

Table 3
Applications for teacher training by country of domicile (at June each year)

Destination	2014	2015	2016	2017	2018	2019	2020	2021 (Apr)
England to Wales	570	290	440	310	290	240	260	290
Wales to Wales	3,210	2,540	2,510	2,210	2,100	1,850	1,950	1,710
Wales to England	2,420	2,350	2,120	2,190	1,880	1,930	1,830	1,540
Percentage from Wales applying to Wales	57.0	51.9	54.2	50.2	52.8	48.9	51.6	52.6

Source: UCAS

Ability to teach through the medium of Welsh

- 3.24 The published data referred to in our second report showed a continuing fall in the proportion of new ITE students in Wales undertaking courses to teach through the medium of Welsh, from about 20% in 2013-2014 to 16.5% in 2018-2019. Data provided indicates that the proportion has increased to 18.1% for the 2020-2021 ITE intake, being 16.2% of those on secondary programmes and 19.7% for primary sector programmes.
- 3.25 There has also been a gradual fall in the proportion of ITE entrants considering themselves to be fluent Welsh speakers. These downward trends contrast with an increase in the proportion of pupils that are in Welsh-medium schools or in the two categories of school with the strongest bilingual provision, from 18.3% in 2009-2010 to 20.9% in 2019-2020. On the other hand, EWC state in a briefing document that the proportion of NQTs (trained in Wales) able to speak Welsh has increased from 23.4% in 2016 to 34.6% in 2020.²³

Financial incentives to attract new teachers

- 3.26 The Welsh Ministers have powers under Sections 14-17 of the Education Act 2002 to provide financial assistance to promote 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 2021-2022 are unchanged from 2020-2021 other than the inclusion of biology amongst the priority subjects for the first time. Full details of the grants were provided in the IWPRB's 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, biology, computer science or Welsh at secondary level.

²³ EWC (2020), *Policy briefing: teacher recruitment and retention in Wales*
<https://www.ewc.wales/site/index.php/en/research-and-statistics/ewc-research-and-policy-advice/policy-briefings.html>

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3.27 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 of 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 2021-2022 academic year, scholarships continue to be made available by Coleg Cymraeg Cenedlaethol²⁴ to students taking at least 40 credits through the medium of Welsh within undergraduate ITE programmes: inclusion of ITE within this scheme in 2020-2021 for the first time was part of the Coleg's response to the general recruitment situation for Higher Education Institutions (HEIs) following the COVID-19 pandemic.

Vacancies

Teacher vacancies

- 3.28 Welsh Government data are available showing trends over the past 10 years with the latest available data referring to 2019. There was an increase in the number of teacher vacancies advertised externally over the period from 2011, plateauing in 2017 and then dropping significantly in 2018. In 2019, vacancies in the primary sector continued to drop, but they increased a little in secondary. Overall, 1,571 vacancies were advertised across schools in Wales in all sectors in 2019, representing a drop of 240 from a peak of 1,811 vacancies in 2017.
- 3.29 Table 4 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, irrespective of fluctuations in the total number of vacancies. This decline has been markedly steeper in the secondary sector, which has seen application rates more than halving since 2011 (now at an average of 6.2 applications per vacant post), whereas the primary sector looks to be stabilising and may be returning to 2014-2015 levels at 15.9 applications per vacant post.
- 3.30 The data show, therefore, that the total pool of applicants across all sectors has reduced. Specifically, the pool of applicants to vacancies advertised across the Welsh school system has gone down from 26,924 in 2011 to 16,992 in 2019. This represents a far sharper fall than modest overall reductions in the total number of posts advertised, which has fluctuated somewhat over that same period and, as recent data show, is now back to the level it was five years ago.

²⁴ Coleg Cymraeg Cenedlaethol was established in 2011 by the Welsh Government in order to develop Welsh-medium provision in FEIs and HEIs

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Table 4
Number of teaching posts advertised and applications per post in maintained schools, by phase

		2011	2012	2013	2014	2015	2016	2017	2018	2019
Primary	No. of posts advertised	653	787	728	785	795	782	848	769	743
	Applications per post	25.6	24.5	18.1	17.6	16.0	14.1	15.5	14.9	15.9
Secondary (including Middle Schools)	No. of posts advertised	692	898	1,021	752	830	881	963	793	828
	Applications per post	14.8	11.8	8.4	9.8	8.9	8.4	7.6	7.3	6.2
All posts¹	No. of posts advertised	1,345	1,685	1,749	1,537	1,625	1,663	1,811	1,562	1,571
	Applications per post	20.0	17.7	12.4	13.8	12.4	11.1	11.3	11.1	10.8

¹ includes (primary, nursery, middle, secondary and special)

Source: PLASC, Welsh Government²⁵

- 3.31 In the primary and secondary sectors, appointments made tend to be below the number of vacancies advertised. This gap is consistently worse in secondary level than in primary education. In 2019, 93.7% of vacancies advertised in primary schools were filled; this compared with 89.9% in secondary.²⁶ Up to 2013-2014, this proportion has been well above 90%, so the gap between the number of vacancies advertised and those which are filled has increased significantly.
- 3.32 There are datasets which give an indication of any potential teacher recruitment challenges on a subject-by-subject basis for Wales as a whole. Chart 2 presents the ratio of applications per vacancy for a cross-section of major subject areas in secondary education over the past three years, all of which are below the average of 6.2 for the secondary sector as a whole. This shows a significant downward trend in some core subjects such as mathematics and Welsh.

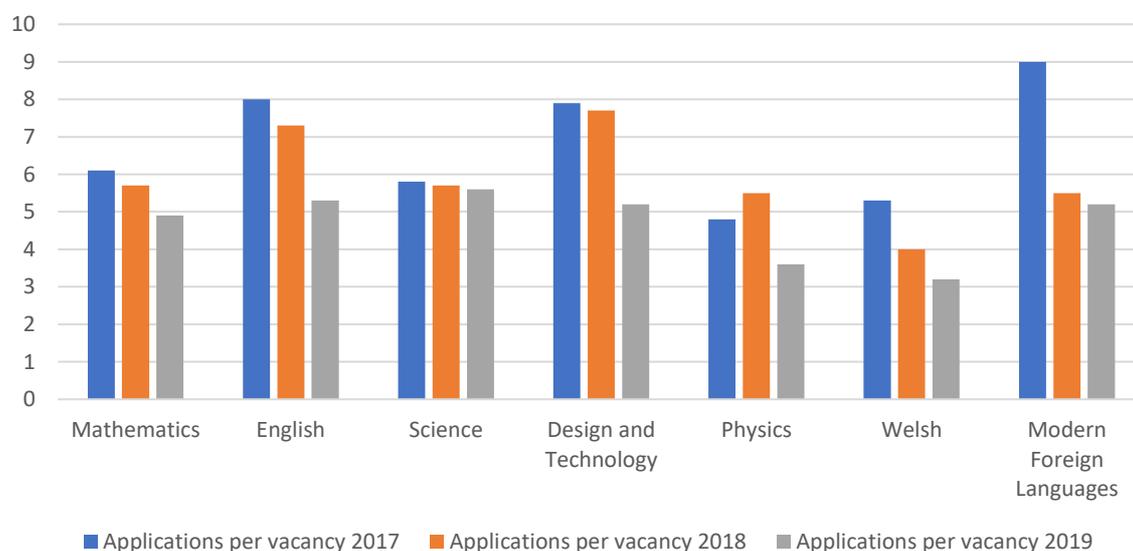
²⁵ The calculation of the number of applications per post was arrived at through analysing data from two separate tables captured in the annual January census and reported in [Teacher recruitment and retention \(gov.wales\)](#)

²⁶ PLASC, Welsh Government

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Chart 2

Number of applications per vacant post in maintained secondary schools, by subject area



Source: PLASC, Welsh Government²⁷

3.33 Since the data in Chart 2 show the mean for advertisements and applications, they may mask significant variations in recent years across local authorities, with the bigger population centres such as Cardiff and Swansea attracting larger fields of applicants than more rural or Welsh-speaking areas such as Pembrokeshire and Anglesey whilst medium-sized urban centres such as Newport present a mixed picture. To illustrate this, Table 5 shows how five local authorities compared across the three subject areas with the highest number of vacancies in 2019, i.e. mathematics, English and science (at 136, 111 and 101 vacancies across Wales respectively).

²⁷ The calculation of the number of applications by subject was arrived at through analysing data from two separate tables captured in the annual January census and reported in [Teacher recruitment and retention \(gov.wales\)](https://gov.wales)

Table 5
Advertisements and applications for selected subjects in selected local authorities, 2019

Local Authority	Subject area	No. of vacancies	No. of applications	Ratio
Cardiff	Maths	12	69	5.8
	English	5	16	3.2
	Science	7	66	9.4
Anglesey	Maths	4	8	2.0
	English	2	3	1.5
	Science	1	4	4.0
Pembrokeshire	Maths	4	12	3.0
	English	8	17	2.1
	Science	5	21	4.2
Swansea	Maths	9	99	11.0
	English	4	40	10.0
	Science	7	36	5.1
Newport	Maths	5	15	3.0
	English	5	24	4.8
	Science	10	34	3.4

Source: PLASC, Welsh Government

- 3.34 Another indicator of the level of difficulty in teacher recruitment is the prevalence of teaching outside the field in which the teacher is qualified. Table 6 presents data for 2018 to 2020 in respect of teachers registered with the EWC and the subjects they were delivering. This shows that the practice of teaching outside the subject area in which the teacher trained originally has remained consistently widespread. For certain subjects, e.g. Welsh, it has exacerbated over the period. The highest proportions of teaching outside the subject area are in science and physics, where the majority of teachers fall into that category. However, what this table does not show is to what extent teachers were delivering in cognate fields to the one they qualified in, if not in their exact subject area.
- 3.35 For foundation subjects such as art, history, geography, modern foreign languages (MFL) and music, the proportion of teachers reported as having trained in another subject is typically far lower; in 2020 this ranged from 10% to 20%, except for information technology (IT) at 57%.

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Table 6
Number of secondary school teachers registered with EWC by whether trained in the subject taught – core subjects and religious education

Subject	2018			2019			2020		
	% trained in subject	% not trained in subject	% not known	% trained in subject	% not trained in subject	% not known	% trained in subject	% not trained in subject	% not known
Science	34.5	63.0	2.5	34.2	63.5	2.3	34.3	64.3	1.5
Physics	42.9	55.7	1.4	44.3	54.1	1.6	42.7	56.2	1.1
Chemistry	48.8	49.1	2.1	49.5	49.3	1.2	48.7	50.3	0.9
Biology	58.1	41.2	0.7	58.4	41.0	0.7	59.0	40.7	0.2
Religious Education	65.7	31.0	3.3	66.3	31.7	1.9	64.6	33.8	1.6
Welsh	72.9	24.3	2.8	74.2	24.4	1.4	73.0	26.0	1.0
English	74.1	21.8	4.1	74.8	22.2	2.9	75.2	22.8	2.1
Mathematics	78.3	17.7	4.0	79.5	18.2	2.3	78.6	19.4	2.0

Source: EWC, Annual Education Workforce Statistics for Wales 2018-2020

School leader vacancies

- 3.36 Datasets for leadership vacancies may be inconsistent, as definitions may vary across local authority areas. The total number of school leaders registered by the EWC, including acting headteachers, deputy headteachers and assistant headteachers, stood at 3,649 in 2020.
- 3.37 The total number of school leader posts has been affected by closures, mergers and the creation of federated schools. In 2014 there were 1,597 posts for full-time headteachers with no teaching commitments and by 2020 this stood at 1,387 headteachers and executive headteachers across all school types,²⁸ representing a steeper percentage decline than has been the case in teacher posts.
- 3.38 The decline in the number of deputy or assistant headteachers during the same period was reported by the EWC to be even more pronounced.²⁹
- 3.39 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% respectively.³⁰
- 3.40 Notwithstanding the reduction in the number of promotion opportunities for headships due to a reduced number of positions, the mean of applications per headteacher and deputy headteacher posts in secondary schools decreased for a number of years to a low of 5.6 applications per vacancy in 2016. However,

²⁸ PLASC, Welsh Government

²⁹ Ibid

³⁰ Ibid

this trend has now reversed, and application levels are exceeding where they were in 2012-2013.

- 3.41 The number of leadership posts advertised fluctuates year on year, and the total number is relatively low (in the past five years the advertised leadership vacancies across the entire Welsh school sector ranged between 24 in 2013 to only 2 in 2019),³¹ so any conclusions drawn from such data come with caveats in regard to their validity and reliability. From a total pool of 3,649 individuals in headteacher, deputy head, assistant headteacher and interim headteacher posts, the two externally advertised vacancies in 2020 are a tiny proportion when taking into account normal staff turnover through retirement and other forms of attrition. This would suggest that some promotional appointments to leadership positions have recently been made internally on an interim or acting basis, prior to advertising them externally. Thus, PLASC data on advertised posts need to be treated with caution.

Retention

- 3.42 Data 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).
- 3.43 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 2019 at 2.4%, which is the same as in the previous year. The data are shown as headcount figures in Table 7. The leaving rate for secondary teachers has improved over the last three years, whereas for primary teachers it has been fairly stable.

³¹ PLASC, Welsh Government

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Table 7
Teachers leaving the profession by sector (headcount), Wales 2010-2019

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Teachers leaving the profession	All schools ¹	772	753	691	722	742	780	814	698	609	612
	Primary	345	322	345	356	369	377	382	364	326	351
	Middle	0	0	10	6	4	16	10	13	17	14
	Secondary	427	431	336	360	369	387	422	321	266	247
Total number of teachers (headcount)		27,108	26,869	27,056	27,064	26,755	26,453	26,172	26,129	25,802	25,884
Percentage of teachers leaving		2.8%	2.8%	2.6%	2.7%	2.8%	2.9%	3.1%	2.7%	2.4%	2.4%

¹includes (primary, nursery, middle, secondary and special)

Source: PLASC, Welsh Government

- 3.44 In Wales in 2019, the greatest proportion of leavers (24%) left the profession within their first five years of teaching. The next largest proportion of leavers (15%) were those with between 16-20 years' teaching experience. The third largest group of leavers (13%) were those with 6-10 years teaching experience.
- 3.45 Broadly, there is little difference between the primary and secondary sectors, with the exception of the 16-20-year group, in which more primary teachers left (18.5%) compared with secondary (10%). The data are shown in Table 8.

Table 8
Teachers who left the profession by number of years of experience shown by sector (Jan-Dec 2019)

	Number of years' experience						
	0-5	6-10	11-15	16-20	21-25	26-30	31+
Total	149	82	72	92	64	74	79
Primary	74	46	39	65	40	41	46
Secondary	75	36	33	27	24	33	33

Source: PLASC, Welsh Government

- 3.46 EWC retention data which tracks teachers over time, shows that 1,012 gained QTS and registered with EWC in 2014 (following the successful completion of a course of ITE in Wales). By March 2020, 22.7% of these were no longer registered as teachers with EWC.
- 3.47 PLASC data show that of all those who left teaching in 2019, 27.6% took early retirement, 17.6% took employment outside education, 13.1% are unknown,

6.5% took non-teaching posts in education and 35.1% had other reasons such as career break or moving into independent education or HEIs.

- 3.48 Looking at longer-term trends from 2009-2010 to 2018-2019, there has been a decrease in primary and secondary leavers taking early retirement from 53% down to 28%³², compared with an increase in those taking up employment outside the profession, from 11% to 30% in secondary, and 23% in primary respectively³³.
- 3.49 Data from PLASC examine the number of secondary school teachers who left the profession by subject area in 2019. Compared with the previous year, fewer teachers left who taught history, music, Welsh first and second language and special educational needs co-ordinators (SENCo). However, more teachers of art, geography, IT, mathematics, and MFL left. In the other subjects, the numbers of teachers leaving were either not significant or the same as in 2018.

³² PLASC, Welsh Government

³³ NFER, *Teacher Labour Market in Wales Annual Report 2020* <https://www.nfer.ac.uk/teacher-labour-market-in-wales-annual-report-2020/>

Chapter 4 – Matters for recommendation

Chapter 4 provides the contextual information in relation to matters for recommendation within the Minister for Education's Remit Letter, for implementation from September 2021.

National pay scale levels from 2021: context

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

- 4.1 Qualified teachers in the maintained sector in Wales are paid according to statutory pay scales, with a starting salary of £27,018 in September 2020.
- 4.2 There are several surveys and reports which refer to starting salaries for graduates in the UK. All reports examined show that the country's leading employers have reduced graduate recruitment due to the impact of COVID-19.
- 4.3 The Institute of Student Employers (ISE) reports employer strategies and behaviour in relation to recruiting young workers. The report also breaks down the UK salary range information across different sectors and the median across all professional groups for both Wales and the UK.
- 4.4 In 2020, the ISE survey³⁴ reported a median UK graduate starting salary of £29,667 from its members, £667 up on the previous year. The median starting salary for graduates in Wales is £27,000.
- 4.5 The High Fliers Report 2021³⁵ 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 remain at £30,000 across the UK.

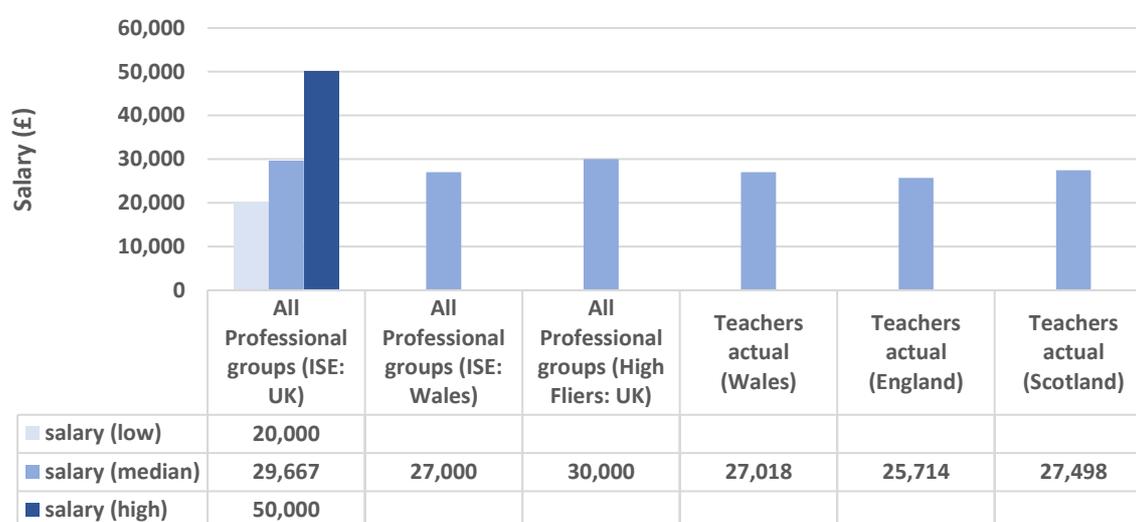
³⁴ <https://ise.org.uk/>

³⁵ High Fliers (2021), *The Graduate Market in 2021*

https://www.highfliers.co.uk/download/2021/graduate_market/GM21-Report.pdf

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Chart 3
Comparison of graduate starting salaries 2020



