

Independent Welsh Pay Review Body

FIFTH REPORT - 2024

**Report for
The Cabinet Secretary for Education
Welsh Government**

June 2024

WG 50078
ISBN 978-1-83625-179-8

TERMS AND ABBREVIATIONS

Organisations which made representations and provided evidence to the IWPRB

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

Terms and abbreviations used in this report

ALN	Additional Learning Needs
ALNCo	Additional Learning Needs Co-ordinator
ALN Code	Additional Learning Needs Code for Wales (2021)
ALNET (Wales) Act	Additional Learning Needs and Education Tribunal (Wales) Act (2018)
ASHE	Annual Survey of Hours and Earnings
BoE	Bank of England
CPI	Consumer Price Index
CPIH	Consumer Prices Index including Owner Occupiers' Housing Costs
EPI	Education Policy Institute
EWC	Education Workforce Council
FTE	Full-time equivalent
HESA	Higher Education Statistics Agency
HESES	Higher Education Students Early Statistics
IFS	Institute for Fiscal Studies
ISE	Institute of Student Employers
IT	Information Technology
ITE	Initial Teacher Education
IWPRB	Independent Welsh Pay Review Body
LEO	Longitudinal Education Outcomes
LFS	Labour Force Survey
LGPR	Leadership Group Pay Range
MFL	Modern Foreign Languages
MPR	Main Pay Range
NDR	Non Domestic Rate
NJC	National Joint Council
NQTs	Newly Qualified Teachers
OBR	Office for Budget Responsibility
OECD	Organisation for Economic Co-operation and Development
ONS	Office for National Statistics
OUP	Open University Partnership
PGCE	Post Graduate Certificate of Education
PLASC	Pupil Level Annual School Census
PPF	Teachers' Pay and Conditions Partnership Forum
PRUs	Pupil Referral Units
QTS	Qualified Teacher Status
RPI	Retail Price Index

RSG	Revenue Support Grant
SEN	Special Educational Needs
SNCT	Scottish Negotiating Committee for Teachers
STEM	Science, Technology, Engineering and Mathematics
STPCD	School Teachers' Pay and Conditions Document
STPC(W)D	School Teachers' Pay and Conditions (Wales) Document
STRB	School Teachers' Review Body
SWAC	Schools Workforce Annual Census
SWCG	Strategic Workload Co-ordination Group
TOIL	Time Off In Lieu
TLR	Teaching and Learning Responsibility
TPS	Teachers' Pension Scheme
TPSM	Teacher Planning and Supply Model
UCEA	University and Colleges Employers' Association
UPR	Upper Pay Range
USD	US Dollars

CONTENTS

	Page
Terms and abbreviations	i
Contents.....	iii
The Independent Welsh Pay Review Body – our role	v
Executive Summary	vii
Chapter 1 – Introduction	
Opening remarks	1
The pay system for teachers and leaders in Wales	1
Recommendations from the fourth (2022) IWPRB report	2
What we did in 2023	2
Fifth remit (2024)	4
The IWPRB’s approach to the 2024 report	5
This year’s process and lessons for the future	7
The structure of this report	8
Chapter 2 – Economic context	
Economic context/public sector finance	10
Local authority expenditure in schools	13
Public sector pay	15
Chapter 3 – Educational context	
Educational context – statistical background	18
Number of schools	18
Pupil population: context and projections	18
Teacher and leader statistics	20
Entrants to the teaching profession	23
ITE	24
ITE recruitment	24
ITE recruitment against allocations	25
Welsh language	26
Vacancies	29
Teacher vacancies	29
School leader vacancies	32
Retention	33
Chapter 4 – Matters relevant to salaries and allowances	
Teaching scales	37
Leadership scales	37
Observations regarding pay and gender	38
Comparators between salaries in England and Wales	38

Pay scale comparators	40
Teachers' starting salaries compared with other graduate professions	40
Salaries for experienced teachers compared with other graduate professions	44
Salaries for headteachers compared with OECD countries	50
Teaching and learning responsibility (TLR) arrangements	52
Incidence of TLRs	52
Remuneration and terms and conditions for Additional Learning Needs	55
Co-ordinators (ALNCos).....	55
Conditions of Service for teachers and leaders	57
Teaching time (excludes preparation time and breaks between lessons).....	57
Working time for teachers and leaders	58

Chapter 5 – Consultation responses

Salary and allowance ranges for teachers and leaders	61
Salary and allowance increases	62
Impact of pay on recruitment and retention	63
Principles for pay awards	64
Additional guidance in Section 3 of the STPC(W)D	66
Remuneration and terms and conditions for Additional Learning Needs	
Co-ordinators (ALNCos)	68
Allocation of non-contact time	71
Administrative and clerical tasks	72
Leaders' conditions of service	73
Teachers' conditions of service	76
Annual pay cycle	78

Chapter 6 – Conclusions and recommendations

Background	80
Salary and allowance ranges for teachers and leaders	81
Additional guidance in Section 3 of the STPC(W)D	84
Remuneration and terms and conditions for Additional Learning Needs	
Co-ordinators (ALNCos)	85
Allocation of non-contact time	89
Administrative and clerical tasks	89
Leaders' conditions of service	91
Teachers' conditions of service	92
Annual pay cycle	93
Matters relating to equality	94

Appendix A – Remit Letter from the Minister for Education and Welsh Language

Appendix B – Professional learning presentations to the IWPRB

Appendix C – Implementation timeline (from IWPRB's Strategic Review)

Appendix D – Suggested updates to the list at Annex 3 of section 2 of the STPC(W)D

Appendix E – Recommended pay scale points for 2024-2025

THE INDEPENDENT WELSH PAY REVIEW BODY

Our role

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

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

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

The members of the IWPRB are:

Sharron Lusher MBE DL – Chair

Simon Brown – Member

Dr Caroline Burt – Member

Aled Evans – Member

Dr John Graystone – Member

Annmarie Thomas – Member (from 1 March 2024)

Saleha Wadee – Member (from 1 March 2024)

Professor Stephen Wilks – Member

Introduction

The Independent Welsh Pay Review Body (IWPRB) is pleased to present its fifth report on teachers' and leaders' pay and conditions in Wales.

The IWPRB is committed to recommending reforms to teachers' and leaders' pay and terms and conditions in Wales that will help raise the status of the profession and best support the recruitment and retention of high-quality teachers and leaders in all its schools.

Wales is currently implementing a significant programme of education reform aimed at securing high standards and reducing the effect of poverty on educational attainment. 'Our national mission: high standards and aspirations for all'¹ seeks to build on its predecessor's aim of improving the school system.

The development of this fifth report has been conducted both virtually and face-to-face, using online meetings and discussions for gathering evidence.

A number of matters have affected the production of this report which resulted in an extended deadline for submission to the Cabinet Secretary for Education.²

Firstly, the delay to the receipt of the remit letter, which was expected in October 2023, but was not issued until the end of January 2024, and the timescale between its receipt and the submission of our report is unfortunate. These have restricted the consultation period, and precluded the IWPRB from obtaining all necessary information to make recommendations, including: additional research, technical briefings and advice on legislative and contractual implications.

Secondly, it is regrettable that our strategic review of the structure of teachers' and leaders' pay and conditions in Wales, and our report on the roles and responsibilities of supply teachers in Wales employed through local authorities or directly by schools were neither discussed with the PPF, nor published before the issue of the remit letter, or during the written consultation period. We believe that the sharing of both our review and report to the PPF would have led to a better alignment of the remit, thereby avoiding unnecessary duplication of work by consultees and the IWPRB.

Thirdly, the continued lack of a full secretariat support service to undertake the analysis of data, consultee responses, provision of technical and legal briefings and report drafting have created significant difficulties given the breadth of scope in this year's remit.

¹ Wales.gov, *Our national mission: high standards and inspiration for all*

https://www.gov.wales/sites/default/files/publications/2023-03/our-national-mission-high-standards-and-aspirations-for-all_0.pdf

² Following the appointment of a new First Minister for Wales in March 2024 and the establishment of a new Cabinet, the Cabinet Secretary for Education replaced the Minister for Education and Welsh Language.

Executive Summary

The strategic review contained an implementation timeline. The timeline was designed to ensure that all relevant evidence could be gathered in advance of reaching conclusions on matters raised.

One of the matters for recommendation in this year's remit relates to teachers' conditions of service and we maintain that our previous recommendations noted within the strategic review in paragraphs 6.4 and 6.5 and the timeline still stand. To make a recommendation at this stage, without all the necessary evidence, would not be appropriate. Any evidence received from consultees this year relating to such matters will be retained, and taken into account at the appropriate time, noting that updated evidence may be required.

Due to the condensed time period and the lack of full secretariat support, we have been unable to make comprehensive recommendations on leaders' conditions of service, as we did not have sufficient evidence or the required research and advice (for example on applicable legislative, contractual and regulatory matters). Again, any evidence received from consultees this year relating to such matters will be retained and taken into account at the appropriate time, noting that updated evidence may be required.

We appreciate the contributions of consultees throughout this process and their engagement in consultation with the IWPRB in this and previous years.

Our remit for September 2024

The Minister for Education and Welsh Language's remit letter, asked the IWPRB to prepare and submit a report with recommendations by 24 May 2024. This deadline for the submission of the report was subsequently extended to 7 June 2024.

The following matters for recommendation were referred to the IWPRB:

- What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high-quality practitioners?
- Consideration of the requirement for additional guidance to that currently provided in Section 3 of the STPC(W)D.
- Appropriate remuneration and terms and conditions for the newly defined statutory role of Additional Learning Needs Coordinator (ALNCo) to fairly reflect roles, responsibilities, working time and workload, with particular regard to the consistency and appropriateness of awards.
- Whether any other tasks should be added to the list of administrative and clerical tasks at Annex 3 of section 2 of the STPC(W)D including any requirement for the potential inclusion of specific reference to school leaders.

- Leaders' Conditions of Service and in particular the consideration of introducing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends for leaders be included in the STPC(W)D.
- Teachers' Conditions of Service and in particular reviewing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends be revised in the STPC(W)D.

The Minister also included the following paragraph in his remit letter:

“I also wanted to draw to your attention an issue that has been raised in regard to timing of the annual pay review. Currently, the annual cycle reflects the academic year. However, I would appreciate views on changing this approach to link with the financial year whilst ensuring that there is no consequential detriment to pay of school leaders and teachers. Such a change in approach would not necessarily require amending commencement of the pay award from 1 September. However, linking consideration and decisions to the financial year may allow for improvements in financial management.”

The remit letter required the IWPRB to have particular regard for the following considerations:

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

The letter also asked that “the IWPRB should 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”.

Our conclusions and recommendations

In reaching our conclusions, and subsequently arriving at recommendations, we have considered information and data provided in Chapters 2, 3 and 4, and responses from the Welsh Government and other consultees in Chapter 5. Chapter 6 presents our conclusions and recommendations.

Salary and allowance ranges for teachers and leaders

The UK economy has seen a turbulent two years with high inflation and high interest rates. The inflation rate (CPIH) has fallen from 6.3% in September 2023 to 3% in April 2024 at the time of writing. Interest rates remain high at 5.25%.

Our analysis this year shows that the starting salary for teachers in Wales is above that for teachers in England, but below that for teachers in Scotland. The ISE Student Recruitment Survey (2023) reported a median starting salary for graduates in Wales of £28,000, whilst the High Fliers report states that in 2024, median graduate starting salaries are £34,000 across the UK.

The OECD annual study, *Education at a Glance 2023*, shows that starting salaries for primary and secondary teachers in Wales and England are slightly below the OECD starting salaries.³ The OECD reports that headteachers' minimum statutory salaries across England and Wales in upper secondary schools are above the minimum statutory salaries across the OECD countries.

With respect to average salaries, teachers' salaries in Wales are in the top quartile of professions reported as part of the Annual Survey of Hours and Earnings (ASHE) within Wales.

Headteachers are reported to have the highest average actual salaries within OECD countries.

The IWPRB shares the concerns expressed by consultees over the shortfall in applications for ITE courses and the difficulties in recruitment, particularly in some subjects, including Welsh medium, and in certain geographical areas. We also note that the number of applications per vacancy in certain subject areas (STEM, Welsh first language and modern foreign languages) has shown a decreasing trend over the last five years.

Some consultees raised concerns about the retention of teachers which we note, yet the data over the last four years has remained stable and is currently 2.8%. As we have reported previously, we note that the largest proportion of leavers is within their first five years of teaching, followed by teachers with 16-20 years of experience.

Consultees have also drawn attention to the fact that the nature of teaching makes it difficult for teachers to be afforded similar opportunities as other professions in accessing flexible working.

In their evidence to us, the teaching unions made a case for an above-inflation pay award, bringing to our attention the decline in real terms pay over the last decade.

³ OECD (2023), *Education at a Glance* <https://www.oecd-ilibrary.org/docserver/e13bef63-en.pdf?expires=1710491357&id=id&accname=guest&checksum=AE44689485DB01C70443652A75C99588>

In making our first recommendation, we have taken into account inflation, as well as the considerations regarding recruitment, and real terms decline in pay.

RECOMMENDATION 1

The IWPRB recommends to the Welsh Government that all salaries and allowances be increased by 4.3% from September 2024.

Additional guidance in Section 3 of the STPC(W)D

Since the devolution of pay and conditions in 2018, many changes have taken place with the result that some of the guidance in Section 3 of the STPC(W)D is either not reflective of current practice or is out of date and no longer required. In addition, it is considered timely to review the general language in the STPC(W)D to ensure that it is fully reflective of the terminology used in Wales.

We concur with most consultees that a task and finish group be established to review the requirement for additional guidance to that currently provided in Section 3 of the STPC(W)D. Many consultees supported using existing structures in the form of a tripartite forum, such as the Pay Partnership Forum (PPF) or a working party to undertake this task to ensure equitability and fairness.

RECOMMENDATION 2

The IWPRB recommends that during 2024-2025 the Welsh Government remits an existing tripartite working group to begin to amend the additional guidance required in section 3 of the STPC(W)D in accordance with the timeline in the strategic review.

Remuneration and terms and conditions for Additional Learning Needs Coordinators (ALNCos)

Our conclusions and recommendations reflect the scope of the remit letter and the recommendations contained in the ALNCo task and finish group report which was a result of a past IWPRB recommendation. For reference, the recommendations from the ALNCo task and finish group report are included.

ALNCo task and finish group recommendation 1 – The Additional Learning Needs Co-Ordinator should be appointed as part of the Senior Leadership Team of the setting in order to effectively meet their required responsibilities.

The ALNCo is a statutory role. The ALN Code states that the ALNCo will need to be involved in the strategic co-ordination of ALN resources, such as in deploying and

Executive Summary

supporting staff and working with colleagues on the senior leadership/management team to plan and decide on the appropriate resources required to support staff within the education setting. Also, that ALNCoS should be actively involved in budgetary and resource deployment decisions involving ALN provision and that the role should form part of the senior leadership team (SLT) or have direct communication to the SLT.

All consultees agreed that the ALNCo should be appointed as a member of the senior leadership/management team. The IWPRB concurs with this view and believes the ALN Code should be amended to reflect this by September 2024.

RECOMMENDATION 3

The IWPRB recommends to the Welsh Government that ALNCoS be appointed as members of the senior management team/senior leadership team in all education settings and that the ALN Code be amended to reflect this by September 2024.

ALN task and finish group recommendation 2 - The Additional Learning Needs Coordinator should be remunerated in line with appointment to the Senior Management Team of the setting to reflect the managerial responsibilities of the role.

As a new statutory position, the role of the ALNCo is not yet included within the STPC(W)D. A number of consultees requested that it be included in the Document.

Our analysis of data highlighted a wide range in the salaries for ALNCoS nationally, with some paid on the leadership group pay range (LGPR), Upper Pay Range (UPR) and Main Pay Range (MPR) with the use of Teaching and Learning Responsibility (TLR) allowances and additional learning needs (ALN) allowances. We noted that ALNCo salaries vary from a mean of £58,407 (for those paid on the LGPR) to £36,086 (from those paid on the MPR) and more than 90% are paid on the LGPR or UPR scales.

The IWPRB has reflected on the statutory and strategic nature of the ALNCo role, as well as noting the views of the majority of consultees.

Consequently, we recommend that the ALNCo should be paid on the leadership scale.

RECOMMENDATION 4

The IWPRB recommends to the Welsh Government that ALNCoS currently paid on the MPR and UPR be paid on the LGPR from September 2024. We further recommend that ALNCoS be included in the 'leadership pay' sections of the STPC(W)D and that they are subject to the same terms and conditions as leaders.

It is important that ALNCoS do not suffer any salary detriment in transitioning to the leadership scale as a result of the implementation of this recommendation.

RECOMMENDATION 5

The IWPRB recommends to the Welsh Government that ALNCoS currently paid on the MPR and UPR should be paid a salary on the LGPR on a scale point which is either equivalent to, or the nearest point above, their consolidated existing salary and allowance.

During the consultation process we were informed that some headteachers take on the role of the ALNCo, often in smaller schools.

This increased our concerns over workload and the well-being of those headteachers who act as ALNCo. We believe that relevant bodies should consider the impact of such workload on the well-being of headteachers and would encourage, wherever appropriate, the adoption of cluster arrangements for ALNCoS. This approach allows headteachers to focus on their core role, including strategic oversight of ALN provision. In addition, relevant bodies should use all options available to them within paragraph 9 of the STPC(W)D, to consider the remuneration of headteachers taking on the ALNCo role.

We are conscious that the ALNET (Wales) Act has not yet been fully implemented and would recommend further consideration of this following full implementation of the Act. Therefore, we are making no immediate recommendation.

ALN task and finish group recommendation 3 - The Additional Learning Needs Coordinator should be offered a Professional Learning package appropriate to their role, experience and needs, and should be allocated non-contact time to undertake this.

The IWPRB notes that regulations made under section 60 of the ALN Act place a statutory duty on governing bodies to ensure that ALNCoS have prescribed qualifications or prescribed experience.

We concur with consultees, who generally agreed with the ALN task and finish group recommendation that there is a need for continuous professional development throughout the career of the ALNCo. We consider that this professional development should include leadership as well as professional and technical training. Relevant bodies should allow appropriate non-contact time for this training to be undertaken.

Although the remit of the IWPRB does not extend to prescribing professional development requirements for ALNCoS, we would encourage additional guidance being given to education settings on the type and nature of qualifications required for the role, and that further consideration should be given to a national qualification, at an appropriate level.

Executive Summary

RECOMMENDATION 6

The IWPRB recommends to the Welsh Government that ALNCoS should be offered a professional learning package appropriate to their role, experience and needs, and that employers allocate sufficient non-contact time to undertake this professional learning.

ALN task and finish group recommendation 4 - Consideration should be given to identifying a level which reflects the role designated to the ALNCo. This should be at the Senior Management level in the setting and should draw remuneration commensurate with the role.

The IWPRB considers that this recommendation has already been addressed in the recommendations above related to ALNCoS.

Allocation of non-contact time

We note that both the ALNCo task and finish group report and consultees advise that further research needs to be carried out to identify the amount of non-contact time required to fulfil the ALNCo role effectively. This research should be helpful to leaders in carrying out their professional duties in relation to the ALNET (Wales) Act, recognising that they are best placed to understand the characteristics of their setting, and ensuring a consistent and fair allocation of time to all ALNCoS.

The IWPRB endorses this proposal and believes that further research needs to be carried out on non-contact time.

RECOMMENDATION 7

The IWPRB recommends to the Welsh Government that it commissions further research in 2024-2025 to determine appropriate non-contact time for ALNCoS to support leaders in the allocation of non-contact time for ALNCoS' duties.

Administrative and clerical tasks

Recent changes in working practices and evolving technology mean that the list of administrative and clerical tasks in Annex 3 of Section 2 of the STPC(W)D requires updating. We note that some consultees referred to the updated list that applies in England and suggested that the inclusion of items from this list would be a pragmatic approach.

There was a consensus from consultees that this list is an illustrative list of tasks and should be underpinned by key principles of whether the task needs to be completed at all and, if so, whether the task requires the professional judgement of a teacher.

We note that a task and finish group was the consultees' preferred mechanism for updating, clarifying, and adding new or further guidance. However, the IWPRB is conscious of the additional workload associated with the establishment of a task and finish group to consider and report on any changes required.

Therefore, we conclude that, whilst there may be some merit in the task and finish group approach, a more pragmatic short-term solution is feasible. We propose that the STPC(W)D is amended using an updated list of administrative and clerical tasks which includes changes put forward by consultees and additional tasks which are included in lists which apply in England. This proposed updated list is at Appendix D.

In the longer term, the list should be reviewed annually by the PPF to ensure that it reflects changing working practices and technologies.

RECOMMENDATION 8

The IWPRB recommends to the Welsh Government that, subject to agreement by an existing appropriate group, the wording of the list of administrative and clerical tasks in Annex 3 of Section 2 of the STPC(W)D be updated as set out in Appendix D by September 2024.

We conclude that changes are required in the wording of the STPC(W)D to clarify, update and strengthen the rights of school leaders regarding the list of administrative and clerical tasks in Annex 3 of Section 2.

RECOMMENDATION 9

The IWPRB recommends to the Welsh Government that the list in Appendix D should be extended to include reference to headteachers and leaders through the updating of 46.1 of the STPC(W)D by September 2024 to include reference to all teachers' overarching rights of paragraph 51, as follows:

Unless expressly provided for in their contract of employment or elsewhere in the STPC(W)D, assistant headteachers, deputy headteachers, headteachers and other leaders will be entitled to the rights conferred in paragraphs 51.8 and 51.9.

Leaders' conditions of service

The position regarding leaders' conditions of service is complex. Leaders, unlike teachers, do not have a statutory number of working days. The STPC(W)D makes little reference to working time for leaders noting that nothing is to be taken in the STPC(W)D which should conflict with The Working Time Regulations (1998) concerning certain aspects of the organisation of working time (paragraph 50.1).

During the consultation process, the IWPRB heard significant concerns regarding workload and its impact on school leaders. Consultees reported a widespread sense of a system at or nearing "breaking point". We note that consultees were in favour of ensuring that leaders have a form of protected time, but there was no consensus as to how that should be achieved.

We acknowledge paragraph 50.1 in the STPC(W)D, but also draw attention to the question regarding the extent to which headteachers and school leaders are subject to *all* protections afforded by the Working Time Regulations (1998).

We believe that this matter requires urgent attention. We believe that there must be greater exploration with consultees of the potential options and then an impact assessment of the options under consideration. It is therefore necessary for this matter to receive additional time to consider exactly what is required, consider potential legal or contractual matters, and any other implications arising from implementation. We believe that this needs to be considered within our 2025-2026 remit.

In the interim period, we believe that it would be appropriate for the Welsh Government to remind local authorities and relevant bodies of their responsibilities as employers to leaders, and in particular, the need for leaders to have periods of uninterrupted rest. This would be timely, given the accelerating reform within the school sector, and the imminent changes to qualifications.

We know that local authorities and relevant bodies work to ensure that leaders are not unnecessarily disturbed during periods when the school is not open to pupils – finding periods of interrupted rest. We would suggest that as an interim measure, such arrangements are reviewed using existing mechanisms where appropriate (such as the Maintained Schools (Partnership Agreements) (Wales) Regulations 2007).

RECOMMENDATION 10

The IWPRB recommends to the Welsh Government that conditions of service for leaders should be further explored as part of our 2025-2026 remit.

In the interim period, the IWPRB recommends to the Welsh Government that it reminds local authorities and relevant bodies of their responsibilities as employers, and in particular the need the need for leaders to have periods of uninterrupted rest.

Teachers' conditions of service

The position of working time for teachers has been explored in the strategic review. Recommendations include a workload reduction plan, limits on hours spent in the classroom, and the reconsideration of PPA. Our view remains that these matters must be considered fully, as recommended in the strategic review.

The overwhelming evidence we received regarding conditions of service for teachers surrounded workload, and the IWPRB understands that the work of the Strategic Workload Co-ordination Group (SWCG), which is focused on workload reduction for teachers and leaders, is ongoing, and it would therefore not be appropriate to comment on that at this stage.

Annual pay cycle

We note that there is clear support to amend the timing of the annual pay review process so that it facilitates better and more accurate financial management at both a local authority and school level.

The IWPRB recognises that the implications of moving from one pay cycle to another need to be appraised, particularly how the transitional year would be managed.

Any amendments will need to be subject to thorough research and appraisal to ensure that they fit within a defined pay review timescale from the issuing of the remit letter to the Welsh Government's consultation on recommendations. We concur with concerns raised by some consultees that unintended consequences might arise as a result of changes to the whole process.

The IWPRB concludes that the process of aligning the annual pay cycle with the financial year needs to be carefully mapped from start to finish to ensure that it does not impinge on other events in the relevant academic year and governance calendars. A full impact assessment, including consideration of current legislation and regulations relating to schools, should then be undertaken.

RECOMMENDATION 11

The IWPRB recommends to the Welsh Government that a briefing paper be prepared that schedules the annual pay review process.

The briefing paper and associated impact assessment should be discussed with all relevant parties during 2025-2026 to agree the way forward.

Matters relating to equality

The IWPRB's third report dated May 2021 recommended that:

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

This recommendation was repeated in the IWPRB's fourth report dated May 2022, due to the urgency over addressing equality issues.

However, since those recommendations were accepted by the Minister for Education and Welsh Language, we have received very little evidence of their implementation.

We acknowledge a number of initiatives at the Welsh Government level but we remain concerned about equality at a school level.

RECOMMENDATION 12

The IWPRB refers the Welsh Government to its previous recommendations that were endorsed by the Minister for Education and Welsh Language, and recommends that the Welsh Government urgently reviews the monitoring and reporting of equality legislation at school and local authority level, and considers whether changes are required to the STPC(W)D and school pay policies, to ensure that schools and local authorities carry out their statutory duties regarding equality.

Opening remarks

- 1.1 The Independent Welsh Pay Review Body (IWPRB) is pleased to present its fifth report on teachers' and leaders' pay and conditions in Wales.
- 1.2 Wales is implementing a significant programme of education reform aimed at securing high standards and reducing the effect of poverty on educational attainment. 'Our national mission: high standards and aspirations for all' seeks to build on its predecessor's aim of improving the school system.⁴ The national mission articulates the government and education system's priorities to ensure the success, high standards and well-being of all learners.
- 1.3 The IWPRB is committed to recommending reforms that should be made to teachers' and leaders' pay and terms and conditions in Wales, to help raise the status of the profession and best support the recruitment and retention of high-quality teachers and leaders in all its schools.

The pay system for teachers and leaders in Wales

- 1.4 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 from the Westminster Government to Welsh ministers from 30 September 2018.⁵
- 1.5 Under this provision the IWPRB was established to recommend reforms on the pay and conditions of service for school teachers and leaders in Wales. Since its establishment, the IWPRB has produced four annual reports making recommendations to the Minister for Education and Welsh Language and his predecessor, the Minister for Education.
- 1.6 Teachers' pay and conditions in Wales are set out in the annual publication of the School Teachers' Pay and Conditions (Wales) Document (STPC(W)D) and guidance on school teachers' pay and conditions.⁶ Employers of teachers in maintained schools in Wales must have regard for this statutory document, which sets out what schools and local authorities must do to comply with the law.

⁴ Gov.wales (2023), *Our national mission: High standards and aspirations for all* https://www.gov.wales/sites/default/files/publications/2023-03/our-national-mission-high-standards-and-aspirations-for-all_0.pdf

⁵ Legislation.gov.uk (2017), *The Wales Act 2017* <https://www.legislation.gov.uk/ukpga/2017/4/contents/enacted>

⁶ Gov.wales (2023), *School Teachers' Pay and Conditions (Wales) Document and guidance on school teachers' pay and conditions* <https://www.gov.wales/school-teachers-pay-and-conditions-wales-document-2023>

Recommendations from the fourth (2022) IWPRB report

- 1.7 The IWPRB produced its fourth report into teachers' and leaders' pay and conditions in Wales for the Minister for Education and Welsh Language in May 2022. The report contained seven recommendations.
- 1.8 The Minister made a statement on 21 July 2022 regarding the recommendations from our fourth report, where he accepted in principle all recommendations. These recommendations included a two-year pay award period, with a 5% increase for all salaries and allowances for the first year, and a 3.5% increase for the second, subject to a review of the economic position. Following extensive negotiations with trade unions and the WLGA, the Welsh Government presented a new pay offer to teachers and headteachers for the first year. In addition to the 5% pay rise already awarded, the revised pay offer comprised of an additional 3%, of which 1.5% was consolidated and 1.5% was non-consolidated.
- 1.9 The continued volatility of economic conditions invoked a process to review recommendation 2 of the report:
- “We recommend to the Welsh Government that all statutory scale points on all pay scales, and all allowances, are increased by 3.5% for 2023-2024. This figure should be kept under review and revisited if there is a significant change in economic conditions compared with the current forecasts.”
- 1.10 The review was carried out by the Minister for Education and Welsh Language, and an increase to the pay uplift from 3.5% to 5% was agreed for 2023-2024.

What we did in 2023

- 1.11 The remit letter from the Minister for Education and Welsh Language of December 2021 required the IWPRB to produce a strategic review of the structure of teachers' and leaders' pay and conditions in Wales.
- 1.12 The terms of reference for the strategic review set by the Minister for Education and Welsh Language were that the IWPRB should:
- Undertake an independent, strategic review of the current structure of teachers' and leaders' pay and conditions in Wales and propose opportunities for improvements where required; based on evidence and lessons learned to meet aspirations for the future
 - Engage and consult with all members of the tri-partite Teachers' Pay and Conditions Partnership Forum (PPF) on issues identified

- Provide an opportunity for the Minister for Education and Welsh Language to formally consider a report
- 1.13 The report should consider:
- What aspects of the current structure work well and what aspects are valued?
 - What aspects of the current structure could be improved, including identifying specific elements and/or any strategic changes to current overall structure where change is recommended?
 - How any proposed changes to the structure of teachers' pay and conditions can help meet future aspirations for the profession in Wales?
- 1.14 The Minister for Education and Welsh Language envisaged at that time that the review of supply teachers in Wales would form part of the overall strategic review, which was originally scheduled to be presented to the Welsh Government on 31 March 2023. Several events led to a revised date for the strategic review's submission from March to December 2023.
- 1.15 Commitments in the Welsh Government and Plaid Cymru's Co-operation Agreement (2021)⁷ to introducing a more sustainable model of supply teaching with fair work at its heart, meant that the element of the report on supply teachers was required before the publication of the full strategic review and prioritised accordingly. Our original report on supply teachers in Wales was submitted to the Minister for Education and Welsh Language on 30 April 2023 as required.
- 1.16 On 14 June 2023, the IWPRB received correspondence from the Minister, noting that due to circumstances outside the control of the IWPRB, timescales had changed, and because of these changes, consultees had not been able to provide oral representations concerning the report on supply teachers. The Minister asked the IWPRB to consider allowing oral representations and permitted additional time for the resubmission of the report following these representations. The IWPRB considered the request, and given the additional time now afforded, agreed that oral evidence sessions could be held. The updated supply report was submitted to the Welsh Government on 23 October 2023, and published on 18 April 2024.
- 1.17 The strategic review of teachers' and leaders' pay and conditions, following several priority changes as outlined in paragraph 1.16 was submitted to the Welsh Government on 21 December 2023, and published on 9 April 2024.

