

The recommendations listed below are confined to the issues of pay parity, teacher performance arrangements and procedure relating to the progression of classroom teachers, and also the leadership group, on their respective pay scales.

The second part of the Final Report, which we hope to finalise by the late Autumn of this year, will consider a number of other issues including conditions of service, matters arising from the National Agreement in England and the operation of the negotiating machinery.

We recommend that teachers' salaries in Northern Ireland continue to be based on parity with England and Wales and that the main terms and conditions of service should continue to be based on those applicable in England and Wales but contextualised to the particular circumstances of Northern Ireland. (Paragraphs 11 to 31).

We recommend the establishment of a School Development and Performance Management Scheme consistent with the objectives set out in paragraphs 50 to 53. (Paragraphs 33 to 53).

We recommend that, for the Main Pay Scale, teachers should continue to expect an annual increment as long as they are not in the unsatisfactory teacher procedure. (Paragraph 55 to 57).

We recommend that the present threshold assessment process for determining whether a teacher should move to point one of the Upper Pay Scale should continue to be used until an acknowledged robust SDPM policy is operating in schools. (Paragraph 59 to 66).

We recommend that processes, consistent with the objectives set out in paragraphs 75 to 80, be put in place to enable teachers to progress to U2. Furthermore these processes for UPS progression should only be initiated following agreement at TNC on a viable project plan to ensure that a performance management scheme and arrangements for its implementation are in place in schools by September 2004. Subject to agreement on the above at TNC we recommend that the process for those teachers eligible to progress to U2 be put in place with effect from September 2003. (Paragraphs 68 to 80).

We recommend that Governors should continue to use the existing system for leadership pay progression until September 2004 when it should be replaced by the agreed SDPM scheme. While the award of one point for fully acceptable performance should remain we also recommend that two performance points may be awarded in any one year to a member of the Leadership Group when the relevant body considers that there is a very high quality of performance. This process can commence with the assessment of the revised objectives set for the year 2003/04. (Paragraphs 82 to 86).

## Introduction

1 This Inquiry into Teachers' Pay and Conditions of Service was established in June of 2002 with the terms of reference set out in Appendix 1. The members of the Inquiry team are Sean Curran CBE, Chairman Plunkett Campbell, Margaret-Ann Dinsmore QC, Harry Goodman OBE and Betty McClurg OBE with Frank Horisk acting as Secretary and Carson Elliott providing secretarial support.

2 We were required initially to examine the issue of principals' and vice principals' pay. This had caused difficulty when the first group of teachers had passed through the threshold procedure and were paid on the first point of the Upper Pay Scale (UPS). The pay differentials between these teachers and those on the Leadership Pay Spine (principals and vice principals) had been reduced.

3 We reported on this matter in our Interim Report published in November 2002 and the Report was subsequently accepted by both Sides of the Teachers' Negotiating Committee (TNC) at their meeting on 17 December 2002. Payments were made to qualifying principals and vice principals, as a result of the Report, in March/April 2003.

4 In considering its terms of reference and the environment in which teachers fulfil their professional obligations to pupils, the Inquiry has been concerned to set out a contextualised improvement process for the benefit of Northern Ireland teachers and pupils and also to take account of rapid changes in education in England, Wales and Scotland. The Government at Westminster has put enormous emphasis on change in education provision throughout the UK as a result of the priority it has given to the raising of standards in Education. This process of change continues at an unprecedented pace though differently in England and Wales and in Scotland. These changes have continued during the course of our Inquiry and will, in all likelihood, continue after we conclude our work.

Although we will seek to anticipate all the possible eventualities and provide for them the Inquiry thinks it reasonable to request that our stakeholders recognise the difficulty in addressing every issue completely in this context.

Change and expectation for improved achievement by all the pupils in our schools depend fundamentally on our classroom practice and on the effectiveness with which the teaching profession is supported by the Department of Education, the employing authorities and other stakeholders.

5 The terms of reference (Appendix 1) require the Inquiry to recommend on the desirability of retaining parity and equivalence with pay levels for teachers in England and Wales. While there are other important matters within our remit, the consideration of parity and equivalence will set the framework for the rest of our recommendations and therefore is of fundamental importance.

6 Another issue which led to agreement to the establishment of the Inquiry was the dispute which arose between Teachers' Side and Management side of the TNC over how teachers who had crossed Threshold to point 1 (U1) of the Upper Pay Scale should progress. Management Side had proposed that a School Development and Performance Management (SDPM) scheme should be introduced to improve the standards of teaching and learning. It was to be a refinement of an earlier scheme introduced in

that it should be used a part of a body of evidence to inform decisions in relation to the progress of teachers and members of the leadership group up the pay scales. Teachers' side rejected the Management side proposal primarily, but not exclusively, because of its link to pay.

7 Eligible teachers in England and Wales applied to move to U2 of the Upper Pay Scale (UPS) in September 2002 and a substantive proportion were successful. In view of this, the Inquiry team believes that it is important that it reports on this issue as soon as possible, so that a procedure can be agreed and put in place to enable eligible teachers in Northern Ireland to progress.

8 In November 2002 we directly asked interested parties i.e., teacher employers, teacher associations, the Department of Education, Boards of Governors and others who would have an interest in teacher pay and conditions of service to submit evidence to us on a range of issues relating to our terms of reference. We also published a notice in the press inviting other interested parties to submit their views. Appendix 2 is a copy of the document inviting evidence. At the request of various parties we extended the period for receipt of evidence to the end of January 2003. We received over 100 responses and wish to thank all those who made submissions. In the course of our evidence gathering we visited a cross-section of schools and observed and discussed with teachers their working environment, the conditions under which they operate and the pressures they experience. We would like to thank the Principals and Staffs of the schools concerned for their co-operation and assistance.

9 In the period since, we have examined and collated all the written evidence and held a series of meetings with the employers, teacher associations, the Department of Education and other interested parties to ensure that we fully understand their points of view and arrive at informed conclusions on the areas of agreement and difference between the various interests. In addition Inquiry members have considered an extensive range of relevant documents. Because of the complexity and the amount of information we have received it will not be possible to arrive at a considered conclusion on all the matters raised with us before the end of this academic year.

10 Taking account of the nature of the evidence received on these matters and of the desirability of improving the position of professional teachers as early as possible, the Inquiry has decided to issue its Final Report in two parts. Part I (this report) will deal with the issues of parity and equivalence with pay levels in England and Wales and with the issues of teacher focused improvement and salary progression. The objective is to enable the Teacher Negotiating Committee to consider and conclude on our recommendations on these important issues in time to initiate and complete preparatory activities in the 2003/04 academic year.

#### Parity with Teachers in England and Wales

11 In the terms of reference the Inquiry was asked to "inquire widely into how teachers' pay, promotion structures and conditions of service should be changed in order to support a committed, professional and flexible teaching force which will secure high and improving standards of school education for all children in Northern Ireland". At the same time we were to take into account the principles of "parity and equivalence with pay levels for teachers in England and Wales", and that "teachers' pay should be at a level to

12 Before dealing with any other issue we have had to take a view on whether parity with England and Wales of pay and conditions for Northern Ireland teachers should continue or whether some other system should be introduced.

13 In taking evidence on the question of parity and equivalence the Inquiry came to the view that there is not a common understanding of what is meant by parity and equivalence.

We consider that there are three aspects to parity. These are:

- (a) the salary structure and the payment arising for an individual teacher;
- (b) the conditions of service under which teachers are employed;
- and
- (c) the funding of the Northern Ireland education system.

#### The Salary Structure

14 In most respects the Northern Ireland salary structure is identical to that in England and Wales. The same salary spines and management allowances are used. Northern Ireland does not have Advanced Skills teachers, Fast Track teachers or Assistant Principals. In England and Wales pay rates and hours of work are not negotiated; they are set by the Government following recommendations from the School Teachers' Review Body. In Northern Ireland there are negotiations between Employers and Teacher Unions which are fundamentally about contextualising the English and Welsh structure and pay rates to the Northern Ireland system.

#### Conditions of Service

15 In England and Wales the main conditions of service are negotiated nationally with the employers and are contained in what is known as the Burgundy Book. There can then be some local minor variations.

In Northern Ireland conditions of service are broadly comparable and are negotiated centrally but there is no single compendium of these conditions. The last major change to Northern Ireland conditions of service was the Jordanstown Agreement of 1987.

#### Funding of Northern Ireland Education

16 Northern Ireland receives funding for public services from the Exchequer in London. Adjustments to existing funding totals are made largely via a long-standing mechanism known as the Barnett Formula. We are advised by the Department of Education that under this Formula, Northern Ireland receives a share of changes in the baselines of comparable English spending programmes. This percentage is based on the total Northern Ireland population as a percentage of the total English population and gives some 3.32% of changes to English spending baselines. The resultant Northern Ireland funding total is a block allocation and it is a matter for local decision by the responsible Minister, advised by the Department of Finance and Personnel, to determine how much will be allocated for expenditure on Education, Health and other essential services. This means that there is no guarantee that schools in Northern Ireland receive the same level of funding as their counterparts in England.

Implications of the funding mechanism for changes in teachers' salaries and conditions of service

17 Any movement for improvement in teachers' pay or conditions of service which would result in a break with parity and which would necessitate additional expenditure could only be met in a number of ways e.g.

- Reduce the number of teachers or other education costs;
- Secure for the education service a larger share of the Block, or
- Raise more income through local taxation.

18 The DfES in England claims to be finding substantially increased funding for education and there has been much media attention and debate on the relative effectiveness of this at school level. Past decisions on teacher pay levels, the consolidations of the teacher main pay scale from nine to six points and the introduction of the new upper pay scale have all had a significantly inflationary impact on school costs. The new National Agreement for England and Wales on working conditions within schools, including a commitment to reducing the length of the working week, emerged in January of this year. A Steering Committee is considering the roll-out of this agreement and clearly this will further impact on school budgets and funding. At the time of setting the Northern Ireland 3-year spending plan this agreement was not in place in England and Wales. If these new measures were to be implemented here, any additional costs would have to be found by redistribution of funds within the Northern Ireland 3-year plan.

#### Evidence Received on Pay Parity

19 In our request for evidence we asked the following questions:

- Should teachers in Northern Ireland continue to have pay parity with England and Wales?
- What are the arguments for and against continuing with this arrangement?
- If there is parity of pay should there also be parity of conditions of service?

20 The vast majority of respondents argued that parity of pay should be retained and that the present arrangements for conditions of service should also be retained.

The main reasons respondents gave for their view were:

- Public sector workers in Northern Ireland generally have pay parity;
- Parity of pay has generally served Northern Ireland teachers well;
- If pay parity is not maintained then teachers' salaries here would be likely to fall because there is not the same shortage of well qualified teachers as there is in England;
- If there were lower salaries many of the best teachers might choose to leave, thereby reducing the quality of provision here; and
- Abandonment of parity might also lead to inferior pension arrangements and conditions of service.

21 There was a strongly argued minority view that parity should be abandoned.

The main assertions for this view were that:

- Northern Ireland education had not been well served by replicating English models of provision where conditions are different;
- Teachers' salaries and working hours in England and Wales and Northern Ireland do not compare well with teachers in the rest of Europe;
- The same amount of money could be divided up in Northern Ireland to give teachers' "Parity Plus";

- The new arrangements in Scotland, following the McCrone report, had led to improvements in salaries and conditions of service; and
- Teachers' salaries do not compare well with the salaries of other graduates in the UK.

22 Those arguing for the abandonment of parity went on to suggest the nature of the changes they would like to see to pay and terms and conditionals. Some of the changes suggested were:

- A salary scale for teachers rising to £35,000;
- Automatic progression for teachers on the Upper Pay Scale as on the Main Pay Scale;
- Automatic progression for principals and vice principals on their Individual School Ranges (ISR);
- The introduction of a 20-hour teaching week;
- Introduction of a maximum 26-hour week;
- Introduction of a 185-day year;
- The removal of the requirement for 1265 hours in which a teacher may be required to work in any one year;
- A reduction in class sizes;
- A limit of 5 hours per week that teachers could be required to stay in school after the school day;
- Improved special and family leave provisions; and
- Relief for teachers from routine administrative tasks.

23 Because one of the sets of proposals for replacing the parity arrangements was quite specific the Inquiry asked the Department of Education to provide indicative costs for their implementation. Since there were proposals for reductions in the working week, working year and teaching time it was assumed (and this was subsequently confirmed by the organisation concerned) that additional teachers would need to be employed if pupils were not to receive less teaching. The additional annual cost of this set of proposals was estimated to be about £285 million. The present annual cost of teachers' salaries is £750 million. In its verbal evidence the organisation suggested that the improvements they had asked for were a basis for negotiations and could be phased in, possibly over 5 years.

#### Other Factors

24 The first issue which we considered was whether a departure from broad parity of pay and conditions for teachers in Northern Ireland would lead to an improvement in the standard of education.

Those Unions which were in favour of a departure from parity appeared to suggest that a better paid workforce with better conditions would in itself lead to higher standards of performance. We were unable to find direct evidence to support this contention.

Evidence from the Department of Education Inspectorate (ETI) and from a publication prepared for an OECD country background report (Attracting, Developing and Retaining Effective Teachers, September/October 2002) indicate that in general the performance of the Northern Ireland education system compares favourably with that in England and Wales, since school leaver attainment rates are better. However, this report also shows that 24% of the 16 to 65 age group are in the lowest level of competence in literacy, compared to 22% in GB and 23% in the Republic of Ireland.

25 Secondly, we considered whether the abandonment of parity would

pay, should parity be abandoned, would probably depend on the supply/demand equation and the Government's view of what teachers should be paid in Northern Ireland.

26 Above inflation increase for teachers, the shortening of the main scale from nine points to six and the introduction of threshold assessment in recent years have significantly increased the cost of the teaching workforce, particularly for longer serving teachers. For example, a typical unpromoted teacher's supply point at the top of the Main Pay Scale was £23,193 at September 1999. This typical experienced teacher's salary point at April 2003 was £28,668 (including threshold) an increase of 23.6%. The shortening of the Main Pay Scale gave larger percentage increases to those who had more than six years service but were not yet at the maximum of that scale. In addition, about 70% of teachers have management allowances ranging in value from £1,638 to £10,572.

27 It was suggested to us that the changes to the salaries and conditions of service of teachers in Scotland, following the implementation of the McCrone report, should be introduced in Northern Ireland. These changes included the introduction of a fixed working week for teachers, a reduction in teaching load, better clerical and administrative support and improvements in salaries. The Report also introduced the concept of the Chartered Teacher. This status would be achieved by successfully completing over time a series of tested professional development modules at considerable personal expense to the teacher.

The management structure was also changed. There would be a main grade and two management grades below that of head teacher and no management allowances are paid to classroom teachers. Chartered teacher scales are broadly similar to the Upper Pay Scale. The first year of employment for newly qualified teachers is guaranteed but not necessarily in a convenience locality. A winding down scheme is available for teachers who wish to reduce their workload before full retirement. These changes are being phased in over a number of years.

The evidence available to us, at this stage of the implementation, suggested that, if the equivalent of the McCrone proposals were implemented in Northern Ireland, while teacher workload would be reduced and more teachers and support staff employed at considerable costs, there might not be improvement in average teacher earnings compared to Northern Ireland since fewer teachers would be on management allowances. There was no evidence that the provision for pupils would be better or that there would be an improvement in educational standards.

#### Teacher Supply and Demand

28 There is no general shortage of teachers in Northern Ireland. There are some shortages in particular subject areas and in particular localities. We have been told that the shortage subjects include some of the sciences, Technology, Mathematics, Home Economics and Irish.

There are, in general, more teachers in Northern Ireland than there are permanent jobs for them. In a survey of teachers qualifying in 1998, published in August 2002 by Anne E Sutherland (NICER Research Unit), only 68% were in permanent teaching jobs 3 years after qualification. Of the remaining 32%, 26% were in long or short-term temporary contracts and 5% were not working. One year after qualification 37% were in permanent employment. It has been suggested to us that the increase in the use of

temporary contracts partially reflects the uncertainty schools feel about their projected budgets and this restricts the availability of permanent posts.

Because less permanent posts are being made available for teachers than heretofore the Inquiry has been requested by some to recommend a scheme, similar to that in Scotland, which would guarantee newly qualified teachers at least one year of work. In our view the need for continuous employment during the initial year and the availability of consistent mentoring during early professional development is an essential part of establishing teaching excellence. We will return to this issue in Part 2 of our Final Report.

29 There is a high demand for places in Higher Education Institutions for most subject areas leading to a teaching qualification. For the academic year 2002/03 there were on average 5 applicants for each place. The standard for entry to a BEd course in Northern Ireland is considerably higher than in England and Wales with on average 20-22 points being required as opposed to 13-14 points at A-level. For a PGCE course the usual qualification is a 2:1 Hons. degree.

30 We were told by the employers that, compared to the present day figure, it is forecast that there will be approximately 40,000 less children in schools in 10 years time. While it is acknowledged that such a forecast might prove unreliable, if it were to materialise there could be a significant fall in the demand for teachers.

#### Our Views

31 The overwhelming proportion of respondents argued that the present pay parity and conditions of service arrangements should be retained. Mindful of the evidence received, we concur with this view.

Those who argued for a departure from parity did so on the basis that there could be a subsequent improvement in teacher pay and conditions.

Given that:

- The present standard of Education is generally regarded as high;
- There is generally a high quality committed workforce;
- Unlike the situation in England there is generally an adequate teacher supply; and
- No evidence has been presented that a major improvement in the achievements of pupils would result;

We are inclined to the view that a departure from parity would probably lead to a relative lowering of salaries for teachers in Northern Ireland compared to England. A lowering of salaries could mean that smaller number of highly qualified young people might wish to enter the teaching profession. In addition some of the most highly qualified teachers here might decide to move elsewhere for higher salaries and better career prospects.

In view of these factors we are not convinced that the radical step of a departure from parity would be in the best interests of either teachers or the young people in our education system.

#### Recommendation

32 We recommend that teachers' salaries in Northern Ireland continue to be based on parity with England and Wales and that the main terms and conditions of service should continue to be based on those applicable in England and Wales but contextualised to the particular circumstances of Northern Ireland.



## Raising Performance and Improving Effectiveness

33 Continuing rapid changes have been a feature of education for some years. These have arisen from:

- changes in Government policy for education;
- increasing requirements for better performance;
- demands for greater accountability of the system (to parents and the wider community); and
- advances in new technology and their influence on the teaching and learning process.

In addition there will be new pressures arising from proposed curricular changes and the proposed structural change to education in Northern Ireland following the Report on Post-Primary Education in Northern Ireland (Burns Report). All changes have to be managed and the School Development Plan (SDP) is the primary instrument for change management in school.

34 Staff require training and development to enable them to implement change and in recent years the introduction and use of the Staff Development and Performance Review (SDPR) scheme was intended to play an influential role. The primary objective of the SDPR scheme, introduced in September 1995, was to provide “high quality and well planned professional support and training” throughout teachers’ careers. The scheme specifically excluded any link to pay, promotion or discipline of teachers. Its main aims were:

- to assist teachers in their professional development and career planning;
- to assist those responsible for taking decisions about the management of teachers;
- to enhance the quality of education for pupils;
- to recognise the achievement of teachers and to help them to identify ways of improving skills and performance;
- to help teachers having difficulties with their performance, through the provision of training and support; and
- to improve school management.

35 The SDPR scheme arose originally from a provision in the 1987 revision of terms and conditions to require principals, vice principals and teachers to take part in schemes for staff development and performance review. A pilot scheme was initiated in 1991 which ran for four years. In this pilot scheme the central tenets, processes and procedures were trialled in a range of schools. Following these trials the formal scheme started in September 1995. The scheme was to be phased in over five years and it was envisaged that by June 2000 all principals would have completed one (two year) cycle of SDPR and all teachers would have completed year one of the review cycle.

36 In 1997 the Management Group for SDPR asked the School of Education at Cardiff University to conduct an interim evaluation at a mid-point in its implementation. The findings of this review (An Interim Evaluation of the Teachers Staff Development and Performance Review Scheme in Northern Ireland) conducted by Alan Evans and Ken Jones, were published in May 1998. These broadly reported that the scheme was making a good start in helping schools to “widen their horizons in relation to professional growth and development” but that “Governors appeared to be unaware of the potential benefits and impact of SDPR on the operational life

37 The following year the then School of Education of Cardiff University was asked to carry out a further review and this review (SDPR Teachers' Staff Development and Performance Review. Report of the follow-up to the interim evaluation of the teachers' staff development and performance review scheme in Northern Ireland) by Alan Evans and Alan Dowler of the School of Education was completed in May 2000 and published in August of that year. The objectives set of this study were to review the outcomes of the previous report as a basis for:

- building on the positive aspects of the current SDPR scheme;
- identifying those aspects of the scheme that could be strengthened;
- exploring a range of possible options for modification; and
- formulating recommendations which might form the basis of an enhanced scheme.

In summary the principal recommendations were that:

- SDPR should be strengthened and integrated in a more coherent way within the systems and structures of the school;
- SDPR should be directly linked to the school development planning (SDP) process;
- targets and objectives arising from the process should in the main relate to or emanate from the SDP;
- the outcomes should be more related to teaching and learning and to school improvement strategies;
- the process should become more a two way process for supporting the professional development of the teacher while at the same time ensuring maximum benefit to the school;
- the process should be an annual one; and
- management and training for the process should be improved.

38 As a result of this report, Management side of the TNC produced a modified scheme to be called School Development and Performance Management (SDPM). This new scheme had an added component in that it could be used as part of a body of evidence to inform pay decisions. In September 2001 a draft of this proposal was given to recognised trade unions. There was a considerable level of agreement to the use of the SDPR scheme, as proposed in the Evans/Dowler recommendations, as the basis for a performance management scheme. There was not agreement about the use of the tabled SDPM scheme to supply a body of evidence to enable pay progression. At a meeting of the Joint Working Party in March 2002 the Northern Ireland Teachers' Council rejected the proposal as tabled by management primarily, but not exclusively, because it was linked to pay. Following this breakdown in negotiations the Minister of Education announced the setting up of this Inquiry and the agreed terms of reference.

