

# AGENDA ITEM:

NORTH LANARKSHIRE COUNCIL

DEPARTMENT OF EDUCATION

To: Education (Sub) Committee	From: Director of Education
Ref: MON/CP/AM	Subject: <b>A Teaching Profession for the 21<sup>st</sup> Century</b>
Date: 7 <sup>th</sup> February, 2000	

## Purpose and Content

In September 1999 the Minister for Education established an independent committee of inquiry under the chairmanship of Professor Gavin McCrone with a remit to;

- 1) advise on what changes to the structure of teachers' conditions of employment, including pay are required to meet the needs of the new Millennium and;
- 2) recommend a future approach to determining further changes to these conditions of employment

The report is to be published in May 2000.

Interested parties have been invited to submit views to the McCrone Committee. This report is the authority's response to this invitation.

## Recommendations

It is recommended that the sub committee:

- (i) Approve the contents of this report
- (ii) Authorise the director of education to submit the report as North Lanarkshire Council response to the McCrone Inquiry.

Members wishing further information should contact  
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## **NORTH LANARKSHIRE COUNCIL : DEPARTMENT OF EDUCATION**

### **A TEACHING PROFESSION FOR 21<sup>ST</sup> CENTURY**

#### **Report by Director**

#### **1.0 BACKGROUND**

- 1.1 The McCrone Committee of Inquiry into professional conditions of service for teachers was established by the Minister for Children and Education in September 1999.
- 1.2 The Committee has been given the following terms of reference and to report on:
  - How teachers' pay, promotion structures and conditions of service should be changed in order to ensure a committed, professional and flexible teaching force which will secure high and improving standards of education for all children in Scotland into the new Millennium; and
  - The future arrangements for determining teachers' pay and conditions in Scotland following the removal of the statutory basis of the Scottish Joint Negotiating Committee (School Education) now proposed by the Scottish Executive.
- 1.3 The Committee of Inquiry has issued a leaflet which provides general background together with sections relating to promotion and management structures, conditions of service, workload, professional issues, pay and future arrangements for pay bargaining. Each section has a series of questions to which interested parties are invited to respond.
- 1.4 In general terms it is recognised by all interested parties in education in Scotland that teachers pay has fallen behind both in absolute and comparative terms. During the 1990's there have been two unsuccessful attempts to review the pay and conditions of service of teachers – the 1990's Review and the Millennium Review.

There is no dispute that over a period of 30 years teachers' pay has failed to keep pace with comparable professional salaries and in fact teachers' pay has progressed at somewhat less than 50% of the rate of other comparable professions.

- 1.5 There can be no doubt that as we enter the 21<sup>st</sup> Century the Education Service is experiencing a period of change which is becoming more rapid. This requires teachers of the highest calibre who are open to change and able to work within structures which are themselves highly adaptable. The education service will need leaders with vision and skill. The recruitment, retention and rewarding of staff who are capable of envisaging and successfully implementing change will be a fundamental requirement. This will only be achieved if teaching becomes – and is recognised as – a far more valued and rewarding profession than at present and if the present conditions of service are radically changed to meet the needs of the service for the 21<sup>st</sup> Century.

- 1.6 Even in the immediate future the education service and individual schools face developments which cannot easily be taken forward within the existing constraints.
- 1.7 Growing concern about standards of attainment in S1 and S2 and growing frustration about the slow pace of change, problems of primary/secondary liaison, discontinuity of approaches between P7/S1, the significant fragmentation of the curriculum in S1/S2 have not been tackled with the same amount of energy that secondary schools used to approach the introduction of Standard Grade developments or more recently Higher Still. Secondary subject departments have been committed to taking forward developments which fall within the demarcation lines of existing subject based structures. Due to the demands of the examination structure and the complexities of some aspects of 5-14, e.g. Environmental Studies, particular developments in S1/S2 have been given lower priority.
- 1.8 The Higher Still Development Programme is still at an early stage. However if the full benefits of the programme are to be realised it will be necessary for subject departments in schools to broaden the range of courses provided to include, for example, more obviously vocational areas and to respond more creatively than has happened at S1/S2.
- 1.9 A much greater emphasis needs to be placed on raising standards of attainment and achieving continuous improvement targets along with the challenge for the education service to respond to the government's "social inclusion" agenda to narrow the gap in standards of attainment between schools serving affluent areas and those serving areas of deprivation.
- 1.10 The need for professional development is significantly increasing and the problem of interruption to the continuity of teaching and normal classroom routine will increase unless conditions of service are altered.
- 1.11 The introduction of New Community Schools along with the ten core programmes in the Excellence Fund such as Study Support, Alternative to Exclusion, Early Intervention, Support for Parents, Classroom Assistants requires a greater emphasis on multi agency working and more flexibility in the approach to the delivery and management of the service.
- 1.12 The introduction of National Grid for Learning and the impact of new technology on the learning process will enable pupils and teachers to access a vast and excitingly presented range of information through the Internet. Education authorities are only beginning to perceive what the potential of this technology will mean for young people and their teachers.
- 1.13 Current difficulties in acquiring cover staff have done little to improve the provision of education in Scottish schools and the morale of staff. Unless recruitment is advanced by a considerably more attractive salary structure notable deterioration in both areas is likely to result.

