



Independent Welsh Pay Review Body

**A STRATEGIC REVIEW OF
THE STRUCTURE OF
TEACHERS' AND LEADERS'
PAY AND CONDITIONS IN WALES**

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

December 2023

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TERMS AND ABBREVIATIONS

Terms and abbreviations used in this report:

ALN	Additional Learning Needs
ALNCo	Additional Learning Needs Co-ordinator
ALNET (Wales) Act	Additional Learning Needs and Education Tribunal (Wales) Act 2018
AOLE	Area of Learning and Experience
ASCL Cymru	Association of School and College Leaders in Wales
CIPD	Chartered Institute of Personnel and Development
CPD	Continuing Professional Development
DfE	Department for Education
EPI	Education Policy Institute
EWC	Education Workforce Council
FTE	Full-Time Equivalent
GDP	Gross Domestic Product
HESA	Higher Education Statistics Agency
HESES	Higher Education Students Early Statistics
IDP	Individual Development Plan
INSET	In Service Education and Training
ITE	Initial Teacher Education
IWPRB	Independent Welsh Pay Review Body
LA	Local Authority
LGPR	Leadership Group Pay Range
MFL	Modern Foreign Languages
NAHT Cymru	National Association of Head Teachers in Wales
NASUWT Cymru	National Association of Schoolmasters/Union of Women Teachers in Wales
NEU Cymru	National Education Union in Wales
NJC	National Joint Council
NQT	Newly Qualified Teacher
OECD	Organisation for Economic Co-operation and Development
ONS	Office for National Statistics
OUP	Open University Partnership
PAYE	Pay As You Earn
PGCE	Post Graduate Certificate of Education
PISA	Programme for International Student Assessment
PLASC	Pupil Level Annual School Census
PPA	Planning Preparation and Assessment
PPF	Teachers' Pay and Conditions Partnership Forum
PPP	Purchasing Power Parities
PTR	Pupil Teacher Ratio
QTS	Qualified Teacher Status
SEN	Special Educational Needs
STEM	Science, Technology, Engineering and Mathematics

STPC(W)D	School Teachers' Pay and Conditions (Wales) Document 2023 and guidance on school teachers pay and conditions
SWAC	School Workforce Annual Census
TLR	Teaching and Learning Responsibility
TOIL	Time Off In Lieu
TPS	Teachers' Pension Scheme
TPSM	Teacher Planning and Supply Model
TTIS	Teacher Training Incentive Scheme
UCAC	Undeb Cenedlaethol Athrawon Cymru
USD	United States Dollar
WLGA	Welsh Local Government Association

CONTENTS

	Page
Terms and abbreviations	i
Contents	iii
The Independent Welsh Pay Review Body – our role.....	v
Executive Summary	vii
Introduction	1
Background	1
Terms of Reference	2
The determination of conclusions and recommendations	3
Consultation	3
Research	4
Statistical data	4
Setting the scene	4
Chapter 1 – Educational context	7
Introduction	7
Educational context – statistical background.....	7
Vacancies	21
Retention	25
Chapter 2 – Summary of research findings	27
The research brief	27
Research findings: benchmarking	28
Research findings: correlation and regression analysis	36
Research findings: case studies	39
Conclusions and overarching themes	43
Chapter 3 – Statutory consultee responses	46
Introduction to the statutory consultation process	46
Pay structures for teachers	46
Pay structures for leaders	50
Teaching and learning responsibility allowances	53
Allowances	55
Workload, working hours and directed time.....	57
Continuing professional development	62
Salary safeguarding	63
Chapter 4 – Conclusions and recommendations	65
Introduction	65
Part 1 – pay and allowances.....	67
Teacher pay ranges	67

	Page
The headteacher pay range and school headteacher groups	74
Leadership group pay range	78
Teaching and learning responsibility allowances	80
Other allowances	83
Additional payments	85
Part 2 – Conditions	86
Workload	86
Flexible working	95
Other conditions relating to the career of teachers’ and leaders’ flexibility	99
Other areas for consideration	100
Appendix A – Minister for Education’s Remit Letter	
Appendix B – Statutory consultees	
Appendix C – Non-statutory consultees invited to contribute	
Appendix D – Consultation questions for submission of written evidence	
Appendix E – High level themes for oral evidence (July 2023)	
Appendix F – Discussion briefing for oral evidence sessions (October 2023)	
Appendix G – Consultees who made written and oral submissions	
Appendix H – Workshop attendees	
Appendix I – Presentations to the IWPRB	
Appendix J – Timeline of recommendations	
Annex A – Alma Economics – Teachers’ pay and conditions	
Annex B – Alma Economics – Feedback from September 2023 stakeholder workshop	

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

Dr Emyr Roberts – Member

Professor Stephen Wilks – Member

Vacancy

In December 2021 the Minister for Education and Welsh Language commissioned the IWPRB to undertake an independent strategic review of the current structure of teachers' and leaders' pay and conditions in Wales. The commission followed recommendations made in the IWPRB's third report, and specifically its recommendation:

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

The Terms of Reference set by the Minister for Education and Welsh Language were that the IWPRB should:

- 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.

The review should consider:

- What aspects of the current structure work well and what aspects are valued?
- 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?
- How any proposed changes to the structure of teachers' pay and conditions can help meet future aspirations for the profession in Wales?

The IWPRB adopted a discursive, iterative process, based around the evidence we received from statutory consultees, data and other information provided, and research undertaken by a number of organisations. To this end, we carried out a multi-stage consultation process with statutory consultees. We also considered other relevant research and analysed a great deal of statistical data. In order to review the pay and conditions of teachers and leaders in Wales within an international context, we commissioned a piece of specific research.

The IWPRB is extremely grateful to all the statutory consultees and others who have offered their evidence and views to us as part of this review.

The structure of the report is:

- Chapter 1 – Educational context
- Chapter 2 – Survey of research findings
- Chapter 3 – Statutory consultee responses

Executive summary

Chapter 4 – Conclusions and recommendations

Part 1: pay and allowances

Part 2: conditions

In undertaking its review, the IWPRB was acutely conscious of the substantial reforms taking place in Wales under the auspices of ‘Our national mission: high standards and aspirations for all’,¹ in particular the introduction of the Curriculum for Wales and the new arrangements for Additional Learning Needs, as well as other changes. We were also well aware of the other pressures and challenges facing teachers and leaders at the moment, some of which are partly the legacy of the COVID-19 pandemic. We have also kept abreast of other initiatives which are underway, such as those to reduce workload – and we have sought to avoid replicating the work of those groups.

In drawing conclusions and framing our recommendations we believe that any changes should:

- support the objectives of the national mission through high-quality teaching and leadership in Wales to improve outcomes for learners
- seek to enhance the professional standing of teachers and leaders and promote the teaching profession as a career
- provide opportunities to allow teachers to develop their careers as classroom practitioners or to take up leadership roles
- support teachers and leaders to grow professionally in their chosen roles
- enhance the professional fulfilment and well-being of teachers and leaders
- be as transparent as possible and not become too complex to implement, while maintaining sufficient flexibility to allow for different circumstances at school level
- be designed to allow for innovation, including new school arrangements and new policy initiatives
- seek to reduce, not add to, the workload of teachers and leaders
- incorporate the principles of fair pay and equality, diversity and inclusion

In general, we found broad support for the teachers’ and leaders’ pay and conditions arrangements in Wales, and we recognise many of the strengths in the current system. However, we believe that there are certain weaknesses in the present arrangements which need addressing: some in the short-term, and others in the longer-term with further consideration and consultation.

We have therefore made a number of recommendations and ascribed a timescale where appropriate. We believe that, in order to achieve maximum benefit, our recommendations are intrinsically linked and should be adopted “as a package”. However, each recommendation stands in its own right. Appendix J shows the proposed timing of recommendations, alongside key aspects of education reform taking place in Wales.

¹ Welsh Government (2023), *Our national mission: high standards and aspirations for all*
<https://www.gov.wales/our-national-mission#:~:text=Our%20national%20mission%20is%20to,and%20skills%20planning%20and%20strategy>

Our recommendations are:

Pay and allowances

RECOMMENDATION 1

The IWPRB recommends to the Welsh Government that from September 2024 the application process to move from the MPR to the UPR be removed from the STPC(W)D, allowing a teacher to move automatically between scales (subject to capability procedures not being invoked).

RECOMMENDATION 2

The IWPRB recommends to the Welsh Government that from September 2024 a school can award an additional point to any UPR teacher whose performance in the previous school year was excellent, with particular regard to classroom teaching.

RECOMMENDATION 3

The IWPRB supports a single pay scale in principle, and recommends to the Welsh Government that the IWPRB is remitted in 2025-2026 to consult on the development and structure of a single consolidated pay scale.

Until such time as the review takes place, the IWPRB recommends that the existing terminology for pay scales (MPR and UPR) is retained, together with the existing arrangements for pay points, that is, annually on the MPR and biennially on the UPR.

RECOMMENDATION 4

The IWPRB recommends to the Welsh Government that the role of the leading practitioner and its associated pay structure be reviewed by the IWPRB in 2025-2026, alongside the single consolidated pay scale for teachers referred to in Recommendation 3.

RECOMMENDATION 5

The IWPRB believes in principle that NQTs should only progress on the teaching scale when their induction period has been satisfactorily completed, and recommends to the Welsh Government that it is remitted in 2025-2026 to consult on this matter, following consideration of an equalities impact assessment by the Welsh Government.

Executive summary

RECOMMENDATION 6

The IWPRB recommends to the Welsh Government that a review of the terms and conditions for the safeguarding of salaries be remitted to the IWPRB for the 2027-2028 review period.

RECOMMENDATION 7

The IWPRB recommends to the Welsh Government that from September 2024, the minimum headteacher salary is increased, by setting the bottom of headteacher groups one, two and three at the minimum group three salary (£61,547 from September 2023). Existing group one, two and three ceilings should be retained.

RECOMMENDATION 8

The IWPRB recommends to the Welsh Government that in 2024-2025 it models replacing SEN statements with IDPs within the calculation of headteacher groups, and any subsequent impact on school unit totals.

RECOMMENDATION 9

The IWPRB recommends to the Welsh Government that the IWPRB is remitted in 2026-2027 to review the salary range for headteachers and the methodology for the calculation of headteacher groups be undertaken, taking into account the modelling of ALN changes proposed in Recommendation 8.

RECOMMENDATION 10

The IWPRB recommends to the Welsh Government that it reviews and analyses the executive and leadership structures and pay arrangements of federated schools across Wales, and that the IWPRB is asked to consider the findings within its 2026-2027 remit.

RECOMMENDATION 11

The IWPRB recommends to the Welsh Government that the IWPRB is remitted in 2026-2027 to consult on a review of the leadership group pay range and associated guidance, alongside that of headteacher groups referred to in Recommendation 9.

RECOMMENDATION 12

The IWPRB recommends to the Welsh Government that the requirement for line management responsibility for a significant number of people (paragraph 20.5 of the 2024-2025 STPC(W)D) is broadened by adding:

or equivalent significant additional levels of responsibility and accountability in key areas of the school

RECOMMENDATION 13

The IWPRB recommends to the Welsh Government that paragraph 20.3 and Section 3, paragraph 54, of the 2024-2025 STPC(W)D should be amended to stipulate that TLR3 allowances should not be awarded for longer than two years.

RECOMMENDATION 14

The IWPRB recommends to the Welsh Government that Section 3, paragraph 51 of the 2024-2025 STPC(W)D is replaced by:

TLR1s and TLR2s should only be awarded to teachers placed in the specified posts in the staffing structure and to the cash value set out in the pay policy. Where such TLRs are awarded to part-time teachers they will be paid pro rata at the same proportion as the teacher's part-time contract or, with agreement of the part-time teacher and the employer, *will be* paid in full if the teacher undertakes the full duties associated with the allowance.

RECOMMENDATION 15

The IWPRB recommends to the Welsh Government that paragraph 20.4 of the 2024-2025 STPC(W)D should be extended to cover pastoral or well-being responsibilities and the safeguarding of children.

RECOMMENDATION 16

The IWPRB recommends to the Welsh Government that following the review of data analysis, the IWPRB is remitted to review allowances for Welsh-medium teachers in 2027-2028.

RECOMMENDATION 17

The IWPRB recommends to Welsh Government that an additional provision is made to paragraph 26 of the 2024-2025 STPC(W)D that allows schools to provide, by agreement with individual teachers, equivalent benefits, such as time off in lieu (TOIL) instead of financial payments.

Conditions

RECOMMENDATION 18

The IWPRB recommends that the Welsh Government develops a workload reduction plan, which reduces the working time of teachers, to ensure that by September 2027 there is full and consistent adherence to the limits set out in the Working Time Regulations 1998 (paragraph 51.4 of the STPC(W)D) and that there is no detriment when compared with working hours in England.

RECOMMENDATION 19

The IWPRB supports the specification of a maximum number of teaching hours per week within the STPC(W)D. We recommend to the Welsh Government that it carries out a full impact assessment of this proposal, and that the IWPRB is remitted in 2025-2026 to consult on implementation.

RECOMMENDATION 20

The IWPRB recommends to the Welsh Government that time allocated for PPA should be re-examined once the outcome of Recommendation 19 is known, and that the IWPRB should be remitted to explore this further in 2026-2027.

RECOMMENDATION 21

The IWPRB recommends to the Welsh Government that the STPC(W)D (paragraph 51.10) is revised to link the CPD needs of teachers and leaders to the Professional Standards for Teaching and Leadership and the National Professional Learning Entitlement.

RECOMMENDATION 22

The IWPRB recommends to the Welsh Government that from September 2024:

- the STPC(W)D is amended to include reference to the Employment Relations (Flexible Working) Act 2023 and the right of staff to seek flexible working
- the STPC(W)D should include a definition of flexible working along the lines of the ACAS definition “any type of working arrangement that gives some degree of flexibility on how long, where and when employees work”
- the Welsh Government should issue guidance on flexible working in schools, setting out the benefits and how flexible working might be introduced. This guidance should allow teachers to spend non-teaching time more flexibly, subject to operational requirements
- the model school pay policy should identify the school’s approach to flexible working, taking account of the need to ensure the smooth running of the school and the protection, safety and well-being of pupils

RECOMMENDATION 23

The IWPRB recommends to the Welsh Government that it be remitted in 2025-2026 to consult on proposals, for implementation within the STPC(W)D, to offer:

- unpaid sabbaticals for teachers and leaders
- career breaks for teachers and leaders
- a specified number of nationally funded sabbaticals or secondments for teachers and leaders

RECOMMENDATION 24

The IWPRB recommends to the Welsh Government that the STPC(W)D be re-drafted, to include hyperlinks to key guidance to the information contained within the statutory section of the document.

RECOMMENDATION 25

The IWPRB recommends to the Welsh Government that it encourages the employers' organisations to expedite the model pay policy, and to include in it statements on workload and flexible working.

RECOMMENDATION 26

The IWPRB recommends to the Welsh Government that it 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.

The Independent Welsh Pay Review Body (IWPRB) is pleased to present its strategic review of the current structure of teachers' and leaders' pay and conditions in Wales.

The Minister for Education and Welsh Language commissioned this review on 20 December 2021. The Remit Letter and Terms of Reference for the review are included at Appendix A.

Timescales for the production of this review have been affected by matters outside the control of the IWPRB. We wish to extend our grateful thanks to our statutory consultees, who have worked with us in being flexible in accommodating the changes to the timetable, for their continued engagement.

Background

The current pay and conditions arrangements for teachers and leaders have evolved over the past 20 or more years.

The Wales Act 2017² made provision for the power to set pay and conditions of service for teachers and leaders in Wales to be transferred from the Westminster Government to Welsh Ministers from 30 September 2018.

Under this provision the IWPRB was established to recommend reforms on the pay and conditions of service for school teachers and leaders in Wales. Since its establishment, the IWPRB has produced four annual reports making recommendations to the Minister for Education and Welsh Language. The IWPRB has also produced a report on supply teachers employed by local authorities or directly by schools.

Teachers' pay and conditions in Wales are set out in the annual publication of the School Teachers' Pay and Conditions (Wales) Document 2023 (STPC(W)D) and guidance on school teachers' pay and conditions.³ Employers of teachers in maintained schools in Wales must have regard for this statutory document, which sets out schools and local authorities' duties in order to comply with the law. The STPC(W)D covers areas such as:

- pay ranges
- progression through the pay ranges

² Legislation.gov.uk (2017), *The Wales Act 2017*

<https://www.legislation.gov.uk/ukpga/2017/4/contents/enacted>

³ Welsh Government (2023), School Teachers' Pay and Conditions (Wales) Document 2022 and guidance on school teachers' pay and conditions (revised – September 2023)

https://www.gov.wales/sites/default/files/publications/2023-10/school_teachers_pay_conditions_wales_document_2022_revised_september_2023.pdf

Introduction

- pay allowances
- professional responsibilities
- working time arrangements (including planning, preparation and assessment (PPA) time and directed time)

Terms of Reference

The commissioning of this strategic review followed recommendations made in the IWPRB's third report, specifically recommendation 8:

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

The Terms of Reference set by the Minister for Education and Welsh Language stated that the objectives of the review should 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.

In order to complete these objectives, the Minister asked the IWPRB to:

- Undertake a review into the current structure of teachers' pay and conditions in Wales

and to consider:

- What aspects of the current structure work well and what aspects are valued?
- 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?
- How any proposed changes to the structure of teachers' pay and conditions can help meet future aspirations for the profession in Wales?

The original intention was to submit this review by the end of March 2023, in readiness for implementation in September 2023. A number of events moved the submission date of the report to the end of December 2023.

The Welsh Government subsequently asked the IWPRB to consider separately those elements of the review relating to supply teachers employed by local authorities and directly by schools, in advance of the full strategic review, and to submit its views in a discrete report. The final report on supply teachers was submitted to the Welsh Government in October 2023.

The determination of conclusions and recommendations

Determination of our conclusions and recommendations consisted of a discursive, iterative process, based around the evidence we received from statutory consultees, data and other information provided, and research undertaken by a number of organisations. Our conclusions and recommendations take all of this into account, and we did not rely on any one individual piece of evidence to form our conclusions. We received a wide representation of evidence which helped us to identify those changes which we believe would better align the present arrangements with the ambitions of the national mission.⁴ The sections below give more detail on the process taken to inform our views.

Consultation

The IWPRB considered that increased direct engagement with statutory consultees was essential, given the scale of educational reform in Wales and the imperative to ensure that pay and conditions both support and encourage the advancement of the ambitions articulated in the national mission. The consultation process included:

- written evidence submissions in response to consultation questions (these questions are included at Appendix D)
- oral evidence sessions, based on high level themes derived from the written submissions (high-level themes are included at Appendix E)
- a workshop to consider the results of external research and consultation responses to high level themes (a report of this workshop is attached as Annex B)
- further oral sessions based on specific themes of interest, identified by consultees during previous consultation (included at Appendix F)

We are grateful to all statutory consultees for their engagement in this process, and for their willingness to participate in open discussion.

In the absence of a national organisation representing all governing bodies in Wales, the IWPRB engaged with small groups of school governors to listen to their views.

⁴ Welsh Government (2023), *Our national mission: high standards and aspirations for all* <https://www.gov.wales/our-national-mission#:~:text=Our%20national%20mission%20is%20to,and%20skills%20planning%20and%20strategy>

Introduction

We are grateful to the WLGA for facilitating these discussions and to the governors who participated.

The IWPRB informed other appropriate bodies of the intention to undertake the review, and offered various ways to engage with the process (see Appendix C).

A full list of consultees who made written and oral submissions, and who attended the workshop, are shown at Appendices G and H.

Research

The IWPRB undertook a significant amount of desktop research for this review. We examined recent reports published in Wales and in other countries, which allowed us to consider whether practices we saw elsewhere may have relevance to our review.

We also commissioned a specific piece of research to understand, and compare, pay and conditions for teachers and leaders in other countries. We are grateful to Alma Economics, who undertook this research and provided a report of their findings to us. This report is attached as Annex A.

In September 2023, Alma Economics presented their research findings on the international evidence on teachers' pay and conditions to consultees. Following the presentation, consultees present were asked to provide feedback on the report and to comment on findings they found the most interesting or surprising, and the most relevant to Wales. Workshop participants took part in two topic-based breakout sessions and Alma Economics' summary report on the workshop sessions is attached as Annex B.

Statistical data

We analysed a significant amount of statistical data of relevance to pay and conditions. This data provided statistical trends which, alongside other information received, helped us to review the current position regarding teachers' and leaders' pay and conditions within the overall educational context. We are grateful to the statistical departments of the Welsh Government and the Education Workforce Council (EWC) for providing the data for us and for answering our queries.

Setting the scene

The scale of educational reform in Wales is ambitious and extensive. 'Our national mission: high standards and aspirations for all' sets out the overarching aim to

“achieve high standards and aspirations for all by tackling the impact of poverty on educational attainment and supporting every learner”.⁵

In the Ministerial Foreword, the Minister for Education and Welsh Language states, “This roadmap brings together our policies and ambitions for education, tackling the impact of poverty on attainment and providing all learners with the knowledge, skills and experiences to be healthy, educated and enterprising citizens of Wales and the world.”

As we were writing this report, we were acutely aware that, as part of its reform, the Welsh Government is introducing one of the most significant developments for many decades: the Curriculum for Wales, with which qualification reform will be aligned over the coming years. Alongside this, the ALNET (Wales) Act is being implemented,⁶ schools are working toward supporting the aims of Cymraeg 2050,⁷ adopting a community focused school approach, as well as other initiatives aimed at helping children and young people, families and communities.

As a result, the review of the structure of pay and conditions for teachers and leaders comes at a time when the education profession in Wales is facing widespread change. The impact of the reforms is not yet fully evident. Our overriding principle during the course of this review has therefore been to try to address the weaknesses in the current pay and conditions structure in the context of ambitious education reform, in order to improve the working lives of teachers and leaders and the outcomes for learners. We believe that any changes to the structure of pay and conditions should seek to ensure that teachers and leaders feel valued, appreciated and supported, and are seen as being fair across the profession.

We make recommendations which we believe would be beneficial if introduced in the short-term, and recommend other changes for the longer-term. We believe that, in order to achieve maximum benefit, our recommendations are intrinsically linked and should be adopted “as a package”. However, each recommendation stands in its own right.

We believe that any longer-term changes must be considered thoroughly through consultation with statutory consultees, who are best placed to advise, and to assess the strategic and operational consequences of these recommendations.

⁵ Welsh Government (2023), *Our national mission: high standards and aspirations for all*
<https://www.gov.wales/our-national-mission#:~:text=Our%20national%20mission%20is%20to,and%20skills%20planning%20and%20strategy>

⁶ Welsh Government (2021), *Additional Learning Needs and Education Tribunal (Wales) Act*
<https://www.gov.wales/additional-learning-needs-and-education-tribunal-wales-act>

⁷ Welsh Government (2017), *Cymraeg 2050: a million Welsh speakers*
<https://www.gov.wales/sites/default/files/publications/2018-12/cymraeg-2050-welsh-language-strategy.pdf>

Introduction

We have been privileged to undertake this review. Our teaching profession is exactly that: a profession. We are hugely grateful to those who have participated in this review, and to those they represent: teachers, leaders, governors, advisors and policy makers. We hope that the recommendations we have made will support the ambitions of the national mission, and advance the eminence of the teaching profession in order to attract and retain a high-calibre qualified workforce in one of the most rewarding jobs in Wales.

Sharron Lusher MBE DL
Chair of the Independent Welsh Pay Review Body

Introduction

- 1.1 Wales is implementing a significant programme of education reform, aimed at securing high standards and reducing the impact of poverty on educational attainment. ‘Our national mission: high standards and aspirations for all’ seeks to build on its predecessor’s aim of improving the school system.⁸ The national mission articulates the Government and education system’s priorities to ensure the success, high standards and well-being of all learners.
- 1.2 It is within this transformational context that the Independent Welsh Pay Review Body (IWPRB) has been asked to undertake a strategic review of the current structure of teachers’ and leaders’ pay and conditions, seeking to ensure that the structure embraces aspirations for the future.
- 1.3 This chapter articulates the context for the review by highlighting statistical trends and patterns for teachers, leaders, pupils and schools in Wales.

Educational context – statistical background

Number of schools

- 1.4 In 2022-2023 there were 1,418 maintained schools in Wales providing education for learners aged 3 to 19 years (not including nursery provision). This number was 215 less than in 2011-2012. This decrease is largely attributed to the reduction of 95 primary schools, 57 infant schools and 47 junior schools.
- 1.5 School settings historically fall into primary and secondary phase provision. However, over the last 10 years we have seen an increasing number of middle (all-through) schools providing education for learners aged 3 to 19 years. Whilst the number of secondary schools has declined since 2011-2012 by 43, there have been 27 new middle schools established during the same period.
- 1.6 The number of schools providing sixth form provision has decreased from 166 to 121 since 2011-2012.
- 1.7 Over the same period (2011-2012 to 2022-2023) the number of Welsh-medium schools has fallen from 445 to 378; the number of Dual Stream⁹

⁸ Welsh Government (2023), *Our national mission: high standards and aspirations for all*
<https://www.gov.wales/our-national-mission#:~:text=Our%20national%20mission%20is%20to,and%20skills%20planning%20and%20strategy>

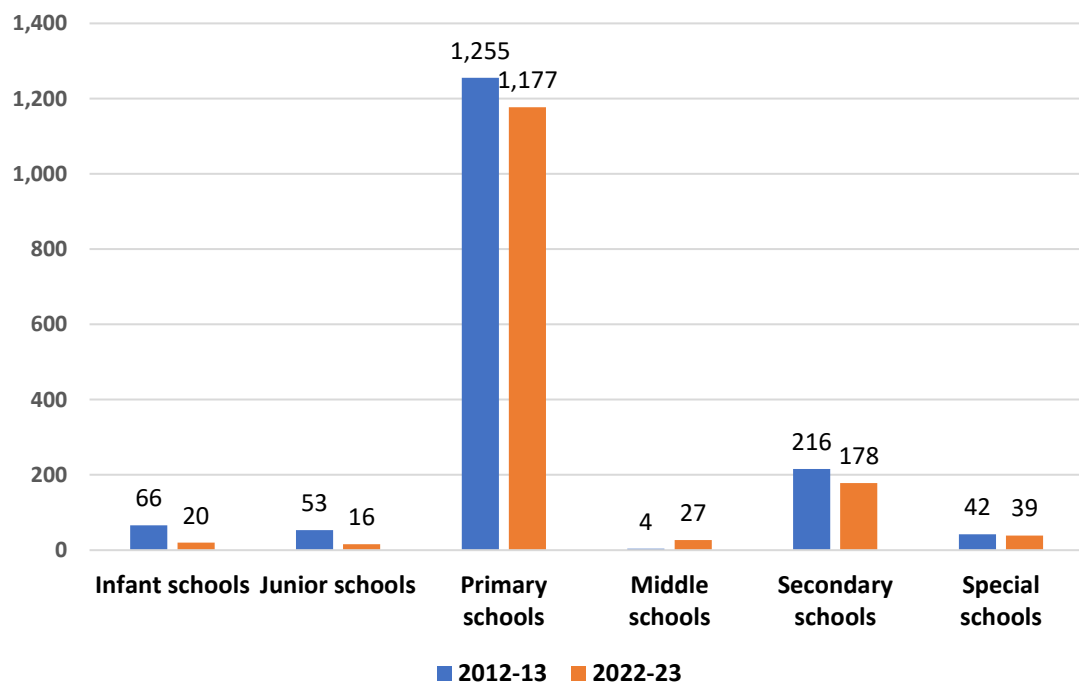
⁹ Dual Stream schools are where English-medium provision and Welsh-medium provision exist more or less side by side. (Welsh Government (2021), *Guidance on school categories according to Welsh-medium provision*
<https://www.gov.wales/sites/default/files/publications/2021-12/guidance-on-school-categories-according-to-welsh-medium-provision.pdf>

primary schools has decreased from 42 to 27; the number of transitional primary schools has decreased from six to two; whilst the number of bilingual secondary schools has remained at 24. The number of Welsh-medium and bilingual middle schools has increased from none to 15: seven of these are Welsh-medium and four are type A bilingual schools, where at least 80% of the subjects (apart from English and Welsh) are taught to every pupil through the medium of Welsh only.

1.8 During the same period, seven more secondary settings are identified at the higher (type A) end of the bilingual category range.

1.9 The following chart shows the change in distribution of educational settings in Wales.

Chart 1
Number of educational settings in Wales – comparison of 2013 and 2023



Source: PLASC, Welsh Government

1.10 In 2022-2023 there were 93 federated schools (more than one school under single management) in Wales. This number has increased from 40 in 2015-2016.

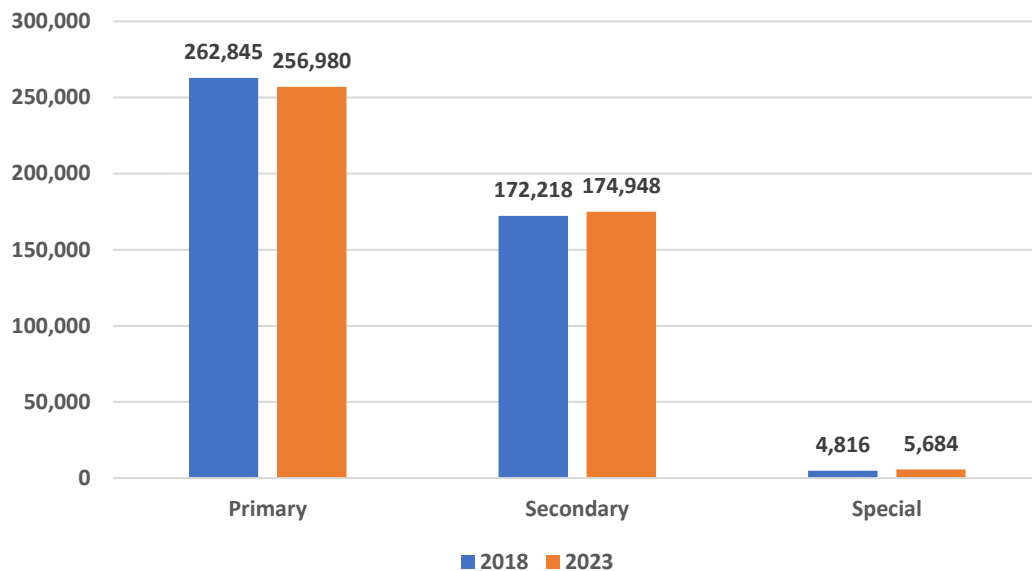
1.11 In 2022-2023 there were 354 schools in Wales with fewer than 91 learners on roll, an increase of 10 since 2016-2017.

Pupil population: context and projections

1.12 In 2022-2023, the total number of full-time equivalent (FTE) pupils attending primary and secondary mainstream provision was 431,928; and the number attending special schools was 5,684. The number in primary provision has

dropped by 5,865 over the past six years (2018-2023), a 2.3% reduction, whilst the number in secondary provision has increased by 2,730 (+1.6%). The number of pupils in special schools has risen by 868, an 18% increase. The following chart shows the difference in pupil numbers over the last six years.

