

Independent Welsh Pay Review Body

SIXTH REPORT - 2025

Report for

**The Cabinet Secretary for Education
Welsh Government**

May 2025

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Terms and abbreviations

Organisations that made representations and provided evidence to the IWPRB

The ASCL Cymru	The Association of School and College Leaders in Wales
Community Cymru	
The NAHT Cymru	The National Association of Headteachers in Wales
The NASUWT Cymru	The National Association of Schoolmasters Union of Women Teachers in Wales
The NEU Cymru	The National Education Union in Wales
UCAC	Undeb Cenedlaethol Athrawon Cymru
The WLGA	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
VCSE	Vocational Certificate of Education

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The Independent Welsh Pay Review Body

Our role

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

The IWPRB reports to the Cabinet Secretary for Education. The responsibility for setting teachers' and leaders' pay and conditions in Wales transferred to the Welsh Ministers from 30th 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), and Alma Economics has provided support in drafting this report.

The members of the IWPRB are:

- Sharron Lusher MBE DL – Chair
- Simon Brown – Member
- Dr Caroline Burt – Member
- Aled Evans – Member
- Gareth Morgans – Member
- Annmarie Thomas – Member
- Saleha Wadee – Member
- Professor Stephen Wilks – Member

Executive Summary

Introduction

The Independent Welsh Pay Review Body (IWPRB) is pleased to present its sixth 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](#) seeks to build on its predecessor's aim of improving the school system.

The IWPRB would like to highlight a number of matters that have impacted the production of our report this year.

Firstly, the delay in the receipt of the remit letter. This was expected in November 2024, but was not issued until the end of January 2025. In addition, the timescale between its receipt and the deadline for the submission of our report was detrimental to the process. This has restricted the consultation period, putting undue pressure on consultees to provide written and oral evidence in response to the remit letter and on the IWPRB to consider the evidence and develop its report for the Cabinet Secretary.

The IWPRB reiterates its call from last year's report for the remit letter to be received a minimum of six months in advance of the report submission deadline. Alongside this, meetings of the Teachers' Pay and Conditions Partnership Forum (PPF) should be scheduled in advance to ensure the remit letter can be issued in a timely manner.

Secondly, the additional support of Alma Economics. This has been fundamental to the drafting of this report, ensuring that the report's development ran smoothly and to agreed timescales. Such secretariat support as provided to the STRB in England, is essential in the future.

The matters for recommendation in this year's remit have been split into two stages. The matter for recommendation to be covered in stage one relates to salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders and is the focus of this report. Stage two of this year's remit, covering matters of recommendation relating to Leaders' Conditions of Service, will be addressed separately, following submission of this report.

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

Our remit for September 2025

The Cabinet Secretary for Education's remit letter asked the IWPRB to prepare and submit a report with recommendations by 21 May 2025.

The following matter for recommendation was 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.

The Cabinet Secretary also referred a further matter to the IWPRB for recommendation, following submission of this report:

- What adjustments should be made to Leaders' Conditions of Service and in particular the consideration of whether guaranteed working hours (or limits on) as well as protected holiday entitlement and weekends for leaders be included in the STPC(W)D.

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;
- the identification of the 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 further 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".

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Our conclusions and recommendations

In reaching our conclusions, and subsequently arriving at recommendations, the IWPRB has 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.

The IWPRB recognises that pay is one part, but an important part, of a wider reward package that encourages the recruitment and retention of high-quality practitioners within the teaching profession. The IWPRB's April 2024 strategic review of teachers' and leaders' pay and conditions produced a set of 26 recommendations that were intended to align with wider educational reforms as well as the economic and social context.

Of the 26 recommendations outlined in our strategic review, five have been fully implemented, one has been partially implemented, and one is under discussion by the Welsh Government, leaving 19 recommendations on which no progress has been made.

The IWPRB urges the Welsh Government to agree a timeline and implementation plan for the remaining strategic review recommendations alongside any adjustment to salaries and allowances for 2025/26. The IWPRB would be concerned that without such an approach, meaningful progress cannot be made to attract, recruit and retain high-quality teachers and leaders in Wales.

Adjustments to salary and allowance ranges for teachers and leaders in Wales

RECOMMENDATION 1

The IWPRB recommends to the Welsh Government that all salaries and allowances be increased by 4.8% from September 2025.

This recommendation has been informed by a wide range of evidence and data, extending beyond pay, outlined throughout this report. The IWPRB has taken these factors into account to develop a recommendation that is underpinned by a consideration of the overall attractiveness of a career in teaching, and the importance of making it a high-status profession.

Wider economic and labour market factors have also been considered, notably inflation and wage growth. Based on the OBR forecast, "CPI inflation is forecast to rise from 2.5 per cent in 2024 to 3.2 per cent in 2025, but then fall rapidly to around the 2.0 per cent target from mid-2026 onwards. Monthly CPI inflation is expected to peak at around 3.8 per cent in July 2025." Latest available data on earnings (November 2024 to January 2025) has shown annual average earnings growth was 5.9% compared to the same period in the previous year (6.1% in the private sector and 5.3% in the public sector).

There has been a decline in teachers' and leaders' real terms pay since 2010; this was raised by many consultees. The real terms pay decline has reduced following a 5.5% pay award in 2024 a, but teachers' and leaders' pay remains below April 2010 levels in real terms.

Alongside pay, consultees highlighted growing concerns about the status of the teaching profession, and conditions of service. Increased workload exacerbated by the level of change brought by the reform agenda across education policy in Wales was widely raised by consultees.

Further issues included challenges with learner behaviour and needs, the increasingly multi-faceted role of teachers and leaders and limited flexibility offered by teaching compared to other professions.

Closely aligned to these challenges, recruitment and retention were identified by the data and consultees' evidence as key issues to be addressed.

In relation to recruitment to the sector, while ITE allocations continue to be exceeded for the primary level, there is a persistent and worsening shortfall for the secondary level. Recruitment challenges continue into the teaching workforce, particularly at secondary level. Challenges were greater in certain subjects, and geographical areas.

In parallel to this, retention among teachers has been falling, with the most recent attrition rate at its highest level for 10 years, and the number of teachers exiting the profession to take up employment outside teaching is at a five-year high. The highest rate of attrition is within the first five years post-qualification; at the other end of the spectrum, the number of teachers leaving the profession to take early retirement was also at a five-year high.

Starting salaries for teachers in Wales were £32,433 in 2024, above the UK-wide median graduate starting salary of £32,000 reported by the ISE, but below the High Fliers median of £34,000. The gap between teachers' starting salaries compared to ISE and High Fliers has narrowed considerably since 2016. This is a positive trend, which we believe should continue.

While teachers' median total salaries (including TLRs) are comparable to other professions in Wales and teachers in other jurisdictions, teachers have a relatively compressed salary scale, leading to a salary 'plateau'. At this stage, the only route available to increase salary while continuing to teach is by taking on additional responsibilities via TLRs.

Similarly, while average salaries for leaders at secondary level compare well internationally, this also needs to be considered in the context of the wider challenges that schools are facing. For primary headteachers, salaries compare less well: Wales and England are ranked 11th of 30 OECD countries.

In summary, the IWPRB believes that there is a strong argument for an above inflation pay settlement both to make a career in teaching competitive and to recognise the multi-faceted challenges placed on teachers and leaders. As referenced at the beginning of this summary, this pay award recommendation should

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be considered in the context of the IWPRB's holistic recommendations in our strategic review. While pay is a critical factor, we are increasingly concerned that annual pay awards, without consideration of other key factors, will not have the desired effect of addressing growing challenges with recruitment and retention.

We make these comments with the intention that they will be considered as a positive contribution, in the context of the Welsh Government's aims and ambitions for education in Wales, and Our National Mission. The education reform agenda is both exciting and substantial and needs now to be matched with parallel activity to transform conditions for the teaching profession in Wales.

Chapter 1 - Introduction

Opening remarks

- 1.1 The Independent Welsh Pay Review Body (IWPRB) is pleased to present its sixth 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. The national mission articulates the government and education system's priorities to ensure the success, high standards, and wellbeing of all learners.
- 1.3 Implementation of the Curriculum for Wales commenced in 2022. To support the aims and ambitions of the new curriculum, new national qualifications are being introduced. Made for Wales GCSEs will be introduced from September 2025, and Vocational Certificate of Education (VCSE), Foundation and Skills Suite qualifications will be introduced from September 2027. In addition, the implementation of the Additional Learning Needs and Education Tribunal (Wales) Act 2018 remains ongoing.
- 1.4 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

- 1.5 The [Wales Act 2017](#) made provision for the power to set pay and conditions of service for teachers and leaders in Wales to be transferred from the Westminster Government to Welsh ministers from 30th September 2018.
- 1.6 Under this provision, the IWPRB was established to recommend reforms in relation to the pay and conditions of service for school teachers and leaders in Wales. Since its establishment, the IWPRB has produced five annual reports, making recommendations to the Cabinet Secretary for Education and her predecessors.
- 1.7 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. 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.

Chapter 1 - Introduction

Previous reports

- 1.8 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. The strategic review was published on 9th April 2024.
- 1.9 The IWPRB's report on supply teachers in Wales was published on 18th April 2024. This report focused on the roles and responsibilities of supply teachers in Wales who are employed directly by local authorities or schools.
- 1.10 The IWPRB's fifth annual report was published on 10th September 2024. The IWPRB recommended a 4.3% increase to all teachers' salaries and allowances, based on evidence available up to June 2024. Following this, the UK Government accepted the recommendations of the School Teachers' Review Body (STRB) to increase all salaries and allowances for teachers in England by 5.5% from September 2024. In a [written statement](#), the Cabinet Secretary noted that the Welsh Government retains its independence to make decisions about teachers' pay. The Cabinet Secretary also highlighted the Welsh Government's commitment to no detriment to teachers' pay and conditions in Wales and proposed a matching 5.5% pay increase for teachers in Wales. This proposal was implemented following a statutory consultation conducted by the Welsh Government, which concluded on 7th October 2024, with the pay increase for teachers and leaders in Wales backdated to 1st September 2024.
- 1.11 All other recommendations were accepted in principle. These included recommendations in relation to ALNCo pay, clerical tasks, and monitoring and reporting of equalities legislation at school and local authority levels.

Sixth remit (2025)

- 1.12 The Cabinet Secretary for Education issued the sixth remit letter to the IWPRB on 27th January 2025, included at Appendix A.
- 1.13 In her remit letter, the Cabinet Secretary required the IWPRB to have particular regard for the following considerations:
 - The need to ensure consistent and reasonable pay arrangements that 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 the 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.
- 1.14 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.
- 1.15 The following matter was referred to the IWPRB for recommendation by 21 May 2025:
- 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 the recruitment and retention of high-quality practitioners?
- 1.16 The Cabinet Secretary referred a further matter to the IWPRB for recommendation, following submission of the May 21 2025 report:
- What adjustments should be made to Leaders' Conditions of Service, and in particular, the consideration of whether guaranteed working hours (or limits on), as well as protected holiday entitlement and weekends for leaders, should be included in the STPC(W)D?
- 1.17 The Cabinet Secretary suggested that elements may be added to the remit on a rolling basis, as part of a move towards a multi-year rolling workplan.
- 1.18 This report focuses on the first matter for recommendation in paragraph 1.16. The second matter for recommendation in paragraph 1.17 will be considered following the submission of this report.

The IWPRB's approach to the 2025 report

- 1.19 Following receipt of the remit letter on 27th January 2025, the IWPRB issued the letter to all consultees. The IWPRB subsequently provided guidance for organisations making written submissions on the matter for recommendation and deadlines for written evidence, supplementary evidence, and oral evidence. The guidance stated that evidence was solely required for the first matter for a recommendation.
- 1.20 The IWPRB invited written submissions from the following:
- The Association of School and College Leaders in Wales (The ASCL Cymru)
 - The Diocesan Authorities
 - Community Cymru
 - The National Association of Headteachers in Wales (The NAHT Cymru)
 - The National Association of Schoolmasters/Union of Women Teachers in Wales (The NASUWT Cymru)

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- The National Education Union in Wales (The NEU Cymru)
 - Undeb Cenedlaethol Athrawon Cymru (UCAC)
 - The Welsh Government
 - The Welsh Local Government Association (The WLGA)
- 1.21 The IWPRB received written evidence from:
- The ASCL Cymru
 - Community Cymru
 - The NAHT Cymru
 - The NASUWT Cymru
 - The NEU Cymru
 - UCAC
 - The Welsh Government
 - The WLGA
- 1.22 Four organisations submitted supplementary evidence to the IWPRB. All organisations participated in oral representation sessions, with the exception of the Diocesan Authorities.
- 1.23 The IWPRB wishes to extend its gratitude to consultees for their time and cooperation in this year's process and acknowledges the difficulties encountered as a result of constricted timescales.
- 1.24 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.
- 1.25 As part of its sixth report, the IWPRB examined many other sources of evidence that were relevant to the teaching workforce in Wales, and these are referred to in this report.
- 1.26 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.
- 1.27 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. The IWPRB also thank Alma Economics for their 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 learning for the future

- 1.28 It is regrettable that there was once again a delay in the receipt of the remit letter, which was expected in November 2024, but was not issued until the end of January 2025. This delay has restricted the consultation period, putting undue pressure on consultees to provide written and oral evidence in response to the remit letter and on the IWPRB to consider the evidence and develop its report for the Cabinet Secretary.
- 1.29 Despite these challenges with timings, the IWPRB has produced an evidence-based report that presents well-considered, robust conclusions. This was made possible by: i) consultees mobilising quickly to provide written and oral evidence, ii) additional secretariat support this year to collect and analyse evidence, and draft the report, and iii) the IWPRB working flexibly to ensure the report was ready on time.
- 1.30 Nevertheless, risks to the timely production of the IWPRB report will continue if these challenges are not addressed in future. The IWPRB highlights again that the development of the remit should be planned in advance to ensure sufficient time for consultation and consideration.
- 1.31 The IWPRB reiterates its call from last year's report for the remit letter to be received a minimum of six months in advance of the report submission deadline. Alongside this, meetings of the Teachers' Pay and Conditions Partnership Forums (PPF) should be scheduled in advance to ensure the remit letter can be issued in a timely manner.
- 1.32 The additional support of Alma Economics has been fundamental to the drafting of this report, ensuring that the report's development runs smoothly and to agreed timescales. Such secretariat support, as provided to the STRB in England, is essential in the future.

The structure of this report

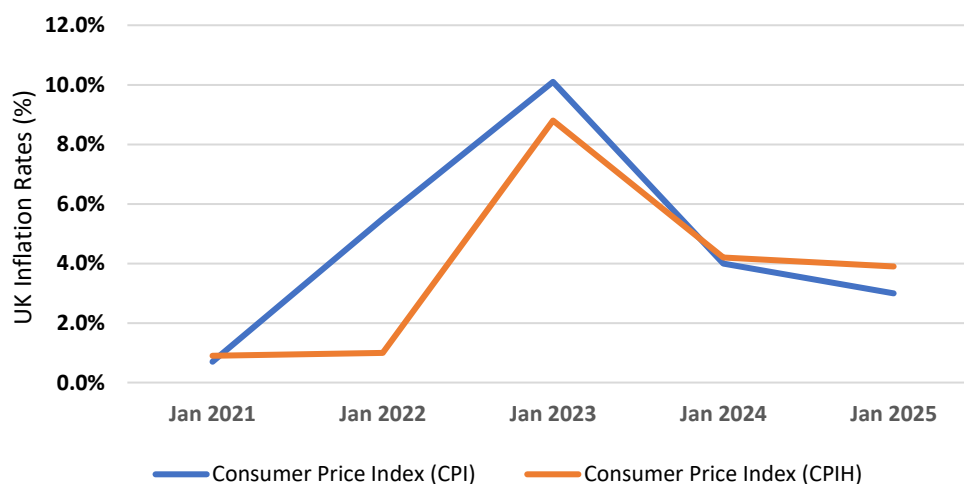
- 1.33 This report provides the IWPRB's recommendations in respect of the matters referred to it by the Cabinet Secretary for Education, and the evidence base and rationale for recommendations. Its structure is as follows:
- Chapter 2 presents information about the economic context.
 - Chapter 3 presents information about the educational context.
 - Chapter 4 sets out 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 2025 Monetary Policy Report](#), the Bank of England (BoE) commented that inflation has fallen from a peak of around 11% in 2022. Domestic inflationary pressures are moderating, but they remain somewhat elevated, and some indicators have eased more slowly than expected. Twelve-month CPI inflation was 2.5% in December, up from 1.7% in September. The BoE expects CPI inflation to rise temporarily this year, to 3.7% in Q3 2025, because of higher energy prices. Inflation is expected to fall back again to around the 2% target after that. “While CPI inflation is expected to fall back to around the 2% target thereafter, the Committee will pay close attention to any consequent signs of more lasting inflationary pressures.”
- 2.2 The [Office for National Statistics](#) reported in January 2025 that the annual UK rate of inflation, as measured by the Consumer Price Index (CPI) rate, was 3.0%, and the CPI including owner occupiers’ housing costs (CPIH) was 3.9%. The [ONS bulletin for March 2025](#) reported CPI rose by 2.6% in the 12 months to March 2025, down from 2.8% in the 12 months to February. Since January 2021, there has been an overall increase in CPI and CPIH rates, as shown in Chart 1. Figures in January 2025 are over double the equivalent figures in January 2021.

