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INTRODUCTION

1. The Joint ILO/Unesco Committee of Experts on the Application of the Recommendation concerning the Status of Teachers met in special session in Paris, at Unesco Headquarters, from 3 to 10 September 1985.

2. For this special session the Committee's task was to:

- a) examine the results of the surveys on the possible updating of the Recommendation and on the usefulness of the instrument, and to formulate opinions and comments on the subject;
- b) draw up the text of the questionnaire for the next round in the follow-up of the application of the Recommendation concerning the status of teachers, which questionnaire will be sent to all Member States of the two organisations;
- c) formulate opinions on the content of a possible convention based on the Recommendation concerning the status of teachers.

The Committee also had on its agenda allegations received from teachers' organisations since its last session, and organisation of future work.

3. The present members of the Joint Committee, half of whom were designated by the ILO Governing Body and the other half by Unesco's Executive Board, with a term of office extending to 31 December 1988, are as follows:

Mr. S.B. Adaval (India)	Fellow, Indian Institute of Advanced Study
Mr. S.S. Fall (Senegal)	Director of the Ecole normale supérieure in Dakar
Dr. (Mrs) E. Gachukia (Kenya)	Director of the Department of Literature, University of Nairobi
Mr. T. Imamura (Japan)	Former President of Kagoshima Women's College
Dr. Y.S. El-Din Kotb (Egypt)	Former President of Ain Shams University, Cairo, Director, Science Education Centre
Mrs. C. Mème (France)	Member of the Conseil d'Etat
Mr. A. Mendes (Brazil)	Member of the Federal Education Council
Mr. F. Meyers (USA)	Former Professor of the Department of Industrial Relations at the University of California, Los Angeles
The Hon. Mr. R. Nettleford (Jamaica)	Professor of Adult Education, Director of Studies, Trade Union Education Institute, University of the West Indies

The Hon. Mr. Justice
L.T. Olsson
(Australia)

Puisne Judge, Supreme Court of South
Australia, Former President, Industrial
Court of South Australia

Mr. E.G. Sapogov (URSS)

Rector of the Tula Institute of Education

Mrs. M. Silva (Portugal)

Professor at the Lisbon Higher Institute
of Economics, Inspector General for
Education

4. The Committee elected the following officers :

Mr. S.B. Adaval:

Chairman

Mr. F. Meyers:

Vice-Chairman

Mrs. E. Gachukia:

Rapporteur.

5. Mr. S. Tanguiane, Unesco Assistant Director-General for Education, welcomed the members of the Committee. The secretariat for the meeting was made up, for the ILO, by Mrs. R. Cuvillier, Chief of the Salaried Employees and Professional Workers Branch, who represented the Director-General of the ILO, and Mrs. C. Privat, from the same Branch; for Unesco, by Mr. M.A.R. Dias, Director of the Division of Higher Education and Training of Educational Personnel, who represented the Director-General of Unesco, and by Mr. A. Chiappano, Chief of the Training of Educational Personnel Section, Messrs. J. Murdoch and F.P. Nallétamby, of the same section, and Mr. D. de San, Chief of the International Standards Division.

RESULTS OF THE SURVEYS ON THE POSSIBLE UPDATING OF THE RECOMMENDATION AND ON THE USEFULNESS OF THE INSTRUMENT

6. The Committee had before it a document (Annex A) prepared by the Secretariats, setting forth the results of surveys conducted by the ILO and by Unesco on the possible updating of the Recommendation and on the usefulness of the instrument (CEART/SP/85/3). The Secretariat indicated that the report was intended for the governing bodies of the two organisations, to which it would be submitted together with the views and comments formulated by the Committee. In its introduction to this agenda item, it recalled in particular that the purpose of the survey was to see whether the Recommendation should be updated in order to improve the status and the level of protection provided by it to teachers.

7. It noted with satisfaction the amount and quality of work done by the two Secretariats in collecting the opinions of the countries members of the ILO and Unesco on the question of updating the instrument and placed on record its appreciation of the way the opinions had been analysed and reported in an objective way.

8. While a substantial number of countries had not sent a reply, the Committee noted with satisfaction the interest shown by a large number of countries - corresponding to a geographically representative sample - in giving detailed suggestions and expressing opinions which were highly constructive and valuable in dealing with the question of updating and revising the Recommendation. These in general indicated clearly the line of thinking going on in different parts of the world.

9. The Committee noted that, while there were matters on which natural differences of opinion existed , there were many issues regarding the status of teachers which were matters of common concern. The opinions on these matters indicated a certain amount of agreement on a number of points which could be picked up for use in a possible updating of the instrument. Such points also showed very clearly the progressive trend of thinking in various countries about the issues concerning the status of teachers.

10. After an exchange of views designed to clarify its mandate, the Committee approached the examination of this question on the basis of the Secretariats' commentary contained in the final section of the document (page 77 et seq.). The section headed "Extension" was examined first.

Extension

11. Part of the discussion centred around the concept of "teacher". In the light of the need to reflect the existence of new categories of personnel involved in the development of adult education and non-formal education, several conceptions of the definition of teacher emerged. They had the following bases: the fact that he/she teaches, whatever his/her academic training and his/her pedagogic qualifications; the fact that teaching is his/her principal or sole activity and source of livelihood, whatever his/her academic training and pedagogic qualifications; the existence of an educational responsibility for pupils at the school stage; and the possession of teaching qualifications, whether he/she is in employment or unemployed. Reference was made to the risk of this notion being diluted, to the detriment of the professional nature of the teacher's job.

12. Several remarks were made also concerning the notion of "school". Here again, various conceptions were proposed. Some defined the school as an educational establishment in the traditionally accepted sense; others extended the definition to include establishments whose activity covers fields formerly considered as extra-curricular or non-formal; others again preferred to define the school not as a building, but as a place where the teaching/learning process takes place in an organised manner. This last conception could include non-formal education.

13. In conclusion, the need was recognised to take the definition of both the teacher and the school into account in considering the possible broadening of the scope of the Recommendation. But these definitions vary from one country to another. Thus any sharp delineation would seem at first sight impossible at the international level; over-precise definitions would entail problems of implementation of the Recommendation at the national level.

14. Reflecting the complexity of the issues raised above, the discussion revealed several viewpoints regarding a possible extension of the Recommendation to include new categories of personnel and new fields. Some considered that such an extension would void the Recommendation of its meaning; others held that in its present form it was sufficiently general and flexible to cover these new fields and categories; others still held the view that these fields and categories were, or could be, covered satisfactorily by other normative instruments, either already existing or

which could be envisaged. It was pointed out that international teachers' organisations which had expressed an opinion on the matter were opposed to the extension of the Recommendation to include the non-formal sector.

Updating

15. When examining the section headed "Updating", the Committee took note of the difficulty, if not the impossibility in some cases, of deriving general guidelines from the responses received, where updating in the strict sense is concerned.

16. The importance of having standards sufficiently flexible to lend themselves to diverse modalities of application and changing situations was emphasised. Any statement in the Recommendation ought to be expressed in simple conceptual terms, readily capable of accommodating changing day-to-day practical circumstances and existing realities. The Recommendation is a written document to which ordinary and well-settled principles of legal interpretation apply. The use of references to specific situations is undesirable unless this is unavoidable in a particular context.

17. It was also suggested in the discussion that, instead of revising or updating, it would be preferable to have guidelines for a better application of the provisions. Guiding principles would be more appropriate than detailed provisions. The analogy with basic law and organic law was mentioned, the text of the Recommendation providing as it were the basic law, and guidelines for its application in new circumstances providing the organic law. New realities could be accommodated through changes in the interpretation of the Recommendation, without altering the latter.

18. It was however pointed out that certain new educational concepts were absent from the Recommendation, such as for instance the principle of life-long education which was not well reflected in its provisions. Mention was also made of the following: the technological equipment of schools; the oversize of certain school establishments tending to make normal human relations difficult, if not impossible; the insufficient teacher participation in the running of the school and in administrative matters. Concerning the latter, a risk exists that the increased involvement in administration might encroach unduly on teaching duties. An updated version of the Recommendation should therefore take this into account in order to strike a balance between these two components of the teacher's work.

19. In the course of the discussion, a member stressed that the suggestions to be made should be inspired by the need to take into account the moral dimension of the mission of teachers and its implications for their profession, the real conditions prevailing in different regions in developing countries and, by way of consequence, the need for policies to ensure a transition towards the final and integral implementation of the whole Recommendation.

Unesco fields of competence

20. The next points to be discussed were the paragraphs of the Recommendation within Unesco's fields of competence. Parts III (Guiding Principles) and IV (Educational Objectives and Policies) were examined. It was noted that updating suggestions on the paragraphs in these Parts were

mostly those which envisaged the widening of the scope to include forms of out-of-school education. Paragraph 10 b), concerning discrimination in education, gave rise to substantial discussion. In view of the several new forms of discrimination such as those based on age, marital status, observance of family planning, which were cited by members, it was felt that the paragraph should be formulated so as to ensure the right to education without any form of discrimination. Examples could be given in brackets.

21. The discussion on Part V of the Recommendation (Preparation for the Profession) was essentially concerned with paragraphs 14, 15, 19 and 20. During the debate on paragraph 14, it was pointed out that, although equivalent qualifications could be thought of instead of the completion of secondary education as a pre-requisite to teacher preparation, any modification of the present paragraph would reduce its impact. It was stated that such a pre-requisite strengthened the professional status of teachers and that any amendment would be a retrograde step that would debase the status of the profession. The eventual consensus of the Committee was to leave completion of appropriate secondary education as a minimum target to be aspired to by all Member States, even those who at the moment were not in a position, either economically or socially, to implement it. In any case, it was pointed out that paragraphs 14 and 15 had to be read together, as this allowed for greater flexibility in the admission to teacher preparation.

22. As regards paragraphs 19 and 20, the Committee was again of the opinion that they should be read in conjunction. It was necessary to have a definition of objectives in terms of the knowledge, skills and attitudes required of the teacher. No complete agreement was reached on paragraph 20. A syllabus outline such as the one given in the present paragraph is liable to become outdated. The Committee felt that whatever is recommended should remain at a high enough level of generality to cope with changing circumstances in years to come. In the subsequent discussion however, the trend was towards more specific delineation of what teacher education should consist of: e.g. training to liaise with parents, operation and use of communications technology, sensitising to the world of work and the development of vocational as well as academic skills. It was emphasised that the appropriate curriculum to satisfy the objectives of training should be prepared in consultation with teachers and their organisations, parent associations and also employers' and employees' organisations, the latter particularly in respect of the vocational aspects of teaching.

23. In discussing Part VI (Further Education for Teachers) the Committee pointed out that the term "further education" had taken a more specific meaning and that it would be more appropriate to replace it by the term "continuing education" in order to stress the fact that "recurrent education" is an integral part of teacher education. It went on to say that self-education is an important distinct element in continuing education and is not to be confused with it. Both kinds of education are needed, continuing education being provided by the authorities and self-education stemming from inside the teacher himself aimed at acquiring the skill of learning how to learn.

24. About Part VIII (The Rights and Responsibilities of Teachers) the Committee, recalling the conclusions it arrived at after reviewing in 1979 the study made on the professional freedoms of teachers, reiterated its conviction that the notion of academic and professional freedom remained as valid as ever and did not need any further definition.

25. It went on to consider the subject of teacher-parent relationship. The Committee agreed that the emphasis in the two paragraphs of the Recommendation (67 and 68) dealing with this topic was too negative and unduly preoccupied with parent complaints against teachers. Every effort should be made to promote the concept that parents and parent associations be encouraged to cooperate and work together with teachers in facilitating and implementing the educational process.