Chart 2
Number of FTE pupils in Wales – comparison of 2017-2018 and 2022-2023



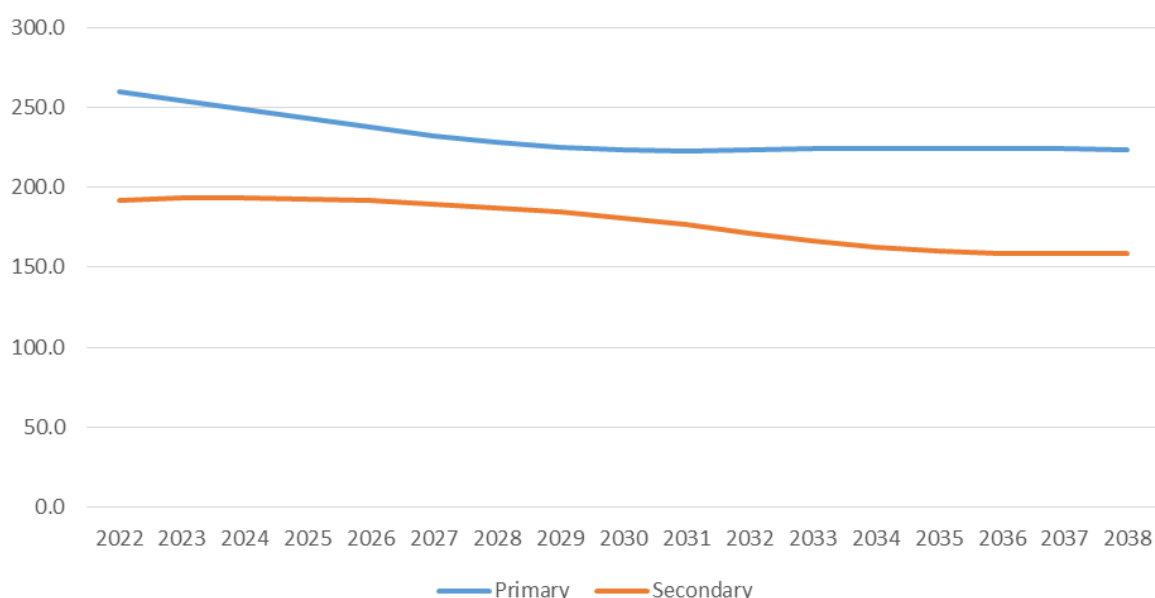
Source: PLASC, Welsh Government

- 1.13 Pupil population changes have been inconsistent across Wales. Over the past 10 years, the most significant upward shifts in pupil numbers have happened in Newport (+14%) and Cardiff (+11.9%) and the authorities facing the highest reduction in pupil numbers are Powys and Torfaen (both on -0.2%).
- 1.14 In 2022-2023, 100,025 pupils were taught Welsh as a first language, representing 21.3% of the pupil population, a 1.8% increase from 2011-2012.
- 1.15 According to the PLASC data, in 2020-2021 ethnic minority pupils accounted for 13.7% of the pupil population, with 85.7% White and the remainder unknown.
- 1.16 The percentage of pupils identified as having additional learning (ALN) and special educational needs (SEN) has decreased significantly over the last 10 years. Currently 12.2% of pupils are in this category, compared to 21.6% in 2013-2014.
- 1.17 The percentage of the pupil population entitled to free school meals has increased over the last five years, and currently stands at 20.3%, compared to 16.8% in 2018-2019.

- 1.18 The Welsh Government's latest pupil projections data, provided at Chart 3 is based on the school population of Wales at January 2023, and the trends indicated by the 2020 mid-year projections of the home population of Wales, produced by the Office for National Statistics (ONS).
- 1.19 This shows that pupil numbers in maintained primary schools in Wales are expected to continue to fall (see paragraph 1.12), such that there will be a 37,000 (14.3%) decrease by 2031, with a further reduction of 1,000 by 2038.
- 1.20 The increase in the number of pupils in maintained secondary schools over the last six years (see paragraph 1.12), is expected to increase by 2,000 until 2024, and then fall by 32,000 (17.1%) by 2038.

Chart 3

Projected number of primary and secondary school pupils in Wales (thousands – 2022 actual and followed by mid-year projections based on 2020 estimates)¹⁰



Source: PLASC, Welsh Government

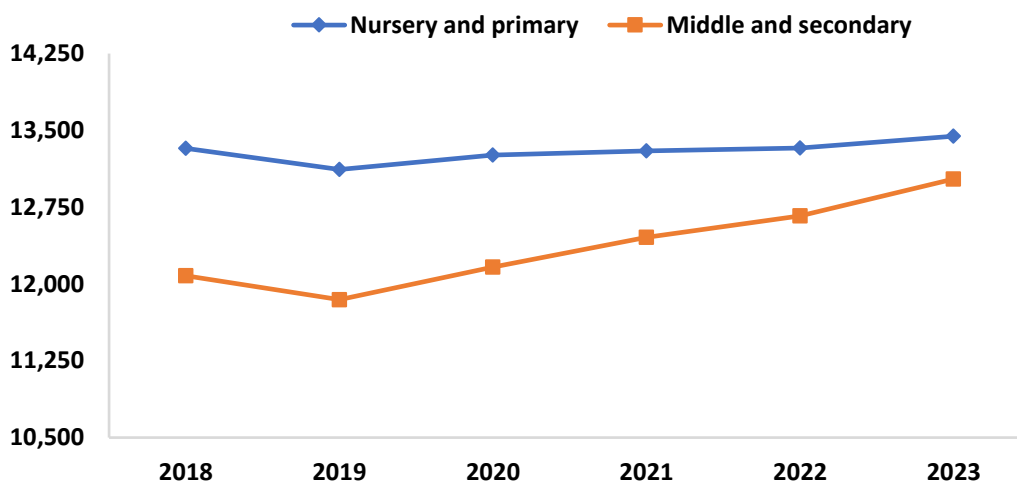
Teacher and leader statistics

- 1.21 The Education Workforce Council (EWC) and the Welsh Government publish data on the school workforce annually. Different data sources have been used throughout this report, based on what is most appropriate in terms of the data available/comparability and the fields included in each collection. We have also adopted the terminology used by the data source, which sometimes differentiates between school teachers and classroom teachers.

¹⁰ PLASC, Welsh Government, *Pupil Projections* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Projections>

- 1.22 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.
- 1.23 The EWC's 2023 Education Workforce Statistics indicated 35,837¹¹ school teachers were registered to work,¹² a figure which has remained relatively stable over the last five years. Of those:
- 13,409 were working in primary schools
 - 1,625 were working in middle schools
 - 11,400 were working in secondary schools
 - 910 were working in special schools
 - 3,867 were supply

Chart 4
School teacher numbers in Wales by phase, 2018-2023



Source: PLASC, Welsh Government

- 1.24 75.5% of school teachers are female, while the proportions of females in leadership roles are lower – 61.1% of headteachers, 69.6% of deputy headteachers and 64.1% of assistant headteachers.¹³ Around 45% of all

¹¹ 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.

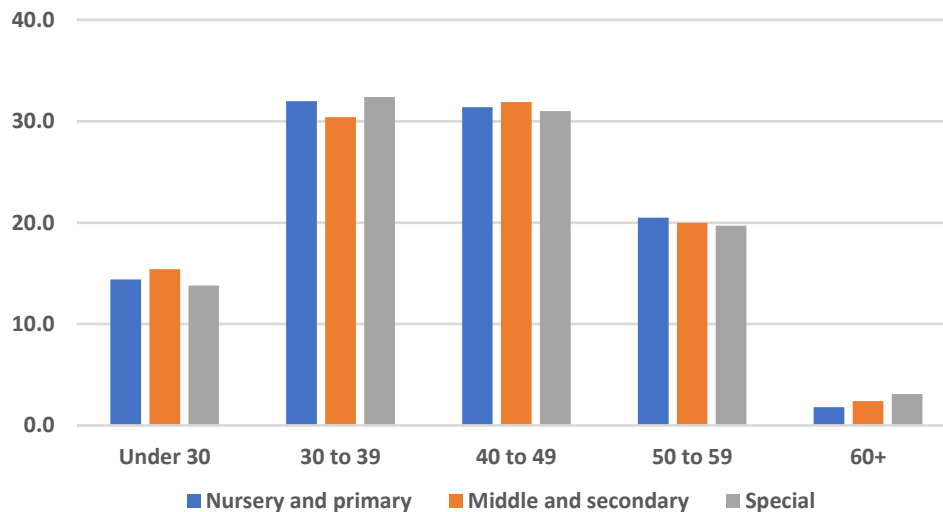
¹² EWC (2023), *Annual Education Workforce Statistics for Wales 2023*

<https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/annual-statistics-digest/current/931-2023-education-workforce-statistics-english/file>

¹³ EWC (2023), unpublished data

registered school teachers are under the age of 40, and 30% aged between 40 and 50.

Chart 5
Age profile of school teachers in Wales by phase, 2023



Source: EWC

- 1.25 Welsh Government data collections include the School Workforce Annual Census (SWAC) and the Pupil Level Annual School Census (PLASC).¹⁴ The Welsh Government SWAC is based on school teachers and learning support workers employed in maintained schools at the time of the annual census. The SWAC headcount data (not including supply) shows a decrease in qualified teachers (from 25,905 in 2021-2022 to 25,785 in 2022-2023).
- 1.26 1.7% of school teachers declared themselves as Black, Asian and Minority Ethnic, and 92.3% as White. A further 1.3% chose not to disclose their ethnicity, and the remaining 4.7% is unknown.¹⁵ In the Annual Population Survey conducted by the Office for National Statistics (ONS), in Wales, in the year ending 30 September 2022, 4.1% of the population were ethnic minorities and 95.9% were White.¹⁶
- 1.27 To increase the number of ethnic minority teachers so that learners in Wales have a more diverse teaching workforce, the Welsh Government has introduced the Ethnic Minority Initial Teacher Education (ITE) Incentive scheme,¹⁷ which is available to minority ethnic students who are studying an

¹⁴ Due to changes to calculation of headcounts, figures for 2020 are not directly comparable to 2019 figures.

¹⁵ EWC (2023), Education Workforce Statistics

¹⁶ Office for National Statistics (2021), *Annual Population Survey*

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates>

¹⁷ Welsh Government (2023), *Ethnic Minority Initial Teacher Education (ITE) Incentive guidance for ITE Partnerships and the EWC (2022 to 2023 academic year)* [https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-guidance-ite-partnerships-and-ewc-2022-2023#:~:text=The%20Ethnic%20Minority%20Initial%20Teacher,Qualified%20Teacher%20Status%20\(QTS\)](https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-guidance-ite-partnerships-and-ewc-2022-2023#:~:text=The%20Ethnic%20Minority%20Initial%20Teacher,Qualified%20Teacher%20Status%20(QTS))

- accredited postgraduate ITE programme leading to Qualified Teacher Status (QTS),
- 1.28 School learning support workers also have an essential role in supporting teaching. EWC data shows that the number of registered school learning support workers has increased by 36.8% since 2018 to 49,380 in 2023.¹⁸
- 1.29 In 2022, the total number of school leaders registered with the EWC, including acting headteachers, deputy headteachers and assistant headteachers, stood at 3,407. In 2014 there were 1,597 headteachers (including of more than one school) compared to 1,380 in 2022 in all school sectors.¹⁹
- 1.30 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 41.3% and 36.3% in 2018 to 40.4% and 34.0% respectively in 2022.²⁰
- 1.31 The total number of deputy headteachers during the same period was reported by the EWC to be relatively stable. However, over a five year period (2018-2022), there has been an increase of 55.4% in assistant headteachers.²¹
- 1.32 The most recent SWAC (2022-2023) data indicates that there are 65 executive headteachers in Wales.

Pupil teacher ratio (PTR) and class sizes

- 1.33 The following chart shows a stable picture of pupils per classroom (both primary and secondary) over the last ten years.

¹⁸ EWC (2023), Annual Education Workforce Statistics 2023

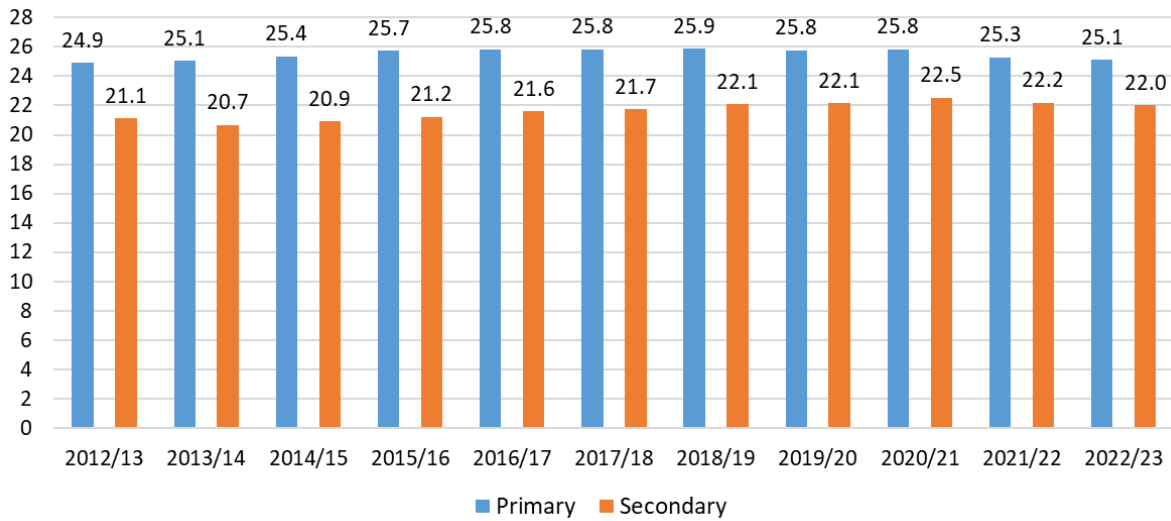
<https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/annual-statistics-digest/current/931-2023-education-workforce-statistics-english/file>

¹⁹ EWC, *Annual Statistics Digest*, 2014 (available from the EWC on request)

²⁰ EWC (2022), *Data Insights* <https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/leadership-npqh/519-leadership-data-analysis-2022/file>

²¹ EWC (2022), *Data Insights* <https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/leadership-npqh/519-leadership-data-analysis-2022/file>

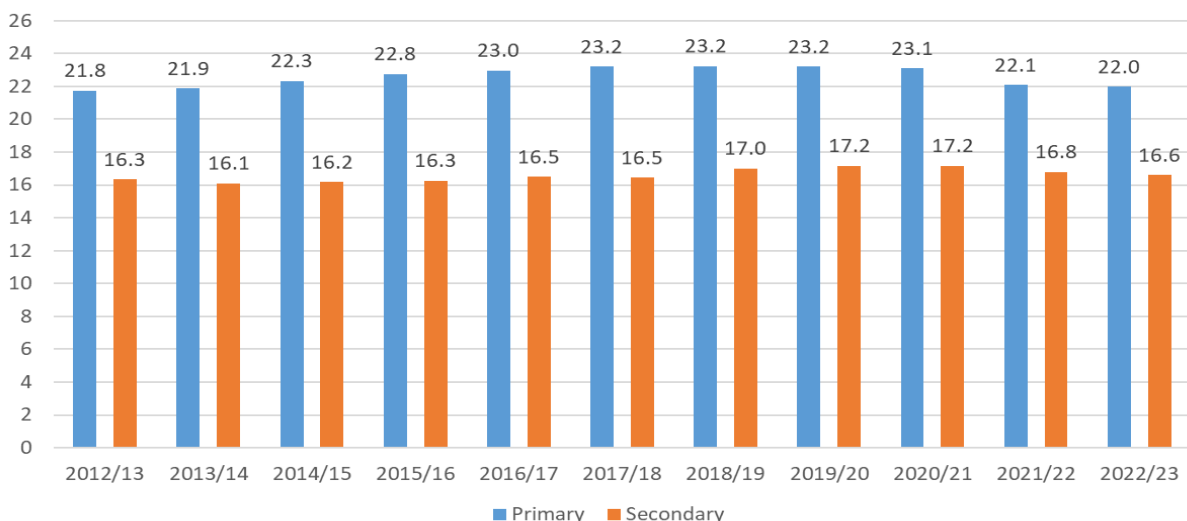
Chart 6
Pupils per classroom in primary and secondary schools in Wales, 2012-2023



Source: PLASC, Welsh Government

1.34 PTRs give the number of pupils per FTE teacher. Chart 7 shows the trend of PTRs for primary and secondary schools from 2012-2013 to 2022-2023. There was a gradual increase in ratios for secondary schools between the period of 2015-2016 and 2020-2021, followed by a decrease in 2021-2022 and 2022-2023. In primary schools, the PTR has increased gradually over the period between 2012-2013 and 2019-2020, followed by a decrease from 2020-2021 onwards.

Chart 7
Pupil teacher ratios (PTRs) for qualified teachers in primary and secondary schools in Wales, 2012-2013 to 2022-2023



Source: PLASC, Welsh Government

Entrants to the teaching profession

- 1.35 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 a BA (Hons) qualification with QTS
 - full-time Postgraduate Certificate of Education (PGCE)
 - part-time PGCE through the Open University Partnership (OUP)²²
 - salaried PGCE through the OUP, whilst being employed in a school in a non-qualified teaching or learning capacity
- 1.36 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 and assessed by an accredited institution or an employment-based route.

ITE

- 1.37 The Welsh Government's Teacher Planning and Supply Model (TPSM) is used to predict the estimated numbers of teachers required in schools in Wales. As part of their ITE accreditation functions, the EWC distributes the allocation of available places across ITE providers, by phase, subject and level of study.²³
- 1.38 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, and 5% of students from a Black, Asian and Minority Ethnic background.²⁴
- 1.39 ITE partnerships are between universities and schools who work together to provide the professional education and development of student teachers, preparing them for work in schools.
- 1.40 The primary sector intake allocation for 2023-2024 is 631, broken down as 252 undergraduate and 379 postgraduate places.
- 1.41 For the secondary sector, the allocation has risen from 785 in 2017-2018 to an intake allocation of 1,109 in 2023-2024.

²² The Open University (2022), *A new way to become a teacher*
<https://www.open.ac.uk/courses/choose/wales/pgce?cid=dis-7038109848>

²³ EWC, *Initial teacher education (ITE) intake allocations*
<https://www.ewc.wales/site/index.php/en/accreditation/ite-accreditation/initial-teacher-education-ite-intake-allocations>

²⁴ Ibid

ITE recruitment

- 1.42 Higher Education Students Early Statistics (HESES) data for entrants to undergraduate and postgraduate ITE programmes is provided at Table 1. Overall recruitment on to ITE courses in Wales has increased by 13.8% over the last five years. The significant increases experienced in 2020-2021 and 2022-2023 can be largely attributed to the effects of the COVID-19 pandemic on employment and therefore between 2020-2021 and 2022-2023 recruitment has fallen back significantly.

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

		2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
Primary	Postgraduate	348	379	525	462	482
	Undergraduate	208	193	276	289	256
Secondary	Postgraduate	435	433	685	574	422
	Undergraduate	28	8	-	-	-
Total	All degrees	1,019	1,013	1,486	1,325	1,160

*Note: secondary undergraduate programmes ceased to exist after 2019-2020.

Source: HESES

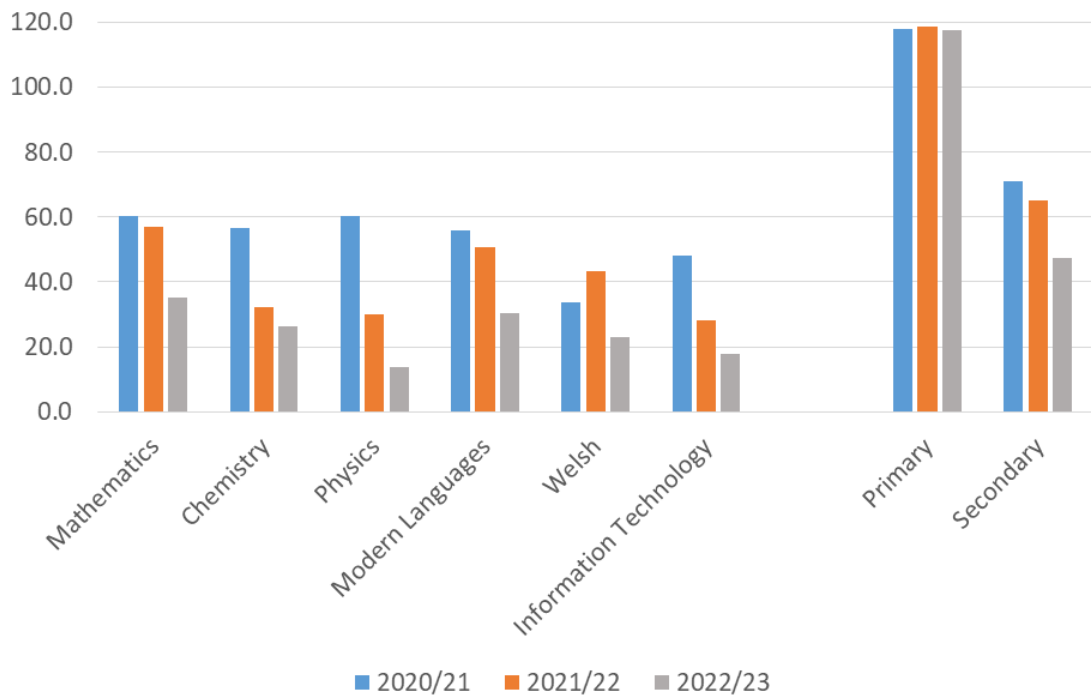
ITE recruitment against allocations

- 1.43 Data received by the EWC from the ITE partnerships indicates that primary allocations were exceeded by 17.2% for 2022-2023.
- 1.44 Each year from 2018-2019 onwards, secondary ITE entrants have fallen short of the allocation. Data for 2022-2023 indicates a 52.7% secondary shortfall, with 448 ITE students recruited against an allocation of 948.²⁵
- 1.45 In science, technology, engineering and mathematics (STEM) subjects, the shortfall against recruitment allocations was 64.8%.²⁶

²⁵ Note that the 2022-2023 data is obtained from ITE partnerships on behalf of the Welsh Government, and therefore is not verified.

²⁶ Ibid

Chart 8
Percentage of postgraduate ITE targets met, by priority subjects/phase, Wales
(2020-2021 to 2022-2023)



Source: EWC

- 1.46 For 2022-2023, 82.3% of ITE students in Wales attained QTS by the end of the academic year.²⁷ The remainder of the cohort either deferred, withdrew or failed to achieve the required standard.²⁸ In addition, of those awarded QTS in Wales through ITE, 84.7% registered with the EWC as school teachers, to work or be eligible to work in Wales the following year (see Table 2).

²⁷ EWC (2023), *Initial teacher education (ITE) student results*

<https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/annual-statistics-digest/current/931-2023-education-workforce-statistics-english/file>

²⁸ For the 2020-2021 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*’

<https://www.gov.wales/initial-teacher-education-covid-19-response-supporting-ay2122-ite-school-experience-achieve-qts>

Table 2
Students awarded QTS through ITE (2022-2023)

	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
Number of students at start of course	1,126	1,168	1,534	1,368	1,280
Number of students awarded QTS	903	975	1,231	1,131	1,054
Registered with EWC following award	727	790	1,053	958	n/a
% registered with EWC following award	80.5	81.0	85.5	84.7	n/a

Source: EWC

- 1.47 As shown in Table 3, the number of newly qualified teachers (NQTs) saw a decrease in 2022-2023 when compared to the previous year. However, the number of NQTs in 2022-2023 remains significantly above those trained and registered in 2018-2019.

Table 3
Number of NQTs trained and registered with the EWC 2018-2019 to 2022-2023

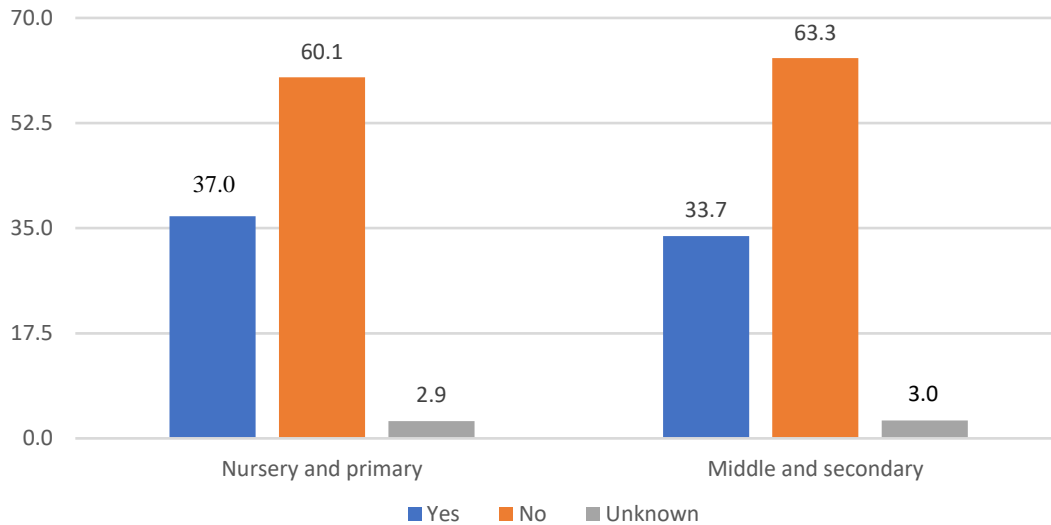
	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
Number of NQTs	1,165	1,160	1,186	1,475	1,366
Trained in Wales	903	873	883	1,121	1,093
ITE	833	776	831	1,121	1,093
Employment based routes	70	97	52	0	0
Trained in England	262	287	303	354	273

Source: EWC

Welsh language

- 1.48 Around a third (33.2%) of school teachers are able to speak Welsh and 26.5% are able to work through the medium of Welsh. In 2022-2023 a higher proportion of school teachers (37.4%) in the primary (and nursery) phase declared they are able to speak Welsh to a fluent or fairly fluent level.

Chart 9
School teachers' declaration regarding Welsh speaking ability, 2023



Source: EWC

- 1.49 Higher Education Statistics Agency (HESA) data relating to first years on ITE courses shows there has been an increase in those students who are able to teach in Welsh from 19.9% in 2020-2021 to 20.2% in 2021-2022.²⁹
- 1.50 EWC partnership data relating to ITE allocations for 2021-2022 shows that of those recruited, 19.8% of the primary programme and 17.4% for the secondary programme were through the medium of Welsh.
- 1.51 The percentage of NQTs (trained in Wales) who are able to speak Welsh has increased from 23.4% in 2016 to 32.6% in 2023. Of the NQTs trained in England, 14.3% of them declared themselves as fluent or fairly fluent Welsh speakers, a decrease of 1.7% over the last five years.

Financial incentives

- 1.52 The Teacher Training Incentive Scheme (TTIS) 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.³⁰ In August 2023, a scheme for the academic year 2023-2024 was published. Under the new scheme, the Welsh Government's priority subjects are the sole focus of the incentives. Only secondary postgraduate ITE programmes specialising, wholly or mainly, in a priority subject are considered for this scheme. The new scheme reflects "current recruitment

²⁹ HESA via Welsh Government

<https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/initial-teacher-education/students-in-Wales/firstyearsonitecoursesinwales-by-abilitytoteachinwelsh-schoollevel-year>

³⁰ Welsh Government (2023), Initial Teacher Education (ITE) Priority Subject Incentive: guidance for students 2022 to 2024 <https://www.gov.wales/initial-teacher-education-ite-priority-subject-incentive-guidance-students-2022-2024-html>

priorities within the teaching workforce in Wales”. An incentive grant of £15,000 is available to eligible students, for those who hold a degree qualification of 2.2 or higher. The priority subjects are:

- biology
- chemistry
- design and technology
- information technology
- mathematics
- modern foreign languages (MFL)
- physics
- Welsh

- 1.53 Data provided by the Welsh Government shows that 510 students received a priority subject incentive in 2020-2021, compared with 290 in 2017-2018 – a 76% increase.
- 1.54 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.³¹
- 1.55 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. 130 entrants claimed the QTS portion of the incentive in 2020-2021, compared to 60 in 2018-2019.
- 1.56 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.³² The inclusion of ITE within this scholarship scheme started in September 2020 following the COVID-19 pandemic.
- 1.57 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 Curriculum,³³ it announced that from 2022-2023, additional financial incentives would be introduced to attract more ethnic minority student teachers.³⁴ The Ethnic Minority Initial Teacher Education (ITE) Incentive has

³¹ Welsh Government (2023), *Iaith Athrawon Yfory Incentive Scheme: guidance for students* <https://www.gov.wales/iaith-athrawon-yfory-incentive-scheme-guidance-students-2023-2024.html#129571>

³² Coleg Cymraeg Cenedlaethol (2023) *Scholarships* <https://colegcymraeg.ac.uk/en/students/university/scholarships/>

³³ 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>

³⁴ 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>

been available from September 2022 and aims to increase the number of ethnic minority teachers so that learners in Wales have a more diverse learning experience³⁵ and provides an incentive grant of up to £5,000 to all students who meet the eligibility criteria.

Vacancies

Teacher vacancies

- 1.58 In 2022, overall vacancies increased from 1,801 in 2021 to 2,273 (1,044 in the primary sector and 1,229 in the secondary sector).³⁶
- 1.59 Table 5 shows the data for applications to teacher vacancies for five years from 2018, broken down by primary and secondary education. In the primary sector there were 13.3 applications per post in 2022, compared with 14.9 in 2018. In the secondary sector, there were 5.1 applications per post in 2022, compared with 7.3 in 2018. After an increase in 2020, the application rates for both categories have dropped to a lower rate than prior to the pandemic.

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

s		2018	2019	2020	2021	2022
Primary	No. of posts advertised	769	743	458	830	1,044
	Applications per post	14.9	15.9	19.0	15.5	13.3
Secondary (inc middle schools)	No. of posts advertised	793	828	754	971	1,229
	Applications per post	7.3	6.2	7.2	6.8	5.1
All posts ¹	No. of posts advertised	1,562	1,571	1,212	1,801	2,273
	Applications per post	11.1	10.8	11.7	10.8	8.9

¹ includes primary, nursery, middle, secondary and special

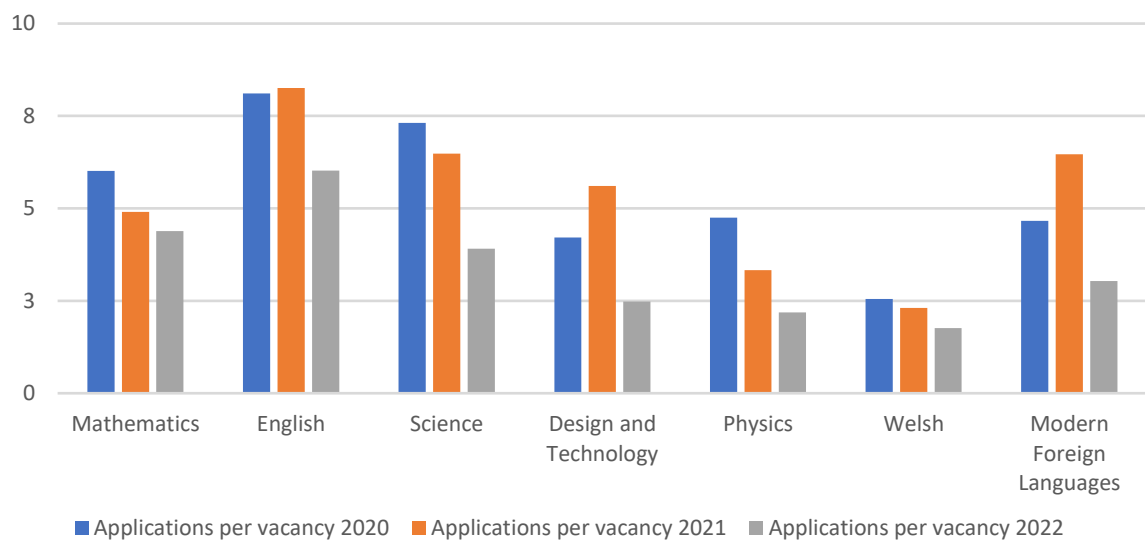
Source: PLASC, Welsh Government

³⁵ Welsh Government (2023), *Ethnic Minority Initial Teacher Education (ITE) Incentive*
<https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-2023-2024-guidance-students#>

³⁶ 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>

- 1.60 In the primary and secondary sectors, appointments tend to be below the number of vacancies advertised. In 2022, 94.9% of vacancies advertised in primary schools were filled; compared with 83.2% in secondary.
- 1.61 Chart 10 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 core subjects such as Welsh, design and technology, and modern foreign languages (MFL). STEM subjects show a decrease in the number of applications per vacancy in 2022. This is showing a continued downward trend, in spite of some increases in 2021.

