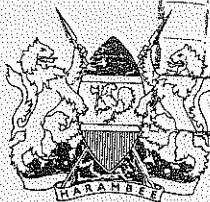


PAPERS LAID No. 44

PEAKER	UND 3 S 5	
CLERK	LIBRARY (2)	<input checked="" type="checkbox"/>
CLERK ASST.	BINDING (2)	
REPORTERS	PRESS (3)	



GOVERNMENT OF KENYA

Sessional Paper No. 4 of 1963/64

The Teaching Service

PROPOSALS BY THE GOVERNMENT OF KENYA FOR THE IMPLEMENTATION OF THE RECOMMENDATIONS CONTAINED IN CHAPTER XXVII OF THE REPORT OF THE COMMISSION ON THE KENYA CIVIL SERVICE, THE KENYA TEACHING SERVICE, THE EAST AFRICAN POSTS AND TELECOMMUNICATIONS ADMINISTRATION AND THE GENERAL FUND SERVICES OF THE EAST AFRICAN COMMON SERVICES ORGANIZATION

One Shilling - 1964

THE TEACHING SERVICE

Proposed by the Government of Kenya for the Implementation of the Recommendations Contained in Chapter XXVII of the Report of the Commission on the Kenya Civil Service, the Kenya Teaching Service, the East African Posts and Telecommunications Administration and the General Fund Services of the East African Common Services Organization

A—INTRODUCTION

The Government welcomes the Report of the Commission on Teachers' Salaries and Terms of Service and accepts, in principle, the main points contained therein. However, there are certain comments which must be made on the recommendations made by the Commission. In commenting on the Report, opportunity is taken to correct certain errors which it contains.

B—COMMENTS ON THE REPORT

1. The percentages shown in respect of the increases in salaries given to teachers on the P4 (T4) and the P3 (T3) scales under the agreement between the Government and the Kenya National Union of Teachers are incorrect. The increases in the P4 (T4) salary scale varied from 7 per cent at the bottom of the scale to 7.1 per cent at the top of the scale whilst those for P3 (T3) teachers varied from 10.8 per cent at the bottom of the scale to 7 per cent on the shadow maximum point. paras. 367 (i) and (ii).

2. The revised P2 (T2) salary scale was published in May 1963, and was effective from 1st January 1963. The increases in salaries resulting from this revision ranged from 7 per cent at the bottom of the scale to 10.1 per cent at the top. para. 368.

3. The figures given in the table showing the size and quality of the total teaching establishment are incorrect and give a misleading picture. The table on page 2 illustrates this and gives the correct figures for 1963. para. 369.

4. It is accepted that the recruitment of untrained teachers without K.P.E. should be discontinued in order to improve standards. The suggestion that such teachers should be given the opportunity for training will be examined sympathetically but as the present facilities for training are inadequate to cater for the number of better qualified persons coming forward for training, it may not be possible to find places for these teachers in Training Colleges. para. 370.

5. The statement that the understanding was that Government would employ all teachers is incorrect. para. 372.

As the Constitution vests authority for primary and secondary education in the Regional Authorities it would be unconstitutional for the Central Government to employ all teachers.

Teaching Grade	Qualifications	ESTIMATED NUMBERS	
		Figures Shown in the Report	Correct Figures
Unqualified	Without K.P.E. or training	794	1,654
Unqualified	K.P.E. without training	5,447	4,516
Unqualified	K.A.S.S.E. without training	141*	141
Unqualified	C.S.C. without training	95*	95
Unqualified	H.S.C. without training	12*	12
P4 (T4) . . .	Two years' training without K.P.E.	2,840	2,840
P3 (T3) . . .	Two years' training with K.P.E.	11,529	11,407
P2 (T2) . . .	10-12 years' education plus two years' training but without C.S.C.	2,088	2,393
P1 (KT1) . .	C.S.C. plus two years' training	821	1,642
S1 (T1) . . .	Makerere Diploma, U.K. Ministry of Education, unqualified graduates of American or Asian Universities with first degrees, C.S.C. plus three years' training, H.S.C. plus two years' training	182	669
	Licensed Graduates and B Scale promotion posts previously omitted	52	371
	Licensed Honours graduates	3	51
		24,004	25,791

* These numbers exclude 357 untrained Asian teachers.

