

Teachers' Pay and Conditions of Service 2023



1. INTRODUCTION

- 1.1 The current pay offer comes at a critical time for the teaching profession. The country's schools are in crisis. A crisis of teacher supply, with fewer graduates choosing to enter the profession, and with increasing numbers of teachers seriously considering leaving the profession.¹ Pay is a central factor that is driving the teacher supply crisis. In addition to more than a decade of real terms pay erosion, teacher morale is now at its lowest level in years. Unless and until the depth of this crisis is recognised, and commitment made to use the pay mechanism to restore the status of teachers, schools will not be able to recruit the teachers and headteachers they need to meet the needs of all children and young people.
- 1.2 Since 2011, the Government and employers have failed to respond to the representations made by the NASUWT about teachers' pay.
- 1.3 The Scottish Negotiating Committee for Teachers (SNCT) pay bargaining mechanism has failed to deliver the pay awards teachers deserve and has been beset by delays in the implementation of pay awards. These delays have caused added financial hardship for many teachers. This must now be addressed as a matter of priority.
- 1.4 After a short period of low inflation in 2015, prices are increasing at a rate not seen for several decades. 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 the average starting salaries for comparable graduate professions being 12% higher than a teacher's starting salary.
- 1.5 It is critical that in this pay round a substantial above-inflation pay increase to all teachers' salary levels is awarded to address the historic erosion and the continuing impact of the cost-of-living crisis.
- 1.6 The Government must also address the inadequate nature of teachers' non-pay conditions to deliver a teacher's contract that will attract and retain the best graduates to the profession.
- 1.7 The Government and employers should be in no doubt about the workload crisis which is afflicting the teaching profession.
- 1.8 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 <https://www.tes.com/magazine/analysis/general/numbers-teacher-recruitment-scotland>.

- 1.9 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, lunchtime supervision and cover for absent colleagues.
- 1.10 The conditions of service framework for teachers is not fit for purpose in enabling the delivery of ambitious educational reform.
- 1.11 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.

2. TEACHERS' PAY – THE REAL TERMS CUT

- 2.1 In 2022-23, if the proposed 6% pay award had been implemented, the pay of classroom teachers' starting salaries in Scotland would have been almost one tenth (8%) less in real terms in April 2022 than if it had increased to match Retail Prices Index (RPI) inflation in each year since 2010.
- 2.2 By the same measure, the pay of classroom teachers on M5 would be one seventh (14.4%) less in real terms, and the pay of headteachers would have been between 14.4% and 18.7% less in real terms than in 2010.
- 2.3 The Scottish Government and employers have proposed a 6% increase to all pay and allowances, to be backdated to April 2022, and a 5.5% pay award from April 2023.
- 2.4 If both of those pay awards are implemented, this would still result in the pay of classroom teachers' starting salaries being worth £4,191 (13.3%) less in real terms in April 2023, than if it had increased to match RPI inflation in each year since 2010.²
- 2.5 By the same measure, the pay of classroom teachers on M5 would be £9,495 (20.1%) less in real terms, and the pay of headteachers would be between £13,357 (20%) and £28,378 (26.1%) less in real terms than in 2010.
- 2.6 Teachers need a pay rise. Teachers in Scotland have endured nine years of pay freezes and below-inflation pay awards in the 13 years since 2010. Enough is enough.

Teacher salary increases compared to inflation

- 2.7 The cost-of-living crisis, soaring inflation and rising interest rates are creating misery for teachers.

² RPI is forecast to increase by 10.7% in 2023. Office for Budget Responsibility (OBR) Economic and Fiscal Outlook, November 2022.

