



REVIEW BODY
ON
HIGHER REMUNERATION
IN THE
PUBLIC SECTOR

Report No. 39

To

The Minister for Finance

on

The Levels of Remuneration Appropriate to
Higher Posts in the Third Level Education Sector

5 March 2001

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1 Background

1.1 The Government decided that a review of the remuneration of the heads of third level education institutions, Professors, Registrars, Secretaries and Bursars should be carried out as part of the sixth general review – Report No.38. In the course of the preparation of that report we concluded that the posts in the third level education sector could best be examined in a separate exercise after we had presented our report on the other groups.

1.2 In October 2000, the Department of Finance informed the Review Body that professors and related posts (Deans and Vice Presidents) would not be covered by the current review. Therefore, in addition to basing our examination on factors such as job weights and comparisons with salaries in other relevant employments, we had to make assumptions about how the salary of professors would progress so as to ensure that appropriate levels of headroom would be established between that salary and the salaries of university posts being examined by us.

1.3 There has been a gap of almost twenty years between salary reviews for some groups and others have never been the subject of review by the Review Body.¹ In the last twenty years there have been major changes in the nature of posts in the third level education sector and in the public service generally. We comment in subsequent chapters on individual groups but the third level education sector generally has grown considerably since previous reviews in terms of student numbers and size of budgets. The jobs of senior managers have grown also and are more demanding than in the past. The sector has assumed a greater importance to the development of the country as a whole. It has contributed to the country's recent economic growth and will continue to play a major role in the future.

1.4 In view of the considerable changes in the third level education sector and in the rest of the public service, we consider that the lengthy gap between this review of posts in the third level education sector and the previous ones is undesirable. The gap between reviews means that the continuing relevance of pay relationships established in a different environment has not been tested. All the post-holders covered by the present review should have the opportunity to have their salaries reviewed on a regular basis. We consider therefore that it is not appropriate to leave these posts outside the cycle of general reviews.

Procedure

1.5 Advertisements were placed in newspapers on 28 January 2000 inviting written submissions. Oral submissions were taken from some of those who made written submissions to us as well as from others whom we considered could assist us. In all 20 written submissions were received (some of which related to posts which were outside our terms of reference) and

¹ The groups covered by our terms of reference have in the past benefited from increases secured by other public service groups to which they were related for salary purposes.

the Review Body met a total of 9 representative groups or individuals. Appendix 3 lists those who made submissions and/or attended oral hearings.

Recommended rates of salary

1.6 As the groups covered by this report form part of the referral from Government in relation to the sixth general review the recommended rates of salary shown in the body of the report are, for the purpose of consistency with Report No. 38 (which relates to the other groups included in the general review), exclusive of the first phase increase under the Programme for Prosperity and Fairness with effect from 1 October 2000. These rates should therefore attract this increase and all other general increases arising after the date of this report. Appendices to the report show the recommended rates both exclusive of the first phase increase under the Programme for Prosperity and Fairness (Appendix 1) and inclusive of this increase (Appendix 2).

1.7 Some of the posts covered by our terms of reference have non-contributory pension schemes with terms approximating to the civil service superannuation scheme while others have a contributory scheme with a “gross” salary rate which takes account of the contribution made. To ensure consistency throughout the report the existing and recommended salary rates are shown net of any employee’s contribution and should be increased appropriately where a contributory scheme applies.

Posts covered by current Review

1.8 A total of 55 posts in the third level sector come within our remit as follows:

- the heads (i.e. President/Provost) of seven institutions designated as universities under the Universities Act, 1997
- positions in universities of Registrar, Secretary and Bursar and the Registrar of the National University of Ireland (NUI)
- Directors (13) of the following Institutes of Technology:–
Athlone, Blanchardstown, Carlow, Cork, Dundalk, Dun Laoghaire, Galway/Mayo, Limerick, Letterkenny, Sligo, Tallaght, Tralee and Waterford
- President and Directors (10) of the Dublin Institute of Technology
- Presidents of Mary Immaculate and St Patrick’s Colleges of Education
- Principal of the Church of Ireland College of Education
- Director of the National College of Art and Design (NCAD).

Acknowledgements

1.9 We wish to thank all the individuals, groups and organisations who made submissions, provided factual information and attended hearings.

2 Approach to the Review

2.1 In Chapter 2 of Report No. 38 we described the approach we had taken to the review of the remuneration of the groups coming within our remit. The main features of the approach are set out in paragraphs 2.13 to 2.18 of that report. We took a generally similar approach in relation to the groups covered by this report. Accordingly, we had regard to a job evaluation exercise, the salaries of jobs of comparable weight in the private sector, the need for appropriate internal relativities and the desirability of a coherent pay structure. On this occasion we also took account of the unique recruitment arrangements applying to some of the posts in the third level education sector.

Benchmarking

2.2 The heads of universities and the National College of Art and Design have been the subject of Review Body reports in 1981 and the Review Body recommended on the heads of colleges of education in 1989. The relative salary positions recommended in those reports remained unchanged prior to Report No. 38 because cross-sectoral relativities with other public service groups were maintained in the intervening period and the third level posts received all salary increases applied to those groups. In this report we have concluded that we should base our recommendations on the factors referred to in the foregoing paragraph and in paragraphs 2.4 to 2.7. We were not influenced by the existence of traditional cross-sectoral pay relativities.

