

INTERNATIONAL LABOUR OFFICE

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATIONJOINT ILO/UNESCO COMMITTEE OF EXPERTS
ON THE APPLICATION OF THE RECOMMENDATION
CONCERNING THE STATUS OF TEACHERS

(Second session, Paris, 27 April-8 May 1970)

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INTRODUCTION

1. The present report is submitted by the Joint ILO/Unesco Committee of Experts on the Application of the Recommendation concerning the Status of Teachers, which was set up in pursuance of decisions taken at the fourteenth session of the General Conference of Unesco (Paris, October-November 1966) and the 167th session of the Governing Body of ILO (Geneva, November 1966). The terms of reference of the Committee of Experts were to examine the reports received from governments on action taken by them on the Recommendation concerning the Status of Teachers and to report thereon to the Governing Body of ILO and the General Conference of Unesco.

2. At their sessions in the Autumn of 1967, the Governing Body of ILO (170th session) and the Executive Board of Unesco (77th session) decided that the Joint Committee should consist of 12 members designated and sitting in their personal capacities and appointed for three years with the possibility of renewal. The members of the Committee should be independent persons, chosen solely on the basis of their competence in the principal domains covered by the Recommendation, and should have a thorough knowledge of the problems which application of the Recommendation might pose, whether in respect of education, teacher training, school administration, terms of employment and working conditions, social security, legal questions, etc. Each organization should, in principle, choose the experts for the domains falling mainly within its province, half of the members of the Committee being chosen by the Governing Body of ILO, on the nomination of the Director-General of ILO, and half by the Executive Board of Unesco, on the nomination of the Director-General of Unesco. The membership of the Committee should be as balanced as possible both from the point of view of geography and the varying systems of education and in respect of the spheres of expertise of its members.

3. On the proposal of their respective Directors-General, the Executive Board of Unesco (at its 78th session) and the Governing Body of ILO (at its 172nd session) appointed, in the Spring of 1968 the following 12 persons to be members of the Joint Committee:

Professor S.B. Adaval	Head of the Department of Education, Allahabad University, Allahabad. Formerly: Head, Department of Teacher Education, National Council of Educa- tional Research and Training, New Delhi.	India
Professor Pablo Gonzalez Casanova	Director, National Institute of Social Studies, National University of Mexico.	Mexico

Dr. Zin A. Henry	Member of Industrial Court of Trinidad and Tobago. Formerly: Adviser to the Prime Minister of Trinidad and Tobago Personnel Management.	Jamaica
Dr. Y.S. Kotb	Rector, Ain Shams University, Abbassia, Cairo. Formerly: Dean, Faculty of Education, Ain Shams University.	United Arab Republic
Mr. Pierre Laroque	President, Social Section, Council of State.	France
Mrs. Ulla Lindström	Member of Parliament. Formerly: Minister for Technical Assistance and Family Questions.	Sweden
Dr. Frederic Meyers	Professor of Industrial Relations, University of California.	United States of America
Academician E.I. Monoszon	Scientific Secretary of the Academy of Pedagogical Sciences.	Union of Soviet Socialist Republics
Professor Tatsuo Morito	President of the Central Council for Education. Formerly: Minister of Education; Former President of Hiroshima University.	Japan
Professor Ben Morris	Formerly Director, Institute of Education, University of Bristol, Bristol, and Director, National Foundation for Educational Research; Chairman, Institute of Human Relations, London.	United Kingdom
Professor Alassane N'Daw	Professor of Dakar University. Formerly Official of the Ministry of Education, Senegal.	Senegal
Dr. José de Segadas Vianna	Former Minister of Labour, Industry and Commerce.	Brazil

4. The Committee of Experts held its first session in Geneva from 16 to 20 September 1968. It unanimously elected Mr. P. Laroque as its Chairman, Mr. Y.S. Kotb, Vice-Chairman, and Mr. S.B. Adaval, Rapporteur.

Origin of the Recommendation

5. The Recommendation concerning the Status of Teachers was adopted unanimously on 5 October 1966 by a Special Intergovernmental Conference convened by Unesco.

The adoption of this important international instrument marks a decisive stage in the efforts that have been made for more than 20 years past, at the international level, to improve the professional, social and economic status of teachers, thereby helping to solve the serious problem of the lack of qualified teachers and the difficulties to which it gives rise in regard to the advancement of the cultural, economic and social development of numerous States.

6. The preparation of the draft recommendation was the subject of a long and fruitful collaboration between the International Labour Organisation, Unesco, the International Bureau of Education and certain international non-governmental organizations representing teachers.

7. It was in 1947, at the second session of the General Conference of Unesco, held in Mexico City, that mention was first made in Unesco's programme of a "Teachers' Charter". The General Conference then requested the Director-General "to invite associations of teachers to prepare drafts" for such a charter. The following year, at Beirut, the General Conference of Unesco confirmed this instruction by requesting the Director-General "in co-operation with the International Bureau of Education, to collect basic information on the training and status of teachers, looking towards the development of a Teachers' Charter". From 1951 to 1963, Unesco and the International Bureau of Education carried out a series of comparative studies on the training and status of teachers. On the basis of these studies, the International Conference on Public Education convened each year by these two organizations, addressed - more particularly in 1953, 1954, 1957, 1962 and 1963 - a number of recommendations to the Ministers of Education of the Member States of Unesco.

8. In 1952, ILO's Advisory Committee on Salaried Employees and Professional Workers, at its second session, drew the Organization's attention to the problems relating to the social and economic status of teachers. At its following session, in 1954, the Committee examined the terms of employment of teachers; it asked for a meeting of experts to be convened to make a detailed study of the question, and also requested closer co-operation with Unesco and the International Bureau of Education. In 1957, at its fourth session, the Committee renewed its request for a meeting of experts. This meeting took place in October 1958. It formulated a number of conclusions relating to professional training, advancement and promotion, duration of work, holidays with pay, working conditions, determination of salaries, civic rights and freedom of association. A second meeting of experts was held in October 1963 to consider the same problems. Its conclusions, which were even more abundant than those of 1958, were examined by the Governing Body of ILO in 1963 and 1964 (157th and 158th sessions), following which the Governing Body approved the principle of joint action by ILO and Unesco, to be taken as soon as possible, with a view to the adoption of an adequate international instrument, relating to social, economic and professional problems and to the pre-service and in-service training of teachers, which would also contain appropriate provisions concerning a supervision of its application.

9. For their part, the international organizations of teachers, encouraged by the resolutions adopted by the General Conference of Unesco in 1947 and 1948, drew up various draft charters. For instance, in 1954 the International Federation of Secondary Teachers, the International Federation of Teachers' Associations, and

the World Federation of Teachers' Unions jointly adopted a "Charter for Educators" comprising 15 articles. In the following year, 1955, the World Confederation of Organizations of the Teaching Profession devoted its annual assembly to the study of the status of teachers and set forth a series of principles designed to improve this status.

10. A large amount of documentation bearing on the material and moral aspects of the status of teachers was thus assembled. Having regard to the close connexion existing between the terms of employment and the material situation of teachers, on the one hand, which were mainly of concern to ILO, and the training and qualifications of teachers, on the other, which came within the province of Unesco, it became apparent, in 1963, to the competent organs of Unesco and of the International Labour Organisation that the time had come to draw up, and submit for adoption to an intergovernmental body representing the international community as a whole, an international instrument specifying the standards with which governments would be asked to comply in regard to the status of teachers at primary and secondary level. The two organizations agreed on the necessity of having these standards set out in a single instrument.

