

**TEACHERS, LECTURERS AND SCHOOL LEADERS' PAY CLAIM 2022**

The NASUWT is the largest teachers, lecturers and school leaders' union in Guernsey, and the only union exclusively representing teachers, lecturers and school leaders.

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## SECTION 1

### INTRODUCTION

- 1.1 The NASUWT welcomes the opportunity to make a written submission to the Policy and Resources (P&R) Committee on the matter of teachers, lecturers and school leaders' pay.
- 1.2 The NASUWT was deeply disappointed by the P&R's decision to impose the 2019 pay award, especially as it was subject to a formal dispute.
- 1.3 The NASUWT is appalled that the P&R Committee then decided to impose the 2020 and 2021 pay awards, and make changes to the pay negotiations framework, namely changing the pay uplift date, both without any consultation or negotiation.
- 1.4 This behaviour by the employer is unacceptable and goes against both the content and the spirit of the constitution of the Negotiating Committee for Teachers and Lecturers in Guernsey (NCTLG) and Teachers and Lecturers Joint Council (TLJC). Failure to engage over such fundamental matters leads to mistrust which damages Guernsey's reputation as an employer. It has now been almost four years since the last meaningful negotiations over pay.
- 1.5 It is simply unacceptable to make decisions of this magnitude without any attempt at negotiation and will come as a complete kick in the teeth to Guernsey's teachers, lecturers and school leaders who have worked and continue to work tirelessly throughout the ongoing COVID-19 crisis.
- 1.6 The fact that teachers, lecturers and school leaders have been going above and beyond since the onset of the pandemic, and yet were rewarded for this with not only a real-terms pay cut but also a lower award than virtually all other pay groups is nothing short of disgraceful.
- 1.7 These impositions, pay cuts and refusal to negotiate over key provisions puts the profession in a very serious position which has the clear potential to result in industrial unrest at a critical time in the transformation process.

- 1.8 The 2022 pay award for teachers, lecturers and school leaders should be considered in the context of a changing education landscape and the ongoing impact of the COVID-19 pandemic, during which teachers, lecturers and school leaders have relentlessly been on the frontline ensuring that the island continues to function and providing much more than an education to the children and young people under their care.

## **SECTION 2**

### **EXECUTIVE SUMMARY**

There is overwhelming evidence that teachers, lecturers and school leaders require a significant, above-inflation pay increase in the 2021 pay award:

- teachers, lecturers and school leaders and lecturers have experienced significant real-terms pay cuts totalling nearly 10% since 2007;
- not only has pay fallen in respect of inflation, it has also fallen behind median earnings growth and pay awards given to other States employees;
- the States are able to fund a substantial increase in pay, with substantial revenue surpluses for many years, as well as a forecast £22m revenue surplus in 2021 and a further £20 million revenue surplus in 2022;
- other economic indicators such as unemployment levels, growth forecasts and the housing market all show Guernsey's economy to be in rude health;
- Guernsey is overwhelmingly dependent on the UK for teacher supply; however, the UK is in the midst of a teacher recruitment and retention crisis caused by a combination of poor recruitment, increased teacher wastage and increasing demand. This is making it increasingly hard for Guernsey to recruit, which is exacerbated by real-terms cuts to pay;
- although pay is superficially higher than the UK, the substantially higher cost of living, including house prices higher than every region of the UK and substantially increased costs for basic commodities such as gas, means that pay is actually uncompetitive with the UK. Teacher pay on Jersey is also significantly higher than that on Guernsey;
- the pay of comparable graduate professions is substantially higher than that of teaching, again making teaching unattractive; and

- there are also extant issues around terms and conditions, such as the two-tier workforce which impact on teachers, lecturers and school leaders.

To address these issues, the States needs to:

- award a substantial, above-inflation pay rise to all pay scales and points, funded centrally and not taken from existing school budgets;
- reform the pay spine for classroom teachers and lecturers into a single six-point pay scale, allowing for accelerated automatic progression; and
- end the two-tier workforce by honouring the commitment made by the P&R Committee to renegotiate the Teacher Contract.

## **SECTION 3**

### **CONTEXT**

- 3.1 The pay award is being considered in the context of the ongoing reorganisation of secondary education, which continues to cause uncertainty and anxiety amongst the workforce across all sectors.
- 3.2 Teachers, lecturers and school leaders in Guernsey will also potentially face changes to working practices through the proposed harmonisation of terms and conditions of States of Guernsey employees. This will feed into the existing uncertainty and anxieties around the school reorganisation.
- 3.3 The extent to which the States plans to harmonise terms and conditions will apply to teachers, lecturers and school leaders remains unclear at the moment, and further adds to the general uncertainty hanging over the profession, especially given the constant rhetoric from the States regarding cuts to the public sector workforce.
- 3.4 Teachers, lecturers and school leaders and the education service continue to be at the forefront of the islands' response to the COVID-19 pandemic.
- 3.5 Throughout the pandemic, schools remained open and teachers, lecturers and school leaders willingly gave up their holidays to ensure that the children

of key workers remained in school so that they could continue to serve the island. Teachers, lecturers and school leaders have repeatedly gone above and beyond expectations throughout 2020 and 2021.

- 3.6 As well as keeping schools open, with virtually no notice, teachers, lecturers and school leaders switched from 'normal' to remote teaching, something no teacher has been trained to do. Teachers, lecturers and school leaders once again stepped up to the mark to ensure that teaching and education continued despite the pandemic through devising, at breakneck speed, a functional system of remote learning. This has included ensuring self-isolating pupils are still receiving an education.
- 3.7 The switch to remote learning has caused significant increases in workload, which is likely to continue for some time and needs to be recognised. The States will, however, need to address this additional workload burden as a matter of urgency.
- 3.8 Teachers, lecturers and school leaders have also been significantly disadvantaged compared to other groups in terms of ability to travel off island during the pandemic. Restrictions on travel combined with requirements before returning to school have led to substantial difficulties in travelling and meeting family, which other groups have not experienced. This also needs to be considered in any award.

