

**INTO RESPONSE TO:  
THE CURRAN INDEPENDENT ENQUIRY INTO  
TEACHERS' SALARIES AND CONDITIONS  
OF SERVICE**

## SUMMARY

1. A salary scale for teachers rising to £35,000;
2. Incremental progression for teachers on the Upper Pay Range;
3. Incremental progression for principals and vice principals on their Independent Salary Ranges (ISR);
4. Implacable opposition to Performance Related Pay. INTO welcomes the opposition of CCMS, the largest employer of teachers to the linking of teacher pay with performance;
5. introduction of a 20-hour teaching week;
6. introduction of a maximum 26-hour week;
7. introduction of a 185 day teaching year;
8. the development of a strategic education partnership consisting of all the stakeholders in education;
9. introduction of a revised framework of promoted posts in schools;
10. a special allowance of £830 for teachers teaching through the medium of Irish or Ulster Scots or teaching English as a foreign language;
11. introduction of allowances for Master's degrees and Doctorates in education;
12. guaranteeing all probationary teachers a one-year teaching contract when they leave university or college;
13. introduction of a revised SDPR scheme;
14. increased support staff for schools.

## PREFACE

*“Learning for Tomorrow’s World”. Department of Education Strategy for Education and the Development of Children and Young People 2000-2006”.*

The introduction to “Learning for Tomorrow’s World” recognised that the consultation and strategic discussions, which underpin the Strategic Plan of the Department of Education, would need the close co-operation of all the Education Partners to ensure that the sum of the policies and programmes of each partner body is greater than that of the parts. In the INTO evidence, the case is made for the inclusion of the recognised teachers’ unions more fully in this process of partnership. INTO supports the assertion in the Ministerial foreword:

*“The task is for us all to work in partnership for the benefit of all our children and young people”.*

The key task is making this aspiration a reality.

### ***Vision- Learning for Tomorrow’s World***

*“To provide for the education and development of all our young people to the highest possible standards, with equal access for all”.*

### ***Mission Statement- Learning for Tomorrow’s World***

*“We will work together as partners in education and youth services to ensure a high standard of education for all children and young people which will put them at the centre of education, motivate them to achieve their potential, build their confidence and enrich their lives, and provide the foundation for an inclusive society and a strong and vibrant economy.”*

The starting point for the Irish National Teachers’ Organisation’s submission to the Independent Enquiry into Teachers’ Salaries and Conditions of Service is the Vision and Mission statements of the Department of Education Northern Ireland. The education of all our children must be our key priority. Central to the problems confronting teachers during the past decade has been the exclusion of the recognised teachers’ unions from partnership and strategic decision-making. The process of Education Reform, LMS funding, imposition of the School Improvement Programme and School Support Programme are but examples of this exclusion.

Working together in partnership has obvious benefits. Other factors – the fragmentation of education administration and the Review of Public Administration, CCEA Review of the Curriculum, the establishment of the General Teaching Council, illustrate the inter-relatedness of education policy

and decision-making. INTO accepts the legal position that, post Belfast Agreement, elected political representatives in the Northern Ireland Assembly are responsible for the setting and determination of public sector and teachers' pay and conditions.

The dependency culture of slavishly following education parity with England and Wales is no longer an option. INTO continues to support the policy of parity and equivalence at least with teachers' salaries in England and Wales. INTO policy now advocates the development of parity plus for teachers in the context of greater contextualisation within the Teachers' Negotiating Framework of Northern Ireland. INTO is of the view that, with greater contextualised salaries and conditions of service for teachers in Northern Ireland, we can work with all our partners in the best interests of all pupils. In doing so we can best achieve the Department of Education's Vision and Mission Statements and help to make Northern Ireland the most prosperous region within the European Union.

**Patricia O'Farrell**  
**Chairperson**  
**Northern Committee**  
**2002-2003**

## SECTION 1: INTRODUCTION

### *Key Dates and Core INTO Values*

In 2003 INTO celebrates the 135<sup>th</sup> year of its existence. The largest teachers' union in Ireland, INTO has over 6,100 members in nursery, primary and post primary schools in Northern Ireland. In April 1900 INTO achieved the abolition of payment by results for teachers, who no longer had to gain promotion by passing an examination. Triennial increments for "continued good service" verified by the Inspectorate were introduced.

The opposition of teachers in Ireland to "payment by results" and "performance related pay" has deep roots. Vere Foster, First President of the Irish National Teachers' Organisation, vehemently opposed the "payment by results" scheme in 1873 on the grounds that it "encouraged mediocrity and discouraged excellence".

Following a bitter 4-year struggle, INTO, in 1920 achieved the introduction of a common scale for all trained teachers, principals and assistants. This common scale began at a stated minimum and proceeded by annual increments – automatic in the absence of an adverse report – to the maximum of the scale. A teacher who reached the maximum could qualify for 5 further annual increments in a supernormal scale, provided he/she achieved very good reports from an inspector. The key objectives of Irish teachers after the 2<sup>nd</sup> World War were an increase in the inadequate 1945 scales of salary and the ending of discrimination on the grounds of sex.

Following the partition of Ireland in 1922, Northern Ireland teachers based their claims for increments and improved conditions on those operative in Britain. Thus began the principle and practice of "parity" or "equivalence" which remains the guiding influence on all the teachers' unions' claims to this date. In spite of this, there has rarely been much variance in teachers' pay and conditions. The Republic of Ireland had a married scale, so married men for a considerable period up until the achievement of Equal Pay, had a financial advantage over their Northern Ireland colleagues, whereas, in Northern Ireland, single men and women teachers were paid better than their equivalent colleagues in the Republic of Ireland.

## SECTION 2: CORE PRIORITIES

### 1. *Salaries*

INTO salary strategy in Northern Ireland has been refined over the years and is agreed each year at the Northern Conference of the Organisation. The strategy for the salaries of teachers includes:

- (a) the maintenance and enhancement of the living standards of all teachers taking into account the ageing and feminisation of the Northern Ireland teaching profession as outlined in Section 3 (g).
- (b) the recruitment of newly qualified and experienced teachers and the retention of serving teachers, by the provision of competitive salary levels which provide career earnings and pensions comparable to those available to other professions. This must also take into account the greying and feminisation of the teaching profession in Northern Ireland.\***(1)**
- (c) the devising of a salary structure; the priority of which must be incremental progression for teachers along the main and upper pay spines and for vice principals and principals on their Independent Salary Ranges (ISR);
- (d) a salary structure for teachers, vice principals and principals that is demonstrably equitable and transparent and is compliant with the Code of Practice on Equal Pay.\***(2)** The salary structure should also contain no aspect of Performance Related Pay;
- (e) a radical review of management allowances leading to a clear, core framework of promoted posts in all schools – as advocated in the 5-teachers’ union submission to the School Teachers’ Review Body (STRB) 2002 in England and Wales.

---

\***(1)** INTO analysis “Age Profile of Teachers in Northern Ireland”;

\***(2)** Equality Commission Northern Ireland 1998.

## **2. *Conditions of Service***

The INTO strategy for conditions of service includes a radical revision of the Jordanstown Agreement 1987 leading to the following:

- (a) *Reduction in Teaching Time*
- (b) *Reduction in Formal Working Time*
- (c) *Reduction in Administration and Bureaucracy*
- (d) *Leadership Time for Teaching Principals*
- (e) *Location of Work*
- (f) *Maximum Class Size*
- (g) *Agreement on Class Size Maximum in Practical Classes*
- (h) *Improved Family Leave and Special Leave Provision*
- (i) *Application of TNC Agreement regarding the Permanent Employment of Teachers*

## **3. *Proposals for Developing and Supporting the Profession***

## **4. *The Case for Additional Support Staff Arrangements***

## **5. *A New SDPR – Into the Future***

## SECTION 3: BACKGROUND ON SALARIES AND CONDITIONS OF SERVICE OF TEACHERS IN NORTHERN IRELAND

### A. *The Economic Case for Contextualising Teachers' Salaries and Conditions of Service in Northern Ireland*

INTO shares the vision of the Economic Strategy Group 2010 for the Northern Ireland economy:

***"A fast growing, competitive, innovative, knowledge-based economy where there are plentiful opportunities and a population equipped to grasp them". (Strategy 2010 Report of the Economic Development Strategy Group 1999).***

A range of economists and research bodies have clearly established the link for investment in education. Mankin, cited in the INTO Evidence to the Benchmarking Body\* reviewing teachers' salaries and conditions of service in the Republic of Ireland stated:

***"Education – investment in human capital – is at least as important as investment in physical capital for a country's long run success.....".***

(Mankin, "Principles of Economics", London, 1998, page 153).

***"A growing well-educated labour force has been a key asset in attracting high technology inward investment"***

(Republic of Ireland National Development Plan, Department of Finance Website, 2001).

***"Increasing know-how per person is essential to maximising output, per person.... Northern Ireland's educational system offers a basis for competitive advantage with considerable potential...".***

(Michael H. Best, "The Capabilities and Innovation Perspective – They Way Ahead in Northern Ireland", NIEC, 2000).

***"The ability to create, discriminate and exploit knowledge and information is often regarded as a single most important factor underlying economic growth and improvements in the quality of life".***

(OECD, Science and Technology Industry Scoreboard, 1999).



***“In a knowledge driven economy we cannot squander 30% of the potential workforce through poor education and social exclusion. The Government is committed to fundamental reforms of education at every level through improved teacher training and performance”.***

(DTI, White Paper “Our Competitive Future Building the Knowledge Drive Economy”, DTI White Paper, 1998).

***“Teachers are our most precious asset. Up and down the country they are doing a job against the odds. In future they will be doing it with us and with our support”.***

(David Blunkett, Education Minister, October 1998).

***“We will give all our children the best start in life.....”***

(Sub priority 1 – Building on Progress, Northern Ireland Executive Priorities and Plans 2003 – 2006.

INTO concurs with former DfEE Minister David Blunkett about the role which teachers play in the pedagogic process. CCMS, the largest employing authority of teachers views teachers as ***‘the bedrock of the drive for excellence’*** and rightly calls for ***‘considerable resources to be committed to developing supporting and empowering the teaching force.’***

As Northern Ireland emerges from a long period of savage internal conflict, and the teaching profession recovers from over a decade of Conservative Government initiated ‘reforms’, INTO, in this submission, calls on the Independent Enquiry to make recommendations that will re-establish the job satisfaction and cohesion of all our teachers.

## **B. *The Case for Contextualising Teachers' Salaries and Conditions of Service***

The key arguments for the INTO case for contextualising teachers' salaries and conditions of service in a manner that will enhance their reward and career structures include:

- The breadth and complexity of the competency requirements of teachers across all posts and levels.
- The high level of overlap between the competency requirements for managers in the private sector and teachers in the education sector.
- The considerable contribution made by teachers to transformation of the education system, including implementation of an entirely new legislative framework, a range of new school programmes and a new approach to school management.
- The increased workload and the mental and emotional demands on teachers arising from the requirements of the new education system and the current climate of social inclusion, individual autonomy and personal accountability.
- The high level of commitment from teachers to the broad development and socialisation of children and the positive effects of this in building social harmony.
- The high level of participation by teachers in extra-curricular voluntary activities which greatly enhances the development of children and the functioning of local communities.
- The link between education and economic prosperity and the significant contribution by teachers to development of the human capital element of our current economic success.
- The higher earnings of comparative graduate-entry grades within the public sector, particularly the grades of engineer and professional social worker.
- The absence of an element of compensation for mental and emotional stress in the remuneration structures for teachers, despite the existence of this for other grades within the public sector.

- The significant differentials between teachers' pay and private sector rates, despite the relatively comparable competency requirements across both.
- The poor performance of teachers' pay after five years in comparison with other graduates five years on.
- The misalignment of current structures with UNESCO/ILO recommendations regarding the relative positioning of teachers remuneration within a broad socio-economic context.

The legislative framework relevant to teaching has also transformed the school system during the past decade. A mountain of bureaucracy and workload – amongst much good practice - has been created. This severe structural problem-described in Britain by the PWC Survey of teacher workload, in Northern Ireland by the INTO and UTU teacher surveys of 1998 and by the Department of Education published research\*(1) needs to be comprehensively addressed by the Enquiry Team.

New legal instruments during the past 12 years include:

- Ongoing curriculum reviews and Government educational "initiatives";
- Local Management of Schools and Local Delegation;
- Education Reform Order and subsequent legislation;
- Health and Safety at Work Order;
- Introduction of Information, Communication Technology (ICT) and NOF Training;
- Northern Ireland Children's Order;
- Special Education Needs Code of Practice;
- Special Education Needs Disability Rights Legislation;
- Child Protection Guidance and Stay Safe Programmes;
- Freedom of Information legislation;
- School Improvement programme and School Support Programmes;
- Equality Legislation (Section 75) and Belfast Agreement.

These instruments and other key initiatives of the Department of Education and the Employing Authorities e.g., School Improvement Programme were drawn up allegedly in partnership. In reality there was little or no consultation with the recognised teachers' unions. This radical programme of change has greatly impacted on the mental, physical and emotional needs of teachers. This is described inadequately in the view of INTO in the Price Waterhouse Cooper 'Health and Well Being Report.\*(2) More telling statistics of teacher burn out and Premature Infirmary Retirement are contained in the annual statistics provided by the Department of Education's Salaries and Superannuation Branch, and referred to in the INTO Northern Committee's Annual Reports,\*(3) which accompany this response.

In relation to the imposition of all the above programmes, teachers in Northern Ireland have delivered in terms of productivity and modernisation but so far without the rewards of an appropriate professional and equitable salary structure or revised conditions of service that will enable them to focus on teaching without detriment to themselves or their families.

- 
- \***(1)** DE Workload and Bureaucracy Report (NI, June 2002);
  - \***(2)** Price Waterhouse Cooper 'The Northern Ireland Teachers' Health and Wellbeing Survey' December 2002;
  - \***(3)** INTO Northern Committee Report 2003 (with particular reference to Infirmity Retirements).

### ***C. Parity and Equivalence with Pay Levels for Teachers in England and Wales***

The long-standing policy position of the Irish National Teachers' Organisation has been for parity and equivalence at least with the pay of teachers in England and Wales. This position dates back to the foundation of the Northern Ireland state in 1922. This position has been supported during the past 20 years by all the recognised unions on the Northern Ireland Teachers' Council, ATL, INTO, NAHT, NASUWT and UTU. INTO has now developed its policy to one of '**parity plus**' with regard to the salaries and conditions of service of teachers in England and Wales. This position is shared by the representative bodies of most teachers in Northern Ireland, including the Ulster Teachers' Union and the NASUWT which in its submission to the Enquiry is calling for a 35 hour week for teachers.

The Independent Enquiry team is not quite accurate in its statement seeking evidence that:

***"at present there is almost complete parity of pay for teachers in Northern Ireland with teachers in England and Wales".***

A review of the School Teachers' Pay and Conditions 2002 (DFES) document reveals the following non-parity arrangements which do not pertain in Northern Ireland schools:

- (i) *para. 13 Determination of an Assistant Head Teachers' Salary;*
- (ii) *para. 28 Spine for Advanced Skills Teachers – from 1 April 2002 an advanced skills teacher is paid on a 27-point pay spine from £28,917 - £46,131;*
- (iii) *para. 29 Appointment of Assessors in relation to the certification of Advanced Skills Teachers;*
- (iv) *para. 30 Certification of Advanced Skills Teachers;*
- (v) *para. 31 Review of Advanced Skills Teacher Assessment;*
- (vi) *para. 32 Appointment of Assessment Body to assess teachers for the fast track;*
- (v) *para. 33 Fast Track Assessment;*
- (vi) *para. 34 Review of Fast Track Teacher Assessment;*
- (vii) *para. 35 Appointment of Recognising Body to recognise teachers as fast-track teachers;*
- (viii) *para. 37 Allowance payable to unqualified teachers;*
- (ix) *para. 38 Cash safeguarding for unqualified teachers;*
- (x) *para. 40 Social priority allowances;*
- (xi) *para. 41 London Area Allowances;*
- (xii) *para. 43 Unattached teachers;*
- (xiii) *para. 49 Out of schools learning activity;*
- (xiv) *para. 51.1 Recruitment Incentive and Benefits;*
- (xv) *para. 52 Welcome back bonus;*
- (xvi) *para. 53.1 General Teaching Council's fee allowance.*

The above does not take account of the various appendices referring to varying conditions of service for principals, vice principals and teachers with respect to a range of issues including appraisal, performance threshold standards, standards for advanced skills teachers; fast track teachers' competencies and values.

During the last decade, this substantial variance from strict parity of pay with teachers in England and Wales has taken place within the Teachers' Negotiating Committee under the heading of "contextualisation". INTO does not believe that contextualisation should be *a la carte*. INTO policy is that with the more effective contextualisation of teachers' salary awards in England and Wales into Northern Ireland, substantial and meaningful improvements of a "**parity plus**" nature can be introduced which are more suited to the needs of Northern Ireland teachers and schools.

