

# **Independent Welsh Pay Review Body**

## **FOURTH REPORT – 2022**

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

**May 2022**

**WG45181**

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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
Community Cymru	
Diocesan authorities	
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
Welsh Government	
WLGA	Welsh Local Government Association

### *Terms and abbreviations used in this report*

ALN	Additional Learning Needs
ALN Code	Additional Learning Needs Code for Wales 2021
ALNCo	Additional Learning Needs Co-ordinator
ALNET (Wales) Act	Additional Learning Needs and Education Tribunal (Wales) Act 2018
ASHE	Annual Survey of Hours and Earnings
BoE	Bank of England
CPD	Continuing Professional Development
CPI	Consumer Price Index
CPIH	Consumer Prices Index including Owner Occupiers' Housing Costs
EWC	Education Workforce Council
FEI	Further Education Institution
FTE	Full-time equivalent
GDP	Gross Domestic Product
GTCW	General Teaching Council for Wales
HESA	Higher Education Statistics Agency
HESES	Higher Education Students Early Statistics
IFS	Institute for Fiscal Studies
ISE	Institute of Student Employers
ISR	Individual School Range
IT	Information Technology
ITE	Initial Teacher Education
IWPRB	Independent Welsh Pay Review Body
LEO	Longitudinal Education Outcomes
LFS	Labour Force Survey
LGPR	Leadership Group Pay Range
MFL	Modern Foreign Languages
MPR	Main Pay Range
NFER	National Foundation for Educational Research
NPQH	National Professional Qualification for Headship
NQTs	Newly Qualified Teachers
OBR	Office for Budget Responsibility
OECD	Organisation for Economic Co-operation and Development

OME	UK Office of Manpower Economics
ONS	Office for National Statistics
OU	Open University
OUP	Open University Partnership
PGCE	Post Graduate Certificate of Education
PLASC	Pupil Level Annual School Census
PPA	Planning, preparation and assessment
PPF	Pay Partnership Forum
PRUs	Pupil Referral Units
PTRs	Pupil Teacher Ratios
QTS	Qualified Teacher Status
RPI	Retail Price Index
RSG	Revenue Support Grant
SEN	Special Educational Needs
SENCo	Special Educational Needs Co-Ordinator
STEM	Science, Technology, Engineering and Mathematics
STPC(W)D	School Teachers' Pay and Conditions (Wales) Document
STPCD	School Teachers' Pay and Conditions Document
STRB	School Teachers' Review Body
SWAC	Schools Workforce Annual Census
TLR	Teaching and Learning Responsibility
TPSM	Teacher Planning and Supply Model
TTIS	Teacher Training Incentive Scheme
UCAS	Universities and Colleges Admissions Service
UCEA	University and Colleges Employers' Association
UPR	Upper Pay Range
USD	US Dollars

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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 and Welsh Language. 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 MBE DL – Chair

Simon Brown – Member

Dr Caroline Burt – Member

Aled Evans – Member

Dr John Graystone – Member

Professor Maria Hinfelaar – Member

Dr Emyr Roberts - Member

Professor Stephen Wilks – Member



### Introduction

The Independent Welsh Pay Review Body (IWPRB) is pleased to present its fourth 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.

Whilst COVID-19 restrictions in schools have been lifted by the Welsh Government, there remain real challenges. Despite these difficulties, teachers and leaders continue to provide the best possible education for children in Wales.

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 all those involved in the education system, for rising to the challenges of this unprecedented time.

The development of our fourth report has been conducted using a combination of face to face and virtual meetings and discussions to gather evidence. We appreciate the co-operation of consultees during this process.

### ***Our remit for September 2022***

The Minister for Education and Welsh Language issued the fourth remit letter to the IWPRB on 20 December 2021. The remit consisted of three parts, and asked the IWPRB to prepare and submit a report with recommendations by 20 May 2022:

#### **A. Multi Year Approach (2 years)**

In considering a multi-year approach for implementation from September 2022 and September 2023:

- i. What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high quality practitioners;
- ii. Consideration of the case for further statutory guidance within the School Teachers' Pay and Conditions (Wales) Document in addition to that currently provided in Section 3 of the Document, with specific reference to statutory guidance previously provided in the STPCD for England & Wales prior to 2012.

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### **B. Short and/or medium term amendments to remedy particular items of concern**

Whether the existing structure for teachers' pay, terms and conditions requires amendments from September 2022 to facilitate the recruitment and retention of high quality practitioners, with specific consideration of Recommendations 5 + 7 of the IWPRB's third report:

Recommendation 5 IWPRB 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 schools using their own discretion in making such awards.

Recommendation 7 IWPRB recommend that work is undertaken, alongside the implementation of the ALNET (Wales) Act, to determine how ALNCos should be remunerated.

- i. Undertake a review of the proposal to remove the pro-rata principle from TLR payments to part-time teachers. In particular, consideration should be given to:
  - a) Whether the pro-rata principle should be removed and, if so, to what extent including whether such decisions should be at the discretion of those at school level?
  - b) The position of part time teachers and the impact of the pro-rata principle on equality matters.
  - c) What changes may be required to the current statutory requirements particularly within the STPC(W)D?
- ii. Undertake a review into the remuneration of the ALNCos. Specifically the review should consider:
  - a) Whether the current remuneration process for ALNCo is appropriate and consistent?
  - b) What aspects of the current process or guidance could be improved to reflect the new ALNCo role and remuneration?
  - c) What changes may be required to the current statutory requirements on reimbursement for ALNCos, particularly within the STPC(W)D?
- iii. Undertake a review of all pay scales within the STPC(W)D including, but not limited to, the following:
  - a) Case for separate teacher main and upper pay scales
  - b) Consideration of Leadership Group pay scales
  - c) Consideration of specific pay scale for remuneration of headteachers with responsibility for more than one school
  - d) Requirement for Allowance Ranges to be replaced by set scales
  - e) Impact of any proposed changes on other Teacher and/or Leadership Group pay scales

### **C. Longer term for implementation from September 2023**

Undertake a strategic review of teachers' pay, terms and conditions in Wales as detailed in the terms of reference attached at Annex A [shown in Appendix A of this report].

The Minister 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.

The Minister reminded the IWPRB that they 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 determined to consult on Parts A and B of the remit in the first instance, and to consider Part C subsequently. Therefore, this report addresses the issues related only to Parts A and B of the remit.

## **Our conclusions and recommendations**

In reaching our conclusions, and subsequently arriving at recommendations, we have taken into account information and data 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.

### **National pay scale levels from 2022**

The outlook for the economy and public expenditure has become increasingly uncertain, and economic forecasts have been revised substantially as 2022 has progressed. The IWPRB is aware that there are likely to be further revisions in forecasts between the time of writing this fourth report in early May, and the time of publication.

The evidence received this year suggests that positive recruitment factors during the COVID-19 period were largely temporary, and that the longer-term trends have been resumed. We received evidence that higher proportions of experienced teachers and leaders were leaving the profession as a result of the stress and workload created by

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the COVID-19 crisis, and concerns were expressed about the ability of schools to replace them, especially in the existing shortage areas. We also note that demand for graduates in the general economy has increased during 2021 and 2022, and that graduate salaries have risen as a consequence.

Our broad conclusion, therefore, and based on the information currently available to us, is that there is no room for complacency, and that the situation regarding the teacher and leader labour market will need to be monitored closely in coming months and years, as continuing pressures from the economic position take a tighter hold.

Attention has focussed this year on inflation and the cost of living. We have noted that the initial economic forecasts have been downgraded and the inflation figures have been revised upwards as the effects of the increase in energy prices and the conflict in Ukraine are emerging. At the time of writing, the rate of CPI inflation was 7% and RPI inflation 9%.

In its May 2022 Monetary Policy Report, the Bank of England (BoE) forecast an annual CPI inflation rate at Q4 of 10.25% in 2022, 3.5% in 2023, and 1.5% in 2024.

For the same period, the BoE forecast average weekly earnings growth (total pay) of 5.75% in 2022, 4.75% in 2023 and 2.75% in 2024. These projections include private and public sector earnings.

The teachers' and leaders' unions were unanimous that there should be an undifferentiated pay award. The IWPRB notes that for the 2019-2020 pay round, the Minister accepted our recommendation to increase the starting salary by 5%, followed by the removal of the first point in the MPR, which had the effect of increasing starting salaries in Wales. As a result of that decision, and subsequent pay awards, the starting salary of teachers in Wales has increased by 15.9% from £23,720 to £27,491 since 2019, and is now higher than England's starting salary of £25,714.

In the light of the evidence we have received, the context of the extraordinary circumstances in which the profession has been working, and the current immediate economic pressures, the IWPRB considers that an undifferentiated award is appropriate this year, and does not believe that there is a case for increasing one pay range more than another.

We acknowledge, as we did in our third report, that the median salary of teachers and leaders is broadly in line with other similar professions in Wales, and we have sought to maintain the competitive position of teachers' and leaders' salaries for all pay ranges. We are particularly mindful of teachers in their mid-career, who wish to remain in the classroom. Nearly 73% of classroom teachers are paid on the UPR, with the majority of these (57%) paid on the maximum of the range (UP3) and therefore their salaries have plateaued unless they take on leadership responsibilities.

We note that this is a period of high inflation and economic turbulence. In reaching our recommendations, we have taken account of all the considerations in our remit, including the current and forecast position on inflation, recruitment and retention data, and wider economic and labour market conditions, including the public sector financial context. We have also taken account of the impact of the pay award on the full pay ranges of teachers and leaders.

### RECOMMENDATION 1

We recommend to the Welsh Government that all statutory scale points on all pay scales, and all allowances, are increased by 5% for 2022-2023.

In his letter to the IWPRB accompanying the Welsh Government's evidence, the Minister asked the IWPRB to "undertake a multi-year approach ... to allow sufficient capacity for a full strategic review to be undertaken." Again, we have examined all the factors included in our remit.

Most consultees requested a review mechanism for the pay award for the second year in the event of significant further changes in the economy, the labour market, and inflation, compared with current forecasts. The IWPRB agrees that this would be a sensible precaution.

### RECOMMENDATION 2

We recommend to the Welsh Government that all statutory scale points on all pay scales, and all allowances, are increased by 3.5% for 2023-2024. This figure should be kept under review and revisited if there is a significant change in economic conditions compared with the current forecasts.

The Welsh Government evidence drew attention to the proposal in England to increase the minimum of the MPR to £30,000 outside of the London pay areas by 2023-2024. Implementation of recommendations one and two above would result in the minimum of the MPR in Wales (M2) being £29,877. Whilst not advocating differentiated increases for 2022-2023, the IWPRB believes that for 2023-2024 there is a case for matching the minimum proposed in England, in order to negate any cross-border incentives for NQTs.

### RECOMMENDATION 3

We recommend to the Welsh Government that the minimum of the MPR (M2) pay point is increased to £30,000 for 2023-2024.

The cost of these recommendations is estimated at £74,609,473 for 2022-2023 and £54,939,996 for 2023-2024.

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### **The case for further statutory guidance within the School Teachers' Pay and Conditions (Wales) Document (STPC(W)D), with specific reference to statutory guidance previously provided in the School Teachers' Pay and Conditions Document (STPCD) (England and Wales) prior to 2012**

Consultees were generally in agreement that additional statutory guidance was required within the STPC(W)D. Two specific points emerged from the evidence received.

In respect of changes made to the document since the devolution of pay and conditions to Wales, there is a need to ensure that guidance is consistent throughout, and that any legislative changes are reflected. Whilst substantive sections have been amended, there remain sections of the document where further amendment is required.

Many consultees called for further clarification through the restoration of specific areas of the STPCD 2012, for example, working-time provisions and workload arising from non-contact tasks such as administrative and clerical tasks, planning, preparation and assessment (PPA) time, cover supervision and its management. The IWPRB is conscious that many of the items raised by consultees relating to the STPCD 2012 will need to be considered as part of the strategic review.

We have reached two conclusions in relation to further statutory guidance within the STPC(W)D. The first is that there is a need to update and clarify the STPC(W)D, so that it accurately and consistently reflects previous recommendations made by the IWPRB. Our second conclusion is that any further work on the document, including the potential to consider matters from 2012, should be deferred until after the strategic review and the Minister's determination on its recommendations.

#### **RECOMMENDATION 4**

We recommend that the Welsh Government, in partnership with the Pay Partnership Forum (PPF), updates and clarifies the wording in the STPC(W)D to incorporate the changes made since the devolution of pay and conditions – specifically pay portability, progression on the UPR, and performance-related pay – to reflect accurately and consistently the previous recommendations made by the IWPRB. This task should be completed by September 2022.

### **The pro-rata principle for part-time teachers in receipt of Teaching and Learning Responsibilities (TLR1 and TLR2)**

In consideration of this matter, we found that the number of teachers in receipt of TLR1 and TLR2 was heavily weighted towards full-time teachers.



We also found that proportionately more TLR1s and TLR2s were awarded to male teachers, especially for the higher TLR1 payments, when compared with the overall teacher population. Moreover, within the two levels of award, there were proportionately more men receiving the higher value awards than women.

We received evidence from consultees that, as well as the difference in the incidence of awards, the current pro-rata arrangements acted as a barrier to part-time teachers applying for TLR awards. This was because either the job roles were reduced to an extent that they did not justify an allowance, or part-time teachers were reluctant to take on additional responsibilities, as they would not receive sufficient compensation for the roles. There was little evidence of job-share arrangements being used by schools. As the award of TLRs for additional responsibilities usually represents a key stage in the careers of teachers moving into leadership roles, we are concerned at the current impediments to the progression of part-time staff, and often therefore 'de facto' to the careers of female teachers. We note that women are currently proportionately under-represented in leadership roles compared with classroom teaching positions.

We conclude, therefore, that the current pro-rata arrangements are potentially discriminatory against part-time teachers, and we are concerned at the impact of the pro-rata principle on recruitment of women in particular to leadership roles.

### **RECOMMENDATION 5**

We recommend to the Welsh Government that the pro-rata principle substantially referred to in section 40.1, should be removed from the 2022-2023 STPC(W)D in respect of part-time teachers in receipt of TLR1s and TLR2s, and that the PPF should agree, and replace it with, appropriate wording to state that a decision on the additional responsibilities and commensurate level of award should be mutually agreed by the teacher and the employer.

## **Additional Learning Co-ordinators (ALNCos)**

The Additional Learning Needs and Education Tribunal (Wales) Act 2018 (ALNET (Wales) Act) is in its first year of implementation, and schools and local authorities are at an early stage of adjusting the role of the ALNCo in accordance with the new statutory responsibilities established within the ALNET (Wales) Act, and the Additional Learning Needs Code for Wales 2021 (ALN Code).

It is clear from the evidence submitted by all consultees that the inconsistency in remuneration of the original Special Educational Needs Co-ordinator (SENCo) role reported in our third report continues to exist. In some cases, TLRs of differing values are awarded and in others the SENCo is placed on the LGPR. There is no pay data currently available on ALNCos.

It is difficult to quantify accurately the increased workload of an ALNCo in its first year. Nearly all consultees reported that non-contact time allocations to carry out the role varied considerably, with many noting that allocations were inadequate.

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We do not believe that a short-term amendment to the STPC(W)D is feasible or desirable, owing to the initial stages of implementation and the learning that needs to be collated and analysed in its wake. The ALNET (Wales) Act has wide ranging implications across school teachers' pay and conditions, including the determination of a school's headteacher group.

At this point we have insufficient evidence to determine how the ALNCo role should be remunerated to reflect its statutory responsibilities and strategic workload.

### **RECOMMENDATION 6**

We recommend to the Welsh Government that in the light of the statutory nature of the new ALNCo role, a task and finish group be established to review the non-contact allocation and remuneration. The group should report its findings by December 2023.

## Pay scales

We received some evidence on the changes to pay scales, including merging of the main and upper pay ranges, leadership ranges – including for those with responsibility for more than one school – and replacing allowances with set scales. However, with respect to each of these matters, we did not find sufficient evidence to commit to any conclusion. We are also conscious that the strategic review of pay and conditions may introduce changes which could impact on pay scales, and as such do not believe that these should be considered outside the strategic review. We therefore conclude that pay scales should be considered within the strategic review.

## Recommendations from the IWPRB's third report

In our third report, we made three general recommendations:

### ***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.

We discussed the progress of these recommendations with the Welsh Government, which was found to be mixed. We acknowledge the impact of the pandemic on planned work over the last year, but continue to believe that it is very important that these recommendations are implemented in full.

### **RECOMMENDATION 7**

We refer to the three recommendations made in our third report, i.e. monitoring and reporting of equalities legislation at school and local authority level; guidance to school governors on pay and conditions; and arrangements for future work on a model pay policy at a national level, and recommend that they are implemented as originally written.



### Opening Remarks

- 1.1 The Independent Welsh Pay Review Body (IWPRB) is pleased to present its fourth 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.
- 1.2 Whilst COVID-19 restrictions in schools have been lifted by the Welsh Government, there remain real challenges. Despite these difficulties, teachers and leaders continue to provide the best possible education for children in Wales.
- 1.3 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 all those involved in the education system, for rising to the challenges of this unprecedented time.
- 1.4 The development of our fourth report has been conducted using a combination of face to face and virtual meetings and discussions to gather evidence. The IWPRB is grateful to consultees for their co-operation in providing evidence for this report.

### Historical context

#### ***Background***

- 1.5 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.
- 1.6 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.
- 1.7 Since September 2019, Welsh Ministers have been responsible for setting pay and conditions of service for teachers and leaders.
- 1.8 At this time, 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, the first members of the IWPRB took up their positions on 1 March 2019. Current membership is shown at page vii.

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- 1.9 In accordance with the Education Act 2002, the IWPRB considers matters referred to it by the Minister for Education and Welsh Language (the remit letter at Appendix A) and subsequently submits a report making recommendations to the Minister.

### ***The pay system for teachers and leaders in Wales***

- 1.10 The current School Teachers' Pay and Conditions (Wales) Document<sup>1</sup> (STPC(W)D) and guidance on school teachers' pay and conditions was published in September 2021 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 2021-2022.
- 1.11 Changes are made annually to the STPC(W)D, reflecting recommendations of the IWPRB accepted by the Minister for implementation.

### ***Recommendations of the IWPRB in 2021***

- 1.12 The IWPRB produced its third report for the Minister on 14 May 2021. The report contained twelve recommendations and made several further observations.
- 1.13 The Minister issued a statement on 8 September 2021 regarding the recommendations from the third report:

"It is the third year, since the devolution of powers over teachers' pay and conditions, where we have been able to introduce changes to improve pay and conditions for teachers in Wales. I welcome the IWPRB's contribution to this and I thank the members for their work.

I accept all twelve recommendations from the IWPRB, including an uplift to Teachers' Pay of 1.75% to all pay scales and allowances, and I welcome the opportunity to work together with stakeholders on a comprehensive review of the structure of teachers' and leaders' pay and conditions. This will provide us with further opportunities to develop a more distinct national system here in Wales that not only improves and enhances the system but is also fairer and more transparent for all teachers."

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<sup>1</sup> School Teacher's Pay and Conditions (Wales) Document 2021 and guidance on school teachers' pay and conditions

<https://gov.wales/school-teachers-pay-and-conditions-wales-document-2021f>

### Remit 2022

#### ***Minister for Education and Welsh Language's remit letter 2022***

- 1.14 The Minister issued the fourth remit letter to the IWPRB on 20 December 2021. The remit consists of three parts:

##### **A. Multi Year Approach (2 years)**

In considering a multi-year approach for implementation from September 2022 and September 2023:

- i. What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high quality practitioners;
- ii. Consideration of the case for further statutory guidance within the School Teachers' Pay and Conditions (Wales) Document in addition to that currently provided in Section 3 of the Document, with specific reference to statutory guidance previously provided in the STPCD for England & Wales prior to 2012.

##### **B. Short and/or medium term amendments to remedy particular items of concern**

Whether the existing structure for teachers' pay, terms and conditions requires amendments from September 2022 to facilitate the recruitment and retention of high quality practitioners, with specific consideration of Recommendations 5 + 7 of the IWPRB's third report:

Recommendation 5 IWPRB 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 schools using their own discretion in making such awards.

Recommendation 7 IWPRB recommend that work is undertaken, alongside the implementation of the ALNET (Wales) Act, to determine how ALNCos should be remunerated.

- i. Undertake a review of the proposal to remove the pro-rata principle from TLR payments to part-time teachers. In particular, consideration should be given to:
  - a) Whether the pro-rata principle should be removed and, if so, to what extent including whether such decisions should be at the discretion of those at school level?
  - b) The position of part time teachers and the impact of the pro-rata principle on equality matters.

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- c) What changes may be required to the current statutory requirements particularly within the STPC(W)D?
- ii. Undertake a review into the remuneration of the ALNCoS. Specifically the review should consider:
  - a) Whether the current remuneration process for ALNCo is appropriate and consistent?
  - b) What aspects of the current process or guidance could be improved to reflect the new ALNCo role and remuneration?
  - c) What changes may be required to the current statutory requirements on reimbursement for ALNCoS, particularly within the STPC(W)D?
- iii. Undertake a review of all pay scales within the STPC(W)D including, but not limited to, the following:
  - a) Case for separate teacher main and upper pay scales
  - b) Consideration of Leadership Group pay scales
  - c) Consideration of specific pay scale for remuneration of headteachers with responsibility for more than one school
  - d) Requirement for Allowance Ranges to be replaced by set scales
  - e) Impact of any proposed changes on other Teacher and/or Leadership Group pay scales.

### **C. Longer term for implementation from September 2023**

Undertake a strategic review of teachers' pay, terms and conditions in Wales as detailed in the terms of reference attached at Annex A [shown in Appendix A of this report].

1.15 The Minister 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.

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 2022 review

- 1.16 In determining its approach to the fourth remit letter, the IWPRB took on board, as far as was possible, feedback from consultees from the 2021 consultation process. The IWPRB is grateful to consultees for such feedback. The IWPRB determined to consult on Parts A and B of the remit in the first instance, and to consider Part C subsequently.
- 1.17 The IWPRB issued the remit letter to all consultees on 4 January 2022 and issued guidance on written submissions on 12 January 2022, inviting consultees to submit their views by 4 March 2022. Submissions were then shared amongst consultees, and supplementary evidence received by 18 March 2022. Oral evidence sessions took place week commencing 4 April 2022.
- 1.18 It had been the IWPRB's intention to undertake school visits during this cycle. However, as a result of the ongoing COVID-19 pandemic and the consequent impact on schools, the IWPRB decided not to progress with this plan.
- 1.19 The IWPRB invited written submissions from the following:
- Association of School and College Leaders in Wales (ASCL Cymru)
  - Community Cymru
  - Diocesan authorities
  - National Association of Headteachers in Wales (NAHT Cymru)
  - National Association of Schoolmasters Union of Women Teachers in Wales (NASUWT Cymru)
  - National Education Union in Wales (NEU Cymru)
  - Undeb Cenedlaethol Athrawon Cymru (UCAC)
  - Welsh Government
  - Welsh Local Government Association (WLGA)
- 1.20 The IWPRB received evidence from:
- ASCL Cymru
  - Community Cymru
  - NAHT Cymru
  - NASUWT Cymru
  - NEU Cymru
  - UCAC
  - Welsh Government
- 1.21 All organisations in paragraph 1.20, except the Welsh Government, submitted supplementary evidence to the IWPRB. All organisations in paragraph 1.20, and including the WLGA and diocesan authorities, provided oral representations.
- 1.22 Following submission of this report to the Minister, the IWPRB will invite consultees to review the process undertaken for the 2022 report, in order to gain feedback on how consultation can be improved in future years.

## Chapter 1 - Introduction

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- 1.23 The IWPRB examined a number of other sources of evidence which were relevant to the teaching workforce in Wales, and these are referred to within this report. The IWPRB also received a number of presentations from relevant bodies, and these are referred to in Appendix B.
- 1.24 The IWPRB has used data from multiple sources to inform its findings. This includes data from the Welsh Government – the Pupil Level Annual School Census (PLASC) and the School Workforce Annual Census (SWAC) – the Education Workforce Council (EWC) and the Higher Education Statistics Agency (HESA). The IWPRB is aware that the publication of some statistical data has been delayed due to COVID-19.
- 1.25 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, Nerys Hurford of Nerys Hurford Cyf, and Gwenllian Edwards of Adnod Cyf, for providing Welsh language translation services.

### ***The structure of this report***

- 1.26 This report provides the IWPRB's recommendations in respect of Parts A and B of the remit letter and the evidence base and rationale for recommendations. Its structure is as follows:
- Chapter 2 presents information in relation to the economic context
  - Chapter 3 presents information in relation to the educational context
  - Chapter 4 sets out factual information relating to matters identified in Part B of the remit
  - Chapter 5 summarises the submissions made by the Welsh Government and other consultees
  - Chapter 6 sets out the IWPRB's deliberations on matters in Parts A and B of the remit, and its conclusions and recommendations.