26. In discussing Part IX of the Recommendation (Conditions for Effective Teaching and Learning) the Committee reflected on the implications of the extra-curricular activities on the workload of teachers. It considered that sufficient reference was contained in the Recommendation to ensure that extra-curricular activities were clearly to be seen as constituting an acceptable part of the teacher's workload. However, paragraph 92 gave a negative view of such activities. It was therefore necessary to harmonize paragraphs 74, 92 and 93 in order to integrate extra-curricular activities into the teachers' workload. Nevertheless, the Committee was not in favour of redrafting the existing provisions as the area was still rather hazy and a distinction had to be made between co-curricular and extra-curricular, the former being quite liable to become absorbed in the curriculum as the educational needs of society evolved.

27. This debate led to a point of practical concern for readers and users of the Recommendation, namely that where the instrument made several references in different places to one particular point, means should be found whereby they could be read in conjunction. It was suggested that an annotated edition of the Recommendation be prepared containing cross-referencing indications in the text or in footnotes.

28. The discussion on Part XII (The Teacher Shortage) raised a number of points on which consensus was obtained. It was clear that the Part did not encompass the total situation existing today. While shortage generally characterised teacher supply in the developing world, the problem in many "developed" countries was teacher surplus. Also, while in some developing countries there ostensibly existed a total teaching force adequate for the education of the number of children enrolled, this overall balance disguised real surpluses of teachers in certain disciplines and a real shortage of teachers in others, especially in maths and science. Prospective planning was necessary to equate demand and supply in the various educational areas. The Committee pointed out that where surpluses existed, teachers' organisations had advocated various measures to meet the situation, such as reducing pupil-teacher ratio in classrooms and using the surplus teachers to carry out the new educational tasks which society is expecting of teachers.

29. However, the problem was not merely quantitative, but also qualitative. Candidates entering the teaching profession were not always the best candidates. Means must be found of attracting the best candidates by social and financial incentives. For example, remuneration should be comparable with other similar professions. For all these reasons, the Committee agreed that the title of this section should be changed, for example by using the term "supply" instead of shortage, or "teacher recruitment", in order that the content, which should also be redrafted, should take cognizance of the total situation as it exists.

ILO fields of competence

30. The Committee took note of the considerable normative work that had been undertaken by the ILO in several of the fields covered by the Recommendation since the latter had been adopted. It was considered that account should be taken of the new international labour standards on employment and working conditions adopted as a result of this work, making reference to them if the Recommendation were updated. The same applied to Unesco standards. However, it would be necessary to make sure that these new standards did indeed provide for the types of improvements in the status of teachers which would have to be included in an updated recommendation.

31. The Committee did not consider it appropriate to contemplate updating several sections of the Recommendation falling within the fields of competence of the ILO, notably if such updating were to aim at introducing details that would make the instrument more difficult to implement at the international level. The paragraphs concerned were: 39 (Probationary period); 40-44 (Advancement and promotion); 47-52 (Disciplinary procedures); 89-93 (Hours of work); Part X (Teachers' salaries) and Part XI (Social security).

32. Regarding fields concerning both the ILO and Unesco, the Committee did not take up again the Secretariats' comments, since it had already expressed its views on these matters when considering the fields of competence of Unesco. For example, it had stressed the need to make more precise reference in the Recommendation to the necessary integration of educational planning with manpower planning, and to include provisions aimed at preventing and eliminating not only shortages but also surpluses in view of the evolution of the teachers' employment market, and the resulting risk of job insecurity. Where extra-curricular activities were concerned, the need to regard them as forming part of the professional activities of teachers should also be considered from the angle of social protection, in order to prevent imposing an excessive workload on teachers. The Recommendation dealt with these different aspects as came out when reading concurrently not only paragraphs 74 and 92, but also 90 d).

33. As already noted, in this field as in others, paragraphs dealing with one and the same subject had to be sought out in the various sections of the Recommendation. This had to be taken into account to determine whether updating was really necessary.

34. Where women teachers were concerned, the Committee once again noted that the provisions of the Recommendation reflected outdated conceptions. It could be updated by eliminating the word "women" in the section dealing with personnel having family responsibilities. But changes would also be needed in other sections, so that the provisions of the Recommendation would be applicable to all teachers, irrespective of sex. For instance, in addition to maternity leave proper, allowance should be made for parental leave, to which either the father or the mother could be entitled, as is indeed provided for in the ILO Workers with Family Responsibilities Recommendation, 1981 (No. 165).

35. The Committee judged it appropriate to add to paragraph 60 a provision to the effect that the duration of part-time or short-term service should be taken into account globally in the granting of rights based on seniority.

36. Paragraphs 80 and 84 (Rights of Teachers) gave rise to an exchange of views concerning the extent of the rights to be recognised to teachers, in view of the problems which differing national situations might raise. These problems related to the way the provision regarding civic rights was drafted, recognition of the right to strike for teachers, the recommendation to set up joint machinery to settle disputes concerning conditions of employment, and compulsory arbitration. Nevertheless, in the Committee's view, this raised no need for updating.

37. The document under scrutiny listed various proposed additions to the Recommendation which were contained here and there in some of the responses to the survey. The Committee considered that some of them lay in fields already covered by the Recommendation. Others raised complex problems of vast scope, and investigation would be necessary in order to decide whether they should be taken into account in the event of updating.

Final Remarks

38. The Committee took note of the fact that on the whole the replies received reflected the implicit acceptance of an integrated approach to the improvement of the material, professional and moral status of teachers, combining policies relating to working conditions and conditions of employment, educational policies and policies concerning the training of educational personnel, and the recognition of the requirements of the exercise of their profession.

39. The Committee reasserted the value of the Recommendation as it stands, and the fact that it remains topical, while recognising that it is far from being fully applied everywhere throughout the world.

40. Regarding extension, the Committee, after considering all issues raised, could see no compelling reason for extending the scope of the Recommendation. On the contrary, it considered that an attempt to do so might well weaken its impact and also introduce a degree of doubt as to the relevance of its existing provisions to some situations. In particular it felt that it would be unhelpful to seek to take into account topics such as adult or non formal education not generally understood to fall within the existing concept of "educational process" covering pre-school, primary and secondary (general and technical) education.

41. Where updating was concerned, the Committee noted that its previous observations regarding certain specific needs remained valid. However, new elements that had emerged from the surveys and the discussion led the Committee to conclude that though on certain points the Recommendation may be outdated in its content or form, there was no reason, in the immediate future, to contemplate a substantial revision, which would require a great deal of time, effort and money. This was particularly so as some current trends have not yet stabilised - for example, with regard to teacher supply - and for that reason alone it would seem unwise to embark on an updating exercise at this time.

42. Nevertheless, particular attention should continue to be paid to questions which might in the future have a place in an updating of the Recommendation as a whole. Among these questions, the Committee noted in

particular lifelong education; new orientations in the training of teachers; the impact of new technologies; and new policies required to deal with the imbalance of the employment market (surpluses as well as shortages), especially in respect of redeployment, retraining, and other measures to protect teachers in case of redundancy.

43. These points should be borne in mind when the Recommendation is put into effect, whether it is a matter of making it more widely understood or of facilitating its implementation.

44. The Committee accorded the highest priority to this implementation. It advocated measures in several areas in order to make the instrument more effective: its translation into as many languages as possible (work on this has already begun); the preparation of an annotated version focused on the needs of the application of the instrument; the preparation of other written or audiovisual instructional material, inter alia for purposes of workers' education; the circulation of the Recommendation in its commented version (booklet already published) and in its annotated version, together with the various instructional materials referred to above, in as many different areas as possible, such as the teaching profession, schools, teacher education institutions (preferably to be included in the curriculum), the press, political parties, trade unions, etc. and by all means provided by modern technology; the constitution at the national level of bodies analogous to the Joint Committee of Experts, whose members would represent education authorities and teachers; and more frequent meetings of the Committee.

45. In connection with the annotated version of the Recommendation already mentioned, the Committee referred, among the elements to be included, to the guiding principles envisaged in paragraph 17 of the present report, the possible interpretations of the provisions of the instrument, and the observations formulated within the Committee itself. The Committee relied on the Secretariat to put these ideas into practice, and offered to submit its views on the projects to be prepared.

FOURTH QUESTIONNAIRE ON THE APPLICATION OF THE RECOMMENDATION

46. The Committee adopted the questionnaire contained in Annex B. The Secretariat was allowed full latitude in preparing the tables to be attached to this questionnaire; the Committee requested simply that photocopies of the corresponding tables included in the report of the Second Ordinary Session of the Committee (Paris, 1970) be attached also.

INDICATIONS REGARDING THE CONTENT OF A POSSIBLE CONVENTION BASED ON THE RECOMMENDATION

47. The Committee took as the basis of its discussion a working document prepared by the Secretariat. The members expressed divergent views as to the necessity and opportuneness of contemplating the adoption of international standards at the level of a convention on the basis of the existing Recommendation. Furthermore, some members would have preferred to

know whether the final outcome would be an ILO convention, as the representatives of several national and international teachers' organisations had requested, or an ILO/Unesco convention, or alternatively two distinct documents. It was difficult for the Committee to deal with questions of substance out of this context.

48. Subject to these reservations, and in awareness of the limits of its mandate, the Committee tackled the question of the possible content of an eventual convention. In this connection it adopted proposals formulated essentially as a set of broad general principles which could be incorporated in standards at the level of a convention, without going into the details of a formally worded text.

49. In formulating these proposals, the Committee was guided by various considerations: concern for the fact that the proposals might lend themselves to the type of control of application specific to a convention which as a matter of course would have to be ratified; the need to be realistic, that is to say, to take account of existing legislation and practice in countries in differing stages of development and with differing national practices, so as to formulate proposals most likely to meet with maximum approval; and the need to regard the adoption of a convention from the angle of promoting the application of the fundamental principles contained in the Recommendation and reinforcing its impact, as the Committee had emphasised at its Fourth Ordinary Session.

50. In general, the Committee considered that the parts of a convention covering the fields of competence of Unesco could be set forth in a similar manner to the corresponding parts of the Recommendation. However, it was considered that a new section should deal with aspects relating to educational planning, regarded as a priority condition for enabling the teacher to play his role effectively. This section would also include the substance of the provisions of Part XII of the Recommendation concerning the teacher shortage, expanded so as to cover aspects arising from teacher surpluses, as earlier discussed in this report.

51. In addition, the provisions relating to pre-service and in-service training of teachers, which are dealt with in two distinct parts of the Recommendation, should, in a convention, be integrated in a single section, in order to emphasise the continuity and complementarity of these two aspects of, and stages in, the preparation of teachers.

52. Lastly, a new section should deal with the professional evaluation of teachers, in view of the importance of this component, especially in its formative aspects, in improving the quality of teachers and of teaching.

53. The series of provisions advocated in Unesco fields of competence would be based on the essential content of the Recommendation, while at the same time reflecting the evolution of ideas and situations in the field of education.

54. The different aspects of each question falling within the fields of competence of the ILO and contained in separate sections of the Recommendation were grouped under headings corresponding to their internal logic. Furthermore, certain questions were presented in a slightly modified light in order to reflect changed ideas and circumstances.

55. For instance, the question of employment was dealt with in greater depth than in the Recommendation, so as to take into account the Committee's concern with the deterioration of the teachers' employment market. Where women teachers are concerned, discrimination based on marital status received special attention. With regard to social security, the Committee did not consider that there was any need for it to be dealt with in a convention of necessarily limited scope, at least at this stage.

56. Several members of the Committee referred to the need to prepare a text which would lend itself to application in States with a federative structure as well as in other States.

57. One member stated that care should be taken, in the text to be adopted, to employ more methodically such expressions as "depending on national conditions", "in accordance with methods corresponding to national conditions", or "in consultation with teachers' organisations" and "through negotiation" between these organisations and the educational authorities. He suggested grouping such indications in a separate paragraph.

