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REPORT OF THE JOINT ILO/UNESCO COMMITTEE OF EXPERTS
ON THE APPLICATION OF THE RECOMMENDATION CONCERNING
THE STATUS OF TEACHERS

(Special Session, Paris, 19-23 November 1979)

REPORT

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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 from 19 to 23 November 1979, in accordance with the decisions taken by the ILO Governing Body at its 208th session (November 1978) and the Unesco Executive Board at its 100th session (October 1976).
2. For this special session the Committee's task was to:
 - (a) examine three studies carried out at its request:
 - a study on the professional freedom of teachers (by Unesco);
 - a study on teachers' pay (by ILO);
 - a study on social security for teachers (by ILO);
 - (b) draw up the text of a questionnaire to be used in the next survey concerning the application of the Recommendation, which questionnaire will be sent to all Member States of the two organizations;
 - (c) review the need for updating the Recommendation.
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 1982 are as follows:

Mr. S.B. Adaval (India)	Head of the Department of Education University of Allahaba
Mr. P. Gonzalez Casanova (Mexico)*	Director, National Institute of Social Studies National University of Mexico
Mr. S.S. Fall (Senegal)	Lecturer in Physical Sciences at the Ecole normale supérieure in Dakar
Mrs. E. Gachukia, M.P. (Kenya)*	Lecturer at the University of Nairobi President of the National Council of Women Member of Parliament
Mr. Y.S. E.-Din Kotb (Egypt)	Former Rector, Ain Shams University Abbassia, Cairo (former Dean of the Faculty of Education)
Mr. P. Laroque (France)	President of the Social Section of the Conseil d'Etat
Mr. F. Meyers (United States of America)	Professor, Department of Labour Relations University of California
Mr. R. Nettleford (Jamaica)	Professor of Extra-Mural Studies and Director of Studies Trade Union Educational Institute University of the West Indies Kingston

* Did not attend the session.

Mr. I. Sagara (Japan)	President of the University of the Sacred Heart Tokyo
Mr. J. de Segadas Vianna (Brazil)*	Former Minister of Labour, Industry and Trade
Mr. K.V. Sizov (Union of Soviet Socialist Republics)	Rector of the Pedagogical Institute for Foreign Languages Gorki
Mr. W. Taylor (United Kingdom)	Director of the Institute of Education of the University of London

4. The Committee elected the following officers:

Mr. P. Laroque, Chairman

Mr. Y.S. El-Din Kothb, Vice-Chairman

Mr. S.B. Adaval, Rapporteur

I. EXAMINATION OF THE STUDIES PREPARED BY UNESCO AND ILO

Study on some aspects of professional freedom of teachers

Following consideration of the reports by Member States on the Application of the Recommendation concerning the Status of Teachers at its second session in 1970, the Committee expressed the view that the Recommendation's provisions concerning "academic freedom" (Article 61) did not define either the nature or the content of this concept, and that it was desirable to undertake international studies on this problem in order to supplement, as appropriate, the provisions of the Recommendation in that connection. A first study in this field was entrusted to Professor Ben Morris, a former member of the Joint Committee. It was published in 1977 by Unesco under the title "Some aspects of professional freedom of teachers - An international pilot inquiry".

The study was submitted to the Joint Committee together with a note⁽¹⁾ intended to facilitate the work of the Committee. The note described the nature of the inquiry, its findings and the conclusions arrived at by the author. Congratulating the author on the original method which he had adopted and on the comprehensiveness and precision of his analyses, the Committee noted that Professor Morris had based his study essentially on how individual teachers perceived their freedom and not on the rules and provisions existing on the subject in various countries. It was thought regrettable however that documentation collected by the author covered only twelve countries, and several of these only partially.

The Committee examined the issue of the relationship between the notion of "academic freedom" and the term "professional freedom". The latter used by Professor Ben Morris, covers the whole field of the professional activities and life of the teacher and includes therefore the problems related to academic freedom. The Committee recognized that Professor Morris' study makes some contributions to

* Did not attend the session.

(1) See Annex I.

the linking of these freedoms, e.g. participation of parents and pupils in decision-making with regard to the school community; preparation of teachers to the exercise of their professional freedom.

With regard to actual content of the freedoms (the rights) of teachers, the Committee has stated that particular aspects of these rights are to be found in the different chapters of the Recommendation especially in Chapter 8. When a re-formulation of the provisions of the Recommendation will be considered, the following categories will have to be distinguished:

- (a) civic freedom enjoyed by the teacher like any citizens;
- (b) freedom which the teacher enjoys at school by virtue of his office, particularly in relation to the educational curricula and methods;
- (c) freedom of participation in the development of educational policy and planning.

While recognizing the right of teachers to have and express freely unorthodox views, the Committee was of the opinion that the teacher cannot exercise absolute freedom in expressing his ideas in front of his class. He has to take into account the age and level of intellectual maturity of his pupils.

