TERMS AND ABBREVIATIONS

Organisations which made representations and provided evidence to the IWPRB

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

Other

AEF  Aggregate External Finance
AFC  Agenda For Change
ASHE  Annual Survey of Hours and Earnings
BAME  Black, Asian and Minority Ethnic groups
CPI  Consumer Price Index
CPIH  Consumer Price Index including owner occupiers' housing costs
DLHE  Destination of Leavers in Higher Education
EPI  Education Policy Institute
Estyn  Her Majesty's Inspectorate for Education and Training in Wales
EWC  Education Workforce Council
FEI  Further Education Institution
FTE  Full Time Equivalent
GDHI  Gross Disposable Household Income
GTP  Graduate Teacher Programme
GVA  Gross Value Added
HEFCW  Higher Education Funding Council for Wales
HEI  Higher Education Institution
HESA  Higher Education Statistics Agency
HESES  Higher Education Students' Early Statistics
IDR  Income Data Research
ISE  Institute of Student Employers
ITE  Initial Teacher Education
IWPRB  Independent Welsh Pay Review Body
LEO  Longitudinal Education Outcomes
LGPR  Leadership Group Pay Range
MFL  Modern Foreign Languages
MPR  Main Pay Range
NAEL  National Academy for Educational Leadership
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tr>
<td>NI</td>
<td>National Insurance</td>
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<td>NPQH</td>
<td>National Professional Qualification for Headship</td>
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<td>NQT</td>
<td>Newly Qualified Teacher</td>
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<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
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<td>OBR</td>
<td>Office for Budgetary Responsibility</td>
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<td>OME</td>
<td>Office of Manpower Economics</td>
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<td>ONS</td>
<td>Office of National Statistics</td>
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<td>PLASC</td>
<td>Pupil Level Annual School Census</td>
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<td>PRP</td>
<td>Performance Related Pay</td>
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<td>Performance Related Pay Policy</td>
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<td>QTS</td>
<td>Qualified Teacher Status</td>
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<td>RSG</td>
<td>Revenue Support Grant</td>
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<td>RPI</td>
<td>Retail Price Index</td>
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<td>SEN</td>
<td>Special Educational Needs</td>
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<td>SOC</td>
<td>Standard Occupational Classification</td>
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<td>STEM</td>
<td>Science, Technology, Engineering and Mathematics</td>
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<td>STPCD</td>
<td>School Teachers’ Pay and Conditions Document</td>
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<td>STRB</td>
<td>School Teachers Review Body (England)</td>
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<td>SWAC</td>
<td>School Workforce Annual Census</td>
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<td>TLR</td>
<td>Teaching and Learning Responsibility</td>
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<td>TPS</td>
<td>Teachers’ Pension Scheme</td>
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<td>TPSM</td>
<td>Teacher Planning and Supply Model (Wales)</td>
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<td>TRRAB</td>
<td>Teacher Recruitment and Retention Advisory Board (Wales)</td>
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<td>TTIS</td>
<td>Teacher Training Incentive Scheme</td>
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<td>UCAS</td>
<td>Universities and Colleges Admissions Service</td>
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<td>UPR</td>
<td>Upper Pay Range</td>
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Appendix A – Remit Letter from Minister for Education
Appendix B – Current and recommended pay and allowance ranges
Our role

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

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

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

The members of the IWPRB are:

Simon Brown – Member
Dr John Graystone – Member
Professor Maria Hinfelaar – Member
Sharron Lusher – Chair
Gill Murgatroyd – Member (commenced 1 June 2019)
Gareth Pierce - Member
Dr Emyr Roberts - Member
Professor Stephen Wilks - Member
EXECUTIVE SUMMARY

Our remit for September 2019

Welsh Ministers assumed powers to determine pay and conditions for teachers and school leaders in Wales from 30 September 2018. Welsh Ministers established the Independent Welsh Pay Review Body (IWPRB) to recommend reforms that should be made to teachers’ and leaders’ pay and conditions, in order to raise the status of the profession and support the recruitment and retention of high-quality teachers and leaders in all schools.

Members of the IWPRB were appointed on 1 March 2019 by the Minister for Education. The independent Secretariat to the IWPRB was appointed on 4 March 2019, and is provided by the Education Workforce Council (EWC).

The IWPRB received its Remit Letter on 26 February 2019. This asked us to consider:

“What adjustments should be made to the salary and allowance scales for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention”.

Summary

An effective workforce of teachers and school leaders in Wales requires a large number of good-quality graduates to be attracted to join the profession each year and to remain in teaching.

We are grateful to the Welsh Government and consultees for providing written evidence, and subsequently commenting on each other’s submissions. We sincerely appreciate their willingness to meet the challenging timeframes. The evidence we have been provided with is wide-ranging, with a substantial degree of consensus amongst consultees on many matters.

We have had access to research reports and various data sources, although the latter were not as extensive in availability or statistical analysis as we would have wished, due to the compressed timeframe.

In this report we explore the evidence provided on the economic context in which we are operating, noting that employment rates are high, and there is strong competition in the labour market for graduates. We place a strong emphasis on recruitment, both into ITE and into teaching and leadership positions. We echo the concern of consultees regarding the declining trend in recruitment to the profession. We consider this in the context of the relative effect of the importance of pay and levels of pay. Further, we comment on the retention of teachers and leaders within the same context.

We provide evidence on salary levels for teachers and leaders – both starting salaries, and salaries as careers develop. We note that starting salaries for teachers are lower than other graduate professions in the UK. The picture regarding career
progression is less clear and requires further analysis. Finally, we reflect on pay scales and teaching and learning responsibility allowances.

We make eight recommendations to the Minister for Education. They are a beginning, but more needs to be done to address the view of the Minister that “over recent years the approach of the Westminster Government to teachers’ pay has led to the development of a pay structure that is no longer appropriate, relevant or to the advantage of the profession here in Wales”. We therefore recommend a fundamental review of the teachers’ and leaders’ pay and conditions in Wales, in order to enhance the status of the profession and ensure that we can attract the best graduates into teaching in Wales.

We also make eight observations on broader matters relating to teachers’ and leaders’ pay and conditions which we ask the Minister to consider. These present our views on issues which we believe are necessary to address in future remits, or which could be relevant to the work of the IWPRB in the coming years.

**Recommendations**

In determining our recommendations, we are conscious of this year’s intention to “provide stability during a transition period”, and that time for a “more detailed consideration” will be afforded to us in future remits.

We are concerned however about the recruitment of teachers and leaders generally and in particular the recruitment and retention of teachers in certain subjects. Coupled with relatively low starting salaries when compared with other graduate professions, and an increasingly competitive environment for graduates, we recommend immediate actions to start to redress these concerns.

We commend the implementation of these recommendations as a whole from 1 September 2019, while signalling that a fundamental review of teachers’ and leaders’ pay and conditions in Wales is essential in order to fulfil the ambitions of the national mission for education.

R1 We recommend that the statutory minimum of the MPR be increased by 5% and that the statutory maximum of the MPR be increased by 2.4%.

R2 We recommend that the statutory minimum and the statutory maximum of all other pay ranges (UPR, LGPR and unqualified teachers), and all allowances, be increased by 2.4%.

R3 We recommend that the current discretionary point 6a be removed, with those currently on 6a moving to the new statutory maximum of the MPR.

R4 We recommend that discretionary scale points M2-M5 on the MPR:

- be increased to remove the detrimental effect of the 1% differential relative to points M1 and M6 that was introduced through the implementation of the 2017 pay award; and
- be increased by a further 2.4%.
R5  We recommend that the discretionary scale points on all other pay ranges (UPR, LGPR and unqualified teachers) be increased by 2.4%.

R6  We recommend that revised pay scales incorporating recommendations R1-R5 (shown as Appendix B) be implemented by all local authorities and local authority maintained schools in Wales.

R7  We recommend that the pay scales at Appendix B should become statutory and published in the STPCD for Wales. Ideally this recommendation should be implemented for 2019 but, if not, there should be a commitment to do this for 2020 onwards.

R8  We recommend a fundamental review of teachers’ and leaders’ pay and conditions of service in Wales to support the education reform agenda. Our recommendations R1-R7 are the starting points in this process.
Chapter 1 - Introduction

Opening Remarks

1.1 The Independent Welsh Pay Review Body is pleased to present its first report.

1.2 Members of the Independent Welsh Pay Review Body (IWPRB) were appointed on 1 March 2019, following a public appointments process. As members, we support the aspirations expressed in “Education in Wales - Our national mission – Action plan 2017-2021”, and recognise the reform journey that is in progress to achieve those aspirations.

1.3 As a Pay Review Body we are, over the coming years, committed to recommending reforms that should be made to teachers’ and leaders’ pay and conditions in Wales in order to raise the status of the profession and support the recruitment and retention of high-quality teachers and leaders in maintained schools in Wales.

Historical Context

Background

1.4 The setting of pay and conditions of service for teachers and leaders in both England and Wales was the responsibility of the Westminster Government’s Secretary of State for Education until 30 September 2018.

1.5 The Wales Act 2017 made provision for the power to set pay and conditions of service for teachers and leaders in Wales to be transferred to the Welsh Ministers from 30 September 2018, enacted under the Welsh Ministers (Transfer of Functions) Order 2018.

1.6 This means that the Welsh Ministers will set pay and conditions of service for teachers and leaders in Wales from September 2019.

1.7 Welsh Ministers have established the Independent Welsh Pay Review Body to recommend reforms to the Minister for Education on the pay and conditions of service for school teachers and leaders in Wales. Until 30 September 2018, this function was provided for England and Wales by the School Teachers’ Review Body (STRB).

1.8 In accordance with the Education Act 2002, which sets out the function of the STRB, the IWPRB considers matters referred to it by the Minister for Education (“The Remit Letter” at Appendix A) and then submits a report making recommendations to the Minister.

1.9 Following a public appointment process, members of the IWPRB took up their positions on 1 March 2019.

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1 Education in Wales: our national mission - Action plan 2017-21 (2017)
Chapter 1 - Introduction

The teachers’ pay system

1.10 The paragraphs below set out how the system for pay and conditions of service for teachers and leaders currently operates.

1.11 The School Teachers’ Pay and Conditions Document (STPCD) sets out the national pay and conditions framework for teachers. The STPCD provides statutory requirements for teachers and leaders in local authority maintained schools in England and Wales, and for this academic year (2018-19) continues to apply in Wales.

1.12 The STPCD specifies the national pay framework. The current framework for pay and conditions was introduced by the Westminster Government in line with the recommendations made in the STRB’s 21st and 23rd reports (published in December 2012 and February 2014 respectively).

1.13 The current framework confirms the statutory pay and allowance ranges for teachers and school leaders by setting the minimum and maximum amount for each. All teachers working in local authority maintained schools must, by law, be paid on or between the minimum and maximum of their pay range.

1.14 Since 2013, there have been no statutory points between the minimum and maximum of pay ranges. School leaders and governing bodies have flexibility for local decision making within this framework and set pay policies for their schools, which determine:

- a pay structure for the school
- the processes for setting pay for individual teachers
- arrangements for making pay progression decisions.

1.15 The STPCD also specifies that pay progression must be linked to an annual appraisal of performance for all teachers. This facilitates the consideration of whether or not to increase the salary of teachers who have completed a year of employment since the previous annual pay determination and, if so, to what salary within the relevant pay ranges.2

1.16 In reality, the IWPRB understands that schools in Wales have chosen to retain pay points between the minimum and maximum of pay ranges in their local pay policies. Whilst these are not statutory (see paragraph 1.14 above) they are termed “agreed discretionary points”, or “reference points” and are issued annually by the Welsh Local Government Association (WLGA).

1.17 The Welsh Government will amend the STPCD for teachers and school leaders in Wales in preparation for September 2019, following the Minister’s decision on the IWPRB recommendations.

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2 School Teachers’ Pay and Conditions Document 2018
Recent STRB recommendations for England and Wales

Recommendations for 2016:

1.18 The STRB’s 26th report (July 2016) recommended 1% uplifts to all pay and allowance ranges. In presenting their recommendation on pay, the STRB commented on the teacher labour market and the competitiveness of the teachers’ pay framework. Their assessment was that the evidence on recruitment and retention presented a strong case for uplifts in excess of 1%. However, they noted serious concerns about schools’ readiness to manage the costs of a higher pay award. In light of this, they recommended 1% uplifts but made clear that, if trends in relation to recruitment and retention continued, they expected that uplifts to pay ranges of significantly more than 1% would be required to ensure that teachers’ pay remained competitive.

1.19 The Westminster Government accepted the recommendation of the 1% uplift.

Recommendations for 2017:

1.20 The STRB’s 27th report (July 2017) noted the deteriorating trends in the earnings of teachers compared to those in other graduate careers and in teacher recruitment and retention. They concluded that action was required to make the teachers’ pay framework more competitive. Taking into account the Government’s pay policy, the financial position for schools and the context of economic uncertainty, they concluded that higher uplifts should be targeted where teacher supply challenges were most acute. They were particularly concerned about the recruitment and retention of early career teachers.

1.21 The STRB therefore recommended a 2% uplift to the Main Pay Range (MPR), and considered it necessary to uplift all other pay and allowance ranges by 1%.

1.22 Their recommendations were accepted by the Westminster Government.

1.23 The STRB also considered it likely that further uplifts of more than 1% would be required in future to enhance the status of the profession and make pay more competitive for teachers at all stages of their careers.

Recommendations for 2018:

1.24 The STRB’s 28th Report (July 2018) recommended an uplift of 3.5% to all pay and allowance ranges for teachers and school leaders. The STRB noted a further deterioration in recruitment and retention, and evidence that pay continued to lag behind other graduate professions, both in terms of starting pay and pay progression prospects.