Chart 1
UK CPI and CPIH rates between 2021 and 2025



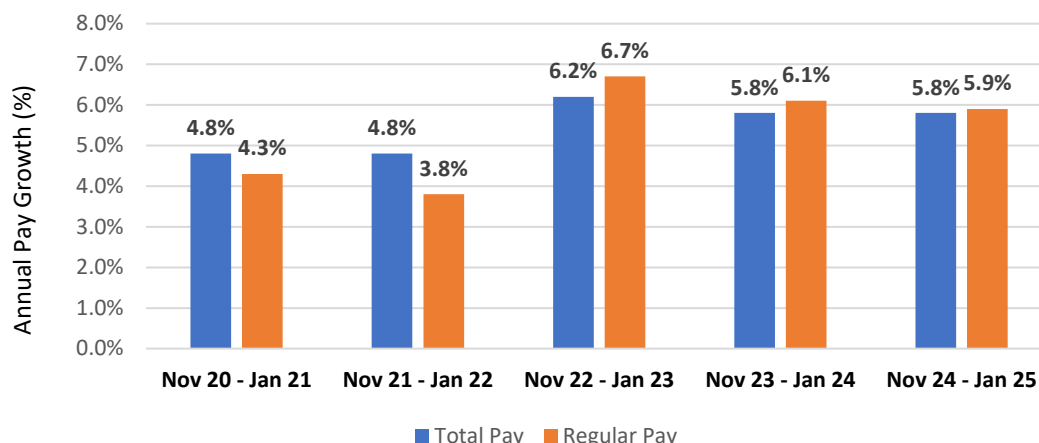
Source: Office for National Statistics (ONS)

- 2.3 On 26th March 2025, the UK Chancellor of the Exchequer published her Spring Statement. In response, the [Office for Budget Responsibility](#) (OBR) stated “that CPI inflation is forecast to rise from 2.5 per cent in 2024 to 3.2 per cent in 2025, but then fall rapidly to around the 2.0 per cent target from mid-2026 onwards. Monthly CPI inflation is expected to peak at around 3.8 per cent in July 2025.”
- 2.4 HM Treasury publishes monthly forecasts for the UK economy, drawn from multiple independent forecasts. These estimates were published in [February 2025](#). The average of the estimates was for a growth of 0.1% in the UK economy in 2025, and the average of the estimates for a CPI rate in 2025 was 2.8%. For 2026, the average of the estimate for growth in the UK economy is 1.4%. The average of the estimates for predicted CPI inflation for 2026 is 2.3%.
- 2.5 The Labour Force Survey (LFS) published in [February 2025](#) summarises the latest headline and annual changes for regions of the UK. The period October 2024 to December 2024 showed the employment rate for Wales was 70.0% (a negative change of 1.0% on October to December 2023) compared to an employment rate of 74.9% in the UK (a positive 0.1% change on October to December 2023). Over the same period, the unemployment rate in Wales was 5.4% (an increase of 2.2% on October to December 2023), compared to an unemployment rate of 4.4% in the UK (an increase of 0.5% on October to December 2023).
- 2.6 In March 2025, [the ONS reported](#) that annual average regular earnings growth (excluding bonuses) was 5.9% and total earnings (including bonuses) was 5.8% from November 2024 to January 2025. For the private sector, growth was 6.1%. For the public sector, annual average regular earnings growth was 5.3%. This follows the recent public sector pay rises being implemented. 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.

Chapter 2 – Economic Context

Chart 2

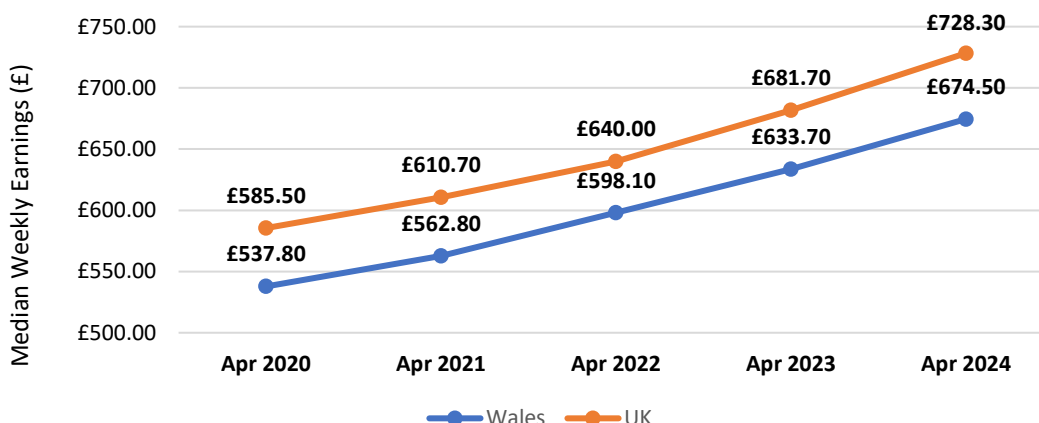
Total and regular pay between November 2020 and January 2025 in Great Britain



Source: [ONS, 2025](#)

Chart 3

Median gross weekly earnings of full-time workers in Wales and the UK between 2020 and 2024



Source: ONS, 2025

- 2.7 The [Annual survey of hours and earnings: 2024 report](#) from the Welsh Government reported that median gross weekly earnings in Wales of full-time workers in April 2024 were £674.50, compared with UK median gross weekly earnings of £728.30. Median gross weekly earnings in Wales were the eighth highest amongst the 12 UK counties and English regions.
- 2.8 Chart 3 shows that both within Wales and the UK, the median gross weekly earnings are increasing year upon year. From April 2020 to April 2024, median gross weekly earnings increased by almost £140. Wales has consistently had lower gross weekly earnings over the last five years, with an average of £47.86 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 workers in Wales earning £41.90 less than workers in the UK. The largest gap in weekly earnings between Wales and the UK was in April 2024, with a £53.80 difference.

- 2.9 The OBR forecasts “nominal earnings growth to ease from 4.7 per cent in 2024 to 4.3 per cent in 2025. Nominal earnings growth remained strong in the second half of 2024, and annual growth was 5.5 per cent in the fourth quarter. The recent strength has been driven by a combination of the timing of backdated public sector pay settlements and resilient private sector growth. The near-term outlook remains relatively strong, with the forecast for the last quarter of 2025 broadly in line with surveys of pay settlement growth expectations of around 3 to 4 per cent. Across 2025, average nominal wage growth is 0.7 percentage points higher than the October forecast. However, the ongoing loosening in labour market conditions, the recent hit to business sentiment, compressed company margins, and the rise in employer NICs should eventually weigh on the outlook for wage growth. From 2026 onwards, nominal earnings growth slows further, averaging between 2 and 2.5 per cent.”
- 2.10 The OBR states, “in our central forecast, real earnings grow by 1.4 per cent in 2025 before stagnating in 2026 and 2027. We expect firms to have more scope to pass on higher costs from increased employer NICs to workers as the labour market continues to loosen. Real wage growth then begins recovering towards productivity growth in the medium term.”

Local authority expenditure in schools

- 2.11 In 2024-2025, the [Welsh Government reported](#) schools’ expenditure in Wales was budgeted to be £3,591 million, an increase of 7.4% over the previous year. The schools’ expenditure per pupil was budgeted to be £7,926, a year-on-year increase of £599 (8.2%). The funding delegated to schools was budgeted to be £2,895 million. On average, 80.6% of this funding was budgeted to be delegated directly to schools (a decrease of 1.3% on the year), but this rate differed in each local authority, with the lowest rate of delegated funding being 73.0% (Ceredigion) and the highest rate 85.4% (Cardiff).
- 2.12 Between 2019 and 2024, school expenditure has increased year on year, as shown in Table 1.
- 2.13 The overall increase in expenditure is £850 million. During this period, the number of schools has decreased by 20. Overall, the average school expenditure has increased by £608,000 from 2019 to 2024 (School expenditure is primarily determined by the number of pupils).

Chapter 2 – Economic Context

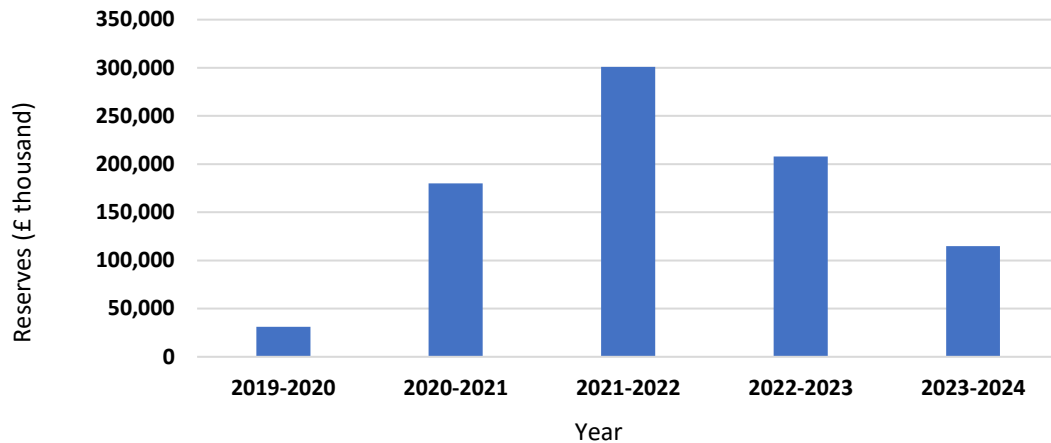
Table 1
School expenditure between 2019 and 2024

School expenditure	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024
Total school expenditure (£ million)	2,741	3,010	3,217	3,340	3,591
Number of schools from the school census	1,480	1,473	1,470	1,463	1,460
Average school expenditure (£ million)	1.852	2.044	2.188	2.283	2.460

Source: Welsh Government

- 2.14 The [final local government settlement for 2025-26](#) states that the core revenue funding for local government in 2025-26 will increase by 4.5% on a like-for-like basis compared to 2024-25. No authority will receive less than a 3.8% increase, meaning that every authority will see a larger increase than in 2024-2025. In 2025-26, local authorities will receive £6.14bn from the Welsh Government Revenue Support Grant (RSG) and non-domestic rates (NDR) to deliver key services.
- 2.15 In addition, schools receive revenue grant funding from Welsh Government sources that have been restructured in the last six months.
- 2.16 Headline results for the [Welsh Government's reserves held by schools report](#) showed the overall level of reserves held by Welsh schools in March 2024 was £115 million, the equivalent of £253 per pupil. This marks an overall decrease of £94 million (45.2%) and a decrease of £203 per pupil (44.5%) since March 2023. Primary schools accounted for £70 million of the reserves, 60.9% of the total. There were 309 schools (21.2%) in Wales that reported a deficit for the year.
- 2.17 Chart 4 highlights the fluctuations in school reserves between 2019 and 2024. Overall, there has been an increase of £84 million from 2019 to 2024. It should be noted that several factors affect school reserve positions, and that the period shown includes the COVID-19 pandemic.

Chart 4
School reserves between 2019 and 2024



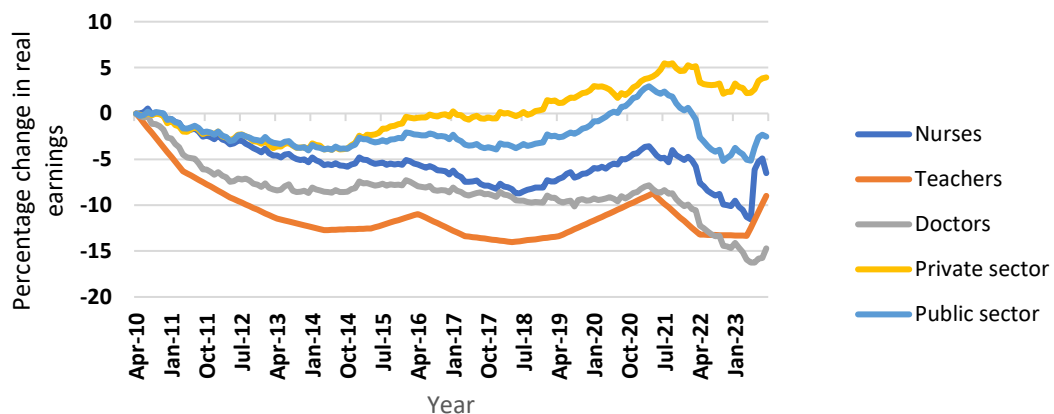
Source: Local Government, Welsh Government

- 2.18 [County council increases](#) in band D council tax for 2025-26 average £119 or 7.1% over the previous year. Police increases average £26 or 7.5%. These increases combine to produce an average band D rise of £145 or 7.2%. Council Tax accounts for 27% of the budget requirement (the amount of expenditure in a local authority that is funded by council tax and general support from central government).

Public sector pay

- 2.19 The Institute for Fiscal Studies (IFS) published the latest UK-wide report, [Recent trends in public sector pay](#), March 2024. 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)

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- 2.20 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). Overall, this still leaves average teachers' pay in September 2023 at 9% lower than in 2010.
- 2.21 The [civil service pay remit guidance for 2024-2025](#) outlined average pay awards of up to 5%. The [Welsh Government announced](#) that teachers, NHS staff, and public sector workers in many devolved services would receive pay rises of between 5% and 6% in 2024-2025.
- 2.22 The Welsh Government also agreed up to an average 5% pay increase for staff working in a range of devolved organisations and in the Welsh Government civil service.
- 2.23 For 2024-2025, the [University and Colleges Employers' Association](#) (UCEA) offered on pay point 5 staff a 5.7% uplift, with the uplift gradually tapering to 2.5% at pay point 38 and above.
- 2.24 In the [public sector pay policy 2024-2025](#), the Scottish Government states that the pay metric must balance flexibility with fairness and affordability. This Pay Policy sets out a multi-year framework from 2025-26 to 2027-28 and sets out pay metrics above forecast levels of inflation. While inflation is forecast to average under 7% across the three-year period, the key features of the multi-year pay metrics are a 9% pay envelope covering 2025-26, 2026-27, and 2027-28, and flexibility for employers to configure three-year proposals within the 9% pay envelope. This multi-year Pay Policy sets a clear expectation that pay deals will be agreed covering three years, 2025-26, 2026-27, and 2027-28. Any employer not agreeing to a three-year pay deal will be restricted to a maximum 3% pay uplift for 2025-26.

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Educational Context – Statistical Background

Number of schools

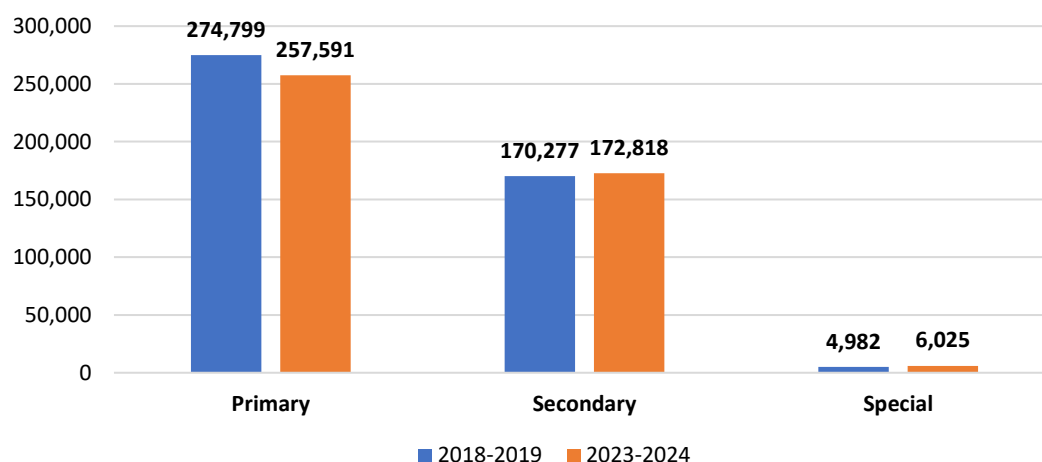
- 3.1 In 2023-2024, The Welsh Government's [Schools census results report](#) showed there were 1,460 local authority-maintained schools, down three compared to 2022-2023 and ten compared to 2021- 2022.
- 3.2 School settings historically fall into the primary and secondary phase provision. However, over the last ten years, there has been 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 2013-2014 by 37, there have been 25 new middle schools established during the same period.
- 3.3 Over the same period (2013-2014 to 2023-2024), the [Pupil Level Annual School Census](#) (PLASC) reported the number of Welsh-medium schools has fallen from 424 to 380, the number of dual-stream primary schools has decreased from 39 to 22, and the number of bilingual secondary schools has decreased from 28 to 22.
- 3.4 In 2024, there were 56 federations (more than one school under a single management) in Wales. This number has increased by 16 from 2015.

Pupil population: Context and projections

- 3.5 In 2023-2024, the total number of pupils attending primary and secondary mainstream provision was 430,409, and the number attending special schools was 6,025. The number in primary provision has dropped by 17,208 over the past six years (2018-2019 to 2023-2024), a 6.3% reduction, whilst the number in secondary provision has increased by 2,541 (+1.5%). The number of pupils in special schools has risen by 1,043, a 21% increase. Chart 6 shows the difference in pupil numbers over the last six years.