⁷ Gov.wales (2024), *The Co-operation Agreement* <https://www.gov.wales/co-operation-agreement>

Fifth remit (2024)

- 1.18 The Minister for Education and Welsh Language issued the fifth remit letter to the IWPRB on 24 January 2024, with a deadline to submit our report on 24 May 2024.
- 1.19 In his remit letter the Minister required the IWPRB to have particular regard for the following considerations:
- the need to ensure consistent and reasonable pay arrangements which encourage teacher professionalism together with supporting recruitment and retention of sufficient quality and quantity of teachers and leaders;
 - recruitment and retention data;
 - wider economic and labour market conditions, including the public sector financial context;
 - identification of cost of any proposed changes to pay and conditions;
 - a need for coherence across the teachers' pay system in Wales, providing simplification and standardisation that can be applied to all teachers and school leaders in Wales.
- 1.20 The letter asked that the IWPRB should 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.
- 1.21 The following matters were referred to the IWPRB for recommendation:
- What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high quality practitioners;
 - Consideration of the requirement for additional guidance to that currently provided in Section 3 of the STPC(W)D;
 - Appropriate remuneration and terms and conditions for the newly defined statutory role of Additional Learning Needs Co-ordinator (ALNCo) to fairly reflect roles, responsibilities, working time and workload, with particular regard to the consistency and appropriateness of awards;
 - Whether any other tasks should be added to the list of administrative and clerical tasks at Annex 3 of Section 2 of the STPC(W)D

including any requirement for the potential inclusion of specific reference to school leaders;

- Leaders' Conditions of Service and in particular the consideration of introducing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends for leaders be included in the STPC(W)D;
- Teachers' Conditions of Service and in particular reviewing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends be revised in the STPC(W)D.

1.22 The Minister also included the following paragraph in the remit letter:

“I also wanted to draw to your attention an issue that has been raised in regard to timing of the annual pay review. Currently, the annual cycle reflects the academic year. However, I would appreciate views on changing this approach to link with the financial year whilst ensuring that there is no consequential detriment to pay of school leaders and teachers. Such a change in approach would not necessarily require amending commencement of the pay award from 1 September. However, linking consideration and decisions to the financial year may allow for improvements in financial management”.

The IWPRB's approach to the 2024 report

1.23 Following receipt of the remit letter on 24 January 2024 the IWPRB issued the letter to all consultees on 25 January 2024. Consultees were informed that guidance on written submissions would be issued following discussion of the remit by the IWPRB.

1.24 This year the IWPRB found it necessary to clarify the remit letter further with the Minister for Education and Welsh Language. This was for two reasons:

- The scope of the remit letter included matters for which recommendations had already been made in the strategic review and the supply teachers' report. However, at the time of receiving the remit, neither review had been published, so there was the potential for overlap and duplication of effort.
- The timeframe for the submission of the report was tight, and there was uncertainty surrounding the agreed provision of appropriate secretariat resources to support the work of the IWPRB to undertake the full scope of the review.

1.25 The IWPRB wrote to the Minister for this clarification on 6 February 2024, and received a response on 15 February 2024, which asked us to consult on the remit as worded and inform consultees that we had made

Chapter 1 - Introduction

recommendations in our strategic review which may relate to some of these matters. Guidance on making their written submissions, including the Welsh Government's advice, was sent to all consultees on 16 February 2024.

1.26 We invited written submissions from the following:

- The Association of School and College Leaders in Wales (The ASCL Cymru)
- Community Cymru
- Diocesan authorities
- The National Association of Headteachers in Wales (The NAHT Cymru)
- The National Association of Schoolmasters/Union of Women Teachers in Wales (The NASUWT Cymru)
- The National Education Union in Wales (The NEU Cymru)
- Undeb Cenedlaethol Athrawon Cymru (UCAC)
- The Welsh Government
- The Welsh Local Government Association (The WLGA)

1.27 We received written evidence from:

- The ASCL Cymru
- Community Cymru
- The NAHT Cymru
- The NASUWT Cymru
- The NEU Cymru
- UCAC
- The Welsh Government
- The WLGA

1.28 Due to the constrained timeline, several consultees raised concerns about the deadline for the submission of supplementary evidence. We were sympathetic to these concerns and responded to requests for extensions on an individual basis, bearing in mind that the supplementary evidence consultation period included the Easter school holiday.

1.29 All organisations in paragraph 1.27, except the Welsh Government and Community Cymru, submitted supplementary evidence to the IWPRB. All organisations in paragraph 1.26 participated in oral representation sessions.

1.30 The IWPRB wishes to extend its gratitude to consultees for their time and co-operation in this year's process and acknowledges the difficulties encountered as a result of constricted timescales.

1.31 The IWPRB also wishes to extend its thanks to those individuals and organisations who invested their time in our professional development during the period. Those who contributed are included in Appendix B.

- 1.32 As part of our fifth report, we examined many other sources of evidence which were relevant to the teaching workforce in Wales, and these are referred to within this report.
- 1.33 The IWPRB has used data from multiple sources to inform its findings for this report. This includes data from the Welsh Government (Pupil Level Annual School Census (PLASC) and School Workforce Annual Census (SWAC)), the Education Workforce Council (EWC), Organisation for Economic Co-operation and Development (OECD) and the Higher Education Statistics Agency (HESA). Data was gathered and collated by the EWC.
- 1.34 The IWPRB wishes to draw attention to the support of the independent secretariat, provided by the EWC. The secretariat has worked hard to ensure the process has run smoothly and members thank them for their work. We also thank Vanessa Morgan of Morgan Hale Consultancy for her substantial contribution to the work of the IWPRB in compiling this report, Nerys Hurford of Nerys Hurford Ltd and Trosol for providing Welsh language translation services.

This year's process and lessons for the future

- 1.35 The delay to the receipt of the remit letter, which was expected in October 2023, but was not issued until the end of January 2024, and the timescale between its receipt and the submission of our report are both unfortunate. These matters restricted the consultation period, and in one case, precluded the IWPRB from obtaining all necessary information, including: additional research, technical briefings and advice on legislative and contractual implications, in order to make recommendations.
- 1.36 It is regrettable that our strategic review of the structure of teachers' and leaders' pay and conditions in Wales, and our report on the roles and responsibilities of supply teachers in Wales employed through local authorities or directly by schools were neither discussed with the PPF, nor published before the issue of the remit letter, or during the written consultation period. We believe that the sharing of both our review and report to the PPF would have led to a better alignment with the remit, thereby avoiding unnecessary duplication of work by consultees and the IWPRB.
- 1.37 The IWPRB remains concerned about the provision of secretariat resources. For some time, the IWPRB has requested from the Welsh Government a full secretariat service as provided to the School Teachers' Review Body (STRB), and other pay review bodies in England. Some of the secretariat services have been provided by the EWC since the IWPRB's inception, including organisation of meetings, liaison with consultees and more recently, gathering data. However, services provided to the STRB including technical briefings, analysis of consultation responses, procurement of

Chapter 1 - Introduction

research and information and drafting the report under the direction of the STRB are not provided to the IWPRB.

- 1.38 Initially, the Welsh Government arranged for those additional services to be provided for this year. However, some objections received meant that this arrangement did not proceed.
- 1.39 Not being able to take advantage of the additional secretariat service affected our ability to consider fully all matters for recommendation, in combination with the short timeframe as referenced above. An extension to the deadline was required to submit a report to the Cabinet Secretary for Education.⁸
- 1.40 As a result, the IWPRB has been unable to respond in full, as it would wish to do, to the scope of the remit. In addition, there are elements of the remit where we refer back to the strategic review, where we set out a timeframe to enable the capture of all relevant information and evidence in order to make recommendations. Any evidence received from consultees this year relating to such matters will be retained and taken into account at the appropriate time, noting that updated evidence may be required.
- 1.41 We believe that recommendations made, and accepted by Ministers, in our previous four reports have enhanced the pay and conditions structure for teachers and leaders in Wales. We are committed to listening carefully to consultees, obtaining all relevant technical advice in connection with complex matters, and commissioning research where appropriate, to ensure that our recommendations are secure. We believe that to continue to work with integrity as we move forward, it is imperative that:
- the remit letter is received a minimum of six months in advance of the report submission deadline
 - full secretariat services are provided to the IWPRB, as provided to the STRB in England, to include data analysis, technical and legal briefings/background checks, and report drafting based on decisions made by the IWPRB

The structure of this report

- 1.42 This report provides the IWPRB's recommendations in respect of the matters referred to it by the Minister for Education and Welsh Language, and the evidence base and rationale for recommendations. Its structure is as follows:
- Chapter 2 presents information about the economic context

⁸ Following the appointment of a new First Minister for Wales in March 2024 and the establishment of a new Cabinet, the Cabinet Secretary for Education replaced the Minister for Education and Welsh Language.

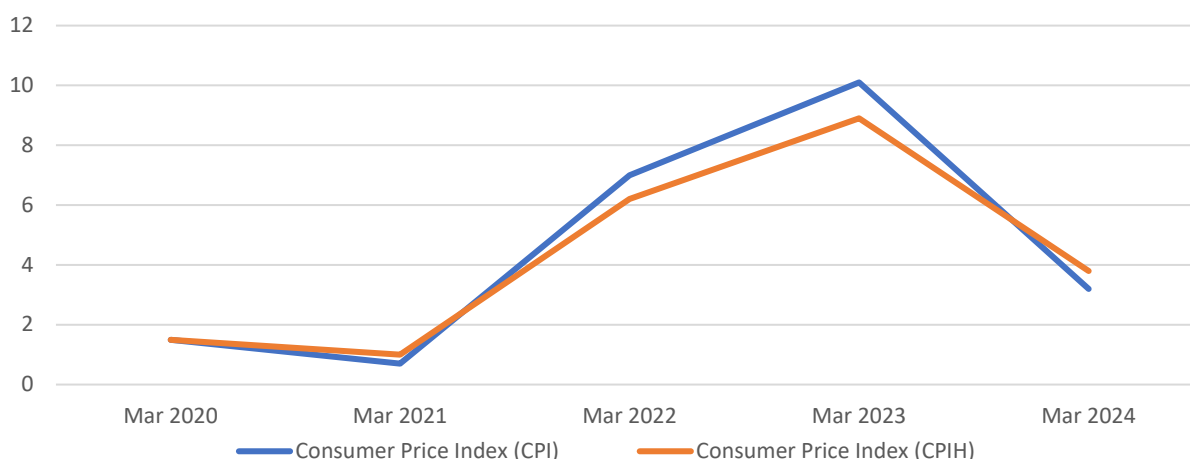
- Chapter 3 presents information about the educational context
- Chapter 4 sets out factual information relating to matters relevant to salaries and allowances
- Chapter 5 summarises the submissions made by the Welsh Government and other consultees
- Chapter 6 sets out the IWPRB's deliberations on matters in the remit, and its conclusions and recommendations

Chapter 2 – Economic context

Economic context/public sector finance

- 2.1 In its February 2024 Monetary Policy Report, the Bank of England (BoE) commented that although inflation had fallen from its peak of 11% in 2022 to 4% in December 2023, it was still above the target of 2%.⁹ The BoE has kept interest rates at 5.25% (compared to 0.1% in December 2021).
- 2.2 In March 2024 the annual UK rate of inflation, as measured by the Consumer Price Index (CPI) rate was 3.2%,¹⁰ and the CPI including owner occupiers' housing costs (CPIH) was 3.8%.¹¹ Since March 2020 there has been an overall increase in CPI and CPIH rates as shown in Chart 1. Figures in March 2024 are over double the equivalent figures in March 2020. March 2023 had the highest rates of CPI and CPIH of the last five years, with these figures almost 10 times higher than March 2021.¹²

Chart 1
UK CPI and CPIH rates between 2020 and 2024



Source: Office for National Statistics (ONS), 2024

- 2.3 On 6 March 2024, the UK Chancellor of the Exchequer published his Spring Statement. In response, the Office for Budget Responsibility (OBR) stated “Inflation has receded more quickly than we expected in November ... but the medium-term economic outlook remains challenging.”¹³

⁹ Bank of England (February 2024), *Monetary Policy Report - February 2024*

<https://www.bankofengland.co.uk/monetary-policy-report/2024/february-2024>

¹⁰ Office for National Statistics (February 2024), *CPI Annual Rate*

<https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/d7g7/mm23>

¹¹ Office for National Statistics (February 2024) *CPIH Annual Rate*

<https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/l55o/mm23>

¹² The cut-off for data for this report was the beginning of May, but we note that CPI inflation fell to 2.3% and CPIH to 3% in April 2024.

¹³ OBR (March 2024), *Economic and Fiscal Outlook – March 2024* <https://obr.uk/efo/economic-and-fiscal-outlook-march-2024/>

Chapter 2 – Economic context

- 2.4 The revised OBR report expects that CPI inflation will average 2.2% over 2024 and slow to 1.5% in 2025, before gradually returning to the target rate of 2% in 2028.
- 2.5 HM Treasury publishes monthly forecasts for the UK economy, drawn from multiple independent forecasts. These estimates were published in February 2024. The average of the estimates was for a growth of 0.4% in the UK economy in 2024, and the average of the estimates for a CPI rate in 2024 was 2.1%. For 2025, the average of the estimate for growth in the UK economy is 1.3%. The average of the estimates for predicted CPI rate for 2025 is 2.1%.¹⁴
- 2.6 The BoE Monetary Policy Report referred to earlier forecast that CPI inflation would fall temporarily to the 2% target in 2024 Q2, before increasing again in Q3 and Q4. CPI inflation is projected to be 2.3% in two years and 1.9% in three years.¹⁵
- 2.7 The Labour Force Survey (LFS) for the period October 2023 to December 2023 showed that for Wales the employment rate was 71.1% (0.5% lower than a year earlier) compared with an employment rate of 75.0% in the UK (0.6% lower than a year earlier). Over the same period, the unemployment rate in Wales was 3.5% (the same as a year earlier), compared to an unemployment rate of 3.8% in the UK (0.1% higher than a year earlier).¹⁶
- 2.8 For the period November 2023 to January 2024, the rate of annual pay growth was 5.6% for total pay and 6.1% for regular pay in Great Britain.¹⁷ The data in Chart 2 shows that both the rate of annual and regular pay fluctuates between years. The general trend however has been an increase in the last five years.¹⁸

¹⁴ HM Treasury (February 2024), [Forecasts for the UK economy](https://assets.publishing.service.gov.uk/media/65de06b3f1cab30011fc4809/Final_PDF.pdf)

https://assets.publishing.service.gov.uk/media/65de06b3f1cab30011fc4809/Final_PDF.pdf

¹⁵ BoE (February 2024), *Monetary Policy Report – February 2024* [https://www.bankofengland.co.uk/monetary-policy-report/2024/february-](https://www.bankofengland.co.uk/monetary-policy-report/2024/february-2024#:~:text=Monetary%20policy%20will%20ensure%20that,has%20fallen%20back%20relatively%20sharply.)

[2024#:~:text=Monetary%20policy%20will%20ensure%20that,has%20fallen%20back%20relatively%20sharply.](https://www.bankofengland.co.uk/monetary-policy-report/2024/february-2024#:~:text=Monetary%20policy%20will%20ensure%20that,has%20fallen%20back%20relatively%20sharply.)

¹⁶ Office for National Statistics (February 2024), *Labour market in the regions of the UK*

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/regionallabourmarket/latest#regional-labour-market-data>

¹⁷ Office for National Statistics (March 2024), *Average weekly earnings in Great Britain: April 2024*

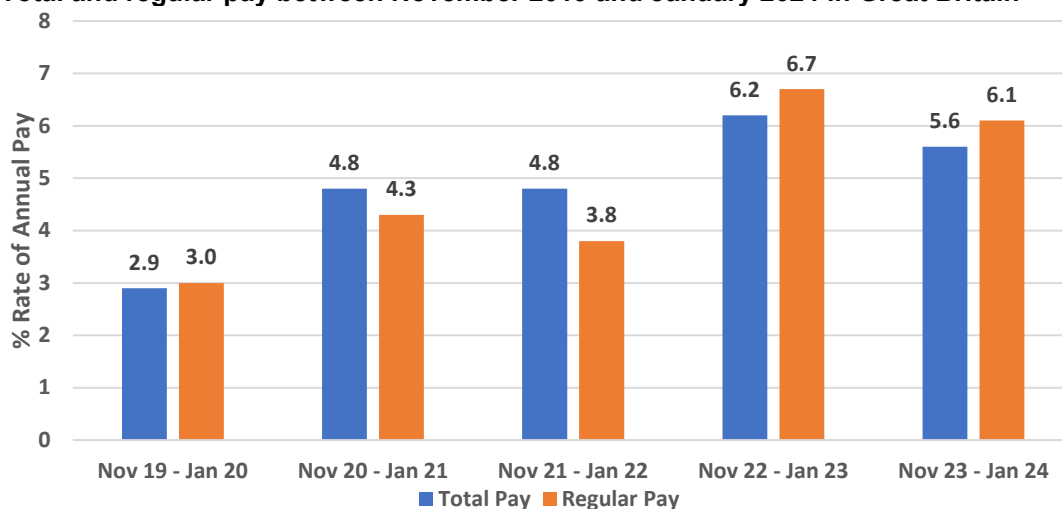
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/april2024>

¹⁸ The cut-off for data for this report was the beginning of May, but we note that in April 2024 CPI had fallen to 2.3% and CPIH to 3%; growth in regular earnings was 6% and annual growth (including bonuses) was 5.7% for January-March 2024.

Chapter 2 – Economic context

Chart 2

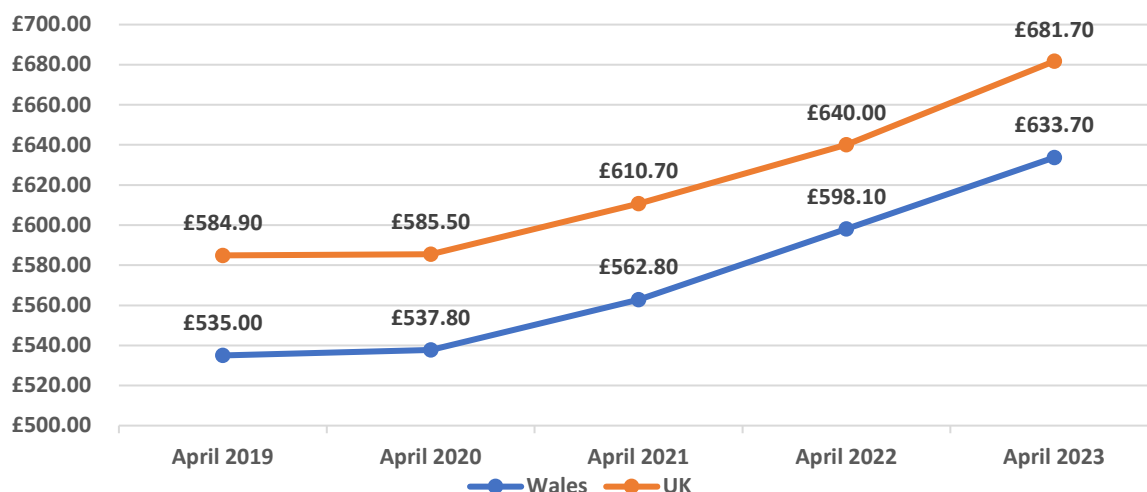
Total and regular pay between November 2019 and January 2024 in Great Britain¹⁹



Source: ONS, 2024

Chart 3

Median gross weekly earnings of full-time workers in Wales and the UK between 2019 and 2023



Source: ONS, 2023

2.9 Median gross weekly earnings in Wales of full-time workers in April 2023 were £633.70, compared with UK median gross weekly earnings of £681.70.²⁰

2.10 Chart 3 shows that both within Wales and the UK, the median gross weekly earnings are increasing year upon year. From April 2019 to April 2023, median gross weekly earnings increased by almost £100. Wales has consistently had lower gross weekly earnings over the last five years, with an average of £47.08 less than the UK. In April 2022, the gap in gross weekly earnings between the UK and Wales was at its smallest, with full-time

¹⁹ Welsh Government (November 2023), *Annual survey of hours and earnings: 2023*

<https://www.gov.wales/annual-survey-hours-and-earnings-2023>

Chapter 2 – Economic context

workers in Wales earning roughly £41.90 less than workers in the UK. The largest gap in weekly earnings between Wales and the UK was in April 2019, with a £49.90 difference.

- 2.11 In relation to mean earnings, there is a forecasted fall from the thirty-year peak of close to 7% in 2023, with the OBR forecasting that nominal average pay growth is to decelerate to 3.6% (0.2% lower than forecasted) in 2024. The OBR's report states: "There is some stickiness in pay settlement expectations, which remain between 5 and 5½ per cent for 2024."²¹ With the fall in inflation and slack in the labour market, the OBR also forecasts nominal earnings growth to fall approximately to 2% for 2025 and 2026.
- 2.12 In real terms, the OBR expects earnings to grow 1.4% in 2024, as wage settlement expectations have held up despite falling inflation. Real earnings growth then slows to 0.3% in 2026 before gradually recovering closer to productivity growth of 1% at the forecast horizon. A key risk to the near-term outlook is if the labour market proves tighter than expected, keeping pay settlements higher over the coming year.
- 2.13 The BoE's forecast growth for average weekly earnings (total pay) was 4.25% in February 2024, 2.75% in 2025 and 1.75% in 2026. The BoE also forecasts a LFS unemployment rate in Q1 2024 of 4.4%, 4.8% in 2025 and 5.0% in 2026.²²

Local authority expenditure in schools

- 2.14 In 2023-2024, schools' expenditure in Wales was budgeted to be £3,343 million, an increase of 8% over the previous year.²³ The schools' expenditure per pupil was budgeted to be £7,327, a year-on-year increase of £554 (8.2%). The funding delegated to schools was budgeted to be £2,737 million. On average, 81.9% of this funding was budgeted to be delegated directly to schools (a decrease of 1.1% on the year), but this rate differed in each local authority, with the lowest rate of delegated funding being 74.4% (Powys) and the highest rate 87.2% (Cardiff).
- 2.15 Between 2018 and 2023, school expenditure has increased year on year as shown in Table 1.

²¹ Welsh Government (November 2023), *Annual survey of hours and earnings: 2023*
<https://www.gov.wales/annual-survey-hours-and-earnings-2023>

²² BoE (February 2024), *Monetary Policy Report – February 2024* <https://www.bankofengland.co.uk/monetary-policy-report/2024/february-2024#:~:text=Monetary%20policy%20will%20ensure%20that,has%20fallen%20back%20relatively%20sharply>

²³ Welsh Government (July 2023), *Local authority budgeted expenditure on schools: April 2023 to March 2024*
<https://www.gov.wales/local-authority-budgeted-expenditure-schools-april-2023-march-2024>

Chapter 2 – Economic context

- 2.16 The overall increase in expenditure is £714 million. During this period the number of schools has decreased by 31. Overall, the average school expenditure has increased by £526,000 from 2018 to 2023.²⁴

Table 1
School expenditure between 2018 and 2023

School expenditure	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
Total school expenditure (£ million)	2,626	2,741	3,010	3,217	3,340
Number of schools from the school census	1,494	1,480	1,473	1,470	1,463
Average school expenditure (£ million)	1.757	1.852	2.044	2.188	2.283

Source: Welsh Government

- 2.17 In 2024-2025, local authorities will receive £5.72 billion from the Welsh Government in Revenue Support Grant (RSG) and non-domestic rates (NDR), to spend on delivering key services. This equates to an increase of 3.3%, or £188 million, on a like-for-like basis, compared to 2023-2024. Every authority will receive an increase in funding during 2024-2025 of at least 2.3%, on a like-for-like basis.²⁵
- 2.18 In addition, schools receive revenue grant funding from Welsh Government sources which have in the last six months been restructured.
- 2.19 The overall level of reserves held by Welsh schools in March 2023 was £208 million, the equivalent of £456 per pupil.²⁶ This marks an overall decrease of £93 million (30.9%) and a decrease of £203 per pupil (30.8%) since March 2022. Primary schools accounted for £117 million of the reserves – 56% of the total. 117 schools (7.9%) in Wales reported a deficit for the year.
- 2.20 Chart 4 highlights the fluctuations in school reserves between 2018 and 2023. Overall, there has been an increase of £162 million from 2018 to 2023. The highest year was the academic year 2021-2022 with £301 million in school reserves, which was six times higher than the lowest reserves in 2019-2020 of £31 million. It should be noted that several factors affect school reserve positions and that the period shown includes the COVID-19 pandemic.

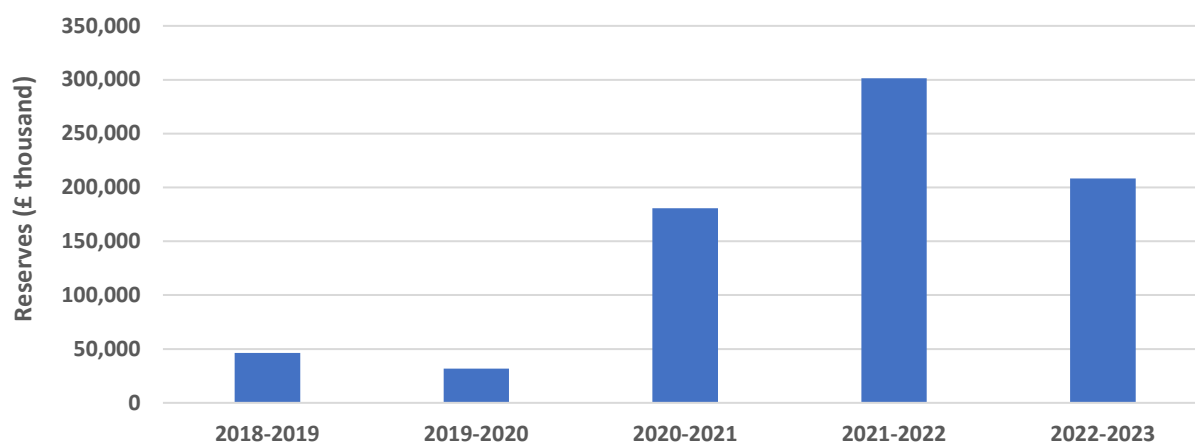
²⁴ School expenditure is primarily determined by the number of pupils

²⁵ Welsh Government (February 2024), *Final Letter to Local Authorities* <https://www.gov.wales/local-government-revenue-and-capital-settlement-final-2024-2025>

²⁶ Welsh Government (October 2023), *Reserves held by schools: as at 31 March 2023* <https://www.gov.wales/reserves-held-schools-31-march-2023>

Chapter 2 – Economic context

Chart 4
School reserves between 2018 and 2023



Source: Local Government, Welsh Government

Public sector pay

- 2.21 The civil service pay remit guidance for 2023-2024 outlined an average pay award increase of up to 4.5%, with additional flexibility for departments to offer a further 0.5% to be targeted at lower pay bands.²⁷ The Welsh Government and its arm's length bodies approved a one-year deal with a 4% increase to all pay points at all grades in 2022.²⁸
- 2.22 Local government workers in Wales, England and Northern Ireland received a flat rate payment of £1,925 as part of the 2022-2023 pay offer,²⁹ with the Welsh Government confirming that all staff on Welsh Government terms and conditions, and all agency workers, in post on 31 March 2023 and 30 June 2023 would receive a £1,500 payment regardless of working hours.
- 2.23 For 2023-2024, the University and Colleges Employers' Association (UCEA) offered an increase in the pay bill of between 5% and 8%.³⁰ These negotiations began months in advance of the usual date in recognition of the "urgent inflationary pressures" facing staff at this time.
- 2.24 The UK Government's autumn budget and the spending review statement on 22 December 2021³¹ stated that public sector workers would see pay rises

²⁷ Gov.uk (2022), *Civil Service Pay Remit guidance, 2023 to 2024*

<https://www.gov.uk/government/publications/civil-service-pay-remit-guidance-2023-to-2024>

²⁸ Welsh Government (2022), *Welsh Government civil service pay and benefits* <https://www.gov.wales/welsh-government-civil-service-pay-and-benefits>

²⁹ Local Government Chronicle (2024), *Unions submit pay claim for 2024-2025*

<https://www.lgcplus.com/politics/workforce/unions-submit-pay-claim-for-2024-25-29-02-2024/#:~:text=The%20unions%20added%20that%20council,at%20the%20time%20%C2%A320%2C411.>

³⁰ UCEA (2023), *2023-24 New JNCHES pay round* <https://www.ucea.ac.uk/our-work/collective-pay-negotiations-landing/2023-24-new-jnches-pay-round/>

³¹ Gov.uk (2021), *Autumn Budget and Spending Review 2021*

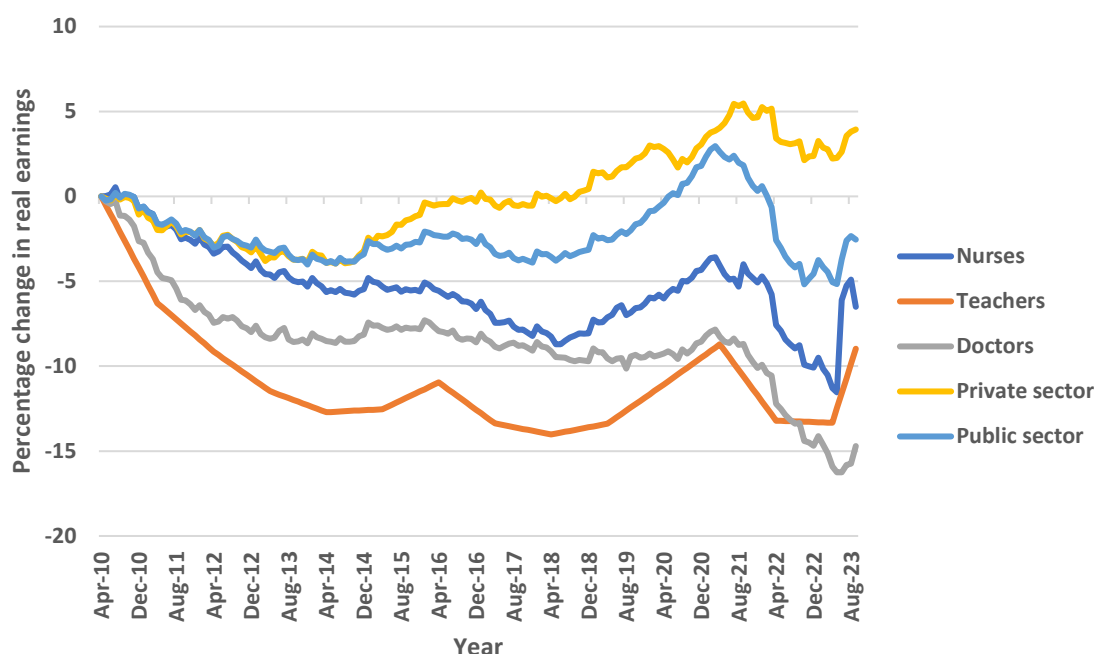
<https://www.gov.uk/government/publications/autumn-budget-and-spending-review-2021-documents>

Chapter 2 – Economic context

over the next three years. The 2023 UK Government’s autumn budget made no mention of public sector pay. In the public sector pay strategy 2023-2024, the Scottish Government suggested a cash underpin of £1,500 for public sector workers who earn £25,000 or less.³² For Wales, there is no pay policy covering the whole of devolved public services.

- 2.25 The Institute for Fiscal Studies (IFS) has produced a UK-wide report ‘Recent trends in public sector pay’, published in March 2024.³³ It noted that within the public sector, some high-profile professions (nurses, and particularly teachers and hospital doctors) have seen considerably worse pay growth than the average public sector worker as shown in Chart 5.

Chart 5
Changes in real mean earnings per worker since April 2010 for selected public sector occupations



Source: IFS (2024)

- 2.26 The IFS report draws attention to the large reductions in average real pay for teachers from 2010 to 2019 (falling by 13%) but notes that there has been stronger pay growth since then (with pay 5% higher in September 2023 than in April 2019 after accounting for the pay deals agreed last summer).

