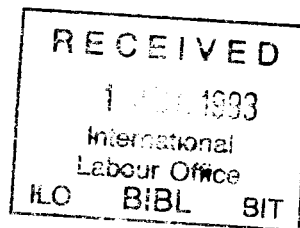


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United Nations Educational,
Scientific and Cultural Organisation



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

(Special Session, Paris, 22-26 July 1991)

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 held its Third Special Session in Paris, at UNESCO Headquarters, from 22 to 26 July 1991.

2. For this session, the agenda of the Joint Committee included the following items:

- Election of the officers;
- Discussion of the draft restatement of the mandate and working methods of the Joint Committee;
- A review of activities undertaken by the ILO and UNESCO jointly or separately to promote the application of the 1966 Recommendation;
- Review of the activities of non-governmental organisations related to the promotion of the 1966 Recommendation;
- Preparation of the agenda of the Sixth Ordinary Session of the Joint Committee in 1994.

The Joint Committee also had on its agenda information concerning allegations received from teachers' organisations since its last session.

3. The present members of the Joint Committee, half of whom were designated by the ILO Governing Body and the other half by the Executive Board of UNESCO, with a term of office extending or renewable to 31 December 1994, are as follows:

Prof. (Ms.) A.G. Ali (Pakistan)*	Secretary of the Sind Provincial Education Council and Head of the Government Teachers' Foundation
Prof. (Ms.) M. Eliou (Greece)*	Professor of Educational Science, University of Athens; former Acting Chairperson, Pedagogical Institute of Greece; former member of the Management Committee, University of Thessalie; and former Adviser to the Ministry of Education
Prof. S.S. Fall (Senegal)	Professor of Physical Science and Director, Ecole Normale Supérieure, University of Cheikh Anta Diop, Dakar; Chairperson, Committee on Teachers Questions, National Commission on the Reform of Education and Training (CNREF)

* New member

- Dr. (Ms.) E.W. Gachukia (Kenya) Consultant on Education, Women in Development and Population, Information and Communication; Senior Lecturer, University of Nairobi; former National Population Advisor, Government of Kenya; Chairperson, African Women Development and Communication Network (FEMNET); and former Member of Parliament
- Ms. Y. Hammoutène (Algeria)* Free-lance Consultant on Education; former Senior Official responsible for the planning of continuing education and training of personnel, Ministry of Commerce; and former official in the Ministry of Vocational and Professional Training
- Prof. (Ms) A.L. Hostmark-Tarrou* (Norway) Director of the National College of Education for Vocational and Technical Teachers, Oslo; President of the Board, State Institute for Distance Education; member of the Board, Association for Teacher Education in Europe (ATEE), and head of ATEE's Working Group for Technical and Vocational Teacher Education; and former Vice-President, National Council for Teacher Education
- Mr A. Nakajima (Japan)* Managing Director, Kumon Institute of Education; Executive Director, Japan Educational Exchange-Baba Foundation; Executive Director, Japan Association for International Understanding; and former Deputy Director General in charge of Elementary and Secondary Education at the Ministry of Education, Science and Culture
- Dr. E.H. Newton (Barbados)* Director, In-service Education Programmes and Dean, Faculty of Education, University of the West Indies, Cave Hill; member Teacher Selection Board, Government of Barbados; Chairperson, National Advisory Commission on Education; Vice-President, Commonwealth Council for Educational Administration; and Chairperson, Caribbean Association for Educational Administration

* New member

The Hon. Justice L.T. Olsson (Australia)	Puisne Judge, Supreme Court of South Australia; and former President of the Industrial Court of South Australia
Dr. P. Renato Souza (Brazil)*1	Director, Institute of Economics (CEDE), State University of Campinas; and former President of the State University of Campinas, Sao Paolo
Prof. E.G. Sapogov (USSR)	Rector, Tula Institute of Education
Prof. M. Thompson (Canada)*	Professor of Industrial Relations, University of British Columbia, Vancouver; and Member, Board of Governors, Workers Compensation Board of British Columbia

4. The Joint Committee elected the following officers:

Chairperson:	Prof. S.S. Fall
Vice-Chairperson:	Prof. A.G. Ali
Rapporteurs:	Justice L.T. Olsson Prof. M. Thompson

5. Mr. C.N. Power, Assistant Director-General for Education, welcomed the experts on behalf of the Director-General of UNESCO. He explained the important contributions that teachers are asked to make in the combat against illiteracy, and in meeting the learning needs of society. He recalled that the World Conference on Education for All, held in Thailand in March 1990 gave recognition to the Recommendation concerning the Status of Teachers in the World Declaration and Framework for Action to meet Basic Learning Needs adopted by that Conference. Emphasising the importance of the Recommendation, which is the only international instrument that deals with the status of teachers in a holistic manner, he stated that more efforts need to be made by society and governments to stop the steady decline in professional standards and in the working conditions of teachers in many parts of the world today.

6. The Chief of the Salaried Employees and Professional Workers Branch of the ILO, Ms. H. Sarfati, also welcomed the participants on behalf of the Director-General of the ILO. She noted the timely convening of the Special Session, given that 1991 marked the 25th Anniversary of the adoption of the Recommendation concerning the Status of Teachers. The Joint Committee was potentially at a turning point in the history of its efforts to promote a better recognition and application of the 1966 Recommendation which mirrored significant world-wide changes in education affecting teachers. At the same time, it could be proud that signs were emerging of a greater international recognition of the essential truth that the Joint Committee had sought to promote for more than 20 years, namely that the quality of education depended largely on the quality and the status of teachers.

* New member

1 Was unable to attend

7. The secretariat of the meeting included, for UNESCO, Mr. C.N. Power, Assistant Director-General for Education, Mr. M.A.R. Dias, Director of the Division of Higher Education and Research, Ms. M.D. Borges, Ms. R. Lakin, Mr. A. Bangui and Mr. D. Beridze of the same Division, Mr. D. De San, Representative of the Legal Advisor, Ms. C. Okai, Division for Educational Development, Ms. V. Cavicchioni of the Statistical Office, Messrs Ph. Nalletamby and J.C. Pauvert, Consultants and Mr. J. Emele, Ms. N. Brasseur, Ms. E. Hoyer and Ms. R. Kissi Secretaries; and for the ILO: Ms. H. Sarfati, Chief of the Salaried Employees and Professional Workers Branch and Mr. B. Ratteree of the same Branch, Mr. L. Picard of the International Labour Standards Department, Mr. C. Damen of the Workers' Relations Branch and Ms. J. Laverrière, Secretary.

Restatement of the Mandate and Working Methods of the Joint Committee

8. The Joint Committee had before it a document (CEART/SP/1991/2/1) prepared by the secretariat, providing background information to the proposals for a restatement of the mandate and improved working methods of the Joint Committee. The document takes into account past practice and the need to adapt the Joint Committee's mandate and working methods to the changing circumstances of education and teachers' status, as reflected in the recommendations made by the Experts at the Fifth Ordinary Session of the Joint Committee (1988). In introducing the agenda item, the secretariat of the Joint Committee also provided information on the relevant constitutional and other procedures and structures of the ILO and UNESCO, which assisted the Joint Committee in defining a proposed basis for its future work.

9. The discussion revealed the importance that the Joint Committee attached to having the widest possible sources of information to allow it to fulfil its mandate, consisting of monitoring and promoting the application of the 1966 Recommendation in the interests of teachers the world over. At the same time, the independence, objectivity and impartiality of its work as a jointly constituted body of experts should be assured. After careful consideration of all points of view to meet these objectives and criteria, the Joint Committee unanimously adopted the proposed restatement of its mandate and working methods for submission to and approval by the Governing Body of the ILO and the Executive Board of UNESCO (Annex 1).