2.3 We asked Hay Management Consultants to examine a number of the posts covered by our terms of reference. In addition we were given access to the results of the examination of some further posts carried out by Hay at the request of the post-holders concerned. In all we obtained an evaluation of 21 posts. In general, the findings of the consultants indicated that the salaries of these posts were below those of private sector posts of comparable weight. However, the evaluation did not support the maintenance of existing relativities between some heads of universities and posts of Secretary General in the civil service.

Recruitment to posts in the third level education sector

2.4 The submission made by the university authorities on behalf of the heads of universities argued that there is a wider recruitment market for university heads than for other public service groups, that there was an international dimension to it and that this should be recognised in setting salary rates. We accept this. We have commented in previous reports on the closed nature of recruitment to senior public service posts such as Secretary General. In other cases where posts are publicly advertised there is little evidence of recruitment from outside the sector concerned and, in any event, the recruitment market is effectively confined to Ireland. In contrast to this position the recruitment market for heads of universities is in general an international one. In the case of recent appointments as heads of universities efforts

were made to attract suitable candidates from abroad and two of the recent appointments were made from persons then working abroad.

2.5 Section 18 of the Universities Act, 1997 provides that “*the governing authority shall develop such interview and other procedures as in its opinion will best ensure participation in the selection process by high quality candidates from both within and outside of the employees of the university and specify those procedures in a statute or regulation*”. Since the enactment of the Universities Act, five universities have adopted new statutes relating to the appointment of a President – Dublin City University (DCU), National University of Ireland (NUI), Galway, University College, Cork (UCC), National University of Ireland (NUI), Maynooth and University of Limerick. University College, Dublin (UCD) and Trinity College, Dublin (TCD) have not as yet adopted new statutes. In the cases where new statutes have been adopted there is provision for a selection process designed to encourage applications from candidates within and outside the university, in Ireland and abroad² and from outside academia involving search committees and selection committees.

2.6 Taking the university sector as a whole, we have concluded that there is a wider recruitment market for heads of universities than applies to other senior public service posts and that, in general, arrangements are in place to facilitate participation in the selection process by candidates from within and outside the university both in Ireland and abroad. We welcome this and wish to encourage its further development. We consider that it is desirable that the widest range of candidates should be attracted to posts of head of Irish universities in order to maintain and enhance the standing of these institutions. In our view this consideration should be reflected in the remuneration of the heads of universities so that their salaries are set at a level which will attract suitable candidates from abroad.

2.7 In reflecting the special recruitment arrangements in the salaries of heads of universities our approach has been to set the rate which would result from factors of the kind we employed in Report No. 38 (i.e. those referred to in Paragraph 2.1) and then to make an addition in respect of the recruitment arrangements. The result of this is that the recommended rates compare more favourably to private sector rates than is the case for the groups covered by Report No. 38.

Other Groups in the third level education sector

2.8 The approach we adopted means that our conclusions are specific to the groups we examined. The increases we have recommended should not be regarded as having any implications for other groups in the third level education sector which were not examined by us.

² The statute for NUI, Galway contains a requirement that the President be competent to discharge the duties of the office through the medium of the Irish language.

3 Heads of Universities

3.1 The Universities Act, 1997 is the State’s first comprehensive legislation in relation to the university sector. It provides a modern legislative framework for the governance of universities, for the interaction between the universities and the State, and for accountability to society generally. It enshrines in legislation the principles of academic freedom and institutional autonomy.

3.2 Each university has a governing authority which carries responsibility for the governance of the university. Under the Universities Act, the head of a university (designated in the Act as “Chief Officer”) holds office under a ten-year contract and is charged with the management and direction of the university in its academic, administrative, financial, personnel and other activities. In performing the functions of the post the head is subject to policies determined by the governing authority from time to time and is answerable to the governing authority for the performance of those functions.

3.3 As Accounting Officer, a head of a university carries full responsibility for financial reporting. Formal accounts of universities are examined by the Comptroller and Auditor General (C&AG) and can be examined by the Public Accounts Committee.

Changes in the role of heads of universities

3.4 It is about twenty years since the salaries of heads of universities were last considered by the Review Body. The role of heads of universities is very different now to the one which applied at that time. The effects of the Universities Act and other developments mean that the heads of universities must act as chief executives of their organisations as well as being the academic heads of the institutions concerned. A submission to us by governing authorities on behalf of the heads of universities identified new areas of responsibility undertaken since the salaries of heads were last examined by the Review Body, relating to—

- strategic planning , securing public and private funding and building networks;
- collaboration with industry – it was stated that this is seen by Government and the EU as an imperative of economic development; and,
- the need to operate in an increasingly competitive national and international environment.

The submission indicated that while the State has provided significant funding for the day-to-day operations of universities capital provision falls short of what is required. Government have taken a “matching funds” approach and require universities to find up to 50% of their capital investment requirements from the private sector.

3.5 There have been increases in the student population of the university sector with total full time students in universities having increased from around 35,000 students in 1987/88 to around 69,000 by 1999/2000. There has also been a sharper focus on the broader needs of the economy than might have been the case in the past. Universities are now a more important part of economic and social life. The importance of research has grown and increased research activity contributes to an aim of making Ireland a self sufficient knowledge based economy. In the future it is likely that there will be greater competition among universities for students. Competition for students from universities abroad may also grow.