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Chart 6
Number pupils in Wales – comparison of 2018-2019 and 2023-2024



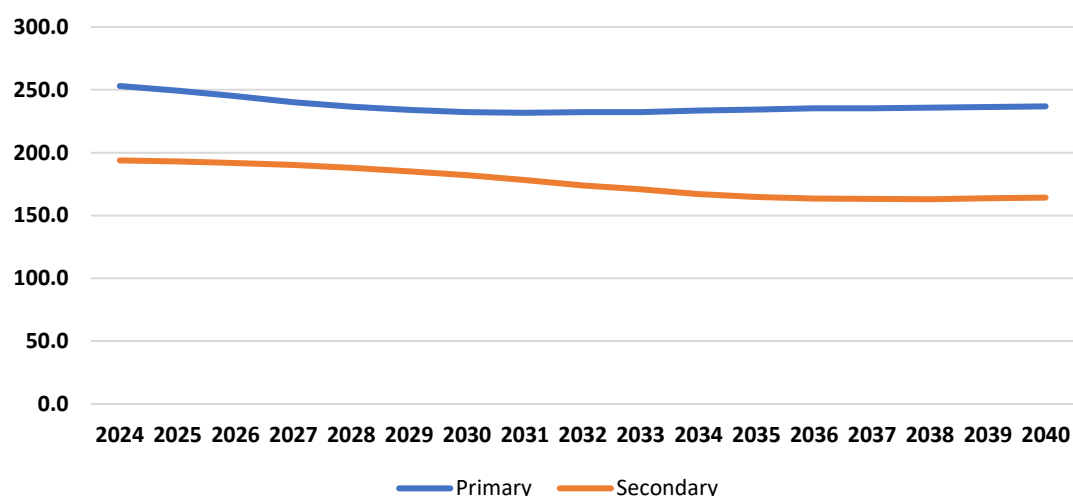
Source: [PLASC, Welsh Government](#)

- 3.6 Pupil population changes have been inconsistent across Wales. Over the past ten years, the most significant upward shifts in pupil numbers have been in Newport (+12.3%) and Cardiff (+9.0%). The authorities facing the highest reduction in pupil numbers are Powys (-12.1%) and Torfaen (-7.7%).
- 3.7 In 2023-2024, 99,185 pupils were taught Welsh as a first language, representing 21.7% of the pupil population, a 1.1% increase from 2013-2014.
- 3.8 According to the SWAC data, in 2024, ethnic minority pupils accounted for 10.4% of the pupil population. 84.8% of pupils aged five and over identified as White British in January 2024. This figure has been falling slightly for each of the past five years, with pupils of most other ethnic backgrounds showing increases over the same period.
- 3.9 The Additional Learning Needs Code for Wales 2021 (the ALN Code) and regulations came into force on 1st September 2021 to ensure children and young people aged 0 to 25 can access additional support to meet their needs in a way that is properly planned and protected, with learners at the heart of the process. Implementation of the ALN system is ongoing, with children moving from the SEN system to the ALN system until August 2025. There were 52,152 pupils with ALN or SEN in maintained schools (11.2% of all pupils) in January 2024, down from 63,089 (13.4%) in January 2023. There were 21,319 pupils with IDPs under the new ALN system in maintained schools in January 2024 (40.9% of pupils with ALN or SEN), up from 10,499 (16.6%) in January 2023.
- 3.10 The percentage of the pupil population entitled to free school meals has increased over the last five years and stands at 19.3% in 2024, compared to 18.3% in 2019.

- 3.11 The Welsh Government's latest pupil projections data shows that pupil numbers in maintained primary schools in Wales are expected to continue to fall such that there will be a 20,800 (8.2%) decrease by 2032, but see an increase of 4,600 by 2040.
- 3.12 Chart 7 is based on the school population of Wales in January 2024, and the trends indicated by the 2024 mid-year projections of the home population of Wales, produced by the Office for National Statistics (ONS).

Chart 7

Projected number of primary and secondary school pupils in Wales (thousands – 2024 actual and followed by mid-year projections based on 2024 estimates)



Source: [PLASC](#), Welsh Government

Teacher and leader statistics

- 3.13 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 and classroom teachers.
- 3.14 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 educational settings.
- 3.15 The EWC's 2024 [Education Workforce Statistics](#) indicated 35,865 school teachers were registered to work. This figure includes 1,187 teachers who were registered and working in other phases, such as nurseries, special schools, or pupil referral units. 4,581 were registered and either working in a

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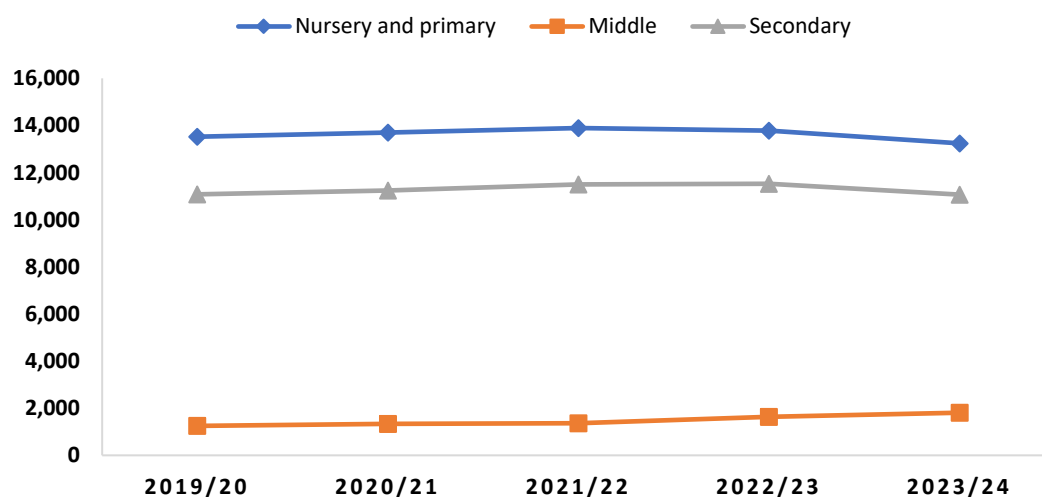
peripatetic role, in another role in education, or with no recorded employment. Of those:

- 13,141 were working in primary schools
- 1,716 were working in middle schools
- 11,189 were working in secondary schools
- 953 were working in special schools
- 4,051 were supply

- 3.16 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 decrease in qualified teachers (from 25,785 in 2022-2023 to 25,060 in 2023-2024).
- 3.17 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 2019-2020, there has been little change in the number of nursery, primary, and secondary teachers. In contrast, from 2019-2020, there has been an upward trend in the number of middle teachers until 2023-2024. There were 560 more teachers within this phase in 2023-2024 than in 2019-2020, reflecting the increase in the number of middle schools referred to in paragraph 3.2.

Chart 8

School teacher numbers in Wales by phase, 2019/20 to 2023/24



Source: PLASC, Welsh Government

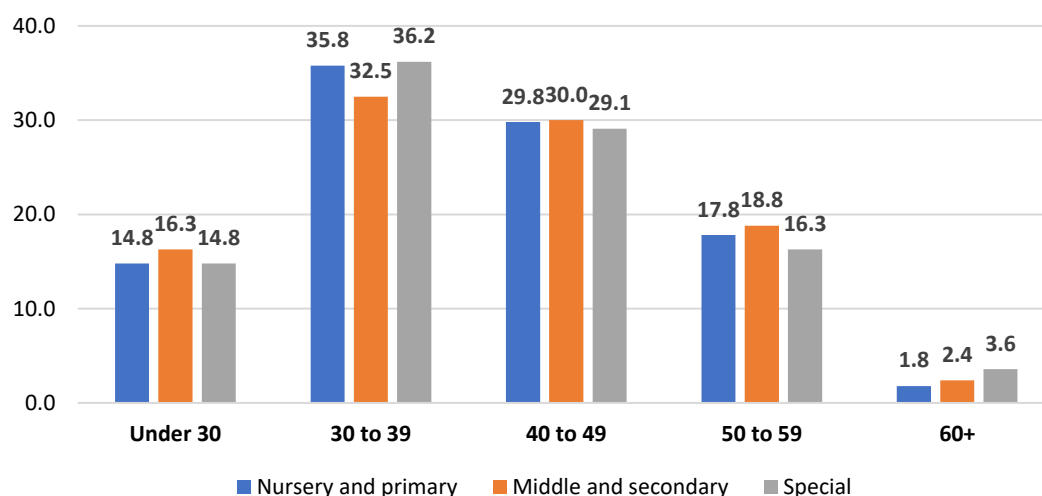
- 3.18 According to the EWC Register in 2024, 75.6% of school teachers are female. However, there is a lower proportion of females in leadership roles, where 61.9% of headteachers, 70.0% of deputy headteachers, and 65.8% of assistant headteachers are female. 43.9% of all registered school teachers are under the age of 40, and 29.2% are aged between 40 and 50. Chart 9 shows the age profile of school teachers by phase and illustrates a fairly

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consistent trend year on year of age distribution across phases, especially in the middle age groups (30-39), which dominate the workforce.

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Chart 9
Age profile of school teachers in Wales (%) by phase, 2024



Source: EWC

- 3.19 Of those school teachers on the EWC Register, 1.9% declared themselves as Black, Asian, and Minority Ethnic and 92.5% as White. A further 1.3% chose not to disclose their ethnicity, and the remaining 4.4% is unknown. In the [Annual Population Survey](#) conducted by the ONS, in Wales, in the year ending 30th September 2022, 4.1% of the population were ethnic minorities and 95.9% were White.
- 3.20 In 2024, the [Annual Education Workforce Statistics](#) reported 33% of school teachers reported that they spoke Welsh, with 26.5% reporting that they can teach through the medium of Welsh.
- 3.21 School learning support workers also have an essential role in supporting teaching. The [Annual Education Workforce Statistics](#) report showed that the number of registered school learning support workers has increased by 25.8% since 2019, to 46,962 in 2024.
- 3.22 In 2024, The EWC's Annual Statistics Digest (available for the EWC on request) showed the total number of school leaders registered with the EWC, including acting headteachers, deputy headteachers, and assistant headteachers, stood at 3,379. In 2014, there were 1,597 headteachers (including those of more than one school) compared to 1,376 in 2024 in all school sectors.
- 3.23 Within this total number, the proportion of headteachers registered with the EWC who can speak Welsh has increased slightly over the last five years from 40.4% in 2019 to 41.0% in 2024. In contrast, there has been a slight decrease for those who are able to teach through the medium of Welsh from 34.8% in 2019 to 34.6% in 2024 (based on unpublished data from the EWC).

- 3.24 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 2020-2024, there has been an increase of 13.7% in assistant headteachers (based on unpublished data from the EWC).
- 3.25 The most recent SWAC (2023-2024) data indicates that there are 65 executive headteachers in Wales.
- 3.26 As noted in the IWPRB'S 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

- 3.27 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](#)
 - salaried PGCE through the OUP, whilst being employed in a school in a non-qualified teaching or learning capacity
- 3.28 In addition to the above, qualified teachers in Scotland and Northern Ireland can apply to the EWC for recognition as a school teacher in Wales. Teachers qualified outside the UK may also apply for recognition via the overseas trained route. QTS gained in England is automatically recognised in Wales if gained via ITE and assessed by an accredited institution or an employment-based route.

ITE

- 3.29 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.

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- 3.30 According to the [Ethnic Minority Initial Teacher Education \(ITE\) Incentive guidance for ITE Partnerships](#), and [analysis from the EWC](#), 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 recruitment should be students from a Black, Asian, and Minority Ethnic background.
- 3.31 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, which is available to minority ethnic students who are studying an accredited postgraduate ITE programme leading to Qualified Teacher Status (QTS).
- 3.32 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.
- 3.33 The primary sector intake allocation for 2025-2026 is 593, broken down into 236 undergraduate and 357 postgraduate places.
- 3.34 For the secondary sector, the allocation has risen from 1,003 in 2020-2021 to an intake allocation of 1,037 in 2025-2026.

ITE recruitment

- 3.35 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 increased by 30.0% over the years 2018-19 to 2021-22. The significant increases experienced in 2020-2021 can be largely attributed to the effects of the COVID-19 pandemic on employment, and therefore, between 2020 and 2021, recruitment fell back significantly. Please note, the latest available HESES data is for the 2021/22 academic year. HESA significantly restructured the data for 2022/23, which has led to delays in Welsh Government analysts receiving the data, as well as significant additional work to update the analysis. As such, publication of the new data (AY22/23) has been delayed. Therefore, any data for AY22/23 onwards is not yet available.

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

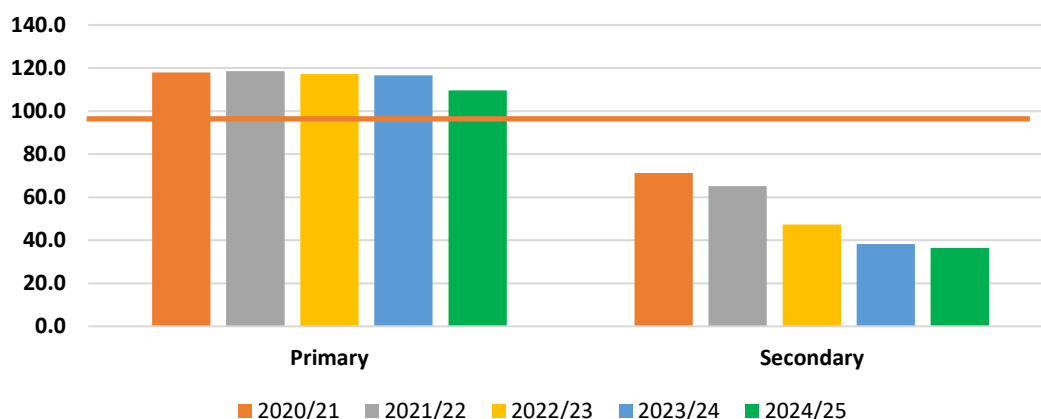
Degree type	2018-2019	2019-2020	2020-2021	2021-2022
Primary Postgraduate	348	379	525	462
Primary Undergraduate	208	193	276	289
Secondary Postgraduate	435	433	685	574
Secondary Undergraduate	28	8	-	-
Total for all degrees	1,019	1,013	1,486	1,325

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

ITE recruitment against allocations

- 3.36 Data received by the EWC from the ITE partnerships indicates that primary allocations were exceeded by 9.6% for 2024-2025.
- 3.37 Each year from 2018-2019 onwards, secondary ITE entrants have fallen short of the allocation. Data for 2024-2025 indicates a 63.5% secondary shortfall, with 385 ITE students recruited against an allocation of 1,056. Please note that the 2023-2024 data is obtained from ITE partnerships on behalf of the Welsh Government and therefore is not verified
- 3.38 Chart 10 illustrates a five-year trend of the percentages of postgraduate ITE allocations 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.

Chart 10
Percentage of postgraduate ITE allocations met, by phase, Wales 2020/21 – 2024/25



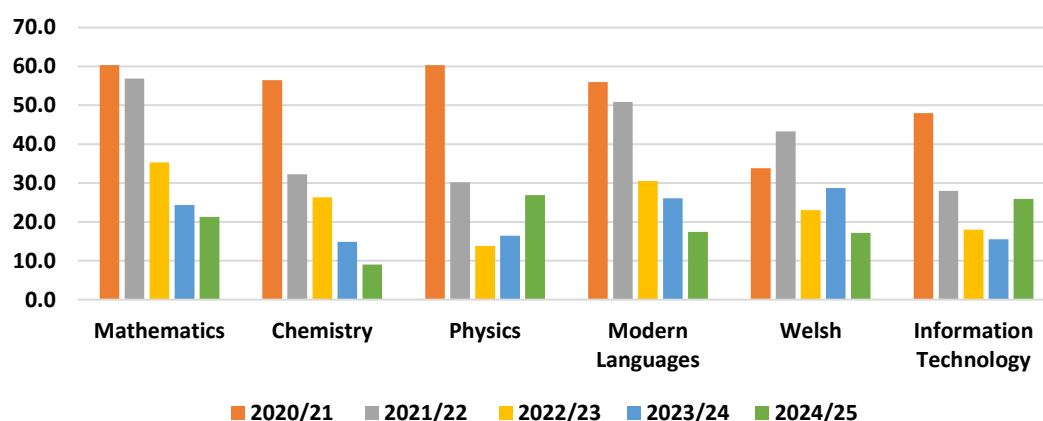
Source: EWC

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- 3.39 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, chemistry, and modern foreign languages (MFL) since 2020-2021. In contrast, there have been upward trends, such as Physics from 2023/24 and Information Technology (IT) in 2024/25. However, both are considerably lower than in 2020/21. Welsh has seen fluctuating results over the five years. In science, technology, engineering, and mathematics (STEM) subjects, the shortfall against recruitment allocations was 75.1% in 2024. Please 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 allocations met, by priority subjects, Wales 2020/21 – 2024/25



Source: EWC

- 3.40 For 2023-2024, [Initial teacher education \(ITE\) student results](#) showed 80.5% of ITE students in Wales attained QTS by the end of the academic year. The remainder of the cohort either deferred, withdrew, or failed to achieve the required standard. 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](#). In addition, of those awarded QTS in Wales through ITE, 84.5% registered with the EWC as school teachers, to work or be eligible to work in Wales the following year (see Table 3).

Table 3
Students awarded QTS through ITE (2019-2020 to 2023-2024)

QTS awarded students	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024
Number of students at start of course	1,168	1,534	1,368	1,280	1,249
Number of students awarded QTS	975	1,231	1,131	1,054	1,005
Registered with EWC following award	790	1,053	958	891	n/a
% registered with EWC following award	81.0	85.5	84.7	84.5	n/a

Source: EWC

- 3.41 As shown in Table 4, the number of newly qualified teachers (NQTs) saw a decrease in 2023-2024 when compared to the previous year. However, the number of NQTs in 2023-2024 remains above those trained and registered in 2019-2020.