- 2.8 Since 2010, the cost of living has increased by 56%, as measured by RPI. Any marginal real terms gains made between 2014-16 and 2019-21 have had a limited positive impact on teachers' real terms earnings, which have plummeted since 2010.
- 2.9 The 1.47% increase to teachers' salaries in 2021-22, as a result of the 1.22% and 1% split-year pay award, followed in 2022 by no increase to teachers' pay, when taken in the context of crippling cost-of-living increases, has plunged many teachers into serious financial hardship.
- 2.10 The lack of any pay award from the Scottish Government and employers in April 2022 could not have come at a worse time for hard-working teachers who, during the coronavirus pandemic, have paid with their health, and sometimes with their lives, as part of a national mission to deliver education during the most difficult of circumstances.
- 2.11 RPI inflation rocketed to a high of 14.2% in October 2022 – its highest rate in over 40 years. It currently stands at 13.4% (January 2023). The proposal from the Scottish Government and employers to implement a pay increase of 6% backdated to April 2022, in the context of 11.1% RPI inflation in April 2022, would represent a significant 5.1% real terms pay cut.
- 2.12 The Scottish Government and employers have proposed a 5.5% increase to teachers' pay and allowances from April 2023. The Office for Budget Responsibility (OBR) has forecast that RPI inflation will be 10.7% in 2023.³ In the context of substantial and sustained cost-of-living increases, the Scottish Government is, in effect, proposing a real terms pay cut of 5.2% in 2023, following a 5.1% real terms pay cut in 2022.
- 2.13 The NASUWT continues to call for significant increases to all salary points and allowances, to address the cumulative shortfall in teachers' salaries since 2010. Last year, the Union recommended that the following increases to teachers' salaries and allowances were necessary to reverse the real terms reduction in pay suffered by teachers in Scotland since 2010:
- 2022 – 12%
 - 2023 – 10%
 - 2024 – 8%.

This remains our position.

- 2.14 The Scottish Government and employers must reject the futile belief that the teacher recruitment and retention crisis will magically remedy itself. For the

³ https://obr.uk/docs/dlm_uploads/CCS0822661240-002_SECURE_OBR_EFO_November_2022_WEB_ACCESSIBLE.pdf.

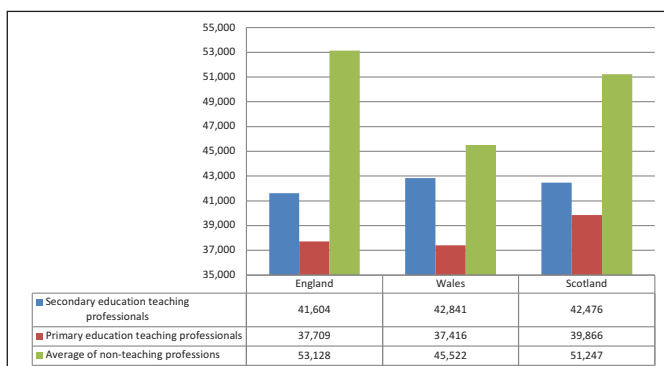
teaching profession to once again become a professional occupation that provides graduates with an attractive and financially rewarding career, complicity in artificially depressing the wages of teachers compared to other graduate-level professions must end.

- 2.15 The latest data on growth in earnings for employees, published by the Office for National Statistics (ONS) on 13 December 2022, shows that 'Average regular pay growth was 7.3% for the private sector in October to December 2022, and 4.2% for the public sector'.⁴ Public sector workers cannot afford another decade of damaging austerity.
- 2.16 Austerity is a political choice made by the Conservative Government in Westminster that the Scottish Government should reject.

Comparison between England, Scotland and Wales – the wider state of the labour market

- 2.17 The following charts are taken from the Incomes Data Research (IDR) review of school teachers' pay compared to other graduate professions in 2022 that was commissioned by the NASUWT.
- 2.18 The chart below shows average gross earnings for secondary and primary teachers in each of England, Scotland and Wales in comparison to the average of a group of the same nine non-teaching professions from all three countries – chemical scientists, engineering professionals, medical practitioners, pharmacists, legal professionals, chartered surveyors, IT professionals, chartered accountants and management consultants.⁵

Average gross annual earnings of teachers and combined selection of professional groups in the UK 2022*



Source: ASHE

*Non-teaching occupational data are based on the same eight jobs in all countries.

⁴ ONS, Average weekly earnings in Great Britain: February 2023. <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/averageweeklyearningsingreatbritain/february2023>.