11. In January 1966, the two organizations convened in Geneva a meeting of experts to prepare, on the basis of the documentation supplied by them and the comments received from governments and from teachers' organizations, the text of a final draft.

12. This draft was submitted to the Special Intergovernmental Conference held in Paris from 21 September to 5 October 1966, which was attended by delegations from 76 States, representatives of the United Nations and the International Labour Organisation, as well as observers from five other States and 17 international non-governmental organizations. The International Labour Organisation, which was closely associated with Unesco in the preparations for the Conference, was represented by a tripartite delegation from the Governing Body and by a Deputy Director-General and several officials of the International Labour Office.

Implementation of the Recommendation

13. The Special Intergovernmental Conference, after unanimously adopting the Recommendation concerning the Status of Teachers, turned its attention to the implementation of that instrument. It expressed the wish that Unesco and ILO, "after mutual consultation and in a spirit of close co-operation should take measures for the implementation of the Recommendation based on the constitutional provisions in force in these organizations".

14. Since the instrument in question is a recommendation and not a convention, the Member States of ILO and Unesco are under no strict legal obligation to apply its provisions. However, the constitutional provisions of the two organizations specify, with regard to recommendations adopted by their respective General Conferences, an obligation on the part of Member States to submit them to the competent national authorities and to report on the action taken on them by those national authorities. By virtue of these provisions, the Governing Body of ILO, at its 167th session (Geneva, November 1966), and the General Conference of Unesco, at its fourteenth session (Paris, October-November 1966), decided to

invite their respective Member States to apply the provisions of the Recommendation, to submit the Recommendation to their competent national authorities within one year from 1 December 1966 and to inform the Organization of the measures taken by them in this respect, and to transmit periodic reports on the action taken by them upon the Recommendation. The Governing Body of ILO, when deciding to request governments to report periodically, invited them to communicate the Recommendation and the reports relative thereto to the occupational organizations concerned. At these same sessions, it was decided to set up the Joint Committee, to report to the competent organs of the two organizations with a view to such separate but parallel action as those organs might deem appropriate.

First session of the Joint Committee

15. At its first session in 1968, the Joint Committee drew up a precise, detailed questionnaire designed to elicit all information likely to assist it in making a realistic assessment, not only of the legal status, but also of the economic and social position of teachers in all the countries concerned and, generally speaking, of their place in society. Since an improvement in the status of teachers can only be brought about progressively, and since general trends are frequently more significant than the state of affairs at any given moment, the questionnaire called, not only for information on the situation of teachers obtaining in law and in fact on 1 January 1969, but also for data on changes anticipated in the course of the next five years. This questionnaire was sent to the Member States of both organizations on 18 November 1968, with the request that replies to it should be submitted not later than 15 May 1969.

16. The Committee noted that the Governing Body of ILO had invited governments to communicate the Recommendation and all reports relating thereto to the occupational organizations concerned. It also noted that a certain number of international teachers' organizations had been granted consultative status with Unesco and as such were consulted by Unesco on questions of interest to the teaching profession. Having regard to these factors, the Committee decided that, in addition to the reports presented by governments, it could take into consideration information on the implementation of the Recommendation which might be received from national organizations representing teachers or their employers, and from international teachers' organizations having consultative status with Unesco, without excluding information from other authoritative sources, it being understood that any such information referring to the situation in a particular country would be communicated to the government concerned for any observations it might wish to make thereon.

17. In addition, the Committee instructed its secretariat, made up of ILO and Unesco staff members, to undertake a preliminary analysis of the information received in response to the questionnaire, and appointed a working group for the preliminary consideration of this material and of its analysis, with a view to facilitating the establishment of its report.

Second session of the Joint Committee

18. In response to the questionnaire, each of the following 77 countries - 75 Member States of the two international organizations, one Member State of Unesco and one Associate Member of Unesco - submitted a report to the Committee:

Argentina	Jordan ⁽²⁾
Australia	Kuwait
Austria	Laos
Bahrain ⁽¹⁾	Lebanon
Belgium	Liberia
Bolivia	Luxembourg
Brazil	Malaysia
Bulgaria	Mauritius
Burma	Monaco ⁽³⁾
Burundi	Morocco
Byelorussian Soviet Socialist Republic	Nigeria
Cameroon	Norway
Central African Republic	Panama
Ceylon	Paraguay
Chile	Philippines
Republic of China	Poland
Colombia ⁽²⁾	Romania
Congo (People's Rep. of)	Sierra Leone
Congo (Dem. Rep. of)	Singapore
Costa Rica	Spain
Cyprus	Sudan
Czechoslovakia	Sweden
Dahomey	Switzerland
Denmark	Syrian Arab Republic
Dominican Republic	Thailand
Ecuador	Togo
Finland	Tunisia
France	Turkey
Federal Republic of Germany	Ukrainian Soviet Socialist Republic
Ghana	Union of Soviet Socialist Republics
Greece	United Arab Republic
Guatemala	United Kingdom
Guyana	United States of America
Hungary	Upper Volta
India	Uruguay
Iraq	Venezuela
Israel	Republic of Viet-Nam
Italy	Yugoslavia
Japan	

19. Only those reports received before 1 January 1970 were considered and analysed by the Committee. The Committee noted that several of the reports submitted by the above States did not contain all the information which the Committee had hoped to receive.

20. The following 49 States did not reply to the questionnaire: Afghanistan, Albania⁽³⁾, Algeria, Barbados, Cambodia, Canada, Chad, Cuba, El Salvador, Ethiopia, Gabon, Guinea, Haiti, Honduras, Indonesia, Iceland, Iran, Ireland,

(1) Associate Member of Unesco; not a member of ILO.

(2) The report from this country arrived after 1 January 1970.

(3) Member State of Unesco; not a member of ILO.

Ivory Coast, Jamaica, Kenya, Republic of Korea, Lesotho, Libya, Madagascar, Malawi, Mali, Malta, Mauritania, Mexico, Mongolia, Nepal, Netherlands, New Zealand, Nicaragua, Niger, Pakistan, Peru, Portugal, Rwanda, Saudi Arabia⁽¹⁾, Senegal, Somalia, Southern Yemen, Tanzania, Trinidad and Tobago, Uganda, Yemen, Zambia.

21. The World Confederation of Organizations of the Teaching Profession transmitted observations from teachers' organizations in Ghana and Japan. The World Federation of Teachers' Unions and the Union générale tunisienne du travail supplied certain comments. All of these were communicated to the governments concerned. The governments of two Member States replied to the comments relating to their countries.
22. The International Federation of Free Teachers' Unions sent a communication to the Chairman of the Committee containing certain observations and transmitting statements from teachers' organizations in Guatemala, Japan, Peru, Turkey, Uganda, United States of America. This communication arrived only on 27 April 1970. The Committee regrets this late date which made it impossible for the communication to be taken into consideration since the governments concerned were not in a position to submit their comments on the observations received.
23. The working group appointed by the Committee met at Unesco Headquarters from 27 to 30 April 1970. It prepared a draft report which was later finalized, paragraph by paragraph, by the Joint Committee at its plenary session held in Paris from 4 to 8 May 1970. Professor P. Gonzalez Casanova and Academician E.I. Monoszon were unable to attend this meeting.
24. Notwithstanding the care taken in analysing the replies and observations received, the Committee is aware that, owing in particular to the different approaches adopted by governments in replying to the questionnaire, mistakes may have occurred in interpreting the data supplied to the Committee.