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

Trained NQTs	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024
Number of NQTs	1,160	1,186	1,475	1,366	1,258
Trained in Wales	873	883	1,121	1,093	1,055
ITE	776	831	1,121	1,093	1,055
Employment-based routes	97	52	0	0	0
Trained in England	287	303	354	273	203

Source: EWC

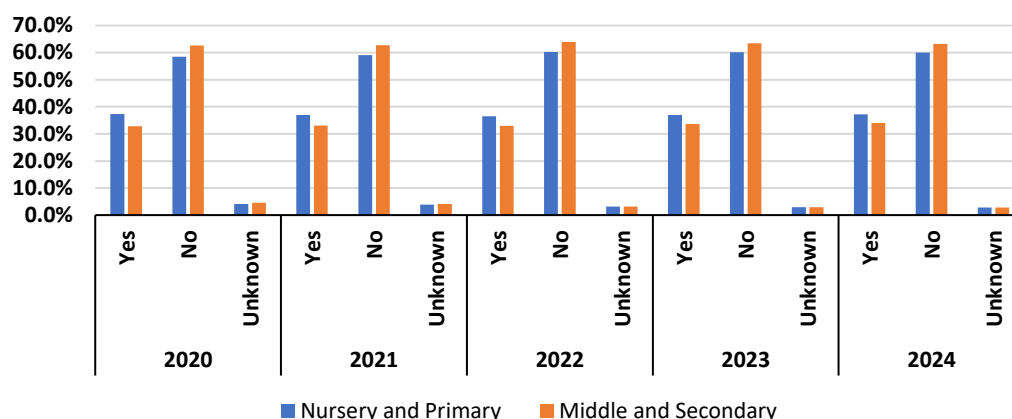
Welsh language

- 3.42 Chart 12 shows that annually, around a third of all teachers can speak Welsh. In 2024, there was a rise in the proportion of Welsh-speaking school teachers in both the primary (and nursery) phase (37.2%) and middle and secondary phase (34%). From the overall third of school teachers who speak Welsh, 26.5% can work through the medium of Welsh.

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Chart 12

School teachers' declaration regarding Welsh speaking ability, 2020-2024



Source: EWC

- 3.43 The percentage of NQTs (trained in Wales) who can speak Welsh has increased from 23.4% in 2016 to 31.8% in 2024. Of the NQTs trained in England, 14.3% declared themselves fluent or fairly fluent Welsh speakers, a decrease of 1.8% over the last five years.

Vacancies

Teacher vacancies

- 3.44 In 2022, the [Pupil Level Annual School Census](#) showed overall vacancies stood at 2,273, which decreased to 2,204 (991 in the primary sector and 1,033 in the secondary sector) in 2023.
- 3.45 Table 5 shows the data for applications to teacher vacancies for five years from 2019, broken down by primary and secondary education. In the primary sector, there were 12.9 applications per post in 2023, compared with 15.9 in 2019. In the secondary sector, there were 4.6 applications per post in 2023, compared with 6.2 in 2019. After an increase in 2020, the application rates for both categories have dropped to a lower rate than before the pandemic.

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

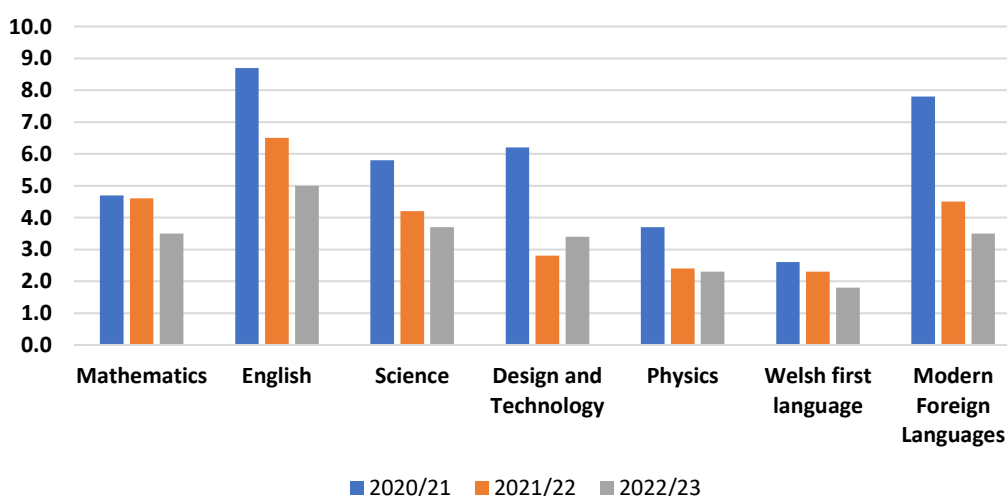
Posts and applications by phase	2019	2020	2021	2022	2023
Primary number of posts advertised	743	458	830	1,044	991
Primary applications per post	15.9	19.0	15.5	13.3	12.9
Secondary number of posts advertised	828	754	971	1,229	1,033
Secondary applications per post	6.2	7.2	6.8	5.1	4.6
Number of all posts ¹ advertised	1,571	1,212	1,801	2,273	2,024
Applications of all posts ¹	10.8	11.7	10.8	8.9	8.7

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

Source: PLASC, Welsh Government

- 3.46 In the primary and secondary sectors, appointments tend to be below the number of vacancies advertised. In 2023, 94.9% of vacancies advertised in primary schools were filled, compared with 86.3% in secondary schools.
- 3.47 Chart 13 presents the applications per vacancy for a cross-section of major subject areas in secondary education from 2020-2021 to 2022-2023. This shows a downward trend in all subjects, but especially in core subjects, such as Welsh, English, and MFL. Although still lower than in 2020/21, design and technology is the only subject to begin showing an upward trend in 2022/23. Despite an increase in STEM subjects, such as science, in 2020/2021, the number of applications per vacant post decreased in 2022/23.

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



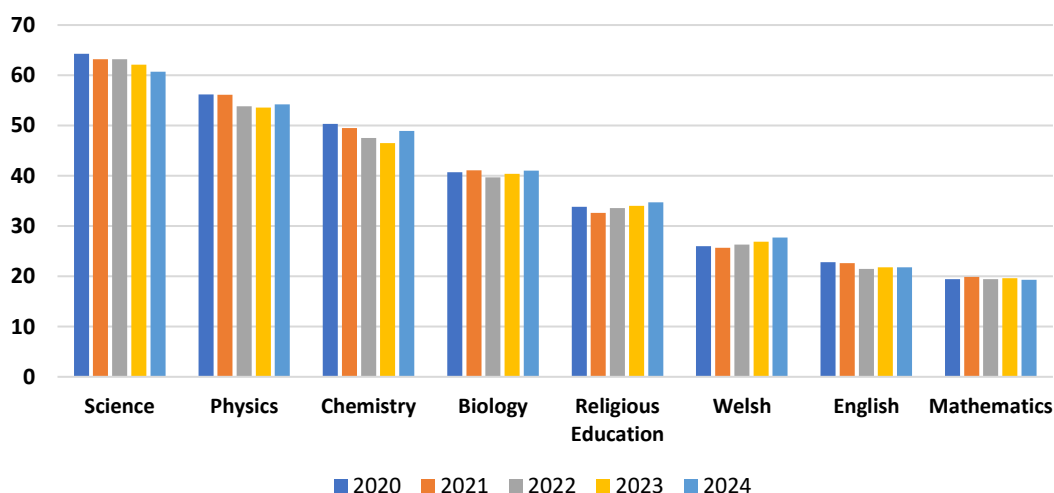
Source: PLASC, Welsh Government

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- 3.48 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.
- 3.49 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 2020 to 2024 regarding teachers registered with the EWC and the subjects being taught. In Wales, QTS is non-age range or subject-specific.
- 3.50 Whilst this chart shows that between 2020 and 2024 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.
- 3.51 For foundation subjects, such as art, history, geography, MFL, and music, the proportion of teachers reported as having trained in another subject is typically far lower; in 2024, this ranged from 10% (MFL) to 25.2% (geography). The only exception to this is IT at 55.5%.

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 2020-2024

School leader vacancies

- 3.52 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.
- 3.53 The number of applications for leadership posts decreased from 2,037 (9.8% of all applications) in 2021-2022 to 1,725 (9.0% of all applications) in 2022-2023. 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.

Retention

- 3.54 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).
- 3.55 Table 6 shows a five-year trend for teachers leaving the profession by sector. In 2023, the most recent data available, the percentage leaving is 3.8% overall, the highest percentage of teachers leaving within the last five-year period, as shown in Table 6, and the highest of the last 10 years.

Table 6
Teachers leaving the profession by sector (headcount), Wales 2013-2023

Teachers leaving the profession	2019	2020	2021	2022	2023
All schools ¹	612	414	603	756	1,004
Primary	351	251	362	407	589
Middle	14	16	16	22	58
Secondary	247	147	225	327	357
Total number of teachers (headcount)	25,884	26,195	26,865	27,135	26,465
Percentage of teachers leaving	2.4	1.6	2.2	2.8	3.8

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

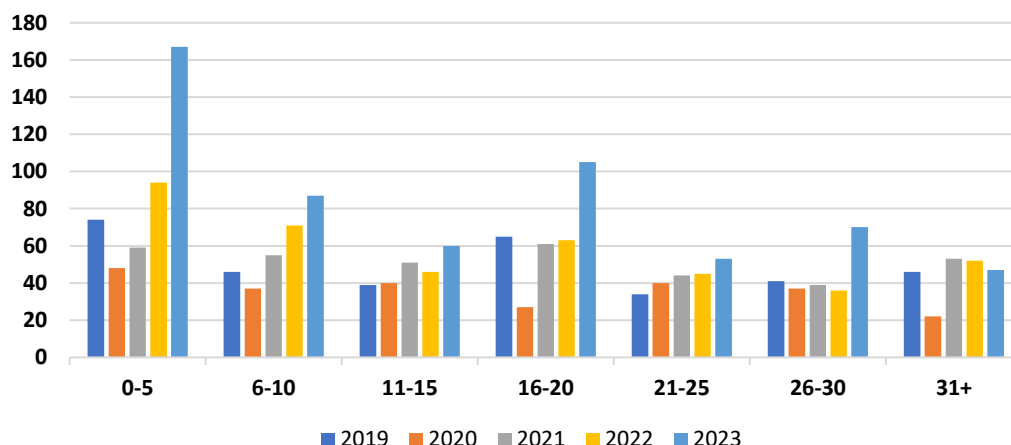
- 3.56 A five-year trend from 2019 to 2023 of both primary and secondary teachers leaving the profession by number of years of experience is shown in Charts 15 and 16. The data shows that the majority of years for secondary teachers, the greatest proportion of leavers left within the first five years, except in 2020, where there were more leavers after 16-20 years. The same trend is demonstrated by primary teachers except for the year 2021, where there were more leavers after 16-20 years' experience.

Chapter 3 – Educational Context

- 3.57** For the most recent data in 2023, of the 1,004 teachers who left the profession, the greatest proportion of leavers (28.5%) left within their first five years of teaching.

Chart 15

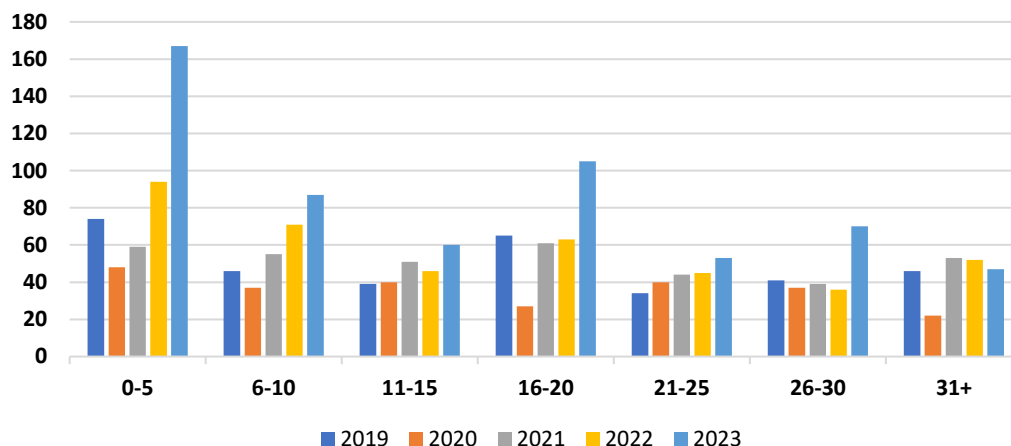
Primary teachers who left the profession over five years (2019-2023), by number of years of experience



Source: PLASC, Welsh Government

Chart 16

Secondary teachers who left the profession over five years (2019-2023), by number of years of experience

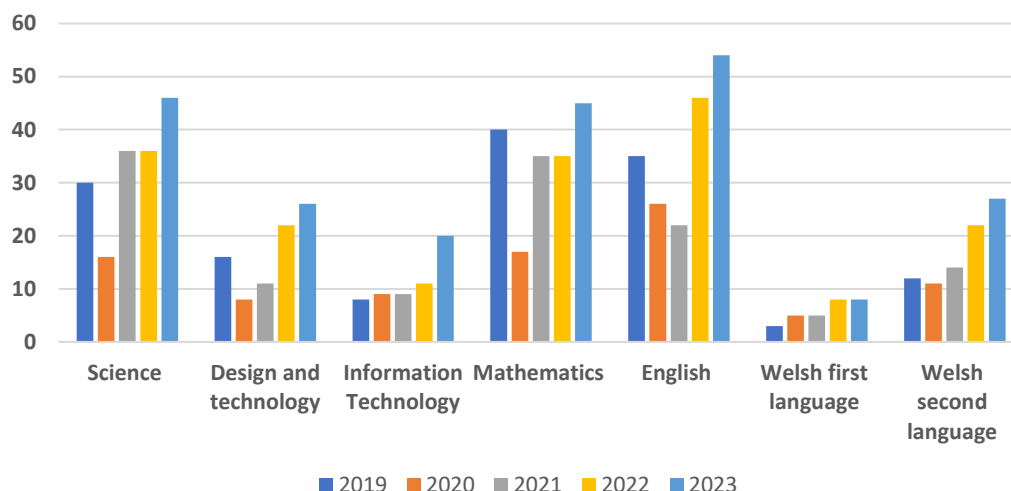


Source: PLASC, Welsh Government

- 3.58** Chart 17 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 2019-2023



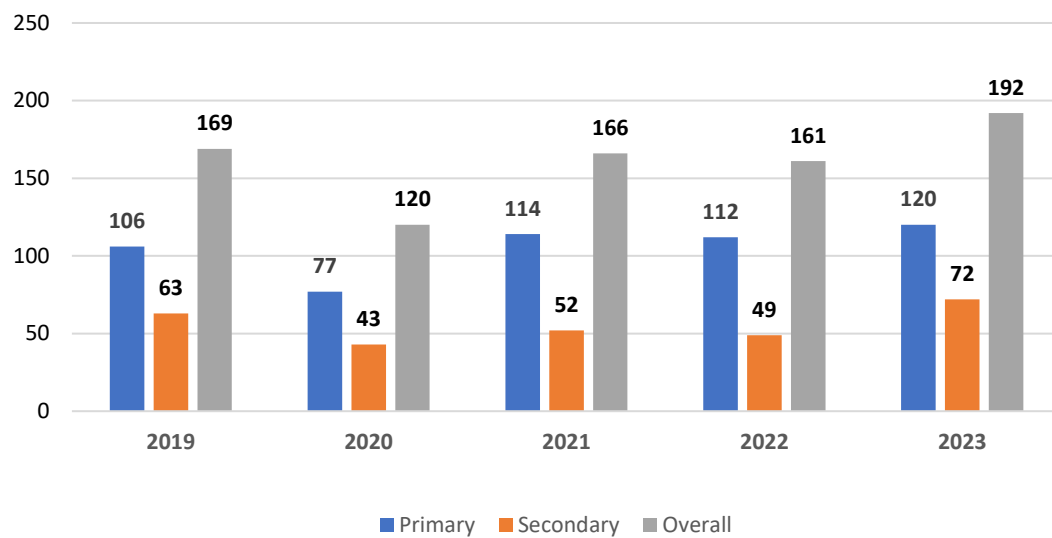
Source: PLASC, Welsh Government

- 3.59 EWC retention data, which tracks teachers over time, shows that 1,326 gained QTS and registered with the EWC in 2014 (following the successful completion of a course of ITE in Wales in 2013). By March 2023, 64.5% of those remained on the Register (61.1% remained in service). The School Workforce Census in England provides similar insights. Of the NQTs in England in 2014, 57.8% were still in service in 2023, which is 0.7% lower than Wales when compared to those registered as teachers with the EWC in 2023 after gaining QTS in 2014.
- 3.60 PLASC data in Charts 18 and 19 show a five-year general upward trend of those who left teaching by taking early retirement, and those leaving to pursue employment outside the profession.

Chapter 3 – Educational Context

Chart 18

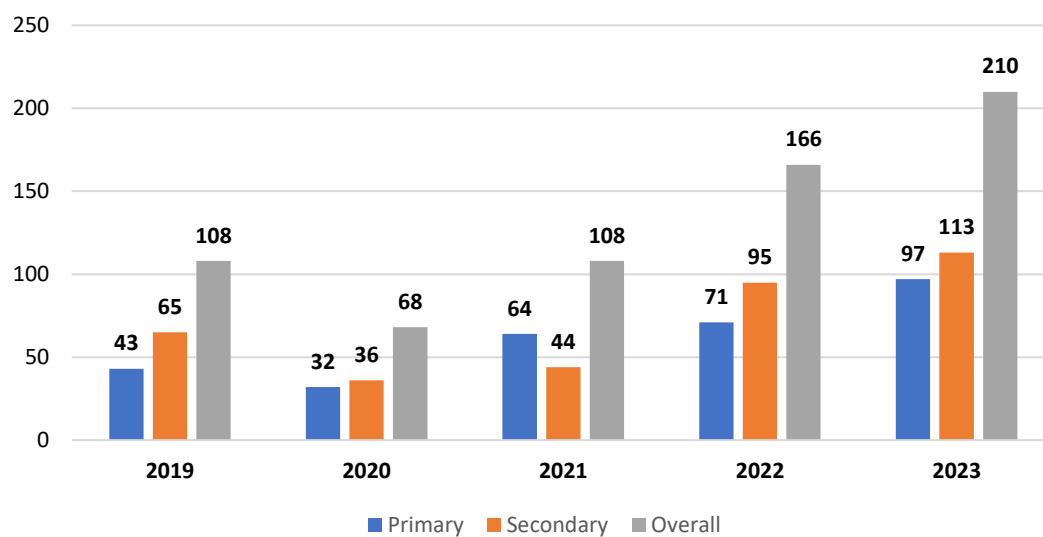
Number of teachers who left the profession by early retirement, a five-year period from 2019 to 2023



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 2019 to 2023



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 Cabinet Secretary for Education's remit letter, dated 27th January 2025.