39 The proposed modifications to the SDPR scheme were also influenced by events in England and Wales. In August 1999 David Blunkett, the then Secretary of State for Education, wrote to the School Teachers' Review Body (STRB) setting out the issues to be examined in its year 2000 report. Among other issues it was to report on "a new pay structure for teachers ... with a performance threshold beyond which teachers may progress if they meet national standards that I would set to a new upper pay range, with progress to further points based on excellent performance". The STRB was to have regard to "the strategy for modernising the teaching profession ... and to the principles of good leadership, incentives for excellence, a strong culture of professional development and better support to teachers to focus on teaching." As part of this strategy the Government introduced a statutory

2000. It also accepted the STRB report of February 2000 which proposed the introduction of the UPS and the threshold procedure and these became effective from September 2000.

#### Evidence received

40 The evidence received by the Inquiry addressed the issue of performance management in some detail. The teacher organisations argued with different degrees of emphasis against the use of a performance management system directly linked to pay, mainly on the grounds that:

- an industrial model of performance management is not suitable for use in a teaching environment;
- there is a wide range of factors affecting schools which are not measurable; and
- such a system does not support colleagues working together.

These organisations did accept that a modified SDPR scheme could be used in schools and were generally supportive of the modifications which had been recommended by Evans and Dowler.

41 The Management side wished to see the introduction of a SDPM scheme and was supportive of a performance management model based on the review of SDPR conducted by Evans and Dowler. While there was some support for the view that the system could be used as part of a body of evidence to inform pay progression from September 2002, they too did not support the concept of direct linkage to pay.

#### Other Factors

42 Life long learning has become a necessary feature of life for all. Many teachers have embraced this view because their profession is one which encourages those in their care to expand their horizons and opportunities through the learning process. It would seem to us to be a contradiction if the teaching profession did not embrace this process through a review of individual teacher performance while, at the same time, recognising individual development needs and career aspirations.

43 The former Northern Ireland Teacher Education Committee in a report "A proposal for continuing professional development for teachers in Northern Ireland" published in August 2002 states "...taking part in continuing professional development is no longer an option; it is a professional obligation if the education service is properly to meet the needs of the community it serves." It goes on to state that "the truly professional teacher reflects upon and wishes systematically to improve his or her practice" and there is "the clear need for the teaching profession (to) continuously renew itself and its methods, and the assumptions upon which those methods are based."

44 Professional development of the teacher was the clear driving force for the SDPR scheme. However professional development is not an end in itself and this was recognised by Evans and Dowler in their evaluation of the SDPR scheme in May 2000. It has to meet the needs of the teacher at various stages in his or her career and also meet the needs of the school in which the teacher is employed. Immediately after qualification there is the induction year followed by Early Professional Development (EPD) in the next two years. As the teacher becomes established the nature of professional development changes and is catered for through a Continuous Professional Development (CPD) process. For those who aspire to promotion to Principal there is now the Professional Qualification for Headship in Northern Ireland.

45 The General Teaching Council for Northern Ireland has recently been established. While its primary functions relate to the registration of teachers it has a number of advisory functions and these include "the training, career development and performance management of teachers" (Paragraph 37(3b) of Statutory Instrument 1998 No 1759).

In March 2003 the Council issued a consultation document on the Guiding Principles of Continuous Professional Development. Among these principles are that:

- all teachers should have access to appropriate Professional Development Programmes during the course of their professional lives;
- Professional Development Programmes should promote a culture of respect for diversity and equality, supportive of the goal of social cohesion and commitment to the optimising of educational opportunities for all children and young people; and
- Professional Development Programmes should address not only individual needs but corporate, institutional and indeed regional priorities.

46 There is general acceptance that the professional development of the teacher has to be rooted in the school where he or she is teaching. The lack of a foundation in the needs of the school was the principal weakness of the SDPR scheme and led to the view that it should be amended to become SDPM.

The NITEC paper stated that:

- "SDPM should become the means by which principals and teachers identify and define development needs on a regular basis ("the what" of CPD);
- CPD should be the means by which identified needs and priorities can be met and taken forward ("the how" of CPD); and
- within this context, SDPM and CPD should be complementary and integrated."

47 In September 2000 Industry in Education produced a report "Milestone or Millstone? Performance Management in schools: Reflections on the experience in industry". This report showed through a series of case studies that parts of industry had teams of professionals who worked together in a similar manner to teachers and that a performance management model could and should be used in Education. However there needed to be a suitable culture, appropriate and ongoing training and good communication between the participants. It pointed out that while salary decisions were taken separately from performance review and included other factors, they nonetheless took account of evidence gathered during the review. This report was critical of the haste with which the Department of Education in England had introduced the concept of performance management to schools and emphasised the necessity for the system to be in place for a period of time to achieve maximum benefit.

48 The Office for Standards in Education (OFSTED) in England published a report "Performance Management of Teachers" based on school inspections in the Autumn term of 2001 and the Spring of 2002. This reported that while a majority of schools had introduced the new Performance Management Scheme one third of schools had not yet met the full statutory requirement. This reinforces the point that the introduction of such a system will take considerable time.

49 There are two particular elements in our terms of reference to be taken into account in formulation our views.

These are:

- the structure of pay and conditions of service should be designed to promote and reward effectiveness in both teaching and school management; and
- [the need] to develop a framework which will support professional development of teachers consistent with the school development plan.

50 The Inquiry, after due consideration, concludes that there should be a system in schools in which there is continual self evaluation by teachers of their work and this should reflect and be aligned with the School Development Plan. This plan identifies the school's priorities and objectives and the work of staff should flow from these priorities.

The system should be based on an annual cycle and feature the following stages:

- planning where agreement is reached between the teacher and his/her team leader on objectives;
- monitoring performance including classroom observation; and
- an end of year review where performance is reviewed.

51 The evidence from the research, conducted by Industry in Education, is that rapidly introduced systems do not work. The introduction of a SDPM scheme takes time. There is no single ideal scheme; only a first step followed by continuous improvement, through on-going review and change. In addition we believe that a performance management process should be put in place without any linkage to pay. This will reduce the anxiety teachers might have about the introduction of SDPM.

52 We believe that the TNC should accept as soon as possible a SDPM scheme not directly linked to pay and that management should arrange for effective training to be put in place so that schools may develop their individual SDPM policies by September 2004. The Inquiry team considers it unhelpful to have an explicit pay linkage to the annual cycle of objective setting and performance evaluation which should be designed to enable the truly professional teacher to reflect on and systematically improve his/her practice. We are confident that the successful introduction of such a scheme would be of substantial benefit to teachers in their work and professional development.

53 We consider that provision of training and development of all the participants in the scheme (governors, principals, senior managers/team leaders and teaching staff) should be put in place as a matter of urgency. An overlaid system of external quality assurance needs also to be put in place to ensure that the processes are carried out with rigour and consistency so that there is confidence in the outcomes. This would embrace both the training provided and the development of a school's internal processes. We also believe that there should be an arrangement for hands on support for those operating the scheme. Advisers should be made available to schools introducing the scheme and there should be sample checks of Review Statements to ensure that they are of a high standard.

54 We recommend the establishment of a School Development and Performance Management scheme consistent with the objectives set out in paragraphs 50 to 53.

## Pay Progression

55 Given our recommendation on the maintenance of parity with the pay system applying in England and Wales, it was necessary to consider the structure of the system for pay progression in England and Wales as core evidence to the Inquiry.

### Main Pay Scale Progression

56 Beginning teachers in Northern Ireland benefit from a structured approach to induction in the first year and early professional development in their second and third years. This is provided by the school along with the Higher Education Institutions and Education and Library Boards' Curriculum Advisory and Support Service (CASS). The level of support in their first years is designed to consolidate professional practice and also helps to minimise teacher wastage. The proposed SDPM process, with the reviewer acting as 'critical friend', as set out in the Evans/Dowler report, should have the effect of sustaining the focus on the skills and professional development of the teacher and have the benefit of minimising the use of the unsatisfactory teacher procedure.

Evidence from both the teacher' side and the management side of the TNC and also from the Department of Education was in favour of regular annual progression up the Main Pay Scale. This is despite a provision in the draft SDPM scheme prepared by Management Side which suggested to the contrary.

### Our Views

57 The Inquiry concludes that, for the Main Pay Scale, teachers should continue to expect an annual increment as long as they are not performing unsatisfactorily (demonstrated solely by the exercise of the unsatisfactory teacher procedure).

The Inquiry is aware of consideration being given to a possible change in practice in England and Wales. Our conclusion is that extending English practice to Northern Ireland to include, for example, double increments for excellent performance or limiting progression based on performance should not be contemplated for Main Pay Scale teachers before there is confidence in a new SDPM scheme among Board of Governors, school leadership and teachers.

### Recommendation

58 We recommend that, for the Main Pay Scale, teachers should continue to expect an annual increment as long as they are not in the unsatisfactory teacher procedure.

### Upper Pay Scale Progression

59 In August 1999, following consultation on the Green Paper "Teachers: meeting the challenge of change", the then Secretary of State at DfES invited the School Teachers' Review Body (STRB) for England and Wales to examine and report on a new pay structure to come into place from September 2000 including: "a new pay structure for classroom teachers ... with a performance threshold beyond which teachers may progress if they meet national standards that I would set to a new upper pay range, with progress to further points based on excellent performance."

60 The subsequent STRB report in February 2000 recommended the following upper pay scale parameters.

- Teachers at the top of the pay spine who apply to cross the threshold to the new upper pay range and are assessed as meeting national performance standards being developed by the Government should be placed on the first point on that range.
- Further progression on the upper pay range should be at the discretion of the relevant body to recognise substantial and sustained performance and contribution to the school as a teacher. Points should not be awarded annually other than in exceptional circumstances, and normally at least two years should elapse between a teacher crossing the threshold and being awarded the next point above the threshold uplift.
- Once awarded the first point on the upper pay range should be a consolidated addition to pay and transferable if the teacher moves to another school.

The STRB also noted that it would consider the status of subsequent points in a further report.

These recommendations were accepted by the Secretary of State and implemented in England and Wales. The first cohort of teachers “crossed the threshold” in September 2000. Now more than 200 000 out of 507 000 teachers in England and Wales have crossed the threshold (STRB Twelfth Report January 2003 Paragraph 5.16), gaining a pay rise of approximately £2,000.

61 In September 2002 the first cohort became eligible for progression to point 2 on the UPS. The DfES produced guidance for schools in England as to how progression to point 2 on the UPS should operate. This stated that, “Progression on the upper pay scale is not automatic, but is at the discretion of the relevant body. Points may be awarded to recognise substantial and sustained performance and contribution to the school as a teacher. Normally, at least two years should elapse between a teacher being appointed to the first point on the upper pay scale. In addition to using the outcome of statutory appraisal reviews of performance to inform decisions on pay progression, the relevant body can also draw on other relevant evidence. The Secretary of State expects the relevant body to consider the totality of a teacher’s work when reaching its decisions, bearing in mind the breadth of factors in the threshold standards. Objectives or targets for action form an important framework for assessing performance but there is no automatic link between meeting objectives or targets and the award of a pay point. A teacher who has made good progress on, but not quite achieved, a very challenging objective or target may have performed better and made a more significant contribution than a teacher who has met in full a less stretching objective or target.”

62 At 1<sup>st</sup> April 2003 the Upper Pay Scale (England and Wales and Northern Ireland) was:

Scale Point	Annual Salary (£)	Increase from Previous point (£)
U1	28,668	2,208(M6)
U2	29,730	1,062
U3	30,831	1,101
U4	31,968	1,137
U5	33,150	1,182

63 In Northern Ireland agreement was reached in 2001 on four standards for threshold assessment. These were:

- 1) core values, understanding of the curriculum and professional knowledge;
- 2) teaching and assessment of learning;
- 3) contribution to raising standards through pupil achievement; and
- 4) effective professional development.

64 Principals make the initial judgement on applications for Threshold Assessment submitted by eligible teachers in their schools. These judgements are verified by an external assessor. In the first round some 13 600 teachers met the standards with very few not meeting them. Threshold payments were backdated to 1<sup>st</sup> September 2000. At the present time further cohorts have brought the total of teachers through Threshold to approximately 15 000. This represents about two thirds of all teachers. This is a higher proportion than in England and Wales where just over 200 000 out of a total of 517 000 teachers have crossed the threshold.

65 We were told that the operation of threshold increased bureaucracy and imposed additional workload on all involved. However this was partly due to the fact that a very large proportion of the Northern Ireland teacher workforce was eligible in the first year. We have also been told that many teachers found the process of reviewing their work and evaluating their professional competence and development extremely useful. This arises from the fact that there is no professional review process other than SDPR, which we are given to understand has practically ceased to operate in schools. The work involved for the leadership group has substantially decreased since there are now relatively small numbers of teachers in each new cohort.

#### Our View

66 If there was a properly operating SDPM scheme, which had the confidence of teachers, and was embedded in the school system there is a strong argument that the need for a separate threshold process would be diminished since much of the evidence that teachers have to produce now would come from the SDPM scheme. Northern Ireland is not in that position and it will be some time before a robust scheme, which has the confidence of all, will be in place. Given these circumstances we believe that the threshold process should continue in its present form until the conditions for its amendment or abandonment are met.

#### Recommendation

67 The present threshold assessment process for determining whether a teacher should move to point one of the upper pay scale should continue to be used until an acknowledge robust SDPM policy is operating in schools.

#### Further Progression on the Upper Pay Scale

68 In England and Wales, Government guidance to schools (see paragraph 61 above) made it clear that schools would be expected to take account of the outcome of the new annual statutory performance reviews to inform their decisions on pay and progression on the Upper Pay Scale. In Northern Ireland there is no statutory performance management system for teachers. Nor has it been possible to reach agreement on a performance management scheme at the Teachers' Negotiating Committee.

69 Additionally the TNC in Northern Ireland has not agreed a process for progression on the Upper Pay Scale. The Inquiry team has specifically been asked to address this issue.



#### Evidence received

70 Organisations representing teachers generally promote the view that once a teacher has passed through the threshold, progression on the UPS should be automatic. Management side sees satisfactory outcomes from a performance management system being part of the body of evidence which informs decisions on progression. The Department of Education stated that there can be no movement for post threshold teachers to progress to point two on the UPS in the absence of performance management.

71 The Department of Education additionally stated that no funds have been made available to it to fund further movement on the UPS and that to enable the Department to bid for such funds, it must show that there is a performance management process in place. We were informed that current Government policy is that “funding follows reform”.

#### Other Factors

72 The STRB in England has been asked by Government to advise on the progression process. Government was of the view that, while teachers who had passed the threshold would be eligible, except in exceptional circumstances, for movement no earlier than every two years, many teachers might proceed at a slower. It was also keen on a process where movement up the additional four points on the scale should be progressively more difficult with a lower proportion of teachers reaching each subsequent step.

The teacher associations in England and Wales objected to this requirement. They argued that, when the Upper Pay Scale was being introduced, the then Secretary of State had indicated that the most competent teachers could get an initial £2,000 uplift and the chance to earn over £30,000 on performance.

73 The STRB recommended in its 2003 report (STRB Twelfth Report January 2003), where it was asked to comment on movement to points three, four and five of the UPS, that “decisions by schools on progression on the upper scale are:

- based on the criterion of substantial and sustained performance and contribution in the context of continuous improvement in the school;
- informed by the performance management system in the school; and
- take account of the fact that the rate of progression will vary between individuals”. (Paragraph 5:19).

This statement is similar to its advice in previous years on the criteria for progression on the UPS.

Furthermore a report (Report on Research into Allowances and Pay Progression 12 May 2003) by Pricewaterhouse Coopers (PwC) for the STRB shows that major concerns of Headteachers in England were the lack of guidance on how progression on the UPS should work and a lack of confidence in their ability to make fine distinctions about teacher performance. In paragraph 5.13 the report states “The lack of guidance on the operation of the Upper Pay Scale, and especially conflicting advice from the Unions and the DfES on the interpretation of “substantial and sustained performance” is a concern of almost all Headteachers from the case study visits”. Finding 18 of the report states that: “The case study research confirmed that many Headteachers believe they are unable to objectively distinguish between the performance of teachers, to the extent envisaged in the objectives....”.

74 Movement to U2 on the UPS in Northern Ireland in the near future cannot be informed by a performance management system. Teachers here

been agreement on how it should be managed. The Department of Education has not and will not provide funds for movement to U2 in the absence of an SDPM scheme (See Paragraph 71).

#### Our Views

75 As pointed out above we accept that there should be an SDPM scheme. We do not accept the view that movement on the Upper Pay Scale should be automatic.

76 We believe that movement to U2 could be managed using an enhancement to the present threshold process. Progression could proceed using the existing standards but with the addition that the application must demonstrate “substantial and sustained performance and contribution by the teacher in the context of continuous improvement in the school.”

77 The Inquiry team requested guidance from Alan Evans (University of Cardiff) on how the existing four threshold standards could be amended to ensure that the requirement of “substantial and sustained performance and contribution by the teacher in the context of continuous improvement in the school” could be met. His suggestions for amendments to the four standards are set out in Appendix 3 and we commend these to the TNC for consideration and agreement as a means for U2 assessment.

78 The decision on progression to U2 should be one for schools to take. We do not envisage a process of full-scale external validation as extensive as is used for the current threshold assessment. However, to ensure that there is uniformity and consistency of assessment we believe that external assistance should be made available to schools which require it. In addition we consider that random samples of the assessment process documentation for U2 should be validated by external moderators/advisers.

79 In parallel with work on a performance management scheme, work should be progressed on our proposals for movement to U2. We regard these two measures as part of a single package since funding will not become available for UPS progression without the introduction of a performance management scheme.

80 We believe that when a fully operational and robust SDPM scheme is in operation in schools it should be used as part of the body of evidence (see paragraph 61) to inform decisions on pay progression on the Upper Pay Scale.

#### RecommendationI

81 We recommend that processes, consistent with the objectives set out in paragraphs 75 to 80, be put in place to enable teachers to progress to U2. Furthermore these processes for UPS progression should only be initiated following agreement at TNC on a viable project plan to ensure that a performance management scheme and arrangements for its implementation are in place in schools by September 2004. Subject to agreement on the above at TNC we recommend that the process for those teachers eligible to progress to U2 be put in place with effect from September 2003.

#### The Leadership Group

82 The Leadership Group currently consists of principals and vice principals. There was a proposal that a category of Assistant Vice Principal be introduced but, with the collapse of the year 2000 negotiations in 2001,

Principals are paid on a seven-point scale based on the number of pupils on the school register at each Key Stage. Following our Interim Report vice principals are now paid on a five-point scale which lies between the pay of the highest paid teacher in the school and the principal's ISR. Progression on the scales for the leadership group is based on the successful achievement of agreed objectives.

A survey conducted for our Interim Report showed that about half the leadership group progressed on the spine using performance objectives. We recommend in our Interim Report that Governors, in carrying out their mandatory annual review of teacher salaries, should set agreed performance criteria for principals and vice principals for the school year ahead and that when these criteria are assessed principals and vice principals should be informed of the outcome and the reasons for any decision taken (Paragraph 38 Interim Report).

In its evidence to the Public Accounts Committee in 2001 following a report of the Northern Ireland Audit Office (NIAO) on "Pay Flexibilities for School Principals and Vice Principals" published in November 2000 the Department of Education promised to put in place external advisers to assist Governors in their work of setting objectives and assessing the performance of the Leadership Group. We reaffirm that this should be done at an early date.

#### Our Views

83 We do not see the same difficulty in applying a performance management scheme to the Leadership Group as for classroom teachers. Many members of this group have, for a number of years, been rewarded on the basis of their performance and there is therefore considerable experience in some schools. Indeed the Education and Library Boards are in the process of providing a series of training seminars for Governors in the assessment of principals' pay. However, it is clear that not all schools have the same level of expertise.

84 We consider that Governors should continue to use the existing system until agreement has been reached on a general SDPM scheme. Governors who require help and support should receive it from the external advisers which the Department has promised to introduce. Governors with appropriate training and support should then switch to using the new system as and from September 2004.

85 In Northern Ireland members of the Leadership Group who are successful in reaching the objectives set for them can be awarded an additional performance point on the Leadership Pay Spine. In England and Wales in its 2002 report the STRB recognised that there was a case for permitting relevant bodies to award up to two performance points in any one year to reward very high quality performance by members of the Leadership Group. We recognise that a similar case can be made in Northern Ireland for members of this group. However we believe that it would be essential for relevant bodies who would wish to make use of this option to revisit the objectives they have set for the academic year 2003/04. The relevant body should ensure that these objectives set for the Leadership Group are sufficiently stretching to allow their achievement to warrant the award of two points for very high quality performance rather than the one point awarded for fully acceptable performance.

86 We will look at other aspects of leadership pay in the second part of

the results of a survey we are having conducted on the implementation of our Interim Report.

**87 Recommendation**

We recommend that Governors should continue to use the existing system for leadership pay progression until September 2004 when it should be replaced by the agreed SDPM scheme.

While the award of one point for fully acceptable performance should remain we also recommend that two performance points may be awarded in any one year to a member of the Leadership Group when the relevant body considered that there is a very high quality of performance. This process can commence with the assessment of the revised objectives set for the year 2003/04.