58. The Committee adopted the set of general principles contained in Annex C.

ALLEGATIONS RECEIVED FROM TEACHERS' ORGANISATIONS

59. It has become the custom of the Committee, with the approval of the governing bodies of both Organisations, to take account, in following up the application of the Recommendation, of allegations received from teachers' organisations concerning its application. Allegations which do not concern other ILO or Unesco instruments dealt with by mechanisms of control specific to one or the other Organisation are referred to the Committee. Furthermore, the Committee is informed of cases dealt with by the Committee on Freedom of Association of the Governing Body of the International Labour Office when they are the subject of a published report.

60. Accordingly, the list of complaints submitted by teachers' organisations and which were the subject of reports by the Committee on Freedom of Association since November 1982 was communicated to the Committee for the latter's information, accompanied by the published text in each case.

61. Where Unesco is concerned, the cases handled by its existing mechanisms for dealing with alleged violations of human rights within the fields of competence of the Organisation are of a confidential nature.

62. The Secretariat informed the Committee that it had received from an international teachers' organisation allegations concerning the situation of teachers in a certain country, and communicated the text to the Committee. These allegations, which had been sent to the Secretariat for transmission to the Committee, related to government policy in the fields covered by the Recommendation. After having made sure that they were not covered by the mechanisms of control of application of ILO and Unesco instruments, the Secretariat communicated them to the Government of the country concerned on 17 July 1985, requesting that Government to inform it of any observations it might wish to make. The Committee was informed of what had been done, pending receipt of the observations requested.

63. The Secretariat also informed the Committee that it had received, from teachers' organisations in two other countries, communications which made no reference to the Committee. The Secretariat had asked the senders for clarification on certain points before possible consideration by the Committee.

64. Several members of the Committee expressed concern at the length of time that was to elapse before the Committee's next meeting. They considered that this lapse of time risked discouraging organisations which might wish to contact the Committee. Too long a delay was particularly unfortunate in cases of an urgent nature.

65. The Secretariat had reminded the Committee that it was not a judicial body and that allegations were submitted to it mainly in order that it might be better informed of the difficulties encountered in certain countries, so that the Committee might be able to carry out its mandate of following up the application of the Recommendation.

66. The Committee asked the Secretariat to examine, with a view to submitting it to the governing bodies of the two Organisations, a procedure which would enable the members of the Committee to keep closer track of allegations received by the Secretariat between Committee meetings and which manifestly related to the application of the Recommendation and not to other mechanisms.

ORGANISATION OF FUTURE WORK

67. The Committee examined the working schedule and method to be adopted for the coming period of evaluation of the application of the Recommendation. It requested the Secretariat, when the latter received the replies to the fourth questionnaire, to send the members of the Committee not merely the summary of the information received, but the text of the replies which reflected divergences between governments and trade unions. Note was taken of the fact that the Secretariat could very probably send this text only in the original language.

68. A lengthy exchange of views took place on the necessity of mobilising all means of encouraging more people who received the questionnaire to reply to it: communication to members of the Committee of questionnaire despatch date; intervention by permanent delegations as well as by the regional offices of ILO and Unesco and the National Commissions of Unesco; sensitisation of teachers' organisations; personal and telephone contacts, etc. Furthermore, the Committee considered that a special effort should be made with regard to countries which had never replied to the questionnaire.

ANNEX A

SURVEYS ON THE POSSIBLE UPDATING OF THE RECOMMENDATION
CONCERNING THE STATUS OF TEACHERS
AND ON THE USEFULNESS OF THE INSTRUMENT

(Extracts from the report on the results of the surveys)

[In order to limit the length of the present document, the following four sections only of the report on the surveys are included: contents, introduction, analysis of the replies of a general scope and the secretariats' commentary. The report itself, which is bulky, has been reproduced separately and is available on request.]

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INTRODUCTION

At its third session (March 1976), the Joint ILO/Unesco Committee of Experts on the Application of the Recommendation concerning the Status of Teachers drew the attention of the competent organs of the ILO and Unesco to the desirability of considering the possibility of revising the basic provisions of the instrument in view of developments in the economic and social situation and of the qualitative and quantitative changes that had occurred in the field of education since the Recommendation had been adopted. With the report of the Committee of Experts before it at its 200th session (May-June 1976), the Governing Body of the International Labour Office instructed the Director-General to consider, in consultation with the Director-General of Unesco, the question of a possible revision of the Recommendation and in due course to submit his conclusions to the Governing Body. With the same report before it, the Unesco General Conference, at its 19th session (1977) authorised the Director-General to examine in consultation with the Director-General of the ILO the possibility of a revision of the Recommendation, and to present the results of that examination in due course (resolution No. 1171).

The Committee of Experts considered the question at its special session of November 1979 and again at its fourth regular session (November-December 1982). It included in its reports several paragraphs on the subject and made some recommendations of substance on it. The Governing Body of the ILO, at its 212th and 222nd sessions (March 1980 and March 1983), and the Executive Board of Unesco, at its 116th session (May-July 1983), took note of that work.

At its fourth regular session the Committee of Experts also expressed the desire that the ILO and Unesco should conduct a survey covering a representative sample of member States which had attained independence since the adoption of the Recommendation in 1966 and States whose governments replied either not at all, or only irregularly and partially, to questionnaires. The purpose of that survey would be to obtain the views of the governments and teachers' organisations concerned on the usefulness of the Recommendation.

When the report on the fourth regular session of the Committee of Experts was submitted to the Executive Board of Unesco, the Board adopted a resolution in which it noted that the Director-General of that Organization had made provision for a survey among member States to identify those aspects or parts of the Recommendation that might require updating, and invited him to consult with the Director-General of the ILO on that matter and to report on the conclusions of the survey and of the consultation to the Executive Board at a forthcoming session. That survey was to be held on the basis of a questionnaire covering all aspects of the Recommendation. At its 224th session (November 1983), the Governing Body of the ILO instructed the Director-General to co-operate with Unesco in the preparation of that questionnaire, in the analysis of the replies and in the preparation of the report on the conclusions, to ensure that the questionnaire was circulated to all member States of the ILO and to report to the Governing Body at the appropriate time on the results of that survey and of the consultations with Unesco.

Pursuant to those requests, the Directors-General of the ILO and Unesco launched in 1984 a survey among the States Members of those Organisations concerning the possible need to update the Recommendation and concerning its usefulness. They asked the member States to reply to the following questions:

1. What are the paragraphs of the Recommendation which, in your opinion, do not require to be updated?

2. What, in your opinion, are the paragraphs of the Recommendation which require to be updated? Please list them and state in respect of each: (a) your reasons for suggesting the updating; (b) your proposals for such updating.

3. What are, as regards the status of teachers, the areas or points which are not covered by the Recommendation and which, in your opinion, should be the subject of new sections and/or paragraphs? Please indicate them in detail, specifying as much as possible: (a) the contents which you would like to see considered in the course of a possible updating; (b) the reasons for which, you feel, it would be necessary to make those additions.

In addition the governments of countries which had become Members of the ILO or Unesco too recently to have had an opportunity to receive a questionnaire for purposes of an' evaluation of the application of the REcommendation, together with the governments of those Members which, having received one or more questionnaires, had replied either not at all or to only some of them, were asked for their opinion on the usefulness of the Recommendation.

In his letter to the Ministers of Labour of States Members of the ILO, the Director-General of the ILO invited governments to communicate a copy of their replies to the employers' and workers' organisations concerned for information and possible comment. The Director-General of Unesco approached the Ministers of Education and the National Commissions for Unesco.¹

The Director-General of the ILO consulted the international organisations of employers and workers having general consultative status with the ILO (International Confederation of Free Trade Unions, International Co-operative Alliance, International Federation of Agricultural Producers, International Organisation of Employers, Organisation of African Trade Union Unity, World Confederation of Labour and World Federation of Trade Unions) and certain other non-governmental international organisations (International Confederation of Public Service Officers, International Federation of Employees in Public Service, Public Services International and Trade Unions International of Public and Allied Employees).

In addition the ILO and Unesco sent copies of the above questions for information and possible comment to the following international organisations of teachers: Catholic International Education Office (CIEO), International

¹ National co-operating bodies established by the Member States under Article VII on the Constitution of Unesco for the purpose of associating their principal interested groups with the work of the Organization. They act in an advisory capacity to their governments and function as agencies of liaison in all matters of interest to the Organization.

Federation of Free Teachers' Unions (IFFTU), World Confederation of Organisations of the Teaching Profession (WCOTP), World Confederation of Teachers (WCT) and World Federation of Teachers' Unions (WFTU). Unesco did the same for the World Union of Catholic Teachers (WUCT).

Sixty-eight Member States replied to the survey: Australia, Austria, Bahrain, Barbados, Benin, Botswana, Bulgaria, Burundi, Cameroon, Canada, Central African Republic, Chile, Colombia, Costa Rica, Cuba, Cyprus, Czechoslovakia, Ecuador, Egypt, Equatorial Guinea, Finland, France, Gambia, German Democratic Republic, Federal Republic of Germany, Greece, Haiti, Hungary, India, Indonesia, Iraq, Ireland, Italy, Jamaica, Japan, Kuwait, Malaysia, Mali, Malta, Mauritius, Mexico, Morocco, Netherlands, Norway, Oman, Pakistan, Peru, the Philippines, Poland, Romania, Rwanda, Saudi Arabia, Senegal, Seychelles, Singapore, Spain, Sri Lanka, Sweden, Switzerland, Thailand, Turkey, Ukrainian SSR, USSR, United Kingdom, United States of America, Uruguay, Venezuela and Zimbabwe. Furthermore replies were received from two international organisations of teachers, two international organisations of salaried employees and civil servants, several national associations of teachers and one organisation of employers. Some replies were received too late for analysis of their contents.

A few States did not answer the questions put to them but merely commented on the situation of teachers in their countries or sent documentation on the subject (Bahrain, Haiti, Kuwait, Uruguay).¹ Malta stated that it had no comments to make.

Some replies take up a question which was not asked: that of a possible convention on the status of teachers. Canada and the United States consider that the Recommendation should not be replaced by a convention. On the other hand, several of the international organisations of teachers would be in favour of such an instrument. This applies to WCOTP, which is pleased to note that the idea of a teachers' convention has the full support of the Workers' Group of the ILO Governing Body and that a number of governments have expressed in the Governing Body a positive attitude towards the idea. IFFTU points out that it has repeatedly expressed its interest in seeing teachers enjoy greater protection through an ILO convention, considering that the Recommendation has remained limited in scope and debatable in application, as the successive reports of the Committee of Experts show. The Botswana Teachers' Union agrees with the idea expressed by the Committee of Experts in paragraph 618 of its 1982 report, namely that a study should be made of "the possibility of preparing a Convention provided that such a step would enhance the impact of the Recommendation and promote and speed up the process of implementation of its fundamental principles".

In the sections which follow, the replies received from governments and from employers' and teachers' organisations are reproduced as textually as possible. The remarks made are grouped by their nature - comment, amendment, addition.² In a final commentary, the secretariats set out a number of trends which seemed to them to emerge from the replies analysed.

The detailed presentation of the contents of the replies has been divided into two sections according to the form in which they were expressed. The first section contains the general remarks which figured in certain replies, while the second section reproduces the observations made on specific parts or paragraphs of the instrument.

¹For simplicity's sake we give the country's name without further details to indicate that the reply is from the government. ²In each case, countries are listed in the French alphabetical order.

Both the replies of a general scope and the replies dealing with specific parts or paragraphs should be taken into account in order to form a comprehensive picture of the trends emerging from the surveys.