### Economic context/public sector finance

- 2.1 In early 2022 the economic indicators were mostly positive for the UK economy, as Gross Domestic Product (GDP) and the labour market continued to recover from the COVID-19 pandemic. However, in its May 2022 Monetary Policy Report, the Bank of England (BoE) revised downwards the prospects for the UK economy, commenting: “Global inflationary pressures have intensified sharply following Russia’s invasion of Ukraine. This has led to a material deterioration for world and UK growth ... UK GDP growth is expected to slow sharply over the first half of the forecast period. That predominantly reflects the significant adverse impact of the sharp rises in global energy and tradeable goods prices on most UK households’ real incomes and many UK companies’ profit margins.”<sup>2</sup>
- 2.2 The Labour Force Survey (LFS) for the period December 2021 to February 2022 showed that for Wales the employment rate was 74.1% (0.9% higher than a year earlier), compared with an employment rate of 75.5% in the UK (0.8% higher than a year earlier). Over the same period, the unemployment rate in Wales was 3% (1.9% lower than a year earlier), compared to an unemployment rate of 3.8% in the UK (1.2% lower than a year earlier).<sup>3</sup>
- 2.3 For the period December 2021 to February 2022, the rate of annual pay growth was 5.4% for total pay and 4% for regular pay in Great Britain.<sup>4</sup>
- 2.4 Median gross weekly earnings in Wales of full-time workers in 2021, were £562.80, compared with UK median earnings of £610.70.<sup>5</sup>
- 2.5 In March 2022 the annual UK rate of inflation, as measured by the Consumer Price Index (CPI) rate was 7%, the CPI including owner occupiers’ housing costs (CPIH) was 6.2%, and the Retail Price Index (RPI) rate was 9%.<sup>6</sup>
- 2.6 On 23 March 2022, the UK Chancellor of the Exchequer published his Spring Statement. In response, the Office for Budget Responsibility (OBR) stated they would be “revising down” their forecasts for economic growth and “revising up” their forecasts for inflation.<sup>7</sup>

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<sup>2</sup> Bank of England (2022), *Monetary Policy Report May 2022* <https://www.bankofengland.co.uk/monetary-policy-report/2022/may-2022>

<sup>3</sup> ONS (April 2022), *Labour Market Overview: UK* <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/regional-labour-market/latest#regional-labour-market-data>

<sup>4</sup> ONS (April 2022), *Average weekly earnings in Great Britain: April 2022* <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/average-weekly-earnings-in-great-britain/april-2022>

<sup>5</sup> Welsh Government (2021), *Labour Market Overview* <https://gov.wales/labour-market-overview-april-2021>

<sup>6</sup> ONS (April 2022), *Inflation and price indices* <https://www.ons.gov.uk/economy/inflationandpriceindices>

<sup>7</sup> Welsh Government (2022), *Written Statement: Welsh Government response to the UK Spring Statement 2022* <https://gov.wales/written-statement-welsh-government-response-uk-spring-statement-2022>

## Chapter 2 – Economic context

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- 2.7 The revised OBR forecast was a CPI inflation rate of 7.4% in 2022, with a peak of 8.7%<sup>8</sup> in the fourth quarter of 2022, before falling to 4% in 2023, and 1.5% in 2024. In terms of the labour market, the OBR forecast UK average earnings increasing by 5.3% in 2022, 2.8% in 2023, and 2.6% in 2024.
- 2.8 HM Treasury publishes monthly forecasts for the UK economy, drawn from multiple independent forecasts. At the time of writing our report, these estimates were published in April 2022. The average estimates were for growth of 4.1% in the UK economy in 2022, and average estimates for CPI and RPI rates in 2022 were 7.2% and 9.1%, respectively.<sup>9</sup> For 2023, the estimate for growth in the UK economy was 1.5%. Predicted CPI and RPI rates for 2023 were also lower at 2.5% and 3.9%, respectively.
- 2.9 On 5 May 2022, the BoE issued its quarterly Monetary Policy Report.<sup>10</sup> Its projections for UK GDP were +3.75% for 2022, -0.25% for 2023, and +0.25% in 2024. The BoE forecast that CPI inflation was expected to peak at slightly above 10% in the final quarter of 2022, materially higher than anticipated in its February report. It also forecast a four-quarter CPI rate in Q4 of 10.25% in 2022, before falling to 3.5% in 2023 and 1.5% in 2024. The forecast for average weekly earnings (four-quarter growth in whole economy total pay) were 5.75% in 2022, 4.75% in 2023, and 2.75% in 2024. The BoE also forecast a LFS unemployment rate in Q4 of 3.5% in 2022, 4.25% in 2023 and 5% in 2024.

### Local authority expenditure in schools

- 2.10 In 2021-2022, schools' expenditure in Wales is budgeted to be £2,913 million, an increase of 3.2% over the previous year.<sup>11</sup> The schools' expenditure per pupil is budgeted to be £6,387, a year-on-year increase of £185 (3%). The funding delegated to schools is budgeted to be £2,429 million. On average, 83.4% of this funding is delegated directly to schools, but this rate differs depending on each local authority, with the lowest rate of delegated funds being 76.8% (Powys) and the highest rate 89% (Cardiff).
- 2.11 In 2022-2023, local authorities will receive £5.1 billion from the Welsh Government in core revenue funding and non-domestic rates, to spend on delivering key services. This equates to an increase of 9.4%, or £437 million, on a like-for-like basis compared to 2021-2022.<sup>12</sup> Every authority will receive an

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<sup>8</sup> Office for Budget Responsibility (2022), *Economic and fiscal outlook March 2022*  
<https://obr.uk/efo/economic-and-fiscal-outlook-march-2022/>

<sup>9</sup> Gov.uk, *HM Treasury Forecasts for the UK economy: a comparison of independent forecasts*  
<https://www.gov.uk/government/collections/data-forecasts#2022>

<sup>10</sup> Bank of England (2022) *Monetary Policy Report May 2022* <https://www.bankofengland.co.uk/monetary-policy-report/2022/may-2022>

<sup>11</sup> Welsh Government (2021), *Local authority budgeted expenditure on schools: April 2021 to March 2022*  
<https://gov.wales/local-authority-budgeted-expenditure-schools-april-2021-march-2022>

<sup>12</sup> Welsh Government (2022), *Written Statement: Provisional Local Government Settlement 2022-23* -  
<https://gov.wales/written-statement-provisional-local-government-settlement-2022-23>

increase in funding during 2021-2022 of at least 8.4%, on a like-for-like basis, with 15 of the authorities receiving an increase of at least 9%.

- 2.12 The indicative funding allocations for 2023-2024 and 2024-2025 equate to further uplifts of 3.5% and 2.4% respectively for those periods.
- 2.13 As a direct response to aid recovery in schools after the COVID-19 pandemic, the Welsh Government announced its Renew and Reform programme.<sup>13</sup> This plan committed over £150 million in funding for the financial year 2021-2022. The funding was aimed at numerous areas, such as staff shortages, providing experience for Newly Qualified Teachers (NQTs) and support for learners' studies and wellbeing. This funding is in addition to the £220 million investment in digital and mental health support in schools and colleges for the same financial year.
- 2.14 In January 2022, the Welsh Government announced that £50 million will be provided to schools via local authorities through the Sustainable Communities for Learning programme.<sup>14</sup> A further £45 million of revenue funding will also be provided to help support school budgets, assisting schools as they continue to deal with the ongoing impacts of the pandemic and to prepare for the requirements of the Curriculum for Wales<sup>15</sup>.
- 2.15 For the 2021-2022 academic year, £19,973 million was distributed via the schools' service area in the settlement.<sup>16</sup> A further grant of £6.4 million was awarded to meet the full costs of the teachers' pay award in 2021-2022 in schools and sixth forms. No further additional funding was made available in recognition of the additional employer costs of teachers' pensions.
- 2.16 The overall level of reserves held by Welsh schools in March 2021 was £181 million, the equivalent of £393 per pupil.<sup>17</sup> This marks an overall increase of £149 million (465.6%) and an increase of £323 per pupil (461.4%) since March 2020. The size of these increases is attributed to the impact of COVID-19, particularly the funding received late in the financial year (in addition to the core funding) and the reduction in expenditure during periods of school closure. Primary schools accounted for £120 million of the reserves – 66.3% of the total. Only 97 schools (6.5%) in Wales had negative reserves for the year.

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<sup>13</sup> Welsh Government (2021), *Renew and reform: supporting learners' wellbeing and progression* <https://gov.wales/renew-and-reform-supporting-learners-wellbeing-and-progression.html#section-72845>

<sup>14</sup> Welsh Government (2022), *Sustainable Communities for Learning Programme* <https://gov.wales/sustainable-communities-for-learning-programme>

<sup>15</sup> Welsh Government (2022), *Curriculum for Wales* <https://hwb.gov.wales/curriculum-for-wales>

<sup>16</sup> Welsh Government (2022), *Evidence to the Independent Welsh Pay Review Body*

<sup>17</sup> Welsh Government (2021), *Reserves held by schools: as at 31 March 2021* <https://gov.wales/reserves-held-schools-31-march-2021>

## Chapter 2 – Economic context

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### Public sector pay in other sectors

- 2.17 In July 2021, the Doctors' and Dentists' Review Body recommended that all doctors and dentists in the UK receive a general uplift in pay of 3%, backdated to April 2021.<sup>18</sup> Junior doctors in England are guaranteed at least a 2% pay rise in 2022-2023, as part of a three-year pay deal agreed in 2019.<sup>19</sup> In absolute terms, this means that the basic pay for junior doctors in England is £28,808. In 2021, the pay review bodies for police officers<sup>20</sup> and the armed forces<sup>21</sup> accepted that the majority of members in England and Wales would not receive a pay uplift for the year 2021-2022, as part of the Westminster Government's public sector "pay pause". However, both bodies recommended that those earning £24,000 or below should receive a pay uplift of £250. Nurses received a 4.4% increase under the three-year Agenda for Change pay deal. In December 2021, the Welsh Government announced pay enhancements for NHS staff for 2021-2022.<sup>22</sup>
- 2.18 The civil service pay remit guidance for 2021-2022 outlined the temporary pause on pay rises for most public sector workforces in 2021-2022, which included the civil service, as announced in the Spending Review 2020. The Welsh Government and its arm's length bodies approved a pay rise of between 3.4% and 3.9% for 2021-2022 for all their employees earning less than £24,000.<sup>23</sup> A pay rise of 2% was approved for employees earning between £24,001 and £40,000, and an increase of 1% was approved for employees earning between £40,001 and £80,000. All staff earning £80,000 or more received an increase of £800.00.<sup>24</sup>
- 2.19 The civil service pay remit guidance for 2022-2023 stated that the public sector would return to the normal pay setting process, which allows departments to make average pay awards up to 2%, with additional flexibility to pay up to a further 1%, providing this addresses specific priorities in their workforce and pay strategies.

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<sup>18</sup> Review Body on Doctors' and Dentists' Remuneration (2021), *Forty-Ninth Report* [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1005003/DDRB\\_2021\\_Web\\_Accessible\\_v2.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005003/DDRB_2021_Web_Accessible_v2.pdf)

<sup>19</sup> BMA (2022), *Fair pay for junior doctors in England* <https://www.bma.org.uk/pay-and-contracts/pay/junior-doctors-pay-scales/fair-pay-for-junior-doctors-in-england>

<sup>20</sup> Police Remuneration Body (2021), *Seventh Report* [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1004932/PRRB\\_2021\\_report\\_-\\_web\\_accessible.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1004932/PRRB_2021_report_-_web_accessible.pdf)

<sup>21</sup> Armed Forces' Pay Review Body (2021), *Fiftieth Report* [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1026596/Armed\\_Forces\\_Pay\\_Review\\_Body\\_Fiftieth\\_Report\\_2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1026596/Armed_Forces_Pay_Review_Body_Fiftieth_Report_2021.pdf)

<sup>22</sup> Welsh Government (2021), *Written Statement: Pay enhancements for NHS staff for 2021-22* <https://gov.wales/written-statement-pay-enhancements-nhs-staff-2021-22>

<sup>23</sup> Welsh Government (2020), *Response to subject access request* <https://gov.wales/sites/default/files/publications/2020-09/ATISN%2014203.pdf>

<sup>24</sup> Welsh Government (2021), *Welsh Government Pay Settlement 2021-22*



- 2.20 Local government workers in Wales, England and Northern Ireland received a 1.75% increase for 2021-2022, with those on the lowest salary receiving a 2.75% increase.<sup>25</sup>
- 2.21 For 2021-2022, the University and Colleges Employers' Association (UCEA) offered an increase in the pay bill of 1.6%.<sup>26</sup> Further Education Institution (FEI) lecturers in Wales received an award identical to that received by teachers in Wales.
- 2.22 The UK Government's Autumn Budget and Spending Review Budget statement on 22 December 2021<sup>27</sup> stated that public sector workers will see pay rises over the next three years. In setting its budget, the Scottish Government issued a public sector pay policy for 2022-2023, which included a new "wage floor" of £10.50 per hour, guaranteeing a headline pay increase of at least 3% for public sector workers who earn less than £25,000. As part of the Scottish Government's budget, employees earning £25,000 - £40,000 and those earning more than £40,000 were given guaranteed pay increases of £700.00 and £500.00, respectively. For Wales, there is not a pay policy covering the whole of devolved public services.

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<sup>25</sup> Local Gov newsletter (2021), <https://www.localgov.co.uk/Council-pay-offer-increases-to-1.75/52690> and <https://gov.wales/local-government-revenue-and-capital-settlement-2021-2022>

<sup>26</sup> UCEA (2020), *JNCHESI Pay Round 2020-21* <https://www.ucea.ac.uk/our-work/collective-pay-negotiations-landing/2020-21-nj-round/>  
<https://www.ucea.ac.uk/our-work/collective-pay-negotiations-landing/union-ballots-21-22/>

<sup>27</sup> Gov.uk (2021), *Autumn Budget and Spending Review 2021*  
<https://www.gov.uk/government/publications/autumn-budget-and-spending-review-2021-documents>

## Chapter 3 – Educational context

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Chapter 3 provides contextual information on matters for consideration within the Minister for Education and Welsh Language's remit letter.

### Teacher statistics

- 3.1 The EWC and the Welsh Government publish data on the school workforce annually. Different data sources are quoted throughout this report, based on what is most appropriate in terms of the data available/comparability and the fields included in each collection.
- 3.2 The data published by the EWC is derived from the Register of Education Practitioners ("the Register"), and includes registered school teachers and learning support workers either working or intending to work in Wales. The statistics include data on supply teachers, peripatetic/freelance workers and others who provide education or training in schools or other education settings.
- 3.3 The EWC's 2021 Education Workforce Statistics<sup>28</sup> indicated 34,766<sup>29</sup> school teachers were registered, and of those:
  - 13,260 were working in primary schools
  - 1,208 were working in middle schools
  - 11,246 were working in secondary schools
  - 4,222 were supply

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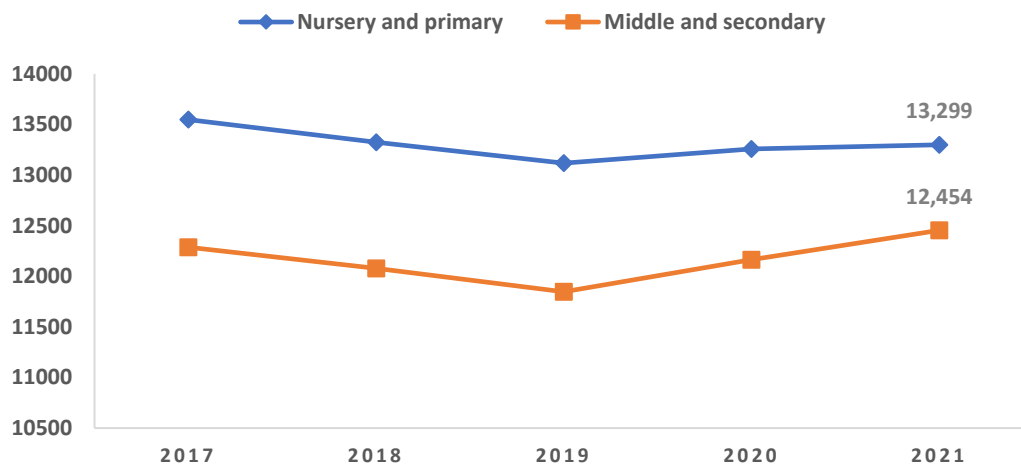
<sup>28</sup> EWC (2022), *Annual Education Workforce Statistics for Wales 2021*

<https://www.ewc.wales/site/index.php/en/research-and-statistics/workforce-statistics.html>

<sup>29</sup> This figure also includes 1,211 teachers who were registered and working in other phases such as nurseries, special schools, independent schools or pupil referral units. 3,619 were registered and either working in a peripatetic role, in another role in education or with no recorded employment.



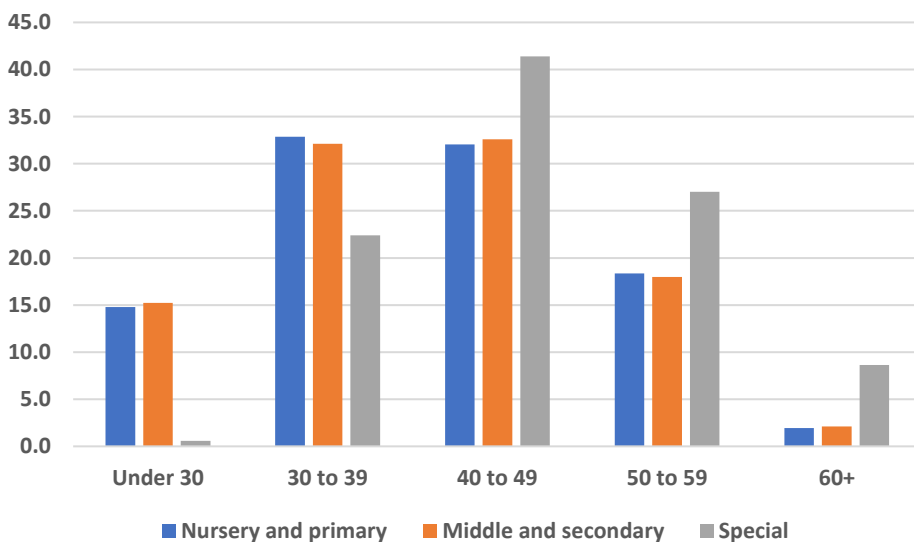
**Chart 1**  
**School teacher numbers in Wales by phase, 2017-2021**



Source: EWC

- 3.4 75.7% of school teachers are female, while the proportions of women in leadership roles are lower – 61.2% of headteachers, 70.9% of deputy headteachers and 61.8% of assistant headteachers. Around 47% of school teachers are under the age of 40, and 32% aged between 40 and 50 in primary (including nursery) and secondary (including middle) phases.

**Chart 2**  
**Age profile of school teacher in Wales by phase, 2021**



Source: EWC

## Chapter 3 – Educational context

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- 3.5 Welsh Government data collections include the SWAC and the PLASC.<sup>30</sup> The Welsh Government SWAC is based on school teachers and learning support workers employed in maintained schools at the time of the census. SWAC headcount data (not including supply) shows a decrease in qualified teachers (from 25,505 in 2019-2020 to 24,980 in 2020-2021). According to the SWAC, the number of teachers on the payroll in 2020-2021 was 27,030 – compared to 27,040 for the previous year.<sup>31</sup>
- 3.6 1.3% of school teachers declared themselves as Black, Asian and Minority Ethnic, and 91.6% as White. A further 1.3% chose not to disclose their ethnicity, and the remaining 5.7% is unknown.<sup>32</sup> According to the PLASC data, in 2020-2021 ethnic minority pupils accounted for 8.7% of the pupil population with 90.8% White and the remaining 0.6% unknown.<sup>33</sup> In the Annual Population Survey conducted by the Office of National Statistics (ONS), in the year ending 31 December 2021, in Wales, 4.9% of the population are ethnic minorities and 95.1% are White.<sup>34</sup>
- 3.7 School learning support workers also have an essential role in supporting teaching. EWC data show the number of registered school learning support workers has increased by 15.7% since 2017 to 38,668 in 2021.<sup>35</sup> Of those, 22,598 are employed in maintained schools and a further 8,106 as supply.

### Supply teachers

- 3.8 Schools across Wales are reliant on supply cover, and supply staff make up a significant proportion of the registered workforce. EWC data show that, on 1 March 2021, of the 34,766 registered as school teachers, 4,222 have supply as their main employment. A further 1,615 registrants have a supply employment record in addition to their main employment in a maintained school in Wales. The Register shows that over half of supply teachers are primary trained (55.1%) and that supply teachers are predominantly either:

- a) in the early part of their career and seeking permanent (or longer term temporary) employment; or

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<sup>30</sup> Due to changes to calculation of headcounts, figures for 2020 are not directly comparable to 2019 figures.

<sup>31</sup> SWAC payroll data includes centrally employed teachers who are not employed directly to a specific school. Individual teachers who are on a long term absence (e.g. maternity leave) are excluded from the school element, however they may appear on the payroll data.

<sup>32</sup> EWC

<sup>33</sup> PLASC, Welsh Government, *Ethnic background of pupils aged 5 or over by local authority* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Level-Annual-School-Census/Ethnicity-National-Identity-and-Language/pupils5andover-by-localauthority-ethnicbackground>

<sup>34</sup> Ibid

<sup>35</sup> EWC, *Annual Workforce for Wales Statistics 2021* <https://www.ewc.wales/site/index.php/en/research-and-statistics/workforce-statistics.html>

- b) towards the end of their teaching career, often having retired from a substantive teaching post.
- 3.9 The percentage of supply teachers who speak Welsh (26.7%), or are able to work through the medium of Welsh (20.6%), is lower than that of all school teachers on the Register, (33.5% and 27.1% respectively).

### Pupil teacher ratio (PTR) and class sizes

- 3.10 The number of pupils is a key driver of the demand for teachers. PLASC data is based on pupils, and teaching and support staff at the time of the census (February 2022). Using the PLASC data, the number of full-time equivalent (FTE) teachers and leaders employed in the primary sector in Wales from 2011 to 2021 has fallen from 12,000 to 11,790.<sup>36</sup> During this period, the number of pupils increased from 259,189 to 272,339.<sup>37</sup>
- 3.11 In the secondary and middle school sectors, the number of FTE teachers and leaders has fallen from 12,145 to 11,365, at a time when the number of pupils has also reduced, from 201,230 to 196,441.<sup>38</sup>
- 3.12 From 2017-2018 the average number of pupils per classroom in primary schools has been fairly consistent. In secondary schools, from 2015-2016 onwards, there has been an increase of the average number of pupils per classroom from 21.2 to 22.5.

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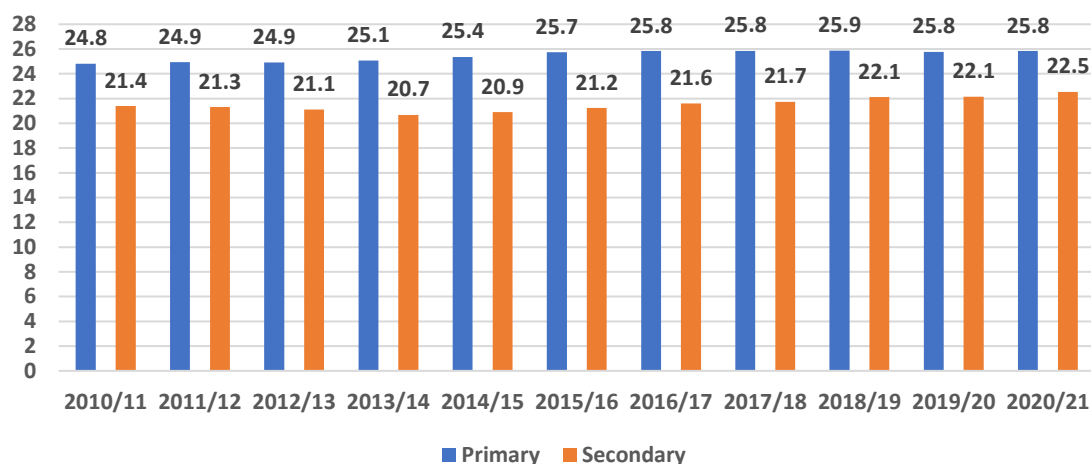
<sup>37</sup> PLASC, Welsh Government *Pupils by local authority, region and type of school*  
<https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Level-Annual-School-Census/Pupils/pupil-by-localauthorityregion-typeofschool>

<sup>38</sup> Ibid

## Chapter 3 – Educational context

**Chart 3**

**Pupils per classroom in primary and secondary schools in Wales, 2011-2021**

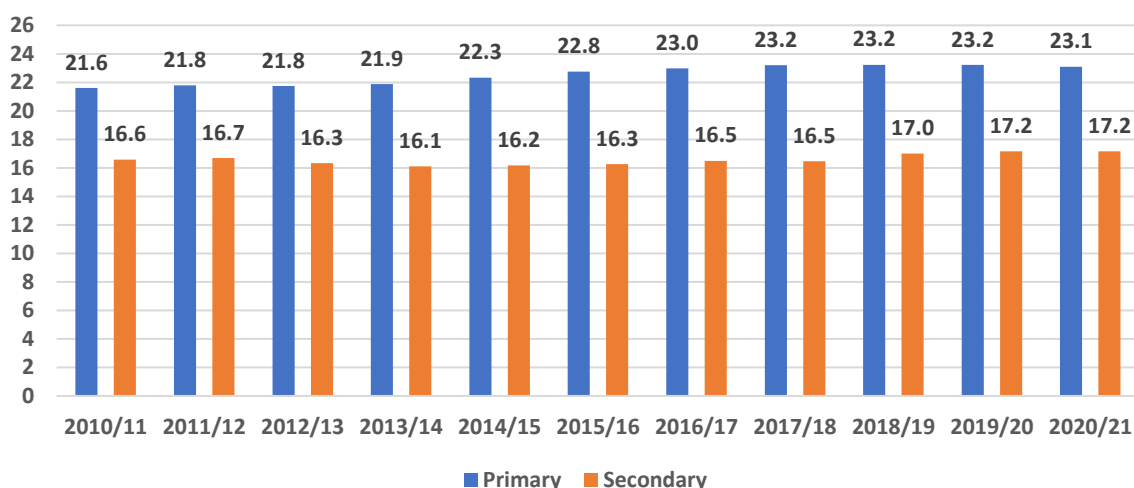


Source: PLASC, Welsh Government

- 3.13 PTRs give the number of FTE pupils per FTE teacher. Chart 4 shows the trend of PTRs for primary and secondary schools from 2011 to 2021. There has been a gradual increase in ratios for secondary schools between the period of 2016 and 2021. In primary schools, the PTR has increased gradually over the period between 2011 and 2020 with a decrease in 2021.