Source: ISE

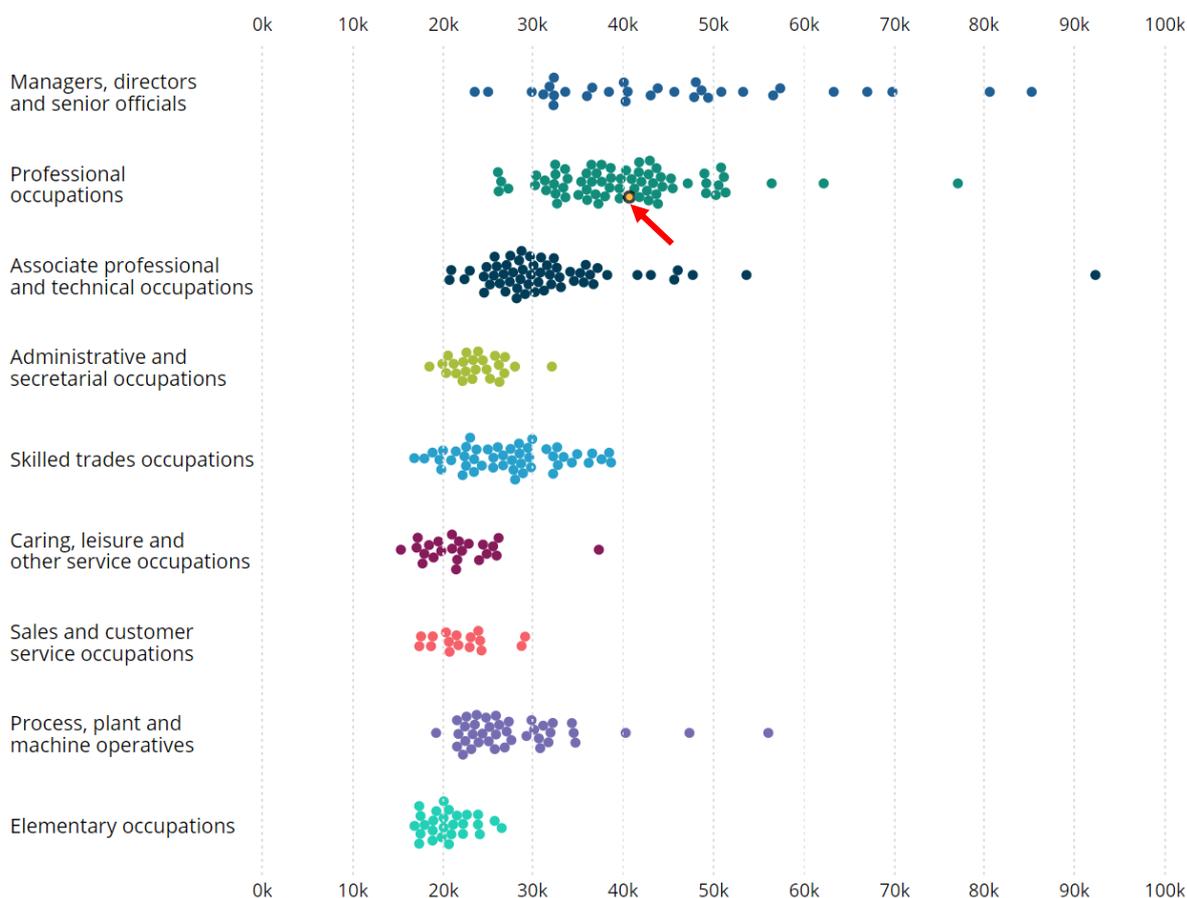
- 4.6 Chart 3 shows that the starting salary for teachers in Wales in 2020 was comparable to the median salary for graduates starting across all ISE professional groups in Wales and £2,649 less than all ISE professional groups in the UK.
- 4.7 In the 2020 Organisation for Economic Development (OECD) study,³⁶ 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. All salary comparators in this OECD study use US Dollars (USD) equivalents.
- 4.8 When comparing the relative position of starting salaries, the OECD 2020 study shows that starting salaries for all phases in Wales and England combined are below the OECD average. It should be noted that data to inform the OECD 2020 study were collected in 2019, prior to the implementation of salary increases for teachers by the Welsh Government, following devolution of pay and conditions, which have had the effect of increasing starting salaries at a greater rate compared to England.
- 4.9 Starting salaries for teachers in Wales are £1,304 higher than in England and £480 lower than in Scotland.
- 4.10 A commitment has been made by the Westminster Government to raise starting salaries for qualified teachers in England to £30,000. The Secretary of State for Education’s Remit Letter to the School Teachers’ Review Body (STRB) in 2021 states that “pay restraint” will affect the timing of this implementation.

³⁶ OECD (2020), *Education at a Glance 2020* <https://www.oecd.org/education/education-at-a-glance/>

Teachers' median salary compared with other graduate professions and other countries

- 4.11 The following paragraphs compare teachers' median salaries according to different data sources.
- 4.12 From the ONS Annual Survey of Hours and Earnings (ASHE) 2020 data³⁷ it is possible to compare the annual median full-time gross pay by occupation in the UK, shown in Chart 4. Education is highlighted in the professional category (red arrow) with an annual median full-time salary of £40,881 for secondary education teaching professionals.

Chart 4
Annual median full-time annual gross pay by Standard Occupational Classification (SOC) in the UK



Source: ASHE 2020

- 4.13 Further interrogation of the ASHE data specifically for the professional categories within Wales yields the median gross pay range as shown in Chart 5 (note that data were not available for all professions listed in the UK). The chart also shows

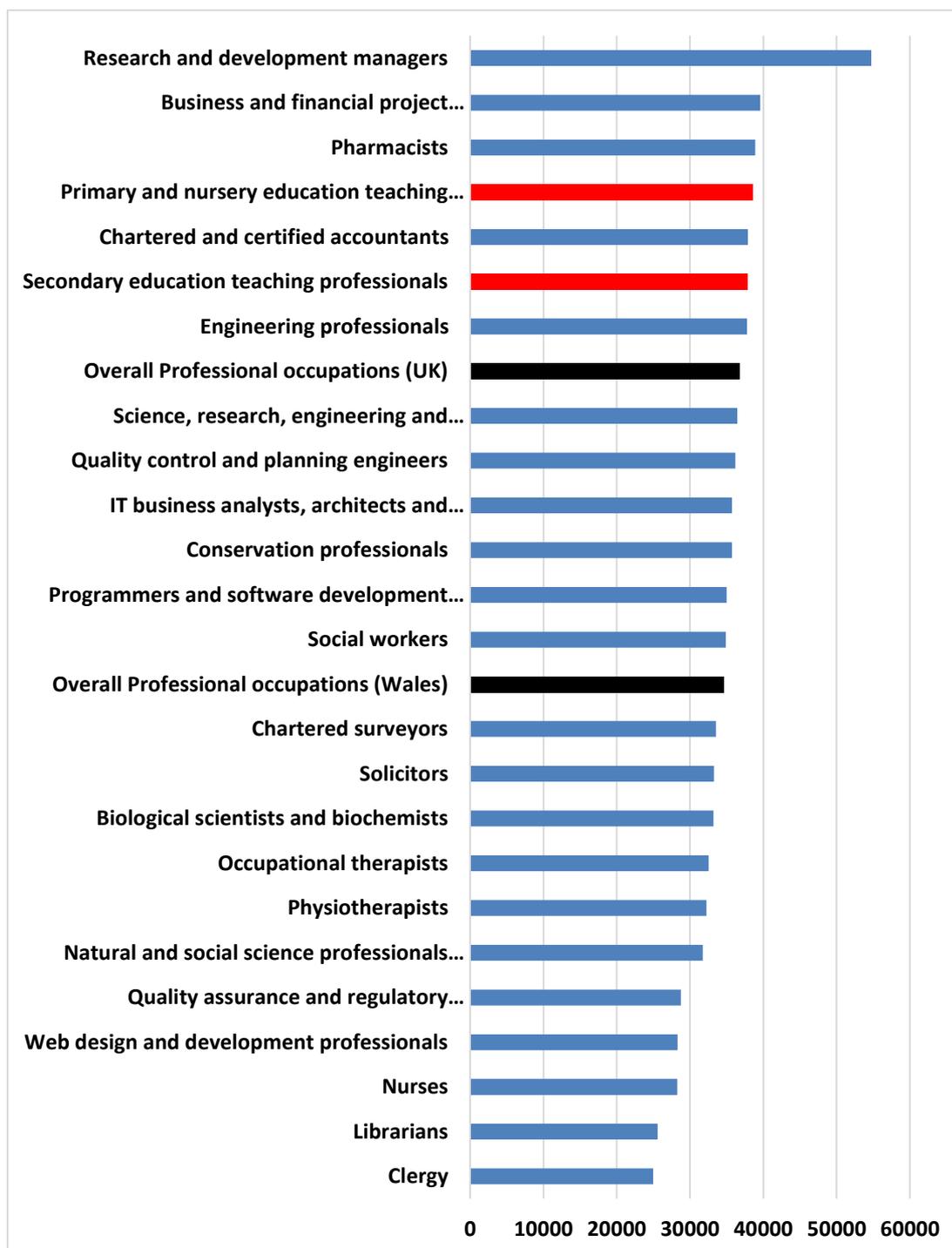
³⁷ ONS, *Employee earnings in the UK: 2020*

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2020>

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the median gross annual salary for all professional occupations in Wales and the UK (black bars).

Chart 5
Median gross annual salary (£) in Wales for the professional category



Source: ASHE 2020

4.14 In Wales, the median salaries for secondary school teachers and primary school teachers (red bars) are comparable to one another and professions such as

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pharmacists, chartered accountants and engineering professionals. Salaries for nursery/primary and secondary education teaching professionals are above the median salary for ‘all professions’ in Wales and the UK with the primary phase slightly higher than the secondary phase.

- 4.15 According to the SWAC 2019, the median full-time equivalent salaries in Wales for primary classroom teachers and secondary classroom teachers are £40,482 and £40,490 respectively. These results are similar to those reported by ASHE 2020, although the secondary phase pay is slightly higher than the primary.
- 4.16 Teachers’ median gross weekly pay at primary and secondary level can be compared across the UK using the ASHE 2020 data, shown in Table 9. Scotland ranks first for both primary and secondary phases pay across 11 UK regions, whilst in Wales primary and secondary phases are ranked second and seventh respectively.

Table 9
Teachers’ median gross weekly pay at primary and secondary level across the UK

Region	Secondary		Primary and Nursery	
	Median gross weekly pay (£)	Rank	Median gross weekly pay (£)	Rank
UK	741		647	
East	707	9	595	10
East Midlands	753	4	630	7
London	781	2	657	3
North East	742	6	633	5
North West	722	8	633	6
Scotland	794	1	761	1
South East	689	10	621	9
South West	748	5	579	11
Wales	740	7	752	2
Midlands	755	3	629	8
Yorkshire and The Humber	689	11	653	4

Source: ASHE 2020

- 4.17 The OECD 2020 study reports actual salaries for primary and upper secondary teachers for Wales and England combined³⁸ of \$44,157 and \$49,312 respectively; these are comparable to the OECD averages of \$43,942 and \$49,778.

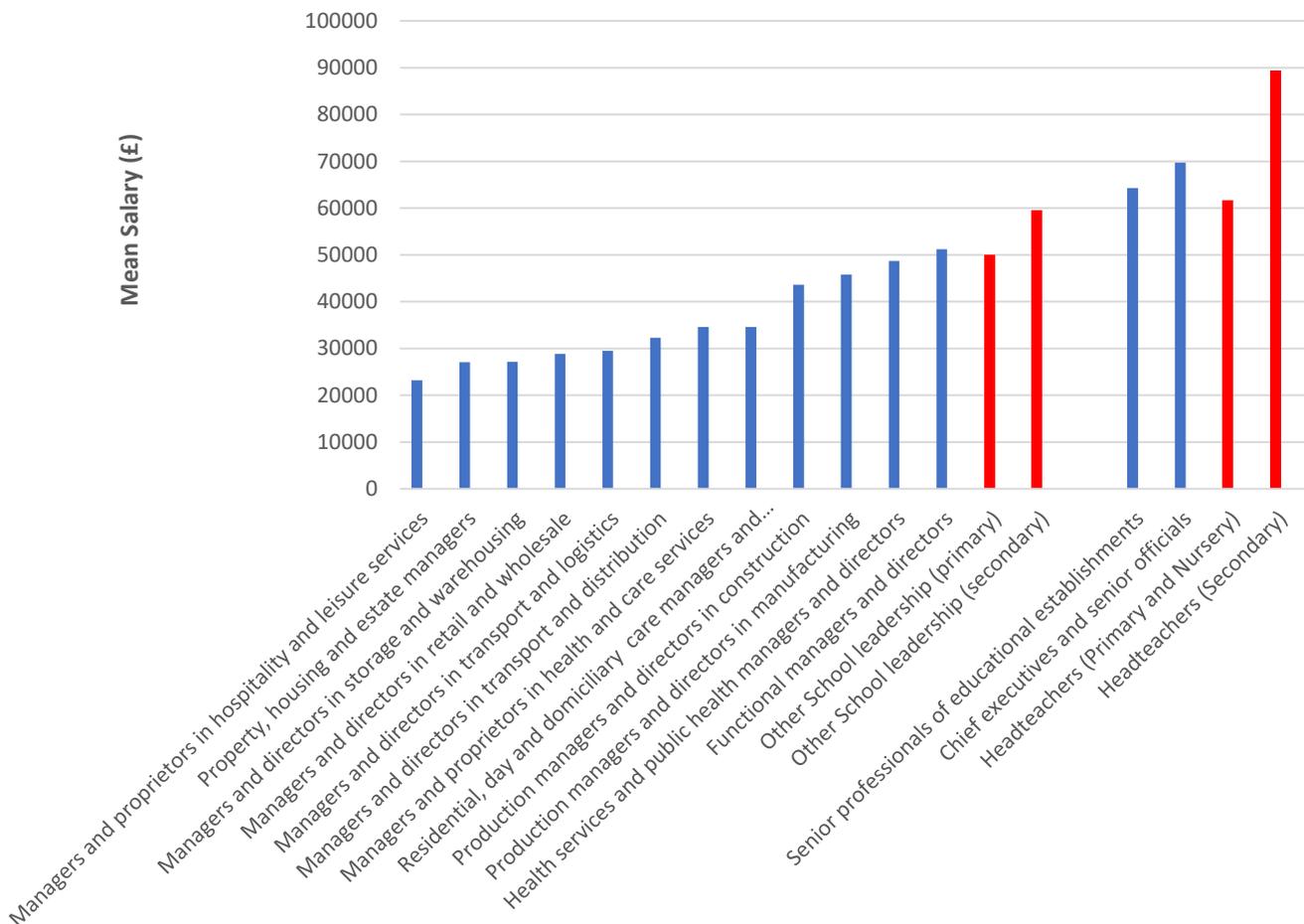
³⁸ Data was collected before the pay award for Wales was implemented in 2019

Headteachers' salaries

- 4.18 In Wales in 2019, based on the SWAC 2019, the median gross FTE pay for all those on the Leadership Group Pay Range (LGPR) was £53,856 in primary and nursery schools and £59,528 in secondary schools. In middle and special schools, the figures were £55,202 and £59,528 respectively.
- 4.19 For headteachers (including executive headteachers), the median gross salary ranged from £54,529 and £60,895 for nursery and primary schools respectively to £87,960 for secondary schools.
- 4.20 For both primary and secondary sectors, it is possible to compare the mean salaries for headteachers and other school leaders with mean salaries of management and leadership roles across private and public sectors using the SWAC 2019 and ASHE 2020 data respectively: see Chart 6. In Wales, headteachers for secondary and primary (red bars) compare favourably with chief executive officers (CEOs) and senior professionals in education establishments. Other school leaders' salaries (green bars) also compare favourably with managers and directors across the other sectors.

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Chart 6
Mean salary for managers and senior leaders in Wales (2020)



Source: ASHE 2020

- 4.21 In the 2020 OECD study,³⁹ headteachers' mean actual salaries for primary and upper secondary phases in the UK are \$81,830 and \$116,952 respectively, compared to the OECD means of \$67,365 and \$79,536.
- 4.22 Salary ranges for headteachers vary across OECD comparator countries as shown in the two previous IWPRB reports. Based on the information in the OECD report, the range for headteachers in Wales and England combined⁴⁰ is \$58,684 - \$142,285 compared to \$54,287 - \$88,322, the mean across the OECD countries. The trend over the last few years has shown that the maximum salary available to headteachers in Wales and England is near the top compared to other countries.
- 4.23 Salary ranges for headteachers in Wales are wider than those in Scotland. The pay scale in Scotland for headteachers is £51,207 rising to £98,808.

³⁹ OECD (2020), *Education at a Glance 2020* <https://www.oecd.org/education/education-at-a-glance/>

⁴⁰ Data was collected before the pay award for Wales was implemented in 2019

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- 4.24 In Wales, the salary range for headteachers is determined by a formula which places them into one of eight headteacher groups, taking into account the number of pupils, their learning key stage and additional needs. The governing body has the flexibility to appoint on a salary within the group range, with the discretion to exceed the maximum of the headteacher group range by 25%, and more under exceptional circumstances.
- 4.25 By combining the PLASC 2020 and the SWAC 2019 data, (see Table 10), out of the 1,475 headteachers in Wales, 230 are paid above the maximum of their school grouping (14%); this will also include those who are responsible for more than one school. Across the eight salary groups, the additional salary above the group maximum for the 230 headteachers (including executive headteachers) ranges from £618 to £39,446, with an average uplift of circa £8,846.

Table 10
Headteacher pay groups

Pay Group	Min £	Max £	Number of schools	Number of schools with headteachers above max of pay group	% of schools with headteachers above max of pay group	Range of pay amount above maximum of expected pay group	
						Min £	Max £
1	46,457	61,808	430	30	7%	618	8,748
2	48,808	66,517	540	75	14%	666	17,240
3	52,643	71,590	240	50	21%	716	14,236
4	56,579	77,048	55	20	36%	770	26,286
5	62,426	84,976	45	10	22%	850	18,358
6	67,183	93,732	95	20	21%	937	39,446
7	72,306	103,334	55	10	18%	1,034	10,726
8	79,748	114,061	10	*	*	*	*
Total			1,475	230	14%		

Source: PLASC 2020 and SWAC, Welsh Government (*refers to data count less than 5)

Identification and calculation of leadership pay of headteachers accountable for more than one school

- 4.26 The role and responsibilities of a headteacher are defined within the STPC(W)D 2020 and guidance on school teachers' pay and conditions.
- 4.27 Headteachers can be responsible and accountable for more than one school. The term executive headteacher is also used to describe a headteacher responsible for more than one school.
- 4.28 Based on the latest SWAC pay and HR data return in Wales 2019, there are 80 instances of a headteacher or executive headteacher being responsible for more

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than one school; 15 hold the title of executive headteacher whilst 65 hold the title of headteacher.

- 4.29 Currently there is no definition of an executive headteacher role within the STPC(W)D and no stipulation as to when the title of 'executive headteacher' is used rather than 'headteacher' when responsible and accountable for more than one school.
- 4.30 Research conducted in 2017 by the National Foundation for Educational Research (NFER), Ambition School Leadership (formerly The Future Leaders Trust) and the National Governance Association (NGA) in England, set out an exemplar job description.⁴¹
- 4.31 The findings published by the NFER indicated that an executive headteacher takes on duties above and beyond those of a headteacher, in the areas of strategic thinking, consistency and collaboration, outward facing and coaching/staff development, all aimed at improvement, expansion and partnership.
- 4.32 There is a level of complexity that is introduced by having responsibility and accountability for multiple, or an intended merger, of schools. This may include one or more of the following:
- the delivery of multiple strategies
 - working with separate governing bodies
 - improving school under-performance
 - leading a federation where separate school identities are retained
- 4.33 The STPC(W)D states that "Where the headteacher is appointed as headteacher of more than one school on a permanent basis, the relevant body of the headteacher's original school or, under the Collaboration Regulations, the collaborating body must calculate the headteacher group by combining the unit score of all the schools for which the headteacher is responsible to arrive at a total unit score, which then determines the headteacher group". This would be the same for an executive headteacher who is responsible for more than one school.
- 4.34 As noted in 4.24, the STPC(W)D allows for flexibility when setting the salary of a headteacher (or an executive headteacher) which can exceed the maximum of the group range by 25%, and above the 25% threshold in exceptional circumstances. In such circumstances, the governing body must seek independent advice before providing such agreement, and support its decision with a business case.