Government has decided that the principle to be adopted in the employment of teachers is that they should be employed by the body responsible for the service. That is to say:—

- (1) The Ministry of Education.
- (2) Regional Assemblies for Secondary Schools, not under Boards of Governors, and Primary Schools, the responsibility for which has not been delegated to County Councils.
- (3) County and Municipal Councils for Primary Schools.
- (4) Boards of Governors for all schools and institutions where these have been established.

(Note.—The Kenya National Union of Teachers is strongly opposed to the employment of teachers by any body other than the Central Government and considers that its demand for one employer for all teachers is in the national interest, as such an arrangement would give them greater security and would remove one of their main sources of discontent. The Union considers that the position whereby teachers are employed by Regional and Local Authorities, etc., when their terms and conditions of service are laid down by the Central Government is anomalous.)

para. 372 (1). 6. The "final Court of Appeal" should be a sub-committee of the Kenya Teachers' Commission.

para. 372 (2). 7. As terms and conditions of service are to be laid down by Central Government, Regional Teachers' Commissions could only deal with complaints that agreements are not being carried out, or

complaints concerning housing, etc. Since the suggested committees can have no executive authority, their usefulness is doubtful. The County Education Officers have dealt with these matters successfully in the past, and for this reason Government cannot support the creation of committees which will serve little or no purpose.

8. The suggestion that School Management Committees be set up for each school or group of schools, with full powers over its own schools, including the appointment of teachers and the termination of their appointments, is not acceptable, as—

para. 372 (3).

(a) it conflicts with the decision contained in paragraph 5 of this Paper on the question of employers of teachers; and

(b) it is considered that full powers of control must be retained by the authorities having responsibility for education and exercised through their Education Officers.

It is considered that attention should be drawn to the difference between School Management Committees which would have had executive powers and School Committees which are advisory. The Government's decision on School Management Committees in no way affects School Committees.

9. The suggestion that the Regional Authorities employ all teachers in the Regions is impracticable. The posting of several thousand teachers to individual schools in several different districts each competing for trained staff would necessitate the creation of a large secretariat at the beginning of the year which would, in all probability, not be required during the remainder of the year. This task should be carried out at County level by the County Education Officer.

para. 373.

However, in terms of the Constitution the Regional Authorities will themselves make the necessary decision on this question.

(Note.—It is the opinion of the Kenya National Union of Teachers that this problem is not as great as it appears to the Government and the Union considers that the employment of teachers by Regional Authorities would not present insuperable difficulties.)

In view of the Government's rejection of the idea of School Management Committees the question of the secondment by a main employer and the termination of a teacher's service by any body other than his actual employer cannot arise.

10. The suggestion that salaries should be adjusted to take into account education and training relevant to the work of a teacher is accepted. It is recognized that, in the past, anomalies have arisen from the difficulty in evaluating degrees of overseas universities in order to determine the value of a teacher's education and training. It is proposed, therefore, that any difficulties which arise in evaluating overseas qualifications should be referred to the Universities Evaluation Committee.

para. 374 (a).

There have also been anomalies with regard to the appointment of teachers holding United Kingdom Ministry of Education Certificates. These teachers appointed in an administrative capacity in African Education became Education Officers on the B5-1 scale

whilst those appointed to the former European Schools became Masters and were paid in accordance with their basic qualifications on the TB-4 scale. This practice will not be continued.

para. 374 (c). 11. The remarks made by the Commission with regard to the question of identity of salary scales as between the Teaching Service and the Public Service are accepted and endorsed.

para. 374 (e). 12. Certain duties not connected with normal teaching duties are essential to the running of any school. Such duties are: supervision of boarding blocks, annual physical check of the school stores, sports, accounting by headmasters, etc.

para. 374 (g). 13. Freedom for a teacher to apply for appointment to a vacancy in a school under a different employer, and to resign from the employment of his present employer without resigning from the Teaching Service has always been a feature of the African Teachers' Service. A successful application for appointment to another school managed by his employer was regarded as a transfer and no question of resignation arose. It is considered that the question of resignation from a school is only likely to apply in the case of a teacher wishing to leave his employer and that the majority of the cases envisaged in the report will not entail resignation but merely an application for a transfer.