## Inquiry Terms of Reference

The Committee is requested to:

1. Inquire widely into how teachers' pay, promotion structures and conditions of service should be changed in order to support a committed, professional and flexible teaching force which will secure high and improving standards of school education for all children in Northern Ireland.
2. Examine specially the impact of the implementation of the Pay Award 2000 on the salaries of principals and vice principals and bring forward proposals as a matter of urgency and through an interim report.
3. Examine the existing negotiating machinery and make recommendations.

In framing recommendations, the Committee:

- (a) Should take into account the following principles:
  - parity and equivalence with pay levels for teachers in England and Wales;
  - Teachers' pay should be at a level to recruit, retain and motivate high quality teaching staff;
  - There should be a clear and demonstrable link between additional pay for teachers and revised conditions and working practices, which meet the need for modernisation and higher standards;
  - There should be opportunities for career advancement for teachers, especially teachers of acknowledged excellence, who wish to continue to deploy their skills in the classroom;
  - The structure of pay and conditions of service should be designed to promote and reward effectiveness in both teaching and school management;
  - Develop a framework which will support professional development of teachers consistent with the school development plan;
  - Management structures in schools should be sufficiently flexible to meet changing needs and challenges while ensuring effective delivery of the daily responsibilities of each school.
- (b) Must have regard to public expenditure issues including affordability and the implications of the Government's inflation target for the general level of public sector pay settlements.

In conducting its Inquiry, the Committee may wish to commission research and invited evidence.

## Teachers' Pay and Conditions Inquiry Invitation to submit evidence

In June 2002 the Minister for Education, following a request from the Teachers' Negotiating Committee, set up an Independent Inquiry into Northern Ireland Teachers' Salaries and Conditions of Service under the chairmanship of Sean Curran CBE.

Since its establishment the members of the Inquiry team have been working on the second matter referred to it and intends to forward its interim report shortly to the Minister.

The Inquiry now wishes to invite interested parties to submit evidence on the general issue of salaries and terms and conditions of teachers in Northern Ireland and the operation of the negotiating machinery.

When the Inquiry team was having its initial discussions with key interests there were a number of themes which were often referred to as features of the NI system.

- Generally there is a high quality of education and there are well qualified teachers.
- There is not a problem in recruiting classroom teachers. However there are shortages in some specialist subjects.
- Most teachers leave the service before the statutory retirement age.
- NI produces more teachers than are needed and many young teachers find it difficult to get a permanent post. There are substantial numbers of teachers employed on a long-term temporary basis.
- There is a growing problem of bureaucracy in the classroom and the school and teachers need help in dealing with this.
- There are fewer applicants for promotion to the post of principal than there used to be.
- The post of vice principal has a large range of uncertainty about it ranging from the salary paid, to the duties attached to the post in different schools.
- Teaching principals in small schools have a particularly difficult job.
- Pupil numbers are falling and will continue to do so for some time and this will further pressurise staff in small schools.
- The introduction of threshold payments since they were introduced to reward class teachers. They are available to all who have management allowances (irrespective of their teaching commitment) but are not available to Vice Principals or Principals in smaller schools both of whom may have a substantial teaching commitment.
- The present Teachers' Salary and Conditions of Service negotiation arrangements are not working as well as they might.
- Governors of schools have a heavy workload and they do not have the necessary training or support.

Taking these themes in account the following are issues on which the Inquiry would particularly wish to have evidence.

1 Have you any comments to make about the recommendations in our Interim Report (which will be available shortly) their implications or problems related to their application?

- 2 At present there is almost complete parity of pay for teachers in NI with teachers in England and Wales. Conditions of service are broadly similar but there are some differences. Should teachers in NI continue to have pay parity with England and Wales? What are the arguments for or against continuing with this arrangements? If there is parity of pay should there also be parity of conditions of service?
- 3 If parity is to be abandoned what differences should there be in the pay structure here and how would that pay structure contribute to the principles referred to in the terms of reference?
- 4 Do the present teacher promotion and school management structures properly meet the needs of schools and teachers?
- 5 Is there a need for changes in the nature and scope of the present conditions of service? What changes (if any) would you like to see in conditions of service and why?
- 6 The terms of reference state that “the structure of pay and conditions of service should be designed to promote and reward effectiveness in both teaching and school management”. What are your views on how effectiveness can be promoted and rewarded?
- 7 What are your views on the development of “a framework which will support professional development of teachers consistent with the school development plan”? How can professional development of teachers be supported while keeping disruption of pupil learning to a minimum?
- 8 How can teachers be supported so that they are not diverted by bureaucratic and other requirement from their main job in the classroom of promoting the learning of their pupils? What duties, currently being carried out by teachers, could be done by others?
- 9 What are the reasons for this apparent fall in the number of applicants for principal posts and how can this trend be reversed?
- 10 How can the teaching principal in small schools be better supported?
- 11 Should there be changes to the way in which teachers’ salaries and conditions of service are currently dealt with? If parity with England and Wales is to continue is there a case for following the recommendations of the School Teacher Review Board in detail and eliminating local negotiations? If parity were to be retained should there be changes to the present negotiating machinery to make it work more effectively? Should the Department of Education, which is not an employer, have seats on the negotiating body? If it does not have seats, but continues to be the provider of funds how best can it exercise its function?
- 12 If parity was not retained what local negotiating arrangements should there be? Would you support negotiations at school or employer level? Would you support the establishment of a Northern Ireland Teacher Pay Review Board with powers similar to the Board for England and Wales?
- 13 Should there be any changes to the role which governors currently play in setting the salaries which the leadership group receive or in monitoring the effectiveness of the work of teaching and school

The questions above are intended as a general guide around which respondents can structure their responses. It is not a definitive list of all the issues which impact on the salaries and conditions of service of teachers. Respondents should feel free to expand on the range of topics which should be addressed by the Inquiry so long as these are relevant to salaries and terms and conditions.

Evidence should be sent to Frank Horisk, Inquiry Secretary c/o The Regional Training Unit, Black's Road, Dunmurry, Belfast, BT10 0NB not later than December 20 2002 (later amended to 31 January 2003).



The Northern Ireland original threshold standards and the proposed  
Enhanced standards for progression to Upper Pay Scale point 2

1 Core values, understanding of the curriculum and professional knowledge

The original standard: Teachers are effective professionals who have a thorough and up to date knowledge of their subject(s) and who take account of wider curriculum developments, which are relevant to their work.

The enhanced standard: Teachers are effective professionals who take active steps to ensure that they have a thorough and up to date knowledge of:

Their subject(s);

The teaching of their subject(s)

Wider curriculum developments; and

Who are able to demonstrate that they integrate their knowledge of their subject(s); and of current developments into their teaching.

2 Teaching and assessment of learning

The original standard Teachers consistently and effectively plan to meet pupils' individual learning needs using a range of appropriate learning and teaching strategies with effective monitoring and evaluation of pupils' learning.

The enhanced standard: Teachers consistently and effectively plan their teaching drawing on a range of appropriate learning and teaching strategies to meet pupils' individual learning needs. They teach effectively, assessing learning on a regular basis and evaluating the outcomes of the assessments to further improve their teaching strategies and to ensure effective learning.

3 Contribution to raising standards through pupil achievement

The original standard: As a result of the teacher's work, pupils continue to achieve in a manner consistent with targets set by the school in the light of relevant information.

The enhanced standard: The work of teachers results in measurable improvements in the standards achieved by the pupils, as evidenced by learning and assessment outcomes, which meet or exceed challenging targets set by the school.

4 Effective Professional Development

The original standard: Teachers take responsibility for their professional development and use the outcomes to improve their teaching, pupils' learning and to make an active contribution to the policies and aspirations of the school.

The enhanced standard: Teachers set clear objectives for their professional development in the light of their analysis of the aspects of their own teaching and the achievement of their pupils, which needs improvement, taking into account the context of the current development requirements of the school.

improvement in their teaching and in pupils' learning and in the contribution which they make to realising the policies and aspirations of the school.

**TEACHERS'  
PAY & CONDITIONS OF SERVICE INQUIRY**

FINAL REPORT - PART 2

Improving Conditions, Raising Standards  
and Negotiating Arrangements

February 2004

# Teachers' Pay and Conditions of Service Inquiry

## Final Report Part 2

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## Glossary

### The following abbreviations are used

<b>ATL</b>	Association of Teachers and Lecturers
<b>CCMS</b>	Council for Catholic Maintained Schools
<b>CLASS</b>	Computerised Local Administration System for Schools
<b>CPD</b>	Continuing Professional Development
<b>DE</b>	Department of Education
<b>DfES</b>	Department for Education and Skills
<b>DFP</b>	Department of Finance and Personnel
<b>ELB</b>	Education and Library Board
<b>EPD</b>	Early Professional Development
<b>FTE</b>	Full Time Equivalent
<b>GBA</b>	Governing Bodies Association
<b>HLTA</b>	Higher Level Teaching Assistant
<b>ICT</b>	Information and Communications Technology
<b>INTO</b>	Irish National Teachers' Organisation
<b>ISR</b>	Individual School Range
<b>IT</b>	Information Technology
<b>LEA</b>	Local Education Authority
<b>LMS</b>	Local Management of Schools
<b>LRA</b>	Labour Relations Agency
<b>NAHT</b>	National Association of Headteachers
<b>NASUWT</b>	National Association of Schoolmasters/Union of Women Teachers
<b>NDPB</b>	Non-Departmental Public Body
<b>NEOST</b>	National Employers' Organisation for School Teachers
<b>NI</b>	Northern Ireland
<b>NICER</b>	Northern Ireland Council for Education Research
<b>NICIE</b>	Northern Council for Integrated Education
<b>NQT</b>	Newly Qualified Teacher
<b>NRT</b>	National Remodelling Team

<b>NUT</b>	National Union of Teachers
<b>Ofsted</b>	Office for Standards in Education
<b>PAC</b>	Public Accounts Committee
<b>PAT</b>	Professional Association of Teachers
<b>PPA</b>	Preparation, Planning and Assessment
<b>PTR</b>	Pupil Teacher Ratio
<b>SDPM</b>	School Development and Performance Management
<b>SENCO</b>	Special Educational Needs Co-ordinator
<b>SHA</b>	Secondary Heads Association
<b>STRB</b>	School Teachers' Review Body
<b>TGWU</b>	Transport and General Workers' Union
<b>TNC</b>	Teachers' Negotiating Committee
<b>UPS</b>	Upper Pay Scale
<b>UTU</b>	Ulster Teachers' Union
<b>WAMG</b>	Workforce Agreement Monitoring Group

## **Executive Summary and Recommendations**

This is Part 2, and the last part, of our Final Report. In it we consider the remaining issues in our terms of reference, which were not dealt with in Part 1, and also take account of developments in England and Wales since the Inquiry was established. Part 1, “Parity, Performance and Progression”, was published in June 2003. In summary, our recommendations in that Report were that teachers’ salaries in Northern Ireland continue to be based on parity with England and Wales, and that the main terms and conditions should continue to be based on those in England and Wales but contextualised for Northern Ireland. In addition we made recommendations about the introduction of a School Development and Performance Management Scheme (SDPM) and mechanisms for teachers to progress on the newly instituted Upper Pay Scale (UPS).

Our Interim Report published in November 2002 dealt with Principal and Vice Principal pay with particular reference to the differentials between the pay for this group and other teachers who had benefited from the introduction of the UPS (the threshold payment). In this report we revisit that issue and Appendices 12 (a) to (d) illustrate that the implementation of our recommendations has had the effect of improving the pay of this group and of restoring, and in many cases enhancing, the differentials which had existed before the introduction of the UPS.

In the past few years there have been major changes in the pay and conditions of teachers in England and Wales. These include the shortening of the main scale, the introduction of a SDPM Scheme, a new UPS and major changes in working conditions. Even while these are being implemented further changes are about to take place. A decision to freeze management allowances from 1<sup>st</sup> April 2004 has been taken. There are proposals to modify the UPS and review the system for management allowances. Since we concluded in Part 1 of this report that the pay and conditions of teachers in Northern Ireland should continue to be based on parity with England and Wales, we consider these developments to have a significant influence on this second

part of our Final Report.

*The Northern Ireland system compared to England and Wales*

We compare in this section the Northern Ireland system to that in England and Wales and note the differences, particularly the higher proportion of small schools here.

*Teacher Workload and Bureaucratic Burden*

In this section we examine the changes to the working conditions of teachers in England and Wales which arose from “Raising Standards and Tackling Workload: a National Agreement - Time for Standards”.

**We recommend that:**

- **a contextualised agreement with features similar to the National Agreement for England and Wales on “Raising Standards and Tackling Workload” should be reached in Northern Ireland by the Teachers’ Negotiating Committee (TNC). (Paragraph 68)**

We also make recommendations on how the changes should be contextualised for Northern Ireland taking account of the substantial differences in school sizes and the fact that, with some specialist subject exceptions, there is not a shortage of teachers here.

**We recommend that:**

- **the TNC should agree arrangements, structures and procedures for the implementation and monitoring of the above agreement;**
- **unlike England and Wales the contract for Northern Ireland teachers should not be amended to prohibit them from carrying out the routine tasks outlined in Appendix 3;**
- **clear guidance should be issued to schools by employers to ensure that teachers are not routinely carrying out the tasks in Appendix 3;**
- **guidance or schemes for the appropriate levels of employment of support staff to assist teachers and schools should be issued by employers;**



- **arrangements be put in place to ensure that principals and teachers have appropriate workloads in support of a reasonable work/life balance, having regard to their health and welfare;**
- **limits should be introduced with the eventual aim of making teacher cover a rarity, initially with a provision to limit the maximum amount of cover that can be required from an individual teacher to 38 hours per year;**
- **the amount of guaranteed Preparation, Planning and Assessment time for a teacher should be set as a minimum of at least 10% of timetabled teaching time;**
- **the support grade of Higher Level Teaching Assistant should not be introduced in Northern Ireland;**
- **teachers with leadership and management responsibilities should be entitled to an allocation of time within the school day to support the discharge of their responsibilities;**
- **teaching principals, except in the rarest of circumstances, should have no more than 3 days per week of class contact;**
- **following negotiations and agreement on raising standards and tackling workload, implementation should be phased similarly to England and Wales and schools should, as far as possible, work towards compliance with these changes prior to the formal requirement to introduce them;**
- **and**
- **there should be a review of the use of “school closure days” conducted by the employers and, following consultation with teacher unions, new guidance issued.**

(Paragraph 68)

### *Teacher Supply*

There is evidence to suggest that Newly Qualified Teachers (NQTs) have difficulty in finding permanent employment. (*Three Years after Qualifying in Northern Ireland: A follow up survey of the 1998 cohort, conducted in 2001 by Anne Sutherland of the Northern Council for Education Research*)

The underemployment or unemployment of NQTs has implications for their access to support and in consequence for their Early Professional Development (EPD). The Public Accounts Committee (PAC) in its 27<sup>th</sup> Report of the 2002/2003 session published on 4<sup>th</sup> June 2003 (“The management of substitution cover for teachers.”) was critical of the model which the Department of Education uses to predict the demand for teachers. We urge the Department to give priority to the promised review of its model for teacher demand.

**We recommend that:**

- **a support scheme should be introduced to assist unemployed NQTs, in the first year after qualification, to have a guaranteed full-time teaching post and this should be in place by September 2005.** (Paragraph 78)

At the other end of the scale there is a widespread pattern of early retirement from teaching with a loss of experience to the system and high costs to the pension scheme. On average, for the past five years 72% of teacher retirements were through redundancy, efficient discharge or on grounds of infirmity. The PAC in its 27<sup>th</sup> Report, referred to above, also criticised the Premature Retirement Scheme. We believe that teacher retirement could be better managed and that some teachers would be prepared to stay in the profession for a longer period if they were able to reduce their workload approaching retirement. We are given to understand that a comparable scheme in Scotland is self financing.

**We recommend that:**

- **a winding down scheme should be introduced and be operational by September 2006.** (Paragraph 82)

*Progression and Performance*

In this section we revisit some of the issues dealt with in Part 1, in the light of subsequent developments in England and Wales.

The School Teachers’ Review Body is due to come to conclusions, in early March 2004, on major revisions to the UPS. The Government and most of the teacher unions

have submitted to it joint proposals “to achieve a lasting resolution on the long running issues on the UPS”. These proposals include the deletion of UPS points 4 and 5 from the Upper Scale, progression linked to performance and that excellent classroom teachers who have achieved UPS 3 can have access to a new Excellent Teachers Scheme. Given the parity principle recommended in Part 1 the implementation of these proposals will have implications for future negotiations in Northern Ireland. We cannot be prescriptive about these developments which will emerge after the Inquiry completes its work but we believe that the approach which we recommended in Part 1 of this report for teacher progression and the use of a School Development and Performance Management Scheme continues to have substantial merit and provides the essential basis for further progression for teachers.

**We recommend that:**

**arrangements for further progression on the UPS should be based “on a fully operational and robust SDPM scheme”.**

(Paragraph 90)

#### *Salaries of Leadership Group*

As we indicated in our Interim Report published in November 2002 we returned to the issue of salaries for the Leadership Group. Taking account of recommendations on parity in Part 1 and of subsequent developments in England and Wales we have made a number of additional recommendations. These include the possibility for further progression for principals and vice principals based on performance, some restructuring of School Groups 7 and 8 to remove certain anomalies and the introduction of the new grade of assistant principal below that of vice principal.

**We recommend that;**

- **the Spine be extended by two points from 41 to 43 points with each Group Range being extended by two points;** (Paragraph 96)
- **in all groups the individual principal may access up to two further points beyond the seven point ISR through the use of the appropriate performance mechanism;** (Paragraph 96)

- **in all groups the individual vice principal may access up to two further points beyond the five point ISR through the use of the appropriate performance mechanism; (Paragraph 99)**
- **in Group 8 delete the last sub-group and amend the Unit Total for the previous sub-group to “21 000 and over”, with an associated new range - points 37 to 43; (Paragraph 96)**
- **the minimum and maximum points in each sub-group in Group 7 and Group 8 should be increased; (Paragraph 96) and**
- **schools should have the option of making an appointment of Assistant Principal(s) on a five point scale to the Leadership Group except where this would necessitate an increase in the minimum salary point of the scale for the Principal or Vice Principal(s) to accommodate the scale for the new post. (Paragraph 102)**

*The Negotiating Machinery in Northern Ireland*

We have examined in detail the arrangements for negotiating terms and conditions of teachers. We are aware and note that these arrangements have not been working as well as they might in recent years. There can be particular problems when the negotiations are concerned with the contextualisation of agreements embracing both pay and conditions of service made elsewhere and the timing of their implementation. Additionally we are concerned about the management of the negotiations, the roles of the various parties and the speed at which the process has operated. We have made a number of recommendations which should help to give focus and ownership to the process.

**We recommend that:**

**(a) the Constitution of the TNC should be amended to provide for the following:**

- **The TNC should consist of three distinct parties:**
  - (i) the Department of Education;**
  - (ii) the recognised Teachers’ Organisations; and**
  - (iii) the Employer Bodies.**

- **the Independent Chairman should have a proactive role with responsibility for working with the three parties to ensure the effective and efficient operation of the TNC and be resourced accordingly; and**
- **the employers should appoint a full time salaried senior officer with responsibility for leading and co-ordinating their work in respect of teacher negotiations.**

**(b) The TNC should, with the assistance of the Labour Relations Agency, conduct a review of its Constitution, operation and disputes resolution procedures. (Paragraph 117)**

### *Final Comments*

This Inquiry was established in June 2002 partly as a result of the break-down of the 2002 negotiations on pay and conditions. Nearly 4 years have elapsed during which significant issues concerning teachers in Northern Ireland have not been addressed. We believe that our recommendations will make a major contribution in the future to the improvement of the working life of teachers, to their effectiveness and consequently to securing high and improving standards of school education for all children in Northern Ireland.

However following the publication of this Report there will still be a number of issues to be addressed including the probability of changes in the UPS and reform of the management allowance arrangements. The backlog together with changes in the pipeline will present a major challenge to the negotiators on all sides and will require a high level of professionalism and commitment.

During the period of the Inquiry we became aware of the fact that, while personal relationships are generally good between the parties, there was a lack of mutual understanding or sympathy with each others' professional positions. This leads to difficulties in arriving quickly at solutions to problems and to the smooth implementation of agreed outcomes. We believe that some of these difficulties might be overcome if the parties could operate at a more strategic level in examining the policy issues, opportunities and budgetary constraints for the Northern Ireland education service. In this process all the parties involved would gain a greater

understanding of the problems, have a greater input to the way forward and contribute to solutions. We are aware that there already exists a number of consultative mechanisms involving the parties but these tend to operate at individual group level or do not have a strategic focus. This proposed Forum is important for working towards common aims and policies to deliver the highest quality of education to our young people.

**We recommend that:**

**The Department of Education should establish at an early date a Northern Ireland Regional Consultative Forum for the education service where the employers, unions and other key interests would discuss and offer advice at a strategic level on planning options. (Paragraph 121)**

# **Teacher' Pay and Conditions Inquiry**

## **Final Report Part 2**

### **Introduction**

1 This Inquiry into Teachers' Pay and Conditions of Service was established in June of 2002 with the terms of reference set out in Appendix 1. The members of the Inquiry team are Sean Curran CBE, Chairman, Plunkett Campbell, Margaret-Ann Dinsmore QC, Harry Goodman OBE, and Betty McClurg OBE with Frank Horisk acting as Secretary.

2 Our Interim Report on the pay of principals and vice principals was published in November 2002 and was subsequently accepted by both Sides of the Teachers' Negotiating Committee (TNC) in December 2002. Payments were made to eligible principals and vice principals in March/April 2003. As we stated in the Interim Report we will revisit some of its recommendations in this Final Report to ensure that changes in circumstances are taken into account.