CONTENTS OF REPLIES

Replies of a general scope

This section is concerned with those of the comments received which relate to the Recommendation as a whole, its usefulness, the manner in which it corresponds to national situations, and the desirability of updating it. They have been formulated independently of the replies to the three questions asked, which are reproduced in the next section.

According to many replies, the Recommendation is still adequate, but the shades of opinion expressed may be classified in the following categories:

- (a) some replies are limited to stating that the Recommendation is still adequate and does not need updating (Austria, Canada, Gambia, Mali, Mauritius, Switzerland, United Kingdom);
- (b) others also draw attention to the dangers of updating it in a manner which might weaken the existing text (Burundi, France, teachers' organisations in the United States); Burundi adds that it would be better to supplement the Recommendation by adopting new provisions on certain specific points;
- (c) a few express the view that priority should be given to efforts to apply the Recommendation rather than seeking to amend it (Burundi, Cyprus, Japan, teachers' organisations in the United States); Cyprus observes that more advanced provisions might be apt to increase the gap between the countries which have already adopted the Recommendation and those which have not yet done so or are not yet ready to do so;
- (d) several countries state that they took the provisions of the Recommendation into account in their national legislation or practice, either in general (Costa Rica, Cyprus, Equatorial Guinea, Oman, Uruguay) or in part (Federal Republic of Germany, Turkey);
- (e) certain governments, while considering that the Recommendation is still adequate, put forward comments or proposals for amendment which could be taken into account if an updating was undertaken (Australia, Chile, Czechoslovakia, Finland, German Democratic Republic, Poland, Romania, Singapore, Sweden, Ukrainian SSR, USSR, United States of America, Zimbabwe).

Three replies state that any extension of the Recommendation should be avoided (France, Federal Republic of Germany, Mauritius).

Three countries state that the national situation makes it impossible for them to comply with certain provisions of the Recommendation: the Federal Republic of Germany, since teachers in that country as a rule have the status of public servants; Malaysia, which considers that its situation as a developing country giving priority to nation-building does not permit it to

wait for the ideal proposed by the instrument (in its opinion, the Recommendation is addressed to countries which practise absolute democracy and are fully developed, and whose open system of administration allows teachers to leave or rejoin the service at any time without having to forego any benefits as envisaged in paragraphs 58 and 81); and Turkey, which states that, in view of the present realities and particularities, certain provisions cannot be applied.

A few general comments emphasise the need to update the Recommendation. Bulgaria endorses the conclusions reached on the subject by the Committee of Experts at its 1982 session. The same applies to WCOTP, the Norwegian Union of Teachers and the Botswana Teachers' Union. Two countries (Cuba and Italy) are of the opinion that, in view of the profound changes that have taken place since the adoption of the Recommendation, it should be updated. Spain (Ministry of Labour) considers that, rather than reformulate this or that article, it would be appropriate to review the actual starting-point or basic principles of the instrument as a whole; in the present context it would indeed be difficult to include in the Recommendation provisions concerning vocational teaching staff or in-plant training personnel.

Certain replies contain general comments which do not fit into any of the above categories. Cameroon states that it has no objection to the updating of the Recommendation. The Central African Republic states that in many countries teachers appear to be among the underprivileged public servants and that proposals for updating should state the measures to be taken to prevent the teacher's image from deteriorating. Cyprus considers that, if the Recommendation was to be updated, an international conference convened by the ILO and Unesco should examine in depth all aspects of the matter. Such a conference should work on the lines laid down by the Committee of Experts in the report on its 1979 special session. Colombia considers that the Recommendation, when it deals with rights to be afforded to teachers concerning leave, social security, etc., should give a more precise view of the shape that such rights should take and specify that they cannot be inferior to those enjoyed by other workers. Pakistan states that it has examined the Recommendation in accordance with the guidelines laid down and endorses the proposals mentioned therein for adoption. The Philippines considers that some reformulation is needed in order to avoid giving the impression of a situation of conflict between teachers' organisations and school authorities; furthermore the Recommendation is concerned with the status of teachers, not their organisation, and it would therefore be desirable, in the instances where only teachers' organisations are mentioned, to say "teachers or teachers' organisations". In the opinion of the Seychelles, the Recommendation focuses almost exclusively on means, without carefully articulating the ends to be achieved, and places far too much emphasis on what should be done for teachers rather than on what should be done by teachers.¹ Thailand considers that, in view of the length of time required to train for it, the teaching profession should have a higher status and be better paid.

IFFTU, whose position in favour of an ILO convention has already been mentioned, considers that it would not be opportune to embark on a process of revision of the Recommendation that might well delay or even, in the medium term, prevent the discussion and adoption of such a convention. The Finnish

¹ The words "for" and "by" are underlined in the reply.

Confederation of Salaried Employees notes that in present times of rapid technological progress, the Recommendation should be developed, in particular, by including dispositions on the effects of the pressures of change due to technological developments on the working life of teachers.

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THE SECRETARIATS' COMMENTARY

The preceding sections give a more or less photographic view of the responses received. The general indications which emerge from these responses as to whether the updating of this Recommendation is necessary and/or appropriate are analysed below.

Extension

Most of the responses concerning Part I (Definitions) and Part II (Scope) of the Recommendation suggest a broadening either of the definition of the word "teacher" or of the scope of the Recommendation. In this case, rather than an updating, it would be more a question of extending the existing Recommendation into an instrument different from the one designed initially.

Suggestions to extend the Recommendation began to crop up very shortly after its adoption, even though it was obviously too soon to consider updating it. In 1974, the Unesco General Conference authorised the Director-General of Unesco "to study the possibility of extending the Recommendation to cover all full-time and part-time educators" (Resolution 1.31). A similar idea was taken up in 1975 by the International Conference of Education in its recommendation on the changing role of the teacher and the influence of such change on preparation for the profession and on in-service training. When consulted by Unesco about these suggestions, the Director-General of ILO and the international teachers organisations considered that such an extension was not desirable and that, if necessary, it would be preferable to supplement the Recommendation with other instruments dealing with the categories of educators and teachers not covered by the present Recommendation. Likewise, at its third session in 1976 and again at its special session in 1979, the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation expressed the view that the scope of the Recommendation should remain unchanged.

The responses to the survey which have been analysed here indicate that suggestions for extending the Recommendation have been made in the following areas: status of higher education personnel, adult education, literacy and nonformal education in general. As a whole, the responses have not taken into account the eventual consequences such changes in the scope of the Recommendation would have on employment and working conditions of personnel engaged in these particular fields of education. Thus these responses provide no specific material in the fields of competence of ILO for such a recommendation with an extended scope, and would not therefore provide a sufficient practical basis for updating the instrument along the lines of such an extension.

It should perhaps be noted that as regards higher education, the ILO and the Unesco Secretariats have already begun to study the types of technical problems connected with this category of teaching personnel. Moreover, an examination of the timeliness of a recommendation concerning higher education personnel is scheduled for the 1986-1987 biennium.

However, were it intended to include the other areas mentioned - adult education, literacy and nonformal education in general - an extension of the scope of the instrument would indeed be needed, for the Recommendation covers neither the various forms of teaching used outside the formal education sector nor such teaching personnel and their status. At the most, reference is made to adult education in paragraph 74 which states that "teachers should be prepared to take their part in extra-curricular activities for the benefit of pupils and adults".

It should be mentioned that the ILO adopted in 1975 the Human Resources Development Recommendation (No. 150), which advocates various measures for the benefit of persons who have never been to school or who left school early; this instrument aims in particular at promoting vocational guidance for them and enabling them to acquire a general education and basic skills, due account being taken of opportunities in the employment market. In addition, Unesco adopted a recommendation in 1976 on the development of adult education which contains a section on the "training and status of persons engaged in adult education work". This section sets out general requirements in the field of training and contains a provision relating to conditions of work and remuneration for such personnel.

Certain responses foresee - at least partially - the consequences of an extension of the scope of the Recommendation to include teachers in the above fields insofar as educational objectives, pre-service teacher education and continuing teacher education are concerned.

Updating

As far as updating in the strict sense goes, it is difficult, or even impossible, in certain cases, on the basis of the responses received, to provide general guidelines. Some responses can give rise to various interpretations; and to favour one interpretation over another could betray the intentions of the governments or organisations which provided those responses. In other cases, the conclusions to be drawn seem self-evident and in need of no comment. A number of responses, for example, suggest adding elements or ideas which already exist in the Recommendation. Some suggestions would lead to results which would not be in keeping with principles adopted by the ILO, the United Nations Organisation (UNO) and Unesco. Similarly, some would weaken the effect of certain provisions of the present Recommendation.

The following comments refer to those responses from which clear conclusions can be drawn and which aim at improving the present text. Their suggestions give details, provide clarification, make additions or effect substantial changes. The total number of responses may be deemed satisfactory; however, in accordance with the above-mentioned criteria, the number of usable observations for evaluating the need and appropriateness of updating, are, in fact, limited, especially if one considers those which refer to specific points. The observations sometimes come from a single country or organisation and thus are all the more unreliable as a basis for any general conclusions.

Generally speaking, the responses, with a few exceptions, tend to favour preserving the Recommendation in its essence. Most of the responses either state that they see no need for updating or make no comment on the subject. In addition, the observations are, more often than not, influenced by national situations and are indicative of the specific diverse circumstances existing in the countries. Since such observations would be useful in defining the mode of enforcement of various guiding principles within the context of national diversity, they need to be evaluated with a view to possible updating. Such updating, however, would only be necessary in cases where the wording of the Recommendation would not be flexible enough to cover all possible modes of enforcement. Generally speaking, this does not seem to be the case.

The Preamble was not widely commented upon. The comments that were received aimed generally at updating the list of conventions mentioned in the various preambular paragraphs. Two countries would like to see the Preamble stress the social role of the teacher, while others propose adding elements with a view to taking account of the current situation or in order to highlight the importance of teaching as a social and economic investment.

Leaving aside those responses dealing with the extension of the Recommendation as expressed over Part I (Definitions) and Part II (Scope) of the Recommendation, we find a number of responses which suggest changes in form; others would seem mainly preoccupied with questions of precision.

Unesco fields of competence

Certain responses received are greatly significant and would seem to be at the core of the problem of updating. They aim, in general, at adapting the Recommendation to the contemporary situation in the field of education.

The suggestions for updating the paragraphs dealing with the objectives of education (Part III, para. 3) and educational policies (Part IV, para. 10, sub-para. c)) are for the most part among those which envisage the widening of the scope of the Recommendation to include forms of out-of-school education.

Before reviewing the general comments on the various paragraphs, it should be noted that in 1982 the Committee of Experts pointed to the need for updating the following areas: the consequences of changes in the educational field (e.g., the impact of new technologies) on the condition of teachers; the effect of the growing participation in adult education on their condition and training and the problems relating to policies designed to prepare teachers to work in their own communities or areas. Mention was also made of changes in the traditional concept of teacher education and moves to shift emphasis from initial to in-service training. Reference was also made to the declining role of the family in the education of children in some countries and the impact of this trend on the condition of teachers.

It is worth noting that the amendments proposed in the survey responses are not very different from the reasons for updating suggested by the Committee of Experts.

Part V of the Recommendation (Preparation for the profession) sketches a profile of entry into preparation for teaching, notably in paragraphs 11-14,

which is based on personal and human qualities, knowledge and skills. It has been suggested that another, more specific, quality be added: that of aptitude for the teaching profession.

Judging from the observations made with reference to paragraph 14 (Requirements for admission to teacher preparation) it would be a good idea to refer separately to the various levels of teaching, in order to adapt such requirements to the particular demands of each level.

