



TRIBUNAL ON TEACHERS' SALARIES

REPORT PRESENTED

to the

MINISTER FOR EDUCATION





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REPORT

I. INTRODUCTION

1. We were appointed by the Minister for Education on 15 December, 1967. Our terms of reference were as follows :—

- (a) To recommend a common basic scale of salary for teachers in national, secondary and vocational schools.
- (b) To recommend what appropriate additions might be made to the basic scale in respect of qualifications, length of training, nature of duties, etc.

Early in our deliberations, we were requested to include teachers in comprehensive schools in these terms of reference.

2. We have had 20 meetings. The rules of procedure which we agreed and applied are set out in Appendix 1. Early in January, we wrote to each recognised organisation giving our terms of reference and rules of procedure and inviting a reply by 31 January, indicating whether or not it wished to present evidence to us. The organisations, etc., from which we heard evidence are listed in Appendix 2. Summaries of the evidence presented are given in Appendix 3.

II. PRESENT POSITION

3. Details of the salary scales, superannuation schemes, allowances for qualifications and posts of responsibility and arrangements for probationary service, which are at present in force, are given in Appendices 4 to 9.

4. Appendix 4 gives the salary scales for the four categories of teacher. Each category has a different scale, with national teachers on the lowest scale and comprehensive teachers on the highest. The emoluments of national and comprehensive teachers are paid by the Department of Education. Those of vocational teachers are paid by local authorities, who are reimbursed to the extent of about two-thirds of their expenditures by the Department of Education. The Department is directly responsible only for the incremental scale and allowances of secondary teachers: over and above the incremental scale, the secondary schools pay a basic salary of not less than £200 a year to a prescribed minimum number of lay teachers and, following an agreement of May, 1964, between the Association of Secondary Teachers and the Catholic Managerial Schools, a further non-pensionable amount of 12½ per cent of the standard salary* of a married

*Standard salary equals minimum school salary of £200 plus the Department's incremental salary. As can be seen from end of paragraph 6, this is also the pensionable salary.

man. About 2,200 lay secondary teachers benefit from this agreement of May, 1964.

5. The scales and allowances for comprehensive teachers were fixed by the Department when these schools were being established. Those for national, vocational and secondary teachers have resulted from separate proceedings through the conciliation and arbitration machinery between the Departments of Education and Finance, on the one hand, and the associations of national, vocational and secondary teachers, respectively, on the other, with the Association of Vocational Education Committees represented also in the case of vocational teachers.

TABLE I
*Changes in Basic Scale since 1947**

Date		National teachers	Secondary† teachers		Vocational teachers
31/12/46	Married men	£225-£525	£280-£610	Men	£315-£520
	Single men	£225-£416	£280-£490		
	Women	£210-£386	£250-£440	Women	£300-£440
1/1/50	Married men	£300-£575	£360-£670	Men	£345-£550
	Women/ Single men	£250-£450	£300-£520	Women	£325-£470
1/4/51	Married men	£340-£650	£390-£770	Men	£390-£615
	Women/ Single men	£285-£525	£335-£610	Women	£368-£527
1/11/52	Married men	£370-£694	£422-£820	Married men	£422-£820
	Women/ Single men	£313-£563	£365-£652	Women/ Single men	£365-£652
1/10/55	Married men	£370-£725	—		—
	Women/ Single men	£313-£589	—		—
1/11/55	Married men	£400-£800	£461-£884		£461-£884
	Women/ Single men	£340-£640	£399-£706		£399-£706
1/8/56	Married men	£400-£800	£486-£960		£461-£884
	Women/ Single men	£340-£640	£418-£760		£399-£706
1/9/58	Married men	£424-£848	£515-£1,018		£487-£910
	Women/ Single men	£360-£678	£443-£806		£419-£726
1/6/59	Married men	—	—		£526-£961
	Women/ Single men	—	—		£450-£760
1/3/60	Married men	£445-£900	£535-£1,070		£555-£1,040
	Women/ Single men	£375-£715	£460-£845		£477-£822

Date		National teachers	Secondary† teachers	Vocational teachers
1/11/61	Married men	£505-£1,020	£607-£1,215	£630-£1,180
	Women/ Single men	£430-£810	£522-£959	£541-£933
1/4/63	Married men	£525-£1,100	—	—
	Women/ Single men	£450-£875	—	—
1/9/63	Married men	£670-£1,200	—	—
	Women/ Single men	£540-£960	—	—
1/10/63	Married men	—	£750-£1,325	£770-£1,300
	Women/ Single men	—	£600-£1,055	£615-£1,040
1/2/64	Married men	£750-£1,345	£840-£1,485	£865-£1,450
	Women/ Single men	£605-£1,075	£670-£1,180	£695-£1,160
1/11/64	Married men	—	£840-£1,600	—
	Women/ Single men	—	£670-£1,270	—
1/12/64	Married men	£770-£1,490	—	—
	Women/ Single men	£620-£1,190	—	—
1/1/65	Married men	—	—	£890-£1,610
	Women/ Single men	—	—	£715-£1,285
1/6/66	Married men	£822-£1,542	£892-£1,652	£942-£1,662
	Women/ Single men	£659-£1,229	£709-£1,309	£754-£1,324

*The scales for secondary and vocational teachers are subject to a deduction of 5% for superannuation. National teachers' salaries are non-contributory.

†The scale shown for secondary teachers consists of the basic school salary of £200 and the incremental scale (the rate of the basic school salary for women was, however, £180 until 1954).

TABLE I gives the dates on which the basic salaries of national, vocational and secondary teachers have been increased since the end of 1946, together with a brief summary of the size of the adjustment on each occasion. Shortly after the scale for teachers in comprehensive schools had been fixed by the Department of Education, the Irish National Teachers' Organisation, the Vocational Teachers' Association and the Association of Secondary Teachers submitted claims which, if granted, would have brought their members on to the comprehensive school scale. These claims have not been completely processed through the conciliation and arbitration machinery.

6. Appendix 5 summarises the superannuation schemes now in force. The schemes for vocational, secondary and comprehensive teachers are contributory: national teachers' pensions are non-contributory. For national, vocational and comprehensive teachers, pensionable salary consists of scale salary plus such allowances as

are not specifically declared to be non-pensionable, e.g. children's allowances. For secondary teachers, the position is similar except that (i) in the matter of school salary only the prescribed minimum of £200 is pensionable whilst the 12½ per cent addition under the agreement of May, 1964, is non-pensionable, and (ii) participation in the superannuation scheme is voluntary.

7. Appendix 6 gives a brief statement of the allowances which are paid for qualifications and responsibility. The Department of Education pays graded allowances to principals in national and vocational schools, and a flat-rate allowance to principals in comprehensive schools. And there are flat-rate allowances to vice-principals in these three categories of school. The Department makes no provision for allowances to principals and vice-principals in secondary schools. Nor does it make any provision in any school for other posts of responsibility. Allowances are payable at the same maximum rate in all schools for honours qualifications; only national teachers receive allowances for qualifications at pass level. The maximum payment for qualifications is in all cases £110 p.a.

8. The minimum qualifications required from a teacher in each category of school are described in Appendix 7. Broadly, a national teacher must have completed a two-year course at a recognised training college; a vocational teacher must possess in general a pass degree or other recognised qualification in his subjects; a secondary teacher must have a pass degree, have completed a course of training in the theory and practice of education, and have at least one year's satisfactory experience in a recognised secondary school. The minimum requirements for employment as a teacher in a comprehensive school are roughly those prescribed for secondary or vocational schools, depending on the subject(s) to be taught.

9. The present arrangements for probationary service are summarised in Appendix 8. In national and vocational schools, the period of probation is two years, and an increment is payable at the end of the first year given satisfactory performance. In comprehensive schools, the probationary period is one year, and the first increment becomes payable when one year's satisfactory service has been completed. In secondary schools, a teacher must *inter alia* have completed one year's satisfactory experience before he or she can be registered, and thus become eligible for entry to the incremental scale paid by the Department of Education.

10. Appendix 9 gives the lengths of the school year in the different categories of school. In national schools, the school year starts on 1 July: four and a half hours of instruction must be provided for in the timetable for each school day, and the schools must be in operation for a minimum of 190 days in the school year. In vocational schools, the school year commences on 1 September. In general, a whole-time vocational teacher is expected to give 950

hours in each session (that is, 25 hours per week for 38 weeks actual teaching), and one hour's evening teaching is equated with one and a half hour's day teaching. In secondary and comprehensive schools, the school year begins on 1 August : where there is a five-day week, these schools must remain in operation for a minimum of 180 days in each school year, and a minimum of 28 hours of instruction must be provided per week. In secondary schools 18 hours per week is a minimum for the teachers : in comprehensive schools 26 hours is the maximum working week for the teachers.

III. RECOMMENDATIONS ON COMMON SCALE ALLOWANCES, ETC.

11. *Common Basic Scale* : We recommend that this should be as follows :

(a) women and single men :

£750—28 x 5—36 x 5—40 x 7—£1,350.

(b) married men :

£950—35 x 5—45 x 5—50 x 7—£1,700.

In the evidence presented to us, the need to improve the status of teachers, and to establish a proper relationship between their emoluments and those in other occupations, was repeatedly emphasised. The status of a profession is not determined by economic considerations alone. In so far as such considerations are relevant, we have had them in mind in reaching our recommendations relating to allowances. In fixing the common scale we have had regard to such general increases in salaries as may occur during 1968-69.

12. *Probationary service* : We recommend that the period of probation in all schools should be one year, that a teacher on probation should in future receive a salary equal to the minimum of the common scale plus the appropriate allowances for length of training and qualifications, and that the first increment should become payable on completion of one year's satisfactory service from the date of commencement of duty. The decision as to whether or not the year's probationary service is satisfactory should be made by the Department of Education on the recommendation of the appropriate branch of its inspectorate.

13. *Superannuation* : We recommend that there should be a common, contributory superannuation scheme which should apply to all teachers.* Pensionable salary should consist of scale salary plus all allowances with the exception of children's allowances, and it should be subject to a deduction of 5 per cent. Pensions and lump sum payments should be calculated in the manner now prescribed for national and vocational teachers.

*The Department should have discretion to waive the 5% superannuation deduction in the case of secondary teachers who are not members of the existing superannuation scheme for secondary teachers. The Department should also consider how vocational teachers who entered the service before 31 March, 1948, can be assimilated into the new common superannuation scheme.

14. *Length of training* : Teachers with two years' full-time training should enter at the minimum point of the basic scale : teachers with three years' full-time training should enter at the second point on the basic scale (that is, the minimum plus one increment) : teachers with four or more years' full-time training should enter at the third point on the basic scale (that is, the minimum plus two increments). Time spent in acquiring relevant experience should be included in the length of the period of training. The decisions as to what constitutes relevant experience, and as to the way in which years spent in acquiring it should be converted into their equivalent in years of full-time training, should rest with the Department of Education.

15. There are arguments both for and against giving compensation within the basic scale for a period of training over and above the minimum of two years. On the one hand, it is argued that the additional period of training costs money and involves loss of earnings. On the other, it is argued that the longer period of training normally results in a higher qualification which can be used to gain entry to many occupations other than teaching. On balance, we believe that there is a case within the teaching profession for giving compensation for time spent in training over and above the minimum of two years.

16. *Long-service increment* : At the commencement of the twenty-fifth year of service, there should be a pensionable long-service increment of £50 for women and single men, and of £75 for married men, who are not principals, vice-principals or holders of posts of special responsibility. This long-service increment should be withdrawn if the recipient is subsequently promoted to principal, vice-principal or to a post of special responsibility.

17. *School year* : We are of the opinion that the school year should be of the same duration for teachers in national, vocational, secondary and comprehensive schools. It would be for the Department of Education to determine how the movement towards a standard working year for teachers could best be phased.

18. *Allowances for qualifications* : We recommend that allowances should be paid in addition to the common scale as follows :

(a) Higher Diploma in Education (pass)	£25
(b) Higher Diploma in Education (1st or 2nd honours)	£50
(c) Primary degree (pass)	£50
(d) Master's degree by thesis or examination (pass)	£75
(e) Primary degree (1st or 2nd honours)	£100
(f) Master's degree (1st or 2nd honours)	£150
(g) Doctor's degree	£200

Either of the allowances (a) or (b) may be held together with any one of the allowances (c) to (g). Within the framework of these recom-

mended allowances, the Department should determine what allowances should be paid to teachers holding other qualifications, taking account of the allowances now paid for these other qualifications and of the extent to which they are comparable with those listed above.

19. Conflicting evidence was presented on whether or not an allowance should be paid for a pass primary degree. On the one hand, it was argued that a pass degree was the minimum qualification for a teaching post in a post-primary school and in general the minimum status of those who had successfully completed three years or more of training: to pay an allowance for it and also compensate for the period of training in excess of two years would therefore in a sense constitute double compensation for one and the same qualification. On the other hand, it was argued that an allowance is now paid to national teachers for a pass degree, and that length of training and pass degrees are separately rewarded in both Northern Ireland and Britain. To remove the allowance now paid to national teachers for a pass degree would make it extremely difficult to fit existing national teachers into the new framework. We have therefore recommended that all teachers should be eligible for the pass degree allowance.

20. *Other allowances:*

- (a) The children's allowances which are now paid to all teachers should be continued at the levels for the time being in force in the public service generally.
- (b) The gratuity of £100 paid to male teachers on marriage in all schools should be continued at its present level. There is at present a marriage gratuity for women vocational teachers who are required to resign on marriage. This requirement to resign on marriage no longer applies to women teachers in national, secondary and comprehensive schools. The Department of Education should as soon as possible bring women vocational teachers into line in this respect with their colleagues in other categories of school. Women teachers who resign on marriage should have the superannuation contributions which they have made refunded to them.
- (c) The special allowance of £60 p.a. paid to widow teachers in national, vocational, secondary and comprehensive schools should be raised to £125 p.a. and included in pensionable salary. This allowance should cease on remarriage.
- (d) The special grant of 10 per cent of scale salary now paid to national teachers competent to give instruction through Irish in schools situated in the Gaeltacht should be replaced by an allowance of £125 p.a. without differentiation on the basis of sex or marital status. This flat allowance should be paid to teachers in all schools in the Gaeltacht in which instruction is given through the medium of Irish.

- (e) In the case of national schools outside the Gaeltacht for Irish-speaking children, the present scheme should be continued, namely, a principal should be granted two additional increments within the scale and other teachers one additional increment within the scale. In the case of vocational, secondary and comprehensive schools, the rate of payment should be raised to £3 10s. 0d. per annum for each hour of instruction given through the medium of Irish per week in subjects other than Irish, and the maximum amount which might be paid to a teacher under this head raised to £65 per annum. The Department of Education should consider whether the various allowances described in this sub-paragraph could be replaced by a single scheme which would apply to teaching through Irish in all schools outside the Gaeltacht.
- (f) The island allowance should be raised to £75.
- (g) The Department of Education should consider the feasibility of paying an allowance of £75 p.a. (without differentiation on the basis of sex or marital status) to teachers in schools in which acute difficulties are being experienced in recruiting staff. It has been argued that the scale for comprehensive teachers had to be greater than that for other teachers in order to attract teachers to some of the places in which these schools were located. If a difficulty of this kind exists, it would be preferable to meet it within the framework of an allowance of £75 p.a. paid in addition to the common scale. If it should prove feasible to pay an allowance of this kind, it should not normally be necessary to pay it to all teachers in all schools in a particular locality.

