

The NASUWT's claim on pay is for a substantial above inflation pay increase to all teachers' salary levels. However, a single percentage figure for one year will not be acceptable, unless it is part of an agreed planned process to close the gap between the pay of teachers and comparable graduate professions by the end of the current Comprehensive Spending Review period, by which time teachers' pay must have been increased to at least the real terms pay levels which the evidence submitted by the NASUWT demonstrates is required.

The NASUWT's claim for non-pay conditions includes a call for urgent and meaningful action on excessive workload. Strategies for addressing this have previously been submitted to the Government. A return to the principles of the McCrone report is also necessary.

The Government must carry out an equalities audit of the teachers' pay system, broken down by local authority, and publish the outcomes during 2018.

Pay and conditions of service must be placed on a statutory footing to ensure the delivery of the education entitlements of all children and young people.

The move to an evidence based process for determining the teachers' pay and conditions framework by the introduction of a review body is long overdue. Health workers in Scotland enjoy the benefits of an independent review body process and teachers deserve no less.

I hope that these issues can be given serious consideration in the interests not only of teachers and headteachers but also the children and young people they teach.

Best wishes

Yours sincerely

[Redacted]



**EVIDENCE
SUBMISSION**

**TEACHERS' PAY AND CONDITIONS OF SERVICE 2018
FEBRUARY 2018**

The NASUWT is the fastest growing teachers' union in Scotland.

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1. Introduction

- 1.1 Teachers have endured savage pay austerity since 2010. This has resulted in an unprecedented fall in real-terms pay during this time. In this submission, the NASUWT presents evidence of the damage caused to the teaching profession by government policies of pay austerity for public sector workers.
- 1.2 Teachers' total reward has decreased since 2011, with the value of pension benefits being reduced and increased pension contributions impacting adversely on take-home pay. Teachers have suffered additional deductions from their salaries through imposed, increased National Insurance contributions.
- 1.3 The fall in teachers' living standards has contributed to the growing teacher shortage, which is becoming acute and detrimental to key parts of the curriculum. In the absence of any robust data being collected by the Government on the teacher shortage crisis, the NASUWT presents, in this submission, independently commissioned research from Stirling University.
- 1.4 The research shows that there is a crisis of morale in the teaching profession, with an increase in the number of teachers wishing to leave the profession. Attacks on teachers' pay, conditions of service and pensions since 2011 are key contributors to this crisis.
- 1.5 Since 2011, the Government has failed to respond to the representations made by the NASUWT about teachers' pay. The two year pay freeze in 2011 followed by a pay cap has held teachers' pay well below the rate of inflation. Independently commissioned research demonstrates the deeply uncompetitive nature of teachers' salaries in Scotland, when compared with those of comparable graduate professionals and the salaries of teachers elsewhere in the UK.
- 1.6 The Government's continued failure to act has seen the teacher crisis deepen. The NASUWT presented a detailed rationale to the Government in February

2016 for a reopening of the 2015-17 pay award, explaining that the value of the 2016/17 pay award for most teachers would be entirely wiped out by the increase in National Insurance contributions in April 2016. The Government chose not to reopen the 2015-17 pay award, a decision which exacerbated the growing crisis in the teaching profession.

- 1.7 The Government's failings include a failure to recognise that the Scottish Negotiating Committee for Teachers (SNCT) is a flawed mechanism. The delays in the implementation of the 2017-18 pay award exposed the continuing inadequacies of the SNCT national pay bargaining processes.
- 1.8 The 2017-18 pay award, agreed by all members of the SNCT, with only the NASUWT dissenting, on 18 December 2017 was already 9 months overdue. Despite promises from the Convention of Scottish Local Authorities (COSLA) that the backdated element would be included in the January 2018 pay packet, this has not been received by all teachers. The 1% pay increase from January to March 2018 was due to be paid at the end of January 2018. Effectively, this increases the delay in payment of the 2017/18 pay award to 11 months.
- 1.9 The overall pay level of the award, of a 1% pay increase from 1 April 2017 to 31 December 2017, and an additional 1% increase from 1 January 2018 to 31 March 2018, means that teachers' salaries have failed to keep pace with steeply rising inflation and teachers' real terms pay has been cut even further.
- 1.10 Whilst the end of the capping of short-term supply teachers' pay, which was part of the award, is welcome, it will not be lost on the teaching profession that this does not mean that a substantial pay increase for those teachers has been awarded, but only that an injustice, which was perpetrated in 2011 to short-term supply teachers, eventually has been ended. Short-term supply teachers have had to endure six years of a discriminatory pay cap with equivalent loss of salary as a result of the decisions of the Government, the employers and the SNCT Teachers' Panel.

- 1.11 The end of the capping of short-term supply teachers' pay is a tribute to the tenacity and resilience of the NASUWT and its members who have taken continuous industrial action over pay job loss, pensions and conditions of service and campaigned for the ending of the short-term supply teachers' pay cap since it was first imposed. The NASUWT is proud to have been the only union to oppose the cap.
- 1.12 After a short period of low inflation in 2015, prices are increasing at a rate not seen for several years. Pay settlements across the UK, other than in teaching, are running at around 3% per year and are likely to increase. The graduate pay market across the UK remains extremely buoyant, with high levels of graduate vacancies. The uncompetitive nature of teachers' salaries in Scotland is deepening, with average comparable graduate professions starting salaries being 25% higher than a teacher's starting salary. In addition, the maximum classroom teachers' salary in Scotland is approximately only four fifths of that in England.
- 1.13 It is vital that in this pay round a substantial above inflation pay increase to all teachers' salary levels is awarded. However, this must be part of a planned process to close the gap between the pay of teachers and comparable graduate professions by the end of the current Comprehensive Spending Review period by which time teachers' pay must have been increased to at least the real terms pay levels which this evidence demonstrates are required.
- 1.14 The Government must also address the inadequate nature of teachers' non-pay conditions and the failings of the national teachers' pay and conditions bargaining process.
- 1.15 The Government has embarked upon a highly ambitious programme of educational and school system reform. Irrespective of the laudable aims of much of this reform, it adds more pressure on an already pressurised workforce. The Government must commit now to a programme of investment in the workforce, including investment in the pay and conditions of teachers.

- 1.16 The Government should be in no doubt about the workload crisis which is afflicting the teaching profession. The NASUWT commissioned independent research by Stirling University confirms that teachers' working hours are amongst the highest in the world. All evidence shows that workload is a key driver of the exodus of teachers from the profession.
- 1.17 Despite this evidence the Government has failed to act in response to the NASUWT's recommendation that teachers' terms and conditions should be put on a statutory footing to provide key protections to teachers against excessive and unreasonable workload. It is deeply disappointing to note that whilst not being inclined to give statutory protections to teachers, the Government has pressed ahead with legislation to place greater statutory duties on schools in respect of accountability, which are key drivers of workload for teachers and headteachers.
- 1.18 An example of the increasing pressures placed on teachers, as a result of Government reforms, is the role of the 'named person.'
- 1.19 The NASUWT accepts that the legislative process which develops the 'named person' role as a teachers' duty has been halted whilst further consideration is being given to this. Nonetheless, the NASUWT has significant concerns about the Government's failure to make a distinction between the pedagogical role of a teacher in leading teaching and learning and the roles of other professionals within schools and in the wider educational context. The NASUWT does not believe that it is appropriate for teachers to take on the role of 'named person' for their pupils and has communicated this clearly to the Government.
- 1.20 The role of 'named person' potentially diverts teachers away from their pedagogical role and will be a driver of workload. The Government cannot continue to add to teachers' workload and stress with an endless stream of initiatives, without the adverse reaction of worsening teacher retention and recruitment.

