



Llywodraeth Cymru  
Welsh Government

# Welsh Government's Evidence to the Independent Welsh Pay Review Body

The 2025 teachers' pay award

March 2025

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## **Introduction**

The Cabinet Secretary for Education wrote to the Chair of the Independent Welsh Pay Review Body (IWPRB), on 27 January 2025 asking for the IWPRB's recommendations on the pay award for implementation from September 2025 for teachers and school leaders in Wales.

To inform your deliberations, the remit letter requested that the IWPRB gives consideration to how the pay arrangements support recruitment and retention of quality teachers and leaders. The IWPRB is also requested to consider the wider economic and public sector financial context and labour market conditions, as in the current economic climate the need to make any recommendation affordable is key. Detailed evidence in this regard is provided below.

This document provides the Welsh Government's evidence to support the IWPRB's consideration for the September 2025 pay award for teachers and school leaders in Wales. It includes evidence on the teacher labour market, based on the latest recruitment and retention data, and provides context on the public sector financial constraints currently in place in Wales, which should be at the forefront of any recommendations that the IWPRB puts forward.

As requested by the IWPRB, this evidence also includes data in relation to the school workforce, particularly in relation to teachers' pay, recruitment and retention.

The evidence provides context for consideration of 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.

# Chapter 1: Wider current economic outlook / labour market conditions

## 1.1 Latest Economic Developments and Outlook

### Output

On 13 February 2025, the ONS published its first estimate of gross domestic product (GDP) or output at UK level for the fourth quarter of 2024. The close integration of the economy in Wales with the wider UK economy means it is likely UK results broadly reflect Welsh economic performance too. UK aggregate GDP is estimated to have increased by 0.1% in the fourth quarter following no growth in the third quarter. GDP per person which is a more meaningful measure of economic performance and more relevant for living standards decreased by 0.1% in the fourth quarter following a contraction of 0.3% in the third quarter. The big picture is that the economy has essentially flat-lined for 3 years in aggregate GDP terms and deteriorated in GDP per person terms. The Bank of England's new economic forecast suggests the position is unlikely to change much this year.

### Inflation and Interest Rates

Consumer prices increased by 3.0% in the year to January. Largely owing to higher world energy prices, the Bank of England expects inflation to peak at 3.7% in the third quarter of this year before decreasing gradually to the UK Government's 2.0% target.

At its meeting ending on 6 February, the Bank of England's Monetary Policy Committee (MPC) voted to cut Bank Rate by 0.25% to 4.5%. The Bank's Governor said further rate cuts can be expected as long as consumer price inflation is on track to fall sustainably to the UK Government's target of 2.0% over the medium term.

Yields on UK Government gilts, which play a key role in the Office for Budget Responsibility's (OBR) assessment of whether or not the Chancellor is likely to meet her fiscal targets, have settled down in recent weeks after a highly volatile few weeks in January. However, yields are substantially higher than those used by the OBR when it last assessed the outlook for the public finances in October 2024. It is widely expected that the OBR will take an average of yields from the first ten working days or so in March to inform its next forecast for the public finances and the economy which the Chancellor will present to Parliament on 26 March.

### Consumer and Business Confidence

GfK's index of consumer confidence (based on responses to questions on household finances, the general economic situation and perceptions of the climate for making large purchases) recorded a reading of -22 points in January, down 5 points over the month. GfK said the results "show a decline in all five measures that

*make up the Overall Index Score. There are particularly steep falls in consumer views on the wider UK economy, both looking back a year (down seven points) and at what's in store for the next 12 months (eight points lower). These figures underline that consumers are losing confidence in the UK's economic prospects".*

The latest Confederation of British Industry Industrial Trends Survey shows that business confidence is weak also. On 17th February, the Federation of Small Businesses reported here that "*small business confidence hit its lowest recorded point outside the COVID pandemic*". Most business surveys suggest businesses intend to reduce headcount as a result of the imminent increases in the minimum wage and National Insurance Contributions while also expressing concern about future labour market legislation.

## **Economic Outlook**

The Bank of England published a new forecast for the UK economy on 6 February. The forecast is highly relevant for the Welsh economy given extensive links with the wider UK economy.

The Bank has become more pessimistic about growth prospects for 2025; halving its last forecast of 1.5% published in November to 0.75%. The downgrade in part reflects the forecast catching up with weaker than expected performance in the second half of last year. Over the Bank's 2025 – 2027 forecast period, total GDP is expected to average a moderate growth rate that is about half of that achieved before the financial crisis. GDP per person would have a weaker trajectory than headline GDP owing to population growth.

Unemployment is expected to increase moderately. Labour productivity as measured by output per worker is expected to decrease this year, having registered no growth last year. After-tax labour income growth is expected to slow to 1.3% in 2025 having increased by more than 4% in 2024. Very weak income growth is forecast by the Bank for 2026 and 2027 which would result in very little change to living standards in the UK over the next few years.

The Bank's forecast does not make any provision for the impact of the protectionist trade policies being mooted by President Trump; the Bank's position being to wait for policies to be formally announced. But, it is clear that the direction of travel insofar as trade is concerned is negative and represents a downside risk to the Bank's forecast. Even if the UK does not face new tariffs on exports to the U.S. the global economy will, according to the IMF, see growth much reduced if protectionist trade policies are widely adopted. The economy in Wales would feel the chill from a weaker world economy.

## 1.2 Labour market

On 18 February 2025, the Office for National Statistics (ONS) published new data on labour market developments in Wales and the UK.

Early estimates for January 2025 show the number of paid employees in Wales increased by 0.1% over the month in both Wales and in the UK. The increase was led by the private sector and bucked the pattern of the last several months when private sector employment decreased. At face value, the January payroll data suggest that business survey results which report that employers intend to cut employment in the months ahead may be too pessimistic. However, the January payroll data are an early estimate. These early estimates are often revised quite heavily. We will have to wait and see if the increase in payroll numbers in January is confirmed when the ONS publishes its next set of labour market statistics on 20 March. An early estimate of PAYE employment for February will also be provided on 20 March.

Notwithstanding the increase in private sector employment in January, it is important to note that private sector employment is lower than a year ago while employment in the (mainly) public sector (i.e. the combined Health and social work, education and public administration industries) is up quite substantially.

The claimant count rate or proportion of the workforce claiming benefits mainly for reasons of unemployment was 4.5% in Wales and 4.6% in the UK in January. In both countries, the claimant count rate was lower a year earlier at 4.1%.

The Labour Force Survey (LFS) covering the three months to December 2024 showed that the employment rate in Wales is 70.0%, unchanged on the quarter and 1.0 percentage points down on the year. The employment rate is 4.9 percentage points below the UK rate. The unemployment rate at 5.4% increased over the quarter and the year and is 1 percentage point higher than the UK rate. The rate of economic inactivity is 25.7% having decreased over the quarter and the year and is 4.2 percentage points above the UK rate.

There are significant issues with LFS and Annual Population Survey data. The LFS data for Wales are highly volatile and should be treated with caution. This is because the response rate to the LFS is low and is reporting gaps in the Welsh employment rate, unemployment rate and economic inactivity rate that are that are inconsistent with other labour market data, mainly HMRC payroll data and claims for benefits owing to unemployment.

LFS estimates are likely to remain volatile until the planned improvements to labour market statistics have been implemented. The ONS is aiming to complete this process in 2027.

The Annual Population Survey (APS) is somewhat more reliable than the LFS when looking at the labour market in Wales but even this survey's quality mark has been

officially downgraded. The APS uses outdated population estimates. The APS reports smaller gaps in employment and inactivity between Wales and the UK than the LFS.

### **1.3 Wider public sector pay policies**

The Welsh Government remains committed to making Wales a fair work nation, and has worked constructively in tripartite social partnership between Government, our trade union colleagues, and relevant delivery partners to turn that commitment into a practical reality.

It continues to be necessary to manage public funds carefully and all public sector bodies need to demonstrate good stewardship of their resources to deliver appropriate services and support economic stability. Against the current background, it is imperative that we support effective financial planning to enable growth and recovery. Further detail is included in Chapter 2, including the settlements awarded across sectors in 2024-25.

For reference, the Welsh Government issues pay guidance for its arm's length bodies but each body sets its own pay remit in discussion with its partnership team and then reaches its own settlement with its employees. The guidance seeks to ensure pay arrangements are equal to all, appropriate, transparent, provide value for money and reward staff fairly for the work they perform.

The Welsh Government sets out the following principles for pay negotiations:

- **Affordability and value for money –**  
Remit applications should be based on affordable pay bill increases. Value for money considerations should give regard to the body's stewardship of public funds against a backdrop of wider public sector funding restraints, but also seek to address the pressures faced by staff in current economic conditions. Bodies must be satisfied that they can afford to fully meet the cost of their proposed pay remits throughout its period and subsequent years. Where appropriate, details will need to be provided of any efficiency savings that bodies propose to make to assist with the funding of their remit proposals. Any recycling of baseline savings must be on a cost neutral basis and not contribute to raising paybill costs.
- **Addressing lower rates of pay and paying a real Living Wage –**  
Action should be taken to address low rates of pay. All directly employed staff should be paid at least a Living Wage (as defined by the Living Wage Foundation – see [www.livingwage.org.uk](http://www.livingwage.org.uk)).



- **Equal Pay –**  
Equality should be the central feature of pay systems and regular equal pay reporting undertaken. 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 progressing into senior roles. Addressing potential equal pay issues should continue to be a priority.
- **Flexibility –**  
Bodies are encouraged to think flexibly about how they would implement a pay award that best reflects their organisation’s objectives and priorities. **This may include targeting awards at particular areas of concern or addressing specific issues.**
- **Wider reward package –**  
Bodies are encouraged to consider indirect or non-financial rewards when developing pay remit proposals. For example, shortening pay scales to facilitate faster progression, investment in specialist skills and changes to the minimum amount of annual leave, especially where this brings non-pay benefits closer to those of other Welsh public bodies.
- **Increments and pay progression –**  
Incremental pay scales (where the maximum rate represents the rate of pay for that role) will be positively supported. Incremental pay will need to be factored into overall affordability considerations. Bodies should clearly demonstrate the cost of increments separately from other pay bill increases as part of their pay remit application.
- **Equity and Comparability of pay –**  
The Welsh Government Programme for Government commits us to “ensure public bodies and those receiving public funding address pay disparities”. We are focused on ensuring fair pay across the devolved sector and to see people doing similar work in different bodies receiving similar levels of pay and reward.

## Chapter 2: Public Sector Financial Context / Affordability

Any recommendations should still take full account of affordability in relation to the public sector financial context when considering the school system as a whole, i.e. considering existing pressures and the resultant scope for increases in costs nationally.

### 2.1 Welsh Government Financial Context

A significant part of the Welsh Government's resource budget is spent either directly on public sector pay across the various devolved sectors or through settlements provided to delivery partners, supporting over 200,000 workers ranging from the NHS to teachers and local government workers, as well as civil servants and Arm's Length Bodies' employees.

Unlike individual UK Government departments, the Welsh Government has responsibility for funding a wide range of workforce groups from within the same budget. Whilst the different pay settlements are determined by the relevant mechanism or pay review body, we estimate that public sector staff costs account for over 50% of the Welsh Government's resource budget, with some of the remaining budget also supporting pay indirectly, including primary care contracts. The Welsh Government has very limited ability to raise revenue, therefore pay increases have to be funded from its existing forecast budgets.

In 2024-25, additional consequential funding was provided by the UK Government, which, alongside our own fiscal planning, meant that the above-inflation awards recommended by the Pay Review Bodies could be funded, and we have baselined these allocations. In the UK Budget on 30 October, the UK Government made clear that settlements provided in 2025-26 will need to fund the next round of pay awards. This has been further emphasised in the UK Government's evidence to the Pay Review Bodies. This means that the Welsh Government is working on the basis that there will not be significant in-year increases to its 2025-26 budget and so pay increases will need to be funded from within the Final Budget allocations voted on by the Senedd on 4 March 2025.

Whilst the Welsh Government has flexibility over how it allocates its resources and acknowledges the importance of a fairly remunerated workforce, it also recognises that there are other workplace issues that contribute to a motivated workforce and effective public services – such as provision of supplies and support services – and in making its allocations there is a balance to be struck.

The Welsh Government's Revenue allocations for 2025-26 total £22.6 billion. This is an increase of 3% on 2024-25 (around £700m). The grid below sets out how funding has been allocated across government departments.

Areas of spending for each Cabinet Secretary	Revenue Funding (£m)	% Revenue
Health and Social Care	11,976	53.0%
Housing and Local Government*	6,561	29.0%
Education	1,801	8.0%
Transport	662	2.9%
Climate Change and Rural Affairs	580	2.6%
Economy, Energy and Planning	466	2.1%
Social Justice	139	0.6%
Central Services and Administration	427	1.9%
<b>Total</b>	<b>22,611</b>	<b>100.0%</b>

\* includes spending financed by non-domestic rates

Spending plans have been shaped to prioritise public services, ensuring they continue to deliver for the people of Wales with investment being targeted towards delivering on the Welsh Government's priorities:

- a. 'Iechyd da' - A Healthier Wales – cutting NHS waiting times, including for mental health; improving access to social care and services for women's health.
- b. Jobs and green growth – creating green jobs that tackle the climate crisis and restore nature, while making families better off; accelerating planning decisions to grow the Welsh economy.
- c. Opportunity for every family – boosting standards in schools and colleges and providing more homes for social rent, ensuring every family has the chance to succeed.
- d. Connecting communities – transforming our railways and delivering a better bus network; fixing our roads and empowering local communities to make choices on 20mph.

Public sector workers play a key role in delivering the Government's priorities and we were pleased to be able to accept the Pay Review Bodies' recommendations for 2024-25, which meant above-inflation pay deals with increases of:

- a. 5.5% for Agenda for Change staff

- b. 6% for Doctors and Dentists
- c. 5.5% for Teachers
- d. Up to 5% for the Civil Service and ALBs

The total overall cost of the pay awards announced in September was estimated at an additional £500m a year.

The cost to the Welsh Government of every 1% increase in pay for devolved public sector workforce groups is over £100m per year. Pay is only one of a wider range of pressures, and responsibilities, the Welsh Government is obliged to meet. The full range of pressures, including pay, were considered as part of the budget setting process and the Welsh Government concluded that the allocations as set out in the Budget were the best way of addressing all of the pressures faced by Government. 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.

While the PRBs' role is to focus on those workforce groups within their remit, as a government we have responsibility to ensure that all of the public sector workforce's needs are balanced within the available budgets, alongside and including spending that ensures compliance with statutory obligations. Whilst it is possible to move resources between budgets, it can result in unintended consequences in relation to service delivery and ultimately job losses elsewhere. After a series of challenging budget settlements this risk remains high.

As with the UK Government, the Welsh Government would expect individual departments to fund the pay increases from within the allocations voted by the Senedd in the Final Budget. The Welsh Government does not hold reserves that could be used for subsequent additional allocations. Core revenue funding for Local Government for 2025-2026 was approved by the Senedd on 4<sup>th</sup> March. No reserve for teachers' pay has been provided for in the budget for Housing and Local Government. Should recommendations be significantly higher than the growth in the Welsh Government's budget, we will need to carefully consider our ability to fund them. It would be artificial to suggest that the difficult trade-offs the Welsh Government would have to consider in such a scenario would not have an impact on the experience of the workforce as it would mean cuts elsewhere within departmental budgets and potentially lead to the need to reduce staff numbers.

This wider fiscal context is being provided so that the Pay Review Bodies have as full a picture as possible of the Welsh Government's budgetary situation in 2025-26. As referenced throughout, Pay Review Bodies' recommendations will need to be considered within this context, alongside the awareness that decisions on pay have to be balanced with what an increased pay bill means for the Welsh Government's ability to invest more generally in the same areas, including the working environment.

## **2.2 Institute for Fiscal Studies Publication**

Research by the Institute for Fiscal Studies (IFS) suggests that, in recent years, school funding per pupil has fallen faster in England than in Wales.

Between 2009-10 and 2018-19, total school spending per pupil in England fell by about 8% in real terms. As a result, the IFS consider that the gap in school spending per pupil between England and Wales has been “virtually eliminated”.

Since then, spending per pupil has mostly recovered back to 2010 levels across England and Wales, with increases of about 8% in real terms between 2018–19 and 2022–23.

The latest UK comparisons have been published in the [latest IFS publication on school spending](#).

## **2.3 Local Authority Budgeted Expenditure on schools: 2024-25**

In 2024-25, local authorities budgeted to spend 37% of their overall budget on schools.

Schools expenditure is budgeted to be £3,591 million, an increase of 7.4% over the previous year

Schools expenditure per pupil is budgeted to be £7,926, a year-on-year increase of 8.2% or £599.

The budget per pupil can be broken down into £6,390 per pupil delegated to schools and £1,536 per pupil retained for centrally funded school services.

The funding delegated to schools is budgeted to be £2,895 million. The amount of funding that local authorities delegate directly to schools ranges between 73% and 85% of overall schools budgeted expenditure.

80.6% of the total schools budgeted expenditure is delegated directly to schools, a decrease of 1.3 percentage points compared to the previous year

The Statistical Bulletin ‘Local Authority Budgeted Expenditure on Schools: 2024-25’ can be found at the following link: <https://gov.wales/local-authority-budgeted-expenditure-schools>

Delegated School budgets and per pupil funding can be found here:

<https://statswales.gov.wales/Catalogue/Local-Government/Finance/Revenue/Delegated-School-Budgets>

## **2.4 Local Government Settlement 2025-26**

In 2025-26, local authorities will receive £6.1 billion from the Welsh Government in core revenue funding and non-domestic rates to spend on delivering key services. This 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. This means that every authority will see a larger increase than in 2024-25.

## **2.5 School funding arrangements in Wales**

In Wales, local authorities are responsible for schools funding as is set out in law. As such, the Welsh Government does not fund schools directly. Schools are funded via local authorities, through their core funding (a combination of Welsh Government core un-hypothecated funding (Revenue Support Grant and re-distributed Non-Domestic Rates) and council tax), specific grants and other, locally-raised income.