## **SECTION 4**

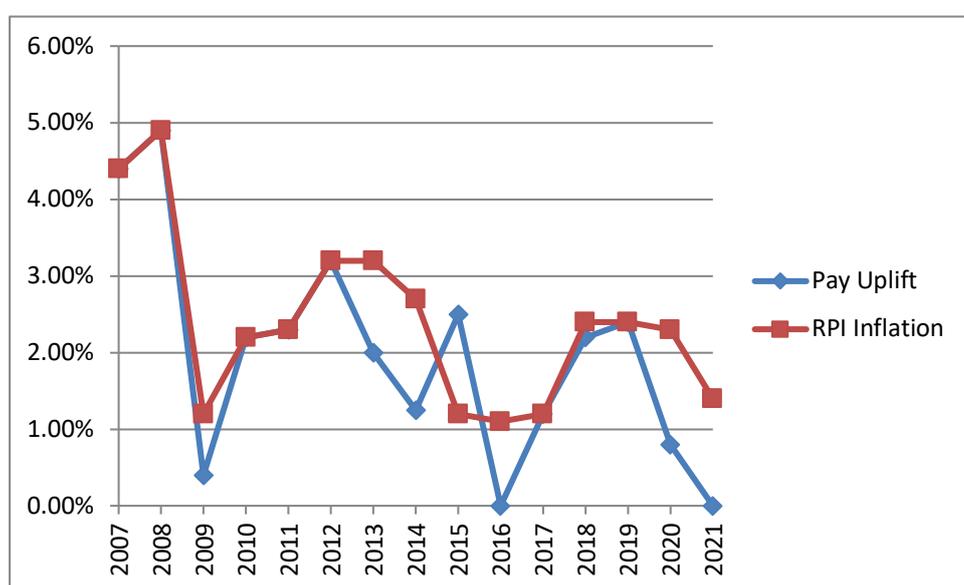
### **GUERNSEY TEACHERS, LECTURERS AND SCHOOL LEADERS' PAY SINCE 2007**

- 4.1 Teachers, lecturers and school leaders' salaries have been eroded significantly, particularly when measured against increases in average earnings and Retail Prices Index (RPI) inflation since 2007.
- 4.2 An analysis of the loss in real terms of gross pay for teachers, lecturers and school leaders shows losses of thousands of pounds compared to what

teachers, lecturers and school leaders would have earned had their pay kept pace with inflation.

4.3 Since 2007, teachers, lecturers and school leaders have endured several years of below-RPI pay rises, which have seriously eroded the value of teachers, lecturers and school leaders' pay. Figure 1 below shows teachers, lecturers and school leaders' pay uplifts against RPI inflation since 2007.

**Figure 1: Teachers, lecturers and school leaders' pay uplifts compared to RPI inflation: 2007-2021**



4.4 There was an increase in inflation, as measured by the RPI, of 39.3% from December 2006 to September 2021, whilst teachers, lecturers and school leaders' pay has increased by 29.75%, leading to a real-terms pay cut of nearly 10% over this period.

4.5 Table A shows the effect of inflation on teachers, lecturers and school leaders' pay since 2007.

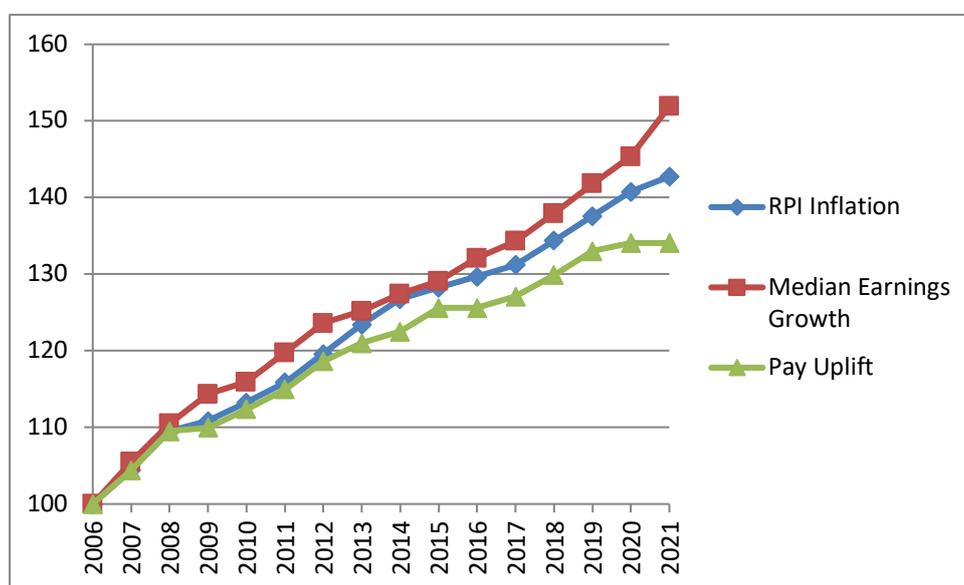
**Table A – Shortfall in pay scales due to inflation: 2007 to date**

Scale point	2021 actual salary	2022 target salary*	Cash Shortfall 2022	Cumulative shortfall since 2007
1	£31,223	£34,611	-£3,388	£15,753
2	£33,566	£37,209	-£3,643	£16,934
3	£36,083	£39,996	-£3,913	£18,188
4	£38,794	£43,003	-£4,209	£19,564
5	£41,704	£46,228	-£4,524	£21,036
6	£44,833	£49,699	-£4,866	£22,626
U1	£47,349	£52,486	-£5,137	£23,880
U2	£49,093	£54,419	-£5,326	£24,762
U3	£50,362	£55,824	-£5,462	£25,386
L5	£55,481	£61,498	-£6,017	£27,967
L10	£62,771	£69,579	-£6,808	£31,642
L15	£71,020	£78,723	-£7,703	£35,800
* The 2022 target salary is the amount salaries would have been had they kept pace with inflation since 2007.				