- 1.21 The Government's 'named person' initiative also exposes the inadequacy of teachers' employment framework. The lack of any protections for teachers, which would be given by a statutory employment framework, is a double-edged sword for the Government. Whilst it allows the Government to impose more and more responsibilities and duties on teachers and lead teachers, it also prevents the Government effecting positive change, as for example schools simply choose to ignore strategies the Government may recommend to alleviate burdens on teachers.
- 1.22 The abject failure of the SNCT to defend teachers' terms and conditions compounds the problem. Key non-pay conditions of service entitlements have been removed from teachers from 2010 onwards, contributing to spiralling teacher workload and the growing teacher shortage.
- 1.23 Teachers are now increasingly being diverted from their role of teaching and leading and managing teaching and learning, towards activities such as administrative and clerical tasks, lunch time supervision and cover for absent colleagues.
- 1.24 The conditions of service framework for teachers is now not fit for purpose in enabling the delivery of ambitious educational reform.
- 1.25 The key non-pay entitlements for teachers must be restored and consultation should take place on a statutory framework which will guarantee teachers the conditions of service necessary to ensure the delivery of high standards of education.
- 1.26 The crisis in the teaching profession, arising from the deterioration in pay and conditions of service, must be urgently addressed. The Government and the SNCT have squandered the legacy of McCrone, which provided a gold standard of pay and conditions. The SNCT has shown its inability to defend teachers' pay and conditions and the Government has demonstrated its reluctance to do so.

1.27 The NASUWT believes that the establishment of an independent teachers' pay review body with a remit to maintain and enhance the principles and recommendations of *A Teaching Profession for the 21st Century* in the context of a new statutory framework for teachers' pay and conditions is long overdue.

2. The context for the 2018 pay and conditions award

2.1 The education system currently is subject to significant reform, including the implementation of the National Improvement Framework (NIF) and additional statutory duties which have been placed on schools. This follows the turbulence and spiralling workload brought about by Curriculum for Excellence and the National Qualifications. The NASUWT shares the aspiration of the Government for a world class education system. Nevertheless, the Government must understand that teachers are under enormous pressure because of the move to a higher stakes accountability regime.

2.2 A clear example of pressures arising from Government reform is the new statutory duties for local authorities and schools arising from the NIF. The NASUWT has major concerns about the adverse impact of the Statutory Guidance on teachers' workload, as it was introduced without being workload impact assessed.

2.3 The Statutory Guidance will reinforce models of school and teacher accountability which divert teachers away from teaching and learning and add to the pressures which teachers are already under. Specifically, *'How good is our school? 4'*, is a major driver of unnecessary workload in schools and is promoted as the school self-review model in the statutory guidance.

2.4 The new statutory duties for schools include the production of School Improvement Plans (SIPs), which are delegated by local authorities to headteachers. These, again, have the potential to become key drivers of headteacher and teacher workload within the system.

2.5 The NASUWT has documented to the Government the additional pressures caused by changes to frameworks for inspection, school self-assessment and parental voice, to which the Statutory Guidance will add. This is in addition to the year-on-year pressures on the teaching profession brought about by qualification reform. The Government simply cannot deliver ever increasing pressure and workload onto teachers, alongside further detriment to pay and conditions and expect that teachers, individually and collectively, will not reach breaking point.

2.6 The Government must commit to using legislation to protect teachers from excessive workload, rather than using legislation in ways which exacerbate the problems.

3. Teachers' Pay

3.1 In December 2017, twelve month RPI inflation reached 4.1%, with a steep increase over the previous month.¹

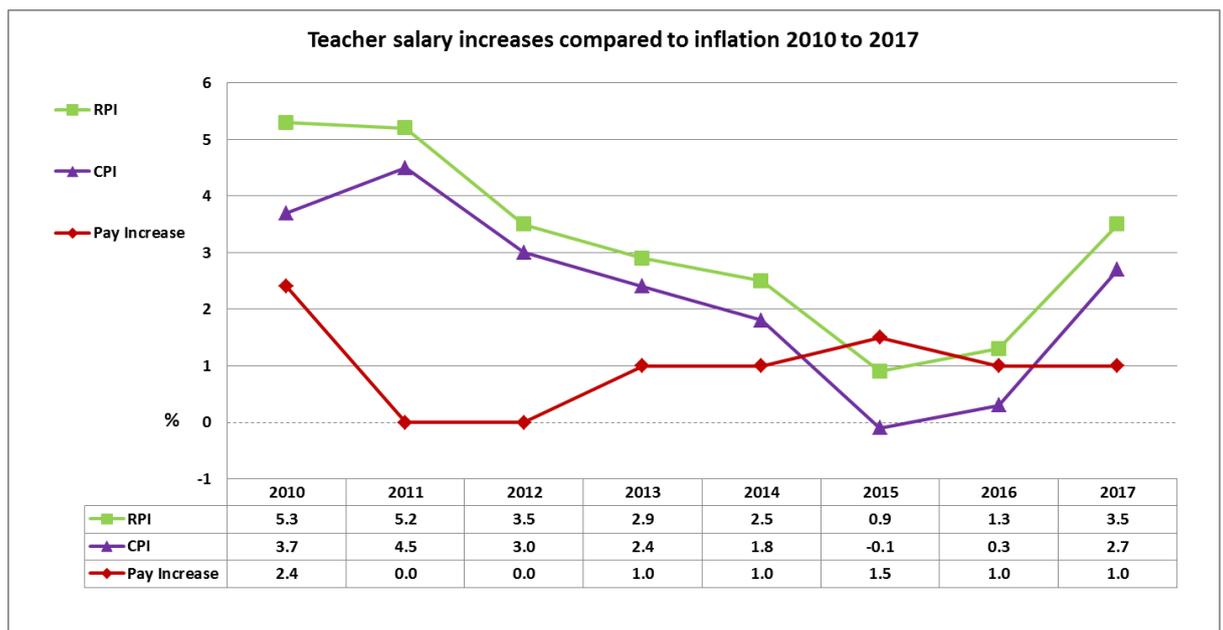
3.2 The Office for National Statistics (ONS) publishes inflation statistics using a variety of inflation indices. Out of a range of inflation indices, employers, governments and Pay Review Bodies are obliged to select the one which is most appropriate to their workforce. Out of the ONS's inflation indices, the NASUWT continues to ask the Government and employers to have regard to the Retail Prices Index (RPI) when considering the impact of inflation on teachers.

