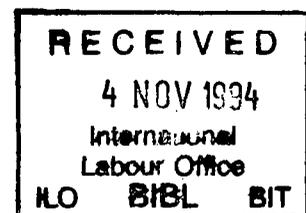


International Labour Organization
United Nations Educational, Scientific and Cultural Organization

**Joint ILO-UNESCO Committee
of Experts on the Application
of the Recommendation concerning
the Status of Teachers**

Sixth ordinary Session, Geneva, 12-20 July 1994



Report



40133

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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 Sixth Ordinary Session in Geneva, at the International Labour Office (ILO) headquarters, from 12 to 20 July 1994.

2. The agenda of the Joint Committee covered the following items:

- (a) Review of the ILO and UNESCO joint or separate activities to promote the application of the 1966 Recommendation concerning the Status of Teachers.
- (b) Progress reports on the in-depth studies by the ILO and UNESCO.
- (c) Identification of priority areas for future studies.
- (d) Review of the activities which marked the commemoration of the 25th anniversary of the Recommendation.
- (e) Consideration of recent trends and contemporary issues affecting education and teachers and their implications concerning the Recommendation.
- (f) Assessment of the revised working methods adopted by the Joint Committee, including the use of additional sources of information and measures to deal with allegations submitted by teachers' organizations.
- (g) Assessment of the effectiveness of new procedures used to monitor the application of the Recommendation.
- (h) Questionnaire or other methodology to monitor the application of the Recommendation for the next term (1995-2000).
- (i) Other matters.

3. The present members of the Joint Committee, designated by the Governing Body of the ILO and by UNESCO, with a term of office extending to 31 December 1994, are as follows:

Members appointed by the Governing Body of the ILO

Prof. (Ms.) Anita Ghulam ALI (Pakistan)	Managing Director, Sind Government Education Foundation;
Dr. (Ms.) Eddah W. GACHUKIA (Kenya)	Executive Director, Forum for African Women Educationalists, and former Chairperson, African Women Development and Communication Network;
Dr. (Ms.) Maria Antonia GALLART (Argentina)	Professor, Latin American Faculty of Social Sciences (FLACSO), and advisor of the National Council of Technical Education;
The Hon. Mr. Justice L. Trevor OLSSON (Australia)	Puisne Judge, Supreme Court of South Australia, and former president of the Industrial Court of South Australia;

-
- Prof. (Ms.) Anne-Lise HÖSTMARK TARROU (Norway) Director, National College of Education for Vocational and Technical Teachers, President of the Board, National Institute for Distance Education and President, Association for Teacher Education in Europe (ATEE);
- Dr. Mark THOMPSON (Canada) Professor of Industrial Relations, University of British Columbia, and member of the Board of Governors, Workers' Compensation Board of British Columbia.

Members appointed by UNESCO

- Prof. (Ms.) Marie ELIOU (Greece) Professor of Educational Science, University of Athens, and Acting President, Pedagogical Institute of Greece;
- Ms. Zahia FARSI (Algeria) Coordinator for Education, Embassy of Algeria, Paris, former Director of Basic and Secondary Education Programmes, Ministry of National Education and Inspector General for Mathematics;
- Prof. Séga Seck FALL (Senegal) Professor of Physical Science and Director of the Graduate Institute for Teachers' Training, University of Cheikh Anta Diop of Dakar, and Chairperson of the Committee on Teachers' Questions, National Commission on the Reform of Education and Training;
- Mr. Moriyuki KATO (Japan) Director-General, Japan Arts Council, and former Director-General, Mutual Aid Association of Public School Teachers;
- Dr. Earle H. NEWTON (Barbados) Professor of Education and Director, In-Service Education Programme, and former Dean, Faculty of Education, University of the West Indies, Cave Hill, and Chairperson, Caribbean Association for Educational Administration;

Dr. Gennady RYABOV (Russian Federation)

Professor of Linguistics, and
President, Nizhny Novgorod
Linguistic University, and member,
Association of Teacher-Training
Institutions of Russia.

4. The Committee designated the following officers:

Chairperson: Mr. Séga Seck FALL
Vice-Chairperson: Ms. Anita Ghulam ALI
Rapporteurs: Dr. Earle H. NEWTON
Justice L. Trevor OLSSON
Dr. Mark THOMPSON

5. Representing the Director-General of the ILO, the Director of the Sectoral Activities Department, Mr. Edouard Dembélé and on behalf of the Director-General of UNESCO, Assistant Director-General for Education, Mr. Colin Power, welcomed the members of the Committee. The Director of the International Bureau of Education (UNESCO), Mr. Juan-Carlos Tedesco, and the Director of the UNESCO Liaison Office with the United Nations in Geneva, Mr. Piarealal L. Malhotra, were also present for the first part of the Session. The secretariat of the meeting was composed of, for the ILO: Ms. Hedva Sarfati, Chief of the Salaried Employees and Professional Workers Branch, Mr. Kahuit Takizala, Ms. Susanne Bauer, and Mr. Bill Ratteree of the same Branch, Mr. Coen Damen of the Workers' Activities Department, Mr. Patrick Carrière of the Freedom of Association Branch, Mr. Loic Picard of the Application of Standards Branch, Ms. Anne Trebilcock of the Office of the Legal Adviser, Mr. Vittorio Di Martino of the Conditions of Work and Welfare Facilities Branch, and Mr. Evind Hoffmann of the Bureau of Statistics; and for UNESCO: Ms. Rita Lakin, Division of Higher Education and Research and Ms. Evelyn N'Thépé of the same division, and Mr. Daniel De San, Office of International Standards and Legal Affairs.

6. The Joint Committee paid tribute to the memory of Professor Evgeni G. Sapogov, Rector of the Tula Institute of Education and member of the Joint Committee since 1985, who passed away recently. It observed a minute of silence and expressed its condolences to the Government of the Russian Federation, and, through it, to the family of Professor Sapogov.

7. At the same time, the Joint Committee noted with appreciation the appointment by UNESCO of Professor Ryabov, Ms. Farsi and Mr. Kato in replacement of Professor Sapogov, Ms. Hammoutène and Mr. Nakajima respectively, and the appointment by the ILO of Ms. Gallart in replacement of Mr. Renato Souza.

8. The Director of the Sectoral Activities Department, Mr. Edouard Dembélé, stressed the importance of the Joint Committee's work accomplished since its First Session in 1968, especially with regard to the promotion of the status of teaching personnel as laid down in the 1966 Recommendation, and also in fulfilling its mandate to monitor the full application of the Recommendation in the member States of the two organizations. This work was crucial and valid in a context of rapid global change in which education had to play a major role. Given the budgetary constraints at both national and international levels, while at the same time many countries and international organizations recognized the need to improve teachers' status, a joint reflection on working methods and content of the Joint Committee's work was judged to be a most timely and constructive effort in channelling the available resources effectively and to the satisfaction of all parties concerned.

9. Mr. Colin N. Power, Assistant Director-General for Education of UNESCO, in his opening address on behalf of the Director-General of UNESCO, noted that the current focus is on human development in terms of individual and national development within the context

of sustainable human development and the culture of peace. He also emphasized that quality of teaching was of crucial importance to advancing the quality of education. Thus teachers needed to be equipped with new competencies and skills. Their level of qualifications, as well as the working conditions of teachers in most of the developing countries, had to be enhanced. UNESCO and ILO studies show that structural adjustment programmes have had detrimental effects on education, especially in poor countries. In some countries, higher education has suffered because of such policies and this has had repercussions on teacher training, as well as on basic education. Mr. Power stated that teachers were in the forefront of UNESCO's actions, that teachers must have a central focus in educational reforms and that teachers and other social partners should be more involved and consulted in reforms that have implications on schooling, the status of teachers, and on the advancement of society. He stressed the importance of the Recommendation to the teaching profession and indicated continuing support of UNESCO for the work of the Joint Committee. Mr. Power reminded the Joint Committee that its next ordinary session, in principle, would be in the year 2000. Therefore, this session could help point the way to teachers entering the twenty-first century.

10. In accordance with its revised mandate to report on the application of the ILO/UNESCO Recommendation, the Joint Committee based its work and conclusions on several sources. These included reports of activities of the ILO and UNESCO designed to promote greater knowledge and application of the Recommendation, studies and reports prepared at the Joint Committee's initiative by the two organizations on specific items of the Recommendation, information supplied by national and international teachers' organizations and other reports on education and teachers in the public domain. It also drew on the extensive national and regional experience of its members, who are specialists in the principal themes covered by the Recommendation.

11. Among its principal sources, the Joint Committee reviewed various studies carried out since 1991 by UNESCO and a synoptic study on initial and continuing education of teachers covering 16 member States. It also examined summaries of case-studies by the ILO and a comparative analysis of participation, consultation and collective bargaining in the teaching profession covering eight member States as well as an international survey of stress, burn-out, turnover of teachers and difficulty of exercising the profession, and a related case-study on the impact of decentralization on teacher job satisfaction and stress. This report focused on the essential highlights emerging from those reviews, and would not go into much of the detail contained in the relevant sources of information.

12. In light of the great importance and continuing relevance of the Recommendation, the Joint Committee evaluated its revised working methods adopted at the Fifth Session in 1988, their usefulness and comparative advantages, and their problems or weaknesses, as compared to its previous, largely questionnaire, methodology. The new methodology generated more focused and useful information in relation to the subjects studied than would have been feasible with the former questionnaire methodology.

13. The Joint Committee strongly endorsed this new approach. While more limited in its geographical coverage, it provided a better basis upon which to assess the application of the Recommendation. Critical problems and general trends, similar across the range of countries for which information was available, clearly emerged. Moreover, since the Special Session in 1991, members of the Joint Committee had actively contributed to several studies and participated in international meetings on teachers, a positive application of the Experts' respective qualifications and experience.

14. Nevertheless, the Joint Committee considered that the initial work needed to be strengthened. The issues, as well as the process, were complex, with the validity of the results for governments, teachers' organizations and international institutions concerned with education depending on solid methodology and verifiable data. Furthermore, careful attention should be

paid to the application of the results in two important respects. First, the research results should be widely disseminated, so that they may be used for further research, and form the basis for work providing some comparative analysis on selected themes. Secondly, the Joint Committee recommended that the ILO and UNESCO rely upon such studies in their operational activities, encourage other international organizations to do likewise, and also encourage member States to have regard to them in the formulation of educational policy and reform.

15. The Joint Committee concluded that a methodology combining case-studies, comparative analysis, and specifically directed statistical surveys and questionnaires was necessary for ensuring balanced information on the complex issues involved in view of the application of the Recommendation's provisions in member States.

16. Within budgetary limitations of the two organizations, collaboration with members of the Joint Committee should be expanded to their participation in future research, promotional and advisory activities of the ILO and UNESCO, related to the Joint Committee's mandate. Between its formal sessions, the Joint Committee intends to rely more on working groups focused on specific issues to fully exploit the knowledge and access to information of its members.

17. The Joint Committee paid tribute to the impressive range of activities undertaken by the ILO and UNESCO since its last session to promote knowledge and application of the Recommendation's provisions. Despite these efforts, it observed that the Recommendation was still not sufficiently known among many of those interested in education, and therefore new initiatives were required to remedy this situation. Additional means of promoting knowledge and application of the instrument were suggested, and are discussed later in this report.

18. The Joint Committee especially welcomed UNESCO's initiative to launch International Teachers' Day on 5 October, and urged joint ILO/UNESCO action to utilize fully this occasion to promote the principles of the Recommendation.

19. Of great importance was the constant requirement to emphasize the need, and reinforce the capacity, for more effective involvement of national and international teachers' organizations in the planning and implementation of profound structural and other changes in educational policy and system delivery. This was important notwithstanding the apparent unwillingness, or the difficulties, of some governments to enter into such cooperative endeavours. Respective ILO and UNESCO programmes should emphasize this point, given the need to ensure a consciousness of emerging practical issues affecting certain countries, including, for example, the situation of teachers and trainers in the non-formal sector, especially in rural areas.

Assessment of the revised working methods adopted by the Joint Committee

20. The restated mandate of the Joint Committee¹ contemplates three interrelated tasks, namely:

- (a) to examine reports from governments, national organizations of teachers and their employers, international non-governmental organizations and studies and reports of the ILO and UNESCO concerning the promotion of the Recommendation and the application of its provisions;
- (b) to report to the competent bodies of the ILO and UNESCO on the application of the Recommendation on the basis of those materials; and

¹ CEART/SP/1991/12.

(c) to recommend to these bodies initiatives to promote a better understanding and implementation of the Recommendation.

21. Since its last session the Joint Committee had not received reports from any source concerning the application of the Recommendation taken as a whole. However, a most valuable submission was received from Education International raising a series of issues, many of which reinforced conclusions expressed in this report. These touched on aspects such as problems of freedom of association, effects of decentralization, privatization, the impact of policy decisions made by international financial institutions, effects of structural adjustment, teacher education and the implications of political changes in society.

22. Elsewhere in this report, separate detailed reference is made to a series of case-studies carried out by UNESCO and the ILO. These focused on initial and continuing education of teachers, participation, consultation and collective bargaining in the teaching profession and occupational stress and burn-out of teachers. In addition, a significant number of activities was conducted by UNESCO and by the ILO, some of which were of a joint nature. These included:

- four ILO/UNESCO subregional seminars or workshops;
- promotional activities such as celebration of the 25th anniversary of the adoption of the Recommendation and publication of monographs concerning the topics discussed at the World Conference on Education for All (*Education for all: The requirements, 1993*), at the ILO's Second Joint Meeting on Conditions of Work of Teachers (*Teachers: Challenges for the 1990s*, ILO, 1991), and in the *World Education Report* (UNESCO, 1991).

23. Since the last session of the Joint Committee individual Committee members have worked with the secretariats of UNESCO and the ILO in developing workshops, seminars, studies and in receiving allegations in relation to the Recommendation. In addition, for example, Committee members assisted UNESCO in a colloquium that promoted the establishment of a UNESCO Chair at the University of Dakar, Senegal, to promote the status of teachers in the region. One member of the Committee participated in a regional meeting in Canada of the UNESCO Commission on Education for the Twenty-First Century to encourage discussion of the Recommendation.

24. Allegations received concerning alleged failures to observe the norms expressed in the provisions of the Recommendation constitute an important source of information and means of gauging the extent of the promotion of the Recommendation's provisions and of their application.

25. Since its last session, the Joint Committee had received 18 allegations — a very considerable increase in contrast with any earlier reporting period. Of these, five were deemed properly receivable, four were referred for consideration by other, more appropriate, supervisory mechanisms of the ILO or UNESCO, and nine were deemed irreceivable either because they had not been submitted by teachers' organizations, or did not relate to provisions of the Recommendation.