3.6 We accept that there has been a change in the role of heads of universities and that the demands of the posts are greater than in the past. We recognise also the growing requirement to raise funds from private sources. However, as we stated in Report No. 38 senior managers throughout the public service have also experienced considerable change.

Recruitment of heads of universities

3.7 We commented in Chapter 2 on the manner in which the heads of universities are recruited and indicated that we would wish to encourage further development of selection procedures which would draw on the widest range of candidates in Ireland and abroad both from within and outside the education sector. We are strongly of the view that the kind of selection process provided for in the new statutes referred to in paragraph 2.5 is the most appropriate model for the recruitment of a chief officer to all universities. In our view an electoral process can act as a disincentive to candidates from outside the university.

Salary Levels

3.8 Prior to Report No. 38 three salary bands applied to heads of universities:

Band 1: TCD and UCD.

These posts had the same salary as the Secretary General, Department of Finance.

Band 2: UCC and NUI, Galway.

These posts had the same salary as Secretaries General at Level II of the three level structure for Secretaries General.

Band 3: Dublin City University, NUI, Maynooth and the University of Limerick.

These posts had a salary between that of Deputy Secretaries and Secretaries General at Level III.

As we have already indicated, we have not been influenced by existing cross-sectoral relativities in arriving at our conclusions on the salaries of heads of universities.

3.9 In the case of university heads, the consultants evaluated all of the posts concerned and advised on the remuneration package applicable to jobs of similar weight in the private sector. The outcome of the examination by the consultants revealed a gap between the salaries of the

university heads and jobs of comparable weight in the private sector. The analysis also supported the reduction of the salary bands currently applicable to the university posts from three to two.

3.10 As we stated in paragraph 2.7 we have taken account of the recruitment arrangements applying to heads of universities by making an addition to the salaries which we would otherwise have recommended. The salaries we recommend are set out in Table 1. We have compared these salaries with salaries paid to heads of universities and posts below this level in a number of other English speaking countries (Australia, Canada, New Zealand, UK, USA) which we generally regard as the broader recruitment pool from which suitable candidates could be drawn. We are satisfied on the basis of this comparison that the salaries we recommend will be attractive to candidates of a suitable quality from abroad who are in posts below the level of university head.

3.11 We recommend annual salaries for university heads as outlined below:

Table 1:
Recommended Salary Rates for Heads of Universities

Post	Current Rate	Recommended Rate	% increase
	£	£	
Level I			
Trinity College, Dublin	101,278		11.1
University College, Dublin	101,278	112,500	11.1
University College, Cork	95,720		17.5
Level II			
National University of Ireland, Galway	95,720		7.1
Dublin City University	83,425		22.9
National University of Ireland, Maynooth	83,425	102,500	22.9
University of Limerick	83,425		22.9

The rates shown are based on a non-contributory pension scheme and are net of the employee's contribution of 5% made by the Presidents of Dublin City University and the University of Limerick. In the case of these posts the recommended rate should be increased to take account of the contribution made, giving a gross recommended rate of £107,895 (the current gross rate is £87,815).

4

Registrars, Secretaries and Bursars

4.1 In examining the posts of Registrar, Secretary and Bursar in universities we were conscious of a degree of variability in the responsibilities attaching to the posts in different universities. The responsibilities of a post-holder in one university may not correspond to those of a person with the same title in another university. There are differences also in the titles used in different universities. For convenience we use the generic terms Registrar, Secretary and Bursar.

4.2 While the manner in which responsibilities are allocated to individual posts may vary, there is a range of central administrative responsibilities carried out by Registrars, Secretaries and Bursars which are common to all universities. A typical allocation of responsibilities at these levels would mean that

- A Registrar would be responsible for academic administration.
- A Secretary would generally have responsibility for corporate affairs, human resources, buildings and estates (in some cases).
- A Bursar would have specific responsibility for the finance function and buildings and estates (in some cases).

4.3 A distinction between the three posts is that the positions of Bursar and Secretary are full time executive positions whereas that of Registrar is normally carried out by a member of the academic staff for a defined period.

Salaries of Registrars, Secretaries and Bursars

4.4 The current salaries of Registrars, Secretaries and Bursars are based on professorial salary or professorial salary plus a percentage which varies from 10% to 13%. As in the case of other groups we were not constrained by the existing pay relationships in arriving at our conclusions on appropriate salary levels. While we accept that the salaries of Registrars, Secretaries and Bursars should be above professorial level, we consider that the internal relativity between these posts and heads of universities should also be taken into account.

4.5 The consultants evaluated six posts and advised on the remuneration package applicable to jobs of similar weight in the private sector. The consultants' evaluation confirmed that there were differences in the job weights of the various posts of Registrar, Secretary and Bursar in different universities. However, it does not seem to us that there are significant differences between posts in the same university. We consider that there should be some differentiation in salary between Registrars, Secretaries and Bursars in different universities with salary bands equivalent to those applying to the heads of universities. We were conscious of the different nature of Registrar posts. The Registrar is the second most important academic post in a university and the recruitment pool is different to that applying to Secretaries and Bursars.