The core funding provided by the Welsh Government, and authorities' own council tax income is un-hypothecated, meaning that local authorities may determine how they spend this, according to local priorities. The funding allocation arrangements are intended to distribute funding between authorities to reflect variations in the relative need to spend if all authorities responded in a similar way to the demand for services in their area.

Because the majority of funding provided to local authorities for education is un-hypothecated, it is not possible to identify the schools' element. This is in line with Welsh Government policy that local authorities are best placed to judge local needs and circumstances and to fund schools accordingly. Once the core un-hypothecated funding has been distributed to local authorities, it is their responsibility to set budgets for schools in accordance with a local funding formula.

## **2.6 Teachers' pay**

We believe all public sector workers should be fairly rewarded for the important work they do. Welsh Government provides funding to local authorities to support their funding of pre-16 provision in schools mainly through the local government revenue settlement. **The settlement is not ring-fenced**; the funding allocated to each authority is available to the authority to spend as it sees fit across the range of services for which it is responsible, including schools.

Given the difference between the planned pay uplift and the increased pay award (to 5.5%), the Welsh Government committed to providing additional funding to support local authorities and schools with the budgetary impacts of the pay uplift. . **£18.164**

million of funding was paid to local authorities, through grant funding, in respect of the increased 2024/25 pay award affecting the 2024-25 financial year. In addition to this, £18.164 million was added to the baseline of the 2025-26 local government settlement and an increase of £12.974m applied to reflect the full year cost of the 2024/25 pay award for 2025-26.

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 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.

## **2.7 Affordability**

Over the medium term, teachers' pay needs to be considered alongside the affordability of all local authority services, by authorities as part of their financial planning for the medium term and in the context of the Welsh Government budget round.

In the immediate term, the affordability of teachers' pay in Wales needs to be considered in the context of public finances.

Our decisions in the Welsh Government budget target as much support as we can to health and local government to support pressure in frontline services focusing on schools and social services.

## **2.8 Teachers' Pensions**

There was no additional funding in the 2024-25 Local Government settlement specifically for the rise in employer pension contributions for the Teachers' Pension Scheme from 1 April 2024. The UK Government's Autumn Statement on 22 November 2023 referred to the changes to the SCAPE rate, which has implications for the costs of employers' contributions to teachers' pensions. The UK Government provided funding during 2024-25 to fund the costs of the increased SCAPE rate for unfunded pensions. The Welsh Government's share was not sufficient to cover all of the estimated costs, so the Welsh Government made up the difference for pre-16 teachers' pensions which fall to local government, from reserves. The estimated pension costs for teachers (pre-16) of £60.7m was paid to local authorities through grant funding in 2024-25. In addition to this, £60.7m has been added to the baseline of the 2025-26 local government settlement.

## **Chapter 3: Schools' financial positions and the impact of annual teachers' pay awards on school budgets**

### **3.1 Welsh Government funding of schools**

In Wales, funding for schools is provided in the main on a non-hypothecated basis through the Local Government Settlement. We believe that local authorities are best placed to judge local needs and circumstances and to fund schools accordingly.

As mentioned above, the settlement for 2025-26 represents a **cash increase of £262 million**, compared to 2024-25, on a like-for-like basis, equivalent to an increase of 4.5% after adjusting for transfers. Every authority will receive an increase of at least 3.8% over its 2024-25 allocation.

Whilst this is an increased Settlement, which is above the flat line position expected before the UK Autumn budget, it is recognised that demand for services, alongside cost pressures mean that authorities will continue to make difficult decisions on services, efficiencies, and council tax in setting budgets.

The duty to ensure that suitable educational provision is made available to all children rests with local authorities. Local authorities receive funding from the Welsh Government via the Revenue Support Grant (RSG) as well as distributed non-domestic rates. This funding is not ring fenced as the Welsh Government considers that local authorities are best placed to judge local needs and circumstances. Once the funding is distributed, it is the responsibility of individual authorities to set budgets for their schools and the local provision that they support. Schools can influence the funding decisions their authorities make by engaging in dialogue with them through for example their Schools Budget Forum, which every authority must have by law.

The School Funding (Wales) Regulations 2010 provide for how Local Authorities set their funding for schools. The Regulations ensure consistency to a point with the requirement for 70% of schools budgets to be set based on pupil numbers.

It is essential to ensure that resources are targeted where they are most needed, and that authorities work closely with schools to ensure that the investment leads to real improvements in the quality of education received by pupils.



### **3.2 Education Main Expenditure Group Budget**

Whilst the settlement is the largest single source of funding available to local government for schools, it is not the only source of funding we provide. We also provide grant funding through the Education Main Expenditure Group (MEG) budget to support improved outcomes for learners in Wales. The majority of grant funding provided to local authorities is via the Local Authority Education Grant (LAEG). The Welsh Government monitors the outcomes of the programmes funded through the LAEG through grant terms and conditions.

The Education resource and capital budget stands at £2.441bn for 2024-25 (Final Budget 2025-26). Whilst the majority of this budget funds Higher Education and Further Education, the element that supports schools directly or indirectly amounts to over £1.006.9bn. This includes funding through the LAEG and the Sustainable Communities for Learning capital programme.

### **3.3 School deficits/reserves**

The latest statistical release on school reserves was published on 24 October 2024. The overall level of reserves held by schools in Wales was £115 million at 31 March 2024, the equivalent of £253 per pupil. The overall level of reserves decreased by £94 million compared with the previous year. Reserves in primary schools accounted for £70 million.

During and shortly after the pandemic, school reserves increased significantly due to reduced spending whilst schools were closed and extra funding provided to support learner recovery. Following this, school reserves decreased significantly partly due to extra costs linked to high inflation, supporting learners through the ongoing effects of the pandemic and increased additional learning needs costs.

School reserves, as of March 2024, have fallen by a further 45% to £115m and the number of schools with deficit budgets has increased from 117 to 309.

243 primary, 46 secondary, 10 special, 1 nursery and 9 middle schools in Wales had negative reserves totaling £40 million. The remaining 1,159 schools had positive reserves, 357 of which had reserves in excess of 10% of their total delegated expenditure.

### **3.4 Education grant funding**

Although funding for schools in Wales is mainly provided through the local government settlement, the Welsh Government's education budget also supports

spending in and on schools, teachers and wider education programmes, including support for school improvement, for additional learning needs implementation, teacher training and support, and the whole school approach to wellbeing.

In the 2025-26 Final Budget, funding that goes directly to schools has been prioritised. Over £402 million will be provided through the Local Authority Education Grant; this does not include funding which will also be provided for demand-led schemes including UPFSM and School Essentials Grant.

For 2025-26, we have protected budgets and provided increases to support priorities, including an additional: £7m to support school attendance; £10m to support learning and attainment for literacy and numeracy; £14.3m to support delivery of ALN; £7.8m to boost school standards; and £28m capital investment for the schools estate.

We continue to provide significant capital funding through our Sustainable Communities for Learning programme to secure improvements to our school estate to positively impact on future learning.

We welcome the UK's Autumn Budget which provided extra revenue and capital funding for the Welsh Government in 2024-25 and 2025-26. Through additional in-year funding and the 2025-26 Budget, the education sector is set to benefit from an additional £262.5m in funding, with schools, colleges and other settings receiving funding to help meet the needs of learners across Wales. The funding will be made up of £151m additional funding for 2024-25 and £111.5m allocated in the 2025-26 Final Budget.

## Chapter 4: Data in relation to the school workforce, including recruitment and retention

The data presented on teachers in this chapter is derived from information submitted by schools as part of both the Pupil Level Annual School Census (PLASC) and the School Workforce Annual Census (SWAC) which was introduced in November 2019.

The PLASC<sup>1</sup> is an individual level pupil data collection typically undertaken in January each year and includes the collection of aggregated data on teacher and support staff numbers.

The SWAC is an individual level data collection of information on the school workforce in Wales including workforce characteristics, Welsh language ability and use, curriculum taught, and teachers' pay. SWAC was collected for the first time in November 2019, with results from the first census published in August 2020<sup>2</sup>. It was introduced to provide a comprehensive and robust evidence base to inform key policies relating to the school workforce in Wales.

The data presented on the characteristics of the teaching workforce (sections 4.2 and 4.3) are based on information from the SWAC School return which is returned by each individual local authority maintained school setting in Wales. Historical trends on the full-time equivalent (FTE) teacher numbers (section 4.1) have been based on PLASC data. Information on teachers leaving the profession (4.5) and teacher vacancies (4.6) are also based on information from PLASC. These elements were introduced to SWAC in the 2021 collection and will be integrated into future years' evidence.

More details on the SWAC collection and comparison of information collected in SWAC and PLASC (relating to qualified teachers, teacher sickness absence and teacher recruitment and retention) is available in the '[School Workforce Annual Census: Background Information](#)' report which accompanies the annual School Census Results' statistical release.

Tables 1 and 2 below provide a comparison of the number of teachers recorded in the PLASC and SWAC collections by measure (headcount and FTE).

**Table 1 - Teachers by measure (headcount and FTE), 2021/22 to 2023/24 (PLASC)**

Measure	2021/22	2022/23	2023/24
---------	---------	---------	---------

<sup>1</sup> Schools' Census Results: as at January 2024: [Schools' census results: January 2024 | GOV.WALES](#)

<sup>2</sup> School Workforce Census results: as at November 2023: [School Workforce Census results: as at November 2023 | GOV.WALES](#)

Headcount	27,655	27,865	27,085
FTE	25,210	25,390	24,720

Source: PLASC (Welsh Government)

**Table 2 - Teachers by measure (headcount and FTE), 2021/22 to 2023/24 (SWAC School) (a)**

Measure	2020/21	2021/22	2022/23
Headcount	25,930	26,600	26,445
FTE	23,985	24,700	24,640

Source: SWAC School (Welsh Government)

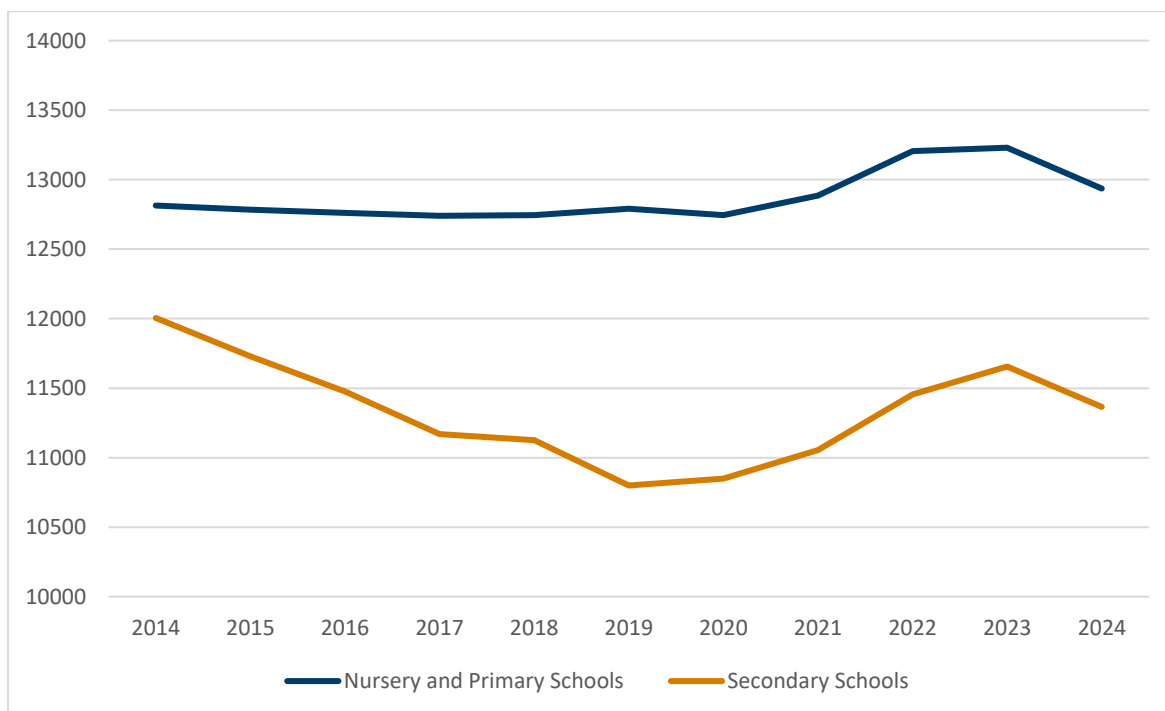
(a) [School Workforce Annual Census](#) (SWAC) data as at November of each academic year.

Once the accuracy of the information collected in SWAC has been ensured and any differences in the data investigated and fully explained, the school workforce elements will be removed from PLASC.

#### 4.1 The teacher labour market

Chart 1 below shows the change in full-time equivalent (FTE) qualified teacher numbers by sector since 2014.

**Chart 1 - Full-time equivalent qualified teachers by sector, 2012 to 2023 (Wales) (a)**



Source: PLASC (Welsh Government)

- (a) Includes head teachers, acting head teachers, deputy head teachers, assistant head teachers and classroom teachers with QTS only.
- (b) Middle schools and special schools are split proportionately between nursery and primary schools, and secondary schools.

[\[View the data\]](#)

Based on PLASC data at January 2024, there were 24,300 FTE qualified teachers in local authority maintained schools, a slight decrease on 2023.

Between January 2019 and 2020, the FTE of qualified teachers in nursery and primary schools decreased by 1.4%, followed by an increase between 2020 and 2023 and February 2022 before a small decrease in 2024 (2.0%).

A similar trend was observed in secondary schools seeing with a steady increase between January 2020 and January 2023 before seeing a decrease in 2024.

Between January 2020 and January 2024, the FTE number of qualified teachers in middle schools has continued to increased. Over the same period, there has also been a similar trend increase in the FTE of qualified teachers at special schools.

**Table 3 - FTE qualified teachers by phase in maintained schools, 2019/20 to 2023/24 (Wales) (a)**

	2019/20	2020/21	2021/22	2022/23	2023/24
Nursery	30	30	30	25	25
Primary	11,685	11,790	12,060	11,950	11,550
Middle	1,155	1,225	1,270	1,505	1,660
Secondary	9,975	10,140	10,485	10,550	10,170
Special	745	760	815	850	890
All Schools	23,595	23,940	24,655	24,885	24,295

Source: PLASC (Welsh Government)

(a) Includes head teachers, acting head teachers, deputy head teachers, assistant head teachers and classroom teachers with QTS only.

Note: Headcount rounded to the nearest 5.

[\[View the data\]](#)

**Table 4 - FTE qualified teachers by grade and sector in Local Authority maintained schools, 2023/24**

	Nursery and Primary	Middle	Secondary	Special	All Schools
Head Teacher (a)	1,145	30	180	45	1,395
Deputy Head Assistant	820	45	220	45	1,135
Head Classroom Teacher	285	120	600	60	1,060
	9,325	1,470	9,170	745	20,705

Total Qualified Teachers	11,575	1,660	10,170	890	24,295
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Source: PLASC (Welsh Government)

(a) Includes acting head teachers.  
Headcount rounded to the nearest 5.

[\[View the data\]](#)

Table 4 above shows the FTE number of qualified teachers in Wales split by grade and sector. The majority of teachers (85.6%) are classroom teachers whilst 14.4% are in leadership positions.

**Table 5 - Pupil Numbers by sector, 2019/20 to 2023/24 (Wales)**

	2019/20	2020/21	2021/22	2022/23	2023/24
Nursery Schools	683	724	611	406	447
Primary Schools	271,323	272,339	266,574	262,666	257,591
Middle Schools	20,746	22,308	22,516	26,168	28,959
Secondary Schools	171,271	174,133	175,957	174,948	172,818
Special Schools	5,153	5,220	5,473	5,684	6,025
All Schools	469,176	474,724	471,131	469,872	465,840

Source: PLASC (Welsh Government)

[\[View the data\]](#)

There were 465,840 pupils in local authority maintained schools at January 2024, down 4,032 compared with January 2023.

**Table 6 - Pupil teacher ratios within maintained schools by sector, January 2017 to April 2021 (Wales)**

	2019/20	2020/21	2021/22	2022/23	2023/24
Nursery	12.7	13.6	10.9	10.5	11.4
Primary	22.0	21.9	21.0	20.9	21.3
Middle	17.7	18.0	17.4	17.2	17.2
Secondary	17.2	17.2	16.8	16.6	17.0
Special	6.9	6.9	6.7	6.7	6.7
<b>Total</b>	19.3	19.2	18.5	18.4	18.6

Source: PLASC (Welsh Government)

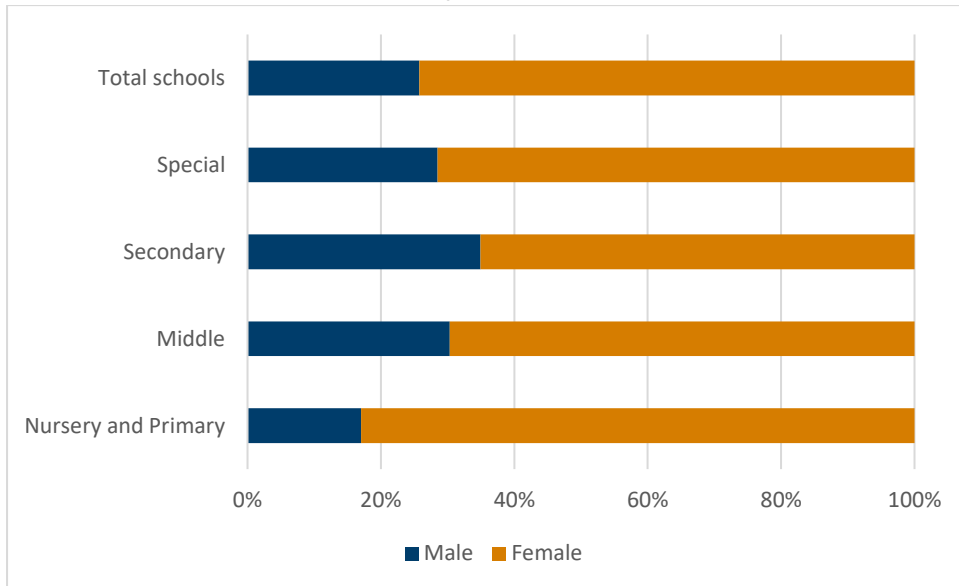
The pupil teacher ratio for all maintained schools has remained stable since 2021/22.