**Chart 4**

**Pupil teacher ratios (PTRs) for qualified teachers in primary and secondary schools in Wales, 2011 to 2021**



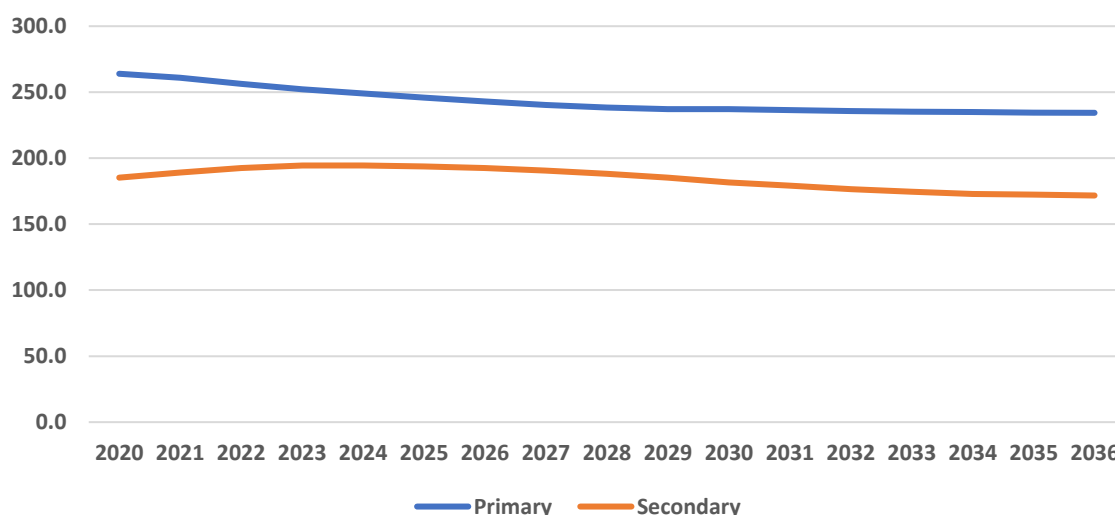
Source: PLASC, Welsh Government

### Pupil projections

- 3.14 The Welsh Government's latest pupil projections data, provided at Chart 5, are based on the school population of Wales at January 2020, and the trends indicated by the 2018 mid-year projections of the home population of Wales, produced by the ONS. Pupil projections have not been updated since 2020 due to a delay in the PLASC 2021, and resulting outputs being inconsistent with previous projections.
- 3.15 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.
- 3.16 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.

**Chart 5**

**Projected number of primary and secondary school pupils in Wales (thousands – 2020 actual and 2018-based mid-year projections)<sup>39</sup>**



Source: PLASC, Welsh Government

### Entrants to the teaching profession

- 3.17 The available routes to become a teacher in Wales, giving the award of Qualified Teacher Status (QTS), are:
- full-time undergraduate Initial Teacher Education (ITE) through BA (Hons) qualification with QTS

<sup>39</sup> PLASC, Welsh Government, *Pupil Projections* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Projections>

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- full-time Postgraduate Certificate of Education (PGCE)
- part-time PGCE through the Open University Partnership (OUP)<sup>40</sup>
- salaried PGCE through the OUP, whilst being employed in a school in a non-qualified teaching or learning capacity

3.18 In addition to the above, qualified teachers in Scotland and Northern Ireland can apply to the EWC for recognition as a school teacher in Wales. Teachers qualified outside the UK may also apply for recognition via the overseas trained route. QTS gained in England is automatically recognised in Wales if gained via ITE, assessed by an accredited institution or an employment-based route.

### **ITE**

- 3.19 The Welsh Government's Teacher Planning and Supply Model (TPSM) is used to predict the estimated numbers of teachers required in schools in Wales. The TPSM is subject to continuous review, to ensure that it is able to consider the impact of changes in key assumptions on teacher need across Wales. As part of their ITE accreditation functions, the EWC distributes the allocations across ITE providers, by phase, subject and level of study.<sup>41</sup>
- 3.20 There is an expectation by the Welsh Government that 30% of recruitment to all ITE programmes should be student teachers training to teach through the medium of Welsh. For the students commencing ITE in September 2022, the Welsh Government has set a marker to monitor diversity as part of the ITE Black, Asian and Minority Ethnic recruitment plan, published on 22 October 2021.<sup>42</sup>
- 3.21 ITE partnerships are between university and schools who work together to provide the professional education and development of student teachers, preparing them for work in schools. From academic year 2020-2021 there are seven ITE partnerships for ITE programmes that have been accredited by the EWC.
- 3.22 Partnerships are encouraged by the Welsh Government to exceed ITE intake allocations where possible, within certain parameters. This has been introduced with the intention of diverting emphasis to the secondary sector. For primary programmes, the tolerance will be set at no more than 20% above the intake allocations.
- 3.23 Prior to 2019 the primary allocation was 750, which was unchanged for seven years, followed by a small amount of variation in subsequent years. The primary

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<sup>40</sup> The Open University (2022), *A new way to become a teacher*  
<https://www.open.ac.uk/courses/choose/wales/pgce?cid=dis-7038109848>

<sup>41</sup> EWC, *Initial teacher education (ITE) intake allocations*  
<https://www ewc.wales/site/index.php/en/accreditation/ite-accreditation/ite-intake-allocations.html>

<sup>42</sup> Welsh Government (2021), *Initial Teacher Education Black, Asian and Minority Ethnic Recruitment Plan*  
[https://Initial Teacher Education Black, Asian and Minority Ethnic Recruitment plan \[HTML\] | GOV.WALES](https://Initial Teacher Education Black, Asian and Minority Ethnic Recruitment plan [HTML] | GOV.WALES)

sector intake allocation for 2022-2023 is 662, broken down as 264 undergraduate places and 398 postgraduate.

- 3.24 For the secondary sector, the target has varied between 870 and 1,006 with an intake allocation of 948 in 2022-2023.

### ***ITE recruitment***

- 3.25 Higher Education Students Early Statistics (HESES) data for entrants to undergraduate and postgraduate ITE programmes are provided at Table 1. The figures show that there was a decline in both postgraduate and undergraduate entrants for both primary and secondary sectors between 2017-2018 and 2019-2020, and an increase in 2020-2021 and 2021-2022 – the last two years having been impacted by the COVID-19 pandemic.
- 3.26 HESES data also show that the numbers entering postgraduate ITE for the secondary sector in 2021-2022 are distributed across a range of subjects, the largest uplifts relative to the previous year being other modern languages (14), biology (13), business studies (7), and Welsh (5).

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

		2017-2018	2018-2019	2019-2020	2020-2021	2021-2022
Primary	Postgraduate	405	348	379	525	462
	Other (u/g)	244	208	193	276	289
Secondary	Postgraduate	480	435	433	685	574
	Other (u/g)	32	28	8	-	-
Total	All degrees	1,161	1,019	1,013	1,486	1,325

Note: Secondary undergraduate programmes ceased to exist after 2019-2020

Source: HESES

### ***ITE recruitment against allocations***

- 3.27 In 2020-2021, HESES data indicate that the primary postgraduate intake was exceeded by 13.4%. Data received by the EWC from the ITE partnerships since 2019 also indicate that primary allocations were exceeded in the past two years by almost 20%.
- 3.28 Each year from 2013-2014 onwards, secondary ITE entrants has fallen short of the overall recommended allocation for each year. Data for those starting ITE in September 2021 indicate a decrease in the percentage difference between allocation and recruitment compared to 2019-2020. As previously indicated, 2020-2021 recruitment may have been impacted by the COVID-19 pandemic. Data for 2021-2022 indicate a 39.5% secondary shortfall despite a lower allocation than the previous year.

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- 3.29 In STEM (Science, Technology, Engineering and Maths) subjects, the shortfall against recruitment allocations was 63%.

**Chart 6**

**Percentage of postgraduate ITE targets met, by priority subjects/phase, Wales (2018-2019 to 2020-2021)**



Source: EWC

### ***Movement/flow of trainees and school teachers***

- 3.30 Whilst teacher training applications from England into Wales decreased year on year from 2016 to 2019, there has been an increase in applications since 2019. However, the number of applications from England into Wales are still much lower than applications from Wales into England.

**Table 2**

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

Destination	2014	2015	2016	2017	2018	2019	2020	2021
England to Wales	570	290	440	310	290	240	260	340
Wales to Wales	3,210	2,540	2,510	2,210	2,100	1,850	1,950	1,970
Wales to England	2,420	2,350	2,120	2,190	1,880	1,930	1,830	1,740
Percentage from Wales applying to Wales	57.0	51.9	54.2	50.2	52.8	48.9	51.6	53.1

Source: UCAS



- 3.31 For 2020-2021, 80.2% of ITE students in Wales attained QTS by the end of a year of training.<sup>43</sup> The remainder of the cohort either deferred,<sup>44</sup> withdrew or failed to achieve the required standard. In addition, of those awarded QTS in Wales through ITE, around 80% register with the EWC as school teachers, to work or be eligible to work in Wales the following year (see Table 3).

**Table 3**  
**Students awarded QTS through ITE (2020-2021)**

	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
Number of students at start of course	1,204	1,197	1,126	1,168	1,534
Number of students awarded QTS	1,060	1,018	903	975	1,231
Registered with EWC following award	856	802	727	790	1,053
<b>% registered with EWC following award</b>	<b>80.8</b>	<b>78.8</b>	<b>80.5</b>	<b>81.0</b>	85.5

Source: EWC

- 3.32 There has been a decline in the number of NQTs trained in Wales over the last four years. However, there has been a steady increase of NQTs trained in England. EWC data on NQTs indicate that of the 1,182 newly qualified teachers registered in March 2021, 883 trained in Wales and 299 trained in England.

**Table 4**  
**Number of NQTS trained 2018-2021**

	2018	2019	2020	2021
Number of NQT's	1,206	1,165	1,160	1,182
<b>Trained in Wales</b>	984	903	873	883
ITE	895	833	776	831
Employment based routes	89	70	97	52
<b>Trained in England</b>	222	262	287	299

Source: EWC

### **Welsh language**

- 3.33 Around a third (33.5%) of school teachers are able to speak Welsh and 27.1% are able to work through the medium of Welsh. In 2021, a higher proportion of school teachers (37.3%) in the primary (and nursery) phase declared they are able to speak Welsh to a fluent or fairly fluent level.

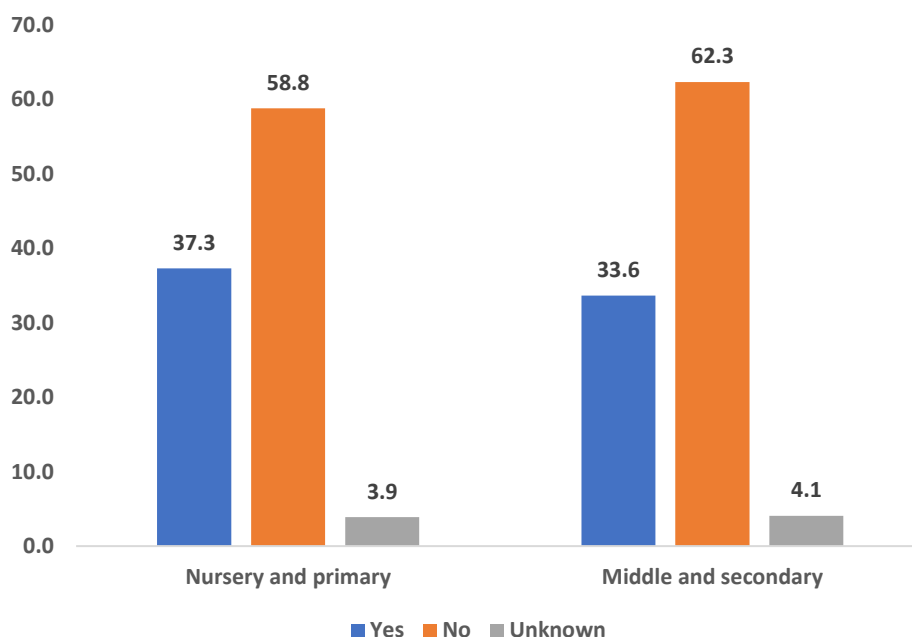
<sup>43</sup> EWC, *Initial teacher education (ITE) student results*

<https://www.ewc.wales/site/index.php/en/documents/research-and-statistics/data-release/2973-itet-student-results-aug-2020-21/file.html>

<sup>44</sup> For the 2020-21 academic year only, the Welsh Government introduced the 'Initial Teacher Education COVID 19 Response: Supporting AY20/21 ITE School Experience to achieve QTS Grant Scheme'

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**Chart 7**  
**School teacher's declaration regarding Welsh speaking ability, 2021**



Source: EWC

- 3.34 For 2019-2020, HESA data relating to first years on ITE courses show there has been an increase from 16.4% to 21.8% in 2018-2019 in those students undertaking their training through the medium of Welsh.
- 3.35 EWC partnership data relating to ITE targets and allocations for 2020-2021 show that of those recruited, 24.6% of the primary programme and 17% for the secondary programme were through the medium of Welsh.
- 3.36 NQTs (trained in Wales) able to speak Welsh has increased from 23.4% in 2016 to 37.6% in 2021. Of the NQTs trained in England, 19.1% of them declared themselves as fluent or fairly fluent Welsh speakers which is an increase of 5.2% over the last five years.

### ***Financial incentives***

- 3.37 The Teacher Training Incentive Scheme makes provision for the payment of incentivisation grants. Under Sections 14-17 of the Education Act 2002, financial assistance is provided to promote the recruitment or retention of teachers. A 2022 scheme is due for release imminently.<sup>45</sup> A full list of current grants for 2021 is detailed in Table 5:

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<sup>45</sup> Welsh Government (2022), *Initial Teacher Education priority subject incentives: guidance for students* <https://gov.wales/initial-teacher-education-priority-subject-incentives-guidance-students.html> and email from the Welsh Government

## Chapter 3 – Educational context

**Table 5**  
**List of grants as part of the priority subject incentive scheme**

Secondary – priority subject incentive scheme		
Training grant amount	Subject or Phase	First degree qualification classification
£20,000	Postgraduate secondary courses in mathematics, physics, chemistry, biology, Welsh or ICT (computer sciences)	1st and or PhD/Masters
£15,000	Postgraduate secondary courses in modern foreign languages (MFL)	1st and or PhD/Masters
£10,000	Postgraduate secondary courses in mathematics, physics, chemistry, biology, Welsh, or ICT (computer sciences)	2.1
£6,000	Postgraduate secondary courses in MFL	2.1
£6,000	Postgraduate secondary courses in mathematics, physics, chemistry, biology, Welsh or ICT (computer sciences)	2.2
£3,000	Postgraduate secondary courses in design & technology, English, history, religious education, art, physical education, music, drama, business studies, outdoor studies, general science or geography	1st and or PhD/Masters

Primary – priority subject incentive scheme		
Incentive grant amount	Subject or Phase	Degree qualification classification
£3,000	Postgraduate primary courses	1st and/or PhD/Masters
Additional Supplement of £3,000	Postgraduate primary courses with a degree subject specialism of English, Welsh, mathematics or core science	1st and/or PhD/Masters

Source: Welsh Government

- 3.38 Data provided by the Welsh Government in Table 6 show the number of ITE students that received a priority subject incentive over the last four years. Since 2017-2018, there has been a 76% overall increase in the number of students receiving incentives.

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**Table 6**  
**Number of ITE students receiving a priority subject incentive, by subject**

Secondary subjects	2017-2018	2018-2019	2019-202	2020-2021
Art	5	5	5	10
Biology	10	5	10	10
Business Studies	5	*	5	*
Chemistry	20	25	20	40
Design & Technology	5	5	*	10
Drama	10	5	5	10
English	5	5	10	30
General Science	.	*	.	.
Geography	5	*	10	10
History	5	15	10	20
ICT	15	10	10	20
Maths	45	45	35	70
MFL	25	15	20	20
Music	5	*	5	15
Outdoor Activities/Studies	5	*	.	*
PE	15	20	20	30
Physics	15	20	10	35
RE	5	5	5	10
Welsh	20	15	25	25
Primary course	75	75	105	130
<b>Total</b>	<b>290</b>	<b>280</b>	<b>315</b>	<b>510</b>

Source: Welsh Government evidence

- 3.39 A new priority subject incentive scheme will be launched for the 2022-2023 academic year. This scheme will continue to incentivise those teachers that are most needed in Wales' schools. All students with a 2.2 degree or higher in biology, chemistry, design & technology, information technology (IT), mathematics, MFL, physics or Welsh will be entitled to receive an incentive of £15,000.<sup>46</sup>
- 3.40 The Iaith Athrawon Yfory Incentive Scheme will continue to be 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 is 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.<sup>47</sup>
- 3.41 Data from the Welsh Government highlights that the number of ITE entrants who have received this incentive has already doubled within two years of its inception, with this number likely to rise due to a deadline of 31 August 2022 for QTS claims for 2020-2021.

<sup>46</sup> Welsh Government (2022), *Initial Teacher Education priority subject incentives: guidance for students*  
<https://gov.wales/initial-teacher-education-priority-subject-incentives-guidance-students-html>

<sup>47</sup> Welsh Government evidence

- 3.42 For the 2022-2023 academic year, scholarships will continue to be made available by Coleg Cymraeg Cenedlaethol to students taking at least 33% of the course through the medium of Welsh within undergraduate ITE programmes.<sup>48</sup> The inclusion of ITE within this scholarship scheme started in 2020, following the COVID-19 pandemic.
- 3.43 In October 2021, as part of the Welsh Government's response to the recommendations from the working group which has advised on Black, Asian and Minority Ethnic communities, Contributions and Cynefin in the new school curriculum<sup>49</sup>, it announced that from 2022-2023, additional financial incentives will be introduced to attract more ethnic minority student teachers.<sup>50</sup>
- 3.44 The Welsh Government allocated funding to schools and early years childcare settings to provide additional support to children and young people whose education and development had been most disrupted by the COVID-19 pandemic. The funding provided financial incentives to attract teachers through the Recruit, Recover and Raise Standards programme.<sup>51</sup> This investment amounted to £29 million, and was estimated to be able to grow staff capacity by the equivalent of 600 teachers and 300 teaching assistants.

## Vacancies

### ***Teacher vacancies***

- 3.45 In 2020, overall vacancies decreased to 1,212 (458 in the primary sector and 754 in the secondary sector).<sup>52</sup> This decline in vacancies seems to correlate with the pandemic, as recruitment has sharply decreased during this time. The perception by schools is that vacancies will increase as many teachers are ready to relocate as COVID-19 restrictions ease.<sup>53</sup>
- 3.46 Table 7 shows the data for applications to teacher vacancies, broken down by primary and secondary education. In both sectors, since 2011 the mean number of applications per post decreased until 2020, irrespective of fluctuations in the total number of vacancies. This decline has been markedly steeper in the

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<sup>48</sup> Coleg Cymraeg Cenedlaethol, *Going to University in 2021?*

[https://www.colegcymraeg.ac.uk/en/media/Ysgoloriaethau-2021\\_Saesneg.pdf](https://www.colegcymraeg.ac.uk/en/media/Ysgoloriaethau-2021_Saesneg.pdf)

<sup>49</sup> Welsh Government (2021), Black, Asian and Minority Ethnic Communities, Contributions and Cynefin in the New Curriculum Working Group: final report <https://gov.wales/final-report-black-asian-and-minority-ethnic-communities-contributions-and-cynefin-new-curriculum>

<sup>50</sup> Welsh Government (2021), *New plan to recruit more Black, Asian and Minority Ethnic teachers* <https://gov.wales/new-plan-recruit-more-black-asian-and-minority-ethnic-teachers>

<sup>51</sup> Welsh Government (2020), *Recruit, recover, raise standards: the accelerated learning programme* <https://gov.wales/900-extra-teaching-staff-plan-recruit-recover-and-raise-standards-welsh-schools>

<sup>52</sup> PLASC, Welsh Government, *Teacher recruitment: number of posts advertised by subject and year* [Teacher recruitment: number of posts advertised by subject and year \(gov.wales\)](https://gov.wales/teacher-recruitment-number-of-posts-advertised-by-subject-and-year)

<sup>53</sup> CIPD (2022) *Employees warned to expect challenges as vacancies reach another record high* <https://www.peoplemanagement.co.uk/article/1745207/employers-warned-expect-challenges-vacancies-reach-another-record-high>

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secondary sector, which has seen application per post rates halving since 2011. Primary applications per post show a slight increase from 15.9 in 2019 to 19.0 in 2020.

- 3.47 The pool of applicants to vacancies advertised across the Welsh school system has gone down from 26,924 in 2011 to 14,188 in 2020.<sup>54</sup> This represents a sharper fall than modest overall reductions in the total number of posts advertised, which has fluctuated somewhat over that same period. The number of posts advertised in 2020, coinciding with the first full year of the COVID-19 pandemic, dropped significantly below preceding years; the total for all sectors decreased to 1,212 (from 1,571 the previous year).

**Table 7**

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

		2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Primary</b>	No. of posts advertised	653	787	728	785	795	782	848	769	743	458
	Applications per post	25.6	24.5	18.1	17.6	16.0	14.1	15.5	14.9	15.9	19.0
<b>Secondary (including Middle Schools)</b>	No. of posts advertised	692	898	1,021	752	830	881	963	793	828	754
	Applications per post	14.8	11.8	8.4	9.8	8.9	8.4	7.6	7.3	6.2	7.2
<b>All posts<sup>1</sup></b>	No. of posts advertised	1,345	1,685	1,749	1,537	1,625	1,663	1,811	1,562	1,571	1,212
	Applications per post	20.0	17.7	12.4	13.8	12.4	11.1	11.3	11.1	10.8	11.7

<sup>1</sup> includes (primary, nursery, middle, secondary and special)

Source: PLASC, Welsh Government

- 3.48 In the primary and secondary sectors, appointments tend to be below the number of vacancies advertised. In 2020, 88.6% of vacancies advertised in primary schools were filled; compared with 92.2% in secondary. The IWPRB does not have data on how such unfilled vacancies are managed by individual schools.<sup>55</sup>
- 3.49 Chart 8 presents the applications per vacancy for a cross-section of major subject areas in secondary education over the past three years. This shows a downward trend in some subjects such as Welsh, design & technology and MFL. Some STEM subjects show an increase in the number of applications per

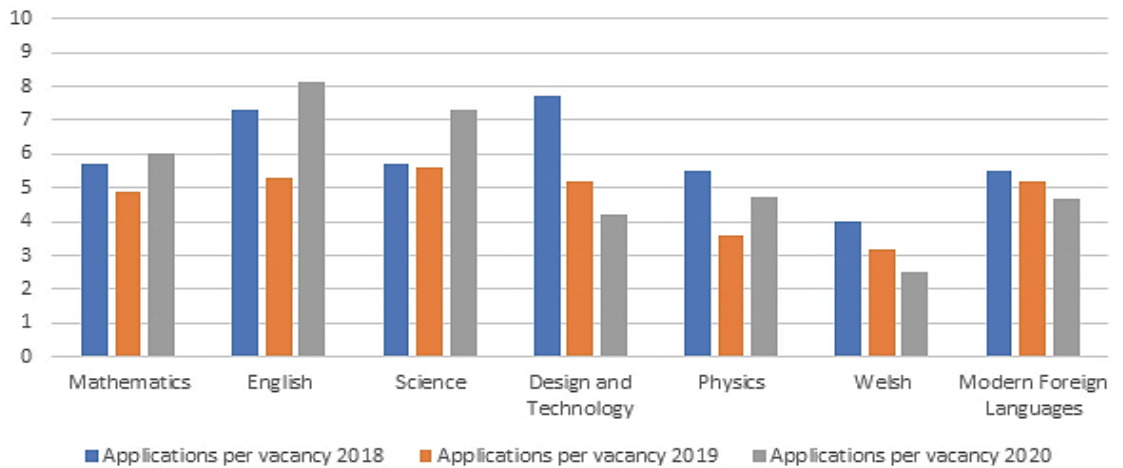
<sup>54</sup> PLASC, Welsh Government, *Teacher recruitment: number of applications received by subject and year* <https://stats.wales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherrecruitmentapplications-by-subject-year>

<sup>55</sup> PLASC, Welsh Government, *Teacher recruitment: number of posts where an appointment was made by subject and year* <https://stats.wales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherrecruitmentappointments-by-subject-year>

vacancy in 2020-2021. This is a fluctuating picture however, due to the sharp reduction in the number of posts advertised in 2020-2021, and the total pool of applicants.

**Chart 8**

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



Source: PLASC, Welsh Government

- 3.50 Since the data in Table 7 show total 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 Gwynedd. Medium-sized urban centres such as Newport present a mixed picture. To illustrate this, Table 8 shows how five local authorities compared across the three subject areas with the highest number of vacancies in 2020, i.e. mathematics, English and science (at 119, 100 and 96 vacancies across Wales respectively).

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**Table 8**  
**Advertisements and applications for priority subjects in selected local authorities, 2020**

Local Authority	Subject area	No. of vacancies	No. of applications	Applications per vacancy
Cardiff	Maths	21	182	8.7
	English	8	100	12.5
	Science	13	80	6.2
Gwynedd	Maths	2	*	*
	English	5	13	2.6
	Science	3	8	2.7
Pembrokeshire	Maths	2	11	5.5
	English	3	8	2.7
	Science	5	31	6.2
Swansea	Maths	14	135	9.6
	English	10	177	17.7
	Science	14	227	16.2
Newport	Maths	5	21	4.2
	English	6	47	7.8
	Science	6	44	7.3

Source: PLASC, Welsh Government

- 3.51 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 9 presents data for 2019 to 2021 in respect of teachers registered with the EWC and the subjects being taught. In Wales, QTS is non-age range or subject specific.<sup>56</sup>
- 3.52 Whilst this shows that in 2021 over 40% of school teachers in science, physics, chemistry and biology were trained outside their subject area. 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. In the cases of those school teachers trained to teach subjects in the sciences, there is a noticeable transferability in teaching different subjects within these broad groups. For example, a teacher trained in biology may also teach chemistry, physics or general science.
- 3.53 For foundation subjects such as art, history, geography, MFL and music, the proportion of teachers reported as having trained in another subject is typically far lower; in 2021 this ranged from 8.5% to 23%. The only exception to this is IT at 56%.<sup>57</sup>

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<sup>56</sup> Teachers in England with QTS are trained to teach within one of the following phases: Primary: typically across the 3–7, 5–11 or 7–11 age ranges. Middle: typically across the 7–14 age range. Secondary: typically across the 11–16, 11–18 or 14–19 age ranges, depending on the subject(s) of training.