Improved ways and means to monitor and promote the application of the terms of the Recommendation in member States of the ILO and UNESCO

10. The Joint Committee discussed improved ways and means of monitoring the application of the Recommendation, and of promoting its awareness in member States of the ILO and of UNESCO and adopted the proposals outlined in the document CEART/SP/1991/6/REV as revised (Annex 2). These proposals will constitute the basis for the work of the Joint Committee for its Sixth Ordinary Session in 1994.

11. The Joint Committee especially commended the joint ILO/UNESCO sub-regional seminars on the Recommendation, which fostered dialogue and a spirit of partnership between governments, teachers' unions and the private sector. It suggested that such activities should be continued and that every effort should be made to obtain funding for them. It further suggested that the themes of the studies to be undertaken by the respective secretariats outlined in this report should be part of the agenda for future joint seminars, thus effectively extending the scope of the studies in varied contexts.

Frame of reference for a study by UNESCO on the initial and continuing education of teachers

12. In regard to the frame of reference (Annex 3) for the UNESCO study on the initial and continuing education of teachers, the Joint Committee made a number of substantive suggestions including the need to cover issues and problems relating to all aspects of the education of women teachers, in particular gender role and balance, and of teachers of minority groups. It also stressed the importance of research and experimentation in teacher training programmes. These points were incorporated in the text of the table of contents for the study.

13. The preparation of these country case studies, involving representatives of governments, teachers' organisations and the private sector, would provide another important opportunity for enhancing awareness of the Recommendation, and of promoting its application.

14. The Joint Committee decided that the contents and conclusions of the studies on the initial and continuing education of teachers would not be treated as confidential documents.

Studies to be carried out by the ILO

15. In discussing document CEART/SP/1991/5 the Experts expressed satisfaction with the general approach adopted in the formulation of the draft outlines for the two studies which the Joint Committee has requested the ILO to carry out for its Sixth Ordinary Session. The Experts suggested that the introductory paragraphs should be more specific with regard to the scope and methodology that will be used for the implementation. The revised outlines approved by the Joint Committee are presented in Annex 4.

Study on participation, consultation and collective bargaining in the teaching

16. Regarding the substance of the study on participation, consultation and collective bargaining by teachers and their organisations on matters for which these processes are provided for in the Recommendation, the main comments concerned the need to focus initial attention on factors that may have precipitated the need for consultation and participation, in particular, the cause, incidence and impact of structural adjustment measures on the education services, expenditures and policies, including the policy-making processes of bodies such as the World Bank. These measures in turn have affected teachers' terms and conditions of employment which

the study should highlight. Tenure and security of employment should be added to the issues subject to bargaining, and data on strike activity by teachers should be included in the chapter on dispute settlement. Moreover, the introductory chapter should be broadened to include an indication of the problems arising from the lack of awareness of the 1966 Recommendation by national and international decision-making authorities. Finally, for developing countries it was crucial that the ILO include in its study reference to the situation of teachers in the non-formal sector, especially when governments could no longer provide adequate education services.

Study on stress, burn-out, turnover of teachers and difficulty of exercising the profession

17. The study on stress, burn-out and turnover of teachers elicited much interest and support among the Experts who considered it highly topical. The outline was endorsed as an appropriate framework of study, with the Experts suggesting that, before embarking upon it, a preliminary survey be done of existing research work and data on causal factors of stress, the extent and causes of absenteeism or turnover among teachers, the types of teachers affected and the impact on the educational system (e.g. teacher shortage, educational quality etc.). This survey would indicate the directions for further in-depth research.

Investigation of gender issues in the teaching profession

18. The Experts underlined gender issues and the special circumstances of women teachers in pre-primary, primary, secondary and technical/vocational education as topics which deserve more attention by the ILO. The two working papers drafted by ILO consultants on women teachers and on women teachers in technical and vocational education in selected African countries served as an excellent model and should be replicated in other countries and regions.

Issues related to technical and vocational education

19. They further emphasised, in particular, the need to monitor and promote research within the ILO about the factors affecting the lower status of, and difficulties confronting, teachers in vocational and technical education, as well as in special education. The means to improve the situation should also be examined. The Experts felt that this was a crucial issue both in developing countries and industrialised countries. Therefore, cross-country studies in different regions of the world would provide comparative analysis which would shed light on problem areas and possible solutions. Indeed, the biggest changes now taking place in the educational system are in the technical and vocational area. The greatest concerns expressed by employers relate to the quality of output of the training system, a key factor of productivity and competitiveness. And yet, so little has been done to improve the quality of the preparation, recruitment, advancement and continuing training opportunities of this group of teaching personnel. The Experts are willing to facilitate first-hand data in national contexts which are often not readily available. The Joint Committee felt that, while a primary focus should be on gender issues, this investigation ought, nevertheless, to go forward as a two-pronged study, in the context of a consideration of the problems which generally exist as to the quality of

preparation, recruitment, advancement and continuing training opportunities of all teachers in the area in question. A progress report on such activities should be included on the agenda of the Sixth Ordinary Session of the Joint Committee (1994).

Joint ILO/UNESCO activities to promote the application of the 1966 Recommendation

20. In examining document CEART/SP/1991/7A on the joint ILO/UNESCO activities to promote the application of the Recommendation, the Experts paid tribute to the secretariat of the Joint Committee for its dynamic approach in developing an impressive range of activities since 1988, despite the current financial constraints.

Seminars and workshops

21. The Joint Committee was particularly appreciative of the development, in a very short period, of seminars and workshops to promote awareness of and the application of the Recommendation, and encouraged the two secretariats to continue these activities at the regional/sub-regional and, where resources permit, national levels. A special reference was made to the desirability of holding a first regional/sub-regional seminar for French-speaking African countries, for English-speaking Caribbean countries and for Asia and the Pacific region. To overcome the budget constraints, efforts should be made by the two secretariats to find extra-budgetary funding for the seminar activities and for the preparation of studies on topics in identified priority areas which would also serve for the seminars. Where financially practicable, members of the Joint Committee resident in the region in question should be invited to assist in the seminar. At the national level resort should be had, wherever possible, to local resource persons. The Experts were willing to draw the attention of the concerned authorities in their respective countries as to the usefulness of such activities for the improvement of the status of teachers. They would also be willing to assist the two secretariats by informing it of existing national data or research materials on the relevant topics, as well as identifying potential resource persons. The Experts noted the extent of efforts invested in preparing working papers and organising seminars. To maximise the impact of seminars as a means of promoting awareness of the content of the Recommendation, it was suggested that, when preparing reports of seminars, the two secretariats prepare brief summaries in an attractive style which could be distributed as media releases to interested teachers' organisations for publication in their journals and the newsletters of their regional and national affiliates.

Celebration of the 25th anniversary of the adoption of the 1966 Recommendation

22. The Joint Committee wished to associate itself with UNESCO, the ILO and the international non-governmental organisations of the teaching profession in recognising this year the 25th anniversary of the adoption of the Recommendation, during the General Conference of UNESCO, in Paris.

23. It approved the text to be inserted in the document transmitting this report to the General Conference of UNESCO and to the Governing Body of the ILO, inviting attention to the anniversary and expressing its view as to the continued validity of the Recommendation.

