



**WRITTEN SUBMISSION TO**

**THE INDEPENDENT WELSH PAY REVIEW BODY**

**MAY 2020**

Voice Cymru  
PO Box 2539  
Cardiff  
CF23 0HJ

T: 01332 372337  
W: [www.voicetheunion.org.uk](http://www.voicetheunion.org.uk)

## Introduction

*“Ongoing pay restraint is failing to incentivise high calibre graduates to enter and remain in the profession.*

*What the profession urgently needs is a fully funded, profession-wide pay increase, coupled with a return to nationally recognised pay scales that will maintain pay differentials and retain experienced teachers in the profession.”*

Deborah Lawson, Voice General Secretary, February 2020

1. Voice is the union for education professionals. We are an independent trade union that represents teachers, lecturers, school support staff and childcare professionals.
2. We are committed to working productively with the IWPRB, the Welsh Government and with other stakeholders on matters relating to teachers’ pay and conditions. Therefore, we welcome the opportunity to submit written evidence to the Independent Welsh Pay Review Body (“IWPRB”) in the second year since teachers’ pay and conditions have been devolved to Wales, in response to the remit from the Cabinet Minister for Education to the IWPRB dated 26 February 2020 (“the Remit”).
3. In submitting evidence, we agree with the IWPRB that, “[The] *desire for co-operation and co-construction...is a critical factor as educational professions and associated organisations seek collectively to improve educational standards, and raise the status of the teaching profession in Wales*”,<sup>1</sup> and we continue to welcome the Cabinet Minister’s commitment to the principle of ‘*no detriment*’ for teachers in Wales.
4. We are also aware that the coronavirus pandemic may have many consequences on the global and national economy, and on education in Wales, including a possible delay to the implementation of the new curriculum and other important initiatives. This unprecedented situation has demonstrated just how much teachers are relied upon to behave with the utmost professionalism and to undertake essential work, at considerable risk to themselves, in order to keep the NHS and other public services going. Therefore, it is even more vital that teachers in Wales are valued in both pay and conditions, and that the IWPRB makes its recommendations to support this.
5. However, we are also aware that certain considerations that we have been asked to comment on in the Remit for implementation from September 2020 may not now be appropriate to be implemented in the next academic year due to the severe immediate concerns that the Welsh Government, local

---

<sup>1</sup> IWPRB 1<sup>st</sup> Report, Chapter 1, para 1.31

authorities and schools are facing, and that it may be more sensible in the circumstances for the IWPRB to limit its recommendations to those that are straight-forward to implement.

6. This of course does not mean that all of the considerations listed in the Remit are not worthy of discussion in this or future pay review processes but, due to our own resources and the need for the Welsh Government and other stakeholders to focus on the current situation, the consequences of which will certainly be felt for the whole of the next academic year, we have taken the difficult decision to submit limited evidence on the longer term considerations of the Remit.
7. Further, we have drafted our submission with the understanding that the IWPRB will make its recommendations and comments as it sees fit in the current extraordinary context, although we continue to ask for the formal re-introduction of national pay scales, pay portability and the abolition of performance related pay, where practicable.
8. We were relieved to see that the Cabinet Minister ensured that the pay rise in 2019 for all ranges at least matched that of the recommendations made by the School Teachers' Review Body in England, although we were understandably disappointed that the Welsh Government took a divisive approach in its implementation of the uplift across the Main Pay Range. We are further disheartened that the Welsh Government has chosen not to accept the views of employers and trade unions expressed during the Pay Partnership Forum meetings during the second year of the pay process.
9. We further note the unfortunate delays suffered in the second year of the devolved pay process (save for the final unavoidable delay due to the corona virus crisis). We place these initial delays entirely at the door of the Welsh Government. Voice, along with the other education and support worker unions, has put on record our willingness to participate in the process and our concerns that the Remit was issued so late, giving us only just over a month, (excluding the weeks addressing the impact of the corona virus crisis on our members), to prepare and submit our main written evidence, and a further two weeks to read others' written evidence, and then prepare and submit our supplementary evidence.
10. We also continue to be dismayed by the dogmatic emphasis that the Cabinet Minister has placed in the Remit on the requirement of the IWPRB to identify the cost of any proposed changes to pay and conditions. We view this as a requirement of binding the IWPRB to the concept of affordability but by the back door, and we choose not to identify any specific costs of our proposed changes in this submission. Such constraints have no place in the work of a truly independent Review Body. Indeed, the IWPRB itself has said, "*We are concerned...about the recruitment of teachers and leaders generally and in*

*particular the recruitment and retention of teachers in certain subjects. Coupled with relatively low starting salaries when compared with other graduate professions, and an increasingly competitive environment for graduates, we recommend immediate actions to address these concerns.”<sup>2</sup>*

11. We also make the point that both the employers and unions were against the inclusion of any cost or affordability-based considerations and that a cost consideration has been included only due to the will of the Welsh Government. Therefore, we encourage the IWPRB to make its recommendations on the basis of the written and oral evidence presented to it, and not in response to considerations that remain within solely the power of the Welsh Government.

12. Despite the last recommended pay award, the full benefits of which are denied to more experienced teachers and school leaders, teaching salaries in Wales still lag behind those available elsewhere. We know that teachers are not entirely motivated by financial reward but, in the current context, low salary and uncertain progression do not help. Therefore, we hope that Luke Sibieta’s current review of school funding in response to Recommendation 1 of the Children & Young People’s Committee July 2019 Report on Schools Funding in Wales<sup>3</sup> will reveal the chronic under-funding of education in Wales, including the pay and conditions that our teachers currently receive.

13. Voice therefore calls on the IWPRB to:

- Make its recommendations on the basis of evidence rather than in response to Welsh Government requirements regarding cost;
- Recommend an across the board increase of 5% for all teachers and school leaders;
- Recommend that this increase is fully funded by the Welsh Government;
- Introduce national pay scales (if practicable in the current context) to ensure that the pay framework provides a clear career pathway, meets current challenges and provides an attractive offer for teachers at all career stages;
- Seek to establish sustainable and appropriate pay levels in the long term;
- Work to ensure that teaching re-claims its place in today’s graduate job market.