3.3 Incomes Data Research (IDR) indicates that two thirds of employers use the Retail Price Index (RPI) inflation index when calculating pay awards for their workforces, because the range of prices which are included in the index makes this a much more reliable indicator of the increases in prices which impact on their workforce than Consumer Price Index (CPI). The RPI index is the one which is most directly relevant to teachers.

¹ Office for National Statistics, *UK Consumer Price Inflation December 2017, January 2018*

3.4 The NASUWT has modelled the impact of inflation on teachers' salaries since 2010.

3.5 The chart below compares the impact of inflation with teachers' salary increases from 2010 onwards and shows the extent to which salaries have failed to keep pace with inflation every year since 2010, with the exception of 2015.



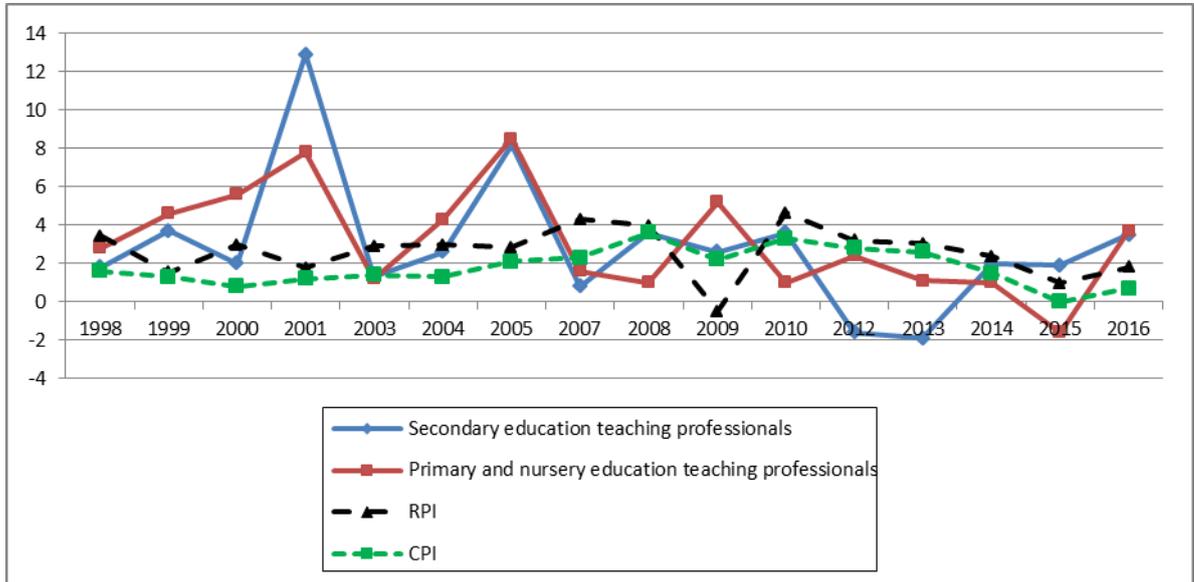
3.6 A similar effect can be seen when comparing the teachers' average pay levels with inflation. Moreover, the long-term decline of teachers' pay in Scotland can be seen from the chart under 3.7, taken from the IDR's research.² This compares the percentage change to the average pay of primary and secondary teachers with the percentage changes to both Retail Prices Index (RPI) and Consumer Prices Index (CPI) inflation.

3.7 Between 2000 and 2003, the impact of the McCrone Review can be seen, as teachers' pay levels saw a significant above inflation increase. Up to 2010, teachers' pay either increased beyond inflation or caught up with it the following year. From 2010 onwards, teachers' average earnings fell well below

² NASUWT/Incomes Data research, *A review of school teachers' pay in Scotland compared with other graduate professions*, 2018

inflation, with the exception of a few months in 2015/16, when inflation fell to extremely low levels.

Percentage change in average earnings for Scottish teachers against RPI 1998 to 2016



3.8 In addition to inflation eroding their real terms earnings, teachers have also suffered increased deductions from their salaries from 2012 onwards because of increased pension and National Insurance contributions.

3.9 The NASUWT has modelled, for illustrative purposes, the impact of inflation and increased deductions from salary on different salary values for teachers from 2010 onwards.

3.10 The NASUWT has used the ONS RPI inflation figure for December 2017 when carrying out this modelling and, therefore, the salary loss figures are calculated up to the end of 2017, rather than up to 31 March 2018.

3.11 The table which follows shows the impact on teachers of the increase in pension contributions beyond 6.4% from 2012 onwards. It illustrates that a teacher on Main Grade 6 has paid an additional £4,450 in pension contributions since 2012.

Additional Pension Contributions (over 6.4%) paid between April 2012 and December 2017

Total increase in pension contributions	Salary at 1 April 2017	% Increase (over 6.4% rate)	Additional Pension Contributions (over 6.4%) paid between April and December 2017		Additional Pension Contributions (over 6.4%) paid between April 2012 and December 2017	
			£pa	£pa with tax relief	£	£ with tax relief
Main Grade						
0	£22,641	0.8	135.85	108.68	926.20	740.96
1	£27,165	2.3	468.60	374.88	2,508.23	2,006.58
2	£28,776	2.3	496.39	397.11	2,986.46	2,389.17
3	£30,411	2.3	524.59	419.67	3,156.33	2,525.06
4	£32,178	2.3	555.07	444.06	3,339.66	2,671.72
5	£34,215	2.3	590.21	472.17	4,339.13	3,471.30
6	£36,120	3.3	893.97	715.18	5,563.55	4,450.84
Chartered Teacher Scheme						
CTS1	£37,239	3.3	921.67	737.33	5,735.50	4,588.40
CTS3	£39,381	3.3	974.68	779.74	6,065.52	4,852.42
CTS6	£44,283	4.0	1,328.49	797.09	8,172.03	5,037.38
Headteachers and Depute Headteachers						
5	£50,823	4.0	1,524.69	914.81	10,356.37	6,213.82
8	£55,227	4.0	1,656.81	994.09	11,254.01	6,752.41
11	£60,765	5.1	2,324.26	1,394.56	14,200.19	8,520.11
17	£79,641	5.5	3,285.19	1,971.11	20,622.25	12,373.35
19	£87,183	5.5	3,596.30	2,157.78	22,575.09	13,545.05

3.12 The cumulative real terms salary loss arising from the impact of inflation combined with higher pension contributions is substantial.