Teaching scales

- 4.1 Classroom teachers on the MPR must be paid a salary on a five-point scale, starting at £32,433 (September 2024) and rising over a further five points to £44,802.
- 4.2 The latest actual salary information from the Welsh Government was collected in November 2023. At that point, the average salary in the academic year 2023-2024 for a classroom teacher on the main pay range (MPR) was £37,078 (based on Welsh Government analysis of the School Workforce Annual Census).
- 4.3 Classroom teachers on the upper pay range (UPR) must be paid a salary on a three-point scale, starting at £46,024 (September 2024) and rising to £49,944. In November 2023, the average actual salary in the academic year 2023-2024 for a classroom teacher on the UPR was £46,844 (based on Welsh Government analysis of the School Workforce Annual Census)..

Leadership scales

- 4.4 Headteachers, deputy headteachers, and assistant headteachers must be paid a salary based on the Leadership Group Pay Range (LGPR), as the relevant body determines.
- 4.5 In Wales, [School teachers' pay and conditions \(Wales\) document](#) 2024 states that the salary range for headteachers is determined by a formula that places them into one of eight headteacher groups, taking into account the number of pupils, their learning key stage, and additional learning needs. 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 [School workforce annual census](#) shows the salary range for headteachers in the leadership group in 2024-2025 starts at £57,304 (L6) and rises to £140,685. The average actual salary for all leaders in 2023-2024 was £69,548, with the average for head-teachers at £77,689 and others on the leadership scale at £64,416.

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 2023-2024. While the gender pay gap is relatively small in early-career teaching roles, it becomes more pronounced at senior leadership levels. This can be seen among headteachers and leading practitioners, where men consistently earn more than women.

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	23,794	24,680	886
Unqualified teacher	2020-2021	24,832	25,604	772
Unqualified teacher	2021-2022	24,693	25,692	999
Unqualified teacher	2022-2023	25,642	26,881	1,239
Unqualified teacher	2023-2024	28,406	28,791	385
MPR	2019-2020	30,512	30,159	353
MPR	2020-2021	31,699	31,535	164
MPR	2021-2022	32,356	32,006	350
MPR	2022-2023	33,866	33,653	213
MPR	2023-2024	37,118	36,958	160
UPR	2019-2020	40,026	40,032	6
UPR	2020-2021	41,114	41,155	41
UPR	2021-2022	41,874	41,871	3
UPR	2022-2023	43,331	43,375	44
UPR	2023-2024	46,851	46,821	30
Leading practitioner	2019-2020	48,279	54,067	5,788
Leading practitioner	2020-2021	52,264	52,796	532
Leading practitioner	2021-2022	53,151	56,023	2,872
Leading practitioner	2022-2023	55,829	55,084	745
Leading practitioner	2023-2024	58,818	61,226	2,408

Chapter 4 – Matters Relevant to Salaries and Allowances

Teacher	Year	Female	Male	Difference
Other leadership	2019-2020	52,827	56,361	3,534
Other leadership	2020-2021	54,723	58,028	3,305
Other leadership	2021-2022	56,320	59,669	3,349
Other leadership	2022-2023	58,227	61,472	3,245
Other leadership	2023-2024	63,382	66,633	3,251
Headteacher	2019-2020	63,889	69,087	5,198
Headteacher	2020-2021	65,926	71,456	5,530
Headteacher	2021-2022	67,639	73,584	5,945
Headteacher	2022-2023	70,234	76,795	6,561
Headteacher	2023-2024	75,255	81,535	6,280

Source: SWAC, Welsh Government

Comparators between salaries in England and Wales

- 4.8 Table 8 shows the percentage increase in pay for each pay scale for Wales and England from 2019. Wales has seen a higher percentage increase in pay compared with England since 2019, with the majority of pay scales having increased by 23.3%. The highest increase was for the MPR minimum in Wales, with a 30.2% uplift since 2019. In comparison, England has received a smaller uplift than Wales in all pay scales, with an average of 2% less.

Table 8
Salary increases in Wales and England over five years

Pay Group	2019 Wales	2024 Wales	% increase Wales	2019 England	2024 England	% increase England
Leadership Min	£41,065	£50,653	23.3	£41,065	£49,781	21.2
Leadership Max	£114,060	£140,685	23.3	£114,060	£138,265	21.2
Leading Practitioner Min	£41,267	£50,902	23.3	£41,267	£50,025	21.2
Leading Practitioner Max	£62,735	£77,832	23.3	£62,735	£76,050	21.2
UPR Min	£37,654	£46,446	23.3	£37,654	£45,646	21.2
UPR Max	£40,490	£49,944	23.3	£40,490	£49,084	21.2
MPR Min	£24,906	£32,433	30.2	£24,373	£31,650	29.9
MPR Max	£35,971	£44,802	24.6	£35,971	£43,607	21.2
Unqualified Min	£17,682	£21,812	23.4	£17,682	£21,731	22.9
Unqualified Max	£27,965	£34,495	23.4	£27,965	£33,902	21.2

Source: Welsh Government

Chapter 4 – Matters Relevant to Salaries and Allowances

Pay scale comparators

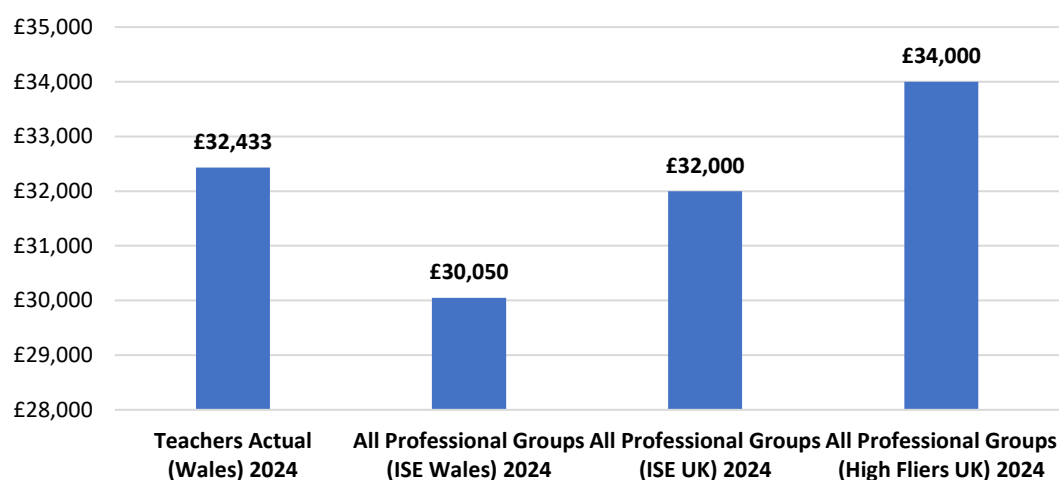
- 4.9 The following sections provide contextual information for pay scales across graduate professions in the UK and the teaching profession across Organisation for Economic Co-operation and Development (OECD) countries where information has been reported. Distinctions are made between Welsh and UK figures and with OECD comparators.
- 4.10 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

- 4.11 Qualified teachers in the maintained sector in [Wales](#) are paid according to statutory pay scales, with a starting salary of £32,433 as of September 2024. This current starting salary is 2.5% higher than in [England](#), at £31,650 but lower than [Scotland](#), at £33,594.
- 4.12 The Institute of Student Employers (ISE) [Student Recruitment Survey \(2024\)](#) showed that graduate recruitment growth for 2023-2024 was 4% and forecasted to grow by 1% in 2024-2025. The [High Fliers report \(2024\)](#) reported that the number of graduate jobs on offer is expected to increase by 1.5% from 2023. 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.
- 4.13 The ISE Student Recruitment Survey (2024) reported a median UK graduate starting salary of £32,000, whilst the median starting salary for graduates in Wales was £30,050. 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.
- 4.14 The High Fliers research considers the graduate market in 2024 at the UK's 100 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.

Chapter 4 – Matters Relevant to Salaries and Allowances

Chart 20
Comparison of graduate starting salaries 2024



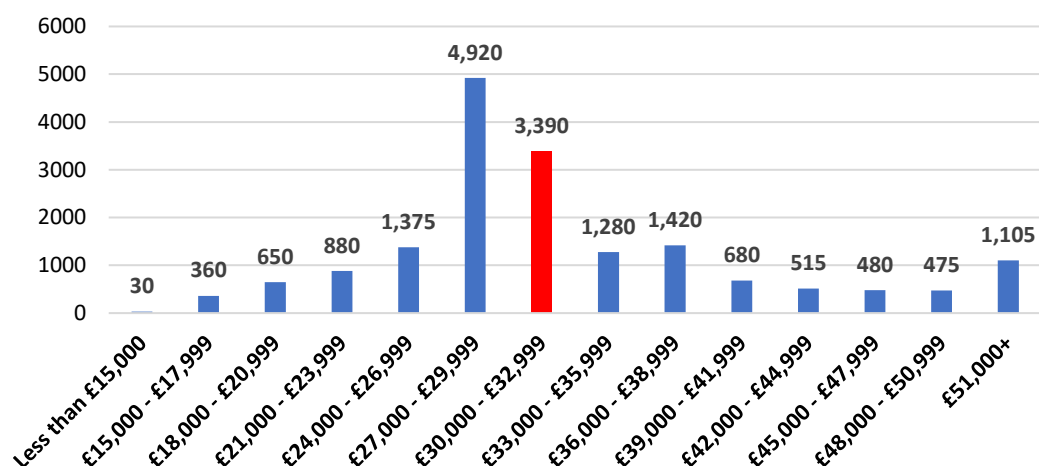
Source: ISE

- 4.15 Chart 20 compares the starting salary for teachers in Wales with other graduate starting salaries. Note that the chart uses 2024 statistics for comparative purposes and shows that the starting salary for teachers in Wales in 2024 was above the median starting salary for graduates across all the ISE professional groups in both Wales and the UK. In comparison, teachers' starting salary in Wales was less than the High Fliers' reporting of all professional groups' starting salaries, noting that these are UK-wide statistics.
- 4.16 The [Graduate Outcomes survey](#), delivered by HESA, contains salary information 15 months after the completion of their studies. 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.
- 4.17 The most recent survey provided responses from nearly 352,000 graduates who completed eligible programmes of study between 1st August 2021 and 31st July 2022, and Chart 21 gives the salary band of UK graduates who studied an education-related subject as their degree.
- 4.18 Chart 21 shows that the majority of education graduates earn between £27,000 and £29,999 upon undertaking employment 15 months after completion of their studies. Teachers in Wales (who are included in the red bar) earned more than this after graduating, since the starting salary for teachers in Wales in September 2024 was £32,433. It should be noted that this chart does not indicate whether their employment (where the salary information is obtained) is within education or in a graduate-specific role, so this table should also be treated with a degree of caution.

Chapter 4 – Matters Relevant to Salaries and Allowances

Chart 21

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



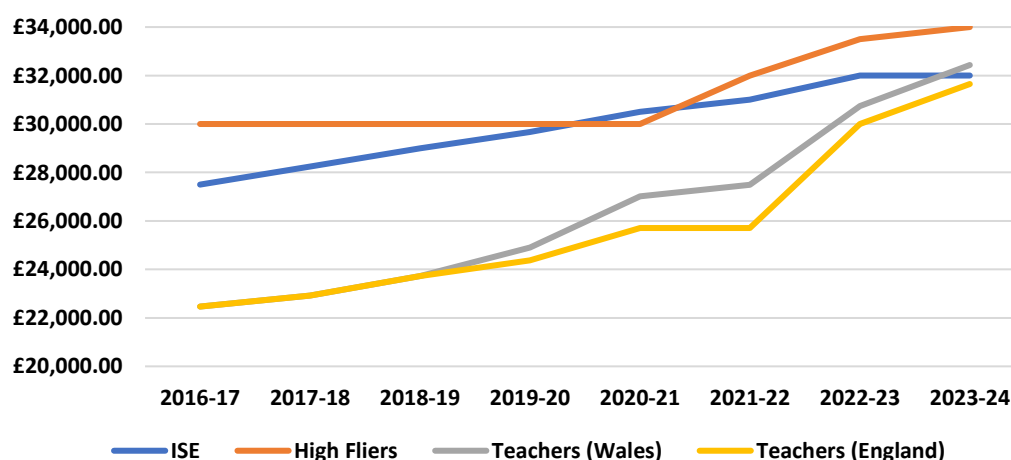
Source: HESA, 2024

4.19 Chart 22 demonstrates a summary of increases in starting salaries since 2016-17 from various sources:

- The ISE reports a 16.4% increase from 2016-2017 to 2023-2024.
- High Fliers report an increase of 13.3% since 2016 for median graduate starting salaries.
- Starting salaries for teachers in Wales have seen a 44.4% increase from 2016 to the 2024 pay award.
- Starting salaries for teachers in England have seen a 40.9% increase over the same period.

Chart 22

Salary and average salary comparisons over the years



Source: ISE, High Fliers

Chapter 4 – Matters Relevant to Salaries and Allowances

- 4.20 The OECD's Education at a Glance reports have traditionally presented data for the UK as a whole, encompassing England, Wales, Scotland, and Northern Ireland. However, due to the devolution of education policy in 1998 (Government of Wales specifically) there has been more interest in disaggregating the data to reflect the distinct education systems of the UK. It is important to note that the extent and consistency of the disaggregated data have varied over the years. In the case of the data for these sections containing OECD Education at a Glance 2024 data, – Wales and England have been combined. This applies for all OECD data used in the report.
- 4.21 In the 2024 [OECD Education at a Glance study](#), schools are classified across four phases: pre-primary, primary, lower secondary, and upper secondary. In the UK, the secondary phases are normally integrated into a single secondary phase. All salary comparators in this OECD study use US Dollars (USD) equivalents.
- 4.22 When comparing the relative position of starting salaries of classroom teachers, the OECD 2024 study shows that teachers' starting salaries for all of the 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. This is shown in Table 9.

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	39,677	39,677	39,677	39,677
OECD average	40,167	42,060	43,484	44,831
Difference	-490	-2,383	-3,807	-5,154

Source: OECD, Education at a Glance 2024

Salaries for experienced teachers compared with other graduate professions

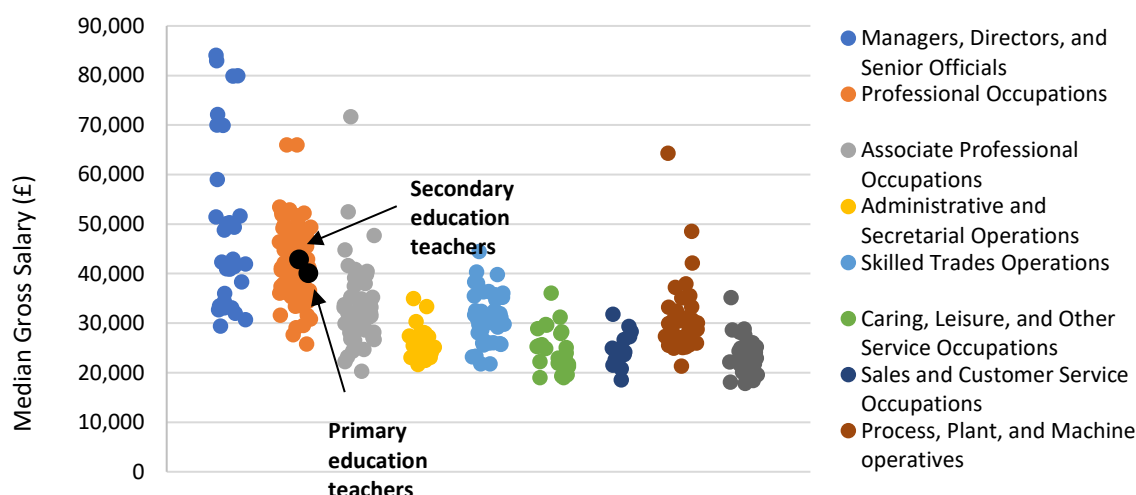
- 4.23 The following paragraphs compare salaries for more experienced teachers according to different data sources. There is no single source to compare pay progression accurately between different professions based on years served. Likewise, there is little information and data available in Wales specifically to compare salaries. However, there are a few sources that can be used as proxies to provide indicative trends.
- 4.24 From the [ONS Annual Survey of Hours and Earnings \(ASHE\)](#) 2024 data, it is possible to compare pay information by occupation in the UK and Wales.
- 4.25 The median salary for primary education teaching professionals is £42,763.

Chapter 4 – Matters Relevant to Salaries and Allowances

- 4.26 **Chart 23** 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 £45,384 for secondary education teaching professionals. The median salary for primary education teaching professionals is £42,763.