In 2023/24, the pupil teacher ratio was highest in primary schools (21.3, a small increase on 2022/23) and lowest in special schools (6.7, unchanged since 2021/22). Comparatively, the pupil teacher ratio in secondary schools was 17.0 (an increase from 16.6 in 2022/23).

## 4.2 The teacher workforce

Chart 2 shows the percentage of male and female teachers for each school sector.

**Chart 2 - Teachers (headcount) by sector and sex, 2023/24**



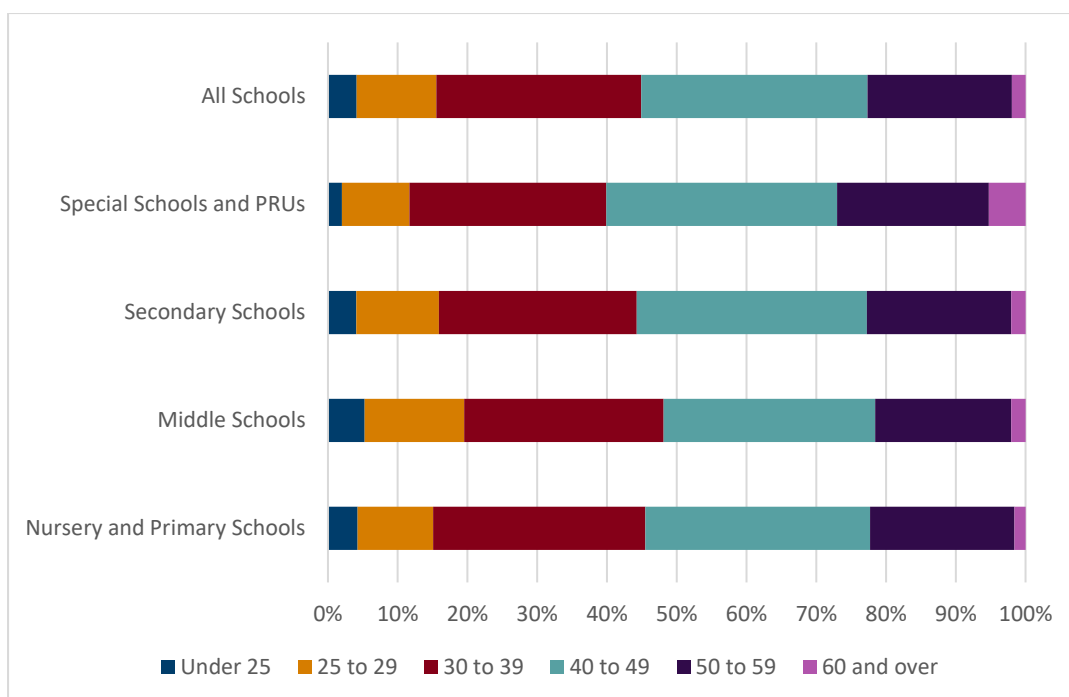
Source: SWAC School (Welsh Government)

[View the data](#)

Across all sectors, the majority of teachers are female (74.3%). The proportion of female teachers is greater in nursery and primary schools than in secondary schools (83.0% and 65.1% respectively).

Chart 3 shows the percentage of teachers in different age ranges for each sector.

**Chart 3 - Teachers (headcount) by sector and age, 2023/24**



Source: SWAC School (Welsh Government) [\[View the data\]](#)

In all sectors, the majority of teachers were aged 30 to 39 (29.4%) or 40 to 49 (32.4%). This was also found to be the case within each sector. Across all schools, only 4.1% of teachers were aged under 25 and 2% were aged 60 and over.

Table 7 shows the percentage of teachers, by ethnic background for each sector.

**Table 7 – Teachers (headcount) (%) by ethnicity and sector, 2023/24 (Wales)**

	Nursery and Primary Schools	Middle Schools	Secondary Schools	Special Schools and PRU	All Schools
White	98.8%	97.0%	97.4%	96.9%	98.0%
Asian/Asian British	0.2%	0.3%	0.5%	*	0.3%
Black/African/Caribbean/Black British	0.1%	*	0.2%	0.4%	0.2%
Mixed/Multiple Ethnic Group	0.6%	0.5%	0.9%	0.6%	0.7%
Other Ethnic Group	0.1%	*	0.2%	*	0.2%
Information refused	0.2%	2.0%	0.7%	1.7%	0.6%
Information not obtained	*	*	0.1%	*	0.0%

Source: SWAC School (Welsh Government)

[\[View the data\]](#)

\* = where headcount is greater than zero but less than five.



As shown in the table above, the majority of teachers across all sectors recorded their ethnic background as White (98.0%).

Table 8 below shows the percentage of teachers by national identity for each sector.

**Table 8 – Teachers (headcount) by sector and national identity, 2023/24 (Wales)**

	Nursery and Primary Schools	Middle Schools	Secondary Schools	Special Schools and PRUs	All Schools
Welsh	65.5%	66.8%	54.4%	52.4%	60.4%
English/Scottish/Irish	2.8%	2.3%	4.3%	3.6%	3.4%
British	30.2%	26.1%	36.0%	38.7%	32.7%
Other	0.5%	1.0%	1.7%	1.7%	1.0%
Refused	0.1%	*	0.7%	1.5%	0.4%
Not specified	0.9%	3.7%	3.0%	2.0%	2.0%

. Data item not applicable.

Source: SWAC School (Welsh Government)

[\[View the data\]](#)

Across all sectors, the majority of teachers identified as Welsh (60.4%). The sector with the largest proportion of teachers identifying as Welsh was middle schools (66.8%). After Welsh, the second largest national identity group was British (32.7%).

Table 9 shows teachers (headcount) by sector and whether the individual declared that they have physical or mental health conditions or illnesses lasting or expected to last 12 months or more, 2023/24(Wales).

**Table 9 – Teachers (headcount) by sector and whether they have physical or mental health conditions or illnesses lasting or expected to last 12 months or more in 2023/24 (Wales)**

	Nursery and Primary Schools	Middle Schools	Secondary Schools	Special Schools & PRUs	All Schools
Yes	0.6%	0.5%	1.2%	0.9%	0.8%
No	97.0%	96.7%	92.1%	88.6%	94.6%
Information refused	1.0%	*	1.9%	5.5%	1.5%
Information not obtained	1.4%	2.6%	4.8%	5.1%	3.1%

Source: SWAC (Welsh Government)

\* = where headcount is greater than zero but less than five.

[\[View the data\]](#)

Across all sectors, the majority of teachers report that they do not have a physical or mental health conditions or illnesses lasting or expected to last 12 months or more (94.6%). In middle schools, 0.5% of teachers declared having a physical or mental health condition or illness lasting or expected to last 12 months or more, compared to 1.2% in secondary schools.

Tables 10 and 11 and charts 4 and 5 look at the Welsh language ability of teachers and their ability to teach through the medium of Welsh.

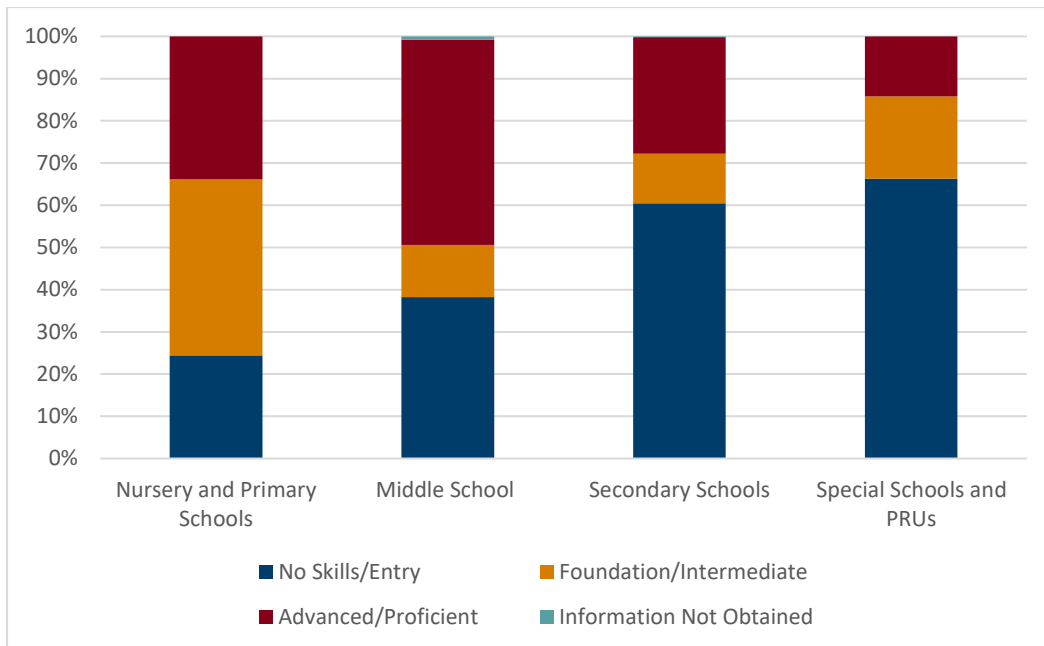
**Table 10 – Teachers (headcount) by Welsh language ability and sector, 2023/24**

	Nursery and Primary Schools	Middle School	Secondary Schools	Special Schools and PRUs	All schools
No Skills	1.2%	17.2%	36.2%	27.1%	17.8%
Entry	23.3%	21.0%	24.2%	39.0%	24.3%
Foundation	29.8%	8.8%	8.0%	12.7%	18.7%
Intermediate	11.8%	3.6%	3.7%	6.8%	7.7%
Advanced	7.4%	4.0%	6.6%	3.8%	6.7%
Proficient	26.5%	44.5%	21.0%	10.4%	24.7%
Information Not Obtained	*	0.8%	0.2%	*	0.1%

Source: SWAC (Welsh Government)

[\[View the data\]](#)

**Chart 4 – Teachers (headcount) by Welsh language ability and sector, 2023/24 (Wales)**



Source: SWAC School (Welsh Government)

Across all sectors, the majority of teachers reported their Welsh language abilities as either ‘proficient’ (24.7%) or ‘entry level’ (24.3%). In secondary schools, 36.2% of teachers reported they had no Welsh language skills compared to 1.2% in nursery and primary schools. In middle schools, 48.6% reported that their Welsh language skills were ‘advanced’ or ‘proficient’, compared to 33.9% in nursery and primary schools and 27.6% in secondary schools.

**Table 11 – Teachers (headcount) teaching / working through the medium of Welsh by sector, 2023/24**

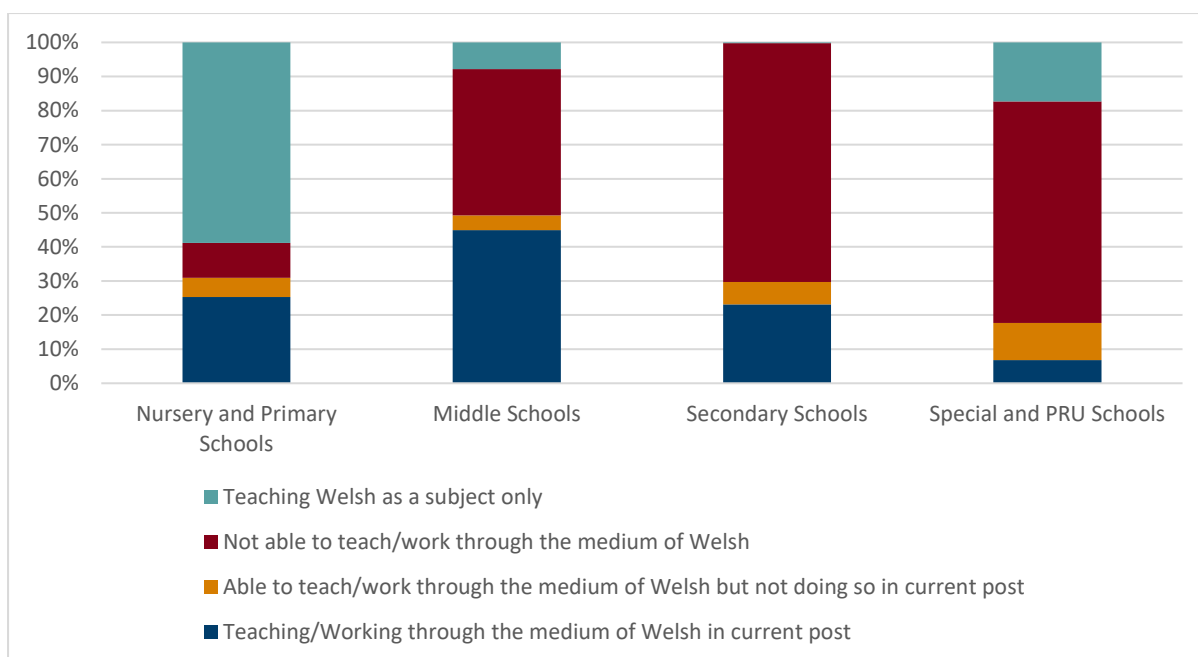
	Nursery and Primary Schools	Middle School	Secondary Schools	Special Schools and PRUs	All schools
Teaching through Welsh in current post	25.3%	45.0%	23.1%	6.8%	24.8%
Able to teach Welsh but not doing so in current post	5.6%	4.3%	6.6%	10.9%	6.2%
Unable to teach in Welsh	10.3%	42.9%	70.1%	65.1%	39.5%
Teaching Welsh as a subject only	58.8%	7.8%	0.2%	17.3%	29.5%

Source: SWAC (Welsh Government)

\* = where headcount is greater than zero but less than five.

[View the data](#)

**Chart 5 – Teachers (headcount) by sector and teach/work in Welsh status, 2023/24 (Wales)**



Source: SWAC School (Welsh Government)

Across all schools, 24.8% of teachers reported that they were teaching/working in Welsh with a further 6.2% reporting that they were able to teach/work in Welsh. The highest proportion of teachers reporting that they were teaching/working in Welsh in their current post can be found in middle schools (44.9%). This is consistent with middle school teachers reporting the highest proportion of advanced/proficient Welsh language skills and the greatest proportion of Welsh identity. Comparatively, the proportion of teachers teaching/working in Welsh in nursery and primary schools was lower (25.3%) and lower still in secondary schools (23.1%).

### 4.3 Age profile of school leaders

**Table 12 – Head teachers (headcount) by sector and age, 2023/24 (Wales) (a)**

	Nursery and Primary Schools	Middle Schools	Secondary Schools	Special Schools and PRUs	All Schools
30 to 39	7.9%	*	*	*	7.0%
40 to 49	38.7%	36.0%	41.7%	46.4%	39.4%
50 to 59	48.9%	56.0%	54.6%	41.1%	49.5%
60 and over	4.5%	*	*	*	4.1%

Source: SWAC School (Welsh Government)

\* Headcount is greater than zero but less than five.  
Data item is not applicable.

Across all schools 49.5% of head teachers were aged 50 to 59 with a further 39.4% aged 40 to 49. In secondary schools there was a slightly higher proportion of older head teachers aged 50 or above (54.6%) compared to nursery and primary schools (53.4%).

#### **4.4 Supply teachers**

In Wales, supply teachers are employed either directly by schools, local authorities or supply agencies. Under local management of schools arrangements, head teachers and governing bodies are responsible for recruiting and maintaining an effective workforce, and this includes the employment and deployment of supply staff. Qualified teachers employed by schools or local authorities as supply teachers are subject to local authority terms and conditions and are covered under the STPC(W)D. Those employed via private agencies are outside the scope of the STPC(W)D and of the IWPRB.

The National Procurement Service's (NPS) Supply Agency Framework was established in 2019 to improve pay and conditions for supply teachers working for agencies. The latest version of the framework went live in September 2023. The framework promotes fair pay and conditions for supply teachers employed via agencies and includes a requirement for agencies to pay at least the minimum of the main pay scale (M2).

Data published by the Education Workforce Council in its annual workforce statistics shows that there were 4,058 qualified teachers registered in the supply category at March 2022..

#### **4.5 Maintaining a supply of high quality teachers and leaders**

The remit letter outlined the importance of considering how any pay award can best support recruitment and retention, and encourage a sufficient quantity and quality of teachers and leaders into the profession, whilst ensuring that pay arrangements are reasonable and consistent.

The overall recruitment picture in Wales has not changed significantly over recent years. We are aware of anecdotal evidence that there are pockets of difficulty in recruiting to certain secondary subjects, in some geographical locations across Wales as well as with certain Welsh medium subject provision. These recruitment issues for priority subjects are targeted via various policy programmes and financial incentives. For example, schools can pay recruitment bonuses if required (although

we are not aware that these are used that often); bursaries are available for those training in priority subjects - these are detailed in section 5 below.

Data on teacher retention, including teachers who left the profession by number of years' experience and destination is collected as part of the Pupil Level Annual School Census (PLASC) returns supplied by schools. The figures in the following tables exclude teachers who left at normal retirement age.