(Note.—The Kenya National Union of Teachers considers that the position whereby a teacher must tender his resignation by giving three months' notice if he wishes to change his employer is not satisfactory and it believes that such a teacher should be able to move from one County or Region to another on transfer.)

para. 374 (h). 14. Provision for breaks in service for further studies of a nature which would be of assistance to a teacher in his teaching duties was included in the African Teachers' Service (Contributory Pension Fund) Regulations. Such breaks in excess of six months required the approval of the Chief Education Officer. It is proposed that the Chief Education Officer should continue to have powers to condone breaks in service, for further education, at his discretion. Such breaks would count for Pension purposes in accordance with normal Government practice.

para. 375. 15. The present level of salaries is, on every point of the scale from the bottom of the P4 (T4) scale, to the top of the P1 (KT1) scale, save for the starting point for P1 (KT1), in excess of those recommended by the Lawrence Commission. The percentage difference is from .3 per cent to 8.9 per cent. Taking into account the Government free pension, the amount actually received by a teacher is between 8 per cent and 16.5 per cent more than his expectation under Lawrence. It is agreed, therefore, that substantial increases in salary for these grades of teachers cannot be supported, but it is considered that the salary scales suggested by the Pratt Commission should, as far as P4 (T4) and P3 (T3) teachers are concerned, be lengthened to bring them more into line with those of public servants with similar qualifications and to provide scales which will be more in the nature of career scales.

para. 375 (i). 16. The suggestion that Responsibility Allowances be paid when the financial position of the Government makes this possible, is accepted.

17. The suggestion that all Education Officers and members of the School Inspectorate should be paid on the "A" scale is accepted, but the suggestion that differences in qualifications between graduate and non-graduate Education Officers might be recognized by the provision of different grades of Education Officer posts is not accepted.

para. 375 (iii).

para. 402.

It is, however, considered that recognition should be given to the varying degrees of responsibility carried by members of the School Inspectorate and it is intended that the posts in the Inspectorate will be regraded as, Inspectors Grade I, Inspectors Grade II and Inspectors Grade III. Holders of these posts will all be paid on the Government "A" scale, but Inspectors Grade I and Grade II will be paid responsibility allowances commensurate with the additional responsibilities which they are required to undertake.

For members of the Education Officer cadre, there is the possibility of ultimate promotion to Senior Education Officer status. An avenue of promotion to Education Officer status for teachers from the classroom has been proposed elsewhere in this Paper, but although this will provide for the advancement of a small number of teachers, it is considered that the prospects of promotion for the majority of teachers are not sufficiently good to attract ambitious men and women into the Service. Promotion within the Service depends, by its very nature, on the acquisition of more advanced academic qualifications. However, having obtained such qualifications, the highest rank to which the majority of non-graduate teachers can aspire is Master on the TB-4 scale. It is considered that if the service is to become more attractive, provision must be made within the Teaching Service for teachers to be promoted to Education Officer status and Senior Education Officer status without their being transferred to the Administrative cadre, to the Inspectorate or being appointed as Headmasters in secondary schools.

18. The suggestions contained in these paragraphs of the Report are accepted subject to the addition of a proviso to paragraph (v) that married women teachers appointed on pensionable terms of service should be Kenya citizens.

paras. 375 (ii)
(iv-vi).

19. The idea of a complete basic salary scale for teachers is accepted for all grades of teachers except for Graduate Teachers of Universities approved by the Chief Education Officer, specially approved teachers, etc. The salary scale provided for such teachers is considerably inferior to the salary scale for Government officers converting from the same present scales and for this reason, the Pratt scales for this group of officers are not accepted.

para. 376.