3 The Final Report is being published in two parts. We published Part 1 in June 2003. It dealt with three main issues - Parity, Performance and Progression. The first of these was whether Northern Ireland teachers should continue to have their salaries and conditions based on parity with teachers in England and Wales. We concluded that salaries should continue to be based on parity with England and Wales and that conditions of service should also continue to be based on those applicable in England and Wales but contextualised to the particular circumstances of Northern Ireland. Because a progression system was already established in England and Wales we were concerned to ensure that similar opportunities should be available to Northern Ireland teachers. We considered it appropriate that the issues of performance and progression should be dealt with urgently to ensure that NI teachers could progress on the UPS as soon as possible. Therefore, as soon as we were in position to do so, we published our recommendations in June 2003 rather than delay them until all issues to be addressed

in our Final Report were considered.

4 One of the main issues we were required to examine was the terms and conditions of service of teachers. As pointed out in the previous paragraph we had already concluded that they should continue to be based on those pertaining in England and Wales. During the period since the Inquiry was established there have been significant proposals introduced in England and Wales to change conditions of service in order to reduce teacher workload. The proposals were negotiated between the Government, the employers, and the main Unions representing all the staff working in schools. The agreement reached, called the National Agreement, was signed by all the participants, with the exception of the National Union of Teachers (NUT) in January 2003. The proposals were implemented in England and Wales from 1<sup>st</sup> September 2003 and will continue to be phased in over the next two years. Given the significance of these changes for teachers' terms and conditions we invited the main parties here to provide additional submissions. A considerable section of this Report -Part 2 of the Final Report - is devoted to the issue of how recent and also proposed changes in conditions of service for teachers in England and Wales are applicable to, or should be contextualised for, Northern Ireland.

5 In paragraph 28 of Part 1 of this report we addressed briefly the issue of teacher supply and noted the evidence we had received about the situation of NQTs. The Public Accounts Committee in its 27<sup>th</sup> Report on "The Management of Substitution Cover for Teachers" published in June 2003 examined teacher absenteeism in NI and was critical of the re-employment of prematurely retired and redundant teachers to cover these absences. This re-employment has an impact on the employment of NQTs and we have received evidence to suggest that a considerable proportion of NQTs have difficulty in obtaining full time employment. In this Report we further consider the employment position of NQTs and the related question of early retirement of teachers.

6 Our terms of reference required us to examine the mechanism for negotiating pay and conditions of teachers in Northern Ireland – the Teachers' Negotiating Committee (TNC). We have received substantial evidence about the present negotiating machinery and, after due consideration, we have recommendations on



how we think the mechanism could be more efficient and effective.

7 Our comments and recommendations have been influenced by a vision for education in Northern Ireland. We are aware that, in contrast with the position in England, there is an abundant supply of well qualified teachers although there is a shortage of some subject specialists. As a result Northern Ireland pupils benefit from a fully staffed and qualified teaching workforce. For the most part the NI system performs well although there are concerns about the participation and performance of those children who are socially disadvantaged.

We wish to see a system which continues to attract, retain and motivate well qualified and committed teachers. We believe that this can be achieved by ensuring that teachers are well rewarded, and supported, their skills and focus are continuously developed and are not diverted from their primary role of educating the young by being required to carry out unnecessary bureaucratic tasks. At the same time we wish to see rising school standards and these can be assisted through an efficient, effective and accountable teaching profession which is trusted, respected and valued by society.

8 We recognise that the adoption of changes in conditions of service similar to, or based on, the English model will incur substantial additional costs. The agreement in England and Wales committed the Government to additional spending to meet the costs of its implementation together with other changes introduced. These figures were subsequently revised upwards so it is not possible to state precisely how much is needed for the implementation of the agreement. Equally it is not possible to estimate accurately the costs of changes in Northern Ireland since additionally there is also the problem of differing baselines particularly in the level of employment of support staff. However we expect the Department to ensure that the proportional increase in funds is secured for the benefit of the Education Service.

9 We would like to thank all those who submitted evidence to us and those who attended meetings to assist us in understanding both the common ground and the differing points of view. We are also grateful to the principals and staffs of schools which we visited in Northern Ireland, England, and in Wales. They gave us invaluable help in understanding the day to day operation and pressures on their schools and their staffs.

We would also like to thank the Regional Training Unit, where most of our meetings were held, for all its support, and officials in the Department of Education who carried out research for us, or provided other support.

## **The Northern Ireland system compared to England and Wales**

10 While we recommend in Part 1 that Northern Ireland teachers' pay and conditions continue to be based on parity with England and Wales it is necessary to recognise that there are significant differences between the systems which have an impact on their operation and relative costs.

There is a vast difference in the size of the two systems. In England and Wales the School Teachers' Review Body reports that there are nearly 20 000 nursery and primary schools, 3 700 secondary schools and 1 200 special schools educating a total of 8 million pupils. Figures from "Northern Ireland Education Statistics 2003" published by the Department of Education show that there are about 1 000 primary and nursery schools, 235 secondary (including grammar) schools, and 48 special schools educating some 347 000 pupils.

11 Northern Ireland is predominantly rural in nature and this together with the fact that we have a wide range of providers (including the Education and Library Boards, the Council for Catholic Maintained Schools together with Integrated schools, Voluntary Grammar schools and Irish Medium schools) means that there are differences in the mix of school sizes compared to other parts of the United Kingdom.

12 The figures in the tables below were compiled as part of an assessment requested from the Department of Education of the general position of Northern Ireland schools compared to that existing in the rest of the UK. The figures below are derived from different sources and relate to different years and as such need to be read with caution.

### *Primary Schools*

13 Table 1 shows that in England a primary school has an average enrolment of 245 pupils. In Northern Ireland a primary school has an average of 200 pupils while the average for Scotland is 190 and for Wales 176 pupils.

**Table 1 Primary Schools**

<b>Territory</b>	<b>Persons /km<sup>2</sup></b>	<b>Number of Schools</b>	<b>Number of Pupils</b>	<b>Average Enrolment</b>	<b>Schools/ 1000 pupils</b>
England (all)	379	18,234	4,460,171	245	4.09
England (>0.5m) <sup>a</sup>	269	8,340	1,822,140	218	4.58
England (<125/km <sup>2</sup> ) <sup>b</sup>	72	1,016	155,647	153	6.53
Scotland	66	2,265	429,244	190	5.28
Wales	141	1,660	291,712	176	5.69
<b>N Ireland</b>	<b>124</b>	<b>931</b>	<b>185,848</b>	<b>200</b>	<b>5.01</b>

Note: a Population greater than 500,000

b Population density less than 125 per km<sup>2</sup>

(Source Department of Education internal study)

#### *Post-Primary Schools*

14 However there is a different picture in the post primary sector. Table 2 shows that the English secondary school has on average 877 pupils and the averages for Scotland and Wales are 809 and 892 respectively. The average for Northern Ireland is 654.

**Table 2 Post-Primary Schools**

<b>Territory</b>	<b>Persons /km<sup>2</sup></b>	<b>Number of Schools</b>	<b>Number of Pupils</b>	<b>Average Enrolment</b>	<b>Schools/ 1000 pupils</b>
England (all)	379	3,560	3,121,901	877	1.14
England (>0.5m)	269	1,538	1,331,262	866	1.16
England (<125/km <sup>2</sup> )	72	189	129,608	686	1.46
Scotland	66	389	314,780	809	1.24
Wales	141	229	204,158	892	1.12
<b>N Ireland</b>	<b>124</b>	<b>237</b>	<b>155,052</b>	<b>654</b>	<b>1.53</b>

(Source Department of Education internal study)

#### *Small Schools*

15 The Northern Ireland distribution of schools by size is significantly different from that in England as Table 3 illustrates. There is a significant group of relatively

small schools in Northern Ireland with 38% of primary schools here having enrolments of less than 100 compared to 15% in England. The proportion of post-primary schools here with enrolments of less than 500 is 36.6% compared to 10.4% in England.

**Table 3 Small Schools in Northern Ireland and England**

	Primary		Post Primary	
	Northern Ireland	England	Northern Ireland	England
<b>Small Schools</b>	352	2702	86	358
<b>Total Schools</b>	917	17861	235	3436
<b>% Small Schools</b>	<b>38.4%</b>	<b>15.1%</b>	<b>36.6%</b>	<b>10.4%</b>

Notes: Small Schools in this table are those with enrolments of 100 or less and 500 or less for Primary and Post-Primary schools respectively.

NI data based on 2002/03 School Enrolments.

NI - Primary excludes nursery and reception pupils, includes those in Grammar Prep departments.

English data is a provisional figure at January 2003.

*Average budgeted costs per pupil*

16 Tables 4 and 5 illustrate the average budgeted costs per pupil of Northern Ireland schools and the range of budgeted costs per pupil on a local authority basis. Table 4 shows that, at a global level, the **average** budgeted costs per pupil were between 2% lower and 3% higher in the primary sector and between 12% and 17% higher in the post-primary sector than “comparable” figures from England and Wales.

**Table 4 Average Budgeted Costs Per Pupil**

£ (2000/01)	England	Wales	Northern Ireland
<b>Primary</b>	2,231	2,354	2,306
<b>Secondary</b>	2,893	3,002	3,371
<b>All Schools</b>	2,513	2,633	2,791

Table 5 illustrates that the figures for Northern Ireland lay within the range of figures for individual authorities in the other territories.

**Table 5 Budgeted Costs per Pupil - Ranges**

<b>£ (2000/01)</b>	<b>England</b>	<b>Wales</b>	<b>Northern Ireland</b>
<b>Primary</b>	1,988-5,937	2,081-3,245	2,289-2,556
<b>Secondary</b>	2,609-6,585	2,703-3,758	2,949-3,508

The Department concluded that, given Northern Ireland's sparsity of population, these figures were by no means exceptional in the UK context and appear to be explicable mainly by the size of school.

17 The pupil teacher ratio (PTR) in NI primary schools is on average better than in England and Wales. In the study referred to above conducted by DE in 2000/01 there were only 2 out of 175 English LEAs that had a lower PTR.

Because of the existence of 6<sup>th</sup> form colleges it was not possible to do a similar comparison for post-primary schools.

18 It is generally recognised that the costs per pupil in a small school will be higher than in a larger school since there are less economies of scale. The present funding mechanisms allow for these greater relative costs through adjustments to the Local Management of Schools (LMS) funding formulae.

Primary schools in Northern Ireland with an enrolment of less than 300 and secondary schools with less than 550 pupils receive supplements in the formula. The cost of these supplements in the 2003/04 financial year is £16.8m for the 729 primary schools and £4.9m for the 101 post-primary schools. Within the above figures there were 342 primary schools with 100 pupils or less receiving £9.9m (59% of the primary supplement) and 32 post-primary schools with 300 pupils or less receiving £2.5m (51% of the post-primary supplement).

In addition small primary schools with above average teaching costs may also receive additional support from the LMS teachers' salaries protection factor. Very small primary schools also have increased access to central funds for substitution costs when compared to larger schools.

19 Given these supplements it is evident that that school size is a major factor influencing the budgeted cost per pupil. Appendix 7 illustrates the relationship between pupil numbers and the per capita costs (based on schools' delegated budgets) for Primary schools in the financial year 2003/04. The chart shows that the per capita costs of pupils are distributed relatively uniformly around the average of £1 890 in schools with enrolments above approximately 200. With increasing size the variance from the average decreases. With smaller schools the variance from the average becomes more marked and the unit cost starts to rise quite rapidly in schools as the enrolment falls below 100. Where enrolments fall below approximately 50, unit costs rise to double the average or even higher.

20 Appendix 8 to our Report illustrates the relationship between pupil numbers and the per capita costs (based on schools' delegated budgets) for post primary schools in the financial year 2003/04. For schools with enrolments above 400 there is fairly uniform variation around the average cost of £3 029. Schools with enrolments below 300 all have higher than average costs. The increase in the per capita cost above the average per capita cost for the very smallest schools is about 33% (i.e. £4 000 as compared to the average of just over £3 000). This represents a marked contrast to the pattern for primary schools where the increase for the smallest schools is more than 200%.

21 We asked the Department to establish whether schools here were funded on an equivalent basis to England and Wales. We were told that it was not possible to establish accurately whether this is so or not.

The reasons given for this conclusion were that:

- English funding is partly from central Government and partly from local sources;

- Northern Ireland has a different demographic pattern from England and Wales with more children per family and thus a higher proportion of children in the population;
- The NI system has a different pattern of provision with significantly different management structures, a selective system and smaller schools; and
- The way in which the Barnett funding formula for NI operates by providing a fixed percentage of English spending for all of Northern Ireland. Department allocations are determined as indicated in the footnote below.<sup>1</sup>

22 In 2001 the STRB estimated that there were 456 000 full time equivalent (FTE) teachers employed in England and Wales. This figure excludes those employed in 6<sup>th</sup> Form Colleges. The Department of Education (DE) related figure for Northern Ireland is 20 750 for 2001/02. This shows that the NI teaching force is about 4.48% of that in England and Wales.

23 We asked the Department to provide a figure for the number of support staff employed here and to compare that with the number employed in England and Wales. Support staff were defined as administrative staff and those assisting teachers in the classroom but excluding those staff who help statemented pupils. The Department estimated that the number of such support staff employed in Northern Ireland is 2.67% of that employed in England and Wales which is significantly less than the ratio of teachers (4.48%) shown in paragraph 22. This suggests that Northern Ireland schools employ relatively fewer support staff.

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<sup>1</sup> Northern Ireland receives a share of changes in the baselines of comparable English spending programmes. These arrangements are detailed in paragraph 16 of the Final Report Part 1.



## **Teacher Workload and Bureaucratic Burden**

### **Background**

24 Teacher workload has been increasing for a number of years. Successive governments have put a greater emphasis on education and many changes have thus followed. These include major changes in the curriculum, the introduction of Local Management of Schools (LMS), the growth of an accountability culture, raised parental expectations of schools and a general increase in educational bureaucracy. As a result teacher unions have been pressing for some time for action to reduce the level of workload.

In England and Wales the STRB commissioned survey work to establish the level of growth in teacher workload over a number of years. This eventually led to a major report entitled “Special Review of Approaches to Reducing Teacher Workload” which was published in May 2002 and contained a number of recommendations as to the way forward. Appendix 2 contains more detail of the developments in the pursuit of reducing teacher workload together with the STRB recommendations.

25 The Government generally accepted the STRB recommendations with the major exception of targets for reduction of working time. It entered into negotiations with employers, teaching unions, and unions representing other staff working in schools to reach an agreement on how the recommendations should be implemented. On 15th January 2003 the National Agreement “Raising Standards and Tackling Workload” for England and Wales was signed by the Association of Teachers and Lecturers (ATL), the Department for Education and Skills (DfES), the GMB Union, the National Association of Headteachers (NAHT), the National Association of Schoolmasters Union of Women Teachers (NASUWT), the National Employers’ Organisation for School Teachers (NEOST), the Professional Association of Teachers (PAT), the Secondary Heads Association (SHA), the Transport and General Workers’ Union (TGWU), UNISON and the Welsh Assembly Government. This committed the parties concerned to a national campaign with the explicit aim of reducing teachers’ over all hours and it also committed the Government to making contractual changes that would enable teachers to focus on their professional responsibilities.

The National Union of Teachers (NUT) was not a signatory to the agreement. The main reason was that the Union was unhappy with a proposal which would see the creation of High Level Teaching Assistants (HLTAs). These HLTAs would have a role in covering classes and acting for a teacher who was not physically present in the classroom and the Union saw this as a potential dilution of the professionalism of the teacher function.

26 The objectives of the agreement were to:

- continue to raise standards in schools;
- reduce teacher workload in a sustainable way;
- ensure that teachers concentrate on their pedagogic role by reducing school bureaucracy and by transferring tasks not requiring the skills of a teacher to other staff; and
- recognise that school support staff have a major role in the life of the school and that their work is seen as contributing to the raising of standards.

27 The agreement was to be implemented in three phases

#### **Phase 1 September 2003**

- Promote reductions in overall excessive hours
- Establish a new Signatories Group
- Establish a new Implementation Review Unit
- Routine delegation of 24 non-teaching tasks
- Introduce new work/life balance clauses
- Introduce leadership and management time
- Undertake a review of use of school closure days

#### **Phase 2 – September 2004**

- Introduce new limits on covering for absent teachers - initially upper limit would be 38 hours per year with the eventual aim of making teacher cover a rarity

### **Phase 3 – September 2005**

- Introduce guaranteed professional time for planning preparation and assessment
- Introduce dedicated headship time
- Introduce new examination invigilation arrangements

28 The Government recognised that the proposed changes would involve significant new expenditure and committed itself to additional funding increasing to £1 billion per year by end of the third year. Many of the parties subsequently argued that this was an under-estimate of the additional costs involved and there was significant further discussion on this issue. The Government has published successive plans for increasing the amounts available but some parties, particularly the Associations representing Head Teachers, continue to have doubts that the proposed funding is sufficient to deliver all the provisions of the agreement.

29 The STRB recommended that there be a commitment to a reduction in the working week from that found in the survey conducted for it by PricewaterhouseCoopers (PwC). The STRB recommended that “the Department adopts as its targets a reduction in the average of teachers’ total term-time weekly hours from the current level of around 52 to 48 at the end of two school years and to 45 at the end of four school years.

In Paragraph 53 of its “Special Review of Approaches to Reducing Teacher Workload” the STRB went on to say that “In recommending these targets, we have in mind the finding in the PwC’s report that teachers consider a working week of close to 45 hours in term-time should be a realistic aim. We recommend this approach in preference to placing a statutory limit on total hours, which we find unconvincing on practical grounds and unusual for professional people.”

Government did not accept the 48 hours/45 hours phased targets but it was agreed that the effect of the new agreements on total working hours would be closely monitored.

30 Teachers’ contracts in England were amended to remove the responsibility for the performance of a listed set of routine tasks (the 24 tasks) from 1<sup>st</sup> September 2003 (see Appendix 3). This introduction was overshadowed by a major dispute in England

about the funding of schools which had arisen as a result of changes in the way Local Authorities were funded and because of the significance of the increased costs arising from the implementation of the movement to UPS 2. As a result some Local Authorities made little or no additional funds available to schools to enable them to provide additional support resources to perform the duties which teachers were no longer required to undertake.

31 The duties attached to Management Allowances often have a component related to the administrative duties which are to be transferred to support staff as a consequence of the National Agreement. The STRB in its report of November 2003 proposed that Management Allowances should be frozen from 1<sup>st</sup> April 2005 and that a review should be conducted about the utilisation of allowances in schools. The Government has accepted that there should be a review and has brought it forward, freezing existing allowances from 1<sup>st</sup> April 2004.

32 In parallel with these recommendations the STRB had been concerned about the procedure to be used for progression on the UPS and the Government had been trying to limit the progression costs. On 9<sup>th</sup> January 2004 a Draft Agreement - "Rewards and Incentives for Post-Threshold Teachers and Members of the School Leadership Group" - was signed by the teacher unions (with the exception of the NUT), the employers and the Secretary of State on how progression should be managed. This agreement was referred to the STRB for its consideration. We discuss the agreement in some detail later in the Chapter on Progression and Performance.

33 The Welsh Assembly has been considering the approach to be adopted in Wales following developments in England. In general the Assembly has decided to follow a similar approach. Governing bodies were requested to implement changes in teachers' contracts relating to the so-called "24 tasks" with effect from 1<sup>st</sup> September 2003.

34 In July 2003 the General Teaching Council in England issued a Report "Teacher Retention; Advice to the Secretary of State for Education." The Report recognised that teacher retention was not a simple issue, because career patterns are

now more fluid than they used to be. However it identified the three main factors which adversely affect retention as:

- (i) workload;
- (ii) initiative overload; and
- (iii) pupil behavior.

It suggested that Government and others should “create the conditions in which teaching can be pursued as a sustainable lifelong career.”

In its recommendations it welcomed the school workforce reform process in that it provided “a genuine opportunity to enhance and promote teacher professionalism.” It went on to comment that “in order to support teacher retention, funding must be sufficient to achieve workload reduction and secure beneficial outcomes for pupils.” The report also commented on the number of prescriptive initiatives issued by Government. It stated that teacher concerns were not only about the workload involved but “these concerns also clearly relate to the exercise of professional judgment and perceptions.” It continued by recommending that “A major priority for the Government must be to mobilise teachers’ creativity and moral purpose through ownership of changes, whose relevance and capacity to make a difference to those they teach is immediately perceptible. The short-termism of policies and insufficient time allowed for them to settle into school practice are cited often as factors as significant as the volume of workload.”

35 In Scotland the approach to reducing teacher workload is substantially different. Following the publication of the McCrone Report in May 2000 “A Teaching Profession for the 21<sup>st</sup> Century”, making recommendations on teacher workload, there were negotiations between the various parties. Agreement was reached on the structure of the profession, pay, working hours, professional development time, negotiation arrangements etc. Teachers in Scotland work a 35 hour week with limits on class contact time and guarantees on preparation and correction time. There is a list of 19 administrative and other non teaching tasks which they should not be routinely required to undertake. Funds were made available for the employment of an additional 3 500 support staff phased in over a 3 year period from April 2001. More details of the Scottish arrangements are to be found in Appendix 4.

## **Evidence received**

36 In December 2002 the “Northern Ireland Teachers’ Health and Wellbeing Survey” was published. One aspect of the survey dealt with stress in the workplace. 49.7% of teachers found their jobs to be very or extremely stressful (Paragraph 3.25) and 27.5% of teaching Principals reported that their job was extremely stressful. (Paragraph 3.26)

The three main causes of job related stress were reported to be:

- “having too much work to do” (74% of respondents);
- “too much administrative/paperwork” (72.8% of respondents); and
- “lack of time to prepare lessons” (61.5% of respondents). (Paragraph 6.7).

Among ways of dealing with the causes of stress the authors of the report recommended that greater use of IT be made to reduce workload and that methods of deploying administrative work away from teachers be examined.