26. It should be stressed that, in the instances in which an allegation was deemed irreceivable by the Joint Committee, the secretariat informed the party presenting it of that situation, the reasons for it and, where appropriate, advised the party of what steps might be taken to render it receivable. In the most commonly occurring situation, an individual complainant was advised to have the matter of the complaint resubmitted through an organization of teachers. The Joint Committee recommended that the ILO and UNESCO develop simple guidelines on the procedures and distribute them.

27. The increased number of allegations which were received indicated to the Joint Committee that the provisions of the Recommendation were gradually becoming better known and also provided valuable insight to the challenges and hazards currently faced by teachers in

rapidly changing political, economic and social contexts. They served, in quite stark terms, to underline what had earlier been said by the Joint Committee — that the status of teachers depended on the status of education and vice versa.

28. The five receivable allegations related to issues which arose in Albania, Colombia, Ethiopia, Panama and Portugal. These were each carefully examined by the Joint Committee. Full, separate reports related to these allegations are set out in Annex 1 to this report, together with specific recommendations to the competent bodies of the ILO and UNESCO in respect of them.

29. In considering the allegations received, the Joint Committee noted that, under its present mandate and working methods, there could be an inordinate delay between the time an allegation is received and its ultimate examination.

30. The Joint Committee therefore decided to adopt working methods within its mandate to minimize this problem and to render the allegation procedure more effective. It agreed upon the following improvements in the implementation of its working methods:

- (a) there should be a working party of three members of the Joint Committee to assist the secretariat between sessions;
- (b) upon receipt of an allegation deemed to be within the competence of the Joint Committee, copies of it (translated into a working language of the Joint Committee where necessary) should at once be sent to the members of the working party for written comments, to be received within a specified time, as to whether additional information was deemed necessary;
- (c) where appropriate, the organization making the allegation should then be requested by the secretariat to supply such additional information within a specified time;
- (d) upon receipt of any such information or upon expiry of the time so specified, the allegation (with the supplementary information) should be referred to the relevant government for response within three months. The transmitting letter should contain a statement to the effect that, even if a response had not been received within such time, the Joint Committee would proceed to examine and report on the allegation based on the information it had received. It would be important to ensure proof of delivery of the letter to the government;
- (e) when a government response had been received or the time specified for response had expired, a member of the working party should be requested to draft a proposed report and send it to the secretariat to be put into final form. The final draft of the proposed report should then be sent to the other members of the working party for approval before being submitted for examination by the Committee as a whole.

31. Whilst it was true that, in accordance with approved procedures, a proposed report could only be examined at its next scheduled session, nevertheless, the Joint Committee believed that the implementation of the above working methods would serve to focus early detailed attention on specific problems and should improve the potential for their timely resolution.

Recent trends and contemporary issues affecting education and the status of teachers

32. The Joint Committee considered a report prepared by UNESCO on recent trends and contemporary issues affecting education and the status of teachers in relation to the 1966 Recommendation, together with a supplementary document prepared by the ILO.

33. The first major theme discussed was the importance of demographic trends to education. Rapid population growth in some regions of the world had created ever-increasing

pressures on governments to increase the number of teachers and schools, even in the face of stable or declining revenues. On the other hand, migration of educated professionals from the developing regions to developed countries had deprived those parts of the world most in need of such persons. Several political and economic trends were identified as especially important to the teaching profession. The collapse of centrally planned economies had provoked the reorganization of education in the countries concerned. Teachers of some subjects had become redundant. The identity of the employer had changed, and arrangements for the financing of education were not yet settled. In many countries, education was being decentralized. There had been changes in the status of teachers. In some instances, wages and conditions of work had deteriorated and established patterns of consultation and bargaining had been disrupted. An extension of this trend was the privatization of education in countries where governments sought to reduce public expenditures on education. Privatization sometimes had affected the status of education and teachers adversely. The growth of regional institutions, including trading blocs, lending agencies and the like constituted a development that was starting to affect teachers in all parts of the world.

34. Socio-cultural trends were highly significant to education. There were still millions of children in the world who lacked access to any schooling. Even highly developed countries had pockets of poverty in which children were unable to obtain the level of education necessary to make them productive citizens of their countries. Millions of children with various learning difficulties required special attention by teachers and school systems. Government funds that could have been devoted to education had been diverted to the production of weapons and the conduct of war.

35. Advances in science and technology had become more important in education and had created new demands on teachers. The rapid expansion of scientific knowledge increased pressures on developing nations to stay abreast of current trends. The development of communications technology continued to bring peoples closer together and offered new opportunities for expanding the scope of education. At the same time, new technology permitted education to be delivered on a more individual basis to children, a development with profound implications for teachers.

36. Major educational trends and issues were identified. The first of these was illiteracy. One-third of the world's adults lacked access to printed knowledge. Two-thirds of these individuals were females. The international community had affirmed its commitment to extend the right of basic education to all children. The size of the world's needs for education had stimulated the growth of education outside of the government sector. Private and voluntary organizations had appeared to fill these needs, often without assurances that the quality of education was adequate. At the same time, governments of those countries where these approaches to education were found had outlined a framework for ensuring that they contributed to children's needs.

37. "Third channel" technology for education, i.e. video cassettes, computers, compact discs, and the like had grown rapidly. These media presented many opportunities to extend the training of teachers and other groups. Because much of the technology and software for these media had been produced in the developed world, they needed to be adapted to the needs of developing countries. There was a requirement for better quality control of such materials in all countries.

38. An overwhelming issue in many regions was the simple lack of resources to provide adequate education for all children. The growth of scientific knowledge, changes in the technology appropriate for education and changes in the structures of educational systems in countries in transition all presented major challenges to governments and teachers alike.

39. Teaching in most regions was a predominantly female profession, especially in the developed world. The situation varied among developing nations, but seldom were fewer than

one-half of teachers women. There were, however, substantial differences in the distribution of men and women according to the level of education and the subject taught. Even in a profession where they were a majority, women had not attained equality with men in terms of career progression. This situation reflected the inferior position of women and girls in education in many societies. Teachers were in a position to take the lead in expanding the participation of women and girls in education, especially by encouraging them to enter non-traditional fields.

40. Problems in the initial and continuing education of teachers were identified. Many teacher training institutions were saddled with outdated curricula and lacked contacts with the classroom. In some countries teachers without adequate credentials were being recruited, in the hope that "rapid training courses" would be sufficient to compensate for their lack of training. The need for improvements in the training and continuing education of teachers remained great.

41. Reductions in investments and operating expenses in education had left many school systems without necessary funds to carry out their responsibilities. As a result, some schools and teachers were ill-prepared to carry out the tasks of educating children for tomorrow's society. In turn, communities were losing faith in their schools, and teachers' motivation had declined. This dangerous trend could lead to more serious consequences unless redressed by the commitment and political will of all parties concerned.

42. Teachers formed one of the largest groups of the world's professional workers, numbering approximately 47 million persons. Their remuneration constituted between 50 and 80 per cent of educational expenditures in almost all countries. Increasingly, societies were concerned about the quality of education and the teachers who provided it. Societies at different levels of development had distinct concerns, but there were points of convergence.

43. If teachers were to carry out their varied tasks, they must first receive appropriate initial training. The level of training would vary with the stage of a society's economic and social development. Moreover, opportunities for continuing training and procedures for career development were necessary for teachers in all countries.

44. A second factor of concern to teachers in all countries was the expectation that they would receive adequate salaries and other material benefits. In most countries, teachers' salaries had not kept pace with other professions since the beginning of the 1980s. In some low-income countries, there had been dramatic declines in teachers' salaries, often as a result of structural adjustment policies. In these circumstances, teachers were forced to engage in other employment to supplement their incomes, including providing private lessons for children from affluent families.

45. The conditions for teaching and learning, e.g. class size, the range of students' abilities and the availability of adequate teaching materials, were a concern for all teachers. Class size in some low-income countries had already become intolerable, and the situation was deteriorating. In general, the working conditions of teachers appeared to be growing worse.

46. A common issue for the teaching profession the world over was the ability to participate in educational decision-making through consultation and collective bargaining. The decentralization of education systems in many countries had undermined the role of teachers in decisions that affected them and their students. When educational reforms had been undertaken without the participation of teachers, confrontation and opposition were common consequences. When these reforms took place with the full participation of teachers, the rate of success was much greater.

Continued appropriateness of the Recommendation

47. The report on recent trends and contemporary issues also called to the attention of the Joint Committee the request of the UNESCO Executive Board (140 EX/Decision 5.2.3) and the

General Conference (27 C/Resolution 1.16) that the Joint Committee consider the need to update the Recommendation and improve its dissemination.

48. After considering possible revision of the Recommendation at length, the Joint Committee reached the following conclusions:

- (a) The trends in the reports presented to it convinced the Joint Committee that, although some parts of the Recommendation were not as pertinent in expression as they were in 1966, its basic principles remain valid and highly important to the teaching profession. It therefore reaffirmed the view, expressed in 1985, that no revision of the Recommendation should be undertaken at this time.
- (b) Consequently, the limited resources available to the ILO and UNESCO for this Recommendation should be devoted to improving both the dissemination of information about the Recommendation and its implementation.
- (c) UNESCO and the ILO were urged to revise the booklet "The Status of Teachers" (1984) to make it more relevant to current conditions under which teachers work in recognition of recent trends and developments having implications for the interpretation of the Recommendation's provisions. A note should be included explaining the presence of gender-insensitive expressions used in the instrument. In addition, the two organizations should consider producing a small brochure in several languages with a brief explanation of the Recommendation and promoting knowledge of it. Use of the mass media (newspaper, radio, television) and audiovisual materials on the contents and implications of the Recommendation should also be stressed. Many of these aspects are mentioned in Annex 2 to this report.

49. Furthermore, the Joint Committee expressed its enthusiastic support for UNESCO's initiative to launch International Teachers' Day on 5 October 1994, the anniversary of the date on which the Recommendation was adopted. It urged that all possible action be taken to expand knowledge of the Recommendation and to stimulate awareness of the importance of teachers in society through this means. Each country could be invited to organize events to highlight the occasion on an annual basis. Members of the Joint Committee could use appropriate means to promote International Teachers' Day in their own countries. Other measures could include:

- (a) national events involving all social partners concerned; and
- (b) press conferences on the Recommendation.

The Joint Committee decided to address a message concerning International Teachers' Day to the Directors-General of UNESCO and of the ILO, as set out in Annex 3 to this report.

50. The Joint Committee welcomed the decision of the Council of the International Bureau of Education (IBE) to focus the 45th Session of the International Conference on Education (ICE) on the role of the teacher. It recommended to the competent bodies of UNESCO that, in consultation with the ILO, they encourage member States participating in the ICE to promote and support attendance of members of the Joint Committee of the Conference. This would permit those members to contribute to the ICE's deliberations in their individual capacities, given their expertise. It is further suggested that the IBE be asked to organize a round table on selected provisions of the Recommendation relating to the key areas of initial and continuing education of teachers and participation and consultation in educational decision-making, to enhance the status of education.

51. The Joint Committee further recommended that the ILO and UNESCO prepare:

- a message to the Conference identifying priority areas for consideration by the delegates; a proposed text of such a message is submitted with this report as Annex 4 for consideration;

-
- with the cooperation of the international and regional teachers' organizations an audiovisual documentary, highlighting the contents and the implications of the Recommendation.

Activities which marked the commemoration of the 25th anniversary of the Recommendation

52. The Joint Committee had before it a detailed review of the activities which marked the 25th anniversary of the adoption in 1966 of the Recommendation concerning the status of teachers.

53. It congratulated UNESCO and the ILO on the manner in which that important event had been recognized and expressed particular satisfaction concerning the joint programme hosted by UNESCO in Paris between 21 and 25 October 1991.

54. The Joint Committee especially commended the initiative of inviting Mr. William G. Carr, the rapporteur of the 1966 Intergovernmental Conference, to address the special session in plenary of Education Commission II of the 26th Session of the UNESCO General Conference. It was greatly heartened by the respective addresses also given on that occasion by the Director-General of UNESCO, the Deputy Director-General of the ILO and the Minister of State, Minister of National Education of France, and the importance accorded to the Recommendation and the status of teachers evidenced by their presence.

55. In the view of the Joint Committee, continued public recognition and support at the highest levels were essential in order that the principles enshrined in the Recommendation, which were of fundamental importance to the advancement of society, should be properly understood and accepted.

Improved ways and means to monitor and promote the application of the Recommendation

56. The Joint Committee considered and discussed the effectiveness of the new methods of work used by it since its last session. As elsewhere indicated, it was satisfied that they constituted a considerable improvement on the former practice of reports based on questionnaires.

57. However, the Joint Committee remained concerned at the still widespread lack of awareness of the Recommendation and its contents. It considered that much remained to be done to increase such awareness, particularly in view of the many adverse developments affecting education which had recently taken place.

58. The Joint Committee examined a proposed communication strategy, developed with the assistance of an ILO development communications specialist, for proposed action by the ILO, in partnership, where appropriate, with UNESCO. This was reviewed by the Joint Committee in detail. It recommended to the Governing Body of the ILO that a strategy set out in Annex 2 to this report be implemented for the immediate future.

59. The Joint Committee further recommended that UNESCO develop an enhanced communication strategy along similar lines to promote awareness and implementation of the Recommendation.

Initial and continuing education of teachers

60. At its Fifth Ordinary Session, in 1988, the Joint Committee identified several topics on which studies could be carried out. Three subjects were interrelated and of direct concern to UNESCO: shortage of qualified teachers and recourse to unqualified staff; the continuing education of teachers; and the training of teacher educators.

61. The Joint Committee therefore proposed that UNESCO carry out selected case-studies in countries in different regions of the world in order to diagnose the current situation in these three subjects. The studies were to focus on the ways in which the Recommendation was being applied in the countries considered. Various aspects of the situation regarding women teachers, teachers working with minority groups and other groups with special educational needs were also to be examined.

62. In each country considered, the study described the current status of teachers and of teacher training to enable governments to assess such status against the relevant provisions of the Recommendation. More generally, each study was designed to indicate other areas of the Recommendation that could usefully be examined in depth.

63. The sample was made up of 16 national studies.¹ The countries were chosen in such a way as to strike a geographical, socio-cultural and economic balance. In each country, the study was done by institutions or specialists chosen for their high competence and professional experience by the coordinating body identified by UNESCO. Working groups were set up in most instances. International teachers' non-governmental organizations (NGOs) having consultative relations with UNESCO² collaborated by proposing the names of persons who could represent them in national working groups and by providing technical support where necessary. Lastly, it should be noted that a paper setting out various aspects of the application of the Recommendation in 27 African countries, as they related to the current educational situation in Africa was received from the All African Teachers' Organization (AATO); all the studies followed the analytical frame of reference approved by the Joint Committee at its Third Special Session (Paris, 1991), adapted eventually to each individual situation.