Chart 10
Number of applications per vacant post in maintained secondary schools, by subject area



Source: PLASC, Welsh Government

- 1.62 Since the data in Table 4 shows total advertisements and applications, it 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. To illustrate this, Table 5 shows how some local authorities compared across the four subject areas with the highest number of vacancies in 2021-2022, i.e. mathematics, English, science and Welsh.³⁷

³⁷ SWAC, Welsh Government, *Teacher posts advertised, applications received, and appointments made by subject*
<https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/school-workforce-annual-census/teachers/teacher-posts-applications-appointments-by-subject>

Table 5
Advertisements and applications for priority subjects in selected local authorities, 2021-2022

Local Authority	Subject area	No. of vacancies	No. of applications	Applications per vacancy
Cardiff	Mathematics	18	123	6.8
	English	15	111	7.4
	Science	12	57	4.8
	Welsh	15	39	2.6
Gwynedd	Mathematics	3	6	2.0
	English	3	15	5.0
	Science	3	6	2.0
	Welsh	*	3	*
Pembrokeshire	Mathematics	6	21	3.5
	English	3	21	7.0
	Science	6	15	2.5
	Welsh	3	6	2.0
Swansea	Mathematics	12	72	6.0
	English	15	123	8.2
	Science	3	33	11.0
	Welsh	6	12	2.0
Wrexham	Mathematics	6	27	4.5
	English	9	48	5.3
	Science	3	15	5.0
	Welsh	3	9	3.0

Source: SWAC, Welsh Government

- 1.63 One indicator of the level of difficulty in teacher recruitment is the prevalence of teaching outside the field in which the teacher is qualified. Table 6 presents data for 2021 to 2023 in respect of teachers registered with the EWC and the subjects being taught. In Wales, QTS is non-age range or subject specific.³⁸
- 1.64 Whilst this table shows that in 2023 over 40% of school teachers in science, physics, chemistry and biology were trained outside their subject area, what it 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.
- 1.65 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 2023 this ranged from 8.7% to 24.6%. The only exception to this is information technology (IT) at 54.6%.

³⁸ 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.

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

Subject	2021			2022			2023		
	% 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	34.3	63.2	2.5	34.1	64.8	1.1	35.3	62.1	2.6
Physics	41.9	56.1	2.0	44	55.3	0.7	43.9	53.6	2.5
Chemistry	47.5	49.5	3.0	49	49.8	1.3	50.2	46.5	3.3
Biology	56.6	41.1	2.2	57.7	42.1	0.2	57.4	40.4	2.2
Religious Education	62.6	32.6	4.8	62.4	36.8	0.9	62.3	34.0	3.7
Welsh	72.2	25.7	2.1	71.7	27.9	0.5	71.2	26.9	1.9
English	73.9	22.6	3.6	75.3	23.7	1.0	75.2	21.8	3.0
Mathematics	77.0	19.9	3.1	77.7	21.5	0.8	78.0	19.6	2.5

Source: EWC, Annual Education Workforce Statistics for Wales 2023

School leader vacancies

- 1.66 Datasets for leadership vacancies may be inconsistent, as definitions may vary across local authority areas. Low total numbers indicate that such data comes with caveats in regard to validity and reliability.
- 1.67 The number of applications per leadership post increased in 2021 (12.2) following a dip in 2020 (3.5). Prior to 2020, 2016 had the lowest number of applications per post in the last ten years in relation to leadership positions, at 5.6. Since 2016, applications per post increased year-on-year to 34 in 2019, which was the highest since 2012. The number of leadership posts advertised fluctuates - in the past ten years the advertised leadership vacancies across the Welsh school sector ranged between 24 in 2013 to two in 2020.
- 1.68 From a pool of 3,316 individuals in leadership posts, the 23 externally advertised vacancies in 2021 are a small 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.

Retention

- 1.69 Data in the following tables and charts excludes teachers who left at normal retirement age, taken to be 60 years according to the current Teachers' Pension Scheme (TPS).
- 1.70 Since 2018, the percentage of teachers leaving the profession each year has stayed relatively consistent. For 2022, the most recent data available shows that the percentage leaving is still at a similar rate of 2.8%, after a significant decrease during the COVID-19 pandemic. The data is shown as headcount figures in Table 7.

Table 7
Teachers leaving the profession by sector (headcount), Wales 2018-2022

	2018	2019	2020	2021	2022
All schools ¹	609	612	414	603	756
Primary	326	351	251	362	407
Middle	17	14	16	16	22
Secondary	266	247	147	225	327
Total (headcount)	25,802	25,884	26,195	26,865	27,135
Percentage	2.4	2.4	1.6	2.2	2.8

¹includes (primary, nursery, middle, secondary and special)
Source: PLASC, Welsh Government

- 1.71 In Wales in 2022, of the 756 teachers who left the profession, the greatest proportion of leavers (29.2%) left within their first five years of teaching. The next largest proportion of leavers (17.7%) were those with between 16-20 years' teaching experience. The third largest group of leavers (15.3%) were those with 6-10 years teaching experience.³⁹
- 1.72 EWC retention data, which tracks teachers over time, shows 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 (64.7% remained in service). The School Workforce Census in England provides similar insights.⁴⁰ Of the NQTs in England in 2015, 64.4% were still in service in 2021, which is 0.3% lower

³⁹ PLASC, Welsh Government, *Teacher retention: teachers who left the profession by subject and number of years' experience*
<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/teacherretentionyears-by-subject-destination>

⁴⁰ Gov.uk (2022), *School workforce in England, Reporting year 2022*
<https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england#dataBlock-6487f07c-be55-4f41-b15e-e263da476ab9-tables>

than Wales when compared to those registered as teachers with the EWC in 2021 after gaining QTS in 2014.

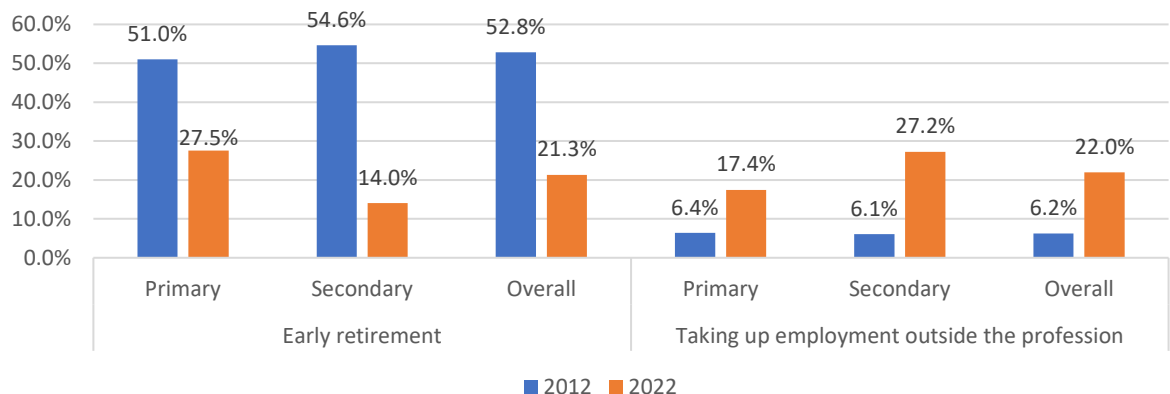
Table 8
Teachers who left the profession by number of years of experience, shown by sector (Jan-Dec 2022)

	0-5	6-10	11-15	16-20	21-25	26-30	31+
Total	221	116	78	134	70	67	70
Primary	94	71	46	63	45	36	52
Secondary	127	45	32	71	25	31	18

Source: PLASC, Welsh Government

- 1.73 PLASC data shows that of all those who left teaching in 2022, 21.3% took early retirement, 22% took employment outside education, 10.4% were unknown, 8.7% took non-teaching posts in education and 37.6% had other reasons such as a career break or moving into independent education or higher education institutions.
- 1.74 Looking at longer-term trends from 2012 to 2022, there has been a decrease in primary and secondary leavers taking early retirement from 52.8% to 21.3%, compared with an increase in those taking up employment outside the profession, from 6.1% to 27.2% in secondary, and from 6.4% to 17.4% in primary.⁴¹

Chart 11
Teachers who left the profession by destination, 2012 compared to 2022



Source: PLASC, Welsh Government

⁴¹ PLASC, 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>

Chapter 2 – Summary of research findings

As part of its strategic review, the IWPRB commissioned research to understand the pay and conditions of school teachers and school leaders, within the 4-18 years school system, in other countries. The aim was to inform best practice or changes that could be introduced in Wales to help deliver the Welsh Government's national mission. Independent consultants (Alma Economics) were appointed through a competitive tender process to carry out the research and author the report. This chapter provides a summary of the research findings and conclusions contained within the report.

It should be noted that Alma Economics completed their report prior to the publication of the PISA 2023 results.

The research brief

- 2.1 The research focussed on pay and conditions of teachers and school leaders (pay scales, allowances, career progression and the types of roles) and how such factors are used to best influence the following main themes:
- enhance the educational outcomes of pupils
 - attract and retain teachers and leaders
 - continuously develop teachers and leaders
- 2.2 It was a requirement to baseline the Welsh maintained school system globally (Organisation for Economic Co-operation and Development (OECD) countries) through a benchmarking exercise across the main themes, considering contextual factors such as:
- overall national approach to teachers' and leaders' pay and conditions, how they are determined, and the role of key stakeholders in the process
 - overall educational spend per Gross Domestic Product (GDP)
 - educational outcome measures and indicators of progress
 - contractual conditions such as direct teaching contact time and administration/preparation time
 - salaries of teachers and leaders (starting, final, rate of progression, ranges)
 - resource factors such as spend per pupil, pupil-teaching staff ratios, pupil-support staff ratios
 - overall country population and the rural/urban mix of schools
 - the percentage of schools that teach through more than one language (relevant to Wales in the context of English and Welsh medium schools and bilingual schools)
 - qualifications required to enter the profession and optional/contractual professional development programmes
- 2.3 It was also a requirement to conduct a correlation exercise and an in-depth analysis to understand the influence of the contextual factors at 2.2 above on the main themes.

Chapter 2 – Summary of research findings

- 2.4 Case studies were requested for five countries, to provide more in-depth information in respect of changes made or evidence of good practice related to pay and conditions of school teachers and school leaders (pay scales, allowances, career progression and the types of roles) across each of the main themes.
- 2.5 Furthermore, the case studies were to contain an appraisal of the impact of any significant education policy changes implemented recently, education reforms, or developments in pay and conditions.
- 2.6 Through dialogue with Alma Economics, the following countries were identified as suitable candidates: Estonia, Poland, Ireland, Singapore, and the Basque Country (Spain); in the last case, schools operate and teach through a dual language system, similar to Wales.

Research findings: benchmarking

- 2.7 A wide range of data sources spanning the years 2018-2021 were used to undertake this exercise to review teachers' salaries, working conditions, and the teaching environment. These compared the performance of Wales across a range of indicators against other countries in the OECD.⁴² The analysis focussed on state-funded schools mainly. Adjustments to datasets, as detailed in section 3.1 of the full report, were made to five countries where the Programme for International Student Assessment (PISA 2018) data for state and private schools were mixed.⁴³ The benchmarking analysis included a review of academic and grey literature⁴⁴ for those elements of the teaching and learning environment that were not captured by quantitative data, such as the requirement to become a fully qualified teacher and the status of Continuing Professional Development (CPD). Where the OECD data was not available for Wales (prior to 2019 it was amalgamated with England), recent Wales-based data was used to provide a comparison. The key findings from the benchmarking analysis are summarised below.

Pupil participation and educational outcomes

- 2.8 The performance of Wales in PISA 2018 was above the OECD average in science, and close, although below, in reading and maths. The share of students leaving secondary education without qualifications was reported as

⁴² Programme for International Student Assessment (2018), OECD Education at a Glance (2021), the Teaching and Learning International Survey (TALIS) (2018), and some additional UK or Wales sources – such as the National Education Workforce Survey (2021), the Public Expenditure Statistical Analysis (2021), and the School Workforce Census (2021).

⁴³ PISA is the OECD's Programme for International Student Assessment. PISA measures 15-year-olds' ability to use their reading, mathematics and science knowledge and skills to meet real-life challenges.

⁴⁴ Information that is produced outside of traditional publishing and distribution channels, and has not been peer reviewed

3% for Wales in the PISA 2018 exercise, below the OECD average of 5%, although slightly above Scotland, Ireland and England.

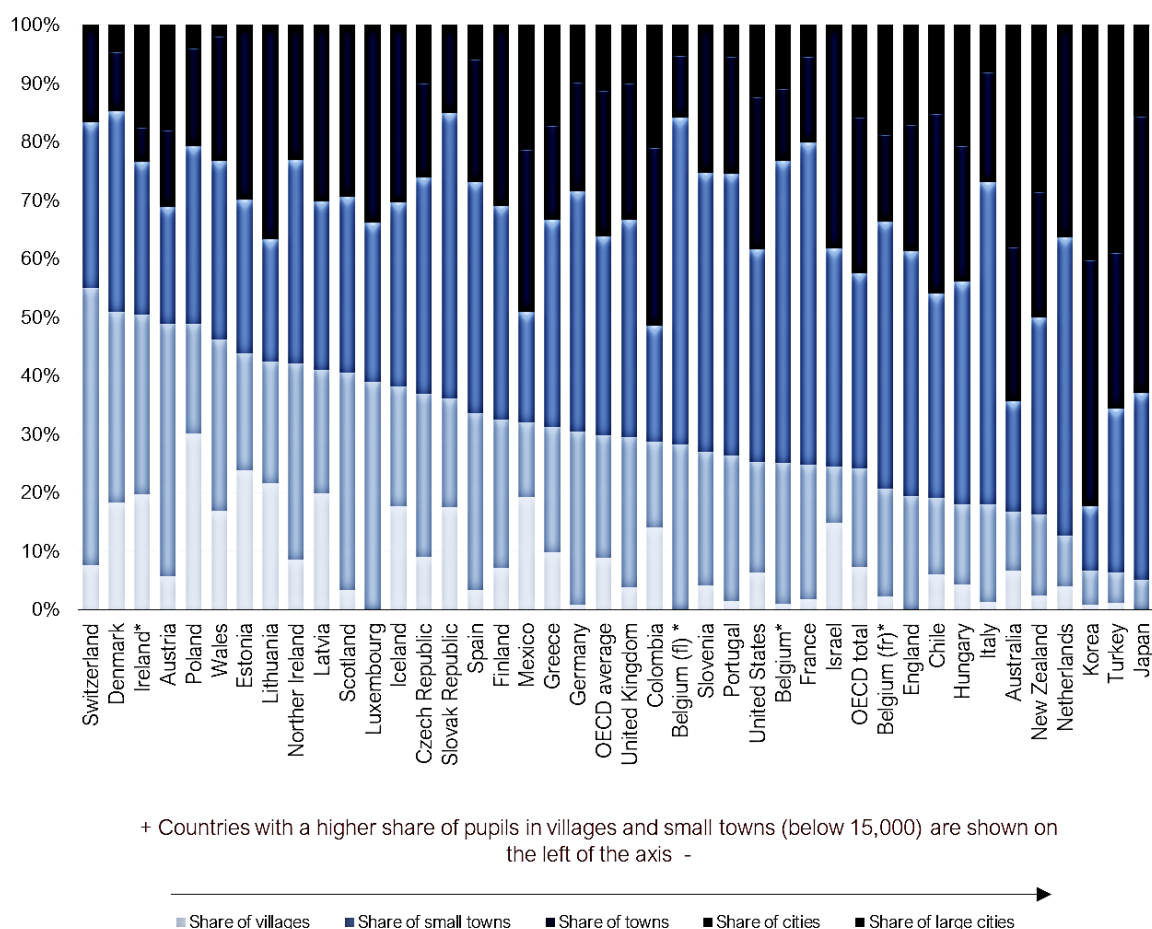
- 2.9 In Wales, almost four out of 10 students reported having skipped at least one class in a three-week period in state-funded schools. This was slightly above the OECD average (3.5 out of 10): Northern Ireland, and Scotland were below four out of 10, and England was just below three. It is worth highlighting here that some of the data analysed in this report refers to the period before the COVID-19 pandemic. Student truancy is expected to have had significant fluctuations since the beginning of 2020, which was not reflected in this analysis.

Investment and spend on staffing

- 2.10 Wales's investment in education as a percentage of GDP is among the highest in the OECD, fifth out of 40+ countries, above the other UK home nations. Wales also has one of the highest percentages of pupils in villages and small towns, more than 45% compared to an OECD average of circa 30%, ranked sixth out of 40 countries.

Chapter 2 – Summary of research findings

Chart 12
Rural-urban mix of schools. Share of pupils whose school is located in different types of communities



Source: Alma Economics

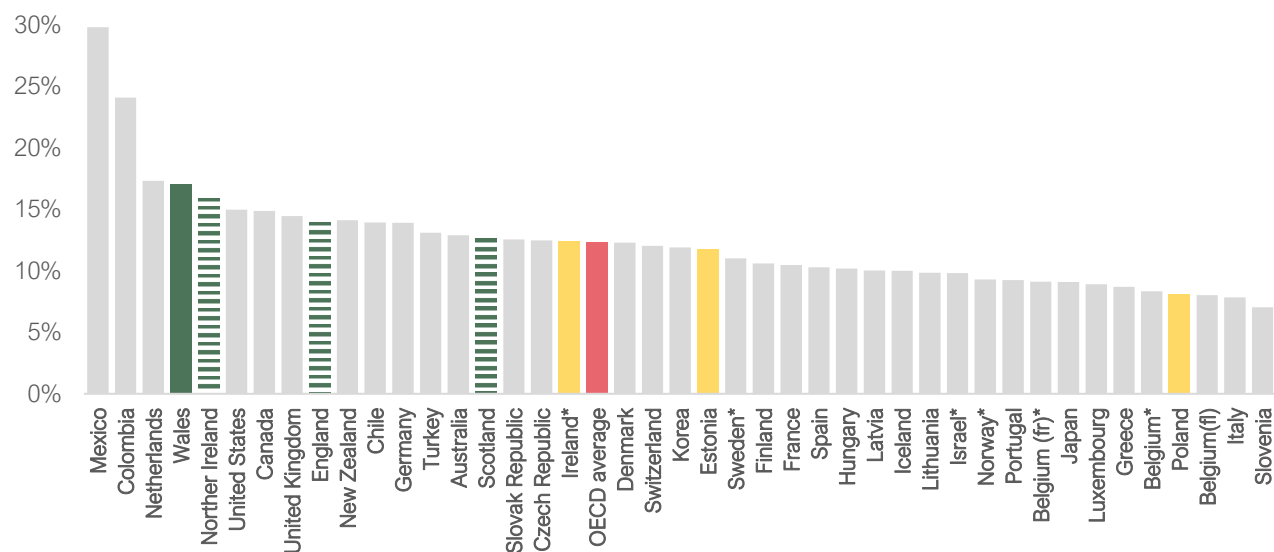
- 2.11 According to *Education at a Glance (2021)*,⁴⁵ Wales has one of the highest student-teacher ratios in the OECD (one teacher to every 17 students compared to an OECD average of 12.4). On this measure, it ranks fourth out of 42 countries.

⁴⁵ OECD (2021), *Education at a Glance 2021: OECD Indicators* <https://doi.org/10.1787/b35a14e5-en>

Chapter 2 – Summary of research findings

Chart 13

Student-teacher ratio in public schools, across levels, reported by school heads



Source: (Alma Economics) OECD Education at a Glance (2021) Results based on school head reports in PISA 2018. The overall number is computed as the sum of all students in the school divided by the sum of all teachers.

2.12 During the academic year 2019-2020, teachers' statutory salaries at entry level were below the OECD average and at a similar level to England.⁴⁶ However, actual salaries earned by teachers, i.e. including allowances and bonuses, were above the OECD average for the various school phases; based on more recent data for the UK, starting salaries are now higher in Wales, compared to England.

⁴⁶ Teachers' salaries are measured in equivalent USD using Purchasing Power Parities (PPP) for private consumption. The PPP exchange rate compares different countries' currencies through a market basket of good. Therefore, the converted salaries are comparable across countries in terms of purchasing power, considering both nominal exchange rates and cost of living.

Chapter 2 – Summary of research findings

Chart 14
Primary school. Teachers' annual actual salaries (USD)

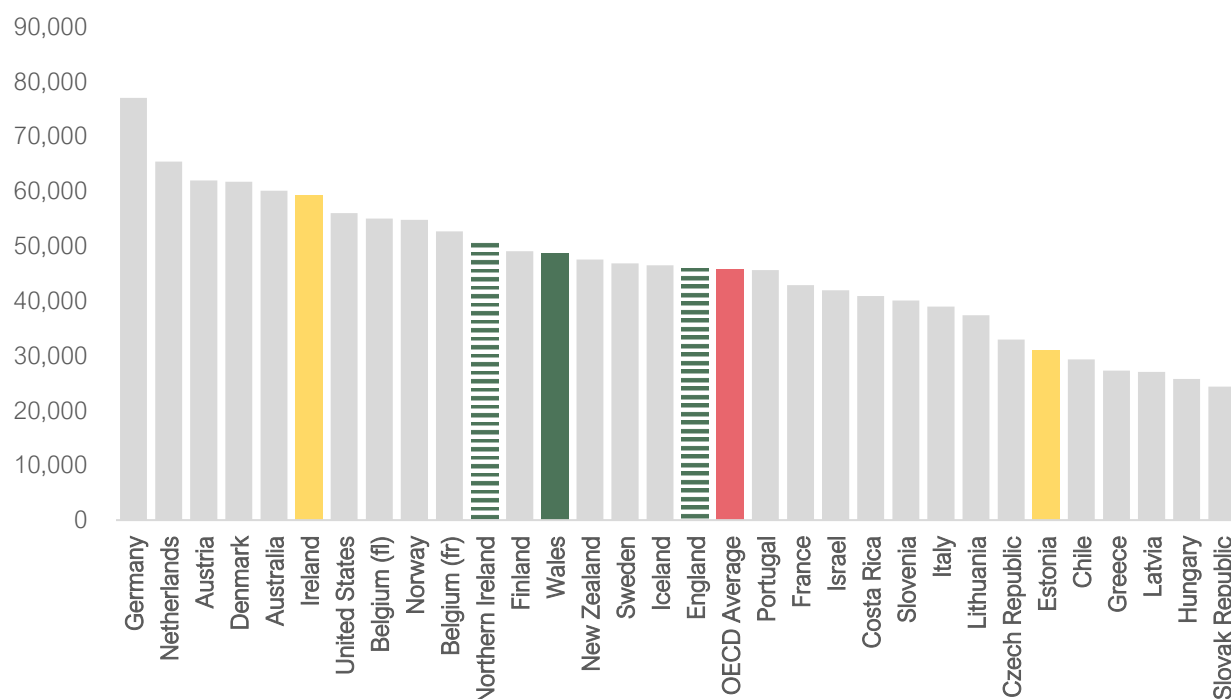
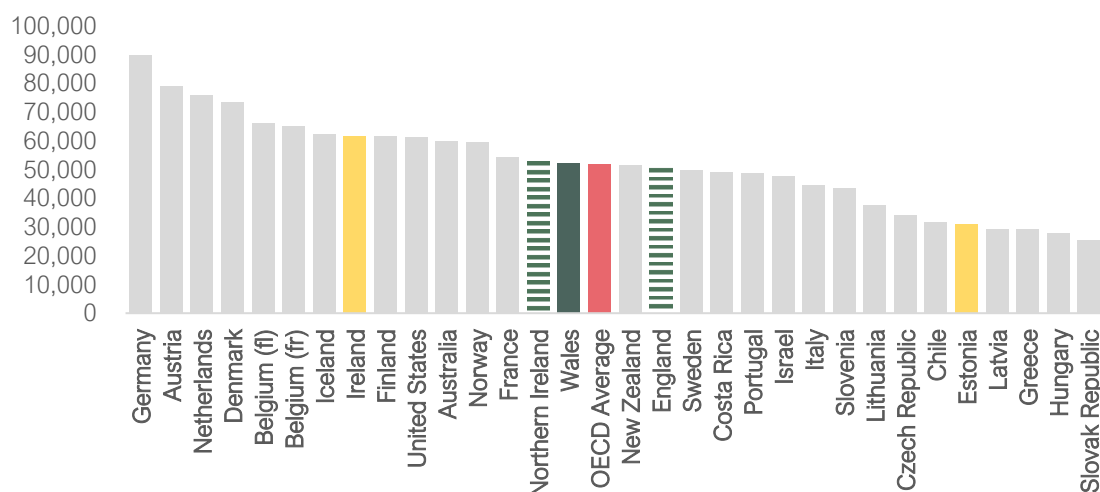


Chart 15
Upper secondary education – Teachers' annual actual salaries (USD)



Source: (Alma Economics) OECD Education at a Glance (2021). Teachers and the learning environment.

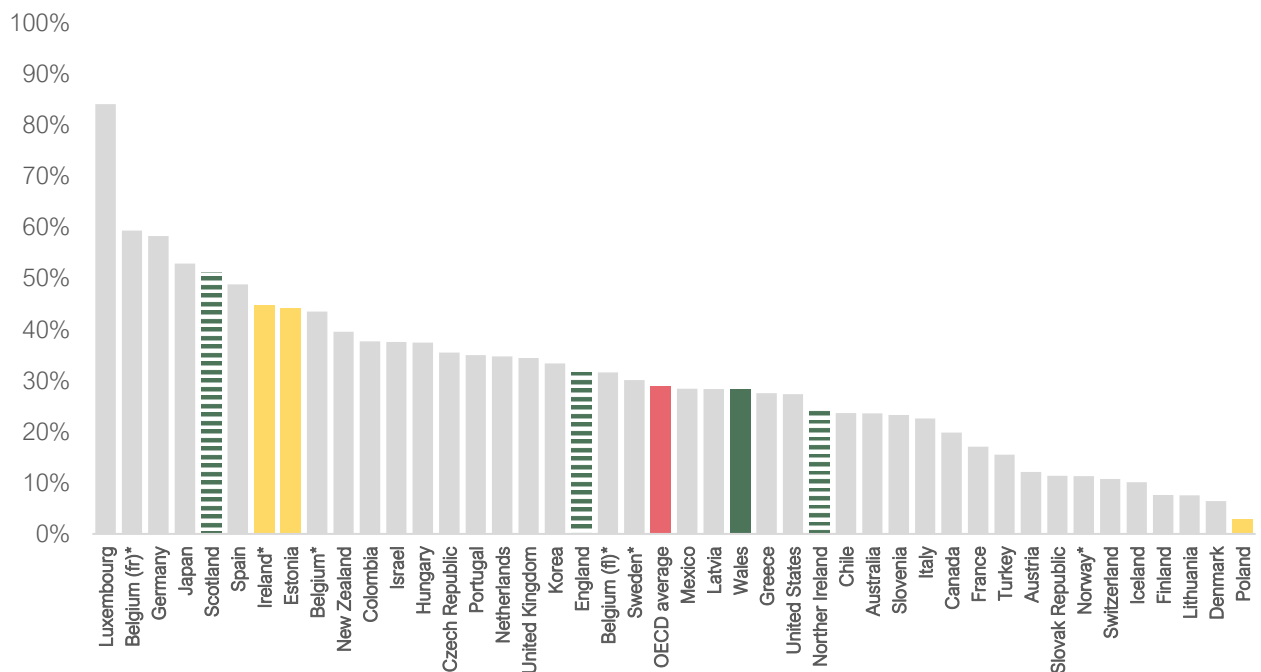
- 2.13 According to the EWC's National Education Workforce Survey in 2021, 76% of teachers in Wales worked on permanent employment contracts, compared to the OECD average of 82% reported in 2018. More than 15% of teachers in Wales reported the intention to leave their profession within three

Chapter 2 – Summary of research findings

years of the survey date.⁴⁷ Numbers in the OECD are not directly comparable as they consider only teachers below the age of 50, and a five year time horizon rather than three years. However, comparison still does provide a good indicator of the risk of attrition. On average, 14% of teachers in the OECD intended to leave the profession within five years of the survey date.

- 2.14 Around 30% of pupils across the OECD attend schools where staff shortage affects teaching quality to some extent (35% of pupils attend schools with reported assisting staff shortage and 29% with teaching staff shortage). Wales is just below the average for both teaching staff and assisting staff at 28% and 34% respectively.

Chart 16
Percentage of pupils in schools whose heads reported lack of teaching staff



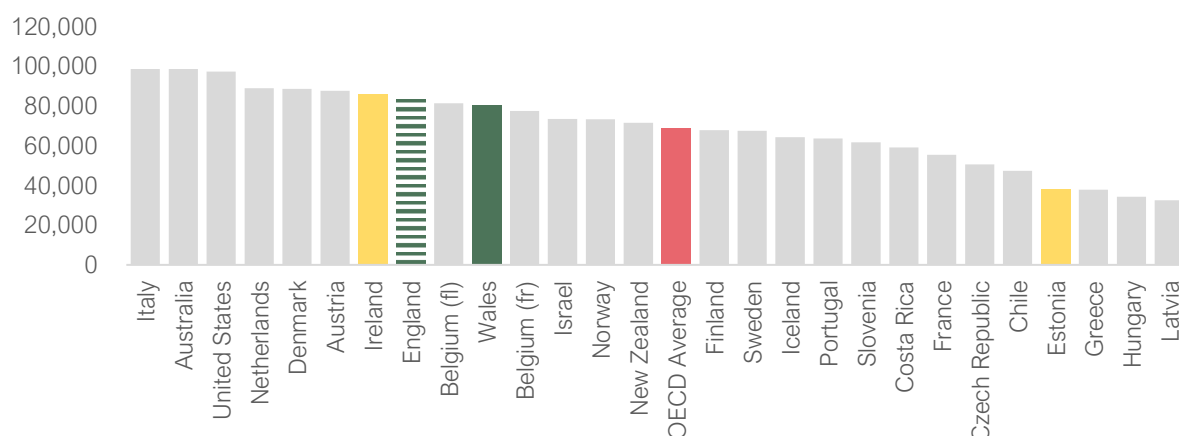
Source: Alma Economics - PISA 2018

- 2.15 For headteachers, the actual salaries in Wales are well above the OECD average, and almost the highest ranked in OECD countries, particularly for the secondary phases.
- 2.16 School headteachers' salaries in Wales are consistently above the OECD average at different educational levels. The average salary in secondary schools is more than 40% higher than that in primary schools in Wales. Only England is above Wales across the three levels of education. Latvia, Hungary, Estonia, and Greece are at the lower end of the distribution.