- 4.6 Data from States Data and Analysis also shows that for the economy as a whole, average earnings have outstripped inflation most years since 2006, whereas, as stated above, pay has fallen behind, further eroding the competitiveness of teachers, lecturers and school leaders' pay.
- 4.7 Figure 2 below shows teacher pay uplifts compared to RPI inflation and Guernsey earnings growth. This shows that average earnings as a whole have exceeded inflation between 2006 and 2021. Whilst teachers, lecturers and school leaders' pay has lagged significantly behind both measures, the gap between the growth in teachers, lecturers and school leaders' pay and that of the wider workforce is striking, underlining the reduced competitiveness of teacher pay over the last decade.

- 4.8 The growth in annual earnings has continued despite the impact of the pandemic, with an annual increase of 4.5% in 2021.<sup>1</sup>
- 4.9 The differential between teachers, lecturers and school leaders' pay awards and increases in median earnings now stands in excess of 10% since 2007.
- 4.10 It should also be noted that the average earnings increase is the measure used to uprate States members' pay, and therefore forms a reasonable comparator for teachers, lecturers and school leaders' pay.

**Figure 2: Teacher pay uplift compared to RPI inflation and median Guernsey earnings growth: 2006-2021**

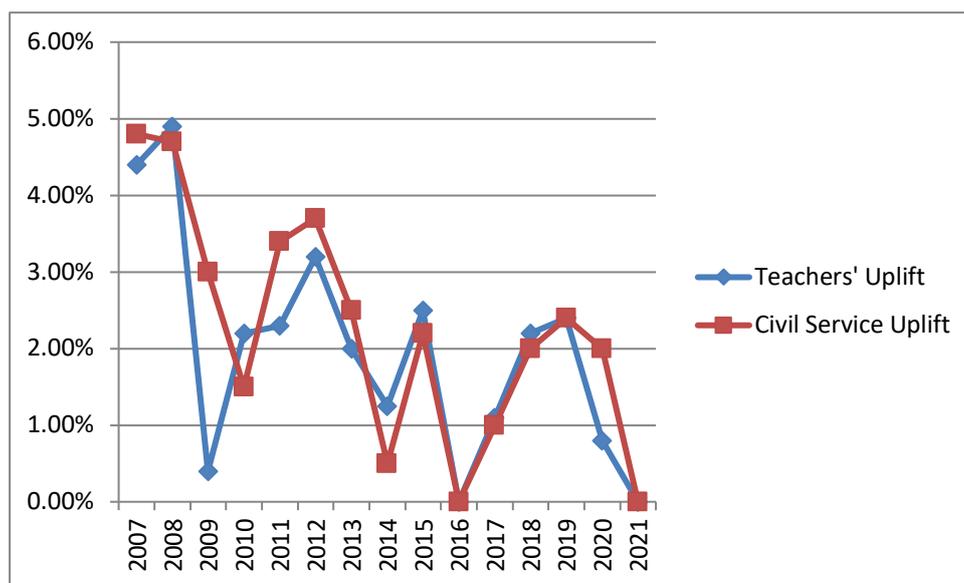


- 4.11 Additionally, teachers, lecturers and school leaders are at a disadvantage compared to colleagues in Guernsey's civil service. Figure 3 overleaf shows teacher pay uplifts since 2007 compared to those the civil service has received. This clearly shows a significant discrepancy of around 4% between teacher and civil service pay over this period, with teachers, lecturers and school leaders again significantly out of pocket compared to their civil service colleagues.

<sup>1</sup> Guernsey Quarterly Population, Employment and Earnings Bulletin, October 2021.

4.12 The disparity between civil service pay, and therefore teachers, lecturers and school leaders' pay, and average earnings growth has also been confirmed by the States Treasurer, Bethan Haines, who has stated: *'civil servants were about 8% less than median earnings and 6% less than inflation between 2009 and 2020.'*<sup>2</sup>

**Figure 3: Teacher pay uplifts compared to civil service uplifts: 2007-2021**



## SECTION 5

### AFFORDABILITY

5.1 The States of Guernsey should not underestimate the importance of the pay award for teachers, lecturers and school leaders in securing the recruitment and retention of high-quality teaching professionals, and service quality across the system as a whole. Teachers, lecturers and school leaders' pay and conditions of service are inextricably linked to the provision of high-quality education.

5.2 The NASUWT believes that the States of Guernsey should bring forward a pay offer which demonstrates not only the important contribution teachers, lecturers and school leaders make to the economy, but also to continue

<sup>2</sup> <https://guernseypress.com/news/2021/09/29/accuracy-of-figures-used-in-tax-review-defended-by-treasurer/>, accessed 12.11.21.

ensuring high-quality education provision and reflecting the contribution that teachers, lecturers and school leaders made during the pandemic. The NASUWT, therefore, urges the States to recognise the case for a significant, above-inflation pay award for teachers, lecturers and school leaders in order to ensure that teaching remains competitive with other graduate occupations and to avert a recruitment and retention crisis.

- 5.3 Analysis of the State's accounts for the years following the financial crisis shows that Guernsey has weathered both the financial storm and the COVID-19 pandemic well, with a net revenue surplus of £374 million over the last eleven years. This is shown in Table B below.

**Table B – Analysis of States accounts: 2009-2020**

Year	Net revenue income (£m)	Net revenue expenditure (£m)	Revenue surplus/deficit (£m)
2009	369	353	16
2010	361	360	1
2011	347	333	14
2012	363	341	18
2013	396	381	15
2014	415	382	33
2015	416	401	15
2016	416	363	53
2017	432	357	75
2018	497	427	70
2019	521	451	70
2020	512	517	-5
		Total surplus/deficit	374