21. Posts of Principal and Vice-Principal: We recommend that graded pensionable allowances should be paid to principals and vice-principals in all schools in addition to the common scale salary. The size of the graded allowances should depend on the "points rating" of the school. This points rating should be determined for each school in respect of each school year on the basis of the attendance of pupils in it on 1 February in the previous school year. The pupils should be classified according to their ages on 1 February in the previous school year, and each group should be given a points weighting as shown in the following table:

Age of Pupils						Points weighting
Under 9 years	..	..	..	..	..	1
Aged 9 years and under 13 years	..	..	..	..	..	2
" 13 "	"	"	15	"	..	3
" 15 "	"	"	16	"	..	4
" 16 "	"	"	17	"	..	5
" 17 "	"	and over	..	..	..	6

In national schools pupils aged 13 years and over should be given a points weighting of 1 point after 31 December, 1972, because by that date we would envisage that the Department's policy of having all children aged 12 years and over in attendance at post-primary schools would have been fully implemented. In vocational schools, pupils in part-time day enrolment and in attendance at evening classes should be converted to whole-time equivalent units, and each such unit given a points weighting of 6 points.

22. The following pensionable allowance should be paid to principals and vice-principals over and above the basic scale :

Points rating of school	Allowances to	
	Principal	Vice-Principal
Under 75	£110	—
75-149	£140	—
150-299	£200	£100
300-449	£260	£150
450-599	£325	£200
600-749	£400	£250
750-899	£475	£300
900-1,099	£550	£350
1,100-1,299	£625	£400
1,300-1,499	£700	£450
1,500-1,699	£775	£500

For each additional range of 250 points beyond 1,699, the principal's allowance should be increased by £75 and the vice-principal's allowance by £50. In the application of the scheme set out in the above table, no vice-principal should be appointed in any school in which there are less than 4 full-time teachers (or their equivalent) other than the principal.

23. *Posts of special responsibility* : Eight grades of post of special responsibility should be introduced and the following graded allowances paid to teachers holding these posts :

Grade of post	Annual Allowance
I	£100
II	£125
III	£150
IV	£200
V	£250
VI	£300
VII	£400
VIII	£500

24. The number and grades of posts of special responsibility available in each school should be determined by reference to the points system. The figures in the following table illustrate the position we would like to see achieved :

Points rating	Number of posts	No. in each grade							
		I	II	III	IV	V	VI	VII	VIII
less than 450 ..	—	—	—	—	—	—	—	—	—
450-599 ..	1	1	—	—	—	—	—	—	—
600-749 ..	2	1	1	—	—	—	—	—	—
750-899 ..	3	2	—	1	—	—	—	—	—
900-1,099 ..	4	2	1	1	—	—	—	—	—
1,100-1,299 ..	5	2	1	1	1	—	—	—	—
1,300-1,499 ..	6	2	1	1	1	1	—	—	—
1,500-1,699 ..	7	2	2	1	1	—	1	—	—
1,700-1,949 ..	8	2	1	1	1	1	1	1	—
1,950-2,199 ..	9	2	1	1	1	1	1	1	1

The Department of Education should have discretion to remove anomalies if these should appear when it makes the calculations for individual schools.

25. Graded allowances for posts of special responsibility should be awarded to teachers on the recommendation of the principal of the school, subject to approval by the managing authority and the Department of Education. Such allowances should be on an annual basis. No teacher with a graded allowance should receive more than the vice-principal in the school in which he is teaching. No graded allowance should be paid to a teacher unless specific responsibilities have been clearly and explicitly delegated to him, and are being carried out by him. The Department of Education should clearly indicate what order of responsibility would be appropriate for each grade of allowance. In schools in which there are both clerical and lay teachers, either the principal or the vice-principal should be a lay teacher, and posts of special responsibility should be apportioned between clerical and lay teachers in accordance with the proportions which they constitute of the total teaching staff of the school. This recommendation has undesirable aspects in that it limits the principal's discretion in rewarding merit and quality. It is necessary, however, if lay teachers are to feel assured that reasonable prospects of promotion lie ahead of them.

IV. OTHER RECOMMENDATIONS

26. In our view, the development of a single profession of teaching in large measure depends on a common scale and a common system of superannuation and of allowances for training, qualifications, posts of responsibility and principals and vice-principals, being applied to all schools. We are therefore concerned that our recommendations should have a durable effect in this direction, and that steps should be taken to minimise strains within and upon the new system. There must be careful planning to ensure that shortages of teachers do not develop in any category of school. A single scheme of conciliation and arbitration should replace the present

separate schemes for national, vocational and secondary teachers. The development of a single profession of teaching might be further assisted if there were a common course of professional training for all entrants, and the possibilities in this direction might be explored by the Department of Education. If a single profession of teaching is to emerge and endure, no recognised secondary school should have any discretion to supplement or augment the common scale or the common system of allowances.

27. We recommend, therefore, that the Department of Education should assume responsibility for paying the full emoluments of recognised secondary teachers. At present, the schools pay a minimum basic salary of not less than £200 p.a. to a prescribed minimum number of their teaching staff. In addition, by an agreement made in May, 1964, between the Association of Secondary Teachers and the Catholic Managerial Schools, lay secondary teachers receive a further non-pensionable amount of $12\frac{1}{2}$ per cent of the basic salary plus the incremental scale. The origin and content of this agreement has featured often in the evidence presented to us. This agreement seems to have given formal expression to improvements in the *ad hoc* payments to secondary teachers which had emerged over the preceding years. We have been left in no doubt that the agreement had divisive effects within the teaching profession. In evidence the point was made that principals of secondary schools should have discretion to make additional payments to teachers for additional duties or for work especially well done. There may be substance in this view, though it must be noted that principals in national, vocational and comprehensive schools have at present no such discretion. If such *ad hoc* payments were made, there would inevitably be pressure to extend them to all secondary teachers and ultimately to all teachers in all schools. As a result, the emergence of a single profession of teaching would be jeopardised.

28. Our belief that the Department of Education should be responsible for the total emoluments of secondary teachers, and that secondary schools should have no discretion in making supplementary payments to their staffs, is reinforced by the fact that fees have been abolished since 1 September, 1967, in almost all secondary schools. This, together with the higher capitation grants which are now being paid by the Department, mean that current expenditures of these schools are now being met almost entirely from public funds, and it must be accepted that the manner in which such funds are used is a matter of legitimate concern to the public. A change from the existing practice to one in which the Department is responsible for the total emoluments of secondary teachers might require a reconsideration of the present scale of capitation grants. We recommend that the Department should assume responsibility for the full emoluments of recognised secondary teachers from 1 September, 1968, or as soon as possible thereafter.

V. MATTERS NOT DEALT WITH IN THIS REPORT

29. We have accepted at this stage the present differentiation in salary scales, between women and single men on the one hand and married men on the other. This differentiation exists in Ireland in many occupations other than teaching. In evidence presented to us, it was argued that this differentiation should now be abolished in the teaching profession. As far as its financing is concerned, education lies almost wholly within the public sector, and we believe that any modification in the differentiation based on sex or marital status in teaching should be made in the context of a decision relating to the public sector as a whole. Our recommendations relating to a common scale have, accordingly, been made within the framework of the existing practice.

30. In evidence presented to us, the Vocational Teachers' Association argued that special arrangements should be made for vocational teachers who taught in apprenticeship or technician courses. We have not considered this problem because it lies outside our terms of reference as we interpret them.

VI. DATE OF OPERATION AND TRANSITIONAL ARRANGEMENTS

31. We recommend that the common scale and the new system of allowances should come into force on 1 September, 1968, and should apply to all teachers who enter the profession on or after that date.

32. In the case of those teachers who are already in receipt of salary on 1 September, 1968, the normal method of assimilation to the new common scale should be as follows :—

- (a) all national teachers should be assimilated at the point of the new common scale corresponding to the point reached by them on their old scale;
- (b) all vocational teachers should be assimilated at the point on the new common scale two increments above the point corresponding to the point reached by them on their old scale, i.e. the third point on the new common scale for those on the minimum of the old scale, the fourth point for those on the first incremental point on the old scale etc.;
- (c) secondary teachers who are in receipt of incremental salary, if they so opt, should be assimilated on the same basis as at (b) above for vocational teachers;
- (d) comprehensive teachers, if they so opt, should be assimilated at the point on the new common scale four increments in the case of married men, and five increments in the case of women and single men, above the point corresponding to the point reached by them on their old scale, i.e. the fourth or fifth incremental point respectively on the new common scale for those on the minimum of the old scale, the fifth

or sixth incremental point respectively for those on the first incremental point on the old scale, and so on.

33. On assimilation at the appropriate point on the new common scale, existing teachers in national, vocational, secondary and comprehensive schools would be eligible to receive the allowances recommended in paragraphs 16, 18, 20, 22, 23 and 24 above in replacement, where appropriate, of existing allowances.

34. Teachers in secondary and comprehensive schools who took up duty before 1 September, 1968, should have the option of assimilation to the new common scale as indicated in paragraph 32 above with eligibility for payment of allowances as indicated in paragraph 33 above or of remaining on their existing salary scales and under existing regulations in the matter of allowances, etc. Each such teacher should notify the Department of Education not later than 31 August, 1968 which option he proposes to take. A teacher who opts to remain within the present arrangements but who subsequently accepts a post carrying an allowance under the new scheme should automatically be assimilated to the whole of the new scheme. An existing teacher who does not enter the new scheme should not receive an increase in total emoluments, on the occasion of any future increases in the common scale or in the new allowances, which is in absolute terms greater than that which he (or she) could have obtained within the new scheme.

35. It would be in accordance with normal practice if our recommendations were applied in such a way that no existing teacher suffered a reduction in his emoluments.

36. We wish to record our appreciation of the help we have received from our Secretary, Mr. Art Ó Callanáin. We cannot speak too highly of his courtesy, accuracy and diligence in everything concerning the work of the Tribunal.

LOUDEN RYAN (Chairman)

ERNEST E. BENSON

MAURICE P. COSGRAVE

L. M. FITZGERALD

CATHAL O'SHANNON

ART Ó CALLANÁIN

Secretary.

23 April, 1968.

APPENDIX No. 1

RULES OF PROCEDURE

1. All the proceedings of the Tribunal will be private and confidential. Sitings of the Tribunal will not be open to the public or the Press.

2. Recognised bodies wishing to give evidence must submit written statements in summary form in advance of their appearance before the Tribunal. When appearing before the Tribunal, their evidence would be given orally and would as far as possible take the form of an amplification of their written summary.

3. During the hearing of the oral evidence, up to three representatives of each of the three major teachers' organisations and up to two from each of the Departments of Finance and Education may if they wish be present.

4. Only members of the Tribunal may address questions to representatives giving evidence. If representatives of bodies other than the one presenting evidence wish to ask questions, these must be channelled through the Chairman and will be presented at his discretion.

5. The Tribunal would wish that each recognised body wishing to appear before it should appoint not more than four representatives to present evidence on its behalf (i.e. for the three major teachers' organisations, three representatives as listed in paragraph 3 above, plus one other). Witnesses or advisers may only be called by permission of the Tribunal. The Tribunal will grant permission to do so only in exceptional circumstances.

6. In general, it is the wish of the Tribunal that its procedures should be as informal as possible.

APPENDIX No. 2

LIST OF RECOGNISED BODIES, ETC., WHICH PRESENTED
ORAL EVIDENCE

Irish National Teachers' Organisation:

An Seanadóir S. Ó Brosnacháin;

Mr. M. J. Griffin;

Mr. T. Gilmore.

Vocational Teachers' Association:

Mr. S. Cooney;

Mr. M. Slattery;

Mr. C. McCarthy;

Mr. K. McBrien.

Association of Secondary Teachers, Ireland:

Mr. S. Ó Broiméil;

Mr. D. Buckley;

An Seanadóir D. Ó Conalláin;

Mr. C. O'Gara;

Mr. R. Barr, B.L.;

Miss M. McDonagh.

Representative from Department of Education:

D. Uas. Ó Laoghaire.

Representative from Department of Finance:

Mr. J. R. Whitty.

Teachers in Cootehill Comprehensive School:

B. Uas. Ó Mórdha;

Mr. B. Hannon;

Mr. R. Rice.

Representatives from recognised Managerial Associations:

Rev. J. Hughes, S.J.;

Mother M. Jordana, O.P.;

An Br. P. S. Breathnach;

Mrs. S. Morgan;

Rev. G. Miles.

Association of Chief Executive Officers:

Mr. S. Clayton;

Mr. A. Waldron;

Mr. P. Fleming;

Mr. L. Mulcahy.

Irish Vocational Education Association :

Rev. W. Breen, C.C.

WITNESSES

Rev. Dr. Cregan, Principal, St. Patrick's Training College.

NOTE TO APPENDIX No. 3

This Appendix contains the summaries of the evidence presented orally to the Tribunal by the recognised bodies, etc., listed in Appendix No. 2. The summaries are arranged in chronological order and were prepared by the Secretary to the Tribunal.

Written submissions were made to the Tribunal by the teachers in Carraroe comprehensive school and by the Federation of Catholic Lay Secondary Schools. A copy of each of these submissions is also included in this Appendix.

In addition, a written submission was received from the Chief Executive Officer, Co. Carlow Vocational Education Committee.

APPENDIX No. 3

17 JANUARY, 1968—IRISH NATIONAL TEACHERS' ORGANISATION

1. Reference was made to :

- (a) The fundamental importance of the teaching service.
- (b) The need for maintaining a contented teaching force by ensuring that the profession was adequately remunerated.
- (c) The need for a single profession of teaching as education was a gradual process and each stage of a child's education was interdependent and of equal importance.
- (d) The necessity accordingly for a common basic scale of salary with a view to the fusion of the different sectors of education.
- (e) The present economic climate which was a favourable one for improving the salary position of teachers.

2. Attention was also drawn to the fact that :

- (a) The cost of living had increased by about 10.3 per cent since 1 December, 1964, but the salaries of national teachers (apart from the 10th round which applied only to those teachers whose salaries did not exceed £1,200) had remained static.
- (b) In the case of transportable goods industries, there had been increases of 3.7 per cent in weekly earnings in 1965, 11.9 per cent in 1966 and from March, 1966 to June, 1967 there was an increase of 14.5 per cent.
- (c) The Gross National Product had increased 5.8 times between 1938 and 1966. If increases in direct proportion to those in G.N.P. had been applied to the salaries of national teachers the maximum of the married man's scale at the end of 1966 would be £2,070—as against the figure of £1,490.
- (d) Official promises were made in 1963 and 1964 to improve the status of teachers. Between 1964 and 1966 G.N.P. increased by 11.8 per cent and a further increase of 4.5 per cent seemed likely for 1967. If the salaries of national teachers had merely kept pace with the increase in G.N.P. since 1964 the maximum of the married man's scale should now be £1,741.
- (e) In 1947 the Organisation had produced a booklet entitled "A Plan for Education" and the suggestions in that document included all the recent developments in education.

- (f) The school leaving age should be raised beyond the present statutory limit of 14 years as children at that age are at a most vital stage of development and further education would be of great assistance to them. A community is assessed not on its intellectual elite but on the broad masses of its people.
- (g) The Organisation had established an educational committee to deal with the curriculum followed in national schools.
- (h) The Irish system of education had evolved in separate compartments, differently administered and financed.
- (i) There was only one art of teaching, there should be one integrated profession of teaching with a common basic scale of salary and fluid movement of teachers from one branch to another. In this connection An Taoiseach was reported as stating at the recent Ard-Fheis that there should be parity of salary between the various groups of teachers.
- (j) Conditions and methods of appointment of teachers would be relevant to the creation of a unified profession but presented difficulties as there were different appointing authorities. It might be anticipated that these authorities would be unwilling to relinquish their power of appointment.
- (k) The possibility that persons in deciding what career to follow and what degree course to take were guided by salary differentials and future prospects would not be irrelevant.
- (l) There was a general shortage of teachers. There is a certain wastage due to emigration — to Canada and Britain in particular where salaries are more attractive. Wastage is controlled during the first 5 years of service owing to the guarantee given to serve for a minimum of 5 years following training.
- (m) The pupil/teacher ratio had improved in recent years. Nevertheless, in reply to a recent Dáil Question, it was stated that in Dublin City there were 289 classes of 50 pupils or more.
- (n) In 1963/64 many of the younger teachers were discontented but certain measures were then taken to improve the situation. At present, however, there was a general feeling of discontent.