1.25 The Westminster Government accepted part of these proposals, and awarded:

- 3.5% to the minimum and maximum of the unqualified pay range and main pay range (MPR)
Chapter 1 - Introduction

- 2% to the minimum and maximum of the upper pay range (UPR), leading practitioner pay range and all allowances
- 1.5% to the minimum and maximum of the (LGPR).

1.26 These awards were made in both England and Wales.

The devolution of school teachers’ and leaders’ pay to Wales

Setting the Welsh context

1.27 The Welsh Government, in its document “Education in Wales: Our national mission - Action plan 2017-21” states that education in Wales has embarked upon “a renewed vision of success for all learners”, and that “transformation reforms are taking place within a challenging environment”. The Action Plan sets out a compelling vision:

“We are committed to the success and well-being of every learner, regardless of background or personal circumstance. Equity and excellence go hand in hand and we cannot have one at the expense of the other. Geography, deprivation or childhood experiences should not prevent learners from reaching their potential. Our learners will be resilient, imaginative, compassionate and ambitious – they will aim high and achieve their goals.

To do that, we will require a high-quality education workforce that is vibrant, engaged and committed to continuous learning for all. Our teaching profession, with an emphasis on strong leadership and professional learning, will help deliver on the high expectations we all share for our learners, schools and education system”.

1.28 This vision includes the implementation of the new curriculum: Curriculum for Wales 2022\(^3\), combined with qualification reform, investment in infrastructure, and a focus on professional standards. “Teaching – a valued profession”\(^4\), an independent review of teachers’ pay and conditions in Wales, recommends further changes to support this reform. The IWPRB looks forward to engaging with the reform process in the future.

1.29 The IWPRB is aware of the growing divergence between educational systems within the UK. This divergence – from both an infrastructure and curriculum perspective – will inevitably have an impact on teachers and leaders seeking to move into and out of Wales.

1.30 It is therefore timely that this is the first year that teachers’ and leaders’ pay and conditions are devolved to Wales. The IWPRB notes the Minister’s Remit Letter to us which states that:


“…over recent years the approach of the Westminster Government to teachers’ pay has led to the development of a pay structure that is no longer appropriate, relevant or to the advantage of the profession here in Wales”.

1.31 The IWPRB has been made aware during this process of a real attempt by all stakeholders to work together - between the Welsh Government, employers and teaching associations - in order to engender a more collaborative approach in Wales, which is transparent and provides consistency across the nation. This desire for co-operation and co-construction has been apparent in all of our discussions, and is a critical factor as educational professions and associated organisations seek collectively to improve educational standards, and raise the status of the teaching profession in Wales.

1.32 This approach contrasts with the more market-driven school policies adopted in England. The establishment in England of a range of types of school including academies and free schools, and the encouragement of schools to relinquish their local authority, is absent in Wales.

**Remit 2019**

**Minister's Remit Letter 2019**

1.33 The Minister for Education issued the first Remit Letter to the IWPRB on 26 February 2019.

1.34 Recognising the challenges of working towards tight timescales, the Minister determined that:

“… for the initial year of this new process, only matters relating directly to pay will be under consideration for amendment. This will not only provide time for more detailed consideration of potentially fundamental changes in the longer term, but will provide a period of stability for the profession and all stakeholders during the initial transition phase following devolution of the powers”.

1.35 The Remit Letter asked the IWPRB to prepare and submit a report with recommendations by 12 June 2019. The following matter for recommendation was referred to the IWPRB by the Minister:

“What adjustments should be made to the salary and allowance scales for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention”.

1.36 It also stated that the IWPRB should have particular regard to five considerations when making recommendations:
Chapter 1 - Introduction

- The need to ensure consistent and reasonable pay arrangements which encourage teacher professionalism and supporting recruitment and retention of sufficient quantity and quality of teachers and leaders
- That following devolution of pay and conditions, teachers in Wales will not suffer any detriment in comparison to their counterparts elsewhere in the UK
- Wider economic and public sector financial context and labour market conditions
- The importance of promoting simplification of the pay system; and to provide standardised scales for pay and allowances that will be applied to all teachers and school leaders in Wales
- The need for coherence across the teachers’ pay system.

1.37 Finally, it stated that the IWPRB must also “have regard to relevant legal obligations of relevant bodies: particularly, equalities legislation relating to age, disability, sex, marital status, sexual orientation, gender reassignment, race, religion or belief, or pregnancy and maternity”.

The IWPRB’s approach to the review

1.38 Members of the IWPRB were appointed from 1 March 2019. Seven members commenced immediately, while one member commenced on 1 June 2019.

1.39 The Education Workforce Council (EWC) was appointed to provide the independent Secretariat to the IWPRB on 4 March 2019.

1.40 The IWPRB invited its consultees to submit written representations on matters referred in the Remit Letter. A four-week period was given for submissions.

1.41 Consultees were provided with an opportunity to comment on each other’s written submissions.

1.42 The IWPRB then held oral representation sessions with consultees. These sessions explored each consultee’s position on topics relating to the remit, challenged and probed them on points presented in their written representations, and sought their views on the written representations submitted by other consultees.

1.43 The IWPRB received evidence from:

- Welsh Government
- Welsh Local Government Association (WLGA)
- Church in Wales (also representing Catholic Faith Schools)
- Undeb Cenedlaethol Athrawon Cymru (UCAC)
- Voice Cymru
- National Association of Headteachers in Wales (NAHT Cymru)
- Association of School and College Leaders in Wales (ASCL Cymru)
- National Education Union in Wales (NEU Cymru)
- National Association of Schoolmasters Union of Women Teachers in Wales (NASUWT Cymru)
1.44 Members of the IWPRB wish to express their gratitude to consultees for the considerable time and effort they have invested in this process. Members are particularly conscious of the tight deadlines within this first process, and consultees were both diligent and co-operative in adhering to these timescales. The IWPRB thanks all consultees for their written submissions and their valuable contributions at oral representation sessions. Following submission of this report to the Minister, the IWPRB will meet consultees to review the process and jointly identify improvements for the future.

1.45 The IWPRB explored other sources of evidence which were relevant to the teaching workforce in Wales. A number of reports and publications are referred to throughout this report. Data was examined from many sources on factors relating to teachers’ and leaders’ pay.

1.46 The IWPRB wishes to acknowledge the assistance provided by the STRB, and the Office of Manpower Economics (OME) – the independent Secretariat to the STRB. They gave valuable initial advice to the IWPRB and access to their well-established framework.

1.47 The IWPRB wishes to draw attention to the work of the independent Secretariat, provided by the EWC. Having been appointed at a late stage to facilitate the process, the Secretariat has worked hard to ensure that the process has run smoothly, and has been accommodating in sourcing our many requests for data, information and research. Members thank the EWC sincerely, and look forward to working with the Secretariat in future years. We also thank Vanessa Morgan of Morgan Hale Consultancy for assisting the IWPRB in compiling this report and Nerys Hurford for the Welsh language translation work.

**Timeframe**

1.48 This is the first report submitted by the IWPRB. The IWPRB commenced its work on 1 March 2019 and was required to report to the Minister for Education by 12 June 2019 – a period of less than 15 weeks. The Minister in her Remit Letter has acknowledged the challenging timeframes involved, and recognised the need for a “more detailed consideration of potentially fundamental changes in the longer term”.

1.49 The consultation period with stakeholders was extremely short, and the IWPRB is extremely grateful to the consultees for their forbearance on the very limited time in which they had to submit their initial and supplementary evidence, and to prepare for the oral sessions. Their co-operation and willingness are sincerely appreciated.

1.50 The IWPRB recognises that consultees identified a wider range of issues than those solely relating to pay. The IWPRB has been unable to consider fully all of the issues raised by consultees and the Minister may wish to consider these in future remits.
Chapter 1 - Introduction

1.51 Accessing up-to-date data has been challenging, either because the data has not yet been published, or is not available for Wales, or could not be accessed in the timeframe available. For future remits, it is essential that the IWPRB is provided with timely resources to access and analyse all necessary information.

The structure of this report

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

- Chapter 2 presents information on the teacher labour market, including available analyses of teacher and wider graduate earnings
- Chapter 3 summarises the written and oral representations made by the Welsh Government and other consultees on this remit
- Chapter 4 sets out consideration of the matters relevant to teachers’ and leaders’ pay and conditions and then presents conclusions and recommendations
- Chapter 5 provides broader observations on matters relevant to teachers’ and leaders’ pay and conditions that are outside the IWPRB’s remit for this current report, but which require further consideration and could inform future remits.


Chapter 2 – The teacher labour market

Economic and public sector financial context

2.1 The most recent Regional Labour Market Statistics\(^5\) indicate that employment continues at historically high levels in Wales and the UK. The employment rate for Wales for 2019 Q1 was 75.4%, compared to the UK rate of 76.1%. The economic inactivity rate during the period was 20.9% (UK 17.7%), and the unemployment rate was 4.5% (UK 3.8%).

2.2 Population projections for Wales predict an increase from 3.1m in 2016 to 3.2m in 2025, while the number aged 15 or under are projected to increase from 557,079 to 570,101 over the same period. There will be a cumulative reduction in the number of 18-year-olds over the 2016-25 period, which will have an impact on the labour market.

2.3 The latest inflation figures from the Office of National Statistics (ONS)\(^6\) put the Consumer Price Index (CPI) rate at 2.1%, the CPI including owner occupiers’ housing costs (CPIH) rate at 2.0% and the Retail Prices Index (RPI) rate at 3.0%. The forecast inflation rate of the Bank of England\(^7\) is 2.1% for 2019 Q2, and 1.7% for 2020 Q2.

2.4 Welsh Government figures released in April 2019\(^8\) showed average weekly earnings (including increments and bonuses) increased by 2.1% in Wales during 2018 (UK 3.5%). Within Wales, there was variation from 3.8% in north Wales to 1.8% in south west Wales.

2.5 The Office for Budgetary Responsibility (OBR)\(^9\) is forecasting an average earnings growth rate in the UK of 3.1% in 2019 and 3.0% in 2020.

2.6 Average weekly incomes in Wales at £509 are 10.5% lower than in the UK at £569.

2.7 In his Spring Statement to Parliament\(^10\), the Chancellor of the Exchequer confirmed that the UK Government would hold a Spending Review which will conclude alongside the Budget. This will set departmental budgets,

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\(^5\) Office of National Statistics (May 2019)  
https://www.ons.gov.uk/releases/regionallabourmarketstatisticsintheukmay2019

\(^6\) Office of National Statistics, (May 2019)  
https://www.ons.gov.uk/releases/ukconsumerpriceinflationmay2019

\(^7\) Bank of England Quarterly Inflation Report, published 2 May 2019  
https://www.bankofengland.co.uk/inflation-report/2019/may-2019

\(^8\) Regional economic and labour market profiles: (Welsh Government, April 2019)  

\(^9\) Office for Budgetary Responsibility Economic and Fiscal Outlook, March 2019, published 13 March 2019  

\(^10\) Spring Statement 2019, (UK Government)  
including three-year budgets for resource spending, if a European Union exit deal is agreed.

**Public Sector Pay**

2.8 On 24 July 2018, the Westminster Government confirmed the end of the pay cap.

2.9 Civil servants received an average award of between 1.0% and 1.5% for 2018-19\(^\text{11}\). However, government departments could give average awards higher than this range in exchange for plans to improve workforce productivity and also offer performance-related awards.

2.10 Welsh Government and arm’s length bodies reflected a 1% pay bill increase for 2018-19.

2.11 Local authorities in England and Wales have confirmed a two-year pay deal for their staff (including teaching support staff) commencing in 2018-19, of:

- Higher grades receiving a flat 2% increase in each year
- Lower pay points moving to £8.50 per hour in year one and £9.00 per hour in year two.

2.12 The 31\(^{\text{st}}\) report of the NHS Pay Review Body\(^\text{12}\) introduced “the most significant change to the Agenda For Change (AFC) pay structure since its introduction in 2004”. The three-year agreement (2018-19 to 2020-21) includes:

- a 6.5% cumulative increase over the three-year period, to the value of the top point of each pay band for Bands 2 to 8c
- variable increases for other AFC staff between 9% and 29% over the three years, delivered through pay progression, changes to starting salaries and restricting pay bands.

2.13 Medical and dental consultants’ pay for 2018-19 increased by 1.5% and salary scales for staff and associate specialist group of practitioners increased by 3%\(^\text{13}\). General Practitioners’ and dentists’ pay increased by 2%.

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2.14 In 2018-19, further education institutions (FEI) lecturers in Wales on the main grade received a 3.5% pay increase, those on the upper pay spine 2% and those on the management spine 1.5%. This mirrors awards given to teachers in the same year (2018-19).

2.15 In 2018-19, HEI staff across the UK received a pay increase of 2% or £425, whichever was the greater.

**Teachers’ and leaders’ pay**

*Teachers’ salaries*

2.16 The School Teacher Pay and Conditions Document (STPCD) sets out pay structures for teachers. Teachers are currently paid within two salary ranges: the Main Pay Range (MPR) and the Upper Pay Range (UPR). The values of each range are expressed in Table 1.

<table>
<thead>
<tr>
<th>Range</th>
<th>Minimum</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Main Pay Range</td>
<td>£23,720</td>
<td>£35,008</td>
</tr>
<tr>
<td>Upper Pay Range</td>
<td>£36,646</td>
<td>£39,406</td>
</tr>
</tbody>
</table>

Source: STPCD 2018

2.17 Generally, teachers start on the minimum of the MPR, and progress subject to performance to the maximum over a period of time. After reaching the top of the MPR teachers can apply to progress to the UPR. Nearly 60% of classroom teachers in Wales are paid on the UPR.

2.18 Until 2013, between the minimum and maximum of each pay range were pay points, and teachers generally moved up one pay point each year. Since 2013, pay points no longer exist within the STPCD, giving governing bodies flexibility in the award of pay in their schools.

