

CHAPTER 4

REVIEW OF EDUCATION GRADES

Introduction

4.1 Chapter 14 of our Report No. 2 examined the background to the existing structure of the Education grades, briefly dealt with representations by staff, and concluded that a major review was required. We have now completed this review and our recommendations are set out in this Chapter.

Grades Reviewed

4.2 A list of ranks and grades dealt with in this review is in Table B at the end of this Chapter. It includes the Workshop Instructor grade, which is closely related to the Certificated Master grade, although we deal with it separately. Excluded from this review are staff of the English Speaking Schools since the responsibility for their administration is no longer that of Government. We also exclude Laboratory Technicians in the Education Department, whose pay we reviewed in Report No. 2, alongside that of other Laboratory Technician grades. We do, however, refer to a recommended change in the rank structure of the Laboratory Technician grade in Chapter 9.

Organisation of the Education Grades

4.3 The Education grades work in four streams :

- (a) Teachers in primary and secondary schools,
- (b) Lecturers in Colleges of Education and Technical Institutes,
- (c) Inspectors, and
- (d) staff concerned with administration.

Each stream has graduate and non-graduate grades. Altogether there are eight grades and twenty-six ranks.

Background

4.4 Before 1972, when the structure of the Education grades was last reviewed, the four separate streams were staffed by the same grade of officers with academic, non-academic or technical duties, with the result that the

responsibilities of staff in the different streams varied and each rank covered a wide range of duties. The new structure introduced in 1972 would, it was hoped, establish clear functional levels of responsibility in the various streams, strengthen administration and enable teachers in subsidized schools, who form the majority of the teaching force, to receive the same pay as teachers in government schools. However, different requirements in some streams resulted in changes in structure and number of ranks. The resultant structure, as discussed in more detail below, has caused some of the present difficulties.

Consultation

4.5 In the course of our review, we took the opportunity to meet and consult management and staff in both the government and aided sectors. We also engaged in a programme of visits to see, at first hand, the conditions under which staff work, and to hear their representations. In addition, a large number of written representations from individuals, staff associations, unions and aided sector educational bodies were received. These representations are listed in Appendices VII and VIII of this Report. Although it is not possible to discuss all these submissions individually, it is stressed that each and every one has been taken into account in framing our proposals.

4.6 Our consultations indicated the following major areas of concern :

- (a) The existence of eight separate grades is alleged to have reduced career opportunities for staff who say they are no longer able to transfer between types of job as easily as they could before 1972 and who, in some cases, cannot expect automatically to reach the same level of salaries as was possible under the previous structure. For some staff this has produced a sense of frustration, jealousy of career prospects in other grades, and a belief that simply returning to the pre-1972 structure would be a panacea for whatever dissatisfaction now exists;
- (b) Several representations were received suggesting that, where staff could not for one reason or another be promoted, pay scales should be extended and overlapped with those of promotion ranks to provide rewards for long service;
- (c) Many representations, both from staff in the government sector and school operators and senior staff in the non-government sector, suggested revision of manning scales to increase the number of promotion posts available to the teacher entry ranks.

Return to the Pre-1972 Structure

4.7 In the light of the representations received, we first considered whether or not to recommend a return to the pre-1972 structure, the so-called "monolithic" structure. We found, however, that the pre-1972 structure was not truly monolithic and, although there were common rank titles, staff were still streamed. In any event, we consider that any recommendations for changes in the structure of the Education grades must take account of the functional differences between ranks and grades that exist today. We therefore decided that a return to the pre-1972 structure was both impractical and undesirable. We also considered a number of suggestions for a revised form of monolithic structure but again found that such structures would only result in a combining of ranks for appearances sake and would not take account of the realities of the present situation. We have therefore concluded that our aim should be to establish a closer relationship between the pay scales of ranks with the same levels of responsibility in different grades, while recognising the need to retain some differences to reflect the needs of particular grades and streams.

