

TEACHERS', LECTURERS' AND SCHOOL LEADERS' PAY CLAIM 2025

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 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 NASUWT has been deeply disappointed by the approach of the employer to pay awards and negotiations since the 2016/17 pay negotiations, as every pay award since has either been imposed or subject to a dispute, or both.
- 1.3 This behaviour by the employer, particularly in relation to the imposed pay awards, 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.
- 1.4 The last pay award perfectly exemplified the employer's unacceptable approach to negotiations – an offer was made with little reference to the pay claim, which was submitted on a take-it-or-leave-it basis, with no negotiation whatsoever.
- 1.5 It is simply unacceptable to make decisions of this magnitude without any attempt at negotiation. It came as a complete kick in the teeth to Guernsey's teachers, lecturers and school leaders.
- 1.6 The subsequent tribunal, which NASUWT still has serious concerns over, did little to reassure teachers, lecturers and school leaders, and it would have portrayed Guernsey in a particularly poor light in the media, especially to prospective applicants to teaching roles.
- 1.7 Indeed, this was reported by the Trades Union Congress to the International Labour Organization (ILO) as a potential breach of Article 4 of the Right to

Organise and Collective Bargaining Convention, 1949 (No. 98), to which Guernsey is a signatory through its constitutional links to the United Kingdom.¹ At the time of writing, the ILO was awaiting a response from the States of Guernsey.

- 1.8 The 2025 pay award for teachers, lecturers and school leaders should be considered not only in the context of a dysfunctional negotiating apparatus, but also in the context of the changing education landscape of the ongoing cost-of-living crisis, which has seen inflation soar far higher than expected.

SECTION 2

EXECUTIVE SUMMARY

There is overwhelming evidence that teachers, lecturers and school leaders require a significant, above-inflation pay increase in the 2025 pay award. The evidence includes:

- teachers, lecturers and school leaders have experienced significant real terms pay cuts since 2007, to the extent that there is now a 12% disparity between pay and inflation;
- 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 £27m revenue surplus in 2023 and a further £11 million revenue budget surplus in 2024;
- 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;

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https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100_COMMENT_ID,P13100_COUNTRY_ID:4363723,103655

- although pay in Guernsey is superficially higher than in the UK, the substantially higher cost of living, including house prices which are 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. Teachers' pay in Jersey is also significantly higher than in Guernsey, with the Isle of Man making significant strides so that the starting pay of Manx teachers now exceeds that of Guernsey; and
- the pay of comparable graduate professions is substantially higher than that of teaching, again making teaching unattractive.

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 into a single six-point pay scale, allowing for accelerated automatic annual progression;
- implement the revised pay and appraisal policies that were agreed in 2019; and
- jointly investigate the provision of assistance for primary health care costs and key worker housing.

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, and continuing issues around the recruitment and retention of teachers and lecturers.
- 3.2 In addition, the constant rhetoric from sections of the States regarding cuts to the public sector compound the uncertainty felt by the profession.
- 3.3 The last three years have been the most difficult and stressful for the teaching profession in living memory. As key workers during the coronavirus pandemic,

teachers have paid with their health, as part of their mission to deliver education during the most difficult of circumstances. The stress on the teaching profession has been immense.

- 3.4 Teachers and their families then had to manage the worst cost-of-living crisis in a generation, with soaring inflation making the already crippling cost of living in Guernsey significantly worse.
- 3.5 It was deeply regrettable that despite this backdrop, the 2022/23 pay award did little to address the real terms pay cuts experienced by teachers, lecturers and school leaders since the financial crisis of 2008.
- 3.6 The feedback from members on the 2022-24 award was unequivocal. NASUWT members were deeply unhappy with the quantum of the offer, believing it to be insufficient, given the cost-of-living pressures and the fact that the award did not meet the requirements of NASUWT's pay claim.
- 3.7 This was demonstrated by the successful ballot for industrial action, although no action was subsequently taken due to Guernsey's archaic and repressive industrial relations legislation. The employer should be in no doubt that the position of NASUWT members with regards to pay has hardened since the last round of 'negotiations'.