14. Together with ASCL, NAHT, NEU and UCAC, Voice has also submitted a joint statement. This submission should be considered alongside that joint statement.

---

<sup>2</sup> IWPRB 1<sup>st</sup> Report, Chapter 4, pg 58

<sup>3</sup> <https://www.assembly.wales/laid%20documents/cr-ld12643/cr-ld12643-e.pdf>

## Background

### The Graduate Labour Market

15. The following information and analysis refers to the most recent available data that Voice had been able to obtain when this submission was drafted. The coronavirus pandemic will undoubtedly have a major effect on the economy and, thus, on the labour market. The effects are impossible to predict with any confidence at the current time, and many variables and assumptions necessarily have to be made in the economic predictions and scenarios currently available. For example, the Office for Budget Responsibility has predicted a sharp (but largely temporary) increase in government borrowing leaving public sector net debt permanently higher as a share of Gross Domestic Product, and the longer that the period of economic disruption lasts, the more likely it is that the economy's future potential output will be negatively affected.<sup>4</sup>
16. Despite this, it is a certainty that children in Wales will still need to be educated, and teachers recruited and retained, even at the current time and certainly once some semblance of normality is resumed. Even if the economy is severely affected over the next decade, and perhaps longer than that, it is as vital as ever that teachers' pay and conditions properly value their work.
17. Therefore, the Welsh Government has an imperative to ensure that sufficient teachers are recruited and retained in Wales in order for the new curriculum to be successfully implemented and for standards to be as high as possible. It is clear from evidence from a range of sources that the recruitment and retention crisis remains, and that real steps need to be taken to ensure the situation does not continue to become even worse.
18. Employment levels in Wales have recently been good: the overall unemployment rate in Wales in the quarter ended November 2019 was 3%, 1.2 percentage points down on the quarter and 1.1 percentage points down on the year. This compares favourably with the UK as a whole, which is unchanged at 3.8%, and it represents a substantially declining rate of unemployment over the past ten years, (although it is uncertain how the effects of Brexit and the coronavirus pandemic might have an effect on this).<sup>5</sup> Further, the latest Quarterly Recruitment Outlook published by the British Chambers of Commerce, has warned that there are continued skills shortages in the UK workforce in the last quarter of 2019, and that 72% of businesses have difficulty finding the right talent.<sup>6</sup> A lower rate of unemployment coupled with skills shortages indicates opportunities for those graduates with the right skills.

---

<sup>4</sup> [https://cdn.obr.uk/The\\_OBRs\\_coronavirus\\_analysis.pdf](https://cdn.obr.uk/The_OBRs_coronavirus_analysis.pdf); paragraph 4

<sup>5</sup> <https://gov.wales/key-economic-statistics-january-2020>

<sup>6</sup> <https://www.britishchambers.org.uk/news/2020/02/bcctotaljobs-budget-must-address-critical-skills-shortages-to-level-up-uk-growth>

19. The Welsh Government 'Working Futures 2014 – 2024 Summary paper for Wales' was published in December 2017 but its projections are still relevant. This report states that employment levels in Wales are projected to grow by 3.8% by 2024, which is slightly less than in England, but across the whole of the UK, employment levels are set to grow. This means that in Wales, around 54,000 more people are forecasted to be in employment in 2024 as compared to 2014. Working Futures also projects large expansion-based employment increases for higher skilled and professional occupations.<sup>7</sup>
20. With regard to graduate employment, 2018/19 UK data from the research organisation, Luminare (part of the Higher Education Careers Service Unit), reveals a graduate labour market in relatively good health.<sup>8</sup> Further, according to the High Fliers' report 2020, the number of graduates hired by organisations featured in *The Times Top 100 Graduate Employers* increased by 6.2% in 2019, (which was the largest annual increase in recruitment for five years), with graduate recruitment expected to rise by a further 3.3% in 2020. The largest graduate recruiters in 2020 are expected to be public sector employers, (which would include schools, colleges and educational services), and public sector employers are also amongst those sectors with the biggest growth in vacancies. This indicates that the graduate market has many opportunities and that recruiting graduates can be problematic for public sector employers.<sup>9</sup>
21. However, the data showed significant falls in the number of new graduates entering teaching roles with just over a tenth (11.6%) working in education, with primary education and universities themselves the largest employers, against a backdrop of a fall of 5.1% in unemployment, to the lowest figure since 1978.<sup>10</sup>
22. 2019/20 regional Wales-specific data from Luminare shows that there has been a 3.8% increase in the number of graduates in professional-level jobs since 2015/16, and those domiciled in South Wales were slightly more likely to obtain professional-level employment than elsewhere. Education is one of the biggest industries in the country, second only to Health, employing 12.7% of graduates, with only a small year-on-year decline of 1.9%<sup>11</sup>, although it must be borne-in-mind that the population of Wales is increasing year-on-year at the same time. In 2019, the population increased by 0.57% and it is estimated to become 3,230,490 by July 2020.<sup>12</sup> The decline in those

---

<sup>7</sup>[https://businesswales.gov.wales/skillsgateway/sites/skillsgateway/files/documents/workin\\_g\\_futures\\_2014-2024.pdf](https://businesswales.gov.wales/skillsgateway/sites/skillsgateway/files/documents/workin_g_futures_2014-2024.pdf)

<sup>8</sup> <https://luminare.prospects.ac.uk/what-do-graduates-do>

<sup>9</sup> The Graduate Market in 2020: High Fliers Research; Executive Summary  
[https://www.highfliers.co.uk/download/2020/graduate\\_market/GM20Report.pdf](https://www.highfliers.co.uk/download/2020/graduate_market/GM20Report.pdf)

<sup>10</sup> *What do graduates do? 2018/19*: [https://luminare.prospects.ac.uk/what-do-graduates-do?gclid=EAIaIQobChMI6bzniZem5wIVRLTtCh3oCgtPEAAAYASAAEgJxU\\_D\\_BwE](https://luminare.prospects.ac.uk/what-do-graduates-do?gclid=EAIaIQobChMI6bzniZem5wIVRLTtCh3oCgtPEAAAYASAAEgJxU_D_BwE)

<sup>11</sup> [https://graduatemarkettrends.cdn.prismic.io/graduatemarkettrends/1a77ed2a-3431-4954-b8c4-d1ca3982a969\\_what-do-graduates-do-regional-edition-201920.pdf](https://graduatemarkettrends.cdn.prismic.io/graduatemarkettrends/1a77ed2a-3431-4954-b8c4-d1ca3982a969_what-do-graduates-do-regional-edition-201920.pdf)

<sup>12</sup> Wales Population 2020: <https://www.ukpopulation.org/wales-population/>

employed in education and a rise in the population can only increase the need for teachers in Wales over the coming years.