3.13 The table which follows illustrates this for teachers' salary levels from 2010 to 2017.

Scotland	Salary at 1 April 2017	Shortfall in salary from April 2017 to December 2017 as a result of below RPI pay increases	Additional Pension Contributions (over 6.4%) paid between April and December 2017	"Combined Loss" between April 2017 and December 2017	Total additional Pension Contributions (over 6.4%) paid between April 2012 and December 2017	Cumulative shortfall in salary between April 2010 and December 2017 as a result of below RPI pay increases	"Combined Cumulative Loss" between April 2010 and December 2017
			£pa with tax relief	£	£ with tax relief	£	£
Main Grade							
0	£22,641	-£2,553	-£108.68	-£2,662	-£741	-£16,087	-£16,828
1	£27,165	-£3,058	-£374.88	-£3,433	-£2,007	-£19,275	-£21,282
2	£28,776	-£3,241	-£397.11	-£3,638	-£2,389	-£20,424	-£22,813
3	£30,411	-£3,428	-£419.67	-£3,848	-£2,525	-£21,594	-£24,119
4	£32,178	-£3,625	-£444.06	-£4,069	-£2,672	-£22,839	-£25,511
5	£34,215	-£3,855	-£472.17	-£4,327	-£3,471	-£24,294	-£27,765
6	£36,120	-£4,072	-£715.18	-£4,787	-£4,451	-£25,653	-£30,104
Chartered Teacher Scheme							
CTS1	£37,239	-£4,192	-£737.33	-£4,929	-£4,588	-£26,423	-£31,011
CTS3	£39,381	-£4,436	-£779.74	-£5,216	-£4,852	-£27,958	-£32,811
CTS6	£44,283	-£4,988	-£797.09	-£5,785	-£5,037	-£31,436	-£36,473
Headteachers and Depute Headteachers							
5	£50,823	-£5,728	-£914.81	-£6,643	-£6,214	-£36,095	-£42,309
8	£55,227	-£6,225	-£994.09	-£7,219	-£6,752	-£39,219	-£45,971
11	£60,765	-£6,844	-£1,394.56	-£8,238	-£8,520	-£43,134	-£51,654
17	£79,641	-£8,973	-£1,971.11	-£10,944	-£12,373	-£56,546	-£68,919
19	£87,183	-£9,822	-£2,157.78	-£11,980	-£13,545	-£61,899	-£75,444

3.14 A teacher paid on Main Grade 6 has lost £30,104 in salary and a teacher paid on Chartered Teacher Scheme 6 lost £36,473 in salary.

Forecast inflation for 2018/19

3.15 This salary loss will worsen during the first three months of 2018 because inflation will remain high. The IDR panel of City Economists³ has an average inflation forecast of 3.5% RPI by September 2018, with Capital Economics forecasting inflation as high as 3.8% on that date. The 2% pay increase from

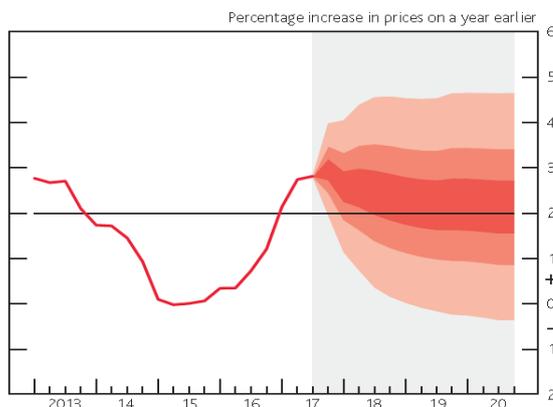
³ IDR Pay Climate, December 2017, with a panel comprising Scotia Bank, Natwest Markets, JP Morgan, Heteronomics, Capital Economics, Goldman Sachs and Morgan Stanley.

January to March 2018 means that teachers' pay will fall behind price increases even further.

3.16 The Bank of England's forecasting predicts that there will be continuing inflationary pressures, including growing domestic inflationary pressures, through to 2019. CPI Inflation will remain well above the Monetary Policy Committee (MPC)'s 2% target.⁴

3.17 The chart below illustrates the Bank of England's forecast that high inflation will continue through to 2019 and beyond. The more heavily the area is shaded, the stronger the forecasting for that level of inflation.⁵ The Bank of England's chart forecasts CPI inflation and RPI inflation tends to be at least one percentage point higher.

Chart 5.2 CPI inflation projection based on market interest rate expectations, other policy measures as announced



3.18 The NASUWT commissioned independent research into the pay of teachers in Scotland compared with other graduate professions.⁶ This concluded that primary and nursery education teachers are ranked tenth out of twelve comparable graduate professions in terms of their pay. In 2016, average gross earnings for all comparator professions were 10.3% above those of

⁴ *Bank of England Inflation Report*, November 2017, Page 43.

⁵ *Ibid*, page 36.

⁶ NASUWT/Incomes Data research, *A review of school teachers' pay in Scotland compared with other graduate professions*, 2018

secondary school teachers and 25% ahead of average earnings for primary teachers.⁷

3.19 Data provided by the Annual Survey for Hours and Earnings (ASHE), IDR illustrates the pay disparities in Scotland between teachers and comparable graduate professions in Table 3. The explanation is quoted directly from the ASHE.

'Table 3 below provides an even clearer understanding of the magnitude of pay disparities between teachers and each individual graduate profession in 2016. It illustrates that median and average gross weekly earnings for teachers in Scotland trailed those of almost all the other graduate professions.'

The table is colour-coded with differentials shaded blue where teachers' earnings are relatively lower and red where they are higher than for the other professions. It is clear that the table is predominantly blue – 66% – and also that, in many cases, the differentials are significant, especially when some of the average levels are considered.'

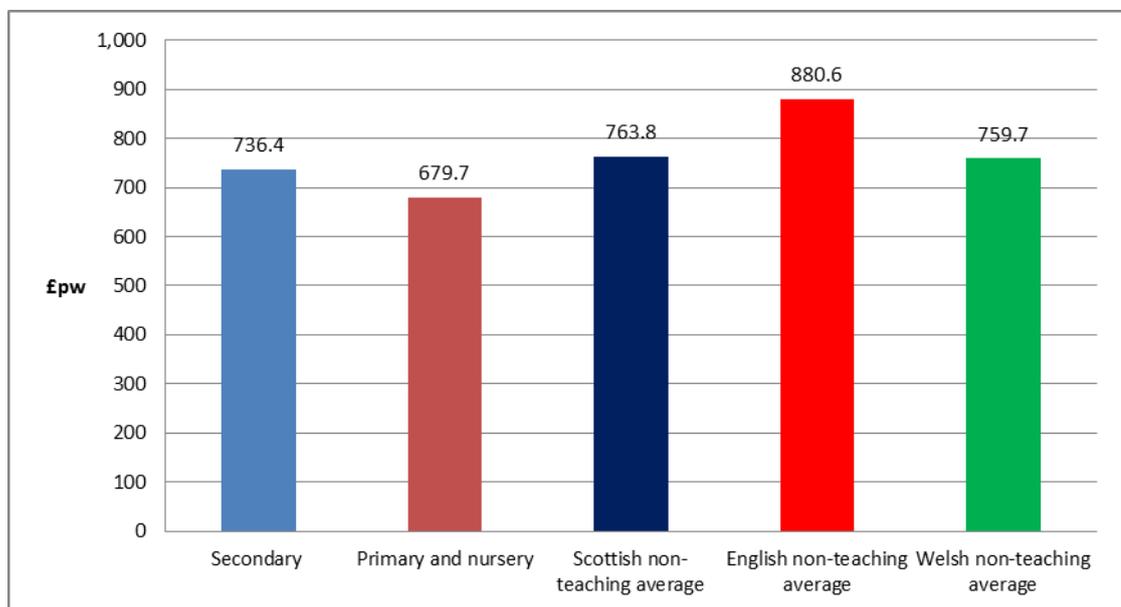
Table 3: Median and average gross weekly pay differentials of 10 graduate professions versus teachers 2016