Chart 23

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

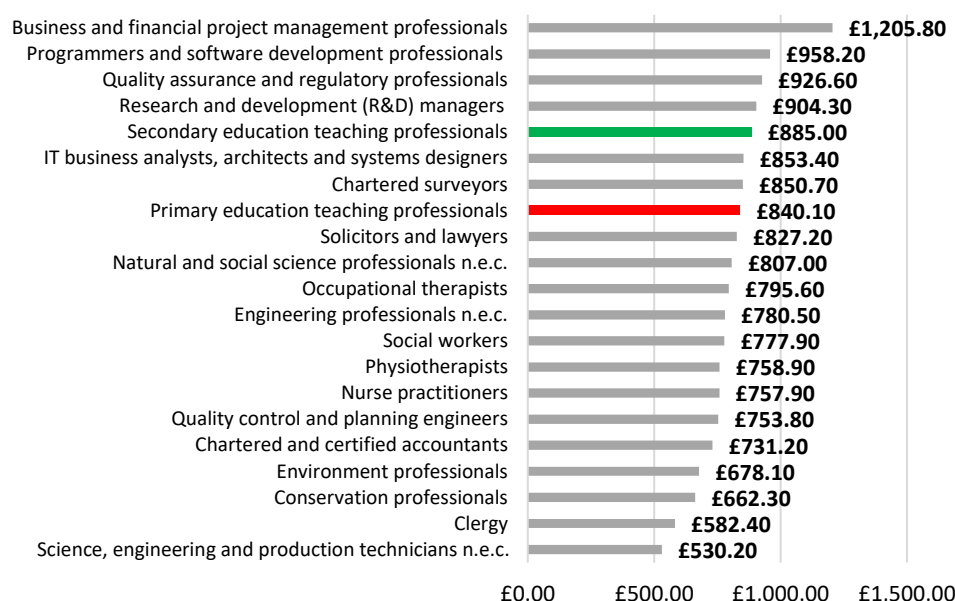


Source: ASHE 2024

- 4.27 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



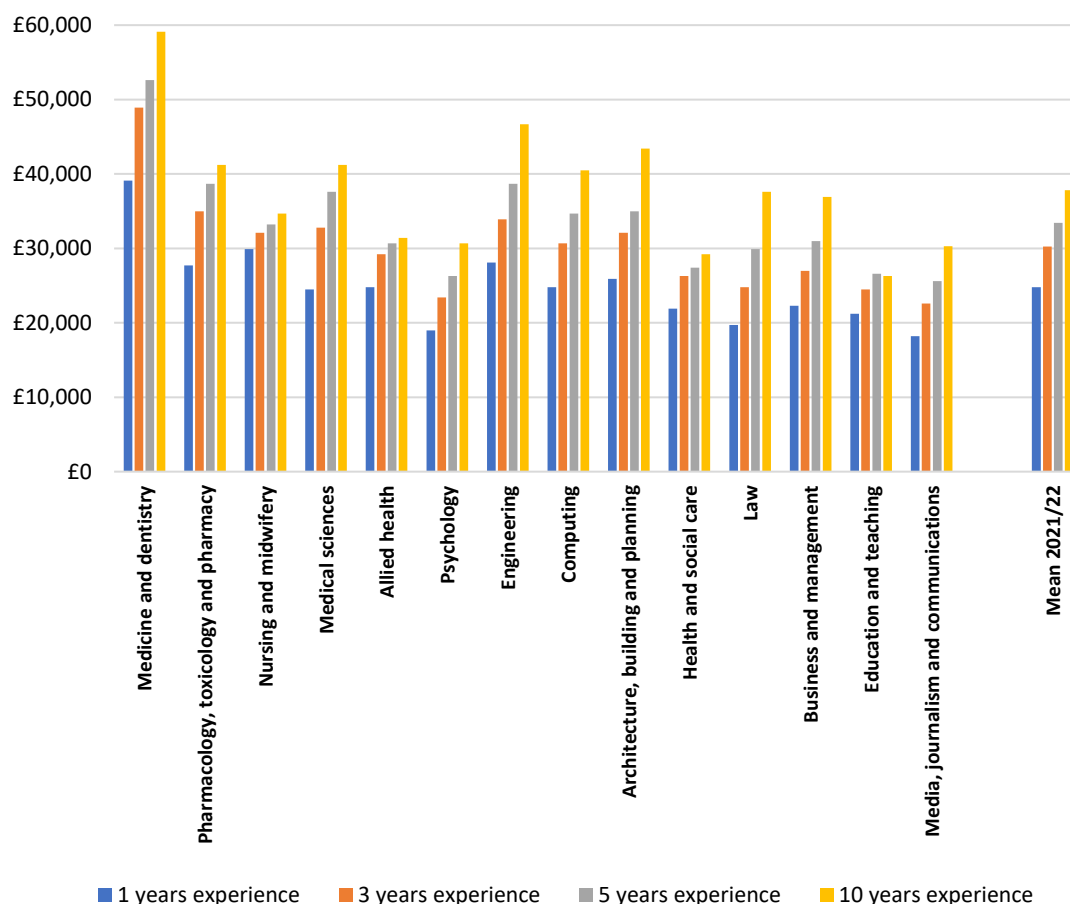
Source: ASHE 2024

Chapter 4 – Matters Relevant to Salaries and Allowances

- 4.28 The mean weekly salaries, as shown in Chart 24, for primary and secondary school teachers in Wales fall within the top half of all reported professions.
- 4.29 According to the [School Workforce Annual Census](#) 2023-2024, the average full-time equivalent salary in Wales for primary teachers is £48,222 and for secondary teachers is £47,476, which is £5,459 higher than the average salary for primary teachers and £2,092 higher than secondary teachers in the UK as [reported by ASHE 2024](#).
- 4.30 EWC data shows that of the total number of current school teachers, the median number of years since gaining QTS is 16. Whilst this does not strictly determine how long school teachers have been working within education (as this does not account for any breaks in service), it gives an approximate indication of the experience of the current workforce, and this can be used when considering the average salary data of school teachers in this section.
- 4.31 The [OECD 2024 study](#) reports average actual salaries for primary and upper secondary teachers for Wales and England combined of \$52,332 and \$58,213, respectively. These are comparable to the OECD averages of \$54,052 and \$59,978.
- 4.32 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. It is used to look at employment and earnings of higher education graduates one, three, five, and ten years after graduation. It has several caveats:
- 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.
- 4.33 The latest data published in July 2024 analyses the salaries in the 2021-2022 tax year for graduates in the UK who started work one, three, five, and ten years prior. University subjects most closely aligned with professions have been selected and shown in Chart 25.

Chapter 4 – Matters Relevant to Salaries and Allowances

Chart 25
Salary progression for subjects studied 2021-2022



Source: LEO Graduate and Postgraduate Outcomes

- 4.34 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 between one and three years of experience is in line with other graduates employed in other professions in 2021-2022. Afterwards, the education and teaching professionals' pay progression plateaus between five and ten years, unlike other professions. However, when making comparisons, it is important to bear in mind the caveats outlined in paragraph 4.32 relating to the accuracy of the LEO data and also that the data was collected in 2021.
- 4.35 Data from the [OECD Education at a Glance report](#) (2024) compares starting salaries, salaries after 15 years of service, and salaries at the top of the scale for teachers for the 40 jurisdictions included in the survey. All salaries are based on statutory pay scales and hence do not include any additional payments, such as teaching and learning responsibilities (TLRs).
- 4.36 Tables 10 and 11 show this information for Wales and England combined, Scotland, and the OECD average across the primary and upper secondary phases.

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	39,677	61,511	61,511
Scotland	51,868	65,102	65,102
OECD mean	42,060	56,753	68,924
% difference of Wales and England compared to the OECD mean	-6.0	+7.7	-12.1

Source: OECD, Education at a Glance 2024

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	39,677	61,511	61,511
Scotland	51,868	65,102	65,102
OECD mean	44,831	60,803	73,930
% difference of Wales and England compared to the OECD mean	-13.0	+1.2	-20.2

Source: OECD, Education at a Glance 2024

- 4.37 Tables 10 and 11 demonstrate the percentage difference in the progression of teachers in Wales and England compared to the OECD average. As the tables show, 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, data to inform the OECD 2024 study was collected in 2023 and does not include allowances. Without further research, it is therefore difficult to make meaningful comparisons.

Salaries for headteachers compared with OECD countries

- 4.38 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.

Chapter 4 – Matters Relevant to Salaries and Allowances

- 4.39 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.

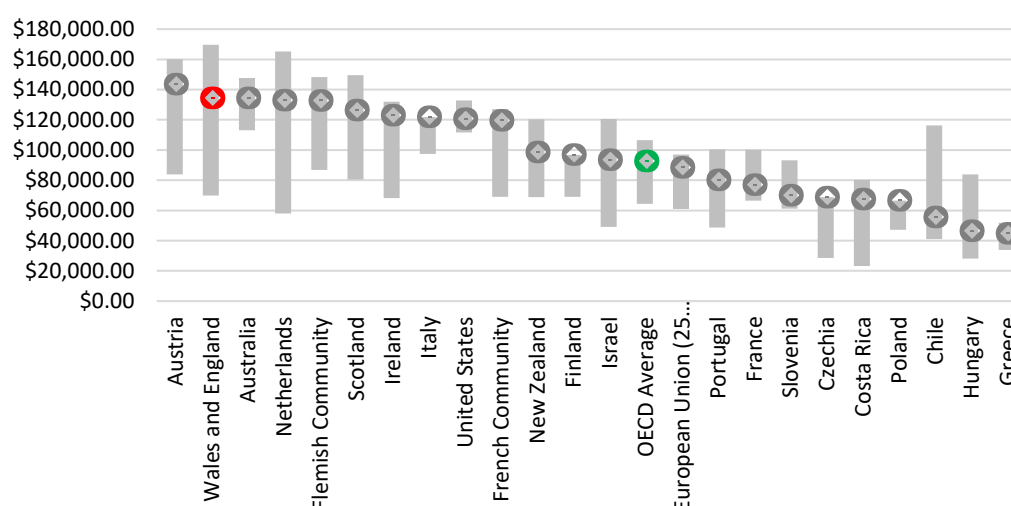
Table 12
School heads' minimum statutory salaries, based on minimum qualifications (\$)

Region versus OECD average	Pre-primary	Primary	Lower secondary	Upper secondary
Wales and England	69,807	69,807	69,807	69,807
OECD average	No OECD data	57,673	63,398	64,291
Difference	No OECD data	+12,134	+6,409	+5,516

Source: OECD, Education at a glance 2024

- 4.40 Wales, along with England, has the second highest average actual salary for upper secondary school headteachers at \$134,293, compared with the OECD average actual of \$92,714, 44.8% higher than the OECD average. Wales also has the second largest range in statutory salaries for upper secondary school headteachers, 236% larger than the OECD average.

Chart 26
Upper secondary school heads' average actual salaries compared to the statutory minimum and maximum salaries (2023)



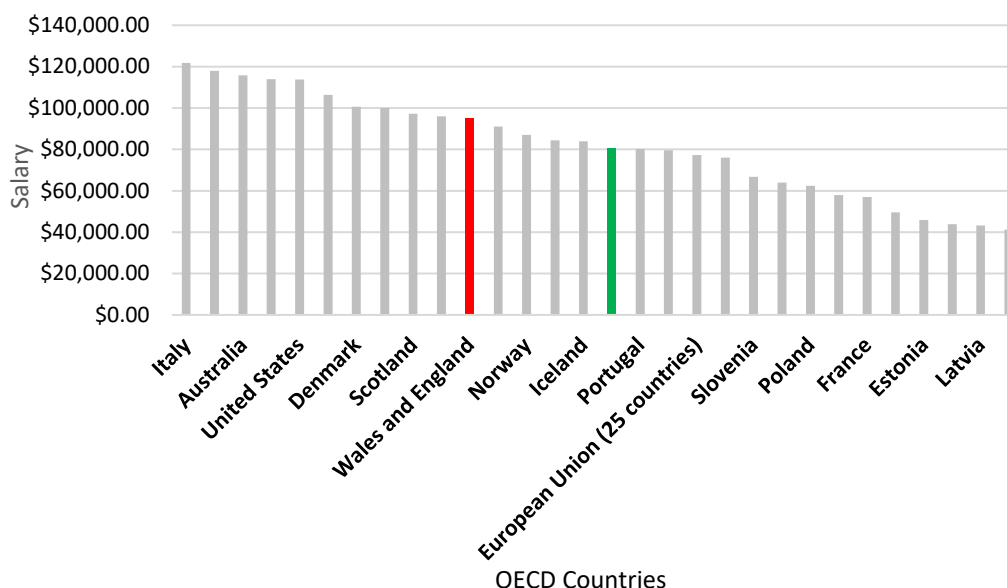
Source: Education at a Glance 2024

- 4.41 From the OECD data available for primary school headteachers within the Education at a Glance 2024 report, the average actual salary is ranked 11 out of the 30 countries reporting data, 15.6% higher than the OECD average.

Chapter 4 – Matters Relevant to Salaries and Allowances

Chart 27

Primary school heads' average actual salaries (2023)



Source: Education at a Glance 2024

Teaching and learning responsibility (TLR) arrangements

- 4.42 The [School Teachers' Pay and Conditions \(Wales\) Document 2024](#) states 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.” Unqualified teachers may not be awarded TLRs.
- 4.43 There are three types of TLRs, whose uses are determined by the school's pay policy. Values for 2024-2025 are:
- TLR1, between £9,955 and £16,844
 - TLR2, between £3,451 and £8,426
 - TLR3, between £686 and £3,403—this is a fixed-term payment “for clearly time-limited school improvement projects or one-off externally driven responsibilities.”

Incidence of TLRs

- 4.44 Table 13 shows that in 2023 (the latest data available), 8,580 teachers in Wales received one or more TLR payments.

Chapter 4 – Matters Relevant to Salaries and Allowances

Table 13

TLR payments by TLR type, gender, and phase (to nearest five), 2023

TLR groups by	Gender	Nursery and Primary schools	Middle Schools	Secondary Schools	Special Schools and Pupil Referral Units	Other	Total	Total %
TLR 1	Male	*	40	335	5	30	415	33.5%
	Female	5	80	670	10	75	835	66.5%
	Total	10	120	1,005	15	105	1,255	100%
TLR 2	Male	245	145	1,205	35	105	1,725	26.4%
	Female	1,540	375	2,415	135	375	4,820	73.6%
	Total	1,780	525	3,620	170	480	6,545	100%
TLR 3	Male	80	35	200	10	25	350	27.1%
	Female	360	70	410	30	60	930	72.9%
	Total	435	105	605	40	85	1,275	100%
Total		2,195	685	4,870	225	650	8,580	100%

Note: figures do not always add, due to rounding

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

- 4.45 As shown in Table 14, overall, 30.8% of teachers receive a TLR award—this varies from more than 44.2% in the secondary school sector, to 18.1% in nursery and primary schools (based on Welsh Government analysis of the School Workforce Annual Census).

Table 14

Percentage of teachers who received TLR allowances by sector, 2023 (rounded to the nearest five)

Sector	Teachers received TLR payment	Headcount of all teachers	% of teachers in each sector receiving a TLR
Nursery and Primary	2,195	12,145	18.1%
Middle	685	1,575	43.5%
Secondary	4,870	11,010	44.2%
Special and Pupil Referral Units (PRUs)	225	1,105	20.4%
Other	650	1,185	54.9%
All schools	8,580	27,845	30.8%

Source: SWAC, Welsh Government

Chapter 4 – Matters Relevant to Salaries and Allowances

- 4.46 In terms of gender, of the total TLR awards made, 76.7% are awarded to female teachers and 23.3% to males. Female staff are awarded 66.5% of TLR1 payments, 73.6% of TLR2 payments, and 72.9% of TLR3 payments. The [School Workforce Census Results](#) reported the overall composition of the teaching workforce in Wales as of November 2023 was 74.2% female and 25.8% male.

Table 15
Percentage of teachers by gender and TLR type, 2023

TLR Groups	Female	Male	Total
TLR1	66.5%	33.5%	100%
TLR2	73.6%	26.4%	100%
TLR3	72.9%	27.1%	100%
Total	76.7%	23.3%	100%

Source: SWAC, Welsh Government

- 4.47 The mean TLR payment in 2023 was £5,089. The TLR1 mean was £9,826; the TLR2 mean was £4,402; the TLR3 mean was £1,994. Tables 16 and 17 demonstrate the distribution and value of TLR1 and TLR2 allowances by TLR band and gender. For the TLR2 value range of £5,626 to £7,986, 65% were awarded to women and 35% to men.

Table 16
Staff in receipt of TLR1 by TLR band and gender (rounded to nearest 5), 2021

TLR 1	Male	%	Female	%	Total
<£9,436	185	31.4	405	68.6	590
>=£9,436 and <£11,612	145	33.7	280	65.1	430
>=£11,612 and <£13,789	65	36.1	120	66.7	180
>=£13,789 and <£15,965	20	36.4	35	63.6	55
Total	415	33.1	835	66.5	1,255

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
<£3,271	580	20.4	2,270	79.8	2,845
>=£3,271 and <£5,626	695	28.7	1,730	71.5	2,420
>=£5,626 and <£7,986	445	35.6	810	64.8	1,250
>=£7,986	10	10.0	15	60.0	25
Total	1,725	26.4	4,820	73.6	6,545

Note: figures do not always add, due to rounding

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

Chapter 4 – Matters Relevant to Salaries and Allowances

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

- 4.48 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.
- 4.49 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.
- 4.50 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). Paragraph 8.5 of the ALN Code states that “it is vital that the ALNCo has sufficient time and resources to undertake their responsibilities effectively, including dedicated time away from teaching. The head of the education setting should ensure that the ALNCo is supported in this way.” The ALN Code further describes the role as a strategic one, and that it should either form part of the senior leadership team or have a clear line of communication with the senior leadership team.
- 4.51 ALNCos are paid on differing salary ranges, as indicated in Table 18 below.

Table 18
ALNCos salary by pay range 2023-2024 (rounded to the nearest five)

Pay range	Numbers
Main Pay Range	75
Upper Pay Range	840
Leading Practitioner Pay Range	10
Leadership Pay Range	535
Other	*
Total	1,565*

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

Source: SWAC, Welsh Government

- 4.52 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 that 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.

Chapter 4 – Matters Relevant to Salaries and Allowances

Table 19
Mean and median ALNCos salary (£) by pay range, 2023-2024

Pay range	Mean	Median
Leadership Pay Range	£63,051	£61,547
Leading Practitioners	£62,057	£61,547
Upper Pay Range	£47,059	£47,340
Main Pay Range	£39,957	£42,466
National Joint Council (NJC)	£31,223	£27,012
Other	*	*
Unqualified Teachers	*	*
All	£52,311	£47,340

"." = 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

- 4.53 Table 20 shows the number of ALNCos in each pay range who have received an allowance during the year. 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. Again, it is unclear whether the TLR allowances are awarded to ALNCos solely for the ALNCo role, or whether the ALNCos carry other responsibilities 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.