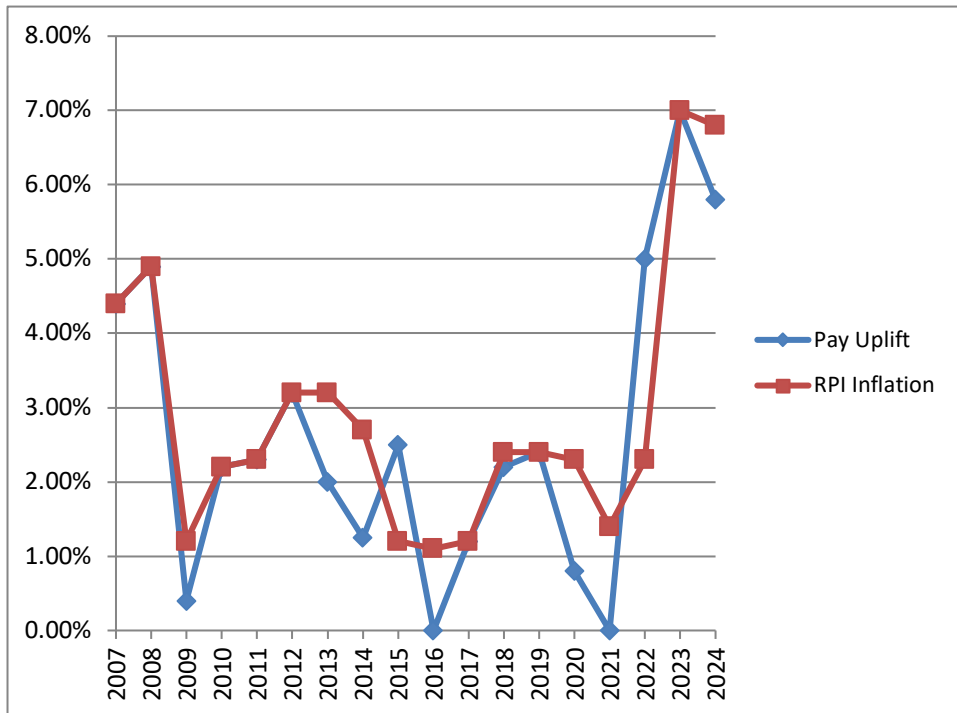
SECTION 4

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 real terms gross pay for teachers, lecturers and school leaders shows losses of tens 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: 2007-2024



4.4 There was an increase in inflation, as measured by the RPI, of 52.2% from December 2006 to June 2023, whilst teachers', lecturers' and school leaders' pay awards have totalled 47.5%, leading to a substantial real terms pay cut 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	2024 actual salary	2025 target salary*	Cash shortfall 2025	Cumulative shortfall 2007-2024
1	£37,680	£41,365	£3,685	£16,408
2	£40,464	£44,470	£4,006	£17,761
3	£43,456	£47,801	£4,345	£18,560
4	£46,679	£51,394	£4,715	£20,763
5	£50,138	£55,249	£5,111	£22,446
6	£53,857	£59,397	£5,540	£24,265
U1	£56,847	£62,728	£5,881	£25,699
U2	£58,921	£65,039	£6,118	£26,705
U3	£60,430	£66,718	£6,288	£27,417
L5	£66,514	£73,499	£6,985	£30,367
L10	£75,180	£83,157	£7,977	£34,568
L15	£84,985	£94,085	£9,100	£39,321
* The 2025 target salary is the amount salaries would have been had they kept pace with inflation since 2007. ²				

4.6 In order to restore parity with inflation for all pay points, a minimum consolidated increase of around 6% above inflation is required, although this would fail to address the cumulative shortfall, nor allow for any salary growth since 2007.

4.7 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.

4.8 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 2023, the last year for which figures are available. Whilst teachers', lecturers' and school leaders' pay has

² These figures include the forecasted 5% RPI rate in June 2024.