23. Further, graduates in Wales tend to gravitate towards the larger cities, predominantly in the South of the country. The most popular locations include Cardiff (26.8%) Swansea (8%) and Newport (9.8%).<sup>13</sup>
24. Graduate starting salaries at the UK's leading graduate employers are expected to remain unchanged at a median average of £30,000 but with 15% of places in the top graduate employers now providing starting salaries of more than £45,000, this is significantly in excess of the starting salary for teachers. In fact, an analysis of graduate salaries in 2020, by industry or business sector, shows that the public sector offers amongst the lowest of median graduate starting salaries at £24,200 (very similar to the current minima of the Main Pay Range, which is £24,906) and significantly lower than the median average for all sectors.<sup>14</sup> We also note that graduates in Wales receive the lowest average starting salary at £20,600.<sup>15</sup> Although it could then be argued that a teacher's starting salary in Wales compares favourably to this, we are still failing to recruit in sufficient numbers.
25. Therefore, the teaching profession in Wales will be competing with many other employment options for graduates both in Wales and in the rest of the UK, particularly for those with skills in demand by employers. Teacher recruitment difficulties will be even more marked in the West and North of Wales, particularly in rural areas. In this context, it is even more vital that graduates perceive a career in teaching to provide attractive working conditions, alongside appropriate and commensurate remuneration. Unless this happens, recruitment problems in some areas of teaching are set to be exacerbated.

## **Recruitment and Retention of Teachers**

### **Recruitment to Initial Teacher Education**

26. The Welsh Government's national workforce development plan 2019 – 2021 states that, *'We recognise the importance of ensuring that teaching as a profession is well promoted and seen as an attractive proposition in the competitive field of graduate recruitment'*.<sup>16</sup> However, both the numbers of those entering and completing Initial Teacher Education ('ITE') and those

---

<sup>13</sup> [https://graduatemarkettrends.cdn.prismic.io/graduatemarkettrends/1a77ed2a-3431-4954-b8c4-d1ca3982a969\\_what-do-graduates-do-regional-edition-201920.pdf](https://graduatemarkettrends.cdn.prismic.io/graduatemarkettrends/1a77ed2a-3431-4954-b8c4-d1ca3982a969_what-do-graduates-do-regional-edition-201920.pdf)

<sup>14</sup> Op. Cit. (Footnote 9) Chapter 3: Chart 3.3 and Table 3.4.

<sup>15</sup> *What do graduates do? Regional edition 2019/20; pgs 37 - 38:*  
[https://graduatemarkettrends.cdn.prismic.io/graduatemarkettrends/1a77ed2a-3431-4954-b8c4-d1ca3982a969\\_what-do-graduates-do-regional-edition-201920.pdf](https://graduatemarkettrends.cdn.prismic.io/graduatemarkettrends/1a77ed2a-3431-4954-b8c4-d1ca3982a969_what-do-graduates-do-regional-edition-201920.pdf)

<sup>16</sup> <https://gov.wales/sites/default/files/publications/2019-11/investing-in-excellence-our-national-workforce-development-plan-2019-21.pdf>; 'Recruitment' pg 28

continuing in the profession through their careers show significant declines over the past 20 years.

27. With regard to the numbers of ITE students, The Welsh Government's Teachers' Planning Supply Model sets a cap on numbers to recruit to Initial Teacher Education courses. These targets are based on school sector and on postgraduate or undergraduate courses. Statistics released by the Welsh Government in May 2019 (the most recent statistics available) continue to cause great concern. The number of secondary school trainee teachers missed the target in 2017/18 by over a third (40%) for the second year running, and the number of new primary school trainees stayed slightly below target for a third year.<sup>17</sup>
28. The numbers of students training to teach in the Welsh medium has been declining since 2013/14, and was 215 in 2017/18, which is nearly the same as ten years ago. Of even more concern is the fact that the number of students training to teach only in English (990 students) has almost halved over the same period and has fallen every year since 2007/08.<sup>18</sup>
29. It should also be remembered that a certain number of students fail to complete the ITE course because they have failed or withdrawn from the course (11.3% in 2018-2019).<sup>19</sup> Taking this into account, the Education Workforce Council's ("EWC") ITE Student Results 2018-2019 shows that the number of students successfully completing Initial Teacher Education in Wales has fallen by roughly 1,000 students in six years, (from 1,910 in 2002-2003 to 894 in 2018-2019).<sup>20</sup> Further, a proportion of students decide not to continue with teaching as a career even after successfully completing ITE. This is a worrying decline in those students completing ITE who then are able to, and choose to, progress to become NQTs.

### **Recruitment and Retention in the Profession**

30. Voice has always emphasised the importance of retaining the existing workforce in addition to attracting new recruits, including those in the first five years of their careers. The EWC *Statistics Digest 2019* (the most recent data) shows that there has been a decrease in teacher numbers in Wales year-on-year comprising a total of roughly 3,500 teachers since 2010 and that the number of teachers between 0 to 5 years registered with the EWC has fallen by 735 in five years.<sup>21</sup> The decrease in numbers according to the phase

---

<sup>17</sup> <https://gov.wales/initial-teacher-education-september-2017-august-2018>

<sup>18</sup> <https://gov.wales/sites/default/files/statistics-and-research/2019-05/initial-teacher-education-september-2017-to-august-2018-992.pdf>

<sup>19</sup> <https://www.ewc.wales/site/index.php/en/statistics-and-research/education-workforce-statistics.html#initial-teacher-education-student-results>; ITET student results 2018-19

<sup>20</sup> Ibid.