The nature of the appointment is different also and is generally for a fixed term. However, at this time we concluded that there should be a common salary for a Registrar, Secretary and Bursar in the same institution. We recommend that the annual salaries should be as outlined below:

Table 2:

Recommended Salary Rates for Registrars, Secretaries and Bursars

Post	³ Current Rate (maxima of scales)	Recommended Rate	% increase
Level I Registrars, Secretaries and Bursars in Trinity College, Dublin University College, Dublin University College, Cork ⁴	£ 68,020 (69,875 in TCD)	£ 80,000	 17.6 (14.5)
Level II Registrars, Secretaries and Bursars in National University of Ireland, Galway Dublin City University National University of Ireland, Maynooth ⁵ University of Limerick	68,020 (61,836 for posts in NUI, Maynooth and Bursar, DCU)	75,000	10.3 (21.3)

The recommended rates are based on a non-contributory pension scheme. Where a contributory scheme applies, the rates should be increased to take account of the employee contribution. We consider that a single rate of salary rather than a salary scale is appropriate to these posts. The specific posts covered by our recommendations and the titles used in the universities concerned are listed in Appendix 4.

4.6 We were informed that additional payments for particular duties are made at present to three of the posts listed in Table 2. The salaries we have recommended represent our view of the appropriate salaries for the normal duties of the posts concerned. We consider that additional payments should not be made unless the Higher Education Authority, with the agreement of the Minister for Education and Science, and the Minister for Finance, is satisfied that the duties which attract these payments are ones which are additional to the normal duties of posts of Registrar, Secretary or Bursar.

Registrar NUI

4.7 The Registrar is a statutory officer of NUI and, ex officio, a member of the Senate of NUI. The post reports to the Chancellor and Vice Chancellor and the duties of the post

³ The current rate shown does not include payments made in some cases for particular duties.

⁴ In UCC there is a single post combining the functions of Secretary and Bursar.

⁵ There is no post in NUI, Maynooth covered by our terms of reference equivalent to “Secretary” in other universities.

include, in relation to the Senate, organising its business, formulating policy proposals for its consideration, and organising and managing its core activities. Among further duties of the post are organisation of the election of the Chancellor and members of the Senate, maintaining a register of electors, organising and conducting the election of three members to Seanad Eireann, planning and organising various ceremonies.

4.8 The provisions of the Universities Act resulted in changes in the functions of the NUI. Former responsibilities of the NUI in relation to the granting of awards and making senior academic and administrative appointments now rest with the constituent universities.

4.9 The post of Registrar of the NUI was evaluated. Based on the findings of the consultants and our own conclusions, we consider that the changes resulting from the Universities Act have significantly reduced the responsibilities of the Registrar. We do not propose therefore to recommend any increase in the existing remuneration. While we feel that the incumbent of the post should retain the existing salary on a personal basis the post should be reviewed when it next becomes vacant. If following that review it is concluded that the post is still required it seems to us that a salary level below that currently applicable and below the level appropriate for examination by the Review Body would be warranted.

Directors of Institutes of Technology⁶

5.1 The thirteen Institutes of Technology represent a major development in the provision of higher technical/technological education in Ireland. These institutes provide a comprehensive range of courses from craft apprenticeship programmes through to certificate, diploma, degree and post graduate programmes in the applied fields of engineering, science (including computer science), business studies and humanities. In addition, the institutes play an important role at regional level in providing for recurrent educational needs by way of part-time day and evening programmes.

5.2 Institutes of Technology evolved from the former Regional Technical Colleges (RTCs). RTCs were governed by the local Vocational Education Committees (VECs). Under the Regional Technical Colleges Act, 1992 the colleges were given academic and administrative autonomy from the VECs. The Act also created a legal framework for the colleges to engage in non-teaching activities such as research, development and consultancy.

5.3 The implementation of the Regional Technical Colleges Act, 1992 changed the responsibilities and accountability of the Director of an Institute of Technology. The Act established for each institute a governing body and academic council and the statutory office of Director. Under the Act, the Director is the “chief officer” and is responsible for academic affairs, local level industrial relations, research, application of all relevant legislation (employment, health and safety, freedom of information etc.) and is directly accountable to the C&AG and the Public Accounts Committee for college finances.

5.4 The student population has increased from around 25,000⁷ in 1992/93 to around 39,000 by 1998/99 with the institutes increasingly focused on the needs of the economy. This is illustrated by a number of initiatives and developments across all areas of third level education which have focused on the economic needs of the country. For instance, particular attention has been given to two-way transfer of knowledge between institutes and industry. A two strand approach is presently being undertaken in pursuance of this objective. Firstly, activities are taking place at the level of individual institutes to stimulate research and development, and technology transfer. Secondly, efforts are being made at a co-ordinated level to establish, operate and fund strategic networks based on the combined expertise of the institutes. The role of the institutes in research and development is still evolving and they are devising a research and development model particularly tailored towards their specific remit as a technologically based, industry relevant education provider and instrument of regional, social and economic development.

⁶ Dublin Institute of Technology is dealt with separately.