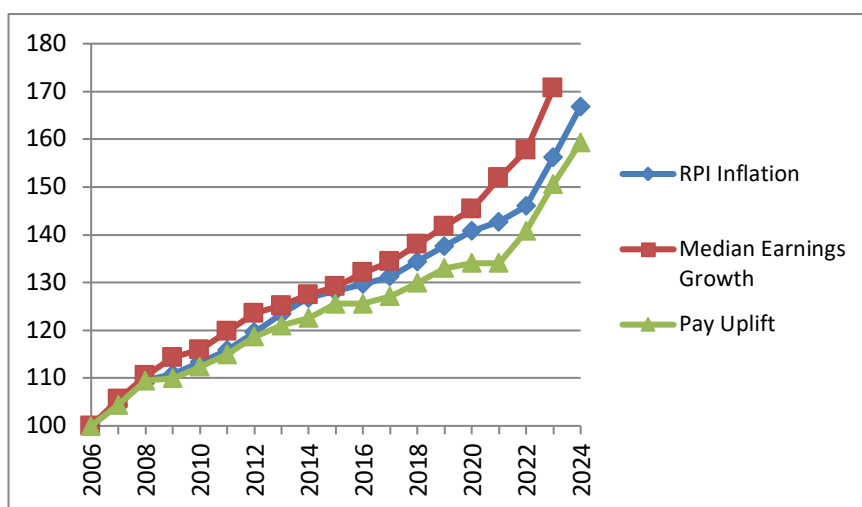
lagged significantly behind both measures, the gap between the growth in teachers', lecturers' and school leaders' pay and that of the wider workforce is striking, underlining the reduced competitiveness of teacher pay over the last decade.

4.9 The growth in annual earnings has continued strongly, with an annual increase of 8.3% in 2023.³

4.10 The differential between teachers', lecturers' and school leaders' pay awards and increases in median earnings now stands in excess of 10% since 2007.

4.11 It should also be noted that the average earnings increase is the measure used to uprate States members' pay. Therefore, it 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: 2006-2023



4.12 Additionally, in 2021, the employer unilaterally enforced a change to using RPIX, rather than RPI, as the reference measure for teachers' pay.

4.13 NASUWT has seen documentary evidence that some pay groups are reverting to RPI for the 2025 pay award. As the change to RPIX was never

³ Guernsey Quarterly Population, Employment and Earnings Bulletin, October 2023.

agreed, teachers should also revert to RPI, and the above calculations are based on RPI.

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, to the benefit of the whole island, given that teachers and lecturers educate and train workers for all other professions and occupations. Teachers', lecturers' and school leaders' pay and conditions of service are inextricably linked to the provision of high-quality education.
- 5.2 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 ensuring high-quality education provision and reflecting the contribution that teachers, lecturers and school leaders continually make. 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. This will also avert a growing recruitment and retention crisis, and address the historic erosion of teachers' pay.
- 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 an operating surplus of £444 million over the last 15 years. This is shown in Table B below.

Table B – Analysis of States accounts: 2009-2024

Year	Net revenue income (£m)	Net revenue expenditure (£m)	Operating 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	-6
2021	558	523	35
2022	806	809	-3
2023 (forecast)	603	576	27
2024 (budget)	621	610	11
		Total surplus/deficit	444

- 5.4 The latest *Guernsey Annual GVA and GDP Bulletin* published by the States Data and Analysis unit also demonstrates the economy continuing to show strong growth, with Gross Domestic Product (GDP) at its highest level.
- 5.5 Guernsey's GDP per capita now stands 58% higher than in the UK, whilst being roughly equal with Jersey's figure.
- 5.6 Although Guernsey's economy shrank by 6% in nominal terms in 2020 due to the Covid-19 pandemic, growth in 2021 and 2022 has been stronger than any other year since 2004, the earliest data available on the Gov.gg website recording increases of 10% and 11% respectively in nominal terms.
- 5.7 Data from the latest *Guernsey Quarterly Population, Employment and Earnings Bulletin* shows that the unemployment rate as of 30 December 2023 stood at just 0.9%, with 287 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.⁴

- 5.8 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.

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.
- 6.3 The number of entrants into ITT in England remains substantially below historical levels. Official data confirms that 45,608 applicants entered the 2023/24 applications round through all routes.⁵ This figure is substantially lower than the 67,289 applicants to higher education institution-based ITT alone, which was recorded at the end of the 2009/10 applications round.⁶
- 6.4 Official data on entrants to programmes of ITT confirms the length of time that the education system has been subject to serious problems in respect of the recruitment and retention of teachers. Teacher recruitment has only achieved the centrally-set overall target on one occasion in the last nine years.⁷ It is also important to acknowledge in this context that the targets, based on the Department for Education's (DfE's) Teacher Supply Model, used during this

⁴ *Guernsey Quarterly Population, Employment and Earnings Bulletin*, 30 January 2024.

⁵ DfE (2023a). Initial Teacher Training Census. Available at: <https://explore-educationstatistics.service.gov.uk/find-statistics/initial-teacher-training-census/2023-24>, accessed on 29.01.24.