<sup>21</sup> <http://www.ewc.wales/site/index.php/en/statistics-and-research/education-workforce-statistics.html#statistics-digest>; section 2

employed reveals that, between 2015 and 2019, primary school registrants have declined by 646 and secondary school registrants by 1,627.

31. Between 2015 and 2019, there was a decline of 1,810 teachers in the number of registrants with an ability to work through the medium of Welsh and, whilst there does not appear to be a significant decline in the numbers of teachers in STEM subjects between 2017 and 2019, there is a significant disparity between those trained in a science subject but teaching in another subject.<sup>22</sup> This data indicates shortages of teachers in the Welsh medium, which may significantly impede the successful implementation of the Welsh Government strategy for a million Welsh speakers by 2050, and in science subjects because there are insufficient teachers to teach the subjects that they were trained in.
32. The EWC's ten-year teacher tracking analysis data is also of great concern: Of the 1,863 students awarded Qualified Teacher Status ("QTS") in 2008, 957 were no longer registered in 2019.<sup>23</sup> In particular, Hayden Llewellyn, the Chief Executive of the EWC, announced at a policy briefing about headteachers in December 2017, that the EWC's particular recruitment and retention concerns were those relating to new teachers, specific subjects at secondary schools (such as science), teachers in the Welsh medium and headteachers. Although this was over two years ago, we believe that these concerns might have even been exacerbated since then.
33. With regard to headteachers, in 2017, there was a significant disparity between the proportion of headteachers aged 45 – 54 and those aged 35 – 44, with the older cohort being larger and appearing proportionately to increase year on year when compared to the younger cohort. Although we would expect a certain number of those looking for headship to become a headteacher after the age of 45, there is also a concern that, when those aged 45 – 54 eventually retire, there will be a shortage of headteachers in Wales, particularly because there are fewer headteachers aged 55+.<sup>24</sup>
34. Pay is an important factor in the retention of the school workforce but Voice acknowledges that there are other contributory factors.
35. The Education Support Partnership ("ESP") - <https://www.educationsupport.org.uk> - is a charity supported by Voice, along with several other education and support staff unions, and is dedicated to improving the health and wellbeing of the entire education workforce. The

---

<sup>22</sup> Ibid.

<sup>23</sup> <https://www.ewc.wales/site/index.php/en/statistics-and-research/education-workforce-statistics.html#school-teachers>; retention tracking analysis 2019

<sup>24</sup> <https://www.ewc.wales/site/index.php/en/statistics-and-research/education-workforce-statistics.html#leadership-and-npqh>; Leadership Matters Presentation

ESP Teacher Wellbeing Index 2019 provides stark findings that explain why the retention of teachers in Wales is a serious issue.<sup>25</sup>

36. The Warwick-Edinburgh scale score is calculated by assimilating responses from a self-administered questionnaire. Respondent teachers in Wales scored 46.4, which is significantly lower than the Welsh Government general population score of 50.9. Further, 27% had experienced mental health issues in the past academic year; 64% had experienced stress from their work and 56%, i.e. more than half of respondents, had considered leaving the education sector in the past two years due to pressures on their health and wellbeing.
37. Although the percentage of respondents across the UK had declined slightly between 2017 and 2019 in stating that their reasons for considering leaving the teaching profession were *volume of workload* (78% to 71%), *seeking a better work/life balance* (77% to 64%) and *unreasonable demands from managers* (58% to 50%), the proportion of respondents giving these reasons is still significant, representing at least half of all respondents in all cases, and is particularly reflected by senior leaders.
38. As a result of these findings, the ESP concludes that retention and stress appear to be closely linked, and that workload remains the most important work-related factor determining wellbeing. In its recommendations, the ESP states that, '*Overwork has become normalised across education. Healthy working practices and boundaries need to become the new, celebrated norm. With improved levels of health, teachers will be more physically and emotionally present to learners.*'<sup>26</sup>
39. Voice believes that it is essential to tackle workload issues once and for all, and that the accountability culture endemic throughout the whole of the education sector, which creates much of the bureaucratic workload at all levels of the profession, has to change. We are heartened by Estyn's move towards self-evaluation in its inspection regime and by the creation of the Welsh Government's Reducing Workload and Bureaucracy Working Group (of which Voice is a member), but the work of the Group has been delayed somewhat in recent months, and the Welsh Government and all stakeholders in the education sector have to move quickly to ensure that sufficient teachers are retained in the profession. There is also an imperative to ensure that the implementation of the new curriculum, whenever it happens, does not place unreasonable workload pressures on teachers.
40. Further, Voice has concerns that the coronavirus pandemic may add to the workload of teachers both at the current time and in the future, in attempting to ensure that learners' education is disrupted as little as possible and in

---

25

[https://www.educationsupport.org.uk/sites/default/files/teacher\\_wellbeing\\_index\\_2019.pdf](https://www.educationsupport.org.uk/sites/default/files/teacher_wellbeing_index_2019.pdf)

<sup>26</sup> Ibid; page 77

determining centre assessed grades for GCSE's, AS Levels, A-Levels and other vocational qualifications. This is a matter that requires close monitoring.

41. Therefore, Voice considers that the main factors required to retain teachers are:

- Fair pay;
- Reduced bureaucratic workload;
- More support in school;
- Transparent and achievable career progression.

### **Vacancies, Application Numbers and Future Demand**

42. There appears to be an upward trend in the number of vacancies for education staff throughout the UK. UK data from the Office for National Statistics shows an increase in vacancies in education (which very probably also includes support staff in addition to teachers) of 66% between the second quarter of 2001 and the first quarter of 2020, and a 7% increase in vacancies compared with the same quarter in 2019.<sup>27</sup>

43. Data obtained from StatsWales, the Welsh Government's online source of detailed statistical data for Wales, agrees with the UK's data, and also shows a shortfall between the number of posts advertised and the number of posts where an appointment was made. This shortfall has increased between 2007 and 2018, and in 2018, around 8% of vacant posts overall were not filled. The problem was worse in secondary schools than primary schools.<sup>28</sup> This data does not tell us whether difficulties in recruitment were more likely to be in particular geographical areas, Welsh medium posts or particular subjects, but we are aware that there are challenges in attracting teachers to more rural or low income areas, and in recruiting teachers in the Welsh medium.