⁵ IDR – NASUWT England report 2022.

- 2.19 Primary teachers in Scotland earn 78% of the average salary of non-teaching professionals or £11,381 less annually.
- 2.202 Secondary teachers in Scotland earn 83% of the average salary of non-teaching professionals or £8,771 less annually.

All teaching and non-teaching professions in England, Wales and Scotland

- 2.21 We decided to make a more detailed examination of earnings data for all the featured professions in all three countries. More specifically, where data is available, the comparison involves an examination of earnings for all of the professions considered in the report in England, Scotland and Wales, plus the two teaching groups in each country.
- 2.22 A comprehensive look at the results is presented in the chart below which shows the average gross earnings for 37 professions across England, Scotland and Wales, including the two teaching groups. Figures for secondary and primary teachers in England are shaded in black, while teachers in Scotland and Wales are represented by grey bars. All other non-teaching jobs are colour-coded by country, with jobs in Wales shown in red, and those in Scotland in blue. Occupations in England are shown in green.⁶

Average gross annual earnings of teachers and selection of professional groups in the UK 2022*

A review of school teachers’ pay in England compared with other graduate professions, January 2023.



Source: ASHE

*Figures based on 35 occupational groups in England, Scotland and Wales.

⁶ Ibid.

International comparisons on pay


2.23 The comparably poor pay progression opportunities for Scottish teachers, when compared internationally, are demonstrated by the following Organisation for Economic Co-operation and Development (OECD) research. Table D3.1 below shows that in 2020-21, salaries for teachers at the top of the main grade scale in Scotland were lower than the OECD average in all phases of education:

Table D3.1. Teachers' statutory salaries, based on the most prevalent qualifications at different points in teachers' careers (2021)
Annual teachers' salaries, in public institutions, in equivalent USD converted using PPPs for private consumption