64. All 16 case-studies met the objective proposed by the Joint Committee, which was to analyse the current situation at national level in such crucial matters as the organization of the initial and continuing education of teachers, the under-qualification of certain teachers and diverse questions concerning teacher educators. The conclusion of each study contained a synopsis of the information given, and some remarks, on the following three points:

- (a) the usefulness of such studies for:
 - (i) more detailed identification of national training needs and measures to be taken to improve the status of teachers; and
 - (ii) promoting better knowledge of the Recommendation, particularly the scope of Chapters IV, V and VI, relating to initial and in-service education;
- (b) other areas that could be studied in depth; and
- (c) provisions of the Recommendation that may require new commentary in the light of changes observed in education since 1966.

65. A few trends common to most of the studies could be deduced from the concluding general remarks. In 12 of the 16 countries, recourse to teachers who have had no initial professional training or were inadequately trained was still being practised for diverse reasons — most frequently lack of resources, the low prestige of the profession in comparison with other professional occupations, and the quantitative and qualitative inadequacy of initial or continuing education. In several countries, under-qualification occurred above all, in scientific and technical subjects, special education, physical education and art. Under-qualification was often due to the lack of specific professional training for teacher educators and to the

¹ Algeria, Barbados, Chile, Egypt, Equatorial Guinea, Guinea, Japan, Kenya, Morocco, Nigeria, Norway, Pakistan, Poland, Senegal, Sri Lanka and Yemen.

² Education International, World Confederation of Teachers and World Federation of Teachers' Unions.

inadequacy of continuing education facilities (educators, structures, technological equipment for distance education, syllabi and methods).

66. With regard to teacher educators, most of the studies highlighted the existence of at least two levels of structure in teacher education, i.e. those which were part of (or attached to) universities and those in institutions set up specifically to provide initial (and sometimes continuing) education of teachers. With regard to teacher educators discharging their studies in the educational framework of universities, even in education faculties, it was not self-evident whether they had previously taught or still taught in schools. Similarly, the majority of the studies expressed regret that there were not enough links between training institutions and schools. Several mentioned the lack of experimental schools attached to training institutions or education colleges, and some also referred to existing or desirable links between research and teaching, and between education-science institutions or bodies and schools.

67. More generally, the studies deplored the absence of, or stressed the need for, a coherent national policy on the training of teacher educators and on the initial and continuing education of teachers. They often called for the establishment of a body (an institution or higher council) to be in charge of such coordination — or for that responsibility to be vested in the Ministry of Education. The need for a concerted policy was also considered to be connected to the need to introduce new content and methods. These innovations made it necessary to link research to the initial and continuing education of both teachers and teacher educators.

68. In view of the agreement in the studies on the need for coherence, it was useful to refer to Paragraph 24 of the Recommendation: “Consideration should be given to the desirability of providing for the education of different types of teachers, whether primary, secondary, technical, specialist or vocational teachers, in institutions organically related or geographically adjacent to one another”. This raised a more general question concerning educational planning. The relevant provisions of the Recommendation were to be found in Chapter IV, subparagraphs 10(e), (i) and (j):

- (e) since education is a continuous process, the various branches of the teaching service should be so coordinated as both to improve the quality of education for all pupils and to enhance the status of teachers;
- (i) all educational planning should include at each stage early provision for the training, and the further training, of sufficient numbers of fully competent and qualified teachers of the country concerned ...;
- (j) coordinated systematic and continuing research and action in the field of teacher preparation and in-service training are essential ...

69. Most (14) of the studies confirmed the usefulness of case-studies which made it possible to collect, for use by national authorities, information required for a better understanding of issues in teacher education.

70. Working groups formed to carry out the studies brought together representatives of various educational, research and training institutions. This in turn raised awareness of the importance of concerted action and of a coherent approach to all issues arising regarding the application of the Recommendation.

71. On the whole, it was possible to draw some conclusions about this new approach, which had been recommended by the Joint Committee to replace, at least experimentally, the questionnaire methodology:

- (a) in-depth studies on precise themes relating to provisions of the Recommendation that were considered essential do undeniably make it possible to collect more detailed information. It was, however, pointed out that such surveys could cover only a small number of countries and, even when carried out on the basis of a very precise plan or table of contents, yielded data that were sometimes difficult to compare. In contrast to this, a

questionnaire of “closed” questions could be processed by computer, and cover a much larger number of member States.

- (b) It was still important for the Joint Committee to have at its disposal, as it had already requested, information collected by the secretariat through, in particular, periodical surveys by the UNESCO Division of Statistics, to permit a fuller assessment of the situation in most member States, as well as monographs prepared by the UNESCO Division of Statistics in 1992 on primary-school teachers.
- (c) In-depth studies should be continued.

Cultural aspects in teacher education

72. The Joint Committee stressed the impact of cultural values, norms and traditions on teachers’ education as social factors inherent in the culture of teaching, and varying according to the local, national and regional setting. At the same time, educational perceptions and practices should be seen in a global context. Furthermore, education had to be assessed *in relation to* a particular society; and, teachers’ working conditions could therefore not be analysed as a separate phenomenon outside society. The Joint Committee noted that there was a correlation between the quality of their teaching and the social status of teachers. Accordingly, stress, job satisfaction, participation in decision-making, gender and other issues also had to be considered from the cultural perspective.

73. The Joint Committee concluded that cultural values regarding the teaching profession should be made explicit. The teachers’ better understanding of their own culture could serve as a strategy to improve their performance and thus, their status and working conditions.

74. The Joint Committee noted that teachers were said to be confronted with serious social problems such as vandalism, drugs, crime, and racism which made them crucial negotiators. As a result, their accrued role was to cope with the social consequences of rapid economic and political changes, a task for which they were often neither prepared nor rewarded by society. The Joint Committee urged the joint secretariat to consider such issues as an integral part of future research and other activities concerning the status of teachers.

Participation, consultation and collective bargaining in the teaching profession

75. The Joint Committee received a summary of the comparative analysis provided by one of its members, Professor Mark Thompson, which identified major trends in seven of the nine studies carried out by the ILO on participation, consultation and collective bargaining in the teaching profession. Those case-studies covered Australia, Canada, Chile, Ghana, Hungary, Republic of Korea and Zimbabwe. The case-studies on Germany and Malaysia were not available for inclusion in the synopsis. In general, the picture that emerged from these studies was not very favourable in the areas analysed. However, in those countries undergoing the continuing process of democratization, new opportunities for dialogue among the social partners had emerged. In addition, the Joint Committee reviewed a paper prepared by the ILO Secretariat summarizing the case-studies.

76. The impact of economic restructuring was stressed as a common feature observed in virtually all countries. In some countries, the restructuring had been a product of the implementation of policies of international financial institutions. In others, domestic policies had produced similar results. Except for individual cases which demonstrated positive effects of such interventions (as in Ghana, where educational spending rose after these measures were introduced), the basic problem highlighted was the frequent absence of consultation of teachers by governments with respect to the extent and application of budgetary cuts related to education.

The higher the decision-making level (national, regional), the less direct involvement and participation by teachers or their respective organizations occurred. Despite the existence of the right to collective bargaining in many countries, practical negotiating mechanisms were not in place to implement them.

77. It should be noted that this lack of consultation had occurred in a climate in which restructuring exercises had frequently resulted in:

- deteriorating teacher/pupil ratios;
- a reduction of the availability of educational resources in schools;
- increased hours of work;
- redundancy of, and an erosion of security of employment for, teachers;
- imposition of external surveillance/assessment processes;
- the imposition, in some instances, of externally imposed student attainment standards; and
- serious diminutions in actual salary levels in some instances.

They have also tended to be accompanied by factors such as a reduction in the effectiveness of teachers' organizations for a variety of reasons, the emergence of different levels of collective bargaining over salaries and, in some cases, significant restrictions on the right to strike.

78. In such an environment, failure to implement proper processes of participation, consultation and collective bargaining obviously implied serious adverse consequences for the teaching profession.

79. Most teachers were part of the public sector in their countries; and governments often restricted basic rights, such as the right to collective bargaining or to strike for these employees. There might be a need to determine whether the teachers, as a group, were disadvantaged in relation to other public sector employees.

80. The case-studies reflected varying degrees of consultation in the formulation of educational policies and plans, including decentralization efforts. Often, governments approached individuals as experts, rather than teachers' organizations, or consulted informally, instead of relying on formal institutions for consultations, where they existed. On the other hand, it was true that, in some countries, these mechanisms were still evolving, although they were completely absent elsewhere.

81. The Joint Committee recognized the need for further case-studies in other countries to enlarge the geographical coverage and further deepen its knowledge. Suggestions made to follow-up on the results so far achieved by these case-studies were: to validate more generally the themes developed in the initial case-studies; to update and review some of the studies before publication; and to conduct a statistical survey concerning participation, consultation and collective bargaining by use of a short, focused questionnaire, so as to obtain a more comprehensive picture of the global situation.

82. The status of teachers in private schools appeared to merit further attention. In a number of countries, private schools were expanding or public schools were being privatized, usually with obvious implications for teachers' job security, class size and teachers' collective action. These developments were not always positive, and sometimes there were apparent cases of arbitrary recruitment procedures and dismissal by principals. Frequently, the status of teachers in private schools was less favourable than that of their colleagues in the public sector. The Joint Committee considered that, in future, more attention would have to be devoted to teachers in this area.

83. Some experts identified a future potential need for consideration of what was described as the rapidly expanding non-formal sector of education, particularly in developing countries.

Stress and burn-out of teachers

84. The Joint Committee reviewed a preliminary international survey carried out with regard to more than 100 research projects on stress from an occupational health point of view. It also considered the summary of a national case-study on the impact of school decentralization on teachers' work environment in Sweden, prepared at its request by the ILO. It further took note of a presentation by an official of the ILO's Conditions of Work and Welfare Facilities Branch on the strategies to prevent and cope with stress in different occupations.

85. Based on the preliminary findings of the international survey that, at least in high-income countries, between 25 to 33 per cent of teachers suffered significantly from stress, as well as indications from some countries that claims for compensation based on stress were rising, the Joint Committee concluded that stress was a major issue for teachers, probably in all regions of the world. Further investigations would be important to confirm the initial findings on the extent to which stress affected teachers more than other professionals; and strategies required to address such a problem.

86. The Joint Committee considered that it was equally important to extend the initial research work to low- and middle-income countries, to capture the different cultural and development-related aspects of the question. This was further strengthened by examples of causes and consequences of stress in the African, Latin American, Asian and Caribbean countries which were cited by individual members. The need for studies in these regions should not, however, delay general dissemination of information about the results produced to date and remedial measures required to deal with the problem which had become necessary in high-income countries.

87. It was noted that the work done to date had identified:

- the general extent of the problem in a significant number of countries;
- the range of causes (organizational, job design and societal factors);
- the typical consequences, if left unchecked (absenteeism, lowered professional performance and negative attitudes towards students);
- the need for preventive and coping measures to be developed and applied, based on primary intervention to prevent stressors (e.g. work design and ergonomics), secondary intervention based on training (related to health promotion and psychological skills) and tertiary intervention to assist teachers (such as counselling, leave arrangements and compensation).

88. The Joint Committee concluded that the next phase of work in this area should involve multiple approaches, including strategies such as:

- the development of a manual on stress management;
- further procurement, analysis and dissemination of information related to this issue, in the context of developing countries, both low and middle income;
- the conduct of a more definitive and broader-based survey to pinpoint, more accurately, the nature and extent of stressors and their practical effects (particularly as related to educational systems subject to major restructuring) and the measures required to alleviate them.

Gender issues in the teaching profession

89. Gender concerns were raised during the discussions of the Joint Committee on many occasions. With regard to the text of the Recommendation, it was agreed that in view of the fact that its updating was not opportune for various reasons, a solution would have to be found to

modify its now gender-insensitive language, for example by introducing an explanatory paragraph in a preface to future reprints and translations.

90. In general, a continuing gender imbalance in the teaching profession was reported to prevail in certain areas. Specific areas of concern were:

- women teaching staff in primary education were in the majority, although with wide regional differences. In the developed countries, nearly three-quarters of the primary-school teachers were women, contrasted with a relatively low proportion of women teachers in Africa and some Asian countries;
- few women teachers held posts with administrative responsibilities nor had prospects for advancement, even in countries where they constituted the majority of teaching staff;
- men and women teachers in primary education had the same qualifications, but women did not always enjoy the same status as their male colleagues;
- women teachers in technical and vocational training and education were scarce, even in those countries which had policies designed to improve women's access to technical trades.

91. The Joint Committee noted especially the relatively small number of women in technical and vocational education and training. In addressing this imbalance, strategies would have to take into account cultural aspects as potentially impeding factors to the entrance of women in fields traditionally dominated by males. Research should be undertaken to provide educational planners with indicators to assess the impact of certain values, norms, rules and habits on this situation in particular countries. This work should include both statistical and qualitative indicators, and identify best practices to increase girls' and women's participation.

92. Available literature on stress had not produced a consensus on the correlation between gender and stress. At the same time, the Joint Committee took note of the fact that the multiple roles of women were a common feature in all countries. This was a particular problem where increased workloads had affected the situation of women teachers. Available information indicated that, where double shifts for teachers to cope with the consequences of budget constraints under structural adjustment measures had been introduced, they had a strong and negative impact on women teachers. Another aspect mentioned concerned pre-primary education which was no longer free of charge in some countries, and therefore had increasingly been replaced by child-minding facilities for working mothers who could afford them. That practice adversely affected the educational purpose of pre-primary level.

93. While the same problem was prevalent throughout the world, it was noted that gender issues in education were poorly understood in the African region, where social and cultural attitudes continued to perpetuate discrimination against girls and women in education and to influence the teaching profession. The Joint Committee suggested that the ILO and UNESCO seek closer collaboration with the Donors to African Education (DAE) and increase their involvement in efforts to raise female participation in education and training. At the request of the ILO a member of the Joint Committee had participated recently in a special DAE meeting on "African female education and the role of NGOs" in Oslo which explored further possibilities for collaboration in an ILO ongoing project on "Female teachers in technical and vocational education in French-speaking Africa". The Committee recommended further initiatives of this type.

94. Women in the non-formal and private sector of teaching were reported to be of growing importance in the Asian region. The example of Pakistan was mentioned, where the public sector was not in a position to meet the rapidly growing demand for education. Funds were therefore generated by the private sector to assist women teachers in setting up private schools. The Joint Committee welcomed a future study that was suggested on this subject in Pakistan and some neighbouring countries.

95. In sum, given the complexity of gender concerns as a broad, difficult and important issue cutting across all aspects of teaching, the Joint Committee recognized the need to further study statistical aspects of the problem and to identify positive strategies to improve the status of women teachers. The Committee called upon the ILO and UNESCO to look more closely at a joint project on this subject, an idea that should attract interest in the donor community for multi-bilateral funding.