³² Gov.scot (2023), *Public pay strategy 2023-24* <https://www.gov.scot/publications/public-sector-pay-strategy-2023-24-technical-guide/pages/5/#:~:text=2023%2D24%20Pay%20Strategy%20Parameter&text=Strongly%20encourages%20employers%20to%20standardise%20to%20a%2035%20hour%20working%20week.&text=Requirement%20for%20employers%20to%20have.about%20the%20Right%20to%20Disconnect.&text=Discretion%20for%20individual%20employers%20to%20reach%20their%20own%20decisions%20about%20pay%20progression.>

³³ IFS (2024), *Recent trends in public sector pay* <https://ifs.org.uk/sites/default/files/2024-04/Recent-trends-in-public-sector-pay-IFS-REPORT.pdf>

Chapter 2 – Economic context

Overall, this still leaves average teachers' pay in September 2023 at 9% lower than in 2010.

Educational context – statistical background

Number of schools

- 3.1 At January 2023 there were 1,463 local authority-maintained schools, down seven compared with February 2022.³⁴
- 3.2 School settings historically fall into primary and secondary phase provision. However, over the last 10 years, we have seen an increasing number of middle (all-through) schools providing education for learners aged 3 to 19 years. Whilst the number of secondary schools has declined since 2011-2012 by 43, there have been 27 new middle schools established during the same period.
- 3.3 Over the same period (2011-2012 to 2022-2023) the number of Welsh-medium schools has fallen from 445 to 378; the number of dual stream primary schools has decreased from 42 to 27; and the number of bilingual secondary schools has remained at 24.³⁵
- 3.4 In 2022-2023 there were 57 federations (more than one school under single management) in Wales. This number has increased by 17 from 2015-2016.

Pupil population: context and projections

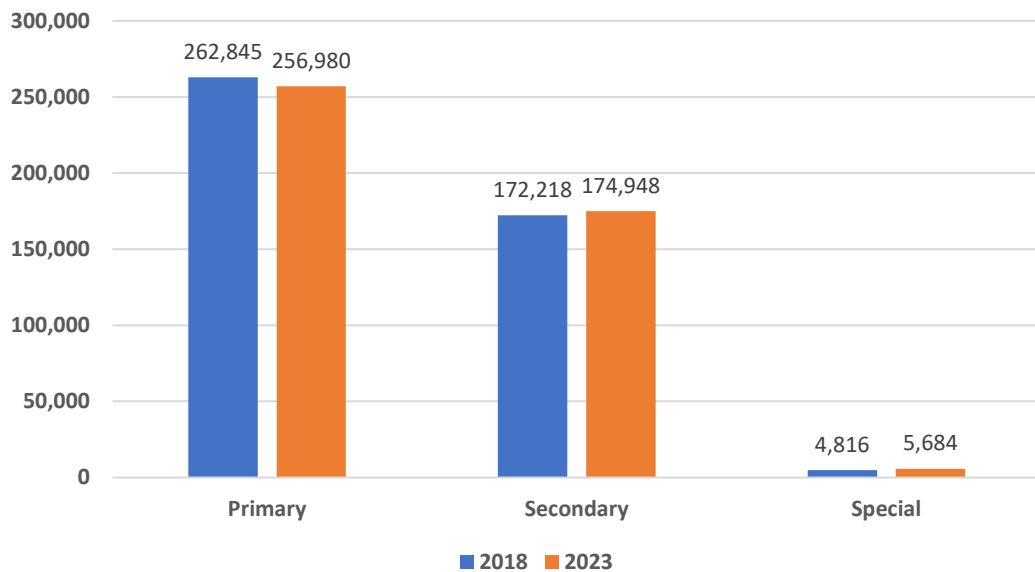
- 3.5 In 2022-2023, the total number of full-time equivalent (FTE) pupils attending primary and secondary mainstream provision was 431,928; and the number attending special schools was 5,684. The number in primary provision has dropped by 5,865 over the past six years (2017-2018 to 2022-2023), a 2.3% reduction, whilst the number in secondary provision has increased by 2,730 (+1.6%). The number of pupils in special schools has risen by 868, an 18% increase. The following chart shows the difference in pupil numbers over the last six years.

³⁴ Gov.wales (2023), *School census results January 2023* <https://www.gov.wales/schools-census-results-january-2023->

[html#:~:text=The%20table%20shows%20that%20there,compared%20with%20the%20previous%20year](https://www.gov.wales/schools-census-results-january-2023-#:~:text=The%20table%20shows%20that%20there,compared%20with%20the%20previous%20year)

³⁵ Dual Stream schools are where English-medium provision and Welsh-medium provision exist more or less side by side. (Welsh Government (2021), *Guidance on school categories according to Welsh-medium provision* <https://www.gov.wales/sites/default/files/publications/2021-12/guidance-on-school-categories-according-to-welsh-medium-provision.pdf>

Chart 6
Number of FTE pupils in Wales – comparison of 2017-2018 and 2022-2023



Source: PLASC, Welsh Government

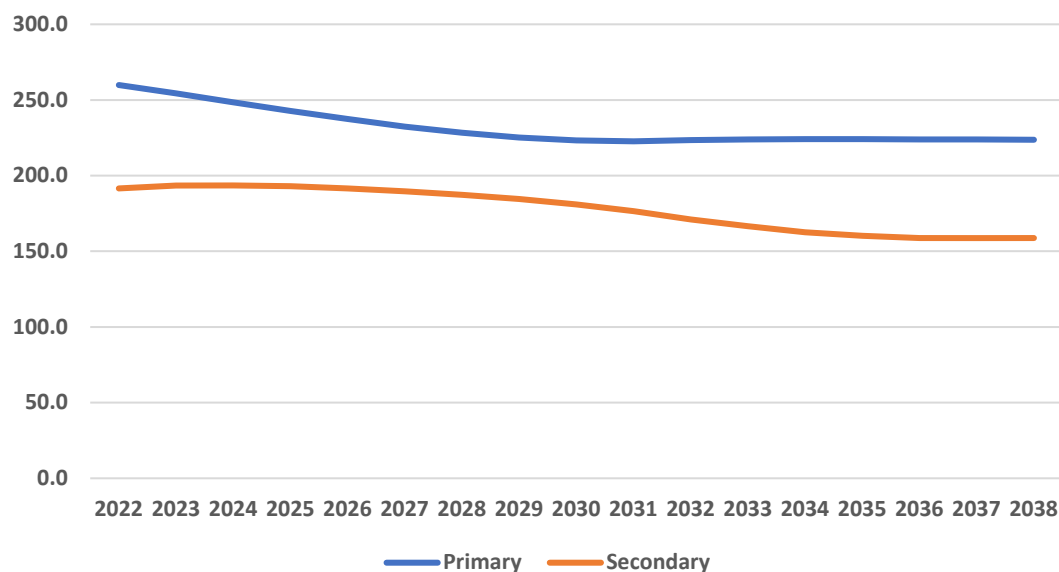
- 3.6 Pupil population changes have been inconsistent across Wales. Over the past 10 years, the most significant upward shifts in pupil numbers have been in Newport (+14%) and Cardiff (+11.9%). The authorities facing the highest reduction in pupil numbers are Powys and Torfaen (both on -0.2%).
- 3.7 In 2022-2023, 100,025 pupils were taught Welsh as a first language, representing 21.3% of the pupil population, a 1.8% increase from 2011-2012.
- 3.8 According to the SWAC data, in 2023 ethnic minority pupils accounted for 9.7% of the pupil population, with 89.6% White and the remainder unknown.
- 3.9 The percentage of pupils identified as having additional learning needs (ALN) and special educational needs (SEN) has decreased significantly over the last 10 years. In 2023, 13.4% of pupils were in this category, compared to 22.6% in 2014. Whilst the 2023 data shows a significant decrease in the percentage of pupils identified as having ALN, it is noted that schools in Wales are currently transferring to a new ALN system and like-for-like comparisons with previous years need to be viewed with caution.
- 3.10 The percentage of the pupil population entitled to free school meals has increased over the last five years, and stands at 20.3% in 2023, compared to 16.8% in 2018-2019.
- 3.11 The Welsh Government's latest pupil projections data, provided in Chart 7 is based on the school population of Wales in January 2023, and the trends indicated by the 2020 mid-year projections of the home population of Wales, produced by the Office for National Statistics (ONS).

Chapter 3 – Educational context

- 3.12 This shows that pupil numbers in maintained primary schools in Wales are expected to continue to fall (see paragraph 3.3) such that there will be a 37,000 (14.3%) decrease by 2031, with a further reduction of 1,000 by 2038.
- 3.13 The number of pupils in maintained secondary schools over the last six years (see paragraph 3.3), is expected to fall by 32,000 (17.1%) by 2038.

Chart 7

Projected number of primary and secondary school pupils in Wales (thousands – 2022 actual and followed by mid-year projections based on 2020 estimates)³⁶



Source: PLASC, Welsh Government

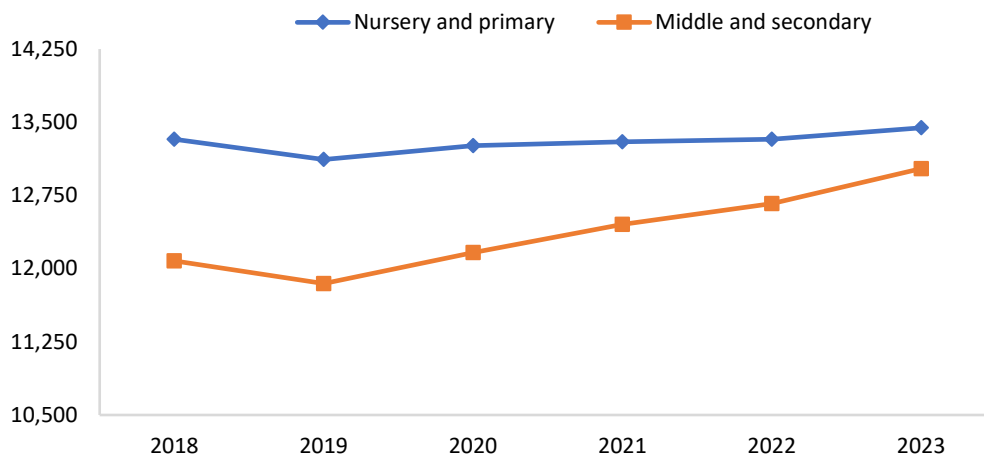
Teacher and leader statistics

- 3.14 The EWC and the Welsh Government publish data on the school workforce annually. Different data sources have been used throughout this report, based on what is most appropriate in terms of the data available/ comparability and the fields included in each data collection. We have also adopted the terminology used by the data source, which sometimes differentiates between school teachers and classroom teachers.
- 3.15 The data published by the EWC is derived from the Register of Education Practitioners ('the Register') and includes registered school teachers and learning support workers either working or intending to work in Wales. The statistics include data on supply teachers, peripatetic/freelance workers and others who provide education or training in schools or other education settings.

³⁶ PLASC, Welsh Government, *Pupil Projections* <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Projections>

- 3.16 The EWC’s 2023 Education Workforce Statistics indicated 35,837³⁷ school teachers were registered to work,³⁸ a figure which has remained relatively stable over the last five years. Of those:
- 13,409 were working in primary schools
 - 1,625 were working in middle schools
 - 11,400 were working in secondary schools
 - 910 were working in special schools
 - 3,867 were supply
- 3.17 Welsh Government data collections include the Welsh Government SWAC and the PLASC. The SWAC is based on school teachers and learning support workers employed in maintained schools at the time of the annual census. The SWAC headcount data (not including supply) shows a small decrease in qualified teachers (from 25,905 in 2021-2022 to 25,785 in 2022-2023).³⁹
- 3.18 PLASC data from the Welsh Government shows a comparison of school teacher numbers longitudinally, which can be seen in Chart 8. The data shows that from 2019 there has been little change in the number of nursery and primary teachers. In contrast, from 2019, there has been an upward trend in the number of middle and secondary teachers. There were 946 more teachers within this phase in 2023 than in 2018.

Chart 8
School teacher numbers in Wales by phase, 2018-2023



Source: PLASC, Welsh Government

³⁷ This figure also includes 1,211 teachers who were registered and working in other phases such as nurseries, special schools, independent schools or pupil referral units. 3,619 were registered and either working in a peripatetic role, in another role in education or with no recorded employment.

³⁸ EWC (2023), *Annual Education Workforce Statistics for Wales 2023*

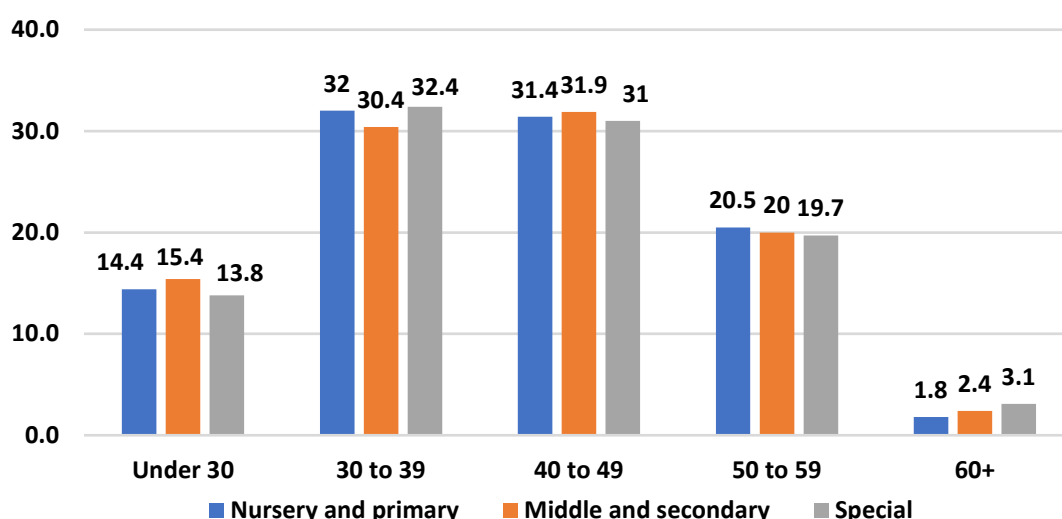
<https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/annual-statistics-digest/current/931-2023-education-workforce-statistics-english/file>

³⁹ Due to changes to calculation of headcounts, figures for 2020 are not directly comparable to 2019 figures.

Chapter 3 – Educational context

- 3.19 According to the EWC Register, 75.5% of school teachers are female. However, there is a lower proportion of females in leadership roles – where 61.1% of headteachers, 69.6% of deputy headteachers and 64.1% of assistant headteachers are female. Around 45% of all registered school teachers are under the age of 40, and 30% are aged between 40 and 50.

Chart 9
Age profile of school teachers in Wales (%) by phase, 2023



Source: EWC

- 3.20 Of those school teachers on the EWC Register, 1.7% declared themselves as Black, Asian and Minority Ethnic, and 92.3% as White. A further 1.3% chose not to disclose their ethnicity, and the remaining 4.7% is unknown.⁴⁰ In the Annual Population Survey conducted by the ONS, in Wales, in the year ending 30 September 2022, 4.1% of the population were ethnic minorities and 95.9% were White.⁴¹
- 3.21 In 2023, 34% of school teachers reported that they spoke Welsh, with 26.5% reporting that they can teach through the medium of Welsh.⁴²
- 3.22 School learning support workers also have an essential role in supporting teaching. EWC data shows that the number of registered school learning support workers has increased by 36.8% since 2018 to 49,380 in 2023.⁴³
- 3.23 In 2022, the total number of school leaders registered with the EWC, including acting headteachers, deputy headteachers and assistant

⁴⁰ EWC (2023), Education Workforce Statistics

⁴¹ Office for National Statistics (2021), *Annual Population Survey*

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

⁴² EWC (2023), Education Workforce Statistics

⁴³ EWC (2023), *Annual Education Workforce Statistics 2023*

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

headteachers, stood at 3,407. In 2014 there were 1,597 headteachers (including of more than one school) compared to 1,380 in 2022 in all school sectors.⁴⁴

- 3.24 Within this total number, the proportion of headteachers registered with the EWC who can speak Welsh, or teach through the medium of Welsh, has declined slightly in the last five years from 41.3% and 36.3% in 2018 to 40.4% and 34.0% respectively in 2022.⁴⁵
- 3.25 The total number of deputy headteachers during the same period was reported by the EWC to be relatively stable. However, over the five-year period 2018-2022, there has been an increase of 55.4% in assistant headteachers.⁴⁶
- 3.26 The most recent SWAC (2022-2023) data indicates that there are 65 executive headteachers in Wales.
- 3.27 As noted in our strategic review, the number of pupils per classroom (both primary and secondary) over the last ten years has remained stable, and higher than other countries.

Entrants to the teaching profession

- 3.28 The available routes to becoming a teacher in Wales, giving the award of Qualified Teacher Status (QTS), are:
- full-time undergraduate Initial Teacher Education (ITE) through a BA (Hons) qualification with QTS
 - full-time Postgraduate Certificate of Education (PGCE)
 - part-time PGCE through the Open University Partnership (OUP)⁴⁷
 - salaried PGCE through the OUP, whilst being employed in a school in a non-qualified teaching or learning capacity
- 3.29 In addition to the above, qualified teachers in Scotland and Northern Ireland can apply to the EWC for recognition as a school teacher in Wales. Teachers qualified outside the UK may also apply for recognition via the overseas trained route. QTS gained in England is automatically recognised in Wales if gained via ITE and assessed by an accredited institution or an employment-based route.

⁴⁴ EWC, *Annual Statistics Digest*, 2014 (available from the EWC on request)

⁴⁵ EWC (2022), *Data Insights* <https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/leadership-npgh/519-leadership-data-analysis-2022/file>

⁴⁶ EWC (2022), *Data Insights* <https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/leadership-npgh/519-leadership-data-analysis-2022/file>

⁴⁷ The Open University (2022), *A new way to become a teacher* <https://www.open.ac.uk/courses/choose/wales/pgce?cid=dis-7038109848>

Chapter 3 – Educational context

ITE

- 3.30 The Welsh Government's Teacher Planning and Supply Model (TPSM) is used to predict the estimated number of teachers required in schools in Wales. As part of their ITE accreditation functions, the EWC distributes the allocation of available places across ITE providers, by phase, subject and level of study.⁴⁸
- 3.31 There is an expectation by the Welsh Government that 30% of recruitment to all ITE programmes should be student teachers training to teach through the medium of Welsh, and 5% of students from a Black, Asian and Minority Ethnic background.⁴⁹
- 3.32 To increase the number of ethnic minority teachers so that learners in Wales have a more diverse teaching workforce, the Welsh Government has introduced the Ethnic Minority Initial Teacher Education (ITE) Incentive scheme,⁵⁰ which is available to minority ethnic students who are studying an accredited postgraduate ITE programme leading to Qualified Teacher Status (QTS).
- 3.33 Campaigns such as Teaching Wales have aimed to encourage people into teaching. Teaching Wales was launched in January 2019. The priority of the campaign was to attract more individuals to become secondary teachers particularly targeting Welsh speakers, teaching assistants, STEM undergraduates and graduates, career changers, ethnic minority individuals, stay-at-home parents/carers and freelancers.
- 3.34 The primary sector intake allocation for 2024-2025 is 653, broken down into 261 undergraduate and 392 postgraduate places.
- 3.35 For the secondary sector, the allocation has risen from 1,003 in 2020--2021 to an intake allocation of 1,056 in 2024-2025.

ITE recruitment

- 3.36 Higher Education Students Early Statistics (HESES) data for entrants to undergraduate and postgraduate ITE programmes is provided in Table 2. Overall recruitment to ITE courses in Wales has increased by 13.8% over the last five years. The significant increases experienced in 2020-2021 and 2022-2023 can be largely attributed to the effects of the COVID-19 pandemic

⁴⁸ EWC, *Initial teacher education (ITE) intake allocations* <https://www.ewc.wales/site/index.php/en/accreditation/ite-accreditation/initial-teacher-education-ite-intake-allocations>

⁴⁹ Ibid

⁵⁰ Welsh Government (2023), *Ethnic Minority Initial Teacher Education (ITE) Incentive guidance for ITE Partnerships and the EWC (2022 to 2023 academic year)* [https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-guidance-ite-partnerships-and-ewc-2022-2023#:~:text=The%20Ethnic%20Minority%20Initial%20Teacher,Qualified%20Teacher%20Status%20\(QTS\)](https://www.gov.wales/ethnic-minority-initial-teacher-education-ite-incentive-guidance-ite-partnerships-and-ewc-2022-2023#:~:text=The%20Ethnic%20Minority%20Initial%20Teacher,Qualified%20Teacher%20Status%20(QTS))

on employment and therefore between 2020-2021 and 2022-2023 recruitment has fallen back significantly.

Table 2
First years on ITE courses in Wales, by degree type and school level

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

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

Source: HESES

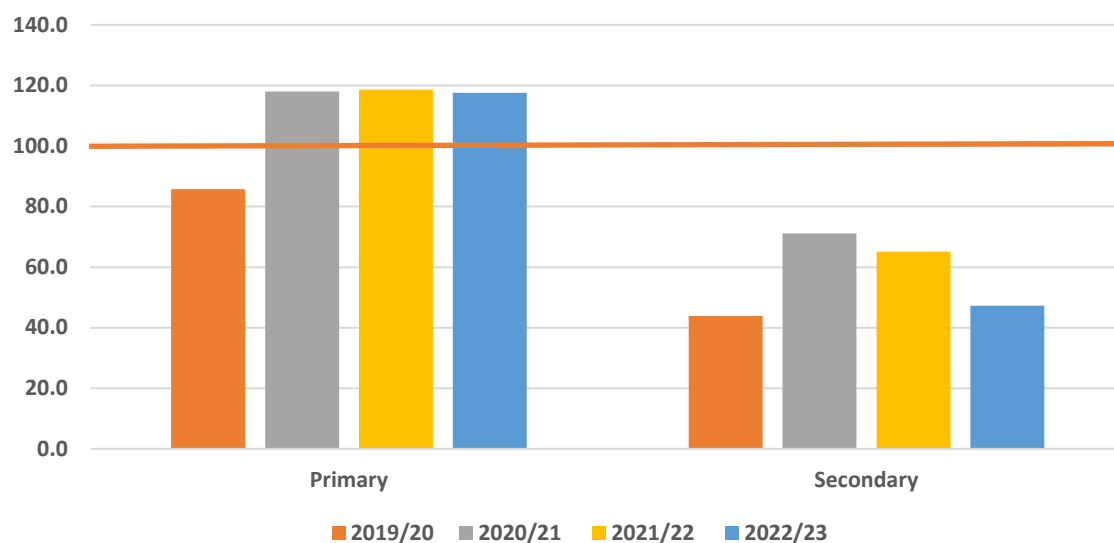
ITE recruitment against allocations

- 3.37 Data received by the EWC from the ITE partnerships indicates that primary allocations were exceeded by 15.4% for 2023-2024.
- 3.38 Each year from 2018-2019 onwards, secondary ITE entrants have fallen short of the allocation. Data for 2023-2024 indicates a 61.8% secondary shortfall, with 424 ITE students recruited against an allocation of 1,109.⁵¹
- 3.39 Chart 10 illustrates a five-year trend of the percentages of postgraduate ITE targets met by phase. This shows that primary targets have been overachieved in the last three years. However, the shortfall in recruitment for secondary has been increasing over the same period.

⁵¹ Note that the 2023-2024 data is obtained from ITE partnerships on behalf of the Welsh Government, and therefore is not verified.

Chapter 3 – Educational context

Chart 10
Percentage of postgraduate ITE targets met, by phase, Wales 2019-2023

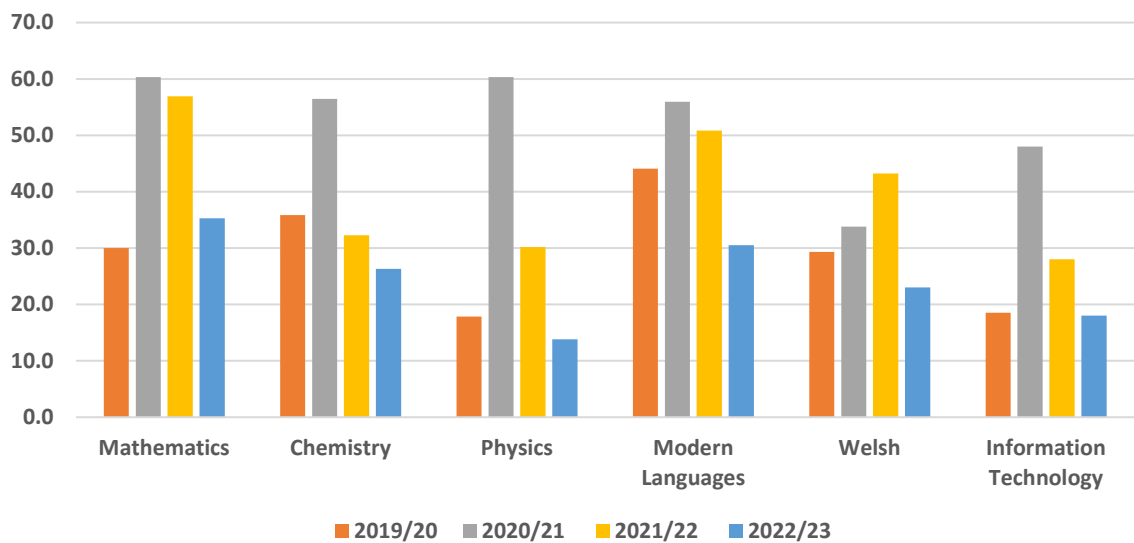


Source: EWC

- 3.40 Chart 11 shows the percentage of postgraduate ITE allocation met by priority subject (secondary school ITE). The data shows a downward trend in allocations met for mathematics, physics, chemistry, modern foreign languages (MFL) and information technology (IT) since 2020-2021. In contrast, Welsh showed an upward trend until 2021-2022 and a decline in 2022-2023. In science, technology, engineering and mathematics (STEM) subjects, the shortfall against recruitment allocations was 74%.⁵²

⁵² Note that the 2023-2024 data is obtained from ITE partnerships on behalf of the Welsh Government, and therefore is not verified.

Chart 11
Percentage of postgraduate ITE targets met, by priority subjects, Wales 2019-2023



Source: EWC

- 3.41 For 2022-2023, 82.3% of ITE students in Wales attained QTS by the end of the academic year.⁵³ The remainder of the cohort either deferred, withdrew or failed to achieve the required standard.⁵⁴ In addition, of those awarded QTS in Wales through ITE, 84.7% registered with the EWC as school teachers, to work or be eligible to work in Wales the following year (see Table 3).

⁵³ EWC (2023), *Initial teacher education (ITE) student results*

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

⁵⁴ For the 2020-2021 academic year only, the Welsh Government introduced the 'Initial Teacher Education COVID-19 Response: Supporting AY20/21 ITE School Experience to achieve QTS Grant Scheme'

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

Chapter 3 – Educational context

Table 3
Students awarded QTS through ITE (2018-2019 to 2022-2023)

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

Source: EWC

- 3.42 As shown in Table 4, the number of newly qualified teachers (NQTs) saw a decrease in 2022-2023 when compared to the previous year. However, the number of NQTs in 2022-2023 remains significantly above those trained and registered in 2018-2019.

Table 4
Number of NQTs trained and registered with the EWC 2018-2019 to 2022-2023

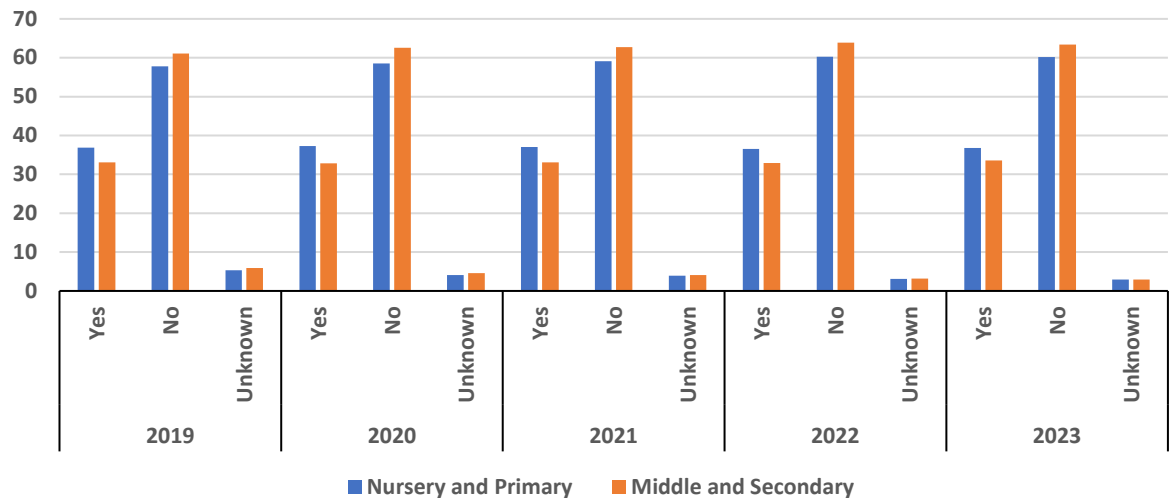
Trained NQTs	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
Number of NQTs	1,165	1,160	1,186	1,475	1,366
Trained in Wales	903	873	883	1,121	1,093
ITE	833	776	831	1,121	1,093
Employment based routes	70	97	52	0	0
Trained in England	262	287	303	354	273

Source: EWC

Welsh language

- 3.43 Over the last five years, the Welsh speaking ability of teachers has remained fairly static. Chart 12 shows that annually around a third of all teachers can speak Welsh. In 2023, there was a rise in the proportion of Welsh speaking school teachers in both the primary (and nursery) phase (37.0%) and middle and secondary phase (34%). From the overall third of school teachers that can speak Welsh, 26.5% can work through the medium of Welsh.

Chart 12
School teachers' declaration regarding Welsh speaking ability, 2023



Source: EWC

- 3.44 The percentage of NQTs (trained in Wales) who can speak Welsh has increased from 23.4% in 2016 to 32.6% in 2023. Of the NQTs trained in England, 14.3% of them declared themselves fluent or fairly fluent Welsh speakers, a decrease of 1.7% over the last five years.

Vacancies

Teacher vacancies

- 3.45 In 2022, overall vacancies increased from 1,801 in 2021 to 2,273 (1,044 in the primary sector and 1,229 in the secondary sector).⁵⁵
- 3.46 Table 5 shows the data for applications to teacher vacancies for five years from 2018, broken down by primary and secondary education. In the primary sector, there were 13.3 applications per post in 2022, compared with 14.9 in 2018. In the secondary sector, there were 5.1 applications per post in 2022, compared with 7.3 in 2018. After an increase in 2020, the application rates for both categories have dropped to a lower rate than before the pandemic.