<sup>57</sup> EWC (2021), *Annual Workforce Education Statistics 2021*

<https://www.ewc.wales/site/index.php/en/research-and-statistics/workforce-statistics.html>



**Table 9**  
**Number of secondary school teachers registered with the EWC by whether trained in the subject taught – core subjects and religious education**

Subject	2019			2020			2021		
	% 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	34.2	63.5	2.3	34.3	64.3	1.5	34.3	63.2	2.5
Physics	44.3	54.1	1.6	42.7	56.2	1.1	41.9	56.1	2.0
Chemistry	49.5	49.3	1.2	48.7	50.3	0.9	47.5	49.5	3.0
Biology	58.4	41.0	0.7	59.0	40.7	0.2	56.6	41.1	2.2
Religious Education	66.3	31.7	1.9	64.6	33.8	1.6	62.6	32.6	4.8
Welsh	74.2	24.4	1.4	73.0	26.0	1.0	72.2	25.7	2.1
English	74.8	22.2	2.9	75.2	22.8	2.1	73.9	22.6	3.6
Mathematics	79.5	18.2	2.3	78.6	19.4	2.0	77	19.9	3.1

Source: EWC, Annual Education Workforce Statistics for Wales 2018-2021

### ***School leader vacancies***

- 3.54 In 2020, the total number of school leaders registered with the EWC, including acting headteachers, deputy headteachers and assistant headteachers, stood at 3,348. The total number of school leader posts has reduced as a result of closures, mergers and the creation of federated schools. In 2014 there were 1,597 headteachers (including of more than one school) compared to 1,383 in 2020 in all school sectors.<sup>58</sup>
- 3.55 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 slightly in the last five years from 41.5% and 36.2% in 2016 to 39.1% and 33.6% respectively in 2020.<sup>59</sup>
- 3.56 The number of deputy headteachers during the same period was reported by the EWC to be relatively stable.<sup>24</sup> However, over a five-year period (2016-2020), there has been an increase of 46.5% in assistant headteachers.<sup>60</sup>
- 3.57 Datasets for leadership vacancies may be inconsistent, as definitions may vary across local authority areas. Low total numbers indicate that such data come with caveats in regard to validity and reliability.

<sup>58</sup> EWC (2021), *Annual Workforce Education Statistics 2021*

<https://www.ewc.wales/site/index.php/en/research-and-statistics/workforce-statistics.html>

<sup>59</sup> Ibid

<sup>60</sup> Ibid

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- 3.58 Prior to 2020, 2016 had the lowest number of applications per post in the last ten years in relation to leadership positions with 5.6. Since 2016, applications per post increased year-on-year to 34.0 in 2019, which was the highest since 2012. For 2020, applications per post decreased to 3.5 with only seven applications for the two posts advertised, likely in part due to the COVID-19 pandemic.<sup>61</sup> The number of leadership posts advertised fluctuates - in the past five years the advertised leadership vacancies across the Welsh school sector ranged between 24 in 2013 to two in 2020.<sup>62</sup>
- 3.59 From a pool of 3,348 individuals in leadership 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.
- 3.60 In addition to there being a small pool of individuals, several other reasons have been cited to explain why leadership roles are harder to fill in Wales. Certain types of schools struggle to recruit for leadership roles, particularly Welsh-medium, rural or faith schools.<sup>63</sup> Recruitment in secondary schools is also a concern in comparison to other phases.

## Retention

- 3.61 The age profile of school teachers in Wales has been relatively balanced as displayed in Table 9. A small decrease in the under-30 age group can be seen, falling from 17.6% to 15.7% in 2021. However, this does correlate to the declining number of NQTs registered between 2017 and 2020, and may stabilise given that the number of NQTs registered in 2021 increased.

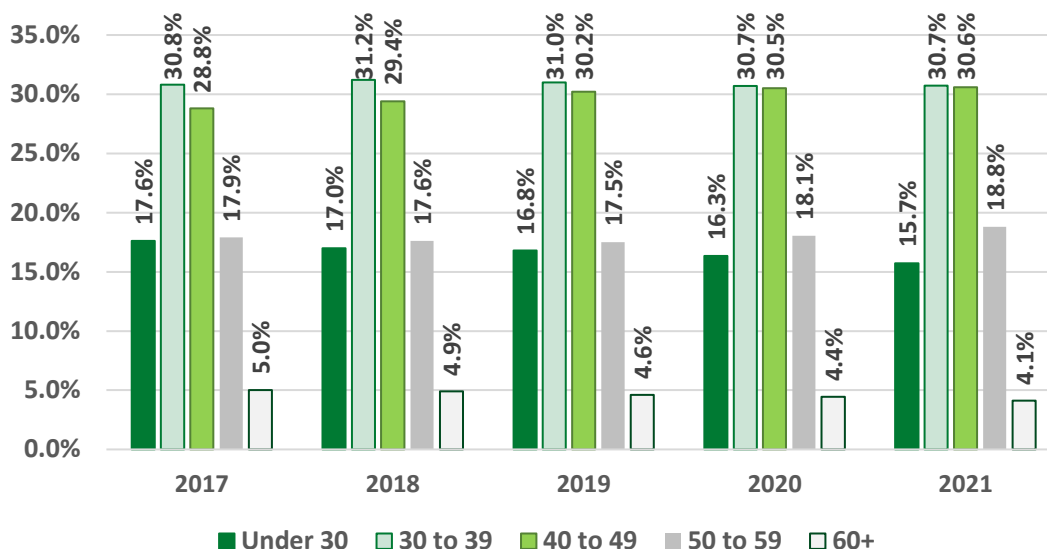
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<sup>61</sup> OECD (2021), *An assessment of the impact of COVID-19 on job and skills demand using online job vacancy data* <https://www.oecd.org/coronavirus/policy-responses/an-assessment-of-the-impact-of-covid-19-on-job-and-skills-demand-using-online-job-vacancy-data-20fff09e/>

<sup>62</sup> PLASC, Welsh Government *Teacher recruitment: number of posts advertised by subject and year* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherrecruitmentposts-by-subject-year>

<sup>63</sup> EWC, *Policy Briefing: Teacher Recruitment and Retention in Wales* <https://www.ewc.wales/site/index.php/en/documents/research-and-statistics/briefings/2633-briff-polisi-2020-pdf-dwyieithog-policy-briefing-2020-bilingual-pdf/file.html>

**Chart 9**  
**Age profile of school teachers in Wales**



Source: EWC<sup>64</sup>

- 3.62 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.
- 3.63 Between 2011 and 2019, the percentage of teachers leaving the profession each year stayed relatively consistent, allowing for year-on-year fluctuations of between 2.4% and 3.1%. For 2020, the most recent data available show that the percentage leaving has decreased to 1.6%, in part due to less movement of teachers during the COVID-19 pandemic. The data are shown as headcount figures in Table 10. The leaving rate for secondary teachers has continued to improve and for primary teachers it has been fairly stable barring the 2020 data.

<sup>64</sup> EWC Policy Briefing <https://www.ewc.wales/site/index.php/en/documents/research-and-statistics/briefings/2633-briff-polisi-2020-pdf-dwyieithog-policy-briefing-2020-bilingual-pdf/file.html>

## Chapter 3 – Educational context

**Table 10**  
**Teachers leaving the profession by sector (headcount), Wales 2011-2020**

		2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Teachers leaving the profession</b>	All schools <sup>1</sup>	753	691	722	742	780	814	698	609	612	414
	Primary	322	345	356	369	377	382	364	326	351	251
	Middle	0	10	6	4	16	10	13	17	14	16
	Secondary	431	336	360	369	387	422	321	266	247	147
<b>Total number of teachers (headcount)</b>		26,869	27,056	27,064	26,755	26,453	26,172	26,129	25,802	25,884	26,195
<b>Percentage of teachers leaving</b>		2.8%	2.6%	2.7%	2.8%	2.9%	3.1%	2.7%	2.4%	2.4%	1.6%

<sup>1</sup>includes (primary, nursery, middle, secondary and special)

Source: PLASC, Welsh Government

- 3.64 In Wales in 2020, the greatest proportion of leavers (18.4%) left the profession within their first five years of teaching. The next largest proportion of leavers (15.5%) were those with between 11-15 years' teaching experience. The third largest group of leavers (14.5%) were those with 6-10 years teaching experience.<sup>65</sup>
- 3.65 EWC retention data which tracks teachers over time, show that 1,012 gained QTS and registered with the EWC in 2015 (following the successful completion of a course of ITE in Wales in 2014). By March 2021, 76.1% of those remained on the register. The School Workforce Census in England provides similar insights. Of the NQTs in England in 2015, 68.6% were still in service in 2020, which is 8.7% lower than Wales when compared to those registered as teachers with the EWC in 2020 after gaining QTS in 2015.

<sup>65</sup> SWAC, Welsh Government *Teacher retention: teachers who left the profession by subject and number of years' experience* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherretentionyears-by-subject-destination>

**Table 11**  
**Teachers who left the profession by number of years of experience shown by sector**  
**(Jan-Dec 2020)**

	Number of years' experience						
	0-5	6-10	11-15	16-20	21-25	26-30	31+
<b>Total</b>	76	60	64	58	57	50	49
<b>Primary</b>	48	37	40	27	40	37	22
<b>Secondary</b>	28	23	24	31	17	13	27

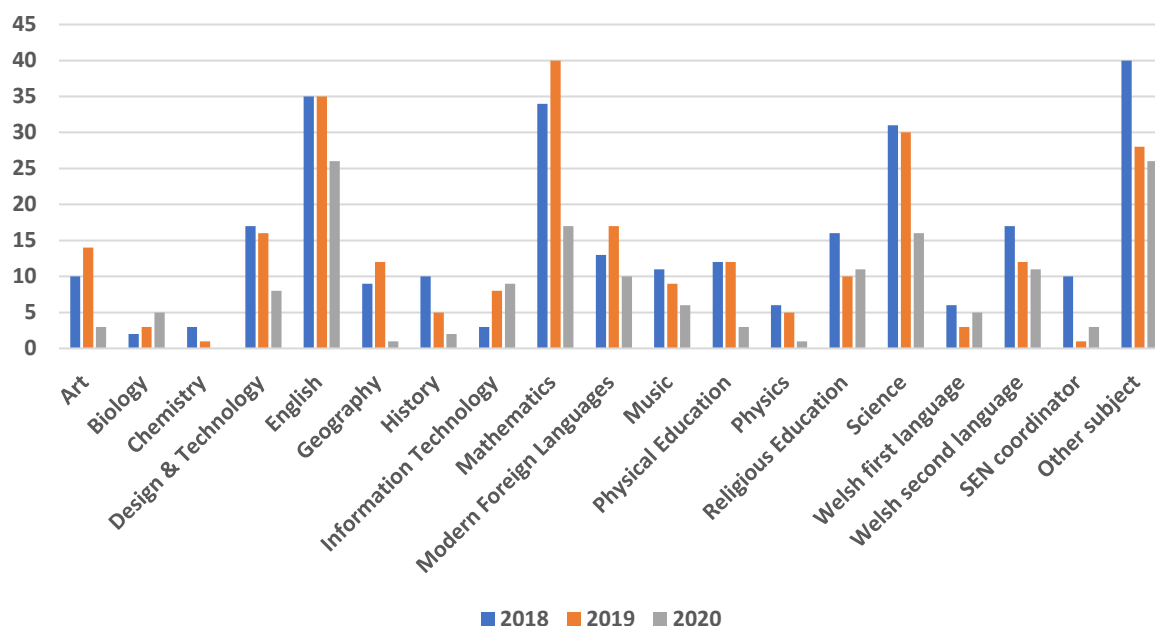
Source: PLASC, Welsh Government

- 3.66 PLASC data show that of all those who left teaching in 2020, 29% took early retirement, 16.4% took employment outside education, 12.3% are unknown, 8.2% took non-teaching posts in education and 34.1% had other reasons such as a career break or moving into independent education or higher education institutions.
- 3.67 Looking at longer-term trends from 2011 to 2020, there has been a decrease in primary and secondary leavers taking early retirement from 53% down to 29%, compared with an increase in those taking up employment outside the profession, from 8% to 29% in secondary, and from 7% to 22% in primary.<sup>66</sup>
- 3.68 Data from the PLASC examines the number of secondary school teachers who left the profession by subject area in 2020. As shown in Chart 10, due to the low numbers in each subject, it is difficult to attribute significance to the year-on-year figures.

<sup>66</sup> PLASC, Welsh Government *Teacher retention: teachers who left the profession by subject and destination*  
<https://stats.wales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherretentionleavers-by-subject-destination>

## Chapter 3 – Educational context

**Chart 10**  
Number of secondary school teachers who left the profession by subject area in 2020



Source: EWC

- 3.69 In the 2021 National Education Workforce survey,<sup>67</sup> school teachers and leaders were asked how they saw their career changing in the next three years. 21.7% of school teachers who responded stated that they could see themselves leaving education and/or retiring. Of those that responded, 17.4% of school leaders said they were looking to leave education and/or retiring. 67.5% of school leaders and 62.6% of school teacher respondents stated they would continue to develop their practice as a teacher.
- 3.70 In relation to job security, 55.5% of school teacher and 81.7% of school leader respondents either agreed or strongly agreed that they had job security.

<sup>67</sup> EWC (2021), *National Education Workforce Survey* <https://www.ewc.wales/site/index.php/en/research-and-statistics/national-education-workforce-survey.html>

## Chapter 4: Matters for recommendation

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Chapter 4 provides the contextual information in relation to matters for recommendation under Part B of the Minister for Education and Welsh Language's remit letter, for implementation from September 2022.

### Teaching and Learning Responsibility (TLR) arrangements

- 4.1 In its third report, the IWPRB recommended to the Welsh Government that it 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 schools using their own discretion in making such awards. The fourth remit letter asks the IWPRB to undertake a review of the proposal to remove the pro-rata principle from TLR payments to part-time teachers.
- 4.2 A 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.”<sup>68</sup> Unqualified teachers may not be awarded TLRs.
- 4.3 There are three types of TLRs, whose uses are determined in accordance with the school's pay policy. Values for 2021-2022 are:
  - i. TLR1, between £8,437 and £14,276
  - ii. TLR2, between £2,924 and £7,140
  - iii. TLR3, between £581 and £2,833 – this is a fixed-term payment “for clearly time-limited school improvement projects, or one-off externally driven responsibilities.”<sup>69</sup>
- 4.4 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

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<sup>68</sup> Welsh Government (2021), *School Teachers' Pay and Conditions (Wales) Document 2021 and guidance on school teachers' pay and conditions* <https://gov.wales/sites/default/files/publications/2021-09/school-teachers-pay-and-conditions-wales-2021.pdf>

<sup>69</sup> Ibid

## Chapter 4: Matters for recommendation

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- e) involves leading, developing and enhancing the teaching practice of other staff.
- 4.5 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. A teacher cannot hold a TLR1 and a TLR2 concurrently, but a teacher in receipt of either a TLR1 or a TLR2 may hold a concurrent TLR3.
- 4.6 TLR1 and TLR2 payments are subject to the pro-rata principle for part-time teachers; TLR3 is not subject to the pro-rata principle, as defined at paragraph 39.1 of the STPC(W)D. 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.
- 4.7 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 expectations placed on governing bodies regarding the awarding and publication of TLRs. Some local authorities include a scale for TLR payments.

### ***Incidence of TLRs***

- 4.8 In 2020, in total, 8,190 TLRs were awarded to teachers in Wales (see Table 12). 7,910 teachers in Wales were in receipt of one or more TLR payments (see Table 13).



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**Table 12**  
**TLR payments by TLR type, gender and phase (to nearest five), 2020**

		Nursery and Primary Schools	Middle Schools	Secondary Schools	Special Schools and Pupil Referral Units	Other	Total
TLR1	Male	30	50	465	10	15	565
	Female	160	110	850	20	45	1,185
	Total	190	160	1,310	30	60	1,750
TLR2	Male	225	85	1,095	25	55	1,490
	Female	1,385	200	2,195	110	235	4,125
	Total	1,615	285	3,290	135	295	5,615
TLR3	Male	65	20	135	*	5	230
	Female	235	30	285	20	25	600
	Total	300	50	420	25	35	825
Total		2,105	495	5,020	185	385	8,190

Source: SWAC, Welsh Government

- 4.9 Overall, 29% of teachers are in receipt of a TLR award – this varies from 45% in the secondary school sector, to 16% in nursery and primary schools.<sup>70</sup>

**Table 13**  
**Percentage of teachers who received TLR allowances by sector, 2020**  
**(rounded to nearest 5)**

Sector	Headcount	Percentage of teachers in sector receiving a TLR
Nursery and primary	2,085	16.3%
Middle	475	36.8%
Secondary	4,795	44.8%
Special and pupil referral units (PRUs)	185	17.7%
Other	380	32%
<b>All schools</b>	<b>7,910</b>	<b>29.3%</b>

Source: SWAC, Welsh Government

- 4.10 In terms of gender, of the total TLR awards made, 72% are awarded to female teachers and 28% to male teachers (see Table 14). Female staff are awarded 68% of TLR1 payments and 73% of TLR2 payments. The overall composition of the teaching workforce in Wales is 74.9% female and 25.1% male.<sup>71</sup> Part of the

<sup>70</sup> SWAC, Welsh Government

<sup>71</sup> Welsh Government (2021), School Workforce Census Results: as at November 2020 (revised)

<https://gov.wales/school-workforce-census-results-november-2020-revised-html>

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explanation for the variation is that there is a higher proportion of women in the primary sector, where TLR awards are less prevalent.

**Table 14**  
Percentage of teachers by gender and TLR type, 2020

	Female	Male	Total
TLR1	68%	32%	100%
TLR2	73%	27%	100%
TLR3	72%	28%	100%
Total	72%	28%	100%

Source: SWAC, Welsh Government

- 4.11 The mean TLR payment is £4,590. The TLR1 mean is £7,543; the TLR2 mean is £4,073; the TLR3 mean is £1,850. Table 14 demonstrates the distribution and value of TLR1 and TLR2 allowances by TLR band and gender. Within the two levels of award, there were proportionately more men receiving the higher value awards than women. For the TLR1 value range £12,118 to £14,030, 56% were awarded to females and 44% to males. For the TLR2 value range £4,946 to £7,017, 63% were awarded to women and 37% to men.

**Table 15**  
Staff in receipt of TLR payment by TLR band and gender (rounded to nearest 5), 2020

	Male	%	Female	%	Total
<b>TLR1</b>					
Up to £8,291	225	27	595	73	820
>£8,291 up to £10,204	250	35	465	65	715
>£10,204 up to £12,117	65	39	100	61	165
>£12,117 up to £14,030	20	44	25	56	45
>£14,030	*	*	*	*	*
<b>Total</b>	<b>390</b>	<b>32</b>	<b>1,185</b>	<b>68</b>	<b>1,750</b>
<b>TLR2</b>					
Up to £2,873	205	16	1,100	84	1,305
>£2,873 up to £4,945	865	27	2,315	73	3,180
>£4,945 up to £7,017	410	37	700	63	1,110
>£7,017	10	50	10	50	20
<b>Total</b>	<b>1,490</b>	<b>27</b>	<b>4,125</b>	<b>73</b>	<b>5,615</b>

*Note: figures do not always add, due to rounding*

Source: SWAC, Welsh Government

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- 4.12 Table 16 shows the breakdown of TLRs by gender and tenure.<sup>72</sup> Around a quarter (26.6%) of all full-time males teachers were in receipt of TLRs in 2020. The average payment amounts of TLRs for male teachers was £5,346 compared with £4,421 for female teachers.

**Table 16**  
**Staff in receipt of TLR payment by gender and tenure (rounded to nearest 5), 2020**

Gender	Tenure	Headcount	Average payment amount
Female	Full-time	4,735	£4,708
	Part-time	900	£3,048
	Total	5,725	£4,421
Male	Full-time	2,105	£5,410
	Part-time	75	£3,534
	Total	2,180	£5,346
Total	Full-time	6,840	£4,924
	Part-time	1,065	£3,082
	Total	7,905	£4,676

Source: SWAC, Welsh Government

- 4.13 Table 16 shows that 13% of TLR awards were made to part-time teachers, compared to 20.3% of the overall teaching staff who worked part-time.

### ALN co-ordinators (ALNCOs)

- 4.14 In its third report, the IWPRB recommended to the Welsh Government that work be undertaken, alongside the implementation of the Additional Learning Needs and Education Tribunal (Wales) Act (ALNET (Wales) Act) 2018, to determine how ALNCos should be remunerated. The fourth remit letter asks the IWPRB to undertake a review into the remuneration of ALNCos.
- 4.15 The ALNET (Wales) Act makes provision for a new statutory framework for supporting children and young people with additional learning needs (ALN). This replaces existing legislation surrounding ALN and the assessment of children and young people with learning difficulties and/or disabilities 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

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<sup>72</sup> Table Includes payments made in the year to census date (3 November 2020). An individual's FTE at census date may not reflect their FTE at the time of receiving an additional payment. Individuals with nil FTE have been excluded as they received a TLR during the year to census date, but their contract had ended). Where an individual has more than one open contract on census date/ has received multiple TLR payments, maximum FTE/ payment amount information has been extracted.

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relation to their or their child's ALN, but renames it the Education Tribunal for Wales.

4.16 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

4.17 From September 2021, all learners newly identified as having ALN will be supported through the new system of individual development plans. Pupils already in the ALN 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 statements of ALN) 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.

4.18 The ALNET (Wales) Act also creates the statutory role in each school for an ALNCo, 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 2021 (ALN Code).<sup>73</sup> 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 that it should either form part of the senior leadership team or have a clear line of communication to the senior leadership team.

4.19 Prior to the ALNET (Wales) Act, every mainstream school was required to have a Special Educational Needs Co-ordinator (SENCo), who was responsible for overseeing the day-to-day operation of the school's Special Educational Needs (SEN) policy. Whilst there is no pay data currently available on ALNCos, there is data available on SENCos.

4.20 The latest available data (2019-2020) show 1,560 teachers and 35 National Joint Council (local government service) employees are classified as SENCos. The mean salary for SENCos was £45,382. SENCos were paid on differing salary ranges, as indicated below:

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<sup>73</sup> Welsh Government (2021), *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>

**Table 17**  
**SENCos salary by pay range 2020 (rounded to the nearest 5)**

Pay range	Numbers
Main Pay Range (MPR)	95
Upper Pay Range (UPR)	940
Leadership Group Pay Range (LGPR)	520
Other	35
Total	1,595*

*\* Figures do not add due to rounding and due to suppressed figures within leading practitioners and unqualified teachers' pay range.*

Source: SWAC, Welsh Government

### Pay scales

- 4.21 The fourth remit letter asks the IWPRB to undertake a review of all pay scales within the STPC(W)D, including, but not limited to:
- a) Case for separate teacher main and upper pay scales
  - b) Consideration of Leadership Group pay scales
  - c) Consideration of specific pay scale for remuneration of headteachers with responsibility for more than one school
  - d) Requirement for Allowance Ranges to be replaced by set scales
  - e) Impact of any proposed changes on other Teacher and/or Leadership Group pay scales.
- 4.22 This section sets out background information to inform this review.

### Main and upper pay scales

#### ***MPR from September 2021***

- 4.23 A classroom teacher on the MPR must be paid a salary based upon the pay scale shown below and as the relevant body determines.

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**Table 18**  
**MPR from September 2021**

<b>2021 Scale Point</b>	<b>2021 £</b>
M2 (min)	27,491
M3	29,699
M4	31,987
M5	34,506
M6 (max)	37,974

Source: STPC(W)D 2021

- 4.24 The average salary in 2020-2021 for a classroom teacher on the MPR is £31,573.<sup>74</sup>

### ***UPR from September 2021***

- 4.25 A teacher on the UPR must be paid a salary based upon the pay scale shown below and as the relevant body determines.

**Table 19**  
**UPR from September 2021**

	<b>2021 £</b>
Minimum	39,368
U2	40,827
Maximum	42,333

Source: STPC(W)D 2021

- 4.26 The average salary in 2020-2021 for a classroom teacher on the UPR is £41,121.<sup>75</sup>

### ***Leadership group pay from September 2021***

- 4.27 Head teachers, deputy head teachers and assistant head teachers must be paid a salary based upon the LGPR, and as the relevant body determines.

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<sup>74</sup> SWAC, Welsh Government

<sup>75</sup> Ibid

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- 4.28 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.<sup>76</sup> The relevant body has the flexibility to appoint to 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.
- 4.29 The salary range for the leadership group in 2021 starts at £42,934 and rises to £119,248. The average salary for leaders in 2020 was £60,272.<sup>77</sup>
- 4.30 The distribution of the latest available (2020) headteacher salaries is shown in Table 20, together with the equivalent 2020 pay groups.