There are many reasons for this variance with strict parity of pay for teachers in England and Wales. Many are associated with failed Government initiatives. There was and is a chronic shortage of professional trained teachers in England and Wales. The qualifications of student teachers in Northern Ireland Higher Education Institutes is radically different with respect to the two jurisdictions – in England and Wales the average entry qualifications for student teachers is 13 points, in Northern Ireland the equivalent is 21. It is in the interests of Northern Ireland pupils that the teaching profession continues to attract and retain highly qualified teachers who will continue to maintain and enhance the higher standard of education and training qualifications in Northern Ireland schools.

Many of the School Teacher Review Body (STRB) recommendations have had short and medium term negative impacts on the salary structure for teachers, vice principals and principals e.g.:

- (1) awarding and subsequent withdrawal of half points on the Teachers' Pay Spine;
- (2) maintenance of the separate grade of Advanced Skills Teacher (AST) which has proved to be an unnecessary fragmentation of the pay structure for teachers in England and Wales;
- (3) proposals for a "Fast Track" scheme would not be necessary under a salary structure which supports the individual professional development needs of teachers;
- (4) recommendations in 1993 permitting principals and vice principals in England and Wales and Northern Ireland to award themselves in many instances huge hikes in their salary often in circumstances not permitted by salary regulations i.e., before imminent retirement. This led to public scandal (Report on Pay Flexibilities for School Principals and Vice Principals, Public Accounts Committee, Northern Ireland Assembly 5 September 2001) and the publication of a recent NI Audit Office report into these activities (Pay Flexibilities for School Principals and Vice Principals: Northern Ireland Audit Office November 2000).

INTO policy is for the development of 'parity and equivalence at least' arrangements with the salaries of teachers in England and Wales. INTO seeks parity settlements in line with the global budget allocations for teachers' salaries and conditions of service in England and Wales. The equivalent budget headings in the Northern Ireland Block Budget can then be used, in a more transparent manner, to implement a salary structure for teachers, principals and vice principals that corresponds with the needs of Northern Ireland schools.

**D. Northern Ireland Teachers' Salaries and Working Hours – A Comparison with Europe**

Statistical information provided from the European Commission's "Key Data on Education in the European Union" compares the salaries of teachers in different countries on the basis of salary defined as *per capita* gross domestic product. On the basis of the minimum and maximum salaries payable to teaching staff the following tables outlines the relative positions of primary and secondary teachers in each of the 17 European countries listed.

**Table 1 (a) Comparison of Teachers' Salaries: Primary\***

PRIMARY MINIMUM			PRIMARY MAXIMUM		
Rank	Country Name	% of per capita GDP	Rank	Country Name	% of per capita GDP
1	Spain	161.33	1	Portugal	288.78
2	Germany	139.22	2	Ireland	234.55
3	Ireland	128.40	3	Austria	214.85
4	Portugal	120.33	4	Luxembourg	200.00
5	Greece	119.36	5	Germany	185.00
6	Netherlands	114.52	6	Scotland	184.86
7	Denmark	104.23	7	France	176.95
8	Luxembourg	102.00	8	Greece	171.94
9	Scotland	101.00	9	Netherlands	171.62
10	Belgium	100.39	10	Belgium	168.36
11	Eng/Wales	99.31	11	Eng/Wales	162.55
12	N. Ireland	99.31	12	N. Ireland	162.55
13	Austria	99.05	13	Finland	160.82
14	France	94.65	14	Italy	138.79
15	Italy	90.58	15	Denmark	134.31
16	Finland	89.81	16	Sweden	98.48
17	Sweden	76.78	17	Spain (NK)	-



Table 1 (b) Comparison of Teachers' Salaries: Secondary\*

SECONDARY MINIMUM			SECONDARY MAXIMUM		
Rank	Country Name	% of per capita GDP	Rank	Country name	% of per capita GDP
1	Spain	203.41	1	Portugal	373.01
2	Portugal	174.47	2	Spain	290.89
3	Germany	160.06	3	Austria	265.72
4	Belgium	130.26	4	Netherlands	251.21
5	Ireland	130.20	5	France	250.49
6	Luxembourg	130.00	6	Ireland	236.34
7	Greece	124.27	7	Luxembourg	236.00
8	Netherlands	121.61	8	Belgium	229.05
9	Denmark	120.88	9	Scotland	210.00
10	Austria	109.38	10	Germany	209.35
11	France	108.01	11	Greece	177.24
12	Scotland	100.00	12	Denmark	173.00
13	Eng/Wales	99.31	13	Finland	168.44
14	N. Ireland	99.31	14	Eng/Wales	168.36
15	Italy	98.30	15	N. Ireland	168.36
16	Finland	92.12	16	Italy	161.28
17	Sweden	85.52	17	Sweden	109.61

The salaries of teachers in Northern Ireland have a relatively low ranking in the European comparison outlined above. They are much inferior to those of teaching colleagues in the Republic of Ireland, whose salaries post-benchmarking have increased substantially and are detailed more fully in Section 5: The Irish Teachers' Experience. Likewise, the latest teaching salary scales for teaching colleagues in Scotland is described in Section 4: The Scottish Teachers' Experience: McCrone.

INTO is of the view that teachers in Northern Ireland merit a substantial salary increase that will bring them into line with European norms. Recent Northern Ireland Teachers' Council salary claims, outlined in Appendix 1 state the case for a revised salary structure for Northern Ireland teachers in line with the prevailing Scottish teachers' salary range.

## Comparison of Teachers' Working Hours\*

The following table shows the latest statistical information available from the European Commission on Working Hours and Class Contract Time (Primary) on an annual basis. The statistics demonstrate that Northern Ireland teachers are highest in both teaching and working hours.

**Table 2: Class Contact as a Percentage of Total Annual Working Hours**

Country	Total Working Hours	Class Contact	Percentage
Eng/Wales & N. Ireland	1265	1265	100.00
France	972	910	93.6
Germany	840	780	92.8
Finland	968	874	90.3
Belgium	946	849	89.7
Scotland	1070	950	88.8
Luxembourg	901	730	81.0
Ireland	846	648	76.6
Sweden	897	617	68.8
Italy	1132	748	66.0
Netherlands	1520	988	65.0
Greece	1045	656	62.8
Spain	1537	890	57.9
Austria	1520	828	54.5
Portugal	1820	875	48.0
Denmark	1680	750	44.6

\* European Commission Statistical Information on Teacher Working Hours and Class Contact Time.

In total working hours Northern Ireland teachers top the league for hours worked. INTO makes proposals for the reduction of these working hours and for the reduction of the formal working time of teachers to more realistic levels.

Successive Education Ministers, various employing authorities and Education and Training Inspectorate (ETI) Reports acknowledge the quality of the Northern Ireland teaching workforce and the intensity with which they work and implement initiatives. Public reference has been made to the implementation by teachers in Northern Ireland of new Early Professional Development arrangements for beginning teachers and of Information Communications Technology training. Both of these developments, and indeed many other initiatives, are greatly in advance of practice elsewhere in the United Kingdom. One explanation is the relatively small size of the Northern Ireland schools' system. The significant and dynamic, determinant, INTO contends, is the qualitative input of the professional teacher. This underpins the case for a revised salary structure and conditions of service.

**E. Summary: Teachers' Unions 2002 Joint Submission to the School Teachers' Review Body (ATL, NASUWT, NUT, PAT and UCA)**

Substantial improvements to teachers' salary levels and working conditions are required in order to enable the profession to recruit and retain enough teachers to deliver a first class education service.

The latest figures from Income Data Services (IDS) show that average graduate starting salaries for 2002 were £19,714. The IDS figure compares with teachers starting salaries of £17,595 from April 2002, representing a gap of 12%.

Average graduate starting salary figures have also been produced by the Association of Graduate Recruiters (AGR). The AGR found that median graduate starting salaries were expected to increase to £20,300 in 2002-03. This would represent a gap of over 15% compared to teachers starting salaries for the period April 2002 to March 2003.

The significant gap between teachers' starting salaries and those available for other graduates continues and that salary progression rates for teachers have fallen well behind those of other graduates.

The decision to shorten the main pay scale for classroom teachers to 6 points from September 2002 was welcome and does something to improve salary progression rates for teachers. Yet teachers still lag well behind other graduates in terms of salary progression.

The net result is that the salary gap between teachers and other graduates of £2,119 at the outset of their careers widens to £6,493 after three years and £7,801 after 5 years.

The teachers' unions also point to the decline in teacher salary levels relevant to other non-manual occupations since the establishment of the STRB. The following table compares average teacher salaries and for other non-manual workers since 1992.

<b>Year</b>	<b>Ratio: teacher/non-manual salary</b>
1992	118.0
2002	107.5

The teachers' unions continue to recommend a substantial salary increase for teachers in order to reverse this decline and ensure that teachers' salaries are competitive.

**Performance Related Pay Progression**

The introduction on the main scale of performance related pay progression would only worsen the existing severe problems and INTO is vigorously opposed to such a move.

For many teachers, the most objectionable aspect of the Threshold arrangements was the reliance on pupil progress as one of the standards against which they would be judged since much research had demonstrated the inequity and unfairness of linking pay to results.

There is extensive evidence demonstrating the failure of Performance Related Pay structures in areas of work like teaching. It is a strong conviction of the teachers' unions that the salary structure arrangement should be one which rewards teachers' professionalism and skills in ways which will assist the recruitment and retention of teachers and increase their motivation.

### **Posts of Additional Responsibility**

Any salary structure for teachers must provide the requisite additional salary recognition for posts in which teachers undertake additional responsibilities of professional leadership and management (outside of the posts of Principal and Vice Principal).

Within the present structure there are five management allowances and a Leadership Group. There is no boundary between these two components nor is there any prescription or definition about their availability particularly for management allowance posts. Whilst allowing for the needs of individual schools, it remains the case that all schools have the same requirement to deliver the national curriculum.

It follows therefore that all schools have minimum or core requirements for posts of additional responsibility. Equally, it follows that there are definable levels of additional responsibility within which different levels of responsibility, for example, for curriculum, key stage co-ordination, pastoral and professional leadership roles, should be rewarded by differing additional levels of salary. The current salary structure is silent on all these matters.

This void contributes to the lack of attractiveness of teaching as a career through the absence of any clear and defined career progression to would-be entrants, is not supportive of a clear professional development framework and leads to unjustified differences and unfairness to teachers in individual schools. A clearer delineation of core salary structures and responsibilities, including those for special needs would assist considerably with the proposed remodelling exercise.

A clear core framework of minimum numbers of promoted posts in schools is both necessary and beneficial. Both the effective management of schools and the motivation of teachers would be enhanced by clear national agreed criteria governing the numbers and levels of payment for additional responsibilities and this would provide a more coherent salary structure.

What is required is a clear and competitive national salary structure, which treats all teachers and all schools fairly and is properly funded.....

## ***F. Comment on recent School Teachers' Review Body [STRB] Reports***

The School Teachers' Review Body (STRB) has not, proved to be an effective vehicle for the resolution of problems associated with teachers' salaries and conditions of service in England and Wales.

### **Workload and Bureaucracy**

The 1997 STRB Report in relation to teacher workload referred to the diary-based studies of teacher workload, which have now been ongoing for a decade. The 1997 STRB identified higher levels of hours worked by teachers in 1996 than in 1994. In 2001 the STRB proposed that the DfEE should organise an independent programme to look at the work of classroom teachers in a sample of schools. In 2002 STRB recommended that workload issues would be better addressed in the context of the outcome of a parallel study on teachers' workload. Throughout this period STRB refused to support the teachers' unions on statutory restrictions on hours thereby addressing the structural problems of teacher workload.

STRB in 2001 published research on the extent of the workload problem:

- The average total of 52.8 hours worked by primary classroom teachers in the survey week at school or at home was two hours more than in 1996 and four hours more than in 1994 – and there had also been a marked increase in the hours worked by heads and deputies in that sector;
- Significantly more time was being spent by primary classroom teachers in preparation and marking, and by their heads on management activities.

Workload and its implication for lifestyle is clearly an important adverse influence on morale, and on recruitment and retention.

The PWC Survey of Teacher Workload has resulted in a diminution of the number of administrative tasks to be undertaken by teachers in England and Wales and the employment of additional classroom assistants (see over). The structural causes of teacher workload and bureaucracy remain unaddressed. INTO in this submission makes recommendations in terms of teaching and non-teaching hours to resolve this long-standing problem.

### **Pay Structure for Classroom Teachers**

STRB recommended a single spine for classroom teachers in 1993. In 1997 STRB regarded this new structure as sound but recommended the addition of half points "to make the spine more responsive to the needs of schools". Yet in 2000 STRB recommended the abolition of half points. In spite of previous arguments for a single scale STRB later proposed the adoption of an Upper Pay Scale for teachers. In 2001 STRB stated that the arrangements for the

Upper Pay Scale must be kept as simple and straightforward as possible. In 2002 STRB recommends a six-point main scale and proposes that progression to the Upper Pay Scale – while it should not be automatic should facilitate a substantial majority of teachers to move through the Threshold for progression.

### **Advanced Skills Teachers (AST)**

Advanced Skills Teachers have been a recommendation of the STRB for quite some period of time. The 2002 STRB Report states: “there has been no marked increase in enthusiasm for a separate category for Advanced Skills Teacher”. In spite of this STRB continues to “see benefits in retaining a separate and flexible AST pay scale”.

### **Threshold**

STRB refers to the Threshold experience in England and Wales and the resentment of teachers towards what they see as an “excessively time consuming” and even “demeaning” process. STRB notes that these attitudes are evident in the MORI Survey, the research commissioned by the NUT; they have also been apparent in evidence sessions and on school visits. In spite of this all STRB recommends is that external assessors should visit schools on a selective rather than a universal basis.

### **Teacher Workload Study: Price Waterhouse Coopers’ England and Wales Study**

The PWC Report on the Teacher Workload Study identified the following as key issues:

- Teachers and head teachers’ working weeks are more intensive than most other occupations with 50 to 60 hours being the norm;
- Workload issues were much wider than simply total hours worked. Many teachers felt they were not in control of their work, that it caused them stress and that they resented doing some tasks, especially those carried out at weekends;
- Teachers did not feel that there were adequately supported in meeting the challenges of a changing profession.

PWC identified five types of issues underlying excessive workload:

- Teachers undertaking tasks that could be carried out by other staff – especially routine and administrative tasks, but also technical tasks (e.g., ICT maintenance, site management) and those relating to other specialists such as Education Welfare Officers.
- Teachers inadequately supported by ICT. There are many ways in which technology could help support teachers; in some schools they are already in place, but in many they are not. In particular, the job almost always requires considerable work from home but teachers do not have the access to ICT and ICT support that other occupations with such patterns would expect.

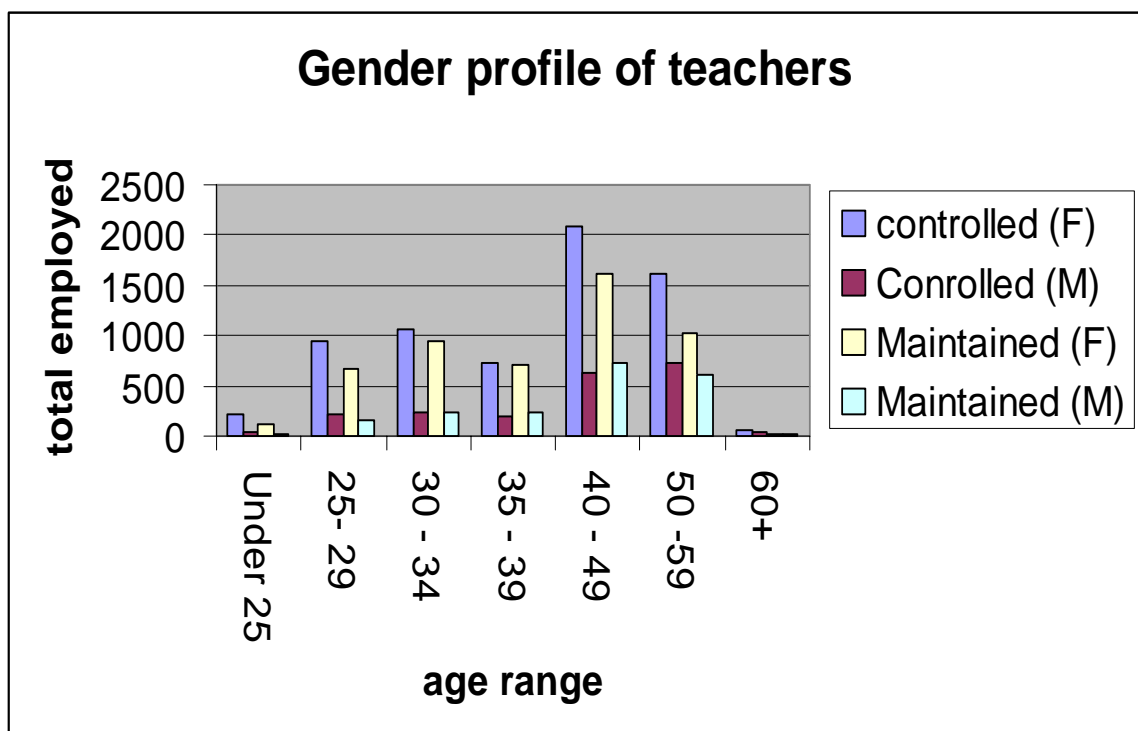
- Teachers finding insufficient time to manage the staff and other resources at their disposal and to manage their own planning; and feeling that they have insufficient ownership of, and access to, high quality professional development.
- Head teachers and senior managers not always appearing to see teacher workload as part of their responsibility, and wide variations in the approaches to managing teacher workload between different schools. In addition, teachers identified many tasks, which they found burdensome, as apparently arising from school level practices.
- Teachers perceiving a lack of sufficient thought about the impact on teachers' and headteachers' workload on the part of DfEs and the various national and local agencies.