24 JANUARY, 1968—VOCATIONAL TEACHERS' ASSOCIATION

1. Up to 1966 the vocational school and secondary school followed distinct programmes—the former concerned with a two year course for students entering at 13 or 14 years of age and, to a lesser extent,

with apprenticeship education and adult education. Recent policy changes, however, have resulted in the age of entry to vocational schools being reduced to 12+ in line with other post-primary schools and the introduction in vocational schools of the Intermediate and Leaving Certificate courses. Three comprehensive schools are at present in operation and, by and large, vocational teachers, secondary teachers and certain national teachers were eligible for appointment in those schools. Efforts are being made to rationalise the facilities for post-primary education throughout the country with a view to the creation of post-primary centres offering both academic and technical subjects so that each pupil would have the opportunity of choosing the subjects best suited to his individual aptitudes. As all post-primary schools now provide the same courses all teachers in such schools should receive the same salaries.

2. The introduction of the schemes for free post-primary education and free transport together with the stated intention to raise the school leaving age to 15 by 1970 will result in greater participation in post-primary education. Reference was made in Chapters VI, VII and VIII of the Report of the Study Team on Investment in Education to the lack of such participation and to the future requirements in that area. Paragraphs 32, 33, 34 and 36 of Report No. 16 of the National Industrial Economic Council are also relevant in that context. The maximum utilisation of the teaching force would require the mobility of teachers as between all sectors of the post-primary system.

3. Substantial disparities exist between the salary payable to vocational teachers and to other post-primary teachers. The first problem arising therefrom is one of inequity. It is urged that all post-primary schools should co-operate. If, however, one institution may pay higher salaries than the other, a situation is created where competition is invited. The more able teachers would be attracted to one type of institution thereby reducing the value and significance of the education provided in the other type of institution.

4. An additional 12½ per cent of the married man's scale is payable to all lay secondary teachers consequent on the agreement of May, 1964, between the A.S.T.I. and the Catholic Managerial Bodies. Up to that time vocational teachers and secondary teachers had much the same scales and this position should be restored. In particular, in the changed circumstances since 1966 there is no valid argument for the retention of this arrangement. Furthermore, post-primary education is now substantially free and consequently contributions in place of fees are made by the State to the secondary schools.

5. Two large schools have been established in Dublin City for the purpose of carrying out a fully comprehensive education programme. In one of the schools the principle of mixed group classes was adopted and experiments in setting were carried out in the other with a view to contrasting the two methods. These experiments necessitated the

appointment of housemasters. The teachers engaged in this work did not receive any additional remuneration therefor. Nevertheless, all post-primary schools will be expected to follow that lead—the case of Navan Vocational School was instanced.

6. It is necessary to preserve the principle of equality of treatment for all teachers in the same area of teaching irrespective of their special discipline. This principle becomes particularly evident in the case of teachers of practical or technical subjects. With increased participation in post-primary education, a considerable majority of the pupils tend to move into the more academic type of post-primary school. A similar tendency occurs in Britain (e.g. Enfield College of Technology). It would, therefore, be a serious step if the status of subjects within a school were downgraded. The approach to the educational importance of practical and technical subjects is becoming more and more sophisticated and requires more and more expertise on the part of the teacher.

7. In recent years the low salaries payable to vocational teachers resulted in an acute shortage of candidates for the teacher-training courses conducted by the Department of Education. The Department, therefore, reduced its requirements for entry to those courses to meet the problem of supply. In the case of secondary teachers there is an independent body, (i.e. the Registration Council) which determines the minimum qualifications required for registration as a secondary teacher. No such mechanism exists in the case of vocational teachers for whom the range of qualifications was much wider and more complex and less amenable to simple minimum rules. To ensure that the plans for future development are implemented a wider range of qualifications is necessary and this makes the establishment of some system such as an Institute of Education to ensure minimum standards all the more urgent. The development of education will require the fostering of initiative at school level. This raises the question of greater emphasis on collegiate administration. This concept is impossible unless there is equality of esteem among the various disciplines. Every post-primary teacher should be potentially capable of qualifying for the maximum income within that area of education.

8. A common basic scale and a new system of allowances must provide an appropriate increase in the real standards of all teachers. Not alone must the minima and maxima of the scales be improved but the scales themselves reduced in length. Present rates are inadequate and there is a serious shortage of teachers which is causing considerable anxiety throughout the country.

9. The common basic scale and allowances must be interpreted to exclude sex discrimination. It is the policy of the Organisation that married women should be employed in a permanent whole-time capacity.

10. The Organisation has no objection to national teachers being brought to the same salary level as post-primary teachers.

30 JANUARY, 1968—TEACHERS IN CARRAROE COMPREHENSIVE SCHOOL

We enthusiastically endorse the principle of a common basic salary for all teachers as being in the interests of the profession and the unity of the educational world.

However, since real equality will not be gained by exactly equal salaries we feel that a case can be made for extra allowances being paid to Comprehensive School Teachers.

We base this contention on the following facts :

- (a) We work in State-directed experimental schools. Work in experimental and novel conditions may make greater demands on us, and requires permanence of personnel;
- (b) We possess no variable additional source of income over and above State paid salary;
- (c) The nature of a comprehensive curriculum will always necessitate a five and a half day week.

Reaffirming our enthusiasm for a common equal basic salary, we recommend a non-contributory pension scheme for all in the interests of the profession.

31 JANUARY, 1968—ASSOCIATION OF SECONDARY TEACHERS, IRELAND

1. Arguments are not being presented in support of the case for an appropriate increase in the real standards of all teachers as this had been done by the representatives of the two other groups of teachers. The Tribunal, in its findings, should indicate whether the pending 11th round wage increase had been taken into consideration.

2. The salaries paid to teachers should have reference to their length of training, the nature and the academic standard of their qualification and the level of work undertaken. A graduate secondary teacher spends five or six years post-Leaving Certificate before he becomes a registered teacher. He does not normally commence to enjoy incremental salary until his 24th year—as against 18/19 years for the vast majority of salaried personnel. A secondary teacher is about 40 years of age before he reaches the maximum of the scale. The deduction for superannuation purposes reduces the maximum of the married man's standard salary from £1,600 to £1,520. In Britain and in Northern Ireland, teachers' salaries are not differentiated on a

marriage or sex basis. About 5/6ths of the secondary teachers in this country are unmarried and receive a lower scale of salary than their married colleagues. A secondary teacher is required to take classes in one or more subjects up to Leaving Certificate Honours standard. Dealing with classes in the upper age-brackets requires a great deal of skill, sympathy and patience apart from the academic level of the work. A good deal of preparation and correction outside class is necessary. Particular stress is laid upon examinations and examination results by schools and parents.

3. The Association has no rooted objection to a common basic scale of salary for all teachers, with appropriate additions in respect of length of training, qualifications, etc. The salary structure should be such as to ensure that those who are most highly qualified academically should teach those students who are pursuing courses of study at the highest level. The proposed introduction of the Advanced Leaving Certificate makes this all the more essential.

4. In Northern Ireland, the normal minimal period of teacher-training is three years. The common basic scale payable to all qualified assistant teachers (irrespective of type of school) is £800—14 increments—£1,525. A graduate gets an additional £100 per annum and a holder of a 1st or 2nd class honours degree an additional £220 per annum. Pensionable graded allowances ranging from £125 (Grade I) to £700 (Grade VIII) are also payable in respect of posts of special responsibility in primary and secondary schools. These are determined on the basis of a points system which is calculated as follows:—

a pupil under 13 years	:	1 point
„ „ 13-15 years	:	2 points
„ „ 15-16 years	:	4 points
„ „ 16-17 years	:	6 points
„ „ over 17 years	:	10 points

Thus the system is weighted in favour of schools with older pupils working at a higher level. The maximum graded allowance payable to a teacher in a primary school is Grade III at £210. In the case of a secondary grammar school the maximum is Grade VIII at £700. About three-quarters of all teachers in secondary grammar schools hold graded posts at any one time. In addition there are posts of Principal, Vice-Principal and Second Master or Second Mistress. The exact remuneration is determined by the number and ages of the pupils in the school. The maximum salary of a Principal of a large school is around £4,000 per annum.

5. The International Labour Review, published by the International Labour Office, reported on an investigation as to the manner in which teachers' salaries were determined. A study of the data indicated that in the majority of European countries, secondary

teachers tend to earn more than primary teachers due to the fact that, in most instances, their training and other qualifications are higher. Qualifications are an important factor in determining teachers' salaries in the United States.

6. As teachers in secondary and comprehensive schools are required to possess the same minimum academic qualifications and teach up to the same level, they should be paid the same salaries. While vocational teachers will in future teach up to the level of Honours Leaving Certificate, the Higher Diploma in Education is not an essential minimum qualification for such teachers. It was indicated in The International Labour Review that in countries with a single scale of salary for all teachers, each additional year of acceptable training often carried greater weight in the matter of grading than any other factor, e.g., a corresponding year of service. If equal salaries were paid to graduate vocational and secondary teachers, pressure would be built up to dispense with the additional year of training for secondary teachers. The abolition of the additional year would be a retrograde step and contrary to the trend in other countries. Rather should future graduates in vocational schools be required to obtain the Higher Diploma in Education and thus be equally qualified with secondary teachers and entitled to the same salaries. Total salaries comparable with the total salaries paid to teachers in grammar school in Northern Ireland should be paid to secondary teachers in this country. A claim for a scheme of graded allowances which would provide salary figures comparable with those in Northern Ireland had been submitted to the Conciliation Council.

7. It is not possible to form a judgement on the merits of the concept of a unified profession of teachers until the matter is further clarified.

8. It is imperative that teachers be adequately remunerated so as to ensure a competent and contented teaching force. The teacher is the key element in educational development. At a meeting in St. Patrick's Training College on 13 February, 1964, the former Taoiseach and Mr. John Vaisey stressed the important status of education in society. The status of teaching is bound up with the salaries paid to teachers. Nevertheless a great disparity existed between the maximum salary that an assistant graduate teacher could attain in a grammar school in Northern Ireland and that which he could secure in this country. In view of negative results of negotiations with the Department of Education, the Association approached the Catholic Managerial Bodies and in May, 1964, secured an agreement whereby lay teachers in Catholic schools conducted by Religious Orders receive an additional non-pensionable sum of $12\frac{1}{2}$ per cent of the married man's standard salary from the school authorities.

9. At present there is a shortage of properly qualified graduate teachers in secondary schools. In this connection it must be borne

in mind that about 50 per cent of the teaching posts are filled by members of Religious Orders. About 50 per cent of Science and French Teachers are not graduates in Science and French, respectively; about 65 per cent of Mathematics teachers are not graduates in that subject. In recent years there has been an influx of teachers who obtained degrees by attending evening lectures. The range of subjects in evening courses is very limited and it is not possible to acquire a Science degree or an honours degree in Arts. Increased participation in secondary education resulting from the introduction of the scheme for free post-primary education and the decline in vocations to the religious life will render the shortage of suitable teachers all the more acute.

10. It is in the interest of secondary education that lay teachers be accorded a proper share of responsibility for the conduct and management of religious schools. No opportunities for advancement exist at present even though 80 per cent of *all* lay secondary teachers and over 90 per cent of Catholic lay teachers serve on the staffs of schools conducted by Religious Orders. The prospects which the secondary branch of the teaching profession offers are far less favourable than those of other professions. In addition, Arts graduates now have a much wider choice of occupations than ever before, many of which offer remuneration and, in particular, prospects of advancement and promotion, which are more attractive than those of the secondary school teacher. The creation of a common basic scale of salary for all teachers may further aggravate the recruitment problem by placing the secondary school branch at a decided disadvantage vis-à-vis the vocational and comprehensive school branches in the matter of prospects for advancement. Possible results of the absence of promotion posts for lay teachers in secondary schools would be a shortage of teachers and a tendency for only the less well qualified graduates to enter the profession. A shortage of teachers might result in the size of classes being increased. The Department of Education does not prescribe a maximum size for classes in secondary schools and there are already schools in various centres which contain classes of over 50 pupils.

7 FEBRUARY, 1968—TEACHERS IN COOTEHILL COMPREHENSIVE SCHOOL

1. The principle of a common basic scale of salary for all teachers is accepted. It is essential in the interests of the recipients of education that there be a united teaching profession. If there is a common basic scale for all teachers, it is assumed that the practice of private contracts between certain schools and teachers will be discontinued. It is expected that the teachers in the comprehensive schools will be awarded the same salaries as any post-primary teachers with the same qualifications and performing the same duties.

2. The comprehensive schools are, however, of an experimental and pioneering nature and pace-setters in post-primary education generally. The only requirement for entry of pupils to such schools is one of age—all pupils over 12 years of age must be accepted. The students come from all sections of the community in the catchment area regardless of socio-economic groupings and religious persuasion. The schools are co-educational. Streaming of pupils is prohibited—classes are formed by random selection. This gives rise to differing extremes of ability in any single class. In the case of pupils who may be backward in certain respects efforts are made to bring them up to the level of their classmates.

3. A wide range of subjects is offered in the comprehensive schools. Pupils are required to take seven subjects, including one practical subject. This entails a constant regrouping of pupils with concomitant loss of class unity. Pupils in the junior cycle must study religious instruction for three hours per week and this poses difficulties as regards the different religious persuasions of the pupils. The school programme necessitates working a six-day week.

4. Career guidance is required of teachers as a normal duty. At entry point all available information on each pupil is collected and tabulated. Achievement tests—and, where warranted, psychological tests—are carried out in the first week following enrolment. Interviews are conducted with parents or guardians. The results are then entered on record cards. The observations of the teachers on each pupil are added from time to time and further interviews are conducted with parents or guardians. By this means it is possible to determine on what lines a pupil's bent lies and every effort is made to fit him for the occupation best suited to his particular aptitude. Apart from career guidance, the psychological service in the comprehensive schools is a control factor in all aspects of the work, e.g., choice of subjects, etc.

5. Permanence of personnel and continuity of approach are essential in the comprehensive schools in view of the nature of the work involved. At present difficulties are being experienced in recruiting staff—in particular specialist teachers. Cootehill is a small rural town (population about 1,200) with limited social and other amenities. There are serious accommodation problems—out of the total staff of 30 teachers, 10 live in neighbouring towns. Cavan was listed in the Report of the Survey Team on Investment in Education as the third worst county as regards percentage of pupils attending post-primary schools. A consequence of this is that only two teachers on the staff are natives of Cavan. Owing to the very small number of comprehensive schools, promotion prospects within the system are limited. Unless adequate inducements are offered, it will prove difficult even to maintain the existing staff in the school.

6. The eventual designated level of teaching in comprehensive

schools will be up to both academic and technical Leaving Certificate. Cootehill will receive pupils who have completed the junior cycle in feeder schools. This will result in a preponderance of senior cycle classes in relation to the area. The level of teaching will accordingly be relatively higher than in the normal post-primary school.