- 5.4 The accounts show that the significant costs due to COVID-19 business and personal support, which totalled £52m, still only resulted in a small operating deficit. As these costs will reduce to zero quickly now that the economy is fully open, the accounts show that Guernsey can afford a substantial uplift.
- 5.5 The latest *Guernsey Annual GVA and GDP Bulletin* published by the States Data and Analysis unit also shows the economy continuing to show growth, with Gross Domestic Product (GDP) at its highest level, enjoying its seventh consecutive year of growth in 2019.
- 5.6 Guernsey's GDP per capita now stands 56% higher than in the UK, and 14% higher than Jersey's GVA per capita.
- 5.7 The latest Guernsey Economic and Financial Stability Overview reports that although the economy contracted in 2020 due to the effects of the COVID-19 pandemic,<sup>3</sup> growth is expected to return in 2021, with other indicators such as unemployment and the housing market also pointing to a strong recovery.<sup>4</sup>
- 5.8 Data from the latest Guernsey Quarterly Population, Employment and Earnings Bulletin shows that the unemployment rate as of 2 October 2021 stood at just 1.3%, with 384 people registered as unemployed. This figure is almost a one-third reduction in the number of unemployed compared to October 2020, demonstrating a strong rebound in the economy. It is also substantially lower than that of both the UK and Jersey.<sup>5</sup>
- 5.9 These figures clearly indicate that the Guernsey economy is increasingly strong. The States, therefore, is clearly able to afford a substantial pay uplift for teachers, lecturers and school leaders.

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<sup>3</sup> *Guernsey Annual GVA and GDP Bulletin*, November 2021.

<sup>4</sup> *Guernsey Economic and Financial Stability Overview*, December 2020.

<sup>5</sup> *Guernsey Quarterly Population, Employment and Earnings Bulletin*, 4 November 2021.

## SECTION 6

### TEACHER SUPPLY

- 6.1 Guernsey is overwhelmingly dependent on the UK for the training of teachers. The vast majority of off-island appointments come from the UK.
- 6.2 The dependence on the UK means that Guernsey will also be affected by the crisis in teacher recruitment and retention in England. The increasingly parlous teacher supply situation was acknowledged by the House of Commons Public Accounts Committee in the findings of its inquiry into these matters.<sup>6</sup>
- 6.3 The most recent data from the Universities and Colleges Admissions Service (UCAS) End of Cycle Analysis Report confirms that 34,915 people were accepted for an initial teacher training (ITT) place through the UCAS Teacher Training (UTT) application scheme in 2020.<sup>7</sup>
- 6.4 This quantity of applicants represents an increase on the equivalent figure for 2019 of around 21%. However, this still represents a substantial decline from 2010, when 67,289 applicants entered the formal ITT recruitment process.
- 6.5 It is, therefore, clear that the increase in applications for ITT in 2020/21, while welcome, is likely to be short-lived. Nevertheless, the Committee will also note that notwithstanding the impact of rates of recruitment to ITT from an anticipated impact of the pandemic on graduate employment prospects, it has still not resulted in a return of the levels of recruitment into the profession last seen in 2014, when broader economic prospects were significantly higher from those currently.
- 6.6 In addition to recruitment, it is important to acknowledge that there is some evidence that cohorts of ITT applicants recruited during such periods have tended to demonstrate a higher propensity to leave the profession when wider

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<sup>6</sup> House of Commons Committee of Public Accounts (2018). *Retaining and developing the teaching workforce: Seventeenth Report of Session 2017-19* (HC460).

<sup>7</sup> <https://wwwucas.com/data-and-analysis/ucas-teacher-training-releases/ucas-teacher-training-end-cycle-2020-data-resources>, accessed on 12.11.21.

economic conditions change.<sup>8</sup> There should be, therefore, no expectation that the impact of the pandemic will result in sustained improvements in the overall retention situation in the longer term.

- 6.7 Immediately prior to the pandemic, official data for 2019/20 confirmed that entry to training programmes only reached 85% of the central target set for that period, substantially lower than the decline from the 96% of target figure achieved in 2016/17.<sup>9</sup> Official data shows that overall teacher recruitment was above target in each year from 2006/07 to 2011/12, but was below target in each subsequent year up to 2019/20.<sup>10</sup>
- 6.8 Noting the issues raised above in respect of the implications of the pandemic for teacher recruitment, it is not surprising that for the 2020/21 census period, recruitment against the teacher supply model-based targets increased across a range of subject areas. However, even in these circumstances, the targets for mathematics (84%), chemistry (80%), design and technology (75%), modern foreign languages (74%) and physics (45%) continued to be missed.<sup>11</sup>

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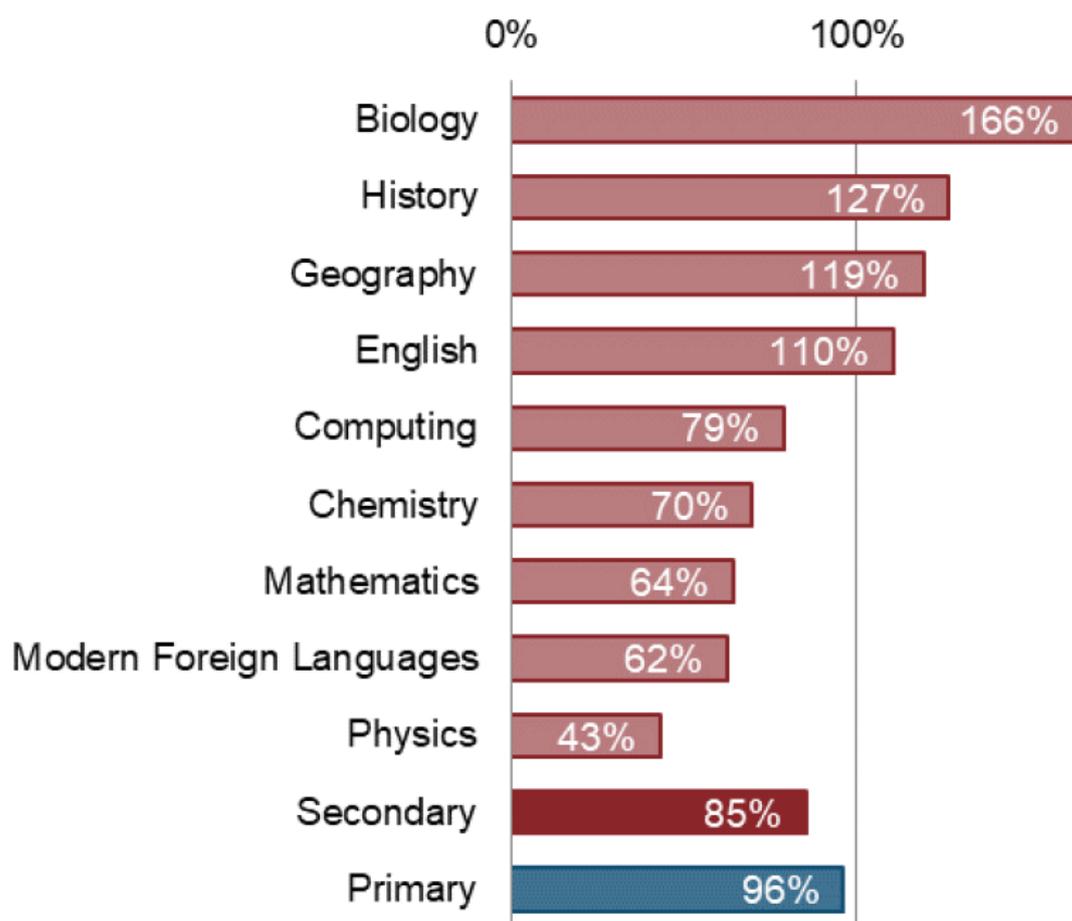
<sup>8</sup> Hutchings, M. (2010). *What impact does the wider economic situation have on teachers, lecturers and school leaders' career decisions? A literature review.* (DFE-RR136). Available at: ([https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/181566/DFE-RR136.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/181566/DFE-RR136.pdf)), accessed on 28.01.21.

