

CEART/I/1968/7

JOINT I.L.O./U.N.E.S.C.O. COMMITTEE OF EXPERTS
ON THE APPLICATION OF THE RECOMMENDATION
CONCERNING THE STATUS OF TEACHERS

(First Session, Geneva, 16-20 September 1968)

REPORT OF THE COMMITTEE

1. The Joint I.L.O./U.N.E.S.C.O. Committee of Experts on the Application of the Recommendation concerning the status of teachers held its first session in Geneva from 16 to 20 September 1968. All the members of the Committee were present: Mr. S.B. Adaval (India), Mr. P. Gonzalez Casanova (Mexico), Mr. Z.A. Henry (Jamaica), Mr. Y.S. Kotb (United Arab Republic), Mr. P. Laroque (France), Mrs. U. Lindström (Sweden), Mr. F. Meyers (United States), Mr. E.I. Monoszon (U.S.S.R.), Mr. T. Morito (Japan), Mr. B. Morris (United Kingdom), Mr. A. N'Daw (Senegal) and Mr. J. de Segadas Vianna (Brazil).

2. The Director-General of the I.L.O. was represented by Mr. F. Blanchard, Deputy Director-General, and the Director-General of U.N.E.S.C.O. by Mr. H. Saba, Assistant Director-General for International Standards and Legal Affairs.

3. The meeting was opened by the representatives of the respective Directors-General.

4. The Committee unanimously elected Mr. P. Laroque as its Chairman, Mr. Y.S. Kotb, Vice-Chairman, and Mr. S.B. Adaval, Reporter.

5. The Chairman recalled that the Committee had been set up by the Governing Body of the I.L.O. and the Executive Board of U.N.E.S.C.O. to examine the reports received from governments on the implementation of the Recommendation concerning the status of teachers and to report thereon to the Governing Body of the I.L.O. and the General Conference of U.N.E.S.C.O., with a view to such separate but parallel action as these organs might deem appropriate. At the present session the Committee would have to decide on its working arrangements and to draw up the questionnaire to be sent to the governments for the preparation of their first reports.

6. The Committee noted that the Governing Body of the I.L.O., when deciding to request governments to report periodically on the action taken upon the Recommendation, had invited them to communicate the Recommendation and all reports relative thereto to the occupational organisations concerned. It also noted that a certain number of international teachers' organisations had been granted consultative status with U.N.E.S.C.O. and as such were consulted by U.N.E.S.C.O. on questions of interest to the teaching profession. Having regard to these factors, the Committee decided that, in addition to the reports presented by governments, it could take into consideration information on the implementation of the Recommendation which might be received from national organisations representing teachers or their employers and from international teachers' organisations in consultative status with U.N.E.S.C.O., without excluding information from other authoritative sources, it being understood that any such information referring to the situation in a particular country would be communicated to the government concerned for any observations it might wish to make thereon.

7. The Committee furthermore decided that, as a committee of independent experts, it would meet in private.

8. The Committee requested its secretariat, in case any report received omitted to provide information asked for in the questionnaire, to bring this fact to the notice of the government concerned with a view to obtaining appropriate supplementary data. In case the material available to the Committee contained any conflicting information, the secretariat might, on the instructions of the Chairman of the Committee, request the government concerned to provide clarification. Any question relating to the meaning or effect of any provision of the Recommendation which might arise from the reports received would be considered by the Committee itself at its next session.

9. The Committee also agreed on the arrangements concerning the circulation to its members of copies of the information received and preliminary analysis thereof with a view to the preparation of the report which it is called upon by its terms of reference to submit to the competent organs of the two Organisations. The Committee has appointed a working group for the preliminary consideration of this material, with a view to facilitating the establishment by the Committee as a whole of its report at its next session.

10. As requested by the Governing Body of the I.L.O. and the Executive Board of U.N.E.S.C.O., the Committee has drawn up a questionnaire to be sent to governments as a basis for the preparation of the first reports on the Recommendation. The text of this questionnaire is appended.

11. In drawing up the questionnaire, the Committee has endeavoured to obtain information permitting an evaluation of the manner and extent of implementation of the Recommendation not only in law but also in fact. The questionnaire is designed to bring out the actual status of teachers in their society, within a dynamic perspective. It thus seeks to ascertain not merely the situation at a given point of time, but equally the main trends in the conditions which determine the status of teachers. While the Committee has sought to establish a questionnaire covering the Recommendation as a whole, it has also felt it appropriate, for the convenience of governments, to indicate certain significant aspects on which detailed information would be of particular interest.

12. The Committee noted that, under the decisions taken by the Governing Body of the I.L.O. and the Executive Board of U.N.E.S.C.O., the reports from governments were to be submitted not later than 15 May 1969. It requested its secretariat, when acknowledging the receipt of such reports, to indicate that, in case important changes occurred between the date of the report and the end of 1969, they might supply supplementary information thereon up to 31 January 1970, so that such information might be taken into account by the Committee at its next session.