Further, it is considered that the suggestions contained in the salary scales for numerous shadow points not on the complete basic scale detract from the simplicity of the scales and introduce confusing outside elements. It is also considered that the abolition of the idea of maximum expectations for teachers is a retrograde step which is not justified by the size of the immediate benefits and which is not in line with the recommendations made for other members of the public service. It is proposed, therefore, that the shadow points on all scales should be converted to the nearest points above on the Pratt salary scales and that all teachers now in service, not merely

Main principle
of conversion
pages 135-138
in Vol. II.

those already on shadow points, should have an expectation of proceeding to the top of the shadow scale. The maximum on the Pratt salary scale will only apply to new entrants to the Teaching Service. The salary point £740 in all the scales on which it appears is incorrect as it provides for a £14 increment only. To correct this position, the £740 salary point should become £750 and the £770 point should become £775. This will create a reasonable incremental progression.

para. 377 (i).

20. At the present time no unqualified teacher is appointed to the Teaching Service until he has completed five years' satisfactory teaching and has qualified for the issue of a licence to teach. Even though it is not intended to recruit further unqualified teachers *without K.P.E.*, it is likely that the more experienced of these unqualified teachers will be needed to augment the qualified staff for some time to come and it is proposed that the present system by which they can become members of the Teaching Service should, for the time being, continue.

paras. 377
(vi-viii).

21. The salary scales proposed for P4 (T4), P3 (T3) and P2 (T2) teachers are not acceptable to Government. As explained in paragraph 15 of this Paper, the proposed P4 (T4) and P3 (T3) scales have been extended to provide for a reasonable career for those teachers and to bring the scales more into line with those of public servants with similar qualifications. The P2 (T2) scale has been amended by raising the minimum by one increment to reduce the overlap which did not previously exist between this scale and that proposed for P3 (T3) teachers. The maximum point of the scale has also been raised by one increment to compensate for the loss of one point at the bottom of the scale.

para. 377 (xi).

22. The salary scale shown in this paragraph is, as stated in paragraph 19 *supra*, not acceptable.

23. In view of the rejection by Government of the salary scales for P4 (T4), P3 (T3), P2 (T2) and graduate, etc., teachers, new salary scales have been prepared and are contained in the Appendix to this Paper. Although the necessary legislation giving power to the Government to lay down the necessary scales for teachers has not yet been enacted, it is recommended that the salary scales shown in the Appendix be adopted for all teachers, pending the enactment of the necessary legislation.

(*Note.*—The Kenya National Union of Teachers has certain reservations concerning the salary scales which are set out in the Appendix hereto.

These reservations are:—

- (a) Table (2) salary scale for P3 and Assistant Technical Instructors Grade II with K.P.E. The starting point on the salary scale of £162 is unacceptable to the Union as it is less than recommended by the Pratt Commission.
- (b) Table (3) salary scale for P2 Teachers and Assistant Technical Instructors Grade I. The Union is opposed to shadow points on salary scales on the grounds that they lead to discontent and considers that the shadow point on this scale of £456 should be the normal maximum of the scale.

(c) Table (5) salary scale for P1 Teachers. The Union considers that the shadow points at the top of the scale should be part of the normal scale and that all P1 Teachers should have an expectation of an ultimate maximum salary of £900.

(d) Table (6) salary scale for Masters. The Union is opposed to the reduction of the starting point for Masters with teaching qualifications from £633 to £630. It contends that the minimum point of the scale for these teachers should be £654. The Union also considers that the shadow points on this scale should be part of the normal salary scale.)

24. The financial implications of the amendments to the Pratt Commission Report which are proposed in this Paper will be to raise the immediate increase in cost from the 1963 figure of £223,000, quoted by the Commission, which, on 1964 figures becomes £228,500, to £339,500. The increase in cost which will result from the implementation of the Pratt Commission Report will be partly offset by increases in rents charged and reductions in house allowances paid. The amount of the saving on housing will be in the region of £12,000 per annum. para. 378.

25. The question of responsibility allowances is dealt with in paragraph 16 of this Paper. para. 379 (i).

26. *Housing*.—The principle that housing should no longer be subsidized, which is to be applied in the case of Government officers, is accepted for the Training Service. However, as the majority of teachers are housed in Institutional Housing which is in the main temporary housing provided by the local community, this principle will affect relatively few teachers. The only teachers who are likely to be affected by this change are those living in rented quarters in townships. For the majority of teachers it is unlikely that the question of payment of any rent will arise until the provision of adequate housing is taken over by the local authority and the present mainly substandard houses are replaced. para. 379 (ii).