PWC found that, underlying all of these issues was a wider question about finding the right balance between accountability and trust and a related issue about professional confidence. Teachers and head teachers in many schools felt that they were mistrusted, and therefore required to document every decision, every lesson and most interactions with pupils. Where this feeling manifested itself, it led to a lot of record keeping - much of it unlikely to be looked at by anyone - and also undermined attempts to reassure teachers that they are valued and regarded as professionals.

### G. Age Profile of Teachers in Northern Ireland

The analysis is based upon data supplied by the Department of Education. It indicated that a total of 17,044 teachers are employed in Northern Ireland (the data does not include teachers in Grammar Schools). 12,657 females (74.3%) and 4,377 males (25.7%). 15,903 (93.0%) teachers are employed in the Controlled and Catholic Maintained sector.

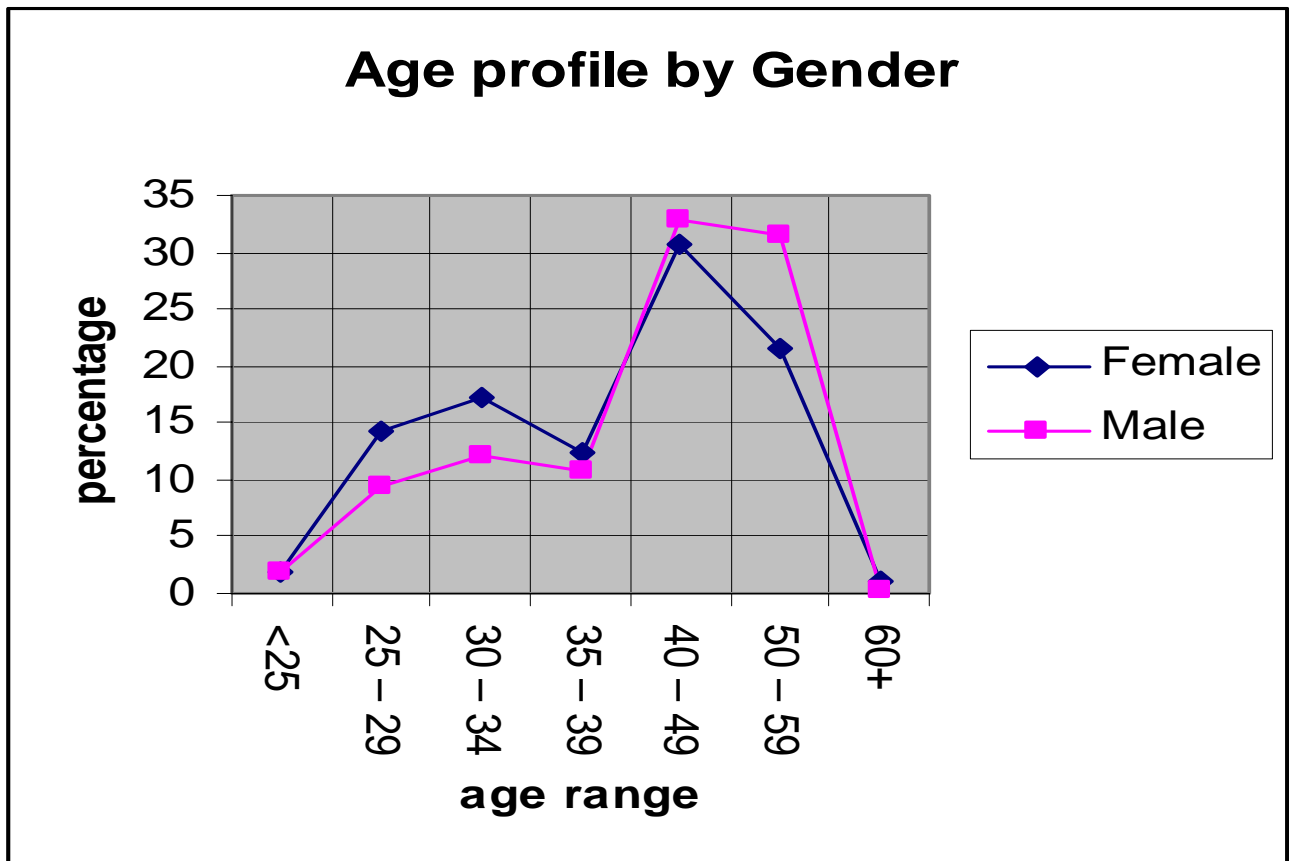
AGE	% of total teachers	Female	Male
<25	2.7	2.3	0.4
25 – 29	13.0	10.6	2.4
30 – 34	16.0	12.9	3.1
35 – 39	12.0	9.3	2.7
40 – 49	31.2	22.7	8.5
50 – 59	24.2	16.1	8.1
60+	0.8	0.5	0.3



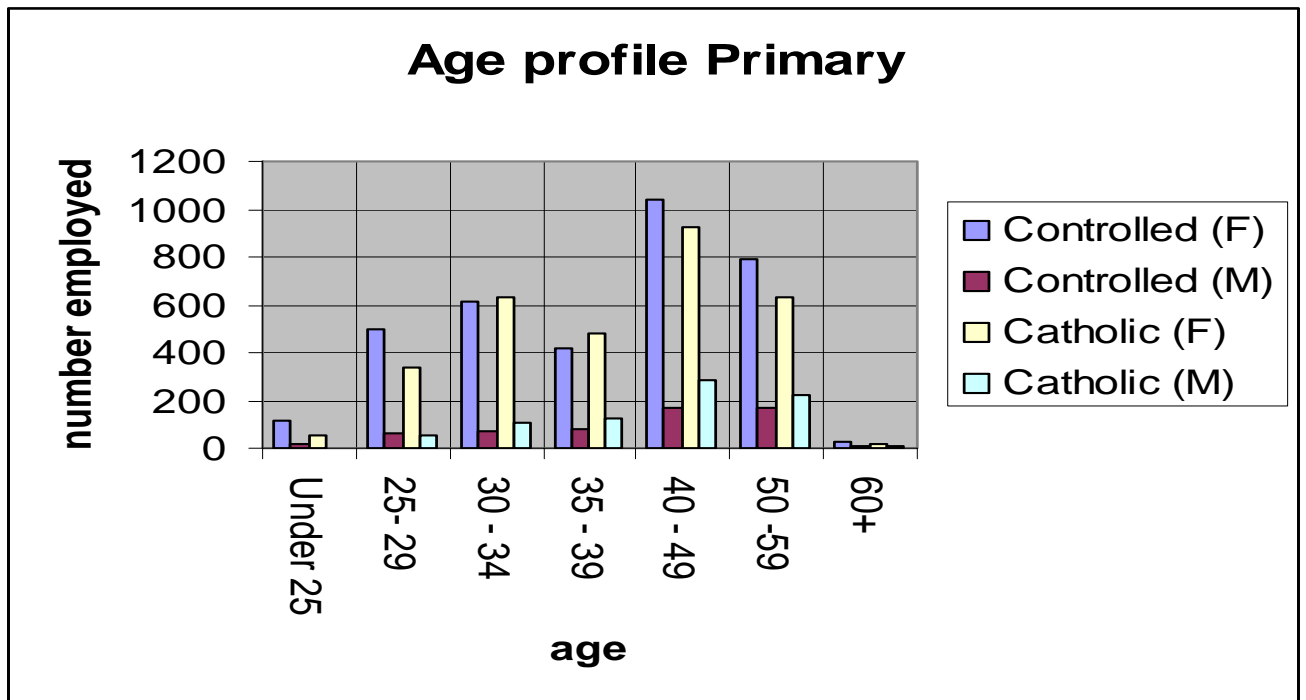


Based on gender totals (female 12657/ male 4377) the following figures emerge

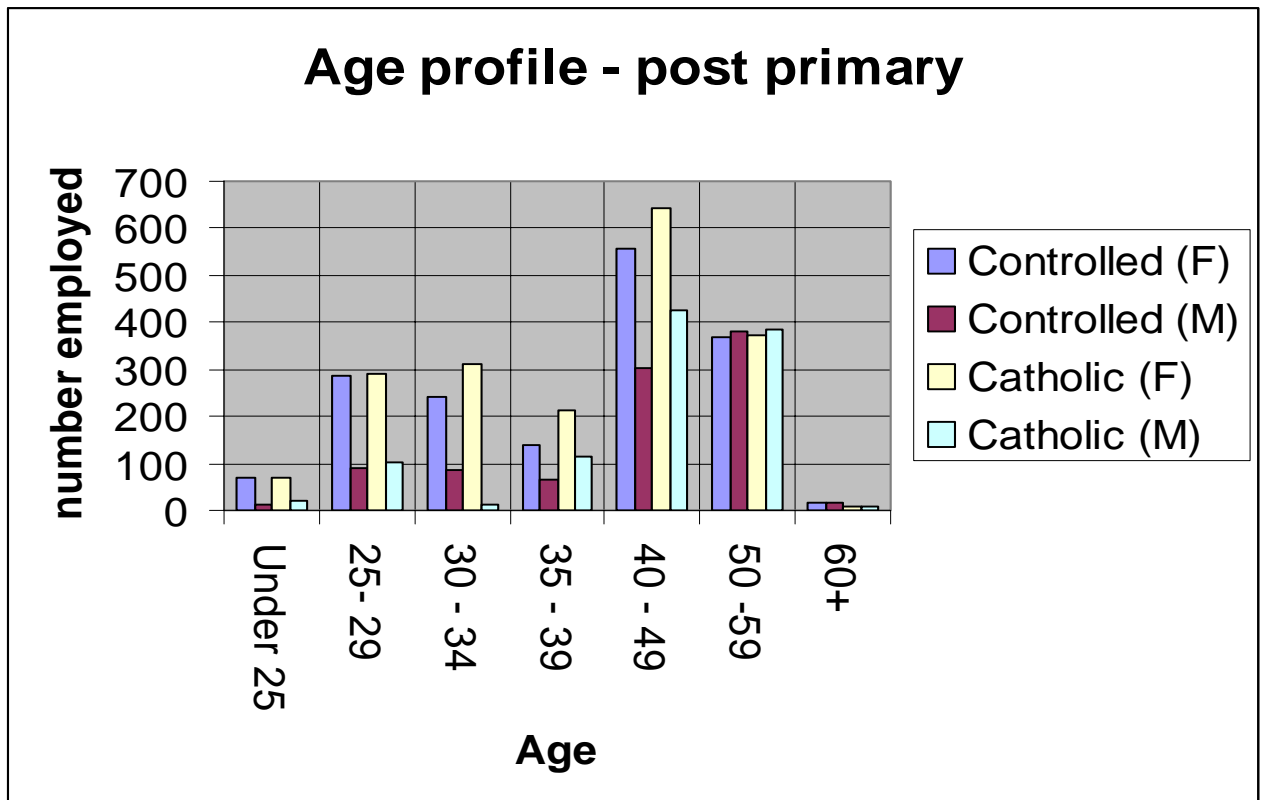
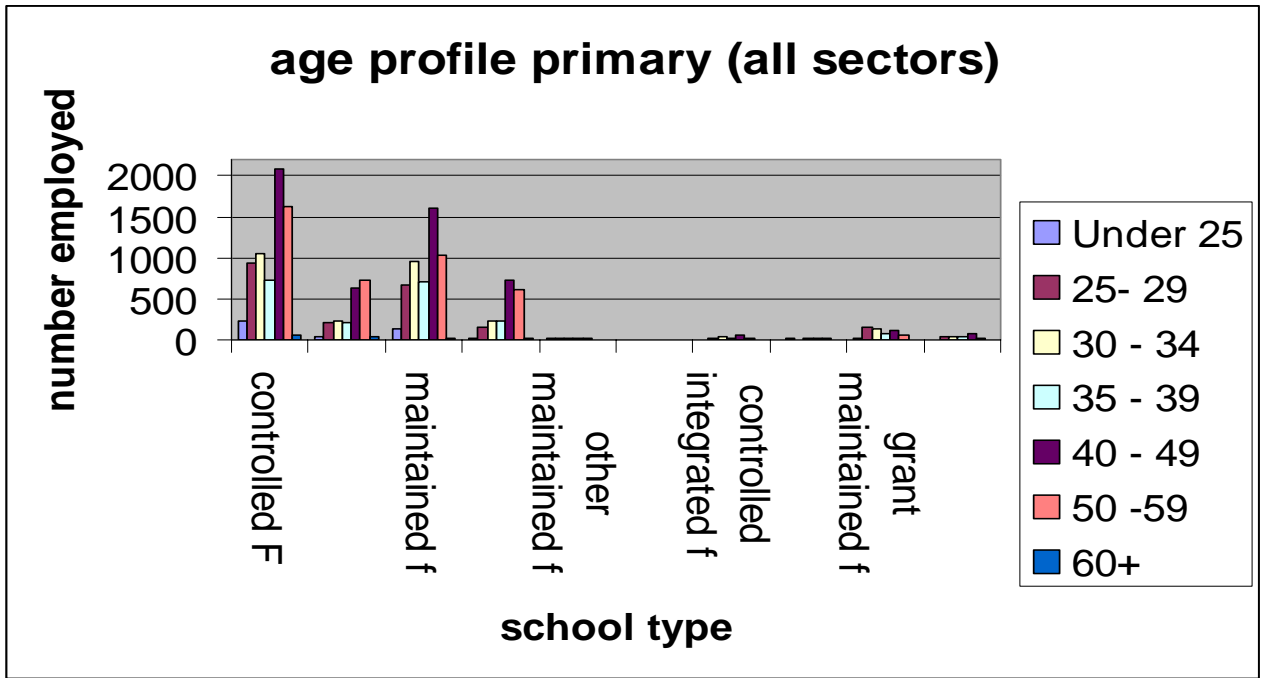
AGE	Female	Male
<25	1.8	1.8
25 – 29	14.2	9.4
30 – 34	17.3	12.1
35 – 39	12.5	10.7
40 – 49	30.7	32.9
50 – 59	21.6	31.5
60+	1.1	0.4

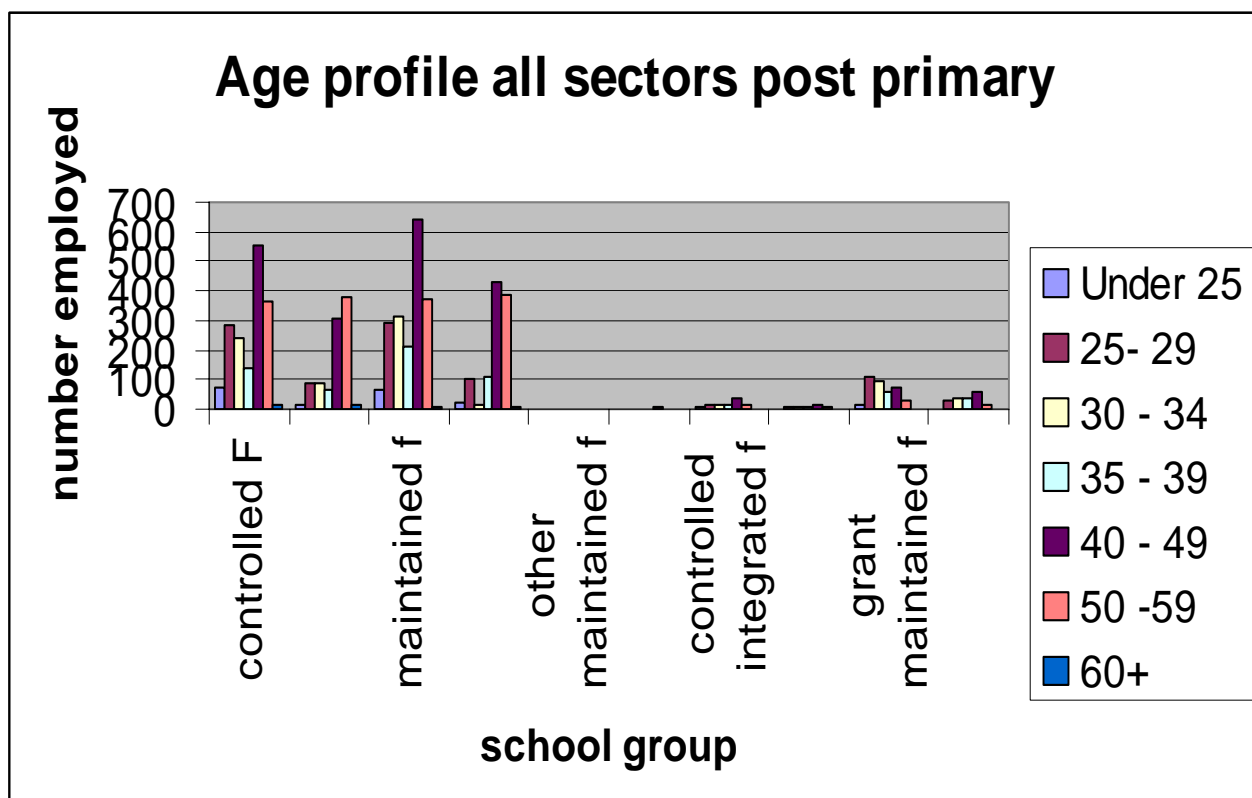


The figures demonstrate that 9,430 teachers are between the ages of 40 to 59. This represents 55.3% of the total teaching force or 38.8% of females and 16.5 % of males as compared to as a total of the teaching force. Alternatively this represents 52.2% of the total females and 64.4% of the total males in teaching.