**Table 13 - Teachers leaving the profession by sector (headcount), 2019 to 2023 (a)**

Calendar Year	2019	2020	2021	2022	2023
All schools (b)	612	414	603	756	1004
Primary schools	351	251	362	407	589
Secondary schools	247	147	225	327	357
Academic Year	2019/20	2020/21	2021/22	2022/23	2023/24
Total number of qualified teachers (headcount)	25,844	26,197	26,865	27,134	26,466
Percentage of teachers leaving	2.4%	1.6%	2.2%	2.8%	3.8%

Source: PLASC (Welsh Government)

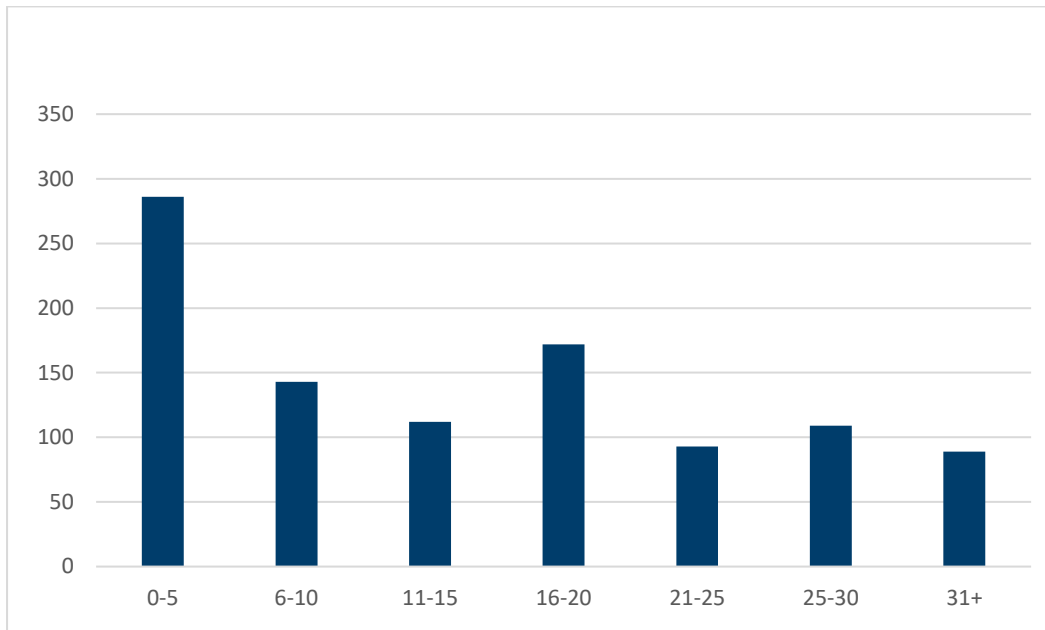
(a) Percentage of teachers leaving is calculated by dividing the total number of teachers leaving the profession in a calendar year by the total number of teachers at following census date.

(b) All schools includes nursery, primary, middle, secondary and special schools

[View the data](#)

In previous years, the proportion of teachers leaving the profession has decreased, falling from 2.4% in 2019 to 1.6% in 2020. Since 2020, the proportion has increased each year. In 2023, 3.8% of teachers left the profession. (Table 13)

**Chart 6 - Number of teachers leaving the profession by number of years' experience, 2023**



Source: PLASC (Welsh Government)

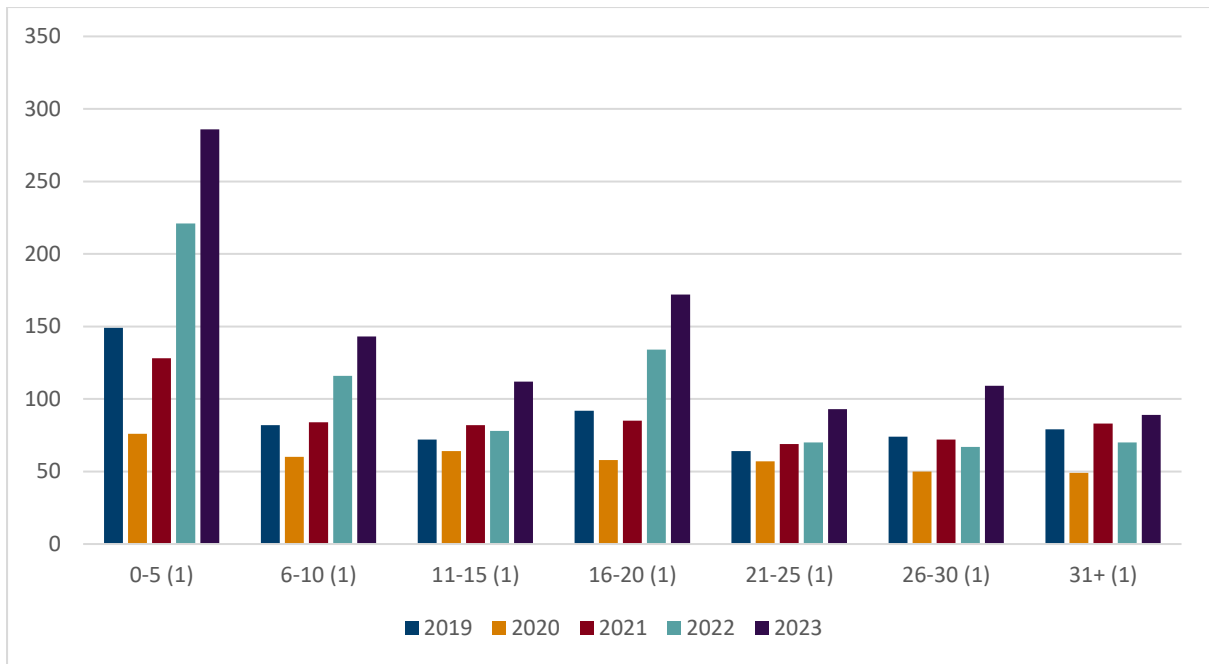
[\[View the data\]](#)

The greatest proportion of teachers leaving the profession in calendar year 2023 were those with 0-5 years' experience, making up 28.5% of leavers, followed by those with 16-20 years' experience, making up 17.1% of leavers.

The smallest proportion of leavers by experience were those with 31+ years' experience (8.9% of leavers).

Chart 7 shows that, across each experience category, there are annual fluctuations in the number of teachers leaving the profession. Each range of years of experience showed a decrease in the number of teachers leaving the profession in 2020 before returning to previous levels in 2021 and 2022. This pattern may be in part due to the impact of the covid-19 pandemic.

**Chart 7 - Number of teachers who left the profession by number of years' experience, 2019-2023**



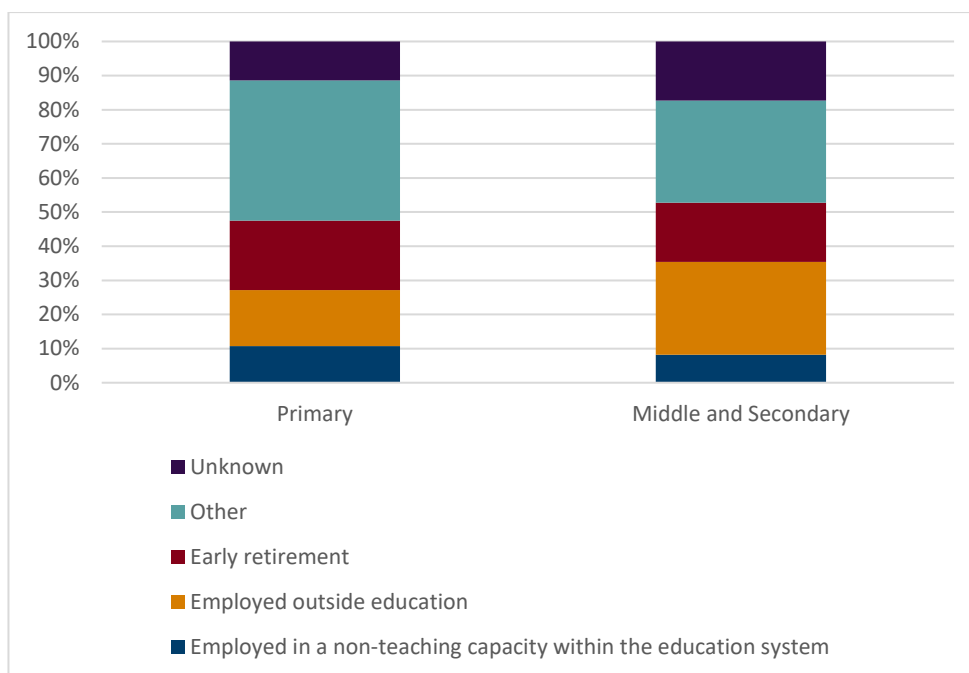
Source: PLASC (Welsh Government)

[\[View the data\]](#)

As shown in Chart 8, the most common destination for teachers leaving the profession in 2023, after ‘Employed outside education’ (20.9%), was ‘Other’ (36.5%). The proportion of teachers leaving due to early retirement was slightly lower in secondary and middle schools (17.3%) than primary schools (20.4%). The proportion of teachers leaving for employment outside of education was higher in secondary and middle schools (27.2%) than primary schools (16.5%).

**Chart 8 - Teachers who left the profession by destination, 2023 (Wales)**





Source: PLASC (Welsh Government)

[\[View the data\]](#)

**Table 14 – Number of teaching posts advertised and applications made by sector, 2019 to 2023**

		2019	2020	2021	2022	2023
Primary	Number of posts advertised	743	458	830	1,044	991
	Number of applications	11,826	8,719	12,862	13,844	12,824
	Applications per post	15.9	19.0	15.5	13.3	12.9
Secondary and Middle	Number of posts advertised	828	754	971	1,229	1,033
	Number of applications	5,166	5,469	6,623	6,286	4,783
	Applications per post	6.2	7.3	6.8	5.1	4.6
All Posts	Number of posts advertised	1,571	1,212	1,801	2,273	2,024
	Number of applications	16,992	14,188	19,485	20,130	17,607
	Applications per post	10.8	11.7	10.8	8.9	8.7

Source: PLASC (Welsh Government)

[\[View the data\]](#)

The latest published statistics for teaching posts advertised in Wales show that between 1 January and 31 December 2023 (as shown in Tables 14 and 15):

- 991 teacher vacancies were advertised for primary schools with an average of 12.9 applications received per post, a decrease from 13.3 applications per post in 2022.
- 1,033 teacher vacancies were advertised for secondary schools (including middle schools) with an average of 4.6 applications received per post a decrease from 5.1 applications per post in 2022.

Between 2019 and 2023, there has been an overall increase in the number of both English medium (28.7%) and Welsh medium (29.1%) posts advertised. Over the same period, there has been a 2.7% increase in total applications for English medium posts and a 9.9% increase in total applications for Welsh medium posts. The increase in total number of posts advertised may be in part due to better recording by schools.

**Table 15 - Number of teaching posts advertised and applications made by medium, 2019 to 2023**

		2019	2020	2021	2022	2023
Welsh Medium	No. of posts advertised	395	322	443	550	510
	Number of Applications	2,125	1,673	2,511	2,465	2,336
	Applications per post	5.4	5.2	5.7	4.5	4.6
English Medium	No. of posts advertised	1,176	890	1,358	1,723	1,514
	Number of Applications	14,867	12,515	16,974	17,665	15,271
	Applications per post	12.6	14.1	12.5	10.3	10.1

Source: PLASC (Welsh Government)

[\[View the data\]](#)

Charts 9 and 10 show the trends in average applications per post between 2013 and 2023 by sector and medium.

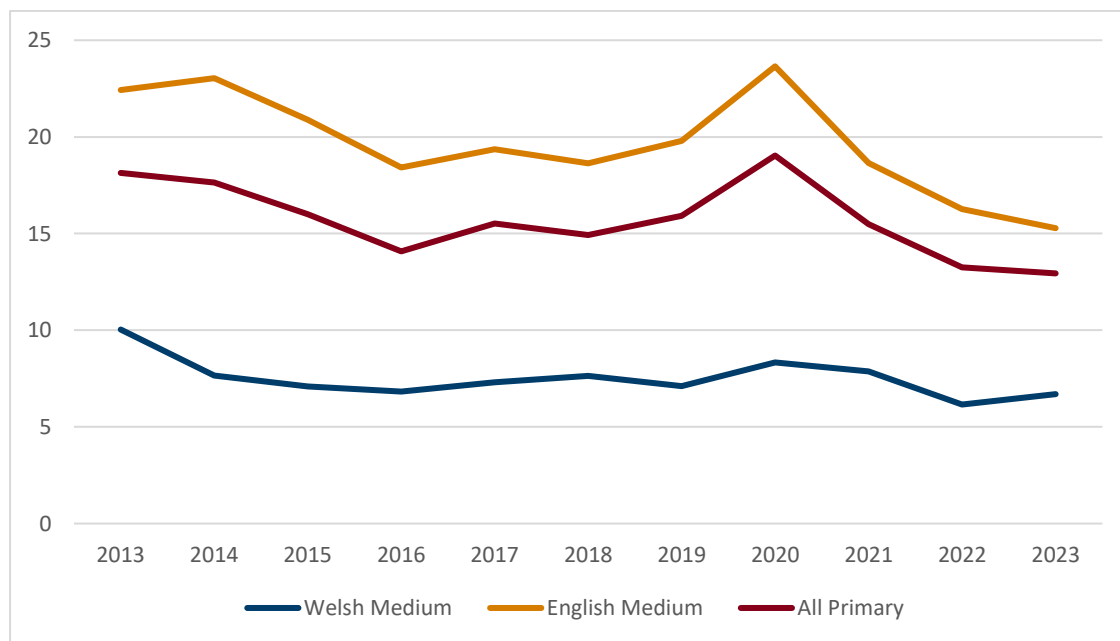
In primary schools, there was an increase in the average number of applications made for both Welsh and English medium posts between 2018 and 2020, before

seeing a decrease in 2021 and 2023. Over the same period, there has been a 11.1% increase in the number of Welsh medium vacancies and a 5.4% decrease in the number of applications made. Comparatively, there has been a 22.8% increase in the number of English medium vacancies and a 60% increase in the number of applications made.

In secondary and middle schools, between 2013 and 2019, the average number of applications per post decreased for both Welsh and English medium vacancies. From 2020, there was an increase in the number of Welsh medium vacancies (30.4%) with a smaller increase in the number of applications made (1.1%). For English medium posts, there was a 39.1% increase in the number of vacancies but a 14% decrease in the number of applications made.

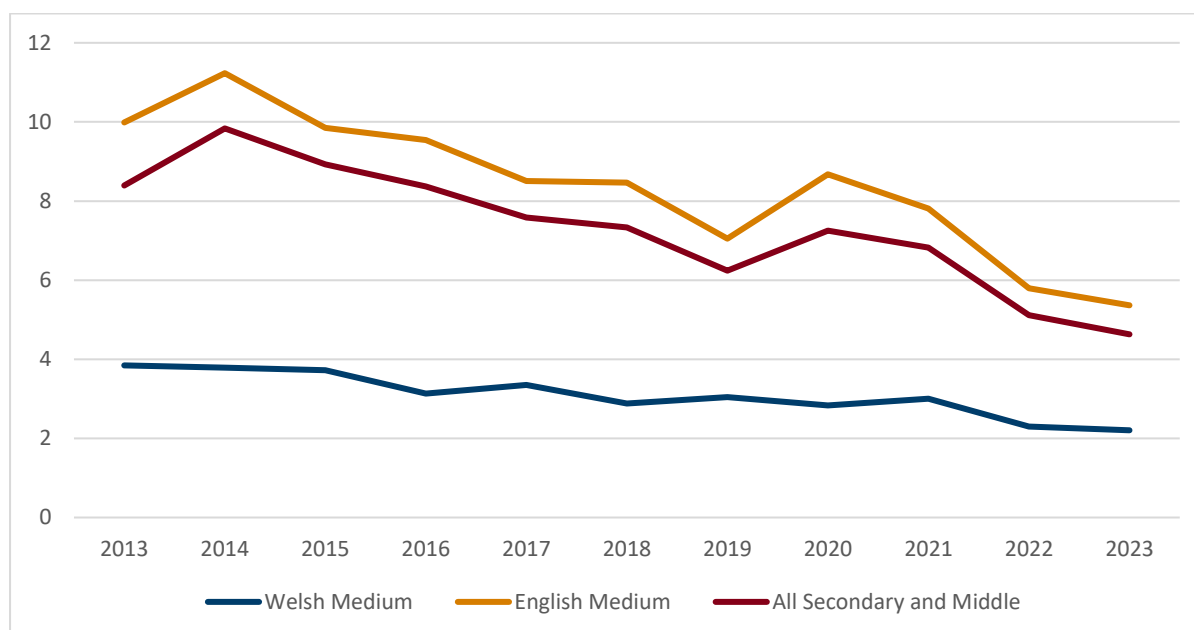
Analysis of these figures has been taken into consideration when planning intake numbers to ITE.

**Chart 9 - Average number of applications per advertised teaching post in maintained primary schools, by teaching medium, 2013 to 2023 (Wales)**



Source: PLASC (Welsh Government)

**Chart 10 - Average number of applications per advertised teaching post in maintained secondary and middle schools, by teaching medium, 2013 to 2023 (Wales)**



Source: PLASC (Welsh Government)

#### 4.7 Head teacher vacancies

*Figures only cover head teacher posts in secondary schools with no teaching commitments.*

Table 16 shows the number of head teacher posts advertised, applications and applications per post between 2019 and 2023. The average number of applications per post decreased from 34.0 in 2019 to 3.5 in 2020 (this may be due to the impact of covid-19 pandemic) before increasing again in 2021 to 12.2 applications per headteacher post. Since 2021, it has gradually decreased again to 8.6 applications per headteacher post in 2023.

**Table 16 - Number of teaching head teacher posts advertised, number of applications and number of applications per post in maintained schools, 2019 to 2023 (Wales)**

Leadership posts	2019	2020	2021	2022	2023
Posts	2	2	23	28	47
Applications	68	7	280	302	404
Applications per post	34.0	3.5	12.2	10.8	8.6

Source: PLASC (Welsh Government)

## 4.8 Demand

### Pupil projections for Wales

This means the most recent pupil projections are based on the school population at January 2023 and the trends indicated by the 2020 based mid-year projections of the home population of Wales produced by the Office for National Statistics. To calculate the school projections, it is assumed that the participation rates of all age groups and types of school will each remain constant.

Primary pupil numbers have been projected to fall from 257,391 in 2023 to 225,421 in 2031 before increasing slightly in 2032 and 2033.

Over the same period, the number of secondary school pupils has been projected to decrease from 193,408 in 2023 to 166,121 in 2033.