Layout of the Report

25. The analysis following this introduction consists of nine chapters corresponding to Parts IV to XII of the Recommendation to which the questionnaire refers. After this analysis will be found the conclusions and suggestions formulated by the Joint Committee.
26. Apart from the replies sent in by States, and the comments of the State and the organizations mentioned in paragraph 21, the only material used by the Committee was the relevant official information contained in documents of the United Nations, ILO and Unesco.

(1) Member State of Unesco; not a member of ILO.

I. EDUCATIONAL OBJECTIVES AND POLICIES

27. Part IV of the Recommendation defines a number of principles related to educational objectives and policies which have implications for the status of teachers, in particular the following:

It is the fundamental right of every child to be provided with the fullest possible educational opportunities, without discrimination;

educational planning should form an integral part of economic and social planning undertaken to improve living conditions;

as an educational objective no State should be satisfied with mere quantity, but should seek also to improve quality;

in education both long-term and short-term planning and programming are necessary as the efficient integration in the community of today's pupils will depend more on future needs than on present requirements;

all educational planning should include at each stage early provisions for the training and the further training of sufficient number of fully competent and qualified teachers;

there should be close co-operation between the competent authorities, organizations of teachers, of employers and workers, and of parents as well as cultural organizations and institutions of learning and research for the purpose of defining educational policy and its precise objectives;

high priority should be given in all countries, to setting aside, within the national budgets, an adequate proportion of the national income for the development of education.

28. In the questionnaire drawn up by the Joint ILO/Unesco Committee of Experts the following questions were asked regarding the above objectives:

- (1) Is there in your country a plan concerning short- and/or long-term educational development? If so, please supply a copy of the plan or its main features, and, in so far as they are not included therein, the statistical material and forecasts on which the plan has been based. Please also indicate the manner in which teachers' organizations and other organizations such as those referred to in paragraph 10 (k) of the Recommendation have co-operated in the preparation of the plan.
- (2) What measures have been taken or are envisaged, whether or not there is a plan, to ensure that there will be an adequate number of qualified teachers for the different types of schools?

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

29. With the exception of Bulgaria, Brazil, Bolivia, Dominican Republic, Greece, Sierra Leone and Tunisia, all countries which replied have provided information concerning this part of the questionnaire.

Educational planning

30. The majority of reports containing information on this section refer to systematic efforts of the governments to analyse and forecast educational requirements of the country on the basis of statistical data and to ensure an adequate supply of teachers for various types of schools. Only the following countries do not report any such activities: Bahrain, Costa Rica, Japan, Lebanon, Luxembourg, Monaco, Romania, Singapore, Switzerland.

31. Although they admit the absence of an overall plan of educational development the reports of Finland and Israel describe the work of specialized planning bodies concerned with various levels of education. Similarly, the report of the United Kingdom refers to long-term measures to provide additional building resources and future needs of teachers required in connexion with the raising of the school-leaving age. Argentina, the Democratic Republic of the Congo and Mauritius have set up special commissions or offices charged with the preparation of an educational plan. In Belgium, a special law adopted in 1958 has provided a framework for a quantitative development of primary and secondary education until 1970. While their federal structure does not permit a nation-wide educational planning, individual States in Australia, the United States of America and various Länder of the Federal Republic of Germany, are engaged in planning activities in respect of their educational systems.

32. As to the length of period for which educational plans are elaborated, the available information is tabulated below. (As this table shows most countries have resorted to short-term plans (up to five years).) Table I also indicates the countries which, in addition to such plans, also report long-term planning.

TABLE I

Educational plans

Country	Short term	Long term	Observations
Austria		1965-1975	
Burma	5 year		
Burundi	1968-1972		
Byelorussian Soviet Socialist Republic	1966-1970		
Cameroon	5 year		
Central African Republic	1967-1970		
Ceylon	*	*	
Chile	1965-1970		
China (Rep. of)	*	*	Also medium term (in preparation)
Congo (People's Rep. of)	1964-1968		
Cyprus	1967-1972	1967-1977	
Czechoslovakia		1960-1970	
Dahomey	1966-1970		
Ecuador	1964-1973		
France	1966-1970	15 year	
Ghana	1968-1970		
Guatemala	*	*	Also medium term
Guyana	*	*	
Hungary	*	*	Also medium term
India	1969-1974	1965-1980	
Iraq	1965-1970		
Italy	1965-1970		
Kuwait	1967-1968		
Laos		1966-1980	
Liberia	4 year		
Malaysia	1968-1970		
Morocco	1968-1972		
Norway	1970-1973		
Paraguay	5 year		
Philippines	1967-1970		
Panama		1970-1980	
Spain	1964-1967		
Sudan	1969-1974		
Syrian Arab Republic	1966-1970		
Thailand	1967-1971		
Turkey	1968-1972		
Ukrainian Soviet Socialist Republic	5 year	10 year	
Union of Soviet Socialist Republics	1966-1970		
United Arab Republic		1965-1972	
Upper Volta	1967-1970		
Venezuela	*	*	Also medium term
Republic of Viet-Nam	1966-1970		
Yugoslavia	1966-1970		

* Length not specified.

Rôle of teachers' organizations in educational planning and in defining educational policy

33. The reports of the following countries made no reference to the participation of teachers and their organizations in the elaboration of educational plans: Austria, Bahrain, Belgium, Burma, Burundi, Central African Republic, Republic of China, the People's Republic of the Congo, the Democratic Republic of the Congo, Cyprus, Dahomey, Ecuador, India, Iraq, Japan, Kuwait, Laos, Lebanon, Panama, Philippines, Singapore, Thailand, United States of America, Venezuela, the Republic of Viet-Nam.
34. In the following countries, teachers or their organizations are associated with the work of planning bodies either by being consulted at various stages of the elaboration of the plan or by being represented on competent organs: Argentina, Australia, Byelorussian Soviet Socialist Republic, Cameroon, Chile, Costa Rica, Czechoslovakia, Denmark, Finland, France, Guyana, Hungary, Israel, Morocco, Nigeria, Norway, Poland, Romania, Spain, Sudan, Syrian Arab Republic, Turkey, United Arab Republic, United Kingdom, Upper Volta, Union of Soviet Socialist Republics, Yugoslavia.
35. Most of the replies which give information on this point do not indicate clearly whether participation is by representatives of teachers' organizations or by individual members of the teaching profession. This particular question was raised in the comments received from one national teachers' organization. The Japan Teachers' Union, claiming to represent about 70% of Japanese teachers, states that no representative of the Union has ever been appointed as a member of any advisory councils set up by the government to formulate recommendations concerning educational policy. The Union adds that only those who are in support of the policy of the Ministry are appointed to these councils. In commenting on this statement the Japanese Government points out that teachers appointed as members of any councils are selected in their personal capacity "from a viewpoint of profound knowledge and rich experience" and not as representatives of teachers' unions. The government notes that this principle is applied not only to the Japan Teachers' Union but also to any other teachers' organization.
36. It should be noted that paragraph 10 (k) of the Recommendation stipulates that "there should be close co-operation between the competent authorities, organizations of teachers, of employers and workers, and of parents as well as cultural organizations and institutions of learning and research, for the purpose of defining educational policy and its precise objectives". This is an essential condition for the efficacy of any education system. As regards co-operation by the teaching profession, the Recommendation stipulates that it should take place through teachers' organizations, and not by simply calling on individual representatives of the profession. The Recommendation does however leave it to the individual country to decide the institutional framework for effecting the co-operation.
37. In most reports there is a notable absence of reference to other bodies which according to the Recommendation should co-operate with competent authorities in defining educational policy and its objectives (such as organizations of employers, workers parents, cultural organizations and institutions of learning and research). Such references appear only in the reports of the Federal Republic of Germany (workers and employers' organizations), Denmark (workers and employers'

organizations), Czechoslovakia (research institutions), Spain (parents' organizations), United Kingdom (local authorities and educational organizations).