| | Pre-primary | | | | Primary | | | | Lower secondary, general programmes | | | | Upper secondary, general programmes | | | | |
|------------------------------|-----------------|-------------------------------------|-------------------------------------|------------------------|-----------------|-------------------------------------|-------------------------------------|------------------------|-------------------------------------|-------------------------------------|-------------------------------------|------------------------|-------------------------------------|-------------------------------------|-------------------------------------|------------------------|--------|
| | Starting salary | Salary after 10 years of experience | Salary after 15 years of experience | Salary at top of scale | Starting salary | Salary after 10 years of experience | Salary after 15 years of experience | Salary at top of scale | Starting salary | Salary after 10 years of experience | Salary after 15 years of experience | Salary at top of scale | Starting salary | Salary after 10 years of experience | Salary after 15 years of experience | Salary at top of scale | |
| | (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) | (11) | (12) | (13) | (14) | (15) | (16) | |
| OECD | | | | | | | | | | | | | | | | | |
| Countries | | | | | | | | | | | | | | | | | |
| Australia | 46 770 | 60 072 | 70 036 | 72 461 | 46 985 | 67 068 | 69 608 | 69 608 | 74 335 | 46 987 | 66 911 | 65 440 | 74 454 | 46 987 | 66 911 | 66 440 | 74 454 |
| Austria | m | m | m | m | 47 995 | 51 726 | 57 638 | 63 882 | 47 853 | 54 089 | 60 420 | 69 610 | 74 454 | 46 987 | 66 911 | 66 749 | 96 230 |
| Canada | m | m | m | m | 40 722 | 68 736 | 70 351 | 70 351 | 40 722 | 68 736 | 70 351 | 70 351 | 40 722 | 68 736 | 70 351 | 70 351 | m |
| Chile | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m |
| Colombia ¹ | 23 619 | 43 073 | 43 073 | 49 534 | 23 619 | 43 073 | 43 073 | 49 534 | 23 619 | 43 073 | 43 073 | 49 534 | 23 619 | 43 073 | 43 073 | 49 534 | m |
| Costa Rica | 26 241 | 30 824 | 33 115 | 39 990 | 26 501 | 31 130 | 33 445 | 40 389 | 27 310 | 32 404 | 34 471 | 41 632 | 27 310 | 32 404 | 34 471 | 41 632 | m |
| Czech Republic | 23 914 | 24 886 | 25 936 | 26 372 | 25 616 | 27 237 | 28 463 | 33 660 | 25 616 | 27 318 | 28 534 | 33 803 | 25 616 | 27 318 | 28 534 | 33 722 | m |
| Denmark | 46 955 | 53 264 | 53 264 | 53 264 | 54 330 | 60 090 | 62 301 | 62 301 | 54 405 | 60 833 | 62 901 | 62 901 | 50 553 | 65 627 | 65 627 | 65 627 | m |
| Estonia | m | m | m | m | 35 446 | a | a | a | 35 446 | a | a | a | 35 446 | a | a | a | m |
| Finland ² | 32 525 | 35 465 | 35 803 | 35 803 | 37 073 | 42 774 | 45 772 | 46 516 | 39 824 | 45 940 | 49 168 | 52 118 | 42 089 | 50 539 | 53 061 | 56 245 | m |
| France ³ | 32 819 | 37 628 | 40 043 | 57 885 | 32 619 | 37 628 | 40 043 | 57 885 | 35 709 | 40 718 | 43 133 | 61 282 | 35 709 | 40 718 | 43 133 | 61 282 | m |
| Germany | m | m | m | m | 69 599 | 80 097 | 85 049 | 90 970 | 77 358 | 88 001 | 92 546 | 100 962 | 90 911 | 91 424 | 95 933 | 110 050 | m |
| Greece | 20 410 | 24 821 | 27 026 | 40 259 | 20 410 | 24 821 | 27 026 | 40 259 | 20 410 | 24 821 | 27 026 | 40 259 | 20 410 | 24 821 | 27 026 | 40 259 | m |
| Hungary | 17 058 | 18 212 | 20 635 | 29 173 | 17 058 | 18 212 | 20 635 | 29 173 | 17 058 | 18 212 | 20 635 | 29 173 | 17 058 | 18 212 | 20 635 | 29 173 | m |
| Iceland | 42 583 | 43 306 | 45 371 | 46 451 | 42 583 | 43 306 | 45 371 | 46 451 | 42 583 | 43 306 | 45 371 | 46 451 | 39 976 | 43 943 | 46 216 | 45 216 | m |
| Ireland | a | a | a | a | 37 017 | 56 484 | 62 337 | 71 899 | 37 017 | 57 606 | 62 948 | 72 610 | 37 017 | 58 606 | 62 948 | 72 610 | m |
| Israel | 26 638 | 33 963 | 37 891 | 65 509 | 23 932 | 29 909 | 33 671 | 34 842 | 23 984 | 30 866 | 36 244 | 57 399 | 32 436 | 39 246 | 39 246 | 56 280 | m |
| Italy | 32 963 | 36 141 | 39 563 | 47 800 | 32 963 | 36 141 | 39 563 | 47 800 | 35 898 | 39 130 | 43 015 | 52 097 | 35 428 | 40 263 | 44 292 | 57 7 | m |
| Japan | m | m | m | m | 29 820 | 42 244 | 49 356 | 61 067 | 29 820 | 42 244 | 49 356 | 61 067 | 29 820 | 42 244 | 49 356 | 62 670 | m |
| Korea | 34 123 | 51 500 | 60 105 | 95 700 | 34 123 | 51 500 | 60 105 | 95 700 | 34 105 | 51 570 | 60 247 | 95 042 | 34 105 | 51 570 | 60 247 | 95 042 | m |