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 Pay Range	10	*	35	5
Leading Practitioners	0	0	0	0
Upper Pay Range	260	75	525	55
Main Pay Range	25	*	30	5
National Joint Council (NJC)	*	*	*	0
Other	0	0	0	0
Unqualified Teachers	*	0	0	0
All	300	80	595	70

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

Chapter 5 – Consultation Responses

Chapter 5 – Consultation responses

Chapter 5 summarises written submissions and oral evidence provided to the IWPRB from consultees, which address the first matter for recommendation in the Cabinet Secretary for Education's remit letter.

The second matter for recommendation, which relates to Leaders' Conditions of Service, will be reported on in Autumn 2025, following the submission of this report.

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 In its evidence submission, the Welsh Government highlighted four priorities:

- A Healthier Wales
- Jobs and green growth
- Opportunity for every family
- Connecting communities

It noted that "[p]ublic sector workers play a key role" in delivering these and reflected that the 2024-2025 pay deal exceeded inflation by increasing teacher pay by 5.5%.

5.2 The Welsh Government referred to the local authorities' pay settlement for 2025-2026, explaining that they will receive £6.1 billion in core revenue funding and non-domestic rates to spend on delivering key services. This settlement "equates to an increase of 4.5% or £262 million on a like-for-like basis compared to the current year. We have invested additional funding to ensure that every authority will receive an increase in funding over 2024-25 of at least 3.8%, on a like-for-like basis."

5.3 The Welsh Government stated: "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. Authorities' budget planning must therefore accommodate these costs. The increase in the Local Government [settlement] for 2025-26 of 4.5% follows increases of 3.3% in 2024-25, 7.9% in 2023-24, and 9.4% in 2022-23, which are baselined. These previous increases were considered good settlements; however, they still did not meet the pressures reported by the WLGA due to inflation and demand increases."

Chapter 5 – Consultation responses

- 5.4 In its written submission, the Welsh Government referred to the ‘no detriment’ principle as meaning that “teacher salary levels should not be less in Wales than they are in England.” In oral evidence, it noted that this term has not been formally defined, and suggested that it should be understood as a “safeguard” within the context of wider improvements and circumstances for teachers in Wales.
- 5.5 With regard to the ‘no detriment’ principle, the Welsh government 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.
 - Whilst direct comparisons are not straightforward when considering lower salary scale points, starting salary is 2.47% higher in Wales at £32,433 compared to £31,650 for new teachers in England.
 - The main pay scale is only five scale points in Wales rather than six in England, so new teachers typically reach the scale maximum in four years rather than five years in England.
- 5.6 The Welsh Government provided detailed costings of potential increases (1%, 2%, and 3%) to the current teachers’ and leaders’ pay.
- 5.7 The Welsh Government indicated a need to balance affordability, considering “[t]he cost to the Welsh Government of every 1% increase in pay for devolved public sector workforce groups is over £100m per year”, and risks of unintended consequences: “If the Welsh Government dedicated a disproportionate share of its revenue resources to funding public sector pay rises, this would negatively impact on a range of other areas of Government spending, including grant funded services that the public depend on.”
- 5.8 The Cabinet Secretary’s covering letter accompanying the Welsh Government’s written evidence stated the need for “a pay award that is mindful of the difficult financial situation faced by Welsh Government, local authorities and schools, whilst allowing for suitable reward for existing practitioners and ensuring that teaching in Wales continues to attract sufficient high-quality new entrants to meet future needs.”
- 5.9 In its evidence, the Welsh Government outlined the current economic situation in Wales, the UK, and globally, highlighting that “the [UK] economy has essentially flat-lined for three years in aggregate GDP terms and deteriorated in GDP per person terms.” It reiterated its commitment to make Wales a fair work nation, despite the necessity to “manage public funds carefully.”
- 5.10 In its oral evidence, the Welsh Government recognised that recruitment into ITE, particularly in priority subject areas, was a “serious issue for us to try and address with our partnerships and schools.” Also in oral evidence, it noted concerns around retention, particularly of NQTs within the first five years.

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- 5.11 The Welsh Government stated that it was aware that flexibility was an important consideration for teacher retention and suggested this could be addressed through greater collaboration within the education sector. It indicated its intentions to progress the Strategic Education Workforce Plan in partnership with the WLGA and unions.
- 5.12 The Welsh Government outlined that workload was a contributor, alongside pay and other factors, to teachers not becoming headteachers, noting, “we want to be having these conversations [about progression to headships] with local authorities to understand succession planning.”
- 5.13 It highlighted evidence that challenges in relation to teacher recruitment are complex and not unique to Wales, indicating this as a “shared area of priority” with international partners. The importance of improving the value and respect for the teaching profession amongst the media and wider society was noted. The Welsh Government indicated its intention that some of these issues be addressed through the upcoming Strategic Education Workforce Plan.
- 5.14 The Welsh Government stated that more work should be undertaken for equal pay reporting for gender, noting “annual gender pay gap reports should be produced in line with Welsh public sector equality duties. Reporting arrangements should highlight both the difference in earnings between men and women and the action being taken to address the barriers stopping women from progressing into senior roles.”

Consultees’ views

Salary and allowance increases

- 5.15 The WLGA referred to financial challenges faced by local authorities across Wales and raised concerns about the impact of any adjustments to salary and allowances above what has been budgeted for. It stated that “Any additional costs as a result of any changes to pay and the STPC(W)D as a statutory instrument, whether direct or indirect, must be fully funded on an ongoing basis by the Welsh Government.” It also highlighted a risk of “unintended consequences” if adjustments to pay awards were not fully considered. In its oral evidence session, the WLGA clarified that unintended consequences may include redundancies, disparities between pay awards across other local authority staff, and impacts on wider local authority budgets and services.
- 5.16 Nonetheless, all consultees felt that a pay increase was appropriate both to meet the demands of recruitment and retention and to recognise teachers’ essential roles. NEU Cymru argued that “[c]urrent pay rates do not fairly reflect the skills and demands of teaching.” Most argued for a fully funded, above-inflation pay rise applied equally to all teachers and school leaders. Several consultees referred to the real terms decrease in teacher salaries since 2010. NEU Cymru stated that a “teacher who started working in 2010 and made

normal progress up the pay scale will have lost over £90,000 in real terms [using RPI] by the end of the current academic year.” The wider economic context of high inflation and rising house prices was cited by many consultees.

- 5.17 ASCL suggested that the pay award should be made up of three elements; “An uplift that at least keeps pace with RPI; A proportion towards the restoration of real-terms cuts since 2010; A proportion to compensate for the lack of flexible working opportunities available within the profession.” NAHT also proposed three ‘tests’ to ensure each future uplift “is higher than average pay settlements across the wider economy; is higher than the annual CPI inflation rate; in addition, uplifts all salaries and allowances in payment each year by an additional 3.5%.”
- 5.18 NASUWT outlined five proposals: “a multi-year, above-inflation (RPI) pay award; additional funding from the Welsh Government to enable all schools to implement the pay award in full; the removal of threshold application and renaming of U1-U3 to M7-M9; removal of unlimited work hours provisions in the STPC(W)D; and annual pay gap reporting, with associated action plans to be published by employers for gender and race.”
- 5.19 Community Cymru was the only consultee to make a specific pay uplift recommendation, calling for a 7% uplift.
- 5.20 UCAC, NASUWT, NEU Cymru, and Community Cymru recommended that calculations relating to inflation should be based on the Retail Price Index (RPI), rather than the Consumer Price Index (CPI), as they considered RPI to be a fairer and more accurate reflection of the cost of living. NASUWT argued that “RPI is a true cost-of-living index, since it measures the change in minimum household expenditure needed to maintain a given standard of living.” Consultees noted that RPI generally indicates a higher level of inflation, for example, in October 2024, RPI measured inflation at 3.4%, while CPI was at 2.3%.
- 5.21 In oral consultations, the IWRPB asked several consultees their views on the potential for a multi-year pay award. Some consultees, including NASUWT, suggested that above-inflation pay increases over a “sustained period” were required to restore the real-terms reduction in pay since 2010.
- 5.22 Many consultees supported a multi-year pay award in principle. However, Community Cymru expressed concern that this was vulnerable to further economic instability. Community suggested that any multi-year pay award be flexible to be reopened in case of significant economic developments, such as inflation increasing above the predicted rate.
- 5.23 NAHT argued that “there needs to be a clear distance between the pay ranges for school leadership and for teaching. This is an important measure to help protect leadership pay, to allow and increase differentiation from teacher pay, and importantly, to give room to demonstrate progression.”

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- 5.24 Consultees called for greater clarity and consistency around allowances for Upper Pay Scales (UPS), Teaching and Learning Responsibilities (TLR), and Additional Learning Needs (ALN). Community Cymru stated that “in many schools, additional tasks and increased workload are an expectation of ‘UPS teachers.’ This was not the original intention.” Community Cymru also noted that some smaller schools did not have the funding to provide TLR and ALN allowances, resulting in teachers taking on additional responsibilities without proper recompense.
- 5.25 Community Cymru indicated it would “see some merit in a reconsideration of the two pay scales and a possible merging of the Main and Upper Pay Scales.” It argued that “[t]his would remove the somewhat artificial barrier of threshold and open up the higher end of the salary scale to all classroom teachers, improving the retention of experience. It could also present a more attractive career structure to potential and current teachers.”
- 5.26 NEU Cymru similarly called for “a single mandatory six-point classroom teacher pay scale to replace the separate Main and Upper Pay Scales. Progression on this shorter pay scale should be automatic to reflect the acquisition of experience and expertise.” It suggested that “Upper Pay Scale teachers are often put under unjustifiable pressure to take on additional responsibilities without payment simply because they are on the Upper Pay Scale. This is completely inappropriate and offends against the key principle of properly valuing classroom teaching in its own right, with separate payments to recognise additional responsibilities undertaken.”
- 5.27 Although ALNCo pay was not a matter for recommendations, several consultees commented on increasing pressure on ALNCoS connected to workload and level of need amongst learners. It was proposed that the additional responsibilities associated with this be addressed through appropriate remuneration or role structure. It is difficult to establish trends in ALN prevalence due to changing thresholds and criteria since the introduction of The Additional Learning Needs Code for Wales 2021. School census data indicates a fall in the proportion of learners in maintained schools with SEN or ALN from 13.4% in January 2023 to 11.2% in January 2024. However, the proportion of learners with ALN with Individual Development Plans (IDPs) has increased from 16.6% to 40.9% in the same period (Welsh Government, 2024).

Impact of pay on recruitment and retention

- 5.28 Several consultees presented evidence for challenges with recruitment and retention of teachers in Wales, particularly at secondary level and in Welsh-Medium schools, and in specific subjects such as maths, science, and ICT. It was noted that there had been a post-COVID ‘spike’ in teacher recruitment, but that this had passed, with many ITE courses now not fulfilling their allocations. Consultees highlighted the steep drop in numbers starting ITE courses at secondary level, which had fallen 34% since 2021/22 and by almost half since 2014.

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- 5.29 Pay was seen by most consultees as an exacerbating factor in these challenges. NASUWT highlighted that “[t]he continuing cost of living crisis and social changes since the pandemic have both impacted the working lives of teachers and school leaders. In the NASUWT Annual Survey, 82% of respondents were worried about their financial situation.”
- 5.30 NAHT argued that a holistic approach was needed to address this issue, stating, “recruitment and retention are inextricably linked: any investment offering incentives to bring recruits into teaching must be matched by similar ongoing investment to retain teachers and leaders within the system at all career stages.”
- 5.31 Several consultees presented evidence that teacher salaries were increasingly uncompetitive compared with other graduate professions, particularly in the private sector. More broadly, salary growth in the public sector was noted to be growing more slowly than in the private sector. ONS figures were cited, indicating that private sector employees’ average earnings had increased by 37% since 2010, while public sector employees’ average weekly earnings had only increased by 31%. NASUWT presented evidence that teachers’ pay had grown even more slowly than that of other public sector workers. They highlighted that teachers’ pay (based on maximum main pay range) had increased by 40.1% between 2010 and 2024, compared to public sector employees’ average total earnings, which had increased by 43.7%. NEU Cymru also noted that teachers’ pay in Wales is lower than in Scotland.
- 5.32 It was noted in oral evidence that there was limited evidence for graduate pay rates in Wales specifically. However, NASUWT suggested that Welsh salaries should be understood in the context of the wider UK, since commuting to or moving to England for work was common amongst Welsh graduates.
- 5.33 ASCL argued that “high attrition rates amongst the profession, particularly amongst new teachers, [are] due to weak pay progression and excessive workload and poor wellbeing.”
- 5.34 High rates of attrition amongst newly qualified teachers were a particular concern. The Welsh Government stated that 28.5% of teachers leave the profession within the first five years, and that 50% of the teaching population is over the age of 50. ASCL described this as “a ‘ticking time-bomb’ from an employment structure perspective.” Evidence was presented indicating that once teachers remain in the profession for five years, their risk of leaving decreases, suggesting that measures should be undertaken to incentivise NQTs to make it to this threshold.
- 5.35 NASUWT highlighted the cumulative effect of real terms pay decreases since 2010 and increased pension contributions since 2012. NASUWT stated that “teachers who have remained in the profession since 2010/11 are between £43,424 and £339,163 worse off in 2024/25 as a result of the combined impact of increases to teachers’ pension contributions and substantial real-terms pay cuts.” NEU Cymru expressed concern about the level of pension opt-outs amongst younger teachers, exacerbated by high marginal tax rates.

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- 5.36 All consultees highlighted that the issue was multi-faceted and that pay awards alone could not address challenges with teacher recruitment and retention. Aside from pay, the most commonly cited factor impacting recruitment and retention was workload. Perceived challenges associated with learner behaviour and schools' growing role in supporting learners and families were also noted as increasingly significant barriers to recruitment and retention. Consultees argued that further effort was required to make the profession more attractive in a context where other careers increasingly offered greater flexibility and work-life balance.
- 5.37 NAHT described this situation as “[a] complex combination of inadequate pay and pay progression, unaddressed workload, a lack of properly funded external support services, and high stakes accountability have combined to make teaching relatively unattractive both to new entrants and those already employed within the profession.” The WLGA also stated in its written submission that “there is a strong view that recruitment and retention is multi-factorial and salary and allowances ranges are just one part.”
- 5.38 NEU Cymru cited several factors that have led to what it described as “unprecedented levels” of workload for teachers in recent years. This included the introduction of the new Curriculum for Wales since 2022 and changes in leadership structures. It expressed concern that recommendations 18, 19, and 20 of the IWPRB’s strategic review, which relate to workload, have not been actioned by the Welsh Government. NAHT welcomed the Welsh Government’s commitment to developing an education strategic workforce plan and proposed that this work be prioritised.

Principles for pay awards

- 5.39 Several consultees (UCAC, ASCL, NAHT, NASUWT, NEU Cymru) objected to the Welsh Government’s inclusion of affordability within their submission to the Review, as they considered this to be a political matter outside the remit of the Review’s recommendations. NASUWT stated that “[i]f the IWPRB’s recommendations are not within the Welsh Government’s allocated budget, then it is up to the Government to prioritise, rather than to place a prior limit on the integrity of the exercise.”
- 5.40 Some consultees commented on a perceived lack of consistency in the interpretation of the ‘no detriment’ principle. ASCL expressed concern that the Welsh Government’s evidence only referred to ‘teacher salaries,’ and not other elements of pay and conditions. ASCL suggested that the Welsh Government’s definition (which is outlined in paragraph 5.4) has been expressed differently in recent years, and did not appear to be broad enough to encompass ASCL’s full understanding of the no detriment commitment. ASCL cited correspondence from previous Ministers in support of differing definitions.

- 5.41 NASUWT further argued that this principle should not mean the Welsh Government simply takes Westminster's lead on pay and conditions, arguing that "the reality of this for teachers in Wales has been the extension of Westminster Government austerity to the teachers' pay in Wales."
- 5.42 NEU Cymru noted that teachers on the Upper Pay Range are only considered for progression biennially in Wales, in contrast to annually in England, and argued that this contravenes the 'no detriment' principle.
- 5.43 Consultees agreed on the principle that all increases to teacher pay awards should be fully funded by the Welsh Government, in order to avoid additional financial burden on schools or local authorities.

Pay inequality in the teaching profession

- 5.44 NASUWT provided evidence that the average salary in 2023/24 for male teachers was 4.8% higher (at £49,467) than for female teachers (£47,085). This was driven by disparities at the leadership level, particularly for headteachers, where the pay gap is 7.7%.
- 5.45 NEU Cymru and Community also pointed out disparities in relation to teaching and learning responsibility (TLR). It noted "a gender imbalance in TLR pay, especially for TLR1 payments. Less than one in five teachers in nursery and primary schools get a TLR, compared to some 45% of teachers in secondary schools."
- 5.46 Lack of clarity in relation to pay portability and TLR allowances was indicated to affect women disproportionately, who are more likely to work part-time. NEU Cymru stated in its written submission that "women are likely to be unfairly discriminated against in relation to pay portability. Those who take more flexible work, for example, supply, whilst undertaking caring responsibilities, are not clearly covered within the document." It further described the current system of TLR and ALN allowances as "opaque and unfair" and called for stronger and clearer guidance. Although the STPC(W)D allows part-time teachers to be paid a full TLR allowance, submissions indicated that this was not well-understood by governing bodies, with a persistent belief that TLR was prorated for part-time teachers. Consultees requested that the IWPRB clarify this further to avoid risks of non-compliance.
- 5.47 NASUWT presented further evidence from a Warwick University study it has commissioned that "Black teachers are paid less than their white colleagues, are more likely to be employed in temporary posts, less likely to be promoted, and are more likely to be disciplined or dismissed from their jobs." NASUWT also highlighted that Black teachers faced "covert and overt racial discrimination throughout their careers." They noted that some progress is being made to increase ITE recruitment of Black, Asian, and Minority Ethnic students onto ITE programmes, but emphasised that more work is required at all stages of the profession.