Some features of educational planning

38. From the summary characteristics given of the content of educational plans it may be inferred that most of them aim at an expansion of educational systems by increasing enrolments or by raising the school-leaving age. Such trends appear in the reports of the following countries: Belgium, Byelorussian Soviet Socialist Republic, Bahrain, Burma, Burundi, Central African Republic, Cyprus, Costa Rica, Denmark, Ecuador, Federal Republic of Germany, Finland, France, Guyana, Guatemala, Ghana, Hungary, Japan, Laos, Liberia, India, Morocco, Nigeria, Norway, Philippines, Spain, Syrian Arab Republic, Singapore, Sudan, Sweden, Thailand, Turkey, Ukrainian Soviet Socialist Republic, United Arab Republic, Union of Soviet Socialist Republics, Venezuela, Republic of Viet-Nam, Yugoslavia.
39. Several reports point out that in view of their limited economic resources, the governments are obliged to stabilize enrolment rates even though these are relatively low. Such a situation is reported by Burundi (for primary level only), Cameroon, the People's Republic of the Congo, Dahomey, Upper Volta.
40. A number of reports emphasize a concern of educational planners with a qualitative improvement of educational structures and of curricula in schools and in teacher-preparation institutions. This is reported in particular by Cameroon, the Central African Republic, Chile, Czechoslovakia, the Federal Republic of Germany, France, Italy, Sweden, Turkey, the United States of America. Costa Rica and Dahomey endeavour to adapt their school systems to new social needs especially in rural areas. Bahrain, Dahomey, Ghana, Iraq and Mauritius are particularly concerned with a revalorization of technical and vocational education.
41. The establishment of new teacher-training institutions or the expansion of the existing ones is specifically mentioned by the following countries: Australia, France, Guyana, Ghana, Norway, Philippines, Sudan, the United Kingdom and Venezuela. It may be assumed, however, that in other countries where educational provisions tend to expand (see paragraph 38 above) similar measures are being taken.
42. In order to attract a large number of candidates to the teaching profession educational authorities in some countries organize information campaigns (Austria, Burundi), increase study grants of intending teachers (Australia, Nigeria) or improve their salaries, career prospects and pension benefits (Burundi, Paraguay, the United States of America). Denmark reports a special scheme designed to attract to teaching university graduates whereby they become "contract teachers" without tenure but are allowed to draw a large part of their salaries in overtime at a higher rate than teachers with tenure.
43. Several reports refer to systematic efforts to upgrade the teaching profession by raising standards in teacher-preparation institutions (Chile, Costa Rica, France, Ghana, the United Arab Republic) and by improving the quality of further education of teachers in service (see Chapter III). Sweden and the United States of America mention ongoing educational research projects, the results of which might lead to a change of teaching methods and thereby to a different approach to teacher needs.

44. Quite a few reports describe under this heading emergency measures designed to alleviate a shortage of fully-qualified teachers by reducing the level and the length of teacher preparation (France, Finland, Laos, Nigeria, Spain, Singapore) and/or by employing foreign teachers. Such measures are dealt with more fully under Chapter IX.
45. The reports of the following countries mention the existence of private schools: Argentina, Austria, Belgium, Cameroon, Chile, Costa Rica, Dahomey, Denmark, Ecuador, Finland, France, Guatemala, Guyana, India, Italy, Kuwait, Lebanon, Monaco, Mauritius, Philippines, Singapore, Sweden, Upper Volta, Yugoslavia. No indication is found in these reports concerning the respective numbers of teachers in the public and the private school system. The report of the Philippines, where the teaching force in private schools seems considerable, makes a reference to a special five-year plan for private schools.

Difficulties experienced in implementing the educational plans, especially as regards the supply of teachers

46. A major difficulty identified by most reports is the budgetary limitation imposed on the growing expenditure on education. In a number of developing countries a point has been reached where a regular expansion of educational budgets pursued in recent years has to be reduced, in order not to jeopardize other national targets. This is explicitly mentioned or implied in the reports from the following countries: Bahrain, Burundi, Cameroon, Central African Republic, Republic of China, the People's Republic of the Congo, Costa Rica, Dahomey, Ecuador, Ghana, India, Lebanon, Liberia, Mauritius, Morocco, Philippines, Thailand. Ceylon reports that the lack of accommodation in existing teacher-preparation institutions prevents a third of the teaching force of the country from acquiring the necessary qualifications.
47. The trend towards a stabilization of educational objectives, mentioned above, is bound to produce an imbalance between the constant demographic growth and an ever-growing demand for education on the one hand and economic means available for preparing and maintaining an adequate teaching force on the other hand. The recurrent costs involved in staffing the teacher-preparation institutions and in paying teachers' salaries represent indeed a major part of educational budgets in most countries.
48. A number of developed countries single out as a main difficulty the disproportionate increase of the secondary school enrolments which grow faster than the supply of qualified teachers (Australia, Denmark, France, Sweden, Switzerland).
49. A definite link between the crisis of recruitment for the teaching profession and the low level of remuneration offered to teachers is recognized by several reports (Dahomey, Guyana, Laos, Sudan, Syrian Arab Republic, United Arab Republic, Yugoslavia). The competition of more lucrative careers is also mentioned, which leads to a desertion of the profession by the teachers, attracted by posts in administration or industry (Australia, the People's Republic of the Congo, Hungary, Singapore, Switzerland, United States of America). (See also Chapter IX.)
50. The preparation of the necessary numbers of qualified teachers is also hampered in some countries by the lack of competent teacher educators (as is

especially pointed out in the report of the Philippines) or by inefficiency of obsolete teacher-training institutions (reported by Ghana and India).

51. The implementation of educational plans has sometimes proved difficult because of inaccurate forecasts and projections. This seems to be the case in France, Czechoslovakia, Ecuador, Hungary and India.

52. Two guidelines of a general nature are indicated in several reports to the effect of overcoming difficulties encountered in implementing the plans of educational development: first, international co-operation, including bilateral and multilateral technical assistance is reported by some countries as an indispensable complement to national efforts in order to meet urgent and growing needs in the field of secondary education (Cameroon, Democratic Republic of the Congo, Guatemala, Upper Volta); second, systematic information and education campaigns designed to gain the support of large sectors of public opinion for persuading the governments to allocate an adequate proportion of the national income for the development of education. Organizations of teachers, of parents and other information and educational associations have an important part to play in this field (United States of America, Venezuela).

II. PREPARATION FOR THE PROFESSION

53. One of the guiding principles of the Recommendation (III.4) proclaims that "advance in education depends largely on the qualifications and the ability of the teaching staff in general and on the human, pedagogical and technical qualities of the individual teachers". Consequently a comprehensive set of guidelines and norms is defined in Chapter V of the Recommendation as regards entry into preparation for teaching; objectives, level and content of teacher-preparation programmes, rôle and responsibilities of teacher-preparation institutions.