⁴¹ NFER (2017), *Executive headship* <https://www.nfer.ac.uk/media/1747/exec02.pdf>

Effectiveness, consistency and appropriateness of TLR arrangements

Provisions in the STPC(W)D

- 4.35 A teaching and learning responsibility (TLR) payment may be paid “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.
- 4.36 There are three types of TLRs, whose uses are determined in accordance with the school’s pay policy. Values below are shown for 2020-2021:
- (i) TLR1, between £8,291 and £14,030
 - (ii) TLR2, between £2,873 and £7,017
 - (iii) TLR3, between £571 and £2,833 – this is a fixed-term payment “for clearly time-limited school improvement projects, or one-off externally driven responsibilities”. The duration of the fixed-term must be established at the outset.
- 4.37 When making a TLR1 or TLR2 award, the school must be satisfied that the teacher’s duties include a significant responsibility that is not required of all classroom teachers and that it:
- a) is focused on teaching and learning
 - b) requires the exercise of a teacher’s professional skills and judgement
 - c) requires the teacher to lead, manage and develop a subject or curriculum area; or to lead and manage pupil development across the curriculum
 - d) has an impact on the educational progress of pupils other than the teacher’s assigned classes or groups of pupils
 - e) involves leading, developing and enhancing the teaching practice of other staff
- In addition, before awarding a TLR1, the school must be satisfied that the sustained, additional responsibility includes line management responsibility for a significant number of people.
- 4.38 A teacher cannot hold a TLR1 and a TLR2 concurrently, but a teacher in receipt of either a TLR1 or a TLR2 may also hold a concurrent TLR3. TLR1 and TLR2 payments are subject to the pro-rata principle for part-time teachers; TLR3 is not subject to the pro-rata principle. The provisions of the STPC(W)D cover ‘safeguarding’ – essentially, they protect the payment of TLRs to teachers for a period of three years after a decision is taken by the school to terminate the payment of the TLR.
- 4.39 It is the school governing body’s responsibility to agree TLRs. Most schools adopt the provisions within the model school pay policies issued by regional consortia and local authorities, although there is some variation in terms of the

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expectations placed on governing bodies regarding the awarding and publication of TLRs. In some cases, the value of each individual TLR is expected to be included in a school's pay policy, in other cases, what is included is the school's pay scale and pay points. Some local authorities include a scale for TLR payments, while many schools use the scale, although it is not specifically included in pay policies.

Incidence of TLRs

4.40 In total, 8,005 TLRs were awarded to teachers in Wales (see Table 11). In 2019, 7,670 teachers in Wales were in receipt of one or more TLR payments (see Table 12).

Table 11
TLR payments by TLR type, gender and phase (to nearest five)

		Nursery and Primary Schools	Middle Schools	Secondary Schools	Special Schools and Pupil Referral Units	Other	Total
TLR1	Male	*	25	340	5	15	390
	Female	10	45	575	5	30	665
	Total	10	65	915	10	45	1,050
TLR2	Male	0	80	1,030	25	50	1,405
	Female	1,355	185	2,095	100	205	3,945
	Total	1,575	265	3,130	125	255	5,355
TLR3	Male	60	15	130	5	10	220
	Female	240	15	280	10	20	560
	Total	300	30	405	20	30	785
Unknown TLR	Male	30	25	155	*	0	215
	Female	205	70	290	15	20	600
	Total	235	90	445	20	25	815
Total		2,120	455	4,895	175	355	8,005

Source: SWAC, Welsh Government

4.41 Overall, 29% of teachers are in receipt of a TLR award – this varies from 45% in the secondary school sector to 17% in nursery and primary schools.

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Table 12

Percentage of teachers who received TLR allowances by sector, 2019 (rounded to nearest 5)⁴²

Sector	Headcount	Percentage of teachers in sector receiving a TLR
Nursery and Primary	2,085	16.7%
Middle	435	35.5%
Secondary	4,640	44.7%
Special and Pupil Referral Units (PRU)	170	17.1%
Other	345	24.1%
All schools	7,670	29.0%

Source: SWAC, Welsh Government

- 4.42 In terms of gender, of the total TLR awards made, 72% are awarded to female teachers and 28% to male teachers (see Table 13). However, this varies from 63% of TLR1 payments and 74% of TLR2 payments to females. The overall composition of the teaching workforce in Wales is 75.2% female and 24.8% male⁴³. Part of the explanation for the variation is that there is a higher proportion of women in the primary sector, where TLR awards are less prevalent.

Table 13

Percentage of teachers (headcount) by gender and TLR type

	Female	Male	Total
TLR1	63%	37%	100%
TLR2	74%	26%	100%
TLR3	72%	28%	100%
Unknown TLR	74%	26%	100%
Total	72%	28%	100%

Source: SWAC, Welsh Government

- 4.43 The mean TLR payment is £4,379 – the TLR1 mean is £8,751; the TLR2 mean is £3,892; the TLR3 mean is £1,624. Table 14 demonstrates the distribution and value of TLR1 and TLR2 allowances by TLR band and gender.

⁴² Excludes Isle of Anglesey who did not return TLR data

⁴³ SWAC, Welsh Government

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Table 14
Staff in receipt of TLR payment by TLR band and gender (rounded to nearest 5)

	Male	%	Female	%	Total
TLR1					
Up to £8,069	150	34	290	66	440
>£8,069 up to £9,929	170	39	270	61	440
>£9,929 up to £11,789	50	40	80	64	125
>£11,789 up to £13,654	15	33	25	56	45
Total	390	37	665	63	1,050
TLR2					
Up to £2,796	495	20	1,950	80	2,445
>£2,796 up to £4,665	385	28	1,010	72	1,400
>£4,665 up to £6,829	525	35	980	65	1,505
>£6,829	*		*		*
Total	1,405	26	3,945	74	5,355

Note: figures do not always add, due to rounding

Source: SWAC, Welsh Government

Role and remuneration of unqualified teachers (UQTs)

- 4.44 The STPC(W)D stipulates that to teach in a maintained school in Wales, a person must have a degree, and gain QTS by following a programme of ITE, or an employment based route. All teachers in Wales are required to register with the EWC, and newly qualified teachers are required to undertake a year-long induction, during which they receive a package of support.⁴⁴
- 4.45 Schedule 3⁴⁵ of the 2015 regulations states that an unqualified person with special qualifications or special experience can be employed where the employer is satisfied as to the person's qualifications or experience or both, and where no suitably qualified schoolteacher (holder of QTS) is available. Any appointment made under these criteria should only be for the period of time that it is not possible to appoint a schoolteacher who holds QTS.⁴⁶
- 4.46 There is a distinction between two types of staff paid on the UQT pay scale. The first is an unqualified teacher who takes on the full responsibilities of a qualified teacher; the second is someone without QTS who does not take on the full responsibilities of a teacher. Examples of the latter include sports coaches,

⁴⁴ Welsh Government (2017), *Induction for newly qualified teachers in Wales* [Welsh Government. Induction for Newly Qualified Teachers in Wales revised July 2017](#)

⁴⁵ Welsh Government (2015), *The Education Workforce Council (Wales) Regulations 2015* <https://www.legislation.gov.uk/wsi/2015/140/schedule/3/made>

⁴⁶ EWC (2016), *Guidance for Employers Employing School Teachers and School Learning Support Workers* <https://www.ewc.wales/site/index.php/en/registration/registration-information-for-employers.html>

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peripatetic music teachers, higher level teaching assistants (HLTAs), cover supervisors, those covering for planning, preparation and assessment (PPA), and trainee teachers on employment schemes.

- 4.47 The EWC, working with the Welsh Government stated that there are approximately 65 UQTs within the first category. The SWAC pay range data shows 335 within the second category. We have focussed on the first category as they are unqualified teachers who take on the full responsibilities of a qualified teacher.
- 4.48 There is a six-point pay scale for UQTs from £18,169-£28,735. The top of the scale is higher than the minimum of the MPR. A person on the UQT pay scale must be placed on one of the six discretionary scale points and progress one scale point following completion of a year of employment. There should be an assumption in favour of progression unless an individual has been notified that service was unsatisfactory in respect of that year.⁴⁷
- 4.49 UQTs cannot be awarded a TLR.⁴⁸ However, they are able to receive another allowance if they take on additional responsibility focused on teaching and learning and requiring professional skills and judgement and/or possess qualifications or experience which bring added value.⁴⁹
- 4.50 Estyn, drawing on a range of inspection and thematic reports, provided additional information at the request of the IWPRB regarding the use of UQTs. They stated that “there is a potential for learner outcomes and experiences to be negatively affected when schools deploy UQTs regularly or on a long-term basis ... but that the effect on learners is generally minimal when UQTs are used as a short-term measure to cover temporary absence”.
- 4.51 In England,⁵⁰ an estimated 21,300 (4.7%) teachers are unqualified. The minimum and maximum of the six-point pay scale is the same as that in Wales.
- 4.52 In Scotland, there is no UQT pay scale and schools are not allowed to employ UQTs.⁵¹
- 4.53 In Northern Ireland,⁵² there is a single pay point for UQTs at £15,358, around £8.8k below that of a teacher on MPR1. There is also an £16.59 hourly rate.

⁴⁷ Welsh Government (2020), *STPC(W)D para 19d and 19e*
<https://gov.wales/sites/default/files/publications/2019-10/school-teachers-pay-and-conditions-wales-document-2020-and-guidance-on-school-teachers-pay-and-conditions.pdf>

⁴⁸ Ibid, para 20.1

⁴⁹ Ibid, para 22.1

⁵⁰ Gov.uk, *School Teachers' Review Body 30th Report: 2020*

<https://www.gov.uk/government/publications/school-teachers-review-body-30th-report-2020>

⁵¹ SCNT (2020), *The National Scheme of Salaries and Conditions of Service for Teachers and Associated Professionals* <https://www.snct.org.uk/>

⁵² Northern Ireland Department of Education (April 2021), *Circular 2021/11 - Teachers' Pay and Allowances from 1 September 2020*

Role and remuneration of the leading practitioner (LP) range

- 4.54 LPs are qualified teachers whose primary purpose is modelling and leading improvement of teaching skills.⁵³ This can include leading the development of pedagogy and the curriculum, coaching and mentoring other teachers, and helping teachers who are experiencing difficulties.
- 4.55 Teachers on the LP pay scale have the same professional responsibilities, and benefit from the same rights conferred, as all other teachers, other than a headteacher. However, additional duties relevant to their role in modelling and leading improvement of teaching skills may be included in the individual job descriptions of such teachers.
- 4.56 In 2020-2021 the salary range for LPs started at £42,402 and went up to £62,461. In 2019, the mean gross salary of LPs was £42,093 in primary schools, and £49,034 in secondary schools.⁵⁴
- 4.57 It is the responsibility of headteachers to decide whether or not any such posts should contain an element of outreach, such as working with regional consortia to help other schools improve. There is no requirement for them to do so specified in the current STPC(W)D.
- 4.58 In 2019, 20 individuals were paid on the LP pay scale.⁵⁵ However, due to variations in the interpretation of the role and the use of its title, 50 other teachers were described as LPs by schools, although paid on other pay scales.⁵⁶ To place this in context, there are 21,876 qualified classroom teachers in Wales. Five local authorities in Wales neither have teachers on the LP scale, nor describe teachers on other scales as LPs.

<https://www.education-ni.gov.uk/publications/circular-202111-teachers-pay-and-allowances-1-september-2020>

⁵³Welsh Government (2020), *STPC(W)D para 16 and Annex 2*

<https://gov.wales/sites/default/files/publications/2019-10/school-teachers-pay-and-conditions-wales-document-2020-and-guidance-on-school-teachers-pay-and-conditions.pdf>

⁵⁴ Welsh Government, *Local Authority teachers' pay collection 2019*

<https://gov.wales/sites/default/files/publications/2019-08/evidence-to-the-independent-welsh-pay-review-body.pdf>

⁵⁵ Welsh Government (SWAC HR), *Teachers by pay range and local authority* :

<https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/school-workforce-annual-census/teachers-pay/teacherpayrange-by-localauthority>

⁵⁶ Welsh Government (SWAC School), *Teachers by staff role and local authority*

<https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/school-workforce-annual-census/teachers/teachers-by-localauthority-staffcategory>

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Pay portability

- 4.59 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”.⁵⁷ However, pay portability has not featured in the School Teachers’ Pay and Conditions Document (STPCD) since 2013, when any obligation on schools in recruiting to match a teacher’s previous or current salary on either main pay range (MPR), upper pay range (UPR) or the unqualified pay range was removed in Wales and England.⁵⁸ It was indicated at the time that this was in order “to give schools more freedom to determine starting salaries of teachers new to the school”.
- 4.60 Even though not included in the STPC(W)D, there is an understanding that, across Wales, pay portability is still being applied by employer bodies. This is typically covered in the model pay policies recommended to school governing bodies by regional consortia and local authorities, albeit with different interpretations. In summary, two different approaches are adopted across the sector:
- i. A general commitment that the principles of pay portability will be applied for permanent and fixed-term appointments, but without specifying what they are (for instance in the pay policy of Education through Regional Working (ERW))
 - ii. More commonly, a set of arrangements is set out for how pay upon appointment is to be determined. The wording for these arrangements is similar across the regional consortia/local authorities, drawing on the pre-2013 STPCD. Most policies refer explicitly to “supporting the principle of pay portability” (for instance Central South Consortium (CSC) and Denbighshire)⁵⁹
- 4.61 Such arrangements typically state that, upon appointment, any pay entitlement on the MPR or UPR from previous employment within local authority maintained schools in England and Wales will be maintained, plus any pay progression the teacher would have received had they stayed in their previous post. There are also provisions for how to equate relevant teaching experience in other educational sectors, or a career outside education, with notional years of service, for the purpose of determining starting pay upon a new appointment.

⁵⁷ DfE (2012), *School Teachers’ Pay and Conditions Document 2012 and Guidance on School Teachers’ Pay and Conditions*

<https://www.local.gov.uk/sites/default/files/documents/School%20Teachers%E2%80%99%20Pay%20and%20Conditions%20Document%202012.pdf>

⁵⁸ DfE (2013), *School Teachers’ Pay and Conditions Document 2013 and Guidance on School Teachers’ Pay and Conditions* http://leadershipupdate.rbwm.org.uk/Content/Sidebar/FOV1-00125D62/FOV1-0012704F/S133D073B.1/Pay%20conditions%20document_final%20%281%29.pdf

⁵⁹ Denbighshire County Council, *Model Teachers’ Pay 2019-2020* <https://www.denbighshire.gov.uk/en/jobs-and-employees/school-employees/human-resources/performance-management-and-pay/schools-pay-scales.aspx>

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- 4.62 In several consortium and local authority pay policies, teaching experience in any regulated education setting (such as an FEI or HEI) would translate into one scale point per year, whereas experience in non-teaching sectors, but deemed relevant to the subject area, may be considered to be worth one scale point for every three years worked in that sector. For instance, the Gwynedd policy describes the scope for such equivalency as “including industrial or commercial training, time spent working in an occupation relevant to the teacher’s work at the school, and experience with children/young people”.⁶⁰
- 4.63 However, the wording varies, with some policies stipulating that scale points “will be allocated”⁶¹ on that basis, whereas others⁶² state that the employer “will consider” equating relevant non-teaching experience or are silent on the issue⁶³.
- 4.64 In some pay policies there is a recognition that pay portability should span breaks in service, “if the successful applicant is a teacher who has had a break in service, then the governing body may determine their scale point based on their previous final salary paid under the document”.⁶⁴
- 4.65 The IWPRB’s engagement with consultees in 2020 demonstrated a strong desire for the re-introduction of pay portability and it was recommended that pay portability provisions be reintroduced as a statutory requirement in Wales from September 2021. This recommendation was accepted by the Minister for Education and included in the IWPRB 2021 Remit.

Time management matters

- 4.66 The impact of time management matters is considered first with reference to the contractual framework for teachers, articulated in the STPC(W)D.⁶⁵
- 4.67 Duties for teachers other than a headteacher are described in paragraph 49 of the STPC(W)D. Working time is described in paragraph 50. Key points are summarised in the paragraphs below, with a cautionary note that they provide a synopsis only.
- 4.68 **Working days:** A teacher employed full-time must be available to work for 195 days annually, of which:
- a. 190 days must be days on which the teacher may be required “to teach pupils and perform other duties”
 - b. Five days must be days on which the teacher may only be required “to perform other duties”

⁶⁰ Gwynedd Council, *Model Teacher Pay Policy 2020-21*

⁶¹ Wrexham Authority (2020), *Model Framework for schools to establish their pay policy*

⁶² Central South Consortium

⁶³ Flintshire, *Schools Model Policies, Pay Policy 2020-2021*

⁶⁴ Central South Consortium

⁶⁵ Welsh Government, *STPC(W)D 2020 p41* <https://gov.wales/sites/default/files/publications/2020-11/school-teachers-pay-and-conditions-wales-2020.pdf>

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- 4.69 The days will be specified by the employer or headteacher. Arrangements for working days do not apply to teachers employed full-time wholly or mainly to teach within residential establishments.
- 4.70 **Working hours:** A full-time teacher must be available to perform “such duties”⁶⁶ for 1,265 hours annually. The hours should be allocated reasonably throughout those days in the school year on which the teacher is required to be available for work. The application of this to part-time teachers must be the proportion of 1,265 hours which corresponds to the proportion of the total remuneration to which the part-time teacher is entitled.
- 4.71 In addition, a teacher must work “such reasonable additional hours as may be necessary to enable the discharge of the teacher’s professional duties, including in particular planning and preparing courses and lessons; and assessing, monitoring, recording and reporting on the learning needs, progress and achievement of assigned pupils”. The employer must not determine how many of the additional hours must be worked, or when they must be worked.
- 4.72 Specific aspects of time management are referred to in the STPC(W)D, with varying levels of prescription. These are outlined below.
- 4.73 **Guaranteed PPA time:** All teachers are entitled to reasonable periods of PPA time as part of their 1,265 hours, or the pro-rata equivalent. PPA time must:
- be provided in units of not less than half an hour a week during the school’s timetabled teaching week, and
 - amount to not less than 10% of the teacher’s timetabled teaching time
- 4.74 **Management time:**⁶⁷ A teacher with leadership or management responsibilities is entitled, so far as is reasonably practicable, to a reasonable amount of time during school sessions for the purpose of discharging those responsibilities.
- 4.75 The SWAC 2019 identifies that in addition to the 26,882 teachers employed in the maintained school sector (21,876 qualified classroom teachers, excluding leadership roles), there were 1,816 higher level teaching assistants (HLTAs), and 14,341 teaching assistants (TAs), who are generally managed by classroom teachers.
- 4.76 The EWC carried out a Workforce Survey in 2017.⁶⁸ The results show that full-time teachers report that they work on average 50.7 hours a week (calculations caveated in the EWC Report). The mean number of hours varies between phase of school, ranging from 46.1 hours in special schools, to 52.0 hours in nursery

⁶⁶ Welsh Government, STPC(W)D 2020

⁶⁷ Welsh Government, *STPC(W)D (2020)* p49 <https://gov.wales/sites/default/files/publications/2020-11/school-teachers-pay-and-conditions-wales-2020.pdf>

⁶⁸ EWC (2017), *National Education Workforce Survey Research Report* <https://www.ewc.wales/site/index.php/en/documents/research-and-statistics/625-national-education-workforce-survey-april-2017.html>

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- schools. 88.3% of teachers disagreed or strongly disagreed that they could manage their workload within agreed working hours.
- 4.77 The survey shows the proportion of total working time teachers reported that they spend on varying activities. It reports that a full-time teacher spends on average:
- 21.4 hours/week teaching (42.1% of overall time – i.e. of 50.7 hours)
 - 7.6 hours/week on planning and preparation (15.1%)
 - 8.2 hours/week on assessment and marking (16.2%)
 - other administrative duties (26.6%)
- 4.78 The proportion of the total working week dedicated to PPA is reported to be 31.3%. This varies between phases of school, from an average of 32.5% in secondary schools to 22.9% in 'others' in the maintained sector, including PRUs and special schools.
- 4.79 The following paragraphs provide data regarding working time from various sources. These data are included for information and, as they are from different sources, they cannot necessarily be compared with each other.
- 4.80 The OECD's Education at a Glance 2020 contains information on teaching hours in various countries. In general, teaching hours vary across age phase, with mean annual contact hours of 933 for pre-primary, 778 for primary, 712 for lower secondary and 680 for upper secondary.
- 4.81 In the 25 OECD countries and economies with data for both teaching and total working time, 44% of teachers' working time is spent on teaching at lower secondary level, ranging from 35% or less in five countries to at least 50% in six countries.⁶⁹
- 4.82 The OECD states that "the way teachers' total working time is divided between teaching and non-teaching activities, and the distribution of working hours taking place within the school, varies greatly...in a large number of countries, teachers spend most of their working time on activities other than teaching...".⁷⁰
- 4.83 The position for teachers in England remains the same as for teachers in Wales in relation to directed time.
- 4.84 The Scottish Negotiating Committee for Teachers (SNCT) handbook⁷¹ sets out the pay and conditions of service for teachers and other education professionals. Its appendices include codes of practice on working time arrangements for

⁶⁹ OECD (2020), *Education at a Glance 2020* <https://www.oecd.org/education/education-at-a-glance/>

⁷⁰ Ibid

⁷¹ SCNT (2020), *The National Scheme of Salaries and Conditions of Service for Teachers and Associated Professionals* <https://www.snct.org.uk/>

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teachers,⁷² working hours, working weeks,⁷³ and working time agreements – managing teacher workload.⁷⁴

- 4.85 Nationally agreed criteria in Scotland state that:
- a. the maximum class contact time is 25 hours a week, subject to a mean of 22.5 hours over the agreed period of variation
 - b. the working week mean of 35 hours
 - c. preparation and marking (correction) is allocated a minimum of a third of class contact time
 - d. remaining time for collegiate activities
- 4.86 In Northern Ireland, the recent Pay and Workload Agreement 2020⁷⁵ introduces a 10% allowance for PPA time – 126.5 hours annually.