**Table 17 - Projected full-time equivalent number of pupils in primary, secondary and all maintained schools, 2024-2034 (Wales).**

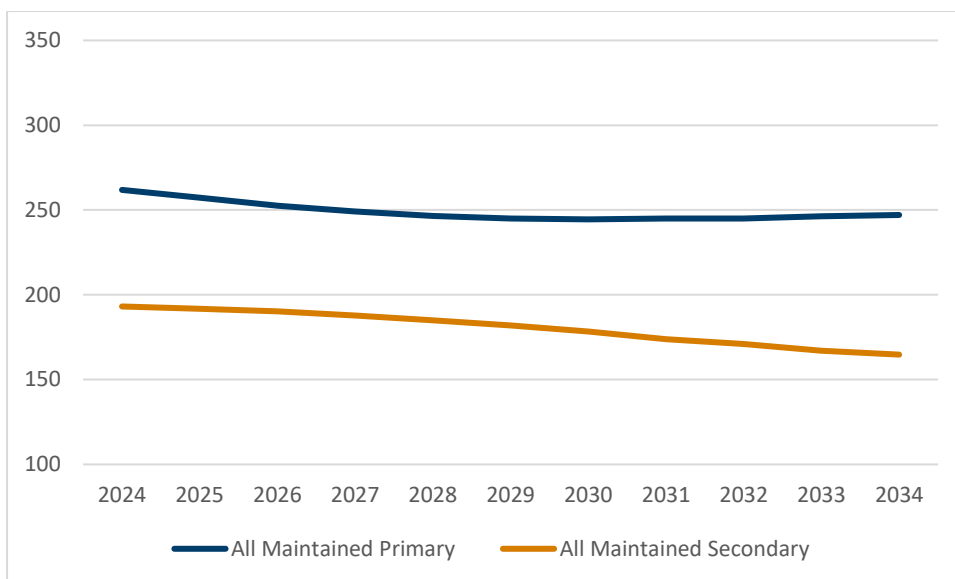
*(thousands)*

	2024 actual	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Maintained Primary	253.0	249.2	244.9	240.0	236.5	233.9	232.3	231.7	232.2	232.1	233.4
Maintained Secondary	193.8	193.1	191.8	190.3	187.8	185.0	182.0	178.3	173.9	170.9	167.0
All Maintained schools*	453.1	448.6	442.9	436.5	430.3	424.9	420.2	415.9	411.9	408.8	406.1

\*Includes maintained nursery, primary, middle, secondary and special schools but **excludes** independent schools.

[\[View the data\]](#)

**Chart 11 - Projected number of pupils in maintained primary and secondary schools in Wales, 2023-2033 (thousands)**



Source: PLASC (Welsh Government) and 2020-based mid-year projections (Office for National Statistics)

[\[View the data\]](#)

#### 4.9 Leadership supply

Following a review of the National Professional Qualification for Headship (NQPH) the Welsh Government has worked with the sector to develop a new programme. The first cohort were recruited in autumn 2024 and started the programme in January 2025 and the recruitment for the second cohort is currently underway. 48 participants will be on the programme per cohort, ensuring a steady supply of new headteachers.

The nature and process of the programme aims to invigorate participants as they develop current leadership capabilities and acquire new ones which will ensure a positive impact on the life chances of learners. Much of the programme will be bespoke to individual participants and cognisant of the demands upon headteachers and their role in securing the success of their school and the national agenda.

The leadership pathway programmes continue to be delivered by the local authority partnerships supporting middle leaders, senior leaders and new and experienced heads. Following the Cabinet Secretary for Education’s announcement that a new national professional learning and leadership body will be established, leadership provision will be developed and delivered nationally from September 2025 onwards. The national body will have the opportunity to review the current programmes and to align them with the new NPQH and ensure that there are a range of options to develop our future leaders.

#### **4.10 Future demand for leaders**

Undertaking the recruitment process for the new NPQH on a national basis has provided an opportunity to understand the appetite for senior leaders to move into headship and to look at the national supply of headteachers. 238 individuals applied for the first cohort. This was significantly higher than expected, which was overwhelmingly positive.

Alongside this application data, we have gathered data from EWC on the number of holders of NPQH in Wales who are not currently employed as headteachers. There are nearly 750 holders of NPQH working in schools in Wales.

The Welsh Government and the new National Professional Learning and Leadership Support Body will be working closely with local authorities over the coming months to understand the future demand for leaders, how succession planning is undertaken on a local level and to understand what further support is needed for the 750 holders of NPQH to encourage them into headship.

#### **4.11 Executive Head teachers**

Federated governing bodies may choose to appoint an executive head teacher whose role is to oversee all the schools in the federation. Where existing head teachers at the schools to be federated express an interest in the role of executive head teacher, the post does not need to be advertised nationally as they would with other head teacher vacancies.

Some federated governing bodies may choose to retain/appoint a head teacher, and senior leadership team, in each school. This is a decision to be made by the federated governing body to best suit local needs, provided they adhere to the Staffing of Maintained Schools (Wales) Regulations 2006.

There is no standard definition of an executive head teacher and, as federations may have between two and six schools or varying types and sizes, in accordance with the Federation of Maintained Schools (Wales) Regulations 2014, the role is necessarily different across schools. Where a federation has more or larger schools, the federated governing body is likely to create a strong leadership structure in each school to support the executive head teacher.

#### **4.12 Impact on sixth forms/FE**

In the case of local authority sixth forms the impact of teachers' pay requires disaggregation from the overall agreed budget. This is to reflect that sixth form funding is dealt with via a separate grant, now allocated by Medr, the Commission for Tertiary Education and Research. The result would mean the same level of funding reaching the local authority but recognises a sum is for the distinct purpose of sixth form provision.

Current Ministerial policy is to fund colleges sufficiently so as to maintain pay parity between teachers and FE teaching staff. This policy has been successful at maintaining parity of quality and experience in post-16 education for learners in both schools and colleges. Therefore, any change to teachers' pay will have the same impact on FE colleges.

It should be noted that FE colleges negotiate their own pay arrangement with the Joint Trade Unions, although in recent years any agreement of teachers' pay has given a strong guide as to the outcome of these negotiations.

In 2024-25 financial year, each 1% increase in teacher pay required an additional £2.62m to maintain pay parity in the FE college sector.

#### **4.13 Qualified Teacher Status**

In order to teach in a maintained school in Wales persons must meet the Qualified Teacher Status (QTS) Standards, which form part of the [Professional Standards for Teaching and Leadership](#), and register with the Education Workforce Council. The requirements have statutory force and are set out in Welsh legislation; *The Education Workforce Council (Main Functions) (Wales) Regulations 2015* ('the 2015 regulations') and *The School Teachers' Qualifications (Wales) Regulations 2012* ('the 2012 regulations').

##### **4.13.1 Overseas Trained Teachers**

Under Welsh regulations non-UK Teachers can apply to the Education Workforce Council to assess their qualifications for award of QTS and registration to practise in Wales. The regulations are:

- The Education Workforce Council (Main Functions) (Wales) Regulations 2015
- The School Teachers' Qualifications (Wales) Regulations 2012
- The Teachers' Qualifications (Amendment) (Wales) (EU Exit) Regulations 2019
- The Teachers' Qualifications (Amendment) (Wales) (EU Exit) Regulations 2020
- The Recognition of Professional Qualifications and Implementation of International Recognition Agreements (Wales) (Amendment etc.) Regulations 2023

#### **4.14 Unqualified Teachers**

The STPC(W)D defines an "unqualified teacher" as a teacher who is not a qualified teacher and who is prescribed by Order under section 122(5) of the Education Act 2002 as a school teacher for the purposes of that section.



Under the 2015 regulations only certain persons without QTS are permitted to teach (or carry out 'specified work') in specific circumstances, in maintained schools:

- Existing teachers of nursery classes and at nursery schools who are not qualified teachers
- Persons with special qualifications or special experience
- Overseas Trained Teachers
- Student teachers on Initial Teacher Education Programmes
- Qualified further education teachers teaching vocational courses within the local curriculum
- Employment-based teacher training scheme (Student teachers on the Salaried PGCE)
- Other persons who may carry out specified work.

### **Existing teachers of nursery classes and at nursery schools who are not qualified teachers**

This applies to persons who were permitted to be employed as a teacher under regulations prior to 1989.

### **Persons with special qualifications or special experience**

This applies to persons who are not qualified teachers with QTS, employed in schools to carry out teaching in respect of any art or skill, or in any subject or group of subjects, where special qualifications or special experience, or both, are required in order to teach. This sub-section of unqualified teachers are permitted to work in maintained schools only for a limited period of time where a suitably qualified teacher with QTS or student teacher on an employment-based initial teacher education scheme are not currently available for appointment.

### **Qualified further education teachers teaching vocational courses within the local curriculum**

This applies to Further Education teachers without QTS where they are delivering vocational courses of study forming a part or the whole of a local curriculum.

### **Student teachers on an 'employment based Initial Teacher Education scheme'**

This applies to student teachers employed on an employment based ITE Scheme who are permitted to teach without QTS until they successfully completed their ITE programme and are awarded QTS, or cease their training. The employment based ITE scheme in Wales is the Salaried PGCE. Further information on this cohort of unqualified teachers can be found under Chapter 5.

## Chapter 5: Initial Teacher Education

### 5.1 Overview

Welsh Government considers high quality initial teacher education (ITE) that is fully engaged with the wider education sector a vital component to attracting a supply of new teachers into the teaching profession. Our vision and the fundamental principles for ITE in Wales are that schools and higher education institutions (HEIs) have their equal part in offering the balance of theoretical and practical input to ensure a high-quality learning experience for our future teachers.

We view teaching as being a highly practical and robustly intellectual endeavour. Student teachers are entitled to high quality programmes that support them to become true professionals and an intellectual framework that balances innovative, evidence informed approaches, for high quality, consistent provision. This enables our new teachers to be ready to enter the teaching profession and supports Welsh Government's long-term priorities.

Both schools and HEIs continue to play key roles in the recruitment and education of student teachers in tandem with other key partners, such as local authorities, school improvement organisations, EWC, Welsh Government, and other professional associations working in, and supporting, Wales' education system.

All schools in Wales, including those not currently engaged with ITE, are vital in the recruitment of ITE students as our ITE Partnerships continue to mature and evolve. They are a key component of the ITE student teacher 'pipeline' providing capable and high-quality individuals with subject specialisms, Welsh medium, and Black, Asian, and Minority Ethnic student teachers.

The current official data shows that recruitment into the primary sector continues to be buoyant. However, recruitment into secondary remains challenging with the national level allocations for full-time provision still not met; this is likely to continue when the competitive graduate market, especially for those with STEM specialities and Welsh language ability is considered.

### 5.2 Accreditation and Monitoring of ITE Programmes

The EWC's independent [Teacher Education Accreditation Board](#) scrutinises every programme of ITE submitted to be delivered in Wales to ensure that each programme is demanding, credible and professionally appropriate. This interrogation includes scrutiny of the ITE Partnerships' recruitment strategies for filling their allocated places with high calibre and highly capable candidates. Under the 2012 Regulations no programme of ITE in Wales can award QTS without being accredited by the Board.

As well as the initial process to gain accreditation of their ITE programmes, Partnerships are subject to ongoing monitoring by the Board. This is a statutory function of the EWC, and accredited status can be removed from a programme should monitoring reveal that it no-longer meets the Criteria. Accreditation is time limited to a period as recommended by the Board for up to five years.

### **5.3 Promoting teaching as a Career**

Promoting teaching as a career, getting undergraduates and A-level students engaged earlier, and creating new opportunities for adults to join the profession are crucial to ensure a pipeline into ITE and thereafter the teaching profession.

Teaching Wales is a Welsh Government marketing campaign to encourage people into teaching. Teaching Wales was launched in January 2019. The priority of the campaign is to attract more individuals to become secondary teachers particularly targeting Welsh speakers, Teaching Assistants, STEM under graduates and graduates, career changers, Black, Asian, and Minority Ethnic individuals, stay at home parent/carers and freelancers.

Teaching Wales is the overarching 'campaign brand' for national teacher recruitment campaigns, which also includes the Pontio activity. We are also working to utilise the campaign into attracting more individuals to become teachers in special schools.

The Teaching Wales campaign, featuring real teachers, runs throughout the year with bursts at key times (July to September and Jan to March). Activity includes a wide range of communication techniques including targeted social media, online advertising, Radio, TV catch-up, PR, outdoor advertising (i.e. digivans) e.g. recent University graduation days, and key events such as the Eisteddfod. There are close working relationships with each of the ITE Partnerships in Wales with monthly updates and sharing of campaign activity to support the sector and join up our efforts to recruit more teachers into the profession.

In 2024-25 the campaign ran throughout the year with bursts at key points, including increased activity in July to September 2024 when many students take decisions to apply for PGCE, a burst to promote Cynllun Pontio in February 2025, followed by a STEM and Welsh Medium burst from mid-February to the end of March 2025.

Because of the need to increase the numbers of people who can teach in Welsh, a working group has been established comprising Welsh Government, EWC, Coleg Cenedlaethol Cymraeg (CCC), and the National Centre for Learning Welsh. This group collaborates, shares information and works together e.g. Summer events including the Urdd and National Eisteddfod to promote teaching to Welsh speakers.

During the year extensive work has been undertaken to update our understanding on current motivations and barriers of teaching as a career. The stages of work

included; desk research, social listening insight, focus groups and one to one interviews with key audiences, persona development and creative testing. Based on the identification of motivations and barriers we have re-aligned our campaign personas to target:

- Welsh speaking - learners/undergraduates studying priority subjects
- English speaking - learners/undergraduates studying priority subjects
- Welsh speaking – priority subject graduates, potential career changers
- English speaking – priority subject graduates, potential career changers
- Teaching Assistants – Welsh and English speakers

We work closely with Education Workforce Council (EWC) to integrate the national campaign with their advocacy service. Educators Wales (run by EWC) is the online platform used by the Teaching Wales campaign as the call to action for further information. Within the year 2024 to end of January 2025, Teaching Wales campaign activity has delivered over 89k users to the Educators Wales website, including over 12.4k Welsh web users. These generated 6,733 click-throughs to the ITE Partnership's websites (of a total of 7,547 / 89% of all ITE clicks), which is a 136% increase on last year. Educators Wales team also attend schools, universities and larger scale events to promote teaching as a profession.

Activity planned over the current year includes:

- Working closely with stakeholders on attracting more Welsh speakers into the profession, building relationships and using existing networks within Welsh-language education and schools to promote teaching in Welsh. This will be done by recruiting new teachers and retaining those within the profession.
- Exploring how we can work closer with local authorities to help with local labour market trends, engage them in our campaign work and tailor our campaign activity to work on a local basis.
- Continuing to exploit opportunities to work together and raise the profile of teaching through Welsh as a career with key partners on Summer Events: Urdd and Eisteddfod to promote teaching as a career, considering lessons learnt from 2024 activity working closely with, EWC, CCC, National Centre for Learning Welsh.
- Continue to work closely with EWC to utilise and develop the Educators Wales platform as a call to action for the campaign and join up with activity in promoting teaching jobs in Wales.
- Continue to work closely with our ITE Partnerships in Wales to add value to their communications activity and sharing information on the Teaching Wales campaign plans – including monthly ITE events, which have proved extremely successful in 2024.

The ITE Partnerships are required under accreditation to have their own recruitment strategies in place. Welsh Government communications specialists work closely with EWC and HEIs' marketing teams to ensure synergy, value for money and aligned messaging across all Welsh Government, EWC and ITE Partnerships promotional activity in the ITE recruitment space.

#### **5.4 Student finance**

Supporting students with day to day living costs is our key priority to ensure that everyone, no matter their background, can access higher education. We continue to offer the most generous student living costs support for full-time undergraduates in the UK, with the highest levels of non-repayable grant support provided to those most in need. The student support package in Wales provides targeted support, through a combination of grants and loan (depending on eligibility).

Eligible Welsh students can apply for statutory student support while they study and students studying a PGCE leading to QTS are eligible for the same level of support as undergraduates on a first degree.

Full time students studying in academic year 2025/26 may be eligible for a Tuition Fee Loan of up to £9,535 if studying in the UK and living costs support of up to £15,415 (studying away from home, in London), made up of a grant and maintenance loan. Part time students may be eligible for a Tuition Fee Loan of up to £2,625 if studying in Wales and living costs support, as a mixture of grant and loan, based on course intensity and household income.

The support offered to eligible part-time students (since 2018/19) is, on a prorated basis, similar to that for eligible full-time students. Providing parity of support across full and part time study provides an opportunity to tackle some of those inequalities in social mobility, employment outcomes, access to the professions, diversity in academia and genuine life-long learning.

However, courses undertaken as part of an employment based teacher training scheme are not designated courses for statutory student support.

The ongoing marketing of student finance is delivered by the Student Loan Company via the Student Finance Wales service on behalf of the Welsh Government. Through this service we promote the financial support that is available to Welsh domiciled Full-time undergraduates, Part-time undergraduates and Postgraduates. Student Finance Wales communication campaigns are delivered at key stages throughout the year to highlight the Welsh student finance offer of grants and loans. This ensures prospective students have information as early as possible to make an informed decision.

## 5.5 Teacher Planning and Supply Model: Forecasting demand for new teachers

The Welsh Government has a key role in strategically managing teacher supply for maintained schools in Wales by forecasting demand for newly qualified teachers (and therefore ITE recruitment requirements) through the setting of 'desired stock' levels nationally. Like England and Scotland, Wales models its ITE recruitment requirements annually based on the analysis of data contained in a Teacher Planning and Supply Model (TPSM). More information on the TPSM can be found at the following webpage [Initial teacher education recruitment process | GOV.WALES](#).

The model utilises the most current pupil projections and actual pupil teacher ratios to project the number of required teachers (taking into account leavers from the profession) and generates two desired stock figures to differentiate between the needs of the primary and secondary school sectors nationally for forthcoming years. The national desired stock levels are [notified to the EWC](#) who hold responsibility for the allocation of these high-level figures by phase, subject and level of study as part of their accreditation functions (Education Workforce Council (Accreditation of Initial Teacher Training) (Additional Functions) (Wales) (Amendment) Order 2017). As per the annual recruitment cycle the ITE Partnerships have been [notified of their allocations for AY2025/26](#).

The TPSM does not include separate a Welsh-medium desired stock level due to the relatively small numbers of places available overall. To support the growth in Welsh-medium education and the delivery of our Welsh in education workforce plan, the Welsh Government maintains our requirement that partnerships should continue to work towards ensuring that 30% of recruitment to all ITE programmes should be student teachers learning to teach through the medium of Welsh.