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- 5.48 NEU Cymru highlighted “significant pay inequalities arising from the lack of parity in treatment between teachers who qualified in the UK and teachers who qualified abroad,” with those who qualified abroad being paid “on average £10,000 less than their colleagues to do the same work (i.e., because they are paid on the Unqualified Teacher Pay Scale despite being qualified and doing the work of a qualified teacher).” A lack of transparency was noted, as “[t]hey are not given details of how hard/slow the route to Qualified Teacher Status (QTS) is, and they are often promised that their schools will sponsor their route to QTS only to encounter excuses for delay.”
- 5.49 Community Cymru highlighted a further pay disparity as younger teachers had been required to take out large student loans to pay for increased fees since 2012. Repaying student loans meant their take-home pay would be lower than that of colleagues who had started just a year previously. NEU Cymru noted that “the marginal tax rate young teachers face is in the mid-40s per cent: basic rate income tax of 20%, National Insurance of 8%, student loan repayments of 9%, and employee pension contributions of either 7.4% or 8.9% (from April 2025) at the minimum of the Main Pay Scale.” This was noted to lead to high rates of pension opt-outs, which will have later effects on inequality. Repaying student loans for teachers who stay in the profession for five years was raised as a possible mitigation for the attrition of NQTs.
- 5.50 Several consultees called for better data collection and transparency in relation to equality at the national, local authority, and school levels. NEU Cymru noted: “Good practice in schools is to make this information available to union representatives and teachers, so that pay decisions are transparent and can be challenged.”

Implementation of the IWPRB Strategic Review

- 5.51 Several consultees expressed regret that the Welsh Government had not progressed implementation of recommendations made by the IWPRB’s strategic review of the structure of teachers’ and leaders’ pay and conditions in Wales, which was published in April 2024.

Consultation process for the IWPRB Remit 2025

- 5.52 Several consultees expressed objection to or disappointment with the delay to the issue of the remit letter by the Welsh Government. They expressed frustration with the resulting short timeframe in which consultees were required to provide written evidence following the issuance of the remit letter. NAHT and NEU Cymru additionally expressed concern that this remit letter was shorter and with many fewer matters for recommendation.

Chapter 6 – Conclusions and Recommendations

Background

- 6.1 In response to the Remit Letter from the Cabinet Secretary for Education, this report addresses the first matter for recommendation: “what adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers and school leaders.” It does not refer to leaders’ conditions of service, which is being dealt with separately.
- 6.2 Pay must be understood as one part of a wider package that encourages the recruitment and retention of high-quality practitioners within the teaching profession.
- 6.3 The IWPRB’s strategic review of teachers’ pay and conditions, published in April 2024, made 26 recommendations for short-term and long-term actions. These recommendations were intended to be implemented as “a package” to align with wider educational reforms as well as the economic and social context. The strategic review contained an implementation timeline (attached at Appendix C). In her written statement responding to the strategic review, the Cabinet Secretary accepted all recommendations in principle. However, she noted that financial considerations meant that in the short to medium term, only recommendations that were cost-neutral or achievable through existing budgets would be implemented.
- 6.4 We are concerned about the amount of progress made by the Welsh Government to date on implementing these recommendations. Of the 26 recommendations, the following progress has been made at the time of writing:
- Fully implemented: recommendations 12, 13, 14, 15, and 21, on changes to the STPC(W)D around TLR.
 - Partially implemented: recommendation 24, on redrafting of the STPC(W)D.
 - Under discussion: recommendation 26, on reviewing monitoring and reporting of equalities legislation at school and local authority level.
- This leaves 19 recommendations on which no progress has been made.
- 6.5 The IWPRB urges the Welsh Government to agree a timeline and implementation plan for the remaining strategic review recommendations, as referenced in the Cabinet Secretary’s remit letter this year. The IWPRB believes that any adjustment to salaries and allowances made for 2025-26 must be implemented alongside remaining recommendations in the strategic review, and addressing other matters raised by consultees. Without such an approach, we would be concerned that meaningful progress cannot be made to attract, recruit and retain high-quality teachers and leaders in Wales.

Chapter 6 – Conclusions and Recommendations

Adjustments to the salary and allowance ranges for teachers and leaders in Wales

RECOMMENDATION 1

The IWPRB recommends to the Welsh Government that all salaries and allowances be increased by 4.8% from September 2025.

- 6.6 Welsh Government estimates that this increase would cost £90,545,995. Proposed salary adjustments are included in Appendix D.
- 6.7 This recommendation has been informed by a wide range of evidence and data, extending beyond pay, which have been outlined throughout this report, and are summarised below. The IWPRB has taken these factors into account to develop a recommendation that is underpinned by a consideration of the overall attractiveness of a career in teaching, and the importance of making it a high-status profession.
- 6.8 Wider economic and labour market factors have been considered, notably inflation and wage growth. Based on the OBR forecast, “CPI inflation is forecast to rise from 2.5 per cent in 2024 to 3.2 per cent in 2025, but then fall rapidly to around the 2.0 per cent target from mid-2026 onwards. Monthly CPI inflation is expected to peak at around 3.8 per cent in July 2025.”
- 6.9 Based on the latest available data for average earnings, for the period from November 2024 to January 2025, annual average regular earnings growth was 5.9% on an economy-wide basis, relative to the same three-month period a year earlier. For the private sector, this was 6.1%, while for the public sector, it was 5.3%.
- 6.10 There has been a decline in teachers’ and leaders’ real-terms pay from 2010 onwards; this was raised by many consultees. Based on analysis by the Institute of Fiscal Studies, as of September 2023, teachers’ and leaders’ average earnings were 9% below April 2010 levels after adjustment for CPI inflation. Since that time, a 5.5% pay award has been made, and there has been a further 3.4% CPI inflation (as of March 2025). This means the gap is narrowing, but teachers’ and leaders’ pay remains below April 2010 levels in real terms.
- 6.11 Alongside pay, consultees highlighted growing concerns about the status of the teaching profession, and conditions of service in Wales. High workload was widely raised, exacerbated by the level of change brought by the reform agenda across education policy in Wales.
- 6.12 Further issues included challenges with learner behaviour and needs, the increasingly multi-faceted role of teachers and leaders, and limited flexible working opportunities compared to other professions. These factors were all considered to be increasingly impacting upon the wellbeing of teachers and leaders, and the overall status of the profession in society.

Chapter 6 – Conclusions and recommendations

- 6.13 Closely aligned to the above issues are concerns around the recruitment and retention of teachers. These were raised extensively by consultees, and data supports the need to address them issues with urgency.
- 6.14 In relation to recruitment to the sector, while ITE allocations continue to be exceeded for the primary level, there is a persistent and worsening shortfall at the secondary level. Only one third of secondary ITE allocations were recruited in 2024-2025. Issues are particularly evident in certain priority areas and within the Welsh medium sector. Recruitment challenges continue into the teaching workforce, particularly at secondary level. Challenges were again greater in certain subjects, such as Welsh first language secondary posts. More rural and remote areas also faced greater recruitment issues. There is in addition a notable proportion of secondary teachers teaching outside of the subject area in which they were trained, particularly in science subjects.
- 6.15 There is a parallel falling trend in the retention of teachers. The most recent attrition rate is the highest level for 10 years, and the number of teachers exiting the profession to take up employment outside teaching is at a five-year high. The highest rate of attrition is within the first five years post-qualification; at the other end of the spectrum, the number of teachers leaving the profession to take early retirement was also at a five-year high.
- 6.16 Starting salaries for teachers in Wales were £32,433 in 2024, above the UK-wide median graduate starting salary of £32,000 reported by the ISE, but below the High Fliers median of £34,000. The gap between teachers' starting salaries compared to ISE and High Fliers has narrowed considerably since 2016, with teachers' starting salaries increasing by 44.4% compared to 16.4% and 13.3% for the ISE and High Fliers, respectively. This is a positive trend, which we believe should continue.
- 6.17 While teachers' median total salaries (including TLR) across all levels of experience are comparable to other professions in Wales, data shows less salary progression for more experienced teachers, compared with other professions and teachers in some other jurisdictions. This results from the fact that teachers in Wales have a relatively compressed salary scale, leading to a salary 'plateau.' At this stage, the only route available to increase salary while continuing to teach is by taking on additional responsibilities via TLRs.
- 6.18 Similarly, while average salaries for leaders at secondary level compare well internationally, this also needs to be considered in the context of the wider challenges that schools are facing. For primary headteachers, salaries compare less well: Wales and England are ranked 11th of 30 OECD countries.
- 6.19 In summary, we believe that there is a strong argument for an above inflation pay settlement both to maintain the financial competitiveness of a career in teaching and leadership, and to recognise the multi-faceted pressures and

Chapter 6 – Conclusions and Recommendations

demands created by the wider economic backdrop and other challenges we have outlined.

- 6.20 As referenced in the background section of this chapter, this pay award recommendation should be considered in the context of the IWPRB's holistic recommendations in our strategic review. While pay is a critical factor, we are increasingly concerned that annual pay awards, without consideration of other key factors, will not have the desired effect of addressing growing challenges with recruitment and retention.
- 6.21 We make these comments with the intention that they will be considered as a positive contribution, within the context of the Welsh Government's aims and ambitions for education in Wales, and Our National Mission. The education reform agenda is both exciting and substantial, and needs now to be matched with parallel activity to transform conditions for the teaching profession in Wales.

Appendix A – Cabinet Secretary’s Remit Letter 2025

Lynne Neagle AS/MS

Ysgrifennydd y Cabinet dros Addysg Cabinet Secretary for Education

Our ref: MA/LN/0212/25

Mrs Sharron Lusher

Chair

Independent Welsh Pay Review Body

C/o:

Secretariat

Independent Welsh Pay Review Body

Secretariat@iwprb.wales

27 January 2025



Llywodraeth Cymru
Welsh Government

SCHOOL TEACHERS’ PAY AND CONDITIONS

YEAR 6 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 both your strategic review report and your fifth report into Teachers’ Pay and Conditions in Wales.

Together, these reports have provided detailed insight into issues at the time and, through your recommendations, provided very useful potential resolutions. As you know, we have been able to increase teachers’ pay by 5.5% this year and provide an additional £5m for ALNCos, alongside our commitment to progress work on recommendations 4-7 in the context of the review of the ALN Code over the coming months. We expect to set out the next steps on this by summer 2025.

Throughout recent years, we have seen the teaching profession in Wales face a number of significant challenges. 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.

I am mindful of the conclusions and recommendations of your strategic review of the structure of Teachers’ and Leaders’ pay and conditions in Wales (April 2024) and your Review of the roles and responsibilities of supply teachers in Wales employed through local authorities or directly by schools (April 2024). I am also aware of the Public Accounts and Public Administration Committee report on Supply and Demand: covering teacher absence (December 2024).

Appendix A – Cabinet Secretary’s Remit Letter 2025

Alongside this, I am aware, as you are, of the reform programme and the impact that it is having on the need for high-quality professional learning, the wider need to support teacher wellbeing and address workload, support leaders and all school staff. I have recently confirmed my commitment to work with all partners to develop an education workforce strategic plan, which seeks to recognise the professionalism and quality of our teachers and school staff in support of our learners, promote wellbeing, recruitment and retention, and improve the quality of teaching and learning.

In this context, I consider it important that we agree on a timeline and implementation plan for the key issues that the IWPRB and related reports have raised on pay and conditions, and ensure we are clear and transparent on the timeline and work needed to progress these. I am also mindful of the challenging financial landscape and workload both within local authorities and schools.

In 2025, Government officials will be working closely with the Pay Partnership Forum or subgroups thereof to support the development of a prioritised plan around the range of existing pay and conditions recommendations for the staff that the IWPRB has responsibility for. I expect this to begin with the recommendations in the strategic review, which are most immediate in terms of timeline and priority—specifically teachers’ working times, workload and pay scale—and expect the proposals on these to report by September 2025

I am very grateful for the work of the IWPRB and the effort that you, as the Chair, and your Board put in on an ongoing basis, and particularly whilst the work to confirm the secretariat arrangements for the coming year is being put in place. It is a high priority for us to ensure that you have appropriate support and that there is a strong and sustainable solution going forward.

For 2025/26, I expect that the Independent Welsh Pay Review Body should have particular regard to:

- 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 the 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:

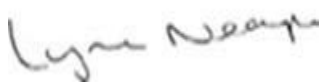
What adjustments should be made to the salary and allowance ranges for classroom teachers, unqualified teachers, and school leaders, to ensure the teaching profession in Wales is promoted and rewarded to encourage the recruitment and retention of high-quality practitioners?

In order to allow maximum time for consideration of, and consultation on, your recommendations, I require you to provide a report to me by no later than 21st May 2025.

Following submission of the May report: What adjustments should be made to Leaders' Conditions of Service, and in particular, the consideration of whether guaranteed working hours (or limits on), as well as protected holiday entitlement and weekends for leaders, should be included in the STPC(W)D?

As the work progresses on the approach to previous recommendations, it may be that we add elements to this remit as part of our commitment to move towards a multi-year rolling workplan.

I look forward to receiving your recommendations on these matters.



Lynne Neagle AS/MS

Ysgrifennydd y Cabinet dros Addysg
Cabinet Secretary for Education

Appendix B – Presentation to the IWPRB

Professional Learning Day

EWC:

David Browne - Director of Regulation

Qualifications Wales:

Jo Richards – Executive Director of Regulations

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

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations	Implementation Progress
September 2024	-	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.	-
September 2024	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).	Not implemented
September 2024	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.	Not implemented
September 2024	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.	Not implemented
September 2024	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.	Not implemented
September 2024	12	The IWPRB recommends to the Welsh Government that the requirement for line management responsibility for a significant number of people (paragraph 20.5 of the 2024-2025 STPC(W)D) is broadened by adding: or equivalent significant additional levels of responsibility and accountability in key areas of the school	Fully implemented

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

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

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

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations	Implementation Progress
September 2024	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.	Fully implemented
September 2024	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 	Not implemented
September 2024	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.	Partially implemented
September 2024	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.	Not implemented

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

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations	Implementation Progress
September 2024	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.	Under review
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	-	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.	-
2025-2026 Remit	3	The IWPRB supports a single pay scale in principle, and recommends to the Welsh Government that the IWPRB is remitted in 2025-2026 to consult on the development and structure of a single consolidated pay scale. Until such time as the review takes place, the IWPRB recommends that the existing terminology for pay scales (MPR and UPR) is retained, together with the existing arrangements for pay points, that is, annually on the MPR and biennially on the UPR.	-
2025-2026 Remit	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.	-
2025-2026 Remit	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.	-

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

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations	Implementation Progress
2025-2026 Remit	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.	-
2025-2026 Remit	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	-	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.	-
2026-2027 Remit	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.	-
2026-2027 Remit	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.	-
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.	-

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

Timing	IWPRB Rec No	Education reform timeline and IWPRB recommendations	Implementation Progress
2026-2027 Remit	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.	-
2027-2028 Remit	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 – Recommended pay scale points for 2025-2026

Main Pay Range

-	2024 £	2025 £
M2 (min)	32,433	33,990
M3	35,039	36,721
M4	37,739	39,550
M5	40,710	42,664
M6 (max)	44,802	46,952

Upper Pay Range

-	2024 £	2025 £
Minimum	46,446	48,675
U2	48,168	50,480
Maximum	49,944	52,341

Leading Practitioner Pay Range

-	2024 £	2025 £
Minimum	50,902	53,345
Maximum	77,382	81,096

Unqualified Teacher Pay Range

-	2024 £	2025 £
1	21,812	22,859
2	24,348	25,517
3	26,884	28,174
4	29,419	30,831
5	31,959	33,493
6	34,495	36,151

Appendix D – Recommended pay scale points for 2025-2026

Allowance Ranges

-	2024 £	2025 £
TLR 1	TLR 1	TLR 1
Min	9,955	10,433
Max	16,844	17,653
TLR 2	TLR 2	TLR 2
Min	3,451	3,617
Max	8,426	8,830
TLR 3	TLR 3	TLR 3
Min	686	719
Max	3,403	3,566
ALN	ALN	ALN
Min	2,728	2,859
Max	5,379	5,637

Leadership Group Pay Range

-	2024 £	2025 £	-	2024 £	2025 £
1	50,653	53,084	24*	88,303	92,542
2	51,920	54,412	24	89,186	93,467
3	53,216	55,770	25	91,401	95,788
4	54,541	57,159	26	93,663	98,159
5	55,900	58,583	27*	95,034	99,596
6	57,304	60,055	27	95,984	100,591
7	58,844	61,669	28	98,364	103,085
8	60,203	63,093	29	100,800	105,638
9	61,705	64,667	30	103,309	108,268
10	63,290	66,328	31*	104,812	109,843
11	64,933	68,050	31	105,862	110,943
12	66,430	69,619	32	108,492	113,700
13	68,090	71,358	33	111,187	116,524
14	69,787	73,137	34	113,936	119,405
15	71,523	74,956	35*	115,613	121,162
16	73,426	76,950	35	116,769	122,374
17	75,111	78,716	36	119,659	125,403
18*	76,238	79,897	37	122,634	128,520
18	77,000	80,696	38	125,669	131,701
19	78,910	82,698	39*	127,456	133,574
20	80,865	84,747	39	128,732	134,911
21*	82,047	85,985	40	131,943	138,276

Appendix D – Recommended Pay Scale Points for 2024-2025

-	2024 £	2025 £	-	2024 £	2025 £
21	82,868	86,846	41	135,240	141,732
22	84,925	89,001	42	138,627	145,281
23	87,027	91,204	43	140,685	147,438

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