Admission to teacher preparation should be based on the completion of appropriate secondary education and the evidence of the possession of personal qualities likely to help the persons concerned to become worthy members of the profession. Adequate financial assistance should be available to students preparing for teaching and the competent authorities should seek to establish free teacher-preparation institutions. Fundamentally, teacher-preparation programmes for all teachers should include general studies; studies related to the students' intended field of teaching; professional studies on history, philosophy, sociology and psychology applied to education, as well as methods of teaching various subjects; practical experience.

Although the content of teacher-preparation programmes may reasonably vary according to the task the teachers are required to perform in different types of schools, all teachers should be prepared in general, special and pedagogical subjects in institutions on a level comparable to universities, or else in special institutions for the preparation of teachers.

The staff of teacher-preparation institutions should be qualified to teach in their own discipline at a level equivalent to that of higher education. They should be aware of the findings of research in the field with which they are concerned and endeavour to pass on its results to students.

54. The part of the questionnaire dealing with the problem of preparation for the profession asks the following questions:

- "(1) What is the nature and duration of the preparation for teaching in the various types of schools covered by the Recommendation?
- (2) What are the requirements for entry into such preparation?
- (3) What financial or other incentives are offered to induce young people to enter into preparation for the teaching profession?
- (4) What is the proportion of teaching staff in the different types of schools who have received (a) general education, and (b) professional preparation corresponding in quality and level to the standards contained in the Recommendation? Please indicate any changes in this proportion which have occurred in the past five years and which may be contemplated in the next five years."

55. All of the countries having replied to the questionnaire, except the following five, provide some information concerning this chapter: Bolivia, Brazil, Dominican Republic, Greece and Sierra Leone.

Admission to teacher-preparation programmes

(a) Pre-primary

56. Of the seventy countries responding to the part of the questionnaire concerned with preparation for the profession, only fifteen (see Table I) supply information about preparation programmes for pre-primary school-teachers. This failure to even mention pre-primary teacher education could indicate that preparation of teachers for this level is either considered a part of the regular primary teacher preparation programme, thus covered by the same regulations, or that pre-primary education is not included in the regular school programme, thus leaving teacher preparation for the level unregulated. Six of the fifteen countries indicate programmes fulfilling the standards of the Recommendation requiring completion of secondary education as a prerequisite to admission (Argentina, Bulgaria, Chile, Hungary, Israel and Romania). Romania mentions one type of programme requiring secondary school completion for admission and another programme which only requires the completion of the primary school studies. Australia states that the institutions for preparing kindergarten teachers are non-governmental organizations, and prefer candidates having completed secondary education. Of the remaining countries, four (Belgium, Czechoslovakia, Sweden and Switzerland) require the completion of lower secondary education, while four (Poland, the Ukrainian Soviet Socialist Republic, Venezuela and Yugoslavia) allow admission following the completion of primary education.

TABLE II

Requirements for admission to pre-primary
teacher preparation programmes

Country	Completion of secondary	Completion of lower secondary	Completion of primary
Argentina	X		
Australia	X ⁽¹⁾		
Belgium		X	
Bulgaria	X		
Chile	X		
Czechoslovakia		X	
Hungary	X		
Israel	X		
Poland			X
Romania	X ⁽²⁾		X ⁽³⁾
Sweden		X	
Switzerland		X ⁽⁴⁾	
Ukrainian SSR			X
Venezuela			X
Yugoslavia			X

(1) Candidates possessing the higher school certificate are preferred.

(2) Some programmes require completion of secondary education.

(3) Some programmes allow admission upon completion of primary education.

(4) In Canton of Geneva completion of secondary education is required.

(b) Primary

57. Sixty-seven countries (see Table III) supply information about admission requirements to the programmes for preparation of teachers for the primary schools. Thirty note that the standard of the Recommendation regarding completion of secondary education as a prerequisite for admission is being met (Australia, Austria, Bahrain, Belgium, Bulgaria, Chile, Costa Rica, Cyprus, Czechoslovakia, Denmark, France, the Federal Republic of Germany, Hungary, India, Israel, Japan, Luxembourg, Malaysia, Mauritania, Monaco, Nigeria, Norway, Philippines, Poland, Singapore, Spain, Sweden, the Ukrainian Soviet Socialist Republic, United Kingdom, and the United States of America). Six other countries (Ghana, Iraq, Romania, Switzerland, Syrian Arab Republic and the Union of Soviet Socialist Republics) report that completion of secondary education for admission is not required for all their programmes. Finland notes that admission standards are being raised to require the completion of secondary school.

58. Twenty-six countries note programmes requiring the completion of the lower level of secondary schooling as a prerequisite for admission (Cameroon, Central Africa, Republic of China, the People's Republic of the Congo, the Democratic Republic of the Congo, Dahomey, Ecuador, Finland, Ghana, Guatemala, Guyana, Iraq, Italy, Kuwait, Lebanon, Liberia, Morocco, Romania, Sudan, Switzerland, Syrian Arab Republic, Thailand, Tunisia, United Arab Republic, Upper Volta and the Republic of Viet-Nam).

59. Eleven countries indicate that regular programmes for preparation of primary school teachers are based upon completion of primary schooling (Argentina, Burundi, Laos, Panama, Paraguay, Togo, Tunisia, Turkey, USSR, Venezuela and Yugoslavia).

TABLE III

Requirements for admission to primary
teacher preparation programmes

Country	Completion of secondary	Completion of lower secondary	Completion of primary
Argentina			X
Australia	X		
Austria	X		
Bahrain	X		
Belgium	X		
Bulgaria	X		
Burundi			X
Cameroon		X	
Central Africa		X	
Ceylon		X	
Chile	X		
China (Rep. of)		X	
Congo (People's Rep. of)		X	
Congo (Dem. Rep. of)		X	
Costa Rica	X		
Cyprus	X		
Czechoslovakia	X		
Dahomey		X	
Denmark	X		
Ecuador		X	
Finland	X ⁽¹⁾	X ⁽²⁾	
France	X		
Germany (Fed. Rep.)	X		
Ghana	X ⁽³⁾	X ⁽⁴⁾	

- (1) Programme requirements being revised upward to require completion of secondary
 (2) Present requirement.
 (3) Required for admission to a two-year programme.
 (4) Required for admission to a four-year programme.

Country	Completion of secondary	Completion of lower secondary	Completion of primary
Guatemala		X	
Guyana		X	
Hungary	X		
India	X		
Iraq	X ⁽¹⁾	X ⁽²⁾	
Israel	X		
Italy		X	
Japan	X		
Kuwait		X	
Laos			X
Lebanon		X	
Liberia		X	
Luxembourg	X		
Malaysia	X		
Mauritius	X		
Monaco	X	X	
Morocco		X	
Nigeria	X ⁽³⁾		
Norway	X		
Panama			X
Paraguay			X
Philippines	X		
Poland	X		
Romania	X ⁽¹⁾	X ⁽⁴⁾	
Singapore	X		
Spain	X		
Sudan		X	
Sweden	X		

- (1) Required for admission to a two-year programme.
(2) Required for admission to a three-year programme.
(3) Requires appropriate secondary education.
(4) Required for admission to a five-year programme.