Questionnaire or other methodology to monitor the application of the Recommendation for the next term (1995-2000)

96. As already appears from the earlier sections of this report, the Joint Committee does not favour a return to the original methodology of merely relying upon a general questionnaire as the basis for its work. However, it did consider that there was value in utilizing more narrowly focused questionnaires, both to test the general validity of trends indicated in the case-studies carried out and also to generate indicators on key aspects of the Recommendation.

97. The Joint Committee accepted that any future statistical work should involve a phased approach based on a study or studies of the current regular data collection programmes of international organizations to establish:

- (a) areas of overlap and possibilities for coordination and exchange of data between them;
- (b) to what extent the already available data could be used to monitor progress at national level in the application of the Recommendation, based on defined indicators linked to specific concerns; and
- (c) proposals for additional indicators, linked to specific concerns, for which information should be collected, with an indication of the countries capable of providing this information.

98. It is the view of the Joint Committee that the joint secretariat should confer with the specialist statisticians of the ILO and UNESCO with a view to designing a form of questionnaire which would attempt to test the validity of the trends emerging from the case-studies related to:

- participation, consultation and negotiation in the teaching profession;
- occupational stress and burn-out in teachers;
- the interrelated topics of:
 - (i) shortage of qualified teachers and recourse to unqualified staff;
 - (ii) the continuing education of teachers;
 - (iii) the training of teacher educators.

99. The Joint Committee further considered that the following more general, but key, indicators should be targeted in any event:

- the number of men and women teaching/teaching associate staff employed by level and, where appropriate, type of education according to the International Standard Classification of Occupations (ISCO);
- the qualifications required for entry to the teaching profession by level and, where appropriate, type of education according to the International Standard Classification of Education (ISCED);
- the distribution of teaching/teaching associate staff by qualifications and level of education;
- men and women employed as deputy heads, heads and inspectors by level of education where appropriate, and according to ISCO;

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- weekly and monthly salaries of teaching/teaching associate staff by level and type of education;
 - daily, weekly or monthly hours of work of teaching/teaching associate staff according to task and ISCO definitions;
 - average class sizes in urban and rural areas by level of education.

100. It was the expectation of the Joint Committee that, in the course of such deliberations and consistently with the phased approach referred to in paragraph 97 above, existing data collection activities would first be examined to ascertain what relevant data could be obtained from such sources, with or without any modification of current collection practices.

101. The Joint Committee recommended that a small working party of its members be formed to assist the joint secretariat in formulating a draft, focused questionnaire for consideration at the next special session. It envisaged that a first draft of the proposed questionnaire, developed by the joint secretariat with professional, statistical advice, would be sent to members of the working party for comments and suggestions, to lead to a revised draft to be tabled at the special session.

Conclusions and proposals for future action

102. The Joint Committee invites the consideration of the Governing Body of the ILO and the Executive Board of UNESCO to the summary of the outcome of its deliberations set out below.

103. Although some provisions of the Recommendation may be regarded as less pertinent in expression than they were in 1966, the Recommendation has nevertheless withstood the test of time and continues to be a valid and useful statement of principles which ought to guide those concerned in the future development of educational objectives and policies. Resources available in the immediate future should focus upon its effective promotion, rather than updating it.

104. To that end, the Joint Committee proposes that the following steps be taken by the ILO and UNESCO:

- (a) *As a high priority task* the publication, *The Status of Teachers* (1984) should be revised with assistance from media professionals. It should contain an explanatory note concerning the gender-insensitive language employed in the Recommendation. In addition an attractive brochure drawing attention to the purpose of the Recommendation and its general provisions should be produced and widely circulated in a range of languages.
- (b) Whenever possible the ILO and UNESCO should introduce and emphasize in an integrated manner relevant aspects of the Recommendation in all activities related to education and training.
- (c) Synopses of the case-studies conducted to date and the preliminary trends revealed by them should, *as a matter of priority*, be compiled by the joint secretariat and disseminated to all concerned, particularly governments of member States and the major international and relevant regional and national teachers' organizations. All relevant parties should be encouraged to use these studies in their operational activities and to have regard to them in the formulation of educational policy and reforms.
- (d) The International Teachers' Day planned for initial observance on 5 October 1994 should be utilized as a major vehicle for drawing attention to and promoting the implementation of the Recommendation. Specific strategies outlined in paragraph 49 of this report should be implemented. To that end a formal message from the Joint Committee recognizing the occasion is being transmitted separately to the Directors-General of UNESCO and the ILO.

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- (e) The various strategies set out in Annex 2 to this report should be implemented as and when resources can be made available to do so, with emphasis being given to joint ILO/UNESCO partnership approaches. It is strongly recommended that UNESCO produce its own parallel strategy of the general nature of that set out in that Annex 2, with both strategies being regarded as general blueprints for future promotional action. Maximum cooperation with teacher organizations should be sought to implement the strategies.
 - (f) The agenda of the 45th Session of the International Conference on Education (ICE) should include themes considered essential for the improvement of the status of teachers. The preparation of these themes should be done in close collaboration with the ILO and teachers' organizations. Where possible, members of the joint secretariat and the Joint Committee should be involved in the Conference and round tables such as referred to in paragraph 50 of this report.
 - (g) The Joint Committee recommends that the ILO and UNESCO prepare a plan for a high-profile report focusing on selected themes related to the status of teachers for its forthcoming Special Session.
 - (h) The Joint Committee requests that the ILO secretariat explore the possibility of placing the status of teachers on the agenda of the International Labour Conference and report to the Joint Committee on that request at its next Special Session.
 - (i) UNESCO should contribute to reports prepared by the ILO for the First Session of the Standing Technical Committee for Education Personnel to be convened by the ILO in October 1995, to ensure that proper attention is drawn to relevant portions of the Recommendation.
 - (j) In order to promote awareness and implement the provisions of the Recommendation, particular consideration should be given to liaison with and use of ILO and UNESCO technical advisory missions and technical cooperation, involving, in the case of the ILO, the new multidisciplinary teams, where appropriate.
 - (k) Every opportunity should be taken to utilize members of the Joint Committee to assist in promoting the Recommendation in the regions in which they live.
 - (l) A document containing simple explanatory guidelines concerning the submission of allegations should be prepared by UNESCO and the ILO and widely distributed to relevant parties.

105. Further case-studies ought to be pursued in a wider range of countries to test the general validity of the current themes emerging from the case-studies conducted to date by the ILO and UNESCO in the fields of: participation, consultation and collective bargaining in the teaching profession; stress, burn-out and turnover of teachers; and initial and continuing education of teachers. *This also should be considered as a high priority task*, coupled with the carrying out of focused, statistical studies of the type envisaged and discussed in this report.

106. Apart from the collection of statistics specifically geared to validation of trends revealed by case-studies conducted to date, additional statistics germane to the general work of the Joint Committee should be obtained by ILO and UNESCO on the basis referred to in paragraphs 97-99 of this report. They should have a specific focus, amongst other things, on the gender issues referred to in paragraph 90 of this report and on the observance of the provisions of the Recommendation related to freedom of association and the right to bargain collectively.

107. The Joint Committee asks the Governing Body of the ILO and the Executive Board of UNESCO to take note of its conclusions concerning the receivable allegations and authorize action as proposed in the several documents forming Annex 1 to this report. The attention of the competent bodies of the two organizations is especially drawn to the improvements in the

implementation of the working methods of the Joint Committee at its present session to render the allegations procedure more effective.

108. The Joint Committee recommends that, as and when resources can be made available for that purpose, additional case-studies be carried out in collaboration with social and other partners involved (including representatives of relevant teachers' organizations and members of the Joint Committee designated for this purpose). These studies should cover clusters of themes, such as gender issues in the context of technical and vocational education and training; the cultural aspects of teacher education (as referred to in this report); lifelong learning and distance education; partnership building; and specific problems of teaching in rural areas of developing countries (including the role of non-formal education).

109. The Joint Committee recommends that, at an appropriate time, attention be given to the production and wide distribution of a manual on stress management for teachers, based on the results of studies carried out to date, as referred to in paragraph 88 of this report.

110. The Joint Committee noted the initiative by UNESCO to develop an international Recommendation on higher education teaching personnel, which might include subjects within the competence of both ILO and UNESCO. It welcomed this initiative, and recommends that close collaboration be continued between the two bodies to ensure that, as appropriate, it would be drafted in a manner consistent with the principles expressed in the 1966 Recommendation and related international standards.

Agenda for the next Special Session of the Joint Committee

111. Against the background of the foregoing recommended activity, the Joint Committee proposes the agenda set out in Annex 5 to this report for its next Special Session.

Annex 1

Allegations received from teachers' organizations

(a) Allegation received from the Independent Trade Unions of Education of Albania (SPASH)

Background

1. By letter of 25 February 1992 addressed simultaneously to the ILO and to UNESCO, the Independent Trade Unions of Education of Albania (SPASH) transmitted information alleging the non-observance by the Government of Albania of the Recommendation concerning the Status of Teachers in respect of guiding principles, rights and responsibilities of teachers (relations between teachers and the education service as a whole and rights of teachers), conditions for effective teaching and learning (school buildings and special provisions for teachers in rural or remote areas) and teachers' salaries.

2. In accordance with approved procedures¹ the allegation was submitted by letter of 9 September 1992 to the Government of Albania for its observations. A reminder was addressed to it on 12 August 1993. No response to either communication was received from the Government.

3. By letter of 20 September 1993 transmitted by facsimile from the World Confederation of Organizations of the Teaching Profession (WCOTP), SPASH supplied new information concerning developments on the issue of salaries following negotiations with the Government.

4. The appropriate procedures having been followed, the Joint Committee examined the substance of the allegation as part of its mandate to report on the application of the Recommendation, setting out below its findings and recommendations.

Substance of the allegation

5. Against the background of a generally bad economic and social situation adversely affecting all sections of the Albanian population, the first communication raised the following allegations:

- (a) the salaries paid to teachers accord them an unreasonably low relative status by way of comparison with other public sector employees generally. Their salaries are so low that they cannot live decently;
- (b) the schools are under constant attack from lawless elements within the community. Stealing, vandalism and physical assaults on persons (particularly females) are rife. It is said that, of 2,600 schools, more than 700 are significantly damaged or have actually been destroyed. It is also alleged that some 250 schools have been occupied by what are described as "street urchins and hooligans". SPASH complains that the personal safety of teachers and pupils alike is at risk and that the Government is not attempting to combat this problem;
- (c) about 70 per cent of the Albanian population lives in rural areas and it is necessary to transport teachers to country schools (presumably on a daily basis) to enable tuition to be given. Inadequate transport buses are provided, with the result that a large proportion of rural schools are not adequately staffed. It is said that, where buses are provided, their condition is such that one would not use them to transport animals;
- (d) the facilities within such schools as are operating are seriously inadequate. Some schools have no books and basic heating and other necessary facilities are said to be non-existent. The standard of education is steadily declining due to a lack of basic facilities in and with which to teach. So bad is the situation, it is asserted, that teachers are either leaving to work abroad or seeking other employment opportunities.

6. The later communication by SPASH reported some degree of progress during 1993 in improving the lot of teachers. Several successful general strikes of teachers were held, with the result that, after protracted negotiation with the Government, an agreement was eventually reached which had the effect

¹ CEART/SP/1991/12, approved by the Governing Body of the ILO and the Executive Board of UNESCO.

of reducing the pay differentials within the public sector as from 1 October 1993. A collective agreement was due to be signed in that regard during October 1993.

7. This communication implied that it was also agreed that some ongoing attention would be given to other, more general, problems of teachers within the calendar year 1993. However, it is far from clear as to what is proposed in that regard.

Findings

8. The Joint Committee noted with regret that the Government of Albania did not respond to the allegations despite a reminder requesting it to do so. The Joint Committee, in considering the allegations, did not have the benefit of the information necessary to assess the exact situation in the country.

9. If, however, the factual assertions in the allegation are taken at face value, the situation in Albania would appear to fall far short of the principles contained in the Recommendation.

10. Notwithstanding the above, some care must be taken to separate issues which, on the one hand, are the product of general economic and social difficulties in the country affecting everyone alike (which the Government, with the best will in the world, may be relatively powerless to ameliorate in the short run) and, on the other hand, those difficulties specifically related to teachers and schools which in fact are susceptible to short- or medium-term remedy by government action.

11. The guiding principles of the Recommendation provide in Paragraph 5 that:

5. The status of teachers should be commensurate with the needs of education as assessed in the light of educational aims and objectives; it should be recognized that the proper status of teachers and due public regard for the profession of teaching are of major importance for the full realization of these aims and objectives.

The alleged climate of intimidation and harassment which was said to exist in many schools could not under any circumstances be considered as conducive to ensuring regard for teachers and their profession.

12. With respect to teachers' salaries Paragraph 115 of the Recommendation states that:

115. Teachers' salaries should:

- (a) reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into the service;*
- (b) compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;*
- (c) provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualification;*
- (d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.*

13. In absence of any response from the Albanian Government the Joint Committee had serious doubts as to whether the relevant provisions were implemented. However, it noted some positive recent developments outlined in the SPASH letter of 20 September 1993 indicating that the collective agreement arrived at on 15 September had now redressed the situation to the satisfaction of the teaching profession.

14. The same cannot be said in relation to the other areas addressed in the communication.

15. Concerning conditions for effective teaching and learning, Paragraph 88 of the Recommendation provides that the relevant authorities should grant teachers and pupils modern aids to teaching; whilst Paragraphs 108 and 109 provide that:

108. School buildings should be safe and attractive in overall design and functional in layout; they should lend themselves to effective teaching, and to use for extra-curricular activities and, especially in rural areas, as a community centre; they should be constructed in accordance with established sanitary standards and with a view to durability, adaptability and easy, economic maintenance.

109. Authorities should ensure that school premises are properly maintained, so as not to threaten in any way the health and safety of pupils and teachers.

16. The allegations thus portray a truly distressing situation with regard to the application of the provisions of the Recommendation. Despite the general economic and social problems of Albania — from which teachers could not expect to be any more immune than the general population — it seemed obvious that the Government was doing very little to ensure the safety, functionality and reasonable comfort in use of school buildings or to maintain them at an acceptable minimum standard, nor to supply basic books and materials required for effective learning. Indeed, it would seem that substantial numbers of children are currently being denied any form of effective education at all, particularly in rural areas.

17. Whilst the Recommendation does not specifically address issues such as the transport of teachers to distant schools for work, provisions such as those found in Paragraphs 111-112 concerning conditions in rural and remote areas require that decent and appropriate facilities should be made available to enable teachers assigned to rural schools to attend to their duties in a proper professional manner and that they ought to be given support facilities appropriate to their professional status. To transport them in vehicles said to be unsuitable even for the transport of animals, or not provide necessary transport at all, is both to denigrate that professional status and to render it difficult, if not impossible in some instances, for them to discharge their teaching functions in an acceptable manner.