SEN allowances: their use and appropriateness

- 4.87 Information regarding special educational needs (SEN) allowances is contained in paragraph 21 of the STPC(W)D. SEN allowances are awarded to a classroom teacher:
- a. in any SEN post which requires a SEN qualification and involved teaching pupils with SEN
 - b. in a special school
 - c. who teaches pupils in one or more designated special classes or units in a school, or, in the case of an unattached teacher, in a local authority unit or service
 - d. in any non-designated setting (including PRUs) that is analogous to a designated special class or unit where the post:
 - i. involves a substantial element of working directly with children with SEN
 - ii. requires the exercise of a teacher's professional skills and judgement in the teaching of children with SEN
 - iii. has a greater level of involvement in the teaching of children with SEN than is the normal requirement of a teacher throughout the school
- 4.88 SEN allowances are set out in the STPC(W)D, specifying a minimum and maximum range. The relevant body must determine the spot value of the

⁷²SNCT (2020) *Code of practice on working time arrangements for teachers*
https://www.snct.org.uk/wiki/index.php?title=Appendix_2.7

⁷³ Ibid https://www.snct.org.uk/wiki/index.php?title=Appendix_2.17

⁷⁴ Ibid https://www.snct.org.uk/wiki/index.php?title=Appendix_2.18

⁷⁵ DoFE NI, *Agreement between management and trade union side of the teachers' negotiating committee*
<https://www.education-ni.gov.uk/sites/default/files/publications/education/TNC%202020-1%20Agreement%20Between%20Management%20and%20Trade%20Union%20Side%20of%20the%20Teacher%20%20Negotiating%20Committee.pdf>

allowance, taking a number of factors into account. Pay policies set out the arrangements for rewarding classroom teachers with SEN allowances.

- 4.89 The STPC(W)D gives further guidance on establishing values for SEN allowances. Differential values should be established to reflect significant differences in the nature and challenge of the work undertaken. In addition, local authorities, through their central SEN services, have a responsibility to ensure that there is an objective assessment of the nature and challenge of the SEN work carried out by teachers to establish appropriate relative levels for allowances between the national minimum and maximum values provided in the national framework.
- 4.90 At the January 2020 census (PLASC), there were just over 97,500 pupils with special educational needs in schools. The term SEN reflects a continuum of needs, supported in different ways, including pupils with statements, those requiring School Action, and those requiring School Action Plus. Table 15 shows the proportion of all pupils requiring SEN support in Wales, by the type of school **in which they receive education.**

Table 15
Percentage of pupils classified as requiring SEN support as a proportion of total SEN pupils in Wales (2019)

School Type	Total
Nursery	0.1%
Primary	52.8%
Middle	4.4%
Secondary	37.5%
Special	5.2%

Source: PLASC, Welsh Government

- 4.91 Currently, 1,345 classroom teachers in Wales receive a SEN allowance.⁷⁶ Just over 50% of these are allocated to classroom teachers in special schools or PRUs.

⁷⁶ Welsh Government, *School Workforce Census results: as at November 2019* <https://gov.wales/school-workforce-census-results-november-2019> (Note that only 19 of 22 local authorities supplied data)

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Table 16
Classroom teachers in Wales who receive an SEN allowance 2019 (rounded to the nearest 5)

School Type	Total no. of SEN allowances allocated	% of total allowances allocated
Nursery/Primary	435	32.3%
Middle	30	2.2%
Secondary	195	14.5%
Special	685	50.9%
Total	1,345	*

Source: SWAC, Welsh Government

- 4.92 The majority of teachers (55.4%) are paid an allowance between £2,000 and £2,500. Over 20% of teachers receiving an SEN allowance receive between £4,000 and £4,500, whilst 17.5% of teachers receive £2,000 or less.
- 4.93 There are 325 teachers who receive both a SEN and a TLR allowance. Of these, 110 are in special schools, 85 in secondary schools and 65 in nursery and primary schools.
- 4.94 There are 1,540 teachers classified as SEN Co-ordinators (SENCOs). The mean salary for SENCOs is £43,826. SENCOs are paid on several salary ranges, as indicated below:

Table 17
SENCOs salary by pay range 2019 (rounded to the nearest 5)

Pay range	Numbers
MPR	125
UPR	875
Leadership pay	510
Other	35
Total	1,540*

* Figures do not add due to rounding

Source: SWAC, Welsh Government

- 4.95 The Additional Learning Needs and Education Tribunal (Wales) Act (ALNET (Wales) Act) 2018 makes provision for a new statutory framework for supporting children and young people with additional learning needs (ALN). This replaces existing legislation surrounding SEN and the assessment of children and young people with learning difficulties and/or disabilities (LDD) in post-16 education and training. The ALNET (Wales) Act also continues the existence of the Special Educational Needs Tribunal for Wales, which provides for children, their parents and young people to appeal against decisions made by the local authority in relation to their or their child's ALN, but renames it the Education Tribunal for Wales.

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4.96 The ALNET (Wales) Act creates:

- a unified legislative framework to support all children of compulsory school age or below with ALN, and young people with ALN in school or FEIs
- an integrated, collaborative process of assessment, planning and monitoring which facilitates early, timely and effective interventions
- a fair and transparent system for providing information and advice, and for resolving concerns and appeals

4.97 From September 2021, all learners newly identified as having ALN will be supported through the new system of Individual Development Plans (IDPs). Pupils already in the SEN system will transition over to the new ALN system during a three-year period, starting with those who have low to moderate needs. Those with more severe or complex needs (who currently have a statements of SEN) will move to the new system later in the three-year period. The timing will also depend on which year group a pupil is in.

4.98 The ALNET (Wales) Act also creates the statutory role in each school for an ALN Co-ordinator, whose role is prescribed in regulation. The ALNCo role was implemented in January 2021 in order for schools to prepare for the implementation of the Additional Learning Needs Code for Wales 2021⁷⁷ (ALN Code). Paragraph 8.5 of the ALN Code states that “it is vital that the ALNCo has sufficient time and resource to undertake their responsibilities effectively, including dedicated time away from teaching. The head of the education setting should ensure that the ALNCo is supported in this way”. The ALN Code further describes the role as a strategic one and should, therefore, either form part of the senior leadership team or have a clear line of communication to the senior leadership team. There is currently no guidance on pay scale for the ALNCo role.

Comparison between experienced teachers and other graduate professions in Wales

4.99 There is no single source to compare accurately pay progression between different professions based on years served. Likewise, there is little information and data available in Wales to compare salaries. However, there are a few sources that can be used as proxies to provide indicative trends.

4.100 The longitudinal education outcomes (LEO) study brings together higher education data from the Department for Employment (DfE); employment, benefits and earnings information from the Department for Work and Pensions (DWP) and Her Majesty’s Revenue and Customs (HMRC). The LEO study is used to

⁷⁷ Welsh Government, *The Additional Learning Needs Code for Wales 2021*

<https://gov.wales/sites/default/files/publications/2021-03/the-additional-learning-needs-code-for-wales-2021.pdf>

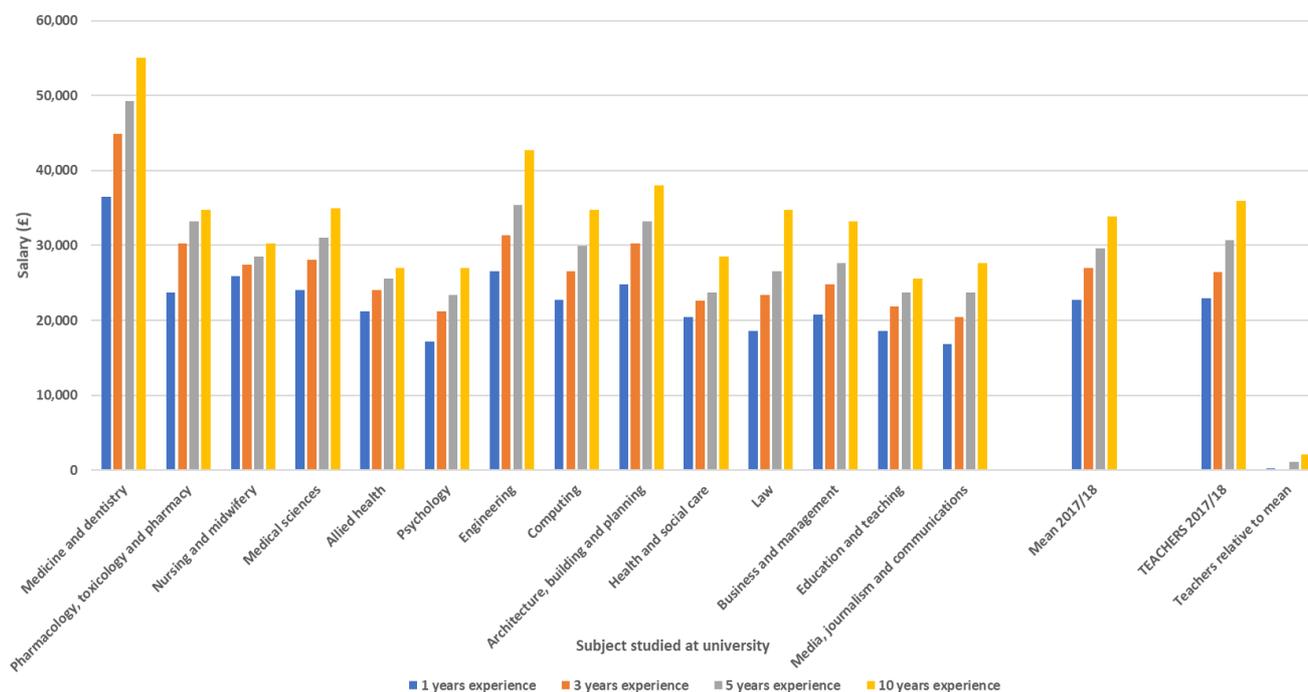
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look at employment and earnings of higher education graduates one, three, five and 10 years after graduation. It has several caveats:

- the data are mapped to courses of study at university and not directly to professions
- the salary information is not constrained to graduates working in “graduate professions” and includes part-time working; these points could serve to deflate the actual salary figures collected.

4.101 The latest data published in October 2020 analyses the salaries in the 2017-2018 tax year for graduates in the UK who started work one, three, five and 10 years prior. University subjects that are most closely aligned with professions have been selected and are shown in Chart 7. The actual salaries of teachers at that time, based on years served, are taken from the WLGAs recommended teachers’ advisory pay scale for the 2017-2018 school year. This will exclude any allowances such as SEN or TLRs.

Chart 7
Salary progression for subjects studied 2017-2018



Source: Graduate outcomes: LEO data, DfE March 2020

4.102 Comparing the difference between the mean for the subjects shown in Chart 7 and the actual salary for the teaching profession, it would suggest that the rate of pay progression for teachers was in line, if not slightly exceeding that of other graduates employed in other professions in 2017-2018. However, it is important to bear in mind the caveats outlined in 4.100 related to accuracy of the LEO data and also that data were collected in 2017, when making comparisons.

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4.103 Data from the OECD Education at a Glance report 2020, compares starting salaries, salaries after 15 years of service, and salaries at top of the scale for teachers, for the 40 jurisdictions included in the survey. All salaries are based on statutory pay scales and hence do not include any additional payments such as TLRs. Table 18 shows this information for Wales and England combined, Scotland and the OECD mean across the primary and upper secondary phases.

Table 18
Salary progression for primary and upper secondary schools, OECD report, 2019
(US Dollars)

Region	primary salaries (\$)			upper secondary salaries (\$)		
	starting	after 15 years	top of scale	starting	after 15 years	top of scale
Wales and England	31,265	51,520	51,520	31,265	51,520	51,520
Scotland	35,921	47,761	47,761	35,921	47,761	47,761
OECD mean	33,914	46,801	56,513	36,772	50,701	61,722
% difference of Wales and England compared to the OECD mean	-8	10	-9	-15	2	-17

Source: OECD, Education at a Glance 2020

- 4.104 Table 18 demonstrates the percentage difference for progression of teachers in Wales and England compared to the OECD average. The starting salaries are below the OECD average for both primary and upper secondary phases. However, as noted in 4.8, data to inform the OECD 2020 study were collected in 2019, prior to the implementation of the first salary increase by the Welsh Government, following devolution of pay and conditions, which has increased starting salaries at a greater rate compared with England.
- 4.105 Salaries at the top of the scale are also lower in Wales and England compared to the OECD average, being 9% and 17% lower for primary and secondary phases respectively.
- 4.106 The data also suggest that pay progression up to 15 years of services is more rapid in Wales and England than the OECD average, and then static in Wales and England in subsequent years, contrary to the OECD average.
- 4.107 In Wales and England, some teachers have additional remuneration using TLRs; for Wales 17% of nursery and primary school teachers and 45% of secondary school teachers are in receipt of such an award (see 4.41).
- 4.108 The OECD data suggest that progression after 15 years is limited within England and Wales based on the current pay scales. However, the analysis does not take into account the LP pathway available within Wales and England. This

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pathway is not at present widely used in Wales, but has potential to offer progression for classroom teachers.

Chapter 5 summarises evidence provided to the IWPRB from all consultees, via written submissions and oral evidence, in order to provide evidence against the matters arising from the Minister for Education’s Remit Letter.

COVID-19

- 5.1 The COVID-19 pandemic has changed the way in which teachers and leaders are working across the sector, and many consultees have made reference to the increased workload when submitting their evidence.
- 5.2 NEU Cymru referred to the increased workload experienced by all teachers this year, including the preparation and delivery of remote and blended learning. It believed that remote and blended learning has caused a “greater workload increase among secondary members, but pastoral wellbeing was a larger driver among members in primary and special schools”.
- 5.3 Voice Community Cymru was concerned about the increase in workload in the future and believed that this will need “close monitoring”. It also expressed concern that an even higher proportion of teachers may leave the profession due to the stress of working post pandemic, with the potential for longer term pedagogical change.
- 5.4 NAHT Cymru undertook a survey of its members with regard to the implications of the pandemic, and 96% of members surveyed stated that they have “worked above their contracted weekly hours as a result of the COVID-19 response effort”, with 35% of these working between 16-26 additional weekly hours.
- 5.5 NASUWT referred to unprecedented levels of contact from members in Wales during the pandemic, because of working practices in schools, with one of the most common reasons being excessive workload.
- 5.6 A few consultees acknowledged the success of the alternative ways of working that have been in place this year. UCAC felt that these have “permitted Welsh Government, local government and the trade unions to collaborate via new methods of meeting and communicating that are both convenient and effective”. ASCL Cymru commented on the potential for this type of communication to enable meetings to be attended from home, rather than needing teachers to stay in school and for part-time teachers to access recorded meetings during their working hours.
- 5.7 ASCL Cymru also felt that these remote methods of working could ensure that “PPA time could effectively [be] carried out off-site” and that this flexibility would encourage working parents to stay within the profession.

Economic context/public sector finance

The Welsh Government's views

- 5.8 The Welsh Government referred to an autumn surge of COVID-19 infections, and the associated introduction of new public health restrictions. The Welsh Government stated that should vaccines prove effective in the timeframe the UK Government is working to, there is the “prospect of a rapid recovery in the second half of [2021]”. The Welsh Government stated that overall, the outlook is highly uncertain.
- 5.9 The Welsh Government contextualised the public sector in Wales against significant financial pressures resulting from the wider budgetary cuts imposed by the UK Government and the COVID-19 response, and stated that “all public sector bodies need to demonstrate stewardship of their resources to deliver services and support economic stability”. It noted that whilst there is not a pay policy covering the whole of devolved public services in Wales, pay remit guidance for executive arm’s length bodies is produced which seeks to ensure that pay arrangements are equal for all, appropriate, transparent, provide value for money and reward staff fairly for the work they perform.
- 5.10 In her letter of 7 January 2021 accompanying the Welsh Government evidence, the Minister for Education referred to the COVID-19 crisis, and stated that “...this is placing unprecedented strain on public sector budgets as we reprioritise existing budgets to be able to fund the measures we need ... based on current forecasts, and without certainty over the UK Government’s public spending plans, we will be facing many difficult choices and decisions both in the current year and beyond”. The Minister for Education also stated that there is no additional resource to fund a pay increase for teachers in 2021-2022.
- 5.11 The Welsh Government urged that “any recommendations should still take full account of affordability in relation to the public sector financial context when considering the school situation as a whole...”. It noted that local authorities will receive a funding increase of 3.8% for 2021-2022 on a like-for-like basis when compared with the current year. No forward indications of funding from the Westminster Government have been provided beyond March 2022, and consequently, local authorities have not been given any indications of future funding. It stated that, in the immediate term, the affordability of teachers’ pay in Wales needed to be considered in the context of public finances as a result of COVID-19, local authorities’ individual priorities and the funding position of local government overall.
- 5.12 The Minister for Education’s accompanying letter also referred to the “UK Government’s decision to freeze public sector pay”, stating that the Welsh Government “did not receive any additional funding through the Barnett formula to provide for public sector wide pay awards in 2021-2022, with the exception of the NHS and those on lowest wages”. The Minister for Education further stated that the IWPRB should “take into account the current financial context in Wales,

and above all, that any increase to teachers' pay is deliverable and does not place undue pressure on school and local authority budgets”.

Consultees' views

- 5.13 Voice Community Cymru acknowledged that the economic impact of the pandemic will affect everyone, pointing out that some will be more affected than others, and that the low-paid are particularly hit by COVID-19. It referred to the OECD predictions that the global economy will gain momentum over the coming two years, with global GDP at pre-pandemic levels by the end of 2021. It further explored the “pivotal role” of education in economic recovery, and that this should be considered in the context of financial decision making – “it is incumbent on the Welsh Government to take the long-term view of the needs of the teaching profession and not rely on short term economic forecast as the basis of its assessment in making a pay award for 2021-2022”.
- 5.14 The majority of consultees rejected the concept of affordability being brought into the remit. NAHT Cymru stated that it is for government to make a political decision in light of the IWPRB's analysis as to whether it chooses to fund salaries at the recommended level: “decisions about affordability sit in a wider policy context that is not within the purview of the IWPRB”.
- 5.15 In respect of the Westminster Government's statement to freeze public sector pay, Voice Community Cymru hoped “that the needs of Wales will be assessed on the evidence for Wales, and that this England position will not lead to a disadvantageous barrier to the Welsh teaching profession”.
- 5.16 ASCL Cymru acknowledged and appreciated the economic pressures that the pandemic has created, but did not believe that a public sector pay freeze is a fair or appropriate reaction to this. It referred to a number of reports which suggested that salaries in private sector organisations will rise over the next year.
- 5.17 NASUWT Cymru explored the impact of a pay freeze on teachers in maintained schools for 2021-2022, which if applied in Wales, would “provoke anger and dismay across the teaching professions”, would be “devastating to the motivation and morale of the teaching profession in Wales” and would be harmful to the economy. It asserted that the Welsh Government will receive funding for a teachers' pay award in 2021-2022, given the implications in the Barnett formula. Further, quoting research from Incomes Data Research (IDR), it questioned the rationale for the proposed pay freeze, and referred to Scotland's decision not to implement such a public sector pay freeze.
- 5.18 NEU Cymru stated that proposals which fail to reward key workers who “have underpinned the fabric of society during the most trying of times caused by the pandemic would be an insult and a cruel body blow to those right at the heart of the fight against COVID-19”.
- 5.19 The WLGA commented on the statement from the Westminster Government regarding a pay freeze for teachers, other than those paid at lower levels. It stated that the £24,000 threshold is lower than the qualified teachers' pay in

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Wales “so it will place the Welsh Government in a difficult position in relation to any recommendation from you as the pay review body”.