2.19 In Wales, all schools have chosen to retain pay points, issued in guidance provided annually by the WLGA. These pay points are referred to as “agreed discretionary points”, or “reference points”, and are intended to guide career pay progression.

2.20 In November 2017 the mean gross salary of all qualified classroom teachers in maintained schools (excluding allowances) in Wales was £35,232.

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14 Letter from WGLA Leader to LA Leaders, September 2018
15 Local Authority teachers’ pay collection (Welsh Government) November 2017
2.21 Average gross salary (excluding allowances) for teachers in nursery and primary schools in Wales was £34,767 - slightly lower than in secondary schools at £35,586. The average gross salary in special schools and middle schools was similar to that in secondary schools.

2.22 Teachers may also be awarded teaching and learning responsibility (TLR) allowances (see Table 2) and special educational needs allowances. TLR1 and TLR2 are awarded to a classroom teacher for undertaking a sustained additional responsibility for the purpose of ensuring the continued delivery of high-quality teaching. TLR3 is used for time limited school improvement projects or one-off externally driven responsibilities.

Table 2:
TLR scales 2018-19

<table>
<thead>
<tr>
<th></th>
<th>TLR1</th>
<th>TLR2</th>
<th>TLR3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum</td>
<td>£7,853</td>
<td>£2,721</td>
<td>£540</td>
</tr>
<tr>
<td>Maximum</td>
<td>£13,288</td>
<td>£6,646</td>
<td>£2,683</td>
</tr>
</tbody>
</table>

Source: STPCD 2018

2.23 In November 2017 there was a difference in the frequency of use of allowances between secondary schools where 57% of teachers received one of the three TLRs compared with a total of 21% in nursery or primary schools. TLRs account for 4.9% of the overall pay budget for teachers.\textsuperscript{16}

2.24 Particular circumstances may also merit ‘acting allowance’, performance payments to seconded teachers, residential allowances, additional payments and recruitment/retention incentives.

2.25 Unqualified teachers in Wales are paid on a salary range starting at £17,208 and rising to £27,216. The mean gross salary for unqualified teachers was £21,634 in November 2017.\textsuperscript{17}

2.26 Leading practitioners are paid on a salary range starting at £40,162 and rising to £61,055. We understand that leading practitioners accounted for 0.2% of teachers in Wales in November 2017.

Salaries of school leaders

2.27 The Leadership Group Pay Range (LGPR) covers headteachers, deputy headteachers and assistant headteachers, for which the minimum is £39,965 and the maximum is £111,007 in 2018-19.

\textsuperscript{16} The Welsh Government – additional evidence to IWPRB 8 May 2019
\textsuperscript{17} Local Authority teacher pay collection (Welsh Government) November 2017
2.28 In Wales in November 2017, the mean gross pay for all teachers on the leadership pay range was £55,783. The mean salary for primary school leadership is notably lower than for other school sectors.

Previous pay settlements

2.29 Table 3 below sets out median headline pay settlements for the public and private sector from 2008-09 to 2018-19. From 2008-09 for teachers and the public sector, there were periods of pay freeze (0% pay increase) and pay caps (1% pay increase).

Table 3
Median pay settlements (%) 2008-09 to 2017-18 and average pay settlements for 2018-19

<table>
<thead>
<tr>
<th>Academic Year</th>
<th>Teachers</th>
<th>Public Sector</th>
<th>Private sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008-09</td>
<td>2.45</td>
<td>2.0</td>
<td>3.4</td>
</tr>
<tr>
<td>2009-10</td>
<td>2.3</td>
<td>0.0</td>
<td>1.0</td>
</tr>
<tr>
<td>2010-11</td>
<td>2.3</td>
<td>0.0</td>
<td>1.3</td>
</tr>
<tr>
<td>2011-12</td>
<td>0.0</td>
<td>0.0</td>
<td>2.2</td>
</tr>
<tr>
<td>2012-13</td>
<td>0.0</td>
<td>1.0</td>
<td>2.5</td>
</tr>
<tr>
<td>2013-14</td>
<td>1.0</td>
<td>1.0</td>
<td>2.0</td>
</tr>
<tr>
<td>2014-15</td>
<td>1.0</td>
<td>1.5</td>
<td>2.0</td>
</tr>
<tr>
<td>2015-16</td>
<td>1.0</td>
<td>1.0</td>
<td>2.0</td>
</tr>
<tr>
<td>(2.0 to MPR maxima)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2016-17</td>
<td>1.0</td>
<td>1.0</td>
<td>2.0</td>
</tr>
<tr>
<td>2017-18</td>
<td>(MPR) 2.0</td>
<td>1.1</td>
<td>2.5</td>
</tr>
<tr>
<td>(other ranges) 1.0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2018-19</td>
<td>(MPR) 3.5</td>
<td>2.0</td>
<td>2.5</td>
</tr>
<tr>
<td>(UPR) 2.0</td>
<td>2.0</td>
<td>2.0</td>
<td></td>
</tr>
<tr>
<td>(LGPR) 1.5</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: STRB and ExpertHR

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

2.30 There are several surveys and reports which refer to starting salaries for graduates in the UK and these are considered below.

2.31 The Institute of Student Employers (2018) (ISE)\textsuperscript{19}, reports employer strategies and behaviour in relation to recruiting young workers, based on the responses of 138 members who collectively brought 32,202 young people into their businesses during 2017/2018. In 2018, the ISE survey reported a median graduate starting salary of £28,500 from its members, 40% of which are located in London area.

\textsuperscript{18} ExpertHR press release 25 April 2019
\textsuperscript{19} ISE Annual Student Recruitment Survey (Tristram Hooley, 2018) https://ise.org.uk
2.32 The High Fliers Report 2019\(^20\), refers to the organisations featured in The Times Top 100 Graduate Employers. It reports a median starting salary of £30,000.

2.33 Higher Education Statistics (HESA) data originates from the Destination of Leavers in Higher Education (DLHE) survey sent to all students six months after graduation. Median salaries of first and higher degree graduates across the UK are considered. In table 4, “DHLE (SOC)” represents a subset of graduates who are employed in professional occupations, command higher salaries than the average total for all occupations after graduation.

2.34 The DHLE data for Welsh HEIs shows that circa 70% of those who graduate remain and work in Wales. Graduate earnings in Wales are indicated to be circa £1k lower than the rest of the UK.

2.35 The table below illustrates the median graduate starting salary from these sources and actual teachers' starting salary.

**Table 4:**

Graduate starting salaries (median), 2013-2018 (£)

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>ISE(^1)</td>
<td>26,500</td>
<td>27,000</td>
<td>27,000</td>
<td>27,500</td>
<td>28,000</td>
<td>28,500</td>
</tr>
<tr>
<td>High Fliers(^2)</td>
<td>29,000</td>
<td>29,500</td>
<td>30,000</td>
<td>30,000</td>
<td>30,000</td>
<td>30,000</td>
</tr>
<tr>
<td>DLHE (SOC)(^3)</td>
<td>25,000</td>
<td>25,000</td>
<td>25,000</td>
<td>25,000</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>DLHE UK(^4)</td>
<td>20,500</td>
<td>21,000</td>
<td>21,000</td>
<td>21,500</td>
<td>22,000</td>
<td>n/a</td>
</tr>
<tr>
<td>DLHE Wales(^5)</td>
<td>20,000</td>
<td>20,000</td>
<td>20,000</td>
<td>20,000</td>
<td>21,000</td>
<td>n/a</td>
</tr>
<tr>
<td>Teachers(^6)</td>
<td>21,804</td>
<td>22,023</td>
<td>22,244</td>
<td>22,467</td>
<td>22,917</td>
<td>23,720</td>
</tr>
</tbody>
</table>

\(^1\) Institute of Student Employers (2018)  
\(^2\) The Graduate Market in 2019, High Fliers Report  
\(^3\) HESA Destination of Leavers in Higher Education for standard occupational classification (SOC)  
\(^4\) HESA Destination of Leavers from UK Higher Education for all occupations across the UK  
\(^5\) HESA Destination of Leavers from Welsh Higher Education for all occupations across the UK (73% work in Wales)  
\(^6\) Statutory teachers’ pay minimum

2.36 Table 4 shows that the starting salary for teachers in 2017 was 9% lower than the median starting salary for professional occupations (DHLE (SOC)), and 9% higher than the starting salaries for all occupations in Wales following graduation (DHLE Wales).

2.37 In 2018 the OECD published a detailed study of the education landscape titled “Education at a Glance 2018”\(^21\). Below is an extract comparing

\(^20\) [https://www.highfliers.co.uk/download/2019/graduate_market/GMReport19.pdf](https://www.highfliers.co.uk/download/2019/graduate_market/GMReport19.pdf)

starting salaries, and salary ranges for classroom teachers. Wales ranked 30th in terms of starting salary, and 5th in terms of salary range, or maximum earnings potential.

Chart 1
Comparison of teachers’ starting salaries and salary ranges (USD)

Source: OECD Education at a Glance 2018

Teachers’ salary compared with other graduate professions and other countries

2.38 The Welsh Government collected aggregated salary and allowance information through a local authority pay collection (2017).  

Table 5
Mean gross salary (excluding allowances) for qualified and unqualified classroom teachers by phase

<table>
<thead>
<tr>
<th>Pay (£)</th>
<th>2017-18 range</th>
<th>Nursery/Primary</th>
<th>Middle</th>
<th>Secondary</th>
<th>Special</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Qualified Teachers</td>
<td>22,917-38,633</td>
<td>34,767</td>
<td>35,600</td>
<td>35,586</td>
<td>35,896</td>
<td>35,232</td>
</tr>
<tr>
<td>Unqualified Teachers</td>
<td>16,626-26,295</td>
<td>20,584</td>
<td>21,041</td>
<td>21,360</td>
<td>24,567</td>
<td>21,634</td>
</tr>
</tbody>
</table>

22 Welsh Government has informed us that this data will not be published
2.39 From the 2018 Annual Survey of Hours and Earnings (ASHE)\(^{23}\) it was possible to compare the median career earnings across the UK. Chart 2 below shows the median full-time gross salary by industry sector across the UK. Education ranked 7\(^{th}\) out of 19 in the UK for median gross earnings. This includes all educational roles within all sectors, providing a context against other professions.

Chart 2:
Median full-time gross salary by industry sector across the UK

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23 Employee earnings in the UK 2018 (ONS)
https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2018
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2.40 The OECD’s report “Education at a Glance 2018"\(^{24}\) compares salaries (USD) after 15 years in service across 41 countries. Wales is ranked 15\(^{th}\).

Chart 3: 
Comparison of teachers’ salaries (USD) after 15 years of experience

![Chart showing comparison of teachers' salaries (USD) after 15 years of experience. Wales is ranked 15th.](source: OECD publication “Education at a Glance 2018"

2.41 The evidence we have indicates that teachers starting out on their career are on salaries which tend to be lower than the salaries earned by other graduate level professions. Later in their careers, comparisons are more complex, and require further investigation. This will be facilitated through the School Workforce Annual Census, which will take place in November 2019.

**Detriment**

2.42 The Minister’s Remit Letter to the IWPRB stated that following the devolution of pay and conditions to Wales, teachers and school leaders in Wales “will not suffer any detriment” in comparison to those in the UK.

2.43 The current starting salary for teachers in England and Wales is £23,720. The Secretary of State for Education in his evidence to the STRB stated that a 2% pay increase was affordable. As yet no Westminster Government decision has been made. If 2% were applied, it would raise the starting salary to £24,194.

2.44 The confirmed pay increase in Scotland incorporates a three-year award of 13.5%, commencing 2018-19 with a revised starting salary in April 2019 of £26,697.

2.45 It has been reported in the press that Northern Ireland has proposed a retrospective 4.25% pay award over two years, between 2017-18 and 2018-19. At the time of publication of this report, this was not confirmed, and 2019-20 salaries are therefore not available.

2.46 The above information displays the diverging nature of pay awards across the UK, making the condition of no detriment a challenge to both measure and implement in Wales.

**Headteachers’ salaries**

2.47 In 2018, starting salaries for headteachers in Wales ranked above the OECD average and maximum salaries for school heads ranked second.

**Chart 4:**
Minimum and maximum statutory salaries for headteachers

![Graph showing minimum and maximum statutory salaries for headteachers](image)

*Source: Education at a Glance (2018)*

**Recruitment**

*Initial Teacher Education (ITE)*

**Pupil projections for teachers**

2.48 The Welsh Government’s latest pupil projections data, provided at Chart 5, shows that pupil numbers in maintained primary schools in Wales are projected to fall by 11,200 between 2018 and 2025 before seeing a slight
increase of 1,500 by 2028. A further growth by 2030 will bring numbers back to current levels of about 265,000 pupils.

2.49 The number of pupils in maintained secondary schools is projected to increase by 20,500 between 2018 and 2024 before decreasing by just over 8,000 by 2029 and then increasing by approximately 1,500 by 2034.

![Chart 5: Projected number of primary and secondary school pupils in Wales (thousands – 2018 actual)](source: Welsh Government)

**ITE in Wales**

2.50 To become a qualified teacher in Wales, trainees typically complete a programme of ITE. The current routes to become a teacher in Wales (giving the award of Qualified Teacher Status (QTS)) are:

- ITE (undergraduate and postgraduate)
- employment-based route via the Graduate Teacher Programme (GTP)
- Teach First Cymru: currently only available within the Central South Consortium area.

2.51 The GTP is due to be replaced. The Welsh Government has procured new part-time and employment-based routes, which are currently in development.

2.52 There were 280 new entrants starting an undergraduate ITE programme (described as “other degree” in a table within a Welsh Government statistics bulletin sourced from HESA Student Record) in 2017-18,
representing 23% of all ITE students. The vast majority of undergraduate ITE students (88% in 2017-18) are training to be primary school teachers.