Similarly, in matters of curriculum and teaching organization, of educational policy and planning, the Committee is of the opinion that the teacher's right of participation is not a monopoly of the teaching profession. Education being an overall responsibility of society, pupils and parents, other social groups and political authorities have the right to express their views on various education issues.

The Committee considers that it would be useful to obtain answers from teachers of many more countries than those who actually took part in Professor Morris' survey. To achieve this end, a new inquiry would have to be conducted according to such a method as was used by Professor Morris. Whatever the decision taken by Unesco, the Committee suggests that Professor Morris' study should be communicated to all Member States along with the Committee's comments.

Regarding the questionnaire which will be sent to Member States in the next survey concerning the application of the Recommendation on the Status of Teachers, the Committee agreed that it should include questions related to issues raised in the study.

Study on teachers' pay

General discussion

It was recalled that at its first session the Committee had included detailed questions on the subject of teachers' salaries in the questionnaire on the application of the Recommendation to be sent to governments. However, from the information received in reply to the questionnaire, the Committee had not been able to reach any conclusions on the application of important provisions of the Recommendation. It had therefore asked that ILO should undertake an international inquiry into the level and structure of teachers' salaries, methods of salary determination and adjustment and the relation of teachers' salaries with those of other occupations.

The Committee had before it a study prepared by ILO(1) in response to that request, dealing with the subject of teachers' pay as a whole. The study was accompanied by a note,(2) prepared by ILO to facilitate the work of the Committee, drawing attention to those parts of the study which bore specifically upon the provisions of the Recommendation. The Committee considered that these two documents provided an excellent factual basis for assessing the application of that part of the Recommendation.

The Committee noted the importance attached to teaching by all societies. It also agreed on the difficulty and complexity of the problem of finding satisfactory levels for teachers' salaries. It considered that the level of teachers' pay was more than a matter of satisfying the aspirations of individual teachers; it was also a matter of general concern, since it was an essential element in the process of attracting persons of the requisite standard to the profession.

It considered that there were other factors besides salary levels which affected the social standing of teachers and the importance attached to their function. Attention was drawn to the fact that, like the work of members of the liberal professions, teaching work derived much importance in society from the fact that it could only be performed adequately by persons who had received a full professional training and from the professional quality which should be visible in a teacher's work. In addition, teachers are important as teachers only to the extent that they perform their function well. It was also mentioned that in some countries teachers who were public servants frequently attempted to transfer to other branches of the public service, even without any increase in pay, because they felt that their status as teachers was excessively low. However, the Committee took the view that, although salary was not the only yardstick for measurement of the importance of teachers in society, it was nevertheless an essential element, since it offered the principal, if not the only, means of attracting entrants of the necessary calibre and retaining them. The Recommendation as a whole gave a general idea of what the status of teachers in society should be; the salaries they received in individual countries should reflect that idea.

The Committee noted that the information on levels of pay of teachers in private schools (who in many countries made up a substantial proportion of the teaching profession) available to ILO had not been sufficient to enable a chapter on the subject to be included in the study. In the private sector of education teachers' salaries were frequently, not a matter of public policy, but of concern primarily or exclusively to the teaching institutions themselves. However, the Committee pointed out that the Recommendation applied, not only to governments, but to all employers of teachers. Concern was expressed regarding the situation of teachers in private schools in certain countries in which the public sector of education covered only part of the population of school age and where the government relied on the existence of a poorly paid private sector to justify its claims that universal education existed in the country. The Committee considered that more information was needed on all aspects of the status of teachers in private schools and that governments should be invited to report on their situation in the same way as they reported on that of teachers in the public sector.

Examination of the study in relation to the individual paragraphs of the Recommendation

Paragraph 114

The Committee considered that paragraph 114 constituted a general declaration of principle regarding the importance of salary as an indication of the level of

(1) ILO: Teachers' Pay (Geneva, ILO, 1978).

(2) The text of the note is contained in Annex II.

appreciation of the importance of the teaching function rather than a specific recommendation, and that consequently no detailed examination of its application was necessary.

Paragraph 115

(a) The Committee noted that only a few countries had made formal policy declarations directed specifically to granting recognition, through appropriate salary levels, of the importance of the teaching profession in society. It recalled that historical, economic and sociological factors had all influenced levels of teachers' earnings in national pay hierarchies; it also recalled that salary was not the only indicator of the importance of the teaching profession in society. It nevertheless considered that the great disparities in pay levels were evidence that the Recommendation was inequally applied in the different countries covered by the study. In this connection it expressed the view that, while some countries were to be congratulated on the importance they attached to the teaching profession as expressed in salary levels, teachers' salaries must be considered as inadequate where their levels failed to take fully into account: (a) the importance to be attached to education; (b) the dignity and standing to be accorded to teachers if they were to be expected to perform their tasks in a manner matching the standards of performance and integrity expected of them; and (c) the qualifications and preparation of teachers.