⁶ Graduate Teacher Training Registry (2013). Annual Statistical Report 2013. Available at: <https://www.ucas.com/sites/default/files/gttr-annual-statistical-report-2013.pdf>, accessed on 29.01.24

⁷ House of Commons Library (2023a). Teacher recruitment and retention in England. Available at: <https://researchbriefings.files.parliament.uk/documents/CBP-7222/CBP-7222.pdf>, accessed on 29.01.24

period may have underestimated the number of teachers required to sustain adequate teacher supply significantly.⁸ The total number of entrants into ITT programmes for the 2023/24 academic year through all routes was 26,994, a decline of 5% on the equivalent figure for 2022/23.⁹

- 6.5 In 2023/24, recruitment into secondary postgraduate ITT programmes only reached 50% of the centrally-set target required to sustain teacher supply, following on from a 57% overall shortfall in the previous year. Recruitment into primary postgraduate programmes also continued to fail to meet the national target.¹⁰
- 6.6 To compound matters, the English education system continues to be subject to historically high levels of teacher wastage from the teaching profession, other than for reasons of age-related retirement or death-in-service. The School Workforce Census confirms that in 2021/22, the number of teachers leaving teaching for reasons other than age-related retirement or death-in-service was 39,930, an unprecedented annual increase of 29% in a single year.¹¹ It is worth noting that the comparable figure for 2010/11 was 27,959.¹²
- 6.7 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.
- 6.8 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.

⁸ National Audit Office (NAO) (2016). Training new teachers. Available at: <https://www.nao.org.uk/wp-content/uploads/2016/02/Training-new-teachers.pdf>, accessed on 29.01.24.

⁹ DfE (2023a). op.cit.

¹⁰ *ibid.*

¹¹ DfE (2023b). School workforce in England 2022. Available at: <https://explore-educationstatistics.service.gov.uk/find-statistics/school-workforce-in-england#dataBlock-71f45e3d-4c19-430fb5a5-66722b71cbae-tables>, accessed on 30.01.24.

¹² <https://www.gov.uk/government/statistics/school-workforce-in-england-november-2010-provisional>

- 6.9 There is continuing evidence that the schools in Guernsey are having some difficulty in recruiting and retaining teachers, lecturers and school leaders. In June 2023, there were 45 agency teachers employed on island, of which 28 were covering vacancies.¹³ NASUWT is aware that there continues to be a relatively high number of agency staff covering vacancies in States schools.
- 6.10 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.

SECTION 7

WIDER ECONOMIC AND LABOUR MARKET CONDITIONS

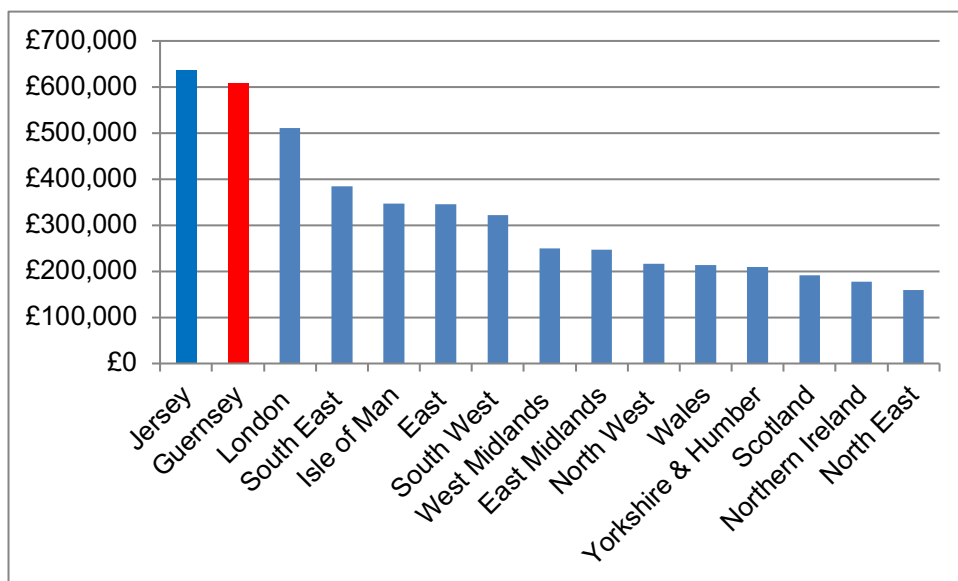
- 7.1 Section 3 demonstrates the erosion of teachers', lecturers' and school leaders' pay compared to both RPI inflation and median earnings, with the latter generally exceeding inflation since 2007, whereas teachers', lecturers' and school leaders' pay uplifts have rarely done so.
- 7.2 In addition 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 £609,000 in the third quarter of 2023, an increase of 47.5% over the last five years.¹⁴ This is considerably higher than the UK average house price, which is around £285,000, and considerably higher than the average house price in Wales (£213,000), Scotland (£191,000), Northern Ireland (£178,000) and England (£303,000). The average house price in Guernsey is higher than in every region of England, including London, as shown in figure 6.¹⁵