7. Apart from the psychological service, the comprehensive schools are required to pioneer other new methods and techniques in education, e.g. language laboratories, audio-visual aids, library project work and co-ordination of teaching programmes involving large numbers of teachers in every subject.

8. Having regard to the foregoing factors, teachers in the comprehensive schools should receive a supplementary payment of $12\frac{1}{2}$ per cent of whatever salary is determined for secondary teachers with the same qualifications and level of teaching. The removal of the existing differential in favour of the comprehensive teacher would be regarded as a breach of faith on the part of the Minister for Education.

7 FEBRUARY, 1968—REPRESENTATIVE OF THE DEPARTMENT OF EDUCATION

Comments were made on the statements of the national and vocational teachers as follows:—

National Teachers' Statement

1. This statement seemed to be largely concerned with the question of the external relationship of teachers' salaries with those of other sections of the community but the Tribunal should concern itself in the first instance with the question of the internal relationship between the scales for the different groups of teachers and should do so at the general level of teachers' remuneration which exists at present.

2. The claims made in favour of maxima of £1,643, £1,741 and £2,070, respectively, were based on criteria—increased cost of living, increased GNP—which could be applied with equal validity to the remuneration of all other sections of the community. Consideration of the matter on this basis would merely transfer the argument about external relationship to three different levels without making any contribution to its solution.

3. The question of external relationship had been considered many times by Conciliation Councils and Arbitration Boards. Since the beginning of 1963 there had been four new salary scales bringing the maximum for a married man from £1,020 to £1,490, an increase of 46 per cent which was a higher increase than that accorded to comparable groups.

4. There had also been considerable improvements in allowances for principal teachers, etc., as indicated by increased annual expenditure from £285,000 in 1961 to £650,000 in 1964, and in allowances for special qualifications, as indicated by increased annual expenditure from £55,000 in 1961 to £115,000 in 1965.

5. There was no basis for any suggestion that "a general shortage of teachers" and some unduly large classes had any connection with an alleged inadequacy of present remuneration. There was, in fact, a more than adequate number of applicants of a very high standard for places in the Training Colleges—in 1967 there were 495 boys qualified for 170 places and 932 girls qualified for 295 places—and the present intake to the Colleges admitted of the assignment of about 120 teachers each year towards the reduction of the pupil/teacher ratio.

6. In the matter of the internal relationship between the salaries of national teachers and those of other teachers there were explicit assessments made by independent Arbitration Boards to which the Tribunal would be referred in detail. The 1965 arbitration was related *inter alia* to the additional school salary received by secondary teachers and resulted in national teachers' maximum amounting to 98 per cent of the pensionable maximum of a secondary teacher whilst some of the latter received an additional £200 which was non-pensionable.

7. Regard should also be had to the fact that allowances for principal teachers, etc., were paid to national teachers but not to secondary teachers and that these allowances had been increased both in scope and in value in recent years to the extent of a 70 per cent increase in expenditure in 1961-62 and a further 40 per cent in 1963-64.

Vocational Teachers' Statement

1. This statement put forward the view in the matter of external relationship that all post-primary teachers should proceed to £1,855, this figure to be regarded, however, as a base-line and to be improved substantially by the Tribunal particularly because of "the shortage of teachers". This view could not possibly be reconciled with assessments made by independent Arbitration Boards on several occasions.

2. In view of the repetition to the Tribunal of an allegation already made to the Arbitration Board in 1965 that the Department of Education was evading a shortage of vocational teachers by lowering the standard of qualifications, it was necessary to present to the Tribunal the detailed documentation in relation to this charge and the reply thereto, including the Minister's own personal reply of 11 August, 1965, which made it perfectly clear that there was no substance whatever in the allegation.

3. With regard to the reference to the Department of Education being for vocational teachers the final "rate-fixing authority" and the authority for standards, it should be noted that in the matter of salary various important assessments which have been made are those of independent arbitrators and that in the matter of recruitment standards the qualifications required are set out in Memorandum V.7, alterations in which were not made without the fullest consultation with the teachers and with the Vocational Education Committees.

4. So far as teacher supply was concerned the Tribunal was being supplied with particulars of the numbers of teachers employed in the various categories in each year from 1953 to 1966. In total the number of whole-time teachers had increased from 1,239 in 1953 to 2,340 in 1966 and since then the number had increased to 2,800. This total was already well ahead of any projection made by the Survey Team for "Investment in Education" and there was no reason whatever for assuming that growth in the number of whole-time teachers would not keep pace with the demand for their services. Enrolment in whole-time day continuation courses had increased from 30,922 in 1963-64 to 38,493 in 1966-67. This was a period of transition and the Department was not as yet fully satisfied that scope did not still exist for the more effective deployment of existing teaching resources. No reasonable requests for additional whole-time appointments were, however, being refused and in fact sanction was being given for appointments in vocational schools with a view to making teaching services available to secondary schools.

5. Two further points were relevant as evidence against any generalised need to increase the salaries of all vocational teachers on the grounds of shortage :

- (a) the decision of the IVEA in 1967 to retain the marriage retirement rule because *inter alia* of redundancies of teachers being foreseen in certain categories; and
- (b) the marked attraction into the service of qualified persons from other services (Civil Service, Local Authority Service, E.S.B., business firms, etc.) as instanced by examination of over 60 cases of recent applications for incremental credit for suitable previous experience.

6. The reference to vocational teachers and secondary teachers having "much the same scales" up to 1964 followed by the statement that "this position should be restored" is subject to the very important qualification that this applies only to pensionable salary. The vocational teachers' claim to the 12½ per cent additional school salary was the subject of the 1965 arbitration proceedings which resulted in a maximum of £1,610 for vocational teachers as against the secondary teachers' £1,600 pensionable plus £200 non-pensionable.

7. Regard must also be had to the fact that vocational teachers received allowances for headmasters, etc., which had been increased both in scope and in value in recent years as indicated by increased annual expenditure from £16,000 in 1961 to £52,000 in 1964 and there had been further improvements since then.

8. It should also be noted by the Tribunal that the increases particularly in headmasters' allowances had already produced pressure on the scales of Chief Executive Officers of Vocational Education Committees, e.g. £475 added to £1,610 in salary and £110 for honours qualifications produced £2,195 for a vocational teacher as compared with the normal fully inclusive scale of £1,775-£68x10-£2,445. The Chief Executive Officers have been representing strongly that their scales should be considerably improved to restore the pre-1963 relationship under which the maximum headmasters' allowance was £280 rather than £475 and the honours allowance was £65 rather than £110. This factor reinforces the Department's suggestion that the Tribunal's terms of reference should be approached in the first instance on the basis of the teachers' salary levels as they now exist.

14 FEBRUARY, 1968—REPRESENTATIVE OF THE DEPARTMENT OF EDUCATION

Comments were continued on the statement of the secondary teachers and on the general position as follows :—

SECONDARY TEACHERS' STATEMENT

1. In the matter of the external relationship this statement seeks for secondary teachers "total salaries comparable with the total salaries paid to teachers in Grammar Schools in Northern Ireland". In the matter of pensionable salary—apart from graded post allowance—this is stated to amount to a maximum of £1,625 for the pass graduate as compared with £1,600 for the married man here plus £200 non-pensionable.

2. The secondary teachers' claim to the Conciliation Council, however, is for a maximum pensionable salary of £1,886 which on the basis of the 12½ per cent agreement would be supplemented by a non-pensionable addition of £236 making a total of £2,122, apart from honours allowance and graded post allowance for which £700 is claimed as a maximum.

3. It will be necessary to have clarification as to whether the secondary teachers envisage a pensionable maximum of £1,625 or £1,886 or some other figure and also whether such figure is to be understood to attract a 12½ per cent non-pensionable addition.

4. As in the case of national and vocational teachers the present scales for secondary teachers are the result of independent assessment at arbitration and finally agreement at conciliation in 1965 prior to the arbitrations of that year in the case of the other two groups.

5. All the relevant considerations mentioned in the present statement were mentioned also in the last statement of claim to the Arbitration Board. It is not proposed to repeat all the comments made then by the official side but rather to cite briefly for the Tribunal, as an example, what was said about science teachers and about shortage of teachers generally and to bring this material up to date.

6. In the matter of the alleged inadequacy of the scales for recruitment purposes the 1964 position was that the number of pupils in secondary schools had been increasing at the rate of 3,500 per annum and the number of teachers had been increasing correspondingly—from 1,209 in 1930-31 to 3,600 plus 255 probationers in 1962-63, an increase of 250 over the immediately preceding year. In addition there had been an outflow of 170 teachers to Africa under the scheme of assistance to underdeveloped countries of whom only 20-30 had returned. The present position is that there are 4,836 teachers plus 521 probationers and the number gone to Africa amounts to 262 of whom 130 have returned, leaving an outward balance of 132. This measure of increase in five years is surely a sufficient refutation of any charge of inadequacy of salary for recruitment purposes and the fact that the number of probationers is now double what it was five years ago reinforces this refutation. A table is being supplied to the Tribunal showing the enrolment and employment position for each year since 1953. Over the period total enrolment has increased 120 per cent and number of teachers paid by the State by 125 per cent.

7. The position in the matter of science teachers in 1962-63 and 1966-67 may be set out as follows:—

	1962/63	1966/67
Total number teaching science	738	941
Science graduates	379	563
Those with the Department's qualifications in science ..	329	352
Those with approved equivalent qualifications	6	6
Those with science in University course but not in degree	14	13
Those with no formal qualification in science	10	7

It may be seen that the foregoing figures represent an increase of 27 per cent in the total number of teachers of science but an increase of 50 per cent in the total number who are science graduates.

8. With regard to the suggestion that shortage of secondary teachers is masked by the fact that a graduate is free to teach any subject in a secondary school except science, regard should be had *inter alia*

to the recommendation of the Commission on Higher Education that secondary teachers should be required to teach *only subjects studied during their course of higher education*, to the Commission's recognition of the difficulties of implementing this, particularly in the smaller schools and to their view, nevertheless, that the requirement could be made general within a reasonable time.

9. With regard to the 12½ per cent agreement of May, 1964, the question of additional school salary had figured largely in the arbitration proceedings of February, 1964, but the terms of the agreement which was then in course of completion were not known to the Arbitration Board. The official side has no doubt but that the Board's finding would have been different had the effect of the agreement been known at the time; the official side would certainly have had to press for lower figures of pensionable salary.

10. The effect of the 1964 arbitration for secondary teachers was to confirm an internal relationship of 95 per cent at the maximum of the scale emerging from the 1963 arbitration for national teachers. The secondary teachers had sought a relationship of 78 per cent. These two percentage figures relate to the pensionable salary of secondary teachers. The emergence of the 12½ per cent additional school salary agreement resulted in the arbitration proceedings of 1965 for national and vocational teachers which produced increases of 3 per cent in each case making the relationship one of 98 per cent in the case of national teachers and bringing the maximum for vocational teachers to £1,610 as compared with £1,600 as a pensionable maximum for secondary teachers.

11. So far as external relationship was concerned the position was that, as a result of several arbitrations, the salary scales of all three groups of teachers were fully reflective of the maximum degree of consideration of outside comparisons. The Tribunal should, therefore, concern itself in the first instance with the question of internal relationship at the present salary levels.

General considerations relating to all teachers

1. The present levels of salary maxima were as follows :

National Teachers :	(a) actual	..	..	..	..	..	£1,490
	(b) contributory equivalent	..	..	..	..	..	£1,568
Vocational Teachers	..	..	..	..	..	..	£1,610
Secondary Teachers :	(a) standard	..	..	..	..	..	£1,600
	(b) total	..	..	..	..	..	£1,800
Comprehensive Teachers	..	..	..	..	..	..	£1,855

Since serious consideration needed to be given as a separate matter to the significance of the secondary teachers' agreement with their managerial authorities the Tribunal should have regard also to the figures of £1,520, contributory equivalent for national teachers exclu-

sive of 1965 increase, £1,560 for vocational teachers exclusive of 1965 increase and £1,600 for secondary teachers. These figures produced an internal relationship expressible as national teacher 95 per cent, vocational teacher 97½ per cent, secondary teacher 100 per cent. It might be noted in passing that the maximum of the common scale in Northern Ireland was £1,525 for both men and women.

2. In considering a common basic scale it was extremely important to ascertain from the secondary teachers and their managerial authorities what their intentions were in relation to the 12½ per cent agreement. The official side considered it to be essential to the establishment and maintenance of a common basic scale that it be clearly applicable without exception to all teachers paid personal salaries and that the scale with its additions be clearly understood to cover for all practical purposes the totality of the remuneration of all the teachers concerned.

3. In regard to additions to a common basic scale full particulars were being supplied to the Tribunal of the present position in the matter of allowances for qualifications for all teachers and of the allowances for principals, headmasters, etc., in the case of national, vocational and comprehensive teachers.

14 FEBRUARY, 1968—REPRESENTATIVE OF THE DEPARTMENT OF FINANCE

1. In accordance with Government policy, education is being given a definite priority in the public sector. This means that an increasing proportion of State resources is being applied to securing that over the whole range of educational services improved facilities are being provided for the greatest number of children. The curricula of the primary and post-primary schools are being revised; grants are available for science and other equipment for schools; free textbooks schemes are in operation as well as a new university grants scheme which will ensure that no student who has the necessary academic attainments will be prevented through lack of means from continuing his studies to the highest level. The free fee and transport schemes are also designed to rectify the low educational participation rate of the lower-income groups. Very substantial funds are also being provided for school and university building.

2. In 1966-67 expenditure on education was £37.4m.; in 1967-68 it was £46.6m.; the figure for 1968-69 is £52m. In this context, it must be very strongly urged that any further substantial addition to the already very heavy and mounting costs of education must be very carefully weighed. Pay improvements on anything like the scale sought in the teachers' submissions would be very substantial in cost not only in relation to the teachers themselves but for other groups in the public sector who would be immediately affected.

3. The effects on the national economy as a whole of the Tribunal's findings must also be considered. Our economy depends for growth on increasing exports. It is vitally necessary that home demand should not rise to a point where our competitiveness abroad would be materially affected. It is important, after a period of fairly rapid reflation, to ensure that large wage and salary increases will not result in higher taxation and production costs and prices and a revival of balance of payments difficulties.

4. In its assessment of its main task, the Tribunal should keep the national interest in mind. To fix the common basic scale at too high a level would mean that other component groups of the public sector particularly would seek a restoration of relativities. The knowledge that the present scales of teachers' pay have resulted almost exclusively from conciliation and arbitration processes rather than from departmental action would not weaken the chances that a salary increase resulting from the Tribunal's recommendations would be confined to the teaching groups only. The conclusion, therefore, is that in fixing the common basic scale for teachers, existing salary levels—particularly that of the national teachers—should be regarded as providing a suitable and equitable base-line and that the common scale thus emerging should represent the position as at end-1967. Questions of compensation for cost of living changes or movements of the G.N.P. are matters for Government consideration in relation to the public sector as a whole.

20 FEBRUARY, 1968—FEDERATION OF CATHOLIC LAY SECONDARY SCHOOLS

While we agree in general with the submissions of the Joint Managerial Body, we wish to place our disagreement on record about the following points :

- (a) We do not hold with a common scale for married and single teachers;
- (b) We do not agree that the State should in future pay the basic salaries of our teachers.

Furthermore, we wish to add the following suggestions of our own :

- (a) That the proposed graded allowances should be pensionable;
- (b) That the manager should be empowered to reduce the number of teaching hours below eighteen for teachers with posts of special responsibility, if he feels that this is necessary for efficient administration;
- (c) That post-graduate work in a secondary school or university and also any suitable administrative experience be counted as equivalent to teaching service for salary purposes.