24. The Joint Committee also approved the text of a letter addressed to the Directors-General of the ILO and of UNESCO, requesting them to write to the tripartite constituents of the ILO and to member States of UNESCO, as well as to the international non-governmental organisations concerned, inviting attention to this anniversary and making a suggestion that discussion of the content of the Recommendation be included in forthcoming seminars and conferences. The Joint Committee gave its full support to the suggestions made by the Director-General of UNESCO regarding the inauguration of an international Teachers' Day, and the issuing of special stamps to commemorate the Day.

UNESCO's activities in relation to the Recommendation

25. The Joint Committee noted with interest the varied activities undertaken by UNESCO relating either directly or indirectly to provisions of the Recommendation falling within the fields of competence of that Organisation. It made a number of general comments and suggestions with a view to improving the Joint Committee's own work, and of facilitating the work of the secretariat.

26. In particular, the Joint Committee identified five areas of interest concerned with (1) other international normative instruments in education, all of which are of more recent adoption than the 1966 Recommendation, (2) appropriate statistics relating to the status of teachers, (3) status of teachers in technical and vocational education, (4) growing importance of teachers in the non-formal education programmes, (5) contemporary trends having an impact on the status of teachers.

27. Noting that the five instruments in education contain provisions which relate directly or indirectly to the 1966 Recommendation concerning the Status of Teachers, the Joint Committee advocated that an ad hoc working group be appointed to ensure proper co-ordination in the monitoring of the application of these instruments as regards the gathering and processing of information requested through questionnaires.

28. The Joint Committee appreciated the information provided by the UNESCO Office of Statistics. It was especially interested in the possibility of evolving an approach towards statistical data that would be more relevant to the status of teachers. It is the understanding of the Joint Committee that considerable relevant data is already routinely collected. Its work would be greatly enhanced if, at its regular meetings, it could be supplied with statistical reports (when feasible in graphical form) covering, over time, topics such as number and gender mix of teachers by levels, qualifications held, teacher student ratios, expenditure on education as a percentage of budget and some indication of general teacher salary levels by way of contrast with other professional salary levels. As a matter of

practicality, these may need to be on a selective and indicative basis by regions. The main aim would be to attempt to demonstrate broad trends.

29. The Joint Committee considered that more attention needs to be given to an examination of the area of technical and vocational education and to the status of teachers in these fields in view of the importance of this education for development. In addition to the study referred to in paragraph 12 of this report, the Joint Committee would be interested in the outcome of other current UNESCO studies touching on this topic.

30. While the Recommendation does not cover teachers in the non-formal sector, the Joint Committee noted that non-formal education was rapidly expanding, a trend that may require attention in the future.

31. Contemporary trends in education regarding the environment, population, health and nutrition, together with the new concept of lifelong education, the advancements in information and communication technologies and distance education in teacher training, have implications for and consequences on the status of teachers. In 1985, the Joint Committee considered and noted some aspects which could create the need to supplement its recommendations to take account of such matters. The Joint Committee, therefore, considered that there was a need to further review the situation in respect of developments since 1985, and proposed that an item be placed on the agenda of its Sixth Ordinary Session (1994) to this effect.

Activities of the ILO to promote the application of the 1966 Recommendation

32. The Joint Committee discussed a report (CEART/SP/1991/9/REV) on the activities of the ILO to promote the 1966 Recommendation since the Fifth Ordinary Session in 1988. Among these were research and dissemination of information, including:

- (a) the publication in five languages of a handbook on international labour standards and teachers which had already been widely distributed to governments and teachers' organisations;
- (b) two working papers on, respectively, women teachers and women teachers in technical and vocational education in selected African countries which had been utilised at ILO/UNESCO seminars on the Recommendation, and distributed for information to teachers at all levels;
- (c) new language versions of the Recommendation (Slovak) and the 1984 brochure on the status of teachers (Arabic); and
- (d) a monograph on the working conditions of teachers in developing countries.

In addition, a very substantial report on the employment and working conditions of teachers in preparation for the ILO's Second Joint Meeting on the Conditions of Work of Teachers will be published later in 1991 and will be sent to the Experts.

33. A second major area of activity consisted of two seminars organised jointly with UNESCO on the status of teachers in English-speaking countries of both the Southern and East and West African regions in 1989 and 1990 respectively. Members of the Joint Committee expressed particular interest in these seminars as a way of promoting knowledge and application of the Recommendation, and the reports which followed, including treatment of the special problems facing women teachers. The ILO had also participated in eight major regional or international seminars, conferences or other meetings organised by national and international non-governmental or intergovernmental organisations, during which it had presented extensive information on the provisions of the Recommendation and related issues which concerned teachers and education. Plans were underway to organise with UNESCO additional seminars in other regions, including Central America, the Caribbean, Asia and the Pacific and French-speaking countries of Africa. The Joint Committee expressed the strong desire for the ILO and UNESCO to develop activities, including seminars and other meetings in other regions, including Central, Eastern and Southern Europe.

34. The Joint Committee noted with considerable interest the work carried out by the ILO, in collaboration with UNESCO, to advise the Government of Mauritius on employment and working conditions of teachers as part of the formulation of a Master Plan for Education for the Year 2000. The Joint Committee considered that this was a model for future activities in other countries to improve the status of teachers.

Information on the activities of non-governmental organisations to promote the application of the Recommendation

35. The Joint Committee received reports from two international non-governmental organisations on their activities related to the promotion of the 1966 Recommendation. The Joint Committee noted with satisfaction the vigorous activities of these organisations to foster implementation of the Recommendation, and reiterated its desire to encourage greater collaboration with non-governmental international organisations in the future.

Examination of allegations submitted by teachers or teachers' organisations concerning the non-application of the Recommendation

36. The secretariat of the Joint Committee tabled papers outlining a number of communications concerning allegations received by ILO and UNESCO related to alleged failures to apply various provisions of the Recommendation. The Joint Committee was informed that all of these had been examined in consultation with legal officers of the ILO and UNESCO. As presented, they did not appear to fall within the criteria and procedures set out in the mandate of the Joint Committee. None of them were directed to the Joint Committee. The Joint Committee therefore merely noted the information supplied. It emphasised that it was most important that such allegations should be responded to promptly when received. The

complaints in hand, together with all future complaints, should be directed to the proper responsible bodies of the two organisations, or the complainants be advised to reformulate or redirect the allegations to the appropriate channel so as to comply with the criteria of the mandate.

37. The Joint Committee resolved that a sub-committee of its members should be established to assist the secretariat by analysing material related to allegations properly received, in accordance with established procedures, and preparing draft views concerning such allegations for consideration by the Joint Committee at its subsequent meetings.

Possible consideration of the Recommendation in light of recent developments

38. In view of the current trends in education, new orientations in teacher education and the introduction of new technologies, the Joint Committee, in order to keep under review the situation as regards the application of the Recommendation, requested that an item be placed on the agenda of the Sixth Ordinary session concerning the above.

Agenda of the Sixth Ordinary Session of the Joint Committee, 1994

39. The Experts considered, revised and endorsed the draft agenda for the Sixth Ordinary Session of the Joint Committee (1994) composed of nine items: review of ILO and UNESCO activities to promote the application of the Recommendation; progress reports on studies by the ILO and UNESCO; identifying priorities for further studies; review of activities marking the commemoration of the 25th anniversary of the Recommendation; reconsideration of recent trends and issues affecting evaluation and teachers and their implications for the Recommendation; assessment of the revised working methods adopted by the Joint Committee; assessment of the effectiveness of new procedures used to monitor the application of the Recommendation; the methodology selected to monitor the application of the Recommendation in the future; and other matters. The revised text is enclosed as Annex 5.