Overlapping Scales

4.8 We have received a number of representations calling for extended pay scales to reward long service and to compensate for lack of promotion, particularly in the non-graduate teaching stream. However this is a service-wide issue to which we propose to give further consideration in our review of the policy to be adopted towards long service increments.

Career Opportunities

4.9 With regard to provision of promotion posts for non-graduate teachers, after very careful consideration of all the representations made, we see no alternative but to adhere to the principle laid down in our Report No. 1 that such posts should be provided on functional grounds alone. In this regard we suggest that management should regularly review the establishment and staff submissions to ensure that promotion posts for which there is functional justification are provided. A number of representations and staff whom we have consulted have urged that there should be less distinction between graduate and experienced non-graduate teachers. We agree with this view, and have made proposals in paragraph 4.19 of this Chapter.

4.10 Our recommendations for the Education grades are given in the paragraphs which follow.

Non-Graduate Grades

4.11 Certificated Master/Mistress

3,161 posts

There were various staff representations concerning the Certificated Master grade. One called for a maximum of MPS Point 29 for the rank of Certificated Master, with allowances for teachers performing headship and other duties of special responsibility equivalent to a further two increments. Another suggested combining the rank with that of Assistant Master, with a further three increments for those performing the functions currently exercised by Assistant Masters. A third representation asked that the grade be restructured into four ranks instead of the existing three, with overlapping scales and the maximum of the top rank set at MPS Point 43, which is now Point 44 on the revised Master Pay Scale.

At present, Certificated Masters are normally appointed after completing a two-year course in a College of Education, the minimum entry qualification to a College being a school certificate. However, from September 1980 onwards, the Colleges of Education will be providing three-year courses in place of the existing two-year courses. We therefore consider that, in view of the educational qualifications and training required, the pay scales for the Certificated Master rank should be determined by having regard to the scales for grades with student ranks requiring three years' training. We accordingly recommend an additional one point at the bottom of the Certificated Master scale and one point at the top of the scale. The minimum of the pay scale for the second rank in the grade (Assistant Master) is adjusted accordingly, and the top of the Senior Assistant Master rank scale is adjusted to bring it into line with other ranks at this level of responsibility.

We consider that the duties and responsibilities of heads of primary schools are not sufficiently recognised, and recommend that a new rank of Principal Assistant Master be created for the heads of large primary schools (24 classes or more). We also recommend that the heads of medium sized primary schools (17 to 23 classes) be upgraded from the present rank of Assistant Master to Senior Assistant Master. We suggest that, if these measures are adopted, consideration be given to discontinuing the allowances for the heads of medium and large primary schools, and increasing the existing allowance of \$100 a month for Assistant Masters, who are heads of small primary schools (16 classes or less).

We have also received representations that a case exists for the payment of allowances to staff engaged in extra-curricular activities and other additional duties. We suggest this be investigated by the Department.

During the course of our visits to schools and in written representations, we were told that there was too great a distinction between the career opportunities open to graduate and experienced non-graduate teachers. We consider that, for individuals who have demonstrated high ability and a capacity to overcome the lack of a degree, provision should be made for transfer to the graduate education grades. Our proposals, which apply not only to teachers but to all the non-graduate education grades, are given in detail in paragraph 4.19.

We recommend the following pay scales for the Certificated Master grade :

	<u>Existing</u>	<u>Proposed</u>
Certificated Master/ Mistress	16 - 22(25)*	17 - 23(26)*
Assistant Master/ Mistress	23 - 31	24 - 31
Senior Assistant Master/Mistress	32 - 36	32 - 37
Principal Assistant Master/Mistress (proposed new rank)	-	38 - 40

* Note : The existing and proposed Certificated Master scales provide for three additional increments at the top of the scale after three, two and two years of service respectively.