21 FEBRUARY, 1968—RECOGNISED MANAGERIAL ASSOCIATIONS

1. The Associations approve of the principle of a common basic salary scale for all teachers possessing the minimum essential qualifications for acceptance into the profession. Such a scale should, however, be regarded as an *ad hoc* arrangement until there is agreement on common training for and common entry into the profession. The salaries payable to the teachers in the comprehensive schools provide a base line from which it might be possible to proceed to the determination of a common basic salary for all teachers. There should be compensation, by way of addition to the common scale, for periods of full-time training or study in excess of the minimum period, extra qualifications, responsibilities, etc.

2. The teaching profession is in competition with other sectors of the community, particularly the commercial sector, for graduates. The basic scale of salary plus graduate allowances and allowances for any additional years of full-time training or study should be such as to attract the best qualified graduates.

3. The salary system should be free from discrimination on grounds of sex and marital status—in this connection reference was made to the UNESCO Recommendation dated 5 October, 1966, on the status of teachers and also to the Convention on Human Rights. There is also discrimination on grounds of canonical status at present in the sense that school salary is not paid by the conductors to the clerical or religious members of the staffs of secondary schools.

4. No arrangement exists in the case of secondary schools for the payment by the State of salaries to part-time or substitute teachers. Should a teacher be absent owing to illness the salary of the substitute is paid by the school authorities and such a teacher does not enter on the incremental salary scale.

5. The rights of teachers whose present scale of salary may prove to be higher than the common scale which will be determined must be equitably preserved. This may be of particular significance in the case of secondary teachers.

6. There are no promotion posts for teachers in secondary schools. In the case of schools with an enrolment of 60 pupils or more, the Headmasters or Headmistresses are not required to teach but they do not receive any additional remuneration. Lay teachers are unwilling to accept the post of headmaster/headmistress with its responsibilities as no extra emoluments are payable therefor. Secondary schools should be organised on a vertical (heads of departments) and horizontal (form masters) basis. It would seem that in the future schools will be organised in larger units and this renders the creation of

such posts all the more urgent. It is recommended that they be introduced on the following conditions:

- (a) the posts to carry real and effective responsibility;
- (b) assignment of such posts to be at the discretion of the Headmaster/Headmistress;
- (c) appointment to be, as in Northern Ireland, on a year-to-year basis;
- (d) holders of such posts to be paid by the State from an *ad hoc* allowance made to school authorities;
- (e) an allowance, which would vary according to the size of the school, to be paid to the Principal;
- (f) the number of posts of responsibility to be reckoned exclusive of the post of Principal;
- (g) the number of required teaching hours for holders of such posts to be related to the duties attached to a post and to the size of the school.

7. In view of the large amount of work devolving on the Headmasters or Headmistresses, provision should be made for the expenses of secretarial staff as in the cases of both vocational and comprehensive schools.

8. Logic demands that if there is parity of salary there should also be parity of pension schemes. The scheme for secondary teachers should be brought into line with the non-contributory schemes for national teachers and some vocational teachers on the introduction of a common basic salary.

9. Serious difficulties are being experienced in recruiting specialist teachers for secondary schools. School authorities must frequently rely on members of their own communities with specialist degrees to fill posts in their schools. In Northern Ireland an honours graduate receives an annual salary of £1,020 on first appointment as against a total salary of £679 for a probationer teacher in this country. The allowance paid by the State to probationer teachers should be more closely related to the initial point of the incremental salary scale. Indeed there would be no serious objection to the abolition of the allowance and the adoption of the practice as regards probation in operation in national and vocational schools i.e. to place the teachers on the incremental salary scale during the probationary period. It is considered that credit for incremental purposes should be accorded in respect of comparable teaching service in any part of the world in order to attract Irish graduates to resume teaching in this country. The Tribunal was asked to bear in mind the position of religious teachers who transfer from primary capitation schools into post-primary schools. Due recognition should be given for their years of service in the primary sector, and for any special qualifications

they may have, when placing them on the post-primary incremental scale.

10. In the course of the negotiations between the A.S.T.I. and the Catholic Managerial Bodies in 1963 on the question of the supplementary school salary, reference was not made to the absence of posts of responsibility in secondary schools. The agreement of May, 1964 merely rationalised the rates of payment of the school salary—at that time it ranged from £280 to £400—plus. If the present system of payment of salaries of secondary teachers was altered, the agreement would lapse. School authorities would, however, reserve the right to award additional emoluments to individual teachers in exceptional circumstances.

24 FEBRUARY, 1968—IRISH NATIONAL TEACHERS' ORGANISATION

1. National teachers have shown that they are aware of the need for progress and have taken measures to prepare themselves for changes. The following were instanced:

- (a) The organisation of courses on various subjects, e.g., New Mathematics, educational psychology and the methods of teaching.
- (b) The endorsement of recommendations made by the Council of Design concerning the teaching of Arts and Crafts.
- (c) The announcement that the resources of the national teaching service would be made available to the public, free of charge, for courses in decimal coinage and the metric system.
- (d) The approval of the principle of amalgamation of small schools for educational and economic reasons.
- (e) An examination of the national school curriculum.
- (f) The granting of financial assistance towards the establishment of departments of Psychology in the universities.
- (g) Public lectures and special courses for teachers were organised in connection with the special problems of mentally handicapped children. The campaign is now being extended to include slow learning children.
- (h) Programmed learning arising from the use of teaching machines and group teaching are being adopted by many schools. Methods of teaching many subjects are rapidly changing and these changes require dedication, adaptability and flexible attitudes from teachers.
- (i) A new dimension is being added to teaching at primary level by the decision to replace the primary certificate examination by record cards.

- (j) The I.N.T.O. agrees fully with the views expressed in the N.I.E.C. Report on Investment in Education on the objectives of education. The Organisation would further like to stress that in early years children's attitudes to work, study and life in general are set on the right or wrong track. A great responsibility in this regard rests on the teachers of junior classes.

2. There is only one art of teaching but there are different challenges at different levels of teaching. It is not possible to say that one level is more arduous than another. There is accordingly no justification for a salary scale based on the type of school in which a teacher serves or on the age level of the pupils. National teachers almost invariably carry large class loads.

3. In assessing the qualification of a national teacher *vis-à-vis* that of a post-primary teacher, it is necessary to take into account factors other than length of training, e.g., calibre of the trainee and the nature of the course in the training colleges. The average attainment of training college entrants for the year 1967 worked out at 5.3 honours at the Leaving Certificate Examination. Those candidates had satisfied an interview board with regard to personality and suitability. With such material, the tempo of work can be accelerated and it is possible to engage in study in depth. A thorough grounding is given in the principles of education, teaching methods and educational psychology during the training course. In addition, a wide range of subjects is studied. Practical teaching is obligatory. The duration of lecture attendances for 1st Arts students in U.C.D., U.C.C. and U.C.G. averages about 389 hours as against a figure of about 2,060 hours in respect of a year in a training college.

4. The I.N.T.O. conception of a common basic salary scale is a scale which would be common to teachers possessing the minimum qualifications required to serve in national, secondary or vocational schools. Consideration might be given to the granting of compensation in respect of (a) late age of entry to the profession; (b) additional expenditure owing to university fees and maintenance and (c) loss of earnings due to extra years required to attain the minimum qualifications. This might be achieved by an arrangement whereby there would be different points of entry to the scale depending on age of entry and duration of training, e.g.,

Two-year trained	...	...	...	1st point
Three-year trained	...	...	...	3rd "
Four-year trained	...	...	...	4th "

A two-year trained teacher who subsequently obtained a Bachelor's Degree (Pass) would automatically move to the point of the scale appropriate to a teacher with three years' training and a two-year

trained teacher who subsequently obtained a H.Dip. would automatically move to the point of the scale appropriate to a teacher with four years' training.

5. There should be recognition in the form of a long service increment in the case of national teachers to whom promotion is denied.

6. Widows should be paid the same salaries as married men.

24 FEBRUARY, 1968—VOCATIONAL TEACHERS' ASSOCIATION

1. It is necessary to see salaries for teachers as part of a larger strategy for educational development. The present plans of the Department of Education in the field of post-primary education should accordingly be taken into consideration in the context of providing indications regarding the number and the kind of teachers which will be required in the future.

2. Three points are made with regard to the salary relationship between secondary and vocational teachers :—

- (a) A great deal of uncertainty and confusion exists in regard to the amount paid to secondary teachers in excess of standard salary prior to the agreement of May, 1964. This question is now quite irrelevant—all teachers in post-primary schools have the same objectives and the object should be to provide mobility between them and salary scales should serve this end.
- (b) In the event of there being parity of salary between secondary and vocational teachers, it would appear that some of the managerial bodies would wish to retain the right to give additional personal allowances to teachers. Such a practice would create a bad climate generally. The public interest would require a sense of equity in these matters.
- (c) Disparities would also occur if a practice is adopted whereby secondary teachers might secure additional remuneration as a result of teaching evening classes in vocational schools. Vocational teachers have an obligation to teach a three period day and have never sought additional remuneration for taking evening classes—a small compensation in hours has been secured.

3. Some difficulties occur with regard to the submission of the representative of the Department of Education. The first is concerned with the question of teacher supply. The submission already made in this regard on behalf of the Association was based on the

projections in the Investment in Education Report in which it was indicated quite clearly where the restrictions and difficulties lay. Unless the Department of Education is prepared to offer more cogent answers to the propositions of the Survey Team, then these propositions must necessarily be accepted.

Secondly, the transcript of the discussion at the I.V.E.A. Congress last year concerning the marriage ban does not support the proposition that the Association (I.V.E.A.) decided to retain the marriage retirement rule for the reason that they foresaw large scale redundancies of teachers in certain categories if it were removed.

Thirdly, it is not true to say that the Vocational Teachers' Association were consulted on the changes in qualifications in the case of metalwork and rural science teachers.

4. The substantial point already made with regard to salaries and qualifications was that where a shortage of teachers occurred, it was tempting to reduce standards and furthermore if the Department was both the rate fixing authority and the arbiter of standards, the temptation was all the greater. The fact that an arbitration board exists does not make it a rate fixing authority—this still remains the ultimate responsibility of the Minister and his Department.

5. The importance of separating the functions of teacher supply and qualifications on the one hand and salary determination on the other is reiterated. The establishment of an Institute of Education which would continually review the question of standards and teacher supply in the case of all teachers is again recommended. The Institute would have the function of certifying teachers and would incorporate the Secondary Teachers' Registration Council. The Association supports the idea of a common conciliation council and a common arbitration board.

6. A common basic scale would mean a scale of salary going from £x to £y applicable to all teachers—primary and post-primary. It is recommended that such a scale should be determined in either of two ways (a) to seek a solution to the present disparity and to take into account the position of teachers in the community, problems of recruitment and qualification and the developing strategy of education or (b) in addition, to give teachers an increase related to the increase in the cost of living since the last settlement and perhaps to the gross national product as well. Special attention is directed to the minimum salary as this is a most strategic scale point. The scale should not consist of more than ten increments.

7. Training, research, education and experience should result in increments above the minimum but not above the maximum of the scale—as far as possible on a year for year basis.

8. In addition to the scale, there should be an allowance for an honours or special qualification.

9. On the question of posts of responsibility and allowances corresponding to the level of teaching, the points system in secondary schools in Northern Ireland had a number of good features. The scales system in institutions of further education in Northern Ireland and England had some good features as well. An adaptation of the two systems might be the course we could follow here.

10. A contributory superannuation scheme should apply to all teachers.

24 FEBRUARY, 1968—ASSOCIATION OF SECONDARY TEACHERS, IRELAND

1. The most recent claim submitted to the Secondary Teachers' Conciliation Council was intended to equate the *standard* salary of a secondary teacher with that of a teacher in a comprehensive school. It is not conceded that amounts paid to teachers by school authorities in excess of *standard* salary should be taken into account when determining incremental salary. Some of the lay Catholic secondary schools and smaller Protestant schools are not in a position to pay much in excess of the basic £200.

2. The Association wishes to amend the figure of £2,450 in its first submission to £2,500 which represents the total pensionable income of an assistant teacher in Northern Ireland who had an honours degree plus the Higher Diploma in Education and was in receipt of the maximum graded allowance of £700. In Northern Ireland these allowances range from £125 to £700 and 75 per cent of teachers in secondary grammar schools are, at any one time, in receipt of a graded allowance. It should be possible for secondary teachers in this country with qualifications and responsibilities similar to those of their counterparts in Northern Ireland to earn £2,500 per annum.

3. It should be borne in mind that arbitration is preceded by conciliation and that it is because of dissatisfaction with the progress made with the official side at conciliation that arbitration is rendered necessary. Arbitrators are not always reasonable—one such person brought in a finding governing the salaries of secondary teachers without even having heard them. One of the reasons why the Catholic managerial bodies concluded the May, 1964, agreement was that they felt that salaries of secondary teachers should be improved. There is an element of injustice if the probable effects of an award on other sectors of employment are overstressed. While a change has become evident in recent years in the official attitude in the matter of the provision of assistance towards the cost of

erecting schools, equipping science and geography rooms and libraries, there has been little change as regards salary matters.

4. The number of Science graduates at present serving in secondary schools would not be sufficient to supply even one to each school. As Science graduates were not being attracted into secondary teaching, the Department found it necessary to arrange Summer courses in Science. Such courses are only a makeshift and 352 teachers of Science have received their training by means of the courses. It appears from the Report of the Commission on Higher Education that in 1961-62 only about 24 per cent of secondary teachers taught the subjects in which they had graduated. The Commission considered this situation to be a serious weakness in the system; they also expressed concern that less than half of the full-time graduate teachers were teaching subjects taken in their degree examination or during their university course. Graduates in the sciences, mathematics and modern languages are not being attracted into secondary teaching.

5. The Association disagrees with the claim made by the teachers in Cootehill comprehensive school for the supplementary payment of 12½ per cent. It is not clear why the teachers in a comprehensive school should be paid more owing to the fact that students take a practical subject. Most secondary schools work a six-day week. There will be no specific technical Leaving Certificate. A number of secondary schools use audio-visual aids, etc., and many more would do so if they were given the money to purchase the necessary equipment as was given to the comprehensive schools. The difficulty of securing housing accommodation in Cootehill is not unknown in many other areas and in regard to other kinds of schools.

6. The common basic scale would be applicable to the minimum length of training required to qualify for teaching. A period of training in excess of the minimum could be compensated for by entry above the initial point of the scale. As teachers on the maximum would not benefit from such an arrangement, it would be more equitable to grant an increase spread over the teaching career. Some allowance might be made for forms of training or experience acquired before formal teacher-training.

7. Allowances should exist for university degrees and for qualifications other than degrees.

8. Level of teaching should be catered for by a points system with graded posts and graded allowances as in Northern Ireland. Promotion posts (Principal, Vice-Principal, Senior Master or Mistress) with appropriate remuneration should be introduced in secondary schools.

2 MARCH, 1968—ASSOCIATION OF CHIEF EXECUTIVE OFFICERS

1. Considerable disparities exist at present between the salaries of teachers in vocational schools and those in other post-primary schools when the school allowance in the case of teachers in secondary and comprehensive schools is taken into consideration. The best interests of post-primary education would be served by having parity of salaries between all teachers engaged in that sector of education. All post-primary teachers now follow the same programme—up to the level of the Leaving Certificate. The Minister's expressed wish that vocational and secondary schools should co-operate and in some cases integrate is more likely to be achieved when a common salary scale applies.