Group	Average gross weekly pay £pw	Differential with secondary teachers	Differential with primary and nursery teachers	Median gross weekly pay £pw	Differential with secondary teachers	Differential with primary and nursery teachers
Secondary education teaching professionals	736.4			685.4		
Primary & nursery education teaching professionals	679.7			685.4		
Chemical scientists	673.5	-8.5	-0.9	632.2	-7.8	-7.8
Biological scientists and biochemists	731.3	-0.7	7.6	727.0	6.1	6.1
Physical scientists						
Engineering professionals	860.7	16.9	26.6	804.4	17.4	17.4
Health professionals	1280.8	73.9	88.4	934.2	36.3	36.3
Pharmacists	753.3	2.3	10.8	763.3	11.4	11.4
Legal professionals	836.6	13.6	23.1	745.3	8.7	8.7
Chartered and certified accountants	692.2	-6.0	1.8	633.6	-7.6	-7.6
Management consultants and business analysts	691.0	-6.2	1.7	591.4	-13.7	-13.7
Chartered surveyors	712.5	-3.2	4.8	696.0	1.5	1.5

⁷ Ibid, paragraph 1.7

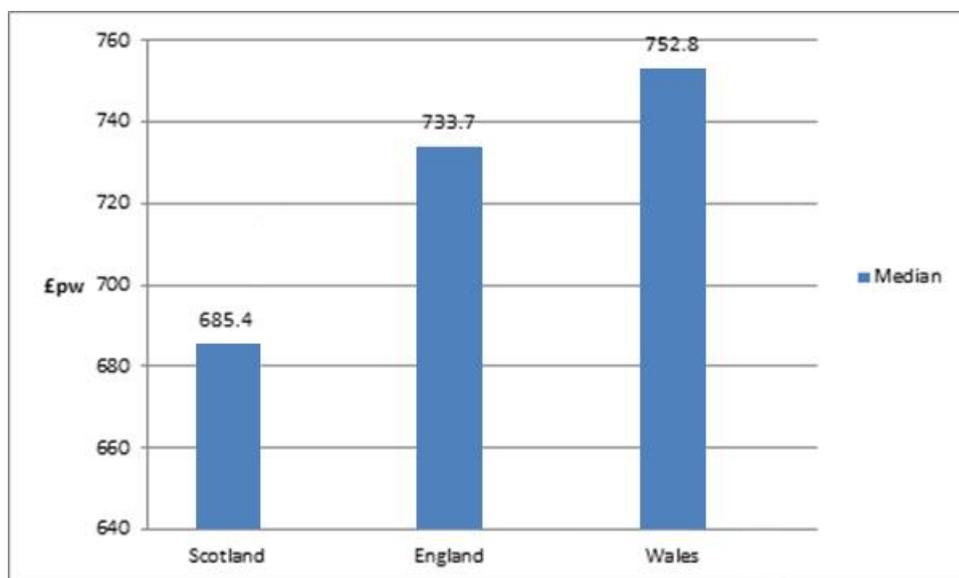
3.20 The pay of teachers in Scotland is uncompetitive when compared with the pay of comparable graduate professions, both within and outside Scotland. The graph below (3.21) provides for a comparison to be made between the average gross earnings levels for secondary and primary teachers and the average of a group of the same eight non-teaching professions for each of Scotland, England and Wales – biological scientists, engineering professionals, health professionals, pharmacists, legal professionals, chartered surveyors, chartered accountants and management consultants.

3.21 The graph illustrates that the teaching groups' average gross earnings in Scotland are below the non-teaching amounts in all the three countries. For example, the average gross earnings of primary and secondary teachers, at £679.70 and £736.40 per week, were below the lowest non-teaching figure of £759.70 per week, found in Wales. The variation was slightly larger when the non-teaching figure for Scotland is considered (£763.80pw), while the differentials with the non-teaching amount for England (£880.60pw) were substantially larger.⁸



⁸ Ibid.

3.22 The uncompetitive nature of Scottish teachers' salaries, compared with salaries in England and Wales, is further demonstrated by comparing median average secondary teachers' salaries across the three nations.



3.23 It is shameful that, on average, teachers' pay in Scotland lags behind that in England, Wales and Northern Ireland by several thousand pounds per teacher. In Scotland, the maximum salary to which a classroom teacher can aspire on 31 March 2018 is £36,480.

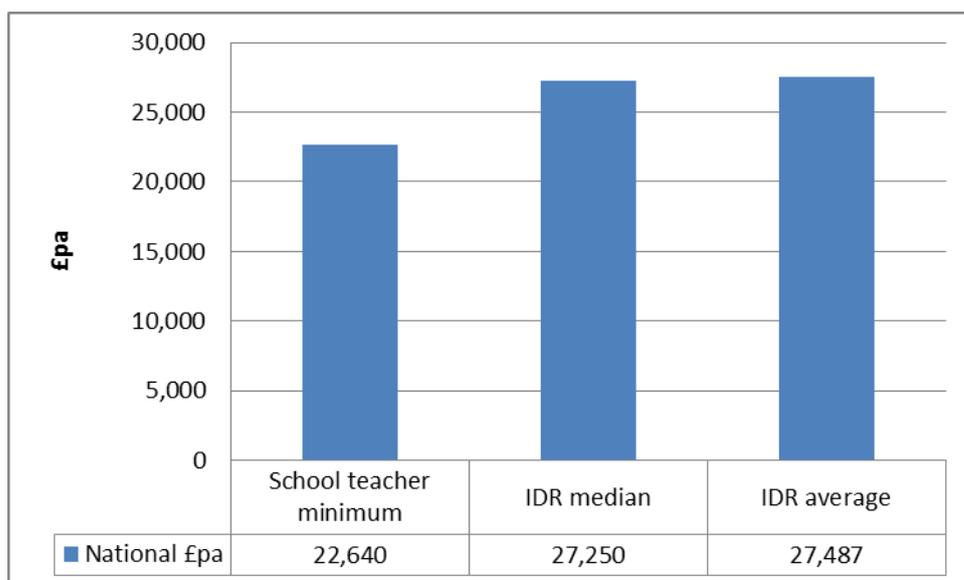
- In England and Wales (with the exception of London and the Fringe) it is £38,633.
- In Inner London it is £47,298, a difference of nearly £11,000 in annual salary between a teacher in Scotland and a teacher in England.

3.24 Teachers' starting salaries in Scotland are even more uncompetitive than the average salaries of teachers when compared with the average salaries of comparable graduate professions. IDR compared the aggregate salaries for graduates in Scotland with the salaries of teachers and found that teachers' starting salaries were extremely uncompetitive.⁹

3.25 The IDR research indicates how median and average graduate starting salaries as collected by the IDR survey compare with the respective minimum

⁹ Ibid, paragraph 3.2

point (probationer) on the teachers' salary scale. The median graduate starting salary in Scotland is £27,250, 20.4% higher than the assumed probationer point on the teachers' salary scale. Meanwhile the average graduate starting salary is 21.4% ahead of the probationer point on the teachers' salary scale.