Only 0.8% of the teaching force remains after their 60<sup>th</sup> birthday (0.5% female / 0.3% male). Compared against the gender of the teacher, this reflects 1.1% of total females and 0.4% of total male teachers.





A number of points can be drawn from this data. These include that:

- The age profile of the teaching profession is shifting towards an **older** workforce.
- Over **56%** of the profession is in the 40-59 age group. As this group will leave the service in the next 10 to 15 years, arrangements will need to be made to deal with the staffing deficit that must be met by the remaining 44 %.
- Within the primary sector the ratio of females to males at the beginning of the teaching career is **10 to 1** which falls to around **5 to 1** at ages 50 to 59. The figure for teachers at age 35 to 49 is **5 to 1**.
- Similar patterns exist in both the Controlled and Catholic Maintained sectors despite slightly more teachers being employed in the former.
- Within the post primary sector the age ratio at the beginning of the teaching career is around **5 to 1** females to males. This falls to **1 to 1** at the end of the teaching career. The ratio at age 35 to 39 is approximately **2 to 1** for the major sectors employing teachers.
- Within grammar schools a similar pattern exists as within the post primary sector in general.

- There are no male teachers at all within the nursery sector.
- The female – male ratio within the special schools ranges from **2 to 1** at the entrance level to **5 to 1** at age 59.
- Within the peripatetic service, it would appear from the supplied data that professional teachers do not enter this service until at least **25** years of age, with male applicants entering the service later than female teachers. The ratio of males to females at age 35 is **12 to 1** falling to a ratio of **5 to 1** at age 59.
- Due to the small numbers employed in other sectors it is difficult to comment on or draw statistical conclusions from the supplied data. The trends within the integrated sector may grow to reflect the other two major sectors as the number of recognised schools within this area increase.
- Although there are fewer male applicants coming into the profession they would appear to be leaving the service before leaving the female applicants do.

The consequences of an ageing workforce are:

- An increased risk of ill health and a consequent demand for more adjustments to the workplace in accordance with the Disability Discrimination Act 1998;
- A growing demand for elder care;
- A growing demand for more flexible working arrangements;
- Increased demands for the Teachers Superannuation Scheme;
- The supply section of the equation will not replace the demand from leavers, i.e. if 56% of teachers leave in the next 10 years then there is only around 44% to fill the void. Therefore the demand for qualified teachers will increase. Therefore salaries and terms and conditions must be competitive.

Around 14,500 teachers have now been processed in respect of the Threshold Process. This is around 81% of the total teaching force. A consequence of this is that most teachers who will be going through threshold for the first time in future will be between the ages of 25 and 34.

Looking at the employment issues in conjunction with the 1999 Department report on "Women in Teaching, Equal Opportunities" the following conclusions can be drawn:

- The pattern of teaching appointments to Vice Principal and Principal Posts is unlikely to change, with men dominating such posts in the post primary sector. In the primary sector women are able to compete with some basis of equality, although the ratio of men to women should suggest a greater success rate for female candidates. However, as males who are not principals or vice principals are leaving the service sooner than females, there is an equality of opportunity issue if these

remaining females are not being appointed to posts within the post primary or grammar sector.

- Women will continue to be appointed to nursery principal posts.
- Women are more likely to undertake posts of responsibility than apply for Principal/Vice Principal positions.
- The issue of equal pay is likely to arise when comparisons of the roles of teaching principals who are female are compared with those of non teaching male colleagues. Other similar or reverse claims may also be sustainable on the grounds of sex discrimination or equal pay.

INTO concludes:

This data and the recent publications on Health and Well-being, Bureaucracy and Workload and Equal Opportunities in Teacher Education highlight the need for a proactive and partnership approach to the issue of workforce planning.

It is apparent from the data that individuals are entering the teaching profession later. It is essential that any negative factors which may influence the decision of individuals to enter the profession are addressed. These include the basic starting salary of teachers which may be significantly lower than comparable salaries for individuals in the private sector or in equivalent professions.

## **SECTION 4: THE SCOTTISH TEACHERS' EXPERIENCE – McCRONE**

### **Introduction**

The McCrone Report into professional conditions for teachers in Scotland was published in May 2000. The report sets out findings and recommendations. The report and its recommendations were then taken forward through the establishment of an Implementation Group which had the commitment of the employers, teachers' unions and the Scottish Executive.

### **Pay**

Scottish teachers voted to accept the McCrone deal by a majority of over 80%. Its main selling point was a 21.5% pay rise to be phased in over a three year period. Classroom teachers would receive 10% in April 2000 plus any annual increment due, a further 4% rise from April 2002, and further pay rises of 3.5% Jan 2003 and 4% in August 2003. The final rise will be used to assimilate teachers onto the main scale. Similar rises were agreed for existing Senior Teachers, Principals and Assistant Principals subject to a job sizing exercise.

### **Working Time**

#### ***35-hour week***

The McCrone Agreement introduced a standard 35-hour week for teachers from 31<sup>st</sup> August 2001. This was increased from a 29.5 hour working week. The introduction of a 35-hour week was seen to be a protection against teachers carrying work home and that planning, marking, preparation and assessment could take place within the working day. Similar thinking lay behind Sir Keith Joseph's introduction of "directed time".

Directed time as it is known in Northern Ireland is intended for marking, planning and preparation. As a vehicle for marking, planning and preparation it has been a dismal failure. Post 1989 it was used solely as a vehicle to implement the revised curriculum. Since then it has been largely abused and mismanaged. The "directed time" that was meant as teachers' planning and preparation time is now a vehicle for introducing and implementing new initiatives and piloting schemes as well as holding staff meetings. In fact it is over abuse of the latter which led to the INTO industrial action to reduce the number of meetings to 1 hour per week.

Similarly in Scotland under the McCrone Agreement there is no written guarantee that the extra hours will not be used in this way. The extra hours like directed time are under the control of the school management to do with them what they will and it may be the case that preparation and correction of class work will still need to be taken home. An internal survey post McCrone conducted by the EIS-Educational Institute of Scotland- states that while one of the purposes of the agreement was to reduce workload there is no evidence that teachers are downing tools at the end of a 35-hour week.

They acknowledge that while some progress has been made there is no indication of "clock watching".

The "directed time" experience and the EIS surveys are clear indicators that the 35-hour week is not a panacea for reducing workload. An increase in the working week from 25 hours in the primary school and 23.5 hours in a secondary school to 35 hours would be rejected by the INTO because the bitter legacy of directed time shows that there is no guarantee of this reducing workload.

### ***Class Contact Time***

A core objective of the INTO submission to the independent enquiry is a reduction in class contact time. In the McCrone Agreement there is an undertaking for the eventual creation of 4000 new teaching posts. Even in Scotland these new jobs would mean less than one teacher per Scottish school. This would not guarantee a reduction in class contact time to 22.5 hours a week. McCrone also promises an extra 3500 classroom assistants to help reduce the administrative burden on teachers. Considerable progress has been made since the McCrone agreement was reached in this area with the employment of nearly 1,200 extra assistants.

### **Continuous Professional Development**

The McCrone Agreement states that teachers have an ongoing commitment to maintain their professional status through continuous professional development. To cater for this an additional 35 contractual hours (an extra 5 days per year) were added onto to the 195 days working year. These 5 days are to be made up of personal CPD, attendance at national courses, school based activities or other CPD activity. Every teacher is to have an annual CPD plan agreed with his or her line manager or principal - very similar to rolling the NI SDPR arrangements and Baker days into one giant snowball with the objective being to retain good teachers in the classroom and rewarding them accordingly.

Unfortunately when McCrone was published and agreed it did admit that there were sixteen issues that still needed to be resolved and needed further negotiating. One of these was the exact nature of the accreditation for the new Chartered Teacher. It stated that "Progression through the Chartered Teacher grade will be by qualification, with access open to teachers who have relevant experience and who have maintained a CPD portfolio" but the ways in which these qualifications would be obtained and how were not clarified.

The Chartered Teachers' route was seen to be an integral part of the McCrone Agreement because it sought a fair and equitable way, without resorting to PRP or Performance Management linked to pay, of rewarding experienced and able classroom teachers who were not seeking a management role in the school.



Since the agreement, enormous difficulties have presented themselves in relation to CPD and progression to the Chartered Teacher grade. As it was envisaged at the time the main providers of professional development programmes for teachers seeking Chartered Teachers' status would be Scottish Universities working in partnership arrangements with local councils and other bodies including teachers' unions. However fears are now being expressed by the EIS and others that, unless proper funding is made available to support the work of the universities, the Chartered Teachers' programme will not work because it will mean that any pay rise accrued by teachers under the deal will be eaten away by them having to pay for their own CPD.

Currently in Scotland, funding from the Scottish Higher Education Funding Council is used to support programmes of professional development for teachers and other groups of post-graduates taking part in post graduate professional development programmes similar to the Regional Training Unit in Northern Ireland. It has now been established that individual module costs for a chartered teacher's professional development course could be in excess of £600 per module. A full-chartered teacher's course consists of 12 modules so the cost borne by the teacher could be in the region of £8000. Local Authorities and the Scottish Executive say they will not fund teachers directly to take part in the courses. It is becoming clear that, given the nature of the pay rise and the nature of the cost, many teachers will be denied access and will not be motivated to apply for the Chartered Teachers' grade unless these courses are centrally funded.

### McCRONE AGREEMENT - NEW SALARY SCALES

Salary increases: 10.0% from 1.4.2001, 4.0% from 1.4.2002  
3.50% from 1.1.2003 and 4.0% from 1.8.2003

Table 4

		Point	Salary	Increases			
			as at 1.01.01	10.00% 1.04.01	4.00% 1.04.02	3.50% 1.01.03	4.00% 1.08.03
<b>Principal Teachers</b>		UP TO 300	26301	28932	30090	31143	32388
		301 - 600	27171	29889	31086	32175	33462
		601 - 800	28056	30861	32094	33216	34545
		801 - 1000	28920	31812	33084	34242	35613
		1001 - 1300	29808	32790	34101	35295	36708
		OVER 1300	30681	33750	35100	36330	37782
<b>Sp Ed needs</b>			26649	29313	30486	31554	32817
<b>AHT</b>		Primary	28881	31770	33042	34197	35565
		Secondary	33708	37080	38562	39912	41508
		Special Ed	29568	32526	33828	35013	36414
<b>DHT</b>	Prim	Up to 450	29568	32526	33828	35013	36414
		451-600	30261	33288	34620	35832	37266
		Over 600	32328	35562	36984	38277	39807
	Sec	Up to 100	33708	37080	38562	39912	41508
		101- 300	34407	37848	39363	40740	42369
		301 - 550	35235	38760	40311	41721	43389
		551 - 800	36393	40032	41634	43092	44817
		801 - 1050	37533	41286	42936	44439	46218
		1051-1300	38688	42558	44259	45807	47640
		1301-1550	39834	43818	45570	47166	49053
		Over 1550	40986	45084	46887	48528	50469
		Sp Ed	UP TO 60	30261	33288	34620	35832
		61-100	31641	34806	36198	37464	38964
		101-140	32328	35562	36984	38277	39807
		Over 140	33015	36318	37770	39093	40656
<b>HTS</b>	Prim	Up TO 50	29568	32526	33828	35013	36414
		51-150	31641	34806	36198	37464	38964
		151-300	33015	36318	37770	39093	40656
		301 -450	34407	37848	39363	40740	42369
		451 - 600	37533	41286	42936	44439	46218
		Over 600	39834	43818	45570	47166	49053
	Sec	Up TO 100	34407	37848	39363	40740	42369
		101 - 300	38688	42558	44259	45807	47640
		301 - 550	42138	46353	48207	49893	51888

		551 - 800	44433	48876	50832	52611	54714
		801 - 1050	47883	52671	54777	56694	58962
		1051 - 1300	50184	55203	57411	59421	61797
		1301 - 1550	52479	57726	60036	62136	64620
		Over 1550	54774	60252	62661	64854	67449
	Comb	Up to 50	32328	35562	36984	38277	39807
		51 - 100	34407	37848	39363	40740	42369
		101 - 300	38688	42558	44259	45807	47640
		301 - 550	42138	46353	48207	49893	51888
		551 - 800	44433	48876	50832	52611	54714
	Sp Ed	Up To 30	31641	34806	36198	37464	38964
		31 - 60	33708	37080	38562	39912	41508
		61 - 100	35235	38760	40311	41721	43389
		101 - 140	37533	41286	42936	44439	46218
		Over 140	39834	43818	45570	47166	49053

## SECTION 5: THE IRISH TEACHERS' EXPERIENCE

### SALARY SCALES

The agreement of the National Programme in the Republic of Ireland enhanced teachers' salaries by 7% (New National Programme) and 13% (Benchmarking.).

The impact of these increases is outlined in the following scales:-

*Note:*

<b>Column A</b>	reflects salary scales as of 1/10/01
<b>Column B</b>	reflects the current salary scale which came into force on 1/10/02 with the application of the final phase of the PPF (4%)
<b>Column C</b>	represents one-quarter of benchmarking (3.25%) which is backdated to 1/12/01. The 3.25% is applied to the scale in force at that time (1/10/01) as set out in Column A
<b>Column D</b>	the 4% due on October 2002 is then applied to Column C giving an amended scale as and from 1/10/02.
<b>Columns E to I</b>	sets out the remaining two payments of benchmarking (1/1/04 and 1/6/05) and the three payments of the new national programme (1/1/04, 1/7/04 and 1/12/04)
<b>Column J</b>	sets out the monetary increase in the salary scale at the end of the phasing-in period i.e. the difference between the scales as they are at present (Column B) and the scale at 1/6/05 (Column I)
<b>Column K</b>	represents the cumulative increase over the period i.e. 21.67%
<b>Column L</b>	sets out the arrears due at each point of the scale arising from the backdating of 3.25% of benchmarking to 1/12/01. It <i>presumes</i> that these arrears would be paid in April 2003 and therefore includes 16 months arrears i.e. 1/12/01 to 31/3/03.