Working Parties

40. The Joint Committee resolved that it would constitute a series of small working parties to assist the two secretariats in an advisory capacity in relation to the detailed conduct of each ongoing study and a sub-committee to assist in analysing material related to allegations. The membership of these would be determined following an indication of interest by the individual members.

Officers of the Joint Committee

41. It was further resolved that the officers of the Joint Committee continue in office as Chairperson and Vice-Chairperson until the Ordinary Session in 1994.

Adoption of the Report

42. At the close of its session, the Joint Committee examined and unanimously adopted its present report and its annexes.

**RESTATEMENT OF THE MANDATE AND METHODS OF WORK OF THE
JOINT ILO/UNESCO COMMITTEE OF EXPERTS ON THE APPLICATION
OF THE RECOMMENDATION CONCERNING THE STATUS OF
TEACHERS**

Introduction

1. The Joint Committee of Experts on the Application of the Recommendation concerning the Status of Teachers was created by decision of the Governing Body of ILO at its 167th Session (November 1966) and by decision of the fourteenth session of the General Conference of UNESCO (1966). The Joint Committee was duly constituted following decisions of the Executive Board of UNESCO at its 77th session (October-November 1967) and the Governing Body of ILO at its 170th session (November 1967). Its first members were nominated at the Spring 1968 sessions of both the Governing Body of ILO (172nd session) and the Executive Board of UNESCO (78th session). It held its first session in September 1968.
2. The executive bodies of the two organisations decided that the task of the Joint Committee was to examine the periodic reports submitted by governments of Member States on the application of the 1966 Recommendation and to report thereon to the competent organs of the two organisations with a view to such separate but parallel action as these organs deemed appropriate. In the case of UNESCO, the report is submitted to the General Conference through the Executive Board and its Committee on Conventions and Recommendations. In the case of ILO, the report is submitted through the Governing Body to the Committee on the Application of Conventions and Recommendations of the International Labour Conference.
3. Following its first session in 1968, the Joint Committee held ordinary sessions in 1970, 1976, 1982 and 1988. As a result of a recommendation of its third session in 1976, both ILO and UNESCO authorised a special session of the Joint Committee in 1979, a practice which was repeated in 1985. The special session of the Joint Committee held in Paris in 1991 would, in principle, be followed by its sixth ordinary session in 1994.
4. Within its broadly defined terms of reference, the Joint Committee, as is the case of other expert or supervisory bodies of the two organizations, has always enjoyed autonomy in defining its working methods. Accordingly, at its first and second ordinary sessions in 1968 and 1970, the Joint Committee decided that it would take into consideration information on the implementation of the Recommendation which might be received from national organizations representing teachers or their employers, based on the decision of the Governing Body of ILO to invite governments, when reporting on action taken up on the Recommendation, to

communicate the text of the Recommendation and all reports related thereto to the employers' and workers' organizations concerned. It also decided that reports of international teachers' organizations having a consultative status with UNESCO, and other authoritative sources, could be taken into consideration in its work, 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.

5. In subsequent sessions, the Joint Committee reviewed its working methods with a view to improving its ability to effectively monitor the implementation of the 1966 Recommendation's provisions, always conscious at the same time that the Recommendation is not a legally binding instrument, but rather a promotional standard in the form of a comprehensive set of guidelines for governments and other interested parties in education to help improve teachers' status. Its past work has largely revolved around a number of relatively constant procedures: the elaboration of a detailed questionnaire which is sent to Member States of the two organizations, analysis of the reports furnished in response to the questionnaire, including those of teachers' organizations, and a report to the competent bodies of ILO and UNESCO; examination of special studies on particular aspects of the Recommendation requested of the ILO and UNESCO secretariats; and a review of measures which might be taken by governments, employers' and teachers' organizations, ILO and UNESCO to promote knowledge of the Recommendation in order to improve the application of its provisions.

6. Increasingly conscious of the need to adapt its work to the changing circumstances of education and teachers' status, which are considered inextricably linked, the Joint Committee considered a significant new departure from its previous methods of work at the last ordinary session held in 1988. It proposed that ILO and UNESCO should undertake a limited number of special study activities on items which were deemed to be of concern to the teaching profession as in the past, but then went on to decide that, for the period covered by the next special and ordinary sessions, the questionnaire methodology should be abandoned in favour of a general review of activities of ILO and UNESCO. The review should also cover the activities of other bodies such as intergovernmental and international non-governmental organizations, which are directed at making the Recommendation known and its terms applied in the areas outlined in earlier sections of its report. It further proposed that the next special session of the Joint Committee be devoted to a discussion with the respective secretariats of ILO and UNESCO concerning means and techniques of increasing awareness of and stimulating action towards implementation of the terms of the Recommendation, as well as reviewing progress towards the proposed study activities already identified, and determining priorities for follow-up work. Finally, it proposed that the sixth ordinary session should be devoted to examining the reports prepared by the two secretariats on activities related to improvement of the status of teachers within the framework of the Recommendation, and to establish a report with suggestions for future action.

7. It may be presumed that, while wishing to explore innovative methods to render its work more effective, in the spirit of the decision of ILO and UNESCO to establish a monitoring mechanism for this important international instrument, the Joint Committee had not forgotten its terms of reference as set out above in paragraph 2. Rather, the Joint Committee considered that additional efforts were called for which would reinforce the original mandate. It remained for this third special session to determine the best means to ensure that this objective is attained. With this in mind, the proposals set out below have been drawn up to: (a) propose a reformulation of the Joint Committee's mandate to take into account the expanded sources of information which it has come to rely upon over the years, and which it has considered important to its work, as well as reports requested of ILO and UNESCO, it being understood that any such change in its mandate is subject to the approval of the competent bodies both of ILO and UNESCO; (b) establish procedures and methods of work which would guide its deliberations through the completion of the sixth ordinary session in 1994.

**Proposals for the Restatement of the Mandate of the Joint Committee,
its composition and terms of office, the organisation of its work,
and its working methods**

Mandate of the Joint Committee

8. The mandate of the Joint Committee is:

A. In accordance with established procedures, to examine:

- (i) the reports from governments on the application of the 1966 Recommendation concerning the Status of Teachers;
- (ii) studies and reports of ILO and UNESCO on specific items of the 1966 Recommendation and on activities undertaken to promote knowledge and a better application of its provisions in areas requested by the Joint Committee;
- (iii) reports by national organisations representing teachers and their employers, and similar international non-governmental organizations enjoying either observer status with ILO or consultative status with UNESCO, in relation to the application of the 1966 Recommendation concerning the Status of Teachers.

These studies and reports are prepared at the initiative of the Joint Committee.

- B. To report on the application of the Recommendation on the basis of the examination of reports and studies referred to above in paragraph 8.A (i), (ii) and (iii) to the competent bodies of ILO and UNESCO with a view to such separate but parallel action as these organs deem appropriate.
- C. To recommend to the competent bodies of ILO and UNESCO initiatives to promote a better understanding and implementation of the Recommendation.

Composition and term of office

9. The Joint Committee is composed of 12 independent experts designated and acting in their personal capacity, of whom six are nominated by ILO and six by UNESCO. They are selected on the basis of their competence in the main fields covered by the Recommendation and their knowledge of the problems that may arise in its application. The members are drawn from all geographical regions, with due consideration to differences in educational and socio-economic systems, and as far as possible, equitable distribution between men and women. No two members may be designated from the same country. The members of the Joint Committee serve without honoraria; travel and per diem for attendance at special and ordinary sessions are financed by the two organisations.