| Latvia | 16 534 | a | a | a | 16 534 | a | a | a | 16 534 | a | a | a | 16 534 | a | a | a | m |
| Lithuania | 30 827 | 31 623 | 35 392 | 40 287 | 30 827 | 31 623 | 35 392 | 40 287 | 30 827 | 31 623 | 35 392 | 40 287 | 30 827 | 31 623 | 35 392 | 40 287 | m |
| Luxembourg | 71 812 | 82 877 | 104 846 | 126 868 | 71 812 | 82 877 | 104 846 | 126 868 | 81 387 | 101 734 | 122 266 | 141 470 | 81 387 | 101 734 | 122 266 | 141 470 | m |
| Mexico | 21 948 | 27 681 | 34 704 | 43 709 | 21 948 | 27 681 | 34 704 | 43 709 | 27 889 | 35 227 | 44 349 | 55 272 | 27 889 | 35 227 | 44 349 | 55 272 | m |
| Netherlands | 45 594 | 60 394 | 70 899 | 85 360 | 45 594 | 60 394 | 70 899 | 85 360 | 48 336 | 73 498 | 84 315 | 98 654 | 48 336 | 73 498 | 84 315 | 98 654 | m |
| New Zealand | m | m | m | m | 34 488 | 52 699 | 52 699 | 52 699 | 34 488 | 52 699 | 52 699 | 52 699 | 34 488 | 52 699 | 52 699 | 52 699 | m |
| Norway | 38 716 | 47 106 | 47 106 | 47 656 | 42 489 | 50 677 | 50 677 | 54 421 | 42 489 | 50 677 | 50 677 | 54 421 | 50 216 | 55 524 | 55 524 | 61 443 | m |
| Poland | 19 622 | 26 343 | 32 043 | 33 398 | 19 622 | 26 343 | 32 043 | 33 398 | 19 622 | 26 343 | 32 043 | 33 398 | 19 622 | 26 343 | 32 043 | 33 398 | m |
| Portugal | 34 400 | 41 861 | 44 413 | 74 255 | 34 400 | 41 861 | 44 413 | 74 255 | 34 400 | 41 861 | 44 413 | 74 255 | 34 400 | 41 861 | 44 413 | 74 255 | m |
| Slovak Republic ⁴ | 13 549 | 15 457 | 16 824 | 17 706 | 16 788 | 18 670 | 19 329 | 21 622 | 16 788 | 18 670 | 19 329 | 21 622 | 16 788 | 18 670 | 19 329 | 21 622 | m |
| Slovenia ⁵ | 31 001 | 36 826 | 46 466 | 53 699 | 31 001 | 38 176 | 46 203 | 57 631 | 31 001 | 38 176 | 46 203 | 57 631 | 31 001 | 38 176 | 46 203 | 57 631 | m |
| Spain | 43 084 | 47 428 | 50 545 | 62 303 | 43 084 | 47 428 | 50 545 | 62 303 | 48 796 | 52 993 | 56 428 | 69 499 | 48 796 | 52 993 | 56 428 | 69 499 | m |
| Sweden ^{6,7,8,9} | 42 201 | 44 247 | 44 696 | 49 176 | 42 201 | 44 247 | 44 696 | 49 176 | 48 003 | 48 727 | 50 806 | 56 280 | 44 288 | 48 594 | 49 896 | 58 053 | m |
| Switzerland ¹⁰ | 56 405 | 70 104 | m | 60 311 | 60 940 | 75 787 | m | 52 671 | 67 037 | 62 593 | m | 103 952 | 76 393 | 90 652 | m | 117 500 | |
| Turkey | 33 719 | 34 719 | 34 256 | 36 778 | 33 719 | 34 719 | 34 256 | 36 778 | 34 828 | 35 828 | 35 365 | 37 887 | 34 828 | 35 828 | 35 365 | 37 887 | m |
| United States ¹¹ | 43 381 | 55 291 | 63 625 | 79 470 | 42 723 | 56 582 | 63 531 | 74 214 | 43 466 | 59 376 | 67 626 | 77 996 | 43 436 | 59 335 | 66 750 | 76 055 | m |
| Other Participants | | | | | | | | | | | | | | | | | |
| Flemish Comm. (Belgium) | 41 008 | 51 423 | 57 893 | 72 989 | 41 008 | 51 423 | 57 893 | 72 989 | 41 008 | 51 423 | 57 893 | 72 989 | 51 160 | 65 204 | 74 357 | 92 663 | m |
| French Comm. (Belgium) | 39 490 | 49 356 | 55 553 | 67 945 | 39 490 | 49 356 | 55 553 | 67 945 | 39 490 | 49 356 | 55 553 | 67 945 | 49 105 | 62 555 | 71 321 | 85 930 | m |
| England (UK) | 34 211 | a | 54 889 | 54 889 | 34 211 | a | 54 889 | 54 889 | 34 211 | a | 54 889 | 54 889 | 34 211 | a | 54 889 | 54 889 | m |
| Scotland (UK) | 42 201 | 53 060 | 53 060 | 53 060 | 42 200 | 53 060 | 53 060 | 53 060 | 42 200 | 53 060 | 53 060 | 53 060 | 42 200 | 53 060 | 53 060 | 53 060 | m |
| OECD average | 34 245 | 42 684 | 45 253 | 55 899 | 36 099 | 48 298 | 49 245 | 59 911 | 37 448 | 48 441 | 51 246 | 62 885 | 39 020 | 50 770 | 53 368 | 64 987 | m |
| EU22 average | 33 100 | 39 939 | 43 746 | 53 313 | 36 053 | 48 197 | 48 022 | 58 703 | 37 640 | 47 144 | 51 507 | 63 054 | 37 597 | 48 063 | 53 273 | 65 398 | m |
| Partners | | | | | | | | | | | | | | | | | |
| Argentina | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m |
| Brazil ¹ | 14 345 | m | m | m | 14 345 | m | m | m | 14 345 | m | m | m | 14 345 | m | m | m | m |
| China | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m |
| India | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m |
| Indonesia | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m |
| South Arabia | 49 942 | m | m | m | 49 942 | m | m | m | 49 942 | m | m | m | 49 942 | m | m | m | m |
| South Africa | m | m | m | m | 57 883 | m | m | m | 57 883 | m | m | m | 57 883 | m | m | m | m |
| G20 average | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m | m |