<b>COMMON BASIC SCALE</b>								
	A	B	C	D	E	F	G	
		<u>Existing</u>	<u>1/4 of Bmkg</u>	<u>Amended</u>	<u>Nat Prog</u>	<u>1/2 of Bmkg</u>	<u>Nat Prog</u>	<u>N</u>
	<u>01.10.01</u>	<u>01.10.02</u>	<u>01.12.01</u>	<u>01.10.02</u>	<u>01.01.04</u>		<u>01.07.04</u>	<u>0</u>
			<u>3.25%</u>	<u>4%</u>	<u>3%</u>	<u>6.5%</u>	<u>2%</u>	
1	€22,208	€23,096	€22,930	€23,847	€24,562	€26,159	€26,682	€
2	€22,995	€23,915	€23,742	€24,692	€25,433	€27,086	€27,628	€
3	€23,782	€24,733	€24,555	€25,537	€26,303	€28,013	€28,573	€
4	€24,572	€25,555	€25,371	€26,385	€27,177	€28,943	€29,522	€
5	€25,796	€26,828	€26,634	€27,700	€28,531	€30,385	€30,993	€
6	€26,590	€27,654	€27,454	€28,552	€29,409	€31,320	€31,947	€
7	€27,383	€28,478	€28,273	€29,404	€30,286	€32,255	€32,900	€
8	€29,379	€30,554	€30,334	€31,547	€32,494	€34,606	€35,298	€
9	€30,376	€31,591	€31,363	€32,618	€33,596	€35,780	€36,496	€
10	€31,567	€32,830	€32,593	€33,897	€34,914	€37,183	€37,927	€
11	€32,753	€34,063	€33,817	€35,170	€36,225	€38,580	€39,352	€
12	€33,949	€35,307	€35,052	€36,454	€37,548	€39,989	€40,788	€
13	€34,946	€36,344	€36,082	€37,525	€38,651	€41,163	€41,986	€
14,15,16	€36,269	€37,720	€37,448	€38,946	€40,114	€42,721	€43,576	€
17,18,19,20	€38,091	€39,615	€39,329	€40,902	€42,129	€44,868	€45,765	€
21,22,23,24	€40,501	€42,121	€41,817	€43,490	€44,795	€47,706	€48,660	€
25	€43,165	€44,892	€44,568	€46,351	€47,741	€50,844	€51,861	€
<b>PRINCIPALS' ALLOWANCE</b>								
	A	B	C	D	E	F	G	
		<u>Existing</u>	<u>1/4 of Bmkg</u>	<u>Amended</u>	<u>Nat Prog</u>	<u>1/2 of Bmkg</u>	<u>Nat Prog</u>	<u>N</u>
	<u>01.10.01</u>	<u>01.10.02</u>	<u>01.12.01</u>	<u>01.10.02</u>	<u>01.01.04</u>		<u>01.07.04</u>	<u>0</u>
			<u>3.25%</u>	<u>4%</u>	<u>3%</u>	<u>6.5%</u>	<u>2%</u>	

I	€6,676	€6,943	€6,893	€7,169	€7,384	€7,864	€8,021	€8,021
II	€7,481	€7,780	€7,724	€8,033	€8,274	€8,812	€8,988	€8,988
III	€8,776	€9,127	€9,061	€9,424	€9,706	€10,337	€10,544	€10,544
IV	€10,298	€10,710	€10,633	€11,058	€11,390	€12,130	€12,373	€12,373
V	€11,980	€12,459	€12,369	€12,864	€13,250	€14,111	€14,394	€14,394
VI	€13,685	€14,232	€14,130	€14,695	€15,136	€16,120	€16,442	€16,442
VII	€15,336	€15,949	€15,834	€16,468	€16,962	€18,064	€18,426	€18,426
VIII	€17,004	€17,684	€17,557	€18,259	€18,807	€20,029	€20,430	€20,430
IX	€18,235	€18,964	€18,828	€19,581	€20,168	€21,479	€21,909	€21,909
X	€19,502	€20,282	€20,136	€20,941	€21,569	€22,972	€23,431	€23,431
XI	€20,775	€21,606	€21,450	€22,308	€22,977	€24,471	€24,960	€24,960
<b>DEPUTY-PRINCIPALS' ALLOWANCE</b>								
I	€2,703	€2,811	€2,791	€2,902	€2,990	€3,184	€3,248	€3,248
II	€3,535	€3,676	€3,650	€3,796	€3,910	€4,164	€4,247	€4,247
III	€4,676	€4,863	€4,828	€5,021	€5,172	€5,508	€5,618	€5,618
IV	€5,859	€6,093	€6,049	€6,291	€6,480	€6,901	€7,039	€7,039
V	€7,008	€7,288	€7,236	€7,525	€7,751	€8,255	€8,420	€8,420
VI	€8,206	€8,534	€8,473	€8,812	€9,076	€9,666	€9,859	€9,859
VII	€9,359	€9,733	€9,663	€10,050	€10,351	€11,024	€11,244	€11,244
VIII	€10,492	€10,912	€10,833	€11,266	€11,604	€12,359	€12,606	€12,606
IX	€11,383	€11,838	€11,753	€12,223	€12,590	€13,408	€13,676	€13,676
X	€12,253	€12,743	€12,651	€13,157	€13,552	€14,433	€14,722	€14,722
XI	€13,092	€13,616	€13,517	€14,058	€14,480	€15,421	€15,730	€15,730
<b>GRADED POSTS</b>								
Asst. Princ	€6,111	€6,355	€6,310	€6,562	€6,759	€7,198	€7,342	€7,342
Spec. D.T.	€2,703	€2,811	€2,791	€2,902	€2,990	€3,184	€3,248	€3,248
<b>ACADEMIC QUALIFICATIONS</b>								
	A	B	C	D	E	F	G	
		Existing	1/4 of Bmkg	Amended	Nat Prog	1/2 of Bmkg	Nat Prog	Nat Prog
	01.10.01	01.10.02	01.12.01	01.10.02	01.01.04		01.07.04	01.07.04
			3.25%	4%	3%	6.5%	2%	
1 (a) H Dip Pass	€425	€442	€439	€456	€470	€501	€511	€511
(b) H Dip (1st/2nd Hons)	€888	€924	€917	€954	€982	€1,046	€1,067	€1,067

( c ) primary degree	€1,321	€1,374	€ 1,364	€ 1,418	€ 1,461	€ 1,556	€ 1,587	€ 1,639
( d ) masters degree	€1,746	€3,666	€ 3,640	€ 3,785	€ 3,899	€ 4,152	€ 4,235	€ 4,318
( e ) prim deg (1st/2nd hon)	€3,525	€3,666	€ 3,640	€ 3,785	€ 3,899	€ 4,152	€ 4,235	€ 4,318
( f ) mas deg (1st/2nd hon)	€3,941	€4,099	€ 4,069	€ 4,232	€ 4,359	€ 4,642	€ 4,735	€ 4,828
( g ) doctors degree	€4,404	€4,580	€ 4,547	€ 4,729	€ 4,871	€ 5,187	€ 5,291	€ 5,395
2 (i) An Teastas I dTeag.	€3,069	€3,192	€ 3,169	€ 3,295	€ 3,394	€ 3,615	€ 3,687	€ 3,759
(ii) H Dip in Ed (1st/2nd)	€3,069	€3,192	€ 3,169	€ 3,295	€ 3,394	€ 3,615	€ 3,687	€ 3,759
(iii) Pass Deg + 3yrs exp	€3,069	€3,192	€ 3,169	€ 3,295	€ 3,394	€ 3,615	€ 3,687	€ 3,759
(iv) Special Dips	€1,746	€1,816	€ 1,803	€ 1,875	€ 1,931	€ 2,057	€ 2,098	€ 2,139
<b>ALLOWANCE - TEACHER WITH MORE THAN 35 YEARS SERVICE</b>								
	€1,667	€1,734	€ 1,721	€ 1,790	€ 1,844	€ 1,964	€ 2,003	€ 2,042
<b>OTHER ALLOWANCES</b>								
Teaching though Irish	€1,134	€1,179	€ 1,171	€ 1,218	€ 1,254	€ 1,336	€ 1,362	€ 1,388
Gaeltacht Grant	€2,197	€2,285	€ 2,268	€ 2,359	€ 2,430	€ 2,588	€ 2,640	€ 2,692
Island Allowance	€1,321	€1,374	€ 1,364	€ 1,418	€ 1,461	€ 1,556	€ 1,587	€ 1,618

## SECTION 6: THE CASE AGAINST PERFORMANCE RELATED PAY, THRESHOLD AND PERFORMANCE MANAGEMENT

INTO has been opposed to merit and performance pay since its inception. [See Key Dates section] As can be determined from the Northern Ireland Teachers' Council [NITC] agreed claims during the last 14 years,[Appendix 1] all the recognised teachers' unions opposed, in principle and practice, the introduction of performance related pay or performance management arrangements linked to pay. Teacher opposition to PRP and PM is global as well as within Northern Ireland. In this section INTO concentrates on the research undertaken by INTO sister unions in Britain as well as examining the application of PRP and PM within the public sector and particularly to schools.

In Britain NASUWT and NUT have detailed the case against Performance Related pay for teachers.

Nigel DeGruchy former GS NASUWT stated:

***“The Government’s desire to apply PRP to teachers is wrong headed and foolish and will do great harm to the education service. The NASUWT has a much more positive and comprehensive plan to achieve teaching quality than the Government’s cheap and nasty proposals. The first step is to ensure there are consistently high standards for entry to teacher training. All qualified teachers should be of graduate status.”***

Unlike Britain, where there is a crisis in teacher supply and where the standards of entry into teacher training institutions are significantly lower than in Northern Ireland, the components of the NASUWT plan exist in Northern Ireland.

In his letter of September 20 1991 to Sir Graham Day, Chair of the School Teachers' Review Body, Kenneth Clarke, Secretary of State for Education invited the School Teachers' Review Body (STRB), as part of its remit, to consider *“how the pay of school teachers might be more closely related to their performance”*. He directed the STRB to have regard to the Government's view *“that flexible pay systems which allow the targeting of additional payments, are the most cost effective way of addressing any problem of recruitment and retention and of rewarding performance”*; and that *“resources for PRP should be found by devoting a larger proportion of the pay bill to discretionary payments, rather than through a higher increase in the total pay bill”*.

During the past decade the Government's belief in Performance Related Pay (PRP) has dominated STRB deliberations and distorted its findings. This fixation with PRP disabled the STRB's ability to service the public interest in ensuring the education system in England and Wales was staffed by properly paid and well motivated teachers. The teaching supply crisis followed.

NASUWT in its publication “PRP” criticised this doctrine for its exclusive focus on the individual and its assumption *that “a system of monetary rewards and penalties is the key to motivating the individual to improve his or her performance. Though fashionable for a period in the USA, it was never taken*



*seriously either by Japanese or German management.” By 1989 Management Consultants Peat, Marwick and McClintock observed “US companies now mix the concept of individual, team and longer term rewards raising the question of whether individual or group motivation was more important, and over what period success should be measured or rewarded”.*

In 1988 Michael Armstrong, an expert on pay systems, told the Institute of Personnel Management: *“there is no research evidence that PRP by itself in itself results in improved individual performance”.* The Income Data Services (IDS) has concluded, *“belief ... in the efficacy of merit pay or of its success as a motivator and in recruiting and retaining staff requires a leap of faith”.*

NASUWT drew attention to the impossibility of fairness in PRP through citing previous evidence by the Department of Education and Science (DES) to the Review Body (1991):

*“para. 62 why is group performance by individual teachers not more frequently regarded with an incentive allowance? First, there is the attitude of decision takers. Some schools consider that the financial recognition of individual achievement in the context of a collegiate structure and ethos is likely to prove detrimental to the morale and efficiency of the school as a whole.....”*

*“para. 63 the outputs of school education are not traded. A Governing Body which decides to introduce PRP may find the resources to do so by economising on teacher input, but this will mean larger classes or less non-contact time for teachers.”*

*“para 64 a third obstacle is the difficulty of measuring objectively the performance of individuals.”*

NASUWT concluded that the implication of these admissions by the DES were devastating for PRP in that it was difficult if not impossible to assess the performance of the individual teacher objectively; subjectively is inevitable.

*(Source: The Case against PRP for Teachers (NASUWT))*

Independent research on PRP, in education and elsewhere, commissioned by the National Union of Teachers (NUT) (See Reference Section at end of Chapter) makes clear that teachers in England and Wales rejected the linkage between pay assessment and appraisal as outlined in Government Green Papers. One particular concern was the teachers’ fear that team work and co-operation would be undermined. Richardson’s study of other public sector PRP schemes identified those two points as common effects.

Diane Shorrocks-Taylor of the Assessment and Evaluation Unit, School of Education, University of Leeds study concluded that there were a number of factors over which teachers had no control. These included: gender, social background, performance of children at different ages, language readiness, special educational needs and class size. Richardson’s studies similarly concluded that: *“it would be hard for an individual teacher to show that the*

*Government's PRP objectives (of pupil motivation, high achievement, good marks and results) had been obtained".*

Richardson in his March 2000 research "PRP in Schools" concluded:

*"The School Teachers' Review Body has totally ignored the consistently negative evidence on the many experiments with PRP in the UK Public Sector, as well as the profound reservations expressed on this issue by teachers and their trade unions...."*

Richardson outlines serious reservations with the Threshold Process arising from the standards developed by the consultants Hay McBerr. The purpose of Hay McBerr was to identify which teacher characteristics led to "performance". Essentially this required them to estimate statistical equations of the form: -

*"(i) "performance" = a + b<sub>1</sub> X<sub>1</sub> + b<sub>2</sub> X<sub>2</sub> + ....., where "performance" is, say, some measure of pupil progress, the Xs are teacher characteristics (like most of the threshold standards – e.g., inspiring trust and confidence etc) and the bs are the estimated co-efficients which link the standards to performance. If the Hay McBerr work is to be trusted, the only threshold standards should be the Xs – you should also need to measure "performance", precisely because the Xs are supposed to be able to predict performance accurately. If, on the other hand, the Hay McBerr work is no good i.e., the Xs do not generate "performance" why are their variables being turned into the threshold standards? To have both the Xs and pupil progress included as threshold criteria is too take a belt and braces approach which always means that the designer has no confidence in either. Richardson concluded that there was "deep intellectual confusion on the rationale for the choice of threshold criteria and that the exercise, rising on shoddy and disingenuous analysis was unlikely to achieve its objectives of improving teacher recruitment and morale".*

## **Performance Management**

INTO welcomes ways and means that promote effective enhancement of teaching and learning.

The INTO has outlined above the case against Performance Related Pay. INTO does not support a system of Performance Management which has performance pay built into it for the following reasons:

- Individual performance pay related to performance management will lead to a divisive and inequitable method of payment for teachers.
- Performance Management systems, based on individual objectives, see school teaching as an individual act. This flies in the face of the teamwork, collegiality and cohesiveness that good teaching and learning promote.

- Performance Management linked to pay will lead to loss of teacher motivation.
- PM linked to pay will reward a selective minority of teachers and discourage the majority.
- PM linked to pay will lower morale in the teaching workforce.
- There is little evidence to suggest that individual performance management linked to performance pay has a motivational impact on people who work in the public sector.
- A teacher's work cannot be measured using narrow limited objectives.
- There is a grave danger that pupil results could be used as a yardstick to measure performance.

INTO does not support a system of Performance Management for teachers that is not linked to pay for the following reasons:

- Without incentives this system of PM will not work.
- The objectives of the annual review are too individualistic and narrow.
- PM will add to the bureaucratic burden and workload of line managers and principals.
- PM will increase tensions between managers, principals and teachers.
- PM will be very costly to implement and the limited funding available would be better deployed in the employment of extra teachers and additional funding for schools.
- There is no evidence to suggest that Performance Management without reward and incentive works either in the public or private sector.
- PM will greatly increase the administrative burden of the teaching principal.
- The individual objectives set out in the performance review were they to be strictly adhered to could be to the detriment of other aspects of teaching.
- PM will straitjacket teachers to teach to specific and limited objectives.
- PM will limit the adaptability of teachers needed to carry out their job successfully.
- PM is contradictory to the aims of the new skills' based fluid curriculum.

- PM will lead to a decrease in the collegiality and teamwork that schools aim to promote.
- Pupil results could be used as a yardstick to measure performance.

INTO is of the opinion that a teacher's performance and the teaching professions performance as a whole is best appraised and evaluated by present best practice.

Whole school performances are regularly monitored and evaluated by the following:

- ETI inspections
- Results of end of Key Stage assessments
- Principal monitoring and agreed evaluating by mentors and peers.
- Accountability to Boards of Governors
- Accountability to Education and Library Boards
- Accountability to employing authorities
- Accountability to the Department of Education
- Liaison with outside agencies
- Parental involvement
- Targets in the School Development Plan
- Benchmarking against the national average of literacy and numeracy targets in school prospectus)

Individual teacher performances are regularly monitored and evaluated through:

- SDPR and classroom observation by line manager or principal
- Annual Schemes of Work and Termly/6-weekly notes
- Teachers' written evaluations of teaching, learning and classroom management which accompany planning and are available to the Principal, BOG and ETI.
- Parent interviews.
- Pupil progress

- Year group meetings
- Year group exchange of pupils' work
- Meeting curricular team targets
- Meeting year group targets
- Records of achievement
- Team teaching
- Participation in pilot projects
- Pupil assessment, monitoring and evaluating (written, oral and reflective.)
- Target setting for whole class, mixed ability groups and individual pupils.
- Individual Education Plans (IEPs)
- Learning outcomes of lessons.
- Learning outcomes for whole class, groups and individual pupils.

INTO is concerned that, given the Scottish, English and Welsh precedents, incremental progression for teachers could be linked to the narrow targets that would be set within a Performance Management framework. INTO is equally concerned that incremental progression could be determined by a system of Continuous Professional Development alone, as is the case in Scotland. As an Organisation INTO has been the teachers' union in Ireland that has driven forward the professional development agenda for teachers. In the Republic of Ireland INTO is a key partnership body both for the development of the curriculum review process as well as providing the professional development needs of teachers with respect to the curriculum.

INTO is of the view that a teacher's professional development needs cannot effectively be met by the Performance Management system which exists in England or the amended version which pertains in Wales. CPD a la carte, as is being developed for the various teachers' routes in Scotland, is not the best delivery mechanism for teachers' professional development needs. INTO is of the view that what is required is a revised Staff Development Performance Review Scheme in line with the Management Side's Evaluation.

