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Sessional Paper No. 11 of 1967

The Teaching Service

**PROPOSALS BY THE GOVERNMENT OF KENYA
FOR THE IMPLEMENTATION OF THE REPORT
OF THE PUBLIC SERVICE SALARIES REVIEW
COMMISSION, 1967**

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PROPOSALS BY THE GOVERNMENT OF KENYA FOR THE IMPLEMENTATION OF THE REPORT OF THE PUBLIC SERVICE SALARIES REVIEW COMMISSION, 1967

INTRODUCTION

The Government welcomes the report of the Commission on Teachers salaries and terms of service contained in the report, and accepts in principle the main recommendations contained therein. The object of this Sessional Paper is to set out in general and also in specific terms, Government's views on the recommendations and the proposals for their implementation. The marginal reference to paragraphs refer to paragraphs of the report.

The present salary scales and terms of service for the Teaching Service came into force with effect from 1st April 1964, as a result of the Pratt Commission's recommendations on the salaries and terms of service for the Teaching Service. The salary scales and conditions of service in the Teaching Service have now been investigated twice since 1964. In 1965, a Board of Inquiry was appointed by the Minister for Labour to look into the problems existing in the Teaching Service. The Board of Inquiry produced a report in August 1966 making certain recommendations affecting the Teaching Service. This report was overtaken by events as the Government had meanwhile started making preparations for the appointment of the recent Public Service Salaries Review Commission to deal with the whole of the Public Service including the Teaching Service, Local Government services as well as conditions of service for staff of statutory bodies. The Government therefore considered it inadvisable to deal with the Teaching Service alone as such a consideration would have prejudiced the work of the Public Service Salaries Review Commission. The problems in the Teaching Service were therefore referred to the Public Service Salaries Review Commission, the report of which the Government now proposes to deal with in this Sessional Paper.

The recommendations of the Commission cover all the teachers now employed by the Teachers' Service Commission as well as those teachers still employed in the Civil Service, but do not apply to teachers eligible for overseas passages. More detailed explanation will be given in circulars showing how the new terms will apply to different grades and categories of teachers under the employment of the Teachers' Service Commission and those employed in the Civil Service. The recommendations of the Salaries Review Commission have been discussed with the teachers' representatives and even though it has not been possible to reach complete agreement on all points the Government has decided to adopt the proposals contained in this Sessional Paper.

COMMENTS ON THE REPORT

para. 328. 1. At paragraph 328 of the report the Commission states "Our general approach to the question of teachers' salaries has been that the teaching profession should be made as attractive as any other career in the public services. The relative attractions of different careers depend, so far as salary is concerned in the first place on the amounts paid at different levels in the service, and in the second place on the prospects for advancement from one grade to the next. As regards the first point, we consider that rather larger increases can be justified for the Teaching Service at the present time than for other parts of the Public Service, as there has been a tendency for teachers' salaries to lag behind those of persons with comparable qualifications in other fields of activity." The Government shares these views of the Commission regarding the need to make the teaching profession as attractive as any other career in the Public Services. The Government further considers that the new salary proposals coupled with clear lines of advancement in the teaching profession should go some way towards making the teaching profession attractive to able young men and women.

P.4 TEACHERS

para. 329. 2. Recruitment of this category through admission to teacher-training colleges has been prohibited since 1964 with the exception of a few areas where special permission is granted by the Ministry on the grounds that candidates holding K.P.E. are not available. Such areas are becoming fewer and fewer and within the next few years no more P.4 teachers will be recruited into the Teaching Service. However, those in the Teaching Service will need to continue to be considered and their terms of service reviewed from time to time.

P.3 TEACHERS

paras. 330 to 331. 3. This category of teachers forms the largest group in the Teaching Service and recruitment into this grade is expected to continue for a long time since the output of secondary schools is unlikely to meet the large requirement of primary school teachers. The Government accepts the recommendations of the Commission, but does not accept the introduction of an efficiency bar in this scale, as efficiency bars have been abolished in other scales. It is therefore proposed that all the teachers should expect to proceed up the scale in the normal way.

P.2 TEACHERS

para. 332. 4. This category of teachers is increasing rapidly as a result of the introduction of the J.S.E. and will gradually replace the P.3 grade as secondary schools' output increases. The Government accepts the recommendation of the Commission on salary increases on this scale.