3.26 Moreover, anticipated graduate salaries for 2018 show that teachers' salaries in Scotland will lag even further behind during the early years of their careers. As well as data on current graduate salaries, the IDR asked recruiters of graduates in Scotland about anticipated salaries for new graduates in 2018. The table below shows that the anticipated median salary for graduates in Scotland is £28,500, while the anticipated average salary is slightly lower at £27,964. This represents projected increases on the median and average starting salaries of 4.6% and 1.7% respectively. IDR have concluded that the minimum salary for teachers would have to rise by over a quarter to close this gap.¹⁰

Table 4 Anticipated graduate starting salaries for 2018

	Minimum £pa	LQ £pa	Median £pa	UQ £pa	Maximum £pa	Average £pa
Scotland	22,062	26,750	28,500	30,000	32,500	27,964

¹⁰ ibid

3.27 The NASUWT's Big Question Survey (Scotland), carried out in March 2017, found that:

- 87% of teachers do not think that teaching is competitive with other professions;
- 79% do not believe that they are paid at a pay level commensurate with their skills and experiences;
- 73% believe that people are put off a career in teaching because of pay;
- 41% find their pension costs unaffordable.

3.28 In the last 12 months, 31% of teachers have cut back expenditure on food and 48% have cut back expenditure on clothing. 18% have cut back on essential household items and 60% have indicated that they are unable to save.

3.29 Despite the punishing workload of teachers, 10% of teachers have had to take a second job outside teaching. Unsurprisingly, the NASUWT's research indicates that over two thirds of teachers (69%) would not recommend teaching as a career.

3.30 The Government and the SNCT are culpable, having presided over detrimental changes to the pay and conditions framework for years.

3.31 Teachers deserve better. A transformed teachers' pay and conditions framework, placed on a statutory footing, which provides a secure basis for the implementation of the NIF and other far-reaching educational reforms is now essential.

3.32 The NASUWT notes that, following the NASUWT's 2017/18 pay evidence, which called for the restoration of a career pathway for teachers, the SNCT has indicated that it is undertaking a 'strategic review of [teachers'] pay and reward' over the next few months, with a view to reporting in April.¹¹ The irony of this will not be lost on teachers, given an SNCT agreement removed the pathway in the first place.

¹¹ SNCT Circular 17/64

- 3.33 The SNCT has been the midwife of the crisis in the teaching profession and now it is embarking on a process which is not fit for purpose in a timescale which renders it meaningless.
- 3.34 The Government should establish a genuinely independent review on re-establishing a career pathway for teachers, which will invite and consider evidence from all stakeholders, including employers and unions, and report, with recommendations, to the Cabinet Secretary.
- 3.35 The reform of the teachers' national pay and conditions machinery is central to the establishment of a fit-for-purpose pay and conditions framework. For the SNCT, the architect of the present chaotic position on pay and conditions to make itself responsible for review is risible.

4. Equalities and teachers' pay

- 4.1 In 2011 teachers maternity pay was attacked. One of the first actions of the Government, in implementing an austerity programme was to reduce women teachers' pay. Neither the Government nor the SNCT carried out any equality impact assessment of the changes to maternity pay prior to the changes being made, and no equality impact assessment has been carried out since.
- 4.2 The NASUWT supports the Scotland Specific Equality Duties (SSED) which were introduced in 2012, with a focus on gender and pay. However, in the absence of any meaningful data on teachers' salary levels, broken down by equalities groups, there is no way of identifying how these duties are being addressed, let alone fulfilled. The NASUWT believes that the Government must carry out urgent research into women teachers' pay, with specific focus on teachers' pay experiences during maternity leave, and in supply, short-term contract and intermittent work.
- 4.3 The NASUWT is also concerned about the apparent failure of the Government to publish the teacher equalities data from the 2017 Teacher

Census. The most recent teacher equalities data is the dataset published in December 2016.¹²

- 4.4 According to this dataset, there are no BME headteachers or depute headteachers and only 6 BME Principal Teachers. Despite the Government failing to publish data on teachers' salaries broken down by protected characteristic under the Equality Act 2010, it would be a reasonable forecast that there will be a significant disparity between BME and White teachers' pay. This state of affairs is shameful, particularly when the Government claims to have a progressive approach to equalities issues.
- 4.5 The Government and SNCT also removed Chartered Teacher Status from the teachers' pay framework, thereby removing the career route for teachers who wished to develop expertise and remain in the classroom while accessing higher pay levels. Over three quarters (77.1%) of teachers are women. Only 51% of women teachers are headteachers and deposes in the secondary phase.¹³
- 4.6 The removal of Chartered Teacher Status led to the highest pay level for classroom teachers being only 81% of the highest pay level for teachers in England, or just over four fifths.
- 4.7 In its submission on the 2017/18 pay award, the NASUWT called for the restoration of a career pathway for classroom teachers who wish to develop pedagogical expertise and remain in the profession. This is particularly crucial, given the aspirations of the Government for school and system-led reform, which is set out in the Delivery Plan for the National Improvement Framework.
- 4.8 The NASUWT has commissioned independent research from Stirling University into the impact of Government reform on teachers' pay and conditions.¹⁴

¹² <http://www.gov.scot/Topics/Statistics/Browse/School-Education/teachcenssuppdata>

¹³ Scottish Government, *Scotland teacher datasets, 2016*, tables 1.2 and 8.5

¹⁴ University of Stirling, *Report of the Teacher Workforce Survey in Scotland, 2017, 2018* (awaiting publication)

- 4.9 Stirling University found that there is a lack of career pathways for teachers who wish to progress as practitioners.¹⁵
- 4.10 The Government has not collected meaningful data on the gender pay gap, but it is safe to consider, in a limited sense, teacher grade as a proxy for salary and draw the conclusion that a gender pay gap exists.
- 4.11 There is an urgent need on the part of the Government to collect data on teachers' pay and gender to fulfil both the SSED and the Public Sector Equality Duty (PSED) arising from the Equality Act 2010, but notwithstanding this, the creation of a career pathway for teachers who wish to remain in the classroom would contribute to reducing the gender pay gap in the teaching profession.
- 4.12 Ending gender pay discrimination is a key element of the NASUWT pay claim for 2018/19. In order to make a meaningful start to this, the Government should:
- restore teachers' maternity entitlements to the status quo ante 2011;
 - commit to a negotiations with the NASUWT to create a career pathway for teachers who wish to remain in the classroom and develop their expertise as a teacher.
- 4.13 The NASUWT's casework, organising and research indicates that teachers with protected characteristics have a disproportionately high presence in the supply and substitute teacher cohort.
- 4.14 There is an equally pressing need for the Government to collect and publish data for all protected characteristics groups on teachers' pay.
- 4.15 As an element of this pay and conditions claim, the NASUWT calls on the Government to carry out an equalities audit of the teachers' pay system, broken down by local authority, and to publish the outcome of this during 2018.