44. A further indication of a shortage of teachers is the decrease in the number of applicants for teaching posts in all sectors in Wales over time. Ballpark figures show that the numbers of applications for posts in primary schools in Wales fell by around 14% between 2007 and 2018, and by 37% in secondary schools during the same period. This is even more marked in Welsh medium schools.<sup>29</sup> EWC data matches this by showing that the average number of

---

<sup>27</sup>

<https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/unemployment/datasets/vacanciesbyindustryvacs02>

<sup>28</sup> <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/Teacher-Recruitment-and-Retention/teacherrecruitmentposts-by-subject-year> and [teacherrecruitmentappointments-by-subject-year](https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/Teacher-Recruitment-and-Retention/teacherrecruitmentappointments-by-subject-year)

<sup>29</sup> <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/Teacher-Recruitment-and-Retention/teacherrecruitmentapplications-by-subject-year>

applications per post for headteacher/deputy headteacher positions fell from 18.5 applications in 2014 to 5.6 applications in 2016.<sup>30</sup>

45. StatsWales data also shows a rise in projected pupil numbers over the next five years from 468,000 in 2020 to 471,900 in 2025, thus corresponding with the general rise in the population of Wales.<sup>31</sup> This increase in secondary school pupils is in keeping with other parts of the UK, (the number of pupils in primary schools is expected to decrease).
46. This data confirms Voice's long held anxiety that pupil increases will have an impact in secondary schools, where teacher recruitment and retention is the most problematic. Any reduction in the numbers entering ITE and ongoing teacher attrition will exacerbate this situation. Therefore, in this current climate, teachers' pay and conditions in Wales will assume even greater significance as the teaching profession competes with more attractive opportunities in the graduate labour market.

---

<sup>30</sup> Op. cit; footnote 24

<sup>31</sup> Op. cit footnote 12; <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census/Pupil-Projections>

## **Matters for recommendation**

### **a) For implementation from September 2020**

#### **Pay Range Levels from 2020**

47. Voice was concerned that, when the devolution of teachers' pay and conditions to Wales was mooted, this would lead to a disparity in pay between Wales and England, thus exacerbating difficulties with recruitment and retention in Wales in addition to the undervaluing of teachers in Wales.
48. We would remind the IWPRB that the former First Minister, Carwyn Jones, categorically stated that devolution of teachers' pay to the Welsh Government should not lead to any detriment to teachers in Wales and that their pay levels should not drop below those in England. We see this as a permanent commitment that we expect to be honoured every year, and we are glad to see that the Welsh Government did ensure parity last year (although we were not in agreement with the differentiation in pay increases), and that, in this year's Remit, the Cabinet Minister draws attention to the fact that there should be no detriment for the second year running.
49. We have welcomed the Prime Minister's announcement that he intends to raise the starting salary for teachers in England to £30,000 by 2022, but we are concerned that this level of funding may not be made available by Westminster to the Welsh Government. In these circumstances, we would expect the Welsh Government to allocate sufficient funds to cover the balance so that the no detriment promise remains. Further, we are clear that this move, and any interim increases to pave the way to this level of salary, must also be reflected in the rest of the pay structure. This will mean significant investment in schools to enable them to implement these changes.
50. Further, we are deeply concerned that the Remit requires the IWPRB to identify the cost of any proposed changes, and we worry about the effect of this requirement on the no detriment promise. Voice believes that costings are essentially affordability by the back door, and that affordability has no place in the deliberations of the IWPRB. The IWPRB should be free to consider in depth the scale of the pay reward that is genuinely needed to value the teaching profession and contribute towards the alleviation of recruitment and retention downward trends.
51. Therefore, in line with last year's evidence submitted and the statement made on behalf of the joint unions, Voice remains convinced that salary increases made since the lifting of the 1% cap have remained insufficient to address the real term losses sustained by teachers over the last ten years. We therefore ask the IWPRB to commit to ensuring that there is no lower pay increase in Wales than in England (or in Scotland or Northern Ireland). We believe that an across the board pay increase of 5% in Wales, irrespective of career stage, sector, subject area or location, will ensure that no detriment occurs.

Teachers' pay has been decreasing in real terms since 2010 due to pay freezes and caps, and increases in national insurance and pension contributions. Teachers' pay has also historically lagged behind Retail Price Index levels and behind comparable graduate professions (see paragraphs 15 – 25 above).

### **Potential Reintroduction of National Pay Scales**

52. Voice is committed to the reintroduction of a more transparent and structured reward system for teachers and school leaders. Therefore, we call for the creation of formal national pay ranges with a spine point structure and regular increments for teachers in Wales, making starting salaries, routes, prospects and timelines for pay progression clear to all of those contemplating a career in teaching. Spine points also enable schools, local authorities and the Welsh Government to plan budgets better.

53. Each year, Voice has continued to publish and distribute pay spine points in partnership with the other teaching unions (NAHT, ASCL, NEU, UCAC), to schools and local authorities.<sup>32</sup> Fortunately, many schools in Wales do apply the pay points suggested either by the Welsh Local Government Association<sup>33</sup> or by the unions, but we want pay points to be formally enshrined in the Wales STPCD.

54. With regard to the current Welsh Local Government Association pay points M2 – M5, we are also aware that M2 – M5 in the Main Pay Range are lower than the union recommendations, and those generally applied in England. These particular spine points are on the main pay range and most relevant to NQTs. Although we would argue that considerations other than pay are also relevant to recruiting and retaining NQTs in the profession, comparable pay levels lower than in England will only encourage teachers to leave Wales to teach elsewhere and will compromise the *no detriment* promise. As Wales relies on students who are Welsh to train in Wales and then stay in Wales to teach, this would pose a considerable problem to recruitment and retention in Wales. (85% of those completing ITE courses in Wales remain in Wales<sup>34</sup> and 79% of NQTs registering with the EWC identify as Welsh<sup>35</sup>.)