13. The Committee considers that it may be desirable for governments to transmit copies of the questionnaire to national institutes of educational and social research in their respective countries, so that such institutes might include in their programme of research studies of the status of teachers taking account of the provisions of the Recommendation.

Geneva, 20 September 1968.

P. Iaroque
Chairman

S.B. Adaval
Reporter

APPENDIX

QUESTIONNAIRE
REGARDING THE IMPLEMENTATION OF THE
RECOMMENDATION CONCERNING THE STATUS OF TEACHERS

(The text of the Recommendation is appended)

This questionnaire has been drawn up for the purpose of collecting the information required in order to evaluate in what manner, and to what extent, the Recommendation concerning the Status of Teachers is effectively implemented in countries which are Members of the International Labour Organisation and U.N.E.S.C.O. Its aim is to determine the actual status of teachers in each of the countries concerned, including not only their legal status, but also their economic and social status, in other words, their over-all place in society.

The various questions asked should always be understood in this sense. Furthermore, the replies should be given in a dynamic perspective. In principle, they should refer to the situation obtaining in law and in fact on 1 January 1969. Since an improvement in the status of teachers can only be brought about progressively, general trends are frequently more significant than the state of affairs at any given moment. Governments are accordingly requested to endeavour to supply data on changes which have taken place in the situation during the previous five years, as well as on changes anticipated in the course of the next five years.

Governments have been requested to submit reports not later than 15 May 1969.

I

A. As most provisions of the Recommendation are in very specific terms, governments are requested with respect to each Part of the Recommendation:

1. To indicate the principal laws, regulations, collective agreements and awards concerning the problems dealt with in the respective Parts, particularly in regard to:

- (a) preparation for the profession;
- (b) further education for teachers;
- (c) employment and career;
- (d) the rights and responsibilities of teachers;
- (e) conditions for effective teaching and learning;
- (f) teachers' salaries;
- (g) social security;
- (h) the teacher shortage and steps taken to overcome it.

Please indicate whether the relevant texts have already been sent to the International Labour Organisation or to U.N.E.S.C.O. If they have not, then please attach a copy to the reply.

2. To forward all relevant documents concerning the actual situation relating to each Part of the Recommendation, including in particular existing statistics and any other data describing that situation and permitting its evaluation in the light of the considerations underlying the Recommendation.

3. To indicate changes in law or practice relating to the situation described which have occurred during the last five years, and any further changes anticipated during the next five years.

4. To submit any comments on the application of the Recommendation as a whole and of its individual Parts, on any difficulties experienced in applying it, and on the policy adopted in this respect.

B. Governments are requested to give particulars of the authority or authorities responsible for supervising the implementation of the texts relating to the various provisions of the Recommendation.

C. Governments are requested to indicate the conditions in which organisations of teachers, employers, workers and parents, cultural organisations and institutions of learning or research are called upon to co-operate in the elaboration and implementation of educational policy and in particular of the texts referred to in paragraph A above.

II

Without prejudice to the information requested in section I above which should relate generally to all the provisions of the Recommendation, the attention of governments is drawn more especially to the following points:

Part IV of the Recommendation - Educational Objectives and Policies

1. Is there in your country a plan concerning short- and/or long-term educational development? If so, please supply a copy of the plan or its main features, and, in so far as they are not included therein, the statistical material and forecasts on which the plan has been based. Please also indicate the 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.

2. What measures have been taken or are envisaged, whether or not there is a plan, to ensure that there will be an adequate number of qualified teachers for the different types of schools?

3. Please indicate any difficulties encountered in implementing the plan concerning educational development or in ensuring that there will be an adequate supply of teachers and of suitable candidates for the teaching profession, as well as the steps taken to deal with such difficulties.

Part V - Preparation for the Profession

1. What is the nature and duration of the preparation for teaching in the various types of schools covered by the Recommendation?

2. What are the requirements for entry into such preparation?

3. What financial or other incentives are offered to induce young people to enter into preparation for the teaching profession?

4. What is the proportion of teaching staff in the different types of schools who have received (a) general education, and (b) professional preparation corresponding in quality and level to the standards contained in the Recommendation? Please indicate any changes in this proportion which have occurred in the past five years and which may be contemplated in the next five years.

Part VI - Further Education for Teachers

1. What system exists in your country for the further education of qualified teachers in service and what material and other incentives and facilities are offered to encourage teachers to participate in existing further education schemes?

2. To what extent do universities and research institutes contribute to continuing education of teachers?

3. Can you give figures indicating the extent to which teachers in various types of schools have taken part in different kinds of further education programmes during each of the last five years, and what is envisaged for each of the next five years?

4. To what extent is your country assisting other countries in the preparation and further education of qualified teachers or does it benefit from such assistance?

Part VII - Employment and Career

1. Please indicate the provisions governing recruitment, advancement, security of tenure and discipline of teachers.

2. Please describe the procedures by which the rights of teachers in regard to these matters are protected, and the manner in which teachers' organisations participate in the establishment and operation of such procedures.