2.53 There were 925 new entrants to postgraduate ITE courses in the academic year 2017-18. There were 30 (3.1%) fewer postgraduate new entrants than in the previous academic year and 75 (7.5%) fewer than in 2015-16.

2.54 The Welsh Government indicated that in 2017-18, there were 1,055 qualifiers relative to 1,200 new entrants onto ITE programmes. In 2017-18 (the latest year for which data is available through EWC), 85% of trainees commencing ITE went on to achieve QTS: of the remainder, 8.5% are indicated as deferred, 6.2% withdrew and 0.4% failed.

**ITE recruitment against targets**

2.55 Charts 6 and 7 show the number of recruits to postgraduate and other degree ITE against the overall target numbers. The total number of recruits has fallen short of the overall target for each year from 2014-15 onwards, with the percentage shortfall increasing each year.

2.56 For the primary sector, the target was met each year up to 2014-15 but subsequent shortfalls have gradually increased, exceeding 10% for the first time in 2017-18.

**Chart 6**

*Primary Sector recruitment to postgraduate and other degree ITE compared to target, Wales (number recruited rounded to nearest 5 for years up to 2017-18)*

![Chart 6](chart6.png)

Source: Welsh Government and HESA Student Record and 2018-19 from HE Students’ Early Statistics HESES), unpublished via HEFCW

2.57 For the secondary sector, the target has not been met since 2013-14 and the shortfall has gradually increased, reaching nearly 40% by 2017-18. This represents a shortfall of over 400 students.
2.58 Data available for 2018-19 suggests that these adverse trends are continuing.

2.59 More detail is provided in Chart 8 on postgraduate ITE recruitment by subject and phase for 2017-18 and 2018-19. Recruitment levels varied across secondary subjects, but the target was met in these years only for History and Physical (and Outdoor) Education.
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Chart 8: Percentage of postgraduate ITE targets met, by subject/phase, Wales (2017/18 and 2018/19)

Source: HE Students' Early Statistics (HESES) survey, via HEFCW, unpublished data – note that for some subjects, a combined target has been split in proportion to recruitment numbers, e.g. Chemistry and Physics.

2.60 For the subjects in which recruitment was already below 50% of target in 2017-18, the position relative to target has deteriorated further in 2018-19, with several of these now being below 30% of target. Additionally, Biology & General Science, Geography and English have fallen below 50% of target in 2018-19. There was a small improvement in recruitment for Chemistry and Physics, but these continue to be below 60% of target. Art is the one subject in which there has been marked improvement in recruitment between the two years.

ITE Recruitment 2019

2.61 Following a three-year period of unchanged ITE targets for both primary and secondary sectors (and a six-year period with very little change), the primary target has been reduced by 7.2% for 2019-20 and the secondary target increased by 15.5%.

2.62 ITE applications for 2019-20 are on-going. However, it is possible to compare progress in this year’s ITE applications to equivalent points in last year's round. Cumulative UCAS application figures are provided at Table 6 for the current round compared to the same point in the 2017-18 and 2018-19 rounds: these show a decrease in applications for both primary and secondary when compared with the equivalent figure last year.
Table 6: ITE Applications to Wales providers (rounded to nearest 10)

<table>
<thead>
<tr>
<th></th>
<th>Primary</th>
<th></th>
<th></th>
<th>Secondary</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>1,080</td>
<td>880</td>
<td>730</td>
<td>710</td>
<td>560</td>
<td>570</td>
</tr>
<tr>
<td>February</td>
<td>1,230</td>
<td>1,070</td>
<td>890</td>
<td>900</td>
<td>730</td>
<td>680</td>
</tr>
<tr>
<td>March</td>
<td>1,260</td>
<td>1,110</td>
<td>980</td>
<td>1,010</td>
<td>830</td>
<td>780</td>
</tr>
<tr>
<td>April</td>
<td>1,290</td>
<td>1,160</td>
<td>1,060</td>
<td>1,090</td>
<td>930</td>
<td>880</td>
</tr>
<tr>
<td>May</td>
<td>1,300</td>
<td>1,240</td>
<td>1,110</td>
<td>1,180</td>
<td>1,030</td>
<td>990</td>
</tr>
</tbody>
</table>

Source: UCAS

**Students from Wales studying elsewhere in the UK**

2.63 The number of students from Wales starting an ITE course in England increased from 2012-13 to 2017-18. For the secondary sector, the proportion studying in England increased across this period from just under 20% to over 33% in the most recent two years for which data is available, whilst in the primary sector the increase across the period is from 31% to 35%.

2.64 Applications from England into Wales have reduced over this period and are much lower than applications from Wales into England.

*Chart 9: Proportion of applicants domiciled in Wales making ITE applications in Wales and England (at April each year)*

Source: UCAS
2.65 The number of students training to teach through the medium of Welsh fell markedly after 2013-14. In 2016-17, just under one in four new ITE students in Wales were on courses enabling them to teach through the medium of Welsh.

Table 7: Entrants onto ITE courses in Wales by course, language and school level (rounded to nearest 5)

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Training to teach in Welsh</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>195</td>
<td>180</td>
<td>135</td>
<td>150</td>
<td>145</td>
<td>110</td>
</tr>
<tr>
<td>Secondary</td>
<td>105</td>
<td>140</td>
<td>120</td>
<td>95</td>
<td>90</td>
<td>100</td>
</tr>
<tr>
<td>All</td>
<td>300</td>
<td>320</td>
<td>255</td>
<td>245</td>
<td>235</td>
<td>210</td>
</tr>
<tr>
<td>Not training to teach in Welsh</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All</td>
<td>1,440</td>
<td>1,330</td>
<td>1,245</td>
<td>1,065</td>
<td>1,010</td>
<td>990</td>
</tr>
</tbody>
</table>

Source: HESA Student Record

2.66 Across 2016-17 and 2017-18, 21% of new entrants training to teach at secondary level through the medium of Welsh were studying a Science, Technology, Engineering and Mathematics (STEM) subject, including courses in Science, Mathematics, Design & Technology and IT, compared with 43% for those not training to teach in Welsh. 32% of those training to teach in Welsh were training to teach Welsh as a subject, whilst only 14% of those not training to teach in Welsh were training to teach English as a subject.

2.67 As shown in Table 8, of those ITE entrants across 2016-17 and 2017-18 who spoke Welsh fluently, fewer than two thirds started courses training them to teach through the medium of Welsh. The proportion of entrants considering themselves as being able to speak Welsh fluently reduced from 28% to 25% between these two years.

Table 8: Self-reported Welsh speaking ability of entrants onto ITE courses in Wales, by whether training to teach in Welsh (rounded to nearest 5)

<table>
<thead>
<tr>
<th></th>
<th>Able to speak Welsh fluently</th>
<th>Unable to speak Welsh fluently</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2016-17</td>
<td>2017-18</td>
<td>2016-17</td>
</tr>
<tr>
<td>Training to teach in Welsh</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>220</td>
<td>190</td>
<td>15</td>
</tr>
<tr>
<td>Not training to teach in Welsh</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>130</td>
<td>115</td>
<td>840</td>
</tr>
<tr>
<td>All</td>
<td>350</td>
<td>305</td>
<td>855</td>
</tr>
</tbody>
</table>

Source: HESA Student Record
Financial incentives to attract new teachers

2.68 The Welsh Ministers have powers under Sections 14-17 of the Education Act 2002 to provide financial assistance for the promotion of the recruitment or retention of teachers or non-teaching staff. Under these powers, the Teacher Training Incentive Scheme (TTIS) makes provision for the payment of incentivisation grants for persons undertaking a postgraduate ITE course, according to class of degree, sector of training and subject specialism. The grants offered for the academic year 2019-20 are summarised in Table 9.

Table 9:
Training grant amounts for postgraduate ITE courses, by degree class, subject area and sector

<table>
<thead>
<tr>
<th>Sector and subject area of training</th>
<th>1st/PhD/Masters</th>
<th>2:1</th>
<th>2:2</th>
<th>1st/PhD/Masters in English, Welsh, Maths or Science</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>£3,000</td>
<td>-</td>
<td>-</td>
<td>additional £3,000</td>
</tr>
<tr>
<td>Secondary: Mathematics, Physics, Chemistry, Welsh, Computer Science</td>
<td>£20,000</td>
<td>£10,000</td>
<td>£6,000</td>
<td></td>
</tr>
<tr>
<td>Modern Foreign Languages</td>
<td>£15,000</td>
<td>£6,000</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Design and Technology, English, Biology, History, RE, Art, PE, Music, Drama, Business, Outdoor Studies, General Science, Geography</td>
<td>£3,000</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
</tbody>
</table>

Source: Welsh Government

2.69 Financial incentives are also available for ITE entrants who aim to teach the Welsh language and those teaching through the medium of Welsh. £2,500 is payable on successful completion of QTS and a further £2,500 payable on successful completion of induction in a Welsh-medium or bilingual secondary school or on successful completion of induction teaching Welsh in any secondary setting.
Chapter 2 – The teacher labour market

Teachers’ and Leaders’ Vacancies

Teacher vacancies

2.70 Data gathered by the Welsh Government shows an increase in the number of teacher vacancies advertised externally over the period 2010 to 2017: from 611 to 848 in the primary sector, and from 670 to 963 in the secondary sector. This increase in vacancies has coincided with a gradual decline in the average number of applications per post, and under-recruiting against ITE targets in many subject areas, as reported above.

2.71 The table below shows the data for applications to teacher vacancies, broken down by primary and secondary education. In both categories, the trend is downward; applications per post moved from highs of 25.6 and 14.8 for primary and secondary respectively in 2011, to 15.5 and 7.6 by 2017.

Table 10:
Number of teaching posts advertised and applications per post in maintained schools, by phase

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Primary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of posts advertised</td>
<td>611</td>
<td>653</td>
<td>787</td>
<td>728</td>
<td>785</td>
<td>795</td>
<td>782</td>
<td>848</td>
</tr>
<tr>
<td>Applications per post</td>
<td>24.9</td>
<td>25.6</td>
<td>24.5</td>
<td>18.1</td>
<td>17.6</td>
<td>16.0</td>
<td>14.1</td>
<td>15.5</td>
</tr>
<tr>
<td><strong>Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of posts advertised</td>
<td>670</td>
<td>692</td>
<td>898</td>
<td>1,021</td>
<td>752</td>
<td>830</td>
<td>881</td>
<td>963</td>
</tr>
<tr>
<td>Applications per post</td>
<td>11.4</td>
<td>14.8</td>
<td>11.8</td>
<td>8.4</td>
<td>9.8</td>
<td>8.9</td>
<td>8.4</td>
<td>7.6</td>
</tr>
<tr>
<td><strong>All posts</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of posts advertised</td>
<td>1,281</td>
<td>1,345</td>
<td>1,685</td>
<td>1,749</td>
<td>1,537</td>
<td>1,625</td>
<td>1,663</td>
<td>1,811</td>
</tr>
<tr>
<td>Applications per post</td>
<td>17.8</td>
<td>20.0</td>
<td>17.7</td>
<td>12.4</td>
<td>13.8</td>
<td>12.4</td>
<td>11.1</td>
<td>11.3</td>
</tr>
</tbody>
</table>

Source: PLASC 2017, Welsh Government

2.72 Since the data in Table 10 above are averages, they mask significant variations across local authorities, with the bigger population centres Cardiff and Swansea faring much better than more rural or Welsh-speaking areas such as Denbighshire and Ceredigion. To illustrate this, Table 11 below shows how these four local authorities compared across the three subject areas with the highest number of vacancies in 2017, i.e. Maths, English and Science. It should also be noted that Welsh-medium posts were reported to have a far lower average number of applications per post for both primary and secondary schools, i.e. at 7 and 3.4 respectively.
Table 11: Advertisements and applications for selected subjects in selected local authorities, 2017

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Subject area</th>
<th>No. of vacancies</th>
<th>No. of applications</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cardiff</td>
<td>Maths</td>
<td>13</td>
<td>148</td>
<td>11.4</td>
</tr>
<tr>
<td></td>
<td>English</td>
<td>18</td>
<td>265</td>
<td>14.7</td>
</tr>
<tr>
<td></td>
<td>Science</td>
<td>9</td>
<td>72</td>
<td>8.0</td>
</tr>
<tr>
<td>Ceredigion</td>
<td>Maths</td>
<td>8</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td></td>
<td>English</td>
<td>5</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td></td>
<td>Science</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Denbighshire</td>
<td>Maths</td>
<td>15</td>
<td>50</td>
<td>3.3</td>
</tr>
<tr>
<td></td>
<td>English</td>
<td>11</td>
<td>39</td>
<td>3.5</td>
</tr>
<tr>
<td></td>
<td>Science</td>
<td>5</td>
<td>12</td>
<td>2.4</td>
</tr>
<tr>
<td>Swansea</td>
<td>Maths</td>
<td>12</td>
<td>82</td>
<td>6.8</td>
</tr>
<tr>
<td></td>
<td>English</td>
<td>11</td>
<td>86</td>
<td>7.8</td>
</tr>
<tr>
<td></td>
<td>Science</td>
<td>13</td>
<td>118</td>
<td>9.0</td>
</tr>
</tbody>
</table>

* Figures greater than 0 and less than 3 were suppressed

Source: Stats Wales

2.73 It is also apparent from EWC data shown in charts 10a and 10b below that, both in the primary and secondary sectors, actual appointments made have in recent years been slightly below the number of vacancies advertised. In 2017, the percentage of vacant posts filled in primary education stood at 91.8% and in secondary it was 91.3%, representing a declining rate over previous years.

Chart 10a: Number of posts in primary education versus appointments made

[Graph image]

25 Is there a Teacher Recruitment and Retention Crisis in Wales? (EWC, 2019) [link]
Chapter 2 – The teacher labour market

2.74 The EWC reports the number of school teachers registered with EWC by subject taught versus subject trained (Table 12 below). This shows that, the practice of teaching outside the subject area in which the teacher trained originally was consistently widespread. The highest proportions were 65% in Science and 51% in Physics in 2017. It is not known to what extent teaching outside the subject area has been driven by difficulties experienced by school leaders in appointing to particular vacancies.