2. The vocational education service contains within itself many of the problem features of the educational service as a whole. After an initial period of difficulty it has come to terms with its problem features. In a sense it has pioneered solutions that are now ripe for wider acceptance. The problems referred to are:—

- (i) Comprehensiveness in education—meaning the inclusion of both academic and practical disciplines.
- (ii) Co-education.
- (iii) According equal esteem and equal pay to teachers who have been trained in very different ways and recruited from very different backgrounds.

3. While education is primarily for the individual and for life its purposes do not end there. The cost is now being borne increasingly by the community as a whole and so community needs must also be considered. While the continuing aim must be to raise the level of both academic and technical education, community development is hampered more by lack of adequate technical standards than by lack of academic standards at present. Lower salary scales for the people engaged in vocational education will tend to perpetuate this imbalance.

4. The historical attitude in educational matters has been that "fee-paying" institutions are superior to "free" institutions and that academic work is superior to practical work. It is felt that public money should not be used so as to make possible the retention of these attitudes in a situation where the one is as necessary as the other.

5. The low initial point of the vocational teachers' salary scale is a severe barrier to recruitment not merely of numbers of graduates but of graduates of adequate quality. Apart altogether from any comparison with the initial salary points in other areas of the post-

primary teaching service, there exists a very strong case for raising the initial salary level so as to allow of fairer competition with industry and commerce in the recruitment field. The fact that the maxima of the salary scales for vocational teachers are lower than those applicable to teachers in secondary and comprehensive schools results in many of the best vocational teachers transferring to those schools. Vocational education schemes are expanding—there was an increase of 11 per cent in the number of pupils in the Co. Cork scheme this year. More and better teachers will be required in the future. At present teachers of the required calibre are not being attracted to the service. Some young graduates are lacking in pedagogic training, personality and competence. There is a shortage of candidates of an adequate standard for the teacher-training courses conducted by the Department. Former pupils of vocational schools who have completed their apprenticeship can earn far in excess of the initial salary for a vocational teacher by way of normal wage plus overtime. New opportunities are opening up in industry for highly qualified tradesmen who obtain promotion to staff and semi-managerial posts. Vocational teachers may be required to take day and evening classes—sometimes in more than one centre; they may be transferred from one centre to another or may be required to serve in schools in isolated locations. Vocational schools must provide many subjects within the concept of comprehensive second-level education which cannot be provided by secondary schools. Owing to disparities in salaries, the quality of teaching in vocational schools is being seriously depressed. This amounts to a continuing injustice both to Vocational Education Committees and to the pupils who enter their schools.

6. The position in the Co. Carlow and Co. Cork vocational education schemes were instanced as an illustration of the staffing problems in vocational schools.

(a) *Co. Carlow*

In the course of the year ended 29 February, 1968, 9 permanent and 4 temporary wholetime teachers resigned—2 women on marriage, 3 teachers to industry and 8 on transfer to other vocational education schemes. As a result of advertisements inserted in the public press on eight different occasions since July, 1967, 6 permanent and 8 temporary wholetime teachers were appointed. At present, out of 66 full posts there are 47 permanent wholetime teachers, 8 temporary wholetime teachers, 10 married women in a part-time capacity and 1 post is vacant. As regards the 10 married women, 3 are Domestic Science teachers; 4 Commerce; 1 Science; 1 Irish and 1 General Subjects. Of the 8 temporary wholetime teachers, 2 are Rural Science, 2 are Science, 1 Irish and General Subjects, 1 English and General Subjects, 1 Art and 1 Woodwork.

(b) *Co. Cork*

At the commencement of the current session, 53 teachers were required. Only 4 qualified persons applied for the 15 posts as Commerce teachers—no honours graduate applied. In the case of teachers of Science and Mathematics, there were 12 vacancies and 1 honours graduate who had lost his employment in industry applied. The 11 other posts were filled on a temporary wholetime basis—1 widow and 1 teacher possessing a B.A. degree with Mathematics were appointed. One person who had not passed his final degree examination in Agricultural Science was appointed as teacher of Rural Science.

7. On the matter of transfers to secondary and comprehensive schools, two Science teachers resigned from the Dún Laoghaire scheme to take up employment in Cootehill comprehensive school and one Art teacher transferred to a secondary school for the sole reason that they could secure higher salaries in those schools. In the case of the Co. Cork scheme, one Art teacher transferred to Carraroe comprehensive school; Science teachers have also transferred from time to time mainly to secondary schools.

2 MARCH, 1968—THE REVEREND PRINCIPAL, ST. PATRICK'S TRAINING COLLEGE

1. For admission candidates must be at least 17 years of age on 1 August of the year in which they sit for the Leaving Certificate examination. They are required to obtain honours in Irish and in two other subjects at the Leaving Certificate examination and a pass at least in English and Mathematics. In the case of the candidates admitted to St. Patrick's Training College in 1967, 6 had secured honours in 9 subjects at the Leaving Certificate examination; 20 in 8 subjects, 16 in 7 subjects, 25 in 6 subjects, 36 in 5 subjects, 46 in 4 subjects and 23 in 3 subjects. The average works out at 5.3 honours per student. Oral tests in Irish and English are conducted by the Department's Inspectors and an interview by the College authorities and the Inspectors. The majority of the students come from the southern counties. About 1,200 students have made application for admission this year. The entrance requirements are much higher in this country than in similar institutions in other countries and higher than for the universities here.

2. There are 305 students in the College and the staff consists of about 30 full-time lecturers—4 possessing doctorates and 20 with other post-graduate honours degrees. Members of staff taking practical subjects e.g., Art, have the appropriate qualifications. Regular staff meetings are held and there is a Board of Studies in the College. Two learned journals, *Studia Hibernica* and *The Irish Journal of*

Education, are issued. The College also offers a one year post-graduate course in special education for primary or secondary teachers, men and women, which qualifies them to teach in schools for handicapped children. The number taking this course each year is limited to 25. An educational research centre has been established in the College. It employs a Director and Research Fellow on a full-time basis to carry out basic and empirical research.

3. The balance between professional and academic subjects is approximately 50 per cent which is usual in institutions of this nature. The professional subjects are: Education, which comprises Principles of Education, Educational Psychology, Curriculum of Primary School, School Organisation, Teaching Methods, History of Education and a number of selective courses, Health Education, Physical Education, Art, Music, Rural Science and oral Irish and English. Students are engaged in teaching practice, under supervision, for a period of 6 weeks per year—3 weeks in national schools associated with the College and 3 weeks in schools convenient to the homes of the students. On the academic side, Irish and English and one other subject must be taken. In addition, students who may wish to obtain exemption from the 1st Arts university examination take an extra academic subject as professional subjects are not reckoned for the purposes of such exemption.

4. Instruction is given by means of lectures and tutorials. There are tutors for each subject as well as personal tutors. Periods of compulsory study have been discontinued for many years. If a student's progress is not regarded as satisfactory he is called before the Board of Studies.

5. The College is organised in five houses. Each house elects a committee of management and one member from each committee is seconded to the College committee from which the President is selected.

6. The work of the national teacher is of the greatest importance as he is dealing with children who are at a most formative stage of development. The post-primary teacher is more subject-orientated while the primary teacher is more child-orientated and accordingly the latter would require more professional studies, for example, in child psychology.

2 MARCH, 1968—THREE MAJOR TEACHERS' ORGANISATIONS

A discussion took place on the teachers' organisations' conception of a common basic scale of salary and the issue as to compensation for length of training. The views of the I.N.T.O. and the Vocational

Teachers' Association virtually coincided. The latter held the view that a common scale would apply to all teachers—primary and post-primary—the initial point of such a scale would be related to a two-year course of training; additional years of training, research, education and appropriate experience would serve to increase the minimum of the scale but not the maximum by the number of increments corresponding to the number of such additional years. The I.N.T.O. conception of a common basic scale was a scale which would be common to teachers possessing the minimum qualifications required to serve in national, secondary or vocational schools; the minimum point would apply to two-year trained teachers; they were prepared to concede entry at the 3rd and 4th points to three-year and four-year trained teachers, respectively; the possibility of granting compensation in respect of research, education and experience was not excluded. The Association of Secondary Teachers accepted the views of the two other organisations but argued that special allowances, additional to the common scale, should be payable in respect of a pass degree and a H.Dip.Ed. The representatives of that Association also said that the proposed arrangement in respect of late entry would not benefit those teachers who had already reached the maxima of the scales.

9 MARCH, 1968—IRISH VOCATIONAL EDUCATION ASSOCIATION

1. A diversity of teachers is required in vocational schools as instruction is imparted in a variety of subjects. Teachers are required to possess qualifications of a high order and may be required to take day and evening classes. As the initial salary of vocational teachers is lower than that applicable in industry or in other branches of the teaching profession recruitment problems occur. A substantial number of vocational teachers transfer to secondary schools. While it might appear from statistical returns that the supply of teachers in vocational schools is adequate, it should be borne in mind that in some instances it was found necessary to forgo expansion or to close down schools owing to a shortage of teachers.

2. If salary payable to a teacher is representative of status and if graduates are attracted to industry and to secondary schools, then only the residue enter the vocational service. Many unqualified teachers are serving in vocational schools. As all post-primary schools now follow the same programme, it is essential that no disparity should exist between the quality of the teachers serving in any sector of post-primary education.

3. The pupils are the key element in the educational system. It is a source of great concern to Vocational Education Committees that

pupils in their schools might be given instruction by teachers of a lower calibre than those serving in other branches of education. Differentials in salaries tend to create discontent among teachers and to distract them from the proper performance of their duties. The Association is in favour of a common basic scale of salary for all teachers. Graduate teachers in vocational schools should receive the same salaries as their counterparts in other post-primary schools.

9 MARCH, 1968—THREE MAJOR TEACHERS' ORGANISATIONS

A general discussion took place concerning parity of superannuation conditions and of probationary requirements, the incremental span of a common basic scale of salary and allowances for qualifications.

(a) *Superannuation*

The representatives of the Irish National Teachers' Organisation intimated that they would favour the continuance of the existing position, i.e., a superannuation scheme on a non-contributory basis, but would accept a common contributory scheme.

(b) *Probationary Requirements*

The representatives of the A.S.T.I. indicated that they would offer no objection to common requirements as regards probation for all teachers; they pointed out, however, that existing secondary teachers did not receive incremental salary during the probationary period.

(c) *Incremental Span*

It was stated by the representatives of the three teachers' organisations that a span of 10–12 years would be desirable. As the additional cost involved in the creation of scales of salary of that span would be considerable, it was felt that the concept of shortening the scales should not be developed at the expense of the level of salaries, in particular the maximum salary.

(d) *Allowances for Qualifications*

The representatives of the Irish National Teachers' Organisation and the Vocational Teachers' Association were of opinion that allowances should be payable only in respect of degrees or diplomas above the primary degree pass level, e.g., M.A., or any honours degree or diploma, or

in respect of a qualification directly related to the work of the teacher—the Froebel Certificate and the Ard-Teastas Gaeilge were instanced by the I.N.T.O. in this connection. The representatives of the A.S.T.I. argued, however, that all degrees, or equivalents and diplomas should attract allowances; in Northern Ireland and in England the minimum length of teacher-training courses and degree courses is three years; nevertheless, holders of pass degrees qualify for an allowance of £100 and teachers possessing a H.Dip.Ed. £50; in this country the duration of the training course was two years but a person must undergo a four-year university course in order to become eligible for registration as a secondary teacher.

13 MARCH, 1968—THREE MAJOR TEACHERS' ORGANISATIONS

Allowances for Qualifications

In further development of their statement made at the meeting on 9 March, 1968, the representatives of the A.S.T.I. pointed to the fact that a special allowance was paid to teachers who held a pass primary degree in the North of Ireland, England and in European countries a financial advantage accrued to graduate teachers; this country was in competition with the North of Ireland and England for the services of graduates; there was at present a shortage of graduates in certain subject-areas such as Science, Mathematics and Modern Languages. The absence of payment for a degree would be a disincentive which would not be cancelled out by the existence of graded allowances which all teachers would not obtain and for which a teacher might not be expected to qualify at the commencement of his teaching career. Additional increments at the beginning of the salary scales were merely compensation for loss of earnings and expenditure incurred during the extra period of training.

Compensation in respect of level of teaching and posts of responsibility

Vocational Teachers' Association :

Their suggestions followed generally the system in operation in the North of Ireland but with certain modifications. If, for example, the salary scales were :

single : £904—£1,400.

married : £1,130—£1,750.

the following might form the basis for the arrangement :

(i) *Value of graded allowances :*

Grade I	£150
" II	£200
" III	£250 (maximum for national teacher)
" IV	£300
" V	£400
" VI	£500
" VII	£600
" VIII	£700

(ii) *Determination of points score :*

Students under 13	..	..	..	..	1 point
" of 13	..	..	..	..	3 points
" " 14	..	..	..	..	4 "
" " 15	..	..	..	..	5 "
" " 16	..	..	..	..	7 "
" " 17 and over	..	..	..	..	10 "

A special basis of calculation was recommended in the case of adult classes in vocational schools and schools at present dealing only with junior cycle, but which are scheduled to cater for senior cycle pupils.

(iii) *Vice-Principals' Allowances :*

Amount of Allowance	£ 150	£ 200	£ 250	£ 300	£ 400	£ 500	£ 600	£ 700	£ 800	£ 900	£ 1,000	£ 1,100
Points	101-201	201-301	301-501	501-700	701-1,000	1,001-1,300	1,301-1,800	1,801-2,400	2,401-3,300	3,301-4,601	4,601-6,000	over 6,000
Average	200	300	500	700	1,000	1,300	1,800	2,400	3,300	4,601	6,000	6,000

(iv) A special allowance of £150 per annum should be paid to all teachers serving in post-primary schools.

These suggestions do not take into account increases on the basis of cost of living and Gross National Product, reduction of the length of the scales and other similar matters.

Association of Secondary Teachers

The representatives were of opinion that, on educational grounds, the Northern Ireland system was highly desirable. In addition to posts as Principal and Vice-Principal there should exist posts as head of department, librarian, careers' master and form master. In this country, however, it is unlikely that lay teachers would obtain posts as Principals in religious schools; if the allocation of posts of responsibility was at the discretion of the Principal this would present some difficulties in the case of secondary schools as frequent changes of Principals occur.

The proposal that an additional allowance of £150 be paid to teachers solely by reason of the fact that they serve in post-primary schools would seem to violate the principle of a common basic scale.

Irish National Teachers' Organisation

The representatives stated that there should be reasonable probability of advancement and that allowances in respect of posts of responsibility should be worthwhile. The opportunities for worth-

while promotion in the teaching service are very limited when compared to other areas of the community (e.g., Civil Service, E.S.B., Banks and Army)—at present there are no promotion outlets in the secondary sector. Teachers to whom promotion is denied, through circumstances outside their control, should receive a long-service increment.

No distinction should be made in regard to the age-level of pupils taught in the schools. Posts of responsibility might be determined on the basis of the present system of creating posts as Vice-Principal teachers in classification national schools or special Lay Assistant teachers in capitation schools. The following formulae apply :

					Average Enrolment
(a) Vice-Principal Teachers :					
1st Vice-Principal	..	..	..	..	160
2nd Vice-Principal	..	..	..	..	320
3rd Vice-Principal	..	..	..	..	450
4th Vice-Principal	..	..	..	..	580
with an additional Vice-Principal per 130 units thereafter.					
(b) Special Lay Assistants :					Number of lay teachers on staff
1st post	..	..	..	..	4
2nd "	..	..	..	..	7
3rd "	..	..	..	..	10
with an additional post for every group of 3 lay teachers thereafter.					