- 1.14 The challenge for education is significant but also exciting. It is imperative that the state education system in Scotland is able to respond as effectively as its potential competitors to these overwhelming pressures for change. Over the years the Scottish education system has demonstrated that it is capable of delivering high standards of pupil attainment within a local authority context. If this is to continue and improve the profession must be able to recruit and retain graduates of the highest calibre and reward staff appropriately.

## **2.0 PROMOTION AND MANAGEMENT STRUCTURES**

- 2.1 The key task for management in schools is to secure quality and support in every classroom so that all pupils can obtain maximum benefit from their school experience. It is important therefore to place the focus on professional issues relating to the quality of teaching and learning and to separate from this administrative tasks which are essential to the good order of the school but which may not require input from educational management. Some of the highlighted concerns have been addressed in the "Time for Teaching" report produced by the Accounts Commission for Scotland and HM Inspectors of Schools 1999.

- 2.2. Headed by the headteacher the essential functions of educational management in schools which support the teaching and learning process fall into four broad areas

- Managing Curriculum and Assessment
- Managing the professional development and performance of all staff
- Managing Policy and Planning
- Managing the Educational Resource

Further consideration requires to be given to the leadership role of all educational managers particularly in the areas of vision for the school and its relationship with the wider community.

- 2.3 There is a need to recognise that whole school management encapsulates more than professional tasks. Other tasks include clerical and administration, finance, property and ICT. In seeking to take forward these complementary management tasks it is essential that financial resources are available to provide this complementary support.

A review of administration with the intention of providing appropriate support for school and classroom management should seek to identify those management tasks currently undertaken by all staff.

- 2.4 The introduction of new technology has the potential to provide a comprehensive management information system which will improve the efficiency and effectiveness of administrative processes, minimising the demands placed on schools and school managers.

The potential of new technology to support the management task is likely to include:

- Monitoring statistical data (budgets, absence, attainment)
- Reporting to parents
- Access to information on INTERNET
- Development plans, forward plans
- Curriculum options/timetable
- Recording professional review
- Management related administration

2.5 The Excellence Fund has provided the opportunity to increase the level and scope of additional support in relation to:

- Nursery nurses to support early intervention
- Classroom assistants in primary schools
- SEN support staff
- Home-school partnership officers
- Technician support for ICT
- Community education officers

Early evaluation of these initiatives demonstrate that this additional support for administrative and clerical tasks has enabled the teacher to focus more directly on the delivery of teaching and learning. Management of a wider range.

2.6 In many respects the current promoted post structures have served the education service well over a large number of years. However these structures no longer reflect the management requirements of schools as we enter the 21<sup>st</sup> Century. The present management capacity of primary schools is inadequate while the structure in secondary schools is over complex with too many levels of promoted post and too many staff in permanent promoted positions. There is a need to review the promoted structures and build in sufficient flexibility to respond to developments in the future.

2.7 The major weaknesses of the present system are:

- Secondary school structures are largely based on a subject centred approach making it difficult to respond to whole school and cross curricular innovation
- Certain promoted posts were introduced more in the interests of career progression than on meeting identified need (e.g. senior teacher, APT Guidance)
- The size of the promoted post structure undermines the professional standing of the classroom teacher
- The level of payments for promoted posts do not necessarily relate to the workload or size of job
- There is insufficient time for management duties in all sectors but in particular the primary and early years sectors