<sup>9</sup> DfE (2019b). *Initial Teacher Training (ITT) Census for the academic year 2019 to 2020, England.* Available at: ([https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/848851/ITTCensus201920MainTextfinal.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/848851/ITTCensus201920MainTextfinal.pdf)), accessed on 28.01.21.

<sup>10</sup> Foster, D. (2019). *Teacher recruitment and retention in England. House of Commons Library Briefing Paper No. 7222.* Available at: (<http://researchbriefings.files.parliament.uk/documents/CBP-7222/CBP-7222.pdf>), accessed on 28.01.21.

<sup>11</sup> DfE (2020a). *Initial Teacher Training (ITT) Census for the academic year 2020 to 2021, England.* Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/initial-teacher-training-census/2020-21>), accessed on 29.01.21.

**Figure 4: New entrants to postgraduate ITT by subject, as a proportion of teacher supply model targets: academic year 2019-20**



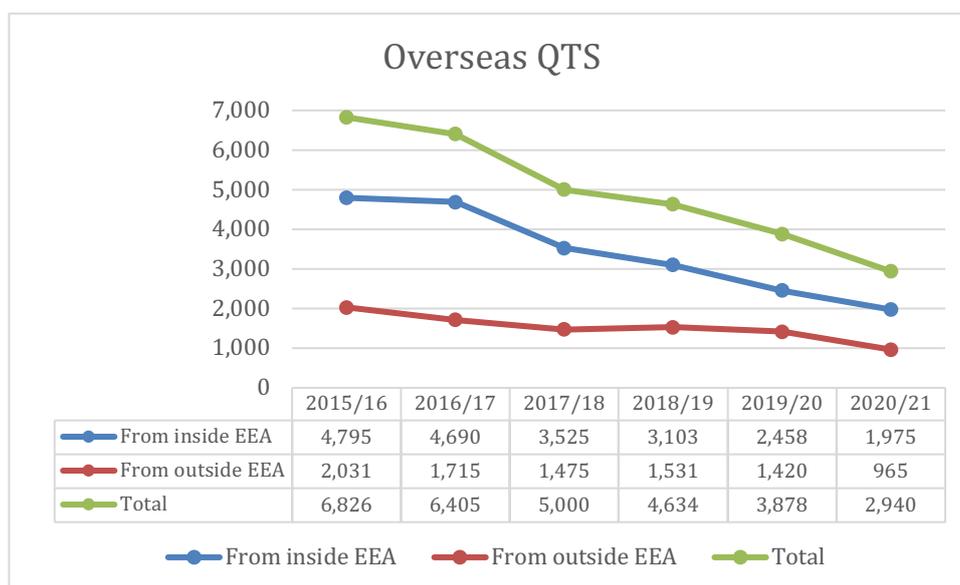
Source: DfE: *Initial Teacher Training Census 2019/20*

6.9 It should be noted that the education system in England has a longstanding reliance on the skills, talents and expertise of teachers with professional teaching qualifications gained from outside the UK to work in roles requiring Qualified Teacher Status (QTS) in schools. It is, therefore, a matter of significant concern that the official data indicates that the numbers of such individuals entering teaching in England have begun to decline significantly. In 2019/20, 1,484 teachers from the European Economic Area (EEA) countries obtained QTS, a decline of 58% on the corresponding figure in 2017/18.<sup>12</sup> For teachers with qualifications gained in Canada, the United States, Australia and New Zealand, all of whom have an automatic entitlement to QTS in

<sup>12</sup> DfE (2019b). *op.cit.*

England, the annual level of QTS awards declined from 2,030 in 2015/16 to 751 in 2019/20. This is demonstrated in figure 5.<sup>13</sup>

**Figure 5: Overseas trained teachers entering teaching in England since 2016**



6.10 If sustained, these declines can only serve to exacerbate the teacher recruitment pressures described above.

6.11 Whilst the numbers of applicants has fallen over the last decade, the levels of teacher wastage have increased.

6.12 Levels of wastage from the teaching profession, other than for reasons of retirement or death-in-service, have risen significantly over the past decade. The School Workforce Census (SWC) confirms that between 2011 and 2019, the number of teachers leaving teaching annually for reasons other than retirement or death-in-service rose from 24,533 to 33,565, an increase of 36% over the period.<sup>14</sup>

6.13 Whilst numbers of teachers are declining, pupil numbers in England are increasing significantly across the system. Department for Education (DfE) data confirms that the state-funded school sector will continue to experience