(b) The Committee considered the criteria to be applied in determining to what extent governments were applying the principle thus enunciated. The unique character of teaching work and of preparation for it made it difficult to find any other specific occupation earnings in which could be compared with those of teachers. Similarly, the wide range of differing patterns of pay ranking in the public and private sectors in different countries made the selection of a single yardstick for purposes of international comparison difficult. The use of the average level of earnings in manufacturing industry as a yardstick of comparison was recognized to have its disadvantages (in particular, international comparisons might be distorted by great disparities in levels of gross national product per head); however, there was no alternative group of workers found in all countries which made up a sufficiently large proportion of the national labour force to be considered as a reference category and for which earnings statistics were conveniently available in all countries. Average earnings in manufacturing industry could therefore be considered as an acceptable yardstick.

Applying this criterion to the material in the study, the Committee observed that the situation varied considerably from country to country. In particular, it noted with concern that in 11 of the 25 countries for which detailed figures on pay levels had been provided, the starting salaries of primary school teachers were significantly (10 per cent or more) below the level of average earnings in manufacturing industry and that, in one or two cases, their earnings only reached that level when they arrived at the top of their pay scales.

On the basis of the foregoing, the Committee agreed that information to the effect that, for instance, the earnings of teachers (or a substantial proportion of them) in a particular country were substantially below the average level of earnings in manufacturing industry, or that teachers were placed in one of the lowest pay classes in the public service hierarchy of that country, was prima facie evidence that the government of the country concerned was not applying the Recommendation in the sense of reflecting in the salaries paid to teachers the importance of the profession as expressed in the Recommendation; certainly a country in which the starting salary of a primary school teacher was less than 60 per cent of average earnings in manufacturing industry could not be considered to be applying this paragraph of the Recommendation.

In this connection, the rate of teacher attrition, was mentioned in the ILO study as an indicator of the adequacy of teachers' pay in comparison with earnings in alternative occupations. Where the attrition rate was high, the additional cost of paying teachers salaries sufficiently attractive to retain them in the profession and to draw in candidates of the necessary calibre could be substantially offset by savings on the cost of training new teachers to replace those who would otherwise leave the profession to take up other employment.

The Committee noted that a number of countries had policy guidelines for the establishment of comparability between teachers' salaries and those paid in other occupations. The criteria used most frequently were those of equivalent qualifications or of salaries obtainable in alternative occupations. It observed that, within the public service hierarchy, the pay levels accorded to primary school teachers varied considerably from country to country but that there was more consistency in the ranking of secondary school teachers. It also observed that comparison with the earnings of specific categories of persons in the private sector was rendered difficult by such problems as that of identifying comparable occupations; the difficulty of securing data on actual earnings levels in the private sector; and the effect of sectoral market pressures. The Committee recalled however that teachers' salary levels should fully reflect the levels of qualification and preparation required of teachers, as well as the responsibilities falling upon them.

(c) The Committee took the view that it was difficult to ascertain whether teachers' salaries were in fact sufficient to ensure "a reasonable standard of living for themselves and their families ..." since what was considered reasonable varied from country to country (and even from person to person) and was liable to be coloured at the national level by value judgements regarding the role and status of the teaching profession and traditional views on pay relativities.

(d) The Committee took note of the material in the study indicating how teachers' salaries were adjusted, in the different countries, to take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities and observed that no problems appeared to exist in this regard.

Paragraph 116

The Committee observed that paragraph 116 dealt with two substantially different subjects - the procedure for setting teachers' salaries and the salary level applicable to qualified teachers on probation or employed on a temporary basis.

As regards the provision that teachers' salary scales should be established "in agreement with the teachers' organizations", the Committee took note of the great variety of existing situations, ranging from unilateral salary setting by the government without ascertaining the views of teachers' representatives to the setting of salaries by collective bargaining. The Committee welcomed the development of machinery of consultation between governments and teachers' organizations on salary questions in a number of countries - some of which operated in a manner closely resembling the collective bargaining procedure, but reserving the sovereign right of government to take the final decision nevertheless drew attention to the fact that paragraph 82 of the Recommendation provided that "... salaries ... for teachers should be determined through the process of negotiation between teachers' organizations and the employers of teachers" and noted with regret that in a considerable number of countries there was not even consultation of teachers' organizations on the subject of salaries.

As regards the provision relating to teachers on probation or employed on a temporary basis, the Committee expressed regret that the subject had not been dealt with in the study owing to lack of information. It observed that the situation of temporary teachers was different from that of probationers and that different principles should govern the setting of their respective pay levels. It recognized that a new teacher might be paid less than an experienced teacher, but considered that he should enjoy the same opportunities for salary advancement by being placed on the same scale. The Committee expressed concern at the situation, existing in some countries, where new entrants to the profession were kept on probationary status for a number of years, notwithstanding satisfactory service and experience acquired, and were thus deprived of entitlement to salary increments. It considered that a new entrant to the profession should be admitted to established status within a relatively short time, subject to satisfactory performance. Paragraph 122(3) was also relevant in this regard.

Paragraph 117

The Committee noted that the research conducted for the purposes of the study had not brought to light any injustices or anomalies in salary structures of a nature to give rise to friction between different groups of teachers.