18. Furthermore, the communications received from SPASH indicate that, at least until recently, there had been little or no attempt at, or even practical possibility of, effective implementation of Paragraphs 75-78 concerning relations between teachers and the education services as a whole. In addition, the Joint Committee recalled Paragraph 82 which provides for proper processes of negotiation and consultation in relation to salaries and working conditions.

19. In the light of the above, the Joint Committee considered that the most important and fundamental aspects of the Recommendation had not received any attention from the Government. It was apparent that nothing had been achieved to date other than as a direct consequence of a series of strikes, each escalating in size. Unless and until some proper machinery for communication and consultation between teachers and competent authorities could be established and made to operate in a bona fide manner it was truly difficult to see how any real progress can be made towards implementation of the Recommendation — both as to its spirit and its specific content.

Recommendations

20. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:

- take note of the situation as described above;
- communicate the foregoing findings to the Government of Albania, with a request that positive steps be taken to address the issues identified, drawing on international advice and assistance, where appropriate; and
- request the Government of Albania and SPASH to keep the Joint Committee advised as to developments and that these be reviewed at the Special Session of the Joint Committee following its Sixth Ordinary Session.

(b) Allegation received from the General Confederation of Labour (CGT) on behalf of the Santander Association of Contract Teachers (ASANDEC) of Colombia

Background

1. By letter of 8 April 1992 addressed to the Committee of Experts on the Application of Conventions and Recommendations of the ILO, the General Confederation of Labour (CGT), on behalf of the Santander Association of Contract Teachers (ASANDEC) transmitted information alleging the non-observance by the Government of Colombia (Department of Santander) of the Recommendation concerning the Status of Teachers with respect to guiding principles, conditions for effective teaching and learning (special provisions for teachers in rural or remote areas), teachers' salaries and social security.

2. The part of the allegation relating to salaries was deemed to fall within the mandate of the Committee of Experts on the Application of Conventions and Recommendations of the ILO with respect to the Minimum Wage Fixing Convention, 1928 (No. 26). In accordance with the established procedures,¹ the Government of Colombia was requested by letter of 12 February 1993 to submit its observations on the remaining aspects of the allegation. A reminder was sent to it on 12 August 1993.

3. The Ministry of Labour and Social Security of Colombia replied to the ILO by facsimile of 24 August 1993, enclosing a copy of its letter of 14 July 1993 addressed to the Director of the International Labour Standards Department which contained its observations on those aspects covered by Convention No. 26. Brief references in relations to these aspects were also made to social security and hours of work.

4. By letter of 13 October 1993, the CGT was requested to provide any further observations on the Government's reply. A reminder was sent by telex on 25 November 1993. No reply to either communication was received.

5. The appropriate procedures having been followed, the Joint Committee examined the substance of those parts of the allegation which come within its mandate to report on the application of the Recommendation, setting out below its findings and recommendations.

Substance of the allegation

6. The written allegation by ASANDEC (which represented contract teachers in the Department of Santander) asserted that its members were the victims of salary exploitation. According to the communication:

- although the body responsible for the payment of salaries, the Regional Education Fund, depended on the Ministry of National Education, contract teachers were nevertheless required to sign contracts of employment for ten months of the year with so-called "Community Action Boards". In either permitting or causing that arrangement to occur, the Government was "eluding" its responsibilities as an employer, by passing them on to bodies which were not competent to fulfil them;
- the teachers in question were required to work in locations declared as "red zones", i.e. locations in which extreme right and left armed groups were active — a situation said to be creating an atmosphere of anxiety and tension, because the teachers were constantly being accused of collaborating with one or the other of these groups;
- by virtue of the above arrangements the teachers had no health or social security protection. Moreover, the asserted sole objective of the contract system in place was to avoid liability for payment of bonuses, severance pay, transport allowances, leave in proportion to length of service and any other minimum rights to which members of the general workforce were entitled;
- at the commencement of 1992 the Minister of Education issued an instruction that the basic salary for contract teachers should be the same as the previous year pending a relevant salary decree by the national Government. However, that Government, having increased the basic pay component in the state sector by 26.8 per cent, excluded contract teachers from any increase because, it was claimed, they received an "integral" wage required to be paid to ten-month workers under section 132 of the Labour Code.

In this regard CGT raised the question as to whether the payment of a "derisory" sum of 63,500 pesos per month — a sum less than the then current minimum wage of 65,190 pesos per month — could be considered as the payment of an "integral" wage.

7. In its response of 14 July 1993 the Ministry of Labour and Social Security made the following observations:

- with the adoption of the Act concerning the nationalization of education, the number of teaching staff was frozen in 1980 and since that time two systems have been in force to meet the need for teachers both in rural and urban areas, and to provide so-called educational solutions at the primary level and to ensure staffing of teaching hours at the secondary level;

¹ CEART/SP/1991/12, approved by the Governing Body of the ILO and the Executive Board of UNESCO.

- special resources were allocated by the State to the Community Action Boards which in turn recruited and paid teachers on the basis of contracts of employment and civil contracts which were regulated by Decree No. 222 of 1993.

For the year 1993, the Department of Education had introduced two forms of recruitment, namely:

- (a) orders for the provision of services, at the primary level, for a period of ten months, with a remuneration of 110,000 pesos; and
- (b) hourly recruitment, at the secondary level, whereby a teacher is recruited by means of an administrative act for the school year, with remuneration equivalent to 13 months of wages, including social benefits.

According to the Government, in both cases, the working hours are from 6.30 a.m. to 12 noon and the rate of remuneration was calculated at 1,500 pesos per hour, and the legal minimum wage established for the national territory was also being applied at the primary level.

Findings

8. The Joint Committee considered that the situation described above should be reviewed by reference to the relevant provisions of the Recommendation. Paragraphs 45, 59 and 60 of that instrument stipulate that:

45. Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organization of or within a school system are made.

59. Authorities and schools should recognize the value of part-time service given, in case of need, by qualified teachers who for some reason cannot give full-time service.

60. Teachers employed regularly on a part-time basis should:

- (a) *receive proportionately the same remuneration and enjoy the same basic conditions of employment as teachers employed on a full-time basis;*
- (b) *be granted rights corresponding to those of teachers employed on full-time basis as regards holidays with pay, sick leave and maternity leave, subject to the same eligibility requirements; and*
- (c) *be entitled to adequate and appropriate social security protection, including coverage under employers' pension scheme.*

9. In the light of the above provisions, the Joint Committee noted that:

- (a) instability of employment was counter-productive to the creation of a good teaching environment and that the norm should be full-time permanent employment;
- (b) where part-time employment was appropriate, teachers should be entitled to comparable terms and conditions of employment referred to in Paragraphs 60, 94-103 and 111-113, calculated on a pro rata basis.

10. The Joint Committee drew attention to the particular importance to the present allegations of Paragraphs 114, 115, 116, 123(1), 125, 126, 127 and 128, which provide as follows:

X. Teachers' salaries

114. Amongst the various factors which affect the status of teachers, particular importance should be attached to salary, seeing that in present world conditions other factors, such as the standing or regard accorded them and the level of appreciation of the importance of their function, are largely dependent, as in other comparable professions, on the economic position in which they are placed.

115. Teachers' salaries should:

- (a) *reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into the service;*
- (b) *compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;*
- (c) *provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualification;*

- (d) *take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.*

116. Teachers should be paid on the basis of salary scales established in agreement with the teachers' organizations. In no circumstances should qualified teachers during a probationary period or if employed on a temporary basis be paid on a lower salary scale than that laid down for established teachers.

...

123. (1) Salary scales for teachers should be reviewed periodically to take into account such factors as a rise in the cost of living, increased productivity leading to higher standards of living in the country or a general upward movement in wage or salary levels.

...

XI. Social security

General provisions

125. All teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection. Protection should be extended to periods of probation and of training for those who are regularly employed as teachers.

126. (1) Teachers should be protected by social security measures in respect of all the contingencies included in the International Labour Organization Social Security (Minimum Standards) Convention, 1952, namely by medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit.

(2) The standards of social security provided for teachers should be at least as favourable as those set out in the relevant instruments of the International Labour Organization and in particular the Social Security (Minimum Standards) Convention, 1952.

(3) Social security benefits for teachers should be granted as a matter of right.

127. The social security protection of teachers should take account of their particular conditions of employment, as indicated in Paragraphs 128-140.

Medical care

128. In regions where there is a scarcity of medical facilities teachers should be paid travelling expenses necessary to obtain appropriate medical care.

Succeeding paragraphs also deal with issues such as sickness benefits, employment injury benefits, invalidity and the like.

11. In view of the somewhat incomplete information currently available, the Joint Committee considered that it was not clear what the present legal minimum wage was in Colombia and how the level of remuneration of contract teachers compared with that of any full-time, permanently employed teachers and/or other professional groups — particularly those in the service of the State.

12. The Joint Committee noted, in the light of the information provided and which was not reported by the Government, that, at the time the allegation was submitted, contract teachers were being paid less than the legal minimum wage, and were not entitled to appropriate terms and conditions of service, bonus and fringe benefits. It can also be inferred from the information provided by the Government that current rates simply reflect the present legal minimum wage for the national workforce. It was, however, by no means clear that the rate of 110,000 pesos per month also included ancillary entitlements envisaged by the Recommendation, so as to constitute a proper "integral" wage, as that expression was used in the allegation.

13. The Joint Committee concluded that:

- the system of contract teachers used in Colombia did not provide the requisite stability and security of employment, nor did it ensure payment of appropriate remuneration, secured adequate terms and conditions of service, bonuses and fringe benefits and social security, or made due allowance for the hazards associated with teaching in declared "red zones";
- the remuneration paid in the past did not conform with the principles established by the Recommendation;
- even now it did not appear that the adjustment made satisfied those principles. Payment of what was said to be the "legal minimum wage" for the workforce scarcely recognized, in an adequate fashion, the proper status of teachers or accorded them a degree of recognition which both indicated the

importance of their function and also appropriately compared them with other professional and non-professional sectors of the workforce.

Recommendations

14. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:

- take note of the situation as described above;
- communicate the foregoing findings to the Government of Colombia and request that steps be taken to redress the situation;
- request the Government of Colombia and the national labour organization concerned (CGT) to inform the Joint Committee as to further developments and that these be reviewed at the Special Session of the Joint Committee following its Sixth Ordinary Session.

(c) Allegation received from the World Confederation of Organizations of the Teaching Profession (WCOTP) and the Ethiopian Teachers' Association (ETA)

Background

1. By letter of 8 January 1993 the World Confederation of Organizations of the Teaching Profession (WCOTP) transmitted information emanating from the Ethiopian Teachers' Association (ETA) alleging non-observance of the Recommendation concerning the Status of Teachers by Ethiopia with respect to guiding principles, educational objectives and policies, preparation for the profession, further education for teachers, employment and career (entry into the teaching profession, security of tenure), the rights and responsibilities of teachers (professional freedom, relations between teachers and the education service as a whole), conditions for effective teaching and learning (school buildings, special provisions for teachers in rural or remote areas), teachers' salaries and social security (medical care, sickness and old-age benefits).

2. In accordance with the established procedures,¹ the Government of Ethiopia was requested by letter of 26 October 1993 to submit its observations on the allegation. A reminder was addressed to it on 23 December 1993. No response to either communication was received from the Government.

3. In separate communications of 5 and 25 March 1993, respectively addressed to the ILO and to UNESCO, the ETA made allegations relating to violations of freedom of association in Ethiopia. These allegations have been taken up under the relevant procedures of the ILO.

4. The appropriate procedures having been followed in respect of the first allegation, the Joint Committee examined the substance of the allegation as part of its mandate to report on the application of the Recommendation, setting out below its findings and recommendations.

Substance of the allegation

5. The documentation submitted on behalf of ETA was fairly lengthy, but the specific allegations contained in it may be summarized in these terms:

- remuneration of teachers was unduly low by comparison with salaries of other professional categories with similar educational level and responsibilities in the public service. It was such that some teachers were forced to carry out menial work in addition to their teaching responsibilities and their wives and children had to undertake supplementary undesirable and unacceptable activities simply to survive. Furthermore, salaries had not been reviewed for many years and had not kept pace with rapidly escalating inflation and cost of living. Many teachers were so impoverished that they could not even appear adequately clothed in front of their students. They were thus deprived of proper social dignity and professional status;

¹ CEART/SP/1991/12, approved by the Governing Body of the ILO and the Executive Board of UNESCO.

- subsidy arrangements upon recruitment (including settlement with food ration provisions), as agreed in the past, and basic facilities (including residence shelters) for teachers placed in what were described as “nominal schools of resettlement centres” were not provided;
- lack of effective support and security measures for teachers had exposed numbers of teachers to robbery, serious injury and even death. A practical effect had been that schools had had to be staffed by persons of questionable qualifications, whose teaching output was of dubious quality. Educational standards had steadily fallen and many students had emerged from their schooling functionally illiterate and innumerate;
- teachers in rural areas were forced to travel from remote areas to receive their salaries, at considerable cost and inconvenience to themselves. Moreover, due to staffing shortages of finance offices, salaries were often not paid on time;
- unlike other civil servants, teachers were denied retirement allowances, the coverage of half of their medical treatment expenses, extra hardship allowances for high temperature desert locations, and the pay in advance of their summer vacation;
- teachers and their associations had no effective input or participation in the development of educational policy, particularly in relation to issues such as recruitment, promotion, transfers or disciplinary processes;
- regional offices of the Ministry of Education were staffed by inadequately qualified persons, and there was a lack of cooperation with teachers and school management;
- very little opportunity or assistance was given to teachers to obtain higher education and qualifications or promotion.

Findings

6. The Joint Committee noted that to date the Government had not responded to the allegations, despite a reminder requesting it to do so.

7. The information contained in the allegations should, in the view of the Joint Committee, be reviewed against the background of Ethiopia’s difficult economic situation. However, that situation does not fully explain the basis for many (if not most) of the allegations. What was essentially at issue was a global assertion that teachers had not been entitled to a remuneration comparable to other public sector employees. Moreover, teachers had been excluded from educational policy-making processes, denied opportunities for improving qualifications and personal advancement and even left vulnerable to risk of death or serious personal injury.

8. As to the more general allegations, the Joint Committee considers that Paragraphs 31-37 of the Recommendation stress the basic need for education systems to facilitate the ongoing and further education of teachers, so as to ensure the systematic improvement of the quality and content of education and of teaching techniques. These provisions emphasize the need to assist teachers in their personal development. Moreover, Paragraphs 40-44 of the Recommendation point out the need to provide reasonable opportunity of individual advancement and promotion and also stipulate that posts of responsibility in education, such as that of inspector, educational administrator, director of education or other posts of special responsibility should be given, as far as possible, to experienced teachers.

9. The Joint Committee considered that where these approaches were not adopted, the health and efficacy of the educational system was at serious risk. The present allegations asserted that, in the aspects summarized above, the resultant risk had actually become reality.