<sup>13</sup> *ibid.*

<sup>14</sup> DfE (2020b). *School workforce in England 2019*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/school-workforce-in-england#releaseHeadlines-summary>), accessed on 31.01.21.

significant and sustained increases in pupil numbers over the next decade. In the secondary sector, the overall population is projected to reach 3,210,078 in 2026, 7% higher than the current secondary cohort.<sup>15</sup>

- 6.14 These factors are contributing to a perfect storm of reducing applications, increasing wastage and more demand, indicating that the pool of teachers, lecturers and school leaders from which Guernsey can recruit is rapidly shrinking.
- 6.15 Evidence later in this document also shows that, although Guernsey teacher salaries are higher than the equivalent levels in the UK, when other factors such as housing and the cost of living are taken into account, they are actually uncompetitive. This will have a detrimental effect on Guernsey's ability to recruit high-quality teachers, lecturers and school leaders from the UK in a decreasing pool.
- 6.16 There is continuing evidence that the schools in Guernsey are having some difficulty in recruiting teachers, lecturers and school leaders. The NASUWT is aware that in 2019, there appeared to be a significant number of teachers, lecturers and school leaders leaving Guernsey for jobs in Jersey schools, where teacher pay is significantly higher.
- 6.17 The current poor delivery of on-island ITT, including trainees failing to qualify in time for the academic year through no fault of their own, renders this an unlikely source of teachers and lecturers to plug the gap.
- 6.18 The NASUWT believes pay is a significant catalyst in sustaining and motivating the teaching profession through periods of rapid change and increasing demands on the teaching profession.

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<sup>15</sup> DfE (2020c). *National pupil projections – future trends in pupil numbers: 2020 update*. Available at: (<https://explore-education-statistics.service.gov.uk/find-statistics/national-pupil-projections>), accessed on 02.02.21.

## SECTION 7

### WIDER ECONOMIC AND LABOUR MARKET CONDITIONS

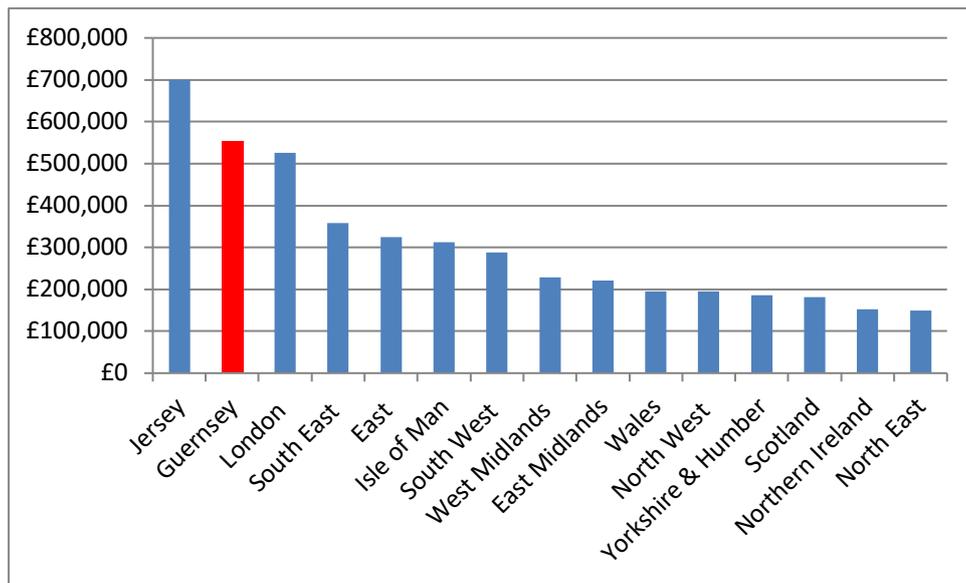
- 7.1 Section 3 demonstrates the erosion of teachers, lecturers and school leaders' pay compared to both RPI inflation and median earnings, with the latter generally exceeding inflation since 2007, whereas teachers, lecturers and school leaders' pay uplifts have rarely done so.
- 7.2 In addition to the erosion of teachers, lecturers and school leaders' pay through inflation, other pressures are more acute on Guernsey compared to other jurisdictions.
- 7.3 The mix adjusted average purchase price for Local Market properties was £554,290 in the third quarter of 2021, a substantial increase of 9.6% higher than the previous quarter and an incredible 19.0% higher than the third quarter of 2020.<sup>16</sup> This is considerably higher than the UK average house price, which is around £264,000, and considerably higher than the average house price in Wales (£195,000), Scotland (£181,000), Northern Ireland (£153,000) and England (£281,000). The average house price in Guernsey is now higher than in every region of England, including London, as shown in figure 6.<sup>17</sup>

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<sup>16</sup> *Guernsey Quarterly Residential Property Prices Bulletin*, November 2021.

<sup>17</sup> Office for National Statistics, *UK House Price Index: October 2021*.

**Figure 6: Average house prices in Guernsey compared to UK regions**



Source: Guernsey Data and Analysis/Office of National Statistics/Statistics

Jersey/Isle of Man Government

- 7.4 The average price of a three-bedroomed house (i.e. a normal family dwelling) in Guernsey stands at around £590,000.<sup>18</sup>
- 7.5 The price of a three-bedroomed house in Guernsey is more than ten times the salary of a teacher on spine point U3, whereas the average value of a one-bedroomed flat, £290,000, is more than nine times the salary of a newly qualified teacher (NQT). These high ratios make it exceedingly difficult for NQTs, often saddled with student debt (a position exacerbated in Guernsey by the inability of Guernsey-born students to access student loans), and/or those moving from the UK to take up a teaching post in Guernsey, to buy property, and therefore acts as a major disincentive for teachers, lecturers and school leaders looking to work on the island, as well as impacting on the quality of life for currently employed teachers, lecturers and school leaders.
- 7.6 The average rental price for local market properties stands at £1,599 per month,<sup>19</sup> substantially higher than all of the UK apart from central London, which was only slightly higher at £1,650 per month.<sup>20</sup>

<sup>18</sup> Guernsey Quarterly Residential Property Prices Bulletin, November 2021.