Paragraph 118

The Committee took note of the information on the provision of additional remuneration in respect of class contact hours worked in excess of the normal maximum. While observing that the Recommendation gave no indication of the level of the additional remuneration, it considered that the absence of provision for any such additional remuneration constituted a failure to apply Article 118.

Paragraph 119

The Committee noted that the use of objective criteria, such as qualifications, experience and responsibility, in the determination of salary differentials was general. The Committee however wondered whether the tendency to narrow differentials between the salaries of teachers at different levels of qualification and responsibility might not reduce incentives to seek higher professional qualifications. It considered that, in seeking to apply this paragraph, the competent authorities should endeavour to reconcile the need to improve the situation of groups of teachers whose salaries were particularly low with the need to maintain those incentives.

Paragraph 120

The Committee noted with regret the lack of information on the implementation of this paragraph.

Paragraph 121

The Committee noted that, while salaries were calculated on an annual basis in a number of countries, the use of other methods of calculation was widespread. It considered that a country in which teachers' salaries were not paid regularly throughout the year could not be considered as applying this paragraph of the Recommendation.

Paragraph 122

The Committee took note of the information provided on the award of increments, and considered that no major problems appeared to arise in this regard.

Paragraph 123

The Committee expressed concern over the fact that in certain cases cost-of-living allowances were not treated as part of salary for pension purposes. In certain cases the problem could attain serious proportions for the teachers concerned. The Committee considered that systems in which cost-of-living adjustments were effected through adjustments of pensionable salary were to be preferred to systems involving payment of separate cost-of-living allowances.

Paragraph 124

The Committee noted that paragraph 124 merely required that the introduction of merit rating systems should be subject to prior consultation of and acceptance by the teachers' organizations concerned. Although such systems were frequently regarded with suspicion by teachers' organizations and might in some cases be liable to abuse, the Recommendation did not debar them, provided that the condition of consultation and acceptance was met. The Committee also considered that such systems should be based on objective criteria.

Study on social security for teachers

At its third session (March 1976), the Committee had found that in most cases the replies provided by governments to the questionnaire were insufficiently detailed to enable it to obtain a clear idea of the manner in which certain provisions of Section XI of the Recommendation "Social Security", were applied. For this reason the Committee had expressed the wish that ILO should undertake, with the help of the International Social Security Association (ISSA), a comprehensive study of the application of the provisions of this part of the Recommendation. To this end, ILO published in 1979 a study⁽¹⁾ drawing in particular on information originating from ISSA; the Committee had ILO's study before it during its present session.

From the information available, the Committee found that there was perhaps, no country in the world which could claim to have fully applied the provisions of Section XI of the Recommendation relating to Social Security. The Recommendation was indeed very ambitious in this sphere: it implied that all teachers were to be protected - those in official schools and those in private schools as well as those who operate independently - and that they should be so in respect of all social security risks and on terms at least as favourable as those set out in all ILO's relevant conventions and recommendations.

Teachers appeared on the whole to be in a similar situation to other workers. They were sometimes in a more favourable position, due in the main to the existence in certain countries of supplementary schemes, sometimes established on a voluntary basis, but they were rarely at a disadvantage.

Allegations submitted by the Japan Teachers' Union

At its third session, the Committee had before it allegations submitted by the Japan Teachers' Union regarding the application of the Recommendation in Japan in the field of social security, with comments thereon by the Japanese Government. It had asked the International Labour Office to prepare a note on the matter. During its present session, the Committee was able to consider the allegations and comments in question in the light of the ILO note.⁽²⁾

(1) ILO. Social Security for Teachers (Geneva, ILO-1979).

(2) See Annex III.

It appeared to the Committee that, with one exception, the allegations are unfounded and that the Japanese Government does, in substance, implement the Recommendation in regard to those points to which the allegations relate. The exception consists in the fact that, according to the information available to the Committee, teachers have to pay part of the cost of the preventive medical examinations they are required to undergo, although payment may take the form of a contribution to a mutual aid fund; this conflicts with paragraph 53 of the Recommendation, which states that these examinations should be provided free.

Having concluded its examination of the three studies prepared by Unesco and ILO, the Committee agreed to suggest to Unesco and ILO to communicate these studies to all the governments and to invite them to comment thereon.

II. PREPARATION OF THE QUESTIONNAIRE ON THE APPLICATION OF THE RECOMMENDATION

At its third session the Committee had expressed the desire that it be more closely involved in the preparation of the next questionnaire on the application of the Recommendation. It was largely for this purpose that the Governing Body of ILO and the Executive Board of Unesco decided to convene the present special session of the Committee, during which the Committee could draw up the text of the questionnaire.

The Committee had before it a draft questionnaire which had been prepared by ILO and Unesco following an initial written consultation of the members of the Committee and a working meeting between the Secretariat and the Chairman of the Committee.