Further details relating to the survey findings and recommendations are to be found in Appendix 5

37 In 1998 the Department of Education issued a circular (1998/33) “Reducing the Bureaucratic Burden on Schools.” In June 2002 the Statistics Branch of the Department published a Research Briefing (ISSN 1366-803X) which followed up the effect of the recommendations in the circular. Among the key findings of a questionnaire survey of principals and teachers in nursery, primary, post-primary, and special schools were:

- *Despite recent moves to reduce "the bureaucratic burden" on schools, such as Department of Education Circular 1998/33 the administrative demands of various tasks were seldom thought to have diminished and in many cases were thought to have increased since publication of the circular.*
- *Although some 60 % of the principals of post primary schools and of the non-teaching principals of primary schools were happy with the level of secretarial provision in their schools, some 70 % of the principals of nursery schools and of the teaching principals in primary schools rated their secretarial provision as either "inadequate" or "non-existent". Most teachers thought highly of*

*their school secretaries but many teachers had little or no access to their services.*

- *Substantial use of the CLASS system was reported by a majority of both post-primary principals and of non-teaching primary principals. Less than half the other principals used CLASS and only a small minority of the primary and special school teachers used CLASS at all. However about half the teachers in post-primary schools made some use of CLASS*
- *Only about a fifth of the principals of primary and nursery schools reported changes in their schools resulting directly from circular 1998/33 as compared with three-fifths or more of the principals of post-primary and special schools....*
- *The most frequently mentioned changes were reductions in the number of staff meetings and in the frequency of sending reports on pupils to parents.*
- *Many findings pointed towards the particularly heavy administrative demands made on the teaching principals of small schools for whom much of the advice about reducing bureaucracy in government circulars was not applicable. Many small schools were further handicapped by being unable to afford the secretarial staff they needed.*
- *The most frequent recommendations from respondents for further reducing “the bureaucratic burden” were the appointment of more support staff, the allocation of earmarked time for teachers’ administrative duties, greater use of ICT, cutting back the amount of documentation routinely sent to schools, a reduction in the paperwork required for inspections and in connection with the Code of Practice, and teachers should be trusted to teach without inflicting so many accountability exercises upon them.*

38 Early in the Inquiry we visited a number of schools of differing management types in the Nursery, Primary, Post Primary and Special school sectors. During these

visits we took the opportunity to talk to teachers about their concerns. We were very impressed by the dedication of the staff we met and noted how involved they were in the day to day activities of teaching their pupils. Many had little knowledge of issues being discussed at general educational policy level. They were simply too busy and we were told on many occasions about their concerns over workload and the impact this had on their work/life balance during term time. Resolving excess workload was ranked by many of those we spoke to as being more important than salary improvements.

39 We asked the teachers' organisations if they would accept that the figures already published on actual teacher workloads, as a result of the survey work done in England, would be replicated here. They acknowledged that the results would be similar in Northern Ireland. On that basis and the recognition that such a survey would take a considerable time to conduct, with further delay to our Report, we decided not to carry out a survey on workload in Northern Ireland.

40 Based on our recommendations on parity in Part 1 of the Final Report we invited evidence from the parties represented on the Teachers' Negotiating Committee for their views on the implications for Northern Ireland teachers of the changes to teachers' conditions of service in England and Wales. We also asked for views from the unions representing support staff and met the Management Side Officer responsible for negotiations with these unions. We received a range of responses which we have summarised in the following paragraphs.

41 While there was some support for the view that teachers should have a fixed working week similar to the Scottish model, the majority wished to maintain parity of conditions of service with England and Wales, contextualised to take account of the nature of the Northern Ireland framework.

(i) In this context there was concern about the workload on teaching principals in small schools. It was recognised that providing a greater range of support for teachers' planning, preparation and assessment would require flexible and innovative approaches to collaboration and cooperation between schools.

(ii) It was pointed out that there is no general shortage of teachers although there are some exceptions in specialist subjects. There was also a view that there was a



substantial number of teachers who were unemployed or underemployed. Information provided from the Department's payroll for the new Northern Ireland Substitute Teacher Register showed that in the year 2002-03 there were approximately 4 000 substitute teachers used of whom roughly 1 200 (30%) were prematurely retired. (See Appendix 13)

- (iii) There was strong opposition from both management and unions to the introduction and employment of Higher Level Teaching Assistants in Northern Ireland.
- (iv) There were differences of opinion on the approach to be used to remove the requirement on teachers to carry out the 24 routine administrative tasks. Some were in favour of the English approach of amending the teachers' contract so that a teacher would not be required to perform such tasks. The majority felt that such a list was an impractical approach and that there should be room for local arrangements and for teachers to have choices about the way in which they worked.
- (v) There was widespread concern about the level of funding which would be needed if all the changes were to be put in place, reinforced by the continuing dispute in England about the levels of funding.
- (vi) There were also differences of view on the timescale needed to introduce the changes in Northern Ireland. On the one hand there was some who argued that for purposes of parity an attempt should be made to catch up with the implementation timescales in England and Wales. On the other hand it was argued that given the time needed to negotiate the changes for teaching and non teaching staff it would not be practical to have a timetable which would catch up.
- (vii) While recognising that support staff unions were signatories to the English and Wales agreement there were differences of emphasis on the way in which non teaching unions might be involved in the context of Northern Ireland.
  - (viii) We were informed by the Department that it had established a Bureaucratic Burden Working Group comprising representatives from the Department, Boards, C2k, CCMS, CCEA, schools and the Northern Ireland Teachers' Council. Its remit is to make recommendations to reduce the bureaucratic burden. The Group seeks to raise awareness amongst partner bodies of the need to have arrangements in place within their organisations to regularly

review measures to reduce bureaucracy and to endeavour to minimise the demands on schools.

### **School visits in England and Wales**

42 Before coming to a final conclusion on the reduction of workload and workforce remodelling we arranged to visit a small sample of primary and post-primary schools in both England and Wales and discussed the issues with officers in a number of Local Authorities. While it must be borne in mind that there was a very small sample of schools visited we were told that the position in these schools was fairly typical of what was happening in their authorities.

We found that the schools visited were spending a very high proportion of their budgets on staffing and in some cases funding their current staffing levels from previous savings.

In each case teaching heads had less teaching to do than is customary for principals in Northern Ireland. We were told that typically a teaching head would have 2 days per week with no teaching commitment. In a Welsh Authority we were informed that schools with a roll of in excess of 100 would have a non-teaching head.

43 We were told that all the schools were using the SDPM system in conjunction with the School Development Plan. Head teachers were enthusiastic about the use of SDPM. With its introduction they were firmly committed to the establishment of a Continuing Professional Development (CPD) entitlement for all staff. The development would lead to improved teaching and raised standards of achievement for all pupils.

Head Teachers had not encountered significant difficulties in the implementation of SDPM. This was particularly the case in the Welsh schools we visited, where we were informed that there had been excellent levels of training and support, and additional time for teachers to introduce SDPM. This had enabled teachers to have sufficient time initially to develop and agree plans with their team leaders or head teachers.

### *Working practices*

44 The first changes in working practices (removing the 24 tasks from teachers) had been introduced from September 2003. There had been little or no additional funding for the employment of new support staff although support staff ratios

appeared to be more generous than in Northern Ireland. In primary schools the work practices of teachers following the removal of the 24 tasks depended to a great extent on the attitude of the teaching staff. In some cases there was little difference since, we were told, the teachers had not been performing most of the tasks for a number of years given the availability of support staff. Head teachers used their discretion in the implementation of the agreement. There was a general view that teachers could and should be left to get on with the job as they saw fit. For example, some teachers continued to do classroom displays, which is one of the (24) tasks which teachers are not required to do, and used Teaching Assistants to help with additional pupil work.

#### *Cover*

45 There was not much concern in primary schools visited about the new arrangements for cover. A number had purchased insurance to fund cover after a fixed number of days of teacher absence.

There were major concerns in the post primary sector about the problems that would arise when limitations on cover were introduced. It was felt that there would be significant additional costs, e.g. there might be an impact on school trips where the additional cost of cover would have to be absorbed or passed on to the pupil participating. There was also a view that with imaginative rearrangements of the timetable some of these problems could be overcome.

#### *Preparation, Planning and Assessment (PPA)*

46 This appeared to provide the greatest concern to head teachers in primary schools. There was a consensus view that without significant additional funding the provisions could not be implemented. Among those we spoke to there was no enthusiasm for the use of HLTAs and even when it was thought that HLTAs might be used this should only happen in very isolated circumstances.

In post primary schools there was less concern about the impact of the introduction of PPA. However it would have a “knock-on effect” on cover, since teachers now with guaranteed PPA time, could not be used for substitution.

#### **Our Views**

47 Overall we have not received any compelling evidence that would affect our conclusion in Part 1 of our Final Report that conditions of service for teachers should

be based on parity with England and Wales. The evidence we received, with some exceptions, support this continued link. However the need for contextualisation of conditions of service to take account of the Northern Ireland educational framework was consistently emphasised.

We support the view that there needs to be contextualisation in Northern Ireland because of the differences between the two systems of education. These differences include:

- the school structure is different since we still have a selective system;
- there is a wider range of school management types;
- Northern Ireland has a lower population density than most of England and Wales and this together with the management structure means that there is a substantially higher proportion of small schools;
- with the exception of some subject specialist areas there is no shortage of trained and well qualified teachers; and
- teachers in Northern Ireland continue to have negotiation rights over pay and conditions of service.

48 As we outlined in paragraph 27, the National Agreement in England contained 11 key measures to be introduced over three phases to coincide with the start of the teaching year commencing September 2003.

In accepting that similar measures should be introduced here to limit teacher workload we take the view that the English proposals need adaptation for Northern Ireland and the phasing of the introduction of measures may also vary. Account has also to be taken of the fact that there is negotiating machinery in Northern Ireland and that the SDPM scheme remains to be implemented.

49 A contextualised agreement with features similar to the English agreement on “Raising Standards and Tackling Workload” should be reached in Northern Ireland by the Teachers’ Negotiating Committee.

Having done this we suggest that the TNC establishes a dedicated working party for this purpose, bearing in mind the need for engagement with the unions representing support staff to deal with the relevant issues involved.

50 In England there are detailed arrangements for supporting and monitoring the implementation of the National Agreement and broadly similar arrangements are also being put in place in Wales. These arrangements have four main constituents:

- (a) A Workforce Agreement Monitoring Group (WAMG) has been established. This is composed of signatories to the agreement and has responsibility for implementation and monitoring. It prepares detailed information and guidance on the agreement and issues advice notes to schools.
- (b) Local Education Authorities have been funded to appoint lead officers in each authority with the remit of supporting the implementation of the Agreement in schools in their areas.
- (c) An Implementation Review Unit has been established with the primary purpose of ensuring that the impact of the agreement on teacher workload is not eroded by excessive bureaucracy or new initiatives. This group consists of school head teachers, teachers and a school bursar and has the power to examine new initiatives or bureaucratic requirements from a range of bodies including the DfES, the Teacher Training Agency (TTA), the inspectorate (Ofsted) and LEAs. This group makes regular inspection visits to schools to discuss concerns about activities which may be creating new bureaucratic burdens.
- (d) The National Remodelling Team (NRT) has the specific brief of promoting the implementation of the Agreement in England. It works with WAMG and has a brief to support LEAs and schools in the implementation of the Agreement.

51 We believe that special implementation arrangements will be required in Northern Ireland. In addition, arrangements will be needed to control the growth of initiatives, which come from a variety of sources including the Department, the Boards, CCMS, the Council for Curriculum, Examinations and Assessment (CCEA) and other Government Departments. However we believe that the English arrangements are more complex than are required here. We suggest that as part of the negotiations, arrangements are agreed on structures and procedures for the implementation and monitoring of the agreement to modify teachers terms and conditions.

52 In the following paragraphs we examine the eleven main features of the “National Agreement” in England and Wales listed in paragraph 27 and comment on

them. We also commend the contextualisation of arrangements where we believe that those for England and Wales do not best meet Northern Ireland needs.

*The teachers' contract and routine administrative tasks*

53 Unlike England and Wales the contract for teachers should not be amended to prohibit them from carrying out the tasks outlined in Appendix 3. We believe that teachers should be able to make professional judgements about where it is appropriate for them to undertake, on an occasional basis, tasks which are not directly related to teaching. However to ensure that teachers are not routinely carrying out these tasks clear guidance should be issued by employers to schools on this matter.

*Appointment of support staff*

54 Steps should be taken to delegate to support staff routine work associated with the 24 tasks listed in Appendix 3. The evidence we have, suggests that the provision of support staff is considerably lower here than in England and Wales. There will be a requirement for additional money to enable a reasonable level of support to be in place in schools, and guidance should be issued about employment of the appropriate levels of support staff.

55 In contrast with England and Wales (see paragraph 23), schools in Northern Ireland will require a significant number of new appointments together with the allocation of additional work to those already in post. The relatively large number of small schools in Northern Ireland underlines the requirement for multi-skilling and flexible working arrangements including part-time working. In other cases arrangements may need to be made for joint appointments between a group of schools and this will require schools to be flexible in their demands and requirements. Consideration should also be given by the employing authorities to providing a peripatetic support service in some areas as is already done for some ICT support.

56 We were informed by the Department of Education in its evidence that it thought that some of the support staff requirements could be met by the better use of ICT. There has been significant investment in the CLASS system which is designed to streamline school administration and to make the generation of documents, statistics, reports etc. considerably easier than heretofore.

It is evident that ICT can be used to make a contribution to reducing the time spent on routine tasks but schools (particularly smaller ones where less use is currently made of ICT) will need appropriate support arrangements.

#### *Reasonable work/life balance*

57 In England and Wales the Agreement provides that, as one of the methods for preventing further increases in teacher workload, there should be new clauses in the School Teachers' Pay and Conditions Document (STPCD) to ensure that head teachers and teachers have a reasonable work/life balance, having regard to their health and welfare. The Document will put a duty on Governors to ensure this requirement for head teachers. In turn headteachers will be required to make similar arrangements for their staff. There should be similar requirements in Northern Ireland for ensuring a reasonable work/life balance for principals and the teaching staff in schools. Since Northern Ireland does not have the equivalent of the STPCD alternative mechanisms should be negotiated to give effect to this requirement.

#### *Cover*

58 One of the areas which causes greatest controversy, particularly in post-primary schools, is the requirement on teachers to cover for colleagues who are absent through sickness, taking part in staff development, or taking part with pupils in activities outside the school.

We concur with the recommendations in the "National Agreement" that:

- schools should be providing downward pressure on cover, before and after the introduction of a contractual change to achieve the objective that teachers at a school should only rarely cover for absent colleagues;

and that new contractual changes be put in effect to:

- limit the amount of cover that can be provided by an individual teacher; and
- amend the duty of headteachers to ensure that cover for absent teachers is shared equitably among all teachers (including the headteacher) taking account of their teaching and other duties and of the desirability of not using a teacher at the school until all other reasonable means of providing cover have been exhausted.

An initial contractual limit of 38 hours per year (as in the England and Wales agreement) should be introduced on the amount of cover that can be required from an individual teacher. This should be seen as the upper limit and efforts should be made to ensure that in most cases this limit is not reached. In the longer term there should be an objective that teachers at a school will rarely cover.

#### *Preparation Planning and Assessment time*

59 Traditionally teachers in post-primary schools have had a number of unassigned periods in the school day, amounting to about 10% of teaching time, when they could prepare lessons, mark homework or exam scripts and prepare reports. This Planning, Preparation and Assessment (PPA) time has not in the main been available to teachers in primary schools and other schools where the main mode of teaching has been one teacher to a single or composite class.

The amount of guaranteed PPA time should be set as a minimum of 10% of a teacher's timetabled teaching time. (Only teaching time within a teacher's 1265 contracted hours should count for these purposes.)

60 The requirements for increased resources will fall most heavily on nursery, primary, and special schools. In larger schools it will be possible to employ one or more additional teachers to ensure that the pupils continue to be taught when the class teacher has PPA time. Various strategies could be used including having a specialist teacher to teach for example art, or music or physical education. In some cases part-time teachers could be employed. In other cases it will be necessary for employers and Governing Bodies to make formal arrangements for the joint appointment of full time staff.



### *Higher Level Teaching Assistants*

61 In England it has been proposed that a new type of specially qualified and trained teaching assistant to be known as a Higher Level Teaching Assistant (HLTA) could be introduced. It has been suggested that such an assistant could be used to:

- provide cover;
- release teachers for PPA time;
- release an individual teacher with whom they work regularly; or
- be used in a specialist role where they have specialist training e.g. in sport or modern foreign languages.

All the evidence received has been opposed to the use of HLTAs in Northern Ireland because there is no general shortage of teachers and because their use is seen as reducing the standard of teaching provision.

For these reasons HLTAs should not be introduced in Northern Ireland.

### *Leadership time*

62 Members of the leadership group need time to focus on their leadership responsibilities. Many teachers outside the leadership group also have some form of leadership and management responsibility, including those of subject leaders and co-ordinators, heads of departments or faculties, and Special Educational Needs Co-ordinators (SENCOs).

As in England and Wales, teachers with leadership and management responsibilities should be entitled, as far as is reasonably practicable, to an allocation of time within the school day to support the discharge of their responsibilities. This allocation should be in addition to any contractual provisions on work/life balance and guaranteed PPA.

### *Dedicated time for Principals*

63 There is a distinct problem where principals with significant teaching loads (for example those who teach for more than 50% of the school timetable) have inadequate time during school sessions for their leadership and managerial role. Provisions on work/life balance, and the requirement to have leadership and management time will limit the amount of teaching a principal can be expected to do. A teaching principal also has the right to PPA and the limits on cover provision would

also apply. Teaching principals except in the rarest of circumstances should have no more than 3 days per week of class contact.

This proposal will have a particularly significant impact on the very large number of small schools in Northern Ireland. The teaching time given up may have to be undertaken by the employment of an additional member of staff on a part-time basis. However this work could, in some cases, be combined with the work needed to release teachers for PPA to create the possibility of a full time post in some schools. In others there will be need for co-operative arrangements.

#### *Examination invigilation*

64 In England one of the key measures is the introduction of new examination invigilation arrangements. This is in the context of where a considerable amount of invigilation of external examinations is carried out by teachers in the school. This is not the general pattern here where there is widespread use of external invigilators. This measure is effectively in place here and little if any action is required.

#### *Review of school closure days*

65 The present contract for teachers both in England and Wales and in Northern Ireland has a provision that they should be in attendance at school for 5 days per year when pupils are not present. As part of a contribution towards better staff development and improved planning the England and Wales agreement calls for a review of the use of these days. When these “school closure days” were first introduced in Northern Ireland considerable effort was made to ensure that the time was used productively in, for example, whole school planning, in-service development work etc. There is growing evidence that this is not always the case now. As in England and Wales there should be a review of the use of these days and, following consultation with teacher unions, new guidance issued.

#### *Change timetable*

66 While the above proposals are similar to those in England and Wales and in the main embrace the parity principle it will not be possible to operate to the same timetable. There, the delegation of the routine tasks and other measures, are already in place. Limits on cover are to be in place by September 2004 and PPA in place by September 2005 (see phasing timetable in paragraph 27).

To recover lost time compared with England and Wales, there is an argument for moving at a faster pace here and telescoping three years of changes into two years. However schools in Northern Ireland are already faced with changes arising from the introduction of SDPM as recommended in our Part 1 Report. In addition there will need to be considerable discussion and planning to contextualise the agreement for Northern Ireland. All this will present a challenging timetable.

It is our view that following negotiations and agreement on raising standards and tackling workload phasing similar to England and Wales should be followed.

However schools should, as far as possible, work towards compliance with these changes prior to the requirement to introduce them.

### *Funding*

67 In paragraph 21 and the accompanying footnote there is a brief description of how Northern Ireland public expenditure is funded. From this it can be seen that there is not like for like funding of specific Northern Ireland public services compared to England and Wales. In Northern Ireland the total block grant is based on a fixed proportion of the English figure.

In paragraph 32 of Part 1 of this Report we recommended that teachers' conditions of service continue to be based on those applicable in England and Wales but contextualised for Northern Ireland. We noted in paragraphs 8 and 28 of this Report that the Government had made very substantial additional funds available to support the National Agreement in England and Wales. We know that there will be a requirement for major additional investment in the education system, to bring about the changes equivalent to England and Wales, which we recommend below. TNC (which includes the Department of Education) has accepted the recommendation in Part 1 on parity. We are of the view that the relevant authorities must bid for funds, equivalent to those made available in England and Wales, to bring about the changes recommended in this Report.

## **Recommendations**

**68 We recommend that:**

- **a contextualised agreement with features similar to the National Agreement for England and Wales on “Raising Standards and Tackling Workload” should be reached in Northern Ireland by the Teachers’ Negotiating Committee (TNC);**
- **the TNC should agree arrangements, structures and procedures for the implementation and monitoring of the above agreement;**
- **unlike England and Wales the contract for Northern Ireland teachers should not be amended to prohibit them from carrying out the routine tasks outlined in Appendix 3;**
- **clear guidance should be issued to schools by employers to ensure that teachers are not routinely carrying out the tasks in Appendix 3;**
- **guidance or schemes for the appropriate levels of employment of support staff to assist teachers and schools should be issued by employers;**
- **arrangements be put in place to ensure that principals and teachers have appropriate workloads in support of a reasonable work/life balance, having regard to their health and welfare;**
- **limits should be introduced with the eventual aim of making teacher cover a rarity, initially with a provision to limit the maximum amount of cover that can be required from an individual teacher to 38 hours per year;**
- **the amount of guaranteed Preparation, Planning and Assessment time for a teacher should be set as a minimum of at least 10% of timetabled teaching time;**
- **the support grade of Higher Level Teaching Assistant should not be introduced in Northern Ireland;**
- **teachers with leadership and management responsibilities should be entitled to an allocation of time within the school day to support the discharge of their responsibilities;**
- **teaching principals, except in the rarest of circumstances, should have no more than 3 days per week of class contact;**

- **following negotiations and agreement on raising standards and tackling workload, implementation should be phased similarly to England and Wales and schools should, as far as possible, work towards compliance with these changes prior to the formal requirement to introduce them; and**
- **there should be a review of the use of “school closure days” conducted by the employers and, following consultation with teacher unions, new guidance issued.**

## Teacher Supply

### Newly Qualified Teachers

69 In Paragraph 28 of Part 1 of this Report, in the context of whether parity of salaries and conditions of service with England and Wales should be maintained, we considered briefly the issue of teacher supply. We pointed out that we had concerns about the employment position of NQTs.