- 5.20 All submissions received from the teaching unions and the WLGA called for any award to be fully funded by the Welsh Government. The WLGA asserted that there should be no assumption by the Welsh Government that local authorities or schools can separately fund any partial element of the pay award. It stated that it has “consistently made the case that teachers’ pay pressures should be fully funded by the Welsh Government”.

ITE in Wales

The Welsh Government’s views

- 5.21 The Welsh Government stated that it considered “high quality ITE that is fully engaged with the wider education sector a vital component to ensuring a supply of new teachers into the teaching profession”.
- 5.22 In its evidence it referred to the new ITE system in Wales, which is the “culmination of several interconnected and interdependent reforms”. These reforms included the review and revision of the QTS descriptors, the new Curriculum for Wales, and changes to student finance and other regulatory changes.
- 5.23 The Welsh Government believed that the “now maturing” partnerships between schools and universities “underline the reformed and increased role of schools in Wales’ ITE system going forward”. It stated that “schools within Wales ITE partnerships will increasingly become vital in the recruitment of ITE students”.
- 5.24 The Welsh Government provided evidence that the overall recruitment picture in Wales has not changed significantly over recent years. They advised the IWPRB that recruitment issues for priority subjects are targeted via various policy programmes and financial incentives.

Consultees’ views

- 5.25 Many consultees expressed concern at the fall in teacher recruitment and missed targets over previous years. NASUWT Cymru and Voice Community Cymru referred to data from StatsWales and the EWC, which indicate the “sharp” and “significant” downward trend in recruitment.
- 5.26 ASCL Cymru quoted its evidence for the IWPRB’s second report, in which it highlighted the decline in the number of newly qualified teachers (NQTs) from 1,476 in March 2002, to 1,165 in March 2019, using the latest data available at the time.
- 5.27 ASCL Cymru quoted Higher Education Statistics Agency (HESA) data, showing that although targets in primary and secondary had remained broadly the same

since 2012-2013, there has been a steady decline in both since 2015. It stressed that although targets have remained broadly the same each year, “nothing has been done” to address the cumulative impact of the numbers missed year on year.

- 5.28 Voice Community Cymru quoted the Nuffield Foundation Report,⁷⁸ which said that “the Welsh school system faces a substantial and growing challenge for ensuring there are sufficient teachers”. It was concerned that “any reduction in the numbers entering ITE and ongoing teacher attrition will exacerbate the situation”.
- 5.29 In its evidence, NASUWT Cymru stated that “problems with recruitment into teaching are intensifying and creating significant barriers to ensuring adequacy of teacher supply”, describing the current teacher recruitment position as “a crisis”.
- 5.30 NEU Cymru referred to the Welsh Government’s recognition of the decline in recruitment numbers with reference to the shortfall amongst secondary school teachers. NEU Cymru believed that many of the issues surrounding pay policies and workload have contributed greatly to the failure to recruit sufficient numbers.
- 5.31 Voice Community Cymru noted the rise in the number of ITE students able to speak Welsh, but commented that this has not contributed to the number of teachers able to teach through the medium of Welsh, and that these numbers have remained static for 2019 and 2020.
- 5.32 ASCL Cymru recognised this fall in the number of ITE students able to teach in Welsh was now in its fifth consecutive year, and NEU Cymru and UCAC described this as a “crisis” of teachers able to teach through the medium of Welsh, with UCAC referring to the Welsh Language Commissioner’s briefing note “The Welsh language and the statutory education workforce in Wales”, which calls for “significant intervention to promote a “radical increase” in the number of teachers able to teach through the medium of Welsh.

Vacancies

The Welsh Government’s views

- 5.33 The Welsh Government acknowledged “anecdotal evidence” of pockets of difficulty in recruiting to certain secondary subjects, in some geographical locations across Wales as well as with certain Welsh medium subject provision.
- 5.34 It stated that “over recent years”, the number of applications per post in Welsh and English medium schools has generally decreased, with the caveat that between 2018 and 2019 applications for English medium posts for the primary

⁷⁸ Nuffield Foundation (2019), *Annual Report 2109* <https://www.nuffieldfoundation.org/news/2019-annual-report-20-million-committed-charitable-spending>

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sector increased by 7.6%, and that at the same time applications for English medium posts at middle schools moved from 226 to 653.

- 5.35 It stated that advertisements for Welsh medium posts have decreased since 2016, with vacancies in English medium schools decreasing since 2017. It further explained that the number of posts advertised in primary schools has decreased since 2017, and that the number of posts advertised in secondary and middle schools decreasing since their peak in 2013.
- 5.36 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. The Welsh Government provided PLASC data which showed that, following a rise in 2017, the number of headteacher posts has fallen significantly.

Consultees' views

- 5.37 All teaching unions voiced their concern at the decline in the number of applications received for each post advertised. ASCL Cymru drew on PLASC data to show that in December 2019, the number of applications received for each post advertised remained the same after declining for the previous five years. It also explained that for the one-year period ending December 2019, the number of applications per post for schools overall dropped from 11.1 in 2018 to 10.8, with an increase of one application per post in primary and a decrease of one application per post in secondary.
- 5.38 Voice Community Cymru was “staggered” at the statement by the Welsh Government that “...overall recruitment and retention rates throughout Wales show little evidence of concern...”. It was concerned that, due to the current teacher supply and funding, “schools are already struggling to employ the number of teachers that they need”. It stated that currently in Wales, 47% of all vacant positions are filled by supply teachers and that many NQTs are on such contracts. It also referred to 13% of teachers in Welsh maintained schools who are employed through agencies. NEU Cymru agreed, and said that there is a prevalence of using supply teachers, who are increasingly paid below M1.
- 5.39 Voice Community Cymru welcomed the Welsh Government’s reforms to the ITE system in Wales, but expressed concern at the number of teachers “teaching in a subject in which they are not academically qualified”.
- 5.40 NAHT Cymru referred to the “leadership recruitment and retention crisis” and called for a full, evidence-based, strategic review of the pay structure.
- 5.41 ASCL Cymru noted that the proportion of vacancies filled in Welsh-medium schools had increased in December 2019, with an increase in secondary, and a slight decrease in primary. It continued by stating that for the one-year period ending December 2019, 93.7% of vacancies overall were filled, representing 96% in the primary sector and 90.5% in secondary.

Retention

The Welsh Government's views

- 5.42 Using data from PLASC, the Welsh Government stated that between 2012-2013 and 2016-2017, the percentage of teachers leaving the profession increased, reaching a peak of 3.1%. However, since 2016-2017, the proportion has decreased, falling to 2.4% in 2019-2020.
- 5.43 The Welsh Government acknowledged that there are annual fluctuations in the number of teachers leaving the profession. It provided PLASC data indicating that the clearest trend is for those with 31+ years' experience, with a steady decline in the number of teachers in this category leaving the profession. It compared the two most recent years (2018-2019 and 2019-2020) and concluded there has been an increase in the number of teachers with 0-10 years' experience leaving the profession and a decrease in those with 11 or more years' experience leaving the profession.
- 5.44 With regard to the retention of NQTs, it stated that the number of leavers with 0-5 years' experience has varied considerably in the past five years, ranging from 89 in 2014 to 160 in 2016, and that the number of teachers with 0-5 years' experience leaving the profession has shown an annual increase of 26.3% (from 118 in 2018 to 149 in 2019). It stated that “trends over recent years do not appear to highlight any significant change in retention of NQTs in the profession”.

Consultees' views

- 5.45 ASCL Cymru expressed its concern that “retention continues to be a problem across the sector” and that “the retention situation is even worse here [Wales] than it is in England”. It queried the statement in the Minister for Education's accompanying letter to the Welsh Government evidence, which stated “...here in Wales the overall position on ... retention of experienced practitioners is relatively robust”.
- 5.46 Voice Community Cymru also commented on the Welsh Government's statement that “...overall recruitment and retention rates throughout Wales show little evidence of concern...”. ASCL Cymru and Voice Community Cymru quoted from EWC 2020 statistics, which show there has been a decrease in teacher numbers in Wales, declining year-on-year since 2010. Voice Community Cymru also referenced the falling number of teachers registered with the EWC from 2013 to 2019.
- 5.47 Voice Community Cymru referenced NFER's 2020 annual report,⁷⁹ which refers to a “substantial and growing challenge” regarding recruitment and retention in secondary school shortage subjects, in Welsh medium, rural and disadvantaged schools.

⁷⁹ NFER (2020), *Teacher Labour Market in England Annual Report 2020* <https://www.nfer.ac.uk/teacher-labour-market-in-england-annual-report-2020/>

MATTERS FOR RECOMMENDATION:

National pay scale levels from 2021

The Welsh Government's views

- 5.48 In her accompanying letter, the Minister for Education reiterated the commitment of “no detriment” to the pay of teachers and school leaders in Wales in comparison to those in England.
- 5.49 The Welsh Government provided analysis of teachers’ median pay from ASHE, showing that:
- for nursery and primary schools, teachers’ pay ranks second out of 11 regions and the UK overall
 - for secondary schools, teachers’ pay ranks sixth out of 10 regions and the UK overall
- 5.50 The Welsh Government compared the median gross weekly pay of teaching professionals with jobs considered to be graduate professions, and that are typically public sector in Wales. In this comparison, the Welsh Government stated that senior professionals for educational establishments rank first out of 13 professions for which data are available, noting that this data would include professionals from schools, colleges, and FEIs. Primary and nursery education professionals ranked third, and secondary education professionals ranked seventh.
- 5.51 The Welsh Government set out estimated costs of different percentage increases to total pay costs for teachers, based on three scenarios ranging from 1% to 3.2%.
- 5.52 It noted that a requirement of the STPC(W)D is that all relevant bodies adopt a pay policy, setting out how the school will take account of changes to statutory pay and conditions when making individual pay awards. The Welsh Government understood that in practice, “most (if not all) schools have adopted a model policy, provided by their local regional consortium”.

Consultees' views

- 5.53 All submissions received from the teaching unions and the WLGA wished to see a non-differentiated approach in 2021 to the application of any pay award, and not have targeted pay, with different percentage uplifts within, or between, pay ranges.
- 5.54 NAHT Cymru referred to its member survey of 2020, where 88% of respondents stated that differentiated pay awards had a negative or very negative effect on the morale of schools’ leaders.

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- 5.55 ASCL Cymru and NAHT Cymru called for a “substantial” or “significant” increase to all pay scales. This was echoed by NEU Cymru who recommended the establishment of a timetable to set “above-inflation teacher pay increases beyond 2021” and the establishment of a long term strategy of teacher pay. NEU Cymru stated that “an initial increase of 7% would match the increase in teachers’ pay in other parts of the UK and particularly in Scotland”.
- 5.56 Voice Community Cymru called for an across-the-board increase of 2.75%⁸⁰ and the establishment of sustainable and appropriate pay levels in the long term. UCAC called for the assurance of a consistent and fair pay increase for all, that is significantly above inflation. NASUWT Cymru asked for “a pay uplift to all teachers’ and leaders’ pay points, which builds on the recommendations of the IWPRB’s first and second reports, and continues to remedy the impact of the Westminster Government’s pay austerity on teachers”.
- 5.57 The WLGA wished to see an increase in teachers’ pay that “broadly reflects a cost of living element, commensurate with that of other public sector bodies”.
- 5.58 NASUWT Cymru provided figures which show the extent to which teachers’ salaries have reduced in real terms, as measured by RPI since 2010, and stated that the values of teachers’ pay on the MPR are between 4.4% and 12.7% lower in 2020-2021; lower than if teachers’ salaries had increased to keep pace with RPI inflation. Figures were similarly provided for the UPR and LGPR. NASUWT Cymru further demonstrated the detrimental impact on teachers’ “take home” pay of additional pension contributions from 2010 onwards.
- 5.59 NAHT Cymru cited the erosion of differentials between the maximum of the UPR and minimum of the LGPR, falling from 18.7% in 2014 to 13.1% in 2020. It referred to the scale of real terms losses to school leaders’ pay as being “equally shocking”. It stated that if CPI or RPI had been applied since 2010, then the starting salary on the LGPR would have been £45,891 or £49,371 (2018), respectively, compared with an actual £42,229 in 2020. NEU Cymru said that the real terms cuts to teachers’ pay have resulted in it falling further behind pay of other graduate professions.
- 5.60 Voice Community Cymru reiterated its view that salary increases have remained insufficient to address the losses in real terms sustained by teachers over the last 10 years, and that “it is even more vital at this time that teachers are valued both in pay and conditions, when the profession has gone above and beyond what could reasonably be expected of it, and demonstrated dedication and the utmost professionalism...”.
- 5.61 ASCL Cymru referred to ASHE data of 2019, which orders mean gross weekly pay for teachers and other non-teaching graduate professionals, showing that secondary teachers ranked seventh out of 10 and primary teachers ninth out of 10. It stated that there have been real terms cuts of around 12% since 2010. It

⁸⁰ Voice Community Cymru stated 2.75% and 2.7% at different points in their report.

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further quoted from various reports which suggest that salaries will rise in 2021, in the UK and Europe.

- 5.62 ASCL Cymru recognised that whilst pay is an important factor for teachers, there are other important considerations when comparing with other graduate professions, and that a good example of this is flexible working. It stated that flexible working appears rarely to be offered routinely in schools, but cited the response to the coronavirus pandemic and the need to move to remote working as evidence that staff can carry out work from home. NEU Cymru called for similar considerations as those in the DfE’s recruitment and retention strategy to be applicable in Wales. NEU Cymru stated that flexible working could be a means of retaining experienced teachers.
- 5.63 UCAC raised the issue of extending the MPR, such that it encompasses the UPR into one seamless scale. It believed that this would provide a clear overview of the pay trajectory available to a teacher from career entry, and would avoid any ambiguity in terms of “crossing the threshold”.
- 5.64 NAHT Cymru considered that references in the Welsh Government submission relating to specific uplifts are “worrying”. ASCL Cymru stated that the costed scenarios give the impression that they are options for the IWPRB to choose from, “which is not how the process should work”. Voice Community Cymru commented that moderate pay increases do not impact retention, and that modelling should include levels to address other contributory issues such as workload and support.
- 5.65 NASUWT Cymru drew attention to the need for clear statutory guidance on teachers’ terms and conditions. Its survey of January 2021 showed that many teachers had not received vital information about “beneficial reforms to their pay and conditions”, leading to their view that there needs to be an information campaign for teachers and schools. In its survey:
- 39% of teachers do not know whether pay progression is automatic or linked to performance
 - 64% of those who should have received incremental progression have not
 - 25% have not received confirmation whether they will receive a pay award
- 5.66 The WLGA referred to evidence that they had seen presented to the Teacher Recruitment and Retention Advisory Board (TRRAB) on graduate salaries, commenting that teachers’ salaries compared “favourably” with other professions.

Identification and calculation of leadership pay of headteachers accountable for more than one school

The Welsh Government’s views

- 5.67 In its written submission, the Welsh Government stated that federated governing bodies may choose to appoint an executive headteacher. There is no standard

definition of an executive headteacher, and as federations may be between two and six schools, the role is necessarily different across schools.

Consultees' views

- 5.68 NASUWT Cymru stated that the provisions in the STPC(W)D are sufficient for the remuneration of headteachers accountable for more than one school. ASCL Cymru similarly believed that the current provisions of the STPC(W)D are sufficient, although they felt that more guidance on remuneration may be needed for employers.
- 5.69 The WLGA considered that the approach currently outlined in the STPC(W)D does not necessarily provide scope to offer an appropriate level of remuneration for federated headteachers. It believed that additional factors need to be taken into account, including the existing salary of headteachers, where this salary fits into the headteacher salary group, and the fact that an increase in pupil numbers may not result in a change in salary group. It further questioned whether the current arrangements for eight headteacher salary groups remains fit for purpose.
- 5.70 NAHT Cymru stated that “the STPC(W)D has failed to reflect the new leadership roles that have emerged’ and included executive headteachers and heads of school as examples of this. It believed that because guidance is not provided in the STPC(W)D, there is no clear path for governing bodies to follow, and that this has led to “huge inequity across Wales”. It recommended a model for the calculation of pay, based on several criteria, including: pupil numbers; complexity and challenge of accountability for more than one school, and of more than one school site; and issues relating to standards. A similar stance was taken by UCAC, who also called for a more formulaic approach.
- 5.71 NAHT Cymru also stated that there was a lack of clarity in job descriptions for executive heads and headteachers leading more than one school and called for the implications for senior leadership teams be considered.

Effectiveness, consistency and appropriateness of TLR arrangements

The Welsh Government's views

- 5.72 The Welsh Government explained the way in which TLR payments are awarded, and that the payments can account for a “significant proportion of a teacher’s pay”. It explained that, for each TLR payment type, greater use of these payments is made in secondary schools than in primary schools.
- 5.73 It believed that there is a benefit at school level to have flexibility in how these payments are awarded, and that a “prescribed approach” might cause unforeseen difficulties for schools.

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5.74 The Welsh Government stated that these awards are “not a bonus payment” and are in recognition of “an addition to your normal day-to-day work”. It stated that a pro-rata payment for part-time teachers was usually appropriate, but further commented that if the part-time teacher and the school agreed that the TLR was one that needed a full week’s responsibility, then this flexibility should be granted at school level.

Consultees’ views

5.75 All consultees considered that TLR allowances are an integral part of pay and conditions and should be retained. Most consultees, whilst valuing the intention of the TLR system were in favour of a review of the current framework, in order to bring about an equitable approach to the award of these payments.

5.76 However, ASCL Cymru wished to retain “the flexibilities offered by the current structure” and would not support a move to a national fixed scale for TLRs. It stated that it had seen no evidence to suggest that the current TLR arrangements are not working effectively.

5.77 This view was not upheld by other consultees. NAHT Cymru questioned the fairness of some teachers with TLRs and other allowances taking home salaries of just under a few hundred pounds per month less than their headteachers. It quoted from its 2020 submission to the IWPRB, when it stated that the current arrangements for TLR payments in Wales are outdated, and asserted that “there is scope to review the current TLR arrangements to promote consistency and fairness across Wales”. NAHT Cymru also recommended a review of the national framework and potential links to professional standards.

5.78 NASUWT Cymru believed that TLR arrangements remain a “central element in the pay and conditions framework for teachers”. This view was supported by UCAC and NAHT Cymru, who also called for a review of current practices, with a view of moving back to a national framework rather than local interpretation for the award of TLRs.

5.79 Voice Community Cymru was also concerned about the inconsistencies of the award, and called for a “greater level of clarity” in how TLRs are advertised in schools and what is required in terms of additional responsibilities. UCAC also felt that the definition of levels of responsibility within schools needed to be reconsidered.

5.80 The WLGA did not support the introduction of a national scale for TLRs. It stated that “the allocation of TLR payments is a matter for governing bodies” “based on the context of their own individual schools and the organisational structures within these schools”, and noted that this may result in inconsistencies when TLRs are compared across schools. It agreed that more guidance for governors on this matter would be useful.