⁴⁷ EWC (2021), *National Education Workforce Survey* <https://www.ewc.wales/site/index.php/en/about-us/policy-and-research/national-education-workforce-survey>

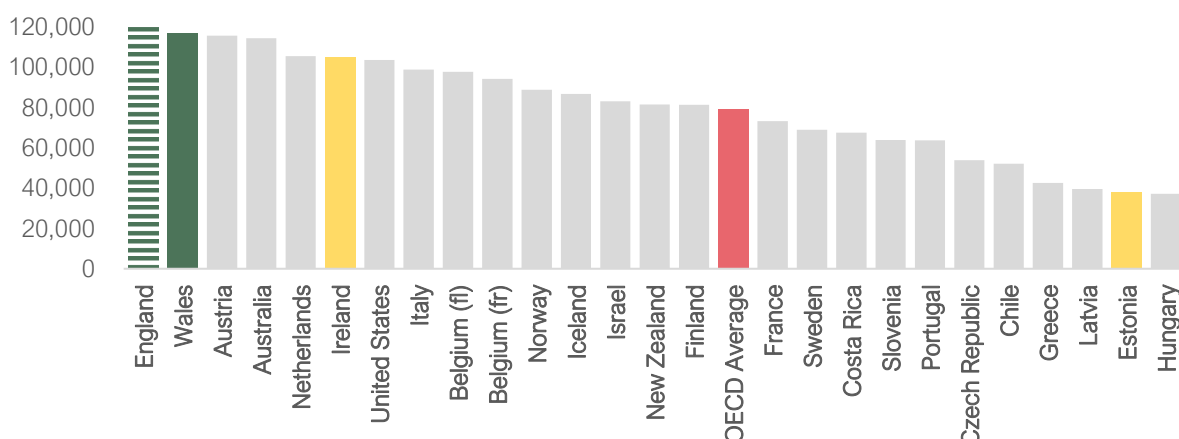
Chapter 2 – Summary of research findings

Chart 17
Primary schools – school heads' actual salaries



Source: (Alma Economics) OECD Education at a Glance (2021). For Wales, the data is the SWAC. The estimate includes the average allowance received by teachers proportional to the share of teachers that record each allowance

Chart 18
Upper secondary school – school heads' actual salaries



Source: (Alma Economics) OECD Education at a Glance (2021). For Wales, the data is the SWAC. The estimate includes the average allowance received by teachers proportional to the share of teachers that record each allowance

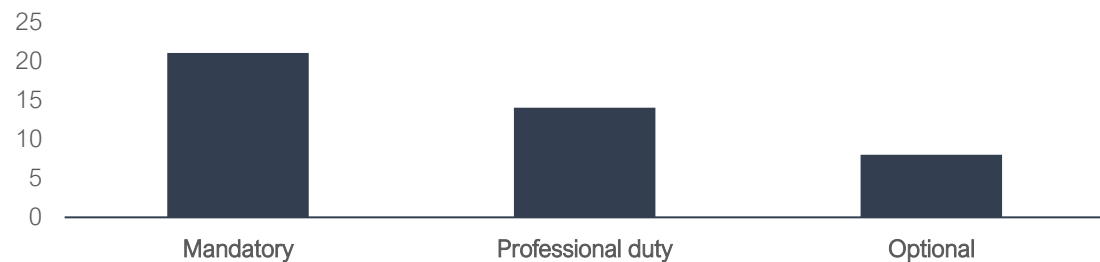
Personal development for teachers

- 2.17 In the last Teaching and Learning International Survey (TALIS) in 2018, 94% of teachers across the OECD reported having participated in CPD activities in a 12-month period.⁴⁸ In 25 education systems in Europe, schools must have a CPD plan for their workforce, including Spain, Italy, England, Scotland, Belgium, and Poland. However, not all teachers in these countries must attend professional development programmes. Mandatory CPD includes a minimum number of hours that all teachers must complete, ranging from nine hours to over 100 in some cases; and this is the case in

⁴⁸ OECD (2018), *The OECD Teaching and Learning International Survey (TALIS)*
<https://www.oecd.org/education/talis/>

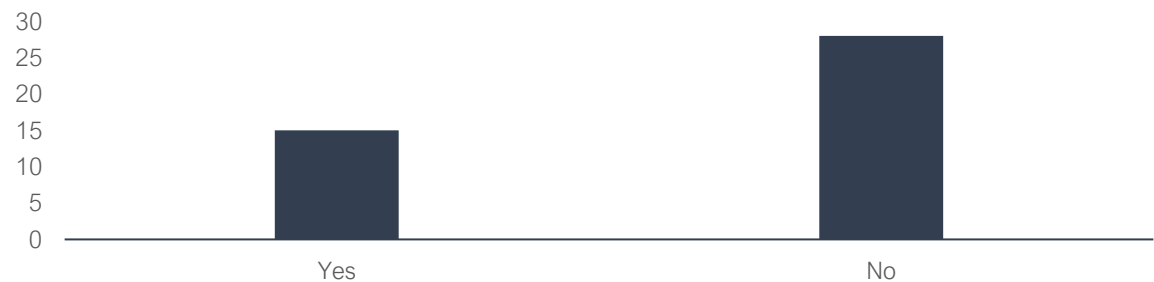
21 education systems. In some countries it is a requirement for salary progression or promotion. In a few countries (Ireland, Netherlands, Greece, Denmark, Norway, Sweden and France) CPD is optional. In the case of France, it is still a requirement for career progression. According to the report by Eurydice,⁴⁹ CPD for teachers in Wales is also a professional duty, but without a minimum number of mandatory hours. However, it is worth noting that there is a requirement for in-service education and training (INSET) days, i.e. days on which pupils do not attend school, but staff are required to attend for training.

Chart 19
Status of continuing professional development (days)



Source: Alma Economics

Is it necessary for salary or career progression? (days)



Source: Alma Economics

Teaching workload

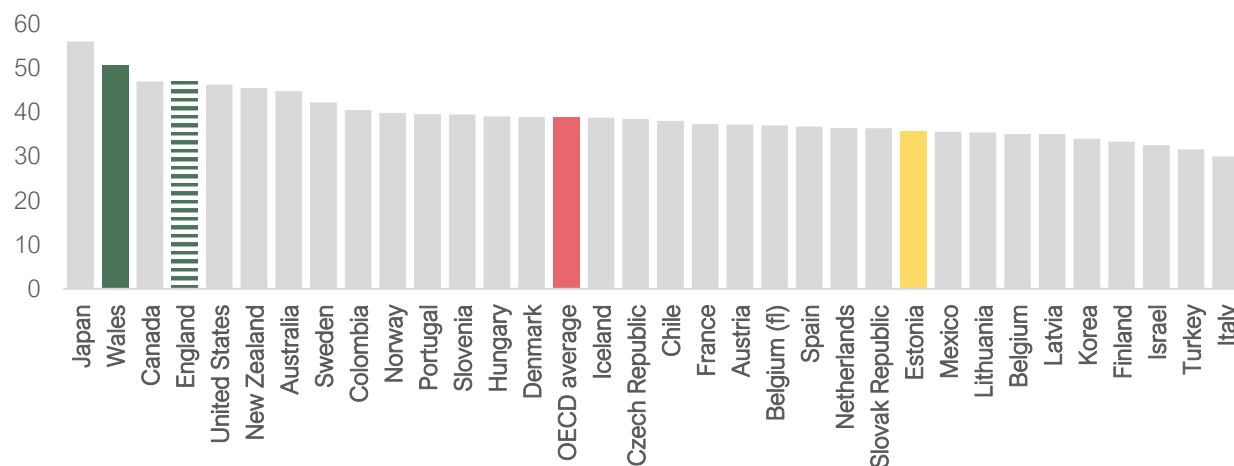
2.18 There is variability in terms of how statutory and actual working and teaching time is defined across the OECD countries. The dataset providing information for all OECD countries (TALIS, 2018) did not include data for Wales, and thus Alma Economics used the National Education Workforce Survey (2021) for Wales; the definitions used in both datasets were checked for consistency and no concerns were identified. Alma Economics used the weighted average of self-reported working of full-time, part-time and other teachers. In an average week, teachers in Wales reported working for more than 50 hours, with 21 hours devoted to teaching; the average across OECD countries was 39 hours of working, and 20 hours of teaching. Based on the self-reported data, the time that teachers spend in the classroom is above

⁴⁹ Eurydice is a network whose task is to explain how education systems are organised in Europe and how they work. It publishes descriptions of national education systems, comparative studies devoted to specific topics, indicators and statistics in the field of education.

Chapter 2 – Summary of research findings

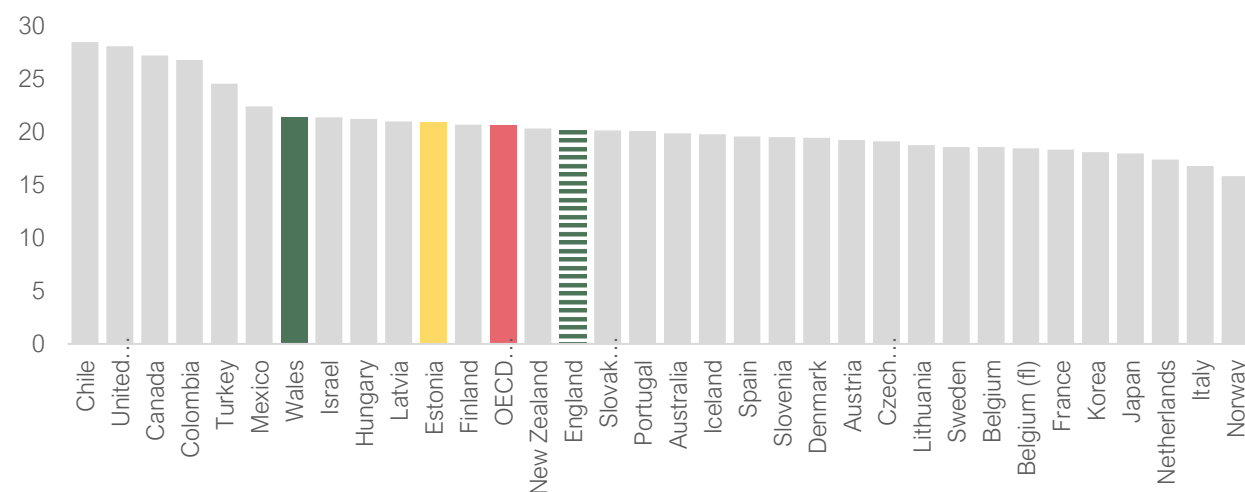
the OECD average, and their overall weekly working time (including teaching and performing other duties) is second to highest, below only Japan.⁵⁰

Chart 20
Teachers' self-reported working hours per week



Source: Alma Economics calculations based on Teaching and Learning International Survey (2018). For Wales, National Education Workforce Survey (2021).

Chart 21
Teachers' self-reported teaching hours per week



Source: Alma Economics calculations based on Teaching and Learning International Survey (2018). For Wales, National Education Workforce Survey (2021)

Research findings: correlation and regression analysis

2.19 In this section, the data collected for the benchmarking analysis was used to investigate if any statistically significant relationships exist. In the following sections, the outcome of a two-step process is presented to identify and investigate relationships of significance. Firstly, a pairwise correlation was

⁵⁰ The indicator represents the weighted average of self-reported working hours for full-time, part-time and other teachers.

carried out across the dataset to identify patterns and secondly, a regression analysis was used to estimate the impact of significant patterns. Full details can be found in section 4 of the full report (Annex A).

Correlation analysis key findings

- 2.20 Correlation refers to the statistical relationship between the two entities and it measures the extent to which two variables are linearly related. For example, the height and weight of a person are related, and taller people tend to be heavier than shorter people. A correlation coefficient gives a measure of the strength of a relationship between two variables, and it ranges between -1 and +1. If negative, it implies that as one variable increases the other decreases, and if positive, it implies that as one variable increases so does the other. If the correlation coefficient is zero, it implies no correlation. Correlation does not necessarily provide the direction of the relationship, for example, if X and Y are correlated, X could be driving Y, Y could be driving X, another variable (Z) could be driving both X and Y, or any combination of the above is possible.
- 2.21 Two pairwise exercises were conducted: the first considering the relationship of educational attainment (PISA 2018 scores) with a variety of variables from the benchmark exercise (e.g. student staff ratios, teachers' salaries, CPD, staff shortages) across the OECD countries and the second examining the relationship of teachers' salaries with the same variables, again across the OECD countries. An example of the type of results available is shown in the table below:

Chapter 2 – Summary of research findings

Table 9
Pairwise correlations – educational attainment (PISA score)

	Coefficient	Observations
Truancy	-0.43	44
Leavers without qual.	-0.02	44
Indef. contracts	0.33	34
Student-teacher ratio	-0.51	43
Staff shortage	-0.21	44
Villages and small towns	0.05	42
Cities	-0.16	42
Prof. development	0.21	44
Attrition ²⁶	0.29	15
Intention to leave	0.15	33
Working time	-0.16	26
Teaching time	-0.54	34
Share of teaching time	-0.34	23
Teachers' salaries	0.42	30
Heads' salaries	0.23	26
Expenditure/GDP	0.12	41

Source: Alma Economics

2.22 For the first exercise, cross-country pairwise correlation analysis shows significant positive correlations of PISA 2018 scores with the percentage of teachers with permanent contracts and teachers' salaries. While both teachers' and school heads' salaries are positively correlated with PISA 2018 scores, the correlation of PISA 2018 scores with teachers' salaries is stronger than that with school heads' salaries. The pairwise correlation exercise also showed significant negative correlations of PISA 2018 scores with students' absences in class (truancy), teaching time and the student-teacher ratio. The correlation of strong educational outcomes with student-teacher ratios and salaries is particularly evident. For the second exercise, looking at how teachers' salaries are related to the benchmark variables, a negative and significant correlation between teachers' salaries and teachers' intention to leave was observed.

Regression analysis key findings

2.23 As explained in the previous section, correlation allows the identification of a strong relationship between two variables. Regression allows the nature of that relationship to be examined to estimate the magnitude of change in one

variable as the other changes, for example, a 1% change in the height of a person is correlated with an 0.09% change in their weight. Two models were employed for the regression analysis to test and ensure only consistent and significant outcomes were noted; exact details of the analysis methodology can be found in section 4.3 of the Alma Economics report.

- 2.24 The following relationships emerged from both regression models:
- a 1% increase in salaries is associated with 0.06-0.09% increase in PISA 2018 scores
 - a 1% increase in the student-teacher ratio is associated with 0.10-0.14% decrease in PISA 2018 scores
 - a 1% increase in the percentage of teachers with permanent contracts is associated with 0.15-0.16% increase in test scores
- 2.25 Other notable relationships that emerged from either model were:
- a 1% increase in teaching time as a share of working time is associated with 0.23% decrease in PISA 2018 scores
 - a 1% increase in the percentage of teachers who undertake professional development activities is associated with 0.08% higher PISA 2018 scores
 - a 1% increase in students' truancy is associated with 0.03% decrease in PISA 2018 scores

Research findings: case studies

- 2.26 Based on the findings from the benchmarking analysis and a desk-based review of studies, five education systems were identified that could provide best practice examples or insightful lessons learned. These were the education systems of Estonia, Poland, Ireland, Singapore, and the Basque Country (Spain). For each case study, Alma Economics undertook targeted desk-based research to understand key drivers of good performance and important education reforms. Additionally, Alma Economics interviewed sector experts specialising in the teachers' pay and conditions in each country selected, in order to fill in knowledge gaps, improve understanding and confirm findings from the literature. The main notable points from each country are summarised below, further details can be found in section 5 of the Alma Economics report.

Estonia

- 2.27 Students' performance in PISA 2018 is among the highest compared to other OECD countries.
- 2.28 Estonia has a very high degree of equality in funding per student, and good quality settings across the country. The per-pupil funding allocation scheme

Chapter 2 – Summary of research findings

- provides everyone with equal access to education, and the government provides additional resources to fund staff in rural areas, such as displacement bonuses, and schools with special needs. Funding is decentralised: the central government provides funding to municipalities, which in turn allocate resources to primary and secondary schools.
- 2.29 Teachers have a large degree of pedagogical autonomy, which is a fulfilling element of the profession. However, teacher autonomy creates barriers to increasing system-wide uptake of new pedagogical approaches or innovative tools.
- 2.30 School heads have autonomy to allocate allowances and pay awards among teachers. Although this is considered a benefit, there is not a standard framework to assign pay awards, which results in pay differences. Those differences are not properly explained by years of experience, professional capacity, or performance. Current government plans include introducing an education strategy which will link career progression to salaries.
- 2.31 Estonia struggles to recruit new teachers mainly due to low teachers' pay, although salaries have increased significantly in the last years. Teachers' salaries are currently above the country average, but they are below comparable jobs and those of similarly educated professionals in other sectors.

Poland

- 2.32 Poland was among the top performing countries in the 2018 PISA cycle. The literature highlights the importance of the lower secondary education system established in 1999, and sector experts point towards teacher professional development and motivation. However, most of the 1999 reforms have now been reversed.
- 2.33 Teachers and schools were given significant autonomy to determine teaching content and methods, which resulted in increased teacher engagement and motivation. Additionally, higher qualifications were required to become a secondary school teacher. Today, school principals still retain autonomy to recruit teachers through an open process, as well as to assign performance bonuses. Upon agreement with Local Authorities (LAs), they also determine resource allocation.
- 2.34 Poland has a relatively large rural population and number of small schools. This is positive in terms of teacher:student relationships, and the student-teacher ratio is low. However, schooling can be hard to fund and manage. In 1999, Poland established larger lower secondary institutions aimed at increasing opportunities for traditionally excluded students (socially and geographically), and the country made an effort to cover commuting expenses for pupils to attend lower secondary education.

Chapter 2 – Summary of research findings

- 2.35 Over recent years, many reforms have been reversed and there is a large shortage of teachers due to: (i) low social prestige for the teaching profession, (ii) poor professional environment (bureaucracy, paperwork, monitoring systems, and low professional autonomy), and (iii) very low salaries and resources (teachers' salaries in Poland, after 15 years of experience, are among the lowest across the OECD).

Ireland

- 2.36 In 2018 Ireland was performing above the OECD average in reading, mathematics, and science. The percentage of low performers was one of the lowest among PISA 2018 participating countries.
- 2.37 The teaching profession has sustained its social prestige. Salaries are higher than in other professions, progression up the pay scale is automatic, and teachers have significant pedagogical autonomy. All these factors have contributed to successful recruitment of highly skilled teachers and educational outcomes.
- 2.38 The performance gap between students from advantaged and disadvantaged backgrounds is small, compared to other OECD countries. Open teacher recruitment, additional funding for disadvantaged schools, and school autonomy are used to attract teachers and improve access to education.
- 2.39 ITE has undergone important reforms. These reforms were aimed at upgrading skills among teacher by introducing masters level education for secondary education teachers. There is also significant investment in CPD.
- 2.40 Ireland faces significant teacher shortages. The reform in ITE, although important for maintaining and improving teaching quality, has increased barriers to entry (higher cost and duration of teacher education). Other factors contributing to the teacher shortage include career breaks (although they help teachers gain experience and knowledge) and choosing industry over teaching as a career.

Singapore

- 2.41 Singapore has repeatedly been among the top performers on PISA since 2009. Education has been at the core of the government's development strategy since soon after Singapore gained independence in 1965.
- 2.42 Singapore is a highly centralised country. The Ministry of Education directly determines or oversees all the stages of teaching and learning: curriculum, assessments, teacher training, recruitment, and development, and school funding.
- 2.43 The teaching profession is highly valued in the country, both in terms of recognition (education is key in the government's development plans, and

Chapter 2 – Summary of research findings

teachers have a strong sense of mission) and pay (salaries are competitive, and teachers have opportunities for professional development). The attrition rate is very low, and Singapore is the country with the second highest percentage of teachers feeling valued by society. Key drivers of low attrition include a cultural sense of mission, good compensation and rewards, and opportunities for professional development.

- 2.44 A key element of teacher development is a three-track career ladder. After three years in service, teachers choose from three streams for progression: teaching, leadership, and the specialist track.
- 2.45 The use of three parallel teaching tracks allows teachers to keep teaching, without sacrificing career progression. Teachers broaden the scope of their impact beyond the school, but do not have to move towards administrative or management positions if they do not want to. Teachers can choose which track they want to follow, but the education system is centralised in nature.

The Basque Country (Spain)

- 2.46 In the Basque Country, there are three linguistic models with different mediums of instruction (Spanish, Basque, or both). Most students are enrolled in schools with Basque as the medium of instruction, which has significantly increased the number of Basque speakers, but the other models have not been as successful.
- 2.47 Forty years ago, there was a large political consensus and financial investment to increase Basque language proficiency among the teaching workforce. Teachers were offered paid immersive training programmes to gain competencies, and now mandatory courses across university degrees must be offered in Basque (they can be offered also in Spanish).
- 2.48 Pupils with Basque as their family language, and who were taught in Basque, displayed the same level of competence in both languages of examination. Children with Spanish as their family language who were taught in Basque performed worse in examinations written in Basque. These differences point towards the importance of the social presence of each language. According to expert opinion, there are two elements to be considered. On one hand, pupils must learn Basque and subject-specific content at the same time. On the other hand, many pupils see Basque as a purely school-based language, which they do not need or use outside of class. This restrains their engagement and proficiency in the language.
- 2.49 The main challenge of this model is that it reflects socio-economic groups and linguistic communities. Also, Model A (Spanish) and, to a certain extent, Model B (both languages), did not succeed in teaching the required level of Basque. Overall, the six-layer model poses challenges in terms of equity, language proficiency, and educational attainment.

- 2.50 The Draft Education Law of the Basque Country⁵¹ aims to give autonomy to schools to define the medium of instruction following the needs of the community. Experts expect that it will give opportunities to learn Basque to pupils that had been traditionally excluded, such as children from immigrant families, and it will also contribute to erasing linguistic communities' segregation.
- 2.51 Experts suggest that teacher training and professional development should focus on both subject-specific knowledge and language skills (i.e. the ability to teach the Basque language).

Conclusions and overarching themes

- 2.52 The findings from the three different research activities complemented each other, without any contradictions identified. The correlation exercise indicated which factors are correlated with the educational outcomes of students. The case studies explored specific country examples, which broadly confirmed the importance of the factors highlighted by the correlation analysis. The case studies, as they included interviews with sector experts and a desk-based review of both academic and policy documents, also allowed the identification of additional insights and lessons learned. Finally, the benchmarking exercise showed in which areas Wales's education system may benefit from additional investment or improvement.
- 2.53 Firstly, the importance of the level of teachers' salaries emerged as a key theme, both in the correlation analysis and case studies. The correlation analysis showed that student educational attainment is positively associated with teachers' salaries, while teachers' salaries are negatively correlated with teachers' intention to leave. In line with the above findings, the case study on Singapore highlighted the importance of competitive pay for keeping attrition rates low, while Poland's case study highlighted that low salaries can contribute to staff shortages. Interestingly, sector experts from Singapore suggested that good base salaries are important for teachers and can increase motivation more than performance-related pay and bonuses (although this view should be confirmed through an evaluation of performance-related pay and bonuses in Singapore). According to data from the academic year 2019-2020, in Wales, teachers' statutory salaries at entry level were below the OECD average. However, when average allowances and bonuses were added, then the average salary increased significantly, and was well above the OECD average. Further enhancements to the salaries of teachers in Wales have been made since by the Welsh Government since 2019.
- 2.54 A related topic mentioned in multiple case studies is the importance of the social prestige of the teaching profession, which can improve the attractiveness of the sector. Competitive salaries and education being part of

⁵¹ Approved in April 2023 by the Basque Governing Council and sent to Parliament for ratification

Chapter 2 – Summary of research findings

government priorities were described within the Ireland and Singapore case studies as contributing factors to the social prestige of the sector.

- 2.55 The professional development of teachers is another key element of teachers' pay and conditions that can contribute to both better quality of education, but also teachers' motivation and retainment. Teachers' professional development was positively associated with student educational outcomes in one of the regression models, while the importance of professional development was showcased in the Singapore, Poland and Ireland case studies. Singapore provides a very interesting example of an alternative model of career progression, where teachers can choose from three career ladders: teaching, leadership, and the specialist track. In Ireland and Poland, ITE reforms introduced a requirement for a master's level of education for secondary education teachers and additional investment in CPD. It is worth noting that, according to the literature, the master's requirement in Ireland may have contributed to the current shortage of staff, but no evidence confirming this was found. In Wales, CPD is a professional duty but without a minimum number of mandatory hours. In summary, professional development requirements and investment can affect positively both teachers and students, indicating that strengthening those in Wales could be beneficial.
- 2.56 Apart from pay and professional development, working hours and workload are also extremely important for teachers and may also result in affecting student outcomes. The benchmarking exercise showed that teachers in Wales work long hours. More particularly, based on self-reported data, the overall weekly working time for teachers in Wales is well above the OECD average and the second to highest across all OECD countries.
- 2.57 The statutory teaching time as a share of the total statutory working time was negatively correlated with student educational outcomes. While interpretation of this result is not straightforward, it indicates that a lower amount of time available for teachers to spend outside the classroom is not beneficial. According to the OECD, a larger proportion of statutory working time spent in teaching could also indicate that teachers end up performing these duties in their own time.
- 2.58 A characteristic of classroom environments that also directly affect teachers' workloads is the student:teacher ratio, i.e. the number of students for every teacher in a school. The student-teacher ratio indicates not only how much workload teachers have, but also how much time they can devote to each student. The correlation analyses showed that student outcomes are negatively correlated with student-teacher ratio, with its regression coefficient being the strongest across all variables in both regression models. Wales has one of the highest student-teacher ratios in the OECD, indicating that this is an area where significant improvements could be made.

Chapter 2 – Summary of research findings

- 2.59 The benchmarking exercise highlighted that Wales is below the OECD average for teachers having permanent contracts. The correlation analysis indicated that permanent contracts can be beneficial. More particularly, the pairwise correlations and the two alternative regression specifications showed that student educational outcomes are positively associated with the share of teachers with permanent contracts, i.e. a higher share of teachers with permanent contracts is correlated with higher PISA 2018 scores. According to the literature, teachers without permanent contracts might experience higher job insecurity and become more likely to leave the profession.
- 2.60 To conclude, it is essential to highlight that the Alma Economics report does not explore the causal relationship between teachers' pay and conditions and educational outcomes. Additionally, the scope of the exercise does not include a comprehensive review of policy evaluations of the reforms discussed in the case studies. The report serves as a first exploration of the broad research questions, indicating areas that researchers and policymakers in Wales may need to prioritise. If this topic is explored further, future research could target evidence on robust policy evaluations and econometric analysis of the impact of pay and conditions on educational outcomes.

Chapter 3 – Statutory consultee responses

Introduction to the statutory consultation process

This strategic review of pay and conditions for teachers and leaders is a major initiative, which has the potential to affect the lives of many for decades to come. Therefore, at the outset of this review, the IWPRB was clear that the consultation process undertaken should be on a different scale from that normally undertaken for annual reviews in response to the Ministerial Remit Letter.

The consultation process consisted of:

- written evidence submissions in response to consultation questions (appendix D)
- oral evidence sessions, with questions based on high level themes derived from the written submissions (appendix E)
- a workshop to consider the results of external research and consultation responses to high level themes (annex B)
- further oral discussions based on specific themes of interest, referred to frequently and in depth by consultees during previous consultation (appendix F)

This chapter summarises the consultation findings, indicating where consultees have expanded on themes as the process has developed. The key findings are arranged into specific sections:

- pay structures for teachers
- pay structures for leaders
- teaching and learning responsibility allowances and other allowances
- workload
- directed time
- flexibilities
- continuing professional development
- safeguarding

The IWPRB is extremely grateful to all consultees for their willingness to engage in the process, and for the contributions made. We have learned a great deal from the additional engagement, and as well as informing the outcomes of this review, our learning will inform our consultation processes in the future.

Pay structures for teachers

- 3.1 This section considers the responses of consultees on pay structures. Consultees conveyed a sense that the current structure was generally well understood and largely fit for purpose. The following paragraphs describe consultee responses to questions on pay structure, note elements that consultees felt should be retained, and consider elements which could be further developed or introduced.
- 3.2 The majority of consultees referred to the transformation taking place in compulsory education and training in Wales, and noted that there were inevitably implications which needed to be considered in the context of pay

and conditions. The Welsh Government stated that “the current structure in Wales was designed for an education delivery model which is now subject to significant change, so we need to explore what features of the current system work well and can be retained; and which features may need to be changed”.

- 3.3 The Welsh Government also noted that “in the absence of UK Government funding for pay settlements, funding for any changes to terms and conditions, will need to come from existing budgets that are already struggling with inflationary costs, energy, and the cost of living crisis. It is vital that any reforms of teachers’ pay and conditions remain affordable. Within this financial context, that requires any proposed changes to terms and conditions holistically consider the impact on the sustainability of the wider sector”.
- 3.4 The WLGA supported the current pay structure, stating that it was well understood.
- 3.5 The ASCL Cymru noted that “we believe that this strategic review presents a unique and exciting opportunity for the Review Body to be bold and creative and make recommendations for a pay framework and conditions package which is specific to the Welsh context”. It further stated that the sheer scale of reforms to education in Wales must be recognised and considered, in light of the demands such reforms place on school leaders.
- 3.6 The NEU Cymru referred to the “opportunity for the Welsh Government to introduce significant and radical changes to the STPC(W)D that will enhance teachers’ pay and conditions and set a firm foundation for recruitment and retention of the best professionals in future”. In relation to pay structures, the NEU Cymru contend that the key objective “should be to secure pay level and career prospects which enable us to recruit, retain and appropriately value teachers and leaders”. It stated that the structure must enable teachers and leaders to plan and identify career development, in the confidence that the pay structure alongside the necessary funding will enable such career development. There should not be barriers to entry or re-entry, and it should support teachers and leaders developing multiple career pathways. The structure must also embed the principle of equal pay for work of equal value.
- 3.7 UCAC noted that development of the existing system was required, rather than wholesale change to the structure.

Elements of teachers’ pay and conditions which should be retained

- 3.8 All consultees commented to a greater or lesser degree on areas of pay and conditions that worked well, and that should be retained. In general, consultees felt that the following areas should be retained:
- national pay scales – statutory rather than advisory
 - incremental pay not linked to performance

Chapter 3 – Statutory consultee responses

- pay portability
 - full TLR payments for part time teachers
- 3.9 The NEU Cymru commented that pay portability could be further refined, including provisions where teachers return to a teaching role from a leadership role, awarding scale points for specified experience outside teaching in maintained schools, and provisions for those returning from career breaks.
- 3.10 UCAC noted that it had evidence of part-time teachers not being awarded full time TLRs, and requested that the wording of the School Teachers' Pay and Conditions (Wales) Document (STPC(W)D) clarify the position.