- 7.7 Given that a significant number of teachers and lecturers will be employed on short-term licences, and these teachers and lecturers are likely to be entering the rental market, this is yet another powerful disincentive for those thinking of teaching in Guernsey.
- 7.8 The high housing costs particularly hit returning recently qualified Guernsey teachers and lecturers who are not eligible for the same assistance in the form of relocation benefits as other relocating teachers and lecturers would receive, thus discriminating against Guernsey-born early career teachers and lecturers seeking to return to the island.
- 7.9 The comparison with Jersey is quite stark, as the Jersey 2021 teacher pay scales are, on average, over £5,000 higher than the equivalent Guernsey 2021 pay scale point, and over £7,000 higher at the lower end of the main scale. This represents yet another barrier to the recruitment of high-quality teachers, lecturers and school leaders. Jersey teachers, lecturers and school leaders have also received pay awards over the 2020/21 period totalling 5.7%, whilst Guernsey teachers, lecturers and school leaders have received just 0.8%.
- 7.10 A similar picture exists for essential commodities.
- 7.11 As an example, the latest data from Guernsey Fuel and Oil Watch showed that the latest average cost of unleaded petrol in Guernsey was 140.9p,<sup>21</sup> whereas the supermarkets in the UK were selling unleaded petrol at 138.8p per litre.<sup>22</sup> This represents a Guernsey premium of 1.5% in petrol costs. A similar differential applies to diesel fuel.
- 7.12 Gas is considerably more expensive. The standard tariff offered by Guernsey Gas is 23.81p per kWh, whereas there are many UK tariffs charging around 4p per kWh. This represents a Guernsey premium of nearly 500%.

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<sup>19</sup> *ibid.*

<sup>20</sup> Office of National Statistics, *Private Rental Market Summary Statistics – April 2020 to March 2021*.

<sup>21</sup> <https://www.facebook.com/photo?fbid=329100255687931&set=a.232209328710358> accessed 12 November 2021.

<sup>22</sup> The Automobile Association, October 2021 *Fuel Price Report*.

- 7.13 The premium on the cost of essential commodities means that the purchasing power of Guernsey teachers, lecturers and school leaders is considerably less than their colleagues in the UK, again acting as a significant disincentive for teachers, lecturers and school leaders looking to relocate, even when the superficially higher salaries are taken into account.
- 7.14 Additional costs, such as the lack of free primary health care and charges for ambulance use, will act as a further disincentive for both Guernsey-born graduates and UK teachers, lecturers and school leaders to come to Guernsey to teach.
- 7.15 Furthermore, teacher salaries are becoming less competitive when compared with other graduate professions.
- 7.16 Graduates are currently in high demand across the UK for professions other than teaching. The NASUWT draws to P&R's attention the intensification of competition for graduates in the UK over recent years.
- 7.17 Salary levels across the graduate labour market serve to demonstrate the uncompetitive nature of teachers, lecturers and school leaders' pay. This point is emphasised by the most recent Report from High Fliers Research, *The Graduate Market in 2021*.
- 7.18 The Report indicates that competition in the market for graduates continues to be high, so schools will continue to have difficulties in recruiting and retaining teachers, lecturers and school leaders.
- 7.19 The evidence presented in the High Fliers Research shows that starting salaries at the UK's leading graduate employers stood at a median of £30,000 in 2021. Whilst this is in line with the current starting salary of teachers, and lecturers in Guernsey, it should be noted that the High Fliers Research has identified that at least a fifth of places on the top graduate programmes now provide starting salaries of more than £40,000.
- 7.20 In addition, the median starting salary for investment banks stands at £50,000. For law firms, it stands at £46,000.

- 7.21 The disparity between teachers, lecturers and school leaders' pay and the pay of other graduates has been noted by the School Teachers' Review Body (STRB) in England. In its 30th Report, the STRB accepted that teachers and school leaders' pay was uncompetitive, stating: *'For the majority of teachers and school leaders, including those in London, there continues to be a significant gap between their earnings and the levels of pay in other comparable graduate professions.'*<sup>23</sup>
- 7.22 The STRB also outlined the importance of pay for experienced teachers, as follows: *'It is vital that high-quality graduates are attracted to join the teaching profession and make it their career. The pay system must therefore ensure that earnings for teachers are **competitive with the wider graduate labour market**. The level of starting pay must provide a competitive point of entry to the profession in comparison to other graduate professions within the relevant local labour markets. Equally, pay levels for experienced teachers should be commensurate with the earnings of those with similar levels of experience in other comparable graduate professions in order to retain and motivate them throughout their career.'*
- 7.23 Similarly, they commented on concerns over the recruitment and retention of school leaders: *'The evidence about the recruitment and retention of school leaders suggests their position is deteriorating. We heard on our school visits and from our consultees concerns about narrowing pay differentials reducing the incentives for career progression.'*<sup>24</sup>
- 7.24 The above figures relate to the UK and not Guernsey. As the Guernsey graduate market is going to be heavily skewed towards the financial services industry, it is likely that the median salary for graduates in Guernsey is going to be considerably higher than that in the UK.
- 7.25 The High Fliers Research found the median starting salary in investment banks was £50,000, whilst for banking as a whole, this figure stood at

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<sup>23</sup> STRB's 30th Report.

<sup>24</sup> STRB's 29th Report.

£32,500, although again it should be noted that these are UK figures, not Guernsey figures. Median figures for Guernsey do not exist, but it is reasonable to assume they will be higher than that of the UK.