¹⁵ Ibid, page 20

5. Teacher workload

- 5.1 In 2014, protections against teachers being directed to carry out clerical and administrative tasks were removed from the SNCT Handbook when Appendix 2.6 was deleted.
- 5.2 In addition, schools were permitted by the SNCT to exceed the 35-hour working week and '*develop an alternative approach to working hours.*'
- 5.3 Unsurprisingly, teacher workload has soared, driven in large part by the demands placed on schools and teachers arising from curriculum and qualifications reform.
- 5.4 NASUWT members also report that the removal of Appendix 2.6 from the SNCT Handbook has led, in some schools, to teachers being prevented from focusing on teaching and learning being overburdened by administrative tasks.
- 5.5 Stirling University research found that, out of the teachers who knew about the removal of Appendix 2.6 from the SNCT Handbook, 72% of teachers said this influenced the time that they spent on administrative and clerical tasks, with 74% of teachers saying that this influenced their morale.¹⁶
- 5.6 Stirling University also found that, out of those teachers who were aware of the flexibility for schools to '*develop an alternative approach to working hours*' and increase the working week, 48% reported that this had an influence on their working hours or overall workload.¹⁷
- 5.7 The 2017 NASUWT Big Question Survey (Scotland) into teachers' experiences revealed the following about teachers' workload:
- 50% of teachers reported assessment and marking policies as one of the five top causes of bureaucracy;

¹⁶ Ibid, page 32

¹⁷ Ibid.

- 48% reported curriculum and qualification changes as one of the five top causes of bureaucracy;
- 35% reported administrative tasks as one of the five top causes of bureaucracy;
- 32% reported school self-evaluation as one of the five top causes of bureaucracy.

5.8 Stirling University asked teachers to rate their workload on a scale of 1 to 10, with 10 being the highest¹⁸.

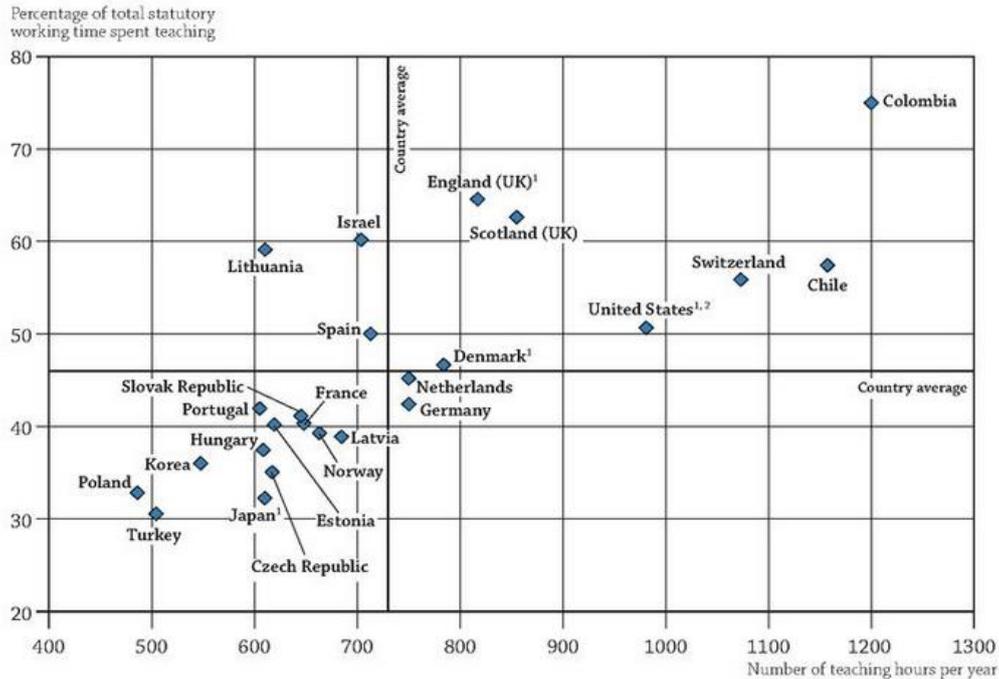
- 31% secondary teachers rated their workload as level 10;
- 30% rated it as level 9;
- 24% as level 8;
- only 15% of secondary teachers rated their workload as level 7 or below;
- 28% of primary teachers rated their workload as level 10;
- 22% rated it as level 9;
- 31% rated it as level 8;
- only 19% of primary teachers rated their workload as level 7 or below.

5.9 The independent IDR research commissioned by the NASUWT draws to attention the report of the OECD, *Education at a Glance 2017*, together with its report on teacher workload. As the IDR indicates about the following graph:

‘Scottish teachers work more teaching hours than most of their overseas counterparts as well as spending a higher proportion of their working time actually in the classroom teaching. The other point worthy of note is that the graph shows that Scottish teachers are working slightly more hours than their English colleagues.’

5.10 The OECD has clarified that, out of the OECD nations, only teachers in Colombia have a higher overall workload than teachers in Scotland.

¹⁸ Ibid, page 13



- 5.11 Cover is one the key drivers of teachers' excessive workload. Covering for absent colleagues is not a good use of the time of teachers who already have their own timetable commitments. Supply teachers should be engaged for this purpose. The Government should collect data on the extent of cover within the schools system as there is increasing evidence that cover is masking a significant teacher shortage, particularly in the secondary phase.
- 5.12 Stirling University's research reveals the extent to which cover is embedded in the system, both as an unacceptable component of teacher workload, and also as a feature of working which diverts teachers from their core role of leading teaching and learning for their classes.
- 5.13 For example, Stirling University found that, on average, a primary school teacher spends about 11 hours on curriculum development, 6 hours on marking, 4 hours on pupil engagement and 2 hours on covering for absent colleagues. Secondary teachers spent even more time covering for absent colleagues, spending over two hours per week on this activity.
- 5.14 The 2013-15 SNCT Agreement introduced a flexibility to enable schools to increase teachers' working week and maximum contact time, and the

evidence provided to the NASUWT indicates that this flexibility has been employed to increase the cover provided by teachers on establishment. This has a detrimental impact on both teacher workload and standards and the NASUWT calls for the flexibility for schools to increase working hours/the working week to be removed.

- 5.15 It is time to end the practice of cover by teachers on the staffing establishment of the school. The Government should consult on a strategy to achieve this, including, as appropriate, interim reduction cover targets for schools and local authorities as a transitional phase to achieving no cover in schools.
- 5.16 The NASUWT has experience in the successful implementation of such a strategy would be pleased to work with the Government to achieve this goal, in the interests of the school system and the raising of standards.
- 5.17 The NASUWT believes that, if the National Improvement Framework is to be a success, teachers must have entitlements not just to a reasonable workload, but also to a terms and conditions framework which enables them to focus on their core role of teaching and learning. The NASUWT believes that, in order to ensure the maintenance of such entitlements during the period of the implementation of the National Improvement Framework, they should be put on a statutory footing.
- 5.18 Evidence shows the inability of the current national pay and conditions machinery to safeguard teachers' key terms and conditions. The SNCT process is one whereby collective agreements provide teachers' terms and conditions. Whilst there is a place for collective agreements in a national teachers' pay and conditions framework, the key conditions of service provisions must be set out in statute, to give stability and certainty to the employment framework for teachers.
- 5.19 The SNCT has presided over a year-on-year dismantling of teachers' terms and conditions, to such an extent that the key provisions of *A Teaching Profession for the 21st Century*, do not apply in many schools. In particular,

the 35-hour week is exceeded in practice because of working-hours flexibilities introduced in the 2013-15 SNCT Agreement, the removal of protections against being directed to carry out non-teaching duties and the demands placed on teachers by system reform.