---

<sup>32</sup>

<https://www.voicetheunion.org.uk/sites/default/files/PDFs/Resources/Joint%20union%20advice%20on%202019-20%20pay%20scales%20%28wales%29.pdf>

<sup>33</sup>

<https://www.voicetheunion.org.uk/sites/default/files/PDFs/Resources/191023%20WLG%20Leader%20to%20LA%20Leaders%20re%20Implementation%20of%20Teachers%20Pay%202019-20.pdf>

<sup>34</sup> <https://statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/teachers-and-support-staff/initial-teacher-education/Destinations/studentscompletingittcourses-by-gender-location-employment-qualification-phase>

<sup>35</sup> <https://www.ewc.wales/site/index.php/en/statistics-and-research/education-workforce-statistics.html#qts-ngts-and-induction>; no. 7

55. We also believe that it is not enough to have an attractive starting salary if it is not followed by an equally attractive prospect of career progression. Pay differentials need to be maintained in order to retain teachers over the long term because, otherwise, there is a distortion of spine points within the range. Leading on from this, lack of differentiation of pay points may narrow the distinction between the main pay range when compared to other pay ranges used in the profession. Voice has warned before about “frontloading” the pay structure. We agree that teaching needs a competitive and attractive starting salary and attempts in this direction have already been made. However, our more experienced members tell us that recent pay increases have had the negative effect of making them feel forgotten and undervalued, and there is still a recruitment shortage despite last year’s higher than proportionate increase in the minima of the main pay range.

56. Any possible future increase in a starting salary to £30,000 cannot be viewed in isolation and must be complemented with differentiated pay points in proportion with the minimum pay point. Therefore, we ask for a uniform pay increase in 2020/21 of a minimum of 5% for all pay ranges, irrespective of career stage, sector, subject area or location.

### **Current Requirements Relating to Annual Pay Progression Linked to Performance**

57. Since September 2013, teachers’ pay progression in England and Wales has become overtly linked to performance in all areas of the pay ranges. Previously, this had only been the case on the Upper and Leadership pay ranges. Between 2014 and 2018, Professor David Marsden of the London School of Economics carried out a longitudinal survey of teachers and performance management, which included the participation of Voice members.

58. The provisional results, published in 2015 are still relevant.<sup>36</sup> The summary states that, “Overall, teachers remain very sceptical as to the benefits of performance-related pay in schools, with less than a quarter agreeing with the principle, and that it will lead to greater fairness, or reward good teaching. The great majority are also sceptical that, even if they perform well, their schools cannot afford to pay for their performance. Part of this scepticism can be attributed to a widely held belief that performance is the result of teamwork in schools, and of fears that it will lead to favouritism. Few think it will help retention. Teachers on the Upper Pay Scale were distinctly more negative than those on the Main Pay Scale, and early career teachers. School leaders are somewhat more positive about performance pay, but many voiced concerns about its suitability for schools and possible harm to teamwork.”<sup>37</sup>

59. The research also found that a significant factor underlying dissatisfaction with the post 2013 pay structure appeared to be its perceived impact on teachers

---

<sup>36</sup> <http://eprints.lse.ac.uk/61030/1/dp1332.pdf>

<sup>37</sup> Ibid at pg 2

at specific points on the former pay scales. Specifically, those at the top of the old main scale (M6) had a sharp increase in negative views of Performance Related Pay (“PRP”), which may be to do with the threshold and the perception that going onto the Upper Pay range brings with it an increased workload.

60. Professor Marsden has also been working on a research paper investigating PRP and the appraisal of teachers in England and Wales. Although the paper has not yet been published, Professor Marsden has made the most recent iteration (December 2019) available to Voice. He has also given his permission to include the following points that he has written especially for Voice, and that he considers to be particularly relevant to the consideration of this issue:

- *“Pay for performance continues to be very unpopular among teachers, with a minority finding it motivating and a large majority finding it divisive. There were some changes between 2014 and 2015, but further experience with the new system did not greatly alter teachers’ attitudes thereafter;*
- *There is some evidence that the new system has slowed pay progression for individual teachers on the Main Spine;*
- *The quality of the performance review process has a notable effect on whether teachers find pay for performance motivating or divisive. In particular, those in schools where it is felt to be done fairly and to involve teachers in objective setting, are more likely to see it as motivating, and in schools where the procedures are done poorly, they are more likely to find it divisive;*
- *Teachers who find pay for performance motivating in year 1 are more likely to meet their performance objectives in year 2, and the reverse, so motivation and divisiveness do matter in terms of outcomes;*
- *As more teachers find pay for performance divisive than find it motivating, it is likely that the net effect of the scheme on performance is negative, but this balance could be redressed by improving performance reviews to ensure they are felt to be fair and to involve teachers;*
- *It is possible that well-managed schools, with strong appraisal systems, do not need pay for performance to keep on performing well, whereas for those in difficulty, perceptions of divisiveness may make matters worse;*
- *The finding that linking pay to performance may have slowed pay progression suggests too that putting more money into the system could reduce the strain on the appraisal process and lead to more teachers considering it to be fair. It might also reduce the perception that it is redistributing pay among teachers;*
- *There is a problem with how to manage progression for teachers at the top of their respective pay spines.”*

61. Earlier international research from 2012 carried out by the Organisation for Economic Co-operation and Development supports many of Professor’s

Marsden's findings.<sup>38</sup> This research categorically states, '*The bottom line: Performance-based pay is worth considering in some contexts; but making it work well and sustainably is a formidable challenge.*' [our emphasis]

62. Therefore, although Professor Marsden and the OECD research do include certain positive features of the value of PRP as an incentive, Voice believes that, taking all of the research as a whole, PRP and the way it is implemented, is not a beneficial feature of teachers' pay and teachers do not consider PRP to be an appropriate mechanism to determine their pay. This is also the feedback that we have had from our own members, and the fact that it is especially not appropriate in the current context, given that certain assessment data for 2020 will not be available to assess performance.
63. Further, whilst we support the new professional standards for teachers, we remain concerned that the standards have been used on occasion in an inappropriate manner in order to criticise performance and hinder progression, when they should be a positive tool for professional learning and development. This is an unwelcome development that needs to be closely monitored by local authorities and the regional consortia.