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

¹³ <https://www.gov.gg/CHttpHandler.ashx?id=168247&p=0>

¹⁴ *Guernsey Quarterly Residential Property Prices Bulletin*, February 2024.

¹⁵ *Statistics Jersey House Price Index Fourth Quarter 2023*, February 2024.



Source: *Guernsey Data and Analysis/Statistics Jersey/Isle of Man Government*

7.4 The average local market price of a three-bedroomed house (i.e. a normal family dwelling) in Guernsey stands at around £600,000.¹⁶

7.5 The price of a three-bedroomed house in Guernsey is around ten times the salary of a teacher on spine point U3, whereas the average value of a one-bedroomed flat, around £330,000, is nearly nine times the salary of an early career teacher (ECT). These high ratios make it exceedingly difficult for ECTs, 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 teachers, lecturers and school leaders that are currently employed.

7.6 The average rental price for local market properties stands at £1,922 per month,¹⁷ substantially higher than all of the UK, including inner London, which

¹⁶ *Guernsey Quarterly Residential Property Prices Bulletin*, February 2024.

¹⁷ *ibid.*

stood at £1,900 per month.¹⁸ This figure is 11.4% higher than the corresponding period in 2022.

- 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 ECTs and lecturers seeking to return to the island.
- 7.9 The comparison with Jersey is quite stark, as the Jersey 2024 teacher pay scales are, on average, over £5,000 higher than the equivalent Guernsey 2024 pay scale point, and almost £8,000 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 last three years totalling 18.8%, whilst Guernsey teachers, lecturers and school leaders have received 17.8%, increasing the differential in pay between the islands.
- 7.10 It should also be noted that the Isle of Man has recently enhanced teachers' pay by shortening its pay scale from nine points to six, removing the first three pay points, so the starting salary for Manx teachers now exceeds that of Guernsey, as well as adopting the London Fringe pay scales and applying a 4% Manx weighting.
- 7.11 As a result, the Isle of Man has noted an increase in the number of applications per teaching job advertised. This is most notable in secondary vacancies, where the number of vacancies attracting more than ten applicants increased from 28 in 2021/22 to 41 in 2022/23. The Isle of Man has also seen

¹⁸ Office of National Statistics, *Private Rental Market Summary Statistics – October 2022 to September 2023*.

a decrease of 16% in the numbers of teachers leaving the island, clearly demonstrating the link between pay and recruitment.

7.12 Jersey is also seriously considering shortening its pay scales, following the Isle of Man's lead. This could have a profound impact on Guernsey's ability to recruit, should Jersey replicate the Isle of Man's approach, as this would mean the starting salaries of teachers in Jersey would be £16,000 higher than their Guernsey counterparts.

7.13 A similar picture exists for essential commodities.

7.14 As an example, the latest data from Guernsey Fuel and Oil Watch showed that the latest average cost of unleaded petrol in Guernsey was 163.1p,¹⁹ whereas the supermarkets in the UK were selling unleaded petrol at 143.5p per litre, with supermarkets averaging 141.6p per litre.²⁰ This represents a Guernsey premium of 13.7% in petrol costs. A similar differential applies to diesel fuel.

7.15 Gas is considerably more expensive. The standard tariff offered by Guernsey Gas is 25.7122p per kWh,²¹ whereas the UK gas price cap stands at 6.04p per kWh.²² This represents a Guernsey premium of 325%.

7.16 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.

7.17 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

¹⁹ <https://www.facebook.com/photo/?fbid=851748080089810&set=pcb.851748713423080>, accessed 2 April 2024.

²⁰ The Automobile Association, February 2024 *Fuel Price Report*.

²¹ <https://guernseyenergy.gg/our-tariffs>, accessed 2 April 2024.