## Performance Management

Performance Management is used worldwide in the public and private sector. Its purpose is to improve individual performance and increase productivity. While the system operates in many fields of work there is no great evidence to suggest that it is successful or indeed that it improves performance, efficiency or productivity. Where performance and productivity improves and increases, performance management is usually linked to pay progression.

The Management Consultant Robert Bacall made the following observations when he conducted his research into performance management. (Performance Management, Why doesn't it work?).

- Generally managers and employees don't like Performance Management.
- Managers don't action PM regularly.
- Paradoxically, many who don't like or action PM thought it was a great idea in theory.
- Performance Management does not guarantee success. There is no relationship between the use of Performance Management and organisational success.

## How Performance Management Works?

Performance Management approaches are generally described within the context of a Managing by Objectives Framework (MBO). Generally MBO system includes the following components.

- Development of a role and mission statement.
- Establishing strategic goals and a strategic plan.
- Defining key result areas.
- Establishing indicators of effectiveness.
- Establishing individual employee objectives.
- Establishing performance standards for each objective.
- Action planning for each employee.
- Periodic assessment and measurement of each objective.
- Coaching or additional training to remedy defective performance.
- Form of evaluation that will be included in the employee's personal records.

Performance Management is designed to make organisations more effective by:

- Increasing the manager's control over work.
- Linking the employee's objective into the overall organisational objective.
- Motivating employees by allowing them input and ownership of their own objectives and standards of performance.
- Enhancing communication
- Providing a feedback mechanism for the employee.

- Providing objective criteria that managers can use for promotion and pay.
- Providing a centralised record for each employee.

### **Performance Management - The Limitations**

Performance Management systems are based on the assumption that the success of an organisation is a result of adding together all its individual components. However, research shows that an organisation succeeds as a result of the interpersonal relationships of people and not the simple adding together of results. While individually, persons A, B, C, and D may perform well and reach their own personal goals and objectives, unless they work well as a team and as a cohesive unit then any project will be a collective failure and will not attain its goals and objectives.

On the surface Performance Management appears to be a rational, logical approach to organisational success. Odiorne in his book (Managing by Objectives, 1968) describes performance Management's limitations as follows:

- It cannot apply to or completely identify future potential. The system deals only with performance on the present job.
- The system presumes trust between the employee and management.

Performance Management is very individualistic. Its focus is on personal objectives and goals and the enhancement of individual performance. This narrow focus is the antithesis of the cooperation and teamwork that we try to build in our schools. This fragmented approach can lead to segmentation rather than cohesion.

Research also shows that where Performance Management is sold as a participative process, sooner or later employees realise it is not as participative as it seems. This accounts for the great deal of cynicism, unpleasant and negative feedback that comes from many of the performance management systems that are operative.

Annual Performance Management is extremely time consuming and bureaucratic. It can lead to endless paper chasing and puts extreme pressure on employee and manager alike. Employees dislike annual performance reviews and managers dislike them because they don't have the time to carry them out effectively. They are seen as ritual paper pushing of no real relevance to the job in hand.

Where Performance Management is standardized and applied uniformly across a sector it fails dismally. It assumes that one size fits all. Where managers discard the governmental or executive performance framework and tailor it to minimize paper requirements and suit individual needs, the situation improves slightly but still doesn't take into account the bigger cohesive picture.

In the public sector, in particular, where there are little or no resources for training and development, and where performance management is not linked to pay, managers have little or no reward to offer employees for positive performance. The message to employees is quite clear. You have to perform well but even when you do you get nothing.

Where there are no promotion options, no developed resources and no pay for performance system in operation performance management is generally seen as costly, bureaucratic and wasteful of time and that it does little to enhance performance but increases workload and hostility in the workplace.

How can effectiveness be promoted and rewarded? Terms of reference state:

*"The structure of pay and conditions of service should be designed to promote and reward effectiveness in both teaching and school management."*

This statement goes to the heart of what is wrong with the current approach to education, teaching and school management. Implicit in this statement is the suggestion that pay should be linked to performance. Can education be controlled by the same principles which operate in industry?

Michael Crane, Head of The John Port School in Derby for the National College for School Leadership, carried out research in three primary and three secondary schools and three big private companies, the Derbyshire Building Society and Toyota's car manufacturing operation in Derby. He also looked at the RAF in the public sector. His work confirmed that: *"there is no battleground regarding performance management. The real issue is performance related pay. Industry told me that performance related pay does not necessarily create a highly motivated workforce"*. He goes on to state: *"there are essential things which make organisations successful, but these are just the things you cannot measure. As soon as you begin to search out the objective bits of evidence and try to link pay to them, it just cuts a swathe through the whole philosophy of the school"*.

Many of the things which make school effective, in terms of teaching and management, cannot be measured. They are to do with relationships between the school principal as manager and the staff, between the staff themselves, between the staff and pupils and between the staff and parents. These relationships are determined by a huge number of small activities and events and practices, which can have positive or negative effects. These innumerable daily happenings in any school are what make it effective. They cannot be measured or quantified. They are promoted within a framework of collegiality and professionalism. It is inimical to the whole spirit of collegiality and teamwork to reward some members of the team and not to reward others. The net result of performance related pay would be division and mistrust between staff and serious damage to the spirit of teamwork, which is essential in schools.



Teaching should be properly rewarded by acknowledging the vitally important task that is being carried out by teachers on behalf of society, matching salaries to the importance of the role. Every teacher must be rewarded and this will help to create a highly motivated and professional team within school. This is the road to effectiveness.

## **References**

*Review of Teachers' Salary Structure*, Coopers & Lybrand, June 1998;

*Performance Related Pay in Schools – An Assessment of the Green Papers*, Ray Richardson, LSE, October 1999;

*PRP in Schools – An Evaluation of the Government's Evidence to the School Teachers' Review Body*, Ray Richardson, LSE, October 1999;

*PRP in Schools – An Assessment for the NUT of the 9<sup>th</sup> STRB Report, of the subsequent statement of the Secretary of State for Education and of Threshold Application documentation*, Ray Richardson, LSE, March 2000.

## **Additional References**

*Performance Related Pay for Teachers – A Good Idea*, Ivan Snook, Emeritus Professor of Education, Massey University.

*Dubious Model? Performance Related Pay in the Public and Private Sectors*, Tony Cutler for The Fourth International Research Symposium on Public Management, Erasmus, University of Rotterdam.

*Merit Pay Won't Work – Why Pay for Performance is a Bad Way to Compensate Teachers*, Richard Rothstein.

## SECTION 7: PROPOSALS FOR SALARIES AND CONDITIONS OF SERVICE

### Salaries

- (1) the maintenance and enhancement of the living standards of all teachers through aligning the salaries of Northern Ireland teachers with those in Scotland as outlined in the NITC Salary Claim 2003 (See Appendix 1).
- (2) the recruitment of newly qualified and experienced teachers and the retention of serving teachers, by the provision of competitive salary levels which provide career earnings and pensions comparable to those available to other professions. This must also take into account the greying and feminisation of the teaching profession in Northern Ireland.
- (3) the devising of a salary structure which progressively reduces differentials among Northern Irish teachers; the priority to be incremental progress for teachers along the main and upper pay spines and for vice principals and principals on their Independent Salary Ranges (ISR).
- (4) A salary structure for teachers, vice principals and principals that is demonstrable equitable and transparent and is compliant with the Code of Practice on Equal Pay. The salary structure should also contain no aspect of Performance Related Pay.
- (5) A radical review of management allowances leading to a clear, core framework of promoted posts in all schools – as advocated in the 5-teachers' union submission to the School Teachers' Review Body (STRB) 2002.
- (6) A special allowance of £830 for teachers teaching wholly or exclusively through the medium of Irish or Ulster Scots as well as for teachers teaching English as a foreign language.
- (7) The restoration of allowances for academic qualifications for a Master's Degree/Professional Qualification for Headship (PQH) of £2,655 and for a doctorate degree £2,977.

## Conditions of Service

In 1987 agreement was reached between the recognised teachers' unions and the employing authorities, on a revised set of conditions of service for teachers in Northern Ireland. This became known as the "Jordanstown Agreement". This agreement, which has been amended as a result of negotiations over the years, sets out the working time, professional duties and responsibilities of all teachers.

INTO proposes a radical review of the agreement and the determination of a new set of conditions of service which is more relevant to the needs of teachers and pupils in the 21<sup>st</sup> century.

- (a) *Reduction in Teaching Time*  
a 20% reduction in class contact time that will establish parity of class contact in primary and post primary schools of 20 teaching hours per week;
- (b) *Reduction in Formal Working Time*
  - (i) a 20% reduction in non-contact time whereby a teacher, other than a teacher employed in a residential establishment, shall be available to perform such duties, at such times and at such places as may reasonably be specified by the principal for up to 1012 hours per year. This introduces the concept of a 26-hour working week as opposed to the current 32.4 hour working week and is designated to address the worst structural workload and bureaucracy problems for teachers identified in DE Research and INTO/UTU Northern Ireland surveys;  
  
Teachers need to have a guaranteed allocation of time for planning, preparation and assessment of lessons. This needs to be made available during the timetabled day and is essential to the delivery of high quality teaching and learning in schools.
  - (ii) a reduction in the teaching year to 185 days.
- (c) *Reduction in Administration and Bureaucracy*  
a reduction in the bureaucracy and administrative requirements on teachers to take account of administrative tasks removed from teachers duties in Scotland and more recently in England \*(See Appendix 2).
- (d) *Leadership Time for Teaching Principals*  
The provision of adequate non class time for principals, specifically teaching principals and promoted staff; the provision of ring fenced funding to provide additional support for teaching principals and promoted staff to be released from teaching duties and the development of a generic job description for the role of teaching principal.

Teaching principals should have a maximum classroom teaching commitment of 0.5, decreasing to zero on a sliding scale.

(e) *Location of Work*

All tasks which do not require the teacher to be on the school premises can be carried out at a time and place of the teacher's choosing. Teachers will notify the appropriate line manager of their intention in this respect.

(f) *Maximum Class Sizes*

INTO proposes the following limit on class sizes:

- (i) all nursery and key stage I classes to be limited to a maximum of 20 children;
- (ii) a maximum class size in primary schools of 25 pupils in single age classes, 20 pupils in two age group classes and 15 pupils in classes consisting of three or more age groups;
- (iii) a maximum class size in secondary schools of 25 pupils in all non practical subjects; and
- (iv) a maximum limit of 16 pupils from all practical subjects in all classes in primary and secondary schools.

(g) *Improved Family Leave and Special Leave Provision*

INTO proposes the establishment of a strategic education partners' body that will investigate the Work Life Balance of the teacher in Northern Ireland and bring forward constructive proposals (See Section 8).

(h) *Application of TNC Agreement regarding the Permanent Employment of Teachers*

### **3. Developing and Supporting the Profession**

- There should be a review of Initial Teacher Education and Early Professional Development. All probationary teachers shall be guaranteed a one-year training contract with a maximum class commitment of 0.7 FTE, the remaining time available for professional development.
- Professional Development should be at the core of the reform of the education system. INTO is of the view that equality of access to Professional Development should be an entitlement for all teachers.

### **4. Support Staff Arrangements**

Additional support staff across a wide range of tasks and functions such as administration, finance and secretarial services etc. shall be deployed to address teacher workload and bring into education professional skills appropriate to the range of activities required (See proposals on

Administration and Bureaucracy (c)). The Good Start Scheme should be extended to fund classroom assistants for every primary school class.

## **5. A New SDPR – Into the Future**

A revised Staff Development Performance Review Scheme (SDPR) that builds on the Interim Evaluation of the SDPR Scheme (School of Education, Cardiff University) that will lead to “... teachers participating in arrangements for his/her further training and professional development as a teacher”. (Jordanstown Agreement, 1987 (iv) (b)).

The Interim Evaluation of SDPR found there was clear evidence that SDPR had the potential to become a major vehicle for linking staff development with school development planning. The Review also noted that SDPR could only be given an appropriate priority when management reconciled the requirements of both accountability and professional development. INTO supports the development of a new SDPR that fulfils the professional development needs of the individual teacher.

## **6. Cover for Absent Teachers**

INTO proposes that teachers should not be required to cover for colleagues who are absent or otherwise engaged, except when the fact that the teacher would be absent or otherwise engaged was not known in advance. In the latter situation, teachers should be required to supply cover for no more than one day.

The combining of classes for the purpose of cover is disruptive to pupils' learning in the extreme, puts intolerable pressure on the teacher who is covering and should never be allowed to happen, except in the most extreme of circumstances.

## **7. Location of Work**

INTO strongly believes in the principle of trust among professional colleagues. The Organisation is concerned that many teachers are being required to remain in school after the teaching day to do work which would be done more efficiently if the teacher was able to go home and refresh him/herself. INTO believes that teachers should be enabled to do work of an administrative nature at a time and place of their choosing. Provided that requisite tasks are carried out efficiently, effectively and on time, it should not matter to line managers where and when the work is actually done. Teachers deserve to be trusted as professional people.

## **8. Conditions of Service**

INTO recommends a review of the conditions of service of teachers, principals and vice principals in the context of conditions of service in Scotland post McCrone.

## **9. End of Career Management**

INTO would propose that arrangements should be introduced to allow professional teachers, principals and vice principals who have given a major part of their working life to manage their retirement from the service. These arrangements would reflect the professionalism and contribution that these individuals have made over their period of time in teaching.

The Serving Teachers Assisted Retirement Scheme (STARS) would permit these individuals to manage effectively their end of career and to do so without the fear of any financial penalty or loss of professional dignity.

INTO would propose that:

Long Serving Teachers would be permitted to work for half time (or longer depending on their personal preferences) in the last five years before the retirement age of 60 without any loss of pension benefits.

This work could include:

- Part time work
- Substitute cover
- Secondments
- Posts of lesser responsibility

INTO would propose that the scheme would apply to all serving teachers who have at least 20 years of service. Career breaks and other professional or statutory maternity / paternity / parental leave / sickness) breaks would be included in this service.

INTO would propose that individuals who avail of the STARS arrangements would be credited with a full year service for each year worked under the special contract.

All other contractual rights for teachers serving under these arrangements would be as exist for permanent members of staff.

## SECTION 8: WORK LIFE BALANCE (WLB)

### Context

In 1981, the International Labour Office (ILO) adopted the Workers with Family Responsibilities Convention (C156). Member countries who ratify this convention agree to "make it an aim of national policy to enable persons with family responsibilities who are engaged or wish to engage in employment to exercise their right to do so without being subject to discrimination and, to the extent possible, without conflict between their employment and family responsibilities".

Measures that facilitate work-life balance are now third in priority among the demands of unions across the globe. Employers are increasingly viewing them as incentives to recruitment and retention as well as a means to enhance productivity. Workers without children or caring responsibilities have also made the case that they have needs related to non-work responsibilities that deserve recognition and consideration.

To include all of these factors, in many instances, the issue of work and family has been expanded and renamed work-life balance.

A paper by Human Resources Development Canada says: "out-of-balance" employees experience more stress and fatigue, tend to be more often absent from work and less able to provide quality services. In short, it's a lose-lose situation". "Organizations who work with their employees to find and implement solutions to this dilemma will find that providing a workplace that fosters work-life balance is not without clear business benefits." In education this means improving levels of pupil attainment.

Some strategies adopted, in other countries include:

- tackling the long hours culture
- more flexible hours
- shorter working week
- compressed working week  
- i.e. fitting the same number of hours per week into fewer days
- better leave provisions
- government incentives for family-friendly workplaces
- employers required to consider individual requests for varying hours of work
- affordable child care / care of the elderly
- Training for managers on work-life balance.

INTO advocates a commitment to these practices as a powerful demonstration of a growth in genuine partnership and trust amongst the education partners.

### Time

*Flexi-time*

A flexible hours scheme, or flexi time, usually involves working a set of "core hours", with the ability to vary the hours either side of this. Schools for practical reasons are restricted in the times that they can be open during the day and in regard to the times they are closed for holidays. The application of flexi time in education is limited. However those hours where teachers are expected to be available, currently, in school for work when the pupils are not present are available for consideration. This time, referred to as Directed Time (DT), is suitable for having flexi time applied too. As are those periods of non contact time available in the secondary schools to teachers. Any introduction of flexi time to the education sector would need to be accompanied by clear and precise regulations which would ensure that abuses with regard to DT, currently common across the education sectors are not allowed to continue under revised arrangements. There is a strong case for the introduction of flexi time in education being centrally organized and monitored.

For employees the benefits are:

- the opportunity to avoid rush-hour commutes;
- work-life balance advantages, e.g. in being able to take a child to or from school, or leave early/start late to allow time for medical appointments;
- the ability to schedule quiet times to get on with work.

For employers the benefits are mainly in being able to

- recruit and retain staff who have other life commitments or interests;
- schedule work across longer portions of the day.

### *Time Accounts*

Time accounts are a formalization of the age old process of taking time off to compensate for extra time worked, and vice versa. It is a more flexible form of a compressed working week or even annualized hours, with the outcome that the employee achieves a degree of "time sovereignty".