P.1 TEACHERS

para. 333. 5. This category of teachers is at present very small owing partly due to the very limited output of our secondary schools and partly due to the many opportunities available for school certificate holders

in the Civil Service and in the private sector of the economy. However, in the long run, this is likely to be the main recruiting grade for teachers of primary schools. A few teachers available in this grade have also been recruited for teaching in teacher-training colleges, secondary schools and in recent years many of them have left the Public Service to teach in *Harambee* and private schools. The P.1 salary scale has 15 points and it is proposed that it should remain so while a few shadow points will still remain for those serving in them. The Government accepts the recommendation of the Commission and the salary increases in this scale.

S.1 TEACHERS

6. This category of teacher is the main recruiting grade for secondary school teachers and is likely to continue to be so for a long time due to the shortage of university graduates. The present scale covers S.1 teachers, Assistant Education Officers and Technical Instructors. The scale has 18 points and it is proposed that this should be reduced to 15, the minimum point being raised from K£582 to K£684 per annum.

paras. 334
to 335.

TECHNICAL MASTERS

7. This category was not discussed by the Salaries Review Commission in its report, but forms the main recruiting grade of teachers in Technical Education. It stands between the S.1 grade and the graduate teacher grade, entry into which requires the possession of a City and Guilds Higher National Diploma or its equivalent, plus teacher training. The salary scale for this category is segments 3 and 2 of the "A" scale and this will continue to be so in the new segmented "A" scale.

GRADUATE TEACHERS

8. The Commission's recommendation on this grade were included in Chapter VII at paragraphs 217 to 220. While the Government accepts the Commission's recommendation that graduate teachers should be eligible for responsibility allowances as recommended by the Lawrence Report, it appreciates that a new graduate is not likely to be placed in a position of responsibility in the first two years of teaching and therefore should be treated during that period in the same way as administrative officers in the Civil Service. It is therefore proposed that a graduate teacher should proceed to segment 2 of the "A" scale after two years of teaching provided that he holds a recognized teaching qualification and has satisfactorily completed his probationary period. It is proposed that responsibility allowances recommended by the Lawrence Commission and now supported by the Salaries Review Commission should be paid to the following categories of teachers as shown below:—

para. 218.

Headmasters:

- (a) A headmaster of a primary or intermediate school will receive an allowance of K£6 per year for each full-time teaching post in the school excluding his own, with a maximum of K£240 a year. Where the school is a boarding school, the headmaster will

receive a further amount of K£48 a year in respect of special boarding responsibilities for up to 60 boarders, the amount rising at the rate of K£30 in respect of each additional 60 boarders with a maximum of K£180 a year.

- (b) A headmaster of a secondary and technical school will receive an allowance of K£12 a year for each full-time teaching post in the school, excluding his own, with a maximum of K£480 a year, together with an allowance of K£12 a year for every ten senior pupils who are in or beyond the final year of preparation for School Certificate, with a maximum of K£240 a year. The headmaster of a secondary boarding school will receive a further K£72 a year in respect of the special boarding responsibilities for up to 60 boarders rising at the rate of K£36 for each additional 60 boarders with a maximum of K£240 a year.

Deputy Headmasters:

A Deputy Headmaster will be designated in all schools of the following types and will receive a responsibility allowance as shown below:—

- (a) Primary or intermediate schools with more than ten assistant teachers established posts: K£24 a year.
- (b) Secondary and technical schools with more than five teachers established posts: K£36 a year.

Teachers College Staff:

The responsibility allowance will be—

	<i>Per annum</i> K£
(a) for the principal of a college with less than 120 students	240
of a larger college	360
(b) for the deputy principal of a college with less than 120 students	90
of a larger college	120

SPECIAL POSTS OF RESPONSIBILITY IN THE TEACHING SERVICE

para. 218. 9. It is proposed that the posts of lower super-scale now held in the Civil Service should be transferred gradually into the Teaching Service as opportunity arises. The Government accepts in principle the recommendation of the Commission that more posts at lower super-scale should be created in the Teaching Service over a period of years in order to cater for larger secondary schools, technical schools and teacher-training colleges, regardless of whether such schools contained higher school certificate classes or not.

para. 220. 10. The Government proposes that the posts of principal, Kenyatta College, and Principal, Kenya Polytechnic, should be upgraded to K£2,400 per annum.