5.81 NASUWT was concerned about this lack of transparency in terms of “criteria applied to their allocation, and to the amount paid” and felt that a national scale would help to address these inconsistencies, and “ensure that the intended

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- purpose of TLRs is restored across the system”. NEU Cymru agreed that a national scale would ensure “equal pay for equal value” work.
- 5.82 NASUWT Cymru completed its survey into teachers’ pay in Wales in January 2021. Using the results of this survey, it concluded that whilst the provisions for TLR payments within the STPC(W)D are “adequate and suffice”, that there is “insufficient instruction of how school centres should design and apply TLRs”, and a consequence of this is a lack of consistency in the application of the provisions. It suggested clarification of the provisions by expanding current provisions to include Section 3 guidance.
- 5.83 The results of NASUWT Cymru’s pay survey reported that only one third of teachers have sufficient management time to carry out their duties. The report also indicated that 30% of teachers do not have any management time for their TLR duties, and 22% of teachers do not have leadership time for school leaders’ duties.
- 5.84 Many consultees expressed concern about the inequalities within the TLR payment system. NASUWT Cymru quoted data which show that although nearly two-thirds of the teaching workforce are female, 45% of male teachers are receiving TLR payments and 34% of female teachers are receiving TLRs. It also evidenced that men are more likely to receive higher value TLR payments.
- 5.85 NEU Cymru expressed its concern that TLR payments do not meet the Welsh Government’s core principle of equality being a “central feature of pay systems”. It provided data showing that 47% of teachers in secondary schools receive TLRs, with only 17% in primary schools. It argued that the significant proportion of teachers in primary schools are women, and that this allocation of TLRs contributed to unfair pay in terms of gender. Voice Community Cymru repeated their concerns of 2020, about the allocation of TLRs, when it stated that “in areas where discretion has play, a gender imbalance can occur”. Voice Community Cymru and UCAC recommended that further equalities impact assessments should be carried out on pay policies, “in particular in relation to the award of TLRs and the provision of supply teachers”.
- 5.86 Voice Community Cymru felt that the allocation of TLRs, alongside other allowances, allow for “a flexible approach to addressing the needs of a school in delivering high-quality education, able to realise on-year improvements, and maximising the skills of the workforce”.
- 5.87 Regarding the payment of TLRs to part-time staff, NASUWT Cymru stated that, whilst any pro-rata payment should mean a reduction in TLR duties, they are frequently expected to undertake the duties of a full-time member of staff. Voice Community Cymru was not in favour of a “default position” of pro-rata payments to part-time teachers. UCAC said that in the case of award of TLRs for part-time teachers, they would have the same responsibilities and workload as a full-time teacher and should therefore receive the full payment.
- 5.88 If a TLR is awarded to a part-time teacher, then in order to ensure that the role is covered throughout the week, NAHT Cymru supported the introduction of a job-

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share of the responsibilities and the TLR payment, and that this decision should be made at school level.

Role and remuneration of unqualified teachers

The Welsh Government's views

- 5.89 The Welsh Government expressed its view that there are a number of instances where the use of an unqualified teacher is acceptable in maintained schools, but that these appointments are usually only for a limited time, in order to teach a specific art or skill. The Welsh Government stated that the policy direction was to reduce the numbers of UQTs and encourage UQTs to obtain QTS status. As an underlying principle, it would wish as many teachers to be QTS as possible with exceptions tightly defined. If an UQT wished to have permanent employment, then that individual should achieve QTS status. It stated that as the numbers of qualified teachers grew, the need for UQTs would reduce.
- 5.90 The Welsh Government evidence stated that salaried PGCE students are employed by schools as “unqualified teachers” and should receive the associated salary as per the national pay model. In order to support recruitment, schools with teaching vacancies are required to participate in the partnership and employ the student teacher for the whole of the ITE programme. Only national priority secondary subjects are available on the salaried PGCE in academic year 2020-2021.
- 5.91 The Welsh Government explained that they will continue to explore barriers to schools taking on a salaried PGCE student, despite there being teaching vacancies in those schools.
- 5.92 The Welsh Government is considering a move towards alignment between the requirements in the FE sector and school sectors, so that eventually there is a greater degree of portability across the two sectors.

Consultees' views

- 5.93 Most consultees acknowledged the role of the UQT and did not propose any changes to the role and remuneration for UQTs. ASCL Cymru stated that they have seen no evidence to suggest that there is a need for change. UCAC suggested moving to a three-point scale to reinforce its point about UQTs being appointed on fixed term contracts.
- 5.94 Most consultees stated that that UQTs should be treated in the same way as main grade teachers in respect to pay not being linked to performance. NAHT stated that UQTs would be performance managed in the same way as other teachers and this would not be linked to pay.
- 5.95 ASCL Cymru asked for recognition that UQTs have professional qualifications or teaching experience. It believed that some unqualified teachers may be highly qualified and experienced in subjects such as science and technology, and that

this use of UQTs can be very useful in light of the problems recruiting to science, technology, engineering and mathematics (STEM) subjects in secondary schools.

- 5.96 NASUWT Cymru also emphasised the importance of UQTs and what they can “contribute to certain parts of the curriculum”. It proposed that schools and local authorities should report annually on the number of UQTs and that procedures should be put in place to ensure that every pupil is taught by a teacher with QTS and that the aim should be that “every class is taught by a qualified teacher”, and this view was echoed by UCAC, who believed that pupils should be educated predominantly by “professional, appropriately trained teachers”. It suggested that where it was not possible to fill a vacancy with a qualified teacher, then a fixed-term contract of no longer than 12 months should be offered to the UQT, and the post re-advertised “at the earliest opportunity”.
- 5.97 Several consultees felt that that UQTs should only be appointed when no qualified teacher is available to fill a vacancy. The WLGA stated that such appointments should only be necessary where a governing body has failed to recruit a qualified teacher in the first instance.
- 5.98 Several consultees believed that UQTs should be offered the opportunity to work towards gaining QTS. UCAC suggested that if an UQT is employed for an “extended period”, then plans should be put in place for them to gain QTS. ASCL Cymru stated that where UQTs are employed in schools, they should be working towards becoming qualified teachers, with the full support of the school. It also asked for recognition of the value that UQTs can bring to their school and that this should not be overlooked.
- 5.99 Most consultees agreed that support should be provided by schools for UQTs and that more guidance on this could be provided to schools.
- 5.100 NAHT Cymru explained that, at present, governing bodies make the decision whether to pay employment-based ITE students on the unqualified or qualified teacher pay scales. NAHT Cymru would support payment on QTS for those students using the employment-based route to teaching. UCAC pointed out that this opportunity is not available to FEI lecturers who hold a PGCE (FE), and that these lecturers wishing to transfer to teach in a school will either need to requalify, or accept a position on the UQT pay scale.

Role and remuneration of the leading practitioner range

The Welsh Government’s views

- 5.101 The Welsh Government provided pay scale data and confirmed that less than 0.1% of the teaching workforce are LPs.

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Consultees' views

- 5.102 Nearly all consultees believed that LPs should be retained within the STPC(W)D. ASCL Cymru suggested that the current arrangements in the STPC(W)D are “fit for purpose” and the pay scale allows employers to appoint at the most appropriate salary for their school’s size and context.
- 5.103 The WLGA agreed with the current STPC(W)D provisions, that LPs should have their salary assessed and then be allocated to an appropriate scale point on their respective pay scales, as described in the relevant body’s pay policy. It considered that a move to a national pay scale in the future could incorporate the current LP range. NASUWT Cymru agreed with this view.
- 5.104 Voice Community Cymru felt that the appointment of LPs could be expanded, to give a stronger role for experienced teachers and to lead on school improvements. It would be in favour of the creation of an LP qualification to give authority to the role, and to encourage applications. It also stated within this context that “it is imperative... to any succession planning that we are able to retain our expert teachers, who are experts not only in their subject, but who are expert teachers as well”.
- 5.105 NASUWT Cymru stated that there are a number of roles within Wales that are similar to the role of an LP, e.g. advisory teachers and mentors. It was concerned that in some cases these roles are covered by seconded teachers on their substantive salary and advocated that LPs should be retained within Wales, and appointed to a fixed-point pay scale derived from the pay spine for leadership. It stated that it “considers that the lead practitioner role should be a vital element in ensuring that experienced, skilled classroom teachers don’t have to step outside the classroom and take on those management responsibilities in order to achieve higher pay”.
- 5.106 NASUWT Cymru called for statutory scales to be introduced for LPs.
- 5.107 ASCL Cymru felt that the role of the LP allowed schools to reward teachers who are experts in classroom teaching, but who may not wish to take up a leadership role. It however expressed concern that this provision is greatly under-utilised.
- 5.108 NEU Cymru felt that the role is “an over-manufactured solution to an issue that could be solved much more simply”. It believed that the real issue is developing a system which supports schools that want to have a facility to develop teaching expertise internally through expert practitioners who coach and share good practice within the school.

Pay portability definition to be introduced from September 2021

The Welsh Government's views

- 5.109 The Welsh Government outlined what it sees as the areas needing clarification of the entitlement for pay portability, and offered a number of issues to be considered.
- 5.110 The Welsh Government was clear that it does not expect salary in relation to leadership and leading practitioner pay scales to be appropriate for pay portability; allowances such as TLRs would also not be in scope. It felt that “teachers should know what they are entitled to as the bare minimum when moving between schools”.

Consultees' views

- 5.111 All submissions received from the teaching unions and the WLGA were in favour of the re-introduction of a national formal pay portability structure. Voice Community Cymru, UCAC and NEU Cymru believed that such a structure would address potential equalities issues such as a return to work following illness or career breaks.
- 5.112 The WLGA A felt that annual incremental progression within the national pay scales must be permanent, “including when a teacher takes up a new post in the same or another school in Wales”. ASCL Cymru and NAHT Cymru agreed with this view.
- 5.113 Whilst supporting the reintroduction of pay portability, NAHT Cymru and NASUWT believed that there is a need to revisit current governing body regulations and offer “explicit guidance”, and NEU Cymru felt that the statutory basis “must replicate the pre-2013 provisions of the STPCD”.
- 5.114 ASCL Cymru felt that arrangements that are implemented need to ensure consistency of approach. It stated that in order for schools in Wales to be able to recruit and retain the best possible staff, then the pay portability principles reintroduced into the STPC(W)D must ensure that they are able to do this, and must not present them with further barriers.
- 5.115 The WLGA drew attention to harmonisation issues due to diverging pay scales between England and Wales. The WLGA, and other stakeholders, stated that valuing other career experience (outside teaching) needs to be at the discretion of employers.
- 5.116 NASUWT Cymru requested that the IWPRB recommend the establishment of a task and finish group to look at the implications of this reintroduction, and to determine a definition of use. A similar view was presented by the WLGA, who asked for consistency of application across local authorities, with particular reference to annual incremental progression. UCAC requested that discussions

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to agree details and definitions take place “in good time for implementation from September 2021”.

Time management matters

The Welsh Government’s views

5.117 Welsh Government confirmed the directed time requirements for teachers and stated that there are further requirements on individual teachers outside directed time. It suggested that a number of aspects could be considered.

Consultees’ views

5.118 In relation to time management matters, ASCL Cymru requested that workload for senior leaders be considered, and believed workload impact assessments for new initiatives should be introduced. NAHT Cymru echoed the need to look at this issue, with specific reference to leadership time for deputy and assistant headteachers. It stated that whilst there is a provision in the STPC(W)D for leadership time, “the reality is that this is rarely possible”. It referred to the Workload Charter being developed between trade unions and employers, and suggested that if there is a commitment to looking at the issue of workload, there needs to be a review of school leadership functions. Some consultees also noted that teaching time reductions for teachers with TLRs was inconsistent, and depended upon the school and its circumstances.

5.119 In relation to the specific example of PPA contained in the remit, ASCL Cymru referred to the provisions of the STPC(W)D, referencing “such reasonable additional hours as may be necessary to enable the effective discharge of the teacher’s professional duties”. ASCL Cymru would encourage employers to facilitate teachers taking their PPA time off-site where possible. NAHT Cymru stated that whilst teachers are required to have 10% of directed teaching time for PPA, there is no provision for management responsibility or other reasonable duties. It called for the protection of leadership time for deputy and assistant heads.

5.120 NASUWT Cymru noted that teachers and leaders in Wales continue to face significant “workload burdens”, and that these burdens mean that the current allocation of PPA time is insufficient to allow them to discharge the expectations made of them. It felt that PPA should be increased to 20% of timetabled hours. NASUWT Cymru also stated that PPA time has been under “enormous pressure” because of school operating arrangements under the pandemic. Voice Community Cymru also supported an increase to 20% whilst UCAC proposed an increase in PPA time.

5.121 Voice Community Cymru referred to a “lack of clarity” on how much non-directed time is appropriate or expected. It referred to the OECD 2020 analysis of time

spent on teaching, stating 44% of time is actually spent teaching in lower secondary schools in 25 countries.

- 5.122 The WLGA felt that statutory PPA time should be protected, and should not include any activities not related to planning, preparation and assessment within the classroom.
- 5.123 ASCL Cymru, whilst in principle seeing the merits in a proposal to increase PPA time, stated that without significant investment from the Welsh Government for schools to employ additional teachers to facilitate this, it would be totally unworkable.
- 5.124 NASUWT Cymru referred to teachers with TLRs, who have an entitlement to leadership and management time, and stated that this has often been removed during the pandemic. It referred to its pay survey of January 2021 which indicated that only one third of teachers have sufficient management time to carry out their duties. 30% of teachers do not have any management time for their TLR duties at all, and 22% of teachers do not have leadership time for school leaders' duties.

SEN allowances: their use and appropriateness

The Welsh Government's views

- 5.125 The Welsh Government stated that 7.5% of classroom teachers received SEN allowances. This varied from 93.8% of staff in special schools and PRUs, to 2.3% of staff in secondary schools. It said that the regulations do not directly inform allowances payable, and that regulations on teachers' pay also provide for an additional annual allowance for SENCo responsibilities.
- 5.126 The Welsh Government described how some SENCos were entitled to allowances for undertaking SEN responsibilities. It stated that the regulations on teachers' pay provide for an additional allowance for SENCo responsibilities (within set criteria) via "relevant TLR". It stated that this should continue to apply under the new Act.
- 5.127 The Welsh Government do not believe the role of the classroom teacher will change under the ALN (Wales) Act.

Consultees' views

- 5.128 UCAC referred to the number of pupils with some form of SEN in schools, and stated that it would be fair to conclude that all class teachers teach pupils with SEN, but that in mainstream schools, posts requiring a prescribed SEN qualification "are few and far between". Therefore, UCAC argued that the current

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SEN eligibility conditions no longer match the reality within schools, and lead to serious inconsistencies in the way the SEN allowance is awarded.

- 5.129 It stated that some schools pay their SENCo an SEN allowance, others pay a TLR, whilst some schools award no payment at all. It referred to its December 2020 survey of “ALN co-ordinators” whereby 56% of respondents received no allowance whilst the remainder received a SEN or TLR allowance. UCAC felt that the STPC(W)D needs to recognise the role of the ALNCo, with financial remuneration and non-contact time.
- 5.130 NASUWT Cymru were concerned “that the SEN allowance is inappropriately used when utilised as it is in some schools, as an award for the school ALNCo”. It believed that the ALN (Wales) Act will “create massive burdens” for ALNcos and teachers.
- 5.131 ASCL Cymru referred to the statutory role of the ALNCo, and suggested that the current SEN arrangements in the STPC(W)D may not be entirely suitable for this new role. It referred to the regulatory impact assessment for the 2018 Act, regarding current costs for ALNcos, and SEN allowances, suggesting that the current provisions of the STPC(W)D will apply to the ALNCo roles. It concluded by stating that it would be more beneficial for a review to be carried out once the role is in place and the data are available.
- 5.132 NAHT Cymru’s view was that not enough had been done to look at the payment of ALNcos before the new role was made mandatory this year, and that there is no existing method by which to properly reward this role. It asserted that the SEN allowance is for classroom teachers, and not for a specific SENCo role which has, it believed, been largely addressed through TLR payments.
- 5.133 The WLGA believed that to determine whether the current allowance is appropriate, it may be a matter to explore further.

Comparison between experienced teacher salaries compared with other graduate professions in Wales

The Welsh Government’s views

- 5.134 The Welsh Government compared the median gross weekly pay of teachers with jobs considered to be graduate professions, and that are typically public sector. Senior professionals of educational establishments come first out of 13 professions for which data are available, but noted this would include schools, colleges and FEIs. Primary and nursery education professions ranked third, and secondary education professions ranked fourth.

Consultees' views

- 5.135 NAHT Cymru welcomed the inclusion of the matter in the remit, and stated that a structure which delivers competitive pay, clear pay progression and attractive working conditions is a central requirement. It also stated that “there is a natural progression if you wanted to go into leadership, but there is no specific reward ... or remuneration for remaining as a teacher”.
- 5.136 Voice Community Cymru stated that it is “not enough to have attractive starting salaries, if not followed by equally attractive prospects of career progression”. It expressed concern about the erosion of differentials within and between pay scales, and advocated no further erosion of these, stating that this is a key element in the retention of experienced teachers.
- 5.137 Voice Community Cymru also referred to the OECD data on salary comparisons for teachers and other tertiary occupations. Using full-time salary comparisons, primary teachers earn 85% of the benchmark salary, lower secondary teachers receive 89% and upper secondary 94%. Voice Community Cymru concluded that from these data sources, there is a negative differential of 3% and 6% in comparison with experienced teachers and other alternative professions.
- 5.138 NASUWT Cymru referred to their IDR commissioned report, Big Question Survey 2020, which found that:
- 81% of teachers believed their salary is not competitive with other professions
 - 73% of teachers did not believe they are paid at a level commensurate with their skills and experience
- 5.139 This IDR report explored salaries in the teaching profession compared with other combined professions. It stated that mean gross earnings for non-teaching comparator professions was 3.5% above the mean for secondary teachers and 4.1% above for primary and nursery teachers. It described the narrowing of the earnings gap for secondary teachers over recent years.
- 5.140 When measured by mean gross earnings, secondary and primary teachers are placed in fifth and seventh positions within a group of eleven comparable professions in the UK. When measured by median gross earnings, both teaching groups are positioned third out of 10 professions.
- 5.141 Comparing the different countries, mean gross earnings for secondary teachers in Wales were lower than the corresponding amounts for England and Scotland. In contrast, the mean gross earnings figure for primary and nursery teachers in Wales was higher than in England but lower than Scotland. When teaching pay in Wales was compared to an aggregated mean gross earnings figure for non-teaching professionals in each of the three other countries, Wales was the lowest of the three. The differential with the Welsh non-teaching figure was small, but an examination of the pay opportunities beyond the border illustrates much larger earnings potential in England and Scotland outside of teaching.

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5.142 The IDR report also extrapolated salaries from a survey on graduate salaries it had carried out, showing that after completion of training, which the IDR considered to be two years, school teachers would be earning £29,188, whilst the median for other professions would be £40,375 and the mean £37,223.

Longer term issues

The following sections cover evidence provided by consultees in support of a potential approach to longer term issues, and that could be addressed through consideration of multi-year remits and/or additional stand-alone remits addressing specific matters in relation to terms and conditions.

Whether the existing structure for teachers' pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales including supply teachers within scope of the STPC(W)D

Consultees' views

- 5.143 ASCL Cymru argued that the current structure is appropriate, but that employers are reluctant to use the flexibilities it offers. NAHT Cymru noted that the current framework has a lot to commend it, but suggested that there are areas that could be improved within the STPC(W)D. Its members believed that the current framework of pay scales are well understood and additional allowances are potentially very helpful. In the context of significant change and evolution in Wales of our education system, they believed that trying to develop something very different from the STPC(W)D could prove a distraction.
- 5.144 NEU Cymru called for the establishment of a long-term strategy on teacher pay, with the full involvement of the unions, including monitoring of pay levels and pay progression against other graduate professions. It noted that in its first report, the IWPRB recommended "...a fundamental review of pay and conditions of service in Wales to support the education reform agenda" and asked for reinforcement of this view.
- 5.145 UCAC believed it would be worth exploring one integrated pay scale between MPR and UPR.
- 5.146 A number of consultees called for examination of the pay and conditions of supply teachers. NASUWT Cymru requested urgent work on this subject, and to highlight inequities, pointed to the differing treatment of supply teachers by agencies, local authorities and schools during the COVID-19 pandemic. UCAC and ASCL Cymru called for further work, with UCAC stating that it does not

believe supply teachers' pay and conditions are adequately protected, and that they should be covered by the STPC(W)D.

The relationship between responsibilities, workload and pay and conditions

Consultees' views

- 5.147 NAHT Cymru stated that excessive workload is the biggest threat to schools in Wales being able to deliver the Government's vision for education. It noted that more deputy and assistant heads are facing increasingly heavy teaching commitments, making it impossible for them to undertake their leadership role without an unreasonable workload. ASCL Cymru referred to concerns over workload for school leaders. It also referred to heavier teaching loads, an increase in class sizes, and an increase in pupil-teacher ratios, meaning that there is less time available to be allocated to additional responsibilities, either using TLRs or leadership and management time.
- 5.148 NEU Cymru referenced "perennial causal factors for excessive workload (e.g, planning, assessment and data management)" and further stated that teacher workload remains unsustainable. It stated that the "workload challenge must continue to be addressed as a matter of urgency", calling on the IWPRB to seek a remit to review matters relating to workload.
- 5.149 Voice Community Cymru referred to the lack of clarity on how much non-directed time is appropriate or expected, making it more difficult for teachers to challenge a high workload. It referred to a number of reports identifying workload as a serious stress and retention issue, calling for the "pattern of relying on supply" to be abandoned.
- 5.150 NASUWT stated that the "open-ended nature of the contract" offered little contractual protection against unreasonable hours.
- 5.151 UCAC referred to the difficulties of comparing TLR allowances across schools, due to difference in management structures, and the protection of time for teachers who carry out additional responsibilities. It stated that it appeared more difficult for teachers to maintain a work/life balance than for other professions.