These agreements are becoming common in Europe as a way of adding flexibility to collective agreements between unions and employers on standard levels of working time. Time accounts tend to work within agreed parameters. Most time account agreements specify a time within which accounts have to be balanced, to prevent large holidays building up or excessive periods of working. They also usually specify maximum credits (days off earned) and debits (working days owed).

This approach could be accommodated in an education system which is better resourced by administrative assistance. INTO would be cautious about members having to clock in and out of work. It is possible to come up with an agreed system of tracking teacher's hours. Time Accounts in contrast to flexi time hold out the possibility of application across the school day providing, teachers, school managers and employers can agree in advance of timetabling the extent and nature of the time accounts on offer.



### *Compressed Time Options*

Another option is the "compressed working week". Options are:

- the 4 day week, also referred to as a "4/10 schedule". Employees on this schedule work 4 10-hour days, with the fifth day off;
- the "9 day fortnight", also referred to as a 9/80 schedule or 9/8 schedule. A "9/8 schedule" means that on 4 days per week you work 9 hours, and on the 5th you either work 8 hours or you have a day off. So for example, you may work 9-hour days Monday through Thursday, and on Fridays, you either work an 8-hour day or take the day off. In England this schedule is often known as a "nine-day fortnight" (meaning you have 9 working days every two weeks). 9/80 means that you work 80 hours over 9 days, instead of the traditional 10. They all add up to much the same thing, in that you get an extra day off every second week by working a little longer on the other days.

While the examples outlined above are clearly related to working patterns associated with industry it is apparent that with some minor modification regarding the working time regulations for teachers and their traditional application, compressed time could become a useful option for employers and teachers in education.

Implicit in these time management options is an understanding that the existing excessive working hours of the teaching profession are a thing of the past. Currently teachers are obliged by contract to work a total of 32.4 hours per week. In reality many teachers are working in excess of 50 hours per week. Existing Job share and Part-time working provisions need to be re-launched and made more accessible to teachers. (See Price Waterhouse Cooper Research in England and Wales commissioned for the STRB).

### *Childcare*

The availability of affordable quality child care services is a crucial work and family issue. The rise in both dual-earner and single-parent families means that it is no longer possible, for most working parents, to rely on traditional child care arrangements (i.e. one parent - generally the mother [52% of mothers worked 10 years ago the figure currently is 62%] - staying at home to raise children). Geographical mobility, the dispersal of extended families, the increased participation of female family members in the labour force, make it difficult to count on other family members, such as aunts, uncles or grandparents, to provide care. Institutional arrangements are therefore needed. Parents find it difficult to find adequate child care services for their children, particularly where there is a high demand for space in licensed facilities. Worries about the quality of care provided for their children are a source of stress for employees, and has a negative impact on productivity.

Some unions and employers and abroad have agreed to establish workplace day care facilities, to provide child care subsidies and financial assistance to parents, or to establish joint committees to analyse needs and discuss potential solutions. These types of benefits help create and maintain loyalty,

commitment and motivation and foster retention while reducing stress and improving employee morale. Such an approach in Northern Ireland would be sure to be welcomed by INTO.

### *Leave*

Teachers require a floating or optional leave entitlement of 5 days p.a. Such a facility is available to other public servants and fits in with a more flexible approach to overall time management. Another addition is the opportunity after a suitable period of employment to a sabbatical which could be paid for by some sort of salary savings scheme. Depending on length of service a teacher should have the option to take more than one over the course of a career in teaching. A change must be made to the definitions of family members to allow for partners and the recognition of same sex relationships for leave purposes.

### *Retirement Options (Sunset Strategies)*

#### *Flexible Retirement Options*

Teachers nearing the end of a productive career need opportunities to make an exit from the profession as gentle as possible. Teachers deserve the opportunity to prepare themselves and those close to them for their return to family life on a full time basis. It makes financial sense to harvest from teachers the wealth of experience and knowledge they possess before they leave the profession.

Research outlines two main categories of flexible retirement policy:

- Policies offering flexibility over the date of retirement (optional retirement); and
- Policies offering flexibility over both retirement date and working patterns as retirement approaches (optional, downshifting and gradual retirement).

The first is more common. Early retirement is not always an entirely voluntary decision. It can be associated with restructuring as a consequence of amalgamation and downsizing due to demographic changes. In these circumstances it may be the best choice.

Flexible working options include:

- Part-time working;
- Job sharing;
- Downshifting (gradually reducing workplace responsibilities over time, possibly involving changing roles within the school and/ or a less pressurized environment);
- Sabbaticals;
- Secondments and volunteering.

#### *Barriers to Flexible Retirement*

The research indicates a number of barriers to introducing flexible retirement practices.

- Inland Revenue Rules: Occupational pension benefits cannot be paid while an employee is still working for the same employer.
- Occupational Pension Fund Structures: Rigid occupational fund structures originally designed to protect employees are a barrier to employers trying to deliver flexible retirement.
- Unions seek to protect employee rights and need to be reassured that flexible retirement policies do not threaten employees' retirement choices and income in retirement, or work as a way of reducing pay for older workers.
- Perceptions and Attitudes towards Older Workers: Stereotypes about older workers are still a major issue and include assumptions about outdated skill levels and promotion 'blocking' (preventing younger employees from advancing within an organization).
- Attitudes of Managers and Individuals: The language of retirement focuses on quitting work rather than being able to continue contributing to an organization.
- Management Fears: There are concerns including:
  - equality of access (for all employees) and consistency of policy
  - employer liability
  - health and safety
  - insurance
  - sickness management
  - meeting employee expectations.
- Resource Issues: Developing a flexible policy.

Developing an enhanced Work Life Balance for teachers is an essential development. It requires major changes in teachers' conditions of service; a sea of change in employer and employee attitudes. It is contingent on:

1. The Department of Education, Governors and the employing authorities being as committed to a change in working life culture for the better as teachers; and
2. The Northern Ireland Executive facilitating this change in culture by providing the significant up front funding that will be required to make it work.

## SECTION 9: REVIEW OF TEACHERS' NEGOTIATING MACHINERY

INTO supports the retention of the Teachers' Negotiating Committee (TNC) as the main vehicle for negotiating salaries and conditions of service of teachers as well as policies and procedures to be incorporated in teaching contracts. INTO opposes the determination of teachers' salaries and conditions of service by Review Bodies.

The role of the Teachers Negotiating Committee (TNC) is to negotiate on behalf of the employers and recognised trade unions issues relating to:

- Pay (including allowances)
- The working week
- Annual leave
- Class size
- Sick leave
- Maternity / family leave
- Disciplinary / grievance
- Conditions of Service

The TNC must not be a rubber stamp for the implementation of the recommendations of the School Teachers' Review Body (STRB). The total lack of movement on any of the NITC Conditions of Service Claims during the past 15 years [Appendix 1] illustrates the weakness of the existing TNC arrangements. The lack of resources led inexorably to the rejection of claims. This breeds frustration and cynicism. Greater transparency in resource allocation is required to ensure the effective working of the negotiating machinery.

INTO would also seek a review of the current facilities arrangements to allow for school and union executive representatives of recognised trade unions to fulfil their local and national duties and responsibilities. Representatives will play a significant role in the determination of local arrangements in the implementation phase following the negotiation and agreement of the Enquiry's recommendations. INTO supports the involvement of local representatives in areas such as:

- Cover arrangements
- Appointment procedures
- Promotion procedures
- Staff development arrangements
- Specific duties and job remits
- Indemnification procedures
- Disciplinary / grievance procedures
- Health and Safety arrangements

INTO also proposes the development of a funded Strategic Partnership Forum to co-exist alongside the agreed teachers' negotiating arrangements to develop a strategic approach to developments within the education sector.

Proposed areas for partnership working include:

- Strategic education policy delivery
- Workforce Planning
- School and Education Funding
- Equality of Opportunity
- Professional Development
- Health, Safety and Welfare
- Work life balance
- Dispute Resolution
- Training and development strategy
- Information technology
- Implementation of the enquiry recommendations
- Monitoring the Partnership arrangements

Such partnership arrangements would reflect those presently in operation within Scotland, the Republic of Ireland and the NHS in Northern Ireland.

## **APPENDIX 1: NORTHERN IRELAND TEACHERS' COUNCIL (NITC) SALARY CLAIMS 1990 – 2002**

### **Salary Claim 1990**

The Northern Ireland Teacher's Council:

- (i) confirms its strong opposition to regional pay scales, and school-based pay bargaining;
- (ii) believes that teachers in Northern Ireland should be paid on a salary scale and allowances which ensure parity at least, with teachers working in maintained schools in England and Wales;
- (iii) calls for an increase of the order of 10% on the main scale, all promotion allowances and the spot salaries of all principals and vice-principals from 1 April 1990 merely to match movements in the Index of Retail Prices and the non-manual average earnings index;
- (iv) calls for a further and similar percentage increase to commence the restoration of teachers' pay to proper professional levels;
- (v) Calls for the re-introduction of the pre-1.9.89 arrangements for calculating the payment of temporary teachers paid on a daily basis.

### **Conditions of Service Claim 1990**

The following claims were presented by the Teachers' Side:

**1. Substitute Cover:**

The restoration of first day cover for all schools not already in receipt thereof.

**2. Maximum Class Sizes:**

The following limits on class sizes:

- (a) P1, P2 and P3 classes and in primary classes with two or more age grouping – a limit of 20 pupils per class
- (b) A limit of 16 pupils for all classes of practical subjects.
- (c) A limit of 26 pupils in all other classes in primary and secondary schools.

**3. Class Instruction:**

Class instruction limit of 23 hours per week in primary schools and 22 hours in secondary schools.

**4. Pro-Rata Part-Time Teachers:**

Teachers' Salaries Regulations to be amended to extend provision for illness absences to cover part-time teachers paid on a pro-rata basis.

**5. Myalgic Encephalomyelitis:**

Teachers' Salaries Regulations to be amended to provide extended leave for teachers diagnosed as suffering from ME.

**6. Substitute Cover for Members of Union Executives:**

Substitute cover for teachers engaged in union executive business.

**7. Paternity Leave:**

An amendment to the provisions for leave of absence in the event of a wife's confinement to provide three days' paid paternity leave.

**8. Marriage of a Teacher:**

Extension of current provision to five days' special leave with pay.

**9. Adoptive Leave:**

Post-natal provision of maternity leave scheme to apply to adoptive mothers.

**10. Leave of Absence:**

Improvements in the current provision for Teachers' Absences Not Exceeding Three Working Days.

**Salary Claim 1991**

The Northern Ireland Teachers' Council Claim:

"The Northern Ireland Teachers' Council reaffirms its commitment to central negotiation of teachers' salaries in Northern Ireland and its opposition to regional pay scales or school based pay bargaining. It believes that teachers in Northern Ireland should be paid on a salary scale and allowances which ensure parity at least with teachers in maintained schools in England and Wales.

The Council is convinced that salary levels of all teachers should be substantially increased to restore their values to levels comparable with those in other graduate professions on the basis the Houghton Committee used in 1974.

The NITC therefore calls for an overall increase of 20% on all salaries and allowances including the salaries of principals and vice-principals from 1 April 1991 in order to match the movements in the Index of Retail Prices and the non-manual average earnings index and a further 10% to commence the restoration of teachers' pay to proper professional levels.

**Conditions of Service Claim 1991**

The following claims were presented by the Teachers' Side:

**1. Leave of Absence (Marriage of a Teacher):**

Teachers' Side raised as an area of concern the loss of entitlement to marriage leave to teachers who marry during the school vacations. They noted that technical staff had concluded an agreement with Education & Library Boards which allowed five days' leave with pay.

**2. Teachers' Absences (Amendment to Circular No. 1990/32):**

Teachers' Side sought an amendment to the circular 'Teacher Absences not exceeding three working days' to provide for the inclusion of son-in-law and daughter-in-law as "near relative".

**3. Redundancy Guidelines:**

Teachers' Side referred to the necessity to amend Circular 1980/10 as follows:

- (a) new paragraph (10) to be added to the existing guidelines, viz 'The Teacher/s nominated as indicated in paragraph 9 above may appeal against this decision to a panel established by the Area Board/CCMS/Governing Bodies Association; such an appeal to be lodged within seven days of receipt of notification of dismissal by reason of redundancy;
- (b) delete reference to Second Master/Mistress (para 8b);

- (c) replace 'should' with 'shall' in paras 1, 2, 3, 4, 5, 6, 7, 9 and (existing) 10; and
- (d) the consultation procedure to start at an earlier date in order to allow sufficient time for consideration of appeal.

**4. Maternity Leave Provisions:**

Teachers' Side sought changes to maternity leave provisions as proposed by INTO as follows:

- (a) the removal of the provision under Regulation 10(i)(b) of the Teachers' Salaries (Maternity Absence) Regulations (Northern Ireland) 1987 which requires a teacher "on her return following maternity leave, serving either as a full-time teacher continuously for a period of 13 weeks or as a part-time teacher for a period of 26 weeks".
- (b) A scheme providing holiday leave for those teachers whose maternity leave overlaps a holiday period.
- (c) An amendment to the current Maternity Leave Regulations to provide for teachers 18 weeks maternity leave on full salary.

**5. Conditions of Service Handbook:**

Teachers' Side stated that the time was now opportune for the publication of an amended Conditions of Service Handbook, incorporating the major aspects of teachers' conditions of service and collective agreements relating thereto. All permanent, temporary and part-time teachers should receive an individual copy and thereafter, all new entrants to the profession.

**6. Absences Due to Illness:**

Teachers' Side called for an amendment to para. 19 of the Teachers' Salaries Regulations (Northern Ireland) 1987 to provide for a situation whereby a teacher, owing to illness, has been incapacitated for a continuous period, at least four which fall within the summer vacation, or for a period which being, of at least two weeks duration incorporates in full another school vacation of at least one week's duration, a teacher shall accrue credit of two days' special leave entitlement in respect of each complete week of the vacation which had been lost as a result of the prolonged sickness, subject to a maximum of ten such days' credit in respect of sickness periods in any one leave year. Such an entitlement shall be taken up by the teacher, in agreement with the employer, during the term following the vacation concerned, subject to the needs of the service.

For the purpose of this amending provision, a week is defined as seven consecutive days.

**7. Working Time:**

Teachers' Side called for an amendment to para 4 (b) Teachers' (Terms and Conditions of Employment) Regulations (Northern Ireland) 1987 requiring teachers to be available for work for 1,265 hours in any year. Teachers' Side made the case that '1,265 hours in any year' should be substituted as follows 'for a maximum of six hours in any day'.

**8. Acting Allowances:**

Teachers' Side called for a reduction in the qualifying period for all Acting Allowances to 20 working days.

**9. Leave of Absence for Adoptive Mothers:**



Teachers' Side called for an extension of existing maternity leave arrangements to adoptive mothers.

### **Salary Claim 1992**

"The Northern Ireland Teachers' Council reaffirms its commitment to the central negotiation of teachers' salaries within Northern Ireland and its opposition to Regional Pay Scales or Allowances, Merit and Performance Related Pay and to school based pay bargaining.

Council calls for an increase across all salary scales and allowances for all teachers, including Principals and Vice-Principals, from 1<sup>st</sup> April 1992, which would ensure parity at least with teachers in England and Wales and which would represent the first stage in a move to salary levels comparable with other graduate professions.

Council further calls for an increase in the number of promotion allowances awarded in the Primary Schools sector, this increase to be in proportion to the additional allowances allocated by the Government to Primary Schools in England and Wales.

These awards should be financed fully by the Government.

Council also calls for increased resources:

- (a) To reduce class sizes, particularly in Primary Schools to facilitate the implementation of the Northern Ireland Curriculum;
- (b) To provide non-contact time for all teachers within normal teaching hours;
- (c) To ensure adequate time for in-service training within directed time;
- (d) To increase ancillary support.

Council also calls for additional resources to be made available to enable substitute cover to be implemented from the first day of teacher absence. Council calls for the removal of the teachers' salaries element from LMS".

### **Salary Claim 1993**

"The Northern Ireland Teachers' Council reaffirms its commitment to the central negotiation of teachers' salaries within Northern Ireland and its opposition to Merit and Performance Related Pay, Regional Pay Scales or Allowances, and to School Based Pay Bargaining".

Council calls for a significant increase across all salary scales and allowances for all teachers including Principals and Vice-Principals, from 1<sup>st</sup> April 1993, which will ensure parity at least with teachers in England and Wales. This should represent the first stage towards the restoration of salary levels, relative to non-manual earnings as established by the Houghton Committee of Inquiry, and comparable with other graduate professions. This should also take account of the increase in teachers' professional responsibilities and duties. Council further calls for this increase to be paid without phasing and to be fully financed by the Government.

Council also calls for non-promoted nursery school teachers to be treated on the same basis as teachers in two-teacher primary schools.