Paragraphs 19 and 20 dealing with teacher-preparation programmes received a great number of suggestions for updating. The aim here is to define the general objectives of teacher preparation keeping in mind new roles and duties of the teacher, and to determine those fields of study which are necessary in order to link teacher preparation with advances made in the realm of human knowledge, teaching methods and techniques, in the development of educational sciences, and in the contribution of educational technology. The responses received suggest that the Recommendation should deal not only with the objectives and content of teacher-preparation programmes (para. 20), but also with the organisation of such programmes. Such organisation should stress the importance of recurrent education which strives to adapt the teaching profession to rapidly changing national needs.

In 1979, the Committee of Experts, in commenting on paragraph 19, proposed taking into consideration the needs of the pupil as well as his or her participation in the learning process; they likewise suggested that teachers co-operate with colleagues and other persons likely to enhance their teaching. They further underlined the responsibility of teachers in contributing to the out-of-school education for youth and adult education. The Committee of Experts noted that paragraph 20 no longer corresponded to the reality of current programmes which tend to distinguish between the successive stages of preparation, including gradual introduction to professional activity, preparation for particular roles and in-service training. They considered that an important component of preparation should relate to the socio-economic, cultural and educational changes that are taking place in the present-day world. They also considered that it was desirable for student teachers to be introduced to the problems of educational research.

With regard to pedagogical training (paragraph 20 b), the Committee was unanimous in agreeing that the present list of academic subjects should be replaced by an approach based on the actual experience of students to which would be applied the methods of psychological, sociological and pedagogical analysis with a view to achieving an integrated view of the educator's function. Lastly, the Committee considered that training in the field of out-of-school education for young people and of adult education should be dispensed in training establishments whenever necessary.

With regard to paragraph 24, the Committee of Experts underscored the basic principle of the essential unity of the teaching profession in the field of professional training, without, however, specifying any given model for achieving such co-ordination of teacher education at various levels and for different categories of teachers.

In relation to Part VI, some of the responses introduce the concept of recurrent education, changing appreciably the notion of further education. Many responses stressed that further education is an integral part of teacher preparation and that the two must not be separated. It is suggested that self-education be recognised as an important element in recurrent education.

It should be remembered that under "Hours of work" (para. 91), the Recommendation specifies that teachers be provided the time necessary for taking part in in-service training programmes.

In 1979, the Committee of Experts remarked that the Recommendation contained two basic principles: that further education services should be both free and available to all teachers.

Where the rights and responsibilities of teachers are concerned (Part VIII), most of the responses feel there is a need to define the nature and content of academic and professional freedom.

In that part of their 1979 report in which a study of the professional freedoms of teachers was examined, the Committee of Experts drew attention to the fact that measures concerning various aspects of these rights (or freedoms) appear throughout the Recommendation. Moreover, the Committee emphasized the distinction to be made between the following types of freedoms: civil liberties which the teacher has in common with all citizens, freedom to exercise the teacher's profession at school, and the teacher's freedom to participate in the development of educational policy and planning.

The amendments put forth with regard to paragraph 63 mark the evolution which has taken place in the area of supervision. Supervision today is considered as a form of educational counselling and formative evaluation rather than as "inspection".

According to some of the comments received, paragraphs 67 and 68 should be reworded in order to place parent-school co-operation in a better light.

The Committee of Experts likewise noted in 1979 that these same provisions created a negative impression of the "co-operation between teachers and parents" for they deal essentially with parents' complaints against teachers. Such a vision does not reflect the situation prevailing in most countries. In all regions of the world parents and their associations play an active and positive role in the life of schools. The Committee of Experts thus deem the rewording of these provisions necessary in order to take account of the present state of parent/teacher relations.

Regarding paragraph 87 (Ancillary staff), it is suggested that the duties of such staff be specified.

The Committee of Experts felt that it would be appropriate to draft new provisions which would take greater account of the growing role of personnel assisting teachers in their educational activities, without extending the scope of the Recommendation to include them. It would therefore be appropriate to include provisions concerning the training and working conditions of such personnel.

The responses received from governments and international teachers organisations indicate that the role of educational technology in teaching must be studied in greater detail and its application more widely disseminated. This could result in an increased workload for teachers. Steps should thus be taken in order to ensure well-balanced working conditions as well as the dissemination of educational technology.

As far as Part XII (The teacher shortage) is concerned, the majority of the responses draw attention to the fact that the situation has changed considerably, to the point that many industrialised countries now have a teacher surplus in all fields except sciences, mathematics and technical subjects. An updated version of this part of the Recommendation should take into account this situation, paying particular attention to the problem in the context of supply and demand.

It has been proposed, in cases where a surplus of teachers exists, that the skills and cultural experience of such personnel could be used to develop those sectors of the present school curricula which have been neglected. It has likewise been suggested that educational authorities should take advantage of the availability of teachers in order to make teaching more effective.

However, one must keep in mind that in 1982, the Committee of Experts, faced with the needs created by the objectives of universalisation of teaching and the elimination of illiteracy, stressed the importance of using all available resources: it became evident in this context that the teacher shortage was not diminishing; it would probably be necessary both to foresee emergency recruitment measures and accelerated teacher preparation, and to make provisions for in-service training that would be more systematic and more closely linked to pre-service education. Research into new training strategies would likewise have to be foreseen.

In short, the suggestions for updating concerned the following three domains (excluding "scope of the Recommendation"): educational objectives, pre-service education and continuing teacher education. The suggestions made with respect to educational objectives reflect the concept of education as a whole which encompasses both unconventional forms of education (to which the Recommendation does not apply) as well as that sector which is known as "formal" education (and which is covered by the Recommendation).

The suggestions made with respect to the other two domains rest within the limits of the scope of the Recommendation. In order to understand their importance for the updating of the Recommendation as a whole, it is perhaps best to consider the results of the survey within the fields of competence of the ILO.

ILO fields of competence

Several comments were received regarding the probationary period (para. 39) in Part VII (Employment and Career); they seem to reflect differing conceptions of the objectives to be arrived at when establishing such a period. They also reflect the diversity of national conditions. It should be noted that paragraph 39 is drafted in a flexible way in respect of the purpose of a probationary period and even of the need for such a period.

Career (paras. 40-44) was the object of remarks aimed at ensuring that there exists an institutional and functional framework which can offer teachers opportunities for advancement and promotion. For example, according to some comments, there should be different career ladders for the same task according to experience, in addition to the possibility of moving from one type or level of school to another and to reach posts of responsibility. In addition, some answers pointed to the need to define with greater precision the conditions to be fulfilled in order to be promoted.

When the Committee of Experts examined the question of a possible updating of the recommendation, in 1979, it considered that paragraphs 38 to 44 laid down standards which still seemed appropriate.

A number of answers - coming from governments as well as from teachers' organisations - propose to strengthen the guarantees to be provided regarding disciplinary procedures (paras. 47-52). Here again, in most cases a higher degree of precision is aimed at, the Recommendation being drafted in broad terms in this regard.

Another point which is mentioned rather frequently in the answers received relates to the provisions specifically applying to women teachers, either within the section on "Women Teachers with Family Responsibilities" (paras. 54-58) or in relation to leave entitlements after childbirth (paragraph 103). It is felt that, in view of the evolution of society during the last 20 years, protective measures which differ for men and women in the field of employment and in cases of family responsibilities are no longer justified and that men and women teachers should be dealt with on an equal footing. Indeed, these views correspond to the concern which promoted the adoption of the UNO Convention on the Elimination of All Forms of Discrimination against Women, 1979, as well as the Workers with Family Responsibilities Convention (No. 156) and Recommendation (No. 165), 1981, of the ILO.

In 1979, the Committee of Experts considered that paragraphs 54 and 55 laid down standards that were still fully appropriate, but that paragraphs 56, 57, 58 and 103 reflected a view of the roles of the sexes in marriage and in society that was becoming outmoded, and that, if the Recommendation were updated, these provisions might be amended to make them explicitly applicable to parents of both sexes.

The few comments concerning part-time service (paras. 59 and 60) that suggest the need for an updating reflect concerns frequently expressed in workers' circles. It should be pointed out that this question has been proposed for adoption of international standards by the International Labour Conference and that it might be regulated at that level in the future.

In Part VIII (The Rights and Responsibilities of Teachers), the great majority of replies consider that it is not necessary to update the paragraphs dealing with collective bargaining and the settlement of disputes (paras. 82-84). Similarly, the Committee of Experts, in 1979, stated that it did not consider it either necessary or desirable to revise the section dealing with rights of teachers (paras. 79-84).

The way in which the Recommendation deals with the conditions for effective teaching and learning (Part IX, paras. 85-113) testifies to the existence of a global approach that gathers together steps to be taken in many different fields. Comments expressed in the replies generally confirm the need for such an approach.

The few amendments proposed in the section "Hours of Work" (paras. 89-93) seek to ensure a reasonable time schedule for teachers, account being taken of the various factors which influence their actual working time. One proposal reflects a claim often voiced by other workers, i.e. that of including travel time to and from work in working time. Regarding the different factors

mentioned as relevant to the teacher's workload, and in particular extra-curricular activities, the observations made by international or national teachers' organisations show a continued concern with the multiplicity of the tasks they have to cope with. The general idea behind them is that these tasks should be defined more precisely in order to be better taken into account.

Concerning holidays and leave provided for in paras. 94-100, few comments aim at an updating.

In 1979, the Committee of Experts considered whether it would not be desirable to re-examine the standards relating to hours of work and study leave (para. 95), with a view on the one hand to encouraging teaching participation in community life and adult education, and generally speaking in out-of-school activities, and on the other hand to laying greater stress on the importance of continuing teacher education. It dwelt at some length on the question of extra-curricular activities and reached the conclusion that the extent to which teachers might be required to take part in those activities, the forms that they might take and the way in which they should be remunerated were matters that should be the subject of negotiations, in accordance with the principle stated in paragraph 82 of the Recommendation. With regard to the opportunities that should be provided for teachers to participate in further education activities, the Committee of Experts, taking together all the relevant provisions (paras. 34, 91 and 95), was of the opinion that they were no longer adequate if further education was henceforth to be considered a right and a duty for teachers and that the Recommendation should be more precise on that point and should take account of the new standards laid down by the ILO on that matter.

In fact, there is a Paid Educational Leave Convention (No. 140) and a Recommendation (No. 148), 1974, both of which cover all workers. In relation to paragraph 99, the Workers' Representatives Convention (No. 135) and Recommendation (No. 143), 1971, which provide for facilities to be granted them for their activities as representatives, may also be mentioned.

Part X - Teachers' Salaries - gave rise to a number of remarks; some aim at ensuring better recognition of the role of remuneration systems as an incentive to improve the quality of teaching. Others advocate a greater flexibility in the administration of the systems, again bearing in mind the need to take better account of national conditions, but it is not always possible to discern from the comments whether such flexibility would lead to improving the status of teachers.

The Committee of Experts concluded, in 1979, that the standards relating to this matter were as a whole still valid and that efforts should be made to ensure that they were more widely applied.

A majority of replies consider that Part XI (Social Security) does not need updating. The same opinion was expressed by the Committee of Experts in 1979.

Several comments mention the international labour standards adopted in this field since 1966. These are indeed numerous: Invalidity, Old-Age and Survivors' Benefits Convention (No. 128) and Recommendation (No. 131), 1967; Medical Care and Sickness Benefits Convention (No. 130) and Recommendation

(No. 134), 1969; Maintenance of Social Security Rights Convention (No. 157) and Recommendation (No. 167), 1982; Vocational Rehabilitation and Employment (Disabled Persons) Convention (No. 159) and Recommendation (No. 168), 1983.

Concerning Part XII (The Teacher Shortage), several replies stress that, under present conditions, there are at the same time shortages and surpluses of teachers. The Recommendation puts emphasis on shortages. It may be noted, however, that it proposes policies and measures aimed at preventing possible manpower imbalances in the employment market in general, whether they take the form of surpluses or shortages. This is so, for instance, with the planning of education and forecasting of manpower needs as well as with measures in the field of training and further training. Moreover, the Recommendation contains provisions the purpose of which is to guarantee job security (para. 45).