Table 12: Number of school teachers registered with EWC by whether trained in the subject taught, 2017 – Core subjects and RE

<table>
<thead>
<tr>
<th>Subject</th>
<th>% trained in subject</th>
<th>% not trained in subject</th>
<th>% unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td>Science</td>
<td>31.7</td>
<td>65.0</td>
<td>3.2</td>
</tr>
<tr>
<td>Physics</td>
<td>46.2</td>
<td>51.0</td>
<td>2.8</td>
</tr>
<tr>
<td>Chemistry</td>
<td>51.5</td>
<td>46.3</td>
<td>2.2</td>
</tr>
<tr>
<td>Biology</td>
<td>58.5</td>
<td>39.8</td>
<td>1.7</td>
</tr>
<tr>
<td>Religious Education</td>
<td>67.4</td>
<td>26.8</td>
<td>5.8</td>
</tr>
<tr>
<td>Welsh</td>
<td>74.7</td>
<td>20.9</td>
<td>4.4</td>
</tr>
<tr>
<td>English</td>
<td>75.4</td>
<td>19.5</td>
<td>5.1</td>
</tr>
<tr>
<td>Mathematics</td>
<td>78.8</td>
<td>16.7</td>
<td>4.5</td>
</tr>
</tbody>
</table>

Source: EWC

2.75 Given the current state of the employment market in Wales, there is an increasingly competitive market for graduates. Recent research suggests
that whilst pay is a factor in recruitment, it is by no means the primary or sole factor.

2.76 A recent research study reported that overall, “qualified teachers and ITE students did not identify pay as the key motivation to want to teach. Even so, an adequate salary was felt to be important among young people and serving teachers. Furthermore, the level of remuneration and perceived job security for those in stable posts were factors that contributed to remaining in the profession. However, some did not think remuneration reflected the volume of teachers’ work”.

2.77 The report did however find that “while pay and conditions came relatively low down the list of motivating factors for becoming a teacher overall, it was relatively more important to those teaching through the medium of Welsh. Regionally, the percentage of teachers choosing this factor was highest in GwE which includes more rural areas”. The report stated that 19% of those mainly teaching in Welsh and 20% of those teaching in both Welsh and English chose “pay and conditions” as one of their top three factors for going into teaching compared with “11% of those teaching mainly in English”.

2.78 Furthermore, the report summary suggested the “need for a strategic approach to recruiting teachers”, and also stated that the “evidence on the impact of current recruitment strategies…is not robust at present”.

**School leader vacancies**

2.79 The total number of school leader posts has been affected by recent closures, mergers and the creation of federated schools led by executive headteachers. In 2011 there were 1,750 posts and by March 2018 this stood at 1,451, representing a steeper percentage decline than has been the case in teacher posts.

2.80 Notwithstanding the reduction in the number of promotion opportunities for headships due to a reduced number of positions, the average number of applications per headteacher and deputy headteacher posts has gone down. Welsh Government and EWC data shows that it went down from a high of 29.5 in 2012 to 5.6 in 2016, before recovering somewhat to 12.3 by 2017 (PLASC data). The number of leadership posts advertised fluctuates year on year, as shown in Chart 11, and the total number is relatively low (in the past five years the advertised leadership vacancies across the entire Welsh school sector ranged between 10 and 24) so any conclusions drawn from such data come with caveats as regards their validity and

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27 School Effectiveness and Improvement Service for North Wales

Chapter 2 – The teacher labour market

reliability.

Chart 11:
Trend in average number of applications for leadership positions (with no teaching commitment)

Source: PLASC/EWC

Retention

2.81 Data on teacher retention, including teachers who left the profession by number of years’ experience and destination is collected as part of the Pupil Level Annual School Census (PLASC) returns supplied by schools in January each year. This data is analysed and published by Stats Wales, as well as by the EWC. The figures in the following tables and charts exclude teachers who left at normal retirement age, taken to be 60 years according to the current Teachers’ Pension Scheme (TPS).

2.82 Since 2010, the percentage of teachers leaving the profession each year has stayed relatively consistent, allowing for year-on-year fluctuations of between 2.6% and 3.1%. These are shown in Table 13 below.
## Table 13:
Teachers leaving the profession by sector (headcount), Wales 2010-2017

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Teachers leaving the profession</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All schools¹</td>
<td>772</td>
<td>753</td>
<td>691</td>
<td>722</td>
<td>742</td>
<td>780</td>
<td>814</td>
<td>698</td>
</tr>
<tr>
<td>Primary</td>
<td>345</td>
<td>322</td>
<td>345</td>
<td>356</td>
<td>369</td>
<td>377</td>
<td>382</td>
<td>364</td>
</tr>
<tr>
<td>Secondary</td>
<td>427</td>
<td>431</td>
<td>336</td>
<td>360</td>
<td>369</td>
<td>387</td>
<td>422</td>
<td>321</td>
</tr>
<tr>
<td><strong>Total number of teachers (headcount)</strong></td>
<td>27,108</td>
<td>26,869</td>
<td>27,056</td>
<td>27,064</td>
<td>26,755</td>
<td>26,453</td>
<td>26,172</td>
<td>26,129</td>
</tr>
<tr>
<td><strong>Percentage of teachers leaving</strong></td>
<td>2.8%</td>
<td>2.8%</td>
<td>2.6%</td>
<td>2.7%</td>
<td>2.8%</td>
<td>2.9%</td>
<td>3.1%</td>
<td>2.7%</td>
</tr>
</tbody>
</table>

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

Source: Stats Wales PLASC

### 2.83
In terms of the experience of teachers leaving the profession, the largest proportion leave within their first five years of teaching. In 2017, this group accounted for 19.3% of leavers. The next largest group is those with over 31 years of teaching experience, making up 16.6% of leavers. The smallest group is leavers with 26-30 years’ experience, accounting for 10.9%. The numbers are shown in Chart 12.

**Chart 12:**
Teacher retention: Number of teachers leaving the profession by number of years’ experience Jan-Dec 2017

Source: Stats Wales (PLASC)
2.84 The number of newly-qualified teachers (NQT), taken as those with up to five years’ experience, who left the profession has fluctuated year-on-year ranging from a low of 79 to a high of 161 teachers over an eleven-year period. However, as a proportion of total leavers, the numbers leaving in the first five years has increased between 2013 and 2018.

2.85 Research\textsuperscript{29} identifies a range of factors that may combine to influence a teacher leaving the profession. The main themes highlighted include high levels of workload and inconsistent levels of professional support for ITE students, NQT during induction and early career teachers.

2.86 The report states:

“Teachers’ pay tended not to be mentioned spontaneously when participants talked about the main factors that kept them in teaching. Some gave the impression that pay was important for being able to ‘pay the bills’ but that it could become even more important as an individual took on more responsibility in life like a family and a mortgage. It also became more of a factor, some felt, as they approached the end of their career with the prospect of a reasonable pension”.

2.87 In the evidence base for “what factors keep you in teaching”, pay and conditions feature halfway down the list of most important issues.

2.88 Table 14 shows the EWC retention data that tracks teachers over a 10-year period. This shows that of the 1,965 teachers who gained their Qualified Teacher Status (QTS) in 2005-06, 48.4% were no longer registered with EWC 10 years later. Of the 1,678 who gained QTS in 2010-11, 43.6% were not registered as working in Wales in 2015-16. The reasons for these figures are various, including age on entry and relocations to other countries.

Table 14: Retention: 10-year school teacher tracking analysis

1,965 gained QTS during the 2005-06 college exit initial notification. 952 (48.4%) are not currently registered as school teachers with the EWC. The others are summarised below:

<table>
<thead>
<tr>
<th>Gained QTS during the 2005-06 college exit</th>
<th>Nursery and primary</th>
<th>Middle</th>
<th>Secondary</th>
<th>Special, Independent, others in and out of service</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headteacher</td>
<td>5</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Assistant Headteacher</td>
<td>3</td>
<td>0</td>
<td>11</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>Deputy Head</td>
<td>28</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>31</td>
</tr>
<tr>
<td>Head of department</td>
<td>1</td>
<td>0</td>
<td>17</td>
<td>0</td>
<td>18</td>
</tr>
<tr>
<td>Head of year</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Teacher</td>
<td>410</td>
<td>17</td>
<td>339</td>
<td>40</td>
<td>806</td>
</tr>
<tr>
<td>Supply teacher</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>76</td>
<td>76</td>
</tr>
<tr>
<td>No employment details</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>48</td>
<td>48</td>
</tr>
<tr>
<td>Other, including career break, home tutor, not employed as a teacher but working in an education field, on maternity, peripatetic teachers, post in FE</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>13</td>
<td>13</td>
</tr>
<tr>
<td>Total</td>
<td>447</td>
<td>17</td>
<td>369</td>
<td>180</td>
<td>1,013</td>
</tr>
</tbody>
</table>

Of the 1,013 currently registered as at 1 March 2017:
77.7% female
38.4% Welsh speakers, 29.6% Welsh medium

Of those who gained QTS in 2005-6, 36.0% met the practising teacher standards in Wales in 2007, 11.9% in 2008, and a further 4.6% by 2016. For 38.4%, induction status is not yet completed or unknown

Source: Education Workforce Council (EWC)

2.89 Chart 13 examines the number of secondary school teachers who left the profession by subject area. It shows that the ‘core’ subjects of English, and the shortage subjects of Mathematics and Science had the largest number of leavers consistently over the five years from 2013-2017. In 2017, the next highest rates were for Design Technology and Modern Foreign Languages.
Chart 13:
Number of secondary teachers who left the profession by subject 2013-2017

Source: Stats Wales (PLASC)
Economic and public sector financial context

The Welsh Government’s views

3.1 The Welsh Government’s written submission provided an overview of the general economic outlook and the labour market. It noted that the ONS annual consumer price inflation (CPI) for January 2019 was 1.8% and that price developments over the year “augur well for further future reductions in CPI inflation”. In terms of the labour market, its evidence stated that employment in Wales increased substantially during 2018 and that the employment rate, at 76.2%, was higher than the UK rate for the first time since records began. Over the year, the unemployment rate decreased by one percentage point to 4.1%. Its evidence stated that the public sector in Wales continued to see significant financial pressures resulting from the wider budgetary cuts imposed by the Westminster Government.

3.2 The Welsh Government submission stated that “any recommendations should still take full account of affordability in relation to the public sector financial context when considering the school system as a whole” and that spending plans beyond 2019-20 would be set out in a future Spending Review.

3.3 It stated that the local government settlement for 2019-20 included a 0.2% increase, with a settlement floor to ensure that no local authority had to manage with a reduction of more than 0.3% in its Aggregate External Finance (AEF) in 2019-20. It stated that additional funding was made to local authorities to alleviate immediate pressures associated with implementing the 2018-19 teachers’ pay award and allow some flexibility when planning for 2019-20.

Consultees’ views

3.4 The WLGA’s written submission stated that school budgets are “incredibly tight” and that using reserves or additional council tax increases are not sustainable ways of funding teachers’ pay. It asked that the Welsh Government fully fund all associated costs of teachers’ pay and conditions, and that all education funding be transferred into the Revenue Support Grant (RSG).

3.5 All the teachers’ unions stated that any increases to teachers’ pay should be fully funded by the Welsh Government.

3.6 In their written submissions, both NASUWT Cymru and NEU Cymru commended the RPI as a measure of inflation. NASUWT Cymru evidence stated that the RPI index is “the one most directly relevant to teachers” and that the twelve-month RPI inflation reached 2.5% in November 2018. NEU Cymru stated that the RPI is widely recognised
as the appropriate measure for the purposes of tracking the real value of wages; in November 2018 RPI inflation was 3.2%, and that at the time of writing the HM Treasury average of forecasts predicted RPI inflation of 2.9% in 2019 Q4.

3.7 Voice Cymru’s submission referred to the high employment levels in Wales and the “greater competition for the right calibre of people and it is in this market that teaching has to position itself as an attractive and long term career choice”.

3.8 All of the teachers’ unions in their supplementary submissions stated that affordability was not within the IWPRB’s remit and should be disregarded in its deliberations. ASCL Cymru evidence stated that “any recommendations should be based purely on the evidence around the need for adjustments to pay to ensure sufficient quality and quantity”. UCAC stated that “we urge the Independent Body to make recommendations on the basis of ‘what is right for the system’, without being constrained by budgetary considerations”.

**Recruitment**

**ITE**

**The Welsh Government’s views**

3.9 The Welsh Government considered that ITE in Wales continues to be in a “significant period of reform”, following several key reports into the system, including Professor Furlong’s 2015 independent report, Teaching Tomorrow’s Teachers. It recognised that it has a key role in managing teacher supply for maintained schools in Wales by forecasting demand for newly qualified teachers, through setting the intake targets for recruitment to accredited ITE courses in Wales.

3.10 The Welsh Government told us that a review was undertaken of the Teacher Planning and Supply Model (TPSM) in 2017 to provide greater clarity on how intake targets are derived and enable greater functionality to investigate the impact of changes in key assumptions. It stated that the model does not at present include separate Welsh-medium intake targets because of the relatively small number of places available overall, but it asserted that it is mindful of the need to ensure access to suitable Welsh-medium provision across Wales and that available data is utilised where possible to inform planning for the Welsh-medium.

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3.11 The Welsh Government indicated that it has kept ITE intake target numbers “at a steady state” for a number of years, following a period of substantial reduction, to match the needs of schools in Wales and ensure a level of stability for the ITE sector during the ITE reforms. It stated that a baseline projection from the TPSM up until 2027 showed that without any change to numbers there would be no over-supply of primary or secondary ITE entrants. It added “that there will be reliance on primary sector re-entrants and an increasing reliance on secondary sector re-entrants to fill vacant positions”.