The 30% requirement is one of a range of actions Welsh Government has taken to support recruitment to the Welsh-medium sector however this should be considered not only as a desired recruitment outcome for our ITE partnerships but a marker for the whole of the education sector. All those involved in education play a role to ensure a sufficient supply of Welsh-medium applicants willing and able to enter ITE for this recruitment requirement to be met by our ITE partnerships.

Welsh Government continues in its commitment to an Anti-racist Wales and the implementation of our Black, Asian and Minority Ethnic recruitment plan (first published October 2021). The marker for Black, Asian and Minority Ethnic remains at 5% and we continue to use as an indicator for the whole education sector when evaluating the success of strategies employed by all organisations, including each ITE partnership, who are committed to increase applications from these students and offer support during the application process.

## 5.6 Full time ITE Programmes

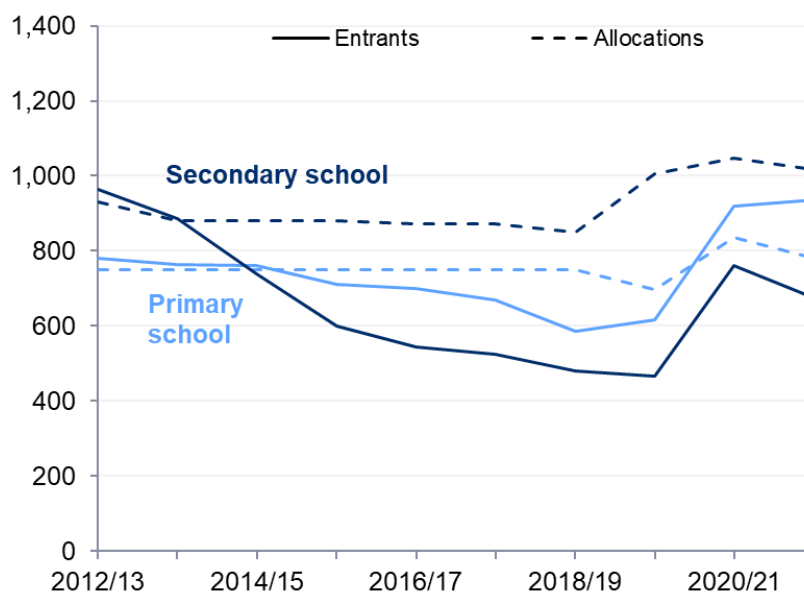
A large increase in recruitment to ITE programmes was seen in AY2020/21 and has been connected to the COVID-19 pandemic. This increase in applications and acceptances into ITE programmes was seen in both England and Wales' ITE sectors. Recruitment levels have since dropped but remain above the level seen in AY2019/20 in Wales.

- **HESA Student Record Data**

The following data was published in a [statistical bulletin](#) by the Welsh Government in May 2023 and is based on analysis of the Higher Education Statistics Agency (HESA) Student Record. The latest available data is for the 2021/22 academic year. HESA significantly restructured the data for 2022/23 which 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 has been delayed and it has not been possible to provide an update in this evidence.

### **Entrants and intake allocations to ITE courses in Wales, 2012/13 to 2021/22**

Source: HESA Student record, Education Workforce Council (EWC) and Welsh



Government

## School level and degree type of entrants onto ITE courses in Wales, against allocations, 2016/17 to 2021/22

	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>
<u>Primary School</u>						
PGCE	425	430	375	420	635	645
Other Degree	270	245	210	190	285	295
Primary School Enrolments	700	670	585	615	920	935
Primary School Allocation	750	750	750	696	836	779
<u>Secondary school</u>						
Secondary School Enrolments	545	525	480	465	760	675
Secondary School Allocation	871	871	851	1,006	1,048	1,016
<b>Total Enrolments</b>	1,245	1,200	1,065	1,080	1,680	1,610
<b>Total Allocation</b>	1,621	1,621	1,601	1,702	1,884	1,795

Source: HESA Student record, Education Workforce Council (EWC) and Welsh Government [\[View the data\]](#)

The allocation for primary courses was 779, and 935 students enrolled. The allocation for secondary courses was 1,016, but only 675 students enrolled. There was an 11% drop in secondary school ITE entrants in 2021/22 compared to 2020/21. Secondary intake was only at 66% of the allocation level in 2021/22. There was a 2% increase in primary school ITE entrants compared to 2020/21. For 2021/22, primary intake was at 120% of the allocation level.

### 5.7 Part time PGCE and Salaried PGCE

The 'alternative' ITE routes have been available since academic year 2020/21 and represent Welsh Government's efforts to ensure that all student teachers, regardless of ITE route taken, receive high quality ITE; that all routes into teaching are intellectually challenging and rigorously practical with the quality assurance of accreditation, as well as meeting the statutory requirements for award of QTS and the profession status of School Teacher.

These routes are intended to:

- ensure that all student teachers, regardless of ITE route taken, receive a high quality ITE experience that prepares them for the teaching profession,
- widen participation of those groups currently underrepresented in Wales' teaching workforce,
- address proven shortage areas,
- provide career pathways for aligned professions including Youth Workers and Learning Support Workers,
- aid those changing their career from outside of education.

Research conducted by the Open University ITE Partnership on their student teachers to date shows that this is a unique cohort, unable to access 'traditional' full-time ITE Programmes, and are therefore additional teachers for the workforce.



There have been three expansions of the subject specialisms under the alternative ITE routes since their initial implementation, reflecting the demand from both aspiring teachers and schools:

- AY2021/22: English, English with Drama and English with Media studies
- AY2023/24: Design & Technology and Computing (as committed under the Welsh in education workforce plan and the Anti-racist Wales action plan)
- AY2025/26: Modern Foreign Languages

The subjects available under both the Part-time PGCE and Salaried PGCE are:

- English
- English with Drama
- English with Media Studies
- Maths
- Primary
- Science (Biology/Chemistry/Physics)
- Welsh
- Design & Technology
- ICT / Computing

New from AY2025/26:

- Modern Foreign Languages

Welsh Government and the Open University ITE Partnership maintain a watching brief on demand from applicants and schools. Where sustained demand can be evidenced in future for further expansion of subjects this will be explored.

Student finance continues to be available to student teachers studying the Part-time PGCE and Welsh Government continues to be committed to supporting the student teachers and their employing schools on the [Salaried PGCE](#) via grant funding. Recent changes to the grant funding for schools now mean more schools can access this funding and in some cases at a higher rate; these changes come into effect from AY2025/26.

The level of salary contribution for Salaried PGCE students is reviewed every year to support our recruitment priorities as well as student teachers demand for placements.

### **PGCE entrants in the Open University by route, 2020/21 to 2021/22**

	<u>2020/21</u>	<u>2021/22</u>
Salaried route enrolments	60	70
Part time route enrolments	85	90
<u>Total</u>	140	160

Source: HESA Student record

## 5.8 Diversifying the workforce including Black, Asian and Minority Ethnic Recruitment

The Part-time and Salaried PGCE are intended to support those wishing to enter the teaching profession who would not otherwise be able to access 'traditional' ITE programmes. Welsh Government and our delivery partner, the Open University, continue to monitor the diversity data of our student teachers to ensure we are meeting our aims.

The new ITE routes are a small part of our work to diversify the teaching workforce more broadly; however, in terms of Black, Asian, and minority ethnic teachers, specifically attracting more teachers from ethnic minority communities requires concerted actions across the whole education sector, by a wide range of organisations, over a period of several years.

On 22 October 2021 we published our [ITE Black, Asian and Minority Ethnic recruitment plan](#) which focuses on what can be done to support increasing recruitment onto ITE programmes as part of the wider work in education under the Welsh Government's [An Anti-Racist Wales - Race Equality Action Plan](#). Our ITE plan was updated in 2022 to reflect the work achieved to date and the Welsh Government is currently working with stakeholders, including our ITE community mentors, to develop the second phase of the plan for publication in summer 2025.

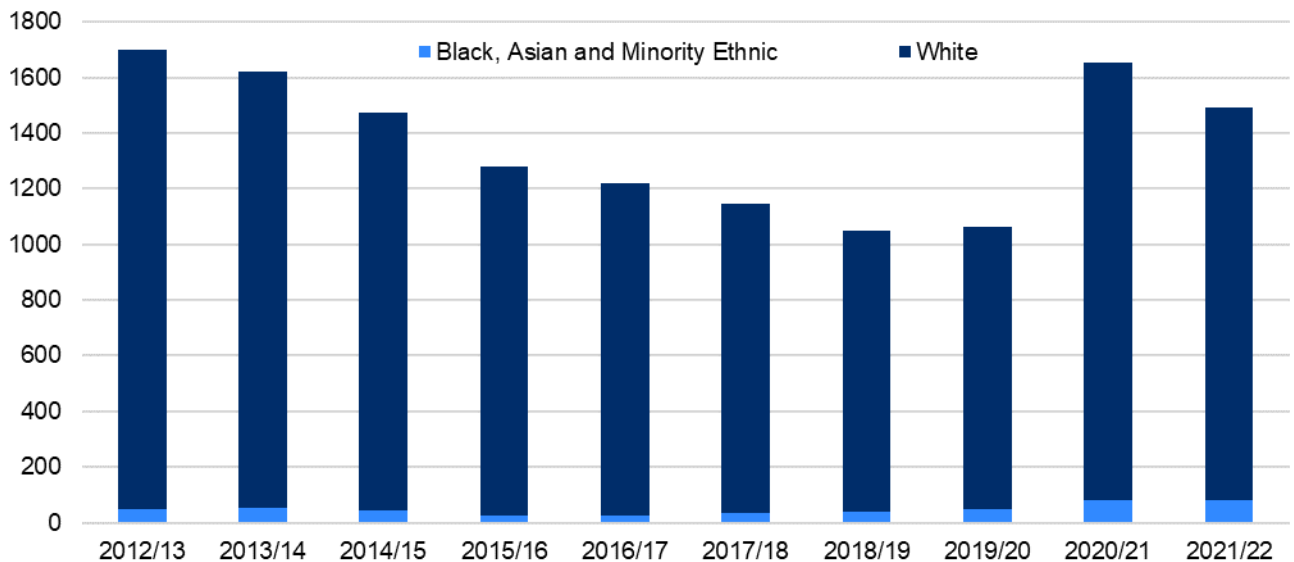
Since publication of our plan in 2021 we have:

- Provided ongoing funding to support ITE partnerships in meeting targets within their individual recruitment plans. This includes use of ITE community mentors where ITE Partnerships chose to use them along with student support, before and during the application process along with support throughout their ITE programme.
- Established a ITE Diversity Stakeholder working group which meets twice a year to provide support and challenge to ITE Partnerships and identifies best practice to encourage and support more people from ethnic minority backgrounds to become teachers.
- Worked with EWC to develop their offer via Educators Wales. EWC have:
  - a Recruitment and Support Officer dedicated to promotion of careers in education with Black, Asian and minority ethnic communities,
  - undertaken outreach work in diverse communities across Wales and via youth organisations with specific provision for young people from minority ethnic backgrounds,
  - undertaken community activity which feeds into PGCE open evenings in collaboration with ITE partnerships specifically for individuals from Black, Asian and minority ethnic backgrounds,
  - attended larger scale events to promote teaching as a profession including Eid in the Park, Maindee festival, careers fairs in Mosques and other religious places of worship and Cardiff Mela.

- Established application and interview workshops for students from ethnic minority backgrounds to support them when applying for ITE programmes
- Introduced the Minority Ethnic ITE incentive scheme available to eligible student teachers from September 2022.
- Worked with the Open University Partnership to expand the range of subject on offer under the ‘alternative’ ITE routes.

The actions in the plan are in addition to the duty placed on the public sector via the Equality Act 2010 (referred to as the public sector equality duty), including HEIs, to have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not. The ITE plan feeds into the work taking place across Wales with the Anti-racist Wales Action Plan (ArWAP).

### Ethnicity of entrants onto ITE courses in Wales, 2021/22



Source: HESA Student record [\[View the data\]](#)

80 students from Black, Asian and Minority Ethnic backgrounds started training to be a teacher in Wales in 2021/22 compared to 1,410 students from a White background.

5% of new ITE students in Wales whose ethnicity was known were from a Black, Asian or Minority Ethnic group in 2021/22, the same as in 2020/21

Black, Asian and Minority Ethnic ethnicities have been grouped due to the small population, which includes ‘Asian or Asian British’, ‘Black or Black British’, ‘Chinese’, ‘Mixed’ and ‘Other’ ethnicities.

## 5.9 Welsh-medium Initial Teacher Education

In May 2022 the Welsh Government published the Welsh in Education Workforce Plan. This is a 10-year plan for developing the Welsh language workforce in schools to realise our vision in Cymraeg 2050. With regards to ITE provision, since the publication of the plan the Welsh Government has:

- Worked with the Open University Partnership to expand the range of subjects on offer under the 'alternative' ITE routes
- Increased the salary grant contribution for schools supporting student teachers on the Salaried PGCE studying through the medium of Welsh or Welsh as a subject
- Revised GCSE or equivalent requirements for entry onto ITE programmes
- Continued to deliver the Iaith Athrawon Yfory ITE incentive scheme
- Revised the Criteria for accreditation of ITE programmes in Wales to:
  - Include a clear definition for the minimum requirement for Welsh-medium ITE provision
  - Require ITE Partnerships to develop and implement strategic plans for the develop and growth of Welsh-medium ITE
  - Formalised the requirements for implementing and moderating the Welsh language competency framework for education practitioners
  - Offer one placement in a Welsh-medium school to all Welsh-speaking students

Welsh Government has also introduced a £5,000 Welsh in education teacher retention bursary for teachers who have been awarded Qualified Teacher Status (QTS) from August 2020 onwards, and who have completed 3 years of teaching in a Welsh-medium secondary or middle school or through the medium of Welsh in a bilingual secondary or middle school or teaching Welsh as a subject in any maintained secondary or middle school, in Wales and continue to be employed in their fourth year of teaching. Individuals who apply for the bursary will be tracked to see if the bursary has a bearing on whether they remain in the profession.

Further information on marketing ITE to attract more Welsh-medium teachers into the profession can be found under the Promoting teaching as a career section above.

Student teachers can enrol on ITE Programmes that prepare them to teach Welsh as a subject (secondary) or through the medium of Welsh. Welsh speakers may go on to teach through the medium of Welsh whether or not their course was designed for that. The Iaith Athrawon Yfory Incentive scheme is designed to encourage Welsh student teachers to undertake ITE Programmes that specifically prepare them to teach Welsh or subjects through the medium of Welsh in secondary schools.

The [Professional Standards for Teaching and Leadership](#) have mainstreamed Welsh language development into all new ITE programmes and into the career-long

reflection and development of the skills, knowledge and understanding that are characteristic of a highly-skilled profession. These professional expectations include a commitment to the incremental development of Welsh language skills throughout a teacher's career based on the language competency framework for education practitioners. Coleg Cymraeg Cenedlaethol continues to be funded by Welsh Government to manage the moderation of the language skills competency framework across ITE partnerships.

Coleg Cymraeg Cenedlaethol's main function of increasing Welsh-medium undergraduates should create a 'pipeline' of Welsh speaking students to progress to ITE to teach through the medium of Welsh. This function is further supported by funding to manage the delivery of actions to increase the number of learners who study Welsh as a subject at A Level. This includes working with schools to improve the promotion of Welsh as a subject, funding HEIs to develop undergraduate modules to give students the experience of being in a classroom to increase the pool of future ITE students and mentoring programmes for undergraduates to support learners.

### Entrants onto ITE courses in Wales by course language and school level, 2016/17 to 2021/22

	School Level	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
<u>Training to teach in Welsh</u>	Primary School	150	145	110	95	145	190	210
	Secondary school	95	90	100	75	90	145	110
	All	245	235	210	175	235	335	325
<u>Not training to teach in Welsh</u>	All	1,065	1,010	990	890	840	1,345	1,290

Source: HESA Student record [\[View the data\]](#)

Between 2016/17 and 2021/22, the number of entrants training to teach in Welsh at primary school level was at its highest in 2021/22, where 210 students were training to teach in Welsh. The number of entrants training to teach in Welsh at secondary school level was lower in 2021/22 than in 2020/21, but higher than every other year since 2016/17.

### Self-reported Welsh speaking ability of entrants onto ITE courses in Wales by ability to teach in Welsh, 2021/22

	Able to speak Welsh fluently	Unable to speak Welsh Fluently <sup>(a)</sup>	All
Training to teach in Welsh	265	45	325
Not training to teach in Welsh	120	1,000	1,290
All	390	1,045	1,610

Source: HESA Student record [\[View the data\]](#)

(a) 'Unable to speak Welsh fluently' includes students that speak Welsh but do not consider themselves fluent. Those with unknown Welsh ability are included in totals.

Of the 390 ITE entrants in 2021/22 who reported that they were able to speak Welsh fluently, 265 were training to teach in Welsh.

	2018/19	2019/20	2020/21	2021/22
<b>Priority subjects</b>	<b>195</b>	<b>160</b>	<b>305</b>	<b>255</b>
Total Science	85	60	135	100
Biology	30	20	50	50
Chemistry	25	20	45	20
Physics	20	10	35	20
General Science	10	5	5	10
Mathematics	60	40	80	75
Welsh	15	20	35	35
Modern Languages	20	30	35	30
IT	15	10	25	15
<b>Non-Priority Subjects</b>	<b>285</b>	<b>305</b>	<b>455</b>	<b>420</b>
Art	15	15	30	25
Business	5	5	10	15
DT	40	20	35	30
Drama	15	25	30	30
English	40	60	100	105
Geography	15	35	30	30
History	50	55	75	80
Music	10	10	30	15
PE	65	60	80	65
RE	25	20	30	20
<b>Total Secondary School</b>	<b>480</b>	<b>465</b>	<b>760</b>	<b>675</b>

The

number of entrants who said that they could speak Welsh fluently in 2021/22 was higher than it has been since 2016/17. Of those who spoke Welsh fluently, 265 (69%) started courses training them to teach in Welsh.