Part VIII - The Rights and Responsibilities of Teachers

1. What is the content of academic freedom as recognised in your country for the various categories of teachers covered by the Recommendation? Please indicate the guarantees which exist to ensure such academic freedom, and any difficulties which have been encountered in its realisation in practice.

2. Please give details of the role of individual teachers and of teachers' organisations in the determination of educational policies, improvement of curricula and textbooks, choice of teaching aids and methods, and relations with public authorities, parents' associations and other bodies concerned with education.

3. Please describe (with an indication whether any differences exist between the rights of teachers in public schools and those of teachers in private schools):

- (a) the statutory or other machinery by which teachers' organisations may negotiate with the employers of teachers concerning salaries and working conditions;
- (b) the machinery for the settlement of disputes about conditions of employment between teachers and their employers, and the steps that may be taken by teachers' organisations in defence of their members' interests, if this machinery fails to provide a settlement or if negotiations break down;
- (c) the other forms of contacts established between governmental authorities and teachers if the machinery mentioned in (a) and (b) does not yet exist.

Part IX - Conditions for Effective Teaching and Learning

1. Are there any provisions in your country limiting the size of classes? If so, what are the prescribed maxima?

2. Please indicate actual average pupil-teacher ratios in the different types of schools enumerated in the Recommendation during the last five years and those contemplated for the next five years; as far as possible, please give distinct figures for urban areas and rural areas.

3. To what extent and how are teachers consulted in respect of the construction of new school buildings?

4. Are there special arrangements in the interest of teachers in remote or rural areas?

5. Please indicate the normal teaching hours or range of hours which teachers in various types of schools may be required to work per day and per week.

6. Please indicate the manner in which account has been taken of the considerations enumerated in paragraphs 90 to 93 of the Recommendation, and any difficulties which may have arisen in this connection.

7. In what manner are teachers' organisations consulted in establishing work-load standards?

8. What kinds of leave are granted to teachers of different categories under existing laws and regulations in your country?

Part X - Teachers' Salaries

1. Please provide information concerning the annual salary scales of teachers, including in particular minimum and maximum salaries payable to teachers in the various types of schools covered by the Recommendation. Please also indicate the distribution of teachers within the salary ranges specified.

2. Please indicate any differences in conditions of remuneration (a) between men and women (in this connection, please indicate the proportion of male and female teachers); (b) between teachers in urban areas and those in rural areas; and (c) on any other basis.

3. Apart from social security benefits falling within Part XI of the Recommendation, please indicate the nature and extent of benefits in kind and other advantages, not included in the basic salary scales, provided for teachers and not generally granted to other occupational categories.

4. Please indicate the criteria which are applied in the determination of teachers' salaries, and particularly the measures taken to ensure that they compare favourably with salaries paid in such other occupations as are considered to require similar or equivalent qualifications; what are these occupations?

5. To permit an appreciation of the relative level of teachers' salaries, please provide, as far as possible, indications concerning (a) rates of remuneration in public and private employment for such other work as is considered to call for similar or equivalent qualifications as those required of teachers in the different types of schools covered by the Recommendation (for example, in regard to primary school teachers, remuneration of technicians in the industrial branch with the largest number of employed persons in your country and of para-medical personnel and, in regard to secondary school teachers, qualified engineers in the same industrial branch and employed doctors); (b) the remuneration of skilled workers in the industrial branch with the largest number of employed persons; (c) the approximate position occupied by teachers in the structure of income distribution in your country.

6. Please indicate the changes which have occurred during the last five years and, if possible, those which may be contemplated in the years to come in regard to the matters dealt with in questions 1 to 5 above.

Part XI - Social Security

1. Please indicate in respect of which branches of social security mentioned in paragraph 126(1) of the Recommendation teachers in different types of schools enjoy social security protection. Is such protection granted under a scheme applicable to employed persons generally or under special schemes covering teachers? In the latter case, how does the protection provided for teachers compare with that enjoyed by persons employed in the public sector or the private sector generally?

2. Does the protection in the various branches of social security attain the standard provided for in the Recommendation? Please indicate any further measures which may be envisaged to this end.

3. Please indicate how the contribution conditions under social security schemes covering teachers compare with those under other general, special or supplementary schemes.

Part XII - The Teacher Shortage

1. Please indicate for which types of schools, for what subject matters, or for what categories of teachers there is a shortage of qualified teachers. Please also indicate the reasons for any such shortage.

2. What measures have been taken to remedy such shortage? To what extent have such measures involved departure from the professional standards already established? Within what time is it expected once more to ensure the application of these standards?

3. Whenever it has been necessary to recruit under-qualified teachers, what measures are being taken to improve their qualifications?

4. To what extent have teachers of foreign nationality been recruited in order to remedy the shortage of qualified national teachers, and under what conditions; what are the effects of this recruitment on the recruitment of national teachers?