70 In August 2002 the Northern Ireland Council for Education Research (NICER) published a report by Dr Anne Sutherland “Three Years after Qualifying in Northern Ireland: A follow-up survey of the 1998 cohort, conducted in 2001.” This report examined the employment position of teachers who had qualified in 1998. A principle finding was that, 3 years after qualification, about one third of teachers were still not in permanent employment. Significant proportions were in long term temporary employment:

- In the primary sector in May 2001, 64% were in permanent employment and 22% were in longer-term temporary employment.
- In the secondary sector 71% were in permanent employment and 15% were in longer-term temporary employment (Table 3:4 of the NICER Report).

Evidence from previous surveys conducted by NICER showed that the trend towards a growing proportion of new and recently qualified teachers not gaining a permanent post has been increasing for some years.

Year	Number of NQTs	% in permanent employment at end of Year 1
1978	1,078	75%
1990	663	65%
1996	782	34%

Since 1996 the proportion in permanent employment has remained about the same despite the fact that the number of NQTs had fallen to 654 by 1998. This change has been accompanied by a growth in the number of temporary contracts being offered by schools.

### **Evidence received.**

71 All the teacher unions were concerned about the trend towards a lower proportion of NQTs gaining permanent employment early in their career. They argued that it led to disillusionment and to some leaving teaching altogether. It was also argued that some teachers who were not in permanent posts were unable to avail of the support systems which are in place for NQTs. Some unions argued for a programme of guaranteed employment similar to arrangements in Scotland.

72 The Department of Education in its submission said that it had a sophisticated modelling process to match the number of teachers trained to meet the likely demand in Northern Ireland. It also argued that very few teachers were on the unemployment register and this proved that the model was working properly.

The employers have been concerned about the growth of the use of temporary contracts to fill what are in effect permanent posts. It has been suggested that schools are using this technique as a form of trial employment for NQTs. Because of this concern we were advised that employers have recently issued guidance to schools in an attempt to reduce the number of temporary long term contracts.

73 The Public Accounts Committee (PAC) in its 27<sup>th</sup> Report of the 2002/2003 session published on 4<sup>th</sup> June 2003 (“The Management of Substitution Cover for Teachers.”) was critical of a number of issues which impact on teacher supply and demand.

The main areas commented on were:

- the greater use and high cost of substitute cover in Northern Ireland compared to England and Wales and the lack of training and support for them;
- the need to establish supply pools;
- the use of the Teachers’ Premature Retirement Scheme;
- the lack of proper planning by the Department of Education to ensure there is the proper teaching workforce;
- the relatively high levels of sickness absence and lack of its management; and
- the need for a proper system of record keeping to ensure that there is appropriate data to manage sickness absence and substitution.

74 In Scotland students leaving college require one year of experience to become registered as teachers. There is a scheme which ensures the availability of this employment.

Before leaving college, students make application for employment by giving a choice of five Local Authority Areas in order of priority where they would like to work. All the Education Authorities support the scheme and about 75% of applicants are placed initially. The Scottish Education Department subsidises 40% of the salaries of the remainder, with the Local Authority making additional placements and paying the balance together with training and support costs. To reduce the number of unplaced students in the first round those who opt to seek placement in certain rural areas will in future receive a bonus of £4 000.

### **Our views**

75 We believe that there is some spare capacity in the Northern Ireland system. We are not convinced that the relatively low figure for teachers registered as unemployed proves that there are not substantial numbers seeking work through other methods. There is no real economic advantage in registering for unemployment benefit since a relatively small amount of work more than compensates for its loss of benefit through not registering.

Information from the Department's payroll shows that in 2002/03 there were approximately 1 200 retired teachers and 2 800 other teachers (Appendix 13) who did some substitution work. This includes 750 teachers on point 1 of the main scale who worked on average only 30 days over thirteen calendar months. Further work needs to be done to establish how this apparent spare capacity is distributed by school type and subject demand to assist the planning for the additional teachers required to meet the changes in future working practices.

76 We also note that the Department has already given the PAC assurances about its data collection and planning for the future. In its response the Department of Finance and Personnel (DFP) stated "the Department (of Education) recognises the need to develop this (strategic management process) further in order to secure an appropriate supply of teachers. Critical to this is improved assessment of the future demand for teachers taking account of factors including demographic trends, pupil teacher ratios and teacher wastage rates in the various school sectors, along with the



non-completion rates on initial teaching courses.” To this list needs to be added the demands arising from changes in working practices. The response goes on to give assurances that “modifications will be made to the Teacher Demand Model to achieve a better match between anticipated demand and the supply of newly qualified teachers.”

In noting that some action is already being taken we would urge that a high level of priority is given by the Department to this work.

77 We believe there is a case for introducing a support scheme to assist unemployed NQTs to have guaranteed work for the first year. This should ensure that NQTS would be given an opportunity to work as a teacher for a sustained period and have access to the support programmes for new teachers. It would also in our view enable them to make a more informed choice about teaching as a career.

While there would be concerns about the cost of the scheme we would point out that in England and Wales there are a range of special payments of up to £6 000 (with fees paid) to encourage intending teachers to train in certain specialist subject areas. In addition there is now a commitment to pay off the student loans of NQTs working in shortage subject areas. There is also a payment of £4 000 for NQTs who successfully complete induction within 5 years of qualification and are working in an eligible post for a year. These payments are not made in Northern Ireland.

Given that there is going to be increased demand for teachers as a result of our proposed employment changes the numbers requiring placement might not be very high. In the longer term an efficient model for projecting teacher demand should ensure that there is no significant excess supply of teachers.

### **Recommendation**

**78 A support scheme should be introduced to assist unemployed NQTs, in the first year after qualification, to have a guaranteed full-time teaching post and this should be in place by September 2005.**

## **Teacher Premature Retirement**

79 There is a problem of teacher retention in Northern Ireland. It is unlike the situation in England and Wales where there is a problem in retaining young teachers. In Northern Ireland the retention problem is most acute in those over the age of 50. The figures for premature retirements are contained in Appendix 9. These show that on average for the past five years 72% of teacher retirements were through redundancy, efficient discharge or on infirmity grounds. In the period 43% of retirements were through redundancy with a proportion of these being “transferred redundancies.”

Over the survey period 22% of teachers retired early on ill-health grounds. These teachers cannot teach again unless they are medically certified to resume work. The Teachers’ Health and Wellbeing Survey (Appendix 5) associates high levels of stress with excess workload. We consider that this factor may be contributing to high levels of early retirement. We also note that premature retirements put additional demands on the pension scheme.

In its Report (Paragraph 73) the PAC suggested that Northern Ireland has an excessively generous Premature Retirement Scheme. It claimed that too many of these prematurely retired teachers are re-employed taking up places which should be available to new and recently qualified teachers. In 2002-03 there were 1 200 of these teachers (excluding those who worked in Voluntary Grammar schools) and over a thirteen month period they worked 57 000 substitute days.

80 When the workload issue is addressed (Paragraph 68) many of the teachers who are seeking early retirement may be prepared to work for a longer period on a part time winding down basis in the lead up to normal retirement age. Many of these teachers have substantial experience and have still a lot to offer as evidenced by the ease with which they can get temporary posts.

81 We consider that a winding down scheme should be introduced in Northern Ireland.

The advantages of the scheme would include:

- retention of experienced teachers;
- a reduction in the demand for premature retirement;

- fewer teachers retiring early on ill health grounds;
- better quality work from retained teachers;
- a delay in the uptake of the teacher pension; and
- cost benefits to the pension scheme.

### **Recommendation**

**82 A winding down scheme should be introduced and be operational by September 2006.**

## Progression and Performance

83 In Part 1 of this report we made recommendations on the procedure to be used for progression on the UPS and on the use of a Performance Management system.

In summary we recommended that:

- there should be an SDPM Scheme;
- until there was confidence in its operation it should not be used to inform decisions about the progression of teachers on the UPS; and
- the present threshold assessment process with enhancements to the four standards should be used to inform decisions on the progress of teachers to UPS point 2

footnote<sup>2</sup>

84 Since our report was published there have been substantial developments in England and Wales. The School Teachers' Pay Review Body had been asked again to give advice on the criteria to be applied but felt that it could go no further than suggest, as it had done before, that the "key criterion for progression should be continued and sustained performance and contribution to the school as a teacher." Head Teachers and Governors felt that more clarity was needed for them to distinguish between the performance of individual teachers if this were to be used to inform pay progression decisions.

The Government felt that more could be done to give guidance and Estelle Morris , the then Secretary of State for Education, in her remit letter to the STRB on 1<sup>st</sup> August 2000 wrote that a pressing issue was "the need for pay progression for post-threshold teachers to be on a progressively more challenging basis. This remains our policy and I look to the STRB to advise on options, including on (a) tougher criteria for higher points than point 2; and (b) the case for non-consolidated bonuses; or some combination of these two elements."

On 11<sup>th</sup> July 2003, Charles Clarke, the Secretary of State for Education wrote to the STRB as follows " The upper pay scale was also a feature of the August 2002 remit. I shall require your further recommendation on whether the arrangements for the upper pay scale need to be revised, in relation to point 3 of the scale."

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<sup>2</sup> Paragraphs 67 and 81 of Final Report – Part 1

We now understand, and this was confirmed by our visit to England and Wales, that because of the lack of detailed guidance most schools progressed eligible teachers to UPS2 with effect from September 2002 unless there was clear evidence that there had not been sustained performance by the teacher since passing through threshold. The Department for Education and Skills, in England was quoted by the STRB in its Thirteenth Report Part 1 (Paragraph 7:4) published in November 2003, as being of the view that “experience of progression to Point 2 , which had been reached by over 90% of original threshold teachers was undermining the purpose of the upper pay scale.” The Department also argued that this continued rate of progression was not sustainable in financial terms.

Others, in evidence to the STRB supported the need for better criteria and the head teachers’ organisations argued for a suspension of movement on the upper pay spine until there was a broad consensus on the way forward.

85 The STRB in its November 2003 report responded by asking that consultation take place between the parties about a new framework for progression to UPS3 including:

- rigorous criteria which enable schools to identify those teachers who are performing at the highest level;
- a grading system which enables schools to rank the performance of teachers in their school in relation to those criteria; and
- a system of external assessment using the threshold model.

It asked for the consultations to be completed by 5<sup>th</sup> January 2004.

86 On the 9<sup>th</sup> January 2004 Charles Clarke the Secretary of State for Education announced that agreement had been reached in principle on a set of proposals - “Rewards and Incentives for Post-Threshold Teachers and Members of the School Leadership Group” - which were to be submitted to the STRB for its consideration. The parties to the agreement were the Secretary of State and the General Secretaries of NAHT, ATL, SHA, NASUWT, PAT and the employers. The NUT was not a signatory to the agreement. This draft agreement was to be subject to ratification by the executive councils of the signatory organisations.

87 The draft agreement has the following main components:

- points 4 and 5 of the UPS will be abolished.
- classroom teachers who have achieved UPS 3 can have access to an Excellent Teachers Scheme (to be designed) and this would benefit about 20% of those reaching UPS3.
- for the future, progression on the upper scale should be based on two successful consecutive performance management reviews. The performance management process should include:
  - (a) performance objectives
  - (b) classroom observation and
  - (c) other evidence.

The successful teacher will show that their achievements have been substantial and sustained though continuing to meet threshold objectives and showing that they have grown professionally by developing their teaching expertise post threshold.

- agreement on a clarification of the application of Leadership Group pay progression criteria to take account of the guidance which had been given on UPS progression.
- agreement on the sums of money to be made available to meet the costs of these proposals including some assumptions by the signatory bodies of a contribution from freezing management allowances.
- there should be a “light touch” external validation system to endorse the operation of a school’s overall performance management process including how pay decisions are linked to performance.
- in the case of the Excellent Teachers’ Scheme there should be validation, by the school having assistance from independent externally appointed assessors.

88 The Secretary of State has asked the STRB to consider these agreed proposals and to report by 5th March 2004. The STRB has to take account of other views but since it had asked the parties to meet and reach conclusions on these issues it is likely that it will recommend the principles of the agreement for adoption.

## **Our Views**

89 Our Report will be completed before the outcome of the STRB's recommendations on the draft agreement is considered by the Government.

In Northern Ireland, given the parity principle on pay, it will therefore be a matter for the parties to agree on the method of implementation. We can only point out that the implications of the current negotiating impasse on our Part 1 Report suggests that the introduction in Northern Ireland of an SDPM scheme will be at best 4 years after England and 3 years later than in Wales.

Paragraph 80 of Part 1 of this report states "We believe that when a fully operational and robust SDPM scheme is in operation in schools it should be used as part of the body of evidence to inform decisions on pay progression on the Upper Pay Scale."

We are satisfied that our stance in Part 1 of this Report, that the principle of using only "a fully operational and robust SDPM scheme" to inform salary progression is important. This principle should continue to be the basis for further progression.

## **Recommendation**

**90 Arrangements for further progression on the UPS should be based "on a fully operational and robust SDPM scheme".**

## Salaries of the Leadership Group

91 In the Interim Report we examined the salaries of the Leadership Group with particular reference to the issue of differentials between them and teachers who were on UPS1. These differentials impacted particularly on vice principals and we recommended salary ranges which Boards of Governors could operate. These ranges were set out in Appendix 9 of that report.

In Part 1 of this Report we recommended in paragraph 87 that in circumstances where there was a very high level of performance by a member of the Leadership Group the relevant body could award two points on the scale rather than one for performance. We had also indicated in our Interim Report that we would revisit the question of salaries for the Leadership Group in the light of experience of operating the new system and because there were some unresolved issues.

92 In England and Wales, up until the end of August 2002, there was a 41 point leadership scale on which the Northern Ireland leadership scale was based. Schools there were divided into eight groups for the purposes of setting scales for head teachers. These Groups are related to the pupil points score (Unit Total) of the school which is derived essentially from the number of pupils enrolled at the school and their stages in the education system.

**Table 6 Leadership Groups**

<b>Group and Unit Totals</b>	<b>Group Range for headteachers on 41 point scale</b>
Group1 1 - 1000 points	L6 - 16
Group 2 1001 - 2200 points	L8 - 19
Group 3 2201 – 3500 points	L11 - 22
Group 4 3501 – 5000 points	L14 - 25
Group 5 5001 – 7500 points	L18 - 29
Group 6 7501 – 11000 points	L21 - 33
Group 7 11001 – 17000 points	L24 - 37
Group 8 17001 points – and over	L28 - 41



93 In its 11<sup>th</sup> Report in 2002 the STRB considered the erosion of differentials between some members of the Leadership Group and teachers who had passed through the threshold. It recommended that two extra points be added to the top of each school range, including the creation of extra spine points L42 and L43, to allow such an extension for Group 8 schools, in order to provide adequate room for setting and reviewing individual school ranges. This took effect from September 2002.

94 In Northern Ireland there has not been such an adjustment. There are other differences in the application of the Group system in Northern Ireland.

- For many years the employers have issued detailed guidance on the use of the group system. This also happens in some areas in England and Wales.
- The current guidance includes the division of each group into sub-groups. There are 36 sub-groups with the number of sub-groups varying between Groups. For example there are three sub-groups in Group 1 with associated pupil point scores and six each in Groups 7 and 8.
- Except for Group 1 the top point of each Group Range is not used.
- The guidance also includes an anomaly which means that the recommended salary range for the bottom sub-groups of Groups 7 and 8 are lower than the salaries for the top sub-groups of their preceding groups

Details of the existing sub-group structure are contained in Appendix 10.

### **Our Views**

95 To take account of our recommendation that salaries should be based on parity we are recommending that some adjustments be made to the Northern Ireland guidance on school salary ranges and Individual School Ranges (ISRs). Our recommendations are not intended, except in the case of Group 7 and 8 schools, to change the existing ISR which determines the principal's salary.

### **96 Recommendations**

- **The Spine be extended by two points from 41 to 43 points with each Group Range being extended by two points.**

- **In all groups the individual principal may access up to two further points beyond the seven point ISR through the use of the appropriate performance mechanism.**
- **In Group 8 delete the last sub-group and amend the Unit Total for the previous sub-group to “21 000 and over”, with an associated new range - points 37 to 43.**
- **The minimum and maximum points in each sub-group in Group 7 and Group 8 should be increased.**

Details of the recommended Group Ranges are contained in Appendix 11.

### *Vice Principals*

97 We requested the Department of Education to conduct a survey of the effect of our Interim Report Recommendations on salary differentials of members of the Leadership Group. The results of the survey in Appendices 12a to 12e clearly demonstrates that differentials, which had been reduced as a result of the introduction of the UPS, had been restored and in some cases modestly enhanced following the implementation of our recommendations. We have examined the figures carefully in the sub-groups and are satisfied that in general our recommendations have led to increases in differentials reflecting the nature of the responsibilities involved.

### **Our Views**

98 If the opportunity for a principal to have up to two further points on the scale, as a result of good performance is taken up in a school, this will have the effect of widening the differential between the principal and the vice principal(s). Since vice principals' progression on the scale is also dependent on performance, we believe that it is appropriate that the same facility of scale extension based on performance should be available to them.

## **Recommendation**

**99 In all groups the individual vice principal may access up to two further points beyond the five point ISR through the use of the appropriate performance mechanism.**

### *Assistant Principals*

100 In 2000 there was a proposal in Northern Ireland, following a similar move in England and Wales, to introduce a new grade of Assistant Principal in the Leadership Group below that of Vice Principal. Members of this group would have significant management responsibilities, not be subject to the working time limitations of other senior teachers, and would be paid on the Leadership Scales which guarantees that they would not be paid less than the highest paid teacher in the school.

While there was some opposition to the introduction of such a post there was general agreement that if it were to be introduced it might be referred to as Assistant Vice-Principal. In the event the parties failed to reach agreement and the matter was not progressed. In their evidence to us some parties considered that such a grade should be introduced.

## **Our Views**

101 We accept that on parity grounds schools should have the opportunity to make appointments at this level. We do not believe that an appointment to such a leadership post should be made if it would be necessary to increase the salary ranges of other leadership group members solely to accommodate the range of the assistant principal post.

## **Recommendation**

**102 Schools should have the option of making an appointment of Assistant Principal(s) on a five point scale to the Leadership Group except where this would necessitate an increase in the minimum salary point of the scale for the Principal or Vice Principal(s) to accommodate the scale for the new post.**

## **The Negotiating Machinery in Northern Ireland**

103 Teachers' salaries and terms and conditions of service are determined in Northern Ireland following negotiations between the recognised teacher unions, the employers and the Department of Education.

In England and Wales there are no negotiations. There the STRB, which is independent with members appointed by the Prime Minister, invites evidence from the main parties and then makes a recommendation to the Government. The Government normally accepts these recommendations, although there have been exceptions. Decisions once made are published and implemented through the School Teachers' Pay and Conditions Document.

In Scotland there are negotiations between the Scottish Executive, the employers and the recognised teacher unions.

104 The Northern Ireland Teachers' Negotiating Committee (TNC) comprises representatives of the employers, the Department of Education and the recognised teacher unions. The Department of Education provides the secretariat and after consultation with the parties appoints an independent chairman. The Constitution of the TNC and details of membership are in Appendix 6.

The committee meets as often as required but generally about three or four times per year. Much of the detailed examination of the committee's business is referred to working parties with membership from both sides which are expected to bring an agreed document back to the main committee for endorsement. The Independent Chairman is not involved in these working parties nor does the Constitution provide for a proactive involvement in securing agreement.

105 Teachers' side normally submit an annual salary claim sometimes accompanied by claims for improvements in conditions of service. Given the adherence to parity the management side's response is normally to offer the salary which has been offered to teachers in England and Wales as a result of the recommendations of the STRB. There is in practice no meaningful negotiation about the salaries element of the claim other than any requirement to contextualise the

outcome of the salary offer to the Northern Ireland situation. The issue of backdating salary settlements often arises because the Northern Ireland negotiations take place after decisions have been taken in England and Wales. There are meaningful negotiations about the claims for conditions of service and these can be protracted. This can have the result of backdated payments being made prior to the implementation of changes in conditions of service.

### **Evidence received**

106 There was strong support from all the parties for the continuation of negotiation machinery. It was argued that it ensured that there was continued communication between employers and employees and that in working together to solve issues other problems were avoided. However there were a number of features of the present negotiating machinery which were criticised in the evidence submitted.

107 Some members of the Management Side were critical of the lack of strategic direction and suggested that:

- the process was primarily driven by union claims;
- the process was too long drawn out and not very efficient;
- Chief-Executives of Education and Library Boards did not participate in the negotiations as they had formally done; and
- this lack of representation at Chief Executive level (or delegated officer with appropriate authority) was one of the main reasons for the slow pace in reaching agreements.

108 There was also criticism of the role played by the Department of Education. Since the Department has to fund any settlement it was argued that it has an effective veto on any outcome. This weakened the negotiating capability of the employers and limited their commitment to the process.