Council further calls for the restoration of incremental credit to teachers in respect of:

- (a) Post-graduate professional training;
- (b) Extended full-time study beyond three years which leads to additional academic qualifications; and
- (c) Previous paid employment;

### **Conditions of Service Claim 1993**

Council is deeply concerned about the increased demands upon teachers' time arising from the implementation of the Northern Ireland Curriculum and Assessment arrangements in both primary and secondary schools. The introduction of the Northern Ireland Curriculum has dramatically increased the workloads of all teachers and highlighted the necessity for major improvements in teachers' conditions of service as follows:-

Council calls for:-

1. All nursery classes and Key Stage 1 classes to be limited to a maximum of 20 children;
2. A maximum class size in primary schools of 25 pupils in single-age classes, of 20 pupils in two-age group classes and of 15 pupils in classes consisting of three or more age groups;
3. A maximum limit of 16 pupils for all practical subjects in all classes in primary and secondary schools;
4. The provisions for class sizes impractical subjects contained in Department Circular 1978/36 to be updated to take account of curricular changes in recent years and to provide adequate and safe supervision of pupils in all subjects with which hazards are associated;
5. A minimum guarantee to all teachers of Teaching Support Time equivalent to 20% of their normal timetable;
6. Additional Teaching Support Time to all teachers connected with the organisation, administration and pastoral needs of the school;
7. Additional Teaching Support Time to teachers involved in GCSE work or work involving continuous assessment;
8. Adequate time to be ensured for in-service education and training within directed time;
9. A change in teachers' conditions of service to ensure that no teacher is required to cover for anything other than the first day of an unexpected absence;
10. The provision of all substitute cover from central funds; and
11. The level for entitlement to a non-teaching Principal to be lowered to 150 pupils.

### **Salary Claim 1994**

The Northern Ireland Teachers' Council tabled the following claim:

- (a) The Northern Ireland Teachers' Council deplores the imposition of the 1993 Management Side Pay Award on the teaching profession in Northern Ireland. NITC remains committed to the central negotiation of teachers' salaries within Northern Ireland. The Council is totally opposed to the new spine points for so-called 'excellence' contained within the 1993 pay award; to regional pay; to merit pay; to performance related pay; and to school based pay bargaining.
- (b) As an interim measure NITC calls for an increase of not less than 6 per cent for all teachers, including Principals and Vice-Principals, from the 1<sup>st</sup> April 1994.
- (c) NITC calls for the abolition of the pay flexibilities (introduced in the 1993 imposition) through an extension of the career ceiling for all teachers by absorbing the 3 excellence points and the 2 recruitment and retention points into a 5 point extension to the teachers' pay spine and through continued progress up the incremental spine not to be unreasonably withheld.
- (d) NITC calls for three levels of responsibility for supervising and leading the work of teams of colleagues, these levels of responsibility to replace the present assimilated 5 points for responsibility.
- (e) Council calls for non-promoted nursery school teachers to be treated on the same basis as teachers in 2-teacher primary schools.
- (f) Council calls for the restoration of incremental credit to teachers in respect of:
  - (i) Post graduate professional training;
  - (ii) Extended full-time study beyond 3 years which leads to additional academic qualifications;
  - (iii) One spine point for each year of relevant industrial, commercial, professional or research experience of value to the teacher in the performance of his/her duties;
  - (iv) One spine point for each three years of other remunerated or unremunerated experience, including caring for children during a career or other break from teaching which should be regarded as other 'unremunerated experience' as was the case under the terms of previous salary arrangements.
- (g) Council condemns the arbitrary manner in which the conditions of service elements in the 1993 claim were dismissed by the Employers. In re-submitting these claims, Council demands that the Employers respond in a positive manner to those claims which will alleviate the workload of teachers arising from the implementation of the Government's reform programme.

Council accordingly calls for:

1. All nursery classes and Key Stage 1 classes to be limited to a maximum of 20 children;
2. (a) A maximum class size in primary schools of 25 pupils in single-age classes, of 20 pupils in two-age groups classes and of 15 pupils in classes consisting of three or more age groups;  
(b) A maximum class size in secondary schools of 25 pupils in all non-practical subjects;
3. A maximum limit of 16 pupils for all practical subjects in all classes in primary and secondary schools;

4. The provisions for class sizes in practical subjects contained in Department Circular 1978/36 to be updated to take account of curricular changes in recent years and to provide adequate and safe supervision of pupils in all subjects with which hazards are associated;
5. A minimum guarantee to all teachers of teaching Support Time equivalent to 20% of their normal timetable;
6. Additional Teaching Support Time to all teachers connected with the organisation, administration and pastoral needs of the school;
7. Additional Teaching Support Time to teachers involved in GCSE work or work involving continuous assessment;
8. Adequate time to be ensured for in-service education and training within directed time;
9. A change in teachers' conditions of service to ensure that no teacher is required to cover for anything other than the first day of an unexpected absence;
10. The provision of all substitute cover from central funds; and
11. The level for entitlement to a non-teaching Principal to be lowered to 150 pupils.

### **Salary Claim 1995**

Council condemns:

- (a) The 30% decline in teachers' salaries compared with non-manual earnings since 1974.
- (b) The Government's continued imposition of such depressed salary levels through a public sector pay policy with its emphasis on salary cuts for teachers and other public servants.
- (c) The failure of the Northern Ireland employing authorities to restore teachers' salaries to proper professional levels or to provide a coherent salary structure.

Council calls for a new salary structure which focuses on:

1. greater investment in the public education service to meet the needs identified in the DENI "Strategic Analysis Document";
2. restoration of proper levels of pay;
3. the following principles:
  - (a) a pay structure in which teachers' pay levels are determined by qualifications, experience and responsibilities and which is binding on all grant-aided schools in Northern Ireland;
  - (b) a common basic pay scale which properly rewards teachers for the demands of classroom teaching of the order of £14,750 to £27,000; which will ensure parity at least with teachers in England and Wales; which will be implemented over a two year period with the first year rise based on a substantial increase on all salaries, including the salaries of principals and vice-principals, from 1 April 1995. This increase will offset the movements in the Index of Retail Prices and decreases to teachers' salaries arising from the 1994 Budget and commence the restoration of teachers' pay to proper professional levels. Council further calls for this increase to be fully financed by Government;

- (c) responsibility allowances based upon responsibilities and not upon a teacher's position on the salary scale and awarded on a permanent basis;
- (d) the abolition of the pay flexibilities (introduced in the 1993 pay award) through an extension of the career ceiling for all teachers by absorbing the 3 excellence points and the 2 recruitment and retention points into a 5 point extension to the teachers' pay spine and through continued progress up the incremental spine not being unreasonably withheld;
- (e) statutory minimum limits on the number of posts for additional responsibility within each school and the individual right of appeal on grading going to an independent body;
- (f) non-promoted nursery school teachers to be treated on the same basis as teachers in 2-teacher primary schools;
- (g) a rejection of performance related pay in any form;
- (h) mandatory and proper salary levels for teachers of children with special educational needs.

The following conditions of service claim were presented:

Council in submitting these claims, demands that the employers respond in a positive manner...which will alleviate the workload of teachers arising from the implementation of the Government's Reform Programme.

Council accordingly called for:

1. All nursery classes and KS1 classes to be limited to a maximum of 20 children;
- 2 (a) A maximum class size in primary schools of 25 pupils in single-age classes, of 20 pupils in two-age group classes and of 15 pupils in classes consisting of three or more age groups;
- 2 (b) a maximum class size in secondary schools of 25 pupils in all non practical subjects;
3. A maximum limit of 16 pupils for all practical subjects in all classes in primary and secondary schools;
4. The provisions for class sizes impractical subjects contained in the Department Circular 1978/36 to be updated to take account of the curricular changes in recent years and to provide adequate and safe supervision of pupils in all subjects with which hazards are associated;
5. A minimum guarantee to all teachers of Teaching Support Time equivalent to 20% of their normal timetable;
6. Additional Teaching Support Time to all teachers connected with the organisation, administration and pastoral needs of the school;
7. Additional Teaching Support Time to teachers involved in GCSE work or work involving continuous assessment;
8. Adequate time to be ensured for in service education and training within directed time;
9. A change in teachers' conditions of service to ensure that no teacher is required to cover for anything other than the first day of an unexpected absence;
10. The provision of all substitute cover from central funds; and

11. The level for entitlement to a non-teaching Principal to be lowered to 150 pupils.

### **Salary Claim 1998**

Northern Ireland Teachers Council calls for substantial, unstaged, increase from 1 April 1998 for teachers and principals/vice-principals at all points of the pay structure. In order to motivate a quality teaching force, this increase must be significantly above that required merely to keep pace with inflation and average earnings increases.

It remains the view of Council that there must be a commitment, on the part of Government, to the achievement of higher salary levels for teachers. Council would accordingly seek an assurance that the salary increase for 1998 will be the first significant step towards the achievement of this objective.

### **Conditions of Service Claim 1998**

Council demands a positive response from the employers to the claim for a common approach to staffing standards in all grant-aided primary and secondary schools. Council prioritises the claim for an immediate updating of the DENI Circular 1978/36 on Class Sizes in Practical Subjects, which has been under consideration, with the department of Education and the Employing Authorities, since being tabled in 1995. Council welcomes the pledge of Education Minister, Mr Tony Worthington, to reduce class sizes for pupils in Key Stage 1 classes and called on Management Side to make specific recommendations on class sizes to cover pupils in all grant-aided primary and secondary schools.

### **Salary Claim 2000**

NITC demands a substantial, fully funded and unstaged salary increase for all teachers, principals and vice-principals, at all points in the salary structure effective from 1 April 2000 with the same increase to be significantly above that required to keep pace with the increases in average earnings and inflation. Such an increase is necessary:

- To enable teaching to compete effectively with other graduate professions;
- To secure the retention in the profession of teachers in early career;
- To reward and motivate those who have remained in the profession into mid and late career, and to deliver the Government's objective of a high quality education service.

NITC reiterates its policy of parity and equivalence at least with pay levels for teachers in England and Wales.

NITC reaffirms its policy of opposition to performance related pay; school based pay bargaining, discretion and flexibility regarding pay awards for some teachers.

NITC affirms the necessity for restructuring salaries to rectify the anomalies created by the pay spines, including addressing the erosion of salary differentials at vice-principal and senior management level.

NITC demands the provision of fully funded additional financial incentives for experienced teachers through an extension of the present salary spine.

### **Conditions of Service Claim 2000**

NITC proposes that:

- Principals' conditions of services be amended to provide that they may not require any teacher to teach a class of more than 30 pupils;
- Similar provision be made to the conditions of service of classroom teachers;
- There should be appropriate lower limits for particular categories of class such as classes with SEN pupils, practical classes, mixed age range classes and reception classes, for example, with no more than 20 pupils in practical classes.

Teacher support time is a critical issue for teachers in all sectors but particularly in the primary sector:

NITC proposes that:

- Teachers' conditions of service be amended to provide entitlement to a minimum of 20% of the teachers timetable free of contact with pupils;
- Newly qualified teachers' conditions of service be amended to provide entitlement to a minimum of 40% of the teaching timetable free of contact with pupils;
- Principals' conditions of service be amended to provide that they may not direct teachers to undertake duties in conflict with this, other than in respect of the obligation to provide cover;
- Teachers' conditions of service be amended to provide that those teachers with additional responsibilities be contractually guaranteed additional non-contact time adequate to discharge properly those responsibilities. (abridged)

### **Salary Claim 2001**

NITC demands a substantial, fully funded and un-staged salary increase for all teachers, principals and vice-principals, at all points in the salary structure effective from 1 April 2001 with the same increase to be significantly above that required to keep pace with the increases in average earnings and inflation. Such an increase is necessary:

- to enable teaching to compete effectively with other graduate professions;
- to secure the retention in the profession of teachers in early career;
- to reward and motivate those who have remained in the profession into mid and late career, and to deliver the Government's objective of a high quality education service.

NITC reiterates its policy of parity and equivalence at least with pay levels for teachers in England and Wales.

NITC reaffirms its policy of opposition to performance related pay, school based pay bargaining, discretion and "flexibility" regarding pay awards for some teachers.

NITC affirms the necessity for restructuring salaries to rectify the anomalies created by the pay spines, including addressing the erosion of salary differentials at vice-principal and senior management level.

NITC demands the provision of fully funded additional financial incentives for experienced teachers through an extension of the present salary spine.

### **Conditions of Service Claim 2001**

Conditions of Service claims remain a priority area. Council welcomes the establishment of the DE Working Party on Teachers' Workload and Bureaucracy and awaits its recommendations. Council does not accept that conditions of service are best left to decisions at local level. The lack of progress in recent years bears testimony to the sterility of this approach.

#### **Class Sizes**

NITC welcomes the introduction of maximum class limits for Key Stage 1 pupils. This shows the desirability in principle of statutory class sizes.

NITC proposes that:

- (i) Principals' conditions of service be amended to provide that they may not require any teacher to teach a class of more than 30 pupils;
- (ii) Similar provision is made to the conditions of service of classroom teachers;
- (iii) There should be appropriate lower limits for particular categories of class, such as classes with SEN pupils, practical classes, mixed age range classes and reception classes, for example, with no more than 20 pupils in practical classes.

#### **Teacher Support Time**

Teacher support time is a critical issue for teachers in all sectors but particularly in the primary sector.

NITC proposes that:

- (i) Teachers' conditions of service are amended to provide entitlement to a minimum of 20% of the teaching time-table free of contact with pupils;
- (ii) New Qualified Teachers' conditions of service are amended to provide entitlement to a minimum of 40% of the teaching time-table free of contact with pupils;
- (iii) Principals' conditions of service are amended to provide that they may not direct teachers to undertake duties in conflict of this, other than in respect of the obligation to provide cover;
- (iv) Teachers' conditions of service be amended to provide that those teachers with additional responsibilities be contractually guaranteed additional non-contact time which is adequate to discharge properly those responsibilities.



## **Salary Claim 2002**

NITC calls on the Northern Ireland Executive and the employers to establish an independent enquiry into the pay levels, salary structure, workload and conditions of service applying to teachers and principals/vice-principals.

NITC welcomes the agreement in Scotland which:

- (i) Limits the working week of teachers to 35 hours;
- (ii) Provides for a phased introduction of a maximum class contact of 22.5 hours for all teachers in primary, secondary and special schools;
- (iii) Provides guaranteed marking and preparation time for all teachers of no less than one third class contact time; and
- (iv) Provides for a simpler salary structure which will allow most teachers to reach a salary of £35,000.

NITC reiterates its long-standing policy objectives which include:

- (a) Opposition to performance related pay, school based pay bargaining, discretion and "flexibility" regarding pay awards for some teachers;
- (b) The necessity for salaries to be restructured to rectify the anomalies created by the pay spines at principal, vice-principal and senior management levels;
- (c) The provision of fully funded additional incentives for experienced teachers through an extension of the present salary spine.

NITC also demands:

- (d) A substantial, fully funded and un-staged salary increase for all teachers, principals and vice-principals, at all points in the salary structure, effective from 1 April 2001 with the increase to be significantly above that required to keep pace with the increase in average earnings and inflation;
- (e) Parity and equivalence at least with pay levels for teachers in England and Wales.

NITC declares that, in the event of the Executive failing to set up an inquiry to take other appropriate measures, action will be taken initially to limit teachers' working time to no more than 35 hours per week and to protect the conditions of service of principals-particularly teaching principals.

## **Salary Claim 2003**

NITC welcomes the establishment of the Independent Enquiry into the pay levels, salary structure, workload and conditions of service applying to teachers, principals/vice principals.

NITC reiterates its long-standing policy objective of opposition to performance related pay, school-based pay bargaining, discretionary and flexibility regarding pay awards for some teachers.

Council demands a fully funded and unstaged salary increase for teachers (11.64% for the current main scale and 9.26% for the upper pay range) from 1 April 2003 to ensure that the career awards of classroom teachers match those available to their colleagues in Scotland.

Council calls for an equivalent increase for principals and vice principals. These increases are designed to ensure continuing parity and equivalence at least, with pay levels for teachers in England and Wales.

NITC also reiterates its opposition to the Management Side proposal to introduce a system of Staff Development Performance Management linked to pay.

## APPENDIX 2: WORKLOAD AND BUREAUCRACY

The following list of administrative tasks was removed from teachers' duties in Scotland and the Government in England has agreed teachers should no longer be required to administer. INTO seeks the immediate removal of the following from the conditions of service of teachers in Northern Ireland:

- Collecting money;
- Chasing absences – teachers will need to inform the relevant member of staff when students 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 students 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;
- Invigilating examinations – see distinct provisions below;
- 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;
- Co-ordinating 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.
  - INTO also believes that the following list of tasks should not routinely be carried out by teachers. The list is illustrative and not exhaustive. These tasks should be undertaken by support staff thereby allowing the skills and experience of teachers to be deployed most effectively.
- The supervision of pupils within the schools grounds, in dining and/or recreation areas during school hours but out-with scheduled teachers class contact time;
- The first aid administration of drugs;
- Administration of after-school care;

Documenting and maintaining pupil disciplinary records.