UNQUALIFIED TEACHERS

11. The Government accepts the recommendations of the Commission on salary increases for the unqualified teachers in the Teaching Service. para. 336.

OTHER CONDITIONS IN THE TEACHING SERVICE

12. The Government shares the view of the Commission that many problems that have caused discontent in the Teaching Service have been greatly affected if not removed altogether by the establishment of the Teachers Service Commission as the employer of all the teachers with effect from 1st July 1967. para. 340.

13. At paragraph 339 the Commission states "we are aware that the financial position of many authorities is far from sound and that they may find it difficult to pay increased salaries to teachers. We feel, however, that it is undesirable that the salaries for such an important section of the community as the primary school teachers should be dependent on the financial standing of local authorities. It seems to us that the correct approach to this matter is to fix teachers' salaries at what can be accepted as fair rates and, if it subsequently transpires that some local authorities are genuinely unable to pay those rates after taking all reasonable steps to put their finances in order, then we feel that there is an obligation on the Central Government to provide some measures of financial help so that the teachers can be paid adequate salaries." The Government notes the views of the Commission but considers that adequate provision exists through the Teachers Service Commission Act 1966 to provide stability in the Teaching Service. A number of points in this Chapter call for some comment as follows:—

(a) *One Employer for Teachers.*—The Teachers Service Commission became the employer of teachers with effect from 1st July 1967. While it is too early to comment on its work, indications are that it has addressed itself to its task with determination and efficiency. It requires every support and encouragement if it is to fulfill its purpose as a source of stability in the teaching profession in Kenya. para. 341.

(b) *Negotiating Machinery.*—While Remuneration Committee established by the Teachers' Service Commission Act 1966 is a special committee to deal with salaries, allowances and other benefits there is no provision in the Act to stop the Teachers' Service Commission from dealing with other problems of its employees which would not fall under the jurisdiction of this committee. paras. 342 to 343.

(c) *Code of Discipline and Disciplinary Machinery.*—Subsidiary legislation has been published under the Teachers' Service Commission Act publishing disciplinary machinery. para. 344.

(d) *Code of Regulations.*—A Code of Regulations has been published by the Teachers' Service Commission and as recommended by the Salaries Review Commission; teachers representatives were given an opportunity to express their views. para. 345.

- paras. 346 to 347. (e) *The Collection of Fees.*—The Government shares the views of the Commission that a teacher is the most responsible person in a school and as such the best person to collect fees and that proper administrative arrangements should be made to reduce temptation and security risks. It is expected that as soon as it is possible to organize alternative methods of collecting fees, teachers will be relieved of this responsibility.
- para. 351. (f) *Frontier Allowances.*—Frontier allowances are at present payable to teachers posted in specified districts and additional travelling facilities as well as separation allowances are also payable and it is proposed that this will continue to be paid to teachers posted to specified districts who are not normally residents of these districts.
- paras. 352 to 353. (g) *City or Town Allowances.*—The Government accepts the Commission's views that special town or city allowances would not be justified for teachers alone. However, the existing allowance for unqualified teachers will continue to be paid in order to raise their salaries by KSh. 20, per month, above the minimum wage for Government subordinate servants.
- paras. 354 to 355. (h) *Travelling Allowances.*—Travelling allowances are at present payable but there has been variation between various districts which will be dealt with by the Teachers' Service Commission. The Government accepts the Commission's recommendations that teachers should receive allowances when travelling to receive medical attention.
- paras. 356 to 358. (i) *Housing.*—The Government shares the view of the Commission that the establishment of the Teachers' Service Commission should form a starting point in studying the whole problem of housing for teachers and it is expected that the Commission will address itself to this task as soon as possible.
- para. 359. (j) *Medical and Sickness Benefits.*—The Government accepts the recommendation of the Commission that the Teachers' Service Commission should study this problem as soon as possible.
- paras. 360 to 363. (k) *Car Loans.*—The Government accepts the recommendation that the Teachers' Service Commission should address itself to this particular problem to enable teachers who need motor vehicles for the purpose of their duties to obtain loans for the purchase of motor vehicles.
- paras. 364 to 365. (l) *Pension Scheme.*—Teachers at present enjoy free Government pensions and any difficulties which have arisen are small and mainly attributable to inadequate notice of intention to retire from teachers as well as inadequacy of records of service provided by the many employers of teachers in the recent past. These problems should now be minimal under the Teachers' Service Commission.