109 To overcome these difficulties there were suggestions that the Department should not be a member of the management side although this was not the view of the Department in its evidence. It was also suggested that the Employers should appoint a

Senior Officer (as happens for non-teaching staff) who would have lead responsibility for conducting negotiations.

It was separately suggested that it might be helpful if the Boards appointed one of the Chief Executives to represent their position in negotiations.

110 One Union expressed to us the view that negotiations should be directly with the Department as the funding body.

Between the Unions there were differing views on the effectiveness of the present system. The NAHT, representing solely Principals and Vice Principals, felt that their interests were not sufficiently covered and suggested the establishment of a sub-committee to deal exclusively with this group. Views differed between locally based unions and those unions which also have members in England and Wales. These latter unions have to consider the national policy of their parent bodies when dealing with Northern Ireland issues. Some Unions were critical that their role, with a fundamental interest in the education process, was not sufficiently recognised by the Management Side and felt that they should be consulted earlier by the Department of Education about policy development.

111 Views about the role of the Chairman differed. Some considered that the role should be much more proactive than at present. In this model the Chairman would be given direct responsibility for achieving successful and timely outcomes in negotiations. It was suggested that the Chairman might be directly appointed by the Minister with responsibility for Education and have direct access to the Minister. Others were of the opinion that the present role of the Chairman should continue.

112 The Labour Relations Agency had a number of observations to make about the efficacy of the present arrangements. It pointed out that the existing arrangements for employment relations had been in place for a some time and should be reviewed to take account of developing good practice. The Agency indicated that in teaching, like the public sector in general, there was a tendency for procedural correctness to take precedence over problem solving as the most effective means of resolving disputes. The Agency was of the view that:

- it would be beneficial if the roles and relationships of the parties and the structure of both sides of the negotiating machinery were reviewed in the light of changes within the education system;
- it would be beneficial to examine the key procedures with a view to improving their effective and efficient application;
- the processes for individual dispute resolution be reviewed with the objective of ensuring that there was a greater use of “in-house “ procedures before involving third parties; and
- in the case of collective disputes, third party conciliation should be used as early as possible to aid dispute resolution.

### **Our Views**

113 It is clear that for some time the TNC has not been working as effectively as it might. The establishment of this Inquiry arose partly from a failure of the process. Part 1 of our Final Report published in June 2003, which we recommended be dealt with expeditiously, has given rise to further difficulties and eight months later the parties were involved in a conciliation process under the auspices of the Labour Relations Agency.

114 The issue of parity of pay and conditions with England and Wales also creates difficulty for local negotiations. We set out our understanding of the meaning of parity in paragraph 13 of Part 1 of the Final Report. Difficulties arise from the fact that some recent salary awards in England and Wales had been accompanied by changes in conditions of service. The teacher unions argue for parity of pay but, apparently, do not wish to accept all the accompanying conditions. Adherence to parity also creates difficulty for the timing of settlements. Under parity arrangements there is an understanding that access to new salary points should have the same effective date as in England and Wales. However it takes time to contextualise the accompanying conditions. A protracted dispute, as has happened over the introduction of SDPM, can cause difficulties about the timing of payments.

115 In Part 1 of this Report (paragraph 32) we recommended “that teachers salaries in Northern Ireland continue to be based on parity with England and Wales

and that the main conditions of service should continue to be based on those applicable in England and Wales but contextualised to the particular circumstances of Northern Ireland.”

In our view the acceptance of this recommendation limits the opportunity for local negotiation on pay and conditions. We did consider whether there was a case for removing local negotiations because of the conditions imposed by the acceptance of parity. However we concluded that, given the preference of all the parties for its continuance, local negotiating arrangements should be given an opportunity to operate successfully.

116 Our recommendations on the future of the negotiation arrangements are built on the assumption that the recommendation for parity in paragraph 32 of Part 1, quoted in the previous paragraph above, provides the basis for future negotiations.

### **Recommendations**

**117 (a) The Constitution of the TNC should be amended to provide for the following.**

- **The TNC should consist of three distinct parties:**
  - (i) **the Department of Education;**
  - (ii) **the recognised Teachers’ Organisations; and**
  - (iii) **the Employer Bodies.**
- **the Independent Chairman should have a proactive role with responsibility for working with the three parties to ensure the effective and efficient operation of the TNC and be resourced accordingly; and**
- **the employers should appoint a full time salaried senior officer with responsibility for leading and co-ordinating their work in respect of teacher negotiations.**

**(b) The TNC should, with the assistance of the Labour Relations Agency, conduct a review of its Constitution, operation and disputes resolution procedures.**



## Final Comments

118 During the course of this Inquiry we have received evidence from a considerable number of sources and have read a large number of reports and commentaries on matters related to teachers' pay and conditions of service both in Northern Ireland and elsewhere in the UK.

We have been struck by the complicated nature of the system in general. This complexity is even greater in Northern Ireland where there is a wider range of employer bodies. There is a wide range of inter-relationships between the Department of Education, the various employer bodies and the schools themselves through their Boards of Governors. The chains of authority, responsibility and communication are rarely straightforward and appear to give rise to confusion and in some cases lack of direction.

119 The Department of Education clearly recognises that there are problems related to the complexity of the system and communications within it. In March 2003 it established an External Communications Working Group to produce "an External Communications Strategy and implementation plan, which will allow DE to manage its external relationships and ensure timely and appropriate engagement with our education partners and stakeholders".

This Group suggested actions for the Department as follows:

- Develop a Strategic Plan for the Education Service;
- Develop a long term (3 year) Corporate plan;
- Improve communication of Funding Mechanisms etc to Non Departmental Public Bodies (NDPBs);
- Clarify business and financial planning procedures and timetables and involve NDPBs meaningfully at an early stage;
- Consult NDPBs more closely in target setting;
- Develop standards for communication;
- Ensure policies in different divisions do not conflict; and
- Be more proactive in meeting with all partners and stakeholders.

The Senior Management Team (SMT) in the Department considered the Report and stated that “SMT strongly supports the conclusions of the report with regard to effective leadership in education. The need for DE (Department of Education) to take the lead in the development of a strategic plan for the education service and to improve the DE planning process is fully accepted and has been made a priority by SMT.”

### **Our Views**

120 We believe that the lack of consultation on the formulation of strategic and corporate plans for the education service has been a factor in the sometimes difficult relationships which affect the negotiating process for salary and terms and conditions. We believe that the establishment of such a forum would enable all the parties to achieve a greater level of participation in, and ownership of, the development of the education service outcomes.

### **Recommendation**

**121 The Department of Education should establish at an early date a Northern Ireland Regional Consultative Forum for the education service where the employers, unions and other key interests would discuss and offer advice at a strategic level on planning options.**

## **Appendix 1**

### **Terms of Reference**

#### **Independent Inquiry into Northern Ireland Teachers' Salaries and Conditions of Service**

The Committee is requested to:

1 Inquire widely into how teachers' pay, promotion structures and conditions of service should be changed in order to support a committed, professional and flexible teaching force which will secure high and improving standards of school education for all children in Northern Ireland.

2 Examine specifically the impact of the implementation of the Pay Award 2000 on the salaries of principals and vice-principals and bring forward proposals as a matter of urgency and through an interim report.

3 Examine the existing negotiating machinery and make recommendations.

In framing recommendations, the Committee:

a. Should take into account the following principles:

- parity and equivalence with pay levels for teachers in England and Wales
- teachers' pay should be at a level to recruit, retain and motivate high quality teaching staff
- there should be a clear and demonstrable link between additional pay for teachers and revised conditions and working practices, which meet the need for modernisation and higher standards
- there should be opportunities for career advancement for teachers, especially teachers of acknowledged excellence, who wish to continue to deploy their skills in the classroom
- the structure of pay and conditions of service should be designed to promote and reward effectiveness in both teaching and school management
- develop a framework which will support professional development of teachers

consistent with the school development plan

- management structures in schools should be sufficiently flexible to meet changing needs and challenges while ensuring effective delivery of the daily responsibilities of each school.

b. Must have regard to public expenditure issues including affordability and the implications of the Government's inflation target for the general level of public sector pay settlements.

In conducting its Inquiry, the Committee may wish to commission research and invite evidence.

## Appendix 2

### Teacher workload – STRB research and recommendations

(a) The STRB had commissioned a number of workload reports starting in 1994. The Report for 2000 showed that hours worked by primary teachers had risen by 8% and by 5% for secondary teachers since 1994. Based on a statistical sample the survey suggested that weekly term time hours worked by primary teachers had risen on average from 48.8 hours to 52.8 and for secondary teachers from 48.9 to 51.3 hours. The average term time working week for primary head teachers in 2000 was 58.9 hours and for secondary heads 60.8 hours.

(b) In March 2001 a further in-depth survey was commissioned from PricewaterhouseCoopers.

The purpose of this survey was:

- to assess the level of work undertaken by teachers,
- to identify the main factors that determined teachers' and head teachers' workload; and
- to make recommendations for change.

The report was published in December of that year.

The main findings of the report were as follows:

- Teachers on average work more intensive weeks than comparable managers and professionals but at a similar level on a yearly basis once holiday hours are taken into account. The intensity of concentrated working periods appears numerically to be compensated for it in good part by the relatively long holiday periods;
- Many teachers perceive a lack of control and ownership over their work, feel isolated and undertake tasks personally which they do not believe are necessary to support learning or which could be done by support staff or through the use of ICT;
- Although teachers have welcomed the aim of many government initiatives, they feel that the pace and manner of introduction are not conducive to

achieving high standards, that they are insufficiently supported to make the changes and they do not receive the professional regard they merit;

- Rising expectations, deteriorating pupil behavior and lack of parental support have added to pressures;
- Teachers believe head teachers do not always recognise the need to assist staff to manage their workload;
- Head Teachers' own workloads are higher than those of teachers, on average by some 300 to 400 hours a year, and are higher than comparable managers and professionals. Many of their concerns echo those of their staff. In addition pressures arise through the need to support the school through changes. Some feel inadequately supported by staff and ICT.

(Source: STRB “Special review of approaches to reducing teacher workload”

Paragraph 19)

(c) Having considered this evidence the STRB recommend a number of measures:

(i) To put downward pressure on non teaching work by

- delegation of appropriate work to support staff
- strict management of initiatives and reporting requirements.

(ii) To reduce the pressure on teachers through

- the contractually guaranteed allocation of time for planning, preparation, marking and recording, part of which will be in the timetabled week
- a contractual limit on the number of hours per year in which individuals are expected to provide cover for absent colleagues.

(iii) To ensure that the changes take place through

- incorporation in the School Teachers' Pay and Conditions Document of a work/life balance clause to act as a restraint on the potential for continuing unlimited demands on teacher time
- the adoption of targets by the Department to achieve a reduction of average weekly term-time hours worked by teachers from 52 to 48 per at the end of

two school years and to 45 at the end of four school years.

(iv) The STRB also proposed that:

- leadership group members be allocated sufficient time to carry out their leadership responsibilities; and
- all teachers should have an entitlement to continuing professional development.

## **Appendix 3**

### **Routine tasks to be delegated by teachers**

Teachers should not routinely perform administrative and clerical tasks. Teachers should have support so that they can focus on teaching and learning and expect administrative and clerical processing to be done by support staff.

Consequently teachers should not routinely be required to undertake the following administrative and clerical tasks including:

Collecting money

Chasing absences: teachers will need to inform the relevant member of staff when pupils are absent from their class or from school

Bulk photocopying

Copy typing

Producing standard letters: teachers may be required to contribute as appropriate in formulating the content of standard letters

Producing class lists: teachers may be required to be involved as appropriate in allocating pupils to a particular class

Record-keeping and filing: teachers may be required to contribute to the content of records

Classroom display: teachers will make professional decisions in determining what material is displayed in and around their classroom

Analysing attendance figures: it is for teachers to make use of the outcome of analysis

Processing exam results: teachers will need to use the analysis of exam results

Collating pupil reports

Administering work experience: teachers may be required to support pupils on work experience (including through advice and visits)

Administering examinations: teachers have a professional responsibility for identifying appropriate examinations for their pupils

Administering teacher cover

ICT trouble-shooting and minor repairs



Commissioning new ICT equipment

Ordering supplies and equipment: teachers may be involved in identifying needs

Stocktaking

Cataloguing, preparing, issuing and maintaining equipment and materials

Minuting meetings: teachers may be required to communicate action points from meetings

Coordinating and submitting bids: teachers may be required to make a professional input into the content of bids

Seeking and giving personnel advice

Managing pupil data: teachers will need to make use of the analysis of pupil data

Inputting pupil data: teachers will need to make the initial entry of pupil data into school management systems

## Appendix 4

### Developments on teacher workload in Scotland

(a) In Scotland the approach has been entirely different to that in England and Wales. Following the McCrone report which recommended changes to the structure of the teaching profession, changes in salaries and changes in working conditions there were negotiations between the Scottish Executive, the Local Authorities and Unions representing teachers.

Among other things agreement was reached on the following:

- The introduction of a 35 hour week for all teachers from 1st August 2001;
- A phased reduction in maximum class contact time to 22.5 hours per week equalised across the primary, secondary and special school sectors;
- During the phasing period, the class contact commitment of all teachers would be complemented by an allowance of personal time for preparation and correction: this allowance would be no less than one-third of the teachers' actual class contact commitment; and
- From August 2006 at the earliest the contractual obligations of teachers will be expressed in relation solely to a 35 hour week within which a maximum of 22.5 hours will be devoted to class contact.
  
- The use of all the remaining time, (that is, time beyond the combined class contact and preparation and correction allowance) would be subject to agreement at school level and would be planned to include a range of activities, such as:
  - additional time for preparation and correction
  - parent meetings
  - staff meetings
  - formal assessment
  - preparation of reports, records etc
  - curriculum development
  - forward planning

continuing profession development  
additional supervised pupil activity  
professional review and development.

### *Support Staff Arrangements*

It is agreed that the deployment of additional support staff across a wide range of tasks and functions such as administration, finance and secretarial services etc was important both in addressing teacher workload and in the bringing into education professional skills which are appropriate to the range of activities required.

The following provisions were agreed:

- There would be significant investment in additional support staff. These additional staff would include bursars, administrative and ICT support to schools. The resources should enable the employment of an approximate equivalent of an additional 3500 support staff.
- Classroom assistants would be introduced to secondary schools as part of the general uplift in resources for support staff.
- The deployment of the additional resources would be determined locally on the basis of local need and within the context of devolved school management arrangements.
- All schools must have somebody available to deal with routine emergencies and to contact parents during the pupil day. The resource should be found through review of existing support staff arrangements or as part of additional support staff resources.
- A list of tasks which should not be routinely carried out by teachers would be put in place. These tasks should generally be undertaken by support staff thereby allowing the particular skills and experience of the teacher to be deployed most effectively.

- The working year to be increased to 200 days to cover extra training.
- The introduction of a system of “Performance Management” to include appraisal

The introduction of the additional support staff would be phased in over a three-year period commencing 1st April 2001.

## Appendix 5

### The Northern Ireland Teachers' Health and Wellbeing Survey

In December 2002 the Northern Ireland Teachers' Health and Wellbeing Survey was published. The work had been carried out in 2001 by PricewaterhouseCoopers for a group representative of the Department of Education, Employers and the Unions. A survey questionnaire was issued to every teacher employed in Northern Ireland and there was a 50% response rate.

The survey inquired into a number of issues connected to teachers' health including diet, exercise, alcohol consumption, smoking and the impact of the workplace.

One aspect of the survey dealt with stress in the workplace. It indicated that 49.7% of teachers found their jobs to be very or extremely stressful (Paragraph 3.25) and 27.5% of teaching Principals reported that their job was extremely stressful. (Paragraph 3.26)

The three main causes of job related stress were reported to be:

- “having too much work to do” (74% of respondents);
- “too much administrative/paperwork” (72.8% of respondents); and
- “lack of time to prepare lessons” (61.5% of respondents). (Paragraph 6.7).

On dealing with the stress arising from workload the Survey recommended that:

- since workload is the principal cause of teacher stress the use of technology to reduce it be fully exploited;
- since the use of technology will itself cause teacher stress, at least in the short term, there be extra support for IT implementation in schools, together with adequate training; and
- methods of redeploying administrative work away from teachers be examined with the promotion of methods to reduce bureaucracy.

(Paragraphs 3.52, 3.53, and 3.54)

## **Appendix 6**

### **CONSTITUTION OF THE TEACHERS' SALARIES AND CONDITIONS OF SERVICE COMMITTEE (SCHOOLS)**

#### **1. INTRODUCTION**

1.1 The Committee shall consist of members appointed to represent the Department of Education, Education and Library Boards, the Governing Bodies of Voluntary Grammar Schools, the Council for Catholic Maintained Schools, the Northern Ireland Council for Integrated Education and the Comhairle Na Gaelscolaíochta (hereinafter referred to as “the management side”) and members appointed to represent the Trade Unions represented on the Northern Ireland Teachers’ Council (hereinafter referred to as “the teachers’ side”).

#### **2. MEMBERSHIP**

2.1 The management side shall be constituted as follows:

2 representatives to be appointed by the Department of Education;

5 representatives to be appointed by the Association of Education and Library Boards, one from each Board, the 5 to include 3 Chief Executives or second-tier officers,

2 representatives to be appointed by the Association of Governing Bodies of Grammar Schools in Northern Ireland,

2 representatives to be appointed by the Council for Catholic Maintained Schools,

1 representative to be appointed by the Northern Ireland Council for Integrated Education,

1 representative to be appointed by the Comhairle Na Gaelscolaíochta,

1 representative to be appointed by the Management Side.

2.2 The teachers' side shall be constituted as follows, the representatives to be appointed through the Teachers' Council:

2 representatives from each trade union represented on the Northern Ireland Teachers' Council.

### **3. FUNCTIONS**

3.1 The function of the Committee shall be to negotiate the remuneration and terms and conditions of service of teachers in grant aided schools in Northern Ireland.

3.2 The committee shall be the vehicle for consultation by the Department of Education on matters relating to teachers' superannuation.

### **4. PERIOD OF OFFICE**

4.1 The period of office of the Committee shall be co-terminous with the period of office of the Education and Library Boards.

### **5. APPOINTMENT OF MEMBERS**

5.1 Each body entitled to representation shall inform the Secretary to the Committee of the persons nominated by it for membership.

5.2 A representative shall cease to be a member of the Committee on ceasing to be a member or officer of the body by which he/she was appointed.

5.3 When a vacancy occurs for any reason it shall be filled by the original appointing body.

### **6. CHAIRPERSON**

6.1 The Chairperson shall be appointed by the Department of Education following consultation with the Northern Ireland Teachers' Council, the Association of Education and Library Boards, the Association of Governing Bodies of Grammar Schools, the Council for Catholic

Maintained Schools, the Northern Ireland Council for Integrated Education and the Comhairle Na Gaelscolaíochta.

6.2 The Chairperson shall not be a member of the management or teachers' side.

6.3 The Chairperson shall hold office for the same period as the Committee.

6.4 In the unavoidable absence of the Chairperson, the members present shall, notwithstanding 6.2, elect one of their number to act as Chairperson. In any subsequent 12-month period the acting Chairperson shall come from the side opposite that from which he/she was first appointed.

## **7. SECRETARIAT**

7.1 The Secretariat for the Committee shall be provided by the Department of Education.

7.2 Management and teachers' sides shall each appoint a member to act as secretary to their respective sides.

## **8. ORGANISATION AND MANAGEMENT OF THE COMMITTEE**

8.1 The quorum of the committee shall consist of one third plus one of the members entitled to be present on each side. The proceedings of the Committee shall not be invalidated by any vacancy in their number or by any defect in the appointment of any member.

8.2 Where a member of the Committee is unable to attend any meeting the body responsible for his/her appointment may send a substitute to that meeting. A substitute shall have the same rights as if he/she were a substantive member.

8.3 The Committee may appoint such sub-committees as it considers necessary and shall delegate to such sub-committees such powers within



its functions as it may determine, including the power to co-opt persons who need not be members of the Committee.

8.4 On any question of the interpretation of this Constitution or of the rules of procedure (APPENDIX 1) or on any matters not specifically dealt with by this Constitution or the rules of procedure, the Chairperson's ruling shall apply.

## **9. AMENDMENTS OF CONSTITUTION**

9.1 Amendments to this Constitution shall be subject to the agreement of both sides of the Committee. Proposals for such amendments shall be communicated to the Secretary to the committee who shall circulate to the Chairperson and each member of the Committee a copy of the proposed amendment. The proposed amendment shall not be considered by the Committee until at least 4 weeks after the date of circulation.