- 7.26 Employment in financial institutions accounts around for 18.3% of all full-time equivalent (FTE) employment in Guernsey,<sup>25</sup> and the starting salaries greatly exceed that of teachers and lecturers.
- 7.27 Given all the evidence above, there exist powerful disincentives for Guernsey-born graduates to return to the island to teach, and for non-native graduates and teachers, lecturers and school leaders to come to Guernsey.
- 7.28 In the case of Guernsey-born graduates, this constitutes a considerable 'brain-drain' off the island. In 2017, only 55% of Guernsey-born graduates returned after graduating.<sup>26</sup> Issues around the non-return of Guernsey-born graduates was also highlighted in the Skills Guernsey Action Plan 2018.
- 7.29 For demographic, population control and economic reasons, it is better for Guernsey-born graduates to return, yet teachers, lecturers and school leaders' pay is simply not competitive enough to attract them back, despite being superficially higher than the UK, for all the reasons previously stated. Teachers, lecturers and school leaders from the UK must, therefore, be recruited. Again, teachers, lecturers and school leaders' pay is simply not competitive with that of the UK, despite being superficially higher for all the reasons previously stated.

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<sup>25</sup> *Guernsey Quarterly Population, Employment and Earnings Bulletin*, November 2021.

<sup>26</sup> <http://www.careers.gg/CHttpHandler.ashx?id=115261&p=0>

## **SECTION 8**

### **OTHER MATTERS**

#### **Two-tier workforce**

- 8.1 The NASUWT has had longstanding concerns that the teaching workforce is two-tier, due to the imposition of revised contracts for new staff in 2014 without any form of negotiation with the NASUWT.
- 8.2 In 2018, Deputy Le Tocq, on behalf of the P&R Committee, gave a commitment to address this situation and re-negotiate terms and conditions for teachers (the Green Book) which would apply to all teachers, lecturers and school leaders.
- 8.3 It is deeply regrettable that there has been no progress on this matter.
- 8.4 The P&R Committee urgently needs to bring forward proposals around how the employer intends to honour the commitment made by Deputy Le Tocq.

#### **Performance-related pay**

- 8.5 Whilst the NASUWT welcomes that the employer has negotiated revised pay and performance management policies that remove performance-related pay, and that that the revised policies removed all aspects of performance-related pay, including the threshold assessment, it is disappointing that these have not yet been implemented, despite talks concluding nearly two years ago.
- 8.6 With the threshold assessment removed, it makes little sense to retain a main and an upper pay scale.
- 8.7 The NASUWT would therefore propose that, in addition to the pay award, the current six- and three-point scales are replaced with a single six-point scale which encompasses the current nine pay points.

- 8.8 This would not only simplify the pay scales, it would aid recruitment and retention as teachers and lecturers would progress through the scales much faster than in other jurisdictions. For example, a Guernsey teacher would arrive at the top of the pay scale eight years earlier than an equivalent teacher in Jersey.

## **SECTION 9**

### **EQUALITY IMPACT**

- 9.1 The States must provide a robust equality impact assessment of any proposals for the teachers, lecturers and school leaders' pay award, including the cumulative impact of the award.
- 9.2 In occupations/professions where women predominate, pay levels are on average significantly lower than in occupations/professions where men predominate. Therefore, a below-inflation pay award would exacerbate the pay gap between men and women in teaching, given that proportionately more men than women achieve promotion, particularly in larger schools, but also impact disproportionately on black and minority ethnic (BME) and disabled teachers, lecturers and school leaders, who face additional barriers to promotion and pay progression.
- 9.3 Across the UK, women's pay already lags behind that of men as a result of gender bias, disadvantage and discrimination. BME and disabled teachers, lecturers and school leaders also report high incidence of workplace discrimination. It is also clear that teachers, lecturers and school leaders with protected characteristics are disproportionately represented within the lowest grades. There is no reason to assume that Guernsey is any different. Any pay award must not exacerbate this situation.
- 9.4 This position is likely to be further exacerbated in Guernsey compared to the UK, given Guernsey's limited anti-discrimination legislation.
- 9.5 The States must ensure that they now carry out a detailed and robust equality impact assessment to confirm that any proposals:

- do not contribute to discrimination;
- advance equality of opportunity between different groups; and
- do not exacerbate even further the issues of discrimination, irrespective of the legislative frameworks.

9.6 Regrettably, there remains a paucity of workforce equalities data across the whole of the States of Guernsey, and the NASUWT believes the States must address this as a matter of urgency.

9.7 The absence of comprehensive and robust equalities data does not eliminate the problem of workforce discrimination in access to employment, career development and promotion.

## **SECTION 10**

### **CONCLUSION**

10.1 All children and young people are entitled to be taught by those who are recognised and appropriately rewarded as highly-qualified and skilled professionals.

10.2 The NASUWT believes that this entitlement of children and young people is at risk as a result of teachers, lecturers and school leaders' pay in Guernsey having been eroded against inflation and average earnings for at least ten years.

10.3 The case for a significant, above-inflation pay award applied to all teachers, lecturers and school leaders, on their current salary, to all points on the pay scales and any allowances, is indisputable.

10.4 Likewise, the case for adopting a single six-point pay scale for classroom teachers and lecturers is strong and would provide not only accelerated pay progression for teachers and lecturers, but would also, in conjunction with a substantial pay increase, by a powerful recruitment incentive.

- 10.5 In addition to a significant, above-inflation pay award, the States should also use their subsidy of the St John Ambulance service to provide free ambulance cover for teaching staff, thus removing a powerful recruitment disincentive.
- 10.6 Furthermore, an award for 2022 only will not even begin to close the pay gap which has arisen since 2008 and, furthermore, start to make teachers, lecturers and school leaders' salaries competitive with other graduate professions. A single-year percentage award will be insufficient.
- 10.7 When submitting its pay evidence, the NASUWT does not simply pluck a percentage figure from the air and ask the States to award this. The NASUWT's approach is evidence-based.
- 10.8 The Committee should, therefore, bring forward an offer comprising a multi-year award with a clear end point which restores the competitiveness of teachers, lecturers and school leaders' salaries, closes the pay gap and provides the basis for the appropriate remuneration of the teaching profession. As the first year of a multi-year award, the 2022 pay increase should be substantially higher than the current rate of inflation.
- 10.9 Failure to make such an award will have a detrimental impact on the teaching profession in Guernsey. Children and young people are entitled to be taught by those who are recognised and rewarded as highly valued professionals. Guernsey will not be able to sustain that entitlement if it fails to address the issue of teachers, lecturers and school leaders' pay.