⁷ Whole-time equivalents

Tenure of Directors

5.5 The submission we received on behalf of Directors indicated that although the Regional Technical Colleges Act, 1992 resulted in changes in the role of a Director no new contract arrangements were put in place at that time. In 1997 a contract was applied to newly appointed Directors which limited their tenure to 10 years. We were informed that the new contract arrangements applied to two of the Directors but that the remainder did not have a formal contract. We consider that the Department of Education and Science should enter into discussion with the Directors with a view to clarifying any uncertainty in relation to contract arrangements.

Existing salaries of Directors

5.6 The salaries of Directors are the same at present as those of Presidents of colleges of education or the Director of the National College of Art and Design, depending on the size of the institution concerned. In their submission to us the Directors stated that it had been the policy of successive Governments to maintain institutional diversity within Irish higher education giving rise to two sectors each having complementary roles and missions in the provision of third level education.

5.7 The Directors stated that in recent years the resourcing of the Institutes of Technology had approached parity with universities in areas such as the provision of buildings, equipment and support staff but that in relation to remuneration the Institutes of Technology were treated less favourably. The Directors argued that it was inappropriate that their salaries were at the same levels as heads of colleges of education and the National College of Art and Design and suggested that the functions and responsibilities of Directors were comparable to those of heads of universities.

Recommendations

5.8 The consultants evaluated two posts of Director and advised on the remuneration package applicable to jobs of similar weight in the private sector. Based on the outcome of that evaluation and the other considerations referred to in 2.1 we recommend that the annual salaries of Directors of Institutes of Technology should be as outlined below.

Table 3:

Recommended Salary Rates for Directors of Institutes of Technology

Post	Current Rate	Recommended Rate	% increase
	£	£	
Level I Directors of Cork, Galway/Mayo and Waterford Institutes of Technology	68,289 (71,883)	80,000 (84,211)	17.1
Level II Other Directors of Institutes of Technology	60,475 (63,658)	75,000 (78,947)	24.0

Rates are shown net of an employee's superannuation contribution made by the Directors (gross rates are shown in parenthesis).

Title of the posts

5.9 The Directors of Institutes of Technology proposed to us that a title of “President” would be more appropriate for their posts. We do not regard this matter as being covered by our terms of reference.

6 Dublin Institute of Technology

6.1 Our terms of reference in relation to the Dublin Institute of Technology (DIT) cover the President and Directors of the institute. There are ten posts of Director. Six are Directors of Faculty and the other four posts are Director/Secretary, Director of Academic Affairs, Director of Finance and Director of External Affairs. The DIT has more than 20,000 students and offers a wide range of courses at certificate, diploma, degree and doctoral levels as well as apprenticeship and technician training.

6.2 The DIT was established on a statutory basis under the Dublin Institute of Technology Act, 1992. It was constituted from the College of Technology, Bolton Street; the College of Technology, Kevin Street; the College of Commerce, Rathmines; the College of Marketing and Design, Mountjoy Square; the College of Catering, Cathal Brugha Street and the College of Music, Adelaide Road. Until the end of 1992, these institutions were formally under the aegis of the Vocational Education Act, 1930. Since 1 January 1993, the institute has been operating as a separate legal entity, with its own governing body.

6.3 There have been two major changes in the DIT during the past decade

- DIT has moved from being a loose confederation of colleges to a single integrated institution, and,
- since 1998 the DIT has power to award degrees in its own right.

A new management structure has also been introduced following the integration of the six colleges into a single institute.

Salaries of the President and Directors

6.4 The salary of the President of DIT is the same as that applicable to the Presidents of Dublin City University, NUI, Maynooth and the University of Limerick. In a submission to us it was argued that on the basis of similarities in the level of work and the size of the institution the salary of the President of DIT should be at least equal to that of the President of UCD.

6.5 The salary of the Directors is the same as that of most Directors of Institutes of Technology. In a submission on behalf of the Directors it was proposed to us that the Directors should receive 80% of the salary applicable to the President.

6.6 The consultants evaluated the post of President and one of the posts of Director in DIT and advised on the remuneration which would apply to posts of comparable weight in the private sector. In arriving at our conclusions we had regard to the outcome of the evaluation and the other considerations mentioned in paragraph 2.1. We recommend the following salaries:

Table 4:**Recommended Salary Rates for President and Directors of Dublin Institute of Technology**

Post	Current Rate	Recommended Rate	% increase
President	£ 83,425 (87,815)	£ 102,500 (107,895)	22.9
Directors	60,475 (63,658)	71,000 (74,737)	17.4

Rates are shown net of an employee's superannuation contribution made by the President and the Directors (gross rates are shown in parenthesis).

6.7 At this stage we have recommended a salary for the President equivalent to that of university heads in the second band. However, we are aware that the President of DIT is facing a major operational challenge and that the demands of the job are likely to continue to grow over the next few years. We consider therefore that the relative salary position of the President should be re-examined at the time of the next review of salaries of senior posts in the third level sector.

Colleges of Education and the National College of Art and Design

7.1 The Review Body last examined the remuneration of the heads of colleges of education in 1989. Colleges of education offer full time courses leading to a Bachelor of Education degree which is the recognised qualification for primary school teaching. Mary Immaculate College, Limerick is linked to the University of Limerick and St Patrick’s College, Drumcondra is linked to Dublin City University.