Country	Completion of secondary	Completion of lower secondary	Completion of primary
Switzerland	X ⁽¹⁾	X ⁽²⁾	
Syrian Arab Republic	X ⁽³⁾	X ⁽⁴⁾	
Thailand		X	
Togo			X
Tunisia		X ⁽⁵⁾	X ⁽⁵⁾
Turkey			X
Ukrainian SSR	X		
United Arab Republic		X ⁽⁶⁾	
United Kingdom	X		
Union of Soviet Socialist Republics	X ⁽⁵⁾		X ⁽⁵⁾
United States of America	X		
Upper Volta		X	
Venezuela			X
Viet-Nam (Rep. of)		X	
Yugoslavia			X

- (1) Required for admission to a two- to three-year programme.
(2) Required for admission to a four- to five-year programme.
(3) Required for admission to a one-year programme.
(4) Required for admission to a four-year programme.
(5) Required for admission to some programme.
(6) Required for admission to a five-year programme.

(c) Lower secondary

60. Twenty-seven countries (see Table IV) give specific information about the preparation of teachers for the years of schooling, which are referred to as the lower secondary or middle-school years. When such programmes are noted, admission requirements usually meet the standards of the Recommendation. Twenty-five countries state that completion of secondary school is a prerequisite for admission to programmes which prepare teachers for this level while one country reports programmes based upon the completion of lower secondary education (Thailand). In the Syrian Arab Republic, Turkey and Ghana, students having completed the primary teacher-preparation programme are admitted to preparation programmes for lower secondary schools. In Lebanon, holders of the teacher-training diploma (brevet d'instituteur complémentaire) which is received after four years in a primary teacher training school, may be appointed to teach in the middle schools.

(d) Upper secondary (general and technical)

61. A very small number of countries make a distinction between preparation for teaching the general and technical subjects in the upper secondary schools. Information regarding requirements for admission to the programmes for the preparation of teachers for upper secondary schools is not always given; however, these requirements may often be inferred from other information provided. Information supplied by fifty-six of the sixty-two countries providing programmes of preparation for teachers of upper secondary schools reveals that in all cases candidates, in order to enter a programme of preparation for teaching at the upper secondary level, must have completed some type of secondary school programme.

TABLE IV

School level required for admission to lower
secondary teacher preparation programmes

Country	Completion of secondary	Completion of lower secondary
Bahrain	X	
Belgium	X	
Bulgaria	X	
Burundi	X	
Czechoslovakia	X	
Dahomey	X	
Denmark	X	
France	X	
Germany (Fed. Rep.)	X	
Ghana	X ⁽¹⁾	
Hungary	X	
Israel	X	
Japan	X	
Kuwait	X	
Laos	X	
Lebanon		X ⁽²⁾
Romania	X	
Singapore	X	
Sudan	X	
Switzerland	X	
Syrian Arab Republic	X ⁽¹⁾	
Thailand		X
Togo	X	
Turkey	X ⁽¹⁾	
Ukrainian SSR	X	
Upper Volta	X	
Viet-Nam (Rep. of)	X	

(1) Completion of upper secondary or holding a primary teacher certificate.

(2) Preparation for middle school teachers seems to be at grade twelve level.

Selection

62. In addition to academic requirements stipulated as a prerequisite for admission to teacher preparation, several countries make provisions for ensuring that candidates for teaching possess the necessary human qualities. Interviews or special entrance examinations are prescribed to this end for all intending teachers in the Republic of China, Czechoslovakia, Hungary, Denmark, Malaysia, Panama, Philippines, Ukrainian SSR, Union of Soviet Socialist Republics.

Incentives offered to attract candidates for the teaching profession

63. Forty-seven countries report some type of incentive. Ten others mention either the high salaries paid to teachers or the favourable position of teachers in society as an incentive. The various incentives mentioned are described below and may be classified as either pre-service assistance or post-preparation rewards.

(a) Pre-service assistance

64. Twenty-five countries offer scholarships or grants for those preparing for teaching, while such assistance is not provided at all or not provided as generously for other students. These countries are: Australia, Bahrain, Costa Rica, Ecuador, Ghana, India, Israel, Japan, Laos, Lebanon, Liberia, Malaysia, Monaco, Nigeria, Norway, Poland, Singapore, Spain, Syrian Arab Republic, Thailand, Ukrainian SSR, Upper Volta, United States of America, Union of Soviet Socialist Republics and Yugoslavia. Ten countries provide preservice aid in the form of living allowances or living quarters and boarding facilities, which are made available either free of charge or at a reduced rate. These countries are: Chile, Czechoslovakia, France, Guayana, India, Israel, Malaysia, Romania, Ukrainian SSR and Uruguay. Free medical service is provided by three countries (Republic of China, Czechoslovakia and Ukrainian SSR), and stipends or pocket money is mentioned by five (Cyprus, India, Malaysia, Nigeria and the Republic of Viet-Nam). Three countries (Bulgaria, Nigeria and Syrian Arab Republic) grant special allowances to those preparing for certain specific areas of teaching, while eight countries (Republic of China, Cyprus, France, Guyana, Israel, Malaysia, Nigeria and Romania) mention either free tuition or reduced tuition fees for teacher-preparation students. The provision of free textbooks or other materials is mentioned by the Republic of China, Cyprus, Guyana and Nigeria. France and Luxembourg pay student salary and the Ukrainian SSR allows candidates for teaching reduced fares on trains, buses and airplanes, especially during the summer holidays. Six countries (Argentina, Burma, Chile, Czechoslovakia, Iraq and Philippines) give special help to needy students and three countries (Argentina, Philippines and Ukrainian SSR) give special assistance for students with outstanding academic records who wish to pursue preparation for teaching. Loans which may be obtained for payment of preparation expenses and paid either on a non-interest or low interest basis are mentioned by Japan, Norway, Spain and the United States of America. Certain countries do not provide scholarships for intending teachers in view of assistance given to all students.

(b) Post-preparation rewards

65. Transportation from the teacher-training institution to the school to which the new teacher is appointed is mentioned by the Republic of China. Five countries (Burundi, Mauritius, Morocco, Syrian Arab Republic and the United Arab Republic) either allow credit on the salary scale for the years of preparation or a higher step on the salary scale than is granted to other government employees with similar levels of preparation. Six countries (Bahrain, Burma, Dahomey, Iraq, Spain and the Republic of Viet-Nam) mention some type of in-service training or overseas study opportunity which facilitates advancement in the profession. The Federal Republic of Germany and Austria report publicity measures taken by educational authorities emphasizing the value of the teaching profession to the society as well as the advantages resulting from the civil service status which teachers enjoy.

Duration of teacher-preparation programmes(a) Pre-primary

66. Time required for completion of programmes for preparation of teachers for pre-primary schools varies greatly among the countries. The requirements, however, seem to indicate that those programmes based on completion of secondary school as a prerequisite to admission are usually of shorter duration than the programmes not having this prerequisite. In the six countries which indicate programmes with entrance requirements equal to the standards of the Recommendation, the duration ranges from two to four years with two years being the most common period. Argentina, Bulgaria, Hungary and Israel report programmes of two years while Chile and Romania report three- and four-year programmes respectively. Israel notes that a third year is now optional and will soon be required, and Australia reports a three-year programme. A two-year programme following completion of lower secondary school is reported by Sweden and Switzerland, while Belgium and Czechoslovakia indicate having programmes of four years' duration. Venezuela reports a four-year programme following completion of primary education. Both the Ukrainian SSR and Yugoslavia mention programmes which extend for four or five years; Poland and Romania mention five-year programmes.