⁵⁵ PLASC, Welsh Government, *Teacher recruitment: number of posts advertised by subject and year*
<https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/pupil-level-annual-school-census/Teacher-Recruitment-and-Retention/teacherrecruitmentposts-by-subject-year>

Chapter 3 – Educational context

Table 5
Number of teaching and leadership posts advertised and applications per post in maintained schools, by phase

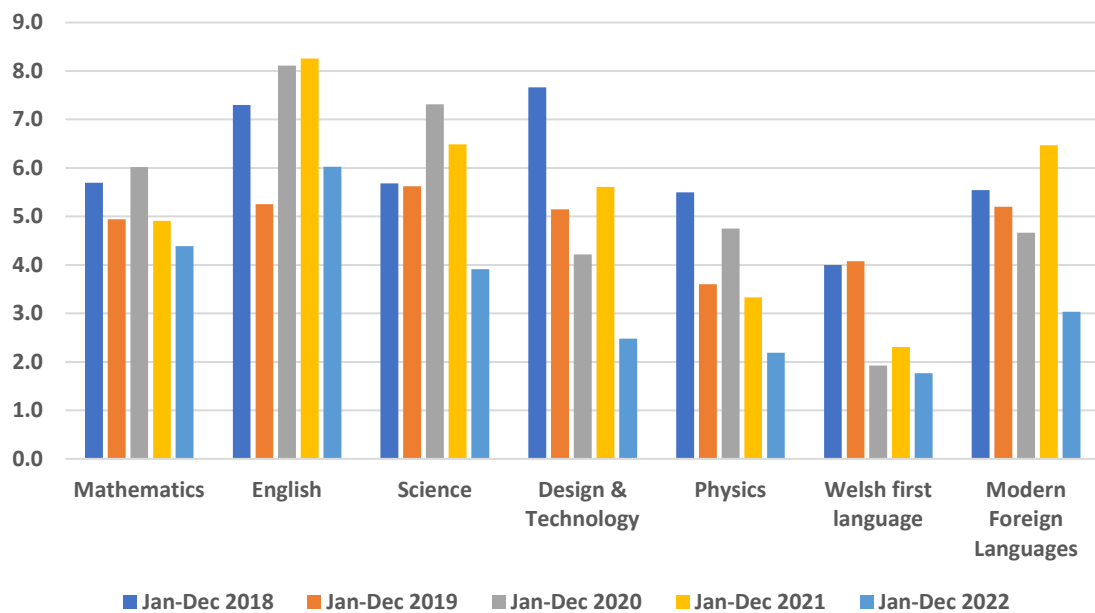
Posts and applications by phase	2018	2019	2020	2021	2022
Primary number of posts advertised	769	743	458	830	1,044
Primary applications per post	14.9	15.9	19.0	15.5	13.3
Secondary number of posts advertised	793	828	754	971	1,229
Secondary applications per post	7.3	6.2	7.2	6.8	5.1
Number of all posts ¹ advertised	1,562	1,571	1,212	1,801	2,273
Applications of all posts ¹	11.1	10.8	11.7	10.8	8.9

¹ includes primary, nursery, middle, secondary and special.

Source: PLASC, Welsh Government

- 3.47 In the primary and secondary sectors, appointments tend to be below the number of vacancies advertised. In 2022, 94.9% of vacancies advertised in primary schools were filled, compared with 83.2% in secondary.
- 3.48 Chart 13 presents the applications per vacancy for a cross-section of major subject areas in secondary education from 2018 to 2022. This shows a downward trend in all subjects but especially in core subjects such as Welsh, design and technology, and MFL. Despite an increase in STEM subjects such as science in 2020 and 2021, the number of applications per vacant post decreased in 2022.

Chart 13
Number of applications per vacant post in maintained secondary schools, by subject area



Source: PLASC, Welsh Government

- 3.49 As the data shows total advertisements and applications, it may mask significant variations across local authorities, with the bigger population centres such as Cardiff and Swansea attracting larger fields of applicants than more rural or Welsh-speaking areas such as Pembrokeshire and Gwynedd.
- 3.50 One indicator of the level of difficulty in teacher recruitment is the prevalence of teaching outside the field in which the teacher is qualified. Chart 14 presents data for 2019 to 2023 in respect of teachers registered with the EWC and the subjects being taught. In Wales, QTS is non-age range or subject-specific.⁵⁶
- 3.51 Whilst this chart shows that between 2019 and 2023 over 40% of school teachers in science, physics, chemistry and biology were trained outside their subject area, it does not show to what extent teachers were delivering in cognate fields to the one in which they qualified. In the cases of those school teachers trained to teach subjects in the sciences, there is a noticeable transferability in teaching different subjects within these broad groups.
- 3.52 For foundation subjects such as art, history, geography, MFL and music, the proportion of teachers reported as having trained in another subject is

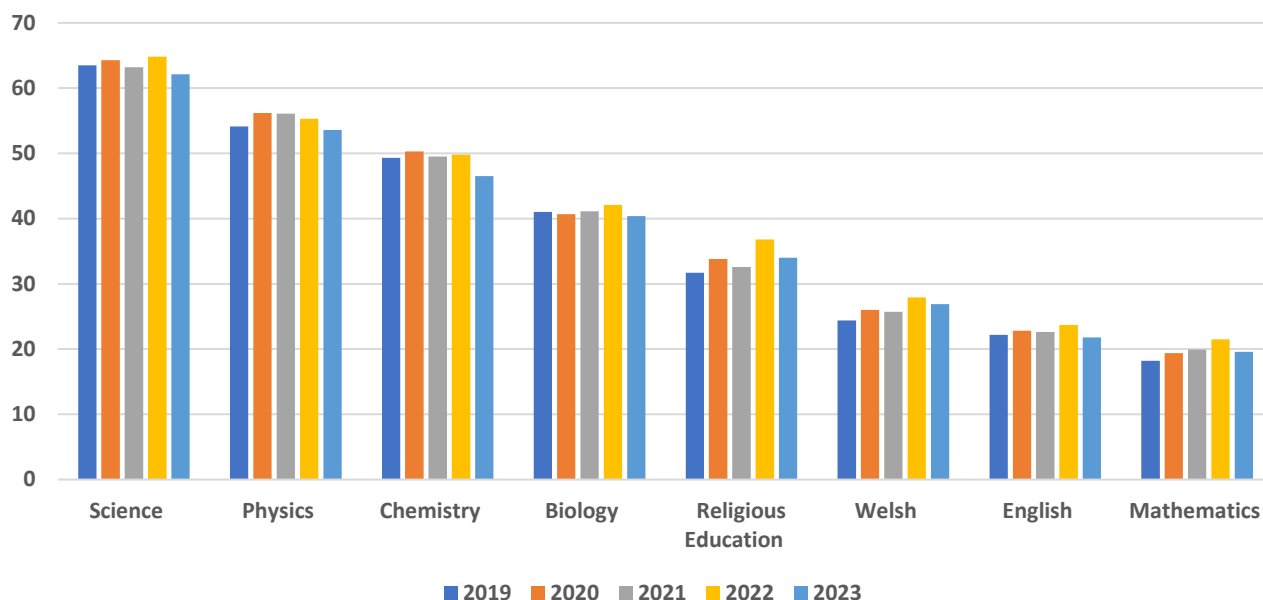
⁵⁶ Teachers in England with QTS are trained to teach within one of the following phases: Primary: typically, across the 3–7, 5–11 or 7–11 age ranges. Middle: typically, across the 7–14 age range. Secondary: typically, across the 11–16, 11–18 or 14–19 age ranges, depending on the subject(s) of training.

Chapter 3 – Educational context

typically far lower; in 2023 this ranged from 8.7% to 24.6%. The only exception to this is IT at 54.6%.

Chart 14

Number of secondary school teachers registered with the EWC by the percentage of those not trained in the subject taught – core subjects and religious education



Source: EWC, Annual Education Workforce Statistics for Wales 2019-2023

School leader vacancies

- 3.53 Datasets for leadership vacancies may be inconsistent, as definitions may vary across local authority areas. Low total numbers indicate that such data comes with caveats regarding validity and reliability.
- 3.54 The number of applications for leadership posts increased from 1,272 (7% of all applications) in 2020-2021 to 2,037 (9.8% of all applications) in 2021-2022. Before 2020, 2016 had the lowest number of applications per post in the last ten years in relation to leadership positions, with an average of 5.6 applications per post. Since 2016, applications per post increased year-on-year to 34 in 2019, which was the highest since 2012. The number of leadership posts advertised fluctuates - in the past ten years the advertised leadership vacancies across the Welsh school sector ranged between 24 in 2013 to two in 2020.
- 3.55 From a pool of 3,316 individuals in leadership posts, the 23 externally advertised vacancies in 2021 are a small proportion when taking into account normal staff turnover through retirement and other forms of attrition. This would suggest that some promotional appointments to leadership positions have recently been made internally, on an interim or acting basis, before advertising them externally.

Retention

- 3.56 Data in the following tables and charts excludes teachers who left at normal retirement age, taken to be 60 years according to the current Teachers' Pension Scheme (TPS).
- 3.57 Table 6 shows a 10-year trend for teachers leaving the profession by sector, which has stayed relatively consistent.
- 3.58 There are some fluctuations between the number of teachers leaving when comparing primary and secondary phases, particularly from 2016. In 2022, the most recent data available shows that the percentage leaving is still at a similar rate of 2.8% overall, after a significant decrease during the COVID-19 pandemic.

Table 6
Teachers leaving the profession by sector (headcount), Wales 2012-2022

Teachers leaving the profession	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
All schools ¹	691	722	742	780	814	698	609	612	414	603	756
Primary	345	356	369	377	382	364	326	351	251	362	407
Middle	10	6	4	16	10	13	17	14	16	16	22
Secondary	336	360	369	387	422	266	321	247	147	225	327
Total number of teachers (headcount)	27,056	27,064	26,755	26,453	26,172	26,129	25,802	25,884	26,195	26,865	27,135
Percentage of teachers leaving	2.6	2.7	2.8	2.9	3.1	2.7	2.4	2.4	1.6	2.2	2.8

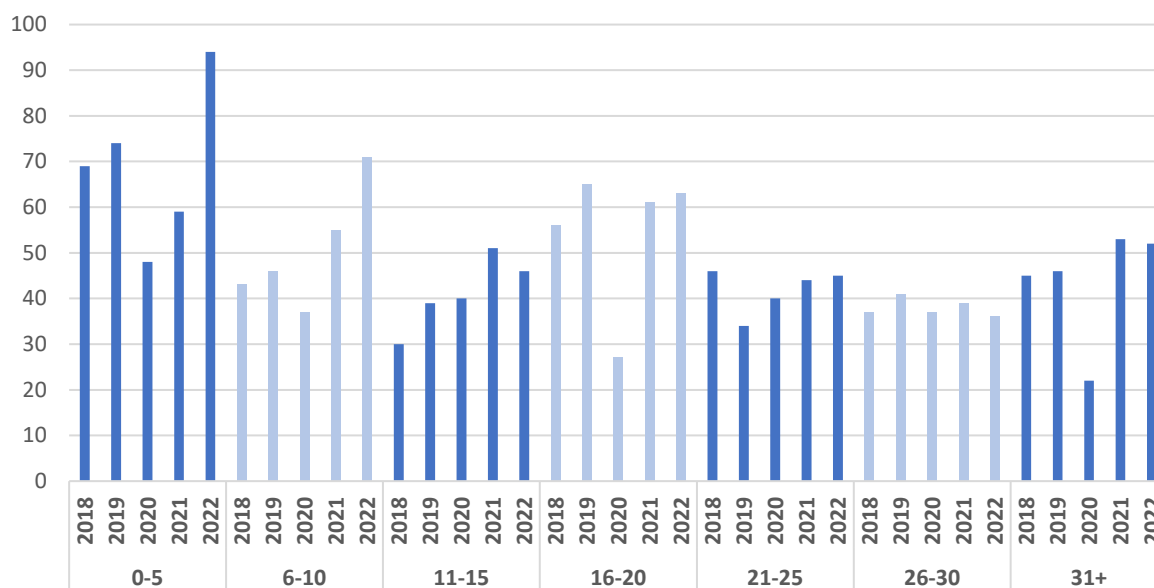
¹includes (primary, nursery, middle, secondary and special)

Source: PLASC, Welsh Government

- 3.59 A five-year trend of both primary and secondary teachers leaving the profession by number of years of experience is shown in Charts 15 and 16. The data shows that every year, for secondary teachers, the greatest proportion of leavers left within the first five years. The same trend is demonstrated by primary teachers except for the year 2021 where there were more leavers after 16-20 years' experience.
- 3.60 For the most recent data in 2022, of the 756 teachers who left the profession, the greatest proportion of leavers (29.2%) left within their first five years of teaching.

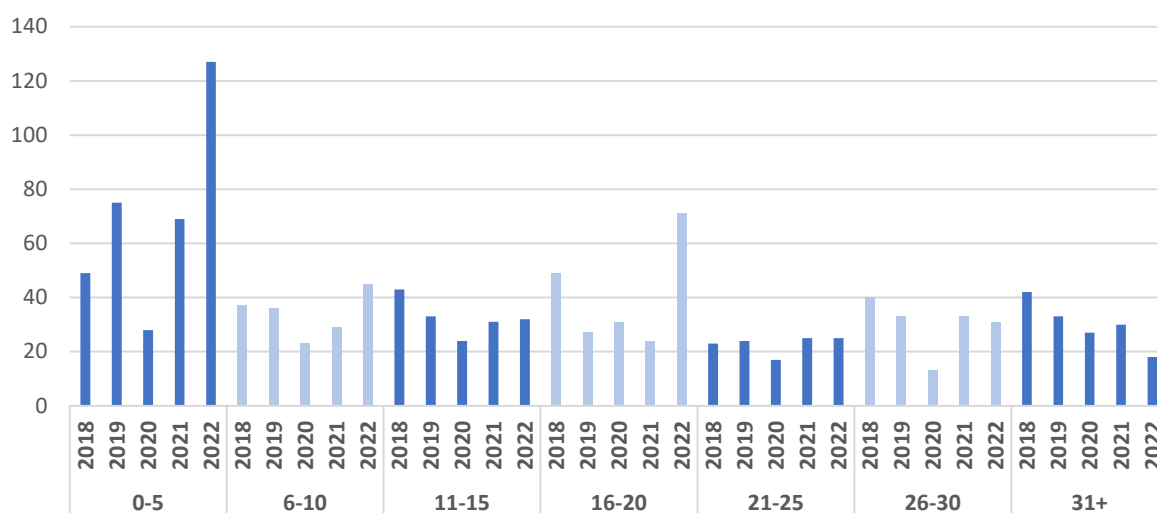
Chapter 3 – Educational context

Chart 15
Primary teachers who left the profession by number of years of experience, over five years (2018-2022)



Source: PLASC, Welsh Government

Chart 16
Secondary teachers who left the profession by number of years of experience, over five years (2018-2022)

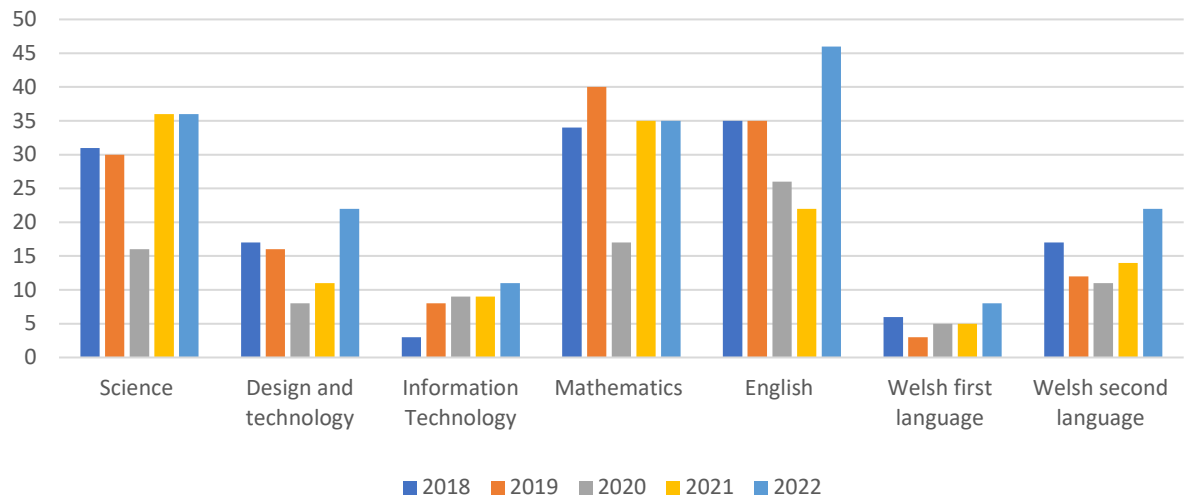


Source: PLASC, Welsh Government

3.61 Chart 16 shows a five-year trend in the number of secondary school teachers leaving the profession by subject and specifically focuses on STEM subjects as well as English and Welsh. An upward trend in these subjects is noted, recognising that the reductions in 2020 could largely be attributed to the COVID-19 pandemic.

Chart 17

Number of secondary school teachers who left the profession by STEM, English and Welsh subject areas in 2018-2022



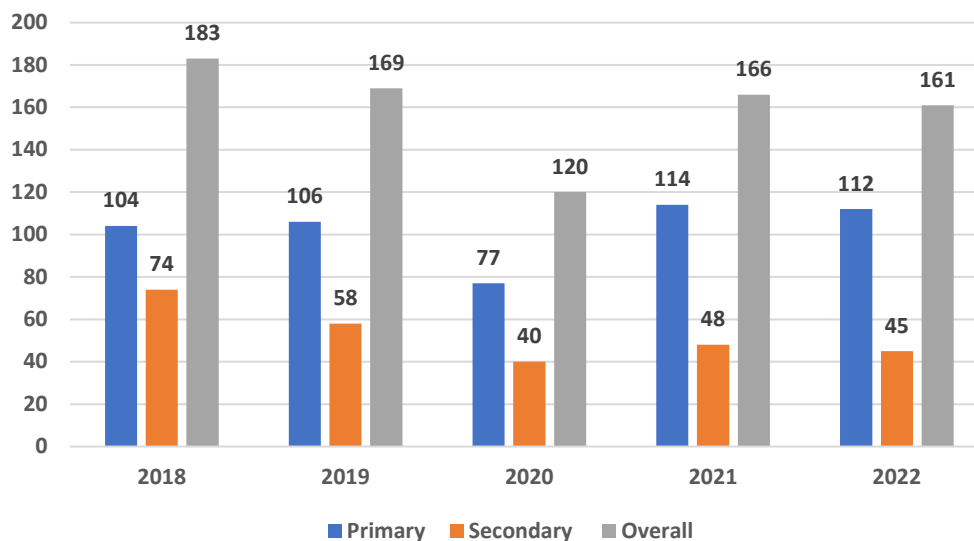
Source: PLASC, Welsh Government

- 3.62 EWC retention data, which tracks teachers over time, shows that 1,012 gained QTS and registered with the EWC in 2015 (following the successful completion of a course of ITE in Wales in 2014). By March 2021, 76.1% of those remained on the Register (64.7% remained in service). The School Workforce Census in England provides similar insights.⁵⁷ Of the NQTs in England in 2015, 64.4% were still in service in 2021, which is 0.3% lower than Wales when compared to those registered as teachers with the EWC in 2021 after gaining QTS in 2014.
- 3.63 PLASC data in Charts 18 and 19 shows a five-year trend of those who left teaching by taking early retirement, and those leaving to pursue employment outside the profession. Overall, taking an early retirement is on a slight downward trend. Of those people leaving, in 2022, 21.3% (161) took early retirement. Conversely, the number of teachers leaving to pursue employment outside the profession has increased.

³¹ PLASC, Welsh Government, *Teacher retention: teachers who left the profession by subject and number of years' experience* <https://statswales.gov.wales/Cat>

Chapter 3 – Educational context

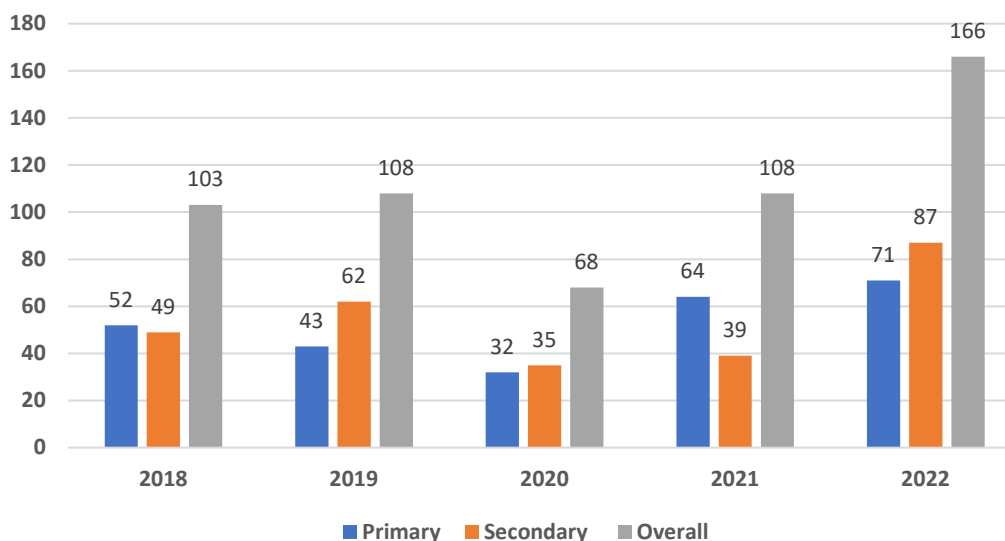
Chart 18
Number of teachers who left the profession by early retirement, a five-year trend from 2018 to 2022



¹ Overall includes all phases e.g. nursery, primary, middle, secondary and special schools.

Source: PLASC, Welsh Government

Chart 19
Number of teachers who left the profession through taking up employment outside the profession, a five-year trend from 2018 to 2022



¹ Overall includes all phases e.g., nursery, primary, middle, secondary and special schools.

Source: PLASC, Welsh Government

Chapter 4 – Matters relevant to salaries and allowances

Chapter 4 provides the contextual information in relation to the matters relevant to salaries and allowances requested in the Minister for Education and Welsh Language’s remit letter, dated 21 January 2024.

Teaching scales

- 4.1 Classroom teachers on the MPR must be paid a salary on a five-point scale, starting at £30,742 (September 2023), and rising over a further five points to £42,466.
- 4.2 The latest actual salary information from the Welsh Government was collected in November 2022. At that point, the average salary in the academic year 2022-2023 for a classroom teacher on the main pay range (MPR) was £36,156.⁵⁸
- 4.3 Classroom teachers on the upper pay range (UPR) must be paid a salary on a three-point scale, starting at £44,024 (September 2023), and rising to £47,340. At November 2022 the average actual salary in the academic year 2022-2023 for a classroom teacher on the UPR was £45,673.⁵⁹

Leadership scales

- 4.4 Headteachers, deputy headteachers and assistant headteachers must be paid a salary based upon the Leadership Group Pay Range (LGPR), and as the relevant body determines.
- 4.5 In Wales, the salary range for headteachers is determined by a formula which places them into one of eight headteacher groups, taking into account the number of pupils, their learning key stage and additional learning needs.⁶⁰ The relevant body has the flexibility to appoint to a salary within the group range, with the discretion to exceed the maximum of the headteacher group range by 25%, and more under exceptional circumstances.
- 4.6 The salary range for headteachers in the leadership group in 2023-2024 starts at £54,316 (L6) and rises to £133,350. The average actual salary for leaders in 2022-2023 was £64,269.⁶¹

⁵⁸ SWAC, Welsh Government

⁵⁹ Ibid

⁶⁰ Gov.wales (2023) *School teachers’ pay and conditions (Wales) document 2023*

<https://www.gov.wales/school-teachers-pay-and-conditions-wales-document-2023>

⁶¹ SWAC, Welsh Government, *Average (mean and median) full-time equivalent teacher salary by local authority and post*, <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/school-workforce-annual-census/teachers-pay/teachersalary-by-localauthority-post>

Chapter 4 – Matters relevant to salaries and allowances

Observations regarding pay and gender

- 4.7 Table 7 shows the median salary for female and male teachers by pay scale from 2019-2020 to 2022-2023. For teachers on the MPR and UPR, there has not been any difference in pay between genders in the last five years, since the introduction of national statutory pay scales.
- 4.8 However, there is a difference between female and male median salaries for unqualified teachers and all leadership scales, with females earning less on average than their male counterparts every year from 2019 to 2023.
- 4.9 The leading practitioner scale has the smallest difference between male and female pay, recognising however that there are very few teachers on this scale. This pay group has seen the biggest decrease in the gender pay gap.
- 4.10 The gender pay gap for 'other leadership' and headteacher scales has remained relatively consistent. However, the difference in female and male mean annual pay for the headteacher scale has worsened by £992 between 2019 and 2023. The pay scale with the largest difference in 2022-2023 was 'other leadership' with males earning on average £4,271 more per year than females.
- 4.11 This would suggest that wherever there is an element of discretion in setting salaries, there is a significant gender pay gap and salaries for males are higher than those for females.

Chapter 4 – Matters relevant to salaries and allowances

Table 7
Median salary in Wales of teachers by pay scale, by gender and overall, each year over the last four years

Teacher	Year	Female	Male	Difference
Unqualified teacher	2019-2020	25,909	27,965	2,056
	2020-2021	27,965	28,642	677
	2021-2022	27,088	28,994	1,906
	2022-2023	28,443	29,238	795
MPR	2019-2020	30,299	30,299	0
	2020-2021	31,436	31,436	0
	2021-2022	31,987	31,987	0
	2022-2023	33,587	33,587	0
UPR	2019-2020	40,490	40,490	0
	2020-2021	41,604	41,604	0
	2021-2022	42,333	42,333	0
	2022-2023	44,450	44,450	0
Leading practitioner	2019-2020	47,942	51,234	3,292
	2020-2021	53,407	54,091	684
	2021-2022	54,565	56,307	1,742
	2022-2023	57,341	57,790	449
Other leadership	2019-2020	51,311	55,202	3,891
	2020-2021	54,091	56,721	2,630
	2021-2022	55,038	59,153	4,115
	2022-2023	56,329	60,600	4,271
Headteacher	2019-2020	62,426	65,561	3,135
	2020-2021	64,143	67,364	3,221
	2021-2022	65,266	69,544	4,278
	2022-2023	67,851	71,978	4,127

Source: SWAC, Welsh Government

Comparators between salaries in England and Wales

4.12 Table 8 shows the percentage increase in pay for each pay scale for Wales and England from 2018. Wales has seen a higher percentage increase in pay compared with England since 2018, with the majority of pay scales having increased by 20.1%. The highest increase was for the MPR minimum in Wales, with a 29.6% uplift since 2018. In comparison, England has received a smaller uplift than Wales in all pay scales, with an average of 2% less.

Chapter 4 – Matters relevant to salaries and allowances

Table 8
Salary increases in Wales and England over five years

Pay Group	2018 Wales and England	2023 Wales	% increase Wales	2023 England (exc London area)	% increase England
Leadership Min	£39,965	£48,012	20.1	£47,158	18.0
Leadership Max	£111,007	£133,350	20.1	£131,056	18.1
MPR Min	£23,720	£30,742	29.6	£30,000	26.5
MPR Max	£35,008	£42,466	21.3	£41,333	18.1
UPR Min	£36,646	£44,024	20.1	£43,266	18.1
UPR Max	£39,406	£47,340	20.1	£46,525	18.1
Leading Practitioner Min	£40,162	£48,248	20.1	£47,417	18.1
Leading Practitioner Max	£61,055	£73,347	20.1	£72,085	18.1
Unqualified Min	£17,208	£20,674	20.1	£20,598	19.7
Unqualified Max	£27,216	£32,696	20.1	£32,134	18.1

Source: Welsh Government

Pay scale comparators

- 4.13 The following sections provide contextual information for pay scales, across graduate professions in the UK and the teaching profession across Organisation for Economic Co-operation and Development (OECD) countries where information has been reported. Distinctions are made between Welsh and UK figures and with OECD comparators.
- 4.14 Various sources of information and data are available to compare the salaries of teachers and leaders in Wales with other professions. All sources come with their caveats, and can at best provide indicative trends rather than confirmatory data.

Teachers' starting salaries compared with other graduate professions

- 4.15 Qualified teachers in the maintained sector in Wales are paid according to statutory pay scales, with a starting salary of £30,742 as of

Chapter 4 – Matters relevant to salaries and allowances

September 2023.⁶² This current starting salary is 2.5% higher than in England, at £30,000.⁶³ but lower than Scotland, at £32,317.⁶⁴

- 4.16 The Institute of Student Employers (ISE) Student Recruitment Survey (2023), showed graduate recruitment growth for 2022-2023 was 6% and was forecast to grow by 5% in 2023-2024.⁶⁵ The High Fliers report (2024) reported that the number of graduate jobs on offer is expected to increase by 1.5% from 2023.⁶⁶ Two-fifths of employers are hoping to increase their recruitment; however, one-third are expecting to recruit fewer new graduates than they did in 2023.
- 4.17 The ISE Student Recruitment Survey (2023) reported a median UK graduate starting salary of £32,000, whilst the median starting salary for graduates in Wales was £28,000. It should be noted that the median is calculated based on only a small number of organisations in Wales and that the companies considered for the survey could be different year-on-year.
- 4.18 The High Fliers research considers the graduate market in 2024 at the UK's one hundred best-known and most successful employers, during January 2024. The High Fliers report states that in 2024, median graduate starting salaries are £34,000 for the UK, compared with £33,500 in 2023.

⁶² Gov.wales (2023), *School teachers' pay and conditions (Wales) document 2023*

<https://www.gov.wales/school-teachers-pay-and-conditions-wales-document-2023>

⁶³ Gov.uk (2023), *School teachers' pay and conditions* <https://www.gov.uk/government/publications/school-teachers-pay-and-conditions>

⁶⁴ SCNT (2023), *SCNT Handbook – Appendix 2.1*

https://www.snct.org.uk/wiki/index.php?title=Part_2_Appendix_2.1_-_Revised_0323

⁶⁵ ISE (2023), *Student Recruitment Survey 2023*

https://ise.org.uk/global_engine/download.aspx?fileid=20DF4B85-E603-4A61-997C-C064C8EF4F38

⁶⁶ High Fliers (2024), *The Graduate Market in 2024*

<https://online.flippingbook.com/view/747999993/12/#zoom=true>

Chapter 4 – Matters relevant to salaries and allowances

Chart 20
Comparison of graduate starting salaries 2023



Source: ISE

- 4.19 Chart 20 compares the starting salary for teachers in Wales with other graduate starting salaries. Note that the chart uses 2023 statistics for comparative purposes and shows that the starting salary for teachers in Wales in 2023 was above the median starting salary for graduates across all the ISE professional groups in Wales. In comparison, teachers' starting salary in Wales was less than both the ISE and High Fliers reporting of all professional groups' starting salaries, noting that these are UK-wide statistics.
- 4.20 The Graduate Outcomes survey, delivered by HESA, contains salary information 15 months after the completion of their studies.⁶⁷ This data will not necessarily be the starting salary of a graduate, as an increase could have taken place within this time. The data will however indicate the salary details at the beginning of a graduate's career.
- 4.21 The most recent survey provided responses from nearly 355,050 graduates who completed eligible programmes of study between 1 August 2020 and 31 July 2021, and Chart 21 gives the salary band of UK graduates who studied an education-related subject as their degree.
- 4.22 Chart 21 shows that the majority of education graduates earn between £24,000 and £26,999 upon undertaking employment 15 months after completion of their studies. Teachers in Wales (which are included in the red bar) earned more than this after graduating since the starting salary for teachers in Wales in September 2022 was £31,630. It should be noted that this chart does not indicate whether their employment (where the salary

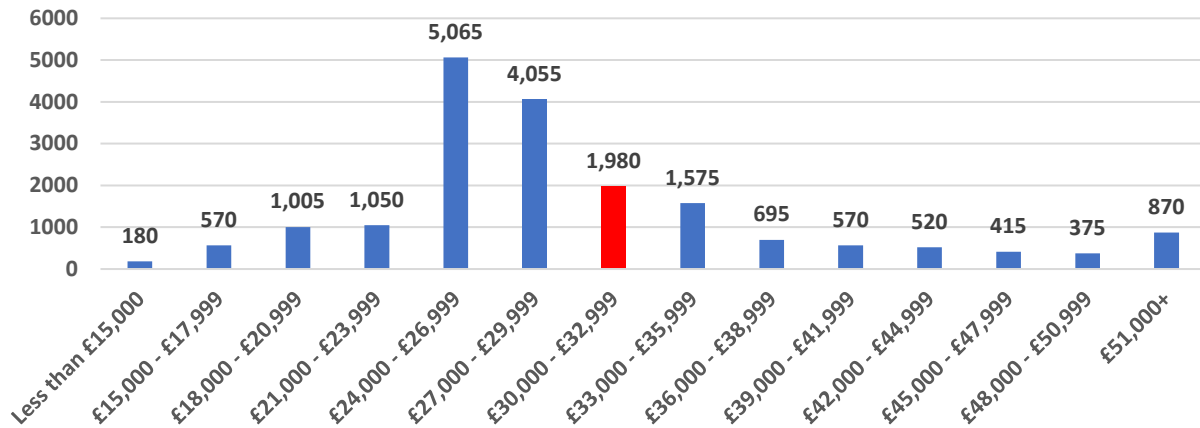
⁶⁷HESA (2023), *Graduates' salaries*
<https://www.hesa.ac.uk/data-and-analysis/graduates/releases#salariestitle>

Chapter 4 – Matters relevant to salaries and allowances

information is obtained) is within education or in a graduate-specific role, so this table should also be treated with a degree of caution.