As at its previous session, and in accordance with the wish expressed by the Executive Board of Unesco and the Governing Body of ILO, the Committee will, at its next session, consider, on the one hand, the developments that have occurred since its last report in regard to application of the Recommendation as a whole and, on the other, the situation with special reference to a limited number of points. These points will be the following: I. Application of the Recommendation to teachers in private establishments; II. Application of the Recommendation in the light of changes in educational systems; III. Conditions for effective teaching and learning; IV. Women teachers and teachers with family responsibilities; V. Shortage of teachers. The questionnaire was therefore drawn up accordingly. The text is contained in an annex.⁽¹⁾

The Committee considered what measures might be taken to ensure that a larger number of governments reply to the questionnaire and that the replies received are as comprehensive and detailed as possible. It hopes that Unesco and ILO will study the most suitable procedures to be adopted for transmitting the questionnaires to the governments of Member States and that they will make approaches to them through all available channels so as to encourage them to reply to the questionnaire.

The Committee would also like the Secretariat to seek ways of involving international and national teachers' organizations to a greater extent in the next survey concerning the application of the Recommendation.

Comments made by teachers' organizations

The attention of the Committee was drawn by an international teachers' organization to the desirability of a more direct and effective supervision of the

(1) See Annex V.

application of the Recommendation. ILO, on at least two occasions, has transmitted to the Committee complaints from national teachers' organizations in connection particularly with trade union freedoms and social security for teachers. In contrast, the Committee had never received any information on complaints reaching Unesco. In view of the divergent attitudes adopted by the two organizations and the ambiguity of the relevant texts, the Committee would be glad if the competent authorities of the two organizations would specify whether consideration of such complaints is part of its mandate. If this were not the case, as indicated by the legal adviser of Unesco on behalf of his organization, the Committee would ask the competent authorities of the two organizations to specify whether this duty should be given to the Committee.

Should the answer be yes, the interval of several years separating the Committee's sessions makes it difficult for it to express its views on complaints within a reasonable period. The organization of the Committee's work would have to be adapted to take account of this aspect of its task. Consideration might be given, for example, to setting up a sub-committee of three members meeting at more frequent intervals or linked by correspondence, which, after assembling all relevant information from, or through the intermediary of, ILO and Unesco, would submit to these organizations proposals for dealing with the complaints. A report would be submitted to each session of the Committee regarding the action taken.

If the competent authorities of the two organizations feel that consideration of complaints does not form part of the Committee's task, it is for them jointly to indicate how they should be dealt with. But the Committee cannot usefully fulfil its responsibility for supervising application of the Recommendation if it is not kept informed of any difficulties to which its interpretation and application give rise.

It would therefore seem indispensable that, during every session of the Committee at least, ILO and Unesco should inform it of any such difficulties, in particular any complaints received and action taken in respect of them.

III. REVIEW OF THE NEED FOR UPDATING THE RECOMMENDATION

The Executive Board of Unesco and the Governing Body of ILO had included the question of the desirability of revising the Recommendation in the agenda of the Committee's current session in order that the Directors-General of the two organizations might take the Committee's opinion fully into account before submitting the matter to their governing bodies.

To facilitate the Committee's discussions, Unesco and ILO had prepared a note listing the provisions of the Recommendation which could be updated.⁽¹⁾ Taking this note as well as the three studies submitted by Unesco and ILO, as the basis for its discussions, the Committee reached certain conclusions which, in its view, are still of a preliminary nature and should be confirmed and supplemented by the results of the next survey on the application of the Recommendation and by further studies made by the Secretariat.

General considerations

The Committee recognized that the important changes which had taken place in the world in all fields since 1966 would seem prima facie to warrant updating the Recommendation. It also recognized, however, that the political, economic, social

(1) See Annex IV.

and educational climate now prevailing was radically different from that in which the Recommendation had been adopted. In particular, it noted that there was growing scepticism throughout the world about the ability of education systems to solve the problems of education and training, a general deterioration in the economic situation, and a reduction in the proportion of expenditure on education; there were also substantial numbers of surplus teachers in many countries. In such a climate, the Committee considered that the question of revision should be approached with extreme caution.

The Committee considered a communication addressed to its Chairman by an international teachers' organization in which this organization pointed out that it would be extremely dangerous for the Recommendation to be revised, since that might mean that all its existing provisions might be amended, with the risk of weakening some of them. In this organization's view, the essential problem arising in connection with the Recommendation was not one of revision, but of application. The Committee wishes to stress that, in its view, no updating of the Recommendation should have the effect of weakening its provisions.

The Committee also considered whether, at a time when many governments, particularly in developing countries, were by no means applying the provisions of the Recommendation, revision of it might not be liable to delay its full application still further, and whether it would not be better for the Committee, Unesco and ILO to concentrate on promoting better application of the Recommendation.

The Committee considers it undoubtedly desirable to seek to ensure better application of the Recommendation throughout the world. Moreover, the fact that the application of the Recommendation is still very uneven in respect of a number of points in different parts of the world suggests that the standards it sets are not yet obsolete but remain stimulating targets for national policy and practice.