Elements of teachers' pay and conditions to be developed further

Single pay range

- 3.11 All consultees commented on a single pay range for teachers, combining the MPR and the UPR, and removing the requirement for threshold progression. The majority of consultees were in favour of a single pay range.
- 3.12 In their written evidence, the Welsh Government noted that the move to a single pay range was considered for teachers in England by the STRB in 2020, and that following analysis of evidence provided, the STRB recommended that the existing division of these two pay scales be continued. "As part of their report, STRB were clear that they saw merit in having a separate UPR, with a threshold from MPR, to reward expertise and experience and to support teacher development. These conclusions appear to be equally applicable in Wales when considered in isolation."
- 3.13 However, it acknowledged the significant changes in education since the introduction of the UPR, and noted that it was "normal" for teachers to progress to the UPR.
- 3.14 The WLGA supported a single scale, and believed that the merging of the MPR and the UPR would remove the workload associated with threshold progression for teachers, leaders and council staff. In the event that this does not happen, it would welcome clarity within the STPC(W)D in respect of the role, expectations and differentials of those on the MPR versus the UPR. It believed that it would also be beneficial for there to be clarity around what responsibilities fall under the UPR, as opposed to receipt of a TLR payment. The Church in Wales similarly supported a single scale, describing the threshold as a "false break".
- 3.15 The NEU Cymru advocated that it wanted a pay structure that has clear, simple, and supportive pay arrangements for all teachers. Similarly, UCAC stated that if teachers are to be encouraged to stay in the classroom, the pay structure needed to reflect this encouragement.

Chapter 3 – Statutory consultee responses

- 3.16 The NEU Cymru, in proposing a single pay range with annual increments, argued that the transition between the MPR and the UPR was artificial. It believed that the current threshold arrangements resulted in inequities in application and that a move to a single pay range would support recruitment and retention, and remove existing restrictions on progression. The NEU Cymru also believed that teachers on the UPR are often asked to take on significant additional responsibilities, simply because they are on the UPR, and therefore a single range would remove this issue – a view echoed by Community Wales. UCAC argued in a similar manner, that there should be a single pay range to encourage experience-based development, with no “artificial barrier” in place before teachers can reach the top of the scale, with annual increments supporting career progression.
- 3.17 The NASUWT Cymru recommended the introduction of a pay structure that values teachers who stay in the classroom. In proposing this, it referred to the primacy of the classroom teacher, opining that a fair pay and career structure would make it possible for experienced teachers to remain in the profession and in the classroom: “that’s an important emphasis that we want to give, remaining in the profession, yes, but remaining in the classroom”. It emphasised the importance of creating the right conditions and incentives for this to happen.
- 3.18 The NASUWT Cymru, in supporting a single pay spine with annual increments, noted that the current classroom teacher pay framework of the MPR and the UPR was developed two decades ago, with the purpose of rewarding teachers who remained in the classroom and developed their expertise as teachers. It noted however that over the last decade, the nature of the UPR, and the threshold from the MPR to the UPR, has changed, with considerable evidence to support the view that the threshold and the UPR have become a barrier to teachers accessing higher pay levels. It believed that the operation of the threshold application was discriminatory.
- 3.19 Community Wales emphasised the need for a classroom career progression path, allowing teachers to spend their time teaching, with equal recognition and remuneration as if a teacher was following a leadership route. It stated that there are no contractual differences between the MPR and the UPR, again noting that there are often additional expectations placed on teachers on the UPR.
- 3.20 The NEU Cymru, the NASUWT Cymru and Community Wales all argued for a single pay spine with six pay points. UCAC however contended that the existing number of points was fit for purpose.
- 3.21 The NAHT Cymru questioned whether there would be unintended consequences of removing the threshold, whilst recognising that there is an expectation that teachers would normally progress through the threshold.
- 3.22 The ASCL Cymru believed that the separation of the MPR and the UPR should be retained. It also believed that a single spine of eight points could be in contravention of the Equality and Human Rights guidance, “which

Chapter 3 – Statutory consultee responses

states an employer has to be able to justify a pay range that is longer than five years (otherwise it would amount to indirect age discrimination).”

Leading practitioner role

- 3.23 The Welsh Government suggested that the role may no longer be relevant due to its low uptake, and that the responsibilities of a leading practitioner could be better achieved through TLRs.
- 3.24 A few consultees were of the view that the leading practitioner role was not well used due to budgetary constraints, whilst others believed that some teachers were carrying out this role, but being remunerated through different means.
- 3.25 Community Wales were concerned about understanding of the role, and would support consideration of its removal, whilst UCAC believed the role no longer to be necessary.
- 3.26 The NEU Cymru pointed out that the leading practitioner role is meant to reward modelling good practice for teachers, so should be valued within the pay structure. However, it argued that it should not be a separate pay structure. The NASUWT Cymru supported a ‘relaunch’ of the role to support teachers as they implement the Curriculum for Wales.

Link between induction and incremental progression

- 3.27 The Welsh Government referred to the EWC data, which it believed suggested that there are a number of teachers who have not completed statutory induction, but have progressed up the MPR. Recognising that the introduction of the five-year time limit for completion of induction should reduce the number of teachers who progress in their careers without having met the statutory requirement to complete induction, the Welsh Government believed that consideration of a separate pay scale for NQTs linking the completion of induction, with progression to the MPR should be given. It referred to the link between completion of induction and evidencing professional standards.

Pay structures for leaders

Calculation of headteacher groups

- 3.28 The Welsh Government felt that the formula for calculating headteacher pay groups appeared to be broadly robust, noting that “normally the total unit score captures the complexity of the headteacher role and the relevant broad pay range accommodated appropriate levels of reward”.
- 3.29 It acknowledged that consideration is needed in light of changes following the Additional Learning Needs and Education Tribunal (Wales) Act 2018

Chapter 3 – Statutory consultee responses

- (ALNET (Wales) Act),⁵² in particular current reference to SEN statements, and noted that the number of Individual Development Plans (IDPs) is likely to be far greater than the number of SEN statements. It stated that this is an evolving picture, as the Act continues to be implemented, and estimated that the impact is likely to be “on the fringe” of different groups.
- 3.30 The Welsh Government also noted that there is a core of activity and responsibility which needs to underpin any headteacher role.
- 3.31 The WLGA noted the potential impact of the ALNET (Wales) Act on headteacher groups.
- 3.32 The WLGA supported the flexibility to award a headteacher up to 25% above the headteacher group, but encouraged the removal of the ability to exceed 25% in exceptional circumstances.
- 3.33 ASCL Cymru welcomed the flexibilities within the STPC(W)D allowing employers to set up to (and over) 25%, and believed this should be retained, noting the need for better guidance in how this flexibility can be applied. The NAHT Cymru recommended clarification on the definition of exceptional circumstances in awarding above 25% of the headteacher group.
- 3.34 The NAHT Cymru noted that the method by which pay is determined in a school appears fairly clear, but cautioned against setting a formula for leadership group salaries which depended on pupil numbers, as this would disadvantage members in small schools. It argued that there is the same level of accountability regardless of how many pupils are on roll, and therefore such a formula could be viewed as punitive to members in small schools as opposed to those in big schools. The NAHT Cymru also argued that trade unions should be consulted in the setting of pay points for headteachers and deputy headteachers.
- 3.35 The Church in Wales raised concerns regarding the allocation of units to key stages in calculating headteacher groups, and as an example, questioned whether the greater weighting of Key Stage 5 compared with Key Stage 2 remained appropriate.
- 3.36 The NAHT Cymru felt that the school situation needed to be taken into account when calculating headteacher groups, and proposed that further work was undertaken to determine what factors should influence the calculations of the groups. UCAC noted that modification may be required to move to age ranges rather than key stages, and additionally noted that the salaries for headteachers do not always reflect responsibilities, particularly in smaller schools. The NEU Cymru echoed this, and argued that given the existing formula, “we think headteachers of small schools do not end up with an adequate level of reward”.

⁵² Gov.wales (2021), *Additional Learning Needs and Education Tribunal (Wales) Act 2018*
<https://www.gov.wales/additional-learning-needs-and-education-tribunal-wales-act>

Leadership group pay range (LGPR)

- 3.37 The WLGA considered that that the LGPR was fit for purpose. It believed that the defined calculation for leadership group structures is helpful and provides consistency. However, it wished to see a return to the five and seven point ranges for headteachers and deputy headteachers which had been retained from a previous version of the STPC(W)D in some school pay policies, and recruitment and retention allowances for leaders, subject to specified provisions. It would also welcome clearer guidance for governing bodies on the setting of pay ranges for schools, including where there may be federation/temporary executive headteacher arrangements in place.
- 3.38 The ASCL Cymru supported the inclusion of leadership pay scales in the STPC(W)D, but remained concerned that the implementation of the 2017-2018 pay award had resulted in confusion and pay differentials across local authorities in Wales. It considered that the IWPRB's strategic review provided an opportunity to reset all pay reference points across Wales to a single point of reference, in line with those local authorities that adopted the higher rates in 2017-2018.
- 3.39 A few consultees noted the lack of differential between pay for leaders and pay for teachers. The NAHT Cymru were concerned about the "overlap between the main pay scale and the leadership pay scale", particularly when other factors such as TLRs are introduced. It also noted that if teachers were paid on the LGPR, then directed time was no longer applicable, which could lead to increased workload. It felt that leaders should have protected time.
- 3.40 The NEU Cymru stated that pay for leaders should meet tests of fairness, transparency, competitiveness and value.

Federated structures and leadership pay

- 3.41 The WLGA did not believe that a specific scale was necessary for federated arrangements, however, it welcomed additional guidance.
- 3.42 The NAHT Cymru noted that the current SPTC(W)D does not reflect the multitude of roles in federated schools, and stated that the STPC(W)D needed to ensure these new structures, posts and expectations of the posts are represented in the STPC(W)D.
- 3.43 The NEU Cymru called for clarification between distinctions of an executive headteacher and a headteacher, and that there should be mandatory provisions on the pay of executive headteachers. It believed that national consultation should determine this. It discussed the impact on all levels of leadership when a federated school arrangement is made, and called for clarity amongst roles, and the reward structure.
- 3.44 UCAC stressed the particular need to ensure that leaders who are responsible for more than one site receive additional consideration within the

current range. It cited elements of confusion between the responsibilities of executive headteachers, headteachers and deputy headteachers.

ALNCo role

- 3.45 The WLGA noted that “there are an increasing number of queries being received about remuneration of Additional Learning Needs Co-ordinators (ALNCos) and clarification would be welcomed”.
- 3.46 The NAHT Cymru were concerned about the lack of an ALNCo pay scale.
- 3.47 The ASCL Cymru noted that “It is our view that until the Welsh Government provides the clarity [on ALNCos] needed, the criteria for TLR1 allowances should be amended to allow schools to remunerate ALNCos appropriately, by either using the leadership pay range if that is appropriate in their structure, or by allocating a TLR1 allowance to recognise the level of strategic responsibility that the role holds”.
- 3.48 UCAC welcomed the fact that “consideration of ALNCos’ financial reward position is already in progress, although we would have appreciated a tighter schedule in this regard. We continue to worry about ALNCos’ working conditions, and it would be good to see clear and fair expectations in this regard” . The NEU Cymru stated that “payment arrangements for ALNCo’s must clarify that they are also eligible for separate responsibility/TLR payments”.

Teaching and learning responsibility allowances

- 3.49 Consultees, in general, supported the system and structure of TLRs and other allowances, but a number commented on the ways in which the arrangements were being applied. These included a perceived lack of transparency in the process of awarding TLRs; the need for clearer criteria in making awards; and the discrepancy between the number of TLRs awarded in secondary schools compared with primary schools. Several consultees noted that it was school budgetary constraints, rather than the TLR arrangements themselves, which prevented awards from being made.

Scales for TLRs

- 3.50 There were mixed views among the consultees as to whether a fixed scale should be included within the TLR ranges. The Welsh Government believed that “currently schools have a great deal of flexibility to vary the level of payment within a set range to recompense teachers carrying out a wide variety of roles with differing levels of responsibility. The introduction of statutorily set interim pay points within these ranges would require detailed advice on the relevant weighting to be applied for each interim pay point across all such roles and responsibilities. Such restrictions may lead to inconsistencies both within schools and between schools and potentially

Chapter 3 – Statutory consultee responses

- cause more problems and incur more costs than the somewhat isolated incidents that such scale points would be intended to address”.
- 3.51 The WLGA believed that there was too much variation in the current arrangements and that they were too subjective, and that set levels could be considered. UCAC supported a national scale for TLRs.
- 3.52 The NASUWT Cymru called for a “higher degree of specificity” in the award criteria and commented that the use of the word “significant” in the current criteria was not helpful. It expressed concern as to the “explosion” in the number and use of TLR3s, which it described as a “grace and favour role”, and their inappropriate use instead of substantive TLR1s and TLR2s and leadership roles.
- 3.53 However, the NAHT Cymru referred to the possibility of “unintended consequences” of such a national scale, and most other teaching unions called for greater clarity as to the criteria for the payment of TLRs.
- 3.54 The NEU Cymru stated that “payments for responsibilities must support career development and progression”, and noted that TLRs were an essential support to the leadership supply line. It supported fixed sums for TLRs and referred to the “erosion” of TLRs, especially following school restructures.

Other evidence relating to TLRs

- 3.55 The Welsh Government believed that TLR2 could incorporate Professional Learning Grants, while TLRs could be paid for “community focussed schools”. Community Wales suggested that TLRs should be awarded for pastoral duties.
- 3.56 The WLGA would welcome greater flexibility and scope in TLRs. It also suggested that among the “more radical” options would be allowing teachers to hold TLR1 and TLR2 concurrently, or on a temporary basis, or increase the TLR3 range. The ASCL Cymru believed that it would be helpful if the rules allowed for more than one TLR to be issued to a member of staff. The ASCL Cymru and Community Wales believed that TLRs could be used for the ALNCo role.
- 3.57 Several consultees drew attention to the lower number of TLRs being applied within primary schools, where additional responsibilities are often spread across a number of teachers and leaders, so that no individual award is made. Community Wales suggested that additional awards should be made to teachers in these circumstances.
- 3.58 Several of the teaching unions believed that it was the shortage of school finance which was leading to TLRs not being awarded as they should; the NAHT Cymru referred to the “drastic inconsistency” in TLR awards, driven by funding.

- 3.59 UCAC drew attention to circumstances in which full TLRs were not being applied correctly where the teacher was working part-time, and suggested a revision to the wording in the STPC(W)D.
- 3.60 Most consultees referred to the need to ensure appropriate time away from the classroom was awarded to undertake the work associated with TLRs. They believed that the definition of ‘reasonable’ time in the STPC(W)D was interpreted in too many ways, leading to inadequate time being allowed.

TLRs and leadership group

- 3.61 In response to a question as to whether TLRs should be awarded to leadership group members, the ASCL Cymru and the NAHT Cymru believed that there should be provision for allowances for additional responsibilities or additional workload caused by extenuating circumstances, for instance during the COVID-19 pandemic. The NASUWT Cymru and the NEU Cymru did not support this. Community Wales said that it was willing to consider whether headteachers should receive additional allowances, especially in primary schools where the senior leadership teams were also classroom teachers.

Allowances

Recruitment and retention allowances

- 3.62 The WLGA believed that the introduction of recruitment and retention allowances for headteachers would help recruitment into difficult to fill vacancies, for example in deprived areas, Welsh medium schools, and schools in challenging circumstances. In its view, such allowances “could aid retention and stop the misuse of other allowances” and/or the schools having to utilise a percentage uplift outside of the school grouping in order to retain a headteacher who may look to move to a larger school. The NASUWT Cymru were against such an introduction.
- 3.63 The ASCL Cymru noted that leaders are specifically excluded from measures to aid recruitment and retention, and believed that the effectiveness of these as an aid for school leader recruitment and retention should be explored.
- 3.64 The NAHT Cymru expressed concern over the unintended consequences of introducing greater flexibilities within the current allowances to improve the recruitment and retention of teachers in shortage subjects, disadvantaged areas or challenging geographical locations. The exploration of incentives such as relocation allowances, subsidised public transport might be worthy.
- 3.65 UCAC were content with the current arrangement for paying recruitment and retention allowances to teachers.

Chapter 3 – Statutory consultee responses

- 3.66 Community Wales were against recruitment and retention allowances for teachers, citing unfairness as a key reason. It drew parallels with ITE allowances, whereby, for example, an ITE graduate in English may receive an allowance, whilst an ITE drama graduate may not; yet the drama graduate may be required to spend a significant percentage of their time teaching English.

Allowances for teaching through the medium of Welsh

- 3.67 The WLGA questioned whether as a means to support the Welsh in Education Strategy [Cymraeg 2050]⁵³ an additional allowance could be paid to those who teach through the medium of Welsh. However, it recognised that it would be “difficult within current structures and allowances to understand how [a Welsh language allowance] could be best achieved without it being potentially divisive.
- 3.68 The NAHT Cymru suggested that there may be many scenarios which might justify an additional allowance, with Welsh speaking teachers being one of them. It believed further evidence was required.
- 3.69 UCAC favoured additional allowance being paid for teaching through the Welsh language and drew attention to the “bilingual uplift”⁵⁴ which was applied in further education institutions. UCAC also provided details of the payments made for teaching through the Maori language in New Zealand. However, UCAC acknowledged that the success of such schemes was not necessarily clear.

Other allowances

- 3.70 The Welsh Government proposed that the exceptional performance acknowledgement for classroom teachers could be extended to more experienced teachers. It noted that the “expansion of the TLR system to introduce a new one-off annual payment to reward such exceptional performance would signal approval of highly achieving practitioners who have chosen to remain as classroom teachers”. Neither the NEU Cymru nor the NASUWT Cymru agreed with this approach, and were concerned about the potential impact on those not receiving an award.

⁵³ Welsh Government (2022), *Cymraeg 2050: Welsh language strategy action plan 2022 to 2023* <https://www.gov.wales/cymraeg-2050-welsh-language-strategy-action-plan-2022-2023-htm/>

⁵⁴ Welsh Government guidance to FE colleges (2018), *Recording of Welsh-medium learning in the Lifelong Learning Wales Record Further Education* <https://www.gov.wales/sites/default/files/publications/2018-12/recording-of-welsh-medium-learning-on-the-llwr-for-further-education.pdf>

Workload, working hours and directed time

Workload – general comments

- 3.71 The Welsh Government recognised the “inextricable link between workload pressures and the wellbeing of the education workforce”. It stated that it is working with stakeholders to reduce workload and eliminate unnecessary bureaucracy, having established a group of stakeholders to look at ways to try to reduce workload. It noted that the environment will inevitably change when this group reaches its conclusions, and that there may be implications for teachers’ pay and conditions which will need to be considered within the STPC(W)D. It commented that workload impact assessments will be introduced, preceded by professional learning for Welsh Government staff.
- 3.72 Some consultees referred to the work being done through the Welsh Government’s workload reduction group. The NASUWT Cymru stated however that its ambitions were “relatively... small scale”, and that “the Welsh Government workload commitments have little impact on the workload of the classroom teacher”.

Directed time for teachers

- 3.73 All consultees referred to the workload of teachers and the number of hours being worked. A number of consultees referred to specific education reforms currently being implemented, which were increasing workload.
- 3.74 The Welsh Government believed that decisions on working hours were best left to headteachers and teachers themselves. It felt that “the notion of determining a central government position on working hours across a professional community sounds a bit odd...it sounds as if we’re making decisions that headteachers and professional teachers should be making”. However, it felt that in terms of maximum teaching hours, “we take the view that that [sic] should be not just clearly stated, but it should be clearly observed”.
- 3.75 The WLGA was not in favour of having a fixed number of hours for teachers and leaders as schools vary in size and complexity, and a single approach would not be appropriate. It stated that an agreed consistent methodology for remuneration and reward to teachers where additional hours or work is undertaken, such as overtime and undertaking extracurricular activities, would be welcome. If there was a way of rewarding teachers for such activities which are carried out on an unpaid voluntary basis, there might be more inclination for teachers to volunteer.
- 3.76 The NASUWT Cymru called for the development of a refreshed workload agreement, that would see limits on monitoring and accountability measures. It felt that “substantially reducing teacher workload is key to attracting and retaining teachers and school leaders in Wales, alongside improving teachers’ pay levels”.

Chapter 3 – Statutory consultee responses

- 3.77 The NASUWT Cymru called on the IWPRB to consult on the establishment of a genuine fixed-hours contract with a maximum limit on working hours. It referred to arrangements in Scotland and the Isle of Man, where teachers have a clear understanding about their working hours.
- 3.78 In addition to consulting on the establishment of a genuine fixed-hours contract, the NASUWT Cymru asked the IWPRB to recommend the deletion of paragraph 50.7 of the STPC(W)D with immediate effect.⁵⁵ Both these actions would have an immediate benefit to teachers' terms and conditions and also recruitment and retention into the teaching profession in Wales.
- 3.79 The NEU Cymru refers to “sky-high workload” and felt that “recruitment and retention problems, for example, cannot be solved without urgent improvements in pay, conditions and workload”. It also stated that teachers are still working longer than the 48-hour per week maximum stipulated by the Working Time Regulations and work longer term-time hours than other professionals in a typical week. “A limit placed on working hours and removing any overarching requirement on teachers to work additional hours as may be necessary to enable the effective discharge of the teacher’s professional duties would be welcomed”.
- 3.80 The NEU Cymru wanted a 35-hour working week and an end to paragraph 50.7 of STPC(W)D with greater emphasis on well-being in the Document, but the union also saw the importance of exploring the drivers behind the heavy workload to see if these can be reduced. It was keen on introducing more flexibilities into the teachers’ contract.
- 3.81 The NEU Cymru believed that it would be useful for the STPC(W)D to include the need for a ‘directed time calendar’ to be produced before the start of the summer holidays.
- 3.82 UCAC suggested that maximum working hours per week for teachers, as in Scotland, would be beneficial for teachers. It believed that the inevitable cuts to the number of teachers in several schools were bound to adversely affect the conditions and workload of the teachers who remain. It stated that people want consistency throughout Wales to ensure fairness.

Planning, preparation and assessment (PPA) for teachers

- 3.83 The NEU Cymru noted that qualifications are being reviewed in line with the Curriculum for Wales. Its members are calling for an end to the “high stakes exam system, with exams replaced by moderated continuous assessment”. This would necessitate additional PPA time. It believed that increasing PPA time to 20% would “dramatically reduce pressure on staff”.

⁵⁵ Paragraph 50.7 states “ In addition to the hours a teacher is required to be available for work under paragraph 50.5 or 50.6, a teacher must work such reasonable additional hours as may be necessary to enable the effective discharge of the teacher’s professional duties”

Chapter 3 – Statutory consultee responses

- 3.84 The NASUWT Cymru similarly called for “an increase in PPA time to 20% from September 2023 onwards, to provide teachers with the necessary time to carry out an ever-increasing list of demands and duties”. It also believed that PPA time should be at the teacher’s direction, not only in terms of what they do in that time, but where they do it.
- 3.85 Community Wales, in calling for an increase in PPA time, referred to the Noel-Baker Academy in England, citing emerging benefits of increased PPA time within this Academy, in particular, on improved recruitment and retention, thereby reducing the school’s spend on supply teachers.
- 3.86 UCAC pointed out that: “As the workload of teachers continues to increase, it is time to seriously consider the time offered in terms of PPA.” It suggests that “As a first step...we ask that 20% of a teacher's schedule should be set aside for PPA.”
- 3.87 The ASCL considered that it would support increased PPA time, provided that the increase was fully funded, and that the move was planned as part of a consultative process. The NAHT Cymru noted that the time allocated for PPA must be observed.
- 3.88 The Welsh Government noted that PPA allocations had to be observed in practice, as well as defined in the STPC(W)D.
- 3.89 The WLGA noted that the current 10% PPA is a minimum requirement, and some areas may benefit from an increase in PPA, whilst the Church in Wales would welcome clarification of maximum teaching hours.

Directed time for leaders

- 3.90 In respect of leaders, the WLGA believed that the capping of hours should be considered. It stated that there is an inherent danger that educational leaders across Wales could suffer burnout. This phenomenon was clearly seen during the COVID-19 pandemic, when a number of leaders retired early because of the inordinate number of hours worked during that specific period. The use of business managers in secondary schools had helped headteachers, but they are not employed in all secondary schools and rarely in primary schools.
- 3.91 The NAHT Cymru stated that business managers were very useful for schools but were “a dying breed”. These posts were often cut when a school’s budget was reduced.
- 3.92 The NAHT Cymru argued that whilst there is supposed to be protected leadership time, it does not happen in practice. It wanted “protected leadership time for assistant and deputy headteachers”. Recognising that fixed hours for headteachers would not work, it advocated more support for headteachers, such as a minimum holiday requirement or a minimum break. The union would not want fixed hours to be set for teachers, although it is willing to have further discussions with teachers’ unions on this.

Chapter 3 – Statutory consultee responses

- 3.93 The ASCL Cymru drew attention to the EWC 2021 Education Workforce Survey for Wales, in which school leaders reported that they worked an average of 54 hours a week. Furthermore, only 20.2% of school leaders agreed with the statement that they could effectively manage their workload within contracted hours and 70% also expressed concern about workload. In addition the ASCL Cymru referred to the 2021 Teacher Wellbeing Index⁵⁶ by Education Support, which noted that 84% of senior leaders were stressed and 66% of senior leaders worked more than 51 hours a week. It further noted that leaders have an inability to take school holidays. It asked for provision within the SPTC(W)D to protect the work-life balance of school leaders in relation to evenings/weekends, and also guaranteed periods for breaks over school holidays.
- 3.94 The ASCL Cymru proposed that any reforms should “undergo independent impact assessments, to measure the capacity of the workforce to be able to implement the suggested reform, without a significant impact on workloads.”
- 3.95 UCAC pointed out that the current situation does not encourage anyone to become a school leader, because of the demands placed on leaders and the additional work pressures they face owing to the lack of funding.

Recruitment and retention

- 3.96 The Welsh Government considered that recruitment and retention had remained relatively robust over recent years. Its data table shows that only 2.2% of all qualified teachers left the profession in 2021.
- 3.97 However, it noted that recruitment into secondary schools remains challenging compared with that into primary schools. In particular, the issues of recruiting teachers of STEM continue to provide the greater challenge.
- 3.98 The WLGA noted the implementation of the Curriculum for Wales, and the learning curve for teachers and leaders, who will have to learn new skills and ways of working, which in turn could negatively impact retention.
- 3.99 The ASCL Cymru noted that “there is a profusion of evidence that there is a growing crisis in school leadership recruitment and retention across the UK” and believed that “addressing the pending crisis of recruitment and retention of school teachers and leaders is of strategic importance, and this requires a strategic response”. The NAHT Cymru considered that the key solution to recruitment and retention would be to make the workload more manageable, as well as improving pay.
- 3.100 The NASUWT Cymru considered that recruitment and retention would be improved by an increase in PPA time, due to its impact on helping reduce workload. Community Wales also commented upon the impact that

⁵⁶ Education Support (2021), *Teacher Wellbeing Index* <https://www.educationsupport.org.uk/resources/for-organisations/research/teacher-wellbeing-index/>

increased PPA time could have on both recruitment and retention, and also that the positive impact on staff well-being can be quite significant.

- 3.101 The NEU Cymru raised concerns over the impact of workload and attaining a reasonable work-life balance on retention. It also noted that a pay structure that supports a well-planned career development pathway would make a significant positive contribution to teacher recruitment, retention and well-being.

Recruiting and retaining Welsh-medium teachers and leaders

- 3.102 The Welsh Government noted that current data shows that it has not recruited enough new teachers (particularly secondary) in recent years, and ITE partnerships have not been able to meet the intake of 30% of student teachers training to teach through the medium of Welsh. The Welsh Government acknowledged that the recruitment and retention of Welsh-medium teachers presents a complex challenge. It has set up an external implementation group to contribute to discussions regarding the Welsh in education workforce, with regard to issues of workload, retention and terms and conditions.
- 3.103 The WLGA noted that the challenges of recruiting and retaining Welsh-medium teachers have been increased by the “pull” of academies in England, as well as Welsh-speaking teachers leaving the profession to transfer their skills to other less stressful sectors.
- 3.104 UCAC drew attention to the difficulties of recruiting Welsh-medium headteachers, stating that it is important for headteachers to be properly remunerated in all schools.

Flexibilities

- 3.105 Many consultees commented on the need for improved arrangements for flexible working. Some consultees noted that there needed to be an improved understanding of the options for flexible working.
- 3.106 The NAHT Cymru referred to lessons learnt from COVID-19 lock-down periods, and felt that more use could be embedded into schools with digital support: revision classes and meetings were cited as examples. It noted that benefits could be achieved by offering additional support this way to young people.
- 3.107 The ASCL Cymru called for additional research, and referred to cases of good practice with flexible working. It noted the publication by the Department for Education (DfE) in England of a suite of resources to support flexible working, and believed that “increasing the availability of flexible working is also likely to help close the gender pay gap across school leadership positions”. It further noted that “some elements of flexible working are about creativity and imagination, not about cost”.

Chapter 3 – Statutory consultee responses

- 3.108 The NEU Cymru called for flexible working “in its fullest scope” to be improved, in order that teaching does not fall behind other jobs and become less attractive as a profession.
- 3.109 The NASUWT Cymru proposed that “the use of blended learning be investigated as a means of creating a flexible working environment in education that could include home working in line with the Welsh Government’s remote working vision”. Flexibility was also raised in terms of where ‘non-contact’ time activities were carried out.
- 3.110 UCAC argued that introducing increased flexibility into the teacher’s conditions of service might appeal to potential teachers. For example, teachers should be able to take holidays during a school term and take a career break with a guarantee of returning to the same job, in line with good practice seen in Ireland. It also raised the issue of whether time off in lieu (TOIL) could be proposed for teachers.
- 3.111 UCAC further raised differing practices regarding the release of teachers for differing occasions, such as family graduations, weddings, and other important life events.
- 3.112 Many consultees were supportive of additional flexibilities within the professional life span of teachers and leaders, with options cited including sabbaticals and career breaks.

Continuing professional development

- 3.113 Overall, consultees highlighted the importance of CPD for the improvement of education quality, teacher motivation, and retention. Stakeholders called for a review of policies, consistent and funded professional development opportunities, and the consideration of incentives to support teachers and school leaders in their career development.
- 3.114 The Welsh Government noted that CPD was not only a matter of dedicated time in professional learning, but also a matter of progress being made against the professional standards for teaching and leadership: “it is not enough just to register a number of hours”.
- 3.115 The WLGA felt that there was a balancing act between encouragement and enforcement of professional learning, and that learning should be linked to the school development plan. It noted that everyone should have the same opportunities for learning.
- 3.116 The ASCL Cymru similarly raised concerns over the lack of specific reference in the STPC(W)D to professional development for school leaders themselves, other than that it is their responsibility to ensure that their staff receive professional development. It would like to see an entitlement to professional development within the STPC(W)D which is sufficiently

Chapter 3 – Statutory consultee responses

resourced to allow formal and informal professional development, as well as mentoring, coaching, research and professional learning sharing.

- 3.117 The NAHT Cymru expressed two current concerns over professional development, firstly about the quality and inconsistency of current programmes and secondly the funding required to provide meaningful professional development to leaders, teachers and support staff consistently across Wales. It believed that there is a need to “rehaul” the professional development opportunities open not only to teachers, but to school leaders and teaching assistants, as well to make sure there is a consistent offer across Wales. The NAHT Cymru considered that it is very difficult to set a minimum entitlement to professional learning without ensuring that the funding needed is secured. In principle, a national minimum entitlement would be good, but the practicalities would need very careful consideration as it involves the needs of individuals at that particular time in their career, their responsibilities and the needs of the school.
- 3.118 The NASUWT Cymru welcomed the Welsh Government’s creation of a professional development entitlement in schools. It would like to see that an entitlement to professional development be written into the STPC(W)D as well as its role in performance management, recommending that “the Review Body supports an annual minimum time budget for teachers to access appropriate CPD”.
- 3.119 The NASUWT Cymru advocated that, in terms of teachers’ professional development, the STPC(W)D retains paragraph 26.1(a), enabling schools to make payments to teachers in respect of professional development outside the school day.
- 3.120 Community Wales cited research by the Education Policy Institute (EPI) that a formal entitlement to 35 hours of high-quality personal professional development could both improve retention and learner outcomes.⁵⁷ It would support an entitlement to personal professional development. It favoured the use of sabbaticals as part of professional development for teachers, especially to support individual development rather than institutional development.