7.2 The Church of Ireland College of Education is an associated college of the University of Dublin. The college has the particular responsibility of providing an adequate supply of fully trained primary teachers capable of upholding and maintaining the distinctive ethos of national schools under the management of the Church of Ireland, the Presbyterian Church in Ireland, and the Methodist Church. Graduates are eligible for appointment to all national schools.

Tenure of heads of the Colleges of Education

7.3 The submission on behalf of the Presidents of St Patrick’s College, Drumcondra and Mary Immaculate College, Limerick stated that appointment to the post of President is now by means of open competition on a fixed contract (10 years) basis. We were informed that the Principal of the Church of Ireland College of Education holds a permanent appointment.

Salaries of the heads of Colleges of Education

7.4 In its report in 1989, the Review Body recommended that the salaries of the heads of colleges of education should be determined by reference to civil service posts and the chief executives of state-sponsored bodies of a predominantly administrative or public policy character. A common rate was recommended for the Presidents of St Patrick’s College and Mary Immaculate College and a lower rate was recommended for the Principal of the Church of Ireland College.

7.5 Two of the three posts were evaluated. Based on this evaluation and the considerations mentioned in paragraph 2.1 we recommend that a rate of £71,000 (£74,737) should apply to the Presidents of Mary Immaculate College and St Patrick’s College. This gives an increase of 17.4% on the existing salaries. As regards the salary of the Principal, Church of Ireland College of Education, we had regard to the consultants’ evaluation of the post, our own conclusions and the extent to which the scale of operation of the college differs from that of other colleges of education. We recommend a salary of £60,000 (£63,158). This gives an increase of 3.8%. Rates are shown net of an employee’s superannuation contribution (gross rates are in parenthesis).

National College of Art and Design

7.6 The origins of the National College of Art and Design date from 1746. The National College of Art and Design Act, 1971 assigned the control of the college to a board which is appointed by the Minister for Education and Science.

7.7 Since 1980 there has been a gradual accreditation of degree status to all of the college's courses and all of the undergraduate courses are taught at degree level now. Since the end of the 1980s the college has been developing Master of Arts degrees through each faculty and department. Postgraduate developments are a relatively recent phenomenon in art and design education in Ireland. Nevertheless the college has graduated Master of Arts degrees in each year since 1998 and more recently PhD degrees. The college became a recognised college of the NUI in 1996 and with effect from the student intake in the academic year 1999/2000 all awards are validated by the NUI.

7.8 The duties of the Director are defined in Section 17(2) of the National College of Art and Design Act, 1971. The Director is the chief officer of the board and has overall responsibility for the activities of the college, subject to the authority of the board. The Director is chairperson of the Academic Council.

Salary of the Director

7.9 The salary of the Director was last examined by the Review Body in 1981 (Report No. 26). The salary recommended for the post fell between the salaries of the civil service grades of Assistant Secretary and Deputy Secretary. Prior to Report No. 38 the salary position relative to these grades was maintained.

7.10 The post of Director of the NCAD was evaluated. Based on this analysis and the considerations mentioned in paragraph 2.1 we recommend that the salary of the post should be £71,000 (in gross terms, taking account of the superannuation contribution made by the Director, this is equivalent to £74,737). The recommended salary gives an increase of 4%.

Rewarding Exceptional Performance

8.1 Unlike some other areas of the public service there is no system of performance-related awards in the third level education sector for its most senior managers. Insofar as views on this topic were given in the various submissions made to us, in general these tended to be cautious, indicative of a willingness to consider or not to object to it rather than any real enthusiasm for it as a matter of general principle. This contrasts with the tenor of many of the submissions made to us by the groups covered by Report No. 38. The only group which expressed strong views in favour of a system of performance reward, including some indication of how such a system might work, were the Directors of the Institutes of Technology.

8.2 In Report No. 38 we made it clear, despite our dissatisfaction with implementation to date, that we remain committed to the extension and development of a system for rewarding exceptional performance in the public service. Accordingly, as a matter of general principle and despite the apparent lack of enthusiasm by most groups we consider that the development of performance-related awards to the most senior managers of third level education institutions should be encouraged. However, performance-related awards should not be introduced until the conditions are in place to enable these awards to be applied properly.⁸

Preconditions for a successful scheme of performance-related awards

8.3 There are a number of preconditions for the operation of a successful scheme of performance-related awards. In the case of the third level education sector we see the preconditions as—

- A framework must be in place to enable a robust set of objectives to be established and to monitor the extent to which these objectives are achieved.
- These objectives should be based on performance factors which are common to all third level institutions and/or within individual sub-sectors (i.e. universities, colleges of education etc.).
- There must be some element of inter-institution comparison. This requires that there be adequate financial and management information systems to enable comparisons of this kind to be made.

8.4 In our view these preconditions are not yet in place and a workable system along the lines prescribed by us in Report No. 38 could not be implemented in the short term. We see it as the responsibility of the Department of Education and Science in consultation with the Higher Education Authority, where appropriate, and the Department of Finance, to determine when the preconditions have been fulfilled. When these bodies are satisfied that the

⁸ In the light of our conclusions in relation to the Registrar of the NUI – paragraph 4.9 refers – we do not consider that performance-related awards are appropriate for this post.

preconditions are in place a scheme of performance-related awards should be introduced on the basis outlined in this report and Report No. 38.