²² <https://www.ofgem.gov.uk/energy-price-cap>, accessed 2 April 2024.

graduates and UK teachers, lecturers and school leaders to come to Guernsey to teach.

- 7.18 Furthermore, teacher salaries are becoming less competitive when compared with other graduate professions.
- 7.19 Graduates are currently in high demand across the UK for professions other than teaching. NASUWT draws the employer's attention to the intensification of competition for graduates in the UK over recent years.
- 7.20 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 2024*.
- 7.21 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.
- 7.22 The evidence presented in the High Fliers Research report shows that starting salaries at the UK's leading graduate employers stood at a median of £34,000 in 2024. 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 report has identified that at least one in four of places on the top graduate programmes now provide starting salaries of more than £45,000.
- 7.23 In addition, the median starting salary for investment banks stands at £55,000. For law firms, it stands at £50,000.
- 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 report found the median starting salary in investment banks was £50,000, whilst this figure stood at £35,500 for banking

as a whole, 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 17.4% of all employment in Guernsey,²³ 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 2022, only 51% of Guernsey-born graduates returned after graduating.²⁴ Of those that had not returned, around 61% felt that the cost of living in Guernsey had a great influence on their decision not to return for the foreseeable future. Of those that had returned, which will include teachers, nearly half were unsure whether they would stay in Guernsey, with the cost of living cited as having at least some influence over their decision.
- 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.
- 7.30 It should also be noted that the Covid-19 pandemic transformed the world of work, with remote and home working being imposed on many workers,

²³ *Guernsey Quarterly Population, Employment and Earnings Bulletin*, January 2024.

²⁴ <https://careers.gg/CHttpHandler.ashx?id=174259&p=0>, accessed 2 April 2024.

including teachers, during the times when schools were closed to most pupils. Importantly, many of the flexibility changes have become permanent features in many jobs in the wider workforce, while teachers returned to their classrooms and relatively inflexible work environments.

- 7.31 Data from the Timewise Flexible Jobs Index demonstrates these trends in the wider workforce (Timewise, 2023).²⁵ The proportion of jobs advertised with flexible working rose from 10% in 2015 to 17% on the eve of the pandemic, highlighting the growing focus on offering flexible working in the wider labour market. The proportion of jobs advertised with flexible working rose further throughout the pandemic, reaching 31% in 2023. The report shows that 60% of workers work flexibly. For teaching to compete, it would need to become more attractive in other ways, including higher pay to compensate for a lack of work flexibility when compared to opportunities in the wider labour market.

SECTION 8

OTHER MATTERS

Performance-related pay

- 8.1 Whilst NASUWT welcomes that the employer has negotiated revised pay and performance management policies that have removed all aspects of performance-related pay, including the threshold assessment, it is disappointing that these have still not yet been implemented, despite talks concluding nearly five years ago.
- 8.2 With the threshold assessment removed, it makes little sense to retain a main and an upper pay scale.
- 8.3 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 - the arrangement of which to be negotiated.

²⁵ <https://timewise.co.uk/article/flexible-jobs-index/>

- 8.4 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 UK jurisdictions, and would help to ensure Guernsey salaries remain competitive compared to Jersey and the Isle of Man.

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 when 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, despite requests in pay claims dating back over a decade, there remains a paucity of workforce equalities data across the whole of the States of Guernsey, and 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 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 is strong and would provide not only accelerated pay progression for teachers, but would also, in conjunction with a substantial pay increase, by a powerful recruitment incentive.

10.5 NASUWT calls on the employer to agree the following pay awards as part of a sustained programme of teachers' pay restoration and growth:

- January 2025 – RPI + 3%;
- January 2026 – RPI + 3%; and
- January 2027 – RPI + 3%.

(RPI as measured in the preceding June)

10.6 Failure to make such an award will have a detrimental impact on the teaching link issues.

10.7 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.

10.8 NASUWT also calls upon the employer to establish a joint employer/union working party to investigate and make recommendations on a scheme to assist States employees and their immediate families with the costs of primary health care, the terms of reference for which are to be agreed no later than 31 March 2025.

10.9 The employer should also commit to consult with NASUWT on:

- (i) the provision of 'key worker' accommodation for teachers and lecturers;
- (ii) the eligibility criteria for its occupation; and
- (iii) any schemes of financial assistance with mortgage or rental costs provided to States employees or agency staff, e.g. rent allowance.