3.12 The Welsh Government referred to a shortfall in recruitment against targets for ITE, with a larger gap in the secondary sector when compared with the primary sector. It also told us that secondary teachers are expected to have at least 50% degree relevance to the specialist teaching subject being applied for, although there may be variation in some subjects. Further reference was made to postgraduate subject level recruitment to target, where half of courses identified recruited less than or close to 50%.

**Consultees’ views**

3.13 The WLGA reported that the key issues being looked at by the Teacher Recruitment and Retention Advisory Board (TRRAB) include improving accessibility and pathways to ITE. It also noted that there are some identified difficulties in recruitment.

3.14 All teachers’ unions expressed concern regarding recruitment onto ITE provision.

3.15 NASUWT Cymru, Voice Cymru and UCAC in their written submissions referred to the Welsh Government’s published statistics which show that the target for the number of secondary school trainee teachers was missed by over a third in 2016-17 and that the number of new trainees for the primary sector was well below target for a second year. This did not take account of those who did not complete the course nor those who did not complete their induction period. Voice Cymru describes this as “worrying reading”.

3.16 Voice Cymru also described other trends as worrying: the proportion of students who do not complete the course, and the number who decide not to continue with teaching as a career once they have qualified, or leave Wales to work elsewhere or change direction early in their career. NEU Cymru presented a picture which they described as a “widespread and entrenched crisis in teacher supply”, whilst NASUWT Cymru referred to data from the EWC showing that applications to ITE have
been falling year-on-year for the last five years.

3.17 ASCL Cymru noted that, although the Welsh Government has reduced the number of places available for ITE, training providers are still struggling to recruit to target year on year, leading to a situation in which the numbers studying and the numbers qualifying as teachers are falling each year. It noted that this is at a time when “the country has been in a recession” and other graduate recruitment has been low, a combination which it maintained has historically seen high levels of recruitment to teaching.

3.18 NASUWT Cymru pointed out that in successive pay review submissions to the STRB it had emphasised the decline in the number of graduates seeking to train to become teachers and the substantial numbers of teacher training places that remain unfilled. Its view was that the available data indicated strongly that teacher recruitment is entering a period of “crisis”. It suggested that there are teacher supply issues in England, despite the government’s financial incentive schemes focused on attracting graduates into teaching and that the situation in England could have implications for Wales.

3.19 Voice Cymru advocated a targeted system of recruiting trainees in the light of concerns around teacher supply and increased difficulty in some subjects and geographical areas. It referred to the failure to attract teachers being precisely where pupil projections will rise, that is, in the secondary sector. NAHT Cymru referred to UCAS data to support its assertion that despite targeting, people are not entering teaching: the numbers of applicants at March 2019 for primary sector training in Wales are referred to as being down by 11.7% compared with the same point last year, whilst the numbers for the secondary sector were down by 6.0%. NASUWT also referred to part-way through the application process for ITE being at historically low levels.

3.20 ASCL Cymru in its supplementary evidence noted the Welsh Government’s indication that the secondary sector will become more reliant on re-entrants, but expressed a concern that there is no evidence of how it will facilitate a significant uplift in the number of re-entrants, describing this as a group which is “notoriously hard to engage with”.

**Teachers’ vacancies**

*The Welsh Government’s views*

3.21 The Welsh Government stated that “whilst overall recruitment and retention rates throughout Wales show little evidence of concern, we are aware of anecdotal evidence that there are pockets of difficulty in recruiting to certain secondary subjects, in some geographical locations across Wales, as well as with certain Welsh-medium provision”. It
further stated that “as a result of the TPSM, over-supply has been controlled and the number of newly qualified teachers is more reflective of demand”.

3.22 The Welsh Government submission indicated that there is a trend of declining applications per post, against a backdrop of an increased number of advertised vacancies. This is true both for English and Welsh-medium provision.

Consultees’ views

3.23 WLGA stated that local authorities continue to report some difficulties in recruiting to posts, with local variations. They also pointed out that schools “are continuing to shed teaching posts because of a lack of funding to maintain or expand their teaching establishment”.

3.24 All teachers’ unions expressed concerns about recruitment into the teaching profession.

3.25 NASUWT Cymru observed that the year-on-year increase in the number of teaching posts advertised has coincided with a drop in the number of applications for vacant posts. It argued that the recruitment and retention position is now “in crisis”. ASCL Cymru pointed out that this downward trend is counter-intuitive, because historically at times of economic slow-down, when other graduate recruitment is low, higher levels of recruitment to teaching would have been expected. NEU Cymru referred to a need for “effective action” since there are insufficient numbers of teachers coming into the profession. NAHT Cymru expressed concern that recent trends in ITE applications, challenges for specific subject areas and Welsh-medium are “apparently downplayed” by Welsh Government.

3.26 Citing the Welsh Government Skills Gateway Working Futures 2014-2024 paper31, Voice Cymru foresaw stronger competition for higher skilled and professional occupations due to economic expansion, which will have an impact on recruitment into ITE and teaching posts.

3.27 Voice Cymru in their supplementary submission warned that “applicants may be appointed who are not of the highest quality”. Voice Cymru additionally referred to anecdotal evidence of members being required to “teach subjects in which they have little or no expertise”, and stated that the “quality of teaching and learning is bound to suffer”.

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3.28 Consultees were in agreement that the current patterns of teacher vacancies and applications per post give cause for concern. They pointed out that, whilst the EWC statistics show averages, there are significant pockets where there are acute problems such as in STEM subjects, Welsh-medium and in geographically remote areas. The Church in Wales also identified difficulties in attracting teachers to Church schools, especially Welsh-medium and rural schools, where there was a requirement to be a practising Christian or Catholic. Therefore, some vacancies are far more difficult to recruit to than the averages that show up in EWC statistics.

3.29 Several consultees commented that the implementation of the new curriculum might add further complexity and recruitment challenges, though it was too soon to analyse this.

3.30 ASCL Cymru, Voice Cymru and NASUWT Cymru stated that the Welsh Government’s projection of an 11.4% increase in pupil numbers in secondary education by 2024 raises concerns that unless this increase is matched by a commensurate increase in teacher numbers, then this may impact on future class sizes and consequently on future retention rates.

Leaders’ vacancies

The Welsh Government’s views

3.31 The Welsh Government acknowledged in their submission document that the number of applications for vacant leadership posts has dropped, but stated that this trend has recovered slightly in the latest figures (2017). It referred to the implementation of the National Academy for Educational Leadership, which will “support the system to develop a strong and sustainable pipeline of talented, motivated staff in leadership positions”.

Consultees’ views

3.32 The WLGA referred to leadership posts as being one of four areas heading the “difficulty list” for recruitment. Several local authorities reported via WLGA that some roles had to be advertised more than once.

3.33 NAHT Cymru said that it had collected figures in 2015 from all local authorities and found that more than 25% of school leader roles were

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32 Research Study on the Attractiveness of Teaching, and Retention of Teachers (Welsh Government, Social Research Number 09/19, 2019, p. 57)
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not filled permanently, i.e. they were either vacant or filled by an acting head teacher. In their oral evidence session, NEU Cymru cited first-hand experience of failure to attract any candidates for some subject leader vacancies and deputy headships.

3.34 ASCL Cymru in its submission cited numerous challenges influencing the recruitment of school leaders. These include salaries, the erosion of pay differentials vis-a-vis other grades in the sector, perception of workload, geography and a Welsh-speaking requirement. It described the progression to headteacher/deputy headteacher posts after 10 years as “worryingly low”.

Retention

The Welsh Government’s views

3.35 The Welsh Government, in its written submission and oral evidence, said that overall retention rates “give little evidence of concern” as the rates have been relatively consistent since 2010, excluding leavers of normal retirement age. Normal retirement age is taken to be 60 years according to the current Teachers’ Pension Scheme.

3.36 However, it noted a change in pattern towards more teachers leaving the profession within their first five years, although there does not appear to be any significant change in the retention of NQTs. The second largest group of leavers are those teachers with 31 years or more experience who take early retirement. It asserted that pay does not appear to be the most significant factor contributing to a teacher leaving the profession. Of greater significance are a combination of factors linked to teachers’ conditions, in particular around issues of workload and accountability.

3.37 The Welsh Government said it is taking action to address any issues over retention through its workforce development plan ‘Investing in an Excellent Workforce’. Part of this plan has been the establishment of the TRRAB to consider the range of issues that impact on the attractiveness of the profession. It stated that the planned changes to the accountability regime, in particular with regard to assessment, inspection and bureaucracy, combined with the new curriculum in Wales should help address teachers’ concerns over workload and accountability.

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

Consultees’ views

3.38 The WLGA noted that the issue of retention “is a complicated matter”, in which pay may not be the sole contributing factor in a teacher leaving the profession. However, it may play a significant part, in combination with other factors, in a teacher deciding to leave the profession. It believes that understanding the reasons why a person leaves any job is often down to a matter of personal perception.

3.39 The WLGA told us about the impact that workload and levels of support, such as the availability of teaching assistants, can have on a teacher’s decision to leave. It understands that TRRAB will look at issues around the attractiveness of the teaching profession and how to retain the workforce.

3.40 The WLGA considered that the current education reforms have the potential to lead to wider changes in teachers’ terms and conditions in the future, so it would not wish to see any targeted pay in 2019 to reward retention.

3.41 All consultees informed us that there are issues over teacher retention in Wales. Consultees’ descriptions of the levels of current retention issues varied.

3.42 Some of the consultees consider that retention is deteriorating and is beginning to enter a “crisis” period. Most cited the National Education Workforce Survey, April 201734, published by EWC, in which 33.6% of teachers stated that they wish to leave the profession within the next three years. NEU Cymru in its annual survey on teachers’ pay and progression35 stated that 70% of its respondents had considered leaving the profession.

3.43 Voice Cymru and ASCL Cymru, among others, cited EWC tracking data which shows that of the 1,678 teachers who gained QTS in 2010-2011, only 947 were still registered with EWC in March 2017.

3.44 ASCL Cymru recognised that there has been a decline in the number of teachers leaving the profession in Wales since 2017, but noted that

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there has been an increase (from 7% to 16%) in the number leaving for a role outside education.

3.45 NASUWT Cymru and NEU Cymru commented upon the EWC data showing that the largest proportion of leavers (19.3%) are NQTs who leave within the first five years of teaching. In the context of the 698 teachers who left the profession in 2017, 135 were new entrants.

3.46 Consultees identified that the level of teachers’ pay is a factor in retention, although not the sole factor.

3.47 NASUWT said that “the depression of pay has resulted in significant implications for teacher supply”. It stated that pay remains one of the top three reasons cited by teachers, with 71% of teachers who seriously considered leaving teaching in the last 12 months saying that pay is a “critical factor”, according to NASUWT’s 2018 only Annual Big Question 2017 survey in Wales.

3.48 NEU Cymru stated that “the underlying cause of retention problems is the failure of the teaching profession to offer pay levels, pay prospects and working conditions of a high enough quality to retain the teachers we need”.

3.49 Almost all consultees felt that a clear pay structure with pay scales would do much to support a clear career pathway for teachers, thereby helping to retain teachers across the age range.

3.50 Voice Cymru commented that pay becomes more important to teachers as they progress in their careers. It reported that the feedback from their members is that they often feel inadequately rewarded for the increasing complexity and demands of the job as they take on various areas of responsibility throughout their career.

3.51 NASUWT Cymru felt that having clear expectations of pay for teachers throughout their career would help bring stability to the recruitment and retention situation. UCAC supported this view, but added the importance of comparability of teacher pay with other graduate career paths.

3.52 Some consultees referred to allegations of inconsistent implementation of the pay flexibilities available to individual schools and governing bodies, with regard to the use of allowances for retention.

36 The Big Question 2017 (NASUWT)
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3.53 ASCL Cymru and NEU Cymru observed that the targeting of pay had not shown any great impact on retention.

3.54 Workload was identified as a very significant factor in relation to retention, and consultees expanded on this in responses. Survey evidence from some consultees supported this view. NASUWT Cymru cited its Big Question 2017 survey in which teachers stated that workload was their prime concern regarding retention.

3.55 NAHT Cymru, along with some other consultees, told us that teachers acknowledge that the Welsh Government and Estyn are addressing issues over workload. However, the initiatives to address workload are bringing issues over pay to the fore. It cited an Education Policy Institute (EPI) report\(^\text{37}\) from 2018 in which evidence suggested that pay is more important than workload for teacher retention.

**Teachers’ and leaders’ pay**

**The Welsh Government’s views**

3.56 The Welsh Government stated that recent research showed that whilst pay was important, it was not a key driver for teachers. It argued that a national pay and conditions framework should provide a degree of flexibility to recognise and reward effective teaching within a national pay and conditions system.

3.57 The Welsh Government referred to evidence from the Annual Survey of Hours and Earnings (ASHE). This data shows that in 2018 when compared with the ten English regions and Scotland (Northern Ireland is not included), the median pay of full-time primary school teachers in Wales was second only to teachers in London and that of full-time secondary school teachers was fourth.

3.58 It provided evidence from the ASHE (2018) survey comparing the median gross weekly pay for those in education to other professions, mainly those in the public sector. Its analysis indicated that secondary school teachers’ pay is third out of 17 professions listed, whilst primary and nursery school teachers’ pay was in seventh position.

**Consultees’ views**

3.59 The WLGA recognised the valued contribution that teachers make to society in Wales. The WLGA referred to “evidence of graduate

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\(^{37}\) Teaching and leadership: supply and quality (Education Policy Institute, Oct 2018)  
[https://epi.org.uk/research-area/teaching-and-leadership-supply-and-quality/]
Chapter 3 - Overview of the evidence from the Welsh Government and consultees
salaries between teachers and other professions” comparing favourably.