One feature which emerges from several replies is the relativity of the concept of surplus or shortage. Considering unsatisfied needs as they may be assessed on the basis of the objectives of educational policy, one may sometimes conclude that an apparent surplus may conceal an actual shortage. An international teachers' organisation has provided detailed comments on the relation which may exist between an improvement in working conditions and measures against unemployment.

Very few remarks were made on matters related to safety and health for teachers, a field of vital importance for their status. This may stem from the fact that the Recommendation only contains scattered provisions in this respect, whereas it covers more systematically the corresponding social security aspects.

A number of proposals are intended to include in the Recommendation provisions relating to points which are not covered therein. Thus it was suggested that new paragraphs or subparagraphs should be inserted to cover the following points: public acknowledgement of outstanding achievements by teachers; temporary or non-established staff; legal protection of professional degrees and activity of teachers; designation of substitutes when a teacher is unable to fulfil his functions; leave without pay safeguarding the right to resume teaching; liability of employers for damage to personal property of teachers; effects of technological change on the working conditions of teachers; protection of teachers introducing innovations or inventions.

Since the adoption of the Recommendation concerning the Status of Teachers, a number of new international labour standards have been adopted. Some have been mentioned in passing. Two other instruments were adopted in 1981: the Collective Bargaining Convention (No. 154) and Recommendation (No. 163), aiming at promoting collective bargaining. These instruments are additional to those relating to the right to organise already mentioned in the Recommendation concerning the Status of Teachers (the Freedom of Association and Protection of the Right to Organise Convention (No. 87), 1948, and the Right to Organise and Collective Bargaining Convention (No. 98), 1949). One might also draw attention to the Labour Relations (Public Service) Convention (No. 151) and Recommendation (No. 159), 1978, which apply only to workers who have the status of public employees. However, it is necessary to stress that Convention No. 87 covers all workers, without distinction whatsoever, and that the exclusion of public servants from the scope of Convention No. 98 applies solely to those engaged in the administration of the State; there can accordingly be no question of this exclusion being applicable to teachers.

Mention should be made, moreover, of the Occupational Safety and Health Convention (No. 155) and Recommendation (No. 164), also adopted in 1981. The implementation of international labour standards is being monitored through special procedures inside the ILO.

The existence of new international labour standards may provide elements of judgement as to possible needs for updating the Recommendation in so far as they make it possible to assess whether there is a legal vacuum in the protection of teachers, as indeed of other workers, on matters for which the replies received could lead one to conclude that it is necessary to improve the level of protection ensured by the Recommendation. In some cases the new standards are embodied in conventions.

The general picture emerging from the answers supplied in respect of the provisions of the Recommendation which are in the ILO's fields of competence is very patchy; the comments above should be read accordingly. The opinion generally expressed in these replies is that the Recommendation requires no updating in these fields. If one compares the observations thus gathered from the surveys with the general considerations formulated by the Committee of Experts in 1979 and 1982, one may conclude that the main content of the Recommendation is not really put in question in the fields of competence of the ILO.

Final remarks

In the context of its general observations, the Committee of Experts emphasized in 1982 the central importance of the rights and responsibilities of teachers as well as the need for refocussing the content of the Recommendation by linking it more closely to the requirements which had to be met if teachers were to be enabled to enjoy their rights and discharge their responsibilities in the best conditions possible, bearing in mind the peculiar conditions prevailing in each country, and in particular the level of social and economic development reached. Revision would make it clear that any improvement in the material, professional and moral status of teachers depended not only on policies relating to conditions of work and employment but also on policies relating to education and the training of educational personnel as well as the requirements of the exercise of the teaching profession.

It should be noted that, as a whole, the responses received, whether from authorities responsible for labour or for education, attest in themselves to an implicit acceptance of this integrated approach. This fact is confirmed by some responses which refer explicitly to certain points.

In the general conclusions drawn up in 1979, the Committee of Experts also commented on the appropriateness of updating the Recommendation. While acknowledging that the changes that have taken place since 1966 alone would warrant an updating of the Recommendation, they still felt the need to proceed with the utmost caution in dealing with the question. They specified that any updating of the Recommendation should in no way entail a weakening of its provisions. They wondered if such a revision might not even further delay the full application of the Recommendation and if it might not be better for them, in conjunction with the ILO and Unesco, to concert instead their efforts toward pushing for full application. Moreover, the fact that the application of the Recommendation is still very uneven in respect of a number of points would seem to indicate that these norms are not yet obsolete but remain stimulating targets

It was, however, deemed desirable to examine the various means by which the Recommendation could be updated without going as far as a total revision which would be a cumbersome procedure and, in their opinion, of uncertain outcome. A partial revision was suggested, or the adoption of new provisions on certain specific points which would supplement the present text without altering it. In the case of provisions which were considered imprecise or inadequately expressed, the Committee of Experts suggested a new edition of the Recommendation in which the text would be supplemented by explanatory notes.

In 1982, the Committee of Experts reiterated its views that, if a revision or updating of the Recommendation were to be undertaken, all necessary precautions should be taken to ensure that none of the standards it set was lowered in any way; rather account should be taken of progress made since 1966 in various countries and, where desirable, standards might be raised. It was also suggested that the setting of target dates might be useful for the achievement of specific goals set in the Recommendation.

ANNEX B

FOURTH QUESTIONNAIRE REGARDING THE IMPLEMENTATION OF THE RECOMMENDATION CONCERNING THE STATUS OF TEACHERS, 1966

(The text of the Recommendation is appended)

INTRODUCTORY COMMENTS

The purpose of this questionnaire is to gather information on the effect given to the Recommendation concerning the Status of Teachers, 1966, in States Members of the ILO and of UNESCO. On the basis of this information, the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation will, at its fifth regular session, draw up an evaluation report. This report will be presented to the Governing Body of the ILO and to the International Labour Conference, to the Executive Board of UNESCO and to the General Conference of that organisation.

In accordance with established practice, the questionnaire consists of Section I, of a general character, and Section II, containing a number of questions on specific subjects. The fields which the Committee wishes to explore in greater depth are early childhood education, preparation of teacher educators, and employment and conditions of service of teachers in technical and vocational education.

Member States are requested:

- to indicate, where relevant, when answering each question in the questionnaire, the problems encountered in implementing the Recommendation and the reasons for such problems;
- to supply the texts of legislation, regulations, collective agreements or any other relevant documents relating to their replies, which have not been supplied already in reply to a previous questionnaire (in this event, Member States are requested to specify which documents have already been transmitted and when); and
- to refer to such texts and documents in their replies.

SECTION I OF THE QUESTIONNAIRE

The Recommendation was adopted 20 years ago and the Committee, in its report, wishes to determine how its implementation by member countries has evolved since 1966. To this end, most of the questions which were asked in 1968 for the first evaluation of the follow-up of the Recommendation are repeated. Others have not been retained, such as those on which special studies were conducted at the request of the Committee, questions which were left unanswered or questions which proved to be insufficiently clear. Furthermore, a few changes were considered necessary in certain cases. It should be noted that, wherever "types of schools" are mentioned in this section the expression should be understood in terms of the Recommendation, to mean both public and private schools providing general, technical, vocational or art education at the pre-primary, primary, secondary (lower and upper) levels.

Please give the fullest possible information under each of the following items. You will note that, for the sake of brevity, these are not drafted in the form of questions. If you have already replied previously and there are no new points to communicate, please refer to your previous answers. In answering questions in this section, it is unnecessary to repeat information provided in reply to questions in Section II dealing with specific subjects.

To simplify presentation of certain data and to facilitate comparison with the position existing in 1968, these data will be given in tabular form. The forms to be used are enclosed, together with completed tables used in the 1970 evaluation report, to serve as examples; the latter have been adapted for the purposes of this questionnaire. Please give your replies in such a way that they may be easily included in the tables; where relevant, please add more details in separate comments.

Questions

Educational Objectives and Policies (Part IV of the Recommendation)

Q.1. Existing plan or plans¹ concerning short-term and/or long-term educational development: main features, and, insofar as they are not included therein, statistical material and forecasts on which the plan(s) has (have) been based. Manner in which teachers' organisations and other organisations such as those referred to in paragraph 10(k) of the Recommendation have co-operated in the preparation of the plan(s). See table I.

Q.2. Measures taken or envisaged, whether or not there is a plan, to ensure that there will be a suitable supply of candidates for teaching and an adequate number of qualified teachers for the different types of schools.

Preparation for the Profession (Part V of the Recommendation)

Q.3. Nature and duration of the preparation for teaching at the primary and secondary (lower and upper) levels in the various types of schools.

Q.4. Requirements for entry into such preparation See tables III and IV.

Q.5. Financial or other incentives offered to induce young people to enter into preparation for the teaching profession.

Q.6. Proportion of teaching staff in the different types of schools who have received a general education and a professional preparation corresponding in quality and level to the standards contained in the Recommendation. See tables V and VI.

Employment and career (Part VII of the Recommendation)

Q.7. Recruitment, advancement (within a classification level), promotion (to a higher level of the classification structure), and disciplinary systems. Procedures applied for the protection of the rights of teachers and for ensuring the participation of teachers' organisations in establishing and implementing such procedures. For promotion and disciplinary systems, see tables VII and VIII.

¹ This plural is used for federal states where sub-national plans may be relevant.

Q.8. Security of tenure. Measures to ensure this, particularly in view of developments on the employment market for teachers, including any existing surpluses.

The rights and responsibilities of teachers (Part VIII of the Recommendation)

Q.9. Procedures enabling teachers' organisations to negotiate employment and working conditions with employers. Procedures for the settlement of disputes and remedies available to teachers' organisations for the defence of the interests of their members, when disputes are not settled or if negotiations break down. Other forms of contacts established between government authorities and teachers, if the above-mentioned procedures have yet to be established.

Conditions for effective teaching and learning (Part IX of the Recommendation)

Q.10. Provisions limiting the size of classes.

Q.11. Actual figures for the average pupil-teacher ratio in the different types of schools; as far as possible, please give distinct figures for urban areas and rural areas.

Q.12. Special arrangements made in the interest of teachers in remote or rural areas. See table XII.

Q.13. Teaching hours, normal working hours per day and per week and actual length of time worked. See table XIII.

Q.14. Tasks demanded of teachers as mentioned in paragraphs 90 to 93 of the Recommendation and any other factors taken into account in fixing working time, such as travel time between home and work, evening, night or weekend work, etc.

Q.15. Consultation of teachers' organisations on the establishment of workload standards. Describe applicable procedures.

Q.16. Kinds and duration of paid leave granted to teachers under the laws and regulations in force. See table XIV.

Teachers' salaries (Part X of the Recommendation)

Q.17. Teachers' annual salary scales, including in particular minimum and maximum salaries payable to teachers in the various types of schools. Distribution of teachers within the salary ranges specified.

Q.18. Criteria used to determine teachers' salaries.

Q.19. Differences in remuneration (a) between teachers in urban areas and those in rural areas; (b) between teachers with or without formal qualifications; (c) based on other criteria.

Q.20. Without prejudice to the social security benefits falling within Part XI of the Recommendation, nature and extent of benefits in kind and other advantages granted in addition to teachers' basic salary and to which other occupational categories are generally not entitled.

Social security (Part XI of the Recommendation)

Q.21. Protection in selected fields: unemployment benefits, medical care, sickness benefits, occupational accidents and diseases, and family allowances. Any differences from protection granted to other workers.