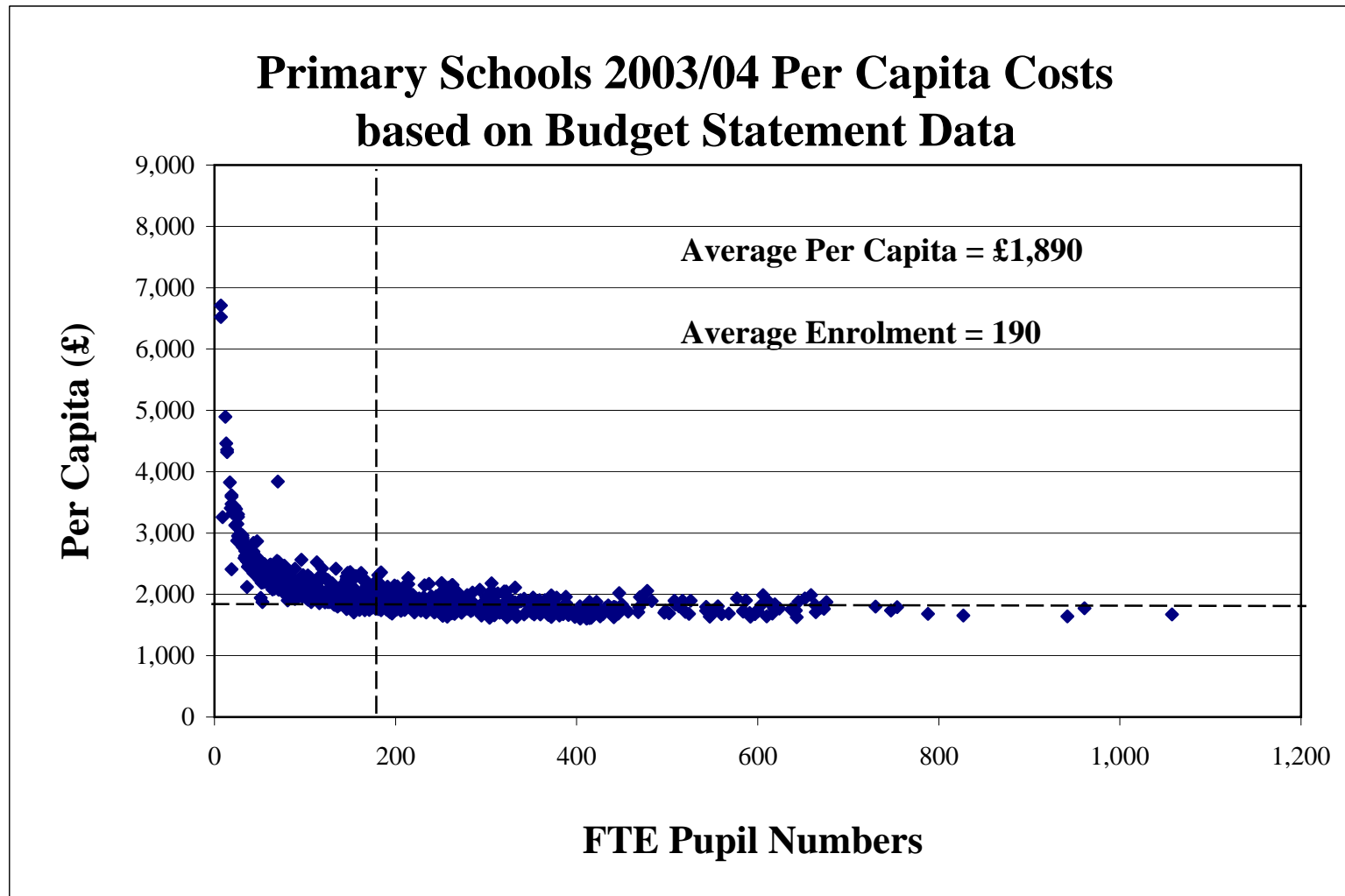
## **APPENDIX A**

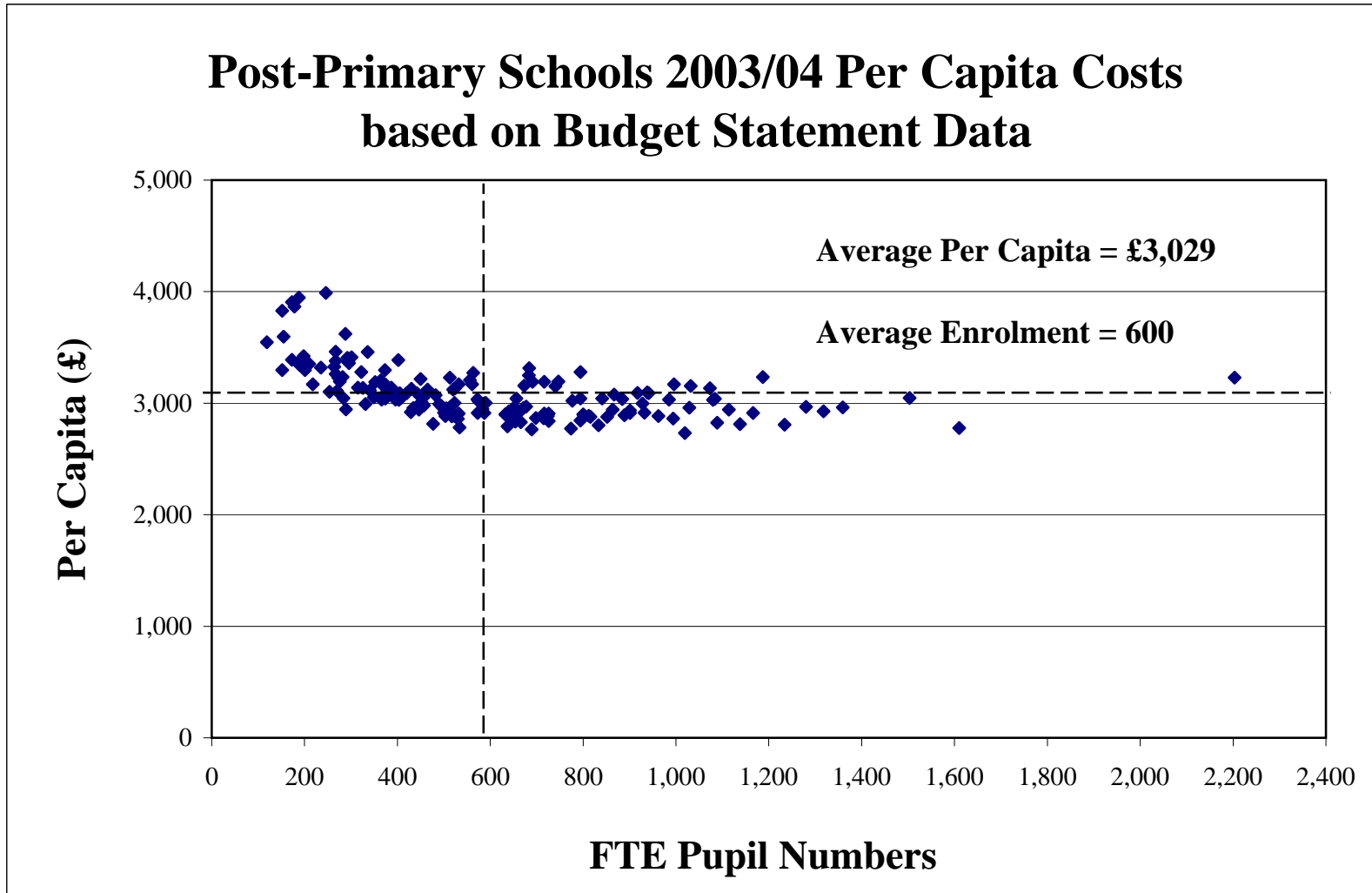
### **TEACHERS' SALARIES AND CONDITIONS OF SERVICE COMMITTEE** **RULES OF PROCEDURES.**

1. The Committee shall meet as often as business requires.
2. The Chairperson shall be required to call a meeting within 21 days on request of either the management or teachers' side secretary.
3. The agenda for any meeting shall be drawn up by the Chairperson and shall include any item properly tabled by either side. A notice giving the time, date and place of meetings shall ordinarily be circulated with the agenda, by the Secretary, at least 7 days prior to the date of the meeting.
4. At any meeting of the Committee the agenda should normally include:-
  - a. Minutes of previous meeting
  - b. Matters arising therefrom (other than those itemised on the agenda)

- c. Reports (including sub-committee reports)
  - d. Other matters requiring separate consideration.
5. No business shall be transacted at any meeting other than that specified in the notice summoning the meeting except by the agreement of both sides.
  6. The Secretariat shall supply to the Committee such papers as are required for the purpose of each meeting at least 7 days prior to the date of the meeting.
  7. The management side and the teachers' side of the Committee shall be responsible for its own expenses.
  8. Decisions of the Committee shall be reached by the agreement of both sides. Decisions so reached shall be recorded in the minutes and shall be transmitted by the Secretariat for implementation as appropriate to the Department or to the teachers; and employers' organisations.
  9. The teachers' side shall, after such discussion as may be necessary at the Teachers' Council, present for consideration by the Committee a teacher's side case in respect of any proposal. The teachers' side case shall be presented through a spokesperson appointed by the Teachers' Council but this shall not preclude other members of the teachers' side taking part in discussion. Likewise the management side shall present its agreed case through an agreed spokesperson but other members of the management side may take part in discussions.
  10. If it is agreed by both sides of the Committee, an agreed statement about the deliberations of the Committee may be issued after any meeting.
  11. The deliberations of the Committee are confidential to its members. Notwithstanding this rule members of the Committee may during the progress of negotiations consult the Teachers' Council or the Executive Committees or similar bodies such information as may be necessary for receiving instructions as to the action to be taken by the members in the Council or the Committee.

12. When the deliberations of the Committee have reached an appropriate stage members of each side may with the agreement of the Committee and, in the case of the teachers' side, of the Teachers' Council, refer the matter to the individual trade unions represented on the Council or to the individual employers' organisations.
13. If no agreement can be reached between the management and teachers' sides the dispute may be referred forthwith for conciliation by the Labour Relations Agency.
14. Where agreement cannot be reached through conciliation the matter may, with the agreement of both sides, be submitted to arbitration under the terms of the agreed arbitration procedure.





## Appendix 9

### NEW PENSION AWARDS 1990-91 TO 2002-03

#### PREMATURE RETIREMENTS (PR)

Year	Age Retirements	Efficient Discharge (ED)	Redundancy (RED) Cases	Infirmity (inf) Cases	All PR Cases	Total Retirements	ED as % of Total	Red as % of Total	Inf as % of Total	All PR Cases as % of Total
1990-91	170	246	164	103	513	683	36	24	15	75
1991-92	154	208	174	84	466	620	34	28	14	75
1992-93	173	131	149	115	395	568	23	26	20	70
1993-94	185	106	166	141	413	598	18	28	24	69
1994-95	160	85	173	159	417	577	15	30	38	72
1995-96	196	60	170	211	441	637	9	27	33	69
1996-97	202	56	275	185	516	718	8	38	26	72
1997-98	219	52	410	175	637	856	6	48	20	74
1998-99	226	61	326	187	574	800	8	41	23	72
1999-00	217	52	286	174	512	729	7	39	24	70
2000-01	216	56	379	179	614	830	7	46	22	74
2001-02	220	53	354	176	583	803	7	44	22	73
2002-03	228	49	379	181	609	837	6	45	22	73
Total	2,566	1,215	3,405	2,070	6,690	9,256	13	37	22	72

## Appendix 10

### Existing ISRs for Principals and Vice Principals (from Interim Report)

Group and Points	Group Range	Unit Total	Recommended Principal ISR	Recommended VP ISR
Group1 1-1000	L6-16	1-350	L7-13	L1-5
		351-700	L9-15	L3-7
		701-1000	L10-16	L3-7
Group 2 1001-2200	L8-19	1001-1300	L10-16	L4-8
		1301-1600	L11-17	L5-9
		1601-1900	L11-17	L5-9
		1901-2200	L12-18	L5-9
Group 3 2201-3500	L11-22	2201-2525	L12-18	L5-9
		2526-2850	L13-19	L6-10
		2851-3125	L14-20	L7-11
		3126-3500	L15-21	L8-12
Group 4 3501-5000	L14-25	3501-3875	L15-21	L8-12
		3876-4250	L16-22	L8-12
		4251-4625	L17-23	L9-13
		4626-5000	L18-24	L9-13
Group 5 5001-7500	L18-29	5001-5625	L19-25	L10-14
		5626-6250	L20-26	L11-15
		6251-6875	L21-27	L12-16
		6876-7500	L22-28	L13-17
Group 6 7501-11000	L21-33	7501-8200	L22-28	L13-17
		8201-8900	L23-29	L13-17
		8901-9600	L24-30	L14-18
		9601-10300	L25-31	L15-19
		10301-11000	L26-32	L15-19
Group 7 11001-17000	L24-37	11001-12000	L25-31	L15-19
		12001-13000	L26-32	L15-19
		13001-14000	L27-33	L15-19
		14001-15000	L28-34	L16-20
		15001-16000	L29-35	L17-21
		16001-17000	L30-36	L17-21
Group 8 17001 and over	L28-41	17001-18000	L29-35	L17-21
		18001-19000	L30-36	L17-21
		19001-20000	L31-37	L18-22
		20001-21000	L32-38	L19-23
		21001-22000	L33-39	L20-24
		22001-and over	L34-40	L20-24

Appendix 11

Recommended Group Ranges, Principals' and Vice Principals' ISRs

Group and Point Range	Group Range	Unit Total	Recommended Principal ISR	Recommended Vice Principal ISR
Group 1	L6 - 18	1-350	L7-13	L1-5
1-1000		351-700	L9-15	L3-7
		701-1000	L10-16	L3-7
Group 2	L8 - 21	1001-1300	L10-16	L4-8
1001-2200		1301-1600	L11-17	L5-9
		1601-1900	L11-17	L5-9
		1901-2200	L12-18	L5-9
Group 3	L11 - 24	2201-2525	L12-18	L5-9
2201-3500		2526-2850	L13-19	L6-10
		2851-3125	L14-20	L7-11
		3126-3500	L15-21	L8-12
Group 4	L14 - 27	3501-3875	L15-21	L8-12
3501-5000		3876-4250	L16-22	L8-12
		4251-4625	L17-23	L9-13
		4626-5000	L18-24	L9-13
Group 5	L18 - 31	5001-5625	L19-25	L10-14
5001-7500		5626-6250	L20-26	L11-15
		6251-6875	L21-27	L12-16
		6876-7500	L22-28	L13-17
Group 6	L21 - 35	7501-8200	L22-28	L13-17
7501-11000		8201-8900	L23-29	L13-17
		8901-9600	L24-30	L14-18
		9601-10300	L25-31	L15-19
		10301-11000	L26-32	L15-19
Group 7	L24 - 39	11001-12000	L27 - 33	L16-20
11001-17000		12001-13000	L28 - 34	L16-20
		13001-14000	L29 - 35	L16-20
		14001-15000	L30 -36	L17-21
		15001-16000	L31 - 37	L18-22
		16001-17000	L32 - 38	L18-22
Group 8	L28 - 43	17001-18000	L33 - 39	L19-22
17001 and over		18001-19000	L34 - 40	L19-22
		19001-20000	L35 - 41	L20-24
		20001-21000	L36 - 42	L21-25
		21001and over	L37 -43	L22-26
Note: Existing Principals and Vice Principals can progress a further 2 points above the maximum of the ISR on performance grounds, so long as point 43 is not exceeded.				



## Appendix 12a

Appendix 12a						
Vice-Principal and Highest Paid Teacher Salary Differential						
AVERAGE SALARY DIFFERENTIAL (£)						
SCHOOL TYPE	GROUP	1999	2000	2001	2002	2003
PRIMARY	1	3,466	2,321	2,403	2,557	3,641
	2	2,500	1,386	1,629	1,741	3,519
	3	3,055	1,929	2,181	2,432	4,223
	4	3,166	1,976	2,424	2,270	4,698
	5	*	2,979	*	3,739	*
	6	*	*	*	*	*
<b>TOTAL</b>		<b>2,982</b>	<b>1,847</b>	<b>2,071</b>	<b>2,197</b>	<b>3,844</b>
SPECIAL	2	2,075	599	774	1,004	2,642
	3	1,522	467	950	1,109	3,754
	4	2,647	1,550	2,176	2,413	4,386
	6	2,255	710	3,149	2,410	4,288
<b>TOTAL</b>		<b>2,049</b>	<b>798</b>	<b>1,499</b>	<b>1,578</b>	<b>3,687</b>

Source: Department of Education  
 \* Less than 5 cases - figures suppressed

## Appendix 12b

Appendix 12b							
Vice-Principal and Highest Paid Teacher Salary Differential							
AVERAGE SALARY DIFFERENTIAL (£)							
SCHOOL TYPE	GROUP	1999	2000	2001	2002	2003	
SECONDARY	1	*	*	*	*	*	
	2	1,422	247	69	1,128	2,115	
	3	2,093	1,198	1,509	1,621	3,373	
	4	3,204	1,914	2,375	2,279	3,962	
	5	3,272	2,073	2,433	3,079	5,236	
	6	4,721	3,924	3,793	3,681	7,313	
	7	5,277	4,749	5,593	*	9,701	
	8	*	*	*	*	*	
<b>TOTAL</b>		<b>3,346</b>	<b>2,205</b>	<b>2,595</b>	<b>2,857</b>	<b>5,071</b>	
GRAMMAR	3	*	*	*	*	*	
	4	*	1512	1744	*	*	
	5	4,088	16	3,829	*	*	
	6	4,233	2756	3,297	3,841	8,070	
	7	5,767	4625	4,856	5,114	9,656	
	8	*	*	*	*	*	
	<b>TOTAL</b>		<b>4,494</b>	<b>2,808</b>	<b>3,674</b>	<b>3,761</b>	<b>7,795</b>
	Source: Department of Education						
* Less than 5 cases - figures suppressed							

Appendix 12c

<b>Appendix 12c</b>						
<b>Principal-Highest Paid Teacher Salary Differential</b>						
<b>AVERAGE SALARY DIFFERENTIAL (£)</b>						
<b>SCHOOL TYPE</b>	<b>GROUP</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>PRIMARY</b>	1	8,125	7,391	7,636	7,666	9,276
	2	8,558	7,407	7,442	7,838	9,014
	3	*	*	*	*	*
	4	*	*	*	*	*
	5	*	*	*	*	*
	6	*	*	*	*	*
<b>TOTAL</b>		<b>8,215</b>	<b>7,521</b>	<b>7,799</b>	<b>7,841</b>	<b>9,294</b>
<b>NURSERY</b>	1	9,850	9,419	9,436	9,880	12,410
<b>TOTAL</b>		<b>9,850</b>	<b>9,419</b>	<b>9,436</b>	<b>9,880</b>	<b>12,410</b>

Source: Department of Education  
 \* Less than 5 cases - figures suppressed

Appendix 12d

Appendix 12d						
Principal and Vice-Principal Salary Differential						
AVERAGE SALARY DIFFERENTIAL (£)						
SCHOOL TYPE	GROUP	1999	2000	2001	2002	2003
<b>PRIMARY</b>	1	4,827	4,844	5,117	5,353	6,113
	2	5,753	5,782	6,099	6,417	6,564
	3	7,680	7,484	7,896	8,232	7,753
	4	9,368	9,624	9,902	10,019	9,453
	5	*	11,402	*	11,317	*
	6	*	*	*	*	*
<b>TOTAL</b>		<b>6,234</b>	<b>6,276</b>	<b>6,596</b>	<b>6,921</b>	<b>6,971</b>
<b>SPECIAL</b>	2	4,241	3,991	4,084	4,103	6,050
	3	6,602	6,248	6,385	6,678	7,696
	4	8,488	8,510	*	*	9,595
	6	10,126	9,994	*	*	10,456
<b>TOTAL</b>		<b>7,019</b>	<b>6,632</b>	<b>6,749</b>	<b>6,953</b>	<b>8,062</b>

Source: Department of Education  
 \* Less than 5 cases - figures suppressed

## Appendix 12e

Appendix 12e							
Principal and Vice-Principal Salary Differential							
AVERAGE SALARY DIFFERENTIAL (£)							
SCHOOL TYPE	GROUP	1999	2000	2001	2002	2003	
SECONDARY	1	*	*	*	*	*	
	2	5,568	4,633	4,507	*	7,280	
	3	7,589	7,455	8,305	8,748	8,469	
	4	8,968	8,919	9,442	9,423	9,184	
	5	10,929	10,752	11,139	10,999	10,726	
	6	12,479	12,381	12,955	13,411	12,932	
	7	17,539	17,747	16,093	16,161	15,672	
	8	*	*	*	*	*	
<b>TOTAL</b>		<b>10,106</b>	<b>10,027</b>	<b>10,492</b>	<b>10,652</b>	<b>10,441</b>	
GRAMMAR	3	*	*	*	*	*	
	4	*	9,536	10,907	*	*	
	5	11,763	11,176	12,614	*	*	
	6	12,713	12,232	12,962	14,505	12,485	
	7	14,132	14,542	15,096	16,011	15,276	
	8	*	*	*	*	*	
	<b>TOTAL</b>		<b>12,932</b>	<b>12,542</b>	<b>13,319</b>	<b>14,437</b>	<b>13,219</b>
	Source: Department of Education						
* Less than 5 cases - figures suppressed							

## Appendix 13

### Employment patterns of substitute teachers

Table A is an analysis of the employment patterns of substitute teachers initially employed in the year 1st September 2002 to 30th June 2003.

The number of days worked is over the period 1st September 2002 to 30th September 2003.

Teachers who worked part-time i.e. less than full days are not included.

Teachers who worked in Voluntary Grammar schools are not included.

700 teachers who did some substitution work but then got full time jobs in the period are also excluded.

Table B shows the salary grade of most of the group (excluding those who were retired) and the average number of days worked in the period 01/09/02 to 30/09/03

**Table A**

Days Worked 1/9/02 to 30/09/03	By Retired Teachers	% of this group		By Other Teachers	% of this Group
1-25	488	40.70		1217	43.02
26-50	241	20.10		359	12.69
51-75	163	13.59		218	7.71
76-100	144	12.01		212	7.49
101-125	110	9.17		183	6.47
126-150	45	3.75		139	4.91
151-175	5	0.42		157	5.55
175+	3	0.25		344	12.16
	1199	100.00		2829	100.00

**Table B**

Salary Point	Number of teachers	Average days worked
Main Scale 1	753	30
Main Scale 2	341	117
Main Scale 3	257	86
Main Scale 4	199	102
Main Scale 5	123	68
Main Scale 6	566	57
Upper Scale	496	88
	2735	

Source: These figures come from the DE payroll but have not been fully validated for statistical purposes.

**TEACHERS' PAY & CONDITIONS OF SERVICE INQUIRY**

FINAL REPORT - PART 2  
Improving Conditions, Raising Standards and  
Negotiating Arrangements

February 2004