**Table 20**

**Number of schools (excluding those with a shared headteacher) by headteacher pay group and number paid above maximum of pay group, 2020**

Pay Group	Min £	Max £	Number of schools	Number of schools with headteachers above max of pay group
1	47,735	63,508	305	15
2	50,151	68,347	505	70
3	54,091	73,559	225	45
4	58,135	79,167	60	25
5	64,143	87,313	50	15
6	69,031	96,310	75	20
7	73,295	106,176	60	10
8	81,942	117,197	10	*
Total			1,280	205

\*refers to data count less than 5

Source: PLASC 2020 and SWAC, Welsh Government

### ***Headteachers accountable for more than one school***

- 4.31 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.<sup>78</sup>

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<sup>76</sup> Welsh Government (2021), School Teachers' Pay and Conditions (Wales) Document 2021 and guidance on school teachers pay and conditions <https://gov.wales/sites/default/files/publications/2021-09/school-teachers-pay-and-conditions-wales-2021.pdf>

<sup>77</sup> SWAC, Welsh Government

<sup>78</sup> Welsh Government (2021), School Teachers' Pay and Conditions (Wales) Document 2021 and guidance on school teachers' pay and conditions <https://gov.wales/sites/default/files/publications/2021-09/school-teachers-pay-and-conditions-wales-2021.pdf>

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- 4.32 Based on the latest SWAC pay and HR data return in Wales 2020, there are 95 instances of a headteacher or executive headteacher being responsible for more than one school,<sup>79</sup> 20 of whom hold the title of executive headteacher, whilst 75 hold the title of headteacher.
- 4.33 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 accountable for more than one school.
- 4.34 The STPC(W)D 2021 provides clarification regarding headteachers responsible for more than one school by stating: “There may be a number of circumstances in which it is appropriate for a headteacher to be permanently appointed to be responsible and accountable for more than one school, although this has to be viewed in the context of the requirement that they must be capable of fulfilling their professional duties and complying with their contract of employment, without unreasonable additions to their working time.”

**Table 21**

**Number of schools by shared headteacher pay group and number paid above maximum of pay group, 2020**

Pay Group	Min £	Max £	Number of schools	Number of schools with headteachers above max of pay group
1	47,735	63,508	130	25
2	50,151	68,347	35	25
3	54,091	73,559	15	10
4	58,135	79,167	*	*
5	64,143	87,313	0 <sup>1</sup>	5 <sup>1</sup>
6	69,031	96,310	5	5
7	73,295	106,176	*	*
8	81,942	117,197	*	*
<b>Total</b>			<b>195</b>	<b>65</b>

<sup>1</sup> unable to calculate a % due to issues with the data or rounding issues

Source: PLASC 2021 and SWAC 2020, Welsh Government

- 4.35 Table 21 shows the distribution of pay for schools with shared headteachers, and the number paid above the maximum amount of each pay group. In 2020, 90 headteachers were recorded as having responsibility for more than one school (a total of 195 schools). Of these schools, 65 were shown to have a headteacher paid above the expected range (a total of 35 headteachers were responsible for these schools). When calculating the expected pay group at the headteacher level (as opposed to the school level) 10 of the 35 headteachers were shown to be paid above the expected range.

<sup>79</sup> SWAC, Welsh Government



### Allowances

- 4.36 The fourth remit letter requires the IWPRB to consider the requirement for allowance ranges to be replaced by set scales.
- 4.37 The responsibility allowance for TLRs has been described above. This section briefly describes the other allowances available to teachers.

#### ***Allowances to unqualified teachers***

- 4.38 These allowances are determined by the relevant body when it considers that the teacher has taken on a sustained additional responsibility which:
- a) is focused on teaching and learning; and
  - b) requires the exercise of a teacher's professional skills and judgement, or
  - c) requires qualifications or experience which bring added value to the role being undertaken.

#### ***Acting allowance***

- 4.39 Where a teacher is assigned and carries out duties of a headteacher, deputy headteacher or assistant headteacher, but has not been appointed as an acting headteacher, deputy headteacher or assistant headteacher, the relevant body must, within the period of four weeks beginning on the day on which such duties are first assigned and carried out, determine whether or not an 'acting allowance' must be paid.

#### ***Performance payments to seconded teachers***

- 4.40 Where:
- a) a teacher is temporarily seconded to a post as headteacher in a school causing concern which is not the teacher's normal place of work; and
  - b) the relevant body of that school considers that the teacher merits additional payment to reflect sustained high quality of performance throughout the secondment

the relevant body may pay the teacher a lump sum accordingly. The total value of the additional payment and any annual salary and other payments paid to the teacher during the secondment must not exceed 25% above the maximum of the headteacher group for the school to which the teacher is seconded.

#### ***Residential duties***

- 4.41 Any payment to teachers for residential duties must be determined by the relevant body.

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### ***Additional payments***

- 4.42 The relevant body may make such payments as it sees fit to a teacher, other than a headteacher, in respect of:
- a) continuing professional development undertaken outside the school day
  - b) activities relating to the provision of initial teacher training as part of the ordinary conduct of the school
  - c) participation in out-of-school hours learning activity agreed between the teacher and the headteacher
  - d) additional responsibilities and activities due to, or in respect of, the provision of services relating to the raising of educational standards to one or more additional schools.

### **Pay scale comparators**

- 4.43 The following sections provide contextual information for pay scales. Distinctions are made between Welsh and UK figures, and with OECD comparators.
- 4.44 There are various sources of information and data available to compare salaries of teachers and leaders in Wales with other professions. All sources come with their own caveats, and can at best provide indicative trends rather than confirmatory data.

### ***Teachers' starting salaries compared with other graduate professions***

- 4.45 Qualified teachers in the maintained sector in Wales are paid according to statutory pay scales, with a starting salary of £27,491 as at September 2021.<sup>80</sup> This current starting salary is higher than in England at £25,714,<sup>81</sup> and broadly comparable with Scotland at £27,498.<sup>82</sup>

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<sup>80</sup> Welsh Government (2021), *School Teachers' Pay and Conditions (Wales) Document 2021 and guidance on school teachers' pay and conditions* <https://gov.wales/sites/default/files/publications/2021-09/school-teachers-pay-and-conditions-wales-2021.pdf>

<sup>81</sup> DfE (2021), *School teacher's pay and conditions document 2021 and guidance on school teachers' pay and conditions* [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1022624/School\\_teachers\\_pay\\_and\\_conditions\\_document\\_2021\\_and\\_guidance\\_on\\_school\\_teachers\\_pay\\_and\\_conditions.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1022624/School_teachers_pay_and_conditions_document_2021_and_guidance_on_school_teachers_pay_and_conditions.pdf)

<sup>82</sup> Educational Institute of Scotland (2022), *Current Salary Scales* [eis.org.uk/Pay-And-Conditions-Of-Service/Salary-Scales](https://eis.org.uk/Pay-And-Conditions-Of-Service/Salary-Scales)

- 4.46 *Institute of Student Employers (ISE)*: Whilst the COVID-19 pandemic reduced graduate recruitment for many of the country's leading employers last year, according to the ISE Student Recruitment Survey which took place in 2021, recruitment growth and forecasts for 2021-2022 were predicted to be over 15% higher when compared to the levels before the pandemic.<sup>83</sup> The ISE Graduate and School Leaver Vacancy 2022 report states that vacancies have now increased by 20% when compared to pre-pandemic levels.<sup>84</sup>
- 4.47 In 2021, the ISE Student Recruitment Survey<sup>85</sup> reported a median UK graduate starting salary of £30,500. The median starting salary for graduates in Wales falls below this figure at £26,940. It should be noted that the median is calculated based on only a small number of organisations in Wales, and that the companies considered for the survey could be different year-on-year.
- 4.48 *High Fliers*: The High Fliers Report 2022<sup>86</sup> refers to the organisations featured in The Times Top 100 Graduate Employers. For the previous seven years, the median graduate starting salary was £30,000. For 2022, this has increased to £32,000. 15% of graduate employers have raised their starting salaries by values up to 5% and 21% have increased salaries by more than 5%.
- 4.49 High Fliers also report that the number of graduate jobs on offer is expected to increase by a further 15.7%, which is the largest annual rise in graduate recruitment for more than 15 years. 60% of the UK's leading employers stated that they had received fewer applications during the current recruitment season when compared to last year, echoing the ISE findings.

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<sup>83</sup> Institute of Student Employers (2021), *Student Recruitment Survey*

[https://ise.org.uk/global\\_engine/download.aspx?fileid=627A13AC-1089-47D7-9DB2-D3FE944A799E](https://ise.org.uk/global_engine/download.aspx?fileid=627A13AC-1089-47D7-9DB2-D3FE944A799E)

<sup>84</sup> Institute of Student Employers (2021) *Graduate and School Leaver Vacancy Report*

[https://ise.org.uk/global\\_engine/download.aspx?fileid=627A13AC-1089-47D7-9DB2-D3FE944A799E](https://ise.org.uk/global_engine/download.aspx?fileid=627A13AC-1089-47D7-9DB2-D3FE944A799E)

<sup>85</sup> Institute of Student Employers (2021), *Student Recruitment Survey*

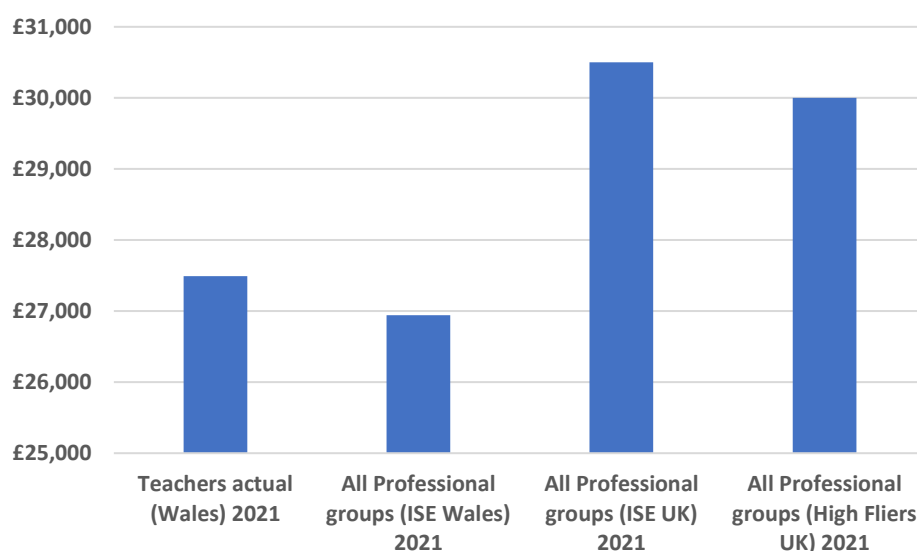
[https://ise.org.uk/global\\_engine/download.aspx?fileid=627A13AC-1089-47D7-9DB2-D3FE944A799E](https://ise.org.uk/global_engine/download.aspx?fileid=627A13AC-1089-47D7-9DB2-D3FE944A799E)

<sup>86</sup> High Fliers (2022), *The Graduate Market in 2022*

[https://www.highfliers.co.uk/download/2022/graduate\\_market/GM22-report.pdf](https://www.highfliers.co.uk/download/2022/graduate_market/GM22-report.pdf)

## Chapter 4: Matters for recommendation

**Chart 11**  
**Comparison of graduate starting salaries 2021**



Source: ISE

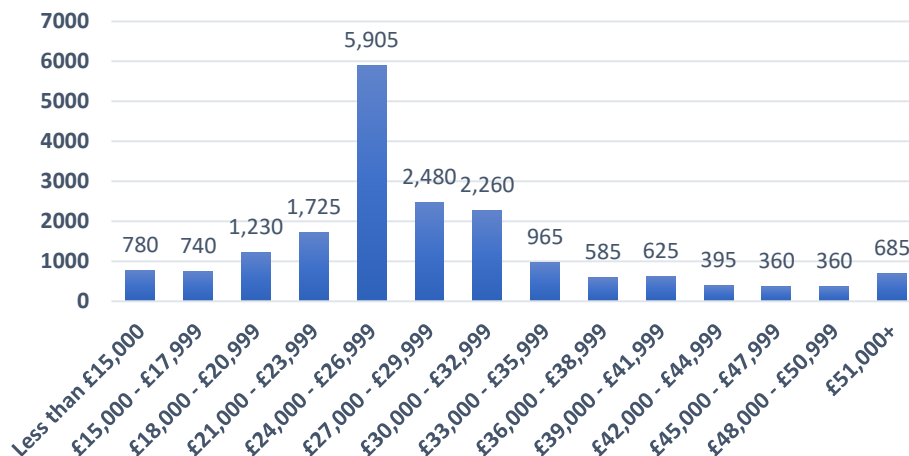
- 4.50 Chart 11 compares the starting salary for teachers in Wales with other graduate starting salaries. The chart only uses 2021 statistics for comparative purposes and shows that the starting salary for teachers in Wales in 2021 was above the median starting salary for graduates starting across all the ISE professional groups in Wales.
- 4.51 *Higher Education Statistics Survey*: The Graduate Outcomes survey, delivered by HESA, is the UK's largest social survey and captures the status of graduates 15 months after they have finished their studies.<sup>87</sup> As the survey contains salary information 15 months after the completion of their studies, this data will not necessarily be the starting salary of the graduate, as an increase could have taken place within this time. The data will however provide an indication of the salary details at the beginning of the graduate's career.
- 4.52 The most recent survey provided responses from over 380,000 graduates who completed eligible programmes of study between 1 August 2018 and 31 July 2019. Chart 12 details the salary band of UK graduates who studied an education related subject as their degree.
- 4.53 The chart shows that the majority of education graduates earn between £24,000 and £26,999 upon undertaking employment 15 months after completion of their studies. It should be noted that this chart does not indicate whether their employment (where the salary information is obtained) is within education (or in a graduate specific role), so this table should also be treated with a degree of caution.

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<sup>87</sup> HESA (2021), *Graduates' salaries* <https://www.hesa.ac.uk/data-and-analysis/graduates/salaries>

**Chart 12**

**UK domiciled graduates in full-time paid employment in the UK by subject area of degree and salary band**



Source: HESA, 2021

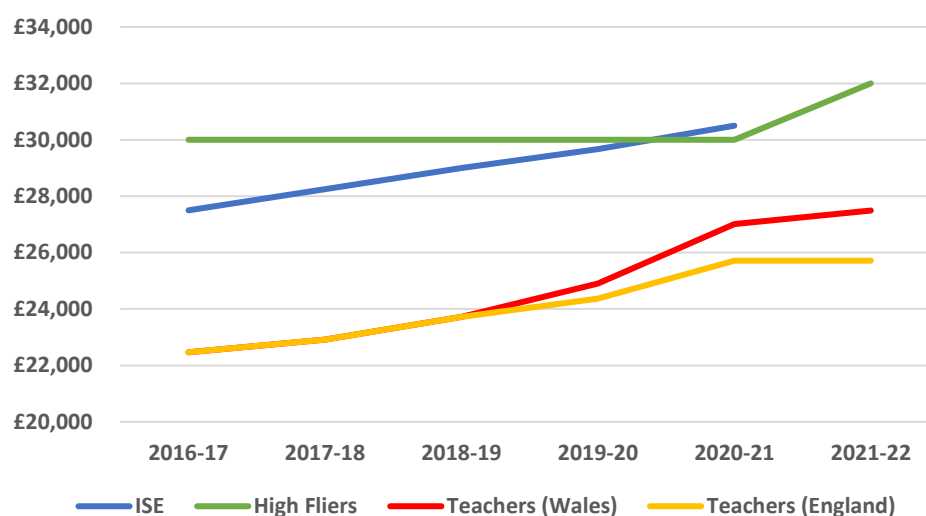
4.54 Chart 13 demonstrates a summary of increases in starting salaries over a period of time from the various sources:

- The ISE reports a 10.9% increase from 2016-2017 to 2020-2021
- High Fliers report an increase of 6.7% since 2016 for median graduate starting salaries
- Starting salaries for teachers in Wales have seen a 22.4% increase from 2016-2017 to the 2021-2022 pay award
- Starting salaries for teachers in England have seen a 14.5% increase<sup>88</sup> over the same period

<sup>88</sup> STPC(W)D 2016 onwards and STRB 2021

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**Chart 13**  
**Salary and average salary comparisons over the years**



Source: ISE, High Fliers

- 4.55 *Organisation for Economic Development (OECD)*: In the 2021 OECD study,<sup>89</sup> 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.
- 4.56 When comparing the relative position of starting salaries of classroom teachers, the OECD 2021 study shows that teachers' starting salaries for all phases in Wales and England (which are combined in the OECD report) are below the OECD median.

**Table 22**  
**Teachers' statutory starting salaries, based on the most prevalent qualifications**

	Pre-primary	Primary	Lower secondary	Upper secondary
Wales and England	32,493	32,493	32,493	32,493
OECD median	33,016	34,942	36,116	38,811

Source: OECD, 2021

- 4.57 For headteachers, the starting salary is above the OECD median for all phases. In the case of teachers and headteachers, it should be noted that data to inform the OECD 2021 study were collected in 2020.

<sup>89</sup> OECD (2021), *Education at a Glance* <https://www.oecd-ilibrary.org/docserver/b35a14e5-en.pdf?expires=1642092068&id=id&accname=guest&checksum=ECCB12503B77FF1571852A49C089CD97>

**Table 23**  
**School heads' minimum statutory salaries, based on minimum qualifications**

	Pre-primary	Primary	Lower secondary	Upper secondary
Wales and England	60,962	60,962	60,962	60,962
OECD median	43,442	49,925	54,278	56,511

Source: OECD, 2021

- 4.58 *Westminster Government*: The Westminster Government is committed to raise starting salaries for qualified teachers in England to £30,000, as stated in the Secretary of State for Education's remit letter to the School Teachers' Review Body (STRB).<sup>90</sup> In the Education Secretary's evidence to the STRB published in March 2022, a proposed approach for a two-year pay award for 2022-2023 and 2023-2024 has been recommended. This includes an 8.9% uplift to the starting salary for qualified teachers in 2022-2023, followed by a further 7.1% increase in 2023-2024 to reach £30,000 within two years.<sup>91</sup>

### ***Salaries for experienced teachers compared with other graduate professions***

- 4.59 The following paragraphs compare salaries for more experienced teachers according to different data sources. 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 specifically to compare salaries. However, there are a few sources that can be used as proxies to provide indicative trends
- 4.60 *ONS Annual Survey of Hours and Earnings (ASHE)*: From the ASHE 2021 data<sup>92</sup> it is possible to compare the annual median full-time gross pay by occupation in the UK.
- 4.61 Chart 14 highlights education professions in the 'professional occupations' category, with an annual median full-time salary of £41,412 for secondary education teaching professionals (purple arrow) which is just over a £500 increase from last year. Similar to secondary, the salary for primary and nursery education teaching professionals has also risen to £38,010 (red arrow) increasing by £1,273 when compared to the 2020 data.

<sup>90</sup> Secretary of State for Education (2021), *Remit letter for 2022* [School Teachers' Review Body \(STRB\) remit letter for 2022 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1060707/School_Teachers_Review_Body_STRB_remit_letter_for_2022.pdf)

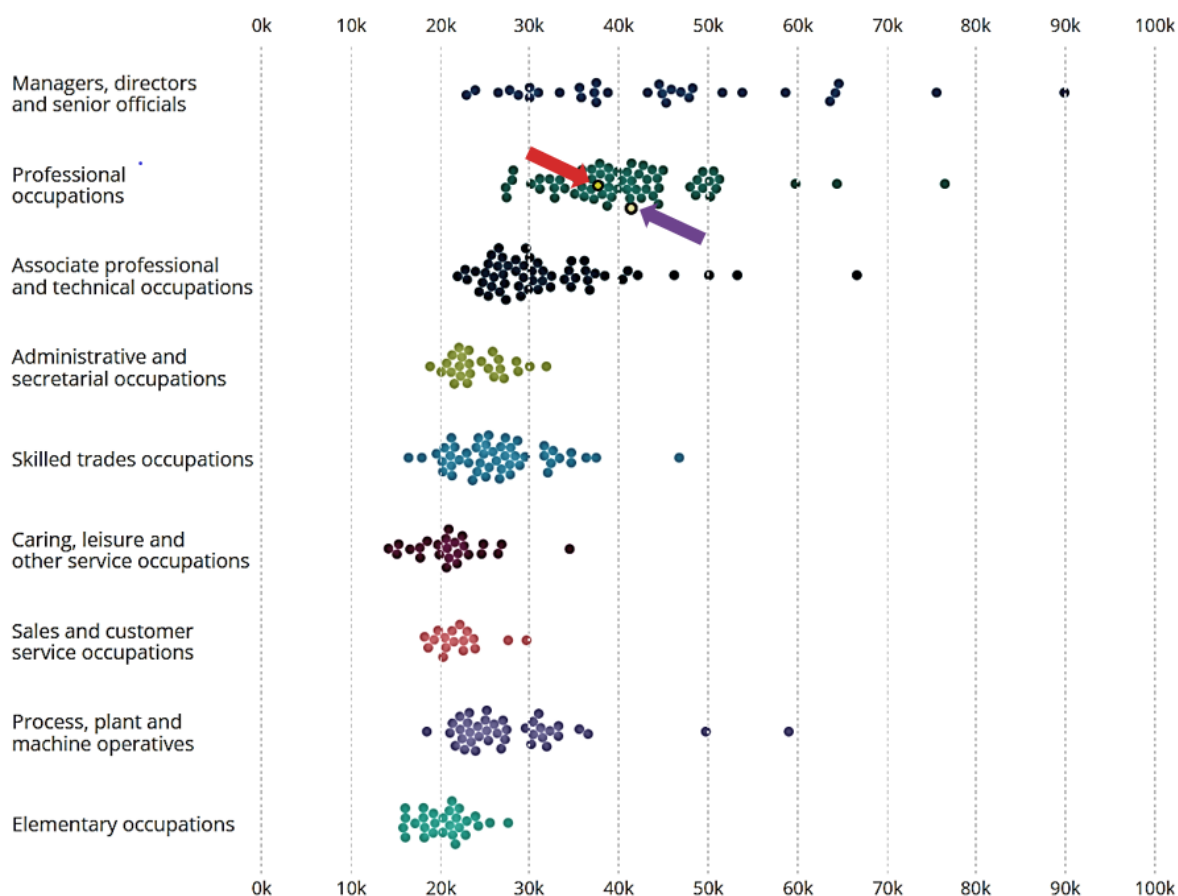
<sup>91</sup> DfE (2022), *Government Evidence to the STRB 2022* [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1060707/Government\\_evidence\\_to\\_the\\_STRB\\_2022.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1060707/Government_evidence_to_the_STRB_2022.pdf)

<sup>92</sup> ONS (2021), *Employee earnings in the UK: 2021* <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2021>

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Chart 14

Annual median full-time annual gross pay by Standard Occupational Classification in the UK



Source: ASHE 2021

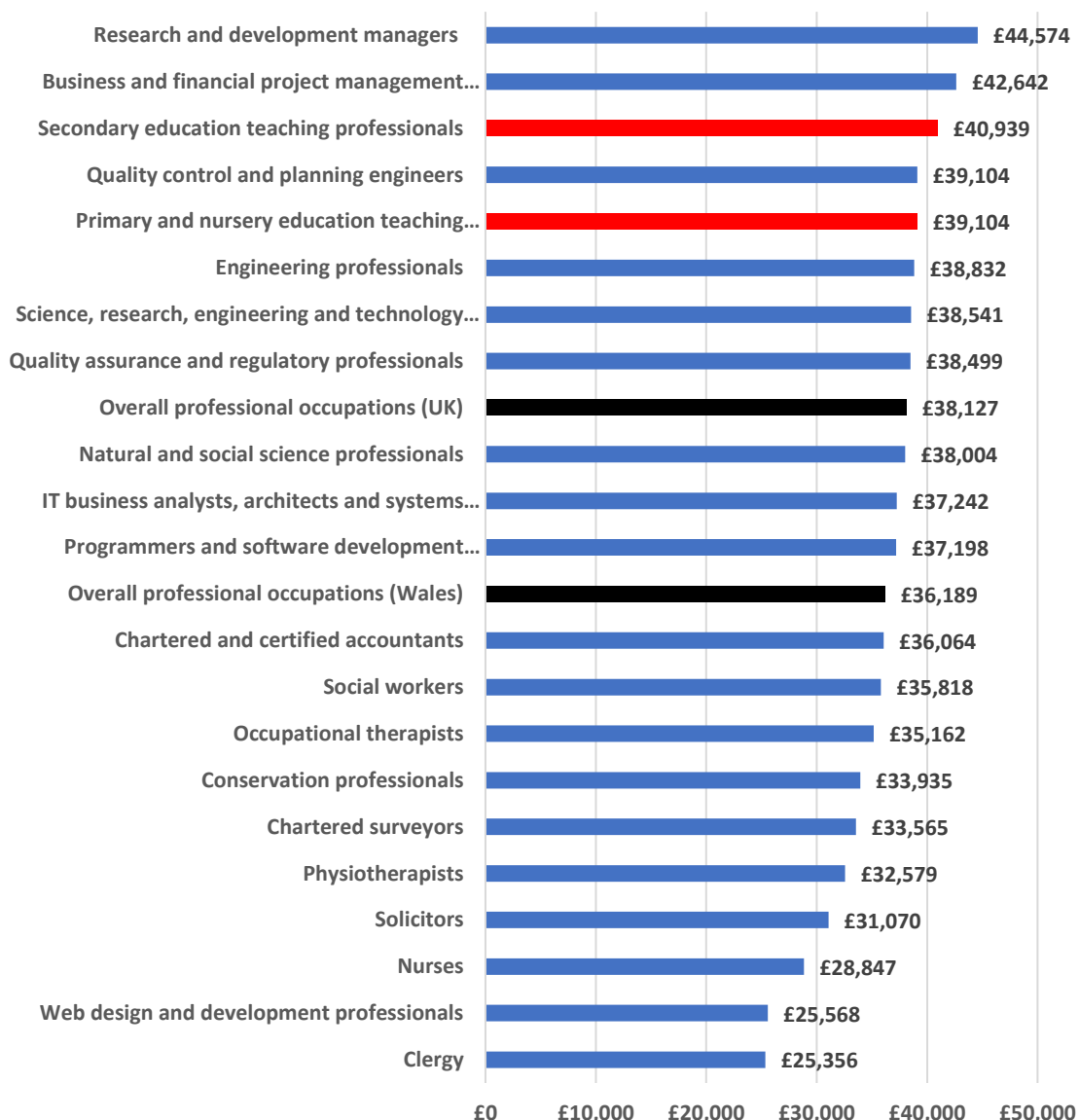
- 4.62 Further interrogation of the ASHE data specifically for the professional occupations reveals the median gross annual salary of these roles within Wales, as shown in Chart 15 (note that data was not available for all professions listed in the UK).<sup>93</sup> For comparison purposes, the chart also shows the overall median gross annual salary for all professional occupations for both Wales and the UK (black bars).