SECTION II OF THE QUESTIONNAIRE

You are requested to provide as specific and detailed answers as possible to the questions on the following specific subjects, which are being covered for the first time in a follow-up to the implementation of the Recommendation. The three subjects are:

- A. Early Childhood Education (Pre-primary education).
- B. The Preparation of Teacher Educators.
- C. Teachers in technical and vocational education: employment and conditions of service.

A. Early Childhood Education (Pre-primary education)

For the purposes of the questionnaire, "early childhood education" is to be understood as pre-primary education covering the period before the start of primary school education, but excluding education provided in the family. All the following questions should be answered keeping in mind their impact, direct or indirect, on teachers in the institutions concerned.

Questions

- A.1 What types of pre-primary education services (either public or private) are available and what types and ages of children are targetted?
- A.2 How do the various services function? What are the sources and basis of their funding?
- A.3 To what extent is provision made for socially and economically disadvantaged children? What implications does this have in relation to teachers involved?
- A.4 What are the distribution and coverage of existing services across the country (particularly between rural and urban areas)?
- A.5 What guidelines, either national or local, exist concerning the establishment of services, particularly as to physical facilities, staff qualifications and ratios?
- A.6 What in fact are the usual student/staff ratios found within each type of service?
- A.7 What is the teaching and ancillary staff composition of these various services, including distribution by sex?

A.8 What are the institutions responsible for the preparation of teachers for this education?

A.9 What are the entry conditions for this preparation (age, qualifications, etc.)?

A.10 What incentives are offered to induce candidates to enter into this preparation?

A.11 What are the characteristics of this preparation: (a) aims and objectives of the training course; (b) level and content of the courses (general studies and special teaching studies. Is parent education a subject in the training curriculum?); (c) methods of teaching; (d) training duration?

A.12 Please give the qualifications and teaching experience required of the teacher educator. What is the proportion of staff satisfying these conditions?

A.13 What activities exist for the continuing education of early childhood education teaching staff?

A.14 What means, incentives, and other measures have been evolved to induce teaching staff to participate in further education existing plans?

A.15 Percentage of budget and percentage of national income allocated to pre-primary education.

B. The Preparation of Teacher Educators

This particular topic deals with the teacher preparation staff. The aim is to examine how provisions 25, 26 and 28 of the Recommendation are being implemented. You are requested to supply information on the qualifications and experience of teacher educators, on the means at their disposal for further education and on measures which have been taken to apply educational research to reforms in teaching techniques.

Questions

B.1 What are the types and localisations of institutions involved in the preparation of teacher educators?

B.2 What are the features of preparation courses for teacher educators: aims, duration, content and method?

B.3 What are the academic qualifications and experience required of teacher educators? Criteria used in the recruitment of teacher educators according to levels of education.

B.4 What percentage of teaching staff of teacher education institutions satisfy the criteria stated above?

B.5 What provisions and facilities exist for the further education of teacher educators?

B.6 Give figures for the percentage of teacher educators having taken advantage of these further education programmes for each of three recent successive years.

B.7 What possibilities are given to teacher educators teaching pedagogical subjects to renew their experience by being seconded to teaching duties periodically?

B.8 What types of research work and experimentation are carried out by teacher preparation institutions? What are their applications to curricula of schools or of teacher preparation institutions?

B.9 To what extent does research form part of the preparation of future teachers?

B.10 What channels of communication exist for research and experimentation results: (a) from teacher preparation institutions to schools; (b) from schools to teacher preparation institutions.

C. Teachers in technical and vocational education:
employment and conditions of service

The Recommendation (paragraph 2) applies "to all teachers in both public and private schools up to the completion of the secondary stage of education", including those providing technical and vocational education. In the following questions, you are requested to supply information on the employment and conditions of service of teachers providing tuition in technical and vocational subjects in schools at the primary and secondary levels, excluding those of persons giving such education elsewhere. Where applicable, please give separate answers for teachers in technical education and in vocational education.

Apart from the two introductory questions of a general nature, the subjects are dealt with in the same order as in the Recommendation. For the sake of brevity, teachers in technical and vocational education are designated in the following questions by the term "these teachers".

Questions

C.1 Are these teachers placed in several categories, according to the type of schools, the level (primary, secondary lower and upper), the special vocational subject or sector of activity covered by the course (agriculture, commerce, industry, etc.), the type of teaching (scientific, technical, theoretical or practical), or according to any other criterion? Indicate the number of teachers in each category and their distribution by sex on the most recent date for which statistics are available.

C.2 What legislation and regulations govern the status of these teachers, and are there any differences from the legislation and regulations applicable to teachers in general education?

C.3 Please state the specific risks of insecurity of tenure to which these teachers are exposed, in particular as a result of developments in the system and in the substance of such education. How is their security of tenure safeguarded? (Para. 45).

C.4 Are the provisions of paragraph 60 of the Recommendation applied to the teachers who are employed regularly on a part-time basis? If possible, give details of the number of teachers employed regularly on a part-time basis, and distribution by sex.

C.5 How are these teachers safeguarded against the risk of having damages assessed against them in the event of injury to pupils? (Para. 69).

C.6 Are technical and vocational education programmes provided with the necessary ancillary staff to relieve teachers of non-teaching duties, so as to enable them to carry out their specific duties of teaching more effectively? (Para. 87). Please give details.

C.7 How many hours (daily and weekly) are these teachers required to work and what are their entitlements to annual vacation with pay? (Paras. 89 and 94). Are the factors listed in paragraphs 90, 92 and 93 of the Recommendation taken into account in determining their workload?

C.8 What free time do these teachers enjoy to improve their skills and upgrade their knowledge in service? (Para. 91). Are they entitled to study leave on full or partial pay? (Para. 95.1). Are they granted such leave to work periodically in the occupational sector relating to the discipline which they teach? What is their status in such cases?

C.9 Do the salaries of these teachers meet the concerns expressed in paragraphs 115 and 116 of the Recommendation? (a) Specify the salary scales applicable to these teachers, with the criteria used in establishing them and state whether these scales are the same as those applicable to teachers in general education. (b) Give figures to determine how these salaries compare with those paid in other occupations requiring similar or equivalent qualifications (e.g. the salary of an electrical installations teacher and remuneration of a department supervisor in an enterprise in that branch; the remuneration of a carpentry teacher and that of a skilled carpenter working in industry; that of a teacher of electronics and that of a technician in electronics holding a similar diploma, etc.).

C.10 If teaching is given regularly outside normal working hours (e.g. evenings or weekends) please give details and say whether there are any special payment arrangements.

C.11 How is the value of practical training and experience taken into account in determining the basic salary of teachers who have no academic degree? (Para. 120). Please state whether any other criteria are taken into consideration.

C.12 Do these teachers enjoy social security protection that differs from the protection extended to other teachers? (Chapter XI of the Recommendation). If so, please give details.

C.13 Do professional teachers' organisations comprise teachers in general education as well as teachers in technical and vocational education or have the latter set up organisations of their own? Are these organisations consulted or called upon to participate in decision-making in the following areas: recruitment policy (para. 38), criteria for promotion (para. 44), disciplinary procedures (para. 49), salaries and working conditions (para. 82) - and, in particular, the determination of working hours (para. 89), the establishment of salary scales (para. 116), the salary adjustment index (para. 123.2), the adoption of merit-rating systems for purposes of salary determination (para. 124)? If so, do the machinery and procedures differ from those applicable to teachers in general education, and how?

C.14 Does the application of any of the paragraphs of the Recommendation relating to teachers' employment and conditions of service (Parts VII to XI of the Recommendation) pose specific difficulties in respect of these teachers? Please explain.

ANNEX C

INDICATIONS REGARDING THE CONTENT OF A POSSIBLE CONVENTION BASED ON THE RECOMMENDATION CONCERNING THE STATUS OF TEACHERS

Scope

1. The convention would be based on the Recommendation and thus would have the same scope. It would therefore cover all teachers in both public and private schools up to the completion of the secondary stage of education, whether nursery, kindergarten, primary, intermediate or secondary, comprising those providing general, technical, vocational, or art education. The definition of the word "teacher", given at the beginning of the Recommendation, would also be the same. The term "covers all those persons in schools who are responsible for the education of pupils".

Preamble

2. The preamble should recall the existence of certain instruments of general scope which directly or indirectly concern teachers and which are not instruments of the ILO or Unesco, for example, United Nations instruments on human rights and the rights of the child.

3. It should also recall that teachers are covered by many international labour Conventions and Recommendations laying down general standards, such as the instruments on employment policy, on the role of vocational guidance and training in human resources development, on vocational rehabilitation and employment of disabled persons, on discrimination, on freedom of association and the right to bargain collectively, on voluntary conciliation and arbitration, on hours of work, on annual holidays with pay, on paid educational leave, on equal remuneration, on termination of employment, on social security, on maternity protection, on occupational safety and health and the working environment, and on workers with family responsibilities.

4. The preamble should also refer to Unesco Conventions and Recommendations against discrimination in education, on education for international understanding, co-operation and peace, on education concerning human rights and fundamental freedoms, on technical and vocational education and on the development of adult education.

5. The preamble should also stress that teachers face difficulties arising from the nature of their occupation and that standards specific to teachers have therefore been considered necessary. It should recall that a Recommendation concerning the Status of Teachers is in existence, which was adopted in 1966 by a Special Intergovernmental Conference on the Status of Teachers convened by Unesco, and whose application is kept under review by a joint ILO/Unesco Committee of Experts.

6. The preamble should also recall certain fundamental principles within Unesco's sphere of responsibilities. In particular, the following should be mentioned:

- a) the right to education, which is a fundamental human right, since it is one of the conditions for the full exercise of other human rights;

- b) equality of access to education without discrimination of any kind;
- c) the search for a constant improvement in the quality of education, taking into account present and future needs at national and international levels;
- d) international and regional co-operation with a view to the development of education.

7. The preamble should stress the essential role of teachers in the application of the above principles and the need to enable them to fulfil this role by means of appropriate policies and measures. It could also recall that teachers have duties and responsibilities towards pupils, parents and society.

8. To enable them to fulfil their role, it would be necessary, among other things, to guarantee teachers satisfactory conditions in fields such as employment, trade union and occupational rights, conditions of employment and work, and social security.

9. In view of the diversity of the arrangements which apply to teachers, in particular depending on whether they work in the public or the private sector, the preamble might also mention the need to develop social standards common to all teaching staff in the interests of social justice and in consideration of the fact that teachers face common problems that are inherent in the nature of their profession.

10. In addition, it would be desirable to adopt appropriate policies and measures in Unesco fields of competence. In particular, given the diversity of systems of education, the preamble might stress the need for all States to work out general guidelines applicable to the school system(s) of each country with a view to ensuring the effectiveness and quality of teaching.

Operative part

11. For the sake of convenience, the following substantive proposals for the drafting of the operative part of a possible convention are presented separately for ILO and Unesco fields of competence. However, in a more formal version based on the Recommendation, the subject-matter of the two sections would need to be reorganised with a view to an integrated presentation if a single convention adopted by both organisations were to be decided upon.

12. The operative part should contain provision for specific policies and measures whose application may be reviewed, as is required for a convention. The principles proposed below for inclusion in the operative part have been selected not only on the basis of the Recommendation but also in the light of the state of national law and practice in the areas considered in so far as it can be judged from the information available, and of the standard-setting activity of the two organisations since the adoption of the Recommendation.

Unesco fields of competence

13. A convention on the status of teachers could group policies and means in the fields of competence of Unesco which aim at improving the quality and effectiveness of teaching in line with the guiding principles stated in the preamble.

Participation of teachers' organisations

14. A convention should ensure that teachers' organisations have the right to participate in the elaboration and in the implementation of policies and measures as defined in the following sections, it being understood that this participation could take various forms (consultation, negotiation, co-determination, etc.) as appropriate in regard to national practice and to the areas concerned.