#### **Flexibilities within school pay policies to determine teachers' pay levels within set limits**

64. Pay flexibility at school level has led to widespread fears of favouritism and lack of the transparency that a national framework provides. School leaders have also voiced concern about differentiated pay harming teamwork amongst staff. Further, unless there is capacity in school budgets, any use of flexibilities will not be a reality for the majority of teachers.
65. The removal of the former main and upper pay scales and their replacement with pay "ranges" have created confusion and uncertainty amongst the profession. Anecdotal evidence from our members suggests that the intended pay flexibilities are not being well used in schools:
- As a result of funding issues and tight budgets, many schools in Wales look for savings year-on-year, and they are not able to reward certain teachers more even if they wanted to. Current school funding is so tight that some schools struggle even to implement the annual pay uplift;
  - Pay flexibilities result in a situation in which the opportunities for salary and career progression can be a lottery, depending on the region and the school;
  - Pay flexibilities also cause potential further bureaucracy and another layer of decision-making at school level.
  - Pay flexibilities may unwittingly be adding to the gender pay gap and discriminatory practice because of a lack of consistency in their application across schools, regions and nationally.

---

<sup>38</sup> <http://www.oecd.org/pisa/pisaproducts/pisainfocus/50328990.pdf>

66. Therefore, Voice advocates for a transparent, consistent and fair system with the removal of flexibilities.

### **Desirability of 'Pay Portability' Allowing Teachers to Retain Pay Levels When Changing Roles and/or Moving Schools**

67. Before 2013, pay portability was a feature of teachers' pay but this was then removed when the new pay system was implemented. However, Voice understands from our members and local authorities that pay portability already happens informally within the majority of local authorities in Wales.

68. We are strongly in favour of creating a national formal pay portability structure. This would require a standardised approach, with a clear definition of 'pay portability' that would need to be agreed across Wales. However, we consider that this could be a highly beneficial plank of teachers' pay and conditions. Such a structure may contribute to reducing recruitment difficulties in rural areas and certain subjects, and would ensure that equality impact issues, such as the gender pay gap, are taken into account. If this is not possible in the next academic year, it should be considered for implementation in future years.

### **National Scale for TLRs**

69. Voice accepts that there are certain benefits to the flexibilities currently available in the use of TLRs, so that each school can employ TLRs where they are of most benefit to the individual school. This helps schools with budgeting and remaining responsive as to where additional allowances are most needed on a year-by-year basis to reward added responsibility on a permanent or project basis.

70. However, findings from a survey conducted in England from 2018 on the pay framework (but we would argue also applicable to the situation in Wales), commissioned by the Department of Education from the Institute for Employment Studies<sup>39</sup>, shows that there are widespread difficulties with the way that TLRs are understood and awarded:

*'There is a call for a greater level of clarity in how..[TLRs]..are advertised in schools and what is required in terms of additional responsibilities. Concern was raised about the lack of consistency within schools and across different schools in using the allowances. Some teachers reported they are largely left to find out the information for themselves and from each other, in spite of clear school guidelines being available on websites etc.. This can lead to misconceptions*

---

39

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/757821/Teachers\\_Pay\\_Framework\\_RR854.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/757821/Teachers_Pay_Framework_RR854.pdf)

*about how allowances are awarded and this can result in teachers feeling they have been unfairly treated...'<sup>40</sup>*

71. Teachers also stated that the TLRs offered did not adequately compensate them for the time spent carrying out the extra responsibilities required, and we are aware from our members that TLRs are inconsistently applied across the education system so that fewer TLRs are awarded in primary schools than secondary schools.
72. Therefore, Voice believes that TLRs are a useful feature to schools as part of a pay and conditions package but the use of TLRs is currently inconsistently and unfairly applied. The creation of a national scale of TLRs may help to alleviate some of these difficulties but we consider that further research and consultation with the teachers' unions, amongst other stakeholders, is required in order to ensure that the new scale is properly understood by both senior leaders and teachers, it is fair and consistent in its design and it is applied fairly, transparently and consistently across Wales. Given the current circumstances, we do not consider that the next academic year would be the right time to carry out this detailed research, particularly when schools are already dealing with so much due to their current closure.

### **Summary of Responses Regarding Recommendations for Implementation from September 2020**

73. Voice argues for across the board minimum of 5% pay increases notwithstanding the current situation and without any qualification.
74. Voice further argues, where practicable, for:
- National pay scales with clear differentiation of spine points between the minimum and maximum pay point in each range;
  - Scrapping of Performance Related Pay;
  - No 'flexibility' in a clear and transparent pay structure;
  - Pay Portability when changing roles and/or moving schools within, and between, local authorities.

#### **b) For longer term consideration**

75. As stated in our introduction to our submission to the IWPRB, we are submitting limited evidence on the matters for longer term consideration.

---

<sup>40</sup> Ibid. Section 4

## **Calculation and Distribution of Leadership Pay**

76. School leadership has been in a climate of ever-increasing change, accountability, responsibility and risk for some time. Voice remains convinced that a national pay framework for the leadership group continues to be essential but that the framework should be responsive to changing management structures, and the needs of individual schools or groups of schools within that structure.

77. The Leadership Group Pay Range for 2019 in Wales ranges from £41,065 to £114,060.<sup>41</sup> We believe that this wide range is necessary to accommodate the diversity of schools in Wales. Within that range, cut off points are necessary to provide a pay ceiling for a Headteacher, and Deputy and Assistant Heads, appropriate to their particular jobs and settings. Voice remains of the view that points within the pay spine provide the best structure for initial placing, and for fair and transparent progress to the individual's and job's pay ceiling. Therefore, our preference is to keep the eight-point individual pay range, but to link this to new and more holistic criteria covering the various aspects of job weight for the leadership group as well as the size of the school. National pay scales and a system of national criteria for evaluating job weight are the way forward in order to achieve a degree of flexibility along with national consistency.