- 2.8 In the primary sector it is considered that three levels of post would suffice. In addition to the classroom teacher and the post of headteacher there will require to be a limited number of whole school strategic senior managers. While it is not necessary to create posts at a middle management level, it is important to ensure that primary schools are treated equally in terms of management capacity. This will require the creation of additional time for management. It is considered that headteachers in all but the smallest primary schools ought not to be class committed therefore it is proposed that the post of headteacher ought to be removed from the staffing standard calculation to provide this additional time.
- 2.9 It is also recommended that primary schools ought to be able to recompense classroom teachers for taking on additional leadership tasks e.g. developing a particular area of the curriculum for a specified period of time. Each primary school should be allocated an element of 'professional resource' which would be used to provide time for the development of the task and/or payment of an additional allowance for the duration of the task. This approach would provide the necessary flexibility and facilitate professional development and motivation.
- 2.10 Small primary schools have to cope with the same range of management and development tasks as larger schools without the same level of support and back up. There is a need to examine ways of assisting with the management of small primary schools. This might include co-operating with other schools on a cluster basis or managing a group of small schools together under one headteacher.
- 2.11 In the secondary school it is considered that the posts of senior teacher and assistant principal teacher be subsumed within any revised classroom teacher salary scale. It is envisaged that each school would have a number of posts at a strategic senior management level. It is suggested that the post holders might be full time managers since there is often a tension between the teaching and management aspects of current senior management roles. It is feasible that senior management teams could be supported by senior managers who are not professionally qualified teachers.
- 2.12 There also requires to be a level of posts at middle management with responsibility for the management of an area broader than the current single subject department. Such posts might operate at a faculty, cross curricular or whole school level. Posts could carry a core function with specific additional responsibilities to be negotiated on a periodic basis. In addition to these posts a small number of equivalent posts would be allocated to provide pupil pastoral support/guidance.
- 2.13 The management and delivery of guidance/pastoral support requires further consideration. It is recognised that there can be a conflict between the subject teaching commitment and the guidance function. There is the possibility of introducing full time guidance teachers who could be more involved in the delivery of PSE or employing other professionals to deliver pupil welfare functions e.g. health workers, social workers.

- 2.14 There is the potential to recompense secondary classroom teachers for undertaking additional leadership tasks e.g. developing a particular area of the curriculum or cross curricular area for a specified period of time. Each school could be allocated an element of 'professional resource' which would enable headteachers to allocate additional time in return for development work or pay an additional allowance for the duration of the task.
- 2.15 A set of salary points should be introduced for all management posts with placement decided on the basis of a nationally agreed job sizing/job evaluation exercise. The number and distribution of posts would be for local determination. There would also be merit in devising a statement of general principles within the national framework to inform the development of local authority guidelines.
- 2.16 The requirement for greater decentralisation of management consistent with devolved school management, does argue that more of decision making on the detail of the management structure should be passed onto school level. The structures developed would require to adhere to the national statement of principles.

### **3.0 CONDITIONS OF SERVICE**

- 3.1 A mismatch exists between teachers' views of their conditions of service and the views of society in general. Teachers experience their work as demanding, constantly subject to change, undervalued by the community and as a consequence very stressful. Those aspects of the teachers conditions which the public perceive as particularly favourable are a short formal working day, long holidays and protection against redundancy and dismissal.
- 3.2 There are elements of truth in both of these perceptions. The job of teachers is demanding and, as with many jobs nowadays, change is constant. There can be no doubt that in order to respond to the education demands of the 21<sup>st</sup> Century a fundamental review of the conditions of service is essential. It is therefore imperative that sufficient financial resource is made available to allow for a revised conditions of service framework which meets the needs of the education service.
- 3.3 A fundamental flaw of the existing conditions of service is that it attempts to control teacher workload by an inflexible system of allocating periods of time for specific purposes.
- 3.4 The following aspects of the working day/week should be addressed;
- the teacher working week should be 35 hours but with the current minimum non contact time guaranteed
  - teachers should be available to be in school beyond the pupil day and up to the 35 hours
  - the removal from the pupil day of certain activities e.g. planning, CPD, working groups, staff meetings.