10. On the question of general salary levels, Paragraphs 114 and 115 of the Recommendation provided as follows:

X. Teachers’ salaries

114. Amongst the various factors which affect the status of teachers, particular importance should be attached to salary, seeing that in present world conditions other factors, such as the standing or regard accorded them and the level of appreciation of the importance of their function, are largely dependent, as in other comparable professions, on the economic position in which they are placed.

115. Teachers’ salaries should:

- (a) *reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into the service;*
- (b) *compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;*
- (c) *provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualifications;*
- (d) *take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.*

11. In this regard, the Joint Committee considered that two specific assertions in the allegation were of great significance. The first was that the salaries of teachers were so low that some teachers could not even dress adequately and were forced to perform other menial work simply to survive. The second was that the salaries paid were not comparable with those paid to persons of other professional disciplines in the public sector and that teachers had, in effect, been relegated to an inferior status.

12. According to the allegations teachers were virtually indigent, had to take multiple jobs to survive and were in fear for their personal safety. In the Joint Committee's view, the present situation as described in the allegations would have grave adverse implications in the long term on the Ethiopian education systems. In such circumstances teachers could scarcely devote the time, attention and enthusiasm to the teaching function which was so essential to its effectiveness. The low relative salary level would inevitably have the practical effect of so denigrating the status of teachers and education that there would be a continuing adverse effect on the quality of persons entering the profession and the educational process itself. The fact that educational standards were already in a parlous situation would have inevitable long-term practical consequences for that country.

13. The Joint Committee further considered that the situation was exacerbated by the unequal treatment of teachers by comparison with other public service professional employees in areas such as vacation pay, allowances, medical expense subsidy and security of tenure (covered in Paragraphs 45 and 46 of the Recommendation).

14. It also expressed concern at the situation whereby teachers in remote areas had to travel considerable distances at their own expense to collect their salary and/or that salaries were not paid on time and that this was inimical to fundamental concepts of good employer/employee relationship.

15. The Joint Committee drew attention to the provisions of Paragraphs 108-113 of the Recommendation which provide that:

School buildings

108. School buildings should be safe and attractive in overall design and functional in layout; they should lend themselves to effective teaching, and to use for extra-curricular activities and, especially in rural areas, as a community centre; they should be constructed in accordance with established sanitary standards and with a view to durability, adaptability and easy, economic maintenance.

109. Authorities should ensure that school premises are properly maintained, so as not to threaten in any way the health and safety of pupils and teachers.

110. In the planning of new schools representative teacher opinion should be consulted. In providing new or additional accommodation for an existing school the staff of the school concerned should be consulted.

Special provisions for teachers in rural or remote areas

111. (1) Decent housing, preferably free or at a subsidized rental, should be provided for teachers and their families in areas remote from population centres and recognized as such by the public authorities.

(2) In countries where teachers, in addition to their normal teaching duties, are expected to promote and stimulate community activities, development plans and programmes should include provision for appropriate accommodation for teachers.

112. (1) On appointment or transfer to schools in remote areas, teachers should be paid removal and travel expenses for themselves and their families.

(2) Teachers in such areas should, where necessary, be given special travel facilities to enable them to maintain their professional standards.

(3) Teachers transferred to remote areas should, as an inducement, be reimbursed their travel expenses from their place of work to their home town once a year when they go on leave.

113. Whenever teachers are exposed to particular hardships, they should be compensated by the payment of special hardship allowances which should be included in earnings taken into account for pension purposes.

16. While the Joint Committee was of the view that teachers must, in times of economic adversity affecting the whole country, expect to bear their fair share of the burden, the allegations indicated that the conditions in at least the so-called "nominal schools of resettlement centres" fell far short of the basic principles of the Recommendation. The Joint Committee pointed out that it was difficult, if not impossible, to perceive how any satisfactory educational process could be possible in such circumstances. It must be a matter of priority that at least the fundamental physical requirements for proper delivery of an educational programme should be met and that, as part of that process, reasonable conditions of service be provided to the teachers who were asked to staff schools in resettlement centres.

17. Finally, the Joint Committee viewed with serious concern the allegation that the ETA had not been accorded any capacity for proper input into educational policy or decision-making.

18. The Joint Committee concluded that the situation described was not in accordance with the concepts expressed in Paragraphs 61, 62, and 75-78 of the Recommendation. These Paragraphs emphasized the need for input from teachers and teacher organizations in areas such as curriculum, teaching materials and methods, educational policy, school organization, educational research and quality control. These provisions also stressed the importance of catalysing and maintaining good relationships between practising teachers and the administration.

19. In summary, the Joint Committee expressed grave concern, in the absence of any response from the Government, at the situation portrayed by the allegations.

Recommendations

20. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:

- take note of the situation as described above;
- communicate the foregoing findings to the Government of Ethiopia and request that urgent steps be taken to redress it, drawing on international advice and assistance, where appropriate;
- request the Government of Ethiopia and the relevant international and national organizations of teachers concerned to inform the Joint Committee as to what steps have been taken to address the problems identified, and that these be reviewed at the Special Session of the Joint Committee following its Sixth Ordinary Session.

(d) Allegation received from the Association of Teachers of the Republic of Panama (APRP)

Background

1. By letter of 28 September 1993 addressed to the Director of the International Labour Standards Department of the ILO, the Association of Teachers of the Republic of Panama (APRP) transmitted information alleging the non-observance by the Government of Panama of the Recommendation concerning the status of teachers in respect of teachers' salaries.

2. In accordance with approved procedures,¹ the Government of Panama was requested by letter of 11 January 1994 to submit its observations on the allegation. By letter of 3 February 1994, the Government requested accompanying documentation submitted by APRP. The APRP was requested by facsimile of 1 March 1994 to supply the accompanying documentation. No reply to this communication was received. The Government's observations were submitted to the ILO by letter of 15 March 1994.

3. By letter of 29 March 1994, the APRP was requested to provide any further observations on the Government's reply. No reply to this communication was received.

4. The appropriate procedures having been followed, the Joint Committee examined the substance of the allegation as part of its mandate to report on the application of the Recommendation, setting out below its findings and recommendations.

¹ CEART/SP/1991/12, approved by the Governing Body of the ILO and the Executive Board of UNESCO.

Substance of the allegation

5. The allegation received from APRP asserted that, despite provisions of the Panamanian Constitution entitling them to proper increases in salary, teachers in Panama had received no pay increases since 1982.

6. The allegation contained an incidental reference to possible infringements of freedom of association in Panama, but made no specific complaints, in that regard, which could be referred to the competent body for consideration.

7. The allegation was the subject of a detailed response from the Government of Panama. With regard to those aspects deemed receivable under the approved procedures, the substance of the response may be summarized as follows:

- with regard to salary, Panamanian teachers received only 75 Panamanian balboas per month in 1988, paid by promissory note of the Government at that time, promissory notes which were either unacceptable to the National Bank, or reduced in value when exchanged in local commerce;¹
- the present Government, which took office in December 1989, despite inheriting a large external debt and a substantial overdraft with the National Bank, regularized teachers' salary payments at a level which corresponded to a value of 500 balboas per month;
- despite the economic situation, in 1990 the Ministry of Education paid out substantial sums to cover salary steps, supplements and compensatory payments which were owed to Panamanian teachers since 1984 as a result of undertakings by the previous Government;
- a signed agreement on a salary increment requested by Panamanian teachers in 1993 was eventually reached in negotiations with the Government which brought a strike by teachers' unions to an end. The agreement in effect conceded teachers' salary gains accepted by previous governments, including annual increments, applied in such a way as to provide maximum benefit to teachers through the changeover from biannual to annual payments and by recognition by the government of seniority, and therefore acquired experiences as a basis for establishing supplement scales;
- an examination of Panamanian teachers' salaries in the public sector reveals that they are significantly higher than the average of public sector employees and, moreover, comparatively above the salaries earned by teachers in other Latin American countries.

8. The Government provided additional documentation which included the agreement on the termination of the teachers' strike of October 1993, signed by members of the government negotiating committee and the negotiating committee of the striking teachers' unions (CONAREP), information on estimated salaries of primary-school teachers in Latin American countries and the draft enabling legislation to give effect to the agreements on increased supplements.

Findings

9. The communication from APRP alleged a violation of Conventions adopted by the International Labour Organization. However, the existing procedures under articles 22 and 23 of the ILO Constitution did not apply since the questions raised did not affect the application of ILO Conventions ratified by Panama.² The allegations did, however, concern relevant provisions of the Recommendation with respect to teachers' salaries.

10. Paragraphs 114 and 115 of the Recommendation provide as follows:

X. Teachers' salaries

114. Amongst the various factors which affect the status of teachers, particular importance should be attached to salary, seeing that in present world conditions other factors, such as the standing or regard accorded them and the level of appreciation of the importance of their function, are largely dependent, as in other comparable professions, on the economic position in which they are placed.

115. Teachers' salaries should:

¹ The Joint Committee noted that this practice is not in conformity with Article 3, paragraph 1 of the Protection of Wages Convention, 1949 (No. 95), ratified by Panama.

² The application of the Protection of Wages Convention, 1949 (No. 95), regarding payment in promissory notes has not been addressed, since information provided by the Government indicated that corresponding wage payments had been made.

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- (a) *reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into the service;*
 - (b) *compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;*
 - (c) *provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualifications;*
 - (d) *take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.*

11. It was not apparent from the material presently available to the Joint Committee whether the salaries paid to teachers reflected all of these principles which should govern the establishment of appropriate salary structures for teachers in Panama.

12. Nevertheless, the information supplied by the Government (and not challenged by APRP) suggests that the Government has made considerable progress in recent years in an attempt to restore salary levels and structures to the standards envisaged by the Recommendation. This is particularly the case with regard to the recognition of experience as a determining factor in calculating certain aspects of salary, one of the important parts of the principles cited above.

13. Moreover, in the Joint Committee's view, the agreement concluded between the Government and teachers' unions, as well as the additional information supplied by the Government concerning implementing legislation, suggests that attempts are being made to respect related principles of the Recommendation contained in its paragraph 82, which states:

82. Both salaries and working conditions for teachers should be determined through the process of negotiation between teachers' organizations and the employers of teachers.

14. The Joint Committee notes that this agreement was concluded after the initiation of the allegation, and that no additional information has since been supplied by APRP in contradiction of what is said by the Government, despite attempts by the secretariat to communicate with it. The Joint Committee infers that the agreement has resolved the complaint made by APRP and that no further consideration of it is therefore required.

Recommendations

15. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:

- take note of the above findings and the closure of the procedure concerning this allegation;
- communicate the above findings both to the Government of Panama and to the APRP.

(e) Allegation received from the National Federation of Teachers of Portugal (FENPROF)

Background

1. By letter of 5 November 1992 addressed to the Director-General of the ILO, the National Federation of Teachers of Portugal (FENPROF) transmitted information alleging non-observance by the Government of Portugal of the Recommendation concerning the Status of Teachers with respect to social security (general provisions and old-age benefit).

2. In accordance with the standard procedures,¹ the allegation was submitted by a letter of 19 March 1993 to the Government of Portugal for its observations. A reminder was sent to it on 12 August 1993.

3. The Ministry of Employment and Social Security replied to the ILO by facsimile of 16 September 1993, including its observations and extensive legislative and judicial documentation.

4. By letter of 26 October 1993, the FENPROF was requested to provide any further observations on the Government's reply. FENPROF's observations were communicated to the ILO by letter of 21 December 1993.

5. The further observations of FENPROF were submitted to the Government of Portugal by letter of 11 January 1994 for any additional observations it wished to make. The Government's reply was sent by a letter of 22 February 1994.

6. The appropriate procedures having been followed, the Joint Committee examined the substance of the allegation as part of its mandate to report on the application of the Recommendation, setting out below its findings and recommendations.

Substance of the allegation

7. The first communication submitted by FENPROF raised a single issue arising out of the promulgation, by the Government of Portugal, of Legislative Decree No. 139-A/90 of 28 April 1992. That decree, amongst other things, includes a standard expressed in these terms:

Teaching staff who, for reasons of age or on their own activities, retire before 31 December 1991 shall have their pensions calculated on the basis of the remuneration corresponding to the level which is one step higher than that determined by the qualifying period, since the entitlement would have already been established by the standards in force for the teaching profession.

8. FENPROF alleged that, although that decree has the force of law in Portugal, the Government of Portugal simply refuses to give effect to it, thus denying teachers the financial reward for service to which they are entitled.

9. This allegation was the subject of a detailed response from the Government of Portugal, the substance of which reads as follows:

Concerning this matter, the Government of Portugal wished to inform that:

1. The provision quoted in the FENPROF communication is not from Legislative Decree No. 139-A/90 of 28 April, which approved the occupational regulations for teachers at the pre-school and primary- and secondary-school level, but from article 27(1) of Legislative Decree No. 409/89 of 18 November.

2. Legislative Decree No. 409/89 of 18 November approved the career structure of teachers at the pre-school and primary- and secondary-school level, and defines their remuneration.

3. Sections 14-20 of this Decree establish rules governing the transition from the earlier system of remuneration to the new one and define maximum steps (once all requirements have been met) as follows:

— sixth step: for pre-school and first cycle primary schoolteachers, and for former teachers who have completed the special course provided for in Legislative Decree No. 111/76 of 7 February;

— seventh step: for certified preparatory and secondary schoolteachers, for teaching staff in teachers' schools and for teachers in special education schools.

4. Section 23(2) of the same Decree calls for a contingency period until 31 December 1990, stating that:

¹ CEART/SP/1991/12, approved by the Governing Body of the ILO and the Executive Board of UNESCO.

Progression from one step to another is to take place as from 1 January 1991.