<sup>93</sup> ONS (2021), *Earnings and hours worked, region by occupation by four digit SOC*  
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/regionbyoccupation4digitsoc2010ashtable15>



**Chart 15**

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



Source: ASHE 2021

- 4.63 In Wales specifically, the median salaries for secondary school teachers and primary school teachers (red bars) are comparable with professions such as science, research and engineering professionals.
- 4.64 Salaries for nursery/primary and secondary teaching professionals are above the median salary for 'all professions' in both Wales and the UK. The median salary for primary and nursery education professionals in Wales is £1,094 higher than the UK median for the same position. However, the median salary for secondary education teaching professionals in Wales is £473 lower than the UK median for the same position.
- 4.65 SWAC: According to the SWAC 2020, the median full-time equivalent salaries in Wales for primary classroom teachers and secondary classroom teachers are

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£41,603 and £41,604 respectively.<sup>94</sup> These results are broadly similar to those reported by ASHE 2021.

- 4.66 EWC data show that of the total number of current school teachers, the median number of years since gaining QTS is 15. Whilst this does not strictly determine how long school teachers have been working within education (as this does not account for any breaks in service), it gives an approximate indication of the experience of the current workforce and this can be used when considering the median salary data of school teachers in this section.
- 4.67 Teachers' median gross weekly pay at primary and secondary level can be compared across the UK using the ASHE 2021 data, shown in Table 24. London ranks first across both phases and Scotland ranks second for both primary and secondary phases pay across 11 UK regions. In Wales, primary phase is ranked third, down from second in 2020 and secondary phase is fourth, rising from seventh in 2020.

**Table 24**  
**Teachers' median gross weekly pay at primary and secondary level across the UK, 2021**

Region	Secondary		Primary and Nursery	
	Median gross weekly pay (£)	Rank	Median gross weekly pay (£)	Rank
UK	764	-	707	-
East	742	7	659	7
East Midlands	742	8	654	8
London	816	1	757	1
North East	742	9	708	4
North West	790	3	615	10
Scotland	794	2	752	2
South East	708	10	675	5
South West	763	5	607	11
Wales	771	4	750	3
Midlands	755	6	629	9
Yorkshire and The Humber	708	11	673	6

Source: ASHE 2021

- 4.68 The OECD 2021 study reports actual salaries for primary and upper secondary teachers for Wales and England combined<sup>95</sup> of \$45,849 and \$51,164 respectively; these are comparable to the OECD averages of \$45,687 and \$51,749.

<sup>94</sup> SWAC, Welsh Government

<sup>95</sup> OECD (2021), *Education at a Glance* [Education at a Glance 2021 : OECD Indicators](#) | [Education at a Glance](#) | [OECD iLibrary \(oecd-ilibrary.org\)](#)

- 4.69 *The Longitudinal Education Outcomes (LEO)*: The LEO study brings together higher education data from the Department for Employment; employment, benefits and earnings information from the Department for Work and Pensions and Her Majesty's Revenue and Customs.<sup>96</sup> It is used to look at employment and earnings of higher education graduates one, three, five and ten years after graduation. It has several caveats:
- a) the data are mapped to courses of study at university and not directly to professions
  - b) 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.
- 4.70 The latest data published in March 2021 analyses the salaries in the 2018-2019 tax year for graduates in the UK who started work one, three, five and ten years prior.<sup>97</sup> University subjects that are most closely aligned with professions have been selected and are shown in Chart 16. The actual salaries of teachers at that time, based on years served, are taken from the WLGA recommended teachers' advisory pay scale for the 2018- 2019 school year. This excludes any allowances such as ALN or TLRs.

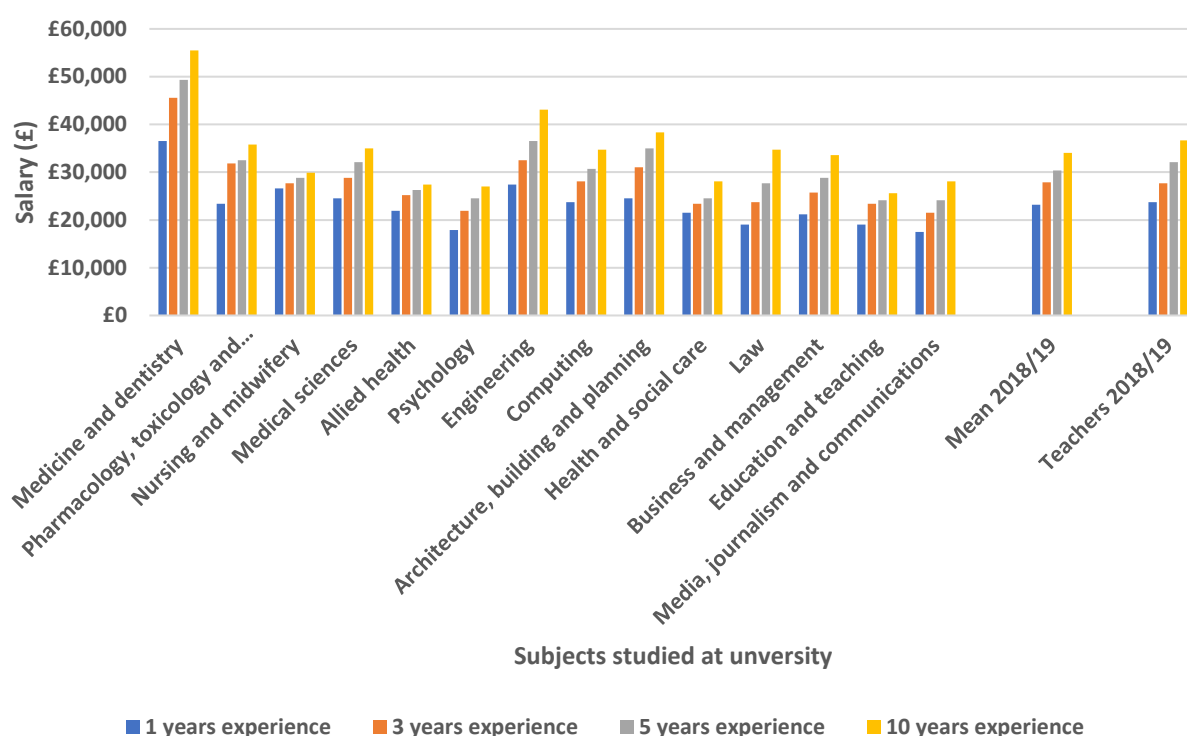
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<sup>96</sup> Gov.uk (2021), *Graduate Outcomes (LEO)* <https://explore-education-statistics.service.gov.uk/find-statistics/graduate-outcomes-leo/2018-19>

<sup>97</sup> Ibid

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**Chart 16**  
**Salary progression for subjects studied 2018-2019**



Source: Graduate Outcomes: LEO data, DfE March 2021

- 4.71 Comparing the difference between the mean for the subjects shown in Chart 16 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 graduates employed in other professions in 2018-2019. However, when making comparisons, it is important to bear in mind the caveats outlined in 4.63 related to accuracy of the LEO data and also that data were collected in 2018.
- 4.72 *OECD*: Data from the OECD Education at a Glance report 2021,<sup>98</sup> compares starting salaries, salaries after 15 years of service, and salaries at the 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 25 shows this information for Wales and England combined, Scotland and the OECD mean across the primary and upper secondary phases.

<sup>98</sup> OECD (2021), *Education at a Glance* <https://www.oecd-ilibrary.org/docserver/b35a14e5-en.pdf?expires=1641901602&id=id&accname=guest&checksum=238A606BA67F9F2D515443987179602D>

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**Table 25**  
**Salary progression for primary and upper secondary schools,**  
**OECD report, 2021 (USD)**

Region	Primary salaries (\$)			Upper secondary salaries (\$)		
	starting	after 15 years	top of scale	starting	after 15 years	top of scale
Wales and England	32,493	53,528	53,528	32,493	53,528	53,528
Scotland	41,133	51,627	51,627	41,133	51,627	51,627
OECD mean	34,942	48,025	58,072	37,811	51,917	63,028
% difference of Wales and England compared to the OECD mean	-7	11	-8	-14	3	-15

Source: OECD, Education at a Glance 2021

- 4.73 Table 25 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 4.66, data to inform the OECD 2021 study were collected in 2020.
- 4.74 Salaries at the top of the scale are also lower in Wales and England compared to the OECD average, being 8% and 15% lower for primary and secondary phases respectively.
- 4.75 The data also suggest that pay progression (excluding allowances) 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, compared with the OECD average.

## Chapter 5 – Overview of evidence

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Chapter 5 summarises evidence provided to the IWPRB from consultees, via written submissions and oral evidence, in order to provide evidence against the matters arising from Parts A and B of the Minister for Education and Welsh Language's remit letter.

### MATTERS FOR RECOMMENDATION

#### Part A considerations

- 5.1 Part A of the Minister's remit letter asked the IWPRB to consider a multi-year approach, for implementation from September 2022 and September 2023. The remit letter asked the IWPRB to consider what adjustments should be made to salary and allowance ranges, and the case for further statutory guidance within the STPC(W)D. The views of the Welsh Government and consultees on these matters are given below.

#### Economic context and public sector finance

##### *The Welsh Government's views*

- 5.2 The Minister's covering letter stated that since the 2022-2023 budget plans, inflation had risen to 5.4% and that according to the OBR forecasts, the current high rate of inflation was predicted to be temporary and to drop down to the 2% target by the middle of 2023. No additional funding had been provided to the Welsh Government to reflect these pressures, and any consideration of pay awards needed to be seen in this context, and that any increases would need to come from within existing local authority budgets.
- 5.3 In view of the Westminster Government's commitment to increase the starting salaries for teachers to £30,000 within two years, the Minister commented that "It may be necessary to consider differentiated rises to ensure that any overall increase to the teachers' pay bill in Wales is deliverable and does not place undue pressure on school and local authority budgets."
- 5.4 The Welsh Government noted that GDP posted a strong increase in Wales in the second quarter of 2021, "but probably less robust than the 5.4% increase in the UK" while "the near term outlook for the economy is poor." The evidence referred to the increase in NI contributions and to other pressures, so that "All told, earnings will be hit hard this year" and that "labour income will be down 2%." The BoE's forecast is that normal pay in the private sector will rise by close to 5%. It noted that labour market conditions have improved, and quoted the ISE's comment that we have "the tightest labour market in at least fifty years."
- 5.5 The Welsh Government explained that in terms of the local government revenue settlement, in 2022-2023 local authorities will receive £5.1 billion from the Welsh Government for core revenue funding and non-domestic rates, which equates to a 9.4% increase, or £437 million, on a like-for-like basis compared to 2021-2022.

Within this, the Revenue Support Grant (RSG) element of the settlement had increased by 10.2% on a like-for-like basis. Indicative Wales-level settlements for 2023-2024 and 2024-2025 are £5.3 billion and £5.4 billion respectively – equating to an uplift in the first year of £177 million (3.5%) and £128 million (2.4%) in the second year, of which the RSG increases were 4.8% and 2.4% respectively.

- 5.6 The Welsh Government stated that the 2022-2023 settlement includes funding for the costs arising from the 2022-2023 pay deal which fall within that settlement year, and that the Minister for Finance and Local Government was clear that she would not be making any further funding available in-year in recognition of the 2022-2023 teachers' pay deal, and that "authorities' budget planning must accommodate these costs in the light of this settlement."
- 5.7 The Welsh Government outlined the 2022-2023 local government settlement, and explained that it had modelled a number of scenarios regarding the potential cost of a 2022-2023 pay deal, ranging from 2.5% to 4%. The settlement equates to an uplift of around 8.8% in the amount of funding going through the schools' education element of the formula, although the settlement is unhypothecated. No additional funding was provided in the 2022-2023 settlement specifically for teachers' pensions.
- 5.8 The Welsh Government included the costs of two potential options for teachers' pay: a 4% increase from September 2022 and a 2.5% uplift from September 2023, to match the OBR projected overall average earnings forecast; and a 4% increase in both years "which may allow more flexibility if necessary following recommendations from the strategic review."

### **Consultees' views**

- 5.9 All consultees drew attention to the current situation regarding the historically high rates of inflation, and the prospects of higher rates caused by factors such as higher energy prices. Several consultees referred to a "cost of living crisis" which had been exacerbated by more recent international events. Consultees also pointed to the increase in national insurance rates and to tax changes which would reduce teachers' and leaders' take-home pay.
- 5.10 The NEU Cymru drew particular attention to the impact on young teachers of the marginal tax rates and student loan repayments, and said there was evidence of some young teachers opting out of the teachers' pension scheme. The NASUWT Cymru asserted that supply teachers were facing even more acute cost of living pressures. Consultees also drew attention to the position of most teachers in Wales being on the maximum of the UPR, and therefore being totally reliant on the pay award for any increase in take-home pay.
- 5.11 Several consultees provided statistical analysis of the real terms decrease in teachers' pay over the past decade. Depending on the base-year and other assumptions made in the calculations, the figures showed that there had been real terms decline of around 17% since 2010. For example, the NASUWT Cymru reported that real terms pay for teachers on the MPR was between 7.6% and 13.9% lower in 2021-2022 compared with RPI inflation since 2010; for those on



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the UPR, real terms pay was 19% lower; and headteachers' salaries were between 19.6% and 20.8% lower. Quoting TUC analysis, it stated that public sector pay had been subject to "the longest pay squeeze since the Napoleonic Wars."

- 5.12 Several consultees quoted from the Institute for Fiscal Studies (IFS) 2021 report,<sup>99</sup> that "unless salaries for more experienced teachers grow by 13% in cash terms over the next two years, they will still be lower in real terms than in 2007, which would still be a remarkable squeeze on pay over 16 years."
- 5.13 Some consultees compared the position of teachers and leaders with employees in the private sector. The NEU Cymru had commissioned a report from Incomes Data Research, which showed a private sector wage growth of 4.6%, compared to 2.6% in the public sector, on the total pay measure in the three months to January 2022. They added that "It is clear that the competitive position of teachers' pay continues to be damaged as pay grows in the wider economy, but teachers and school leaders continue to see their pay stagnate each month." The NAHT Cymru said that, in contrast to other OECD countries, statutory teachers' salaries in Wales had fallen by around 10% between 2007 and 2017.
- 5.14 Several consultees stated that RPI was the preferred measure of inflation, rather than CPI or CPIH, as it was more commonly used for pay negotiation purposes and more relevant to teachers' pay.
- 5.15 The teachers' and leaders' unions were unanimous that they wanted an undifferentiated pay award to all pay points and allowances, which recognised the real terms reduction in pay, the current inflationary pressures, and the contribution which teachers and leaders had made during the COVID-19 pandemic:
- The NASUWT Cymru called for an annual pay award of 12%, 10% and 8% for the three-year period 2022-2024
  - Community Cymru asked for a pay increase of 10% across the board
  - The NEU Cymru asked for pay increases of at least 9% in September 2022, followed by at least 8% in September 2023
  - UCAC wanted a minimum pay increase of 6.2% for the first year, in line with CPI
  - The NAHT Cymru called for a significant uplift across the board which was fully funded
  - ASCL Cymru wanted annual uplifts which at least kept pace with inflation, as measured by RPI
- 5.16 Several consultees raised the principle of 'no detriment' with teachers' pay awards in other parts of the UK. This was of particular concern regarding the proposed £30,000 starting salary for NQTs in England in relation to schools close to the border.

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<sup>99</sup> IFS (2021), *Review of School Spending in Wales* <https://gov.wales/sites/default/files/publications/2020-10/review-of-school-spending-in-wales.pdf>



- 5.17 While some consultees welcomed in principle a multi-year approach to a pay settlement as being helpful to local authorities and schools when setting their budgets, they expressed concern about the absence of a review mechanism in the current circumstances, in the event of unanticipated increases in inflation or other factors. Some consultees suggested conditions and contingencies which needed to be put in place before they could support a two-year pay award, and referenced previous arrangements. Whilst the WLGA preferred a fixed pay settlement, it accepted that the current economic situation warranted the “ability to flex within that sort of framework.”

### ITE

#### ***The Welsh Government’s views***

- 5.18 The Welsh Government outlined the steps taken to improve the numbers of ITE students. They pointed out that the “fledgling ITE system” included reforms to the professional standards, the new curriculum, student finance and regulatory changes in respect to the functions of the EWC.
- 5.19 Recruitment into the primary sector had increased since the previous year, but recruitment into the secondary sector remained challenging. Recruitment to part-time and salaried ITE had been buoyant, as these widened opportunities for those unable to commit to a full-time course and enabled those undertaking an ITE course to remain employed. There had been a welcome increase in Welsh-medium ITE students, but the Welsh Government acknowledged that this was less than it would wish.
- 5.20 The Welsh Government stated that it had set and maintained a requirement that ITE partnerships work towards ensuring that 30% of recruitment to all ITE programmes are student teachers learning to teach through the medium of Welsh. This year, it had introduced a 5% marker in ITE allocations for new entrants from Black, Asian and Minority Ethnic backgrounds.

#### ***Consultees’ views***

- 5.21 Many consultees pointed to the challenges of recruiting to ITE. ASCL Cymru stated that the target for the recruitment of new secondary school trainee teachers was missed in 2019-2020, hitting just 46% of the allocation, with the number of primary school trainees 12% below target in 2019-2020. It pointed out that annual targets were not increased to address the cumulative impact of the numbers missed year on year. ASCL Cymru believed that pre-pandemic figures suggested that “students [were] increasingly finding it more appealing to train in England than they are in Wales”, and that one reason for this might be “the higher value of the incentives that there have been at certain times in England.” It stated that “the situation is going to be quite different once we see the figures for the next couple of years.”
- 5.22 Community Cymru referred to the number of those entering and completing initial ITE and those continuing in the profession throughout their careers, which had

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significantly declined over the last 20 years. They pointed to research by the Nuffield Foundation (2018)<sup>100</sup> which illustrated the steady reduction of secondary school trainee teachers and the recruitment for primary ITE being below target in Wales. This was against a backdrop of an increasing pupil-teacher ratio.

- 5.23 The NAHT Cymru commented that there had been “no substantive or significant improvement” with teacher and school leader supply, including the quality of candidates entering the profession. It said that the overall number of qualified teachers had fallen, while at the same time pupil numbers had been increasing. “The teacher supply line remains fractured at all career stages: teaching attracts too few quality graduates, too many teachers leave within the first few years of service, too few teachers become middle leaders, too few seek leadership positions as deputies and assistants and even fewer wish to step up to headship.” The NASUWT Cymru made similar points, and stated their concern over the high number of teachers seeking to leave teaching altogether, the decline in the number of graduates seeking to train to be teachers and the substantial number of ITE places remaining unfilled.
- 5.24 The NAHT Cymru further pointed to the fact that newly qualified ITE graduates find it difficult to find a permanent position in Welsh schools. In 2019-2020 only 15% of NQTs were in permanent positions, others being in temporary posts or supply work. The NAHT Cymru supported the Welsh Government’s current NQT placement scheme, now extended till the end of the 2021-2022 academic year which saw over 400 NQTs start a three-month placement in schools. However, a minority of schools will be able to retain them after the Welsh Government’s funding ceases.
- 5.25 The NASUWT Cymru argued that teacher supply is entering a profoundly challenging period, and that urgent action needs to be taken. The NEU Cymru and the NASUWT Cymru stated that there had been increased numbers applying for teacher training places this year, but that this is due to the particular circumstances caused by the pandemic.
- 5.26 The NASUWT Cymru welcomed the Welsh Government’s recognition of the “leaky nature” of the pipeline from ITE into professional teaching practice, and its acknowledgement that more needs to be done to monitor ITE providers’ policy and practice.
- 5.27 Some consultees referred to the financial incentives to attract teachers on to ITE provision. ASCL Cymru referred to a recent white paper in England which focussed on bursaries, and the NASUWT Cymru noted a report by the National Audit Office covering England, which showed that the Westminster Government had not assessed the impact of bursaries on the number applying to be teachers, and noted that no such review had been conducted in Wales. It suggested that a conditional student loan forgiveness rebate scheme should be considered, under

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<sup>100</sup> Nuffield Foundation (2018), *The Effect of Retention and Turnover on the Teaching Workforce*.  
<https://www.nuffieldfoundation.org/project/the-effect-of-retention-and-turnover-on-the-teaching-workforce>

which new teachers would have their student loan reduced in return for staying on in teaching.

### Recruitment and retention

#### *The Welsh Government's views*

- 5.28 The Welsh Government commented that the overall recruitment picture had not changed significantly over recent years, and that there was little evidence for concern over retention in Wales, although it was aware of anecdotal evidence that there are pockets of difficulty in recruiting to certain secondary subjects in some geographical locations across Wales, as well as with certain Welsh-medium subject provision.
- 5.29 It noted that in the calendar year 2020, there were an average of 19.0 applications per post in primary schools for English-medium posts and 8.3 for Welsh-medium posts. There were 8.7 applications per post in secondary and middle schools for English-medium posts, while Welsh-medium posts attracted an average of 2.8 applications. Since 2016, the number of applications per post in primary schools had increased. In secondary and middle schools, the number of applications fell between 2016 and 2019. In 2020 there was an increase in the number of average applications, although this coincided with a decrease in the number of posts advertised.
- 5.30 The Welsh Government also pointed out that between 2016 and 2020 there had been an overall decrease (26.3%) in the number of English-medium and Welsh-medium posts (29.2%) advertised.
- 5.31 The average number of applications for headships without teaching decreased from 34.0 in 2019 to 3.5 in 2020. The Welsh Government pointed out that anyone wishing to be considered for headteacher posts must have achieved the National Professional Qualification for Headship (NPQH). In 2020, during the COVID-19 outbreak, an assessment only entry was offered, with 60 successful candidates achieving their NPQH and 139 candidates completing an on-line programme.
- 5.32 The Welsh Government noted that the proportion of teachers leaving the profession had decreased, falling from a high of 3.1% in 2016-2017 to 2.4% in 2019-2020. The latest data available, which are for 2020-2021, showed that the proportion of leavers had decreased further to 1.6%.
- 5.33 The greatest proportion of teachers leaving the profession were those with 0-5 years' experience, accounting for 18% of leavers. The smallest proportion of leavers were those with 31 or more years' experience (11.8%). This analysis allowed for annual fluctuations in the patterns.

#### *Consultees' views*

- 5.34 Most consultees referred to concerns regarding teacher and leader supply. Some consultees referred to the situation being exacerbated by the current

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shortage of supply teachers who were needed to fill temporary vacancies in schools. In addition, the NAHT Cymru had collected evidence from its members showing that schools expected an exodus of teachers and leaders once the pandemic is ended.

- 5.35 The NASUWT Cymru described the Welsh Government position as being “reflective of a complacent approach to teachers’ supply policy.” It pointed to the significant number of teachers leaving the profession. Of 1,424 teachers gaining QTS in 2013, only 826 (58%) were still employed in the state-funded education sector in 2019. It highlighted the issue of later-stage career teachers, with 30% of those leaving the profession in 2020 having between 11 and 20 years’ experience.
- 5.36 The NEU Cymru pointed to a 2020 NFER report,<sup>101</sup> which concluded that there was a teacher recruitment and retention crisis in Welsh schools, and said that the issue had been highlighted by the IWPRB in its previous reports, and continued to exist. It was important that the teaching profession was seen as a rewarding career which individuals wanted to join. The union also highlighted a PLASC report<sup>102</sup> showing that in 2020, less than half of teachers who left the profession did so as a result of retirement.
- 5.37 The NASUWT Cymru and Community Cymru raised concern about the number of teachers teaching subjects in areas which are not their first specialism, particularly in STEM subjects and Welsh.
- 5.38 ASCL Cymru noted that the number of applications per post for schools increased in the calendar year 2020, compared with 2019. However, PLASC data showed that there was a decline in the percentage of primary school vacancies filled during 2020 compared with 2019 – a drop from 93.7% to 88.6% - while there was an increase in vacancies filled in secondary schools from 89.9% to 92.2%. PLASC data also showed there was a downward trend overall.
- 5.39 Some consultees referenced recruitment to Welsh-medium provision. ASCL Cymru pointed out that the situation for Welsh-medium vacancies continued to deteriorate, with just 5.2 applications per post in the calendar year 2020, down from 5.4 in 2019. The 2020 EWC policy analysis<sup>103</sup> showed that recruitment is more challenging not only in Welsh-medium but also in STEM subjects, rural schools and leadership roles (especially in Welsh-medium, rural and faith schools).