4.12 Lecturer (Non-Graduate)

245 posts

There are at present three ranks in this grade with large overlaps in their respective scales. The grade is employed in the Technical Institutes and the Colleges of Education. In the Technical Institutes, there are no Lecturers (Non-Graduate) whilst there are no Assistant Lecturers II in the Colleges of Education. At present Assistant Lecturers II (MPS 18 - 30) and Assistant Lecturers I (MPS 22 - 36) have a combined establishment which means in effect that Assistant Lecturers II are normally promoted after three years' service to the rank of Assistant Lecturer I without having to wait for a vacancy at the higher level.

There appears to be no functional difference between the two ranks and, indeed, between posts of Lecturer (Non-Graduate) and Assistant Lecturer I in the Colleges of Education which are provided on a ratio basis, i.e. for every four posts created, at the Assistant Lecturer I level one post is provided at the Lecturer (Non-Graduate) level.

Representations by staff called for an additional rank for this grade, again with overlapping scales, with the maximum pay for the top rank set at MPS Point 44, but we do not consider this is justified on functional grounds. We propose the merging of the Assistant Lecturer I and II ranks, and recommend that the Lecturer (Non-Graduate) be allocated suitable administrative duties such as assisting Principal Lecturers with the organisation of courses. This will create a clear functional difference between the new Assistant Lecturer rank and that of Lecturer (Non-Graduate).

The starting pay for the Assistant Lecturer rank takes account of the requirement for six years' teaching experience. However, entrants to the rank who teach courses requiring less than six years' teaching experience (e.g. secretarial courses) should be appointed at appropriate points below the minimum. The proposed scales for this grade are as follows :

<u>Existing</u>		<u>Proposed</u>	
Assistant Lecturer II	18 - 30)		
)	Assistant Lecturer	23 - 37
)		
Assistant Lecturer I	22 - 36)		
)		
Lecturer (Non-Graduate)	31 - 39	Lecturer (Non-Graduate)	38 - 40

4.13 Inspector (Non-Graduate) 165 posts

This is a two-rank grade and, like Lecturers, entrants are normally required to have six years' teaching experience. While we consider that there continues to be a requirement for a supervisory rank, the existing overlap between the scales for Assistant Inspector and Inspector (Non-Graduate) should be eliminated. We also consider that, in order to provide a pay structure in line with those of other non-graduate grades, the pay scales should be equated with those for the Lecturer (Non-Graduate) grade. Accordingly, we propose the following pay scales :

	<u>Existing</u>	<u>Proposed</u>
Assistant Inspector (Non-Graduate)	22 - 36	23 - 37
Inspector (Non-Graduate)	31 - 39	38 - 40

4.14 Education Assistant

45 posts

Staff in this grade are concerned with the administration of education. At present, entrants are normally required to have at least seven years' teaching experience, i.e. one year more than that required for appointment to the Inspector or Lecturer grade. We have found no justification for this distinction and have been informed that the Administration is already taking steps to change the requirement to six years' teaching experience. Our proposed scales, which are in line with those of the Lecturer and Inspector grades, take account of this change.

	<u>Existing</u>	<u>Proposed</u>
Education Assistant	23 - 31	23 - 37
Senior Education Assistant	32 - 39	38 - 40

Graduate Grades

4.15 Education Officer

621 posts

The Education Officer grade has five ranks. The pay scale for the Assistant Education Officer rank spans the normal pay scales for the first two graduate ranks. We therefore propose that staff in this rank should not proceed beyond MPS Point 31 without acquiring a Diploma in Education. We consider that deferment of the first increment in this rank for one year for those who have not obtained a Diploma in Education should continue as an incentive to prospective entrants to obtain this qualification. We also recommend that the maximum of the Assistant Education Officer scale should be raised to MPS Point 37 to bring it into line with that of Senior Assistant Masters whose teaching duties in secondary schools are comparable.

We do not consider that the functional differences between the Education Officer and Senior Master ranks, which largely arise from differences in the size of schools, are sufficiently significant to justify separate pay scales. We therefore propose that the two ranks be combined.