5. Like the provisions of almost all other regulations concerning remuneration published in application of the principles set forth in Legislative Decree No. 184/89 of 2 June, which established contingency periods for progression through the respective remuneration steps, section 27 of Legislative Decree No. 409/89 also calls for the following:
 1. The pensions of teachers who, owing to their age or their own initiative, retire on or before 31 December 1991, will be calculated on the basis of the remuneration corresponding to the next step above the step established for the contingency period, provided the teacher could qualify or accede to that step, in accordance with the applicable regulations.
 2. To this end, the pensions of teachers who are currently at the first qualification level in the schedule attached to Legislative Decree No. 100/86 of 17 May, and who, according to the terms of this Decree, are at index 200, shall be calculated on the basis of the remuneration corresponding to index 226.
6. Thus, for the years 1989 and 1990, teachers meeting the required conditions were entitled to pensions calculated on the basis of the step immediately above the step set for the contingency period, but in no case higher than:
 - the seventh step (for pre-school and first cycle primary schoolteachers, and for former teachers who have completed the special course);
 - the eighth step (for certified primary and secondary schoolteachers, for teaching staff in teachers' schools, and for teachers in special education schools).
7. Although the Regulations for Pre-school, Primary and Secondary Schoolteachers, approved by Legislative Decree No. 139-A/90 of 28 April are relevant, in accordance with the transitional provisions, to the length of service considered for the attribution of steps (see section 142 of said Regulations and Order No. 1218/90 of 19 December), it is nevertheless true that they contain no provisions governing progression prior to 1 January 1991. On the contrary, the provisions of section 142 concerning the contingency period for progression were maintained, to the extent that the Regulations prescribe that the new rules do not invalidate the provisions of sections 23 and 24 of Legislative Decree No. 409/89.
8. Moreover, according to the interpretation of the General Deposit Fund of the provisions of section 27, all teachers who, upon the expiration of the contingency period in 1991, progress to a step higher than that established in the transitional remuneration scheme, are not entitled to have their pensions calculated on the basis of the higher step; in other words they are not entitled to benefit from the special scheme established in section 1 of that Decree.
9. Some teachers have systematically been contesting the statutory transitional scheme, while others have been contesting the manner in which the scheme has been applied by the General Deposit Fund, owing to their different interpretation of the expiration date of the "contingency period" (referred to in section 27(1)).
10. The interpretation advanced by the General Deposit Fund and its application of the Decree have been upheld by the administrative courts in the context of two separate appeals; the courts have found the Fund's procedures legal and correct, and rules that they in no way imply the failure to apply the Recommendation concerning the Status of Teachers, 1966.
10. The Government's response gave rise to a detailed reply from FENPROF which sought to challenge the correctness of the legal position outlined by the Government. Whilst accepting that there had been some administrative court decisions supporting the government view it asserted that a ruling of the court published on 2 December 1993 now adopted the FENPROF interpretation of the relevant Legislative Decrees. It summarized its response in these terms:
 1. The fact that progression through the steps took place before 1 January 1991 does not mean that the contingency period terminated on 31 December 1990.
 2. The contingency period for career teachers, during which the entry into effect of the new pay system was phased, covered not only progression through the steps but the index scales.
 3. The new pay system for the teaching profession came into full effect only from 1 January 1992.
 4. Since retirement is a definitive situation, it would be extremely unjust for it to be affected by transitory provisions resulting from the contingency period.
 5. Section 27 of Legislative Decree 409/89 avoided such an injustice by allowing teachers who retired up to 31 December 1991 to have their pensions fixed not on the remuneration to which they were entitled on that date, but on the remuneration of the next steps.

6. If the contingency period had ended on 31 December 1990 there would be absolutely no point in the above-mentioned section 27 providing for retirement up to the end of 1991.
7. Since Portuguese administrative law is subject to the principle of the presumption of the legality of acts by the public administration, the case-law of the administrative courts should be considered as exceptional case-law in which only certain extreme cases is an administrative decision called into question.
8. The case-law cited by the Portuguese State should be examined subject to this provision.
9. Finally, the most recent case-law of the Supreme Administrative Court makes the same interpretation of law as the plaintiff, thus amending the case-law cited by the Portuguese State Ruling of the Supreme Administrative Court of 2 December 1993 (31.462, section 1, subsection 1).
10. The plaintiff thus maintains the position defended hitherto.

Findings

11. The Joint Committee noted that the allegation received was somewhat unusual in so far as it focused on a refusal to fulfil a legal duty, rather than a failure to establish a legal entitlement. Paragraph 126 of the Recommendation provides that:

126. (1) Teachers should be protected by social security measures in respect of all the contingencies included in the International Labour Organization Social Security (Minimum Standards) Convention, 1952, namely by medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit.

(2) The standards of social security provided for teachers should be at least as favourable as those set out in the relevant instruments of the International Labour Organization and in particular the Social Security (Minimum Standards) Convention, 1952.

(3) Social security benefits for teachers should be granted as a matter of right.

12. Although Portugal has not ratified any of the social security Conventions adopted by the ILO directly or indirectly touching old-age benefit, the Joint Committee considered that the relevant Legislative Decree did satisfy the spirit of Paragraph 126.

13. In the Joint Committee's view, the allegation did not challenge the appropriateness of the transitional provision relating to pension rights, but rather raised the question of the correct interpretation of that provision.

14. This question of correct interpretation falls within the jurisdiction of the competent court in Portugal and has indeed been the subject of actual litigation in that country. The Joint Committee therefore did not consider itself competent in this matter.

15. The Recommendation dealt with the creation of proper standards and their observance in general terms, which were not at issue in this case.

16. If, notwithstanding the most recent decision of the Supreme Administrative Court, residual disputes as to interpretation of the law still remain, then the Joint Committee considered that these should be resolved by recourse to the appropriate appellate courts in Portugal.

Recommendations

17. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:

- take note of the above findings and the closure of the procedure concerning this allegation;
- communicate the above findings both to the Government of Portugal and to FENPROF.

Annex 2

ILO proposal for a partnership-building and communication strategy to promote the Recommendation concerning the Status of Teachers

1. The following summary is based on the strategy paper prepared by an ILO development communication specialist, entitled "Strategy for a dialogue for active partnership, focusing on a targeted communication policy to promote the ILO/UNESCO Recommendation concerning the Status of Teachers", as well as on comments by the ILO secretariat of the Joint Committee. It is a version of the original paper before the Joint Committee and edited by it.

Why promote the Recommendation?

Because education is fundamental to development

2. Responsibility for any educational system lies with all those who recognize the importance of education and the direct link between education and development. Also, efforts to improve educational systems and the status of teachers cannot be considered in isolation. A coordinated partnership is needed, and this team effort should have as its objective the maximum possible application of the concepts contained in the Recommendation.

Because teachers are the key to the educational process

3. As the Joint ILO/UNESCO Committee of Experts which monitors the Recommendation itself clearly underlined in its 1988 report: "the status of teachers depends on the status of education, just as the status of education depends on the status of teachers". Likewise, the OECD publication "The teacher today" states: "Teachers lie at the heart of the educational process. The greater the importance attached to education as a whole ... the higher is the priority that must be accorded to the teachers responsible for that education. Without competent and motivated teachers, aspirations for a high quality education are likely to founder."

Because the Recommendation is a unique international instrument

4. The Recommendation concerning the Status of Teachers was adopted in 1966 by an intergovernmental conference convened by UNESCO in close cooperation with the ILO. While it deals in a comprehensive way with the status of teachers, it also addresses ways of enhancing the provision and effectiveness of national educational systems. The Recommendation sets out ways to reverse the continuing decline in professional standards and working conditions witnessed today in many parts of the world.

Because the Recommendation provides a framework for action

5. By definition, the Recommendation is not intended to be ratified. Rather, it provides guidelines and benchmarks for all those in ILO and UNESCO member States who really wish to put into action their policy statements about the need to develop and improve their educational systems, so as to match society's needs and provide the means to cope with them. Some countries consider that they have already gone well beyond the provisions of the Recommendation. For them the Recommendation nevertheless constitutes a useful checklist, a kind of permanent reminder. Other countries say that they lack the resources to make the desired changes, that the text is out of date or that it does not apply to their particular situation. While texts such as this may always be updated, the Recommendation as it stands provides a valid framework on which to base efforts to improve education as a whole, as the Joint Committee has repeatedly affirmed and as member States have confirmed in their previous contributions.

Since the Recommendation is poorly known, what can the ILO and UNESCO do?

Communicate

6. The main obstacle to its application is that the Recommendation is not sufficiently known by those who stand to benefit from it — educational authorities, school management, teachers, pupils, parents and the community.

7. Promotion, information, dissemination, sensitization, networking and specific communication efforts — all these means are available to the ILO and UNESCO to improve the working and living conditions of teachers and thus to enhance educational systems, using the Recommendation as a springboard for action. The promotion of the Recommendation should be undertaken by designing a strategy with measurable objectives, priorities and a proposed timetable, but it must be directed and focused so as first to establish a dialogue with the most important partners. Since audiences are heterogenous, communication efforts should be tailored to reach each specific group. To start with and to be realistic, it is proposed to classify countries as to whether action is (a) possible, or (b) difficult. Suitable approaches can then be selected.

Build active and solid partnerships

8. Because efforts to improve educational systems and the status of teachers cannot succeed in isolation from partners also deeply involved in education, the ILO and UNESCO should adopt a strategy of concerted action. In building this partnership, attention must be paid to the individual characteristics of each partner.

Draw up an action plan and implement it

9. The foregoing paragraphs have outlined briefly why the Recommendation should be promoted, and have described in general terms how the ILO and UNESCO should go about doing it. The heart of the strategy for the promotion of the Recommendation is the action plan to be drawn up by the ILO and UNESCO, in mutual collaboration, setting out the proposed communication activities of each organization.

10. The pages that follow also list numerous potential partners for concerted action, and describe a range of tools to work with.

Who are the possible partners?

11. The following list is neither comprehensive nor presented in order of priority. It mentions some of the main partners with whom ILO/UNESCO should usefully establish or extend a constructive dialogue, and who could contribute to coherent action to promote the Recommendation.

12. But the ILO, UNESCO and the CEART should begin by setting an example. So, in addition to filling in the action plan with regard to activities directed towards external groups, the ILO and UNESCO should separately plan the activities they consider feasible and intend to undertake to promote the Recommendation within their own organizations. Similarly, and this is considered a crucial point, members of the CEART should further pursue the active promotion of the Recommendation in their own countries.

13. One example of action the ILO might initiate involving both organizations would consist of finding a particularly opportune occasion for a meeting between senior members of the ILO and UNESCO directorates around the theme of the Recommendation, as was done with the celebration of the 25th anniversary in 1991 in order to create a high-profile event. The meeting should be carefully prepared according to precise objectives in close collaboration with the Press Departments of the ILO and UNESCO. Such a meeting could take place at the time of the First Session of the Standing Technical Committee on Educational Personnel in October 1995, the same year as the Social Summit.

Within the ILO

14. A number of activities have already been undertaken within the ILO to promote greater knowledge and therefore application of the Recommendation's provisions. The proposals made below are merely a sample of the kinds of additional or extended activities which could be envisaged, based on collaboration between the Salaried Employees and Professional Workers' Branch, Service Sector

Occupations and Activities Programme, which has specific responsibilities for the terms and conditions of teaching personnel, including the monitoring of the 1966 Recommendation, and other technical departments of the ILO. The range of suggested activities will obviously depend on the human and financial resources made available within the regular budget and from extra-budgetary sources. Above all, a realistic work plan needs to be established, jointly with UNESCO if possible, to implement various aspects of the proposed strategy.

Actions specific to the Salaried Employees and Professional Workers' Branch of the ILO

15. The following activities should be carried out:

- undertake studies, having regard to the priorities recommended by CEART in its report;
- ensure ILO representation at each session of the UNESCO General Conference at which the report of the CEART is presented;
- profit from the International Labour Conference to extend contacts with all potential partners in relation to information exchange, conception of project/programme work, etc.;
- given the size of the teacher component in the workforce, its global importance for economic and social development, its major contribution to the transition to democracy, and the major impact of structural adjustment measures on education, endeavour to catalyse a discussion of these issues at a future session of the International Labour Conference;
- review jointly with UNESCO all didactic material on the Recommendation, updating and adapting it to other promotional activities cited in this document.

International labour standards

16. Within the framework of international labour standards, undertake to do the following:

- in cooperation with the Labour Standards Department (NORMES), ensure a mechanism (circular to all officials, briefing before departure to all experts and officials going on mission or to field offices, follow-up memos) whereby ILO officials, particularly in the Departments of Training (FORM), Employment (EMPLOI) and Working Conditions (TRAVAIL) are fully informed of the Recommendation and its importance in relation to their work;
- undertake to participate in the ILO's contribution to ECOSOC reports on the International Covenant on Economic, Social and Cultural Rights;
- consider, jointly with UNESCO, the application of the Recommendation to current circumstances and recommend any measures which will make it more relevant and applicable to the needs of the teaching profession, including the updating of the 1984 brochure, as both outside and within the ILO and UNESCO there is a recognition of the fact that certain parts of the Recommendation are outdated or do not cover recent trends in educational development.

Technical cooperation

17. As part of the ongoing technical cooperation activities of the ILO, the following activities could be envisaged:

- create a mechanism whereby information is made available from the missions and project work undertaken by other departments in relation to education and training, in cooperation with relevant technical units;
- maintain constant contact with bilateral and multi-bilateral donors with the assistance of the relevant liaison units of the ILO in Geneva and in other offices;
- increase cooperation with the Bureau for Workers' Activities (ACTRAV), especially with its Workers' Education and Technical Cooperation Branch (EDUC), in their training activities in Geneva, at the Turin Centre and in the field, where such activities directly or indirectly affect teacher trade unions. Include articles in the publication *Labour Education*.

Information dissemination

18. To be successful, a communication strategy will rely heavily on strong work to increase information flows on the Recommendation, among which should be considered:

- undertake to publish a series of articles and publications on the potential or actual impact of the Recommendation and the importance of teachers' status in the ILO and in cooperation with the ILO's Bureau of Public Information (PRESSE) and the Book Publishing Section (ETUDES);
- provide adequate funds for the free distribution of basic information concerning the Recommendation;
- revise and update a general mailing list and create targeted mailing lists for information on the Recommendation and teachers' status;
- review with the ILO library (BIBL) references to the Recommendation and teachers which are included in the Thesaurus;
- increase access to trade union media and to other media specializing in gender issues by furnishing articles and other information on teachers, and particularly on women teachers.

ILO multidisciplinary teams and offices outside Geneva

19. In line with the ILO's organization-wide "active partnership policy", the following activities should be developed:

- systematically inform the ILO subregional multidisciplinary teams and external offices of the existence and importance of the Recommendation, requesting their assistance in collecting information and supporting efforts to promote the Recommendation by different means (contact with the social partners at national or subregional level, support to seminars/symposia, etc.);
- envisage the creation of an annual bulletin which summarizes "news from the field" in relation to the Recommendation and teachers, for distribution to a targeted mailing audience.

Teachers' organizations

20. The teachers' organizations, both at national and international levels, are at the forefront of the partners in the promotion of the Recommendation, both because of their interest in the subject-matter and because they form an integral part of the Workers' group, that is, one of the three ILO constituents.

21. These organizations offer a large information dissemination network for the Recommendation as many of their activities are directly or indirectly based on the provisions of this instrument. The international federations (Education International (EI), the World Confederation of Teachers (WCT) and the World Federation of Teachers' Unions (WFTU)) have in the past conducted, and continue to conduct, activities linked to the Recommendation.

22. The most relevant action would be to develop a coordinated strategy which would enable the teachers' unions to make active use of the Recommendation in their activities. In particular, the following measures are proposed:

- assess the results achieved since the adoption of the Recommendation in 1966;
- establish an order of priorities for the promotion, both of the clauses of the Recommendation and of the geographical areas where actions should be undertaken;
- provide training on the Recommendation for union leaders and members;
- invite the unions to enhance their activities with ILO and UNESCO field offices;
- set up an individual network;
- strengthen the partnerships between unions in industrialized and developing countries;
- solicit articles on the Recommendation for publication in the trade union press;
- seek assistance in translating the Recommendation into local languages.