Chart 21

UK-domiciled graduates in full-time paid employment in the UK by salary band (after 15 months of employment)



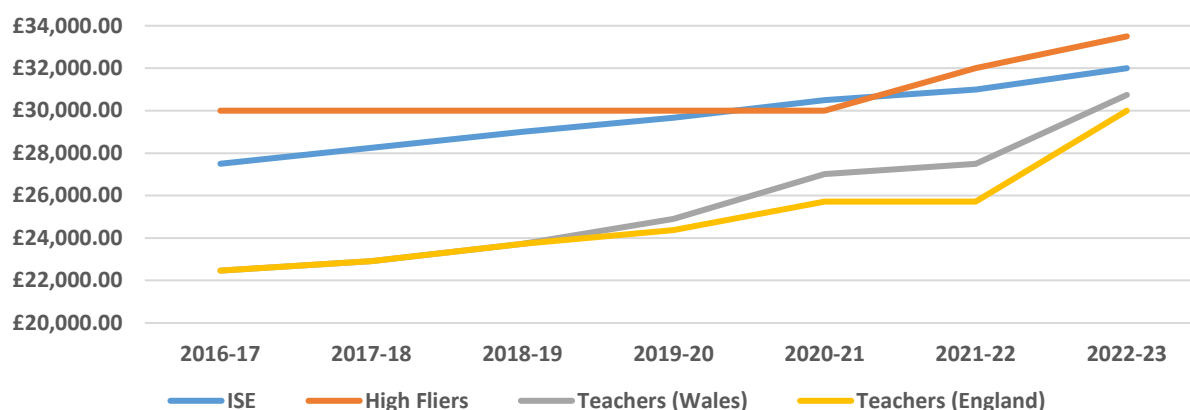
Source: HESA, 2023

4.23 Chart 22 demonstrates a summary of increases in starting salaries since 2016 from various sources:

- The ISE reports a 12.5% increase from 2016-2017 to 2022-2023
- High Fliers report an increase of 13.3% since 2016 for median graduate starting salaries
- Starting salaries for teachers in Wales have seen a 26.9% increase from 2016 to the 2023 pay award
- Starting salaries for teachers in England have seen a 25.1% increase over the same period

Chapter 4 – Matters relevant to salaries and allowances

Chart 22
Salary and average salary comparisons over the years



Source: ISE, High Fliers

- 4.24 In the 2023 OECD Education at a Glance study, schools are classified across four phases – pre-primary, primary, lower secondary and upper secondary.⁶⁸ In the UK, the secondary phases are normally integrated into a single secondary phase. All salary comparators in this OECD study use US Dollars (USD) equivalents.
- 4.25 When comparing the relative position of starting salaries of classroom teachers, the OECD 2023 study shows that teachers' starting salaries for three out of the four phases in Wales and England (which are combined in the OECD report, even though the starting salary in Wales is higher than in England) are below the OECD averages.

Table 9
Teachers' statutory starting salaries, based on the most prevalent qualifications (\$)

Region versus OECD average	Pre-primary	Primary	Lower secondary	Upper secondary
Wales and England	34,732	34,732	34,732	34,732
OECD average	34,563	36,367	37,628	39,274
Difference	+169	-1,635	-2,896	-4,452

Source: OECD, 2023

Salaries for experienced teachers compared with other graduate professions

- 4.26 The following paragraphs compare salaries for more experienced teachers according to different data sources. There is no single source to compare

⁶⁸ OECD (2023), *Education at a Glance* <https://www.oecd-ilibrary.org/docserver/e13bef63-en.pdf?expires=1710491357&id=id&accname=guest&checksum=AE44689485DB01C70443652A75C99588>

Chapter 4 – Matters relevant to salaries and allowances

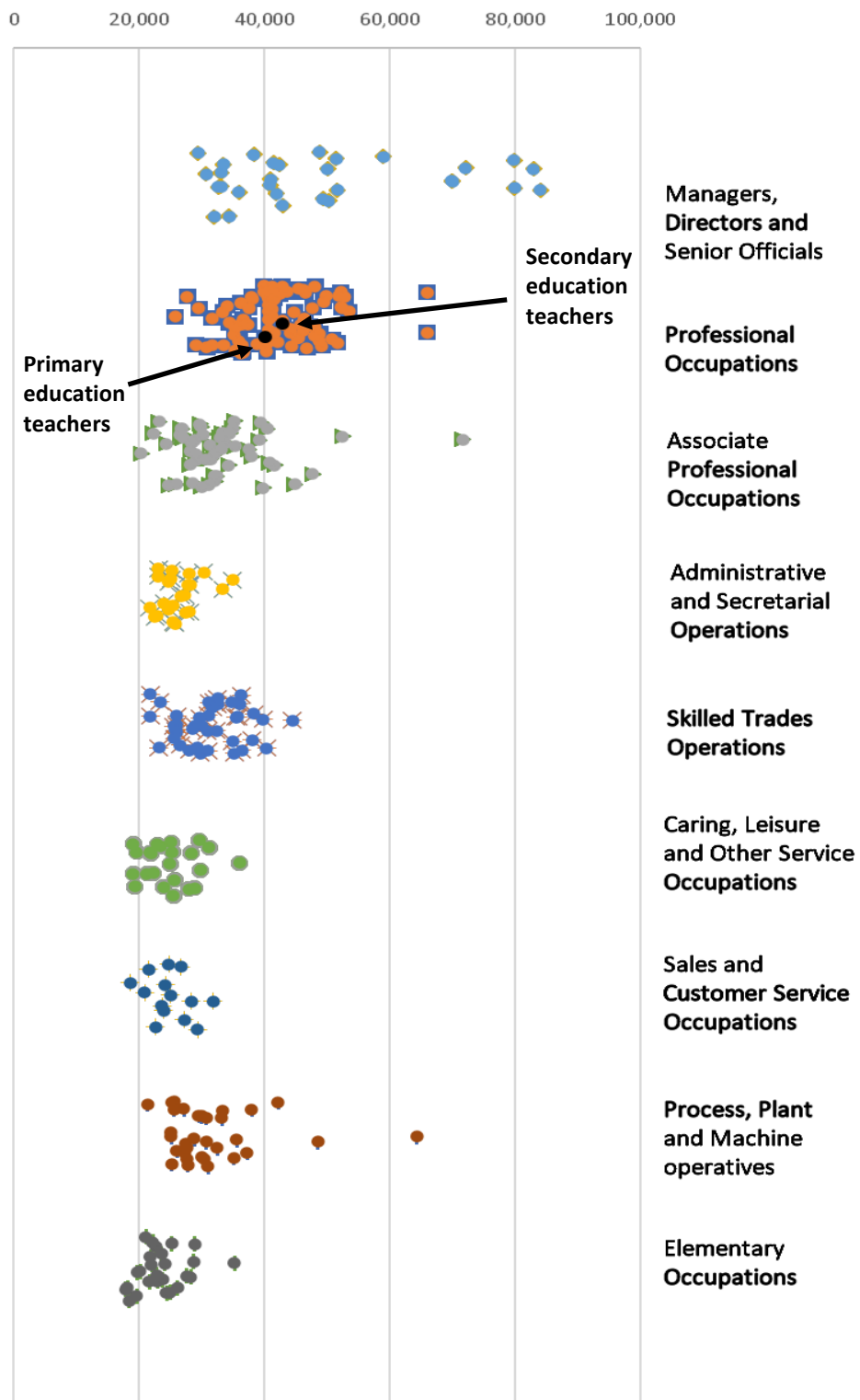
accurately pay progression between different professions based on years served. Likewise, there is little information and data available in Wales specifically to compare salaries. However, there are a few sources that can be used as proxies to provide indicative trends.

- 4.27 From the ONS Annual Survey of Hours and Earnings (ASHE) 2023 data it is possible to compare pay information by occupation in the UK and Wales.⁶⁹
- 4.28 The median salary for primary education teaching professionals is £40,059.
- 4.29 Chart 23 highlights the landscape of occupations across the UK. Education professions in the ‘professional occupations’ category have an annual median full-time salary of £42,818 for secondary education teaching professionals. The median salary for primary education teaching professionals is £40,059.

⁶⁹ ONS (2023), *Employee earnings in the UK: 2023*
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2023>

Chapter 4 – Matters relevant to salaries and allowances

4.30 Chart 23
Annual median full-time annual gross pay by Standard Occupational Classification in the UK



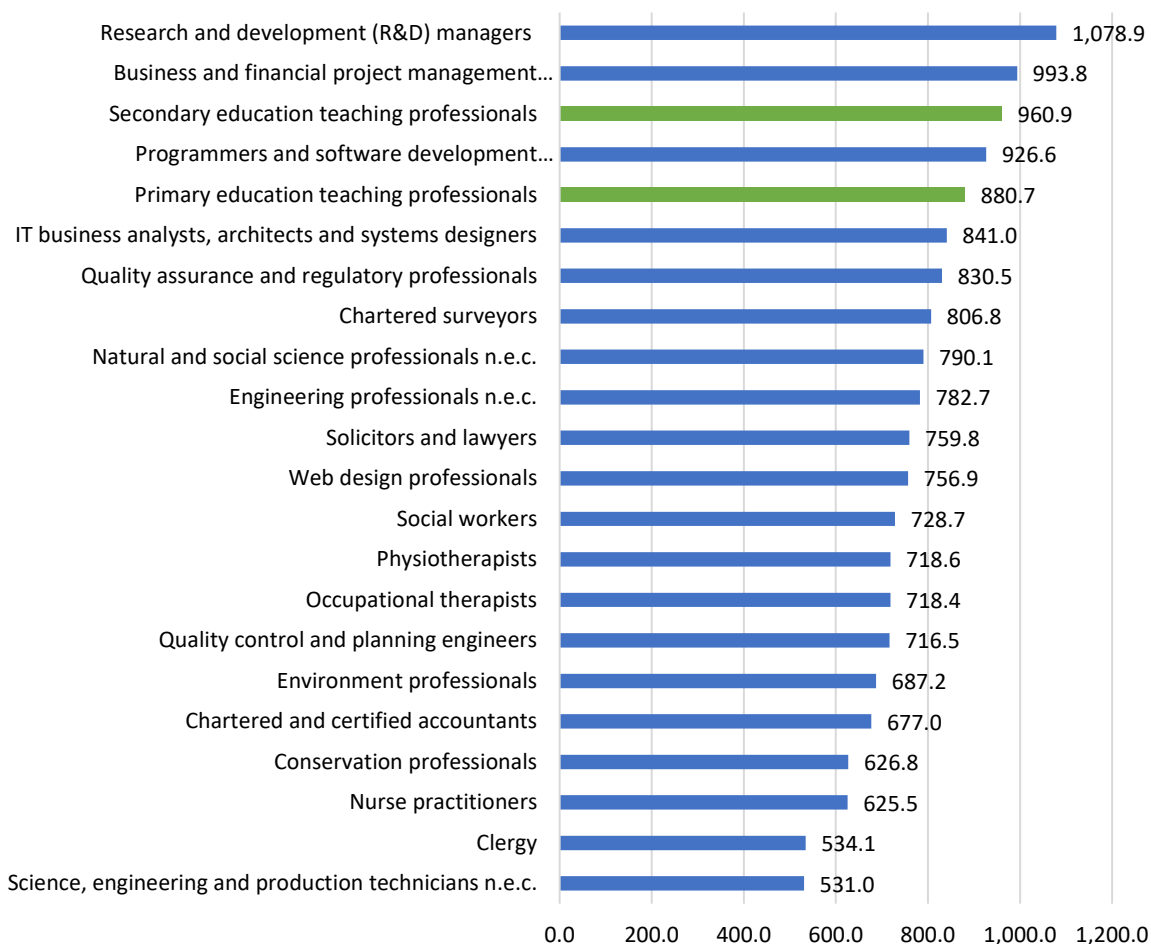
Source: ASHE 2023

Chapter 4 – Matters relevant to salaries and allowances

- 4.31 Further interrogation of the ASHE data specifically for the professional occupations in Wales reveals the mean gross weekly pay of these roles as shown in Chart 24. Primary and secondary (green bars) teaching roles have been highlighted for comparison.

Chart 24

Mean gross weekly salary (£) in Wales for the professional category



Source: ASHE 2023

- 4.32 The mean weekly salaries as shown in Chart 24 for primary and secondary school teachers in Wales fall within the top quartile of all reported professions.
- 4.33 According to the SWAC 2022, the average full-time equivalent salary in Wales for all teachers is £43,740⁷⁰ which is £381 higher than the average salary for school teachers in the UK as reported by ASHE 2023.
- 4.34 EWC data shows that of the total number of current school teachers, the median number of years since gaining QTS is 15. Whilst this does not strictly determine how long school teachers have been working within education (as this does not account for any breaks in service), it gives an approximate

⁷⁰ SWAC, Welsh Government

Chapter 4 – Matters relevant to salaries and allowances

indication of the experience of the current workforce and this can be used when considering the average salary data of school teachers in this section.

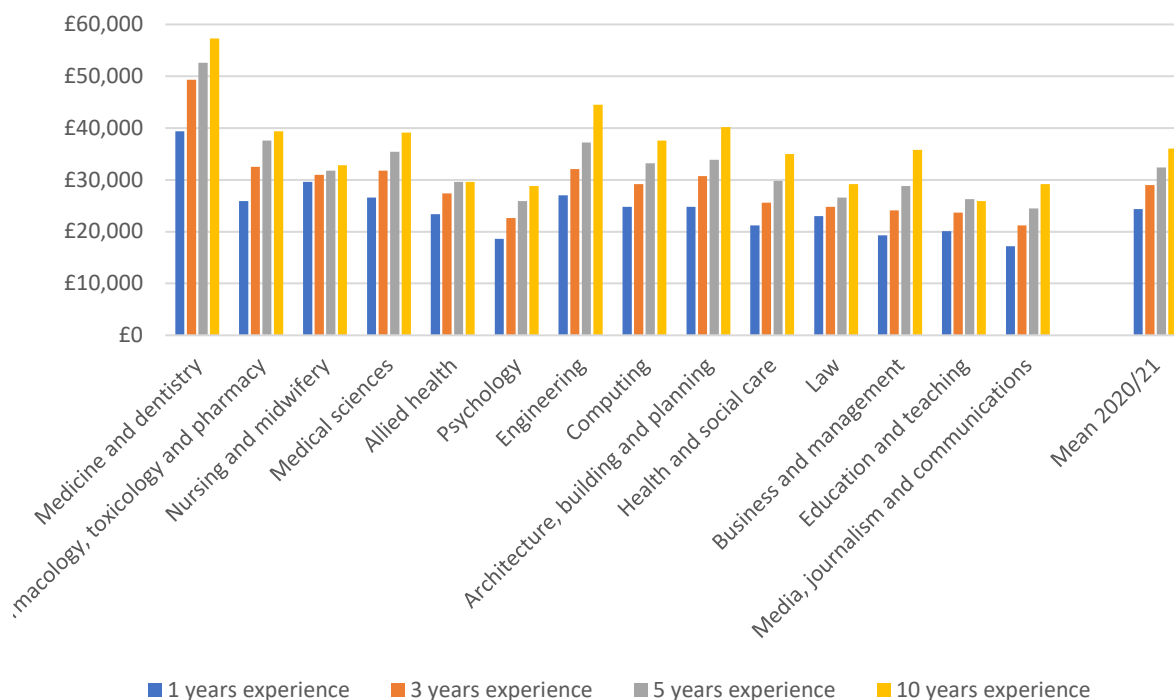
- 4.35 The OECD 2023 study reports average actual salaries for primary and upper secondary teachers for Wales and England combined of \$48,800 and \$53,942 respectively;⁷¹ and these are comparable to the OECD averages of \$48,023 and \$53,119.
- 4.36 The Longitudinal Education Outcomes (LEO) Graduate and Postgraduate Outcomes study brings together higher data from the Department for Employment, employment, benefits and earnings information from the Department for Work and Pensions and His Majesty's Revenue and Customs.⁷² It is used to look at employment and earnings of higher education graduates one, three, five and 10 years after graduation. It has several caveats:
- the data is mapped to courses of study at university and not directly to professions
 - the salary information is not constrained to graduates working in 'graduate professions' and includes part-time working; these points could serve to deflate the actual salary figures collected
- 4.37 The latest data published in July 2023 analyses the salaries in the 2020-2021 tax year for graduates in the UK who started work one, three, five and 10 years prior. University subjects that are most closely aligned with professions have been selected and are shown in Chart 25.

⁷¹ OECD, *Education at a Glance (2023)* <https://www.oecd-ilibrary.org/docserver/e13bef63-en.pdf?expires=1710491357&id=id&accname=guest&checksum=AE44689485DB01C70443652A75C99588> .

⁷²Gov.uk (2023), *LEO Graduate and Postgraduate Outcomes* <https://explore-education-statistics.service.gov.uk/find-statistics/leo-graduate-and-postgraduate-outcomes>

Chapter 4 – Matters relevant to salaries and allowances

Chart 25
Salary progression for subjects studied 2020-2021



Source: LEO Graduate and Postgraduate Outcomes

- 4.38 Comparing the difference between the mean for the subjects shown in Chart 25 and the actual salary for the education and teaching profession, it would suggest that the rate of pay progression for such professionals is between one and five years of experience is in line with other graduates employed in other professions in 2020-2021. Afterwards, the education and teaching professionals' pay progression plateaus between five and ten years, which is unlike other professions. However, when making comparisons, it is important to bear in mind the caveats outlined in paragraph 4.36 relating to the accuracy of the LEO data and also that the data was collected in 2020.
- 4.39 Data from the OECD Education at a Glance report (2023), compares starting salaries, salaries after 15 years of service, and salaries at the top of the scale for teachers, for the 40 jurisdictions included in the survey.⁷³ All salaries are based on statutory pay scales and hence do not include any additional payments such as teaching and learning responsibilities (TLRs).
- 4.40 Tables 12 and 13 show this information for Wales and England combined, Scotland and the OECD average across the primary and upper secondary phases.

⁷³ OECD, *Education at a Glance 2023* <https://www.oecd-ilibrary.org/docserver/e13bef63-en.pdf?expires=1710491357&id=id&accname=guest&checksum=AE44689485DB01C70443652A75C99588>

Chapter 4 – Matters relevant to salaries and allowances

Table 10
Salary progression for primary school teachers (\$) - excludes TLR and other allowances

Region	starting	after 15 years	top of scale
Wales and England	34,732	55,726	55,726
Scotland	43,895	55,096	55,096
OECD mean	36,367	49,968	61,075
% difference of Wales and England compared to the OECD mean	-5	10	-10

Source: OECD, Education at a Glance 2023

Table 11
Salary progression for upper secondary school teachers (\$) – excludes TLRs and other allowances

Region	starting	after 15 years	top of scale
Wales and England	34,732	55,726	55,726
Scotland	43,895	55,096	55,096
OECD mean	39,274	53,456	65,658
% difference of Wales and England compared to the OECD mean	-13	4	-18

Source: OECD, Education at a Glance 2023

- 4.41 Tables 10 and 11 demonstrate the percentage difference in the progression of teachers in Wales and England compared to the OECD average. As the table shows that teachers in Wales reach the top of their scale at or before 15 years' service, whilst the OECD average salaries increase beyond 15 years. However, as previously noted, data to inform the OECD 2023 study was collected in 2022 and does not include allowances. Without further research, it is therefore difficult to make meaningful comparisons.

Salaries for headteachers compared with OECD countries

- 4.42 Headteachers' salaries vary considerably across OECD countries. School headteachers' responsibilities may vary between countries and also within countries, depending on the schools they lead. School headteachers may exercise educational responsibilities, which may include teaching, but also responsibility for the general functioning of the institution in areas such as the timetable, implementation of the curriculum, decisions about what is taught, and the materials and methods used. They may also have other administrative, staff management and financial responsibilities.
- 4.43 Table 12 compares the minimum statutory salaries of headteachers in Wales (and England) to the OECD averages for each school phase. All phase starting salaries in Wales (England) show a positive position when compared to the OECD average.

Chapter 4 – Matters relevant to salaries and allowances

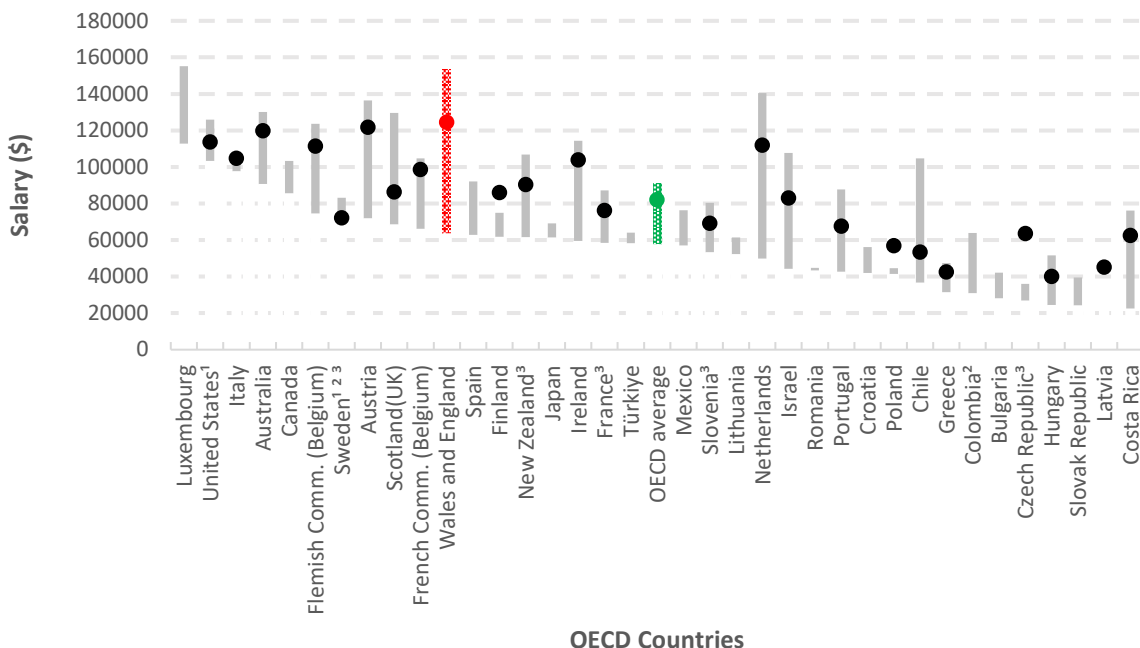
Table 12
School heads' minimum statutory salaries, based on minimum qualifications (\$)

Region versus OECD average	Pre-primary	Primary	Lower secondary	Upper secondary
Wales and England	63,224	63,224	63,224	63,244
OECD average	Not provided	51,020	55,902	57,240
Difference	No OECD data	+12,204	+7,322	+6,004

Source: OECD, 2023

- 4.44 Wales, along with England, has the highest average actual salary for upper secondary school headteachers at \$124,366 compared with the OECD average actual of \$81,972, 52% higher than the OECD average. Wales also has the second largest range in statutory salaries for upper secondary school headteachers, 170% larger than the OECD average. It should be noted that the average actual salary data for Wales and England will contain information for academies, where headteacher salaries can be higher.

Chart 26
Upper secondary school heads' average actual salaries compared to the statutory minimum and maximum salaries (2022)

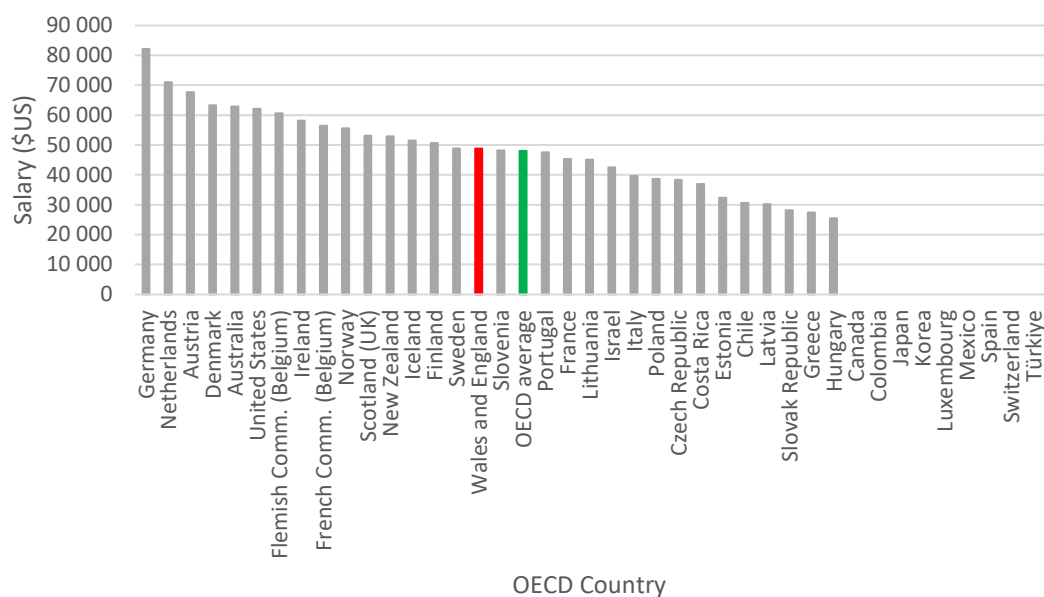


Source: Education at a Glance 2023

- 4.45 From the OECD data available for primary school headteachers within the Education at a Glance 2023 report, the average actual salary is ranked 16 out of the 31 countries reporting data, 1.6% higher than the OECD average.

Chapter 4 – Matters relevant to salaries and allowances

Chart 27
Primary school heads' average actual salaries (2022)



Source: Education at a Glance 2023

Teaching and learning responsibility (TLR) arrangements

- 4.46 A TLR payment may be paid “for undertaking a sustained additional responsibility, to ensure the continued delivery of high-quality teaching and learning and for which the teacher is made accountable”.⁷⁴ Unqualified teachers may not be awarded TLRs.
- 4.47 There are three types of TLRs, whose uses are determined by the school’s pay policy. Values for 2023-2024 are:
- TLR1, between £9,436 and £15,965
 - TLR2, between £3,271 and £7,986
 - TLR3, between £650 and £3,225 – this is a fixed-term payment “for clearly time-limited school improvement projects or one-off externally driven responsibilities”.

Incidence of TLRs

- 4.48 Table 13 shows that in 2022 (the latest data available), 8,580 teachers in Wales received one or more TLR payments.

⁷⁴ Gov.wales (2022), *School Teachers’ Pay and Conditions (Wales) Document 2022 and guidance on school teachers’ pay and conditions* <https://www.gov.wales/school-teachers-pay-and-conditions-wales-document-2022>

Chapter 4 – Matters relevant to salaries and allowances

Table 13
TLR payments by TLR type, gender and phase (to nearest five), 2022

TLR groups by gender		Nursery and Primary schools	Middle Schools	Secondary Schools	Special School and Pupil Referral Units	Other	Total
TLR 1	Male	0	35	395	5	20	460
	Female	10	65	700	15	50	835
	Total	10	100	1,095	20	75	1,300
TLR 2	Male	270	135	1,200	30	65	1,695
	Female	1,595	320	2,410	110	295	4,725
	Total	1,865	455	3,610	140	360	6,420
TLR 3	Male	100	40	195	10	15	355
	Female	395	65	455	25	45	990
	Total	495	100	650	35	65	1,345
Total		2,320	610	4,995	190	485	8,580

Source: SWAC, Welsh Government

4.49 Overall, 30.8% of teachers receive a TLR award – this varies from more than 45.4% in the secondary school sector, to 17.9% in nursery and primary schools.⁷⁵

Table 14
Percentage of teachers who received TLR allowances by sector, 2022 (rounded to the nearest five)

Sector	Headcount	% of teachers in each sector receiving a TLR
Nursery and Primary	2,315	17.8%
Middle	610	38.7%
Secondary	4,995	45.4%
Special and Pupil Referral Units (PRUs)	190	17.2%
Other	485	40.9%
All schools	8,580	30.8%

Source: SWAC, Welsh Government

4.50 In terms of gender, of the total TLR awards made, 72.6% are awarded to female teachers and 27.4% to males. Female staff are awarded 65% of TLR1 payments and 74% of TLR2 payments. The overall composition of the teaching workforce in Wales as of November 2022 was 74.5% female and 25.5% male.⁷⁶

⁷⁵ SWAC, Welsh Government

⁷⁶ Gov.wales (2023), *School Workforce Census Results: as at November 2022* <https://www.gov.wales/school-workforce-census-results-november-2022-html>

Chapter 4 – Matters relevant to salaries and allowances

Table 15
Percentage of teachers by gender and TLR type, 2022

TLR Groups	Female	Male	Total
TLR1	65%	35%	100%
TLR2	74%	26%	100%
TLR3	74%	26%	100%
Total	72%	28%	100%

Source: SWAC, Welsh Government

- 4.51 The mean TLR payment in 2022 was £4,830. The TLR1 mean was £9,441; the TLR2 mean was £4,174; the TLR3 mean was £1,774. Tables 15 and 17 demonstrate the distribution and value of TLR1 and TLR2 allowances by TLR band and gender. For the TLR2 value range of £5,284 to £7,497, 63% were awarded to women and 37% to men.

Table 16
Staff in receipt of TLR 1 by TLR band and gender (rounded to nearest 5), 2021

TLR 1	Male	%	Female	%	Total
Up to £8,859	190	32.2	400	67.8	590
>£8,859 up to £10,903	175	36.8	300	63.2	475
>£10,903 up to £12,946	40	47.1	50	58.8	85
>£12,946 up to £14,990	15	50.0	15	50.0	30
>£14,990	0	0.0	0	0.0	0
Total	415	35.2	765	64.8	1,180

Note: figures do not always add, due to rounding

Source: SWAC, Welsh Government

Table 17
Staff in receipt of TLR 2 by TLR band and gender (rounded to nearest 5), 2021

TLR 2	Male	%	Female	%	Total
Up to £3,071	550	19.7	2,235	80.1	2,790
>£3,071 up to £5,284	615	29.9	1,445	70.1	2,060
>£5,284 up to £7,497	395	36.9	680	63.6	1,070
>£7,497	*	0.0	*	0.0	*
Total	1,560	26.4	4,365	73.7	5,920

Note: figures do not always add, due to rounding

Source: SWAC, Welsh Government

Remuneration and terms and conditions for Additional Learning Needs Co-ordinators (ALNCos)

- 4.52 The Additional Learning Needs and Education Tribunal (Wales) Act 2018 (ALNET (Wales) Act) makes provision for a new statutory framework for supporting children and young people with ALN.
- 4.53 From September 2021, all learners newly identified as having ALN will be supported through the new system of individual development plans. Pupils already in the SEN system will transition over to the new ALN system during a three-year period, starting with those who have low to moderate needs.
- 4.54 The ALNET (Wales) Act creates the statutory role in each school for an ALNCo, whose role is prescribed in regulation. The ALNCo role was implemented in January 2021 for schools to prepare for the implementation of the Additional Learning Needs Code for Wales 2021 (ALN Code).⁷⁷ Paragraph 8.5 of the ALN Code states that “it is vital that the ALNCo has sufficient time and resource to undertake their responsibilities effectively, including dedicated time away from teaching. The head of the education setting should ensure that the ALNCo is supported in this way.”⁷⁸ The ALN Code further describes the role as a strategic one, and that it should either form part of the senior leadership team or have a clear line of communication with the senior leadership team.
- 4.55 We note that in their recent report, Estyn commented that “Those ALNCos that were members of senior leadership teams influenced strategic decisions and used their positions well to champion ALN across all aspects of the work of the school, including teaching, the curriculum and quality assurance. However, in a few cases, ALNCos, who may not be members of the senior management team, did not always feel well supported by senior leaders and their influence at a whole-school level was limited.”⁷⁹
- 4.56 ALNCos are paid on differing salary ranges, as indicated in Table 18 below.