(b) Primary

67. The time required for programmes based upon completion of secondary education (see paragraph 57) varies greatly from country to country and often varies within a country. The duration of programmes requiring completion of secondary education as a prerequisite for admission ranges from two to five years with two being the most common requirement. However, a trend may be noted towards the extension to three to four years. Australia, Austria, Bahrain, Belgium, Bulgaria, Chile, Costa Rica, France, Ghana, India, Iraq, Israel, Luxembourg, Malaysia, Mauritius, Norway, Poland, Romania, Singapore, Spain and Switzerland note programmes of two years' duration. Australia and Poland report that while their programmes are now of two years' duration they are being raised to three years and Israel notes that a third year which is now optional will soon be required. Finland's new programme based upon completion of secondary school will be three years. Chile, Cyprus, the Federal Republic of Germany, Hungary, Nigeria, United Kingdom (Scotland) and Sweden also report programmes of three years' duration. On the other hand, France, India

and the Syrian Arab Republic also report programmes of only one year's duration. Ten countries report programmes requiring four years (Costa Rica, Czechoslovakia, Denmark, Japan, Norway, Philippines, United Kingdom (Scotland), Ukrainian SSR, United States of America and the Union of Soviet Socialist Republics). Information submitted by the Philippines indicates that the four-year requirement is primarily for preparation of teachers for public schools and is somewhat higher than requirements for the preparation of teachers for private schools. Nigeria, United Kingdom (Scotland), Ukrainian SSR and the United States of America report having some programmes which extend for five years.

68. Twenty-six countries report preparation programmes for teaching in primary schools based upon the completion of lower secondary schooling (see Table III). The duration of teacher-education programmes in these countries ranges from one to six years with three or four years being the most frequent requirement. In Morocco the duration is one year; in Dahomey, one to two years. Two-year programmes are reported by Central African Republic, Thailand, Tunisia, Upper Volta and the Republic of Viet-Nam, while Finland reports a two- to three-year programme. Six countries indicate a three-year programme of preparation (Cameroon, Republic of China, the People's Republic of the Congo, Guatemala, Iraq and Liberia). Sudan reports that while the programme was two years, it is being changed to four years and Lebanon notes a change from three to four years. Ghana, Italy, Kuwait and the Syrian Arab Republic report programmes of four years' duration and Switzerland states the time requirement as being four to five years, depending upon the Canton. Five-year programmes are reported by Romania and the United Arab Republic. The Democratic Republic of the Congo states that four years are required for receiving a certificate, while six years are needed for the diploma programme; Ecuador reports a six-year programme leading to the B.S. Education Degree.

69. Programmes in the eleven countries which report the admission requirement as completion of primary schooling range in time required from two to seven years. Togo reports a programme of one year's duration in regular teacher-training schools, while the programme in teacher-training schools established with the help of Unesco requires three years. Two- and three-year programmes are reported by Tunisia and Laos respectively. Four-year programmes are reported by Burundi, the Union of Soviet Socialist Republics, and Venezuela; however, Venezuela is introducing a five-year programme and Burundi provides certain programmes of seven years' duration. Yugoslavia reports a requirement of four or five years. Argentina's requirement is reported as five years, while those of Panama, Paraguay and Turkey require six years.

(c) Lower secondary

70. The traditional division between the primary and the secondary level is giving way to a new differentiation within the school systems, whereby the higher grades of the primary and the lower grades of the secondary education constitute a transition stage between the two levels. The extension of the school-leaving age and the rising enrolments in secondary education combine to create a strong pressure on the school system as regards the schooling of pupils between 11-15 years of age. This situation has obliged many countries to revise the conditions of recruitment of teachers dealing with this age group. There is a variety of denominations for the type of school receiving these pupils: middle, intermediate, upper primary, lower secondary. Of the seventy countries responding,

twenty-three either gave specific information or gave information which can be interpreted regarding the length of preparation required of teachers for this type of school. This information reveals that the length of programmes ranges from one to five years with two years being the period most frequently required. Nine countries which report requiring two years are: Bahrain, Belgium, Dahomey, Ghana, Laos, Switzerland, Syrian Arab Republic, Togo and Upper Volta. Those requiring three years are: Bulgaria, Burundi, the Democratic Republic of the Congo, Romania, Singapore and Turkey, while Denmark and the Federal Republic of Germany report programmes requiring from three to four years. The Federal Republic of Germany has an additional requirement of eighteen months of practical teaching work. Czechoslovakia, Hungary and Israel report requiring four years and the Ukrainian SSR from four to five years. A one-year programme is required by the Republic of Viet-Nam and Sudan.

(d) Upper secondary - general and technical

71. No instance is noted of a country allowing candidates to enter a general programme of preparation for teaching at the upper secondary level who have not completed fully secondary education. Of the seventy countries reporting, seven (Cyprus, Dahomey, Luxembourg, Mauritius, Monaco, Togo and Upper Volta) noted that no facilities are available for the preparation of teachers for the upper secondary level and that these teachers are prepared in other countries. Of the fifty-four countries which supply information on the duration of studies all but four require at least four years' preparation and many indicate that the time required is of either five or six years' duration. The usual requirement is a degree from a university or a teacher-preparation institution with professional courses either taken concurrently with the academic courses or taken following the completion of the academic degree. The four countries which indicate having programmes requiring less than four years are Cameroon (one or two years), Guyana (two years), Thailand (two years) and United Kingdom (three years).

72. Very little specific information is given about the duration of preparation for teachers of technical schools of an upper secondary level. Most of the countries simply do not mention this preparation. A few instances are noted where teachers of technical subjects are required to specialize in these subjects during their preparation programmes, or else where the programmes are of a different type or at a different level. Austria notes that her vocational school teachers are either persons who have a university degree with specialization in scientific, technical or vocational subjects or else have two years of preparation at special schools for vocational teachers. The People's Republic of the Congo states that the duration of the course for teachers of technical education is two years after completion of secondary school. Hungary refers to technical courses or special practical courses and notes that two years of preparation are required. India indicates that instructors in industrial training institutes receive a preparation of one year's duration, while Malaysia notes that candidates for teaching in technical colleges have to obtain a diploma from a technical college and may complete a certificate course in education at a university. Lebanon provides for a two-year course in a technical education institute. Technical and vocational school teachers in Norway follow courses in specialized teacher-training colleges, which vary in duration from one and a half to two years. Panama reports that there are no specialized preparation centres in that country for secondary level teachers of vocational subjects and that the people employed for such teaching are the graduates of vocational secondary schools who have practical experience

plus study abroad in their specialization. The Federal Republic of Germany reports that teachers of technical subjects must have four years of post-secondary preparation plus a two-year practical training course in special subjects or provide proof of vocational training or experience. The programme of preparation as reported by Central Africa is five years in length; however, it seems that the programme is at the secondary level.

Content of teacher-preparation programmes

(a) Pre-primary

73. Information about the content of the teacher-preparation programmes supplied in the reports is not always clear enough. Of the fifteen countries supplying information about pre-primary teacher preparation, nine either state that their programmes include general studies, pedagogical studies and practice or else indicate that their programmes meet the standards of the Recommendation in regard to content (Australia, Belgium, Bulgaria, Chile, Czechoslovakia, Hungary, Poland, Romania and the Ukrainian SSR). Sweden states that teachers receive theoretical and professional preparation and Switzerland notes that the programme includes general education and a study of educational psychology.