## 5.10 Secondary Subject Initial Teacher Education

### Subject of first years on secondary school ITE courses in Wales, 2018/19 to 2021/22

Source: HESA Student record

All numbers have been rounded to the nearest 5

Subjects are measured in full person equivalents

## Subject of entrants onto secondary school ITE courses in Wales by ability to teach in Welsh, 2021/22

	Not training to teach in Welsh	Training to teach in Welsh
<b>Priority subjects</b>	<b>200</b>	<b>60</b>
Total Science	90	10
Biology	50	0
Chemistry	15	0
Physics	15	5
General Science	5	5
Mathematics	70	5
Welsh	0	35
Modern Languages	20	15
IT	15	0
<b>Non-priority subjects</b>	<b>365</b>	<b>55</b>
Art	20	0
Business	15	0
DT	25	10
Drama	25	5
English	100	5
Geography	25	5
History	70	10
Music	10	0
PE	55	10
RE	20	0
<b>Total Secondary School</b>	<b>565</b>	<b>110</b>

Source: HESA Student record [\[View the data\]](#)

60 entrants for priority subjects were training to teach in Welsh, and 35 of these were training to teach Welsh as a subject. 55 entrants were training to teach non-priority subjects in Welsh.

### 5.11 ITE Incentives Schemes

Welsh Government's incentive schemes work as a suite and are a part of the promotion of careers initiatives for teaching in Wales more broadly. Incentives can be claimed in addition to the Student Finance offer in Wales for both full and part-time ITE students. Employment based student teachers are not eligible for incentives under current legislation and receive separate Welsh Government grant funding for their ITE programme and salaries.

Student teachers can access all Welsh Government's ITE incentive schemes if they meet the eligibility criteria for each scheme.

The following incentives schemes are available:

- [The Priority subject ITE incentive scheme](#)
- [The Iaith Athrawon Yfory incentive scheme](#)
- [The Ethnic Minority ITE incentive scheme](#)

The Priority Subject incentive scheme awards eligible postgraduate student teachers, studying the following subjects, £15,000:

- Biology
- Chemistry
- Design & technology
- ICT
- Mathematics
- Modern Foreign Languages
- Physics
- Welsh

This incentive is paid in three instalments; after completion of their first term, on award of qualified teacher status (QTS) and after successful completion of their statutory induction period.

The Iaith Athrawon Yfory incentive scheme awards £5,000 to eligible postgraduate secondary students in two instalments. One on award of QTS and the second on successful completion of induction in a Welsh-medium or bilingual secondary school, or on successful completion of induction teaching Welsh in any secondary setting.

The Ethnic Minority ITE incentive scheme awards £5,000 to eligible postgraduate students in two instalments: first on award of QTS and the second on successful completion of induction in a maintained setting in Wales.

All Welsh Government's ITE incentives are intended as a recruitment intervention to proportionally address immediate, identifiable market failures (such as the 'priority subjects' including STEM subjects, Welsh medium, and Minority Ethnic teachers) in the teaching workforce to support specific, targeted recruitment into ITE.

All Welsh Government's incentives schemes are kept under annual review; within the finite resources that are available to encourage and support individuals to commit to training to teach, difficult decisions must be reached when funding is allocated and structured.

The marketing of all the incentives as a strand of recruitment activity is included under the Teach in Wales marketing campaign.

## **5.12 Statutory Entry Requirements for Initial Teacher Education**



Teaching in Wales remains a graduate profession and the requirement to hold a degree with the award of QTS has not changed.

As a minimum candidates must hold:

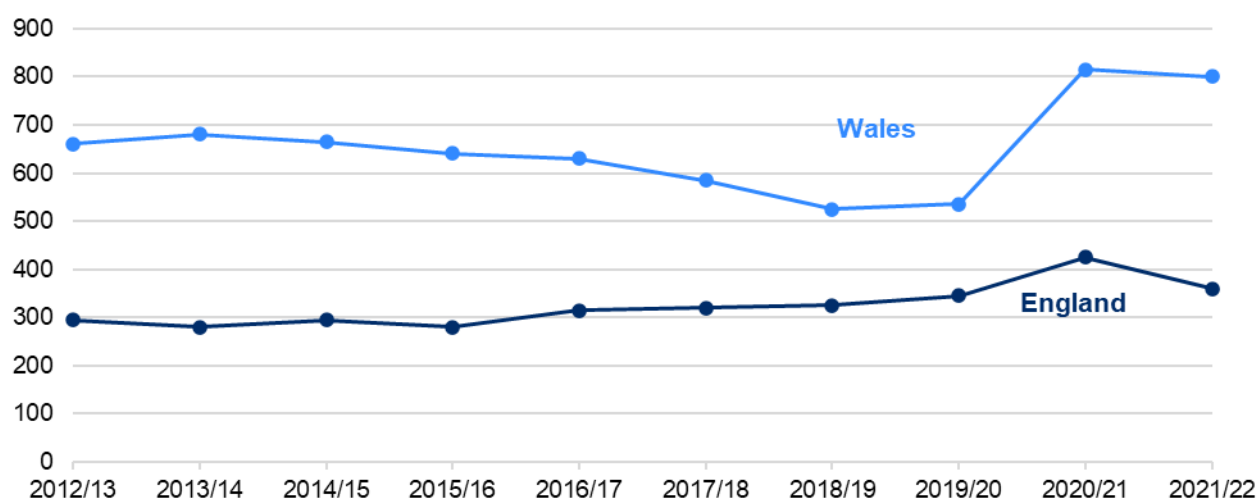
- a standard equivalent to GCSE Grade C or above in mathematics or Mathematics-Numeracy
- a standard equivalent to GCSE Grade C or above in either English Language or Welsh Language
- a standard equivalent to GCSE Grade C or above in a science subject, if you want to teach in primary school (learners aged 4 to 11)
- a degree with at least 50% relevance to the subject you want to teach to become a secondary school teacher (learners aged 12 to 16)

ITE providers can also add their own entry requirements which may exceed those detailed above.

### 5.13 Student teachers from Wales studying elsewhere in the UK

While other UK nations may not teach the Welsh Curriculum, ITE students who gain QTS may still return to Wales to commence statutory induction when they start teaching. [Information on destinations of ITE students](#) suggests that many return to their home country to start teaching.

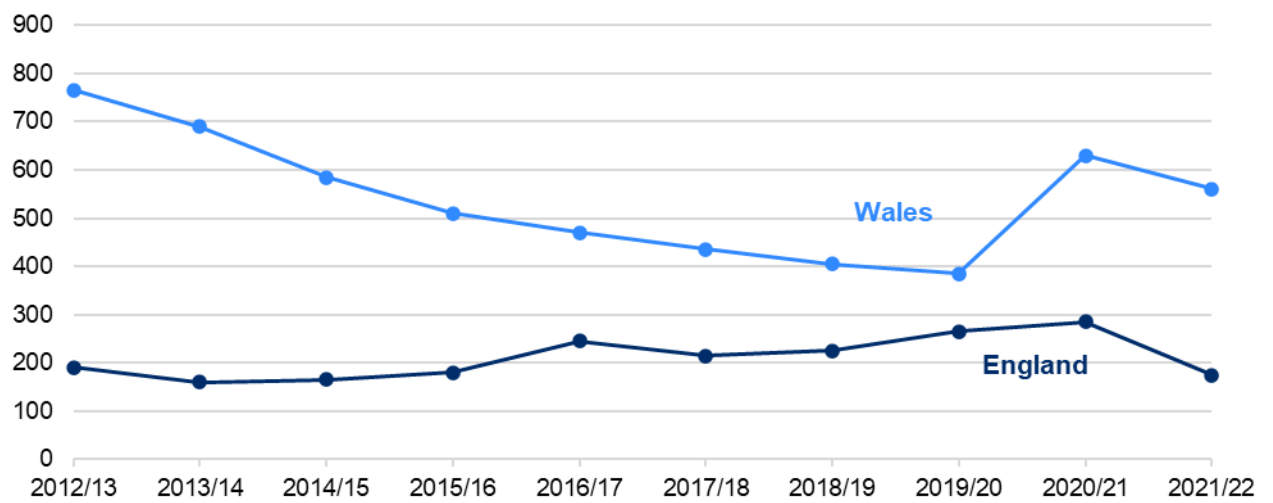
**Chart 14: Entrants from Wales on primary level ITE courses in the UK by country of study, 2012/13 to 2021/22**



Source: HESA Student record [\[View the data\]](#)

The number of students from Wales choosing to study ITE at primary level in Wales decreased in 2021/22 following a peak in 2020/21 but it was still higher in 2021/22 than it was for every year between 2012/13 and 2019/20. The number of students from Wales choosing to study in England also peaked in 2020/21, and in 2021/22 returned to a similar level 2019/20

**Chart 15: Entrants from Wales on secondary level ITE courses in the UK by country of study, 2012/13 to 2021/22**



Source: HESA Student record [View the data](#)

The number of students from Wales choosing to study ITE at secondary level in Wales decreased in 2021/22 following an increase in 2020/21 but was still higher in 2021/22 than it was for every year between 2015/16 and 2019/20. The number of students from Wales choosing to study in England peaked in 2020/21, and in 2021/22, dropped to the lowest levels since 2015/16.

## Chapter 6: Teachers' pay – comparative levels and the implementation of recent reforms

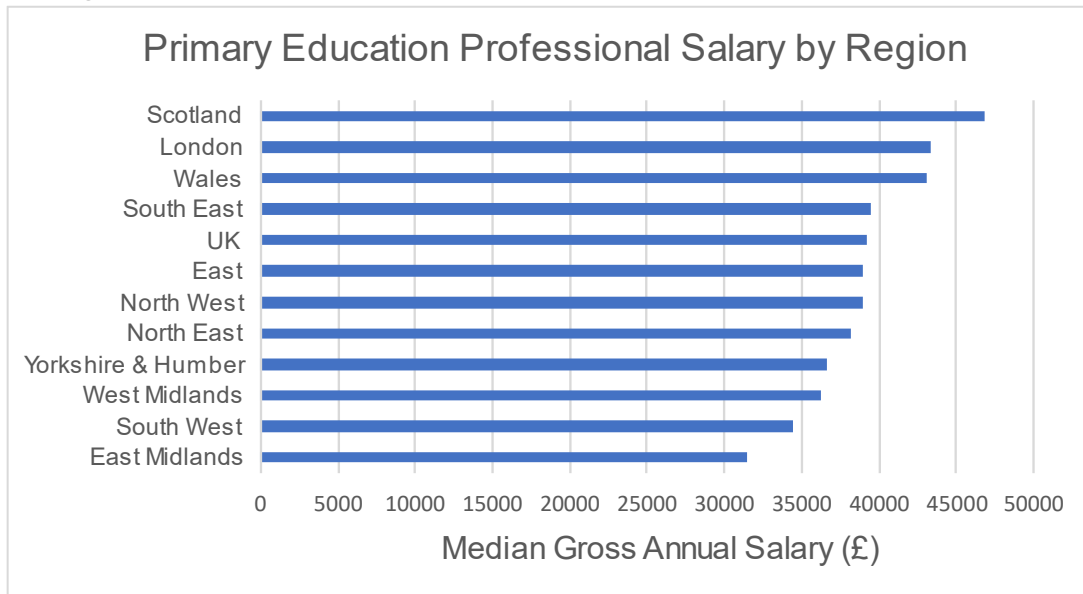
### 6.1 No detriment for teachers in Wales in comparison to those in England

The Welsh Government has publicly stated that following devolution of pay and conditions to Wales, teachers and school leaders in Wales will suffer 'no detriment' in comparison to those in England. **Teacher salary levels should not be less in Wales than they are in England.** Currently we are able to provide higher salaries and allowances in Wales than in England (excluding London weighting), i.e.

- Teacher salaries in Wales are at least 1.75% higher than for comparable teacher salaries in England;
- Whilst direct comparisons are not straight forward 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;
- Main pay scale is only 5 scale points in Wales rather than 6 in England so new teachers typically reach the scale max in 4 years rather than 5 years in England.

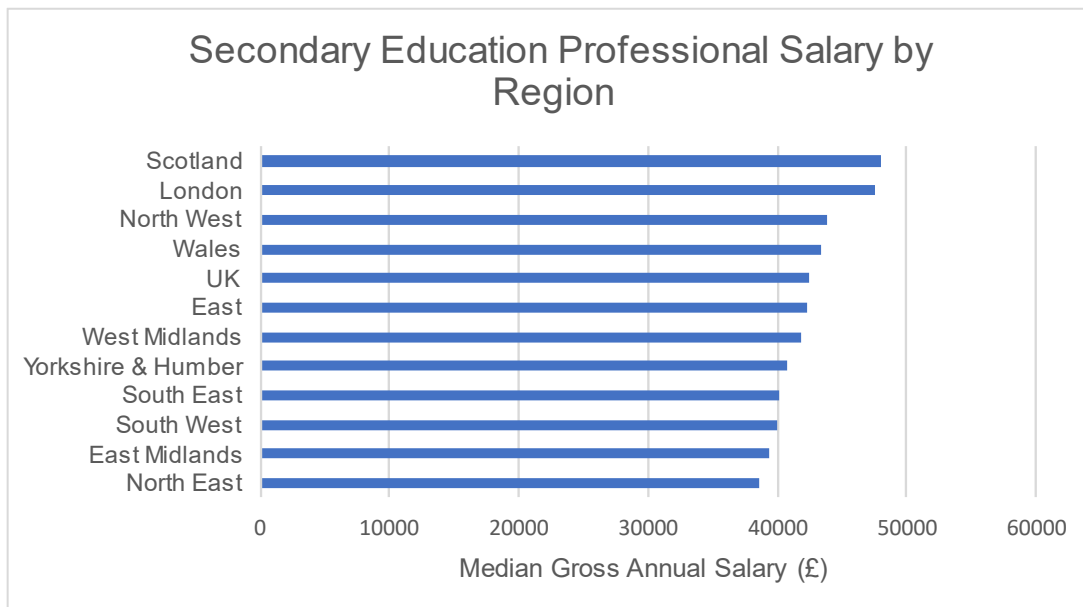
To support the IWPRB's considerations, Charts 16 and 17 show median pay of teachers in nursery and primary schools and secondary schools (respectively) by UK region in 2024 – derived using data from the Annual Survey of Hours and Earnings (ASHE). Median Welsh classroom teacher pay ranks second for nursery and primary school teachers and second for secondary school teachers in the UK regions. Full time classroom teachers were included in the averages while teachers in leadership positions were excluded. Full time teachers only were included, as the percentage of part-time teachers varied by region and no equivalent of fulltime equivalents (FTE) was available to standardise part-time counts.

**Chart 16: Median annual pay of full time nursery and primary school classroom teachers in UK regions, 2024 (provisional)**



Source: Annual Survey of Hours and earnings (ASHE) (2024, provisional)

**Chart 17: Median annual pay of full time secondary school classroom teachers in UK regions, 2024 (provisional)**



Source: Annual Survey of Hours and earnings (ASHE) (2024, provisional)

## 6.2 Classroom teacher salaries and salaries of school leaders

Data on salaries and allowances for teachers in Wales has been derived from the School Workforce Annual Census (SWAC) pay, HR and absences return submitted by all local authorities and schools which have opted-out of payroll and/or HR service level agreements with their local authorities. Records from this return were linked to the SWAC School return to provide the breakdown by school sector (i.e. primary, secondary etc.). Where no corresponding record was identified in the SWAC School return their sector has been recorded as 'Other'. All data were collected as at November 2023 and relate to academic year 2023/24 unless stated otherwise.

In 2023/24, the salary ranges were:

- Unqualified teachers: £20,674 – £32,696;
- Classroom teachers: £30,742 - £47,340;
- Leading practitioners: £48,248 - £73,347; and
- Leadership: £48,012 - £133,350.

Tables 25 and 26 show the average full-time equivalent salary of teachers by sector and post.

At November 2023, the mean salary for all teachers (excluding allowances) was £47,961, a 9.0% increase on November 2022. This increase is greater than the teachers' pay increase awarded for 2023 due to the timing of the implementation of the 2022 pay award which was agreed after the census date for the SWAC collection. Therefore, average salary figures for 2022 did not fully reflect the teachers' pay award.

At November 2023, the mean salary for unqualified and classroom teachers was highest in pupil referral units (£32,696 and £45,508 respectively) while mean leadership salary was highest in special (£78,178) and secondary schools (£76,696).

**Table 25: Average (mean) full-time equivalent teacher salary by sector, 2023/24**

Sector	Unqualified teacher	Classroom teacher	Leading practitioner	Leadership (a)	All teachers
Nursery	.	£45,332	.	£67,877	£49,900
Primary	£24,900	£44,086	*	£65,724	£48,222
Middle	£27,158	£43,842	*	£71,476	£47,360
Secondary	£28,820	£44,485	£60,393	£76,696	£47,476
Special	£30,812	£43,268	*	£78,178	£48,454
PRU	£32,696	£45,508	*	£63,995	£47,918
Other	£30,232	£43,264	*	£70,716	£43,328
All	£28,542	£44,189	£59,583	£69,548	£47,691

(a) Includes Assistant head teacher, Deputy head teacher, Acting head teacher, Head teacher and Executive head teacher.

. Data item not applicable

\* Headcount is greater than zero but less than 5

Source: SWAC HR (Welsh Government)

**Table 26: Average (median) full-time equivalent teacher salary by sector, 2023/24**

Sector	Unqualified teacher	Classroom teacher	Leading practitioner	Leadership (a)	All teachers
Nursery	.	£47,340	.	£63,602	£47,340
Primary	£23,078	£47,340	*	£64,540	£47,340
Middle	£27,885	£47,340	*	£66,148	£47,340
Secondary	£31,139	£47,340	£61,547	£71,195	£47,340
Special	£32,696	£47,340	*	£74,796	£47,340
PRU	£32,696	£47,340	*	£61,547	£47,340
Other	£32,696	£47,340	*	£70,397	£47,340
All	£32,696	£47,340	£60,287	£66,148	£47,340

Source: SWAC HR (Welsh Government)

(a) Includes Assistant head teacher, Deputy head teacher, Acting head teacher, Head teacher and Executive head teacher.