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An outline proposal of potential further research programmes recommended for the IWPRB

5.152 The following summarises matters that were suggested by consultees for further research:

- a review into the implications of workload for teachers and the workload, responsibilities and accountabilities of headteachers and senior leaders (NAHT Cymru, UCAC and NEU Cymru)
- a review of reward structure and salaries in Wales, with particular reference to comparable professions, allowances for exceptionally challenging schools and career progression for those with protected characteristics (ASCL Cymru, NAHT Cymru and NASUWT Cymru)
- further work to identify issues of recruitment and retention of school leaders (ASCL Cymru)
- research into the LP role, and the award of TLRs (Voice Community Cymru)
- a national strategy that will ensure schools adopt a holistic well-being and mental health policy (UCAC)
- survey of the support available to governors (UCAC)
- Welsh Government policy on the provision of a pay structure for supply teachers (NASUWT Cymru and UCAC).

Matters for recommendation for implementation from September 2021

National pay scale levels from 2021

- 6.1 The last 15 months have been unprecedented, and the impact of COVID-19 has had significant effects on health, education, economies and public spending worldwide. At the time of writing, there are major uncertainties around the speed of recovery and the longer-term effects which the pandemic has created.
- 6.2 In 2020 the UK suffered its worst ever fall in GDP in one year, and unemployment rates in Wales and elsewhere have increased. It is not surprising therefore that there have been changes in the employment situation for teachers, reversing previous long-term trends.
- 6.3 In our previous reports, we drew attention to the shortfall in students undertaking ITE courses relative to the targets set by Welsh Government. For 2020-2021 however, provisional statistics indicate a considerable increase in new entrants for both primary and secondary ITE programmes. UCAS applications for programmes starting in September 2021 show an increase at April 2021.
- 6.4 Retention rates in both the primary and secondary school sectors are stable.
- 6.5 The number of vacant teaching posts in primary schools fell during 2019-2020, but increased slightly in the secondary sector. The numbers of applicants for each post rose in the primary sector, but fell in the secondary sector.
- 6.6 There is inevitably a time lag in the data and some provisionality in the data. However, there are some positive indications emerging from the ITE entry figures for 2020-2021, UCAS applications for programmes starting in September 2021 and in the retention figures. What is less certain is whether these trends will continue when the economy recovers and the labour market becomes more competitive.
- 6.7 The decisions taken by the Minister for Education for the 2019 and 2020 pay awards have increased the starting pay for NQTs in Wales, to the extent that the starting pay for NQTs is now broadly comparable with other graduate professions in Wales. The comparability will continue to need to be reviewed as the economy improves. The starting salary for teachers in the maintained sector is now higher in Wales than in England, though not as high as in Scotland.
- 6.8 We conclude that the median salary of teachers and leaders is broadly in line with other similar professions in Wales. This may change over the next few years and again will need to be kept under review.
- 6.9 The overwhelming view of consultees this year was that there should be an undifferentiated pay award across all the teaching and leadership pay scales. Based on this year's evidence, the IWPRB concurs with this view.

Chapter 6 – Conclusions and recommendations

- 6.10 In their evidence to us, the teaching unions called for an above-inflation pay award in order to address the real terms decline in teachers' and leaders' pay over the past ten years. The WLGA requested an increase in pay for all teachers which broadly reflected a 'cost of living' element commensurate with that of other public sector employees. Nearly all consultees asked that the pay award be fully funded by the Welsh Government in order to protect school funding levels.
- 6.11 In her letter to the IWPRB accompanying the Welsh Government's evidence, the Minister for Education asked the IWPRB to "take into account the current financial context in Wales and, above all, that any increases to teachers' pay are deliverable and do not place undue pressure on school and local authority budgets".
- 6.12 As the economy recovers, it is likely that the rate of inflation will increase, although there is uncertainty as to the speed and size of the recovery. In March 2021, the annual CPIH rate was 1%, the CPI rate was 0.7% and the RPI rate was 1.5%. The economic forecasts are for higher rates of inflation during the second half of the year, although the BoE underlines the volatility of the current situation. The BoE forecasts that the CPI inflation rate will increase temporarily to 2.5% during 2021 Q4, before returning to around 2% in the medium term. The OBR inflation forecasts for 2021 and 2022 are slightly lower than the BoE forecasts.
- 6.13 In the two years since the devolution of teachers' and leaders' pay and conditions to Wales, the Minister for Education has increased pay scales and allowances above the rate of CPI inflation. We believe that for 2021-2022 the pay of teachers and leaders should be maintained in real terms in order to contribute towards making teaching an attractive and fairly-rewarded profession. In making its recommendation the IWPRB has taken account of the current and forecast CPI inflation rates.

RECOMMENDATION 1

We recommend that all statutory scale points on all pay scales, and all allowances, are increased by 1.75% in the context of current and forecast CPI inflation.

- 6.14 The cost of this recommendation is estimated at £25.49 million for 2021-2022.

Identification and calculation of leadership pay of headteachers accountable for more than one school

- 6.15 The roles and responsibilities of a headteacher are defined within the STPC(W)D. Across the school sector, the titles of executive headteacher and headteacher are both used to describe a headteacher responsible and accountable for more than one school. There are 80 headteachers in Wales accountable for more than school⁸¹.
- 6.16 The combination of schools varies considerably, as does the senior leadership team and structure serving the schools. The scale and complexity of the structure depends upon a number of factors, such as the number of schools within the partnership, the phases present and the number of pupils and staff.
- 6.17 The complexity of having accountability and responsibility for more than one school is not necessarily reflected in the formulaic approach to setting a salary, largely based on numbers of pupils, within the STPC(W)D. The governing body has the flexibility to appoint a headteacher on a salary up to 25% above the maximum for the headteacher group and further in exceptional circumstances.
- 6.18 The circumstances surrounding a headteacher becoming responsible for more than one school are varied and may include a need to deliver multiple strategies, work with separate governing bodies, address school under-performance, and manage a federation where separate school identities are retained.
- 6.19 Some consultees requested a more criterion-based approach, or further guidance for governing bodies on setting the pay for headteachers accountable for more than one school.
- 6.20 We conclude that given the variable circumstances surrounding the appointment of a headteacher or executive headteacher accountable for more than one school, a criterion-based approach cannot sufficiently reflect the variation in responsibilities and accountabilities.
- 6.21 The STPC(W)D allows for flexibility through the ability to pay above the maximum of the headteacher group when determining the salary of a headteacher (or executive headteacher) to take into account issues such as institutional context and complexity. We conclude that this flexibility, if used to its full potential, is sufficient to recognise these complexities in setting the pay of such posts.

RECOMMENDATION 2

We recommend that the Welsh Government should clarify the distinction between an executive headteacher and headteacher within the STPC(W)D.

⁸¹ SWAC, Welsh Government

RECOMMENDATION 3

We recommend that the Welsh Government advises school governing bodies to consider fully the institutional context and complexity when setting the pay for headteachers accountable for more than one school, using the discretionary powers available to them in the STPC(W)D.

Effectiveness, consistency and appropriateness of TLR arrangements

- 6.22 TLR allowances are an integral part of school teachers' pay and conditions arrangements and there was general support among consultees for their retention. In particular, schools welcomed the flexibilities which they offer to meet additional responsibilities, and that they were well-understood within the education system.
- 6.23 Consultees expressed a number of concerns about the way in which TLRs were being implemented. These included:
- a lack of consistency between the award of TLRs and admission to, and progress up, the UPR scale
 - the inappropriate use of TLRs, e.g. for retention or recruitment purposes, rather than for additional responsibilities
 - the lack of transparency in the awarding of TLRs at school level to particular posts
 - the equalities impact of TLRs
- 6.24 As a consequence of these concerns, and reflecting upon all the information provided to us, we have identified four sets of issues which merit further consideration – transparency and consistency; statutory scales for TLRs; the position of part-time teachers; and equalities matters.

Transparency and consistency

- 6.25 Several consultees brought to our attention the lack of transparency and fairness in the advertising, awarding and monitoring of TLRs within schools, and a lack of consistency in the way in which the payments were being awarded by school governing bodies; for example, awarding TLRs as recruitment or retention incentives to individuals. Some consultees advocated further guidance on the advertising, awarding and monitoring of TLRs, which could be achieved by strengthening the existing statutory parts of the STPC(W)D.

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- 6.26 The model pay policies issued by local authorities are clear on the need for governing bodies to agree staffing structures annually which identify the posts to which TLR payments are allocated, and the level of allowance applied to each post, and to share this information with staff. However, we did not see evidence that all (or even a majority of) schools undertake this requirement. We believe that some strengthening of the statutory sections of the STPC(W)D would help to remind governing bodies of the basis on which TLR payments should be made.

RECOMMENDATION 4

We recommend that the Welsh Government reminds school governing bodies of their statutory responsibility to agree an annual pay policy for their school, which includes a statement on the school's staffing structure and the positions which attract TLR payments and to consult and share this pay policy with staff.

Statutory scales

- 6.27 Apart from the maximum and minimum, there is currently no statutory pay scale for TLR allowances. In practice, we understand that most TLR1 and TLR2 allowances are paid on the advisory points included within historic three-point pay scales. Some local authorities include these scales within their model pay policies.
- 6.28 The majority of consultees supported the publication of a statutory TLR pay scale and believed that the existing advisory points used by some schools would provide a basis for such a scale. Most consultees felt that there needed to be more consultation on a proposal for a statutory scale, including the provision of additional statutory guidance on the criteria.
- 6.29 We believe that there is merit in considering a statutory scale for TLR1 and TLR2 payments in order to improve consistency and transparency. However, rather than implement any such a proposal at the present time, we believe that it would be advisable to consider such a change, together with any change in the statutory guidance for the award of TLR payments referred to in paragraph 6.25, alongside a comprehensive review of the pay and conditions system as set out in Recommendation 8.

The position of part-time teachers

- 6.30 Under the STPC(W)D, part-time teachers who receive TLR1 and TLR2 payments are subject to the pro-rata principle; the pro-rata principle does not apply to TLR3 payments.
- 6.31 The majority of consultees favoured the removal of this principle, and believed that the decision on whether to pro-rata TLR payments for part-time teachers should be taken at school level. Several consultees drew our attention to the

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potential equalities impact of the pro-rata principle (for instance when teachers return from maternity leave and wish to work part-time). There may be cases, for example, of an individual agreeing to take on the full breadth of TLR responsibilities while working part-time.

- 6.32 Most consultees felt that there needed to be further consultation on a proposal to remove the pro-rata principle from TLR payments to part-time teachers.
- 6.33 We believe that there is a strong case for removing the pro-rata principle for the payment of TLR1 and TLR2 allowances to part-time teachers, and allowing discretion for the decision to be taken at school level. We also believe that there will need to be further guidance in the STPC(W)D to ensure clarity and consistency.

RECOMMENDATION 5

We recommend that the Welsh Government consult on a change in the provision within the STPC(W)D to allow part-time teachers to receive full-time TLR1 and TLR2 payments, including the ability of schools to use their own discretion in making such awards.

Equalities

- 6.34 Several consultees noted the apparent unequal distribution of TLR payments between men and women. Whereas 75.2% of the teaching workforce are women, of those who are awarded TLR1 allowances only 63% are women.
- 6.35 Some consultees recognised that changes made to the STPC(W)D following previous IWPRB recommendations had addressed a number of issues leading to inequality, such as introducing a statutory pay scale and removing the link between performance and pay progression.
- 6.36 While there are a number of factors which lie behind the differences in the proportions of women and men who receive TLR payments compared with the overall balance within the teaching workforce, we are concerned about this apparent inequality of outcome. In particular, we are concerned that little attempt appears to be made by local authorities and schools to monitor and report the equalities impact of TLR awards across gender and other protected characteristics. We make further comment and a recommendation on equalities in Chapter 7.

Role and remuneration of unqualified teachers

- 6.37 UQTs can be divided into (i) those taking on the full responsibilities of a teacher and (ii) those undertaking specific duties that fall short of the full range of a teacher's duties. Both categories are paid on the UQT pay scale. The following comments focus on the former.
- 6.38 Current information suggests that there are approximately 65 UQTs employed in Wales. The majority of consultees recognise the need to employ UQTs for varying periods of time. Estyn has reported that there is a potential for learner outcomes and experiences to be negatively affected when schools deploy UQTs regularly or on a long-term basis, but that the effect on learners is generally minimal when UQTs are used as a short-term measure to cover temporary absence
- 6.39 We conclude that schools should continue to make judicious use of UQTs taking on full teaching responsibilities on a fixed term basis, as set out in the 2015 Regulations. The UQT six-point pay scale is appropriate relative to the MPR; and progression up this pay scale, and regulations on allowances, should remain unchanged.
- 6.40 We support the work being carried out by the Welsh Government and the EWC in addressing anomalies in the employment of UQTs to ensure that legislation is being applied properly.

Role and remuneration of the leading practitioner range

- 6.41 The STPC(W)D defines a LP as a teacher whose primary purpose is to model and lead improvement in teaching skills.
- 6.42 Currently this role is not working as the policy intended, as evidenced by its extremely limited uptake by schools. There are 20 teachers paid on the LP pay scale. There are an additional 50 teachers carrying out LP roles who are being paid on alternative salary scales. To put this in context, there are 21,876 qualified classroom teachers in Wales.⁸²
- 6.43 Nearly all consultees agree that there is a need for a role that will help retain and develop the most experienced practitioners in the classroom. They should lead on and share their expertise in pedagogy, through training and providing in-class support, mentor newly qualified teachers and, more widely, contribute to the self-improving school system within their school and other schools.
- 6.44 We agree with the majority of consultees that the role and remuneration should be explored, to determine how best to offer a progressive career path for

⁸² SWAC, Welsh Government

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classroom teachers who do not want to move into management, but wish to continue to promote and lead excellence in classroom practice.

- 6.45 We conclude that the implementation of the Curriculum for Wales and wider education reforms offers timely opportunities to reconsider the role and remuneration of a LP as an important part of a new pedagogy related career pathway for teachers within or across schools. This role should be developed in partnership with local authorities/regional consortia.
- 6.46 We believe that it would be advisable to consider such a change alongside a more comprehensive review of the pay and conditions system as set out in Recommendation 8.

Pay portability definition to be introduced from September 2021

- 6.47 The principle of pay portability was supported in the IWPRB 2020 report, with all consultees expressing agreement with its potential re-introduction due to considerations of equality and the attractiveness of the teaching profession. This recommendation was accepted by the Minister for Education.
- 6.48 This consensus in favour of the restoration of pay portability was again confirmed in our engagement with consultees under this round.
- 6.49 It is evident from consultee evidence, as well as from consortia pay policies, that there has been continued practice of pay portability with documented criteria for its application, although variations have arisen in wording and interpretation adopted since the removal of pay portability as a statutory right under the STPCD in 2013.
- 6.50 The re-introduction of pay portability on a statutory basis from September 2021 requires a definition, and we have taken on board feedback from consultees on a recommended definition.
- 6.51 We conclude that a return to a fully prescriptive approach to pay portability would constrain the flexibilities currently afforded to school governing bodies. We therefore believe that there should be a set of principles applied, some of which would be mandatory, and others discretionary.

RECOMMENDATION 6

We recommend to the Welsh Government that the definition of pay portability be encompassed in a set of mandatory and discretionary principles to be incorporated into the STPC(W)D from September 2021.

Mandatory principles

- Pay portability arrangements must cover all movements of teachers between teaching posts within Wales (applicable to posts on the MPR or UPR).
- Pay portability must relate to the position that a teacher has reached on the MPR or UPR, including prior to moving to a leadership role; it does not relate to any allowances, nor the position reached on leadership scales, although experience gained from such roles may be relevant to the new employer's decision on salary.
- When pay portability applies, the salary offered by the new employer must at least match the salary point already reached by the teacher in their most recent teaching post; it should also include any increment that the teacher would have expected to be awarded had they stayed in their current teaching post at the time when the change of employment occurs.
- Pay portability must be applied on a 'pro rata' basis when a teacher moves to/from a part-time teaching post.
- Pay portability must span a break in teaching service for health and social reasons such as maternity/paternity, medical or family care reasons. In a situation where the new employer proposes to take a different view, the grounds for doing so must be non-discriminatory in relation to equality and other relevant legislation.
- As salary scale structures as well as pay levels can change over time (as well as varying between jurisdictions), the salary level for pay portability purposes must be determined as being that which the teacher would have reached on the salary scales applicable within Wales at the time of taking up a new post, had their years of previous service been remunerated using those contemporary salary scales.

Discretionary principles

At the discretion of the governing body, pay portability can be applied in specific situations not covered by the mandatory principles. Relevant experience may validly contribute to the decision on the salary point for a teaching appointment in the following cases:

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- When a qualified teacher moves to a local authority maintained school in Wales from a teaching role in another sector in Wales or another jurisdiction.
- When a qualified teacher returns to teaching following a period of employment in a relevant sector outside teaching.

Time management matters

- 6.52 The Remit Letter asked the IWPRB to consider the impact of time management matters, and gives an example of the split between statutory PPA time carried out within directed time and that required to be carried out by teachers outside of these set hours.
- 6.53 Nearly all consultees referred to workload concerns, such as adverse impacts on stress and retention and difficulties of ensuring a work/life balance. The EWC survey of 2017 reported that teachers worked on average 50.7 hours per week.
- 6.54 We have identified three specific areas of time management which should be considered. These are:
- PPA time for classroom teachers
 - leadership and management time for those on the LGPR who may additionally have teaching duties
 - time to carry out duties for responsibilities associated with TLRs
- 6.55 PPA Time: Many consultees called for an increased allocation of PPA time. The EWC survey of 2017 suggested that PPA time constitutes around 30% of a teaching week. However, we have not found evidence to determine what percentage of timetabled teaching time should be dedicated to PPA.
- 6.56 Teachers have directed time requirements, but not teaching hour requirements, which could lead to variability in the balance between teaching time and non-teaching time.
- 6.57 We conclude that further research is required in this area and have included this in Recommendation 8.
- 6.58 Management Time: In respect of leadership and management time for those on the leadership scale, some teaching unions argued that whilst there is a provision in the STPC(W)D for leadership time, in practice the awarding of such time is not always possible, due to workload.
- 6.59 Due to the variation in leadership structures and roles across schools, we conclude that it would not be advisable to specify the amount of time which should be allocated in the STPC(W)D. School structures vary considerably, and the responsibilities assumed by leaders within schools are adapted to meet the needs and context of the school. We conclude that the balance between

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teaching and non-teaching time for such roles should be agreed individually, and amended as appropriate for changes in responsibilities.

- 6.60 TLRs: Some consultees noted that teaching time reductions for teachers with TLRs were inconsistent, and depended upon the school and its context. We have included reference to this in Recommendation 8.

SEN allowances: their use and appropriateness

- 6.61 As at May 2021, the ALNET (Wales) Act had not yet come into force, with the exception of the introduction of the ALNCo role. Consultees have raised two specific aspects in respect of this matter:
- The current SEN allowance which is awarded to classroom teachers
 - The newly defined statutory role of the ALNCo
- 6.62 There are specific criteria for the award of a SEN allowance to classroom teachers, set out in the STPC(W)D. 1,345 teachers in Wales receive a SEN allowance, and 50% of these are allocated to teachers in special schools.
- 6.63 The STPC(W)D requires oversight by the local authority of the award of SEN allowances to ensure consistency. We have not found evidence that this is happening in practice.
- 6.64 We concur with consultees who raised concerns that there are inconsistencies in the application of awarding SEN allowances to teachers, and a lack of consistency regarding the value of the award.
- 6.65 At this time, we have insufficient evidence to determine whether the award is appropriate to reflect roles, responsibilities and workload. This issue requires further research to understand how allowances are being allocated within schools. We make further comment on this in Recommendation 8.
- 6.66 There are varied views as to whether the role of a classroom teacher will change under the new ALNET (Wales) Act, with the majority of consultees stating that there will be greater duties and responsibilities involved. This will need to be kept under review when the ALNET (Wales) Act is implemented.
- 6.67 Most consultees made comments regarding the new ALNCo role. This role replaces the role of the existing SENCOs in schools. It is a statutory role, is more strategic in nature, and is recommended by Welsh Government to be part of the leadership team. Guidance has not been provided to schools regarding the remuneration of the ALNCo role.
- 6.68 We have found that the existing SENCOs are paid on different pay scales. 56% are paid on the UPR, with others paid on the MPR or the LGPR. Payments to SENCOs may also include TLR or SEN allowances.