Note: The definition of teachers' most prevalent qualifications is based on a broad concept, including the typical ISCED level of attainment and other criteria. The most prevalent qualification is defined for each of the four career stages included in this table. In many cases, the minimum qualification is the same as the most prevalent qualification, see Table X3.D3.2 in Annex 3. Please see Annex 2 and Definitions and Methodology sections for more information. Data available at: <https://data.oecd.org>

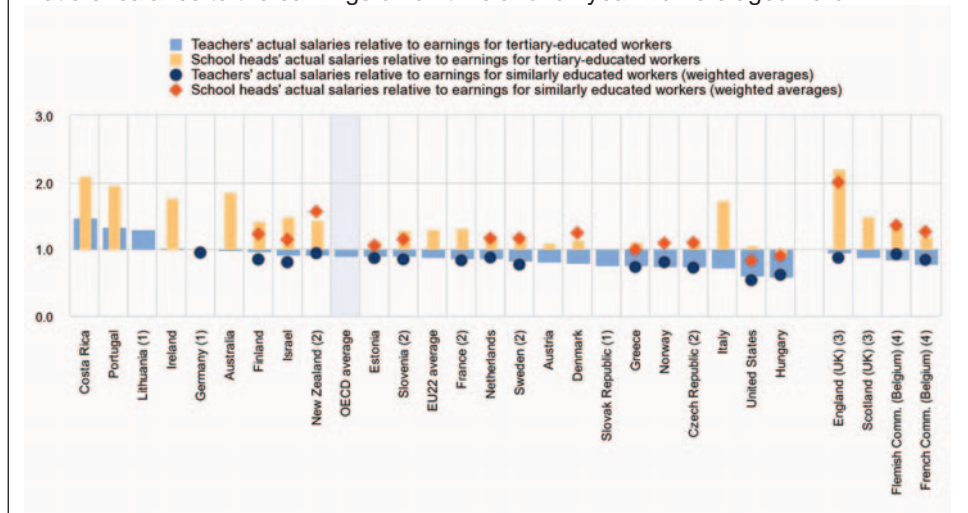
- Year of reference 2020.
- Data on pre-primary teachers include the salaries of kindergarten teachers, who are the majority.
- Includes the average of fixed bonuses for overtime hours for lower and upper secondary teachers.
- At the upper secondary level includes teachers working in vocational programmes (in Slovenia and Sweden, includes only those teachers teaching general subjects within vocational programmes).
- Excludes the social security contributions and pension-scheme contributions paid by the employees.
- Actual base salaries.
- Year of reference 2019.
- Source: OECD (2022). See Source section for more information and Annex 3 for notes (https://www.oecd.org/education/education-at-a-glance/EAG2022_X3-D.pdf).
- Please refer to the Reader's Guide for information concerning symbols for missing data and abbreviations.