. Data item not applicable

\* Headcount is greater than zero but less than 5

Table 27 shows total full-time equivalence (FTE) of teachers by post and sector. At November 2023, the total FTE of all teachers was 25,010. This represented a decrease increase on November 2022 (25,885). Compared to 2022, there was little change in the distribution of FTE by post.

**Table 27: Total teacher full-time equivalence (FTE) by post and sector, 2023/24**

Sector	Unqualified teacher	Classroom teacher	Leading practitioner	Leadership (a)	All teachers
Nursery	.	20	.	*	25
Primary	55	8,880	*	2,235	11,175
Middle	20	1,425	*	225	1,675
Secondary	125	8,650	25	975	9,775
Special	25	705	*	140	875
PRU	10	160	*	30	200
Other	170	1,050	*	65	1,285
All	405	20,890	40	3,675	25,010

Source: SWAC HR (Welsh Government)

(a) Includes Assistant head teacher, Deputy head teacher, Acting head teacher, Head teacher and Executive head teacher.

\* Headcount is greater than zero but less than 5

. Data item not applicable

### Salaries of school leaders

The leadership pay range covers executive head teachers, head teachers, deputy head teachers and assistant head teachers, for which the 2023/24 salary range was £48,012 to £133,350.

Tables 28 and 29 show average leadership salary by sector and post. At November 2023, the mean FTE salary for teachers on the leadership pay range was £69,548. The mean leadership salary was higher in secondary and special schools (£78,178 and £76,696 respectively) than for other sectors (ranging from £63,995 to £71,476). For head teachers, the mean salary was highest in secondary (£96,979), special (£91,112) and middle schools (£90,470).

**Table 28: Average (mean) full-time equivalent leadership salary, 2023/24**

Sector	Head teacher (a)	Other leadership (b)	Total Leadership
£67,877	.	£67,877	£67,877
£72,373	£59,050	£65,724	£72,373
£97,898	£66,925	£71,476	£97,898
£103,543	£70,589	£76,696	£103,543
£98,219	£71,115	£78,178	£98,219
£69,612	£60,581	£63,995	£69,612
£76,797	£61,669	£70,716	£76,797
£77,689	£64,416	£69,548	£77,689

1. Includes Executive Head teacher
  2. Includes Acting Head teacher, Assistant Head teacher and Deputy head teacher
- . Data item not applicable

Source: SWAC HR (Welsh Government)



**Table 29: Average (median) full-time equivalent leadership salary by sector, 2023/24**

Sector	Head teacher (a)	Other leadership (b)	All Leadership
Nursery	£63,602	.	£63,602
Primary	£72,263	£58,488	£64,540
Middle	£97,923	£64,540	£66,148
Secondary	£105,390	£69,598	£71,195
Special	£97,923	£67,794	£74,796
PRU	£66,148	£59,239	£61,547
Other	£74,796	£59,990	£70,397
All	£74,796	£62,966	£66,148

1. Includes Executive Head teacher
  2. Includes Acting Head teacher, Assistant Head teacher and Deputy head teacher
- . Data item not applicable

Source: SWAC HR (Welsh Government)

Table 30 shows total full-time equivalence numbers of leadership teachers by post and sector. At November 2023, the total FTE of teachers in leadership was 3,675. This is a slight decrease on November 2022 (3,800). Compared to 2021, the total FTE of head teachers has from 1,390 to 1,420.

**Table 30: Total leadership full-time equivalence (FTE) by post and sector, 2022 (Wales)**

Sector	Head teacher (a)	Other leadership (b)	Total Leadership
Nursery	*	.	*
Primary	1,120	1,115	2,235
Middle	35	190	225
Secondary	180	790	975
Special	35	105	140
PRU	10	20	30
Other	30	35	65
All	1,420	2,255	3,675

(a) Includes Executive Head teacher and Head teachers

(b) Includes Acting Head teacher, Assistant Head teacher and Deputy head teacher

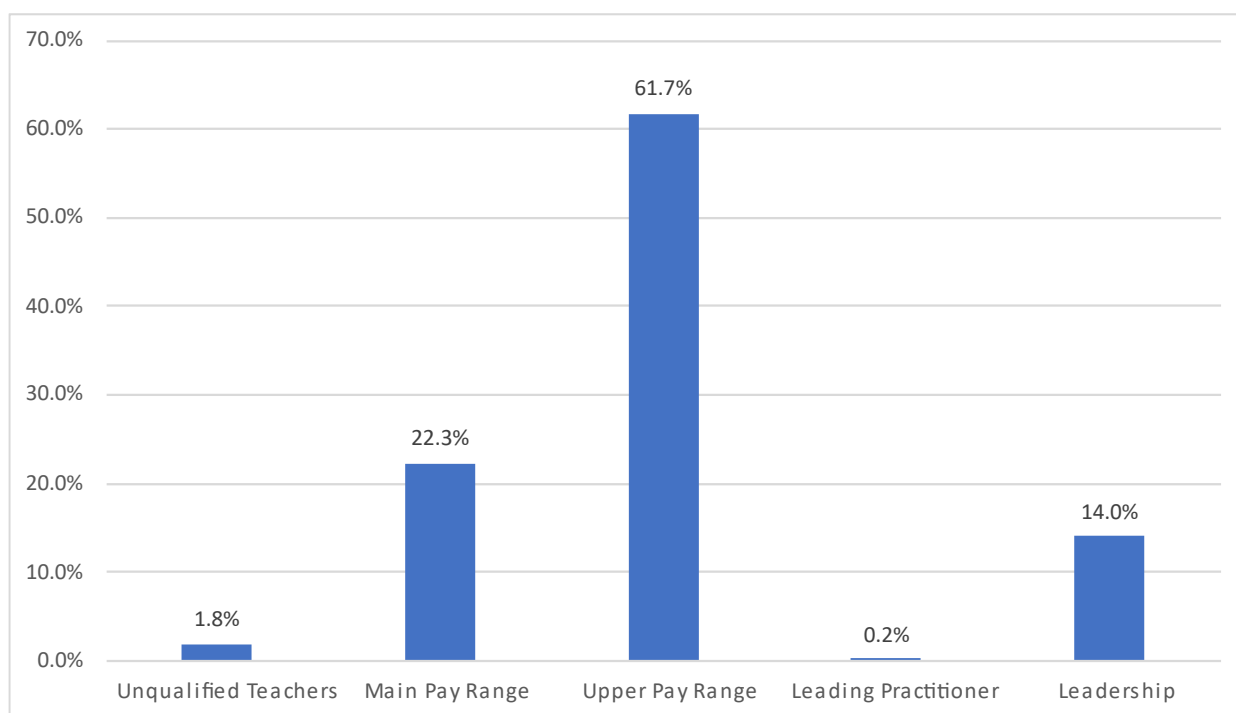
. Data item not applicable

Source: SWAC HR (Welsh Government)

### **Distribution of teachers across pay ranges**

At November 2023, the majority of teachers were paid on the upper pay range (61.7%) followed by the main pay range (22.3%). A smaller proportion of teachers were paid on the unqualified teacher (1.8%), leading practitioner (0.2%) and leadership pay ranges (14.0%).

**Chart 18 - Percentage of teachers in Wales on each pay range, based on headcount (2022)**



Source: SWAC HR (Welsh Government)

Within the classroom teacher category, 27.2% were paid on the main pay range while 72.8% were paid on the upper pay range. The largest proportion of teachers were paid on the maximum of the upper pay range (56.7%). The proportion of classroom teachers paid on the maximum of the upper pay range ranged from 53.3% in primary schools to 60.9% in secondary schools.

**Table 31: Distribution of teachers on the main and upper teacher pay range by indicative spine points, 2023/24**

Spine Points	%
<b>Main Pay range</b>	
M2 (minimum)	3.9%
M3	5.8%
M4	5.0%
M5	5.4%
M6 (maximum)	7.0%
<b>Total on main pay range</b>	<b>27.2%</b>
<b>Upper Pay range</b>	
U1 (minimum)	7.5%
U2	7.6%

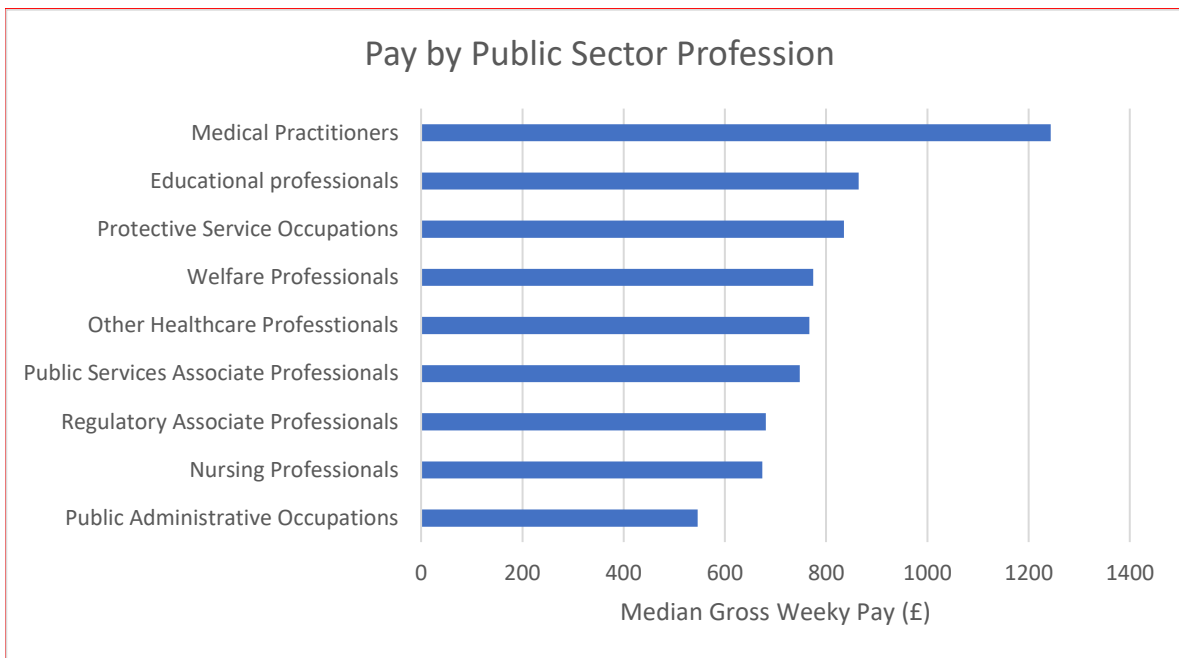
U3 (maximum)	56.7%
<b>Total on upper pay range</b>	<b>72.8%</b>

Source: SWAC HR (Welsh Government)

### 6.3 Teaching professionals pay compared to other professions

Chart 19 compares the median gross weekly pay of jobs considered to be graduate professions that are typically public sector. Weekly pay has been used as more categories were available than for annual pay, and figures are for full-time and part-time workers from both the private and public sector.

**Chart 19 - Median gross weekly pay of education, medical, social and public services professionals in Wales, 2023 (provisional)**



Source: Annual Survey of Hours and earnings (ASHE) (2023, provisional)

(a) Includes professionals from schools, colleges and further education)

### 6.4 Use of allowances

#### Teaching and Learning Responsibility (TLR)

Teaching and learning responsibility (TLR) payments are paid to classroom teachers for undertaking a sustained additional responsibility. TLR1 values for 2022/23 ranged from

£9,436 to £15,965; TLR2 ranged from £3,271 to £7,986; and TLR3 ranged from £650 to £3,225. These payments recognise the sustained additional responsibility the recipient holds and can account for a significant proportion of a teacher's pay.

The current STPC(W)D states that the salary and any allowances, except for TLR3s, of a part-time teacher must be determined in accordance with the pro rata principle, at the same proportion of the duties they are undertaking. Where a part-time teacher is undertaking the full duties associated with the allowance, the allowance will be paid in full. TLR1 and TLR2 are allowances, not fixed bonuses and need to be weighted according to role and responsibilities.

Table 32 shows the average TLR payment amount and proportion of teachers receiving that payment by TLR type and sector. Use of TLR payments is higher in secondary schools than in primary schools for each TLR payment type. Across all sectors, the most commonly used TLR payment was TLR2.

**Table 32 – Average (mean) TLR payment amount and proportion (%) of teachers receiving payment by TLR type and sector, year to November 2023 (a)**

	TLR1		TLR2		TLR3	
	Average payment amount	% receiving	Average payment amount	% receiving	Average payment amount	% receiving
Nursery	.	.	£2,668	26.9%	.	.
Primary	£7,622	0.0%	£3,278	14.2%	£1,736	3.5%
Middle	£9,813	6.7%	£4,787	29.3%	£2,057	5.8%
Secondary	£9,878	9.5%	£4,950	34.1%	£2,125	5.7%
Special	£9,398	1.8%	£3,912	15.3%	£2,651	4.2%
PRU	*	*	£4,201	12.5%	*	*
Other	£9,116	3.0%	£3,913	13.8%	£1,994	2.4%
Total schools	£9,826	4.3%	£4,402	22.6%	£1,884	4.4%

(a) All teachers including leadership

Source: SWAC HR (Welsh Government)

Table 33 shows average payment amount for non-TLR allowances and the proportion of teachers (excluding leadership) in receipt of that allowance. A higher proportion of teachers in nursery and primary schools (33%) were in receipt of an Additional Learning

Needs (ALN) allowance compared to secondary schools (2.1%). Across all non-TLR allowance types, the highest mean payment amount was found in the special schools sector.

**Table 33 – Average (mean) non-TLR allowance payment amount and proportion (%) of teachers receiving payment by allowance type and sector, year to November 2023 (a)**

	ALN		Recruitment % Retention		Other (b)	
	Average payment amount	% receiving	Average payment amount	% receiving	Average payment amount	% receiving
Nursery	*	*	.	.	£1,748	19.2%
Primary	£2,815	3.3%	£1,677	0.2%	£1,385	3.8%
Middle	£2,678	1.3%	£793	0.7%	£4,956	1.2%
Secondary	£3,007	2.1%	£2,308	1.2%	£1,653	7.6%
Special	£3,108	78.0%	*	*	£3,723	5.1%
PRU	£2,599	62.0%	*	*	£4,507	5.4%
Other	£3,231	11.7%	£3,607	1.1%	£1,195	27.6%
All schools	£3,044	6.6%	£2,379	0.6%	£1,592	6.5%

(a) Includes unqualified teachers, classroom teachers and leading practitioners

(b) Other allowance includes acting allowance, out of school activities, performance payments to seconded teachers, recruitment incentives, unqualified teachers and other allowances.

. Data item is not applicable

Source: SWAC (Welsh Government)

## Additional Learning Needs

Under the Additional Learning Needs and Education Tribunal (Wales) Act, Governing Bodies of schools and Further Education Institutions in Wales are required to designate a person, or more than one person, to have responsibility for co-ordinating additional learning provision for pupils or students with additional learning needs (ALN). The Act states that this designated person is to be known as an Additional Learning Need Co-ordinator (ALNCo).

The ALNCo role replaced the current non statutory role of Special Educational Needs Co-ordinator (SENCo). It is understood the majority of schools had a SENCo.

In many cases, the ALNCo role will be a non-classroom-based position. There is currently no specific pay scale for ALNCoS in Wales, however, further work is being undertaken to progress the recommendations in relation to ALNCoS from the IWPRB's fifth report to ensure remuneration is fair, transparent and implemented consistently across schools in Wales..

Table 34 shows the percentage of teachers in leadership roles in receipt of non-TLR allowances and the average value of these allowances, split by sector.

**Table 34 - Average (mean) non-TLR allowance payment amount and proportion (%) of leadership receiving payment by sector, year to November 2023 (a)**

	ALN		Recruitment % Retention		Other (b)	
	Average payment amount	% receiving	Average payment amount	% receiving	Average payment amount	% receiving
Nursery	.	.	.	.	*	*
Primary	£2,575	0.3%	£2,670	0.2%	£3,186	6.5%
Middle	.	.	*	*	£7,153	4.4%
Secondary	£4,400	0.6%	*	*	£6,946	6.9%
Special	*	*	*	*	£8,401	10.5%
PRU	*	*	.	.	*	*
Other	*	*	*	*	£5,915	30.4%
All schools	£3,729	0.5%	£4,151	0.3%	£4,827	7.2%

(a) Includes leadership only

(b) Other allowances includes acting allowance, performance payments to seconded teachers, recruitment incentives, residential duties and other allowances.

Source: SWAC (Welsh Government)

## 6.5 Potential cost options

We have set out above that any pay award leading to an increase in the total pay bill needs to be appropriate and affordable. This section should be considered in tandem with advice particularly the financial context detailed in Chapters 2 and 3.

Set out below are the estimated costs of different percentage increases to the total pay bill. These examples are based on scenarios applied evenly across all pay ranges and allowances. Meeting the cost of teachers' pay is part of the core funding provided by local authorities as supported by the local government settlement. All the available funding has been provided up front and not held back for in-year recognition of the 2024/25 teachers' pay deal. Authorities' budget planning will therefore need to accommodate these costs. Whilst it is reasonable for teachers and school leaders to expect a pay award that at least equates to cost of living increases it is also important to consider the potential impact on school budgets.

**Table 35: Summary of cost modelling for 2025/26 teachers' pay award (including costs for teaching years 12 and 13)**

	2025/26:			
	Base cost	1% increase	2% increase	3% increase
Total Pensionable Pay	£1,312,900,115	£1,326,029,117	£1,339,158,118	£1,352,287,119
Pension Contribution costs	£376,539,753	£380,305,151	£384,070,548	£387,835,946
NI contribution costs	£178,178,627	£180,147,977	£182,117,328	£184,086,678
Total cost (including on-costs)	£1,867,618,496	£1,886,482,245	£1,905,345,994	£1,924,209,742
<b>Total increase in cost</b>		<b>£18,863,749</b>	<b>£37,727,498</b>	<b>£56,591,247</b>
<i>% increase</i>		<i>1.0%</i>	<i>2.0%</i>	<i>3.0%</i>

The precise amount of further funding that the UK Government has committed to providing schools to support them with increases to employer contribution rates to the teachers' pensions scheme from April 2025 has not yet been confirmed. We have therefore omitted the accompanying cost increase.