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- 6.69 There is a lack of consistency in the current payment of SENCoS. With the statutory ALNCo role taking its place, we conclude that there needs to be guidance given to schools on the appropriate remuneration for such roles.

RECOMMENDATION 7

We recommend that work is undertaken, alongside the implementation of the ALNET (Wales) Act, to determine how ALNCoS should be remunerated.

Comparison between experienced teachers and other graduate professions in Wales

- 6.70 The Minister for Education's Remit Letter asked the IWPRB to compare salaries of experienced teachers with other graduate professions in Wales. We refer to median salaries in Chapter 4 and reach a conclusion in paragraph 6.8. However, we have found it difficult to source comparable Welsh data for experienced teachers.
- 6.71 LEO data would suggest that the rate of pay progression for teachers was in line with, if not slightly exceeding, that of other graduates employed in other professions in 2017-2018. However, there are caveats regarding the interpretation and currency of these data.
- 6.72 OECD data reveal that the top of the scale for teachers in Wales is below that of the OECD average by circa 9% to 17% respectively for primary schools and upper secondary schools.
- 6.73 The data also imply that teachers' pay in Wales progresses for the first 15 years and is then static at the top of the scale. The mean salary range for OECD countries is broader than the range for Wales and England. We note some differences in considering these data, in that they do not include allowances paid to teachers in Wales and England.
- 6.74 We conclude that this issue requires further research in the context of the wider review of career pathways and associated pay scales for teachers, as included within Recommendation 8.

Longer term issues

- 6.75 The Remit Letter asked us to consider a potential approach to longer term issues that could be addressed through consideration of multi-year remits and/or additional stand-alone remits addressing specific matters in relation to terms and conditions.
- 6.76 From the data, information and consultee evidence that we have received over recent months, we have been able to reach conclusions and make specific recommendations on a number of matters. In other cases, we have identified that there is a difference in views amongst consultees, or insufficient evidence, data or information upon which a firm recommendation can be based.
- 6.77 Existing structure: We note that consultees have varying comments on the existing structure for pay, terms and conditions. Those that commented were largely in favour of retaining the existing structure, as it is well understood and generally working effectively. We acknowledge this position, and believe that there is much to commend in the existing framework.
- 6.78 However, we are also conscious of the significant education reform agenda in Wales. It is important that teachers' pay, terms and conditions reflect the new opportunities in Wales, particularly those afforded by the Curriculum for Wales. Equally, there may be lessons learned during the pandemic which may have longer term implications for learning and teaching.
- 6.79 Workload: We note teaching unions' observations on the relationship between responsibilities, workload and pay and conditions, and in particular the matters associated with 'time management', which have a direct impact on this relationship. Nearly all consultees cite workload as a concern, as described in the section on time management.
- 6.80 Supply teachers: The majority of consultees supported the inclusion of supply teachers within the scope of the STPC(W)D. We note this view, however we believe that there would be significant implications arising from the inclusion of individual contractors and agencies within the current arrangements. The IWPRB believes that further research is necessary into this area before making a recommendation.
- 6.81 Additional research programme: We conclude that a comprehensive review should be undertaken which encompasses a wide range of matters relating to pay and conditions, rather than considering each matter individually. Aligned to this are conclusions from other matters in relation to TLR and SEN allowances and the role of LPs.
- 6.82 We believe that such a review should consider whether the existing framework for pay and conditions of teachers and leaders is fit for purpose, and aligns optimally with the requirements and opportunities of the educational reform agenda.

RECOMMENDATION 8

We recommend to the Welsh Government that in view of the ambitions for education in Wales, the introduction of the Curriculum for Wales, and the lessons learned from the pandemic, a comprehensive review should be undertaken to ensure that the structure of teachers' and leaders' pay and conditions embraces aspirations for the future.

- 6.83 The review should be underpinned by a research programme commissioned into the following:
- Career pathways and associated pay and conditions for teachers, with particular reference to experienced teachers, retaining teachers in the classroom and the role of LPs
 - Workload for teachers and leaders, the suitability of the model for directed teachers' time and PPA time
 - TLR and SEN allowances, including the possible introduction of a statutory scale for TLRs
 - The implications of including supply teachers within the scope of the STPC(W)D

Chapter 7 raises other matters for the Welsh Government to consider.

Interpretation of 2020 recommendations

In her statement of 29 July 2020, the Minister for Education accepted all the recommendations in our second report. During this year's review, it has become evident that not all recommendations were adopted and formalised in the STPC(W)D as the IWPRB intended. We wish to clarify the following matters:

Pay scales for main pay range

- 7.1 Our 2020 report recommended the removal of the lowest point from the advisory six-point MPR, turning it into a statutory five-point scale. Paragraph 13.2 of the STPC(W)D 2020 shows the main pay scale as a six-point scale, with identical pay for M1 and M2, and this has caused some confusion. We believe that the scale should be shown as a statutory five-point scale in the STPC(W)D.

Pay progression and performance

- 7.2 Our 2020 report recommended 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 scales excepting where teachers are subject to formal capability procedures”.

- 7.3 Paragraph 11.2b of the STPC(W)D (relating to leadership group members) states that:

“Pay Progression should be on an annual basis from 1 September, with an assumption in favour of progression unless an individual has been notified that service was unsatisfactory in respect of that year”.

- 7.4 Similar statements are made in paragraphs 19.2c, 19.2d and 19.2e for an unqualified or main scale teacher. The definition of ‘unsatisfactory’ is not set out in the STPC(W)D. Capability procedures constitute part of the contractual framework for teachers and therefore our view is that this is what should be referred to.

Pay progression and performance: UPR

- 7.5 Paragraph 19.2h of the STPC(W)D 2020 states that “progression on the Upper Pay Scale should be based on two successful consecutive performance management reviews, other than under exceptional circumstances, as prescribed by the 2011 Regulations”.⁸³ Our recommendation was that performance should not determine progression within pay scales.

⁸³Legislation.gov.uk, *The School Teacher (Wales) Regulations 2011*
<https://www.legislation.gov.uk/wsi/2011/2940/contents/made>

RECOMMENDATION 9

We recommend that in the next publication of the STPC(W)D the Welsh Government clarifies the position on the five-point scale; pay progression and performance; and pay progression on the UPR, as recommended in the IWPRB's 2020 report.

Equalities

- 7.6 Under the terms of the Equality Act 2010⁸⁴ and the Regulations⁸⁵ relating to the Act, specific duties are placed on school governing bodies, including:
- a requirement to publish equality objectives and to review them at least once every four years
 - a requirement to publish a statement which sets out the steps they have taken or intend to take in order to achieve each equality objective
 - to make appropriate arrangements to monitor their progress in order to fulfil each objective
 - to collect employment information related to the school's employees and publish that information, which may be set out in the governing body's annual report
 - to have due regard to the need to have equality policies which address the causes of any pay differences in respect of the school's employees
 - to publish an action plan which sets out any policy they have relating to the need to address the causes of any gender pay difference and any gender pay equality objective that has been published by the governing body
- 7.7 The STPC(W)D and the local authority pay policies refer to the need for schools to comply with equalities legislation. Some pay policies also include specific actions relating to equalities, while other pay policies do not contain specific requirements.
- 7.8 As part of this year's review, several consultees brought to the IWPRB's attention issues relating to equalities, notably around the unequal outcomes in relation to TLR awards (see chapter 5). More generally, consultees expressed concern that the monitoring of equalities impact was not happening at either a school or local authority level.
- 7.9 The IWPRB drew attention to this matter in its first and second reports. In its second report the IWPRB stated: "We ask that the Welsh Government reminds

⁸⁴ Legislation.gov.uk, *The Equality Act 2010* <https://www.legislation.gov.uk/ukpga/2010/15/contents>

⁸⁵ Legislation.gov.uk, *The Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011* <https://www.legislation.gov.uk/wsi/2011/1064/contents/made>

local authorities and school governing bodies of their legal requirement to monitor and report on the equalities aspects of pay decisions”.

- 7.10 We remain concerned that there is little evidence to show that equalities legislation is being implemented in line with the Equalities Act 2010. There appears to be a lack of action planning and monitoring, at school and local authority level to address any discrimination, especially of gender pay differences.

RECOMMENDATION 10

We recommend that the Welsh Government urgently reviews the monitoring and reporting of equalities legislation at school and local authority level, and considers whether changes are required to the STPC(W)D and school pay policies, to ensure that schools and local authorities carry out their statutory duties regarding equalities.

Guidance for governing bodies

- 7.11 The IWPRB is concerned about the adequacy of the current guidance to the governing bodies of schools. There is a section on the Welsh Government’s website, “Roles and responsibilities for school governors”,⁸⁶ but its content is uneven and parts of it are outdated. There is also a section, “School Governors guide to the law”,⁸⁷ which needs updating to reflect the changes relating to education matters in recent years. The IWPRB draws attention to the DfE document ‘Implementing your school’s approach to pay – advice for maintained schools, academies and local authorities’⁸⁸ which is a user-friendly guide for school governors.

⁸⁶ Welsh Government, *Roles and responsibilities for school governors* <https://gov.wales/roles-and-responsibilities-for-school-governors>

⁸⁷ Welsh Government, *School governors’ guide to the law* <https://gov.wales/roles-and-responsibilities-for-school-governors>

⁸⁸ DfE (March 2019), *Implementing your school’s approach to pay – advice for maintained schools, academies and local authorities* https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/786098/implementing_your_school_s_approach_to_pay.pdf

RECOMMENDATION 11

We recommend that the Welsh Government reviews the guidance available to school governors on pay and conditions and publishes a governance handbook which is regularly updated.

Pay policies

- 7.12 Under current arrangements, the production of model pay policies is carried out by each of the four regional consortia and/or local authorities. These policies are then made available to schools by each local authority within a consortium. Annually, each school's governing body makes its individual decision either to adopt the model pay policy as it stands or, in a minority of cases, to modify aspects of the model policy. If modifications are made, the governing body needs to undertake its own consultation with the teacher associations.
- 7.13 Consultees have indicated that the nature of several of the IWPRB's previous and current recommendations is such as to increase the statutory content within a model pay policy and that this could be standardised into a single model pay policy across Wales, thereby reducing the administrative burden across local authorities and ensuring a more consistent approach.
- 7.14 We agree with consultees that it would be appropriate to introduce streamlined arrangements, which would require relevant drafting and consultation at national level. In order that the employer responsibility is respected and fulfilled, each individual governing body would continue to decide whether to adopt or modify the model policy (consulting as appropriate on any modifications) to suit its local circumstances.

RECOMMENDATION 12

We recommend that the Welsh Government should facilitate arrangements for future work on a model pay policy at a national level, thereby removing the need for this work to be replicated across regional consortia and local authorities.

Data

- 7.15 The Welsh Government collects and publishes census data in respect of the local authority maintained education settings, at pupil level (PLASC) and school workforce level (SWAC).⁸⁹ The SWAC was collected for the first time in 2019, and published in 2020. We welcome this development, as it provides a national picture of the school workforce in Wales. The first SWAC data collection was referred to as “experimental statistics” which had not undergone a formal final validation process.⁹⁰
- 7.16 Local authorities also hold information on schools, for instance with regard to vacancy levels by subject, which are then reported to the EWC.
- 7.17 During its research as part of this year’s pay remit, the IWPRB has needed to interrogate the data and has on occasion discovered variances in the information, depending on the source. We also understand that not all local authorities provided all of the information requested of them.
- 7.18 As an example, we received different figures for UQTs and LPs. We have been informed that additional validations of the SWAC data collected by local authorities and schools will be introduced for the next SWAC collections.
- 7.19 We welcome this further work being undertaken by the Welsh Government .

⁸⁹ <https://gov.wales/school-workforce-annual-census-data-background-quality-and-methodology-information>

⁹⁰ Ibid, p4

Appendix A – Minister for Education’s Remit Letter 2021

Kirsty Williams AC/AM
Y Gweinidog Addysg
Minister for Education



Llywodraeth Cymru
Welsh Government

Eich cyf/Your ref
Ein cyf/Our ref

Our ref: MA-P/KW/3290/20
Mrs Sharron Lusher
Chair
Independent Welsh Pay Review Body
C/o:
Secretariat
Independent Welsh Pay Review Body
Secretariat@ewc.wales

9 October 2020

SCHOOL TEACHERS’ PAY AND CONDITIONS

YEAR 3 REMIT: MATTERS FOR REPORT

Dear Sharron,

Thank you once again for your work and that of the Independent Welsh Pay Review Body (IWPRB) over the last year. I appreciate all your efforts particularly in light of the exceptional circumstances experienced during this last year. Your second report recommended some important changes to the way teachers’ pay and conditions are managed here in Wales. I was particularly pleased to see you address issues around pay progression linked to performance management and the reintroduction of national pay scales.

I am now writing to set out the issues for recommendations for the 2021/22 pay award. You will appreciate that the next Senedd election is due to take place on 6 May 2021 and it will be for the new Government to consider and implement any changes to teachers’ pay and conditions from September 2021.

Over the last year we have seen unprecedented change and disruption to normal patterns of working in schools in Wales. The teaching profession here in Wales have risen to these challenges showing an impressive degree of flexibility and resilience while continuing to provide high levels of professionalism.

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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 - Minister for Education's Remit Letter 2021

Moving forward, it is important that the pay and conditions of teachers reflects the values of equity and excellence that currently exists within the education system. Devolution of powers over teachers' pay and conditions has allowed us to start amending the existing system to more closely reflect these values and to highlight the high regard for the profession.

In that context, the IWPRB is tasked with recommending reforms that could 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.

I have noted the comments in your second report on a number of specific areas where you believe progress is required. The specific matters for recommendations below reflect these issues. In particular, as part of the development of a distinct system specifically relevant to the position here in Wales, a longer term approach may be appropriate. Consequently, I request that this year the IWPRB should research and seek evidence not only on the matters to be implemented from September 2021, but on the appropriateness and viability of introducing a multi-year approach in future years. Such an approach could provide greater stability and improve medium and longer term planning in our schools.

Such longer term considerations will inevitably need to be studied in quite close detail in association with all key stakeholders and, if appropriate, developed in partnership with relevant stakeholders.

Finally, I would like to reiterate my commitment 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.

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.

Appendix A – Minister for Education’s Remit Letter 2021

Matters for Recommendation

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

a) For implementation from September 2021

What adjustments should be made to the salary and allowance scales 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:

- National pay scale levels from 2021;
- Identification and Calculation of Leadership Pay of headteachers accountable for more than one school;
- Consideration as to whether the current TLR arrangements are working effectively in terms of reflecting roles, responsibilities and workload fairly, with particular regard to the consistency and appropriateness of award;
- Role and remuneration of Unqualified teachers;
- Role and remuneration of Leading Practitioner Range;
- Pay Portability definition to be introduced from September 2021;
- Impact of time management matters such as split between statutory PPA time carried out within directed time and that required to be carried out by teachers outside of these set hours;
- In light of the newly defined statutory roles within the Additional Learning Needs and Education Tribunal (Wales) Act 2018 to come into force from January 2021, consideration as to whether the current SEN allowance is appropriate in terms of reflecting roles, responsibilities and workload, with particular regard to the consistency and appropriateness of awards;
- Comparison between experienced teachers and other graduate professions in Wales.

b) For longer term consideration

Potential approach to longer term issues that could be addressed through consideration of multi- year remits and/or additional stand-alone remits addressing specific matters in relation to terms and conditions; to include:

- Whether the existing structure for teachers’ pay, terms and conditions is fair and appropriate for all school leaders and teachers in Wales including supply teachers within scope of the STPCD;

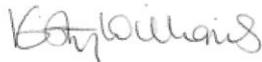
Appendix A - Minister for Education's Remit Letter 2021

- the relationship between responsibilities, workload and pay and conditions; and, where appropriate;
- an outline proposal of potential further research programme recommended for IWPRB to carry out into such matters.

Timescale for report

Decisions relating to your advice and recommendations will be for the new Government to implement from September 2021. Therefore, in order to allow maximum time for consideration of, and consultation on, your recommendations, I require you to report by no later than 14 May 2021.

I look forward to receiving your recommendations.



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 third report:

Association of Directors of Education in Wales (ADEW)

Richard Evans Director of HR, Rhondda Cynon Taf County Borough Council

Steven Gow, HR Business Partner, Flintshire County Council

Gareth Morgans, Director of Education and Children's Services, Carmarthenshire County Council

Julie Stuart, Senior HR Business Partner, Carmarthenshire County Council

EWC datasets

Deborah Roberts, Manager, Data Collection & Reporting

EWC re: current legislation re: unqualified teachers

Elizabeth Brimble, Director of Qualifications, Registration and Fitness to Practice

Estyn (The Office of Her Majesty's Chief Inspector of Education and Training in Wales)

Claire Morgan HMI, Strategic Director

Meilyr Rowlands HMI, Chief Inspector

National Academy for Educational Leadership in Wales

Tegwen Ellis, Chief Executive

Regional consortia

Debbie Hartevelde, MD Education Achievement Service (EAS)

Arwyn Thomas, MD (GwE)

Welsh Government re: Additional Learning Needs

Zakhyia Begum, Head of ALN Legislation

Christopher Jones, Deputy Director of Support for Learners Division

Paul Jones, ALN Transformation Senior Manager

Appendix C – Recommended pay scale points for 2021-2022

Main Pay Range		
	2020 £	2021 £
M2	27,018	27,491
M3	29,188	29,699
M4	31,436	31,986
M5	33,912	34,505
M6	37,320	37,973

Upper Pay Range		
	2020 £	2021 £
U1	38,690	39,367
U2	40,124	40,826
U3	41,604	42,332

Unqualified Teachers		
	2020 £	2021 £
1	18,169	18,487
2	20,282	20,637
3	22,394	22,786
4	24,507	24,936
5	26,622	27,088
6	28,735	29,238

Leading Practitioners		
	2020 £	2021 £
Minimum	42,402	43,144
Maximum	64,461	65,589

Appendix C – Recommended pay scale points for 2021-2022

Allowance Ranges			
		2020 £	2021 £
TLR1	Min	8,291	8,436
	Max	14,030	14,276
TLR2	Min	2,873	2,923
	Max	7,017	7,140
TLR3	Min	571	581
	Max	2,833	2,883
SEN	Min	2,270	2,310
	Max	4,479	4,557

Leadership Group Pay Range					
	2020 £	2021 £		2020 £	2021 £
1	42,195	42,933	24*	73,559	74,846
2	43,251	44,008	24	74,295	75,595
3	44,331	45,107	25	76,141	77,473
4	45,434	46,229	26	78,025	78,025
5	46,566	47,381	27*	79,167	80,552
6	47,735	48,570	27	79,958	81,357
7	49,019	49,877	28	81,942	83,376
8	50,151	51,029	29	83,971	85,440
9	51,402	52,302	30	86,061	87,567
10	52,723	53,646	31*	87,313	88,841
11	54,091	55,038	31	88,187	89,730
12	55,338	56,306	32	90,379	91,961
13	56,721	57,714	33	92,624	94,245
14	58,135	59,152	34	94,914	96,575
15	59,581	60,624	35*	96,310	97,995
16	61,166	62,236	35	97,273	98,975
17	62,570	63,665	36	99,681	101,425
18*	63,508	64,619	37	102,159	103,947
18	64,143	65,266	38	104,687	106,519
19	65,735	66,885	39*	106,176	108,034
20	67,364	68,543	39	107,239	109,116
21*	68,347	69,543	40	109,914	111,837
21	69,031	70,239	41	112,660	114,632
22	70,745	71,983	42	115,483	117,504
23	72,497	73,766	43	117,197	119,248

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