10. The original term of office of the members of the Joint Committee was set at three years, renewable for additional periods of three years by decisions of the Governing Body of ILO (GB.170/21/7) and the Executive Board of UNESCO (78 EX/Decision 4.2.1). In view of the schedule of meetings consisting of one ordinary session followed by a special session at three-year intervals, and the necessity to ensure continuity throughout one complete cycle, it is proposed to extend the term of office of each member to six years, or until the end of the calendar year in which the last ordinary session is held. After that, renewal for one or more full terms of office is possible on decision of the competent body of the appointing organization. ILO or UNESCO shall appoint a new member to the Joint Committee at any time, if one of its members provides notice that he/she is unable to continue serving on the Joint Committee for personal or professional reasons, if a change in the professional status of the member precludes continuation by virtue of the criteria for appointment set out above, or at any time, if the appointing organization determines that a replacement is needed to ensure renewal of the membership of the Joint Committee. This new appointment will be for the remaining period of the mandate of the outgoing member of the Joint Committee.

Organisation of the work of the Joint Committee

11. Dates and place of the sessions. The Joint Committee holds an ordinary session at six-year intervals, and a special session midway between two ordinary sessions, at a date and place for a period determined by the Governing Body of ILO and the Executive Board of UNESCO.

12. Officers of the Committee. At every special and ordinary session the Joint Committee elects a chairperson, a vice-chairperson and one or more rapporteurs who shall remain in office until the following session.

13. Agenda. A draft agenda of each session is proposed by ILO and UNESCO, taking particular account of the recommendations of the previous session of the Committee.

14. Working sessions. The Joint Committee meets in closed sessions. Its discussions are confidential.

15. Documents.

The documents for the Joint Committee are:

- (a) Preparatory documents for initial discussion by the Joint Committee. These are confidential unless otherwise determined by the secretariat of the Joint Committee in consultation with the chairperson or, in his/her absence, the vice-chairperson.
- (b) Working documents. Except where otherwise determined in the manner stipulated in 15 (a), these are not confidential and comprise documents, reports and studies prepared for it by the two organisations either jointly or separately, as appropriate. These are based upon information supplied by governments, by national organisations representing teachers and their employers and by international non-governmental organisations enjoying either observer status with ILO or consultative status with UNESCO, and other documents in the public domain, as well as information supplied by ILO and UNESCO.

16. Additional sources of information. The Joint Committee has recognised the need to secure information from interested parties in education, including representative organisations of teachers, on topics which are of concern to them and which fall within the limits of the Joint Committee's mandate. It will therefore receive such additional contributions as would serve to enhance both broader contacts with the educational community and the capacity of the Joint Committee to deal with substantive questions fairly and objectively. At the same time, due regard to the need to safeguard the independence, impartiality and objectivity of its deliberations will be maintained. Such contributions should be in writing, and where they relate to any other body should be communicated to such body for its observations. In this way, it will be possible to encourage a full and open dialogue between all parties concerned by facilitating equal opportunity for making known their views and comments on matters suggested for serious consideration by the Joint Committee.

17. Examination of the agenda items. In view of the increasing complexity of the issues before it, and the need to apply to the fullest the expertise of its members, the Joint Committee may decide to assign one or more of its members the initial responsibility for a particular subject or section of the Recommendation. On the basis of documents prepared by the secretariat of the Joint Committee and communicated to the members prior to the session of the Joint Committee, the relevant member or members will examine the available information and, where appropriate, submit draft conclusions to the Joint Committee as a whole. In doing so, a member may, if necessary, also request additional information, as mentioned in paragraph 16, through and in agreement with the joint secretariat. Such requests should be sent early enough to ensure that the procedure defined in that paragraph are respected (i.e. a written reply, and, when authorities or organisations are mentioned, communication of the reply to them for their observations).

18. Working parties. To facilitate the smooth functioning of its sessions, the Joint Committee may establish working parties or sub-committees composed of two or

more of its members to consider or act in an advisory capacity in relation to special items such as studies on particular aspects of the Recommendation, allegations concerning the non-application of part or all of the Recommendation's provisions, means of improving knowledge and application of the Recommendation or changes in its working methods. The working parties will submit their draft findings and proposals for consideration to the Joint Committee as a whole.

19. Allegations. The 1966 Recommendation is not a binding legal instrument, and the role of the Joint Committee is not quasi-judicial. Nevertheless, an important function of the Joint Committee is the consideration of information on problems associated with the application of the Recommendation, and the encouragement of governments, employers' and teachers' organizations to adopt measures which would enhance the status of the teaching profession. The Joint Committee will continue the practice applied since its second ordinary session in 1970, restated by the fourth ordinary session in 1982 (paragraphs 598-609) and endorsed by the executive bodies of ILO and UNESCO, whereby national and international teachers' organisations may submit to it allegations concerning the non-application of the provisions of the Recommendation in a given country.

20. To be receivable, any allegation must be related to the provisions of the Recommendation, must emanate from a national or international teachers' organisation and must not fall within the competence of other bodies of ILO and UNESCO established to monitor conventions or other international instruments.

21. On receipt of any allegation, the secretariat of the Joint Committee will submit it to the government of the country in question for its comments. Such comments will in turn be submitted to the organization(s) making the allegation for additional observations, and these will in turn be submitted to the government for its final remarks, if any. The allegation and all observations of the parties will then be submitted to the Joint Committee for examination, either at an ordinary or special session. In the event that a government which has been requested to make observations on an allegation submitted by a teachers' organization fails to respond within a reasonable time following the original communication and a reminder, the allegation may be submitted to the Joint Committee with a note that the Government has failed to respond. The Joint Committee's views will in turn be published as part of its report.

22. Submission of the report. The Joint Committee's reports are submitted to the Governing Body of ILO, with a request that the reports of its ordinary sessions be transmitted to the Committee on the Application of Conventions and Recommendations of the International Labour Conference, and to the Committee on Conventions and Recommendations of the Executive Board of UNESCO, for transmission to the General Conference.

**IMPROVED WAYS AND MEANS TO MONITOR AND PROMOTE THE
APPLICATION OF THE TERMS OF THE RECOMMENDATION IN
MEMBER STATES OF THE ILO AND UNESCO**

1. At its Fifth Ordinary Session (1988) the Joint Committee recalled that to carry out its mandate, it had two tasks, namely, to monitor more effectively the application of the Recommendation and to help promote a better awareness of this instrument in member States of the ILO and of UNESCO, (cf. CEART/V/1988/5; para. 128). Ways and means to achieve these objectives are described below.

I. MONITORING

A. The questionnaire methodology

2. The questionnaire has and continues to be the most frequently used methodology in the UN system for obtaining information and for collecting data from member States, particularly in regard to the application of its different standard setting instruments. This methodology had been used by the Joint Committee for its five ordinary sessions for monitoring the application of the Recommendation.

3. However, the Joint Committee, at its Fifth Ordinary Session in 1988, analysing the replies received from member States to the fourth questionnaire, identified certain difficulties with regard to the data collection, namely:

- (a) inadequate replies were sometimes due either to the non-existence of the data requested or to "an inadequate breakdown of statistics" (cf. CEART/V/1988/5; para 149);
- (b) the length of several questions and "their division into numerous parts resulted in total or partial lack of response to certain of them" (para. 150);
- (c) some questions were interpreted very differently by the governments (para. 152);
- (d) as the official channels of communication of the ILO and UNESCO were, respectively, Ministries of Labour and of Education, some other governmental departments concerned were not consulted (para. 151).