⁷⁷ Welsh Government (2021), *Additional Learning Needs and Education Tribunal (Wales) Act* <https://www.gov.wales/additional-learning-needs-and-education-tribunal-wales-act>

⁷⁸ Welsh Government (2021), *The Additional Learning Needs Code for Wales 2021*, <https://www.gov.wales/sites/default/files/publications/2022-06/220622-the-additional-learning-needs-code-for-wales-2021.pdf>

⁷⁹ Estyn (2023), *The new additional learning needs system: progress of schools and local authorities in supporting pupils with additional learning needs* https://www.estyn.gov.wales/system/files/2023-09/The%20new%20additional%20learning%20needs%20system_0.pdf

Chapter 4 – Matters relevant to salaries and allowances

Table 18
ALNCoS salary by pay range 2022-2023 (rounded to the nearest five)

Pay range	Numbers
MPR	85
UPR	890
LGPR	540
Other	*
Total	1,580*

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

Source: SWAC, Welsh Government

- 4.57 Table 19 shows the mean and median ALNCo salary by pay range. This table includes ALNCoS who are on National Joint Council (NJC) terms and conditions which do not form part of the IWPRB's remit. The table demonstrates the range of salaries associated with the role, but cannot be precise, as it is not known, for example, where those categorised under leadership have additional duties as well as being ALNCoS.

Table 19
Mean and median ALNCoS salary (£) by pay range, 2022

Pay range	Mean	Median
LGPR	58,407	56,898
Leading Practitioners	*	*
UPR	43,280	44,450
MPR	36,086	37,974
National Joint Council (NJC)	28,262	29,127
Other	*	*
Unqualified Teachers	*	*
All	47,961	44,450

"." = Item is not applicable.

Figures rounded to the nearest five. Figures where headcount is less than five but greater than zero are represented by a "*".

Source: SWAC, Welsh Government

- 4.58 Table 20 shows the number of ALNCoS in each pay range who have received an allowance during the year.⁸⁰ Again it is unclear whether the TLR allowances are awarded to ALNCoS solely for the ALNCo role, or whether the ALNCoS carry other responsibilities which are rewarded by a TLR. The ALN allowance is payable to teachers under certain circumstances for teaching pupils with ALN (under conditions stipulated in the STPC(W)D) and should not be used to remunerate ALNCoS for the duties of the ALNCo role.

⁸⁰ Where an ALNCo may be on the LGPR, they may have received the TLR/ALN allowance while in a previous role if they moved pay range during the year.

Chapter 4 – Matters relevant to salaries and allowances

Table 20
Number of ALNCos on each pay range who receive an allowance, 2022

Pay range	ALN/SEN	TLR 1	TLR 2	TLR 3
Leadership	*	0	20	*
UPR	265	85	530	55
MPR	25	*	30	10

Figures rounded to the nearest five. Figures where headcount is less than five but greater than zero are represented by a "*".

Source: SWAC, Welsh Government

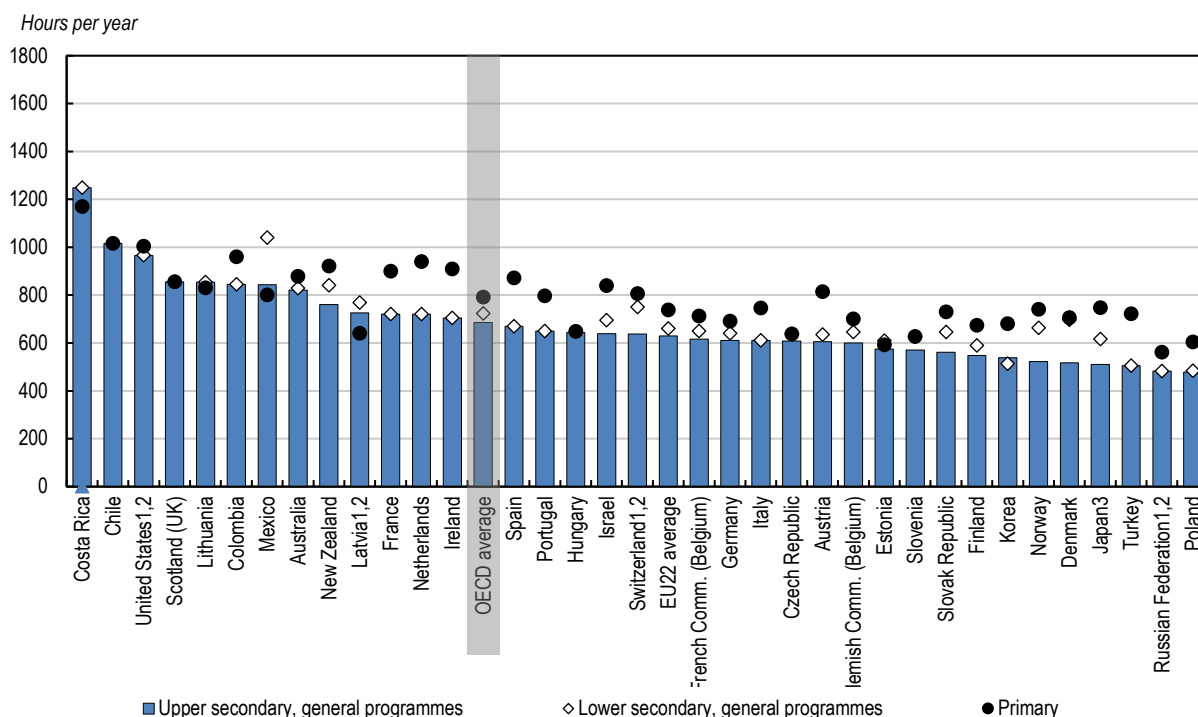
Conditions of service for teachers and leaders

Teaching time (excludes preparation time and breaks between lessons)

- 4.59 Teachers in publicly funded schools in OECD countries and economies are required to teach on average 989 hours per year at pre-primary level, 791 hours at primary level, 723 hours at lower secondary level (general programmes) and 685 hours at upper secondary level (general programmes).
- 4.60 The net statutory teaching time in hours per year is shown in Chart 28 for teachers in public institutions across OECD countries.

Chapter 4 – Matters relevant to salaries and allowances

Chart 28
Statutory teaching time (hours per year) for teachers in public institutions



Source Education at a Glance 2021

4.61 Note that Wales (and England) is not represented, as the STPC(W)D does not specify a statutory number of teaching hours across the year for teachers or leaders. Scotland has a maximum of 22.5 hours per week teaching as an upper limit, equivalent to 855 hours per annum.

Working time for teachers and leaders

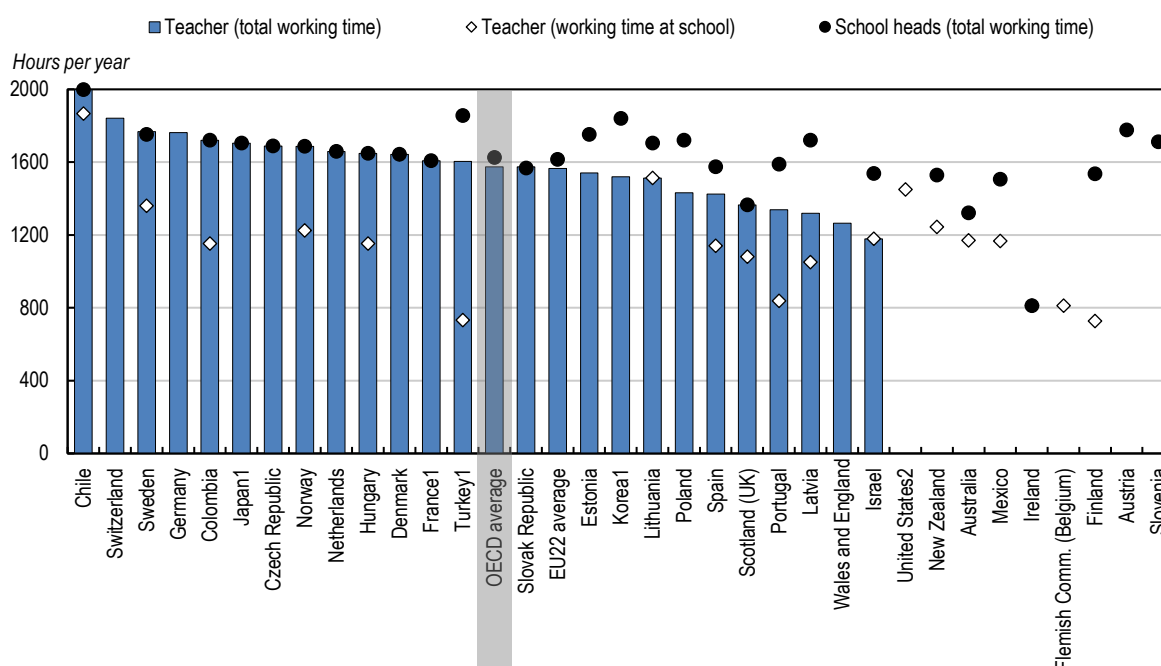
- 4.62 The way teachers' total working time is divided between teaching and non-teaching activities, and the distribution of working hours taking place within the school or elsewhere, varies greatly across OECD countries.
- 4.63 In the majority of countries, teachers' working time is partly determined by the statutory teaching time specified in working regulations. In addition, in most countries, teachers are formally required to work a specific number of hours per year, as stipulated in collective agreements or other contractual arrangements. This may be specified either as the number of hours teachers must be available at school for teaching and non-teaching activities or as the number of total working hours.
- 4.64 In some countries, Wales included, teachers' total annual statutory working time (at school and elsewhere) is specified, but the allocation of time spent at school and time spent elsewhere is not. As can be seen from Chart 29, the statutory working time of teachers in secondary education in Wales (and

Chapter 4 – Matters relevant to salaries and allowances

England) is 1,265 hours over 195 days of the year in Wales, below the OECD average of 1,575.

- 4.65 10 out of the 33 countries represented in Chart 29 report the same statutory annual working hours for teachers and for headteachers. 10 countries report higher statutory annual working hours for leaders compared to teachers whilst only Switzerland and Wales (and England) do not specify a statutory annual working time for headteachers, yet do so for teachers.
- 4.66 Of the countries that report teachers' working time at school, nearly all illustrate a trend of workplace flexibility.

Chart 29
Statutory working time of teachers and leaders



Source: Education at a Glance 2021

- 4.67 As with teachers' working time, many OECD and partner countries define school headteachers' statutory working time. Only in Wales (and England), Switzerland, the Flemish Community of Belgium, Germany (in most Länder) and Italy are there no official documents specifying quantitative information on the working time.
- 4.68 School headteachers in OECD countries and economies work an average of 44 weeks per year at pre-primary, primary and secondary levels of education. Their annual statutory working time averages 1,656 hours at pre-primary level, 1,627 hours at primary level, 1,626 hours at lower secondary level and 1,627 hours at upper secondary level. In Scotland, the statutory working time of headteachers is 1,365 hours. In many of the countries sampled, the teachers' working time and headteachers' working time are identical.

Chapter 4 – Matters relevant to salaries and allowances

- 4.69 In about two-thirds of OECD countries, school headteachers are required to work during students' school holidays. In the other one-third of countries, the regulations do not require school headteachers to work during students' school holidays. Nevertheless, the actual practice could be different. For example, school headteachers in Ireland may work during at least a part of students' school holidays, although it is not included in their statutory working time.

Chapter 5 summarises written submissions and oral evidence provided to the IWPRB from consultees, which address the matters for recommendation in the Minister for Education and Welsh Language’s remit letter.

Salary and allowance ranges for teachers and leaders

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

The Welsh Government’s views

- 5.1 The Minister’s covering letter accompanying the Welsh Government’s written evidence stated that the Welsh Government should “continue to lead the way for teachers’ pay and conditions whilst taking into account the current financial context of Wales and ensuring that any increase to the teachers’ pay bill in Wales is affordable and does not place undue pressure on school and local authority budgets.”
- 5.2 In its evidence, the Welsh Government explained its funding priorities in the final year of its three-year spending review, and that these priorities enable it and its public sector partners to “focus [funding] allocations on those areas which deliver the services which matter most to people and communities”. It went on to explain that “the budget for 2024-2025 is now worth up to £700m less in real terms than when it was set in 2021” and that meeting the cost of the teachers’ pay award should be considered within this context.
- 5.3 It clarified that its budgetary decisions “target as much support as we can to health and local government to support pressure in frontline services focusing on schools and social services” and consequently when planning their budgets, local authorities should note that, “in the immediate term, the affordability of teachers’ pay in Wales needs to be considered in the context of public finances”.
- 5.4 The Welsh Government referred to the local authorities’ pay settlement for 2024-2025, explaining that they will receive £5.72 billion in core revenue funding and non-domestic rates to spend on delivering key services. This settlement “equates to an increase of 3.3% or £184 million on a like-for-like basis compared to the current year.” It went on to clarify that “Every authority will receive an increase in funding over 2023-2024 of at least 2.3%, on a like-for-like basis.”
- 5.5 The Welsh Government said that “moving forward, meeting the cost of teachers’ pay is part of the core funding provided by local authorities as supported by the local government settlement. As part of the Welsh Government budget, the Minister for Finance and Local Government has

Chapter 5 – Consultation responses

again taken the decision to provide all the available funding up front. Authorities' budget planning must therefore accommodate these costs. The increase in the Local Government [Grant] for 2024-2025 of 3.3%, follows increases of 7.9% in 2023-2024 and 9.4% in 2022-2023 which are baselined. These previous large increases were considered good settlements however they still did not meet the pressures reported by the WLGA due to inflation and demand increases."

- 5.6 With regard to the Welsh Government's statement of "no detriment" in the comparison of teachers' pay in Wales and England, it outlined the higher salaries and allowances currently offered in Wales (excluding London weighting) including that:
- teacher salaries in Wales are at least 1.75% higher than for comparable teacher salaries in England;
 - although direct comparisons are not straightforward when considering lower salary scale points, the starting salary is 2.47% higher in Wales at £30,742 compared to £30,000 for new teachers in England;
 - the MPR is five scale points in Wales, rather than six in England. NQTs have the opportunity to reach the scale maximum in four years rather than five years in England.
- 5.7 The Welsh Government provided detailed costings of potential increases to the current teachers' and leaders' pay.

Consultees' views

Salary and allowance increases

- 5.8 The WLGA stated that "Any salary increases must be affordable, should be in line with other professions, take into account inflation/cost of living and also be fully funded by the Welsh Government. The WLGA noted the 3.3% overall increase in the local government finance settlement for 2024-2025.
- 5.9 The NASUWT Cymru requested that all teachers' salaries and allowances be increased by 8% in September 2024, as a "significant above [Retail Price Index] RPI inflation increase to all salary points and allowances to address the cumulative shortfall in teachers' salaries since 2010". UCAC, in the context of the current financial situation, argued for an increase that is "significantly above 4.2%".
- 5.10 Community Cymru were concerned that "teacher pay continues to lose value relative to whole-economy earnings and to other professional occupations" and recommended that this year's pay award should be no less than 6.5%, fully funded by the Welsh Government. It stated that "without restorative pay awards to make teaching more attractive, not only will we fail to recruit the

best graduates into the sector, but overall recruitment will further fail to meet demand.”

- 5.11 Many consultees stated that there has been a real terms decline in pay since 2010 and requested a “fully funded, above-inflation pay rise” as the start of a process to restore teachers’ pay to 2010 real terms’ levels.
- 5.12 The NEU Cymru pointed out that “the evidence shows that the value of teacher pay in Wales has been cut by around a quarter since 2010 against Retail Prices Index (RPI) inflation. The competitive position of teaching has been hit hard by the real terms’ pay cuts, which have been significantly worse than pay cuts for other groups in the economy.” This view was supported by Community Cymru which stated that “statistics brutally reveal that by 2019 the average real terms salary for teachers had fallen by over £4,000” and by the NASUWT Cymru, which commented that “in Wales in 2023 the pay of classroom teachers’ starting salaries was almost one-fifth (18%) less in real terms than if it had increased to match RPI inflation in each year since 2010.”
- 5.13 The ASCL Cymru stated that “there has been a decline in teachers real terms pay for more than a decade, in excess of most other public sector workers. This gap is particularly stark for experienced teachers and for leaders, as their pay has grown more slowly than that of newly qualified teachers”.

Impact of pay on recruitment and retention

- 5.14 The stated decline in pay levels was seen by the majority of consultees as a factor in the recruitment and retention of teachers and leaders. The NAHT Cymru pointed out that “the supply of teachers and leaders is now in such serious free fall that there is almost no area where recruitment is sufficient. Teachers’ and leaders’ pay is in need of a major correction and with CPI inflation running at very high levels the uplift in pay has failed to prevent a further deterioration in the real terms value of salaries.”
- 5.15 The ASCL Cymru also noted that the Welsh Government’s retention data calculations excluded those leaving at normal retirement age, arguing that whilst these teachers may have left at normal retirement age when over half of the workforce is aged over 50, this represents a real risk to the sector over the next five years, and this will particularly affect leadership roles”.
- 5.16 The NEU Cymru argued that recruitment and retention are in crisis. Community Cymru stated that the “recruitment catastrophe” needed to be resolved “before it begins to more seriously impact our schools.” The ASCL Cymru stated that school leader recruitment and retention “has reached “crisis point”, with “50% of teachers in Wales leaving the profession after five years” and a recent ASCL Cymru survey showing that 40% of school leaders and 50% of business leaders are considering quitting in the next three years. It stated that the “leadership pipeline is drying up,” as aspiring leaders and

Chapter 5 – Consultation responses

- current school leaders are “put off in terms of pay progression and work-life balance”.
- 5.17 The WLGA pointed out that “Whilst the salary and allowance ranges may be a factor in the recruitment of high-quality practitioners, we believe it is just one factor that contributes to the retention issues with teachers and school leaders. Workload and role demands would from experience be more prominent matters that influence teacher’s decisions to leave the profession.” All consultees were concerned about workload and well-being.
- 5.18 Community Cymru suggested that the workload and well-being aspects of teaching were having a detrimental impact on recruitment and retention, calling for PPA time to be applied to all teachers and those staff who are delivering lessons, and increased from 10% to 20% of a teacher’s time. The union also suggested that the introduction of a working-time limit or an entitlement to protected holidays for teachers and leaders could help to improve the situation.
- 5.19 The NEU Cymru called for a shorter pay scale for teachers, believing that this would have a positive influence on recruitment and retention. To achieve this, the NEU Cymru suggested removing threshold progression and using a six-point scale to replace the current MPR and UPR. UCAC wished to see the removal of any “artificial obstacle preventing teachers from reaching the maximum point on the scale” as it believed that this “leads to inequalities within the teaching workforce, including a [possible] gender pay gap”. The ASCL Cymru did not support the proposed move to a single pay range, or the removal of threshold progression, as it saw the use of these ranges as “distinct career stages” with clearly defined reward packages.
- 5.20 The NASUWT Cymru quoted from an EWC survey conducted in 2019 which confirmed that of the 1,863 teachers who gained QTS in 2009, only 889 were still teaching ten years later.⁸¹ It recognised that this data had not been updated, but believed that “other evidence suggests that rates of exit from the profession for reasons other than retirement or death-in-service remain significant among this group”,⁸² emphasising the “critical importance of ensuring that pay-related teacher supply policy is focused on the retention of serving teachers across the whole of the experience range, as well as recruitment into the profession”.

Principles for pay awards

- 5.21 Some consultees felt that the Welsh Government’s commitment to “no detriment” had been eroded. The ASCL Cymru quoted the results of the pay talks in England in September 2023, which resulted in a higher pay

⁸¹ EWC (2019). *Data Insights: Registered School Teachers and retention in Wales – tracking analysis*. <https://www.ewc.wales/site/index.php/en/documents-eng/about/workforce-statistics/leadership-npgh/527-retention-tracking-analysis-2019/file>

⁸² National Foundation for Education Research (2022), *Teacher Labour Market in Wales* https://nfer.ac.uk/media/4znpvgz/teacher_labour_market_in_wales_annual_report_2022.pdf

settlement for teachers and leaders in England than in Wales as the Welsh Government subsequently used a three-year aggregated view of pay awards to make their decision. It explained that “although starting salaries in Wales have been increased by the deletion of point M1, teachers on points M5 and M6 will have started on point M1 and progressed annually, so are comparable with the same points in England”. It went on to say that “the value of M5 is only marginally (0.7%) above England, not the “at least 1.75% higher” stated in the Welsh Government’s evidence, and that “the starting salary in Wales is only slightly higher than in England, at £30,742.” It pointed out this “falls well below the median graduate starting salary for 2023 of £33,500 reported by High Fliers, which had increased by 11.7% in two years, and is now forecast to increase to £34,000 in 2024.”³

- 5.22 The NEU Cymru and the NASUWT Cymru noted that teachers’ pay in Wales is significantly behind that in Scotland.
- 5.23 The NEU Cymru noted that the “IWPRB must refuse to be constrained by the Welsh Government’s call that any increase will need to be found from within existing local authority budgets, and for ensuring that any increase to the teachers’ pay bill in Wales is affordable, and does not place undue pressure on school and local authority budgets”.
- 5.24 The NEU Cymru stated that pay arrangements for leaders must be “fair and ... rooted in the circumstances of the school”, that they should “reflect a whole-school approach” and not be “detached from pay arrangements for other teachers in the school”. It also called for the distinctions between executive headteachers and headteachers to be clarified within the STPC(W)D, together with “clear and mandatory national provisions on the pay of executive heads”. UCAC commented on the increase in leaders who are responsible for more than one school, and asked for an “additional, specific consideration within the current range, using a suitable formula”, so that the pay and conditions of such leaders be “protected at a national level”.
- 5.25 The NAHT Cymru believed that there needed to be a clear distance between the pay ranges for school leadership and teaching, and regarded this as an important measure to help protect leadership pay, to allow and increase differentiation from teachers’ pay, and to give room to demonstrate progression. It was “deeply concerned that the gap between leadership and the MPR is continuing to narrow” and believed that there was a lack of a definitive pay progression path which takes into account the growth of responsibilities. It believed that there is a need to maintain a separate pay scale for leadership, but with clear guidance to all relevant bodies on its operation, to ensure equality and to aid recruitment and retention.
- 5.26 The ASCL Cymru agreed with the NAHT Cymru, and stated that the difference between the maximum of the MPR and the minimum of the LGPR has decreased and that “This deters teachers from wanting to move into leadership roles, as the salary increases are not reflective of the additional responsibility being taken on.” It believed that the differentials between each pay range should be restored. UCAC were also in agreement, but cautioned

Chapter 5 – Consultation responses

that “we must consider the situation in smaller schools in this regard and ensure that funding is sufficient before we move on the matter”.

- 5.27 The ASCL Cymru stated that teachers’ pay awards should compensate for the relative lack of flexible working, and argued that the lack of opportunities for flexible working arrangements “is one of the reasons for the fall in ITT (*sic*) applications.....and why teaching is not attractive.” The union also stated that “The pay award needs to be split so there is an uplift in line with inflation ... an uplift that goes towards pay restoration ... and an uplift that adjusts for the lack of flexible working in teaching.” This was a key area for other consultees too, which similarly referred to the lack of flexible working opportunities in schools, with some echoing the belief of the ASCL Cymru that salary levels should compensate for this.
- 5.28 The NEU Cymru referred to the current system of TLR payments and ALN allowances as “opaque and unfair” in their lack of consistency and called for their replacement with criteria which support equal pay for similar responsibilities. UCAC agreed with this and requested that “specific steps ... be introduced when awarding a TLR” to avoid these inconsistencies.
- 5.29 The NEU Cymru also expressed concern about inequality within the system, and that teachers and leaders “must be protected against conscious or unconscious bias in pay decisions”, including ambiguity around flexible working. The NASUWT Cymru expressed similar concerns regarding equalities, noting that average salaries are higher for male teachers than for female teachers both overall and at headteacher and ‘other leadership’ grades. It noted that “the Welsh Government’s own SWAC data clearly demonstrates a significant gender pay gap in schools in Wales in 2022-2023, which becomes more pronounced in leadership and headteacher positions”.

Additional guidance in Section 3 of the STPC(W)D

Matter for recommendation: “Consideration of the requirement for additional guidance to that currently provided in Section 3 of the STPC(W)D.”

The Welsh Government’s views

- 5.30 The Welsh Government’s comments about this referred primarily to pay policies. The Welsh Government stated that under the existing STPC(W)D, it was a requirement that all relevant bodies adopt a policy setting out the basis on which it determined teachers’ pay. Within that policy, it was for individual schools to consider how changes to the national pay framework would apply to individual salaries and allowances, and how the school would take account of changes to statutory pay and conditions when making individual pay awards.
- 5.31 In its evidence on additional guidance to be provided for Section of the STPC(W)D, the Welsh Government noted that “research by the Welsh

Government suggests that pay is not a key driver for teachers. A national pay and conditions framework should provide a degree of flexibility to both recognise and reward effective teaching and leadership but this should be within a national system of pay and conditions”.

- 5.32 In their oral evidence session, the Welsh Government supported convening a task and finish group to consider Section 3.

Consultees' views

- 5.33 Consultees recognised that many changes had taken place over the last decade, particularly since the devolution of pay and conditions in 2018, which meant that some of the guidance was either not reflective of current practice or was completely out of date and no longer required.
- 5.34 The ASCL Cymru noted that the terminology used in section 3 of the STPC(W)D in some cases needed to be updated to reflect the terminology used in Wales.
- 5.35 The majority of consultees supported the ASCL Cymru proposal to convene a task and finish group with a remit to consider additional guidance as part of section 3. Consultees highlighted the need for a tripartite forum which would allow all stakeholders to have a voice in a fair and equitable way and pointed to the existing and well-established mechanism of the school social partnership forum, or establishing a subgroup of the PPF to undertake this role.
- 5.36 The NASUWT Cymru provided a complete revision of section 3 guidance in its evidence. It believed that a task and finish group was not required and that “[we don’t believe] further delay to the publication of such guidance ... is necessary or warranted”.
- 5.37 Some consultees called for a national pay policy as part of the renewed guidance. The WLGA highlighted that progress had been made towards a national model pay policy, developed by the HRD Network Education Group in consultation with the trade unions.
- 5.38 Most consultees stated that introducing any additional guidance should not have the effect of removing existing flexibilities contained within the document. Rather, the guidance should clarify how to use the existing flexibilities appropriately and fairly.
- 5.39 The NAHT Cymru noted that school governors needed significant training specifically on pay, including how to determine leadership pay, and how to deal with requests for more pay in a way which would ensure impartiality and remove the reliance placed on local authorities.

Remuneration and terms and conditions for Additional Learning Needs Co-ordinators (ALNCos)

Matter for recommendation: “Appropriate remuneration and terms and conditions for the newly defined statutory role of Additional Learning Needs Coordinator (ALNCo) to fairly reflect roles, responsibilities, working time and workload, with particular regard to the consistency and appropriateness of awards.”

- 5.40 The IWPRB asked consultees to comment on the ALNCo task and finish group report, which was the result of a past recommendation. Consultee responses below are ordered by each recommendation of that report.

ALNCo task and finish group recommendation 1 - The Additional Learning Needs Co-ordinator should be appointed as part of the Senior Leadership Team of the setting in order to effectively meet their required responsibilities.

The Welsh Government’s views

- 5.41 The Welsh Government referenced the ALNET (Wales) Act in its response. It also noted the recommendations of the ALNCo task and finish group.

Consultees’ views

- 5.42 The WLGA considered that guidance on the definition of what is meant by the reference within the ALN Code to the senior leadership team would be useful, “in that the ALNCo should either be a part of SLT or have clear lines of communication to SLT”. It posed the question as to whether this refers to those on LGPR or those who the school have designated as their senior leadership team, as in some schools this would include TLR postholders.
- 5.43 All consultees concurred with the task and finish group’s recommendation that ALNCos should be appointed as part of the senior leadership team in education settings. Consultees noted that this was essential, reflecting the strategic nature of the role and its statutory responsibilities.
- 5.44 Additionally, the ASCL Cymru noted that the language in the STPC(W)D needs to be changed to reflect the ALN regulations, so it is in line with the new statutory regulations for pupils with additional learning needs.

ALNCo task and finish group recommendation 2 - The Additional Learning Needs Coordinator should be remunerated in line with appointment to the Senior Management Team of the setting in order to reflect the managerial responsibilities of the role.

The Welsh Government's views

- 5.45 The Welsh Government referenced the recommendation from the task and finish group, noting that the Minister had accepted the recommendation in principle and shared the report with the IWPRB for consideration.
- 5.46 In its written evidence it noted that “It will be key that recommendations in relation to such remuneration be both fair and transparent as well as being able to be implemented consistently across schools in Wales. Detailed consideration of the statutory responsibilities of the ALNCo role alongside other variables in individual posts needs to be clearly identified. Appropriate designation within the leadership pay scales relative to other school leaders will also be required”.

Consultees' views

- 5.47 The WLGA considered that ALNCo should align with either the leadership scale or should be awarded a specific TLR scale to reflect the statutory and strategic nature of the post. It noted that “the payment should be as a minimum at TLR level to reflect the level of whole school responsibility of the role. Thought could also be given to the introduction of a specific TLR range for ALNCo rather than applying a TLR 1 or 2”.
- 5.48 The WLGA agreed that aligning the pay and responsibility level of ALNCo would be beneficial, but raised concerns that “implementing this nationally could pose challenges for smaller schools that may not afford a deputy headteacher or other TLR post holders. The consensus is that a ‘one size fits all’ approach may not be suitable for all settings.”
- 5.49 The WLGA raised a concern about the impact on “central pay for ALN staff, with disparities between school staff and central staff salaries potentially hindering recruitment of experienced practitioners to support the ALN sector. Overall, there is support for this recommendation, with a call for sufficient funding and job evaluation to ensure consistency across schools”.
- 5.50 Other consultees were in agreement that the ALNCo should be remunerated on the LGPR.
- 5.51 UCAC was fully supportive of the principle of payment on the LGPR but noted that consideration must be given to the situation in small schools and also that headteachers often undertake the role of ALNCo in small schools, referring also to ALNCo supporting clusters of schools. This position was endorsed by the ASCL Cymru in its supplementary evidence. UCAC stated that if a headteacher undertakes the role of ALNCo, “there must be clear guidance [in the STPC(W)D] regarding pay scales in such situations.”
- 5.52 The ASCL Cymru called for amendments to the STPC(W)D to enable schools to appropriately recognise and remunerate those working in ALNCo roles. It noted that “this must be accompanied by significant investment by

Chapter 5 – Consultation responses

the Welsh Government so that schools can afford the ongoing costs related to this”.