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<sup>101</sup> NFER (2020), *Teacher Labour Market in Wales Annual Report 2020* <https://www.nfer.ac.uk/teacher-labour-market-in-wales-annual-report-2020/>

<sup>102</sup> PLASC, Welsh Government, *Teacher retention: combined years of experience of teachers who left the profession by subject and destination* <https://stats.wales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherretentioncombinedyears-by-subject-destination>

<sup>103</sup> EWC Policy briefing (2020), *Teacher recruitment and retention in Wales* <https://www.ewc.wales/site/index.php/en/documents/research-and-statistics/briefings/2633-briff-polisi-2020-pdf-dwyieithog-policy-briefing-2020-bilingual-pdf/file.html>

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- 5.40 The NAHT Cymru stated that the numbers applying for headteacher or deputy headteacher roles in Wales had fallen steadily since 2014. It argued that cuts in the real value of leaders' pay since 2010, as well as high levels of responsibility, had deterred individuals from applying for these posts. It drew attention to the erosion in value of the minimum salary for the LGPR and the maximum salary for the UPR since 2010.
- 5.41 Community Cymru believed that members were discouraged from progressing into headteacher and deputy headteacher posts because of the workload and impact on work-life balance.
- 5.42 Community Cymru and the NEU Cymru acknowledged that, although pay is an important factor in retention, there are a number of other factors at play such as wellbeing, workload, and career progression. Community Cymru concluded, that "workload is the key work-related factor determining teachers' wellbeing." It also drew attention to the importance of high quality Continuing Professional Development (CPD) in supporting teachers' career progression and well-being and improving retention.
- 5.43 ASCL Cymru referred to its members' survey in 2021, which showed that 30% of respondents from Wales were considering early retirement or a role outside education. Around half stated their workload was not manageable.
- 5.44 On a similar theme, Community Cymru quoted from the Education Support Partnership Teacher Wellbeing Index<sup>104</sup> Warwick-Edinburgh scale score, which in 2021 showed that 72% of teachers in Wales described themselves as stressed and 35% reported that they worked 51+ hours a week. Community Cymru believed strongly that the "accountability culture" endemic throughout the education sector had to change, and referred to the work of a Welsh Government stakeholder group looking at reducing bureaucracy.
- 5.45 The NASUWT Cymru suggested a range of non-pay entitlements for those teachers who stay in the classroom, such as increasing planning, preparation and assessment (PPA) time, and giving experienced teachers time to mentor new teachers. Teachers should not have to take on additional leadership responsibilities and reduce their teaching in order to access higher salaries.
- 5.46 The NASUWT Cymru stated that around a quarter of the current workforce is aged 50 or over, and as a result, age retirements are likely to continue to put pressure on the sufficiency of the pool of active teachers. It also noted that almost a third of those leaving teaching in 2019 did so by accessing actuarially reduced pensions. It quoted a UK Office of Manpower Economics report on teacher retention<sup>105</sup> which stated that potential entrants into teaching were

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<sup>104</sup> Education Support, *Teacher Wellbeing Index 2021*

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

<sup>105</sup> OME (2021), *Understanding Teacher Retention*

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/958634/Understanding\\_Teacher\\_Retention\\_Report\\_by\\_RAND-February\\_2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/958634/Understanding_Teacher_Retention_Report_by_RAND-February_2021.pdf)



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influenced by the pay opportunities later in their careers. More experienced teachers were likely to be particularly sensitive to changes in pay.

- 5.47 The WLGA gave examples from three authorities where there were recruitment issues. More headteachers than usual had taken early retirement and there was difficulty in replacing them. It suggested that the current small cohort of potential leaders meant that authorities were “all fishing in the same pond”, whilst they trained others.

### **The case for further statutory guidance within the STPC(W)D, with specific reference to statutory guidance previously provided in the STPCD (England and Wales) prior to 2012**

#### ***The Welsh Government's views***

- 5.48 The Welsh Government acknowledged that specific aspects of the current STPC(W)D needed to be updated to reflect new legislation such as the ALNET (Wales) Act.

#### ***Consultees' views***

- 5.49 ASCL Cymru were broadly supportive of changes to the STPC(W)D, but valued the flexibilities offered in the current version, and would not wish any flexibilities to be replaced by statutory guidance. It believed that much of the content for the STPCD 2012 is now irrelevant or out-of-date and that all consultees need to be involved in the review of the STPC(W)D through the mechanism of the Pay Partnership Forum (PPF).
- 5.50 The NAHT Cymru considered that section 3 of the STPC(W)D gives too much freedom for local interpretation and that the document needs to be more explicit, to avoid misinterpretation. It noted that governors need “significant training specifically on pay, how to determine leadership pay, deal with requests for more pay, etc. This would ensure that governors remain impartial and guard against the LA instructing them what to do, because that is going against the spirit of independent governing bodies.” It stated that the task of rewriting the STPC(W)D should involve all stakeholders, including local authorities and governing bodies.
- 5.51 The NEU Cymru supported the need for further guidance in the STPC(W)D over the handling of processes arising from the ALNET (Wales) Act. It also wished for greater clarity over working time provisions and the workload from non-contact tasks such as administration, teacher cover and examination invigilation. The importance of training for governing bodies on their implementation of the STPC(W)D was also raised by the NEU Cymru.
- 5.52 The NASUWT Cymru agreed that the current STPC(W)D needed to be updated and offer further guidance, especially with regard to working-time provisions, workload and the awarding of allowances such as TLR payments. The NASUWT

Cymru provided suggested amendments in the form of a separate annex to their evidence. It proposed that the relevant text in Part 4 of the STPCD 2012 be restored and merged into Part 3 of the STPC(W)D. Part 4 of the STPCD 2012 covered issues such as administrative and clerical tasks, PPA time, cover supervision and its management, staff absence definition and management of staff absence, leadership and management time and school calendars and it proposed that the PPF is an appropriate mechanism to carry out the review task.

- 5.53 Community Cymru and UCAC were supportive of proposed changes to the STPC(W)D, and believed this should be led by the Welsh Government, and with the full involvement of all stakeholders in agreeing to the final document.
- 5.54 The WLGA recognised the need for a simpler, clearer STPC(W)D, and raised the benefits of a single national pay policy as a means of ensuring greater compliance with the intent of the document. It proposed the use of the WLGA HRD education group to develop the policy and the Schools Social Partnership Forum as the review mechanism, with the full involvement of all stakeholders.
- 5.55 The diocesan authorities agreed with the need for an updated and simpler STPC(W)D which has greater clarity. They pointed out that they needed to be involved in the rewriting of the STPC(W)D, due to their different legal and contractual position as employers, compared with local authorities.

## PART B CONSIDERATIONS

- 5.56 The Minister's remit letter sets out a number of short and/or medium-term amendments to remedy particular items of concern, with specific consideration of recommendations five and seven of the IWPRB's third report. The views of the Welsh Government and consultees on these matters are given below.

### TLRs

#### ***The Welsh Government's views***

- 5.57 The Welsh Government suggested that as the roles and responsibilities for each TLR may vary significantly, then "TLR allowances may be better assessed on a case by case basis at the discretion of those at school level." Furthermore, "As there is very little evidence on the impact of the pro-rata principle on part-time workers, the Welsh Government consider it would be of benefit to explore how TLRs are used in practice, whilst also considering the impact in terms of ensuring equality of the provision of TLRs for both part-time and full-time teachers before any decision is made on whether to remove and/or amend the pro-rata principle."

### **Consultees' views**

- 5.58 Nearly all consultees supported removal of the pro-rata principle within the STPC(W)D, so that part-time teachers could receive full-time TLR1 and TLR2 allowances. They pointed to the potentially discriminatory and unfair nature of the current arrangements, and provided statistical evidence in terms of the gender of those teachers in receipt of TLRs, and the discrepancy between the number of full-time and part-time teachers holding TLRs.
- 5.59 The NASUWT Cymru described the pro-rata principle as a “barrier” to part-time teachers holding TLR allowances, and that “the job descriptions of any such TLRs would be reduced by the same principle – the TLR posts would be so diminished or altered that they would no longer meet the criteria.” It stated that there was “no evidence that schools are adopting job-share arrangements for posts”, such as pastoral arrangements, which required a full-time commitment. It believed that it should be the individual teacher’s choice as to whether they wish to take on the whole duties and responsibilities of the TLR, and provided suggested wording for a change in the STPC(W)D. UCAC stated that the accountability for the additional responsibilities of a TLR were full-time, regardless of whether the postholder was full or part-time.
- 5.60 The NEU Cymru believed that in cases where a part-time teacher undertook the full additional responsibilities of the TLR, then contractual working time should be adjusted so that it reflected the additional time spent undertaking those additional responsibilities, and the full additional payment be awarded without any pro-rata adjustment. It stated that formal job share arrangements should be established where two part-time teachers share the duties of a post of additional responsibility.
- 5.61 The NAHT Cymru asked that the full TLR allowances be made applicable to part-time members of staff, and that schools should use their own discretion in making awards, describing the current arrangements as “outdated”. UCAC was concerned that the opportunity to allow schools discretion may lead to inconsistencies in teachers’ pay and conditions across Wales. It added “We are seeing a number of teachers applying for reduced hours and flexible hours following maternity leave. We consider that pro-rata TLR payments make them less willing to apply for responsibility as they are aware and cautious of the workload that will undermine their decision to work part-time.” Community Cymru believed that “the percentage award for a TLR should be determined on the question of whether the teacher, part-time or full-time, is carrying out the full remit of the responsibilities awarded and that the stipulation 40.1 [in the STPC(W)D] should reflect that.”
- 5.62 ASCL Cymru stated that the flexibilities offered by the current arrangements should remain, and was concerned that if part-time staff were awarded a full-time TLR allowance, there would be an expectation for them to carry out that work on the days they were not contracted. It believed that further flexibility could be incorporated into the STPC(W)D, by allowing job shares for TLRs, as the current arrangements could be a barrier to part-time staff being able to apply for a job-share on a TLR1 or TLR2 post.



### ALNCos

#### ***The Welsh Government's views***

- 5.63 The Welsh Government noted that, in many cases, the new ALNCo role would be a non-classroom-based position, and that previously held SENCo roles will be designated ALNCos. It also stated that “there appears to be no compelling evidence to suggest that a new separate pay scale is required under the ALN system.” However, it noted that the ALNCo role was a new role and may evolve during the implementation period of the Act.

#### ***Consultees' views***

- 5.64 Consultees noted that current remuneration for an ALNCo varied across educational settings. Most consultees proposed that ALNCos were either placed on the LGPR or were remunerated by the means of a TLR, and were awarded sufficient time to carry out their duties.
- 5.65 UCAC, referring to a survey of their members, stated that remuneration arrangements were inconsistent, and that “for reasons of equity and equality a clear framework for recognising the responsibilities of this vital statutory role” is needed. It believed that as the ALNCo was now a statutory role, it should be named in the STPC(W)D, and that provisions relating to pay and non-contact time should be made, acknowledging that its criteria were different from those applicable to an ALN allowance. It favoured the ALNCo be placed on the LGPR, and advocated the consideration of a minimum non-contact time allocation for the role.
- 5.66 Similarly, the NASUWT Cymru referred to a survey of its members, and stated that, of teachers who responded to their survey:<sup>106</sup>
- 84% of teachers' workload had increased because of ALN reforms
  - 94% of ALNCos have timetabled teaching commitments
  - 42% of ALNCos stated they had more than 21 hours of teaching commitment.
- 5.67 The NASUWT Cymru maintained that the expectations within the ALN Code should result in ALNCos being recognised by the award of a higher level TLR, a leading practitioner position, or a position remunerated on the leadership pay spine, which “recognises and reflects their strategic responsibilities.” It also suggested that adequate time must be provided to ALNCos, in order for them to properly carry out their duties.
- 5.68 The NEU Cymru's survey of its members in Wales indicated that 16% did not receive any allowance or additional payment for undertaking the role of ALNCo.

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<sup>106</sup> NASUWT (April 2018,) *Special Educational Needs (SEN), Additional Learning Needs (ALN) and Additional Support Needs (ASN): Survey report* <https://www.nasuwt.org.uk/static/uploaded/843fe4e0-fb73-408f-b2d69e1c48a95dfe.pdf>

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Generally, it advocated that the ALNCo should be on the LGPR, but this would be dependent on the circumstances of individual schools.

- 5.69 ASCL Cymru noted that the ALNET (Wales) Act made it clear that this is a strategic role and therefore implies that its remuneration should be “more akin to the LGPR or a TLR1”. It believed that guidance and criteria for this role needed to be included in the STPC(W)D. The NAHT Cymru stated that the current SEN allowance is “in no way a reflection of the role and responsibility of the new ALNCo role” and it called for a national model to remunerate ALNCos, either through a pay scale or set allowances, to reflect the accountability and statutory responsibilities of the role.
- 5.70 Community Cymru recommended that the ALNCo role be fully integrated into the senior leadership team as part of that statutory scale. The diocesan authorities acknowledged the significant responsibilities of the role, but also noted that flexibility needed to be applied to its remuneration owing to the differing circumstances of schools.
- 5.71 The NAHT Cymru stated that, in their members’ schools, only 25% of ALNCos were non-classroom-based members of staff; and that 79% of the NAHT Cymru members in Wales felt that one of the key barriers to becoming an ALNCo was the lack of time to perform the role alongside other duties. Three quarters of its members felt that the mechanism for paying ALNCos was too low. However, it also noted that it had previously stated that the role was unaffordable for many schools in Wales.
- 5.72 The NAHT Cymru suggested that a task and finish group should be established to look at issues raised, and to agree a mechanism ahead of the 2023-2024 STPC(W)D being developed.
- 5.73 The WLGA believed that the remuneration of an ALNCo should be under the remit of the TLR scales.

## Pay scales

### ***The Welsh Government’s views***

- 5.74 The Welsh Government stated that proposed changes to any pay scale within the existing structure should be considered as part of the wider strategic review of all elements of the pay structure, including LGPR, UPR, MPR and Leading Practitioner. It also stated that “the bilingual nature of the school system in Wales and the need to ensure sufficient recruitment and retention of Welsh-medium practitioners”, will need to be considered as part of the review.
- 5.75 The Welsh Government’s research suggested that pay is not a key driver for teachers, and that a national pay and conditions framework could provide a degree of flexibility to both recognise and reward effective teaching and leadership, but that this should be “within a national system of pay and

conditions” in order to be “more transparent, impartial and fairer for all staff wherever they teach.”

### **Consultees’ views**

- 5.76 All consultees welcomed a wider strategic review of pay and conditions, with the NASUWT Cymru, UCAC, Community Cymru, the diocesan authorities and the WLGA arguing for the merging of the UPR and MPR scales.
- 5.77 The NASUWT Cymru advocated the adoption of a six-point classroom teacher pay scale, with the same maximum and minimum as set out in the current MPR and UPR pay ranges. It noted the narrowing of the pay differential between M6 and UPR1, and requested the establishment of evenly distributed cash-value gaps between pay points on a single six-point classroom teacher pay scale.
- 5.78 UCAC stated that combining the scales could be key to strengthening the pay structure, and would provide a “clear and unequivocal overview of the pay trajectory available to a teacher from career entry and could act as a tool to attract individuals into the profession.” It drew attention to some schools rejecting requests to “cross the threshold” to the UPR or avoiding making decisions on the issue. It recognised, however, the need for a financial incentive for those wishing to move into a leadership position.
- 5.79 Community Cymru argued that there was a lack of clarity in how to progress to the UPR and that teachers on the UPR often take on extra management tasks beyond the teacher role, without extra compensation.
- 5.80 Neither ASCL Cymru or the NAHT Cymru supported a move towards a single scale. ASCL Cymru argued that any changes to the structure of the framework should be considered together, as part of the overall strategic review of pay and conditions. The NAHT Cymru believed that a concurrent review is needed of the MPR, UPR and LPR, because “pay in the teaching profession needs to support the career continuum.” The NAHT Cymru believed that the merging of pay scales would undermine leaders’ salaries and could worsen leadership supply as it would erode differentials, especially in small schools.
- 5.81 The WLGA would advocate the removal of the UPR with the MPR moving to a range of M1-M8 with an automatic annual progression (unless the teacher is subject to formal capability). This will also remove the workload associated with this process for teachers, leaders and council staff.

### Consideration of leadership group pay scales

#### ***The Welsh Government's views***

- 5.82 The Welsh Government stated that there is a need to look at the relevance of the existing leadership pay structure to the school system in Wales. Such consideration will need to be wide ranging, and include the size and distribution of schools along with associated links with group pay ranges, workload, and responsibility.

#### ***Consultees' views***

- 5.83 The NAHT Cymru drew attention to the narrowing gap between UPR teachers and leaders, especially if TLRs are also factored in. It believed that more should be done to protect leadership pay, to widen the gap between leaders and teachers “in light of the significant additional responsibility they [leaders] hold”, and that “guidance on this issue should be made available to governing bodies when they make decisions on pay.” It was the NAHT Cymru’s view that this issue is compounding the problem of leadership recruitment and retention.
- 5.84 ASCL Cymru pointed out that since the onset of the pandemic, “the pressure, additional accountability and responsibility on headteachers have been phenomenal.” This, along with the erosion of pay since 2010 and differentiated pay awards, does not make teachers and leaders aspire to move into headship roles. It stated that there is little incentive to move into other positions with more responsibility for “what is now very little additional remuneration.” Where the move is on to the LGPR, this is coupled with giving up the protections of directed time and the contracted 195 days/1,265 hours per year.
- 5.85 ASCL Cymru pointed out that currently a teacher on UP3 with a TLR1 allowance could be earning more than a headteacher, and there was then little incentive to take on a leadership post.
- 5.86 The NAHT Cymru and the NASUWT Cymru proposed governing bodies use a seven-point individual pay range for the headteacher; and a five-point individual pay range for deputy and assistant headteachers, similar to those included in the STPCD 2012 and in some pay policies. The WLGA felt that this would provide a clearer framework for the pay of headteachers. However, the NAHT Cymru was “wary of the impact this has, particularly in small schools” as it affected differentials
- 5.87 The NASUWT Cymru noted that automatic annual progression on leadership pay scales could have an “unintended inflationary impact on headteachers’ pay.” The current provisions of the STPC(W)D do not stipulate the number of scale points in a headteacher’s, deputy headteacher’s or assistant headteacher’s range. The NASUWT Cymru maintained that leadership pay should be determined within the context of an Individual School Range for all leadership posts.
- 5.88 UCAC noted that the STPC(W)D permits some flexibility in headteachers' pay scales and called for a clear formula in terms of awarding headteachers' salaries

based on school size and expectations of the headteacher, including workload. It supported an examination of the workload associated with the expectations of leadership roles.

- 5.89 Community Cymru believed that leadership scales were fit for purpose, and do not need to be amended. It suggested further research into the optimum gap between the top of the UPR and bottom of the LGPR to “stimulate the move from experienced teacher to leader and ensure a continuous pipeline in supply”, but that any recommendations on such an adjustment should only be made with “due research identifying optimum drivers, bearing in mind the impact this may have on smaller schools.”

### Consideration of a specific pay scale for remuneration of headteachers with responsibility for more than one school

#### ***Consultees’ views***

- 5.90 In determining how to pay leaders in this situation, the NAHT Cymru, UCAC and Community Cymru believed that a formula should be considered consisting of pupil numbers, complexity and challenge that is associated with being accountable for multiple schools, the number of school sites and issues relating to the level of improvement needed. The NAHT Cymru advocated further research on the matter.
- 5.91 However, ASCL Cymru stated there were relatively few of these roles in Wales and described it as a “marginal issue”. It believed that the current provisions of the STPC(W)D offered sufficient flexibility and provision to remunerate these roles appropriately, and saw no evidence to suggest a separate pay scale being created for these roles. It believed that a separate pay scale may be more restrictive than the current flexibilities contained in the STPC(W)D.
- 5.92 UCAC stated that “no headteacher position responsible for more than one school is similar to that of another”, and that “there can be a permanent contract, a fixed-term interim contract or an ad hoc interim contract in place.” It stated that “Geographical factors and the number of sites affected every headteacher's conditions differently.” Similarly, there were “variations in responsibilities over different ages and accountability for governing bodies.”
- 5.93 The NAHT Cymru stated that “the current STPC(W)D does not provide any guidance for schools on how to calculate the pay of school leaders who are responsible for more than one school or leadership positions in newly created all-age or through schools from the headteacher through to head of school or head of phase.” This means that there is “no clear path for governing bodies to follow, which has led to huge inequity across Wales.”
- 5.94 The NAHT Cymru reported having members who are not paid within the 25% discretionary uplift to the LGPR for taking on the responsibility of another school.

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Instead, they had “the proposal presented to them as a ‘development opportunity’ or a way to ‘progress’ with a local authority if they stepped in to help.”

- 5.95 Similarly, 72% of the NAHT Cymru members in Wales would support an executive headteacher pay scale. It called for the IWPRB to recommend a model for the calculation of pay for headteachers responsible for more than one school, and all leadership positions in all-age schools.
- 5.96 The WLGA did not see a need to change the current arrangements.

### Requirement for allowance ranges to be replaced by set scales

#### ***Consultees’ views***

- 5.97 On the issue of the current ranges for TLR allowances being replaced by set scales, the NAHT Cymru, UCAC and Community Cymru supported set scales in principle, in order to bring greater consistency, clarity and transparency to the current arrangements.
- 5.98 The NAHT Cymru stated that one of the challenges of ranges is that there is “not enough clear guidance on how to make a determination, [which] can lead to wide variation between settings and in turn has an impact on recruitment and retention.”
- 5.99 UCAC argued for a simple three-point scale – minimum, middle and maximum. It believed that the definition of the level of responsibility that corresponds to TLR1 and TLR2 needs to be considered anew, but that any description should be brief and clear.
- 5.100 The NASUWT Cymru had previously indicated that “there could be some merit to having set scales for allowances, rather than ranges with the minima and maxima.” It believed that this could help to create a “coherent national teachers’ pay framework and support teachers’ career progression across the school system in Wales.” However, it noted that thorough research into current remuneration and duties within the framework of TLR allowances in Wales was needed before consideration be given to any reform in this area.
- 5.101 ASCL Cymru believed that it was important to retain the flexibilities offered by the current structure, and could not support any move to a national fixed scale for TLRs. It stated that the current TLR arrangements were working effectively. It believed that a fixed scale would increase recruitment challenges reported for rural schools, and Welsh-medium schools, as they would lose the flexibilities and be bound by TLR rates that they were unable to afford to offer. ASCL Cymru believed that current TLR arrangements could be improved so as to be less restrictive, to allow for combining several responsibilities.

### Impact of any changes on other teacher and/or leadership group pay scales

#### ***Views of consultees***

- 5.102 ASCL Cymru drew attention to the narrowing differences between the maxima of the MPR and the minima of the UPR and between the maximum of the UPR and the minimum of the LGPR, demonstrating the impact that changes made in isolation to one pay range can have on others.
- 5.103 UCAC did not anticipate that there would be any real impact arising from introducing the changes to pay scales that they had described. It believed that having a single pay scale for teachers would have a positive impact.



## Chapter 6 – Conclusions and recommendations

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### Matters for recommendation

#### Part A – Multi-year approach

##### National pay scale levels from 2022

- 6.1 In our third report, we commented on the unprecedented nature of the previous 15 months, due to the impact of COVID-19 and its significant effects on health, education, economies and public spending worldwide. We noted that, at that time, there were major uncertainties around the speed of recovery and the longer-term consequences which the pandemic had created.
- 6.2 The last 12 months have also been unprecedented in living memory, albeit for different reasons. The effects of the COVID-19 crisis continue to be felt at an individual, school, community and national level. The rapid increase in inflationary pressures within the UK, largely due to rising energy prices, are beginning to affect families' living standards. Russia's invasion of Ukraine has intensified global inflationary pressures and has led to a material deterioration in the outlook for world and UK growth.
- 6.3 As a consequence of these factors, the outlook for the economy and public expenditure has become increasingly uncertain, and economic forecasts have been revised substantially as 2022 has progressed. The IWPRB is aware that there are likely to be further revisions in forecasts between the time of writing this fourth report in early May and the time of publication. We have used the most up-to-date information available to us, but this cannot account for any future economic shocks.
- 6.4 In our third report, we noted that the situation with COVID-19 had, to some extent, reversed previous long-term trends in the supply and demand for teachers and leaders. There had been an increase in students recruited to ITE courses, retention rates in both the primary and secondary school sectors had remained stable, and vacancy rates had fallen. We commented that it was less certain whether these, largely positive, trends would continue when the economy recovered and the labour market became more competitive.
- 6.5 At the time of writing, we do not have UCAS or other recruitment and vacancy data. However, it is our impression from the consultees' and other evidence, that the positive factors during the COVID-19 period were largely temporary, and that the longer-term trends have been resumed. In particular, we note that demand for graduates in the general economy has increased during 2021 and 2022 and that graduate salaries have risen as a consequence. We also received evidence that higher proportions of experienced teachers and leaders were leaving or considering leaving the profession as a result of the stress and workload created by the COVID-19 crisis, and concerns were expressed about the ability of schools to replace them, especially in the existing shortage areas.



## Chapter 6 – Conclusions and recommendations

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- 6.6 Our broad conclusion, therefore, and based on the information available to us, is that there is no room for complacency, and that the situation regarding the teacher and leader labour market will need to be monitored closely in coming months and years as continuing pressures from the economic position take a tighter hold.
- 6.7 Inevitably, attention has focussed this year on inflation and the cost of living. We have noted that the initial economic forecast figures have been downgraded, and the inflation figures have been revised upwards as the effects of the increase in energy prices and the conflict in Ukraine are emerging
- 6.8 At the time of writing, the rate of CPI inflation was 7% and RPI inflation 9%.
- 6.9 In its May 2022 Monetary Policy Report, the BoE forecast an annual CPI inflation rate at Q4 of 10.25% in 2022, 3.5% in 2023, and 1.5% in 2024.
- 6.10 For the same period, the BoE forecast average weekly earnings growth (total pay) of 5.75% in 2022, 4.75% in 2023 and 2.75% in 2024. These projections include private and public sector earnings.
- 6.11 The teachers' and leaders' unions were unanimous that there should be an undifferentiated pay award. The IWPRB notes that for the 2019-2020 pay round, the Minister accepted our recommendation to increase the starting salary by 5%, followed by the removal of the first point in the MPR, which had the effect of increasing starting salaries of teachers in Wales. As a result of that decision, and subsequent pay awards, the starting salary of teachers in Wales has increased by 15.9% from £23,720 to £27,491 since 2019, and is now higher than England's starting salary of £25,714.
- 6.12 In the light of the evidence we have received, the context of the extraordinary circumstances in which the profession has been working, and the current economic pressures, the IWPRB considers that this year, an undifferentiated award is appropriate, and does not believe that there is a case for increasing one pay range more than another.
- 6.13 We acknowledge, as we did in our third report, that the median salary of teachers and leaders is broadly in line with other similar professions in Wales, and we have sought to maintain the competitive position of teachers' and leaders' salaries for all pay ranges. We are particularly mindful of teachers in their mid-career, who wish to remain in the classroom. Nearly 73% of classroom teachers are paid on the UPR, with the majority of these (57%) paid on the maximum of the range (UP3) and therefore their salaries have plateaued unless they take on leadership responsibilities.
- 6.14 We note that this is a period of high inflation and economic turbulence. In reaching our recommendations, we have taken account of all the considerations in our remit, including the current and forecast position on inflation, recruitment and retention data, and wider economic and labour market conditions, including the public sector financial context. We have also taken account of the impact of the pay award on the full pay ranges of teachers and leaders.