Salary safeguarding

- 3.121 Two consultees referred to the matter of safeguarding salary.
- 3.122 The WLGA argued that a review of the current salary safeguarding in place within the STPC(W)D would be useful. In the current financial climate and

⁵⁷ Education Policy Institute (2021), *The cost of high-quality professional development for teachers in England* <https://epi.org.uk/publications-and-research/the-cost-of-high-quality-professional-developmentfor-teachers/#:~:text=The%20study%20shows%20that%20schools,is%20higher%20than%20previous%20estimates>

Chapter 3 – Statutory consultee responses

with continuing falling roles, school closures, staff redundancies and amalgamations, it commented that three years is very favourable. It would welcome this, to align with the National Joint Council (NJC) for Local Government Services, which is lower, and this would also provide consistency across school-based staff during any change management processes.

- 3.123 Conversely the NEU Cymru argued that salary safeguarding must protect teachers properly, with this being offered on a permanent basis instead of the current limit of three years.

Introduction

- 4.1 In conducting this review, and in framing our conclusions and recommendations, we are acutely conscious of the substantial reforms which are taking place within Welsh education, including the introduction of the Curriculum for Wales, new qualifications, and the new arrangements for ALN; as well as other changes. Most of these developments have yet to impact fully on schools, and therefore on the pay and conditions of teachers and leaders.
- 4.2 We are also aware that education reform in Wales is being introduced within the context of wider societal challenges which are impacting on schools, accelerated by the COVID-19 pandemic, and including pupil matters such as attendance, mental health concerns, and behavioural issues.
- 4.3 We agree with the views of consultees that the present arrangements have served the profession well, and that wholesale reform of the structure of teachers' and leaders' pay and conditions is not necessary at the present time. Nevertheless, we believe that some changes are necessary in order to improve the current arrangements. Several of these require detailed further consultation and, in some cases, greater understanding of the impact of the reform agenda. We reflect this is the way in which we present our recommendations and in the timescales we suggest.
- 4.4 We believe that any changes to the structure of pay and conditions should seek to ensure that teachers and leaders feel valued, appreciated and supported, and are seen as being fair across the profession.
- 4.5 In our view, the current structure and arrangements for teachers' and leaders' pay and conditions have a number of strengths, including that:
- it is a well-understood structure which embraces all teaching settings as well as the teacher and leadership groups
 - many changes to the pay and conditions' structure introduced by the Welsh Government since 2018 have been well received and should be retained, such as national statutory pay scales, incremental progression independent of performance (excluding where capability proceedings have been invoked), full payment of TLR allowances to part-time teachers where appropriate, and pay portability
 - TLRs remunerate classroom teachers for additional responsibilities, and are also utilised by many as a career step towards leadership or broader managerial responsibilities
 - TLRs and other allowances introduce an element of flexibility into the pay arrangements, and differing values of TLRs reflect the varied levels of additional responsibilities across schools. The nature of TLRs means that teachers can step away from the additional responsibilities at any point in their careers if they so wish

Chapter 4: Conclusions and recommendations

- the headteacher groups, largely based on pupil numbers and key stage weighting, appear generally to reflect the level of responsibility in leadership positions in schools
- the leadership scale and range allow an element of discretion at school level to reflect the individual requirements of different schools

4.6 Despite the strengths noted above, we believe that there are several aspects within the current arrangements that could be improved, and other elements that need to be considered in the light of the current reform agenda, including:

- progression for teachers who wish to develop their careers within the classroom is limited and teachers who wish to enhance their salaries beyond the top of the UPR generally have to move into leadership roles
- there are two pay ranges for teachers, requiring an application process to progress from one to the other
- the headteacher groups are largely determined by pupil numbers and key stage weighting, and may not reflect other dimensions of leadership responsibilities
- the rationale for awarding TLRs is often seen as being arbitrary and lacking transparency, and ascribes higher values to roles with significant line management responsibilities
- new roles are being created in schools in response to the education reform agenda, many of which are not reflected in the current STPC(W)D
- the workload of teachers and leaders is unsatisfactorily high, despite the terms and conditions expressed in the STPC(W)D
- teachers' classroom contact time is high compared to other countries, impacting on PPA and other important school and professional development activities
- there is concern that the current pay and conditions offer for teachers and leaders has not kept up with changes in working practices and is not as attractive as it once was, when compared with other, more flexible, professional roles
- there is an overarching concern that some of the weaknesses in the current arrangements are leading to inequitable outcomes, for example in relation to differences between genders and between teachers and leaders in primary versus secondary school settings

Principles of a reformed pay and conditions system

4.7 In drawing conclusions and in making recommendations on the current structure of teachers' and leaders' pay and conditions, we believe that any changes should:

- support the objectives of the national mission, through high-quality teaching and leadership in Wales to improve outcomes for learners

Chapter 4 – Conclusions and recommendations

- seek to enhance the professional standing of teachers and leaders and promote the teaching profession as a career
- provide opportunities to allow teachers to develop their careers as classroom practitioners or to take up leadership roles
- support teachers and leaders to grow professionally in their chosen roles
- enhance the professional fulfilment and well-being of teachers and leaders
- be as transparent as possible and not become too complex to implement, while maintaining sufficient flexibility to allow for different circumstances at school level
- be designed to allow for innovation, including new school arrangements and new policy initiatives
- seek to reduce, not add to, the workload of teachers and leaders
- incorporate the principles of fair pay and equality, diversity and inclusion

4.8 Based on these principles, the following conclusions and recommendations are set out in two parts – pay and allowances, and conditions. We believe that, in order to achieve maximum benefit, our recommendations are intrinsically linked and should be adopted “as a package”. However, each recommendation stands in its own right. Appendix J shows the proposed timing of recommendations, and their connection with the timing of key aspects of education reform taking place in Wales.

Part 1 – Pay and allowances

Teacher pay ranges

Background

- 4.9 There are two teacher pay scales – the MPR and the UPR. The MPR for qualified teachers has five points, M2 being the minimum and M6 being the maximum of the range. From 1 September 2023, M2 was set at £30,742, and M6 at £42,466.
- 4.10 The UPR can be accessed through an application process, as noted in paragraph 15 of the STPC(W)D. The UPR has three points: UP1 – UP3. From 1 September 2023, UP1 was set at £44,024, and UP3 at £47,340.
- 4.11 Currently a teacher on the MPR, unless under capability procedures, progresses automatically through the scale, receiving annual increments. It would normally take a teacher four years to move from the bottom (M2) of the scale to the top (M6). Paragraph 19.2(g) of the SPTC(W)D, allows for the school to award an additional point to any main scale teacher whose performance in the previous school year was excellent, with particular regard to classroom teaching.

Chapter 4: Conclusions and recommendations

- 4.12 A qualified teacher may apply to be paid on the UPR at least once in a year, in line with their school's pay policy. An application from a qualified teacher will be successful where the relevant body is satisfied that: a) the teacher is highly competent in all elements of the relevant standards; and b) the teacher's achievements and contribution to an educational setting or settings are substantial and sustained. A teacher who is successful in their application would move to UPR1, with subsequent progression normally on a biennial basis. Typically, it would take a teacher nine years to move from M2 to UPR3.
- 4.13 There is a separate pay scale for leading practitioners, which at September 2023 was £48,248 - £73,347. The role of the leading practitioner has the primary purpose of modelling and leading improvement of teaching skills, as well as the same professional responsibilities as a teacher.
- 4.14 Teachers may also receive TLRs, which reward teachers for taking on additional responsibilities.
- 4.15 Unqualified teachers are paid on a separate six-point range, which at September 2023 ranges from £20,674 - £32,696.

Current issues

- 4.16 Through the consultation process and research, including that undertaken by Alma Economics, and discussions with other UK jurisdictions, several key questions emerged related to the structure of pay scales:
- whether the existing pay ranges sufficiently incentivise teachers to remain in the classroom?
 - should the two pay ranges (MPR and UPR) remain or be modified?
 - should the application process to move from the MPR to the UPR be removed or should greater guidance be given on the process?
 - should the scale be consolidated into a single teacher pay scale? If a single scale were adopted, what should it look like in terms of starting salary, final salary and the number and value of increments?
 - current progression arrangements on the MPR and the UPR are normally annual and biennial respectively. Should this practice remain, or should the progression be annual, if a single pay scale were adopted?
 - should the leading practitioner pay range be retained, modified or integrated into a single pay scale?

The case for change

Moving from the MPR to the UPR

- 4.17 There has been progress in raising the starting salaries for teachers in Wales over the last few years, with the abolition of the M1 pay point and an increase in the starting salary, which at September 2023 is £30,742. The current starting salary in England is £30,000. The minimum in Scotland will

Chapter 4 – Conclusions and recommendations

be £32,217 (commencing January 2024) for probationers, and £38,655 for those who have completed their probationary period.

- 4.18 The maximum of the UPR in Wales is £47,340. The equivalent figure in England is £46,525, and £46,575 in Scotland, rising to £48,516 in January 2024.
- 4.19 Feedback from consultees is that the application process for teachers who wish to move from the MPR to the UPR is inconsistent and lacks the rigour specified in paragraph 15.2 of the STPC(W)D. Over 70% of the current teaching workforce is on the UPR, with 56% of the workforce on UP3.⁵⁸ Some consultees also expressed concerns that progression to the UPR can be accompanied by an expectation to take on additional responsibilities. No such expectation is set out in the STPC(W)D, where the professional duties of a teacher are defined.
- 4.20 The majority of consultees are in favour of removing the application process and having a single consolidated scale, combining the MPR and the UPR, in order to reward all classroom teachers and recognise their professionalism.
- 4.21 Other jurisdictions, such as Scotland and the Republic of Ireland, do not have a differentiated pay scale for classroom teachers, and have adopted a single pay scale, albeit with a varying number of scale points: six in Scotland and 27 in the Republic of Ireland.
- 4.22 The removal of the application process for the UPR could offer the following advantages:
- reduction in workload of teachers and leaders in preparing and assessing the application for progression
 - enhancing the professional trust in teachers and rewarding development, and the accumulation of knowledge and experience as their career progresses
 - ensuring parity of expectation regarding professional duties, so that additional responsibilities are not a condition to progress
- 4.23 A few consultees perceived the removal of the application process as a devaluation of professional standing of more experienced teachers.
- 4.24 Based on evidence from the majority of consultees related to current progression practice in schools, it is our view that the application process from the MPR to the UPR serves a limited purpose and should be removed.

⁵⁸ SWAC, Welsh Government (2023), *Teachers (headcount and full-time equivalent (FTE)) by pay range and local authority* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/school-workforce-annual-census/teachers-pay/teacherpayrange-by-localauthority>

RECOMMENDATION 1

The IWPRB recommends to the Welsh Government that from September 2024 the application process to move from the MPR to the UPR be removed from the STPC(W)D, allowing a teacher to move automatically between scales (subject to capability procedures not being invoked).

- 4.25 A few consultees referred to the additional pay point to reward excellence which may be awarded to a teacher on the MPR. Teachers on the UPR are not eligible for such an award. We note that an additional point is also permissible for headteachers, deputy headteachers and assistant headteachers.
- 4.26 We conclude that on the basis of fairness, teachers on the UPR should be eligible for such an award.

RECOMMENDATION 2

The IWPRB recommends to the Welsh Government that from September 2024 a school can award an additional point to any UPR teacher whose performance in the previous school year was excellent, with particular regard to classroom teaching.

Single pay scale for teachers

- 4.27 The majority of consultees were in favour of a single consolidated pay scale, with progression on an annual basis. This would potentially allow classroom teachers to progress more rapidly.
- 4.28 We are conscious of the challenges of recruitment into secondary school ITE provision. We refer to Chapter 1, where we noted that each year from 2018-2019 onwards, secondary ITE entrants have fallen short of the allocation for each year, with data for 2022-2023 indicating a 52.7% secondary shortfall, with 448 ITE students recruited against an allocation of 948. We also note that the largest proportion of teachers leaving the profession do so within the first five years (nearly 30%) of those leaving.
- 4.29 We note that in 2022, 83.2% of secondary vacancies were filled, a lower proportion than the number in primary schools.
- 4.30 Alma Economics found that teachers' and school headteachers' salaries are positively related with PISA 2018 scores; the correlation of PISA 2018 scores with school teachers' salaries is stronger than that with school headteachers' salaries, both in magnitude and statistical significance.

Chapter 4 – Conclusions and recommendations

- 4.31 Whilst we acknowledge the original purpose of the introduction of two pay scales in aiding recruitment and retention, it would appear that this purpose is not being achieved. We therefore believe that a single pay scale may also help to make the profession more attractive to new recruits.
- 4.32 Several consultees argued for a smaller number of increments, and that would potentially further enhance the advantages of moving to a single pay scale, although it would add to staffing costs.
- 4.33 The evidence submitted by most consultees, together with potential benefits for recruitment and retention, suggests that the MPR and the UPR should be restructured to form a consolidated single pay scale with annual progression. We are conscious that such a change would require consideration of several important factors, especially:
- the definition of the pay range
 - the number of points and appropriate incremental steps
 - the financial impact of assimilation

RECOMMENDATION 3

The IWPRB supports a single pay scale in principle, and recommends to the Welsh Government that the IWPRB is remitted in 2025-2026 to consult on the development and structure of a single consolidated pay scale.

Until such time as the review takes place, the IWPRB recommends that the existing terminology for pay scales (MPR and UPR) is retained, together with the existing arrangements for pay points, that is, annually on the MPR and biennially on the UPR.

Leading practitioners

- 4.34 The leading practitioner role is designed for qualified teachers whose primary purpose is modelling and leading improvement of teaching skills.
- 4.35 Consultation regarding the role of the leading practitioner stimulated a mixed response, with no consensus of opinion. Approximately half of the consultees felt that the role was used infrequently, is not well understood, and that consideration should be given to removing it. Others felt that the responsibilities undertaken by leading practitioners were important to the promotion of good teaching, and that the role should be expanded. Budgetary constraints were often cited as a barrier to its use.
- 4.36 The SWAC contains two datasets which refer to leading practitioners. The first relates to those who are paid on the leading practitioner pay range and the second identifies those who are called leading practitioners in schools,

Chapter 4: Conclusions and recommendations

but not necessarily paid on the leading practitioner pay range. The SWAC shows 30 who are paid on the leading practitioner pay range, in the first dataset, and 95 in the latter.

- 4.37 The SWAC data seems to support consultee statements that some leading practitioners are being paid through TLR allowances or on the leadership pay scale, rather than the leading practitioner pay scale.
- 4.38 On balance, we believe that the role of leading practitioner should be retained. Its removal may be premature in the light of the recommended review of the single consolidated pay scale for teachers, which is planned at a point when there is greater understanding of the impact of change arising from the Curriculum for Wales and other education reforms.

RECOMMENDATION 4

The IWPRB recommends to the Welsh Government that the role of the leading practitioner and its associated pay structure be reviewed by the IWPRB in 2025-2026, alongside the single consolidated pay scale for teachers referred to in Recommendation 3.

NQTs

- 4.39 Teachers who have attained QTS, and have commenced induction, progress automatically on the MPR. Progression is not dependent upon having completed induction, and therefore their salary will increase incrementally on an annual basis.
- 4.40 The induction period is three school terms (380 sessions), or the equivalent. However, the appropriate body has the discretion to reduce the length of the induction period for NQTs who can demonstrate their teaching practice meets the Professional Standards for Teaching and Leadership⁵⁹ in less than three school terms.
- 4.41 Induction cannot be completed in less than one term (110 sessions). The number of sessions to complete induction remains the same regardless of whether the teacher is full-time, part-time or on a supply contract. All NQTs are required to complete their induction period within five years. Teachers are entitled to reduced teaching hours during their induction period.

⁵⁹ Welsh Government (2018), *Professional Standards for Teaching and Leadership*
<https://hwb.gov.wales/api/storage/19bc948b-8a3f-41e0-944a-7bf2cadf7d18/professional-standards-for-teaching-and-leadership-interactive-pdf-for-pc.pdf>

Chapter 4 – Conclusions and recommendations

- 4.42 Data provided by the EWC shows that since 1 September 2017, 74.7% of NQTs completed their induction within one year and 96% completed within two years. A very small proportion (1%) take over three years.
- 4.43 Within these figures, there is a difference between those who complete induction as full-time teachers, and those who are part-time. 80.3% of full-time NQTs complete within a year, compared with 36% of part-time NQTs. 0.4% of full-time NQTs take over three years to complete induction compared with 3.7% of part-time NQTs.
- 4.44 We have considered whether it is appropriate for an NQT to progress through the teaching pay range without having completed their induction period. Within this context we have given due regard to the Professional Standards for Teaching and Leadership. The standards define different descriptors for QTS and induction. Whilst we note that the terminology used is ‘induction’, rather than ‘probation’, the standards state that “NQTs are required to evidence that they meet all of the lower descriptors (induction level) for teaching within the five standards in order to complete their induction”.
- 4.45 We therefore believe that pay progression for NQTs should be dependent upon the achievement of the descriptors required for the completion of induction.
- 4.46 However, we note that the majority of NQTs who complete induction within a year are full-time, and that the vast majority of part-time teachers are female. We are also aware that part-time NQTs may have responsibilities that preclude them from working full-time. We therefore consider that an equalities impact assessment should be carried out in advance of progressing this matter.

RECOMMENDATION 5

The IWPRB believes in principle that NQTs should only progress on the teaching scale when their induction period has been satisfactorily completed, and recommends to the Welsh Government that it is remitted in 2025-2026 to consult on this matter, following consideration of an equalities impact assessment by the Welsh Government.

- 4.47 Most consultees referred to the need for teaching to be recognised as a professional career path, with many calling for career progression for classroom teachers who choose not to take a leadership role.
- 4.48 We agree with consultees that teachers should be able to progress in this way, and believe that the recommendations contained in the preceding sections could provide for such a structure, alongside associated recommendations later in this review.

Chapter 4: Conclusions and recommendations

Salary safeguarding

- 4.49 Salary safeguarding is defined at Part 5 of the STPC(W)D and, in summary, defines the period of time for which teachers and leaders can retain their salary when the responsibilities attributed to that salary are no longer applicable.
- 4.50 Two consultees raised the matter of salary safeguarding, with polarised views.
- 4.51 We are conscious that the terms and conditions of salary safeguarding vary across different professions and, in some cases, according to the length of service. We consider that it is appropriate to review the existing policy and to compare the current arrangements with other similar professions. However, given the amount of change in the system at this stage of the reform journey, we do not consider it appropriate to review salary safeguarding arrangements at this point.

RECOMMENDATION 6

The IWPRB recommends to the Welsh Government that a review of the terms and conditions for the safeguarding of salaries be remitted to the IWPRB for the 2027-2028 review period.

The headteacher pay range and school headteacher groups

Background

- 4.52 Headteachers' salaries are based on the LGPR, and school headteacher groups. Mainstream schools are assigned to one of eight headteacher groups. These groups are mainly organised according to the total scores calculated by units allocated to pupils in each of the five key stages of learning and the teaching of pupils with SEN statements. Unit totals and headteacher groups for special schools are calculated slightly differently, using a staff:pupil ratio modifier in addition to units per pupil.
- 4.53 At September 2023, the statutory minimum for the headteacher pay range was £54,316. The maximum of the headteacher pay range was £133,350.
- 4.54 Pay ranges for headteachers should not normally exceed the maximum of the headteacher group. However, the relevant body has the right to pay beyond the maximum by no more than 25% (other than in exceptional circumstances) where it determines "that circumstances specific to the role or candidate warrant a higher-than-normal payment".

- 4.55 Whilst the STPC(W)D does not define the circumstances by which a higher-than-normal payment can be made for a headteacher, it does stipulate that exceptional circumstances which warrant a greater payment than 25% above the maximum must be subject to external independent advice and a business case.
- 4.56 The current system of headteacher groups, and the methodology for calculating them, has many strengths, including its relative simplicity, consistency and transparency, and its inbuilt flexibility to respond to different school circumstances.

Current issues

- 4.57 Through the consultation process, the research undertaken, and analysis of data, a number of issues emerged in the current system including:
- whether the existing calculation of headteacher groups remains fit for purpose, or whether additional factors should be considered, such as rurality, deprivation and level of challenge?
 - the effect of the changes in ALN provision from SEN statements to IDPs on the unit scores
 - whether the allocation of units to key stages of learning is still appropriate?
 - whether the minimum salary for headteachers is appropriate, given its overlap with the teacher pay scales?
 - whether the roles of executive headteachers are sufficiently defined in comparison with schools' headteachers in the context of federated arrangements?

The case for change

Minimum salary for headteachers

- 4.58 Data from the SWAC for 2022 shows that there are 1,461 headteachers in Wales. Of these, 323 are paid above the maximum of their expected headteacher group, and 30 are paid below the minimum of their group value.⁶⁰ In the majority of cases, those paid below the minimum of their group are acting headteachers.
- 4.59 The system of calculating headteacher groups on the basis largely of pupil numbers may, in some instances, disadvantage headteachers of smaller schools.
- 4.60 A classroom teacher could be on the maximum of the UPR (£47,340) and also receive a TLR (maximum TLR1 is £15,965). The minimum headteacher salary is £54,316, which means that in some schools, a classroom teacher

⁶⁰ Welsh Government (2023), SWAC and PLASC

Chapter 4: Conclusions and recommendations

could be earning more than their headteacher. Therefore the financial incentive to take on such a role is limited.

- 4.61 Consultees expressed concerns that headteachers' salaries in smaller schools did not reflect the wide range of responsibilities and accountabilities in those settings, which must be discharged regardless of pupil numbers. In addition, consultees told us that, in some schools, headteachers regularly take on functions that would not be expected in a bigger school, including a teaching workload and the role of the ALNCo.
- 4.62 Headteachers have a set of statutory responsibilities, regardless of pupil numbers. We believe that the current minimum headteacher salary is too low to reflect the universal statutory and other responsibilities held by all headteachers.

RECOMMENDATION 7

The IWPRB recommends to the Welsh Government that from September 2024, the minimum headteacher salary is increased, by setting the bottom of headteacher groups one, two and three at the minimum group three salary (£61,547 from September 2023). Existing group one, two and three ceilings should be retained.

Headteacher groups

- 4.63 The range of each of the headteacher groups varies:
- group one starts at £54,316 rising to £72,263 – a span of £17,947
 - group eight starts at £93,236 rising to £133,350 – a span of £40,114
- 4.64 Several consultees raised the issue of whether the calculations which determine headteacher groups should take into account other dimensions, such as:
- location, including rurality
 - language, especially bilingual schools and Welsh medium schools
 - socio-economic factors, such as percentage of pupils on free school meals
 - recruitment difficulties
- 4.65 We have been informed that the reason for the differential allocation of units by key stages of learning is the perceived greater complexity of issues in the later key stages. It is noted that, over the last 10 years, there have been significant changes to some school structures, especially sixth forms (key stage five) and the growth in federated arrangements, so that school rolls may not accurately reflect the number of pupils being taught there.

Chapter 4 – Conclusions and recommendations

- 4.66 The transition from SEN statements to IDPs has the potential to affect the headteacher groups' calculation, as the current ability of the relevant body to count each pupil with an SEN statement as an additional three units has not been clarified in relation to IDPs. The ALNET (Wales) Act will not be fully implemented until 2025, but forecasts suggest that whereas 2% of pupils had a statement of SEN, 20% are likely to have IDPs. As far as we are aware, no modelling of the impact of this change on the calculation of headteacher groups has been carried out.
- 4.67 In addition, we note the differing views relating to the payments exceeding 25% above the headteachers' pay group.
- 4.68 The current system of calculation of headteacher groups is well established and is felt to work reasonably well. There is concern about root and branch changes introducing opacity and complexity to the process. However, it was broadly accepted by consultees that the system of calculating headteacher groups might profitably incorporate other factors, so long as complexity and a lack of transparency were not introduced.
- 4.69 While the basis of the calculation of headteacher groups on the number of pupils is supported, we believe that there is a case to examine the inclusion of other factors and, more urgently, the changes to the ALN arrangements.

RECOMMENDATION 8

The IWPRB recommends to the Welsh Government that in 2024-2025 it models replacing SEN statements with IDPs within the calculation of headteacher groups, and any subsequent impact on school unit totals.

RECOMMENDATION 9

The IWPRB recommends to the Welsh Government that the IWPRB is remitted in 2026-2027 to review the salary range for headteachers and the methodology for the calculation of headteacher groups be undertaken, taking into account the modelling of ALN changes proposed in Recommendation 8.

Federated arrangements

- 4.70 We note in Chapter 1 (paragraph 1.10) that there has been a significant growth in the number of federated schools, which have increased in number from 40 in 2015-2016 to 93 in 2022-2023. However, there are no specific pay and conditions arrangements within the STPC(W)D to reflect the leadership roles of federated schools.

Chapter 4: Conclusions and recommendations

- 4.71 Consultees advised us of the variety and complexity of federated arrangements; for example, one federation may have an executive headteacher and a single relevant body covering many school sites, while another may have one executive headteacher and multiple relevant bodies.
- 4.72 We consider that it is necessary to develop a pay structure (together with roles and responsibilities) for executive headteachers, headteachers, deputy headteachers and assistant headteachers in schools that are part of federated systems.

RECOMMENDATION 10

The IWPRB recommends to the Welsh Government that it reviews and analyses the executive and leadership structures and pay arrangements of federated schools across Wales, and that the IWPRB is asked to consider the findings within its 2026-2027 remit.

Leadership group pay range

- 4.73 The LGPR starts at £48,012 and rises in increments up to a maximum of £133,350. The range consists of 50 points. The maximum of the deputy or assistant headteacher's pay range must not exceed the maximum of the headteacher group for the school other than in exceptional circumstances. These are specified in the STPC(W)D.
- 4.74 The relevant body may award an additional point to any headteacher, deputy or assistant headteacher whose performance in the previous school year was excellent, with particular regard to agreed objectives (paragraph 11.2 of the STPC(W)D). The discretion to award an additional point where performance has been excellent must be set out in the relevant body's pay policy.
- 4.75 At present, there are 3,800 staff paid on the LGPR, of which:
- 38% are headteachers or acting headteachers
 - 32% are deputy headteachers
 - 29% are assistant headteachers
 - 1% are executive headteachers

Current issues

- 4.76 During the process of the review, we identified several issues concerning the LGPR:
- the overlap between the teaching pay ranges and the LGPR

- the use of * pay points on the leadership scale (pay points which denote the top of each headteacher group)
- the differentials between increments
- a lack of guidance with leadership pay

The case for change

Leadership group pay range

- 4.77 There was a general view amongst consultees that the LGPR was broadly fit for purpose. However, a few consultees referred to the lack of salary differential between the minimum of the LGPR and the maximum of the teaching pay range. For clarification, the maximum of the UPR (UP3) is £47,340, and the minimum of the LGPR is £48,012. The percentage pay gap has narrowed following recent pay settlements. We also note that if a teacher is paid a TLR allowance, that teacher could be earning more than someone on the lower range of the LGPR.
- 4.78 In general, the differential between increments on the LGPR is around 2.5%. This compares with over 7% on the MPR, and 3.7% on the UPR. There is little guidance in the STPC(W)D as to where leaders should be paid on the LGPR, in relation to the headteacher groups.
- 4.79 We note the views of consultees relating to the LGPR, including views suggesting a return to the specified five and seven point ranges, and the abolition of * points.
- 4.80 There is little guidance in the STPC(W)D as to where deputy and assistant headteachers should be placed on the LGPR in relation to school headteacher groups. We note the SWAC average salaries for 'other leaders' from November 2021-2022, which show that:
- average salaries for female leaders, excluding headteachers, were £58,227
 - average salaries for male leaders, excluding headteachers, were £61,472
- 4.81 Whilst flexibility is important, there is a gender pay gap with female leaders being paid on average less than male leaders, which requires exploration.
- 4.82 We believe that there is a case for reviewing the leadership pay range and guidance on its application, at the same time as reviewing the headteacher group arrangements.

Chapter 4: Conclusions and recommendations

RECOMMENDATION 11

The IWPRB recommends to the Welsh Government that the IWPRB is remitted in 2026-2027 to consult on a review of the leadership group pay range and associated guidance, alongside that of headteacher groups referred to in Recommendation 9.

Teaching and learning responsibility allowances

Background

4.83 TLRs are recognised as being an integral part of teachers' pay and conditions arrangements (TLRs are not payable to the leadership groups). In particular, they reward teachers for taking on sustained additional responsibilities, such as a head of year or head of department, and can form a stepping stone for teachers who wish to progress their careers into management. As such, there were no calls from consultees to disband TLRs or to make substantial alterations.

4.84 There are three TLR allowances:

- TLR1 £9,436 - £15,965
- TLR2 £3,271 - £7,986
- TLR3 £650 - £3,225

4.85 TLR3 is a fixed-term payment for time-limited school improvement projects, or one-off externally driven responsibilities.

Current issues

4.86 Consultees noted a number of issues in the way in which TLR payments are used in schools:

- concerns about inconsistency of application across schools
- the low proportion of TLRs awarded in primary schools
- whether national scales should be introduced
- whether the current differentiation in responsibilities between TLR1 and TLR2 remains appropriate
- equalities issues arising from the distribution of TLRs

4.87 Consultees identified a general inconsistency, and lack of visibility within school pay policies, in the way in which TLRs are applied across schools. In particular, the relatively low proportion of TLRs which are awarded in primary settings compared with secondary schools (17.8% of teachers in primary schools received TLRs compared with 45.4% in secondary schools).

The case for change

- 4.88 None of the consultees called for a radical change in TLR allowance arrangements; rather, the requests were mainly to address the inconsistencies in their application and the equity issues which arose.
- 4.89 The IWPRB agrees with this analysis. TLRs are a well-established part of teachers' pay and conditions, and there is no overwhelming case for radical change. In particular, TLRs offer a flexible approach to remunerating additional responsibilities across a whole range of different settings and scenarios, and we would not wish to see TLRs being constrained in a way which interfered with the application of suitable additional pay for additional responsibilities at school level. As they are an allowance, the current arrangements allow teachers the ability to step back from the additional responsibilities, should they wish.
- 4.90 A number of consultees have suggested that in order to address the inconsistencies in application, a national scale of TLRs should be reintroduced, with specific pay points. However, there was no consensus among consultees as to whether this should be implemented.
- 4.91 The arguments in favour of a national scale are that the allowances would be more transparent and that payment levels would be more consistent across schools. The arguments against a national scale are that it would constrain payments for different levels of responsibility, and that it would not achieve greater consistency without greater prescription in the levels of responsibility.
- 4.92 We do not believe that there is a sufficient case for a national scale of TLRs at the present time, as it would remove the flexibility of schools to respond to different circumstances, and it could potentially be difficult to implement.
- 4.93 There is a question as to whether the current division of TLRs (TLR1 and TLR2) serves a purpose, and whether there should be a single TLR scale which covers the whole range of responsibilities.
- 4.94 We believe that, on balance, there are advantages in retaining the two ranges and in keeping a distinction, whereby a TLR1 is only payable for a significantly higher level of responsibility than TLR2. However, we believe that there should be a modification in the wording of paragraph 20.5 of the STPC(W)D to address some of the disadvantages in the current arrangements.
- 4.95 The current provision within paragraph 20.5 of the STPC(W)D is that "...before awarding a TLR1, the relevant body must be satisfied that the sustained, additional responsibility referred to in paragraph 20.1 includes line management responsibility for a significant number of people".
- 4.96 We are concerned that the requirement for "line management responsibility for a significant number of people" is unnecessarily restrictive and, in particular, may be difficult to justify in primary or smaller-school settings

Chapter 4: Conclusions and recommendations

because of the smaller number of staff, and that in those settings the additional responsibilities may be shared by a number of staff.