- 5.53 The NAHT Cymru was concerned that if remuneration was determined locally, and using TLRs at a school system level, schools were always going to be governed by their own personal funding circumstances rather than paying the “going rate” for the job. It noted that “for some schools this will prove a significant role for a variety of reasons – overall pupil numbers, how fit for purpose was SEN support previously, how many pupils have identified ALN, how many need assessments etc. It is feasible that a relatively small school could have a significant number of pupils with ALN and some larger schools may not. There must be a mechanism in place that looks at those variables when determining a pay structure”.

ALNCo task and finish group recommendation 3 - The Additional Learning Needs Co-ordinator should be offered a Professional Learning package appropriate to their role, experience and needs, and should be allocated non-contact time to undertake this.

The Welsh Government’s views

- 5.54 The Welsh Government noted that “Regulations made under section 60 of the ALN Act place a statutory duty on Governing Bodies to ensure that ALNCoS have prescribed qualifications or prescribed experience. The Regulations, which came into force on 4 January 2021, also prescribe the functions of ALNCoS in relation to provision for pupils or students with ALN.”

Consultees’ views

- 5.55 The WLGA said that “there’s a call for an expectation at a national level for ALNCoS to be offered a comprehensive professional development program, including a statutory obligation to achieve a designated national qualification within a specific timeframe”. It believed that it is “essential for [an] ALNCo to ensure that all staff receive professional learning on ALN, and they should have access to [an] appropriate level of professional learning themselves, aligning with the National Professional Learning Pathway for ALN to ensure competency in the role”.
- 5.56 The ASCL Cymru stated that “Each school context is different and ALNCoS will operate with autonomy and agency in their settings and in partnership with specialist health and social care professionals. This statutory role requires continuous professional development.”

ALNCo task and finish group recommendation 4 - Consideration should be given to identifying a level which reflects the role designated to the ALNCo. This should be at Senior Management level in the setting and should draw remuneration commensurate with the role.

- 5.57 Consultee feedback on this recommendation has been covered in the preceding sections.

Allocation of non-contact time

- 5.58 We note that both the ALNCo task and finish group report and consultees advise that further research needs to be carried out to identify the amount of non-contact time required to fulfil the ALNCo role effectively. Consultees' views were sought regarding the allocation of non-contact time for ALNCos.
- 5.59 The ASCL Cymru noted that non-contact time requirements will vary widely from school to school and recommended a research guide is commissioned "reflecting evidence of current practices and outlining a scaling of non-contact time required in different sized schools".
- 5.60 The NAHT Cymru noted that a third (34%) of school leaders in Wales reported performing ALNCo responsibilities during their dedicated leadership time. Of those headteachers who stated they were the ALNCo for their school, an average of 40% reported using their dedicated leadership time for other responsibilities, "It perhaps comes as no surprise that 69% stated these were related to ALNCo responsibilities." with 69% stating that these were ALNCo related. It noted that "even where heads are not the ALNCo for their school, 30% of the NAHT Cymru headteachers with a separate ALNCo at their school report using their dedicated leadership time to perform ALNCo responsibilities".
- 5.61 The NAHT Cymru noted that only one in three (30%) of leaders reported that the ALNCo at their school has enough time to carry out their ALNCo responsibilities, with more than two-thirds (67%) stating that they do not. Key drivers were the level of paperwork and not having enough non-contact time to manage that workload. It also noted that to develop a more equitable system, there must be a further exploration into setting a baseline for non-contact time for ALNCos "which is not determined by funding. A workload impact assessment should be carried out in relation to IDPs to ensure an ALNCo's time is maximised supporting learners".
- 5.62 The NASUWT Cymru believed that the ALNET Act was "creating massive workload burdens for ALNCos and teachers", and that adequate time must be provided to ALNCos in order for them to carry out their duties properly, "particularly given the widely reported lack of support and training opportunities provided by many local authorities".
- 5.63 The NEU Cymru noted that "workload has substantially increased with the ALNET Act implementation". It did not accept the Welsh Government's narrative that "this is just a matter of moving between the two systems – although that has certainly exacerbated the workload implications for ALNCos". This is because "the ALNET Act means a substantial transfer of workload from local authorities to ALNCos, and to the school workforce more widely. That the ALNCo has the duty to decide if a child has an additional learning need, and what their additional learning provision should be,

Chapter 5 – Consultation responses

regardless of the [lack of] input from other services, is and will continue to be a significant workload driver.”

Administrative and clerical tasks

Matter for recommendation: “Whether any other tasks should be added to the list of administrative and clerical tasks at Annex 3 of Section 2 of the STPC(W)D including any requirement for the potential inclusion of specific reference to school leaders”.

The Welsh Government’s views

- 5.64 The Welsh Government reiterated the guidance in the current STPC(W)D that “teachers should not be required routinely to participate in any administrative, clerical and organisational tasks which do not call for the exercise of a teacher’s professional skills and judgment” and it confirmed that “the list available at Annex 3 of the STPC(W)D should provide relevant tasks as examples to highlight this provision”. It believed that the list of administrative tasks in Annex 3 of the STPC(W)D should provide suitable relevant tasks as examples to highlight this provision.
- 5.65 It noted that headteachers’ contracts “should not contain a duty to perform this type of task”, and that this work should instead be carried out by members of school support staff. It added that “assistant and deputy headteachers should not be required to routinely carry out such activities”.
- 5.66 It suggested an update to paragraph 46.1 of the STPC(W)D to apply to assistant, deputy and headteachers the same overarching rights as teachers, as set out in paragraph 51: “unless expressly provided for in their contract of employment or elsewhere in the STPC(W)D, assistant, deputy and headteachers will be entitled to the rights conferred in paragraph 51”.

Consultees’ views

- 5.67 Some consultees called for a task and finish group to agree on the list of clerical and administrative tasks, while others made suggestions as to how it could be updated and applied to leaders. The WLGA stated that “the administrative tasks should be updated with input from practitioners, particularly concerning ALN related tasks such as IDP development and communication with families”.
- 5.68 The ASCL Cymru called for further refinement of the list of tasks to “better reflect the current working practices in schools”, and stated that this list of tasks should be supported by including a definition of administrative and clerical tasks before offering an illustrative list of such tasks. It also asked that paragraph 51.8 of the STPC(W)D concerning administration and external examinations be amended to apply to teachers and leaders. It did

however feel that a list of illustrative tasks for leaders would not be helpful, “due to the wide variety of roles and context”.

- 5.69 The ASCL Cymru noted that the key tests for any administrative or clerical task must be:
- a. Does it need to be done at all?
 - b. Is the task of an administrative or clerical nature?
 - c. Does it call for the exercise of a teacher or leader’s professional skills or judgment?
- 5.70 It was of the opinion that where it was decided that a task was necessary, but the answer was ‘no’ to point c, then the teacher or leader should not perform the task.
- 5.71 As an example of an unnecessary administrative task, UCAC referred to new legislation regarding recycling, where the headteacher was required to find a competitive provider, which was taking up a significant amount of time.
- 5.72 The ASCL Cymru suggested wording from the School Teachers’ Pay and Conditions Document (STPCD) be added to Annex 3 Section 2.
- 5.73 UCAC were concerned about the linguistic accuracy of the Welsh version and suggested changes.
- 5.74 The NASUWT Cymru suggested that the recent restoration of this list of administrative and clerical tasks is premature and does not allow sufficient time making it too early to identify issues or additions. However, it did point out a few disparities between paragraphs. It would expect most of the contents of Annex 3 Section 2 to be relevant to leadership staff. UCAC agreed with this view. The NASUWT Cymru also provided a copy of England’s updated list for reference.
- 5.75 The NAHT Cymru stated that they were “not in favour of any unnecessary additional [unfunded] burdens or responsibilities being put on school leaders” and requested a “description of expectations, with some description of tasks school leaders will not be expected to do”.

Leaders’ conditions of service

Matter for recommendation: “Leaders Conditions of Service and in particular the consideration of introducing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends for leaders be included in the STPC(W)D”.

The Welsh Government’s views

- 5.76 The Welsh Government noted that the provisions of the Working Time Regulations (1998) apply to all staff. Working hours, holiday entitlement and

Chapter 5 – Consultation responses

weekends for teachers are provided for by sections 50 and 51 of the STPC(W)D and such limitations should not be restricted. The Welsh Government noted that additional clarity could be achieved by amending paragraph 46.2 of the STPC(W)D to include the same provisions for headteachers as exist for teachers in paragraph 51.1.

- 5.77 It referred to concerns raised by consultees regarding excessive workloads and noted that a Workload Charter was being developed.
- 5.78 The Welsh Government felt that codifying the times at which school leaders could not be ordinarily contacted risked unintended consequences. However, it felt that the absence of a stated number of working days each year for leaders, in the same way as exists for teachers, felt like a gap.

Consultees' views

- 5.79 There was agreement among consultees that the workload pressures on school leaders were concerningly high, and growing, with the NEU Cymru referring to a “workload crisis in schools”. In their written submissions, consultees pointed to several causative factors for this, including high levels of bureaucracy, budget pressures leading to reduced staffing, Welsh Government and local government initiatives, staff absence, accountability and inspection measures, non-teaching activities involving learners, and parent/carer contact. The NAHT Cymru described “leaders ...to be at breaking point” and believed “headteachers should be given the workload to be completed within a 35-hour week”.
- 5.80 The ASCL Cymru cited the latest EWC national education workforce survey which shows that school leaders were working an average of 54 hours per week, with 64.2% of those surveyed feeling that they were unable to manage their workload within the agreed working hours. The NAHT Cymru survey of its members across Wales in February 2024 indicated a similar average figure with respect to 58 hours worked per week for deputy and assistant headteachers, plus an average of six hours at the weekend, but the union noted that headteachers were reporting an average of 64 hours per week and 17 days over the summer holidays. In the same survey, 69% of leaders in Wales said that they were less satisfied with their roles than 12 months earlier, with 40% being much less satisfied. The NASUWT Cymru ‘Big Question’ survey of its members indicated that the average working hours of leaders across Welsh schools were in excess of 45 hours per week, including an average of 14 hours outside of the school day. Many consultees also cited several instances of school leaders being called onto the school site for school fire alarms at night, or having to be present while building work took place in the holidays.
- 5.81 UCAC noted that most OECD countries have designated statutory working hours for headteachers as well as teachers, indicating that the average statutory working hours for headteachers ranged from 1,656 in pre-primary

settings to 1,627 in secondary settings.⁸³ The ASCL Cymru pointed out that the OECD averages of working days for leaders in 2021 were between 211-214 days and that working weeks were between 43-44.

- 5.82 UCAC raised a concern “that school leaders are likely to be exempt from the requirement to have working hours of fewer than 48 per week on average (Working Time Regulations 1988) due to the exemption clause: you may have to work more than 48 hours per week on average if you work in a job where working time is not measured and you’re in control, for example if you are a management executive with control over your decision”.
- 5.83 Consultees indicated that excessive workload was having a significant effect on wellbeing, work-life balance and professional learning. The NASUWT Cymru ‘Big Question’ survey indicated that over 83% of leaders believed their job had adversely affected their mental health in the last 12 months, while in response to the NAHT Cymru survey of February 2024, 85% of school leaders in Wales had concerns about the impact of the role on their well-being.
- 5.84 Most consultees also indicated that the workload associated with school leadership was having an impact on recruitment and retention. Only 23% of school leaders in the NAHT Cymru survey in February 2024 said that they would be likely to recommend school leadership as a career goal. The NAHT Cymru also cited Education Policy Institute (EPI) research from 2022 that showed that there had been a sufficient number of candidates for headship roles in Wales in only four of the last 15 years. In the NAHT Cymru survey of February 2024, less than half of current deputy and assistant heads in Wales indicated that they were aspiring to headship and beyond in the future. When asked about barriers to progression, 85% referred to concerns about the impact of the role of the headteacher on personal well-being.
- 5.85 The NASUWT Cymru stated that 70% of leaders who responded to its ‘Big Question’ survey had considered leaving teaching in the last 12 months, and the ASCL Cymru indicated that they saw a reluctance to move into leadership roles. The ASCL Cymru also pointed out that the EWC’s Policy Briefing in 2020 had indicated a “blockage in the system around middle leadership”: deputy and assistant heads who did not wish to progress to headships blocked the route to headships for others behind them, creating a systemic supply issue. The NAHT Cymru made a similar observation.
- 5.86 The Church in Wales supported moving away from a culture of a headteacher particularly, [and] other senior leaders within a school, of potentially being on call 365 days a year.
- 5.87 All consultees agreed that action was required to address the excessive workload of school leaders.

⁸³ These are the phase categories used in the OECD Education at a Glance report 2021.

Chapter 5 – Consultation responses

- 5.88 However, there was also general agreement that reducing workload should be accompanied by other actions. Several consultees pointed out that the STPC(W)D's clauses about school leaders create something of a blank cheque in terms of school leaders' working hours, with the ASCL Cymru noting the "open ended expectations" in the legislation. The ASCL Cymru pointed out in the oral evidence sessions that "because there was no overtime payment or Time Off in Lieu (TOIL) for school teachers or leaders, there was no incentive for employers to consider the necessity of work or apply a specific cost to the time of school teachers or leaders." UCAC stated that it believed the exemption clause to the working time directive meant that school leaders were unlikely to fall within the requirement of a maximum of 48 hours' work per week. There was a significant and widespread belief that the open-ended nature of current stipulations regarding school leaders' working time must be addressed as a discrete issue alongside workload.
- 5.89 There was agreement among consultees that the issue of excessive working hours among school leaders needed to be addressed via formal protected time for rest and recuperation, but no consensus emerged about exactly what form this should take.
- 5.90 Consultee views on protected time included the following suggestions: no expectation that leaders be available between 6pm and 8am or at weekends other than in short-term emergencies, a protected four-week break over the summer, plus two weeks at both Christmas and Easter, a 35-hour week, the 'right to disconnect' that has been introduced in some countries as an example of good practice, and "a supportive and sustainable model" similar to the Scottish system.
- 5.91 The WLGA was supportive of protected holiday time for leaders, but noted the importance of ensuring the necessary financial support for this, and of "realistic expectations". During these times, they stressed the need for a nominated contact to provide cover.

Teachers' conditions of service

Matter for recommendation: "Teachers Conditions of Service and in particular reviewing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends to be revised in the STPC(W)D."

Welsh Government's views

- 5.92 The Welsh Government noted that the provisions of the Working Time Regulations apply to all staff. Working hours, holiday entitlement and weekends in relation to teachers are provided for by sections 50 and 51 of the STPC(W)D and "such limitations should not be restricted".

Consultees' views

- 5.93 The WLGA noted that the STPC(W)D already includes specific information on the number of days per year and number of hours per year a teacher can be expected to work, and suggested that the focus should be on addressing workload issues. The ASCL Cymru referred to paragraph 50.7 of the STPC(W)D, proposing its amendment would make it clear that the reasonable hours must not be excessive and that teachers must still be able to achieve an acceptable work-life balance through term-time and school closure periods. It further referred to paragraph 50.10 of the STPC(W)D, proposing that it be reviewed and amended to ensure that part-time teachers are not disadvantaged by having to return to work several hours later for an after-school directed time event, or vice versa.
- 5.94 The NAHT Cymru believed that the overarching principles on working time should be set out in a working time agreement to say that:
- The individual and collective work of teachers should be capable of being undertaken within a 35-hour working week.
 - A reasonable level of workload is secured and maintained for teachers.
 - As high a proportion of teacher time as is possible is focussed on the core tasks of learning and teaching.
 - Essential development work is taken forward at a manageable pace, underpinned by the provision of appropriate resources, including identified staffing and time.
- 5.95 It also commented on part-time teaching staff, noting that part-time staff should be able to fulfil their contractual hours and attend their required number of pro-rata in-service days.
- 5.96 UCAC thought that ensuring maximum working hours through agreement and in the spirit of social partnership would be beneficial for teachers and schools alike. It referred to the practice in Scotland (the “Working Time Agreement”) and the guidelines in Appendix 2.7 of the Scottish Negotiating Committee for Teachers (SNCT) Handbook.⁸⁴
- 5.97 In UCAC’s view, simply assessing workload is insufficient in itself. Workload must be addressed by reaching an agreement on guaranteed working hours and then implementing a clear plan. It believed that teachers should not be asked to work during holidays and weekends. “However, we are fully aware that occasional requirements arise, e.g. extra-curricular courses or rehearsing for Eisteddfodau. We accept that this has been done by agreement in the vast majority of cases but adopting a model as outlined ...it could be ensured such actions count towards co-operation/planning hours.”

⁸⁴ SCNT (2014), *Appendix 2.7 Code of practice on working time arrangements for teachers*
https://www.snct.org.uk/wiki/index.php?title=Appendix_2.7

Chapter 5 – Consultation responses

- 5.98 The NEU Cymru focussed their consideration on the workload of teachers, in particular relating to the new curriculum and qualifications, a call for an increase in PPA time, and for a directed time calendar at the start of the year.

Annual pay cycle

- 5.99 In his year five remit letter, the Minister for Education and Welsh Language drew the IWPRB's attention to an issue that had been raised regarding the timing of the annual pay review.
- 5.100 The Minister stated that currently, the annual cycle reflects the academic year and that he would appreciate views on changing this approach to link with the financial year whilst ensuring that there is no consequential detriment to the pay of school leaders and teachers.
- 5.101 Whilst not technically a matter for recommendation, the IWPRB approached the issue in the same manner by seeking consultees' views.

Welsh Government's views

- 5.102 The Welsh Government noted that current timings lead to a misalignment of academic and financial years with pay awards being agreed upon after budgets are set. A re-alignment, initiating an earlier start to the annual process with a pay award announced early in the calendar year but implemented from September, would facilitate more accurate forward financial planning.
- 5.103 It noted that this would also give schools a full term for planning and enable local authorities to address the required need. Such a revised process would still allow pay awards to apply from the subsequent academic year in September, ensuring that there was no negative impact on individual pay awards.

Consultees' views

- 5.104 Most consultees supported the pay review process being aligned to the financial year.
- 5.105 The WLGA favoured the proposal and noted that the cycle should be modified so that it facilitates effective financial planning by local authorities as funders of school budgets, and budget-setting processes by both local authorities and schools.
- 5.106 In their oral evidence, the WLGA also noted that school funding was subject to legislation and regulatory processes that need to be carefully considered if changes were to be made to the annual pay review process.

Chapter 5 – Consultation responses

- 5.107 Most consultees agreed that the effective pay award date should remain as 1 September, with the ASCL Cymru citing the commencement of the majority of leaders' and teachers' contracts and incremental progression as significant factors in favour of this.
- 5.108 UCAC noted that it had no objection to changing the timing of the annual pay review and linking it to the financial year, "so long as it could be done in a simple, coherent way".
- 5.109 The NEU Cymru acknowledged that whilst current arrangements were not aligned, any consideration of changes to the pay review process should be the subject of full and meaningful consultation with the relevant trade unions.
- 5.110 The ASCL Cymru considered the wider process and noted that, ideally, the remit would need to be issued early in the summer term. This would allow a full and meaningful pay review process with the IWPRB's report and the Minister's response being published early in the autumn term, to allow time for stakeholder consultation to be concluded by the end of term. Schools would therefore be cognisant of the pay award when carrying out budget planning for the start of the financial year.
- 5.111 It was the opinion of the ASCL Cymru that negotiations on the pay award should be re-opened should unforeseen economic changes arise between the pay award decision in April and its implementation in September.

Background

- 6.1 The IWPRB has recently completed a strategic review of teachers' pay and conditions, commissioned by the Minister for Education and Welsh Language in December 2021 and published on 9 April 2024. It considered the current structure of teachers' and leaders' pay and conditions in Wales and proposed opportunities for improvements where required, based on evidence and lessons learned, to meet aspirations for the future. The report contained 26 recommendations relating to pay and conditions, some for immediate action in 2024-2025 and others staggered into the future over four to five years to align with the full implementation of the appropriate education reforms.
- 6.2 Short-term pay recommendations included the removal of "threshold" (R1), making performance awards available to teachers on UPR (R2), increasing the minimum salary for headteachers (R7), modifying TLRs (R12-14) and clarifying the STPC(W)D (R15 and R17).
- 6.3 Future recommendations focused on the reviews of the teachers' salary scale in combination with a review of the role of the leading practitioner (R3-4), the salary range for headteachers (R8-9, R11), and leadership pay in federated schools (R10).
- 6.4 The remaining recommendations (R18-23) were aligned to teachers' and leaders' conditions, with three focused on the short term: CPD (R21), flexible working (R22) and equality matters (R26).
- 6.5 Future recommendations were focused on workload and working hours (R18-R20), flexibility (R23) and modifications to the employers' pay policy (R23).
- 6.6 The IWPRB is concerned that the year five remit letter was expected in October 2023, but was not issued until the end of January 2024. It is also concerned that the recommendations of the strategic review were not made available to the PPF, and that the strategic review was not published until the written consultation period for this year's remit had ended.
- 6.7 Such delays were unfortunate and add to our concerns, as well as those of consultees, about the length of consultation periods, the timing of the publication of our reports and the Welsh Government's decision on pay increases.
- 6.8 The strategic review contained an implementation timeline (attached at Appendix C). The timeline was designed to ensure that all relevant evidence could be gathered in advance of reaching conclusions on matters raised.
- 6.9 One of the matters for recommendation in this year's remit relates to teachers' conditions of service and we maintain that our previous recommendations noted in paragraphs 6.4 and 6.5 above, and the timeline within the strategic review, still stand. To make a recommendation at this

stage, without all the necessary evidence, would not be appropriate. Any evidence received from consultees this year relating to such matters will be retained, and taken into account at the appropriate time, noting that updated evidence may be required.

- 6.10 Due to the condensed time period and the lack of full secretariat support, we have been unable to make comprehensive recommendations on leaders' conditions of service, as we did not have sufficient evidence or the required research and advice (for example on applicable legislative, contractual and regulatory matters). Any evidence received from consultees this year relating to such matters will be retained and taken into account at the appropriate time, noting that updated evidence may be required.

Salary and allowance ranges for teachers and leaders

- 6.11 Several factors need to be considered for the current pay award.
- 6.12 The first of these is the economic situation as outlined in Chapter 2. Whilst the BoE's February 2024 Monetary Policy Report commented that inflation had fallen from its peak of 11% in 2022, it remained above the target of 2%. Whilst there are various forecasts for CPI in 2024 and 2025, we note that most anticipate a range from 2% to 2.2% over 2024. In April 2024 the annual UK rate of inflation, as measured by CPI, was 2.3%, and the CPIH was 3%. At the time of writing this report, interest rates remain high at 5.25%.
- 6.13 Within this economic context, the OBR forecasts that nominal average pay growth will decelerate to 3.6% in 2024. The OBR's report states: "There is some stickiness in pay settlement expectations, which remain between 5 and 5½ per cent for 2024."⁸⁵ In relation to the fall in inflation and slack in the labour market, the OBR also forecast nominal earnings growth to fall approximately to 2% for 2025 and 2026.
- 6.14 Our second consideration is the position of teachers' pay in Wales in the context of salaries in other countries, and comparable professions. We note that starting salaries for teachers in Wales (£30,742) are slightly higher than in England (£30,000), but lower than in Scotland (£32,217). In comparison to teachers in other OECD countries, we note that starting salaries for teachers are generally lower than the average for those countries, whilst starting salaries for headteachers are higher than the average of those countries.
- 6.15 In comparison with other professions, the starting salary for teachers in Wales (£30,742) is higher than the median of those of graduate professions

⁸⁵ OBR (March 2024), *Economic and Fiscal Outlook – March 2024* <https://obr.uk/efo/economic-and-fiscal-outlook-march-2024/>

Chapter 6 – Conclusions and recommendations

- in Wales reported by the ISE for Wales (£28,000). It is lower, than the High Fliers average starting salary of £34,000 for the UK in 2024.⁸⁶
- 6.16 While we understand that pay is not the only motivation for many teachers, we believe that salary levels need to be sufficiently competitive to attract the best graduates to the profession and to fulfil the aspirations of the national mission.
- 6.17 Comparative differences seem to emerge as teachers and leaders progress in their careers. For teachers in Wales and England, average actual salaries are broadly comparable with the OECD average, whilst, after 15 years, there are differences between primary and secondary school averages. However, it is difficult to analyse this meaningfully, as countries have differing criteria to award allowances, and academies in England (which are not local authority maintained) are included in the data. Therefore, without further research, it is not safe to make comparisons, hence our recommendation in the strategic review is to undertake a full review of salary scales for teachers in 2025-2026.
- 6.18 For headteachers, Wales (along with England) also has the second largest range in statutory salaries for upper secondary school headteachers, 170% larger than the OECD average. Wales has the highest average actual salary for upper secondary school headteachers across the 23 OECD countries that reported data, 52% higher than the OECD average, subject to the caveats above.
- 6.19 With respect to mean salaries, teachers' salaries in Wales compare well with other professions solely within Wales and across the UK. The average salary of a school teacher in Wales aligns with professions in Wales such as programmers and software development professionals, IT business analysts and business/finance project managers.
- 6.20 In 2018 teachers' pay and conditions were devolved to Wales with the creation of the IWPRB in 2019, and since then, teachers' and leaders' pay and conditions in Wales have diverged from those in England. In the period from 2018 to 2023, teachers and leaders have seen a pay uplift of 20.1% in Wales compared with an 18.1% increase in England. Over the same period, Scotland has seen a pay uplift of 30% for teachers.
- 6.21 Wales has also moved to a five-point main grade teachers' scale, compared to the six-point scale in England, meaning that teachers in Wales progress to the top of the scale more quickly than in England.
- 6.22 We note the evidence from the Welsh Government in respect of the affordability of any pay increases. We also note the local government settlement of 3.3%, and that meeting the cost of teachers' pay is part of the

⁸⁶ High Fliers, *The Graduate Market in 2023*

https://www.highfliers.co.uk/download/2023/graduate_market/GMReport23.pdf

Chapter 6 – Conclusions and recommendations

core funding provided by local authorities as supported by the local government settlement.

- 6.23 We recognise that ultimately it is the responsibility of the government to make decisions on spending based on its priorities. It is our responsibility to provide independent recommendations having considered all the evidence with which we have been provided.
- 6.24 Finally, concerning teachers' and leaders' pay, we refer to consultee evidence on the decline in real terms of teachers' pay over the last decade and beyond. This would seem to resonate with the IFS report of March 2024⁸⁷ on recent trends in public sector pay across Great Britain, which states that: "Within the public sector, some high-profile professions (nurses, and particularly teachers and hospital doctors) have seen considerably worse pay growth than the average public sector worker. Indeed, teachers saw large reductions in average real pay from 2010 to 2019 (falling 13%) but have seen stronger pay growth since then (with pay 5% higher in September 2023 than in April 2019 after accounting for the pay deals agreed last summer). Overall, this still leaves average teachers' pay in September 2023 9% lower than in 2010."⁸⁸
- 6.25 During consultation for the current pay round, nearly all trade unions have asked for an above-inflation pay increase of between 4.2% to 8% that is fully funded by the Welsh Government, with some consultees making a case for a restorative pay approach due to a historical erosion of pay since 2010. As noted above, teachers' pay and conditions were devolved to Wales in 2018.
- 6.26 The third factor taken into account relates to the recruitment and retention of teachers and leaders. We share the concern of consultees in relation to recruitment, where we note the declining position in relation to the recruitment of secondary school teachers against ITE allocations and similarly note that the number of applications per vacancy in certain subject areas (STEM, Welsh first language and MFL) has shown a decreasing trend over the last five years.
- 6.27 Whilst we note concerns of consultees regarding teacher retention, the data shows that the percentage of teachers leaving the profession each year has been relatively consistent over the last 10 years, with the most recent figures showing that the percentage leaving is 2.8% (760 teachers) in 2022. Although the overall number are low, we note that in the 10-year period over a quarter of those leaving the profession did so within their first five years of teaching.
- 6.28 Consultees have also drawn attention to the fact that the nature of teaching makes it difficult for teachers to be afforded similar opportunities to other

⁸⁷ IFS (2024), *Recent trends in public sector pay* <https://ifs.org.uk/publications/recent-trends-public-sector-pay>

⁸⁸ Ibid

Chapter 6 – Conclusions and recommendations

professions in accessing flexible working. We acknowledge that some of the flexibilities afforded to many professions cannot apply to teaching, but we also believe that more needs to be done to offer flexible opportunities to teachers and leaders, for example, job-sharing and working off-site for PPA for example.

6.29 In reaching our recommendations on pay, we have therefore taken into account:

- historical, current and forecasted inflation
- the wider economic and labour market conditions, including pay growth projections
- the reduction in teachers' and leaders' pay in real terms as pointed out in the IFS report
- comparable salaries for professional occupations in the UK, and comparable salaries for teachers and leaders in other countries
- the shortfall in recruitment of secondary school teachers and leaders
- the fact there is less opportunity for flexible working by comparison with other professions
- the recommendations in our strategic review regarding a full review of teachers' and leaders' pay

RECOMMENDATION 1

The IWPRB recommends to the Welsh Government that all salaries and allowances be increased by 4.3% from September 2024.

6.30 We estimate that this increase would cost £79,832,411.

6.31 We would strongly urge the Welsh Government to implement the recommendations from our strategic review for the next remit of 2025-2026, to allow us to consider the entirety of the teachers' scales, including the role of the leading practitioner, so that we can propose a salary framework which provides for a clear career structure.

Additional guidance in Section 3 of the STPC(W)D

6.32 Consultees recognised that many changes had taken place, particularly since the devolution of pay and conditions in 2018, which meant that some of the guidance in Section 3 of the STPC(W)D was either not reflective of current practice or was out of date and not required. It was felt the general language in the STPC(W)D also needed to be reviewed to ensure that it was fully reflective of the terminology used in Wales.

Chapter 6 – Conclusions and recommendations

- 6.33 We concur with the majority of consultees that a task and finish group should be established to review the additional guidance currently provided in Section 3 of the STPC(W)D. Many consultees supported using existing committee/group structures in the form of a tripartite forum or working party to undertake this task to ensure equitability and fairness.
- 6.34 In relation to a national pay policy, we note the progress towards a national model pay policy led by the WLGA, in consultation with the trade unions, and therefore do not offer further comment here.
- 6.35 Consultees identified a range of areas that would benefit from additional guidance. Many of these are matters covered in the recommendations of the strategic review, including, as an example, salary determination for headteachers accountable for more than one school, working hours, and PPA time. In these cases, we do not believe guidance on these specific matters should be updated until the relevant recommendations within the strategic review have been implemented. In other cases, amendments to the additional guidance could be addressed more quickly.

RECOMMENDATION 2

The IWPRB recommends that during 2024-2025 the Welsh Government remits an existing tripartite working group to begin to amend the additional guidance required in section 3 of the STPC(W)D in accordance with the timeline in the strategic review.

Remuneration and terms and conditions for Additional Learning Needs Coordinators (ALNCos)

- 6.36 Our conclusions and recommendations below are ordered by the recommendations of the task and finish group.

ALNCo task and finish group recommendation 1 – The Additional Learning Needs Co-Ordinator should be appointed as part of the Senior Leadership Team of the setting in order to effectively meet their required responsibilities.

- 6.37 The IWPRB notes that the ALNCo is a statutory role. Paragraph 8.9 of the ALN Code of Practice states that “the ALNCo will need to be involved in the strategic co-ordination of ALN resources, such as in deploying and supporting staff and working with colleagues on the senior leadership team to plan and decide on the appropriate resources required to support staff within the setting. ALNCos should be actively involved in decisions around budgets and resources to help plan appropriate provision.”
- 6.38 The ALN Code further states that “the role is a strategic one within the education setting and should, therefore, either form part of the senior

Chapter 6 – Conclusions and recommendations

leadership team or have a clear line of communication to the senior leadership team”.