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2.24 It is also significant that in 2020-21, the actual salaries of teachers in all phases of education in Scotland were just 89% relative to earnings for full-time and full-year workers with tertiary education (i.e. similarly educated workers in the rest of the Scottish economy). (Figure D3.1).

Figure D3.1. Actual salaries of lower secondary teachers and school heads relative to earnings for tertiary-educated workers (2021)

Ratio of salaries to the earnings of full-time and full-year workers aged 25-64:



2.25 The OECD research not only demonstrates that experienced teachers in Scotland have significantly poorer pay than their international counterparts, but also that they are paid considerably less than similarly educated workers in the Scottish economy. The failure to fund the relatively new Lead Teacher posts in Scotland properly is a missed opportunity to help close this gap.

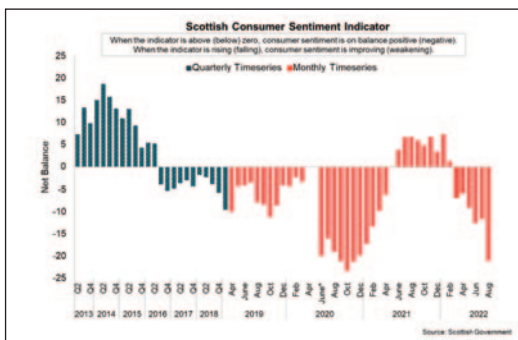
2.26 It is time for the Scottish Government to address the fact that a career in teaching is no longer a financially attractive option when compared to other graduate professions. The NASUWT contends that a 12% increase to all teachers' salaries and allowances should be applied and backdated to April 2022, and that a 10% pay award should be applied in April 2023.

3. THE COST-OF-LIVING CRISIS

- 3.1 People across Scotland and the UK are feeling the squeeze as the cost-of-living crisis escalates. Inflation is at its highest rate for 30 years and households are seeing the cost of their weekly shop rise as bills stack up.
- 3.2 The Scottish Government's immediate and overriding priority, in its recently published 2022/23 Programme for Government (PfG),⁷ was 'to ensure households, businesses and other organisations, as well as the public services that support them, are protected from the worst impacts of the cost crisis'.
- 3.3 The Scottish Government's own research estimated that one million Scottish households (40% of all households) will be in fuel poverty by October. Around 920,000 (37% of households) will be in extreme fuel poverty.⁸ From 1 January to 31 March 2023, the Ofgem Energy Price Cap level increased to £4,279.

Consumer sentiment measure

This is a combination of sentiment on economic outlook, household financial security and how relaxed households feel about spending money.



- 3.4 The situation for public sector workers in Scotland is worsening, with annual wage growth being less than 4% in the year to September 2022. Thus, wages in the Scottish economy – and particularly the public sector – are falling at an unprecedented rate, and this is occurring after more than a decade of pay restraint due to austerity.⁹



⁷ <https://www.gov.scot/publications/stronger-more-resilient-scotland-programme-government-2022-23/pages/3/>.

⁸ <https://www.gov.scot/publications/stronger-more-resilient-scotland-programme-government-2022-23/>.

⁹ <https://www.gov.scot/publications/scottish-budget-2023-24/pages/2/>.

- 3.5 The Scottish Government has an opportunity to deliver real terms public sector pay rises, which would not only inflation-proof incomes for a significant section of Scotland's workforce, but could have knock-on benefits for pay in the private sector as well as stimulating bottom-up economic growth among a low-paid, predominantly female workforce who spend money and pay taxes locally.