4. To overcome these lacunae, the Joint Committee made the following suggestions:

- (a) abandoning the questionnaire methodology for the preparation of the Sixth Ordinary Session, though it might be applied again in the future (para. 154);
- (b) when using the questionnaire methodology in future:
 - (i) the two secretariats should have due regard to the availability of statistical data in member States when formulating questionnaires (para. 149);
 - (ii) the questions should be clearly and concisely formulated, due attention being given to the formulation in the different languages and to the definition of concepts used in the Recommendation (paras. 150 and 152);
 - (iii) where governmental departments other than the Labour and Education Ministries may be competent for some of the questions included in the questionnaire, the two secretariats should mention in the letters of transmission the opportuneness of consultation with these departments (para. 151);
 - (iv) the two secretariats should ensure that (para. 139):
 - a) information requested is not already available or does not overlap with requests sent to member States by other departments of the two secretariats;
 - b) the questions reflect a continuity of approach over time and permit an update of, and follow-up on, information;
 - c) assistance of international teachers' and employers' organisations who have observer status with the ILO or UNESCO be sought in obtaining data on specific topics where this is not readily available from other sources.
 - (v) where appropriate, the questionnaire should be restricted to a reduced number of subjects considered to be particularly important at the time it is drawn up (para. 153).

B. Surveys and in-depth studies

5. For the forthcoming term, the Joint Committee suggested a departure from the usual questionnaire methodology by asking the two secretariats, within the limits of resources assigned to this work item in their Programmes and budgets, to undertake certain activities which would help the Joint Committee in the assessment of the extent of application of the Recommendation, and, at the same time would contribute to promote awareness of its provisions among member States.

6. These activities should include the following:

- (a) A survey highlighting the activities included in the respective work programmes of the two agencies related to the improvement of the status of teachers within the framework of the Recommendation (paras. 141, 155 and 157).

Such surveys should be included as a discussion item on the agenda of the Third Special Session (1991) and the Sixth Ordinary Session (1994). On the basis of these surveys, the Joint Committee will review the progress achieved and determine priorities.

The effectiveness of this procedure should be assessed by the Joint Committee which will then decide if it should be continued on a regular or periodical basis.

- (b) In-depth studies on topical areas for which the questionnaire methodology may be inappropriate. The studies should shed light on the reasons for differences in the level of compliance with the provisions of the Recommendation among member States and suggest means of achieving more rapid progress towards compliance (paras. 130, 131 and 132). The case studies in either draft or final form would serve as an additional working document for the Joint Committee.

The Joint Committee identified eleven topics for in-depth studies (para. 130), of which six were identified for the present term, as deserving high priority (paras. 132-136). The Joint Committee asked the ILO to prepare outlines for two of these studies for the Third Special Session and, if resources permit, to carry out the studies for the Sixth Ordinary Session (paras. 132 and 134). It asked UNESCO to inform the Special Session on progress made towards implementing three other studies (paras. 133, 135 and 136).

C. Tripartite consultations to promote implementation

7. With a view to improving the monitoring procedures, the Joint Committee has proposed that the mandate of the Joint Committee includes the examination of reports submitted by national teachers' and employers' organisations and non-governmental organisations having either an observer status or a consultative status with the ILO or UNESCO, in relation to the application of the Recommendation (item 3 of the agenda of the Third Special Session, document CEART/SP/1991/2/1, (para. 8 b) and c)).

II. PROMOTING AWARENESS OF THE RECOMMENDATION

D. Workshops and seminars

8. On the basis of experience gained through the two sub-regional seminars on the Recommendation organised jointly by the ILO and UNESCO in Africa in 1989 (Harare, Zimbabwe) and in 1990 (Accra, Ghana), the two secretariats should continue the series of sub-regional workshops and seminars and, where resources allow, extend similar activities to national level.
9. The seminars would bring together representatives of governments, of teachers' associations and of private employers from the respective countries participating in the meeting. This tripartite approach corresponds to the ILO structure and principles and to the spirit of new partnerships advocated by the 1990 World Conference on Education for All (Jomtien, Thailand). The seminars should be undertaken on as wide of a geographical, socio-economic and political basis as possible.
10. While offering an overview of the various provisions of the Recommendation, the seminars could focus on selected provisions considered to be the most important for the sub-region or country. Furthermore, the themes selected for the case studies by ILO and UNESCO should, wherever possible, be included on the seminars' agenda. This would effectively provide further information and reflection on the application of the Recommendation, benefitting the seminar and extending the scope of the studies.
11. To assist in the preparation of these seminars, the two secretariats should endeavor to find funding for undertaking case studies on those aspects of the Recommendation selected for the seminars' agenda (see above para. 10). The studies should be carried out by the ILO and UNESCO, if possible, with the cooperation of governments, teachers' organisations and representatives of private school employers of the country or countries scheduled to participate in the seminars. The result of the studies would be discussed at the relevant seminars and may be published later in the appropriate form by ILO and UNESCO, jointly or separately.
12. The case studies in either draft or final form would serve as an additional working document for the Joint Committee, providing further indication of the extent of progress made in the application of the Recommendation and of any obstacles encountered.
13. Since both secretariats have limited budgets, special action will need to be taken by the countries themselves and assistance sought from the UN and multi and bilateral funding agencies in order to be able to carry out such seminars.

FRAME OF REFERENCE FOR A STUDY ON THE INITIAL AND CONTINUING EDUCATION OF TEACHERS

A. Explanatory note on the study

Background information on the study

1. Of the different topics identified by the Joint Committee at its Fifth Ordinary Session in 1988 (CEART/V/1988/5) as studies to be carried out by UNESCO on topics that it felt needed to be examined more thoroughly, three are of direct concern to UNESCO:
 - (i) the lack of qualified teachers and the resort to non-qualified staff;
 - (ii) the training of teacher educators;
 - (iii) the continuing education of teachers.
2. Since any one of these topics has bearing on the others, UNESCO proposes to undertake a number of consolidated country case studies, covering the three topics, within a broad title: "The initial and continuing education of teachers". It is expected that the study will throw light on the extent to which relevant articles of the Recommendation are being applied. It will also help provide an insight into the current state of teacher education programmes and a better understanding of the further education and training needs of teachers on the threshold of the 21st century.
3. The study should give due attention to issues and problems relating to all aspects of the education of women teachers, in particular gender role and balance, and of teachers of minority groups and other categories of society requiring special education.
4. It should be noted that:
 - (i) the term "teachers" in the title proposed for the case studies is used in a generic manner to cover also teacher educators, school principals, as well as directors of teacher training institutions, inspectors/supervisors and auxiliary staff;
 - (ii) the term "initial education" covers pre-service training of student teachers in order to qualify them to enter the profession;
 - (iii) the term "continuing education" refers to the further education of teachers and includes all forms of in-service training throughout the teacher's career. It also includes self-education as pointed out by the Joint Committee in its special session in 1985 (CEART/SP/85/7).
5. In order to facilitate the use of terminologies, relevant pages of the UNESCO International Standard Classification of Education (ISCED)* will be made available

to the members of the working group responsible for preparing each case study.