Nevertheless, if the Recommendation is to remain an instrument that will keep pace with the times and indicate a path for Member States to follow, the changes that might be made to its provisions to take account of developments occurring both in the educational and the social field need to be considered, so that it may continue to fulfil the aims its authors had set themselves: to ensure that teachers enjoy a status in keeping with the role that they have to play in society. It was from that standpoint that the Committee approached the question of the updating of the Recommendation.

The Committee felt that it was desirable to examine the various means whereby an updating of the Recommendation might be carried out, as long as this did not involve a revision of the whole Recommendation which, in its view, would be a cumbersome procedure and would not necessarily produce the desired result. It was possible, for example, to think in terms of a partial revision of the Recommendation, or again of adopting new provisions on certain specific points, which would supplement the present Recommendation without altering it.

At the same time, when examining the various provisions of the Recommendation with a view to their possible updating, and again in the course of considering the first two series of government reports on the application of the Recommendation, the Committee had noted that certain provisions were imprecise or inadequately expressed. There might be a case for issuing a new edition of the Recommendation in which the text would be supplemented by explanatory notes specifying the meaning or scope of certain provisions, taking as a basis the preparatory studies for the Recommendation and the comments that the Committee had made in connection with the application of the Recommendation.

Provisions of interest to both Unesco and ILO

Definition and scope of the Recommendation (paragraphs 1 and 2)

The Committee considered, as it did at its previous session, that the scope of the Recommendation should not be modified.

The Committee recalled however that in conformity with the Report of the Rapporteur-General approved at the same time as the Recommendation by the Intergovernmental Conference in 1966, the term "teacher" "also includes other professionals such as headmasters, supervisors, inspectors and counsellors who contribute advice or assistance to the work of the teacher". It would be desirable to insert appropriate provisions in regard to such personnel (for instance in respect of recruitment, training, further training, career prospects, etc.) and their relations with teachers as such.

The teacher shortage (Part XII)

The Committee noted that the Recommendation, reflecting the conditions prevailing at the time of its adoption, nowhere contemplated the possibility that there might be a surplus of teachers, and that consequently, it contained no provision on the measures to be taken to cope with such a surplus, although it included many provisions concerning the shortage of teachers. The Committee observed in this connection that the Recommendation did not deal systematically with the question of the suitability (or even the existence) of policies for forecasting and matching manpower to needs in the education sector. The existence of such policies, closely geared to population forecasts, nevertheless emerged as of crucial importance to the efficiency of the school system and to the status of teachers.

It might therefore be worth while to re-examine the whole of Part XII of the Recommendation, and also the provisions in Parts III and IV which dealt in the educational planning, so as to combine all these provisions in a part dealing with the problem of policies for forecasting and adjusting manpower to needs.

The Committee took the view that paragraphs 141 to 145 concerning the teacher shortage would still be relevant in such a part, since the shortage that a great many countries were still experiencing did not seem surmountable in the foreseeable future.

The Committee recalled that, in its last report, it had suggested that the continuing shortage might warrant a fundamental re-examination of the way of approaching the problem of organizing education. It might, for example, be possible to look to other categories of educational personnel, alongside teaching staff proper, or to turn to non-conventional methods of training teachers. The Committee considered that studies on such new conceptions or non-conventional forms of organizing education and teacher training might be undertaken by Unesco, to provide a basis for working out new standards, subject to the safeguarding of the principle whereby the shortage should jeopardize neither the professional standards laid down nor the standards of social protection applicable to teachers.

The Committee thought that such an approach might also be justified in the search for solutions to the problems of surplus staff, which should be covered by new provisions in the Recommendation. It was already possible to contemplate two courses of action as regards such solutions which, far from being mutually exclusive, were complementary: first, to improve the quality of the conventional services provided by teachers and the education system, using the greater number of available teachers to provide better supervision for pupils and to improve the

training and further education of teachers; and, second, to transfer surplus teachers to sectors where needs were not yet satisfied, whether in the formal educational system or outside it.

On this last point, the Committee raised the question of the extent to which the countries with a surplus of teachers sent such personnel to developing countries as part of technical co-operation programmes, as a solution to the problem of the employment of such teachers, and whether it might not be advisable to encourage systematic co-operation between countries with a surplus of teachers and those with a shortage in order to solve the problems of matching manpower to needs to the advantage of all parties. In the event of such co-operation, it would be desirable to provide adequate safeguards for the teachers concerned, covering their status and their terms of employment and reintegration in their countries of origin. The questions on this subject which appeared in the questionnaire should enable the Committee and the Secretariat to form a more reliable opinion on the matter.

Provisions within Unesco's field of competence

The Committee considered that as a result of the changes in structures and socio-economic factors that had affected education systems since 1966, critical remarks were called for in respect of certain provisions of the Recommendation.

Purposes of teacher preparation (paragraph 19)

Developments in educational thinking and practice suggest that, in this context, the following factors should be taken into consideration: (a) the needs of the pupil and his participation in the learning process; (b) co-operation between the teacher and his colleagues and other persons likely to enrich his teaching; (c) his responsibility for contributing to the out-of-school education of young people and to adult education.