Educational objectives and policies

15. It could be provided that in every country having ratified the convention the competent authorities should, as appropriate, formulate, implement or catalyze, at the appropriate levels, an educational policy which would serve as a framework for the status of teachers. In line with the guiding principles stated in the preamble this policy should state the goals of education as defined by the country. This policy should also define the objectives of education for the various school stages in terms of the knowledge, skills and attitudes which pupils should have acquired at the end of a given learning stage. The convention should specify that essential parts or features of this educational policy should appear in identifiable official papers.

Educational planning

16. The convention should specify that in order to implement educational and school policy, steps should be taken to plan the quantitative and qualitative development of education as an integral part of overall economic and social policy. These steps should notably:

- a) determine the educational needs of the society and the evolution of these needs;
- b) make available to education, within existing facilities, the human, financial and material resources necessary to satisfy those needs;
- c) ensure the best possible use of the resources thus made available;
- d) create the necessary conditions for effective teaching, including training for the various categories of educational personnel;
- e) provide for periodical assessment of the outcomes of educational policy and thereby facilitate responsible decision-making;
- f) promote and develop research in view of the continued improvement of teaching and training practices.

Entry requirements for preparation and for the teaching profession

17. It is important that the teaching profession should attract for preparation as teachers recruits with a sense of mission and conscious of their responsibilities. To that end, a convention could specify measures to be taken so that those who intend to take up the profession are informed about all entry requirements, selection criteria, training and career possibilities. Also admission requirements for pre-service training should be defined in precise terms taking account of the national situation¹ and including not only the required level of instruction but also desirable human qualities - intellectual, moral and physical.

¹ In this document, the expressions "national situation" and "national conditions" refer to the local or regional level as well as the level of the whole country.

18. As regards entry to the profession, the importance of the probation period needs to be emphasised for the future career of the recruit as for the quality of the school system. The convention should therefore stress the fact that where a probation period exists between pre-service training and confirmed employment, measures should be taken to ensure that this probation period may be used not only to check whether candidates possess the requisite qualifications and are able to demonstrate their skills, but also to test whether the profession they have chosen does suit their capacities and areas of interest.

The preparation and further education for teachers

19. In order to provide the country with a well-qualified teaching force, the roles and duties of the various educational personnel should be well defined in keeping with the goals of education as stated in the educational policy and by methods appropriate to the national situation. Thus a convention could provide that these roles and tasks be defined in precise terms so as to make it clear that they should include the obligation for teachers not only to teach and educate pupils but also to guide them in their studies, give information to parents and collaborate with parents' associations where these exist. According to the national practice, teachers may be required to contribute to extra-curricular and out-of-school activities in the interest of pupils and adults. A convention could provide that where this is so such activities form part of the normal compensated workload of the teacher.

20. A convention might also indicate the need to define clearly in every country the skills and qualities which teachers should have acquired by the end of their pre-service training and which they will need to develop throughout their teaching career if they wish to assume their responsibilities successfully.

21. The convention could then require that these specific skills and qualities be considered as training objectives on which could be based the contents, methods and duration of the course. In this context, the convention should stress the fact that a set portion of the whole training period be devoted to an introduction to professional work. In the case of an accelerated initial training, the convention should specify that special provisions be made in order to enable the teachers concerned to complete their qualification through in-service training, under the supervision of qualified staff within a time period fixed by national regulations.

22. In-service teacher education should be designed to serve as a complement to pre-service training with which it has to be harmonized. A convention could thus stipulate that such in-service training should be made available to all teachers in the exercise of their profession. To enforce this right, adequate provisions should be made to establish an institutional framework, allocate resources, define conditions and requirements for admission, participation as well as for certification. Furthermore, to widen the range of possible choices and methods, it is important that the convention should provide for the participation of teachers' associations in the in-service scheme as well as scientific and cultural institutes and higher education faculties.

23. As for teacher educators, whether involved in pre-service or in-service teacher education, the convention should confirm that it be required that their qualifications should conform with the objectives set for teacher education. Provisions should be made to specify qualifications which should be held in the academic, pedagogic and professional fields. To achieve the objective in this area, the convention could provide for well-defined stages taking into account the national situation.

Professional evaluation

24. The educational evaluation component should be integrated into the teacher preparation process. This should define beforehand the criteria of success applicable during the preparation period and the candidates should be informed of such criteria.

25. The educational evaluation process should continue to operate throughout the subsequent teaching activity with the principal aim of improving the professional and human characteristics of the teacher. To that end any system of professional evaluation should be so designed as to encourage teachers in the performance of their duties.

Other conditions for effective teaching and learning

26. Effective teaching not only depends on the relevance of the objectives set by educational policy and planning but also on other conditions related to the teacher as a person and to the situation and the functioning of the school. To make sure that such conditions are fulfilled, the convention should indicate a number of measures concerning mainly:

- a) physical infrastructures, school equipment and teaching appliances which should conform to criteria in accord with the goals of education;
- b) class sizes which should be fixed within reasonable limits consonant with national conditions and with the need to safeguard the quality of education;
- c) appropriate training of the management and administrative staff of schools.

27. The convention could also stress the need to recognise the responsibility of teachers in the adaptation of curriculum and textbooks and in the selection of the most appropriate methods and materials to achieve the expected goals.

ILO fields of competence

28. A possible convention could group policies and measures, in the fields of competence of the ILO, which would seem to be required in order to help in attaining the objectives of educational policy as well as to ensure conditions of employment and work for teachers, adapted to the nature of their occupation and commensurate with the importance of their role in society.

Employment

29. In view of the importance that problems not only of shortages of teachers but also of surpluses have now taken on, and the attention paid to employment policy in recent standard-setting by the ILO, the convention might

draw attention to the need for each member State ratifying it to define and implement an employment policy for teachers, in close association with educational planning. This policy would be designed to ensure that teaching establishments have the staff they require to reach the objectives set by educational policy. The convention might specify that this process should be carried out in consultation with interested workers' and employers' organisations, where they exist.

30. The convention might stress, in particular, the need to provide for the necessary resources to ensure:

- a) that a sufficient number of teaching posts are provided at national and regional level to meet the requirements of the network of schools considered necessary and to enable teachers to give pupils proper attention; and
- b) a sufficient number of posts for ancillary staff to enable teachers to concentrate fully on their professional tasks.

31. The convention might also specify:

- a) that the policy for recruitment of teachers shall be clearly defined, in consultation with teachers' organisations, and that it shall take into account the conditions regarding qualifications and other criteria required for practice of the profession which have to be established by methods appropriate to the national situation;
- b) that the circumstances in which part-time or temporary teachers might be employed shall be specified;
- c) that the probationary period shall be fixed in advance;
- d) that teachers' capacities and qualifications shall be fully employed and that teachers shall have opportunities for further in-service training and paid study leave when these are necessary for the proper performance of their tasks;
- e) that teachers shall be guaranteed security of employment by methods appropriate to national conditions.

Working time

32. Many international labour standards of general application exist on this subject. The convention might specify that teachers shall enjoy conditions at least equivalent to those normally applicable to other workers with regard to the normal working week, weekly rest and paid annual holidays. It should, however, also contain provisions adapted to the special nature of the teaching profession.

33. Thus the convention might indicate that the length of the normal working time should be set taking into account the various tasks that make up the teacher's workload in addition to hours spent in class, that such tasks (preparation of classes, correction of homework, examinations, contacts with pupils and parents, extra-curricular activities, etc.), should be clearly defined in advance taking into account responsibilities involved in the teaching function and that the number of daily and weekly classroom hours should be set with the participation of teachers' organisations.

34. In the case of teachers working part-time, the convention should make provision for them to enjoy rights proportional to those of full-time teachers with regard to employment and working conditions and for their coverage by appropriate social security. A special provision of this kind would, however, not be needed if international labour standards on the matter were to be adopted by the Conference, as has been proposed.

Career and remuneration

35. These two questions are dealt with together in view of the close links between them. The convention might indicate that career prospects should be open to teachers and that, in particular, requisite steps shall be taken to allow them to:

- a) enjoy a guarantee that their performance will be evaluated objectively, including during the probationary period, on the basis of criteria and procedures determined in consultation with teachers' organisations;
- b) move from one type or level of school to another within the education service provided they have the necessary qualifications;
- c) have access to posts of responsibility - and to training for such posts - in the schools inspection system or in school administration once they have acquired the necessary experience and training.

36. The convention might also specify that teachers' remuneration shall:

- a) be established at levels that are reasonably comparable with remuneration in other occupations requiring similar or equivalent qualifications;
- b) provide for the possibility of periodic increases within each grade in order to ensure a reasonable progression on the basis of seniority;
- c) not differ to the detriment of teachers concerned because of criteria such as being on probation or holding a temporary contract.

37. The convention might also make provision for teachers to be granted special leave, considered as service and with adequate financial entitlements, in order to engage in bilateral or multilateral cultural exchanges or technical assistance projects, or to study or work abroad.

38. Finally the convention might include a provision whereby teachers appointed to posts in remote areas or exposed to particular hardship should receive compensation for the disadvantages incurred.

39. With regard to women's questions, the convention might retain the idea that marriage should not be considered a bar to the appointment or to the continued employment of women teachers, nor should it affect remuneration or other conditions of work. Marital status is not in fact included among the grounds for discrimination listed in the international labour standards on discrimination. In a convention, a provision as mentioned above could be drafted in such a way as to apply to teachers of both sexes.

Other rights and occupational safeguards

40. Teachers are covered by the international standards on freedom of association and the right to collective bargaining. The convention might refer to some of the basic principles on the matter mentioned in the Recommendation: determination of employment and working conditions, preferably through collective bargaining, establishment of appropriate joint machinery to settle disputes arising out of those conditions and, should there be a breakdown in negotiations, the right of teachers' organisations to take such other steps as are normally open to other organisations in the defence of their legitimate interests.

41. The convention might also include a provision whereby steps should be taken, using methods appropriate to national conditions, to enable teachers to participate in decisions relating to their work.

42. The convention might also specify that teachers are entitled to equitable safeguard in any disciplinary procedures. The relevant measures would include, in particular:

- a) clear definition, in consultation with teachers' organisations, of the disciplinary measures and procedures applicable to teachers;
- b) designation of the authorities competent to propose or apply disciplinary measures;
- c) recognition of the teacher's right to be informed, to be heard, to be defended by representatives of his/her choice and to appeal.

43. Another provision of the convention might make it obligatory for employers to safeguard teachers against liability for damages in the event of injury to pupils when under their care.

Safety, health and well-being

44. The convention might provide for the public authorities to adapt existing statutory provisions on occupational safety and health to the special conditions of the teaching profession and in particular ensure that school premises comply with health and safety regulations to be drawn up by such authorities.

45. It might also provide that teachers should be required to undergo periodical medical examinations free of charge, should be entitled to sick leave with pay, taking account of cases in which it is necessary for teachers to be isolated from pupils, and that, in regions where there is a scarcity of medical facilities, teachers should be paid travelling expenses necessary to obtain appropriate medical care.

46. The convention might also contain provisions taking account of the peculiarities of the teaching occupation and indicate:

- a) that the duration of sickness benefit should include any period during which the teacher must be isolated from pupils;
- b) that teachers should be protected against the consequences of injuries suffered not only at school but when engaged in school activities away from the school premises or grounds;
- c) that certain infectious diseases prevalent among school children should be regarded as occupational diseases of the teaching profession.

General provision

47. As is customary, an international labour convention on teachers should include a clause under which the provisions of the convention, in so far as they are not otherwise made effective by means of collective agreements, staff rules, arbitration awards, court decisions, or in such other manner consistent with national practice as may be appropriate under national conditions, shall be given effect by national laws or regulations.