Working methodology

6. Studies will be carried out in a selected cross-section of countries (15 or more, depending on resources and the willingness of countries to conduct such a study). The countries will be selected with a view to geographical, socio-cultural and economic balance, and to obtaining a more global perception of the situation in regard to the lack of qualified teachers, the training of teachers educators, and the continuing education of teachers. Studies done by other United Nations agencies will also be used in the preparation of the Joint Committee's reports.
7. Each country case study will be prepared by a working group, composed of representatives of government and private institutions as well as teachers' associations. These persons will be chosen for their high competence and professional experience by the coordinating body in the country identified by UNESCO.
8. UNESCO (Division of Higher Education and Research (ED/HEP)) will monitor the preparation of the case studies with the cooperation of the respective UNESCO field officers and UNESCO National Commissions. The Joint Committee has asked up to three of its members to act in an advisory capacity as necessary to the UNESCO Secretariat in carrying out the task. In general, these studies will be available for discussion prior to their consideration by the Joint Committee.
9. The international non-governmental organisations (NGOs) of the teaching profession having consultative status (A) with UNESCO notably, the World Confederation of Organizations of the Teaching Profession (WCOTP), the World Federation of Teachers' Unions (WFTU), the International Federation of Free Teachers' Unions (IFFTU) and the World Confederation of Teachers (WCT), have agreed to collaborate by proposing names of their representatives in the selected countries to serve in the working groups, and by providing them technical support as necessary.
10. In each case study relevant country reports and studies on the three topics mentioned under paragraph 2 should be taken into consideration by the working group.

* International Standard Classification of Education Abridged edition. UNESCO, Division of Statistic on Education, Office of Statistics, ED/BIE/CONFINED.35/Ref.8, Paris, July 1975.

B . Draft Table of Contents

Introductory Remark:

The following table of contents has been prepared with a view to providing guidelines and ensuring the comparability of qualitative and quantitative information from the various countries. It is understood that the proposed table will be interpreted in the light of the respective national contexts.

PART ONE - GENERAL INFORMATION ON THE SCHOOL SYSTEM AND ON TEACHER TRAINING

1. The school system
2. Gender role and balance
3. The teacher training institutions
 - 3.1 number and types of institutions, their location and distribution
 - 3.2 the place of new information and communication technologies and their role in teacher education
 - 3.3 material, human and other resources available to the above institutions
 - 3.4 their financing and management
 - 3.5 responsibilities of other institutions including universities
 - 3.6 specific cases of the private system (or systems)
4. The initial and continuing training of teachers
 - 4.1 training structure
 - 4.2 criteria for admission to initial training courses; implications, if any, for women
 - 4.3 duration of initial training according to categories of teachers
 - 4.4 regulation of initial training (compulsory or not ?)
 - 4.5 student teacher enrolment over the past 5 years. Number of teachers certified to enter the profession over the same period. Break down by gender in both cases
5. The content of initial and continuing teacher education programmes
 - 5.1 syllabuses
 - 5.2 content ratio between (i) professional subjects and general education subjects; (ii) theory and practice in professional studies
 - 5.3 new curriculum areas
 - 5.4 research and experimentation in education
 - 5.5 examination and assessment systems

6. Special cases wherein various specialists participate in the initial and continuing education of teacher educators

PART TWO - UNQUALIFIED OR UNDER-QUALIFIED TEACHERS

1. Criteria for assessing qualification
2. The shortage of qualified teachers. Reasons for this shortage
3. The percentage of unqualified and under-qualified teachers among the overall teaching population. Proportion of women teachers in this category
4. Distribution within the school system (levels and subject areas)
5. Provisions for their up-grading
 - 5.1 continuing education organizational aspects, training methods and syllabuses, including distance education
 - 5.2 participation by various categories of educational staff in the continuing education and training
 - 5.3 consequences and implications of in-service training

PART THREE - TRAINING OF TEACHER EDUCATORS

(This section will also cover aspects of the training of school principals, directors of teacher-training institutions, and inspectors/supervisors)

1. The profile of a teacher educator
2. Gender role and balance in relation to teacher educators. Breakdown by levels of responsibilities
3. Institutions providing specialized training (if any)
4. The training structure
5. Training objectives and syllabuses
6. The level of initial preparation for the teacher educator; implications for women
7. The experience required (classroom, school/institution, organization and management)
8. The recruitment and selection of teacher educators; implications for women
9. The role of research
10. The status of teacher educators as a determining factor in their effective participation in the initial and in-service training of teachers

PART FOUR - GENERAL REMARKS

1. This section is designed to provide a comprehensive survey of the information gathered, including:
 - (a) the main points of a diagnosis of the present situation with respect to the three main topics discussed in the study:
 - (i) the lack of qualified teachers and the resort to non-qualified staff;
 - (ii) the training of teacher educators;
 - (iii) the continuing education of teachers;
 - (b) a brief description of possible measures to improve the situation observed, if it is unsatisfactory.
2. It would also be useful to state whether:
 - (a) such a study would be helpful in allowing the authorities concerned to understand better teacher training needs and to devise measures aimed at improving the status of teachers;
 - (b) if this study has deepened understanding of the 1966 Recommendation, with particular emphasis on the scope and procedures for implementing provisions relating to the initial and in-service training of teachers (Chapters IV and V);
 - (c) there are other specific areas of the Recommendation that would usefully be studied in depth;
 - (d) the provisions relating to Chapters I, II, III, IV, V and VI of the 1966 Recommendation are still valid. If they are not, determine which ones require updating, in the light of changes observed in education since 1966 and their impact on the new roles and responsibilities society has placed on teachers.
3. Input is sought only on those provisions of the Recommendation falling within the competence of UNESCO
4. Other observations (to be specified)

DRAFT OUTLINES ON STUDIES TO BE CARRIED OUT BY THE ILO AS REQUESTED BY THE JOINT COMMITTEE

A. Study on participation, consultation and negotiation

1. The outline covering the points related to participation, consultation and negotiation of teachers envisaged by the 1966 Recommendation, as modified by the Joint Committee, is set out below.
2. The framework for carrying out the project should consist of a series of case studies on countries selected for their representative character, undertaken by external collaborators with involvement by members of the Joint Committee as an advisory reference sub-committee.

Outline of the study on participation, consultation and collective bargaining in the teaching profession

I. Introduction

- A. Statement of the problem: opening remarks on the importance of the issue to teachers and education
- B. Review of international standards: brief reference to the principal international instruments forming the background to the study: the 1966 Recommendation; ILO Conventions and Recommendations on Freedom of Association and Collective Bargaining; relevant UNESCO Conventions and United Nations Covenants or Declarations
- C. Review of the policy-making processes and practical impact of recent policies of international financial institutions (IMF, World Bank, etc.) and bilateral donors concerning structural and sectoral adjustments affecting the status of teachers and the extent to which these have involved appropriate prior consultation

II. Freedom of Association for Teachers

- A. Recognition of the rights of teachers to form and join independent trade unions or professional organisations
 1. Teachers with civil service status
 2. Public service teachers without civil service status
 3. Teachers in private or non-governmental education
- B. Restrictions or prohibition of trade union rights of teachers
 1. Teachers with civil service status

- 3. Teachers in private or non-governmental education
- C. Protection against acts of anti-union discrimination or acts of interference

III. Participation in the formulation of educational policies and plans

- A. Consultation: review of the extent to which teachers as individuals or as trade unionists are consulted in determining educational objectives and plans and at what levels national, regional or local
- B. Subjects which are the object of such consultations:
 - 1. Preparation for the profession
 - 2. Recruitment and probationary criteria
 - 3. In-service training
 - 4. Curriculum development and classroom methodology
 - 5. Teacher appraisal and career development policies
- C. The impact of educational reform on consultation