3.60 The WLGA wished to see an increase in pay for all teachers that reflected a cost of living element “broadly commensurate with other public sector employees”. It supported the idea of a simplified pay system and did not support targeted pay.

3.61 A joint submission from ASCL Cymru, NAHT Cymru, NEU Cymru, UCAC and Voice Cymru called for a 5% pay increase in September 2019, fully funded to be followed by further increases to restore the pay levels to 2010 levels. The joint statement argued that the pay award should apply to all teachers and leaders, should not be differentiated and not be linked in any way to performance. Beyond this, the joint statement calls for a further review of teacher pay, “with a view to establishing pay levels for the long term”.

3.62 NASUWT Cymru stated that there should be a “multi-year award recommended which restores the competitiveness of teachers’ salaries, closes the pay gap...”. NASUWT Cymru also called for a future review on pay progression.

3.63 NASUWT Cymru, NAHT Cymru and Voice Cymru drew attention to the latest report from High Fliers Research38 showing that competition in the market for graduates continued to be high. The research showed that the median starting salary for graduates was £30,000 compared with a teacher’s starting salary of £23,720. Voice Cymru noted that this research focused on the Top 100 companies and a more realistic comparison might be with Total Jobs which calculated that the average starting salary for graduates in Wales is £25k.

3.64 NEU Cymru stated that the starting salary of teachers is lagging behind other graduate professions using data from High Fliers and Income Data Research (IDR). Using the OECD Education at a Glance 2018 report, NASUWT Cymru compared the starting salary of teaching across 40 international jurisdictions, highlighting Wales in 30th position.

3.65 NASUWT Cymru commissioned a review of teacher’s pay from IDR. IDR concluded that average gross earnings of teachers in Wales “compare unfavourably with those for other graduate occupations in the country” and that teachers in Wales had not had significant real term pay increases since before the recession. The study also pointed to the sustained deterioration in teachers’ salaries from 2007-
14 and to the fact that pay increases trailed behind those in the wider economy up to 2018. NASUWT Cymru quoted from the 2018 OECD survey of 41 countries showing that the starting salaries of teachers in England and Wales were 30th. In contrast, headteachers’ salaries came second.

3.66 NAHT Cymru in their supplementary evidence noted that the comparison of teachers’ median pay compared to the wider employment sector, as presented by the Welsh Government, did not take into account age profile, workload intensity and time/experience in the profession. Similar concerns regarding this comparison were expressed by NEU Cymru, who also highlighted the above inflation pay rise for teachers in Scotland.

3.67 ASCL Cymru referred to the Longitudinal Education Outcome (LEO) dataset from June 2017, inferring that the median of teachers’ salaries is lower in Wales when compared to that of England and Scotland. NAHT Cymru referred to OECD analysis of 2017, and EPI research, which found that teachers’ salaries were below salaries for comparator graduate professions.

3.68 NEU Cymru drew attention to the 28th STRB report which highlighted the "significant gaps" between teacher pay and pay in other graduate professions. It described how median earnings for classroom teachers had "increasingly lagged behind median earnings in other professional occupations" and noted the growing gap between teacher pay points and comparable points for other professional occupations.

3.69 NASUWT Cymru compared the salary of teachers in 2018-19 with what they would have been if they had been increased annually by RPI since 2010, and calculated that the values of teachers' pay on the MPR is between £3,529 (14.9%) and £4,818 (13.8%) lower in 2018-19 than if teachers’ salaries had increased in line with RPI since 2010.

3.70 NEU Cymru evidence also included data comparing teachers’ pay in real terms against inflation and concluded that teacher pay across the MPR would require an increase of some 15% to restore it to 2010 levels in real terms. It also stated that “the decline in the value of teacher pay against RPI since 2010 has taken place at the same time as the development of the serious teacher supply problems and this is no coincidence”.

3.71 NAHT Cymru referred to the 2018-19 pay award and the erosion of leadership differentials. It showed that the difference between the top of the MPR and the lowest LGPR point was now 14%. It argued that it was “unconscionable” that school leaders in Wales who faced the greatest responsibility and burden for delivering change – including the imminent new school curriculum - should be “treated in this way".
3.72 Several unions referred to teachers opting out of the Teachers’ Pension Scheme (TPS). NASUWT Cymru noted that between October 2018 and December 2018 2.5% of teachers opted out of TPS in Wales. Although this percentage is small, the numbers are increasing and NEU Cymru stated that financial hardship, particularly among young teachers was a major factor. NEU Cymru pointed to the increases in employee contributions to the TPS, and concluded that it was not surprising that more teachers were choosing to opt out of the pension scheme.

**The simplification of pay arrangements**

**The Welsh Government’s views**

3.73 The Welsh Government indicated that ideally, it would prefer the reintroduction of scale points to provide national rates for all teachers. It considered that such clear points are far simpler to administer, provided greater transparency across the profession and removed potential for dispute and the associated increased administrative burden. However, it suggested that the introduction of statutory scale points could involve significant changes to the statutory framework of teachers’ pay in Wales and therefore suggested that consideration should be given to the reintroduction of “indicative scale points”.

3.74 The Welsh Government referred to model pay policies provided to schools by the local regional consortia. Further guidance issued to schools annually helps them to calculate or decide on individual progression points between the pay range minimum and maximum.

**Consultees’ views**

3.75 The WLGA stated that it wished to see “the re-introduction of the standardised scales that are used in practice in the vast majority of schools in Wales”.

3.76 It stated that since the introduction of flexibilities and the removal of a national structure for teachers’ pay, there had been a consistent approach adopted by schools which had seen maintained schools in Wales adopt and continue to use the “traditional” teachers’ pay structure included in the 2012 STPCD. This pay structure is issued annually by the WLGA to local authorities. It stated that the reintroduction of a national pay scale would obviate the need for time consuming negotiations between local authorities and trade unions, a point also made by the Welsh Government.
Chapter 3 - Overview of the evidence from the Welsh Government and consultees

3.77 The WLGA confirmed the application in the 2017-18 pay round of a lower percentage uplift to the intermediate points of the MPR (ie M2 to M5), when compared with the percentage uplift to the minimum and maximum points.

3.78 In their joint statement, ASCL Cymru, NAHT Cymru, NEU Cymru, Voice Cymru and UCAC advocated the restoration of prescribed pay scale points on the various pay ranges. They commended their jointly recommended pay scale points to us, rather than the WLGA scales which they describe as having “failed to apply those increases in full and to all points on each occasion”. They also advocated that, once scales are introduced, all teachers are immediately placed on the pay point nearest to their current pay point without suffering detriment, i.e. are placed on the next highest pay point.

3.79 Voice Cymru indicated that it is aware that the current WLGA pay points 2 to 5 within the MPR are lower than those generally applied in England. It suggested that it is “now time to rectify any downgrading of pay in comparison with the pay in England”. NASUWT Cymru referred to this difference between Wales and England as having its origins in the 2017 pay award of 2% not being applied automatically to all points of the main scale. It suggested that many employers in England applied a 2% uplift to the intermediate points of the MPR.

3.80 NEU Cymru referred to what transpired as arising from what they considered to be “a flawed interpretation of the 2017 STRB report” being recommended to local authorities by the WLGA.

3.81 In their written submission, NASUWT Cymru referred to some local authorities in Wales implementing the 2015 pay award by introducing an intermediate pay point between reference points 5 and 6 of the main scale. NASUWT Cymru described the impact as being to “slow down pay progression to the top of the main pay range”, thereby “frustrating the intended benefits of the pay increase to the top of the main scale”. It added that, in situations where local authorities have retained the “seven point scale”, this has led to a permanent detriment to teachers on the main pay scale, particularly teachers in the early years of their careers, in that “the time taken to reach the maximum of the main pay range has been extended”.

3.82 UCAC referred to agreements having been reached at an employer level in Wales in relation to implementing any pay rises for all teachers, rather than solely for those at the top and bottom of scales, but indicated that this has entailed “laborious and difficult negotiations and planning”.

3.83 NEU Cymru argued that the current flexibilities in respect to pay had been detrimental to teacher supply, by damaging teacher pay prospects. It stated that moving up the pay scale was often a matter
of chance and subject to matters “completely outside the teacher’s control”.

3.84 The joint statement by ASCL Cymru, NEU Cymru, Voice Cymru and UCAC stated that “in order to maintain competitiveness in the labour market, the pay award should apply to all teachers and leaders and not be linked in any way to performance”.

3.85 NASUWT Cymru stated that “performance related pay (PRP) has provided the vehicle for schools to withhold pay from teachers in Wales”. NASUWT Cymru drew attention to “the extent to which the performance related pay system in Wales, since 2013, has failed to ensure that teachers are rewarded and motivated”.

3.86 NAHT Cymru said that they have “re-evaluated their support for pay flexibilities and rescinded their support for Performance Related Pay Policy (PRPP)” as it has little or no impact on the teaching profession and created “significant negative consequences”.

3.87 The Church in Wales said that it favoured a national pay scale, with greater transparency and clarity, and did not support PRP or a targeted pay award.

**Teaching and Learning Responsibilities**

**The Welsh Government’s views**

3.88 The Welsh Government stated that TLR allowances recognise the sustained additional responsibility for which a teacher is accountable. It provided evidence that TLRs account for 4.9% of the overall teachers’ pay bill, excluding National Insurance and employer pension contributions.

**Consultees’ views**

3.89 In their oral evidence, the WLGA expressed some concerns as to how TLRs, particularly TLR1, were allocated in some schools. It implied that a more open and transparent process might be adopted in schools and this might be considered in future IWPRB remits.

3.90 In respect of TLRs, all unions stated that these should be uplifted at the same level as the other pay scales. They recognised the need to reward teachers for staying in the classroom, possibly using TLRs, as a way of retaining excellent teachers. Several unions referred to inconsistencies in the way that TLRs are applied in individual schools and that fewer TLRs were allocated in primary schools. The Church in
Wales said that it believed that “the application of TLRs might on occasion be driven by financial considerations”.

3.91 UCAC in discussion of allowances argued that teachers working part-time should receive the full allowance in the same way as a full-time teacher and not be paid pro rata.

3.92 NAHT Cymru, in oral evidence, questioned the use of TLR allocations across full-time and part-time staff and staff who job-share.
Chapter 4 – Our conclusions and recommendations

4.1 This chapter sets out our conclusions. It provides our views on the main factors that we have considered, including trends in recruitment and retention and the position of teachers in the graduate labour market. It then sets out our recommendations to the Minister for Education.

4.2 We believe that teachers make a highly valued contribution to society and should be rewarded accordingly. This is even more important in a time of competition for graduates.

Remit Letter for 2019

4.3 On 26 February 2019 the Minister for Education referred the following matter for recommendation by us:

“What adjustments should be made to the salary and allowance scales for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention.”

4.4 Chapter 1 of this report sets out the background and context to this remit. We describe the current system for teachers’ pay and conditions, noting that the role of the STRB in its recent remits has been to make recommendations for changes to national pay and allowance ranges to support the recruitment and retention of teachers and school leaders. Within this overall framework, it is for school leaders and governing bodies to set their school’s pay policies.

4.5 In reaching our conclusions, we have considered carefully the relevant data on the teacher labour market and the wider economy (Chapter 2) and the written submissions and oral evidence made by the Welsh Government and consultees (Chapter 3). We considered a number of reports presenting research findings, and have referred to these in the narratives of the previous chapters.

Conclusions

Economic and public sector financial context

4.6 The current\(^{39}\) CPI rate is 2.1% and RPI rate is 3.0%. The Bank of England forecasts a rate of 1.7% for 2020 Q2. Future forecasts for inflation remain at around 2%.

4.7 Average earnings increased by 2.1% in Wales during 2018. The OBR forecasts average earnings growth in the UK of 3.1% in 2019 and 3.0%\(^{39}\)

\(^{39}\) Office for National Statistics, 22 May 2019
4.8 On 24 July 2018 the Westminster Government announced the removal of the pay cap for the public sector, as a result of which we now see variation in pay settlements. All consultees stated that the teachers’ and leaders’ pay settlement should be fully funded by Welsh Government.

4.9 The labour market is at historically tight levels. Employment rates are high and inactivity and unemployment rates are low. That is the case in Wales as well as elsewhere in the UK. There will be greater competition for employees, especially graduates, across the whole economy, which will inevitably affect the recruitment and retention of teachers.

**Recruitment: ITE**

4.10 Total pupil numbers are projected to increase over the next 10-15 years, particularly so in the secondary sector, resulting in an inevitable increase in demand for teachers. Demand may not be uniform across all geographic regions. All routes into teaching will therefore continue to remain important.

4.11 We share the concerns expressed by consultees regarding the significant and increasing gap between targets for recruitment into ITE and student numbers recruited. This is true now of both the primary and secondary sectors, with the gap widening in specific subjects, including STEM, Geography, Modern Foreign Languages (MFL), English and Welsh.

4.12 We also share concerns about shortfalls in Welsh-medium provision, especially in the context of the Welsh Government’s ambition to achieve one million Welsh speakers by 2050.

4.13 The proportion of students from Wales choosing to train as a teacher in England is increasing. We have been told that a good proportion return to Wales to teach, but we have not received firm evidence of this.

4.14 We are concerned about the planning assumptions underpinning ITE, and the lack of articulation of a strategy to recruit sufficient numbers in the future, including the strategic contribution of pay and incentives.

**Recruitment: teacher vacancies**

4.15 We agree with the consensus among consultees that the current trends in teacher vacancies and applications per post give cause for concern, particularly given the demographic trends which are resulting in an increase in pupil numbers.
Chapter 4 – Our conclusions and recommendations

4.16 There has been a decline in the number of applications for posts when vacancies arise. More vacancies are being advertised despite the drop in total teaching posts over the last decade.