International bodies specifically concerned with education

23. These bodies form an integral part of UNESCO but they enjoy a high degree of autonomy. Their contribution to the promotion of the Recommendation should be sought in particular.

International Commission on Education for the Twenty-First Century

24. The Commission was established on 15 January 1993 and will hold six plenary sessions before submitting its report to UNESCO in 1995. Its conclusions and recommendations concerned with the teaching personnel will be action-oriented. The text of the Recommendation has been officially communicated to the Commission. It is important that the Commission continues to be informed on the ILO's activities concerning teachers, including those activities which fall within CEART's mandate. To this end, the ILO should take advantage of its participation as an observer in the Commission's work.

International Bureau of Education (IBE)

25. Founded in 1925, the IBE was integrated into UNESCO in 1969. It offers access to a vast and unique store of information on education, including data on the role and status of teachers. The role of teachers in society will be the major theme at the 45th Session of the International Conference on Education, organized by the IBE in 1996. The ILO should more closely collaborate with the IBE, particular on the following:

- greater use should be made of the IBE information network;
- there should be collaboration with the IBE to improve the quality of information presented by the mass media on education, and in particular on the status of teachers.

The International Institute for Educational Planning (IIEP)

26. Set up in 1963 under the auspices of UNESCO, the IIEP is a high-level international training and research centre. By virtue of its mandate in the field of research on education, it constitutes a valuable partner in the implementation of the Recommendation.

International financial institutions

27. Considering the influence of international financial institutions on educational planning through ministries of finance and planning, efforts should be made to:

- draw their attention to the priority of the conditions of work of teaching staff as a prerequisite for educational quality;
- the importance of education for development;
- ILO expertise on labour relations of personnel in the public sector including teacher unions as relevant in the implementation of educational reform;
- therefore increase the participation of ILO in these institutions' missions and the diffusion of the Recommendation.

Donor agencies (bilateral, multilateral, technical cooperation and other donor groups)

28. There is a trend to build collective policies on funding with the participation of a plurality of agencies focused on particular regions. Thus it is important for the ILO to make known the provisions of the Recommendation to these agencies as a framework for programmes on education and training funded by them. The Donors to African Education (DAE) needs to be specially targeted for close collaboration in this implementation of the Recommendation. The DAE working group on the teaching profession is of particular relevance in this process.

Other UN organizations

29. UNICEF, UNFPA and UNDP deal with issues related to education; the following actions are suggested:

- develop contacts between the ILO and these organizations;

-
- seek to ensure that their educational programmes use the Recommendations as a checklist; and
 - demonstrate that education is central to development and that teachers are the key to education.

OECD

30. Previous initiatives to increase with OECD/CERI need to be resumed and reinforced, offering the Recommendation and CEART-related activities as a framework for joint policy planning and implementation of a programme to examine the impact of new educational trends and innovations on teachers' conditions and vice versa, since the OECD has experience in publishing extensively on educational trends and innovations in the developed world. There is a need to draw the attention of the OECD to broaden their framework to include developing nations' issues.

Regional development banks (Africa, America, Asia and Europe)

31. Regional development banks invest in human resources and are therefore interested in the educational sector as a means to ensure an appropriately educated workforce to meet development needs.

32. The Recommendation would provide valuable guidance, particularly in the area of restructuring of education and the status of teachers in the newly emerging regions.

Other regional organizations

33. This is an initiative to make the public sector more efficient. The education sector, including a large proportion of teachers, is therefore concerned. The Observatory of African Civil Services (OFPA), for example, offers potential for partnership in instigating change on the basis of the Recommendation.

National level

Ministries of education and related ministries

34. The provisions of the Recommendation directly concern several ministries which are liable to participate in its promotion. These include the national education ministries which are UNESCO's normal respondents. It is therefore up to UNESCO to encourage these ministries to help to widely disseminate information on the Recommendation.

Teacher training institutions

35. The training institutes, international, regional and/or national, which constitute UNESCO's other traditional partners, also have a special role to play in promoting the Recommendation. UNESCO, through its continuous working relations with these institutes, can encourage them to promote the Recommendation in the newsletters and information circulars published by them.

Private schools (employers)

36. As employers of teaching personnel, private schools should be contacted through the teachers' associations to ensure that they in turn disseminate information on the Recommendation.

Follow-up to the World Conference on Education for All

37. UNESCO, UNICEF, UNDP and the World Bank jointly organized the World Conference on Education for All which took place in March 1990, at Jomtien in Thailand. UNESCO's follow-up activities to this Conference, and in particular the various regional, subregional and national meetings (seminars), should provide an opportunity to promote the Recommendation.

International Teachers' Day

38. UNESCO launched the World Teachers' Day in 1994, which will be celebrated each year on 5 October, the anniversary date of the adoption of the Recommendation. This day should provide an opportunity to speak about the Recommendation and make it known to the general public, outside the sphere of educational professionals.

Non-governmental organizations

39. Among the vast number of non-governmental organizations, a selection should be made of those likely to be helpful in promoting the Recommendation. Actions to be examined include:

- consider a special day to commemorate the Recommendation, to be held in Geneva in order to raise awareness of the instrument;
- use the many publications put out by non-governmental organizations to promote the Recommendation;
- invite representatives of non-governmental organizations to participate in national-level meetings concerned with the Recommendation.

Consultants and volunteers involved in technical cooperation projects

40. Some donor countries have special departments which brief or train programme or project staff before they set off, many of them teachers. Religious missions provide a large number of teachers to the Third World. In view of the widespread ignorance of the Recommendation, it is suggested that:

- efforts should be made to ensure that the briefing or training of prospective programme or project staff in the field of education and vocational training includes information about the Recommendation;
- a list of consultants in the educational field should be drawn up so that they can be informed about the Recommendation;
- guidelines should be prepared for those consultants conceptualizing or drawing up programmes or projects to encourage them to use the Recommendation as a framework or checklist;
- a detailed letter to organizations which provide teachers for developing countries should be prepared to be sent out with a copy of the Recommendation;
- stories about teachers working in distant lands should be published in their home town newspapers so as to enhance the image of teachers' commitment to the process of change outside the national context.

Parents' associations

41. Associations composed of the parents of pupils constitute an important group which could promote the provisions of the Recommendation. Suggested activities include:

- use their publications to disseminate information about the Recommendation;
- explain the provisions of the Recommendation to national meetings of parents;
- encourage parents' associations in both developing and industrialized countries to twin their activities.

Foundations

42. A large number of foundations are working to improve educational systems throughout the world. Contacts should be made with such foundations to invite their attention to the provisions of the Recommendation and encourage them to both support projects which implement the principles expressed in it and also to include in projects a dissemination of those principles

Retired teachers

43. Retired teachers can become agents for promoting the Recommendation. This is particularly true of retired teachers who have grouped together to undertake voluntary work abroad or locally. National governments should be advised to benefit from the experience of retired teachers in the

promotion, planning and restructuring of education in the formal and informal sectors, and literacy campaigns.

What tools are needed to promote the Recommendation?

44. The strategy to promote the Recommendation consists essentially of two components already diagnosed by the CEART. First, to make sure that the Recommendation is more widely known and better understood. Secondly, to move from knowledge and understanding of the Recommendation to implementation and application of its provisions. What tools are needed to carry out this strategy successfully?

The Recommendation itself

45. The Recommendation needs a new look. An attractive annotated publication should be prepared, referring to relevant labour standards, posing pertinent questions and indicating priorities. An illustrated version might also be produced for a different type of audience. The presentation of the Recommendation, as indeed of various other publications described below, should be of a high professional standard, using communications and marketing expertise to attract and retain the attention of the potential audience. Several specific ideas for a new presentation of the Recommendation are given in the larger paper on which this summary is based.

Collecting information on the status of teachers

46. Participants/observers in seminars, symposia or workshops should be asked to assemble and supply relevant information concerning the situation in their respective countries on the basis of which they can move from an understanding of the Recommendation to the promotion of its provisions in their own countries.

Workshops/seminars/symposia

47. These should be much more action-oriented. Not only would participants learn about the Recommendation but they would also participate in exercises specifically elaborated to assist in addressing the issue of how to promote and implement its provisions in their own countries. The meetings might also contribute ideas for the updating of the Recommendation.

Guide to presenting allegations of non-application of the Recommendation

48. As the CEART noted in 1991, none of the allegations of non-application of the Recommendation's provisions addressed to the ILO and UNESCO between 1988 and 1991 were presented in a receivable form. This lamentable state of affairs runs counter to establishing effective communication. Although this situation has improved between 1991 and 1994, the need for a clear explanation of how to present allegations is evident, and in fact has been requested by international teachers' organizations. A formal explanatory document in this regard should be produced and widely distributed.

Flyer

49. A short brochure should be produced for publicity purposes. It would answer the following questions: What is the Recommendation? What use is it? Where can a copy be obtained?

Descriptive paper on conditions of work of teachers

50. Periodic publication should focus on and detail specific problems faced by teachers worldwide in contrast to the conditions envisaged by the Recommendation, based on systematic compilation of data and information through the partnership network supported by technical and legal advice of the CEART, ILO and UNESCO. The problems faced by teachers and improvements in their status (where achieved) should be publicized as one of the strategies of promoting the Recommendation on a worldwide basis.

Means of dissemination of information

51. All channels of communication should be employed to promote the Recommendation: press, mail, radio, television, documentaries, film festivals, songs, theatre, sports events, book fairs, awards, drawing competitions, and so on.

Documentation centre

52. All information on the Recommendation should be collected to form a resource base for promotional activities.

Where do we go from here?

53. The strategy suggested here relies rather on the establishment of a fruitful and concrete dialogue among numerous partners based on a positive approach to the possibilities of using the Recommendation, rather than on so-called sophisticated techniques which might be counter-productive. A multitude of forces, factors and institutions — many of them listed above — must act in concert to bring about progress in educational systems and in the status of teachers. The time factor is also important: after all the Recommendation was adopted 27 years ago! A complementary activity could be implemented in parallel with the largely international strategy outlines above. This approach would consist of fostering pilot partnerships and communication strategies at national level in selected countries.

54. The principal idea is to build up an active partnership which will work towards a common objective of improving teachers' status and therefore education. But the best of strategies will have no impact unless they are translated into reality through the commitment of human and financial resources.

Annex 3

Message of the Joint Committee on the Occasion of the first International Teachers' Day

The Recommendation concerning the Status of Teachers was adopted on 5 October 1966. On the occasion of the celebration of the 25th anniversary of the adoption of the Recommendation, UNESCO chose the date of 5 October to celebrate on an annual basis, International Teachers' Day.

The role of teachers is essential in the socialization and education of future generations, in the transmission and the renewal of culture, in the creation and maintenance of values and in social progress. Teachers are the mediators between the past, the present and the future of each society. Incontestably, teachers constitute the cornerstone in the construction of a relevant educational system, in all countries, whatever their differences in terms of law, governance or practices.

The status of teachers results from a veritable moral contract with society. Therefore, it is essential that they receive adequate training, that they are prepared for future changes and that they be associated with actions aimed at the improvement of the educational system.

All of these principles are contained in the Recommendation concerning the Status of Teachers, the only international instrument concerned with the status of the teaching profession in a global manner. This Recommendation integrates professional standards, as well as working conditions, in the framework of universal principles, thus significantly promoting the right to education as set out in the Declaration of Human Rights.

The Joint ILO/UNESCO Committee of Experts, whose mandate is to monitor the application of this Recommendation, meeting in its Sixth Session held in Geneva from 12-20 July 1994, reaffirms the importance of the Recommendation based on these universal principles, and its continued relevance despite the deep-seated changes affecting our world.

On the occasion of International Teachers' Day, the Joint Committee appeals to all partners concerned with education — government authorities, teachers' unions, federations and associations of parents and students and others — to combine their efforts in order that the Recommendation be widely known and applied.

Chairperson,
Séga Seck Fall.

Annex 4

Message of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers, addressed to the 45th International Conference on Education

The Joint ILO/UNESCO Committee, on the occasion of its Sixth Ordinary Session held in Geneva at ILO headquarters from 12 to 20 July 1994, welcomed the selection of the topic of teachers that will be the theme of the 45th International Conference on Education.

Today's societies, confronted with emerging problems, find themselves in a process of profound change. In this evolving context of a unified and yet heterogeneous world, rich in cultures and differences which it encompasses, interdependence constitutes not only an economic and political reality, but also a cultural and existential one, inasmuch as the dangers resulting from imbalances created by the interaction of humans with nature concern us all.

Scientific and technological progress, how great they might be, cannot be a substitute for human relations, among which education is one of the key elements.

Every educational system being a reflection of society, it should be stressed that teachers are the key actors in this process. Their role is crucial in inspiring young generations to respect nature, to accept differences and to embrace tolerance and international understanding, as well as the ideals of peace and solidarity among the people of the world.

The quality of teaching and training depends on teachers who have an adequate level of qualification, and who benefit from working conditions and continuing education which enable them to best fulfil their noble mission and to adapt continuously to new situations.

The Recommendation concerning the Status of Teachers, a unique instrument dealing with the teaching profession as a whole, includes all of these concerns in an overall framework of teachers' rights and responsibilities. This Recommendation, in defining standards relative to teachers' status, constitutes an indispensable reference for the promotion of teaching in all countries.

The Joint Committee requests the distinguished delegates from all countries to combine their efforts so as to make this Recommendation widely known and applied.

Chairperson,
Séga Seck Fall.

Annex 5

Agenda of the next Special Session of the Joint Committee

1. Election of the Officers.
2. Review of the ILO and UNESCO joint or separate activities to promote the application of the Recommendation in view of the conclusions set out in the report of the 1994 Ordinary Session of CEART.
3. Review of new case-studies made by ILO/UNESCO on teacher education, participation and stress with particular reference to contents and methodology.
4. Review of any other case-studies conducted since the Sixth Ordinary Session of the Joint Committee as identified in the report of that session.
5. Review of studies undertaken in several countries in Africa on the status of women teachers in technical education and related activities.
6. Examination of the results of other actions undertaken as proposed in the report of the Sixth Ordinary Session.
7. Report on the 1996 International Conference on Education (ICE) focused on teachers.
8. The forms of questionnaire to be used as envisaged in the report of the Sixth Ordinary Session.
9. Consideration of allegations received from teachers' organizations since the Sixth Ordinary Session.
10. Report as to outcomes of allegations considered at the Sixth Ordinary Session.
11. Developments related to the preparation of a Recommendation on higher education teaching personnel.
12. Agenda for the Seventh Ordinary Session of the Committee.