IV. Consultation and negotiation of terms and conditions of employment

- A. Informal consultation: review of the means and effectiveness by which teachers' organisations influence decisions concerning their employment and working conditions in the absence of institutionalised mechanisms
- B. Formal consultative processes: analysis of the various forms and especially their effectiveness and limitations
 - 1. Government-appointed commissions, policy councils and pay review boards
 - 2. Joint councils or commissions
- C. Collective bargaining: review of the processes and structures by which teachers exercise collective bargaining rights
 - 1. De facto bargaining under consultative arrangements
 - 2. Legally recognised bargaining: processes (structures) and agreements
 - 3. Centralisation vs. decentralisation of collective bargaining
 - 4. Issues subject to bargaining: current status and prospects
 - (a) Tenure and security of employment
 - (b) Determination of salaries and other benefits
 - (c) Determination of hours of work and leave provisions

5. Private sector procedures: brief review of differences where they exist

D. Co-determination

V. The settlement of labour disputes

- A. Dispute settlement mechanisms: review of the various processes and structures operating in different countries and their effectiveness

1. Rights and interests disputes
2. Procedures: mediation, conciliation, fact-finding and voluntary or mandatory arbitration
3. Competent bodies responsible for dispute settlement procedures

B. Industrial action

1. The extent of industrial action
2. Respect for the right to strike: extent in various countries and restrictions on the exercise of the right
3. Cases where education is defined as an essential service

VI. Educational restructuring

Processes of negotiation and consultation in relation to:

- A. The incidence and impact of decentralisation and other forms of restructuring (including community control of school and school-based decision-making), and privatisation of educational management on consultation and negotiation processes
- B. The incidence and impact of decentralised financing, privatisation and budgetary restrictions (stemming from fiscal austerity and structural adjustment) on consultation and negotiation processes
- C. The incidence and impact of the evolution and implementation of changing educational policies and priorities

VII. Conclusions

Recent trends in the negotiation and exercise of trade union rights and causes of these trends

B. Study on Stress, burn-out, turnover of teachers and difficulty of exercising the profession

1. The outline on the subject of stress, burn-out and turnover of teachers set out below would form the basis of a more comprehensive research project to be prepared following completion of a preliminary survey of certain aspects as set out in the body of the Joint Committee's report.
2. The specific methodology of the more systematic study, including qualitative and quantitative aspects of the problem, would also be decided at that time.

Outline on stress, burn-out, turnover of teachers and difficulty of exercising the profession

I. Introduction

- A. Statement of the problem: introductory remarks on the extent of stress and its impact on teachers and the educational system
- B. Background to recent international (national) research on stress and programmes to cope with its impact

II. Identifiable causes of stress among teachers

A. The organisation of work:

1. Working time arrangement versus the demands made on teachers by the occupation, the community and the family.
2. The intensity and isolation of classroom teaching: the continuing importance of one teacher/one class as a basis for teaching/learning in schools:
 - (a) Teachers in urban schools.
 - (b) Teachers in multi-grade rural schools.
3. Class size: adding to the hours of work or intensity
 - (a) Developed, high-income countries: the effect of multi-ethnic and/or multi-ability classes, including integrated classes of disabled pupils (where applicable);
 - (b) Developing, low-income countries: the effect of increasing class sizes in absolute terms (where applicable).
4. Additional factors of teachers' workload: pressures of examination/evaluation of pupils.
5. New teaching responsibilities: the failure to provide adequate training as a causal factor.
 - (a) Changes in curricula and methodology, including new

information technology requirements;

(b) New teacher qualifications, testing and appraisal.

B. The social environment of the school:

1. Relations with pupils: changes in student behaviour and approaches to learning:
 - (a) New demands on teachers' time: counselling and dealing with new social problems;
 - (b) The actual and potential threat of violence.
2. Decision-making latitude and degree of autonomy: restrictions imposed by legislative or administrative decision.
3. Relations with school management: principals and the inspectorate.
4. Relations with parents.
5. Relations with political/employing authorities:
 - (a) Pressures on teachers to meet new societal expectations;
 - (b) Personal insecurity in environments of internal civil strife or political intolerance: teachers as targets of detention or violence.

C. Social support in the school and the community.

D. Social status and recognition of the occupation, including level of remuneration.

III. The symptoms and effects of stress

A. The impact on the teacher: physical and psychological

1. Physical ailments: fatigue, cardio-vascular, gastro-intestinal, respiratory ailments, etc.
2. Psychological ailments: mental fatigue, emotional distress, psychosomatic disorders.

B. The impact on the teaching/learning environment: practical effects on pupils and schools.

1. Lowered teaching and related work performance: the effect on quality;
2. Absenteeism and postponement of duties: the chain reaction throughout the school.
3. Increased workplace tensions/conflicts and lowered motivation/morale.
4. Departures of teachers from the profession.

- (a) The economic costs to educational systems;
- (b) The loss of qualified teachers.

IV. Stress prevention and control programmes

A. Preparation and training programmes:

- 1. Initial preparation and induction programmes: preparing for the challenges of teaching;
- 2. Improving access and incentives for in-service training to meet new teaching responsibilities and enhance career satisfaction;

B. Measures to eliminate or reduce stress through improving the organisation of schools and teaching, including consideration of:

- 1. Reorganisation of classrooms and teaching time: team-teaching and group learning techniques;
- 2. The impact of educational technology;
- 3. Flexible work schedules: part-time teaching and job-sharing;
- 4. Reduced class sizes, particularly with regard to multi-grade, multi-ethnic or mixed ability classes.

C. Improving the internal management and decision-making structures:

- 1. Increasing participation;
 - (a) Greater consultative processes between teachers, teachers' organisations and management (principals and inspectorate/supervisors);
 - (b) New forms of managing schools: establishing school-based decision making.
- 2. Management training programmes: teaching principals and supervisors how to provide a supportive learning environment.
- 3. Improving interpersonal relations between teachers and students.
 - (a) Enhancing information and communication channels;
 - (b) Developing socialisation programmes to reduce tensions.
- 4. Developing or improving communication channels with parents' associations

D. Reducing environmental stress factors: noise, poor lighting, ventilation, overcrowded classes, furniture and equipment (to be ergonomically designed), etc.

E. Developing "coping" programmes for teachers and principals:

1. Health support training programmes for teachers and head teachers.
2. Counselling.
3. Time management and "training to cope" programmes.

V. Evaluating the success or failure of anti-stress programmes

A. Measuring the impact:

1. Increased teacher job satisfaction.
2. Teachers' performance: qualitative and quantitative improvements.
3. Impact on teachers' health: reduced physical and psychological disorders.
4. Changes in rates of teachers' dropout/leaving.

B. Assessing the economic costs of programmes compared to the results.

VI. Conclusions and recommendations

**AGENDA OF THE SIXTH ORDINARY SESSION
OF THE JOINT COMMITTEE (1994)**

1. Review of the ILO and UNESCO joint or separate activities to promote the application of the 1966 Recommendation concerning the Status of Teachers.
2. Progress reports on the in-depth studies by the ILO and UNESCO.
3. Identification of priority areas for future studies.
4. Review of the activities which marked the commemoration of the 25th anniversary of the Recommendation.
5. Consideration of recent trends and contemporary issues affecting education and teachers and their implications concerning the Recommendation.
6. Assessment of the revised working methods adopted by the Joint Committee.
7. Assessment of the effectiveness of new procedures used to monitor the application of the Recommendation.
8. Questionnaire or other methodology to monitor the application of the Recommendation for the next term (1995-2000).
9. Other matters.