4. EQUALITIES AND THE COST OF LIVING

- 4.1 Minority ethnic households are also more likely to have deeper levels of poverty¹⁰ – so a greater proportion of their income is likely to be spent on essentials (energy, fuel and food) which are subject to inflation.
- 4.2 Women are also more likely to be adversely affected by the cost pressures caused by the cost-of-living and energy crisis. This can, for example, be due to formal or informal caring responsibilities, and loss of income or career progression due to these caring responsibilities, and divisions of domestic labour. They are more likely to live in lone-parent households, households with an unpaid carer, and larger households.
- 4.3 The Women's Budget Group produced a recent briefing on the gendered dimension of the cost-of-living crisis and argued that, due to lower earnings and savings (amongst other factors and structural inequalities), women are more exposed to cost-of-living pressures.¹¹
- 4.4 In May 2022, analysis from the New Economics Foundation (NEF) indicated that single female and Black, Asian or other ethnic minority households are experiencing costs that are 50% higher than their male and white counterparts (respectively) as a portion of their income. Single women will see average costs increasing by £1,400 (6% of income) compared to £1,110 (4% of income) for single adult male households. The NEF argues that these outcomes are partly due to pre-existing gender and racial inequalities such as those that contribute to pay gaps in the labour market and unequal responsibility for childcare.¹²

¹⁰ Scottish Government (2020). *Poverty and income inequality in Scotland 2016-19 and Additional poverty analysis 2018* – gov.scot (www.gov.scot) <https://www.gov.scot/publications/additional-poverty-statistics-2018/>).

¹¹ A recent gendered analysis of the cost-of-living crisis argues that the impact of the energy crisis on public services and small businesses is also likely to hit women particularly hard, as they are the majority of workers in most affected sectors like social care and education, and hospitality and retail. Women's Budget Group (5 September, 2022), *The Cost Crisis: a Gendered Analysis – Womens Budget Group* (wbg.org.uk).

¹² New Economics Foundation (5 May, 2022), <https://neweconomics.org/2022/05/losing-the-inflation-race>.

- 4.5 The NASUWT supports the Scotland Specific Equality Duties (SSED) which was 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.
- 4.6 While the Government is 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 Black and minority ethnic (BME) and white teachers' pay.
- 4.7 In November 2018, the Diversity in the Teaching Profession Working Group, chaired by Professor Rowena Arshad CBE, published its *Teaching in a Diverse Scotland* report.¹³ The Scottish Government accepted Professor Arshad's recommendations, which included the ambitious aim that by 2030, the number of minority ethnic teachers in Scotland's schools should be at least 4%. The most recent figures show the actual figure is 1.8%.¹⁴
- 4.8 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, so they have suffered a disproportionate impact of this decision (which has yet to be addressed with the introduction of unfunded Lead Teacher posts).
- 4.9 The NASUWT's casework, organising and research indicates that teachers with protected characteristics have a disproportionately high presence in the supply teacher cohort.
- 4.10 There is an equally pressing need for the Government to collect and publish data for all protected characteristics groups on all teachers' pay bands.
- 4.11 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 a local authority, and to publish the outcome of this during 2023.

¹³ <https://www.gov.scot/publications/diversity-teaching-profession-education-workforce-annual-data-report-2022/pages/8/>.

¹⁴ <https://www.gov.scot/publications/diversity-teaching-profession-education-workforce-annual-data-report-2022/pages/2/>.

5. CONCLUSION

- 5.1 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.
- 5.2 The failure of the Government to collect robust data on teacher vacancy rates masks the teacher shortage crisis. Urgent and meaningful action is required on excessive workload. Strategies for addressing this have been submitted previously by the NASUWT to the Government.
- 5.3 The Government and employers must carry out an equalities audit of the teachers' pay system, broken down by a local authority, and publish the outcome of this during 2023.
- 5.4 Pay and conditions must be placed on a statutory footing to deliver the entitlements of all children and young people.
- 5.5 A restorative multi-year pay award for all teachers and school leaders is the key to restoring teacher morale and maintaining success across Scotland's schools.



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