78. The development of a more appropriate mechanism for determining job weight will take time and is certainly a longer-term consideration but our initial thoughts are that the following criteria should be included in establishing appropriate leadership pay:

- Generic duties of the Headteacher of any school;
- Size of school(s);
- Particular features of the school generating additional workload/responsibilities (special measures, need for improvement, rural, level of deprivation etc.);
- Level of accountability;
- Difficulty in recruitment;
- Strategic role of the Headteacher;
- Overall 'size' of the role.

79. Voice further believes that criteria, (some of which will overlap with those of a Headteacher), should be developed to assess the job weight of others on the leadership scale, and that a similar link between job weight and salary should be established. Further detailed work on the criteria, their use in the

---

<sup>41</sup> <https://gov.wales/sites/default/files/publications/2019-10/school-teachers-pay-and-conditions-wales-document-2019-and-guidance-on-school-teachers-pay-and-conditions.pdf>; paragraph 4.4

evaluation of a particular job description and their relationship with the pay structure will be required.

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

80. Various models of schools leadership include a federated model with joint strategic governing bodies and an executive head. This model is becoming more common in Wales but the current pay structure does not recognise this fact.
81. In essence, the salary of the leadership group is determined by the size of the school. There is also some use of recruitment/retention allowances and additional payments that are not part of the STPCD framework, but these allowances and payments are used inconsistently and haphazardly and, therefore, Voice considers that these devices are unsatisfactory in rewarding leadership roles with varying responsibilities. Therefore, Voice believes that that federated model should be explicitly recognised in the pay and conditions structure. How this will be implemented is a matter for debate and consultation over the next year.

### **Calculation, distribution and eligibility of all allowances**

82. Please refer to paragraphs 69 – 72 above for our submission with regard to TLRs.
83. Given that the current main and upper pay ranges are not sufficiently large to accommodate additional rewards for added responsibility, Voice remains convinced that the ALN and Recruitment/Retention allowances are fit for purpose and should continue to form part of the pay structure, although now that devolved pay and conditions is in its second year in Wales, it would be sensible in due course to consider the criteria used as part of a wide-ranging review of criteria used in job evaluation.

### **Pay Ranges**

84. **Unqualified Teacher Pay Range:** We are satisfied that this pay range should remain in the pay structure. Once an unqualified teacher gains his or her PGCE, (s)he will move onto the Main Pay Range. This pay range provides a certain degree of flexibility for schools for use in the short term in emergencies or to employ, for example, teachers who may be qualified in countries outside of the UK but who have not gained a PGCE in this country.
85. **Main Pay Range and Upper Pay Range:** An in-depth discussion of the necessity of two pay ranges for teachers is required in order to determine

whether the Upper Pay Range is, in fact, necessary or whether there should be one nine-point pay scale encompassing both of these ranges in order to simplify the pay structure and make it more equitable. This was recommendation 30 of the report, '*Teaching: A Valued Profession*'<sup>42</sup> with the allocation of Category C, meaning that the re-structure of these pay ranges could be an, '*initial amendment of previous regulations to align with 'Our National Mission'*'.<sup>43</sup> We believe that this is not merely an initial amendment and requires further evaluation of the impact of consolidating these two ranges and creating a new pay scale, including the cost and legal implications, the use of performance related pay (covered at paragraphs 57 - 63 above) and the safeguarding of teachers' pay. There is also the impact on NQTs to consider, and whether there should be 'NQT pay points' at the start of the scale representing the NQT training and induction period.

86. We understand from what our members tell us that there are inconsistencies regarding how teachers progress from the Main Pay Range to the Upper Pay Range, and that there may be equality issues relating to progression, in addition to the complication of having two ranges rather than one pay scale. Therefore, our initial thought is that we would support the consolidation of these two ranges but further consideration is required, which could take place over the next school year for possible implementation in future years. We would also like consideration to be given to the substantial proportion of teachers who are at the top of the Upper Pay range but who do not wish to progress to a leadership position, in order to reward their invaluable experience and expertise in the classroom.

87. **Leading Practitioner Pay Range:** Voice is aware that this pay range, in its current iteration, is not widely used and we believe that it is an unnecessary complication in the pay structure. We suggest that further thought is given towards scrapping this pay range in due course, and putting any funding that is recouped towards the funding of TLRs, or to re-defining the pay range to enable senior teachers at the top of the Upper Pay Range to be appropriately rewarded.

## **Conclusion**

88. As in previous years, Voice continues to make the case that ongoing pay restraint is failing to incentivise the right kind of high calibre professionals to enter the profession. Furthermore, the failure to address other factors impacting on teacher wellbeing continues to cause teachers to leave the profession. This has a direct impact on the ability of schools to recruit the necessary staff to ensure high-quality education for all learners.

---

<sup>42</sup> <https://gov.wales/sites/default/files/publications/2018-09/teaching-a-valued-profession-report-of-the-independent-review.pdf>; para 7.2.4

<sup>43</sup> Ibid. para 3.2.5

89. The coronavirus pandemic has demonstrated just how much teachers are relied upon in so many ways to carry out essential work not just for our children and young people, but for the whole of our society. It is now time to recognise the vital contribution made by teachers and to trust teachers' and leaders' professionalism. This can be achieved by awarding a proper pay increase in 2020/21 of 5% across the board, even if it is not possible to implement other factors as a result of focusing efforts towards addressing the crisis.
90. The evidence we have provided shows the ongoing recruitment situation and highlights the other demands placed on the graduate market. It is clear that significant steps need to be taken if the exodus is to be abated and recruitment increased. The promise of a £30,000 starting salary may help to assuage the issue at the recruitment end but it is not clear how it is to be implemented in Wales, and a flattening of the salary structure will not indicate the value of, nor support the retention of, those with experience.
91. Voice believes that the time is right for there to be a fully funded, profession-wide increase, with nationally recognised pay scales. This is more needed now in the current extraordinary situation than at any other time, and it has to be coupled with a return to ensuring pay parity for all teachers across Wales.