Decisions on performance awards

8.5 We consider that the composition of governing authorities of third level institutions means that they would not be equipped to make decisions on performance awards. In the event of the future introduction of a scheme of performance-related awards for the third level sector we feel decisions on awards must be made by persons outside the governing authorities. We consider that generally similar arrangements to those recommended for other groups in Reports No. 37 and No. 38 would provide a suitable model for the third level sector. We would envisage a committee chaired by the Secretary General, Department of Education and Science with other members nominated by the Higher Education Authority and drawn from persons in the private sector with experience of operating schemes of performance-related awards. The role of the awards committee would be similar to that described in Report No.38 in regard to the Committee for Performance Awards. The operational guidelines for the committee should be along the lines described in Appendix 3 of Report No. 38.

Award Levels and Cost Parameters

8.6 When a scheme of performance-related awards is introduced in the third level education sector the level of awards and the cost parameters should be the same as those recommended in Report No. 38 in relation to other public service groups.

9 Treatment of Residences

9.1 There has been a tradition of providing a residence to some heads of universities/colleges of education. There is no similar tradition in the case of the other posts covered by our terms of reference and we see no reason for a change in this position.

9.2 In Report No. 25 (1981) concerning the remuneration of heads of universities, the Review Body recommended on how residences provided to the heads of universities should be treated for remuneration purposes. It was recommended that a deduction from salary be made based on a former arrangement whereby a pensionable value was put on the provision of a residence. The deduction was fixed as two thirds of the then pensionable value – the deduction is about £4,700 in current terms. This issue was also addressed in Report No. 33 (1989) in relation to heads of colleges of education and a similar arrangement was recommended.

Present Position

9.3 Information supplied to the Review Body indicates that five posts falling within the terms of reference of the current review are supplied with a residence – four heads of universities and one head of a college of education. A deduction from salary is made from the salaries of two of the heads of universities and the head of the college of education. No deduction is made from the salary of the other two heads of universities. In view of the terms of Report No. 25 of the Review Body it is not clear to us why a deduction was not made in these cases.

Recommendation

9.4 Arguments made to us suggested that there were two main features applying to the provision of a residence – the head of a university is permanently on-call through living on campus and a residence is normally used to a significant extent for official purposes. We consider that where a governing authority of a university or college of education decides to provide a residence for its head, no deduction from salary should be made where both of the main features identified apply. On this basis we recommend that no deduction from salary should be made where the residence is provided on the campus (“on the campus” should be regarded as including a residence adjacent to the campus) and the governing authority is satisfied that it must be used to a significant extent for business/official purposes – we do not feel it is feasible to define “significant” in this context and this must be left to the governing authority’s discretion.

9.5 Where a residence is not on campus or where a residence on campus is not used to a significant extent for official purposes, we consider that a deduction should be made from salary. The way in which the present deduction applying to three posts was calculated is no longer relevant. This was based on a pensionable value assigned to a residence almost twenty years ago (updated by general round increases) and has no logical basis now. We do not consider that the deduction should be based on the value of the residence provided since this

need not be an accurate reflection of the true value to the head of the institution. We feel that a deduction based on salary would be more appropriate. Where a residence is provided and the two conditions referred to in the preceding paragraph are not fulfilled, we consider that a deduction of 10% of the approved salary should be made.

Michael Buckley, Chairman

Brian Hillery

Vivienne Jupp

Peter Malone

Cormac P. McHenry

Noel O'Neill

Brendan Duffy, Secretary
5 March 2001

APPENDICES

1 Current and Recommended Salary Rates

(**Exclusive** of the first phase increase under the Programme for Prosperity and Fairness)

The following tables show the current and recommended rates of salary, and the percentage increases involved, for the various posts covered by this review. In the case of some posts in universities and the posts in the Institutes of Technology, Colleges of Education and the National College of Art and Design an employee superannuation contribution is made and the rates shown are net of that contribution. For the purpose of consistency with Report No. 38 the rates shown are exclusive of the first phase increase under the Programme for Prosperity and Fairness. The euro amounts shown have been rounded to the nearest euro.

Universities

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
<u>Heads of universities:</u>				
Level I				
Trinity College, Dublin	101,278		11.1	
University College, Dublin	101,278	112,500	11.1	142,846
University College, Cork	95,720		17.5	
Level II				
NUI, Galway	95,720		7.1	
Dublin City University	83,425	102,500	22.9	130,148
NUI, Maynooth	83,425		22.9	
University of Limerick	83,425		22.9	
<u>Registrars, Secretaries and Bursars:</u>	(maxima)			
Level I				
Trinity College, Dublin	68,020	80,000	17.6	101,579
University College, Dublin	(69,875 in		(14.5)	
University College, Cork ⁹	TCD)			
Level II				
NUI, Galway	68,020	75,000	10.3	95,230
Dublin City University	(61,836 for		(21.3)	
NUI, Maynooth ¹⁰	posts in NUI,			
University of Limerick	Maynooth and Bursar, DCU)			

⁹ In UCC there is a single post combining the functions of Secretary and Bursar.

¹⁰ There is no post in NUI, Maynooth covered by our terms of reference equivalent to "Secretary" in other universities.