4.17 There is significant variation in application rates, both by subject level and by geographic location. Data shows that in the case of some vacancies advertised, applications are close to zero.

4.18 Our review has provided robust evidence of shortages of appropriately qualified teachers in certain subjects and some geographical areas.

4.19 These overall trends of declining applications, exacerbated by the failure to meet ITE recruitment targets, are particularly worrying. Most teachers’ unions called for “no differentiation” in the pay award for 2019-20. We acknowledge this; however, we retain a concern regarding starting salary compared with other graduate professional occupations.

**Recruitment: leadership vacancies**

4.20 Applications for leadership posts have dropped in the last few years. Some consultees ascribed this to the erosion of differentials between teacher and leader pay scales, as well as additional factors.

**Retention**

4.21 The percentage of teachers leaving the profession each year has remained relatively consistent (circa 2.7%). There is little difference in leaving rates between primary and secondary sectors.

4.22 The largest proportion of teachers leave in their first five years, with the second largest category being those leaving with over 31 years of service.

4.23 The proportion of secondary teachers leaving is greatest in STEM, MFL and Welsh subjects.

4.24 We concur with consultees who identified that the level of teachers’ pay is a factor in retention, although not the sole factor.

**Teachers’ salaries and allowances**

4.25 The evidence indicates that the starting salary for teachers in Wales lags behind the median starting salary of other graduate level professions in the UK. When compared to starting salaries of teachers across the OECD countries, Wales is ranked 30th out of 41 countries.
4.26 Starting salaries in Scotland for teachers exceed starting salaries for teachers anywhere else in the UK.

4.27 There are different sources of evidence regarding median pay for the teaching profession, depending on which other professions are chosen as a benchmark. Based on ASHE data, median earnings for education professionals are ranked seventh out of 19 professions.

4.28 When teachers’ salaries after 15 years of service are compared across OECD countries, Wales is ranked 15th out of 41 members. In terms of salary range or maximum earnings potential for teachers, Wales is ranked fifth across the OECD countries.

4.29 Consultees presented views that teachers’ pay was falling behind that of other graduate professions.

4.30 The use of TLRs is supported by consultees, who recommended the same level of increase as for other pay scales. There is a wide divergence in the allocation of TLRs between the primary and secondary sectors. Several consultees in their oral evidence called for more transparency and objectivity in how TLRs are set and implemented.

4.31 There is divergence in the treatment of unqualified teachers across the UK nations, which makes comparison difficult.

Leaders’ salaries

4.32 Consultees supported the concept of no differentiation of pay awards between teachers and leaders.

4.33 Some consultees pointed to an erosion of differentials between the teaching pay scale and leaders' pay.

Pay scales

4.34 Consultees supported the reinstatement of national pay scales with defined scale points.

4.35 The intended flexibilities deriving from their removal have not been used in Wales, as schools continue to make use of discretionary points issued annually by the WLGA.

4.36 In 2015, differences emerged in the approach taken at the upper end of the MPR, with scale points 6a and 6b being used by some local authorities. We cannot arrive at a clear conclusion as to the extent of
this practice.

4.37 Consultees have also drawn our attention to the 2017 pay award, where the approach in Wales was to implement a 2% uplift to the minimum and maximum of the MPR and a 1% uplift to the discretionary points in between. We understand this was implemented in all local authority areas in Wales. In England, we understand that most local authorities implemented a 2% uplift to discretionary points.

Recommendations

In determining our recommendations, we are conscious of this year’s intention to “provide stability during a transition period”, and that time for a “more detailed consideration” will be afforded to us in future remits.

We are concerned however about the recruitment of teachers and leaders generally and in particular the recruitment and retention of teachers in certain subjects. Coupled with relatively low starting salaries when compared with other graduate professions, and an increasingly competitive environment for graduates, we recommend immediate actions to start to redress these concerns.

We commend the implementation of these recommendations as a whole from 1 September 2019, while signalling that a fundamental review of teachers’ and leaders’ pay and conditions in Wales is essential in order to fulfil the ambitions of the national mission for education.

R1 We recommend that the statutory minimum of the MPR be increased by 5% and that the statutory maximum of the MPR be increased by 2.4%.

R2 We recommend that the statutory minimum and the statutory maximum of all other pay ranges (UPR, LGPR and unqualified teachers), and all allowances, be increased by 2.4%.

R3 We recommend that the current discretionary point 6a be removed, with those currently on 6a moving to the new statutory maximum of the MPR.

R4 We recommend that discretionary scale points M2-M5 on the MPR:

- be increased to remove the detrimental effect of the 1% differential relative to points M1 and M6 that was introduced through the implementation of the 2017 pay award; and
- be increased by a further 2.4%.

R5 We recommend that the discretionary scale points on all other pay ranges (UPR, LGPR and unqualified teachers) be increased by 2.4%.
Chapter 4 – Our conclusions and recommendations

R6 We recommend that revised pay scales incorporating recommendations R1-R5 (shown as Appendix B) be implemented by all local authorities and local authority maintained schools in Wales.

R7 We recommend that the pay scales at Appendix B should become statutory and published in the STPCD for Wales. Ideally this recommendation should be implemented for 2019 but, if not, there should be a commitment to do this for 2020 onwards.

R8 We recommend a fundamental review of teachers’ and leaders’ pay and conditions of service in Wales to support the education reform agenda. Our recommendations R1-R7 are the starting points in this process.
Chapter 5 – Further observations

Following our conclusions and recommendations on our remit, this chapter provides our observations on broader matters relating to teachers’ and leaders’ pay and conditions. It also presents our views on issues which we believe are necessary to address in future remits or that could be relevant to the work of the Review Body in the coming years.

Timing of the annual pay round

5.1 Under the current pay system, school leaders and governing bodies implement changes to the STPCD in their schools. This means that it is especially important that sufficient time is allowed for them to make budgetary decisions and amend their school’s pay policy in response to changes that arise from the Welsh Government’s decisions in the light of our recommendations. We consider that it would be in the interests of all of those involved in decisions on teachers’ pay if our remits were issued and reports published at an earlier point in the school year. We ask the Welsh Government to consider the impact on schools when planning the timescales for annual pay rounds.

Notification of pay awards to teachers

5.2 Evidence presented to us by several of the consultees suggested that there was often confusion among teachers about the timing of their pay awards, and the basis for the financial amounts included in the pay awards. Section three of the STPCD covers the timing of salary determinations and notification, including the requirement for the remuneration of a teacher to be determined annually and the teacher notified in writing of that determination within a month. Consultees told us that some local authorities did not notify teachers of their annual pay award, or the basis for the award. We ask the Welsh Government to work with the WLGA and all employing authorities to ensure compliance with Section 3 of the STPCD, and inform teachers of their individual pay award, and the basis of the award, within a month of determination.

Multi-year awards

5.3 It is our understanding that previous pay remits to the STRB have been for annual pay awards. We note, however, that Spending Reviews by the Westminster Government, and subsequent allocations to the devolved bodies, can be for more than one year. We also note that other public sector workers in Wales, including those in the health service, and teachers in Scotland, have recently received multi-year pay awards. We believe that there are significant advantages for local authorities, governing bodies and teachers in receiving multi-year awards as this would allow for forward planning of school budgets and greater efficiency in the use of resources. We ask the Welsh
Government to consider remits for us which cover more than one year, in keeping with Spending Review allocations, to enable better forward planning of school budgets.

Pay policies

5.4 We have heard varying evidence on the development of pay policies and our understanding is that these are written independently by the four regional consortia for school improvement. Pay policies are then subject to local negotiation by local authorities, through their Joint Negotiating Committee, before final adoption by schools. We have been told that this process is time-consuming, particularly as it is duplicated in all local authorities in Wales. We recommend that the national pay scales become statutory in the future. **We further ask the Welsh Government to consider working with partners to develop a single model pay policy to be recommended for adoption and publication by all schools in Wales.**

Range of consultees on pay review

5.5 We believe that the pay review process would be further enhanced if we had access to a wider range of consultees in future pay reviews. In particular, we would wish to have access to the views of governing bodies of schools as they play a critical role in exercising employment responsibilities, determining pay policies for teachers and in monitoring their impact. In this context, we are concerned that there is no overarching body which represents the views of school governors in Wales, although we understand that such bodies have continued on a voluntary basis within some local authorities. **For future remits, we ask for discussion with Welsh Government on how to gather the views of representatives of governing bodies and other organisations.**

Curriculum

5.6 The Welsh Government is implementing a new curriculum for schools in Wales from September 2022, and several consultees referred to the possible impact of this on the teaching profession. We fully support the introduction of the new curriculum as a fundamental part of the national mission for education in Wales. However, we believe that it is likely that the introduction of the new curriculum could have a significant effect on the recruitment and retention of teachers in Wales, in both the short-and long-term. **We ask the Welsh Government to give careful consideration to the impact of the introduction of the new curriculum from September 2022, in the context of the current recruitment and retention of teachers and leaders in schools.**
Chapter 5 – Further observations

Data and research

5.7 We have previously referred to challenges regarding the access to, and analysis of, data. We shall also need to consider whether additional research needs to be commissioned. We ask for early discussion with the Welsh Government on how best to resource and access timely data and any further research.

Equalities implications of the teachers’ pay system

5.8 The Minister’s Remit Letter asks us to take regard of equalities legislation. We have heard from consultees about concerns regarding how consistently and effectively governing bodies, schools and local authorities discharge their legal obligations to monitor and report equalities in matters of pay decisions. There is a lack of available data on this nationally, which may be rectified by the implementation of the SWAC in November 2019. Consultees noted data from EWC showing the relative proportions of women and men in leadership positions in primary and secondary schools that requires further consideration. EWC information shows that 60% of headteachers in 2017 were female and 40% male. However, this varies by type of school, from 64% of female headteachers in primary schools to 35% in secondary schools. We ask the Welsh Government to work with all relevant bodies to ensure they comply fully with their respective duties to monitor and report equalities according to statutory requirements.

Future remits for the IWPRB

Our remit this year is restricted solely to matters relating directly to pay and this has precluded us from full consideration of all issues raised by consultees. We stand ready to engage with the Minister and consultees over our future remit to reform teachers’ and leaders’ pay and conditions so that the status of the profession is raised, and the recruitment and retention of a high-quality workforce are supported.
Appendix A – Remit Letter from Minister for Education

February 2019

Dear Sharron

REMIT 2019/20: MATTERS FOR REPORT

Further to my letter of 12 February welcoming you to the Independent Welsh Pay Review Body, I am writing to set out the issues on which the Welsh Government seeks recommendations with regard to teachers’ pay and conditions, and a timetable for reporting on these.

From 30 September 2018, responsibility for these matters was devolved to the Welsh Ministers. The content of the existing School Teachers’ Pay and Conditions Document 2018 continues to apply to the profession in Wales.

Over the coming years, the Review Body will be tasked with recommending reforms that should be made to teachers’ pay and conditions in order to raise the status of the profession and best support the recruitment and retention of high quality teachers and leaders in all schools.

As an independent body, I expect that you will provide an objective view of all the issues, reaching considered conclusions and recommendations based on evidence from the full range of interested parties.

The Review Body should consult all key stakeholders, providing them with the opportunity to submit evidence and supplementary comments - both in writing and directly to the Review Body through evidence sessions. Where necessary, the Review Body should also commission, consider and/or undertake appropriate research.

Following consideration of all the appropriate evidence, the Review Body will prepare and submit a report with recommendations to the Minister for Education. The Review Body’s conclusions and recommendations should be submitted bilingually.
As these new arrangements evolve, we want to ensure that there are effective and appropriate developments to the levels and structure of teachers’ pay. Over recent years the approach of the Westminster Government to teachers’ pay has led to the development of a pay structure that is no longer appropriate, relevant or to the advantage of the profession here in Wales.

It is important that our pay and conditions are based on the values of equity and excellence, with a clear commitment to inclusive, public service education focused on high standards. These values are fundamental to supporting and strengthening the teaching profession.

As this is the first year of the new system, there will inevitably be challenges as we all work towards very tight timescales. Therefore, I have decided that for the initial year of this new process, only matters relating directly to pay will be under consideration for amendment. This will not only provide time for more detailed consideration of potentially fundamental changes in the longer term, but will provide a period of stability for the profession and all stakeholders during the initial transition phase following devolution of the powers.

In considering this matter I am conscious of the need to recognise the different challenges associated with different posts, and the need to ensure that all teachers and leaders in our schools feel inspired to take on these differing and challenging roles.

Notwithstanding my decision to consider only those matters directly related to pay for the first year, I intend to work with stakeholders to look closely at all options and possibilities for terms and conditions for future reform, in line with Our National Mission. I will include these recommendations for consideration in later remits to the Review Body.

**Considerations to which the Review Body is to have particular regard**

These considerations are:

- the need to ensure consistent and reasonable pay arrangements which encourage teacher professionalism and supporting recruitment and retention of sufficient quantity and quality of teachers and leaders;

- that following devolution of pay and conditions, teachers in Wales will not suffer any detriment in comparison to their counterparts elsewhere in the UK;

- wider economic and public sector financial context and labour market conditions;
Appendix A – Remit Letter from Minister for Education

• the importance of promoting simplification of the pay system; and to provide standardised scales for pay and allowances that will be applied to all teachers and school leaders in Wales;

• the need for coherence across the teachers’ pay system.

The Review Body 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 Review Body the following matter for recommendation:

What adjustments should be made to the salary and allowance scales for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention.

Timescale for report

In order to allow adequate time for consideration of and consultation on your recommendations, I require you to report to me by 12 June 2019.

I look forward to receiving your recommendations.

Yours sincerely

Kirsty Williams AC/AM
Y Gweinidog Addysg
Minister for Education
## Main Pay Range

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## Leading Practitioners

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### Appendix B – Current and recommended pay allowance range

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## Appendix B – Current and recommended pay allowance range

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