- 4.97 We also believe that the current restriction may inadvertently favour management-type responsibilities, as opposed to teaching and learning and other roles within schools. We believe that it is equally important to value teaching responsibilities as it is leadership responsibilities within the TLR system.

RECOMMENDATION 12

The IWPRB recommends to the Welsh Government that the requirement for line management responsibility for a significant number of people (paragraph 20.5 of the 2024-2025 STPC(W)D) is broadened by adding:

or equivalent significant additional levels of responsibility and accountability in key areas of the school

- 4.98 Several consultees were concerned that TLR3s (time-limited allowances) were not being applied correctly by schools and that they were being paid over several years, whereas a TLR1 or TLR2 payment was the correct allowance for the additional responsibility. We are clear that the arrangements for TLR3 allowances should be for specific, time-limited, and relatively brief assignments.

RECOMMENDATION 13

The IWPRB recommends to the Welsh Government that paragraph 20.3 and Section 3, paragraph 54, of the 2024-2025 STPC(W)D should be amended to stipulate that TLR3 allowances should not be awarded for longer than two years.

- 4.99 Several consultees also expressed concern that the changes made to paragraph 40.2 and section 3, paragraph 51, of the STPC(W)D, following recommendations made by the IWPRB in its third report, regarding payments to part-time teachers undertaking the full range of additional responsibilities, were not being implemented properly by schools.
- 4.100 In order to strengthen this requirement, we believe that this section should be amended.

RECOMMENDATION 14

The IWPRB recommends to the Welsh Government that Section 3, paragraph 51, of the 2024-2025 STPC(W)D is replaced by:

TLR1s and TLR2s should only be awarded to teachers placed in the specified posts in the staffing structure and to the cash value set out in the pay policy. Where such TLRs are awarded to part-time teachers they will be paid pro rata at the same proportion as the teacher's part-time contract or, with agreement of the part-time teacher and the employer, will be paid in full if the teacher undertakes the full duties associated with the allowance.

- 4.101 The IWPRB has reviewed the requirements for awarding a TLR contained in paragraph 20.4 of the STPC(W)D, and in particular 20.4(c) which “requires the teacher to lead, manage and develop a subject or curriculum area; or to lead and manage pupil development across the curriculum”. We believe that this may be unnecessarily restrictive and should cover other types of responsibility.

RECOMMENDATION 15

The IWPRB recommends to the Welsh Government that paragraph 20.4 of the 2024-2025 STPC(W)D should be extended to cover pastoral or well-being responsibilities and the safeguarding of children.

- 4.102 There are equalities issues arising from the distribution of TLRs, for example, in relation to gender. We address this matter later on in our report.

Other allowances

- 4.103 ALN allowances are awarded to classroom teachers under conditions laid out in paragraph 21.2 of the STPC(W)D. At September 2023 the ALN allowance range was £2,585-£5,098.
- 4.104 This allowance appears to be fit for the purposes currently expressed in the STPC(W)D, which refer to ALN allowances being awarded for posts that require mandatory qualifications, teachers in special schools and teachers of designated special classes or units.
- 4.105 The STPC(W)D outlines recruitment and retention allowances for teachers at paragraph 27. These include, subject to certain conditions, payments or other financial assistance considered necessary as an incentive for the

Chapter 4: Conclusions and recommendations

recruitment of new teachers and the retention of existing teachers. Such allowances should be specified in terms of their duration and should be subject to regular review.

- 4.106 Consultee responses to allowances varied. The principle of recruitment and retention allowances for teachers was generally supported, with some consultees proposing that these allowances should be extended to leaders. A few consultees were in favour of additional allowances for those teaching through the medium of Welsh.
- 4.107 Some consultees viewed recruitment and retention allowances as being necessary, whilst others believed that they created unintended consequences, such as causing division between staff. Issues of fairness have also been raised - with existing staff who may have been in teaching for many years but do not receive such an allowance when, arguably, they could receive an allowance for their retention. Some consultees also stated that the ability to pay an allowance sometimes depended on the finances of the school.
- 4.108 We note that, alongside recruitment and retention allowances payable by schools, there are other Welsh Government incentive schemes available to attract and retain teachers, for example:
- The Welsh in Education Teacher Retention Bursary⁶¹
 - Initial Teacher Education (ITE) Priority Subject Incentive⁶²
 - Iaith Athrawon Yfory Incentive scheme⁶³
 - Ethnic Minority Initial Teacher Education (ITE) Incentive scheme⁶⁴
- 4.109 As there is little information or data available on school-based recruitment and retention allowances and their impact relative to other incentive schemes, we do not recommend any changes in this area.
- 4.110 Paragraph 27.3 of the STPC(W)D states: “Headteachers, deputy headteachers and assistant headteachers may not be awarded payments under paragraphs 27.1 to 27.2 other than as reimbursement of reasonably incurred housing or relocation costs. All other recruitment and retention considerations in relation to a headteacher, deputy headteacher or assistant

⁶¹ Welsh Government (2023), *The Welsh In Education Teacher Retention Bursary: guidance for applicants* <https://www.gov.wales/welsh-education-teacher-retention-bursary-guidance-applicants-html>

⁶² Welsh Government (2023), *Initial Teacher Education (ITE) Priority Subject Incentive: guidance for students 2022-2023* <https://www.gov.wales/initial-teacher-education-ite-priority-subject-incentive-guidance-students-2022-2023-html>

⁶³ Welsh Government (2023) *Iaith Athrawon Yfory Incentive Scheme: guidance for students 2022-2023* <https://www.gov.wales/iaith-athrawon-yfory-incentive-scheme-guidance-students-2023-2024-html#:~:text=Since%20September%202019%20under%20the,is%20administered%20by%20Welsh%20Government>

⁶⁴ Welsh Government (2023), *Ethnic Minority Initial Teacher Education (ITE) Incentive guidance for ITE Partnerships and the EWC (2022 to 2023 academic year)* [https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-guidance-ite-partnerships-and-ewc-2022-2023#:~:text=The%20Ethnic%20Minority%20Initial%20Teacher,Qualified%20Teacher%20Status%20\(QTS\)](https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-guidance-ite-partnerships-and-ewc-2022-2023#:~:text=The%20Ethnic%20Minority%20Initial%20Teacher,Qualified%20Teacher%20Status%20(QTS))

Chapter 4 – Conclusions and recommendations

headteacher (including non-monetary benefits) must be taken into account when determining the pay scale”.

- 4.111 We have considered whether the existing clause to award recruitment and retention allowances should be extended to leaders. We believe that, given the range of the leadership group which consists of 50 scale points, there is sufficient flexibility to place leaders at a point on the scale which reflects the need for recruitment and retention.

Welsh language/bilingualism

- 4.112 We have considered in the context of Cymraeg 2050; whether teachers teaching through the medium of Welsh or bilingually should receive an additional allowance.
- 4.113 We are conscious that there are a range of schemes aimed at attracting and retaining Welsh-medium teachers, and that the Welsh Government has recently introduced the Welsh in Education Teacher Retention Bursary targeted at Welsh-medium secondary teachers.
- 4.114 We also note the progress being made against targets set in the Welsh in Education Workforce Plan.
- 4.115 In view of the relatively recent introduction of recruitment and retention schemes, we do not believe that a specific Welsh language allowance should be introduced at the present time. We believe that this should be reviewed following the review of data analysis planned for spring 2026.

RECOMMENDATION 16

The IWPRB recommends to the Welsh Government that following the review of data analysis, the IWPRB is remitted to review allowances for Welsh-medium teachers in 2027-2028.

Additional payments

- 4.116 Paragraph 26 of the STPC(W)D lists the circumstances under which additional payments may be made to teachers, such as payments for professional development and participation in out-of-school-hours learning activities. We have reviewed this list and do not recommend making any changes at the present time. However, we believe that there is a case for allowing schools, by agreement with individual teachers, to provide equivalent benefits to teachers, such as time off in lieu (TOIL) instead of financial payments.

Chapter 4: Conclusions and recommendations

RECOMMENDATION 17

The IWPRB recommends to Welsh Government that an additional provision is made to paragraph 26 of the 2024-2025 STPC(W)D that allows schools to provide, by agreement with individual teachers, equivalent benefits, such as time off in lieu (TOIL) instead of financial payments.

Part 2 - Conditions

Workload

Background

- 4.117 A teacher employed full-time in accordance with the scales outlined in paragraphs 50.5 of the STPC(W)D must be available for work for 195 days and for 1,265 hours, allocated reasonably throughout those days in the school year.
- 4.118 The specified working hours above do not apply to headteachers, deputy headteachers, assistant headteachers or teachers on the pay range for leading practitioners.
- 4.119 Paragraph 50.7 of the STPC(W)D states that a teacher must work “such reasonable additional hours as may be necessary to enable the effective discharge of the teacher’s professional duties...” and paragraph 50.8 goes on to say that “The employer must not determine how many of the additional hours referred to in paragraph 50.7 must be worked or when these hours must be worked”.
- 4.120 Classroom teachers are entitled to reasonable periods of PPA and these must be provided in units of not less than half an hour during the school’s timetabled teaching week, and must amount to not less than 10% of the teacher’s timetabled teaching time.
- 4.121 There is no such specificity in relation to management time. However, the STPC(W)D states that a teacher with leadership or management responsibilities is entitled, so far as is reasonably practicable, to a reasonable amount of time during school sessions for the purpose of discharging those responsibilities.
- 4.122 The STPC(W)D is silent on working hours for leaders, except in relation to specific matters.

Chapter 4 – Conclusions and recommendations

- 4.123 Deputy headteachers, assistant headteachers and teachers on the pay range for leading practitioners are entitled to a break of reasonable length as near to the middle of each school day as is reasonably practicable.
- 4.124 The STPC(W)D at paragraph 51.4 also states that "Governing bodies and headteachers must have regard to the need for the headteacher and teachers at the school to be able to achieve a satisfactory balance between the time required to discharge their professional duties ... and the time required to pursue their personal interests outside work. In having regard to this, governing bodies and headteachers should ensure that they adhere to the working limits set out in the Working Time Regulations 1998."
- 4.125 We note that the Minister for Education and Welsh Language made a commitment to reduce workload and bureaucracy for school staff in July 2023.⁶⁵ We have been informed that there has been progress in the development of workload impact assessments on new government education policies for their potential impact on teachers and school leaders' workloads, and these were planned to be piloted by the end of November 2023. In parallel, a digital tool to enable headteachers to evidence causes of workload is planned to be available in December 2023.
- 4.126 As part of the drive to reduce workload, guidance from the pre-2012 STPCD on administrative and clerical tasks which teachers are not required to carry out, has been reinstated into Annex 3 of the STPC(W)D 2023.
- 4.127 The Minister stated in November 2023 that he would remit the IWPRB to review the appropriateness of this guidance, including the addition of specific reference to school leaders, as well as consider conditions for school leaders in the IWPRB Pay Review 2024-2025.⁶⁶
- 4.128 The Managing Workload and Reducing Bureaucracy Group, which has been managing workload reduction, has been suspended, with its remit being given over to a new Strategic Group, to oversee all issues relating to reducing workload and bureaucracy. The Strategic Group's first meeting should be in mid-February 2024. It will have five sub-groups focusing on finance and resources; reporting; engagement; policy development and implementation and learning support workers.
- 4.129 The Welsh Government, alongside its stakeholders, has agreed to set up a group to develop a workload and well-being charter, with initial scoping work to be completed by autumn 2024.
- 4.130 We also note that the Minister for Education and Welsh Language has announced a review into the middle tier of the education system in Wales: 'Review of roles and responsibilities of education partners in Wales and

⁶⁵ Gov. Wales (July 2023), *Cabinet Statement. Reducing workload and bureaucracy for school staff* <https://www.gov.wales/written-statement-reducing-workload-and-bureaucracy-school-staff>

⁶⁶ Gov. Wales (November 2023), *Cabinet Statement. Update - reducing workload and bureaucracy for school staff* <https://www.gov.wales/written-statement-update-reducing-workload-and-bureaucracy-school-staff>

Chapter 4: Conclusions and recommendations

delivery of school improvement arrangements', to report by March 2024.⁶⁷ "This will provide the means to consider in a collective, timely and transparent way what the system needs as we look to the future and provide an opportunity to support the creation of space for positive, supportive, purpose driven collaboration, reducing unnecessary bureaucracy".⁶⁸

Current issues

- 4.131 During our review, a number of issues have been raised in connection with the workload and working time of teachers and leaders, including:
- the number of directed hours, and actual hours, being worked by classroom teachers
 - the number of hours teachers should be teaching (classroom contact) to ensure appropriate allocation of time for associated responsibilities
 - the amount of PPA awarded to teachers
 - management time for those in receipt of certain allowances, including TLR allowances
 - the number of hours being worked by leaders
 - the lack of protected time for leaders
 - the lack of time allocated to CPD

The case for change

Working time for teachers

- 4.132 We have already noted the consultee responses which said that teachers in Wales face significantly high workloads, with concerns about work-life balance, and a strong desire for a reduction in workload that would result in more time for planning and preparation for teachers, and deeper engagement in CPD. Many consultees believed that this would have a positive impact on recruitment and retention of teachers and school leaders.
- 4.133 There are concerns over the workload implications arising from the implementation of existing education reforms, such as the Curriculum for Wales, ALNET (Wales) Act, Cymraeg 2050, a new qualifications system, and changing accountability measures, which require teachers and leaders to acquire new skills. Consultees cite the additional time demands on teachers and leaders to attend appropriate training for these reforms, as well as developing and delivering these reforms in schools.
- 4.134 The Curriculum for Wales gives much autonomy back to teachers, to shape and develop the pedagogy and resources to deliver the curriculum

⁶⁷ Gov.Wales (2023), *Review of roles and responsibilities of education partners in Wales and delivery of school improvement arrangements: terms of reference* <https://www.gov.wales/terms-reference-review-roles-and-responsibilities-education-partners-wales-and-delivery-school-html>

⁶⁸ Gov. Wales (November 2023), *Cabinet Statement. Update - reducing workload and bureaucracy for school staff* <https://www.gov.wales/written-statement-update-reducing-workload-and-bureaucracy-school-staff>

Chapter 4 – Conclusions and recommendations

successfully. Whilst welcomed by consultees, many pointed out that this increased autonomy also requires an appropriate additional allocation of non-teaching time for the new approach to be developed and implemented.

- 4.135 As noted in Chapter 2, Alma Economics found that teachers in Wales have an overall weekly working time (including teaching and performing other duties) that is second highest in the OECD, below only Japan.⁶⁹ Time spent in the classroom for teachers in Wales is also above the OECD average.
- 4.136 The EWC's National Education Workforce Survey conducted January–May 2021, and published in October 2021, reported that full-time teachers worked an average of 56 hours a week (self-reported hours).⁷⁰ Of these, there were averages for full-time teachers of 23.3 hours for teaching, 6.9 hours for preparation and planning, and 6.7 hours for assessment, marking and data analysis, and 5.4 hours for preparing materials specifically for blended/remote learning. We recognise that the hours specified for blended/remote learning relate to a period when schools were locked down or partially open for face-to-face teaching due to the COVID-19 pandemic. 70.4% of all respondents disagreed, or strongly disagreed that they could manage their workload within the agreed hours.
- 4.137 In Scotland, the working week for teachers is 35 hours, of which the average pupil contact time is 22.5 hours (maximum of 25). The remainder consists of a minimum of 7.5 hours for preparation and marking time, with a balance of five hours left for other tasks. Teachers in Scotland should be allocated one third of their actual pupil contact time for personal preparation and marking time.
- 4.138 We note the DfE's longitudinal survey 'Working Lives of Teachers and Leaders', which will run until 2026, with the first wave conducted in spring 2022 with teachers and leaders in state schools in England.⁷¹ The results of the first wave of this survey reported that full-time leaders in England worked an average 57.5 hours per week and full-time teachers worked an average of 51.9 hours per week. The working hours for teachers in Wales reported earlier in paragraph 4.136 are higher than those reported in England, but we also note that the surveys were conducted in different years. As such, we do not draw any direct comparisons.
- 4.139 We also note the arrangements in England, with the implementation of the DfE's workload reduction policy and toolkit from 2018, including its resources

⁶⁹ Whilst Wales was not included in this survey, the self-reported hours from the EWC Workload Survey 2021 have been inserted. The statistics are further supported by the Working Lives of Teachers, produced by the DfE.

⁷⁰ EWC (2023), *National Education Workforce Survey* <https://www.ewc.wales/site/index.php/en/about-us/policy-and-research/national-education-workforce-survey>

⁷¹ Gov.UK (2023), *Working lives of teachers and leaders – wave 1*

<https://www.gov.uk/government/publications/working-lives-of-teachers-and-leaders-wave-1>

Chapter 4: Conclusions and recommendations

to support well-being and workload reduction. The current ambition is to reduce working hours by five hours per week within three years.⁷²

- 4.140 A recent evaluation of the DfE’s workload reduction actions in July 2023 by the Education Development Trust reported that they are having a positive impact on teacher and leader well-being, as well as improving retention.⁷³
- 4.141 We note that, according to the evidence presented, working hours for teachers in Wales appear to be high compared with other countries. The STPC(W)D paragraph 51.4 states that there should be adherence “to the working limits set out in the Working Time Regulations 1998” (employees should not exceed an average of 48 hours per week, unless they opt out), but the evidence provided suggests that this is not always being achieved. We are concerned about the impact of this workload on teacher well-being and outcomes for learners.

RECOMMENDATION 18

The IWPRB recommends that the Welsh Government develops a workload reduction plan, which reduces the working time of teachers, to ensure that by September 2027 there is full and consistent adherence to the limits set out in the Working Time Regulations 1998 (paragraph 51.4 of the STPC(W)D) and that there is no detriment when compared with working hours in England.

- 4.142 We note the objectives of the new Strategic Group to reduce workload. The progress being made in respect of decreasing working hours needs to be monitored, and whilst we would not want to increase workload by exhaustive surveys, we believe that cognisance should be taken of the longitudinal approach being taken in England.

Working time for leaders

- 4.143 We note that staff paid on the LGPR do not have the protections afforded to classroom teachers, for whom the STPC(W)D specifies an annual allocation of hours (1,265) and days (195) for a full-time teacher.
- 4.144 Many consultees have referred to the number of hours that leaders work, which increased during the COVID-19 pandemic.
- 4.145 Consultees proposed a number of possibilities in respect of working time for leaders, including the benefit of some level of protection for their work:life

⁷² Gov.UK (2023), *The Education Hub: How we’re reducing teacher workload*

<https://educationhub.blog.gov.uk/2023/09/18/how-were-reducing-teacher-workload/>

⁷³ Education Development Trust (2023), *Workload reduction in schools in England*

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1172547/Workload_reduction_in_schools_in_England.pdf

Chapter 4 – Conclusions and recommendations

balance through minimum holiday periods; guaranteed non-contactable periods during the school day; greater support for headteachers to combat isolation; and support for mental well-being issues.

- 4.146 A few consultees referred to the role of school business managers and professional administrators in schools, to help reduce the workload of school leaders, especially in more complex structures such as federated schools.
- 4.147 The EWC workforce survey of October 2021 reported that on average leaders were working 54 hours a week. 64.2% of all leaders disagreed that they could manage their workload within their agreed hours.
- 4.148 We note in paragraph 4.138 that the DfE's survey 'Working Lives of Teachers and Leaders' reports that in England full time leaders work on average 57.5 hours a week, with the caveats noted in the same paragraphs.
- 4.149 The option of setting an upper limit on the number of hours that school leaders are required to work was considered. A few consultees noted that fixed hours for headteachers may not work in practice, but that consideration should be given to setting an upper limit further to the protections offered in the Working Time Regulations 1998.
- 4.150 We note the Minister for Education and Welsh Language's statement of 9 November 2023 that "considerations of conditions of service for school leaders will be specifically referenced as part of the IWPRB's pay review remit for 2024-2025".

Teaching time

- 4.151 Teachers in state-funded schools across OECD countries are required to work for a statutory number of hours per year, which may include a specified or directed amount of teaching time with learners. Not all countries define statutory teaching time in the classroom.
- 4.152 Wales does not have a statutory net teaching time. However, teachers must be provided with time for PPA which must amount to not less than 10% of the teacher's timetabled teaching time, and NQTs should have reduced teaching hours during their induction period.
- 4.153 We note that Scotland has a limit on the number of teaching hours per week. Research undertaken by Alma Economics shown in Chapter 2 reports that Wales is in the upper quartile of self-reported average teaching hours per week across OECD countries.
- 4.154 Given that there are 1,265 directed hours annually in Wales, and that there are 190 days available for teaching, there is a notional 33.3 hours available each week for teaching and other duties. There is no guidance on the proportion of this time which should be devoted specifically to teaching.
- 4.155 The EWC workforce survey of October 2021 reports that full-time teachers teach an average of 23.3 hours a week. The criteria for the survey broke

Chapter 4: Conclusions and recommendations

down teaching hours into periods of five hours, and an analysis of the breakdown of hours shows that: in secondary schools, 14.2% of teachers self-reported that they teach 25.5 hours or more a week, compared with 53.2% in primary schools, and 53.3% in special schools.

- 4.156 Without the specification of a maximum number of teaching hours per week, it is difficult to stipulate time for PPA and other duties.
- 4.157 We note the findings of the Alma Economics research, where an increase in teaching time is negatively correlated with PISA 2018 scores, as is an increase in teaching time as a share of working time (although the latter is not significant).
- 4.158 We are supportive in principle of specifying a maximum number of teaching hours per week, but recognise that there will be financial, educational and staffing implications. A full impact assessment of the implications should therefore be undertaken by the Welsh Government.

RECOMMENDATION 19

The IWPRB supports the specification of a maximum number of teaching hours per week within the STPC(W)D. We recommend to the Welsh Government that it carries out a full impact assessment of this proposal, and that the IWPRB is remitted in 2025-2026 to consult on implementation.

- 4.159 We note that specified teaching time will have an effect on supply teachers employed by local authorities and directly by schools, notably short-term supply teachers. Our report of October 2023 on this matter recommended that the duties of a short-term supply teacher should include, in summary:
- delivering lessons to pupils from pre-prepared materials
 - assessment of classwork or related activity
 - reporting on the attainment of pupils within the classes taught
- 4.160 Short-term supply teachers' responsibilities lie solely within the classroom and therefore will therefore not be able to teach in excess of the specified hours in any one week. Therefore the implications will need to be considered as part of Recommendation 19.
- 4.161 Whilst supply teachers employed by agencies are outside the scope of the STPC(W)D, the acceptance of this recommendation may have further implications which need to be explored by the Welsh Government alongside Recommendation 19.

Chapter 4 – Conclusions and recommendations

Planning, preparation and assessment

- 4.162 Most consultees called for an increase in the time allocated to PPA. Of those that expressed this view, the majority called for an increase from a minimum of 10% of teaching time to a minimum of 20% of teaching time.
- 4.163 In England and Northern Ireland, PPA time is the same as Wales. We note that in Scotland, PPA time is no less than one third of the teacher's class contact time.
- 4.164 The EWC workforce survey of October 2021 reported that teachers spent an average of 13.6 hours a week on PPA and data analysis, representing 24.9% of reported average working time, excluding the blended/online preparation referred to paragraph 4.136.
- 4.165 We note the call for additional PPA time, given the figures reported through the survey. At this stage, we believe that there are many education reforms in progress, the impact of which have yet to be fully assessed. These include:
- the Curriculum for Wales in terms of teacher autonomy
 - the assessment methodologies that will be adopted as part of the new qualifications for Wales, which are due to commence teaching in 2025
 - the variability in approaches across schools in respect of digital assessment
 - the extent to which the objectives of the strategic workload review group will be achieved
 - the legacy effects of the COVID-19 pandemic on pupils, and the degree to which these are resolved
- 4.166 As a result, the appropriate amount of PPA time required needs careful consideration. We believe that the allocation of PPA time needs to be reconsidered in the light of the reform agenda and the issues referred to above.

RECOMMENDATION 20

The IWPRB recommends to the Welsh Government that time allocated for PPA should be re-examined once the outcome of Recommendation 19 is known, and that the IWPRB should be remitted to explore this further in 2026-2027.

Continuing professional development

- 4.167 Consultees also raised questions regarding a statutory allocation of CPD days per year, over and above the current INSET days, so that teachers

Chapter 4: Conclusions and recommendations

could undertake more individualised professional learning rather than institutional training at a whole-school level.

- 4.168 Benefits cited included a fairer and more consistent CPD offer for all, as well as potential improvements to the quality of education and outcomes for learners. The most significant disadvantage of a statutory allocation would be the funding costs of covering and releasing teachers and leaders due to cover and supply costs.
- 4.169 It is also recognised that a disadvantage of prescribing amounts of directed time for CPD, or indeed other activities, could be a reduction in the flexibility of school leaders to deploy staff to best meet the needs of the individual schools' priorities and those of individual teachers.
- 4.170 We believe that, rather than having a defined number of hours for each task such as CPD, greater flexibility and greater professional autonomy might be achieved through discussion in the annual appraisal between a teacher and their line manager, over what CPD requirements would be best for the individual teacher and what works best for the school's priorities. This is particularly important given the scale of education reform in Wales currently being implemented.
- 4.171 The IWPRB notes that the links between the Professional Standards for Teaching and Leadership and the National Professional Learning Entitlement are not explicitly referenced in the STPC(W)D at paragraph 51.10.

RECOMMENDATION 21

The IWPRB recommends to the Welsh Government that the STPC(W)D (paragraph 51.10) is revised to link the CPD needs of teachers and leaders to the Professional Standards for Teaching and Leadership and the National Professional Learning Entitlement.

The roles and responsibilities of teachers and leaders

- 4.172 A multitude of roles have evolved over time in response to new education policies, the emergence of federations of schools, middle schools and other initiatives. Schools are already working on how best to structure their staffing and allocate working time to implement education reforms.
- 4.173 The immediate concern of consultees is the role of ALNCo and the time required to fulfil the role, which we note is being considered by a task and finish group, reporting to the Welsh Government in December 2023.
- 4.174 Some consultees raised the differences in responsibilities of leaders within federated structures. We have already made a recommendation (10) in regard of pay in this area.

Flexible working

Background

4.175 Flexible working is “a way of working that suits an employee’s needs, for example having flexible start and finish times, or working from home”.⁷⁴ ACAS defines it as “any type of working arrangement that gives some degree of flexibility on how long, where and when employees work”.⁷⁵ In December 2022, the UK Government announced new measures to support those seeking flexible working. Under the Employment Relations (Flexible Working) Act 2023,⁷⁶ employees and other workers have the right to request variations to particular terms and conditions of employment, including working hours, times and locations. The Act amended clause 80(f), “the right to request contract variation” of the Employment Rights Act 1996.⁷⁷ The legislation, which is due to come into force early in 2024:

- removes the 26-week qualifying period before employees can request flexible working, making it a day-one right
- requires employers to consult with their employees, as a means of exploring the available options, before rejecting a flexible working request
- allows employees to make two flexible working requests in any 12-month period
- requires employers to respond to requests within two months, down from three
- removes the requirement for employees to set out how the effects of their flexible working request might be dealt with by their employer.

4.176 A number of organisations such as the Chartered Institute of Personnel and Development (CIPD) are actively promoting flexible working.⁷⁸ With its many benefits, the CIPD believes flexible working should be the norm, not the exception, for workers; and central to the creation of inclusive and productive workplaces. The CIPD points out that hybrid working has inclusion and well-being advantages for employees and can help attract and retain people who otherwise might struggle to hold down employment.

4.177 There is some evidence that young people are increasingly seeking jobs that provide flexible working conditions.⁷⁹ Several consultees (including the Welsh Government) have pointed to the implications for the recruitment of new teachers and the retention of older teachers who might desire greater

⁷⁴ Gov.UK (undated), *Flexible working* <https://www.gov.uk/flexible-working>

⁷⁵ ACAS (2015), *Flexible working and work-life balance* <https://www.gov.uk/flexible-working>

⁷⁶ Legislation.gov.uk (2023), *Employment Relations (Flexible Working) Act 2023* <https://www.legislation.gov.uk/ukpga/2023/33/contents/enacted>

⁷⁷ Legislation.gov.uk (1996) *Employment Rights Act 1996* <https://www.legislation.gov.uk/ukpga/1996/18>

⁷⁸ CIPD (2023), *Flexible working uptake* <https://www.cipd.org/uk/views-and-insights/cipd-viewpoint/flexible-working-update/>

⁷⁹ BBC (2021), *Why younger workers want hybrid work most*

<https://www.bbc.com/worklife/article/20210729-why-younger-workers-want-hybrid-work-most>

Chapter 4: Conclusions and recommendations

flexibility to enable them to carry out caring responsibilities or have an improved work-life balance.

Current issues

- 4.178 During our review a number of matters were brought to our attention regarding flexible working, including:
- all consultees supported the concept of the expansion of flexible working
 - other than references to part-time working, the STPC(W)D does not refer to flexible working
 - introducing flexible working may have implications for setting the school timetable and for ensuring sufficient staff are on school premises

The case for change

- 4.179 The DfE in England has issued guidance setting out the benefits of, and encouraging schools to introduce flexible working.⁸⁰ This guidance advocates a whole school approach rather than dealing with individual requests, and reminds schools of their obligation not to discriminate in their decisions on the grounds of gender, age, race, disability and any other protected characteristic. The guidance also includes case studies showing how flexible working has been introduced into schools.
- 4.180 The DfE also carried out a survey on the working lives of teachers and leaders in England showing that “40% of teachers and leaders reported having some kind of flexible working arrangement with their school, either formal or informal”.⁸¹ Flexible working was linked with more positive perceptions of other aspects of teachers’ and leaders’ working lives. Those working flexibly were more likely to agree (compared to those who didn’t work flexibly) that they were satisfied with their job most or all of the time, and that they felt valued by their school.
- 4.181 Responses from consultees noted that: schools may be unable to provide the wide range of flexibility that is available in other sectors and which are attractive to potential teachers; there may be unintended consequences of increasing flexible working arrangements; there was a need for schools to change their culture and think creatively; and the need to learn lessons from the flexibility afforded by the COVID-19 pandemic.

⁸⁰ Gov.UK (2021), Flexible working in schools <https://www.gov.uk/government/publications/flexible-working-in-schools/flexible-working-in-schools--2>

⁸¹ DfE (2023), Working lives of teachers and leaders – wave 1 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1148571/Working_lives_of_teachers_and_leaders_-_wave_1_-_core_report.pdf

Chapter 4 – Conclusions and recommendations

4.182 There are various ways of working flexibly – job sharing, working from home, part-time working, compressed hours, flexitime, annualised hours, and phased retirement.⁸²

Job sharing

4.183 Where job sharing takes place between two teachers, there would need to be clarity over responsibilities and coverage and over what happens if one person is off sick or taking part in professional development.

Working from home

4.184 It might be possible for teachers to carry out some work from home or away from school premises. One example is PPA, and other duties required as part of directed time, which, subject to operational requirements of the school, could be carried out where, and when, the teacher prefers.

4.185 There might also be an opportunity to deliver some lessons remotely, an example being 16+ pupils revising for examinations.