- 3.5 There are strong arguments from the perspective of the learning and teaching process which support the proposal to shorten the summer holiday and allocate more even, regular breaks. These arguments include:
- the retention of learning
  - the deterioration of pupil behaviour towards the end of long terms
  - additional stress for pupils and staff during the Christmas to Easter term.
- 3.6 It is considered that certain core conditions are best determined at a national level.
- class sizes
  - hours of work
  - salary scale
  - maximum class contact
- 3.7 The current provisions provide that where a teacher occupies a promoted post for two years or more on a permanent or an acting up basis and is then transferred to an unpromoted post then the individual retains the salary indefinitely and continues to receive annual salary upgrades. Also in the case where a pupil roll declines the conservation applies.
- 3.8 In most other areas of local government there are no longer national conservation provisions and where a post no longer exists the postholder is redundant unless he or she is prepared to be redeployed to a post which may carry a lower salary. Under the single status agreement for other local government employees where a post is down graded as a result of job evaluation protection of earnings is guaranteed for 3 years on a cash conserved basis. The same conditions should apply to teachers.
- 3.9 Over the years there has been considerable debate regarding the educational effects of reducing class sizes. There is considerable parent and teacher support for the notion of reducing class sizes. There is a need to commission further research on this matter. In the meantime the status quo should be maintained for class size maximum including a maximum of 25 in composite classes in the primary school.
- 3.10 Clause 8.5 in the conditions of service pre-dates the legislative provision laid down in Section 87 of the Education (Scotland) Act 1980 and as amended by Section 74 of the Self Governing Schools etc. (Scotland) Act 1989.
- This council would question the retention of the clause in the conditions of service.
- 3.11 North Lanarkshire Council has a local agreement for absence cover in place which is monitored at school and authority level. It is recommended that this local flexibility be maintained and the national absence cover provision be deleted.
- 3.12 It will be very important that the Committee make some statement about future mechanisms for promoting change in Scottish Education as a way of reassuring teachers that more flexible working conditions does not imply an unconstrained workload.

## **4.0 WORKLOAD**

- 4.1 Workload is a key issue for all teachers and concerns over increasing workload have been voiced consistently over many years. Where workload is perceived to be increased through tasks not directly related to classroom teaching or through high levels of centrally imposed paperwork then time and energy are diverted away from the main task of teaching.
- 4.2 Undoubtedly there has been an increase in the amount of time spent on producing written plans such as forward plans and development plans. In addition assessment procedures have become more complex and bureaucratic. Major national development programmes have brought a significant increase in curriculum development work and the need to revise coursework and support materials.
- 4.3 There is widespread belief amongst teachers that some of these activities do not justify the amount of time devoted to them. It is worth noting that there has been no national evaluation of the success or otherwise of these initiatives nor has there been a cost attached to them.
- 4.4 The experience of this authority is that the most successful initiatives are those which are developed in response to an identified need at classroom/school level e.g. the change to the time allocation for environmental studies at the early stages or the early intervention strategy for literacy and numeracy. In both these cases real ownership by class teachers was achieved because they could realise the benefits of their own involvement.
- 4.5 The time is now right for a radical re-think about the way teachers operate and the range of duties to be overtaken in the learning process. The Excellence Fund has enabled some experimentation and development of practice where a more integrated approach to child support is developing due to the employment of classroom assistants, technicians for NGFL, home/school partnership officers etc. The teachers' role can become more specialised and directly focussed on learning processes if the level of support available to them for other tasks is increased.
- 4.6 Teachers frequently comment on the work generated by the management systems operating internally in the authority and our schools, often with the best intention of communicating and consulting with staff. The full introduction of ICT networks to all our schools is an opportunity to radically review internal systems. A genuine attempt should be made to assess the demands made on teachers and determine whether teachers need to be involved in certain activities at all times.

## **5.0 PROFESSIONAL ISSUES**

- 5.1 The McCrone Committee has as part of its consideration invited comments on a range of professional issues.

- 5.2 North Lanarkshire Council is committed to the support and development of all its employees in the interests of delivering quality services to the community. The Education Department has had in place a policy on Professional Review and Development since January 1997 and in September 1999 achieved Investors in People status. All our staff have an entitlement to professional development to support identified needs.
- 5.3 The purpose of continuous professional development is to support teachers deliver a quality service through continuous improvement in school and personal performance. The identification of a framework for continuous professional development through defining teacher competences for classroom teachers, for advanced skills teachers and for head teachers is a necessary element. It is equally essential to create a framework for support. Such a framework should provide staff with clear pathways for professional and career development with a strong focus on excellence in the classroom. It should begin from initial teacher training and extend throughout a teacher's career.
- 5.4 In recent years there has been a massive expansion of in-service training opportunities which operate during the pupil school day causing disruption to the teaching and learning process and therefore can disadvantage pupils. In the last two years this has been compounded by the severe shortage of supply teachers. If arrangements are not to conflict with teaching commitments then changes will be required in the contractual provisions regarding teachers' working day, week and year.
- 5.5 There is a need for effective induction of teachers into the profession. Far too many teachers experience a very fragmented probationary period with authorities struggling to provide appropriate support. Consideration should be given to developing a more formalised training period/post similar to arrangements that are in place for other professions. Once full registration is achieved there should be a significant increase in salary and accreditation given to pursue full time permanent posts.
- 5.6 North Lanarkshire Council has been delivering staff development and training for probationer teachers, middle management and aspiring head teachers. The department is now at the stage of considering the possibility of accrediting a range of programmes delivered by the Quality Development Service in response to requests for formal recognition.
- 5.7 The Scheme of Conditions of Service sets out the model disciplinary procedure which refers to the right of the individual teacher to be dismissed only by the Education Committee of the Council.
- 5.8 The Self Governing Schools (Scotland) Act 1989 replaced Section 88 of the Education (Scotland) Act 1980 which stipulated that teachers could be dismissed by a two-thirds majority of the Education Committee of a Council. The Local Government (Scotland) Act 1994 repealed Schedule 10 of the Local Government (Scotland) Act 1973 which stipulated that teachers could be dismissed only by a majority of the Education Committee. Therefore it should now be possible to treat teachers in the same way as other employees as far as dismissal is concerned, i.e. dismissal is instigated by a senior