## Chapter 6 – Conclusions and recommendations

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### **RECOMMENDATION 1**

We recommend to the Welsh Government that all statutory scale points on all pay scales, and all allowances, are increased by 5% for 2022-2023.

- 6.15 In his letter to the IWPRB accompanying the Welsh Government's evidence, the Minister for Education and Welsh Language asked the IWPRB to "undertake a multi-year approach ... to allow sufficient capacity for a full strategic review to be undertaken." Again, we have examined all the factors included in our remit.
- 6.16 Most consultees requested a review mechanism for the pay award for the second year in the event of significant further changes in the economy, the labour market, and inflation, compared with current forecasts. The IWBRB agrees that this would be a sensible precaution.

### **RECOMMENDATION 2**

We recommend to the Welsh Government that all statutory scale points on all pay scales, and all allowances, are increased by 3.5% for 2023-2024. This figure should be kept under review and revisited if there is a significant change in economic conditions compared with the current forecasts.

- 6.17 The Welsh Government evidence drew attention to the proposal in England to increase the minimum of the MPR to £30,000 outside of the London pay areas by 2023-2024. Implementation of recommendations one and two above would result in the minimum of the MPR in Wales (M2) being £29,877. Whilst not advocating differentiated increases for 2022-2023, the IWPRB believes that for 2023-2024 there is a case for matching the minimum proposed in England, in order to negate any cross-border incentives for NQTs.

### **RECOMMENDATION 3**

We recommend to the Welsh Government that the minimum of the MPR (M2) pay point is increased to £30,000 for 2023-2024.

- 6.18 The cost of these recommendations is estimated at £74,609,473 for 2022-2023 and £54,939,996 for 2023-2024.

### **The case for further statutory guidance within the STPC(W)D, with specific reference to statutory guidance previously provided in the STPCD (England and Wales) prior to 2012**

- 6.19 The STPCD 2018 was the last guidance to apply both to England and Wales. Since then, devolution of teachers' and leaders' pay and conditions to Wales has allowed the Welsh Government to develop its own STPC(W)D.
- 6.20 The Welsh Government acknowledged that specific aspects of the current STPC(W)D need to be updated to reflect new legislation such as the ALNET (Wales) Act, as well as to provide further clarification, such as a definition of executive headteachers.
- 6.21 All other consultees are broadly supportive of the need for the STPC(W)D to be updated, to bring it in line with recent legislation and the Welsh Government's education policies.
- 6.22 A few consultees raised concerns over the Welsh Government's implementation of the recommendations made in our third report and the subsequent amendments to the STPC(W)D, in particular regarding pay portability, progression on the UPR, and performance-related pay. Whilst substantive sections of the document have been amended, there are related clauses in the document that have not been addressed, which could lead to misinterpretation.
- 6.23 Consultees expressed concerns over the current complexity of the STPC(W)D, which in some cases could result in inconsistency in its implementation. Such examples include determining allowance awards, the pay levels of headteachers of all-age schools, acting headteachers and executive headteachers.
- 6.24 Some consultees also referred to the need to have appropriate training for relevant bodies to ensure they have the confidence and skills to apply the document accurately and consistently.
- 6.25 Significant changes to the STPCD were made in 2013. Because of this, many consultees requested that elements of the STPCD 2012 be included and updated in future versions of the STPC(W)D, to provide far greater clarity over such matters as working-time provisions and workload arising from non-contact tasks such as administrative and clerical tasks, PPA time, cover supervision and its management, examination invigilation, staff absence definition and management of staff absence, leadership and management time and the provision of school calendars.
- 6.26 Consultees considered that the most appropriate mechanism for updating, clarifying and adding new or further guidance would be through the Welsh Government working in partnership with stakeholders, to reach agreement on the form and wording of future STPC(W)D documents. Some consultees proposed that the stakeholders should include existing members of the PPF, together with representation from relevant bodies.

## Chapter 6 – Conclusions and recommendations

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- 6.27 We have reached two conclusions in relation to further statutory guidance within the STPC(W)D.
- 6.28 The first is that there is a need to update and clarify the current STPC(W)D, so that it accurately and consistently reflects previous recommendations made by the IWPRB.
- 6.29 The IWPRB is conscious that many of the items raised by consultees relating to the SPTCD 2012 will need to be considered as part of the strategic review. Therefore, our second conclusion is that any further work on the document, including the potential to consider matters from the SPTCD 2012, should be deferred until after the strategic review and the Minister's determination on its recommendations.

### **RECOMMENDATION 4**

We recommend that the Welsh Government, in partnership with the PPF, updates and clarifies the wording in the STPC(W)D to incorporate the changes made since the devolution of pay and conditions – specifically pay portability, progression on the UPR, and performance-related pay – to reflect accurately and consistently the previous recommendations made by the IWPRB. This task should be completed by September 2022.

## **Part B – Short and/or medium-term amendments to remedy particular items of concern**

### **The pro-rata principle for part-time teachers in receipt of TLR1 and TLR2**

- 6.30 In our third report, the IWPRB recommended to the Welsh Government that it 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 schools using their own discretion in making such awards. The fourth remit letter asked the IWPRB to undertake a review of the proposal to remove the pro-rata principle from TLR payments to part-time teachers.
- 6.31 In consideration of this matter, we found that the number of teachers in receipt of TLR1 and TLR2 was heavily weighted towards full-time teachers. We also found that proportionately more TLR1s and TLR2s were awarded to male teachers, especially for the higher TLR1 payments, when compared with the overall teacher population.

## Chapter 6 – Conclusions and recommendations

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- 6.32 Moreover, within the two levels of award, there were proportionately more men receiving the higher value awards than women, while the average payment amounts of TLRs for male teachers were over £900 more than for female teachers.
- 6.33 We received evidence from consultees that as well as the difference in the incidence of awards, the current pro-rata arrangements acted as a barrier to part-time teachers applying for TLR awards. There was little evidence of job-share arrangements being used by schools. As the award of TLRs for additional responsibilities usually represents a key stage in the careers of teachers moving into leadership roles, we are concerned at the current impediments to the progression of part-time staff, and often therefore 'de-facto' to the careers of female teachers. We note that women are currently proportionately under-represented in leadership roles compared with classroom teaching positions.
- 6.34 We conclude, therefore, that the current pro-rata arrangements are potentially discriminatory against part-time teachers, and we are concerned at the impact of the pro-rata principle on the recruitment of women in particular to leadership roles.

### **RECOMMENDATION 5**

We recommend to the Welsh Government that the pro-rata principle substantially referred to in section 40.1, should be removed from the 2022-2023 STPC(W)D in respect of part-time teachers in receipt of TLR1s and TLR2s, and that the PPF should agree, and replace it with, appropriate wording to state that a decision on the additional responsibilities and commensurate level of award should be mutually agreed by the teacher and the employer.

## **ALNCos**

- 6.35 In our third report, the IWPRB recommended to the Welsh Government that work be undertaken, alongside the implementation of the ALNET (Wales) Act, to determine how ALNCos should be remunerated.
- 6.36 It is clear from the evidence submitted by all consultees that the inconsistency in remuneration reported in our third report continues to exist. There is no pay data currently available on ALNCos. However, evidence submitted noted that remuneration for the role varies in schools across Wales: in some cases an SEN allowance is awarded; in others a TLR of differing value; and in others the ALNCo is placed on the LGPR.
- 6.37 As discussed in our third report, there are criteria relating specifically to the teaching of pupils with ALN, for the award of an ALN allowance to classroom

## Chapter 6 – Conclusions and recommendations

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teachers, and this allowance is inappropriate as remuneration for the role of an ALNCo.

- 6.38 The ALNET (Wales) Act is in its first year of implementation, and schools and local authorities are at an early stage of adjusting the role of the ALNCo in accordance with the new statutory responsibilities, established within the ALNET (Wales) Act and the ALN Code.
- 6.39 As a consequence, it is difficult to quantify accurately the increased workload of an ALNCo in the first year of operation. However, as consultees noted, this is a new statutory role operating at a whole school level with defined strategic expectations. Nearly all consultees reported that non-contact time allocations to carry out the role varied considerably, with many noting that allocations were inadequate.
- 6.40 The Minister's remit letter asked the IWPRB to consider short and/or medium-term amendments to remedy particular items of concern, including how ALNCos should be remunerated.
- 6.41 We do not believe that a short-term amendment is feasible or desirable, owing to the initial stages of implementation and the learning that needs to be collated and analysed in its wake. The ALNET (Wales) Act has wide ranging implications across school teachers' pay and conditions, including the determination of a school's headteacher group according to its respective units total.
- 6.42 At this point we have insufficient evidence to determine how the ALNCo role should be remunerated to reflect its statutory responsibilities and strategic workload. This matter requires further investigation to understand what aspects of the current process or guidance could be improved to reflect the new ALNCo role and remuneration, and what changes may be required to the current statutory requirements on reimbursement for ALNCos, particularly within the STPC(W)D.

### **RECOMMENDATION 6**

We recommend to the Welsh Government that in the light of the statutory nature of the new ALNCo role, a task and finish group be established to review the non-contact allocation and remuneration. The group should report its findings by December 2023.



### Pay scales

- 6.43 The Welsh Government stated that proposed changes to any pay scale should be considered as part of the wider strategic review of all elements of the pay structure. This review should take account of the bilingual nature of the school system in Wales. A national pay and conditions framework should provide a degree of flexibility to recognise and reward effective teaching and leadership.

#### ***Case for separate teacher main and upper pay scales***

- 6.44 All consultees supported a wider strategic review of pay and conditions, with four supporting the merging of the UPR and MPR pay scales. Two teachers' unions argued that any move towards a single scale should be considered as part of the comprehensive/strategic review of pay and conditions, and that no scale should be reviewed in isolation.
- 6.45 The IWPRB supports the view that consideration of the possible merging of the UPR and MPR pay scales should be included as part of the wider strategic review and therefore makes no recommendation for 2022-2023.

#### ***Consideration of leadership group pay scales***

- 6.46 It is the view of the Welsh Government that the relevance of the existing leadership pay structure needs to be examined. Such consideration will need to be wide-ranging and include the size and distribution of schools and group pay ranges, workload and responsibility.
- 6.47 Consultees drew attention to a range of issues impacting on leadership. These included the narrowing of differentials between the teachers' and leaders' pay scales, the increase in the workload and responsibilities of leaders especially during the pandemic, relevant pay ranges for deputy and assistant headteachers, the role of governing bodies in determining pay, and whether or not a formula should be used for awarding headteachers' salaries. In the light of the responses and the complexity of the issue, the IWPRB concludes that consideration of leadership group pay scales should be considered as part of the strategic review, and therefore makes no recommendation for 2022-2023.

#### ***Consideration of a specific pay scale for remuneration of headteachers with responsibility for more than one school***

- 6.48 Several consultees believed that a formula based on a range of factors should be considered to determine the pay of headteachers with responsibility for more than one school. Consultees noted that the current STPC(W)D document does not provide any guidance for schools on how to calculate the pay of school leaders of more than one school whilst a consultee commented that the STPC(W)D offered sufficient flexibility to remunerate these roles appropriately. One consultee stated that almost three-quarters of members surveyed would

## Chapter 6 – Conclusions and recommendations

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support a separate pay scale for headteachers with responsibility for more than one school.

- 6.49 In the light of the need for further work to address the issue of whether there should be a separate pay scale for the remuneration of head teachers with responsibility for more than one school and other matters raised by consultees, the IWPRB concludes that further consideration should form part of the strategic review of pay and conditions, and therefore makes no recommendation for 2022-2023.

### ***Allowance ranges to be replaced by set scales***

- 6.50 On the issue of the current ranges for TLR and other allowances being replaced by set scales, three of the consultees supported set scales in principle for TLRs; one consultee considered that there may be merit in the proposal but that further research was needed and that it should form part of a future remit, one consultee wanted the definitions of TLR1 and TLR2 to be considered anew, and one consultee did not support any move to a national fixed scale for TLRs as it believed the current arrangements were working effectively. There were no comments on other allowance ranges.
- 6.51 It is our view that while there may be merit in a proposal for allowance ranges to be replaced by set scales, the implications need careful research and thought. The use and application of allowances also needs to be considered as part of the comprehensive review of terms and conditions. We conclude that further consideration should form part of the strategic review of pay and conditions and therefore make no recommendation for 2022-2023.

### ***Impact of any proposed changes on other teacher and/or leadership group pay scales***

- 6.52 The IWPRB will take account of the impact of any changes to leadership and teacher scales in its strategic review of pay and conditions.

## Recommendations from our last report

- 6.53 In our third report, we made three general recommendations:

### ***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.

- 6.54 As part of this year's review, we asked the Welsh Government about the implementation of the three recommendations, and found that progress had been mixed. We acknowledge the impact of the pandemic on planned work over the last year, but continue to believe that it is very important that these recommendations are implemented in full.
- 6.55 We recognise that monitoring of the Public Sector Equality Duty is undertaken by the Equality and Human Rights Commission, but urge the Welsh Government to implement the recommendation as written.
- 6.56 In terms of guidance for school governors, we continue to believe that this is an important element of the pay and conditions arrangements in Wales. However, we believe that the publication of a governance handbook would be better following the Minister's determination on any recommendations made in the strategic review of pay and conditions.
- 6.57 Finally, we were told that the WLGA is facilitating arrangements for a national pay policy, and believe this work should be expedited.

### **RECOMMENDATION 7**

We refer to the three recommendations made in our third report, i.e. monitoring and reporting of equalities legislation at school and local authority level; guidance to school governors on pay and conditions; and arrangements for future work on a model pay policy at a national level, and recommend that they are implemented as originally written.

# Appendix A – Minister for Education's Remit Letter 2022

**Jeremy Miles AS/MS**  
Gweinidog y Gymraeg ac Addysg  
Minister for Education and Welsh Language

Our ref: MA-JMEWL/3226/21



Llywodraeth Cymru  
Welsh Government

20 December 2021

## SCHOOL TEACHERS' PAY AND CONDITIONS

### YEAR 4 REMIT: MATTERS FOR REPORT

Dear Sharron,

I would like to take this opportunity to first of all thank you once again for your work and that of the Independent Welsh Pay Review Body (IWPRB) in providing us with your third report into Teachers' Pay and Conditions in Wales.

The third report and its recommendations provided invaluable insight and through your recommendations, in particular the proposal for a comprehensive review, I am looking forward to progressing how we can further improve the way teachers' pay and conditions are managed here in Wales.

I am now writing to set out the issues for recommendations for the Year 4 remit.

Throughout the past 18 months in particular, we have seen the teaching profession provide tremendous professionalism, flexibility and resilience as schools in Wales have adapted to new ways of working during the pandemic, reflecting the excellent teaching workforce we have here in Wales.

It is important that the next steps we take provide us with further opportunities to develop a distinct national system in Wales. This will not only further improve and enhance our current system but it will also help us to achieve a fairer and more transparent system for all teachers. Since the devolution of powers of teachers' pay and conditions we have made a significant start in developing a system in Wales that reflects the values and professionalism of our teachers in Wales.

As reflected in my Written Statement on the 8<sup>th</sup> September, I agree with your recommendation that we should take forward a comprehensive review into Teachers' Pay and Conditions. I propose that this review runs alongside this remit. To help facilitate this work, I recommend that a multi-year approach is considered to allow sufficient capacity for a full strategic review to be undertaken.

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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 2022

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## 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.

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

## Matters for Recommendation

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

### A. Multi Year Approach (2 years)

In considering a multi-year approach for implementation from September 2022 and September 2023:

- i. What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high quality practitioners;
- ii. Consideration of the case for further statutory guidance within the School Teachers’ Pay and Conditions (Wales) Document in addition to that currently provided in Section 3 of the Document, with specific reference to statutory guidance previously provided in the STPCD for England & Wales prior to 2012.

### B. Short and/or medium term amendments to remedy particular items of concern

Whether the existing structure for teachers’ pay, terms and conditions requires amendments from September 2022 to facilitate the recruitment and retention of high quality practitioners, with specific consideration of Recommendations 5 + 7 of the IWPRB’s 3<sup>rd</sup> report:

- Recommendation 5  
*IWPRB 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 schools using their own discretion in making such awards.*



## Appendix A – Minister for Education’s Remit Letter 2022

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- Recommendation 7  
*IWPRB recommend that work is undertaken, alongside the implementation of the ALNET (Wales) Act, to determine how ALNCoS should be remunerated.*

- i. Undertake a review of the proposal to remove the pro-rata principle from TLR payments to part-time teachers. In particular, consideration should be given to:
  - a) Whether the pro-rata principle should be removed and, if so, to what extent including whether such decisions should be at the discretion of those at school level?
  - b) The position of part time teachers and the impact of the pro-rata principle on equality matters.
  - c) What changes may be required to the current statutory requirements particularly within the STPC(W)D)?
- ii. Undertake a review into the remuneration of the ALNCoS. Specifically the review should consider:
  - a) Whether the current remuneration process for ALNCo is appropriate and consistent?
  - b) What aspects of the current process or guidance could be improved to reflect the new ALNCo role and remuneration?
  - c) What changes may be required to the current statutory requirements on reimbursement for ALNCoS, particularly within the STPC(W)D)?
- iii. Undertake a review of all pay scales within the STPC(W)D including, but not limited to, the following:
  - a) Case for separate teacher main and upper pay scales
  - b) Consideration of Leadership Group pay scales
  - c) Consideration of specific pay scale for remuneration of headteachers with responsibility for more than one school
  - d) Requirement for Allowance Ranges to be replaced by set scales
  - e) Impact of any proposed changes on other Teacher and/or Leadership Group pay scales.

### C. Longer term – for implementation from September 2023

Undertake a strategic review of teachers' pay, terms and conditions in Wales as detailed in the terms of reference attached at Annex A.

### **Timescale for report**

It is important that sufficient time be allocated by the IWPRB to carry out detailed consideration of these matters, including allowing stakeholders adequate time to provide detailed evidence. I appreciate that there is a possibility that your deliberations on the strategic review may lead to an overlap with considerations of medium term recommendations. In order to allow maximum time for consideration of, and consultation on, your recommendations, I require you provide:

- A report on adjustments to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders (part A above) by no later than 20 May 2022;
- A report on short and/or medium term amendments (part B above) also by 20 May 2022. However, if you consider that any or all of these considerations would be better

## Appendix A – Minister for Education's Remit Letter 2022

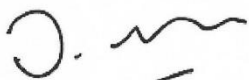
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considered alongside the strategic review, a timetable should be provided for consideration of such matters including timing for submission of stakeholder evidence. A final report to then be submitted by no later than 31 March 2023;

- A report on part C above by no later than 31 March 2023.

I look forward to receiving your recommendations.

Yours sincerely,

A handwritten signature in black ink, consisting of a stylized 'J' followed by a series of loops and a horizontal stroke.

**Jeremy Miles AS/MS**  
Gweinidog y Gymraeg ac Addysg  
Minister for Education and Welsh Language

## **Terms of Reference for Independent Welsh Pay Review Body (IWPRB) Strategic Review of the Structure of Teachers’ Pay and Conditions in Wales**

### **Background**

The Independent Welsh Pay Review Body’s (IWPRB) 3<sup>rd</sup> Report, published alongside a Written Ministerial Statement on 11 June 2021, included 12 recommendations into Teachers’ Pay and Conditions.

IWPRB are commissioned to undertake a strategic review to take forward recommendation 8 of their 3<sup>rd</sup> report with a view to reflecting on the current structure of teachers’ pay and conditions including for supply teachers within scope of the STPC(W)D.

The IWPRB Report recommended:

- **Recommendation 8**  
IWPRB 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.

### **Objectives**

The objectives of the review will be to:

- Undertake an independent, strategic review of the current structure of teachers’ and leaders’ pay and conditions in Wales and propose opportunities for improvements where required; based on evidence and lessons learned to meet aspirations for the future.
- Engage and consult with all members of tri-partite Teachers’ Pay and Conditions Partnership Forum (PPF) on issues identified.
- Provide an opportunity for the Minister for Education and Welsh Language to formally consider a report.

### **Terms of Reference**

1. Undertake a review into the current structure of teachers’ pay and conditions in Wales.  
The review should consider:
  - a) What aspects of the current structure work well and what aspects are valued?
  - b) What aspects of the current structure could be improved, including identifying specific elements and/or any strategic changes to current overall structure where change is recommended?
  - c) How any proposed changes to the structure of teachers’ pay and conditions can help meet future aspirations for the profession in Wales?
2. The IWPRB are asked to produce a final report, setting out the current position and potential next steps to address the issues outlined above. The report should be produced by 31 March 2023 and submitted to the Minister of Education and Welsh Language for consideration.

## Appendix A – Minister for Education’s Remit Letter 2022

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### **Methodology**

- IWPRB to commission research and, where appropriate, identify and provide costing to be agreed by Welsh Government.
- IWPRB to engage with and undertake formal written consultation with all key stakeholders to ascertain views in line with the agreed terms of reference.
- IWPRB to prepare outline timetable for project including identifying key stages through the process where updates can be provided to Welsh Government and all key stakeholders.

## Appendix A – Minister for Education's Remit Letter 2022

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

### **EWC datasets**

Elizabeth Brimble, Director of Qualifications, Registration and Fitness to Practise  
Deborah Roberts, Manager, Data Collection and Reporting

### **Review of School Spending in Wales**

Luke Sibieta, Director Sibieta Economics of Education

### **Welsh Government re: Curriculum for Wales, ITE and recruitment, ALN Act, remit letter**

Carl Alexis, Head of Workforce Engagement  
Lloyd Hopkin, Head of Curriculum Reform  
Pat Moran, Senior Workforce Manager  
Huw Owen, Deputy Director Schools Effectiveness  
Dr Kevin Palmer, Deputy Director Pedagogy, Leadership & Professional Learning  
Hannah Wharf, Deputy Director Support for Learners  
Max White, Head of Initial Teacher Training

### **Welsh Government re: Professional Development and 'Investing in Excellence: Our National Mission'**

Dr Kevin Palmer, Deputy Director for Pedagogy, Leadership and Professional Learning  
Max White, Head of Initial Teacher Education



## Appendix B – Presentations received by the IWPRB

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## Appendix C – Recommended pay scale points for 2022-2023 and 2023-24

Main Pay Range			
	2021 £	2022 £	2023 £
M2	27,491	28,866	30,000
M3	29,699	31,184	32,275
M4	31,987	33,586	34,762
M5	34,506	36,231	37,499
M6	37,974	39,873	41,268

Upper Pay Range			
	2021 £	2022 £	2023 £
U1	39,368	41,336	42,783
U2	40,827	42,868	44,369
U3	42,333	44,450	46,005

Unqualified Teachers			
	2021 £	2022 £	2023 £
1	18,487	19,411	20,091
2	20,637	21,669	22,427
3	22,786	23,925	24,763
4	24,936	26,183	27,099
5	27,088	28,442	29,438
6	29,238	30,700	31,774

Leading Practitioners			
	2021 £	2022 £	2023 £
1	43,145	45,302	46,888
2	65,590	68,870	71,280

## Appendix C – Recommended pay scale points for 2022-2023 and 2023-2024

Allowance Ranges				
		2021 £	2022 £	2023 £
TLR1	Min	8,436	8,858	9,168
	Max	14,276	14,990	15,514
TLR2	Min	2,923	3,069	3,177
	Max	7,140	7,497	7,759
TLR3	Min	581	610	631
	Max	2,883	3,027	3,133
SEN	Min	2,310	2,426	2,510
	Max	4,557	4,785	4,952

Leadership Group Pay Range							
	2021 £	2022 £	2023 £		2021 £	2022 £	2023 £
1	42,934	45,081	46,659	24*	74,847	78,589	81,340
2	44,008	46,208	47,826	24	75,596	79,376	82,154
3	45,107	47,362	49,020	25	77,474	81,348	84,195
4	46,230	48,542	50,240	26	79,391	83,361	86,278
5	47,381	49,750	51,491	27*	80,553	84,581	87,541
6	48,571	51,000	52,785	27	81,358	85,426	88,416
7	49,877	52,371	54,204	28	83,376	87,545	90,609
8	51,029	53,580	55,456	29	85,441	89,713	92,853
9	52,302	54,917	56,839	30	87,568	91,946	95,165
10	53,646	56,328	58,300	31*	88,841	93,283	96,548
11	55,038	57,790	59,813	31	89,731	94,218	97,515
12	56,307	59,122	61,192	32	91,961	96,559	99,939
13	57,714	60,600	62,721	33	94,245	98,957	102,421
14	59,153	62,111	64,285	34	96,575	101,404	104,953
15	60,624	63,655	65,883	35*	97,996	102,896	106,497
16	62,237	65,349	67,636	35	98,976	103,925	107,562
17	63,665	66,848	69,188	36	101,426	106,497	110,225
18*	64,620	67,851	70,226	37	103,947	109,144	112,964
18	65,266	68,529	70,928	38	106,520	111,846	115,761
19	66,886	70,230	72,688	39*	108,035	113,437	117,407
20	68,543	71,970	74,489	39	109,116	114,572	118,582
21*	69,544	73,021	75,577	40	111,838	117,430	121,540
21	70,240	73,752	76,333	41	114,632	120,364	124,576
22	71,984	75,583	78,229	42	117,504	123,379	127,697
23	73,766	77,454	80,165	43	119,248	125,210	129,593

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