Part-time working

4.186 The number of part-time teachers in Wales in 2023 was 3,195 (11.5% of the workforce), a reduction from 4,342 (15.8% of the workforce) in 2016. 91.4% of part-time teachers were female, an increase from 90.6% in 2016 although the numbers had fallen from 3,936 to 2,919 over the same period as overall numbers of teachers fell.⁸³ Part-time teaching may suit those starting a family, those approaching retirement, or those with caring or other responsibilities.

Compressed hours

4.187 Working full-time hours over fewer days is another example of flexible working. An employee might deliver their contracted hours, for example, over a fortnight, but work only nine days out of 10 or nine sessions in a week with a half day free: in both cases working the contracted number of hours.

Flexitime

4.188 Under flexitime, a teacher or leader could choose when to start and end work (within agreed limits) but work certain core hours, for example 10am to 3pm every day.

4.189 Such an approach might be feasible in some circumstances. We heard of cases where the timetable had been revised so that the lessons taught by some teachers with young children did not take place at the beginning or the end of the day.

⁸² Gov.UK (undated), *Flexible working* <https://www.gov.uk/flexible-working>

⁸³ Figures received from the EWC

Chapter 4: Conclusions and recommendations

Annualised hours

4.190 Annualised hours occur when the total number of hours to be worked over the year is fixed, but there is flexibility over the employee's daily and weekly working patterns. Similarly to flexitime, there may be core hours which the employee regularly works each week.

Phased retirement

4.191 The default retirement age has been phased out and older workers can choose when they want to retire. Some teachers and leaders might wish to reduce their hours and move to part-time working as they get older.

4.192 The DfE survey of the working lives of teachers and leaders in England showed that the most common type of flexibility was working part-time (21%), followed by PPA time offsite (12%). Teachers and leaders in primary schools were more likely to report that they worked flexibly than those in secondary settings (50% versus 29%). Leaders were more likely than teachers to have agreed days to start late or finish early at their manager's discretion, agreed ad-hoc personal days off at manager's discretion and formally agreed home or remote working.

4.193 We believe that the STPC(W)D should refer to flexible working and the change in legislation from early 2024 impacting on all employers, including schools. The Welsh Government should underline its commitment to flexible working by publishing guidance to schools outlining the benefits of flexible working and setting out how it might be introduced.

RECOMMENDATION 22

The IWPRB recommends to the Welsh Government that from September 2024:

- the STPC(W)D is amended to include reference to the Employment Relations (Flexible Working) Act 2023 and the right of staff to seek flexible working
- the STPC(W)D should include a definition of flexible working along the lines of the ACAS definition “any type of working arrangement that gives
- some degree of flexibility on how long, where and when employees work”
- the Welsh Government should issue guidance on flexible working in schools, setting out the benefits and how flexible working might be introduced. This guidance should allow teachers to spend non-teaching time more flexibly, subject to operational requirements
- the model school pay policy should identify the school’s approach to flexible working, taking account of the need to ensure the smooth running of the school and the protection, safety and well-being of pupils

Other conditions relating to the career of teachers’ and leaders’ flexibility

- 4.194 Consultees addressed the issue of well-being and workload. It has been suggested that giving teachers and leaders the right to apply for sabbatical leave after a certain period of employment might be welcomed.
- 4.195 Other countries adopt such arrangements. In New Zealand, 50 centrally funded sabbatical leave places are set aside to which teachers with at least five years’ experience might apply. Successful applicants are expected to provide a report setting out what they have gained from the experience.⁸⁴
- 4.196 Other countries also offer teachers and leaders the opportunity to take unpaid leave, or are encouraged to take a secondment to a related post away from the school.
- 4.197 Consultees also suggested giving staff the right to a ‘well-being day’, termly or annually. The DfE guidance on flexible working includes ‘personal or

⁸⁴ Gov.nz (2023, *Primary Teachers’ Collective Agreement 2023-2025*
<https://assets.education.govt.nz/public/Documents/School/Collective-Employment-Agreements/Primary-Teachers-Collective-Agreement/Primary-Teachers-Collective-Agreement-2023-2025-includes-variation-30-October-2023.pdf>

Chapter 4: Conclusions and recommendations

family days' which are days of authorised leave during term time to which all employees in a school are entitled.

- 4.198 A number of countries have agreed a right to disconnect – to be free from e-mails and other electronic means of communication at times when the employee is away from work.⁸⁵ In Belgium, employers with 20 or more staff must ensure practical arrangements for the application of the employees' right not to be contacted after working hours and instructions given for the use of digital tools to guarantee rest periods, holidays, and employees' private and family life.
- 4.199 We believe that, as a contribution to well-being and motivation of staff, there should be opportunities for teachers and leaders to receive sabbaticals, secondments, career breaks and unpaid leave.

RECOMMENDATION 23

The IWPRB recommends to the Welsh Government that it be remitted in 2025-2026 to consult on proposals, for implementation within the STPC(W)D, to offer:

- unpaid sabbaticals for teachers and leaders
- career breaks for teachers and leaders
- a specified number of nationally funded sabbaticals or secondments for teachers and leaders

Other areas for consideration

The STPC(W)D

- 4.200 The STPC(W)D is the central reference point for pay and conditions for teachers and leaders in Wales. Following the devolution of pay and conditions to Welsh Minister in 2018, the Welsh Government adopted the STPCD for England and Wales, which then became the STPC(W)D and this document has been updated as appropriate.
- 4.201 The STPC(W)D has a wealth of essential information for relevant bodies and staff alike. However, it does require development to become more user-friendly, and would benefit from containing hyperlinks to guidance held both within the document, and elsewhere in the system, such as relevant employment guidance for school governors, induction and CPD for example.

⁸⁵ Global HR Law Guide (2023), The right to disconnect: which countries have legislated? <https://iuslaboris.com/insights/the-right-to-disconnect-which-countries-have-legislated/>

Chapter 4 – Conclusions and recommendations

This would provide one single source of information, rather than a number of differing locations for information.

RECOMMENDATION 24

The IWPRB recommends to the Welsh Government that the STPC(W)D be re-drafted, to include hyperlinks to key guidance to the information contained within the statutory section of the document.

Pay policies

4.202 Recommendation 12 of our third report referred to the development of a national model pay policy:

“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”.

4.203 This would remove workload from schools, whilst allowing for specific annexes to relate to individual school matters, such as TLRs. We are aware that this recommendation is being taken forward by employers’ organisations, but are not aware that the model pay policy has as yet been implemented.

RECOMMENDATION 25

The IWPRB recommends to the Welsh Government that it encourages the employers’ organisations to expedite the model pay policy, and to include in it statements on workload and flexible working.

Equalities

4.204 Recommendation 10 of our third report stated that:

“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”.

4.205 The data and information that we have considered during this review does not suggest that substantial progress has been made in this area. We would therefore reinforce this recommendation.

RECOMMENDATION 26

The IWPRB recommends to the Welsh Government that it 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.

Appendix A – Minister for Education’s Remit Letter

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



Llywodraeth Cymru
Welsh Government

Our ref: MA-JMEWL/3226/21

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 8th 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

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 3rd 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

- 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:

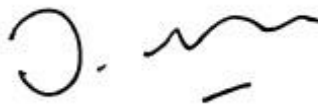
- A report on adjustments to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders (part A above) by no later than 20 May 2022;

Appendix A – Minister for Education’s Remit Letter

- 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 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 large 'J' followed by a series of wavy lines and a short horizontal stroke at the end.

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) 3rd 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 3rd 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

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 B – Statutory consultees

ASCL Cymru	Association of School and College Leaders in Wales
Church in Wales	
Community Wales	
NAHT Cymru	National Association of Head Teachers 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

Appendix C – Non-statutory consultees invited to contribute

Aberystwyth University	
Audit Wales	
Bangor University	
Bevan Foundation	
Cardiff Metropolitan University	
Careers Wales	
Ceredigion County Council	
Children’s Commissioner for Wales	
Coleg Cymraeg Cenedlaethol	
ColegauCymru	
CSC	Central South Consortium
CYDAG	Cymdeithas Ysgolion Dros Addysg Gymraeg
Diverse Cymru	
EAS	Education Achievement Service
Future Generations Commissioner	
Governors Cymru Services	
GwE	North Wales regional school improvement service
HEFCW	Higher Education Funding Council for Wales
Institute of Welsh Affairs	
National Academy for Educational Leadership	
Neath Port Talbot County Council	
NUS Wales	National Union of Students, Wales
Parentkind	
Partneriaeth	Educational support to Carmarthenshire, Pembrokeshire and Swansea
Powys County Council	
Qualifications Wales	
SNAP Cymru	
Sutton Trust	
Swansea University	
TSANA	Third Sector Additional Needs Alliance
Universities Wales	
University of South Wales	
University of Wales Trinity St David	
Welsh Language Commissioner	
Welsh Youth Parliament	
Wrexham University	
Youth Cymru	

Appendix D – Consultation questions for submission of written evidence

IWPRB Remit Letter Part C

Statutory Consultees: Consultation Questions

May 2022

Introduction

In the remit letter issued by the Minister for Education and Welsh Language on 20 December 2021, the IWPRB was asked to undertake a strategic review of teachers' pay and conditions. This represents Part C of a two-year remit, with a timescale for the report to be delivered by 31 March 2023. The letter accompanying this document sets out the plans to achieve this.

There are a number of strands to this work. Key amongst these is engagement and consultation with all members of the tri-partite Teachers' Pay and Conditions Partnership Forum (PPF). This document commences that process, and sets out questions on which the IWPRB seeks the views of statutory consultees.

Themes and considerations

In line with the aspirations articulated in *Education in Wales: Our National Mission* the IWPRB has framed three key themes relevant for Part C:

1. Enhancing the educational outcomes of pupils, specifically as regards excellence, equity and wellbeing;
2. Attracting and retaining teachers and leaders, so that Wales has a high-quality and vibrant education workforce;
3. Continuously developing teachers and leaders, with a focus on professional learning and career progression (in the context of the commitment in Our National Mission to evaluate and improve at system level).

These main themes are further defined in the context of on-going changes in the educational landscape which have a direct impact on teachers and leaders. Some of these changes are known and planned, such as the new curriculum for schools and changes in the accountability system. Other changes are being driven by external factors outside of the control of the education sector which are not yet fully known and understood, such as the uncertain economic and political context, and COVID-19 and its aftermath e.g. the impact of virtual and digital platforms on pedagogy and assessment. Then there is another category of changes which are within the education sector but where new policy is not yet fully settled, such as the implementation of the ALN legislation and the reform of qualifications, and a final category of considerations, such as changes in the structure of the school year and alternative school calendars.

Appendix D – Consultation questions for submission of written evidence

Therefore, with so much change happening, it will be crucial for the IWPRB and its stakeholders to consider the review with this evolving backdrop in mind. The terms of reference for Part C, included at Annex A, invited us to consider what aspects of the current structure work well and what aspects could be improved. The current structure in Wales was designed for an education delivery model which is now subject to significant change, so we need to explore what features of the current system work well, and can be retained; and which features may need to be changed and be ‘future-proofed’.

Consultation questions

Bearing in mind the themes and considerations set out above, the IWPRB wishes to gather views in response to the following questions:

1. What major changes do you anticipate will happen in the education system in Wales over the next decade, and what impact will these changes have on teachers’ and leaders’ pay and conditions? Please differentiate between:
 - a. Known and planned changes, for instance driven by policy and already on an implementation path;
 - b. Other changes, for instance driven by external factors or by policy not yet fully developed.
2. What aspects of the current structure of teachers’ and leaders’ pay and conditions in Wales work well at present, and could be retained?
3. In the light of the changes you anticipate, and their impact on teachers and leaders, what aspects of the current structure could be retained in some form but need to be improved and ‘future-proofed’, and how?
4. Are there any aspects of the current structure which need to be transformed more radically? If so, what are they, and how could they be changed?
5. What entirely new elements could be introduced to teachers’ and leaders’ pay and conditions? Please set out how such new elements would help to respond to change and to achieve the aspirations for education in Wales.
6. Do you have any other comments you would wish to make?

Part B of the remit letter also gave discretion to the IWPRB to consider three specific elements either by 20 of May 2022, or as part of the strategic review. We have already received some evidence from statutory consultees on these elements, but should you wish to provide further information, we would be pleased to receive it as a separate section within your response to the consultation questions posed above.

Annex A: IWPRB Remit Letter 20 December 2021

May 2022

Appendix E – High level themes for Oral evidence (July 2023)

INDEPENDENT WELSH PAY REVIEW BODY STRATEGIC REVIEW 2022-23 - HIGH LEVEL THEMES

Introduction

The Independent Welsh Pay Review Body (IWPRB) has been remitted by the Minister for Education and Welsh Language to undertake a strategic review of teachers' and leaders' pay and conditions, to ensure that the pay and conditions framework in Wales supports and advances the aspirations articulated in *Education in Wales: Our National Mission*. The Terms of Reference for the review are included at Annex A.

In May 2022, the IWPRB called for your views on this strategic review in the form of written evidence (Annex B). The IWPRB framed three key topics for the strategic review:

1. Enhancing the educational outcomes of pupils, specifically as regards excellence, equity and well-being
2. Attracting and retaining teachers and leaders, so that Wales has a high-quality and vibrant education workforce
3. Continuously developing teachers and leaders, with a focus on professional learning and career progression (in the context of the commitment in *Our National Mission* to evaluate and improve at system level)

The IWPRB is very grateful for your responses and has drawn from them a number of high level themes, which it now wishes to discuss further. In your replies, you referred to a number of ongoing programmes of reform, including the Curriculum for Wales, new qualifications, the ALNET Act and Cymraeg 2050, changes in pedagogy and assessment, and challenges that education in Wales faces in relation to recovery from the COVID-19 pandemic. The reforms are shaping the future of the educational landscape in Wales and raise a number of important strategic questions, which may have implications for pay and conditions.

The themes identified below are based on these considerations and information contained in your written evidence submitted to us. The themes are presented as a series of questions – not in any particular order of priority, nor as an exclusive set of issues. The questions provide an opportunity to comment on the themes identified, particularly if you have not referenced them already in your consultation response.

In parallel, the IWPRB is also conducting an international benchmarking study looking at relevant developments in the education sector in other countries. This study will be shared and discussed with consultees as part of the strategic review, once it is available.

Salary Structure

Teachers' and leaders' pay ranges:

- (i) In the light of the educational reforms being implemented in Wales, to what extent do you believe that the existing pay ranges - unqualified teachers, qualified teachers, leading

Appendix E – High level themes for Oral evidence (July 2023)

practitioners and leaders - provide the right framework and opportunity to embrace the ambition articulated in the reforms?

- (ii) Some consultees have referred to the need for:
- A single pay spine for teachers, combining the Main Pay Range (MPR) and Upper Pay Range (UPR)
 - Reduction in number of pay points across the teacher pay range/s
 - The removal of the Leading Practitioner role and associated pay range
 - 'Fast tracking' excellent teachers and/or awarding a 'one off payment for exceptional performance

We would invite you to comment on any these areas if you have not done so in your written evidence and consider advantages and disadvantages of each.

- (iii) Is the current calculation for headteacher groups fit for purpose in the light of the changing school structures, and the reform agenda?

Allowances, including Teaching and Leadership Responsibility (TLR) allowances

- (iv) Given the variation in the proportions of Teaching and Learning Responsibility allowances (TLRs) currently awarded between primary and secondary schools, how can we ensure TLRs are awarded fairly?
- (v) In previous submissions, we have heard that some consultees consider that TLRs are inconsistently applied within and across schools. Some consultees have argued that there should be a national scale or fixed range of payments within each TLR. What are the advantages and disadvantages of this?
- (vi) Do you think that the scope of TLRs should be extended to include other responsibilities or new roles which might emerge from the education reforms, and if so which additional responsibilities or roles?
- (vii) Should any allowances be payable to head teachers? If so, what circumstances would merit such a payment?
- (viii) We have not made reference to pay and conditions for the ALNCo role in this document given the recommendation made our 4th report. However, we would be to receive feedback as to the progress of this recommendation.

Contracts

- (ix) What are the current barriers to more schools offering permanent contracts to staff, and how might these be overcome in the medium – longer term?

Appendix E – High level themes for Oral evidence (July 2023)

- (x) Some consultees have stated that there is a greater need for flexibility within the current school contract. Would you support greater flexibilities? If so, what flexibilities would you like to see introduced?

Working Hours/Teaching Hours

- (xi) Some consultees have called for the specification of the maximum directed hours for teachers and maximum working hours for leaders. What would need to be considered in formulating this?
- (xii) What factors in your view determine the amount of time which should be allocated to Planning, Preparation, and Assessment (PPA), and what implications will the reform agenda have on PPA?
- (xiii) Some consultees have suggested a national workload allocation and well-being scheme. What are your views on this?
- (xiv) How would you see workload impact assessments helping to implement the education reform agenda, and how should they be carried out?

Professional Development

- (xv) Do you consider there should be any changes within terms and conditions to encourage professional development to meet the national mission? If so, what would you propose?
- (xvi) Should there be greater incentives within the STPC(W)D to encourage teachers and leaders to gain or share experience and knowledge outside their current school environment and, if so, how should this be implemented?

Recruitment and retention

- (xvii) Would you favour greater flexibilities within the current allowances in order to improve the recruitment and retention of teachers in shortage subject areas, in some geographic areas (eg disadvantaged or rural areas), special schools, or schools in challenging circumstances?
- (xviii) Are there any other changes to the STPC(W)D you would suggest in order to encourage more recruitment and retention?

The Welsh Language

- (xix) What else, if anything, should be implemented within pay structures, TLRs or allowances in order to meet the aspirations of Cymraeg 2050?

The IWPRB would welcome comments and suggestions on these questions, and any other relevant issues, as part of the next stage of consultation on the Strategic Review during oral evidence session w/c 3 July 2023. The IWPRB would also welcome any written comments or evidence on the issues raised in this document, which should be received by no later than 21 working days after your oral evidence session.

Appendix F – Discussion briefing for oral evidence sessions (October 2023)

Strategic Review: Discussion briefing

The IWPRB wishes to express our gratitude for your continued engagement in the development of the strategic review of pay and conditions for teachers and leaders in Wales. So far, consultees have provided written and oral evidence to the IWPRB and had the opportunity to participate in a workshop to consider the findings of the Alma Economics research report. The comments and ideas from consultees, and the research findings and discussions with other nations have provided a rich base of information for the IWPRB to consider options for the future pay and conditions landscape in Wales.

The following document will focus on our early thoughts that have emerged and provide a basis for discussion during the consultation sessions to be held week commencing 16 October 2023. It should be noted that although presented separately below, many themes are interrelated and hence the options should be considered with that in mind.

1. Key themes

Workload: It is clear from the evidence that teachers' and leaders' workloads in Wales is a concern. Indeed, this has been recognised by the Minister for Education and Welsh Language as an area of focus through the establishment of a joint task force, to make recommendations on ways to reduce the workload. This affects both schoolteachers and leaders alike, where transparency, directed working time and fairness issues have been raised by consultees. Examples such as PPA and the workload associated with TLRs were also cited during consultation.

Teaching as a profession: Teachers may want to progress their careers in a variety of directions, by developing their passion for teaching and learning or managing teams and associated resources.

- Some countries adopt different models such as pathways with associated pay scales for teaching, leadership and specialisms whilst others have two scales, one for classroom teachers, similar to the main and upper pay ranges in Wales, and a higher pay scale (principal/senior teacher) that covers additional responsibilities such as pedagogy, strategic leadership, line management, policy development, quality assurance and mentoring.
- The Welsh system uses TLRs to provide opportunities for teachers to broaden their experience with additional responsibility, or through an application to become a Lead Practitioner (limited number of these across Wales).
- Most consultees have expressed a strong desire to reward teachers for 'staying in the classroom', and for more clarity to be provided regarding TLR awards to promote transparency and parity of opportunity, and reward.
- Many consultees have also emphasised the importance of CPD to aid career progression.

Appendix F – Discussion briefing for oral evidence sessions (October 2023)

Leadership pay scale: The current methodology for calculating the headteachers' pay is primarily based upon the phase and size of the school population, with some adjustment for the number of learners with SEN statements. The landscape is changing with new reforms (including the removal of SEN statements and the introduction of IDPs for learners with additional learning needs), all-though schools and federations emerging, and issues faced by small and rural schools that challenge the traditional methodology for calculating headteachers' and deputies' pay.

Flexibility: Teachers and leaders are generally required to remain at school during working hours. It is difficult for them to obtain release if they have caring or other responsibilities or for attending special events such as weddings and funerals. Young people are increasingly seeking flexibility when seeking employment. The perceived lack of flexibility in the teaching profession might act as a disincentive for potential applicants.

2. Options for discussion

2.1 **Workload:** From a pay and conditions perspective, there may be options surrounding the following, in addition to the outcomes of the workload task force,

- a. The roles and responsibilities of teachers, headteachers and deputy headteachers should be updated in the STPC(W)D to provide clarity and align to the national reform agenda, with a view to reducing workload.
- b. Moving towards a model which defines directed hours per week associated with teaching (maximum), with PPA, collegiate activities and CPD.

2.2 **Teaching as a profession:**

- a. There is an option to adopt a single pay spine, based on the existing points, with annual progression, removing any threshold assessment. This would mean that a teacher will reach the top of the scale within eight years. Linked to 2.1 above, the job description associated with this single pay spine would focus on classroom teaching and learning, curriculum development, collegiate working, autonomy for innovation and not include management or leadership tasks.
- b. There is an option to split TLRs into two career strands, one focused on teaching and learning and the second on management of people and budgets. As interests vary or change throughout a career, there should be flexibility to allow movement between these strands. This should also build a strong talent pipeline for those who wish to move into senior leadership.
- c. In the medium-long term the IWPRB there is an option to move towards a senior/principal teacher scale, with clearly defined roles and associated pay removing the need for TLRs.

2.3 **Leadership pay scale:**

- a. There is an option to amend the methodology used to calculate headteacher and deputy headteacher's pay, to take into account the following pay elements:
 - i. Pay associated with statutory and non-statutory requirements that is independent of school size
 - ii. Pay associated with statutory and non-statutory requirements that is dependent on school size

Appendix F – Discussion briefing for oral evidence sessions (October 2023)

During the consultation sessions, the IWPRB would welcome your thoughts associated with each option above, giving consideration to both primary, middle and secondary phases, including special education schools:

- a. What are the advantages?
- b. What are the disadvantages?
- c. Any unintended consequences?
- d. Any alternative suggestions?
- e. Are there other areas we have missed?

3. Flexibility:

In addition, we would welcome your thoughts on matters associated with flexibility:

- How would you define flexibility in respect to teachers and leaders?
- What operational solutions might facilitate greater flexibility for teachers and leaders?
- In what ways could the conditions be amended to increase flexibility for teachers and leaders?
- How could you ensure that increased flexibility does not disadvantage pupils in any way?

Appendix G – Consultees who made oral and written submissions

ASCL Cymru	Association of School and College Leaders in Wales
Church in Wales	
Community Wales	
NAHT Cymru	National Association of Head Teachers 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

Appendix H – Workshop attendees

ASCL Cymru	Association of School and College Leaders in Wales
NAHT Cymru	National Association of Head Teachers 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

Appendix I – Presentations to the IWPRB

The IWPRB received a number of presentations/correspondence to aid in their understanding of current issues, and to help them in writing this strategic review:

ColegauCymru

David Hagendick – Chief Executive

Department for Education

Robin Hall - Teaching Workforce Directorate

Education Workforce Council

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

Hayden Llewellyn - Chief Executive of EWC

Nia Griffiths - Data Manager at EWC

Estyn (Office of His Majesty's Inspectorate in Wales)

Owen Evans - HM Chief Inspector

Claire Morgan - Strategic Director

Liz Miles - Assistant Director

National Academy for Educational Leadership Wales

Tegwen Ellis - Chief Executive

Chris Lewis - Director of policy and research of workforce planning

Appendix J – Timeline of recommendations

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
September 2024		<i>Education reform: continued implementation of the Curriculum for Wales; Qualified for the Future: working toward new qualifications; continued implementation of the ALNET Act; working towards Cymraeg 2050; working towards workload reduction.</i>
	1	The IWPRB recommends to the Welsh Government that from September 2024 the application process to move from the MPR to the UPR be removed from the STPC(W)D, allowing a teacher to move automatically between scales (subject to capability procedures not being invoked).
	2	The IWPRB recommends to the Welsh Government that from September 2024 a school can award an additional point to any UPR teacher whose performance in the previous school year was excellent, with particular regard to classroom teaching.
	7	The IWPRB recommends to the Welsh Government that from September 2024, the minimum headteacher salary is increased, by setting the bottom of headteacher groups one, two and three at the minimum group three salary (£61,547 from September 2023). Existing group one, two and three ceilings should be retained.
	8	The IWPRB recommends to the Welsh Government that in 2024-2025 it models replacing SEN statements with IDPs within the calculation of headteacher groups, and any subsequent impact on school unit totals.
	12	The IWPRB recommends to the Welsh Government that the requirement for line management responsibility for a significant number of people (paragraph 20.5 of the 2024-2025 STPC(W)D) is broadened by adding: or equivalent significant additional levels of responsibility and accountability in key areas of the school
	13	The IWPRB recommends to the Welsh Government that paragraph 20.3 and Section 3, paragraph 54, of the 2024-2025 STPC(W)D should be amended to stipulate that TLR3 allowances should not be awarded for longer than two years.

Appendix J – Timeline of recommendations

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
	14	<p>The IWPRB recommends to the Welsh Government that Section 3, paragraph 51 of the 2024-2025 STPC(W)D is replaced by:</p> <p style="padding-left: 40px;">TLR1s and TLR2s should only be awarded to teachers placed in the specified posts in the staffing structure and to the cash value set out in the pay policy. Where such TLRs are awarded to part-time teachers they will be paid pro rata at the same proportion as the teacher's part-time contract or, with agreement of the part-time teacher and the employer, <i>will be</i> paid in full if the teacher undertakes the full duties associated with the allowance.</p>
	15	<p>The IWPRB recommends to the Welsh Government that paragraph 20.4 of the 2024-2025 STPC(W)D should be extended to cover pastoral or well-being responsibilities and the safeguarding of children.</p>
	17	<p>The IWPRB recommends to Welsh Government that an additional provision is made to paragraph 26 of the 2024-2025 STPC(W)D that allows schools to provide, by agreement with individual teachers, equivalent benefits, such as time off in lieu (TOIL) instead of financial payments.</p>
	18	<p>The IWPRB recommends that the Welsh Government develops a workload reduction plan, which reduces the working time of teachers, to ensure that by September 2027 there is full and consistent adherence to the limits set out in the Working Time Regulations 1998 (paragraph 51.4 of the STPC(W)D) and that there is no detriment when compared with working hours in England.</p>
	21	<p>The IWPRB recommends to the Welsh Government that the STPC(W)D (paragraph 51.10) is revised to link the CPD needs of teachers and leaders to the Professional Standards for Teaching and Leadership and the National Professional Learning Entitlement.</p>

Appendix J – Timeline of recommendations

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
	22	<p>The IWPRB recommends to the Welsh Government that from September 2024:</p> <ul style="list-style-type: none"> • the STPC(W)D is amended to include reference to the Employment Relations (Flexible Working) Act 2023 and the right of staff to seek flexible working • the STPC(W)D should include a definition of flexible working along the lines of the ACAS definition “any type of working arrangement that gives some degree of flexibility on how long, where and when employees work” • the Welsh Government should issue guidance on flexible working in schools, setting out the benefits and how flexible working might be introduced. This guidance should allow teachers to spend non-teaching time more flexibly, subject to operational requirements • the model school pay policy should identify the school’s approach to flexible working, taking account of the need to ensure the smooth running of the school and the protection, safety and well-being of pupils
	24	The IWPRB recommends to the Welsh Government that the SPTC(W)D be re-drafted, to include hyperlinks to key guidance to the information contained within the statutory section of the document.
	25	The IWPRB recommends to the Welsh Government that it encourages the employers’ organisations to expedite the model pay policy, and to include in it statements on workload and flexible working.
	26	The IWPRB recommends to the Welsh Government that it 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.
2024-2025 <i>Remit</i>		Consideration of conditions of service for school leaders will be specifically referenced as part of the IWPRB’s pay review remit for 2024-2025.
2025-2026 <i>Remit</i>		<i>Education reform: the Curriculum for Wales will be nearing the completion of implementation; the first teaching of new qualifications will commence in September 2025; the strategic group on workload reduction will have completed its work; the completion of the equalities impact assessment for NQTs progressing up the pay scale only when having completed induction will have been received.</i>

Appendix J – Timeline of recommendations

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
	3	<p>The IWPRB supports a single pay scale in principle, and recommends to the Welsh Government that the IWPRB is remitted in 2025-2026 to consult on the development and structure of a single consolidated pay scale.</p> <p>Until such time as the review takes place, the IWPRB recommends that the existing terminology for pay scales (MPR and UPR) is retained, together with the existing arrangements for pay points, that is, annually on the MPR and biennially on the UPR.</p>
	4	The IWPRB recommends to the Welsh Government that the role of the leading practitioner and its associated pay structure be reviewed by the IWPRB in 2025-2026, alongside the single consolidated pay scale for teachers referred to in Recommendation 3.
	5	The IWPRB believes in principle that NQTs should only progress on the teaching scale when their induction period has been satisfactorily completed, and recommends to the Welsh Government that it is remitted in 2025-2026 to consult on this matter, following consideration of an equalities impact assessment by the Welsh Government.
	19	The IWPRB supports the specification of a maximum number of teaching hours per week within the STPC(W)D. We recommend to the Welsh Government that it carries out a full impact assessment of this proposal, and that the IWPRB is remitted in 2025-2026 to consult on implementation.
	23	<p>The IWPRB recommends to the Welsh Government that it be remitted in 2025-2026 to consult on proposals, for implementation within the STPC(W)D, to offer:</p> <ul style="list-style-type: none"> • unpaid sabbaticals for teachers and leaders • career breaks for teachers and leaders • a specified number of nationally funded sabbaticals or secondments for teachers and leaders
2026-2027 Remit		<i>Education reform: the Curriculum for Wales will be in its final year of implementation; the ALNET Act (Wales) will have been implemented; the modelling of the effects of the ALNET Act on headteacher groups will have been received; the completion of federated structures research will have been completed.</i>
	9	The IWPRB recommends to the Welsh Government that the IWPRB is remitted in 2026-2027 to review the salary range for headteachers and the methodology for the calculation of headteacher groups be

Appendix J – Timeline of recommendations

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
		undertaken, taking into account the modelling of ALN changes proposed in Recommendation 8.
	10	The IWPRB recommends to the Welsh Government that it reviews and analyses the executive and leadership structures and pay arrangements of federated schools across Wales, and that the IWPRB is asked to consider the findings within its 2026-2027 remit.
	11	The IWPRB recommends to the Welsh Government that the IWPRB is remitted in 2026-2027 to consult on a review of the leadership group pay range and associated guidance, alongside that of headteacher groups referred to in Recommendation 9.
	20	The IWPRB recommends to the Welsh Government that time allocated for PPA should be re-examined once the outcome of Recommendation 19 is known, and that the IWPRB should be remitted to explore this further in 2026-2027.
<i>2027-2028 Remit</i>	6	The IWPRB recommends to the Welsh Government that a review of the terms and conditions for the safeguarding of salaries be remitted to the IWPRB for the 2027-2028 review period.
	16	The IWPRB recommends to the Welsh Government that following the review of data analysis, the IWPRB is remitted to review allowances for Welsh-medium teachers in 2027-2028.