- (m) *Compulsory Retirement from the Teaching Service.*—The Government accepts the recommendation of the Salaries Review Commission. It is pointed out however, that the Teachers' Service Commission can at its own discretion allow teachers to continue in service subject to their medical fitness after the normal retirement age, which is 55. paras. 366 to 369.
- (n) *Promotions.*—The Government shares the views of the Commission in this section and proposes to continue providing in-service courses for teachers for their improvement and promotion in the service. Special scholarships for teachers for further studies will also continue to be provided in the future. paras. 370 to 379.
- (o) *Instructors.*—The problem of assimilating Assistant Technical Instructors in the Teaching Service has been tackled since 1962 and has virtually been eliminated. Any ones that may have remained are not general and should be eliminated by the Teachers' Service Commission. paras. 380 to 381.
- (p) *Miscellaneous Grievances.*—The problems listed under this section have been thoroughly examined at various stages and they have been eliminated or are likely to be dealt with by the Teachers' Service Commission in the future. The one problem that remains to be tackled by the Government is the position of Assistant Education Officers in the field and it is proposed that as soon as possible these officers should form part of the Inspectorate for primary schools and be employed in the Civil Service. paras. 382 to 388.
14. The Government proposes to accept the Commission's recommendations for salary scales for teachers as shown in the table below. paras. 328 to 339.

	<i>Present Salary Scales</i> K£	<i>Government Proposals</i> K£
Unqualified Teacher without K.P.E.	84	90
Unqualified Teacher with K.P.E.	96	103.4
Unqualified Teacher with K.J.S.E.	108	117
Unqualified Teacher with Cambridge School Certificate.	240	252
Unqualified Teacher with Higher School Certificate— (one principal pass) .. (with two principal passes).	300 350	330 366 (left out by the Salaries Commission)
P.4 Teacher and Assistant Technical Instructor Grade II without K.P.E.	$120 \times 6 - 180$	$135 \times 6 - 177 \times 9 - 231$
P.3 Teacher and Assistant Technical Instructor Grade II with K.P.E.	$162 \times 6 - 180 \times 12 - 264$	$180 \times 9 - 216 \times 12 - 360$ (Commission's recommendation $180 \times 9 - 189 \times 6 - 195 \times 9 - 204 \times 12 - 288 \times 18 - 306 \times 12 - 354$)
P.2 Teacher and Technical Instructor Grade I.	$240 \times 12 - 276 \times 18 - 456$	$264 \times 12 - 300 \times 18 - 480$
P.1 Teacher and Senior Assistant Technical Instructor.	$348 \times 27 - 726$	$378 \times 27 - 756$
S.1 Teacher, Asst. Education Officer and Technical Instructor.	$582 \times 24 - 750 \times 25 - 800 \times 30 - 830 \times 35 - 1,110$	$684 \times 27 - 981 \times 30 - 1,011 \times 36 - 1,119$ (There is a higher entry point in the present scale for certain candidates and it is proposed that the minimum of the new scale should be raised to K£684 for all officers serving in the new scale)

	<i>Present Salary Scales</i> K£	<i>Government Proposals</i> K£
Senior Technical Instructor	1,110 × 40 — 1,230	1,155 × 42 — 1,239
Technical Master	750 × 25 — 800 × 35 — 1,110 × 40 — 1,350 × 50 — 1,450	810 × 42 — 978 × 45 — 1,158 × 48 — 1,446 (left out by the Salaries Commission)
Graduate Teacher	804 × 43 — 976 × 44 — 1,108 × 56 — 1,338 × 52 — 1,598 × 56 — 1,710	810 × 42 — 978 × 45 — 1,158 × 48 — 1,446 × 51 — 1,548 × 54 — 1,710 (A3: 810 — 978: A2-1: 1,023 — 1,710)
Assistant Lecturer Grade II	804 × 43 — 976 × 44 — 1,108 × 46 — 1,292	810 × 42 — 978 × 45 — 1,158 × 48 — 1,302
Assistant Lecturer Grade I ..	1,154 × 46 — 1,338 × 52 — 1,442	1,158 × 48 — 1,446
Lecturer	1,494 × 52 — 1,598 × 56 — 1,710	1,497 × 51 — 1,548 × 54 — 1,710
Senior Lecturer	1,839 × 75 — 1,989	1,839 × 75 — 1,989