Formula (a) might be applied to lay secondary schools and formula (b) to secondary schools under religious control. It would be necessary, however, to increase considerably the present rate of the allowance (£95) in respect of the posts and to reduce considerably the minimum requirements for the creation of the posts.

20 MARCH, 1968—REPRESENTATIVE OF THE DEPARTMENT OF EDUCATION

1. There were several points in the second cycle of evidence by the teachers' representatives and on the submissions by other parties to which he would wish to reply in detail. It was intended, however, to limit comment to one or two major points.

2. Before commenting further, however, it was desired to circulate a table setting forth the new figures of salary maxima resulting from the extension of the tenth round increases of £39 and £52. Included in this table was an indication of a possible common scale and a possible method of assimilating national, vocational and secondary teachers to this scale. This was being done as an example only and for the purpose of indicating to the Tribunal what was the relationship between the scales as they existed at present, what were the problems in the operation of assimilating the three groups of teachers to a common scale and what was the order of cost involved.

3. It did not appear that any valid reasons had been shown why the maximum of a common basic scale on a contributory basis should in present circumstances be any higher than £1,300 unmarried and £1,625 married. In the matter of the attraction of a sufficient supply of qualified candidates there was no problem in the case of national teachers. It was not accepted that there was any general problem of shortage of teachers in post-primary schools and in so far as there might be a special problem in limited areas of the post-primary sector this would not be a valid reason for raising the level of a common scale applicable to a very large area in which shortage of teachers was not a problem.

4. Further aspects of the assimilation of existing national, vocational and secondary teachers to the common scale given in the example were developed for the information of the Tribunal and reference was made to the possible extension of allowances for qualifications of pass standard to all teachers and the institution of posts of responsibility for secondary teachers analogous to those provided for national teachers. Particular reference was made to the 12½ per cent agreement which could not possibly be permitted to operate over and above a common scale. It was suggested that any increases accruing to secondary teachers under a new common scale and new allowances should be regarded as offsetting additional school salary in the case of those teachers receiving it.

5. A separate aspect of this matter involved the financial relations between the State and the conductors of secondary schools and there would be questions to be resolved in relation to several matters resulting from the assimilation of about 5,300 teachers to a common scale and any new system of allowances. It had to be borne in mind that only about 2,200 secondary teachers participated in the additional school salary agreement, that the majority of the teachers did not receive the minimum school salary and that there were 521 teachers receiving the probationary allowance from the State plus an allowance from their schools.

6. The question of the assimilation of existing comprehensive teachers remained an open one for consideration in relation to the common scale as it might be finally structured. The present scales of these teachers were framed in relation to the total remuneration available to other teachers at the time and also to such factors as the need to select teachers for this new type of school, the greater complexity and weight of the work devolving on them and the remoteness of the original areas selected for the schools. On the introduction of a common scale there would be no need for the existence of a separate scale for teachers in these schools. In view of the uniqueness of the conditions which must necessarily obtain in these schools for many years, however, the making of a special allowance to teachers subject to these conditions would be

warranted and this would not be incompatible with the principle of a common basic scale.

7. Reference was further made to the question of cost in view of the fact that the common basic scale would apply to over 22,000 teachers. The scale given as an example would involve cost of the order of three quarters of a million pounds and this did not include anything for improved allowances of any kind or for payment of minimum basic salary to secondary teachers not now receiving such payment. Reference was also made to the fact that a new common scale would also inevitably be regarded as a standard of comparison by other groups.

27 MARCH, 1968—THREE MAJOR TEACHERS' ORGANISATIONS

The following observations were made by the representatives of the three major teachers' organisations on the statement of the representative of the Department of Education presented at the meeting held on 20 March, 1968 :

Irish National Teachers' Organisation

- (a) The formula suggested might form a possible basis for a common basic scale;
- (b) There has been an increase of $12\frac{1}{2}$ per cent in the cost of living index since December, 1964—this increase would warrant a maximum salary of £1,770 for married men. In addition teachers generally should share in the prosperity which has developed since the last salary increase;
- (c) The suggestion that posts of responsibility might be created in secondary schools is noted with satisfaction. In the case of national teachers, the value of promotion is insignificant when compared to the Civil Service, E.S.B. and Army. Further, due to the policy of centralisation, it is obvious that the number of opportunities for promotion for national teachers must decrease;
- (d) The suggestion that a special allowance proposed in the case of teachers in the comprehensive schools might in time become available in all schools in which conditions similar to those obtaining in comprehensive schools would exist could mean that in time the common basic scale would be applicable only to teachers in the primary sector.

Vocational Teachers' Association

- (a) The suggestions made were in fundamental contradiction to the two principles advocated by the representatives, viz.,

- (i) that all teachers in post-primary schools should be treated alike in salary matters and
 - (ii) that equality of esteem should be offered to the various disciplines, whether they be practical or academic in character;
- (b) The suggestions would mean in effect that lay secondary teachers would continue to receive salaries in excess of their counterparts in vocational schools;
- (c) They would also result in a division being drawn between teachers in various disciplines which would create serious difficulties in the schools. Apart from that the great difficulty in recruitment at the present time does not lie merely with graduate teachers but in a very acute and dangerous way in the area of recruitment of teachers of practical subjects as well;
- (d) The suggested scale would afford an increase at all points up to the maximum in the case of married vocational teachers and up to the second last scale point in the case of unmarried teachers. The effects of this on the vocational teaching service would be quite appalling. It should be borne in mind that a teacher is on his maximum salary for more than half his working life.

Association of Secondary Teachers, Ireland

- (a) The representative of the Department of Education had said that the general existing level of teachers' remuneration was the outcome of proceedings where all relevant considerations and salary comparisons had been considered. This was an unacceptable view. It would mean that one arbitration hearing would determine salaries for good. The tremendous growth in education and its importance in recent years necessitated a reassessment of the importance of the role of the teacher;
- (b) Experience showed that an arbitrator generally was unwilling to make radical changes, even where they were strongly justified. From the secondary teachers' point of view the unsatisfactory nature of the outcome of the proceedings referred to by the Education representative might be judged from the fact that a secondary teacher, who spends 4/5 years at a university, possesses a degree and post-graduate diploma, does not receive incremental salary until age 23/24, teaches to Leaving Certificate honours level and has no promotion opportunities, was awarded a net salary lower than that of an Executive Officer in the Civil Service, who begins earning at age 18, receives almost automatic promotion within 7/8 years and has further promotion opportunities available. It was in those circumstances that the school salaries agreement

was negotiated with the managerial bodies who took a more realistic view of the situation than others did, even though the moneys they agreed to pay came out of their own pockets;

- (c) The Education representative had said that the common basic figure of £1,625 compared favourably with the figure of £1,525 operative for all teachers in Northern Ireland. From the secondary teachers' viewpoint this statement was misleading because it ignored the other highly relevant factors: (i) graded allowances (specifically intended to cater for level of work) up to £700 in Northern Ireland, nothing similar being proposed in representative's scheme, (ii) £150 for a degree and diploma in Northern Ireland compared with £75 in representative's scheme (iii) promotion opportunities in Northern Ireland, nothing similar being proposed in this scheme. To judge the common basic figure in isolation was unfair to secondary teachers;
- (d) Apparently secondary teachers were being asked to abandon an agreement properly negotiated by them, and brought into existence by the unsatisfactory salary position. It might have been expected that, if such abandonment were hoped for, graded allowances and promotion outlets similar to those in Northern Ireland would have been offered. £75 for a degree and post-graduate diploma would scarcely attract graduates. The scheme as offered was quite unacceptable; if it were to come into existence secondary teachers would be back in the position in which they had found it imperative to negotiate the school salaries agreement with the managers.

27 MARCH, 1968—REPRESENTATIVE OF THE DEPARTMENT OF EDUCATION

1. This statement was being limited to two points, namely,
 - (a) the question of teacher shortage; and
 - (b) the alleged lowering of recruitment standards.

2. The first point related essentially to the post-primary sector and greatest emphasis had been placed on it in the case of vocational schools. Having heard the submissions of the Chief Executive Officers and of the IVEA it was desired to present to the Tribunal as complete a picture as possible of the whole position in the case of one of the counties to which special reference had been made. A detailed memorandum had therefore been circulated in relation to vocational schools in County Carlow, the first county mentioned, and

a further memorandum was being prepared in regard to secondary schools in that county.

3. The important facts which appeared to emerge in relation to vocational schools in Co. Carlow were broadly as follows :—

- (a) the number of whole-time teachers has increased from 25 to 58 over the past seven years;
- (b) the number of part-time teachers and the number of hours of instruction given by them have increased from 27 teachers and 4,703 hours to 29 teachers and 5,332 hours;
- (c) the qualifications of the whole-time and of the part-time teachers employed in 1967 are, to say the least of them, adequate;
- (d) of the whole-time teachers 26 per cent are in receipt of the honours allowance;
- (e) the enrolment of pupils in day courses has increased from 569 in 1961 to 1,045 in 1967, many of the latter number, however, not being in whole-time courses and the enrolment in evening courses has decreased from 656 in 1961 to 335 in 1967;
- (f) the pupil-teacher ratio in these schools cannot be regarded as being in any way inadequate;
- (g) the “turn-over” rate of teachers cannot be regarded as excessive in a situation of such rapid and extensive development.

The examination of this county did not disclose any basis for concluding that there is any generalised need arising from shortage of teachers for substantially improved salaries for vocational teachers. The employment of no less than 15 married women (qualifications listed) as part-time teachers pointed clearly to a means of further rapidly expanding the teacher supply for these schools.

4. A further important point to be borne in mind was the extent to which scope still existed for the more effective use in the post-primary sector as a whole of such total teaching power as limited community resources could make available.

5. In view of the continued pressing of the allegation of lowering of recruitment standards and of the pointed reference by one of the Chief Executive Officers to the Woodwork Teachers' course of 1935—which incidentally had been a one-year course in contrast to later two-year courses—it was considered essential to give the Tribunal the fullest information in regard to this matter. A memorandum was, therefore, being circulated to show in detail in the case of Woodwork teachers as had already been shown in the case of Rural Science

teachers and Metalwork teachers that there was no foundation whatever for the allegation that recruitment standards had been lowered. As compared with earlier years standards had in fact been raised.

6. One further point needed to be emphasised. It had been represented to the Tribunal by the Chief Executive Officers and the IVEA that the vocational teaching service found itself at a disadvantage in relation to the secondary teaching service at the minimum of the scale especially in the matter of the attraction of graduates. That this was entirely contrary to the facts could be clearly seen from comparison of the possible earnings of a graduate from his year of graduation in the two services. Taking full account of the $12\frac{1}{2}$ per cent additional school salary the graduate entering the vocational teaching service in his year of graduation would have earned £838 more in three years than if he had decided to enter the secondary teaching service and this *advantage* as a vocational teacher would not be counterbalanced until the teacher had fifteen years service in a secondary school and had in fact reached the maximum of the scale. From that point onwards he would be better off only to the extent of part of the non-pensionable element of salary and he would have no prospect of promotion.

APPENDIX No. 4

CURRENT RATES OF SALARIES FOR TEACHERS IN
NATIONAL, VOCATIONAL, SECONDARY AND
COMPREHENSIVE SCHOOLS(a) *National Teachers*

The following scales came into operation as from 1 December, 1964:

married men: £770—£31 x 5—£41 x 5—£51 x 4—£52 x 3
—£1,490.

women and single men: £620—£24 x 5—£32 x 5—£41 x 4—£42 x 3
—£1,190.

In addition to those scales, increases of £52 per annum in the case of married men and £39 per annum in the case of women and single men were granted with effect from 1 June, 1966.

(b) *Vocational Teachers*

The following scales came into operation as from 1 January, 1965:

married men: £890—£28 x 5—£42 x 5—£61 x 2—£62 x 4
—£1,610.

women and single men: £715—£23 x 5—£34 x 5—£57 x 5—£1,285.

In addition to those scales, increases of £52 per annum in the case of married men and £39 per annum in the case of women and single men were granted with effect from 1 June, 1966.

(c) *Secondary Teachers*

Incremental salary scales as follows came into operation as from 1 November, 1964:

married men: £640—£35 x 5—£45 x 5—£60 x 6—£1,400.

women and single men: £470—£28 x 5—£36 x 5—£56 x 5—£1,070.

In addition to those scales, increases of £52 per annum in the case of married men and £39 per annum in the case of women and single men were granted with effect from 1 June, 1966.

The Department's regulations stipulate that, over and above the incremental salary paid to the teacher by the Department, the school shall pay to a prescribed minimum number of its teaching staff a basic salary of not less than £200 per annum.

By an agreement made in May, 1964, between the Association of Secondary Teachers, Ireland, and the Catholic Managerial Schools, teachers receive a further non-pensionable amount of 12½ per cent of the married standard salary from the school authorities.

(d) *Teachers in the Comprehensive Schools*

married men:	£1,010—£40 x 4—£55 x 6—£85 x 3— £100 x 1—£1,855.
women and single men:	£850—£28 x 2—£39 x 2—£45 x 4— £74 x 4—£1,460.

In addition to those scales, increases of £52 per annum in the case of married men and £39 per annum in the case of women and single men were granted with effect from 1 June, 1966.

APPENDIX No. 5

**SUPERANNUATION CONDITIONS IN THE CASE
OF TEACHERS IN NATIONAL, VOCATIONAL,
SECONDARY AND COMPREHENSIVE SCHOOLS**

(a) National Teachers

The superannuation scheme is non-contributory. Pensions are calculated on the basis of one-eightieth of pensionable salary and lump sums on the basis of one-thirtieth of pensionable salary for each completed year of pensionable service, subject to maxima of forty-eightieths and forty-five-thirtieths in the case of pension and lump sum respectively. Pension and lump sum are payable on retirement at 65 years of age, on voluntary retirement from the age of 55 years in certain circumstances or on retirement owing to disablement after 10 years of pensionable service. Gratuities are payable in case of death, retirement on marriage (teachers in the service before 1 July, 1958) or retirement owing to disablement after less than 10 years of pensionable service.

(b) Vocational Teachers

The superannuation provisions for vocational teachers are the same as those for officers of local authorities and are contained in the Local Government (Superannuation) Acts, 1948 and 1956. Retirement is permissive at 60 years of age and compulsory at the end of the school year in which the teacher reaches 65 years of age. Pensionable salary and emoluments are subject to a deduction of 5 per cent for superannuation benefits in the case of entrants to the service after 31 March, 1948. Maximum pension is forty-eightieths and maximum lump sum forty-five-thirtieths of pensionable salary. Provision is also made for disablement pensions, death gratuities and marriage gratuities for women.

(c) Secondary Teachers

The State administers a superannuation scheme for registered teachers in secondary schools. Membership of this scheme is voluntary and contributions are paid by the members and by the school authorities in respect of each member of the scheme employed on the school staff. For the purposes of the scheme each teacher is deemed to be in receipt of the basic salary of £200. The teacher's contribution to the scheme is 5 per cent per annum of standard salary (basic salary plus incremental salary, increment for honours university degree and additional increment for teaching through Irish). The school's contribution to the scheme is £10 per annum for each teacher.

In order to be eligible for the award of a pension a teacher must (i) have been in membership of the scheme for at least 10 years and (ii) either (a) have reached the age of 60 years or (b) be incapacitated from teaching owing to infirmity of mind or body or (c) be over 50 years of age and have incremental salary withdrawn for inefficiency and the circumstances of the case be considered to be such as to justify the grant of a pension.