- 5.20 In practical, terms for many teachers, only the NASUWT's national action on workload, which enforces the provisions of *A Teaching Profession for the 21st Century*, has provided teachers with any respite from unacceptable and excessive workload and enabled teachers to focus on their core role of teaching and learning.
- 5.21 To begin the process of addressing workload, the Government must restore Appendix 2.6 (Annex E) to the SNCT Handbook, thereby ensuring that teachers cannot be directed to carry out activities and duties which divert them from teaching, and leading and managing teaching and learning.
- 5.22 The Government should also reinforce, through a statement made to every school, that teachers should not be directed to carry out duties which do not require the exercise of their professional skills and judgment.
- 5.23 The recommendations from the *Curriculum for Excellence Working Group on Tackling Bureaucracy Follow-up Report, March 2015* should be given statutory force by being issued as statutory guidance.

6. Wider state of the Labour Market

- 6.1 The NASUWT has previously drawn attention in this submission to the uncompetitive levels of teachers' salaries. Teachers' salaries in Scotland are uncompetitive when compared with the salaries of teachers elsewhere in the UK and also the salaries for other graduate professions.
- 6.2 This has to be set against the context of a buoyant graduate labour market in the UK.
- 6.3 According to *The Graduate Market in 2017*, an annual UK review of the graduate job market, graduates continue to be in high demand with

employers, who are expected to continue to expand their graduate recruitment for a fifth year running. The report published by High Fliers Research, concludes that:

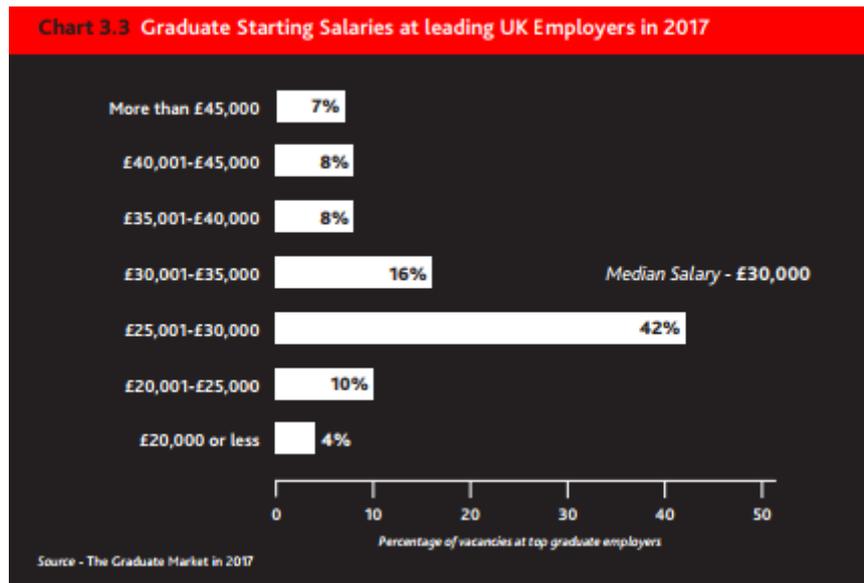
- the country's top employers planned to expand their graduate recruitment by 4.3% in 2017, the fifth consecutive year that graduate vacancies have increased;
- the number of graduates recruited by the top employers has risen by more than 13% over the last three years, intensifying the competition between organisations to recruit the best graduates;
- there was a 3.3% increase in graduates appointed in 2016. This significant rise took recruitment beyond the pre-recession peak in the graduate job market in 2007, to its highest-ever level;
- employers in six out of 13 key industries and employment areas are expecting to take on more new graduates than they did in 2016.¹⁹

6.4 The salaries offered to graduates across the UK in 2017 are much higher than teachers' salaries in Scotland. According to the research, the median starting salary for graduates across the UK is £30,000. This represents a 30% pay premium over teachers in Scotland starting on the £22,866 minimum of the main pay range.²⁰

6.5 As can be seen from the table below, teachers' starting salaries in Scotland are set within the range of the lowest paying 10% of UK employers.

¹⁹ High Fliers Research, *The Graduate Market in 2017*, London 2017

²⁰ On 1 January 2018



- 6.6 At least a sixth of places on the top graduate programmes now provide starting salaries of more than £40,000 and 13 of the country's best-known graduate employers are paying salaries of at least £45,000 this year. Just two major employers planned to pay their new graduates £20,000 or less in 2017.
- 6.7 Graduate starting salaries of more than £40,000 are increasingly found in a wider range of graduate roles in different sectors. For example, Aldi pays graduates training to become area managers a first-year salary of £42,000.
- 6.8 Moreover, employers within the two highest paying sectors – City investment banks and law firms – have opted to increase their graduate starting salaries this year. The median starting salary available to new graduates has also risen at the top engineering and industrial companies, oil and energy companies, and at high street and online retailers.
- 6.9 To reinforce the difference between starting salaries in teaching and in other professions, the NASUWT's Big Question Survey 2017 (Scotland) found significant concern amongst teachers about the competitiveness of teachers' salaries as referenced earlier in this submission.

7. Conclusion

- 7.1 The failure of the teachers' pay and conditions framework to reward teachers appropriately and to provide conditions of service which enable teachers to focus on their core role and have manageable workload, has led to a growing teacher shortage crisis.
- 7.2 The failure of the Government to collect robust data on teacher vacancy rates masks the teacher shortage crisis. Stirling University's research found that 53% of teachers reported that there was a shortage in their subject area at their own school, among whom, 83% of them felt that the teacher shortage had influenced their own workload.²¹ Urgent and meaningful action is required on excessive workload. Strategies for addressing this have been submitted previously by the NASUWT to Government. There must be a return to the principles of the McCrone report.
- 7.3 The NASUWT does not pluck salary percentage figures out of the air as its pay claim strategy. It presents clear evidence to support its position. A substantial above inflation pay increase to teachers' salary levels, as part of a planned process to close the gap between the pay of teachers and comparable graduate professions, is needed. A single figure award for one year, outside a planned process will be insufficient. By the end of the current Comprehensive Spending Review period teachers' pay must have been increased to at least the real terms levels the evidence in this submission demonstrates is required.
- 7.4 The Government must carry out an equalities audit of the teachers' pay system, broken down by local authority, and publish the outcome of this during 2018.
- 7.5 Pay and conditions must be placed on a statutory footing to deliver the entitlements of all children and young people.

²¹ University of Stirling, *Report of the Teacher Workforce Survey in Scotland, 2017*, 2018 (awaiting publication).

- 7.6 The move to an evidence based process for determining the teachers' pay and conditions framework by the introduction of a review body is long overdue.
- 7.7 The Government must recognise that the SNCT has outlived its usefulness. Health workers in Scotland enjoy the benefits of an independent pay review body, teachers deserve no less.