(*Note*.—The Kenya National Union of Teachers whilst not objecting to this principle as a whole considers that special consideration should be given to teachers in Nairobi and that special salary scales or allowances should be negotiated for teachers in the City.)

27. The Kenya Government accepts the Commission's recommendation on the medical benefits for teachers. A National Health Scheme is under consideration by the Ministry of Health and teachers will be covered by the scheme when it is introduced. para. 379 (iii).

28. The Commission's proposals concerning leave are accepted, but provision for such things as compassionate leave, etc., during term time must be made. Provision might also be made for A.E.O. members of the Service who work normal office hours to carry forward, or receive pay in lieu of, leave which due to the exigencies of the Service they have not been allowed to take during the year. Maternity leave will be provided for, but such leave taken in term time will, in future, be without pay. para. 379 (iv).

(Note.—The Kenya National Union of Teachers objects most strongly to the proposal that maternity leave taken in term time will, in future, be without pay. It considers that in denying married women teachers leave on half-pay the Government has taken a retrograde step. The Union is of the opinion that, in considering maternity leave benefits, the Government should have given the privileges previously allowed only to African married women teachers to all married women teachers instead of taking such benefits away from the African married women teachers.)

para 379 (viii).

29. Date of implementation of the Report will be 1st April 1964.

(Note.—The Kenya National Union of Teachers considers that the date of implementation of the revised salaries and terms of service should be 1st June 1963, and not 1st January 1964, as recommended in the Report.)

para 404.

30. All Regional Education Officers are now paid on the Lower Super Scale. It is, however, considered that in the future, provision may have to be made for the Regional Education Officers in some Regions to be given Assistant Chief Education Officer rank.

PROPOSED SALARY SCALES FOR TEACHERS

<i>Certificate or Licence</i>	<i>Grade</i>	<i>Salary Scale</i>
Teachers' Certificate P4.	Assistant Teacher Grade III.	£120-£180
Teachers' Certificate P3.	Assistant Teacher Grade II.	£162-£264
Teachers' Certificate P2.	Assistant Teacher Grade I.	£240-£438
Teachers' Certificate P1.	Teacher.	£348-£726
Teachers' Certificate S2.	Assistant Master.	£456-£900
Teachers' Certificate S1.	Master or Mistress.	£630-£1040
Licensed Instructor.	Assistant Technical Instructor, Grade II.	£120-£180 or £162-£264
Licensed Instructor.	Assistant Technical Instructor, Grade I.	£240-£438
Licensed Instructor.	Senior Assistant Technical Instructor.	£348-726
Licensed Instructor.	Technical Instructor.	£630-£1075
Licensed Instructor.	Senior Technical Instructor.	£1110-£1230
Licensed Teacher—Graduate of a University not approved by the Chief Education Officer without Teaching qualification, Assistant Education Officer.	Master or Mistress.	£582-£1040
Licensed Teacher—Graduate of University not approved by the Chief Education Officer with Teaching qualification or holder of United Kingdom Ministry of Education Teaching Certificate.	Master or Mistress.	£630-£1040
Licensed Teacher—Graduate of University not approved by the Chief Education Officer with Teaching qualification or holder of United Kingdom Ministry of Education Teaching Certificate.	Senior Master or Senior Mistress or Headmaster, Headmistress of a single stream former Asian or European Primary School.	£750-£1270*
Licensed Teacher—Graduate of University not approved by the Chief Education Officer with Teaching qualification or holder of United Kingdom Ministry of Education Teaching Certificate.	Headmaster or Headmistress of a double streamed former Asian or European Primary School.	£750-£1450*
Licensed Teacher—Graduate of University approved by the Chief Education Officer, other Teacher specially approved by the Chief Education Officer, or Education Officer.	Graduate Teacher or approved Teacher or Education Officer.	£804-£1710

* It is envisaged that no new appointments will be made on these scales.