Teacher-preparation programmes (paragraph 20)

In the opinion of the Committee, the structure and content of such programmes differ considerably from the indications given in paragraph 20 of the Recommendation. In the first place, present-day programmes tend to distinguish between the successive stages of preparation including gradual introduction to professional activity, preparation for particular roles and in-service training.

The Committee 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. It 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 unanimously considered that the list of academic disciplines 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.

The co-ordination of education for different categories of teachers

Paragraph 24

The subject of the co-ordination of teacher education at various levels and for different categories of teachers gave rise to a close discussion at the end of which a consensus emerged as to the necessity to stress the 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.

Further education for teachers (paragraphs 31-37)

In recent years, further education programmes for teachers have been expanded and improved in the majority of countries. The Committee noted that programmes given in the school setting and enabling teachers to find solutions to concrete professional problems were among the most effective. It also emphasized the value of programmes designed to make teachers more aware of present-day economic, social and cultural problems.

The Committee stressed the fundamental principle of this section of the Recommendation according to which further education services should be made available to all teachers free of charge. It considered that care should be taken to ensure that no category of teachers was deprived of the opportunity of benefiting from such services. In that regard it recalled the conclusion of its 1976 report, in which it had noted that the proportion of women teachers participating in further education activities was generally lower than the proportion of men.

Rights and responsibilities of teachers (paragraph 61)

In paragraph 61 of the Recommendation it is stipulated that "The teaching profession should enjoy academic freedom in the discharge of professional duties". The content of "academic freedom" not being defined in the Recommendation, the Joint Committee, after examining Member States' reports on this matter, in 1970, suggested that international studies be undertaken with a view to clarifying the nature and content not only of academic freedom, but also, in a wider perspective, of teachers' professional freedoms and civic rights.

A first pilot international survey on this matter was entrusted by Unesco to Professor Ben Morris (United Kingdom). His study, published in 1977, is an attempt to explore the field in which the professional freedoms of teachers should be exercised, both in the classroom, the community and the educational system and in civic life. The survey is based on the opinions of teachers in a dozen countries regarding the professional freedoms they actually enjoy and the limitations to which such freedoms are subject. The conclusions of the study might serve as a basis for elucidating certain aspects of professional freedoms (including "academic freedom"). However, the Committee thinks that before any revision of the Recommendation is undertaken, it would be advisable to obtain information regarding a larger number of countries, with particular reference to data concerning different countries' laws and regulations in this field.

Teacher-parent relations (paragraphs 67-68)

The two provisions concerning "co-operation between teachers and parents" give a negative impression of such "co-operation", for they deal essentially with parents' complaints against teachers. This way of looking at things does not reflect the situation in the great majority of countries. In all parts of the world, parents and their associations at present play an active and positive role in the life of the school. The four international teachers' organizations recently expressed their appreciation in this regard. It would therefore be appropriate to formulate these provisions anew so as to take into account the existing state of relations between parents and teachers.

Staff assisting the teacher (paragraph 87)

This provision of the Recommendation limits the category of ancillary staff to those whose task is "to perform non-teaching duties". However, the number and variety of "ancillary, assistant or semi-professional staff" who work side by side with the teachers has increased considerably in a great many countries. These are either specialists belonging to other recognized professions, such as doctors, nurses or educational psychologists, or persons who have not completed teacher training and who act as supervisors, assistants, monitors, etc. The International Conference on Education in 1975 encouraged the practice of using "other professional and specialists in the education system on a full-time or part-time basis to participate with the teachers in the realization of the education programme". The Conference suggested that it would be advisable "to analyse the national situation in order to identify the categories of personnel desirable in the educational process apart from regular teachers and at the same time to identify and eliminate administrative or institutional obstacles which may retard or make it difficult for such personnel to participate widely in the education process".

The Committee considers that it would be desirable, in the light of these analyses, to draft new provisions to be incorporated in the Recommendation which would take greater account of the growing role of these personnel who assist the teacher in his educational activity, without however extending the scope of the Recommendation to them. It would therefore be appropriate to include provisions concerning the training and working conditions of such personnel.

Extra-curricular activities (paragraph 92)

Extra-curricular activities seem at present to have greater prominence in the professional lives of teachers than is assigned to them by paragraph 92 of the Recommendation. In some countries, teachers divide their working day equally between schoolteaching and out-of-school educational activities for either young people or adults. The Committee is of the opinion that teachers responsible for out-of-school programmes should, firstly, receive appropriate training; secondly, their conditions of employment should take account of the time devoted by teachers to such activities.

Provisions within ILO's field of competenceEmployment and career (Part VII)

The Committee considered that the provisions regarding entry into the teaching profession (paragraphs 38 and 39), advancement and promotion (paragraphs 40 to 44), medical examinations (paragraph 53) and part-time service (paragraphs 59 to 60) laid down standards which still seemed appropriate.