Directors of Institutes of Technology

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
Level I Directors of Cork, Galway/Mayo and Waterford Institutes of Technology	68,289	80,000	17.1	101,579
Level II Other Directors of Institutes of Technology	60,475	75,000	24.0	95,230

Dublin Institute of Technology

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
President	83,425	102,500	22.9	130,148
Directors	60,475	71,000	17.4	90,151

Heads of Colleges of Education and the Director of the NCAD

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
Presidents, Mary Immaculate and St Patrick's Colleges of Education	60,475	71,000	17.4	90,151
Principal, Church of Ireland College of Education	57,786	60,000	3.8	76,184
Director, National College of Art and Design	68,289	71,000	4.0	90,151

Increase in salary costs for all the groups in the third level education sector	16.7%
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Current and Recommended Salary Rates

(Inclusive of the first phase increase under the Programme for Prosperity and Fairness)

The following tables show the current and recommended rates of salary, and the percentage increases involved, for the various posts covered by this review. In the case of some posts in universities and the posts in the Institutes of Technology, Colleges of Education and the National College of Art and Design an employee superannuation contribution is made and the rates shown are net of that contribution. The rates shown are inclusive of the first phase increase under the Programme for Prosperity and Fairness. The euro amounts shown have been rounded to the nearest euro.

Universities

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
<u>Heads of universities:</u>				
Level I				
Trinity College, Dublin	106,848		11.1	
University College, Dublin	106,848	118,688	11.1	150,703
University College, Cork	100,985		17.5	
Level II				
NUI, Galway	100,985		7.1	
Dublin City University	88,013	108,138	22.9	137,307
NUI, Maynooth	88,013		22.9	
University of Limerick	88,013		22.9	
<u>Registrars, Secretaries and Bursars</u>	(maxima)			
Level I				
Trinity College, Dublin	71,761	84,400	17.6	107,166
University College, Dublin	(73,718 in		(14.5)	
University College, Cork ¹¹	TCD)			
Level II				
NUI, Galway	71,761	79,125	10.3	100,468
Dublin City University	(65,237 for		(21.3)	
NUI, Maynooth ¹²	posts in NUI,			
University of Limerick	Maynooth and Bursar, DCU)			

¹¹ In UCC there is a single post combining the functions of Secretary and Bursar.

¹² There is no post in NUI, Maynooth covered by our terms of reference equivalent to "Secretary" in other universities.

Directors of Institutes of Technology

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
Level I Directors of Cork, Galway/Mayo and Waterford Institutes of Technology	72,045	84,400	17.1	107,166
Level II Other Directors of Institutes of Technology	63,801	79,125	24.0	100,468

Dublin Institute of Technology

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
President	88,013	108,138	22.9	137,307
Directors	63,801	74,905	17.4	95,110

Heads of Colleges of Education and the Director of the NCAD

Post	Current Rate	Recommended Rate	% Increase	Recommended Rate (euro)
	£	£		€
Presidents, Mary Immaculate and St Patrick's Colleges of Education	63,801	74,905	17.4	95,110
Principal, Church of Ireland College of Education	60,964	63,300	3.8	80,374
Director, National College of Art and Design	72,045	74,905	4.0	95,110

Increase in salary costs for all the groups in the third level education sector	16.7%
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3 Submissions and Oral Hearings

Note: An asterisk (*) denotes that oral evidence was heard from these individuals, groups and organisations or from their representatives. We also received some other submissions in respect of professors and other groups which are not within our terms of reference. These have not been included in the list.

Ad hoc Universities Governing Authorities' Representative Group *

Conference of Heads of Irish Universities on behalf of Registrars, Secretaries and Bursars *

Council of Directors of Institutes of Technology

Directors of Institutes of Technology (joint submission) *

Department of Education and Science*

O'hUiginn, M, Chairperson, Governing Body, Galway/Mayo, Institute of Technology

Sheridan, N, Director, National College of Art and Design *

McBride, Séan, Director, Tralee Institute of Technology

Chairman and executive, Higher Education Authority *

Kelleher, Michael F, Secretary and Bursar, University College, Cork (in relation to the office of President)

Kelleher, Patrick, Director, Cork Institute of Technology

McLoone, M, Chairman, Governing Body, Letterkenny Institute of Technology

President and Senior Management Staff, Dublin Institute of Technology *

Richards, T.A., Chairman, Governing Body, Waterford Institute of Technology

Wrixon, Gerard T, President, University College, Cork

Presidents of Mary Immaculate College, Limerick and St Patrick's College, Drumcondra *

Principal, Church of Ireland College of Education*

4 Posts of Registrar, Secretary and Bursar covered by the recommendations in this report

Dublin City University

Registrar
Secretary
Director of Finance

National University of Ireland, Galway

Registrar,
Rúnaí (Secretary)
Bursar

National University of Ireland, Maynooth

Registrar
Bursar

Trinity College, Dublin

Senior Lecturer (performs duties equivalent to those performed by Registrars in other universities)
Secretary
Treasurer

University College, Cork

Registrar
Secretary and Bursar

University College, Dublin

Registrar
Secretary
Bursar

University of Limerick

Vice President, Academic Affairs
Registrar and Corporate Secretary
Vice President, Administration