officer of the council with the right of appeal to elected members. However, the fact that the repeal of Schedule 10 did not come into effect until 1 April 1996, on the same day as the new councils were established, means that the new councils inherited procedures appropriate to the old rather than the new legislation. The teachers side of SJNC insists that under the TUPE legislation the model disciplinary procedure currently stipulated in the scheme continues to apply to teachers who were transferred at reorganisation. The current model does not provide for an internal appeal and conflicts with good employment practice. It is recommended that the disciplinary procedures in regard to teachers be brought into line with all other local authority employees.

- 5.9 The role of the General Teaching Council (GTC) is to ensure that all teachers who are employed in Scottish schools are suitably trained and qualified and to maintain the register of such teachers.
- 5.10 Local authorities should be required to notify the GTC of all teachers dismissed from service and this should be recorded on the register and accessible to all employers.
- 5.11 Changes made in recent years to the superannuation regulations have made it prohibitively expensive to consider premature retirement in the interests of the education service.
- 5.12 It will be extremely difficult to introduce any significant restructuring of the profession to reduce the number of promoted posts without a mechanism to offer early release. Consideration should be given to a limited scheme for the transitional period, particularly given the current age profile of the profession. Coupled with this would be the opportunity for teachers to prepare for retirement through e.g. a scaling down of teaching commitments and access to comprehensive 'preparation for retirement' courses.

## 6.0 PAY

- 6.1 During the thirty years since the Remuneration of Teachers (Scotland) Act 1967 teachers have experienced severe continuous decline in salary relative to the rest of the community interrupted only by three independent committees of inquiry.
- 6.2 In terms of the current pay and award structure for teachers, the fundamental problems include:
  - A low starting salary which compares poorly with other professionals.
  - A spinal column which is too long (10 years) with very small annual increments.
  - The salary at the top of the scale is inadequate for fully qualified experienced professionals.
  - Starting salary will not encourage the recruitment of quality graduates.

- Retention of quality is extremely difficult.
- The recruitment of top quality entrants to the profession to ensure leaders for the future is essential.
- After the maximum on the scale the only way to achieve a higher salary is to move from the classroom into management.
- Current pension arrangements are based on the highest annual earning from the last 3 years. This militates against a decision to reduce work pattern or level of post.

6.3 The following proposals are put forward by this authority to address some of these shortcomings. The starting salary, following full registration, must be significantly higher than the current position. The main scale should be shorter perhaps consisting of five increments after full registration. The top of the scale should attract a significantly higher salary than present. Teachers should move through the incremental scale on the basis of satisfactory annual professional review. The move to the final scale point would require a more rigorous formal assessment or external accreditation.

6.4 A second scale would reflect the salary awards for secondary middle management posts. Progression through the scale would be dependent on successful annual professional review and achievement of targets.

6.5 A senior management scale should be developed to take account of job size and be based on a national job evaluation.

## 7.0 FUTURE ARRANGEMENTS

7.1 The statutory nature of the current negotiating machinery has been a major obstacle to change. Conditions of service have remained unchanged for over a decade and are at variance with the needs of a modern education system.

7.2 In order to ensure access to a quality education service for all communities throughout Scotland it is essential that the pay and core conditions for teachers are negotiated within a national forum.

7.3 This council believes that the SJNC should be replaced by a system of national collective pay bargaining. This body should set pay scales and review core conditions of service which can be supplemented by local agreements.