The Committee noted that while the Recommendation provided for adequate protection against arbitrary action affecting teachers' professional standing or career (paragraph 46) and adequate safeguards in respect of disciplinary procedures (paragraphs 47 to 52), it confined itself to a statement, in paragraph 45, of the principle that stability of employment and security of tenure in the profession should be safeguarded even when changes in the organization of or within a school system were made, without specifying ways in which this safeguard might be provided in such cases.

Since the problem of teachers' security of employment was becoming increasingly important because of the surplus of teachers that was appearing in many countries, the Committee considered that it would be timely to make an addition to paragraph 45 of the Recommendation which would take this aspect into account, and which would be modelled in particular on the relevant provisions of ILO Recommendation (No.119)

on termination of employment, as well as on any standards which might be adopted in 1982 by the International Labour Conference regarding termination of employment at the initiative of the employer.

In the section "Women teachers with family responsibilities", the Committee considered that paragraphs 54 and 55 about safeguards for women teachers in the case of marriage or maternity laid down standards that were still fully appropriate.

The Committee shared the opinion expressed in the Secretariat document that paragraphs 56, 57, 58 and 103 of the Recommendation 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 paragraphs might be amended to make them explicitly applicable to parents of both sexes.

By the same token, the Committee subscribed to the idea that if school was to make a positive contribution towards producing completely unprejudiced people and a society with equality of opportunity for all, the Recommendation should include provisions calculated to counter the tendency in a growing number of countries for the teaching profession to consist largely of women, or, conversely, to make certain branches of teaching - technical, scientific and vocational - more accessible to women. In particular the Recommendation could emphasize the advantage of encouraging mixed teaching staffs in nursery schools, kindergartens and primary schools. In this way small children would no longer be brought up in an exclusively female environment, with the consequent formation (as at present) of stereotypes in the child's mind about male and female roles. Practical ways and means should also be studied of achieving this aim.

Rights of teachers (paragraphs 79 to 84)

The Committee noted that since its last session, the International Labour Conference had adopted in 1978 Convention (No. 151) on labour relations in the public service, which applied to teachers employed by public authorities.

It noted the comparative analysis of the provisions of this Convention and those of the Recommendation relating to civil, political and trade union rights set out in the Secretariat document. The Committee considered that the manner in which the relevant standards in the Recommendation were framed and expressed was more appropriate to the particular situation of teachers, and to the objective of the Recommendation, which was to point out the direction to be followed by the Member States. It thus did not consider it either necessary or desirable to revise paragraphs 79 to 84 of the Recommendation.

Conditions for effective teaching and learning (Part IX)

The Committee was of the view that as a whole the standards laid down in this part were reasonable and adequate.⁽¹⁾ It did however consider whether, if the Recommendation were updated with a view on the one hand to encouraging teacher 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 would not be desirable to re-examine the standards relating to hours of work (paragraphs 89 to 93) and study leave (paragraph 95).

The Committee wondered in particular whether there was not a case for reviewing the wording of paragraph 92, which seemed to imply that extracurricular activities carried out by teachers were not essential activities forming a part of their

(1) As regards paragraph 87 (ancillary staff), see page 17 above.

normal duties. It noted that, according to paragraph 90, in fixing the number of hours of teaching, account should be taken of all factors which were relevant to the teachers' workload, including the demands upon the time of the teacher imposed by participation in research in co-curricular and extracurricular activities, in supervisory duties and in counselling of pupils, which meant that extracurricular activities might, at least in certain cases, form part of a teacher's normal duties in the same way as class-room teaching. It concluded that, everything considered, the existing wording of paragraph 92 was appropriate, since it was right to provide guarantees for teachers and to adjust their conditions of work and pay in cases where they were obliged to participate in extracurricular activities. In that connection, the Committee felt that the extent to which teachers might be required to take part in extracurricular activities, the forms that those activities might take and the way in which they should be remunerated were matters that should be the subject of negotiations between the teachers' organizations and the educational authorities, in accordance with the principle stated in paragraph 82 of the Recommendation.

With regard to the provisions of the Recommendation concerning the opportunities that might be provided for teachers to participate in further education activities (paragraphs 34, 91 and 95), the Committee 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, in particular, that the Recommendation should be more precise on that point and should take account of the relevant standards laid down by ILO.

Teachers' salaries (Part VIII)

Following its discussion on the study prepared by ILO on the remuneration of teachers, the Committee concluded that the standards relating to this matter set forth in the Recommendation were as a whole still valid and that efforts should be made to ensure that they were more widely applied.

Social security (Section XI)

While examining the problem of social security for teachers, the Committee had noted that much still remained to be done before full effect could be given to Section XI of the Recommendation, whose provisions were somewhat ambitious. It also observed that it would be difficult, owing to the large number of teachers in proportion both to civil servants as a whole and to the mass of wage-earners, to raise the standards of the Recommendation without doing the same for other categories of workers.

In consequence, the Committee considered that it was not necessary to revise Section XI of the Recommendation and that it was advisable to continue to ask governments, in the questionnaire, what action they had taken or planned to take in order to give full effect to it.