The amount of pension payable is one-eightieth of pensionable salary for each year of service as a member of the scheme and one-hundredth of pensionable salary for each year of pensionable service given prior to the date of the introduction of the scheme (1 August, 1929) subject to an overall maximum of 40 years. Provision is also made for the payment of a lump sum on retirement in addition to the pension. Should a member of the scheme die while in the service a death gratuity is paid to his estate. A member who retires owing to ill-health before he has completed 10 years as a member of the scheme may be paid a disablement gratuity. A woman teacher who first gave approved teaching service on or before the 31 July, 1963, and who has completed at least six years' gratuity service as a member of the scheme, may be paid a marriage gratuity on retirement on marriage. An ex-member of the scheme who is not eligible for a pension or other gratuity may, on application, receive a short service gratuity equal to the contributions paid by him to the pension fund.

Every registered secondary teacher must retire not later than the end of the school year in which he reaches the age of 65 years.

(d) *Teachers in Comprehensive Schools*

Subject to the approval of the Oireachtas, it is proposed to amend the secondary teachers' superannuation scheme so as to enable a whole-time teacher in a comprehensive school to participate in that scheme, if he/she so desires. The conditions attaching to membership would be the same as those applicable to registered teachers in secondary schools.

APPENDIX No. 6

CURRENT RATES OF ALLOWANCES PAYABLE TO
TEACHERS IN NATIONAL, VOCATIONAL, SECONDARY
AND COMPREHENSIVE SCHOOLS(a) *National Teachers*(i) *Annual Allowance payable to Principal Teachers :*

Category of school according to enrolment					Annual Allowance payable
					£
Under 50	95
50- 99	125
100-199	185
200-299	245
300-399	305
400-499	370
500-599	430

For each additional 100 units in category an additional allowance of £60 is payable.

(ii) *Vice-Principal Teachers:* £95

(iii) *Teachers holding special posts in capitation schools:* £95

(iv) *Bonuses payable to teachers with special qualifications:*

- (a) Third year course of training completed before 31 December, 1956, or Teaching Diploma obtained after attendance at university lectures: £24
- (b) Higher Certificate awarded under Rule 87: £48
- (c) University Degree (Pass): £48

NOTE: Not more than one of the bonuses at (a) to (c) may be held at one time.

- (d) Higher Froebel Certificate: £21
- (e) Ard Teastas Gaeilge awarded by the Minister: £36
- (f) Higher Diploma in Education: £24
- (g) Master's Degree (Pass): £24
- (h) Bachelor's Degree (Honours) and/or Master's Degree (Honours) and/or Higher Diploma (Honours)—one bonus of: £38

NOTE: Any one or more of the bonuses under (d) to (h) inclusive may be held in addition to

the bonus under (a) or (b) or (c) but the total amount payable in bonuses to any teacher may not exceed a rate of £110 per annum.

(v) *Special Grants for certain Gaeltacht Schools:*

In a school situated in the Gaeltacht in which instruction in the various subjects of the school programme (other than English) is given entirely through the medium of Irish, a special grant of 10 per cent of scale salary may be made to each member of the teaching staff whose work is satisfactory and who is competent to give instruction through the medium of Irish.

(NOTE: In the case of schools outside the Gaeltacht for Irish-speaking children, an assistant teacher may be granted an additional increment within the scale and a principal teacher two additional increments within the scale).

(vi) *Children's Allowances :*

Non-pensionable allowances in respect of dependent children are payable to serving national teachers who are either married men or widows. These allowances are payable at the rate of £32 per annum in respect of each eligible child (i.e. under 16 years of age or between 16 and 21 years if invalided or in full-time attendance at a school or college).

(vii) *Special allowance to widow teachers :* £60 per annum

(viii) *Marriage gratuity for men (non-pensionable) :* £100.

(ix) *Teachers in island schools :*

Trained teachers : £60 per annum.

Qualified untrained teachers : £45 per annum.

(b) *Vocational Teachers:*

(i) *Allowances to Headmasters and Assistant Headmasters:*

The amount of the allowance payable to a Headmaster and Assistant Headmaster of a school under a County or Urban Vocational Education Committee is determined by reference to the size of the school and the scope of its activities. In general, the following scales apply (effective from 1 January, 1965) :

Rate No.	Amount £	Type of Post
1	95	Acting Headmaster, centre which does not warrant the appointment of a Headmaster.
2	125	Headmaster, school of two or three classrooms with whole-time day courses.
3	160	Headmaster, school of four classrooms and not less than four separate whole-time day groups.
4	195	Headmaster, school of five classrooms and not less than five separate whole-time day groups.
5	235	Headmaster, school of six classrooms and not less than six separate whole-time day groups.
6	280	(i) Headmaster, school of seven classrooms and not less than seven separate whole-time day groups. (ii) Assistant Headmaster, in large urban schools.
7	325	Headmaster, school of eight classrooms and not less than eight separate whole-time day groups.
8	375	Headmaster, school of nine classrooms and not less than nine separate whole-time day groups.
9	425	Headmaster, school of ten classrooms and not less than ten separate whole-time day groups.
10	475	(i) Headmaster, school of eleven classrooms and not less than eleven separate whole-time day groups. (ii) Headmaster of certain larger urban schools.

(ii) *Assistance for Headmasters in larger Vocational Schools:*

Where Vocational Education Committees desire to provide assistance for the Headmasters of larger vocational schools, the Department of Education is prepared to sanction arrangements for this purpose on the following basis:—

- (a) in schools with 8 classrooms and not less than 8 separate whole-time day class groups, one teacher may be recognised as Assistant Headmaster with allowance at the rate of £95 per annum :
- (b) in schools with 15 classrooms and not less than 15 separate whole-time day class groups, two teachers may be recognised as Assistant Headmaster each with allowance at the rate of £95 per annum :
- (c) in schools with 21 classrooms and not less than 21 separate whole-time day class groups, three teachers may be recognised as Assistant Headmasters, each with allowance at the rate of £95 per annum.

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| (iii) <i>Allowance for Special Qualifications:</i> | £110 per annum. |
| (iv) <i>Allowance for itinerant teachers of Domestic Economy:</i> | £70 per annum. |
| (v) <i>Allowance to Rural Science Teachers for special activities:</i> | Up to maximum of £70. |
| (vi) <i>Allowance for teaching through Irish:</i> | Up to maximum of £60. |
| (vii) <i>Children's Allowance:</i> | Same as for national teachers. |
| (viii) <i>Special Allowance to widow teachers:</i> | £60 per annum. |
| (ix) <i>Marriage gratuity for men (non-pensionable):</i> | £100. |
| (x) <i>Teachers in island schools:</i> | £60 per annum. |
- (c) *Secondary Teachers:*
- | | |
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| (i) <i>Allowance for Honours Degree or equivalent:</i> | £110 per annum. |
| (ii) <i>Allowance for teaching through Irish:</i> | £3 6s. 8d. per annum |
- for each hour of instruction given through the medium of Irish per week in subjects other than Irish. This increment is not paid if the period of instruction through the medium of Irish is less than two hours per week. The maximum amount of the increment which may be paid to a teacher is £60 per annum.
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| (iii) <i>Marriage gratuity for men:</i> | £100. |
| (iv) <i>Children's Allowance:</i> | Same as for national and vocational teachers. |
| (v) <i>Special Allowance to widow teachers:</i> | £60 per annum. |
- (d) *Teachers in Comprehensive Schools:*
- | | |
|------------------------------------|-----------------|
| (i) <i>Allowance to Principal:</i> | £300 per annum. |
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- (ii) *Allowance to Vice-Principal:* £125 per annum.
- (iii) *Allowance for special qualifications:* £110 per annum.
- (iv) *Children's Allowance:* Same as for teachers in national, secondary and vocational schools.
- (v) *Special Allowance to widow teachers:* £60 per annum.
- (vi) *Marriage gratuity for men:* £100.

NOTE: Special allowance for teaching through Irish is payable in the case of Carraroe comprehensive school, Co. Galway.

APPENDIX No. 7

MINIMUM QUALIFICATIONS FOR RECOGNITION AS TEACHERS IN NATIONAL, VOCATIONAL, SECONDARY AND COMPREHENSIVE SCHOOLS

(a) *National Teachers*

Teachers of national schools are required to complete a prescribed course of training of two years' duration at one of the recognised training colleges. The standard of entrance to these Colleges is that of the secondary school Leaving Certificate Honours. A number of university graduates are also accepted for a one-year course of training.

(b) *Vocational Teachers*

The academic and technical qualifications are as follows :

Art : The Diploma of a recognised College of Art, together with a success in the Department's special examination in Blackboard Drawing and Methods of Teaching Art;

or

The Art Teacher's Certificate of the Department.

*Building
Trades :*

The degree in Architecture of a recognised university;

or

The membership of the Royal Institute of Architects in Ireland;

or

The Woodwork Teacher's Honours Certificate of the Department.

Commerce : The Honours Degree in Commerce or Business Studies of a recognised university;

or

The pass degree in Commerce or Business Studies of a recognised university together with one year's approved business experience;

or

The pass degree in Commerce or Business Studies of a recognised university together with recognised qualifications in Shorthand and Typewriting, i.e. in the case of Shorthand, The Pitman's Shorthand Teacher's Diploma *or* the Shorthand Teacher's

Diploma of the Gregg Association and in the case of Typewriting, the Typewriting Teacher's Diploma of the Department;

or

The Commerce Teacher's Certificate of the Department.

Domestic

Science :

The Diploma of a recognised Training College for Teachers of Domestic Science.

Engineering :

The Degree in Engineering of a recognised university;

or

The Diploma in Engineering of a recognised Technical College;

or

Membership or Associate Membership of the Institute of Mechanical Engineers;

or

The Metalwork Teacher's Honours Certificate of the Department.

Irish :

An Teastas i dTeagasc na Gaeilge.

Metalwork :

The Metalwork Teacher's Certificate of the Department.

Physical

Education :

The Diploma of a recognised College or Institute of Physical Education.

Rural

Science :

The degree in Agricultural Science of a recognised university together with satisfactory attendance at one of the Department's Short Summer Courses in Methods of Teaching Rural Science;

or

The Rural Science Teacher's Certificate of the Department.

Science :

The degree in Science of a recognised university;

or

The Diploma in Science of a recognised Technical College.

Woodwork :

The Woodwork Teacher's Certificate of the Department.

Other

Subjects : In the case of subjects other than those set out above and in the case of combinations of subjects, the qualifications required will be specified by the Minister in approving of the proposal to create the appointment. Normally, the minimum requirement will be a degree of a recognised university with the subject, or subjects, in question taken as part of the university course.

(c) Secondary Teachers

The required minimum academic qualifications for registration are laid down by the Registration Council which is constituted under the Intermediate Education (Ireland) Act, 1914. In order to become a registered teacher an applicant must :—

- (i) hold a degree of a university in Ireland or Great Britain, or of such other university as may be recognised for this purpose, and a recognised qualification in training in teaching of such university obtained after attendance at a satisfactory course of training in the theory and practice of Education, accompanied by practice in teaching under supervision;

or

hold a recognised Certificate or Diploma in Art or Domestic Science obtained after a satisfactory course of study in a School or College approved for the purpose;

- (ii) have at least one year's satisfactory experience as a teacher in a recognised secondary school under the Department of Education; and
- (iii) pass a test of competency in oral Irish.

*(d) Teachers in Comprehensive Schools:**Non-Practical Subjects:*

- (i) Academic qualifications laid down by the Registration Council as acceptable for registration as secondary teacher;
- (ii) The successful completion of training course for national teachers together with the degree of a university, recognised by the Minister for Education.

Practical Subjects:

Qualifications prescribed for permanent whole-time vocational teachers of those subjects.

APPENDIX No. 8

PROBATIONARY REQUIREMENTS IN THE CASE OF
TEACHERS IN NATIONAL, VOCATIONAL, SECONDARY
AND COMPREHENSIVE SCHOOLS(a) *National Teachers*

On first appointment, all trained teachers are placed on the minimum point of the appropriate salary scale and are recognised on probation during the first two years of service at the end of which they are regarded as having satisfactorily completed their probation provided that the reports on their school work are satisfactory. While on probation, teachers may be granted one increment on completion of one year's satisfactory service from the date of commencement of duty—such date to be reckoned as the incremental date in succeeding years.

(b) *Vocational Teachers*

A whole-time vocational teacher is required to serve a probationary period of at least two years' duration. The period of probationary service is reckoned from whichever of the dates, 1 October, 1 January, 1 April or 1 July, next follows the date of taking up duty, or is the date of taking up duty, except in the case of an appointment taken up not later than the end of October in which case the probationary period may be reckoned from the 1st of that month. The first increment of salary becomes payable on completion of one year's satisfactory service from the date on which the period of probation is regarded as having commenced and that date is the incremental date in succeeding years.

(c) *Secondary Schools*

In order to become a registered secondary teacher, an applicant must *inter alia* have at least one year's satisfactory experience as a teacher in a recognised secondary school. Salary is paid to the teacher by the school authorities during that year. In addition, an allowance at the rate of £399 (women and single men) and £412 (married men) is paid by the Department. When registered the teacher is placed on the incremental salary scale and the incremental date corresponds to the date on which the teacher is registered.

(d) *Comprehensive Schools*

Every person appointed for the first time to a position of whole-time teacher in a comprehensive school is required to serve a probationary period of at least one year's duration. The first increment of salary becomes payable on completion of one year's satisfactory service from the date of commencement of duty.

APPENDIX No. 9

SCHOOL YEAR IN NATIONAL, VOCATIONAL, SECONDARY
AND COMPREHENSIVE SCHOOLS(a) *National Schools*

The school year commences on 1 July. Schools should be in operation for a minimum of 190 days in the school year. The period of secular instruction to be provided for in the time-table of each school day must be at least four hours. This minimum period may be reduced by one hour in respect of a child enrolled in an infants' class or first standard.

(b) *Vocational Schools*

The school year commences on 1 September. In view of the different conditions under which whole-time teachers are employed and because of such considerations as variety of subjects, level of teaching, time-table arrangements, accessibility of centres, etc., it is not possible to fix a minimum number of teaching hours to be given per session which would be applicable to all cases. In general, however, a teacher who is engaged at only one centre and who is working to a compact time-table with little night teaching might reasonably be expected to give 950 hours in a session (i.e. 25 hours per week for 38 weeks actual teaching). In other instances (e.g. where a teacher is engaged at two or more centres, involving expenditure of time in travelling, or where a teacher has a high proportion of night work, or in circumstances meriting special consideration) the number of teaching hours required per session might be suitably reduced.

Evening teaching is a normal feature of the vocational education system, and whole-time teachers must be prepared to teach evening classes as directed by their Committees. In general, in the allocation of teaching hours, one hour's evening teaching shall be equated to one and a half hours' day teaching—evening teaching being teaching after 6 p.m.

The regulations specify that in no case should a permanent whole-time teacher be allocated less than 800 actual teaching hours per session.

(c) *Secondary Schools*

The school year commences on 1 August. Schools must remain in operation for a minimum of 200 days in any school year. In the case of schools operating a 5-day week, however, a minimum of 180 days is accepted provided that the number of hours of instruction per week is not less than 28 hours.

To be eligible for the payment of incremental salary a registered assistant secondary teacher must be engaged in teaching for a minimum of eighteen hours per week. Headmasters and Headmistresses in schools of less than sixty-one recognised pupils must be engaged in teaching for at least ten hours per week. Where the number of recognised pupils in a school exceeds sixty, the Headmaster or Headmistress is not required to be engaged in teaching.

(d) *Comprehensive Schools*

The school year commences on 1 August. The duration of vacation periods is generally in line with those operating in secondary schools. A whole-time teacher shall give a maximum of 26 hours of instruction per week.

Houses of the Oireachtas