- 6.39 Consultees unanimously agreed that the ALNCo should be part of the senior management team in education settings.
- 6.40 The IWPRB notes the comments in Estyn’s 2023 report. We concur with consultees and believe that the ALNCo should be appointed as a member of the senior leadership or senior management team. We therefore believe that the ALN Code should be amended in this respect.

RECOMMENDATION 3

The IWPRB recommends to the Welsh Government that ALNCoS be appointed as members of the senior management team/senior leadership team in all education settings and that the ALN Code be amended to reflect this by September 2024.

ALNCo task and finish group recommendation 2 - The Additional Learning Needs Coordinator should be remunerated in line with appointment to the Senior Management Team of the setting in order to reflect the managerial responsibilities of the role.

- 6.41 As a new statutory position, the role of the ALNCo is not yet included within the STPC(W)D. A number of consultees requested that it be included in the Document.
- 6.42 In Chapter 4, we observe the current distribution of salaries for ALNCoS, with the latest available data being collected in November 2022. We note that ALNCoS are remunerated within differing pay ranges. Of the 1,580 ALNCoS on teaching and leadership scales, 34.2% were on the leadership scale, 56.3% on the UPR, and 5.4% on the MPR.
- 6.43 We note that 1,030 teachers and leaders were receiving an allowance of some form – an ALN or TLR allowance. However, we cannot be sure that the TLR allowance is awarded solely for ALN duties, and we note that ALN allowances should not be used to remunerate ALNCoS, save for any teaching they may undertake in respect of paragraph 21 of the STPC(W)D.
- 6.44 We also note that ALNCo salaries vary significantly, ranging from a mean of £58,407 for ALNCoS paid on the LGPR, to £43,280 for those on the UPR and to £36,086 on the MPR.
- 6.45 The IWPRB has reflected on the statutory and strategic nature of the ALNCo role. Consequently, we concur with the majority of consultees and recommend that the ALNCo should be paid on the LGPR and subject to the same terms and conditions as those on the LGPR.

Chapter 6 – Conclusions and recommendations

RECOMMENDATION 4

The IWPRB recommends to the Welsh Government that ALNCoS currently paid on the MPR and UPR be paid on the LGPR from September 2024. We further recommend that ALNCoS be included in the 'leadership pay' sections of the STPC(W)D and that they are subject to the same terms and conditions as leaders.

- 6.46 Clearly in any implementation of this recommendation, it is important that ALNCoS do not suffer any salary detriment in transitioning to the LGPR. As such, we believe that in assimilation on to the LGPR for those ALNCoS currently paid on the MPR and UPR, those ALNCoS should be paid on a scale point which is either equivalent to, or the nearest point above, their consolidated existing salary and allowance.

RECOMMENDATION 5

The IWPRB recommends to the Welsh Government that ALNCoS currently paid on the MPR and UPR should be paid a salary on the LGPR on a scale point which is either equivalent to, or the nearest point above, their consolidated existing salary and allowance.

- 6.47 We note that some ALNCoS are paid in accordance with NJC salaries and conditions which do not form part of the IWPRB's remit; whilst some others are paid on the unqualified teachers' scale. The ALN Code states that the ALNCo must be a school teacher registered with the EWC, as described in Schedule 2 of the Education Wales Act 2014. Recommendations 4 and 5 do not apply to these categories and we believe that the Welsh Government should explore compliance with legislation.
- 6.48 During the consultation process, we were informed that in some cases, headteachers take on the role of the ALNCo. We heard that this is predominantly in smaller schools. We are concerned about the workload involved within a headteacher's role per se, and particularly so if they are undertaking the role of the ALNCo. We believe that relevant bodies should consider the impact of such workload on the well-being of headteachers. We would encourage, wherever appropriate, cluster arrangements for ALNCoS, to allow headteachers to focus on the core aspects of their role, which would include oversight of ALN provision.
- 6.49 Notwithstanding our concern regarding workload, we believe relevant bodies should consider the remuneration of headteachers taking on the role of the ALNCo, using flexibilities available to them within paragraph 9 of the STPC(W)D.
- 6.50 We are conscious that the ALNET (Wales) Act has not yet been fully implemented and would recommend further consideration of this following

Chapter 6 – Conclusions and recommendations

full implementation of the Act. We also note that we have made a recommendation regarding headteacher groups and the impact of the ALNET(Wales) Act on these groups in the strategic review.

ALNCo task and finish group recommendation 3 - The Additional Learning Needs Coordinator should be offered a Professional Learning package appropriate to their role, experience and needs, and should be allocated non-contact time to undertake this.

- 6.51 The IWPRB notes that regulations made under section 60 of the ALNET (Wales) Act place a statutory duty on governing bodies to ensure that ALNCoS have prescribed qualifications or prescribed experience. The qualification required, however, is not prescribed. The Code of Practice states that the role is strategic in nature and that it has responsibilities for co-ordination both within its setting and outside its setting. It is a statutory role.
- 6.52 The IWPRB notes the position in other jurisdictions, and the requirement for a mandatory qualification in England from September 2024. We are also aware of the MA Education Additional Learning Needs qualification which is offered in Wales.
- 6.53 Consultees generally agreed with the task and finish group's recommendation, recognising the need for continuous professional development throughout the career of the ALNCo.
- 6.54 It is not within the remit of the IWPRB to prescribe professional development requirements for ALNCoS. However, we believe that the professional development for ALNCoS should cover leadership as well as professional and technical training. We would contend that additional guidance should be given to settings on the type and nature of qualifications required for the role and that further consideration should be given to a national qualification, at an appropriate level.

RECOMMENDATION 6

The IWPRB recommends to the Welsh Government that ALNCoS should be offered a professional learning package appropriate to their role, experience and needs, and that employers allocate sufficient non-contact time to undertake this professional learning.

ALNCo task and finish group recommendation 4 - Consideration should be given to identifying a level which reflects the role designated to the ALNCo. This should be at Senior Management level in the setting and should draw remuneration commensurate with the role.

Chapter 6 – Conclusions and recommendations

- 6.55 The IWPRB considers that this recommendation has already been addressed in the recommendations above related to ALNCoS.

Allocation of non-contact time

- 6.56 The IWPRB notes the emphasis placed on the need for sufficient time to carry out the duties of the ALNCo, both in consultee responses and in the report of the task and finish group. We note that the task and finish group report states that “It would be the advice of this group that further specific research be undertaken across Wales to consider this aspect of the ALNCo role. Time to undertake the ALNCo role cannot be prescribed. Supporting the ALNCo and safeguarding their time for them to fulfil their duties, respond to and meet needs arising in real-time situations, in a person-centred way, must be led by the most senior leaders within a setting. Protected, designated or non-contact time should be a major consideration for senior leaders in order to enable the ALNCo to fulfil all the requirements of their role effectively.”
- 6.57 The IWPRB endorses this statement and believes that further research needs to be carried out on non-contact time. Some consultees suggested that there is a need for “core” protected time, which should be allocated regardless of the number of pupils in a school, to enable statutory duties to be performed. However, in addition, there should be “volume-related” time, proportionate to the number of pupils within the education setting – not necessarily the number of pupils with ALN. The additional research may be used to develop a guide which would be helpful for leaders in carrying out their professional duties in relation to the ALNET (Wales) Act, recognising that they are best placed to understand the characteristics of their setting, and ensuring a consistent and fair allocation of time to all ALNCoS.

RECOMMENDATION 7

The IWPRB recommends to the Welsh Government that it commissions further research in 2024-2025 to determine appropriate non-contact time for ALNCoS to support leaders in the allocation of non-contact time for ALNCoS’ duties.

Administrative and clerical tasks

- 6.58 We share consultees’ views that a range of issues on the list of administrative and clerical tasks at Annex 3 of Section 2 of the STPC(W)D need to be refined to reflect modern working practices and changing technology. We agree with the views of some consultees that the inclusion of items from the list that applies in England would be a pragmatic approach.
- 6.59 We also agreed with the consensus formed by the consultees that it was important for the list of tasks to be illustrative to achieve balance and

Chapter 6 – Conclusions and recommendations

flexibility. We share consultees' views that the key issue to address in the first instance is whether a task needs to be completed at all and pose the question "does the task require the professional judgement of a teacher?". We agree with the proposal from one consultee that the inclusion of an updated introductory narrative should be applied that would allow teachers, leaders and employers to determine whether a task meets the threshold of requiring the professional knowledge, skill or experience of a teacher.

- 6.60 We conclude that changes are required in the wording of the STPC(W)D to clarify, update and strengthen the rights of school leaders regarding the list of administrative and clerical tasks in Annex 3 of Section 2.
- 6.61 We note that a task and finish group was most consultees' preferred mechanism for updating, clarifying, and adding new or further guidance. However, the IWPRB is conscious of the additional workload associated with the establishment of a further task and finish group to consider and report on any changes required.
- 6.62 It is our view that while there is merit in a proposal to establish a task and finish group. However, to negate additional workload, we believe that an immediate amendment is feasible as a pragmatic attempt to improve on the current wording in the STPC(W)D. We propose an updated list – included at Appendix D – that incorporates changes put forward by consultees as a result of modern working practices and additional tasks which are included in a list which applies in England. We recommend that the list should be considered in the short term by an existing group, such as the PPF, and that it is reviewed annually to ensure that it reflects changing working practices and technologies.

RECOMMENDATION 8

The IWPRB recommends to the Welsh Government that, subject to agreement by an existing appropriate group, the wording of the list of administrative and clerical tasks in Annex 3 of Section 2 of the STPC(W)D be updated as set out in Appendix D by September 2024.

- 6.63 We conclude that changes are required in the wording of the STPC(W)D to clarify, update and strengthen the rights of school leaders regarding the list of administrative and clerical tasks in Annex 3 of Section 2.

RECOMMENDATION 9

The IWPRB recommends to the Welsh Government that the list in Appendix D should be extended to include reference to headteachers and leaders through the updating of 46.1 of the STPC(W)D by September 2024 to include reference to all teachers' overarching rights of paragraph 51, as follows:

Unless expressly provided for in their contract of employment or elsewhere in the STPC(W)D, assistant headteachers, deputy headteachers, headteachers and other leaders will be entitled to the rights conferred in paragraphs 51.8 and 51.9.

Leaders' conditions of service

"Leaders Conditions of Service and in particular the consideration of introducing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends for leaders be included in the STPC(W)D."

- 6.64 The position regarding leaders' conditions of service is complex. Leaders, unlike teachers, do not have a statutory number of working days. The STPC(W)D makes little reference to working time for leaders. Paragraph 50.1 of the STPC(W)D states that "nothing in this document is taken to conflict with council directive 93/104/EC of 23 November 1993 (Working Time Regulations (1998)) concerning certain aspects of the organisation of working time".
- 6.65 During the consultation process, the IWPRB heard significant concerns regarding workload and its impact on school leaders. Consultees reported a widespread sense of a system at or nearing "breaking point", with an endemic culture of long working hours that stretch into weekends and holidays and that is having a very real impact on well-being as well as on recruitment and retention.
- 6.66 We note that consultees were in favour of ensuring that leaders have a form of protected time, but there was no consensus as to how that should be achieved. We note that their opinions included a 35-hour working week, 'down time' between 6pm and 8am, and not working during any holiday period. We heard of examples where leaders were called into schools from holiday periods for matters classed as school maintenance, but we also heard evidence that leaders wanted to come in from holidays when examination results were published.
- 6.67 We acknowledge paragraph 50.1 of the STPC(W)D, but draw attention to the question regarding the extent to which headteachers and school leaders are subject to all protections afforded by the Working Time Regulations (1998).

Chapter 6 – Conclusions and recommendations

- 6.68 We believe that this matter requires urgent attention, and that there must be greater exploration with consultees of the potential options and then an impact assessment of the options under consideration. It is therefore necessary for this matter to receive additional time to consider exactly what is required, and any implications arising from its implementation. We believe that this needs to be considered within our 2025-2026 remit.
- 6.69 In the interim period, we believe that it would be appropriate for the Welsh Government to remind local authorities and relevant bodies of their responsibilities as employers and in particular the need for periods of uninterrupted rest. This would be timely, given the accelerating reform within the school sector, and the imminent changes to qualifications.
- 6.70 We know that local authorities and relevant bodies work to ensure that leaders are not unnecessarily disturbed during periods when the school is not open to pupils. This is challenging, as headteachers will undoubtedly have different requirements as to which matters they wish to be involved with, and which they do not. However, we would suggest that as an interim measure, such arrangements are reviewed using existing mechanisms where appropriate (such as the Maintained Schools (Partnership Agreements) (Wales) Regulations 2007).
- 6.71 The IWPRB understands that the work of the Strategic Workload Co-ordination Group (SWCG), which is focused on workload reduction for teachers and leaders, is ongoing, and it would therefore not be appropriate to comment on that at this stage.

RECOMMENDATION 10

The IWPRB recommends to the Welsh Government that conditions of service for leaders should be further explored as part of our 2025-2026 remit.

In the interim period, the IWPRB recommends to the Welsh Government that it reminds local authorities and relevant bodies of their responsibilities as employers, and in particular the need for leaders to have periods of uninterrupted rest.

Teachers' conditions of service

- 6.72 “The number of working days and hours for teachers is explicitly noted in the STPC(W)D. However, clause 50.7 also states that “a teacher must work such reasonable additional hours as may be necessary to enable the effective discharge of the teacher’s professional duties.”
- 6.73 The position of working time for teachers has been explored in the strategic review. Recommendations include a workload reduction plan, limits on hours spent in the classroom, and the reconsideration of PPA.

Chapter 6 – Conclusions and recommendations

- 6.74 The overwhelming evidence we received regarding conditions of service for teachers related to workload, and we await the outcome of the SWCG in this respect.
- 6.75 Our view remains that these matters must be considered fully, as recommended in the strategic review.

Annual pay cycle

- 6.76 There is clear support for amending the timing of the annual pay review process so that it facilitates better and more accurate financial management at both a local authority and school level. There are logical benefits to such an amendment and it should lead to improvements in financial management.
- 6.77 However, some consultees cited aspects that need to be further explored and explained so that any change does not lead to unintended consequences.
- 6.78 The IWPRB recognises the implications of moving from one pay cycle to a different one need to be appraised including implications on legislation and regulations in addition to the management of the transition.
- 6.79 Furthermore, changes to the date of the pay award and its implementation will have consequences for the process of the pay review cycle. The IWPRB believes that this needs careful appraisal to ensure that any amendments fit within a defined pay review timescale from the issuing of the remit letter for effective consultation on issues raised by the Minister.
- 6.80 The IWPRB believes that the process of aligning the annual pay cycle with the financial year be undertaken, mapped from start to finish to ensure that it does not impinge on other events in the relevant academic and governance calendars. A full impact assessment, including consideration of current legislation and regulations relating to schools should then be undertaken.

RECOMMENDATION 11

The IWPRB recommends to the Welsh Government that a briefing paper be prepared that schedules the annual pay review process.

The briefing paper and associated impact assessment should be discussed with all relevant parties during 2025-2026 to agree the way forward.

Matters relevant to equality

- 6.81 The remit letter outlined that when considering the matters for recommendation, 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.
- 6.82 In our third report dated May 2021, we recommended that:
- “the Welsh Government urgently reviews the monitoring and reporting of equalities legislation at school and local authority level, and considers whether changes are required to the STPC(W)D and school pay policies, to ensure that schools and local authorities carry out their statutory duties regarding equalities”.
- 6.83 We repeated this in our fourth report dated May 2022, citing the urgent nature of this matter.
- 6.84 We have seen little evidence that these recommendations have been implemented. We acknowledge several initiatives at the Welsh Government level but remain concerned about matters relating to equality at a school level.

RECOMMENDATION 12

The IWPRB refers the Welsh Government to its previous recommendations that were endorsed by the Minister for Education and Welsh Language, and recommends that the Welsh Government urgently reviews the monitoring and reporting of equality legislation at school and local authority level, and considers whether changes are required to the STPC(W)D and school pay policies, to ensure that schools and local authorities carry out their statutory duties regarding equality.

Appendix A – Minister for Education’s Remit Letter 2024

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



Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref: MA-JMEWL/0078/24
Mrs Sharron Lusher
Chair
Independent Welsh Pay Review Body
Secretariat
Independent Welsh Pay Review Body
Secretariat@iwprb.wales

C/o:

24 January 2024

SCHOOL TEACHERS’ PAY AND CONDITIONS

YEAR 5 REMIT: MATTERS FOR REPORT

Dear Sharron,

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

The fourth report and its recommendations provided detailed insight on issues at the time and through your recommendations provided very useful potential resolutions. I am looking forward to receiving your strategic review progressing how we can further improve the way teachers’ pay and conditions are managed here in Wales.

I am now writing to set out the issues for recommendations for the 2024/25 pay and conditions award.

Throughout recent years we have seen the teaching profession in Wales face a number of significant challenges, including adapting to new ways of working during and since the pandemic. I am pleased that since the devolution of powers over teachers’ pay and conditions here in Wales, we have been able to address a number of the concerns of the profession. These have been achieved through the partnership working of all key stakeholders alongside the very helpful reports and recommendations received from the IWPRB.

It is important that the next steps we now take build on these improvements.

As reflected in my Written Statement on 21 July 2022, I accepted your recommendation for a task and finish group to be established to review the non-contact allocation and

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:
Bae Caerdydd • Cardiff Bay 0300 0604400
Caerdydd • Cardiff Gohebiaeth.Jeremy.Miles@llyw.cymru
CF99 1SN Correspondence.Jeremy.Miles@gov.wales

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

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

Appendix A – Minister for Education’s Remit Letter 2024

remuneration of ALNCoS. I have already shared with you the final Report from the Group alongside my initial views on its recommendations, which you should take into consideration for remuneration of staff with ALNCo responsibilities moving forward.

I also wanted to draw to your attention an issue that has been raised in regard to timing of the annual pay review. Currently, the annual cycle reflects the academic year. However, I would appreciate views on changing this approach to link with the financial year whilst ensuring that there is no consequential detriment to pay of school leaders and teachers. Such a change in approach would not necessarily require amending commencement of the pay award from 1 September. However, linking consideration and decisions to the financial year may allow for improvements in financial management.

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

These considerations are:

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

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

Matters for Recommendation

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

- What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage recruitment and retention of high quality practitioners;
- Consideration of the requirement for additional guidance to that currently provided in Section 3 of the STPC(W)D;
- Appropriate remuneration and terms and conditions for the newly defined statutory role of Additional Learning Needs Coordinator (ALNCo) to fairly reflect roles, responsibilities, working time and workload, with particular regard to the consistency and appropriateness of awards.

Appendix A – Minister for Education’s Remit Letter 2024

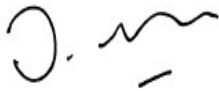
- Whether any other tasks should be added to the list of administrative and clerical tasks at Annex 3 of section 2 of the STPC(W)D including any requirement for the potential inclusion of specific reference to school leaders;
- Leaders Conditions of Service and in particular the consideration of if introducing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends for leaders be included in the STPC(W)D.
- Teachers Conditions of Service and in particular reviewing guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends be revised in the STPC(W)D.

Timescale for report

In order to allow maximum time for consideration of, and consultation on, your recommendations, I require you provide a report to me by no later than 24 May 2024.

I look forward to receiving your recommendations.

Yours sincerely,



Jeremy Miles AS/MS

Gweinidog y Gymraeg ac Addysg
Minister for Education and Welsh Language

Appendix B – Professional Learning presentations to the IWPRB

Welsh Government

Kevin Palmer - Deputy Director for Pedagogy, Leadership and Professional Learning Division

Lloyd Hopkin - Deputy Director for Curriculum and Assessment

Awen Penri - Head of Pedagogy, Early Career and Welsh Practitioner Branch

Siwan Jones - Head of Welsh in Education Planning

Martyn Gunter - Head of Enrichment and Engagement

The Curriculum for Wales

To explore any emerging changes to preparation, planning and assessment

Cymraeg 2025

Welsh education planning for each local authority

To explore progress and impact of initiatives on recruitment

The structure of the school year

To understand the implications for conditions of service, and advantages/disadvantages relating to conditions which may have been expressed during consultation

Workload progress

To consider progress against the plan of the new strategic group, and the emerging impact of change

Estyn

Owen Evans – HM Chief Inspector of Education and Training in Wales

Briefing on the new common inspection framework for maintained schools and PRUs and any implications on conditions of service (such as PPA)

EWC

Hayden Llewellyn - Chief Executive of Education Workforce Council

ITE in Wales

Qualifications Wales

Philip Blaker - Chief Executive

Qualified for the Future – GCSE reform and the Full Offer

To explore the impact of the reforms on teacher workload and associated conditions, in particular assessment and professional development

Incorporating the Vocational Certificates of Secondary Education (VCSEs)

Appendix C – Implementation timeline (from IWPRB Strategic Review 2024)

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

Appendix C – Implementation timeline (from IWPRB Strategic Review 2024)

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
		<p>significant number of people (paragraph 20.5 of the 2024-2025 STPC(W)D) is broadened by adding:</p> <p>or equivalent significant additional levels of responsibility and accountability in key areas of the school</p>
	13	<p>The IWPRB recommends to the Welsh Government that paragraph 20.3 and Section 3, paragraph 54, of the 2024-2025 STPC(W)D should be amended to stipulate that TLR3 allowances should not be awarded for longer than two years.</p>
	14	<p>The IWPRB recommends to the Welsh Government that Section 3, paragraph 51 of the 2024-2025 STPC(W)D is replaced by:</p> <p>TLR1s and TLR2s should only be awarded to teachers placed in the specified posts in the staffing structure and to the cash value set out in the pay policy. Where such TLRs are awarded to part-time teachers they will be paid pro rata at the same proportion as the teacher’s part-time contract or, with agreement of the part-time teacher and the employer, <i>will be</i> paid in full if the teacher undertakes the full duties associated with the allowance.</p>
	15	<p>The IWPRB recommends to the Welsh Government that paragraph 20.4 of the 2024-2025 STPC(W)D should be extended to cover pastoral or well-being responsibilities and the safeguarding of children.</p>
	17	<p>The IWPRB recommends to Welsh Government that an additional provision is made to paragraph 26 of the 2024-2025 STPC(W)D that allows schools to provide, by agreement with individual teachers, equivalent benefits, such as time off in lieu (TOIL) instead of financial payments.</p>

Appendix C – Implementation timeline (from IWPRB Strategic Review 2024)

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
	18	The IWPRB recommends that the Welsh Government develops a workload reduction plan, which reduces the working time of teachers, to ensure that by September 2027 there is full and consistent adherence to the limits set out in the Working Time Regulations 1998 (paragraph 51.4 of the STPC(W)D) and that there is no detriment when compared with working hours in England.
	21	The IWPRB recommends to the Welsh Government that the STPC(W)D (paragraph 51.10) is revised to link the CPD needs of teachers and leaders to the Professional Standards for Teaching and Leadership and the National Professional Learning Entitlement.
	22	<p>The IWPRB recommends to the Welsh Government that from September 2024:</p> <ul style="list-style-type: none"> • the STPC(W)D is amended to include reference to the Employment Relations (Flexible Working) Act 2023 and the right of staff to seek flexible working • the STPC(W)D should include a definition of flexible working along the lines of the ACAS definition “any type of working arrangement that gives some degree of flexibility on how long, where and when employees work” • the Welsh Government should issue guidance on flexible working in schools, setting out the benefits and how flexible working might be introduced. This guidance should allow teachers to spend non-teaching time more flexibly, subject to operational requirements • the model school pay policy should identify the school’s approach to flexible working, taking account of the need to ensure the smooth running of the school and the protection, safety and well-being of pupils

Appendix C – Implementation timeline (from IWPRB Strategic Review 2024)

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations
	24	The IWPRB recommends to the Welsh Government that the SPTC(W)D be re-drafted, to include hyperlinks to key guidance to the information contained within the statutory section of the document.
	25	The IWPRB recommends to the Welsh Government that it encourages the employers’ organisations to expedite the model pay policy, and to include in it statements on workload and flexible working.
	26	The IWPRB recommends to the Welsh Government that it urgently reviews the monitoring and reporting of equalities legislation at school and local authority level, and considers whether changes are required to the STPC(W)D and school pay policies, to ensure that schools and local authorities carry out their statutory duties regarding equalities.
2024-2025 Remit		Consideration of conditions of service for school leaders will be specifically referenced as part of the IWPRB’s pay review remit for 2024-2025.
2025-2026 Remit		<i>Education reform: the Curriculum for Wales will be nearing the completion of implementation; the first teaching of new qualifications will commence in September 2025; the strategic group on workload reduction will have completed its work; the completion of the equalities impact assessment for NQTs progressing up the pay scale only when having completed induction will have been received.</i>
	3	<p>The IWPRB supports a single pay scale in principle, and recommends to the Welsh Government that the IWPRB is remitted in 2025-2026 to consult on the development and structure of a single consolidated pay scale.</p> <p>Until such time as the review takes place, the IWPRB recommends that the existing terminology for pay scales</p>

Appendix C – Implementation timeline (from IWPRB Strategic Review 2024)

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

Appendix C – Implementation timeline (from IWPRB Strategic Review 2024)

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

Appendix D – Suggested updates to the list for Annex 3 section 2 of the STPC(W)D

The list below contains statements from Annex 3 Section 2 of the STPC(W)D 2023 in column one, and suggested updates for 2024 in column two, as proposed by consultees and/or updates to current working practices.

CURRENT STPC(W)D (2023)	Suggested changes for STPCW(D) 2024
1. Collecting money from pupils and parents.	Retain current wording
2. Investigating a pupil's absence.	Retain current wording
3. Bulk photocopying.	Retain current wording
4. Typing or making word-processed versions of manuscript material and producing revisions of such versions.	Retain current wording
5. Word-processing, copying and distributing bulk communications, including standard letters, to parents and carers.	Responsibility for producing, copying, uploading and distributing bulk communications to parents and pupils, including standard letters, school policies, posts on electronic platforms.
6. Producing class lists on the basis of information provided by teachers.	Producing class lists or physical copies of context sheets.
7. Keeping and filing records, including records based on data supplied by teachers.	Keeping and filing paper or electronic records and data e.g. in school management systems or physical office files.
8. Preparing, setting up and taking down classroom displays in accordance with decisions taken by teachers.	Organisation, decoration and assembly of the physical classroom space e.g. moving classrooms, moving classroom furniture, putting up and taking down classroom displays.
9. Producing analyses of attendance figures.	Producing and collating analyses of attendance figures.
10. Producing analyses of examination results.	Delete
11. Collating pupil reports.	Collating pupil reports e.g. reports of pupil examination results.
12. Administration of work experience (but not selecting placements and supporting pupils by advice or visits).	Administration relating to school visits, trips and residentials (including booking venues, collecting forms and recording lunch requirements) and of work experience (but not selecting placements and supporting pupils by advice or visits).
13. Administration of public and internal examinations.	Delete

Appendix D – Suggested updates to the list for Annex 3 section 2 of the STPC(W)D

CURRENT STPC(W)D (2023)	Suggested changes for STPCW(D) 2024
14. Administration of cover for absent teachers.	Retain current wording
15. Ordering, setting up and maintaining ICT equipment and software.	Ordering, setting up and maintaining ICT equipment, software, and virtual learning environments (VLEs), including adding pupils to VLEs and online subscription platforms
16. Ordering supplies and equipment.	Retain current wording
17. Cataloguing, preparing, issuing and maintaining materials and equipment and stocktaking the same.	Cataloguing, preparing, issuing, stocktaking, and maintaining materials and equipment, or logging the absence of such.
18. Taking verbatim notes or producing formal minutes of meetings.	Taking, copying, distributing or typing up notes (e.g. verbatim notes) or producing formal minutes
19. Co-ordinating and submitting bids (for funding, school status and the like) using contributions by teachers and others.	Co-ordinating and submitting bids (for funding, school status and the like.
20. Transferring manual data about pupils not covered by the above into computerised school management systems.	Reformatting data or re-entry of data into multiple systems.
21. Managing the data in school management systems.	Managing data and transferring data about pupils into school management systems (e.g. Question Level Analysis) or printing electronic records for paper filing
22.	Production of photographic evidence of practical lessons e.g. for assessment purposes or to 'evidence' learning.
23.	Creation or duplication of files and paperwork perceived to be required in anticipation of inspection, such as copies of evidence portfolios, or regularly updated seating plans.
24.	Administration or data analysis relating to wraparound care and preparation of food/meals.
25.	Administration of medical consent forms and administering of medication on a routine or day-to-day basis.

Appendix E – Recommended pay scale points for 2024-2025

Main Pay Range

	2022 £	2023 £	2024 £
M2 (min)	29,278	30,742	32,063
M3	31,630	33,212	34,640
M4	34,067	35,771	37,309
M5	36,749	38,587	40,246
M6 (max)	40,443	42,466	44,292

Upper Pay Range

	2022 £	2023 £	2024 £
Minimum	41,927	44,024	45,917
U2	43,481	45,656	47,619
Maximum	45,085	47,340	49,376

Leading Practitioner Pay Range

	2022 £	2023 £	2024 £
Minimum	45,950	48,248	50,323
Maximum	69,854	73,347	76,501

Appendix E – Recommended pay scale points for 2024-2025

Unqualified Teacher Pay Range

	2022 £	2023 £	2024 £
1	19,689	20,674	21,563
2	21,979	23,078	24,070
3	24,268	25,482	26,578
4	26,557	27,885	29,084
5	28,849	30,292	31,595
6	31,139	32,696	34,102

Allowance Ranges

	2022 £	2023 £	2024 £
TLR 1			
Min	8,986	9,436	9,842
Max	15,204	15,965	16,651
TLR 2			
Min	3,115	3,271	3,412
Max	7,605	7,986	8,329
TLR 3			
Min	619	650	678
Max	3,071	3,225	3,364
ALN			
Min	2,461	2,585	2,696
Max	4,855	5,098	5,317

Appendix E – Recommended pay scale points for 2024-2025

Leadership Group Pay Range

	2022 £	2023 £	2024 £		2022 £	2023 £	2024 £
1	45,725	48,012	50,077	24*	79,713	83,699	87,298
2	46,869	49,213	51,329	24	80,510	84,536	88,171
3	48,039	50,441	52,610	25	82,510	86,636	90,361
4	49,235	51,697	53,920	26	84,552	88,780	92,598
5	50,461	52,985	55,263	27*	85,789	90,079	93,952
6	51,729	54,316	56,652	27	86,647	90,980	94,892
7	53,120	55,776	58,174	28	88,796	93,236	97,245
8	54,346	57,064	59,518	29	90,995	95,545	99,653
9	55,702	58,488	61,003	30	93,260	97,923	102,134
10	57,133	59,990	62,570	31*	94,616	99,347	103,619
11	58,616	61,547	64,194	31	95,564	100,343	104,658
12	59,967	62,966	65,674	32	97,939	102,836	107,258
13	61,466	64,540	67,315	33	100,371	105,390	109,922
14	62,998	66,148	68,992	34	102,853	107,996	112,640
15	64,565	67,794	70,709	35*	104,366	109,585	114,297
16	66,283	69,598	72,591	35	105,410	110,681	115,440
17	67,804	71,195	74,256	36	108,019	113,420	118,297
18*	68,821	72,263	75,370	37	110,704	116,240	121,238
18	69,509	72,985	76,123	38	113,444	119,117	124,239
19	71,234	74,796	78,012	39*	115,058	120,811	126,006
20	72,999	76,649	79,945	39	116,209	122,020	127,267
21*	74,065	77,769	81,113	40	119,108	125,064	130,442
21	74,806	78,547	81,925	41	122,084	128,189	133,701
22	76,663	80,497	83,958	42	125,142	131,400	137,050
23	78,561	82,490	86,037	43	127,000	133,350	139,084

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