(b) Primary

74. Of the seventy countries responding, twenty-three either state that the content requirements of their programmes for the preparation of primary school teachers comply with the standards of the Recommendation, or note that their programmes include general and pedagogical studies and practice (Australia, Belgium, Bulgaria, Chile, Cyprus, Costa Rica, Czechoslovakia, Dahomey, Finland, the Federal Republic of Germany, Guatemala, Hungary, Iraq, Luxembourg, Morocco, Mauritius, Panama, Paraguay, Romania, Spain, Turkey, Ukrainian SSR and the United States of America). Eighteen other countries supply information which gives some insight into the content requirements of their programmes. Of these eighteen, thirteen countries (Argentina, Byelorussian SSR, France, Lebanon, Malaysia, Norway, Philippines, Poland, Sweden, Switzerland, United Kingdom (Scotland), the Union of Soviet Socialist Republics and the United Arab Republic) mention general and pedagogical (professional) studies but do not state definitely whether or not the pedagogical (professional) studies include teaching practice. It is, however, reasonable to assume that in most cases teaching practice is included. Burundi, Central Africa, Syrian Arab Republic and Venezuela note that teacher-training courses or specialized programmes of preparation are required, but do not specify the exact content of these programmes.

(c) Lower secondary

75. Of the twenty-seven countries indicating special programmes for the preparation of teachers of the lower secondary schools, the information supplied by seventeen (see Table V) gives some insight into the content of these programmes. Ten of the seventeen countries either note that their programmes include general and pedagogical studies and practice as prescribed in the standards of the Recommendation or else state that their programmes meet this standard: Belgium, Bulgaria, Burundi, Czechoslovakia, the Democratic Republic of the Congo, Dahomey,

the Federal Republic of Germany, Hungary, Romania and the Ukrainian SSR. Seven other countries (France, Lebanon, Philippines, Switzerland, the Syrian Arab Republic, Turkey and Upper Volta) mention general and pedagogical or professional courses as being required but do not make it clear whether or not practice is a part of the specialized phase of the programme. The Committee assumes that at least in some of these countries teaching practice is included in the professional courses.

(d) Upper secondary - general

76. Of the seventy countries responding, seven (Cyprus, Dahomey, Luxembourg, Monaco, Mauritius, Togo and Upper Volta) state that they have no facilities for the preparation of teachers for secondary schools. Seventeen countries (see Table V) either state that the content of their programmes meet the standards specified in the Recommendation or mention that their programmes include general and pedagogical studies and practice (Belgium, Bulgaria, Burundi, Byelorussian SSR, Chile, Costa Rica, Czechoslovakia, the Federal Republic of Germany, Hungary, Iraq, Philippines, Poland, Romania, Spain, Ukrainian SSR, United States of America and the Union of Soviet Socialist Republics). Twenty-five countries supply limited or no information about programme content. Eighteen countries indicate that their programmes include professional study but do not make it clear whether practice is included. The Republic of China, on the other hand, notes a year of practice but makes no mention of pedagogical study.

(e) Upper secondary - technical

77. Reports from only nine countries supply information about the content of programmes for the preparation of technical teachers for the upper secondary schools. Seven of these indicate that their programmes include a course of pedagogy (Austria, Bulgaria, Chile, Czechoslovakia, Hungary, Iraq and Poland), while two countries (Belgium, Yugoslavia) imply that pedagogical preparation is not always required.

Levels of teacher-preparation programmes

78. The objective set by the Recommendation concerning the level of preparation for all teachers is "a level comparable to universities". It appears from the reports that this standard is generally met as regards the specialist part of the preparation of teachers for secondary schools. In all countries having replied, the preparation of secondary teachers in specialized subjects takes place in universities or in institutions of comparable level. However very little information has been supplied on the type and level of pedagogical preparation given to future secondary school teachers. It is, therefore, impossible to assess to what extent this part of the preparation conforms to the Recommendation which lays down that pedagogical preparation also should be given "at a level equivalent to that of higher education".

79. Information supplied on the preparation of other categories of teachers reveals that a considerable number of the countries having replied do not meet the standards of the Recommendation. According to this standard, the prerequisite for admission to preparation of pre-primary and primary teachers is "the completion of appropriate secondary education". It is clear from Table I above that nine countries out of 15 having replied do not fulfil this requirement as regards the

preparation of the pre-primary teachers. As for the primary school teachers, the prescribed entrance requirement is not fully met by 38 countries, as shown in Table III (Africa: 15 countries; Asia: 10 countries; Europe: 8 countries; Latin America: 5 countries). In most of these countries the standard of teacher preparation for primary school is either of secondary level or of post-secondary level, but generally of lower standard than required in institutions of higher education. It should be noted, however, that a longer duration of programmes in most cases tends to compensate the lower entrance requirements, and that in several countries reforms are under way with a view to upgrading preparation programmes for primary school teachers (e.g., Austria, Finland, Israel, Lebanon, Poland, Sudan, Venezuela).

TABLE V

Pedagogical preparation of secondary school teachers

Country	Lower secondary		Upper secondary or secondary	
	Pedagogical preparation	No information	Pedagogical preparation	No information
Argentina		X		X
Australia		X	X	
Austria		X	X	
Bahrain		X	X	
Belgium	X		X	
Bulgaria	X		X	
Burma		X		X
Burundi	X		X	
Byelorussian SSR		X	X	
Cameroon		X	X	
Central Africa		X	X	
Ceylon			X	
Chile		X	X	
China, Rep. of		X		X
Congo (People's Rep. of)		X		X
Congo (Dem. Rep. of)	X			X
Costa Rica		X		X
Cyprus		X		(1)

(1) No facilities for preparation for this category

Country	Lower secondary		Upper secondary or secondary	
	Pedagogical preparation	No information	Pedagogical preparation	No information
Czechoslovakia	X		X	
Dahomey	X			(1)
Denmark		X		X
Ecuador		X		X
Finland		X	X	
France	X			X
Germany (Fed. Rep.)	X		X	
Ghana		X		X
Guatemala		X		X
Guyana		X		X
Hungary	X		X	
India	X		X	
Iraq		X	X	
Israel		X		X
Italy		X		X
Japan		X		X
Kuwait		X		X
Laos		X		X
Lebanon	X		X	
Liberia		X		X
Luxembourg ⁽¹⁾				
Malaysia		X	X	
Mauritius ⁽¹⁾				
Monaco ⁽¹⁾				
Morocco		X		X
Nigeria		X	X	
Norway		X		X
Panama		X	X	

(1) No facilities for preparation for this category.

Country	Lower secondary		Upper secondary or secondary	
	Pedagogical preparation	No information	Pedagogical preparation	No information
Paraguay		X		X
Philippines	X		X	
Poland		X	X	
Romania	X		X	
Singapore		X		X
Spain		X	X	
Sudan		X		X
Sweden		X	X	
Switzerland	(2)		(3)	
Syrian Arab Republic	X		X	
Thailand		X		X
Togo		(4)		(1)
Tunisia		X		X
Turkey	X		X	
United Kingdom	X		X	
Ukrainian SSR	X		X	
United Arab Republic	X		X	
United States of America	X		X	
Union of Soviet Socialist Republics		X	X	
Upper Volta	X			(1)
Uruguay		X	X	
Venezuela		X	X	
Viet-Nam, Rep. of		X		X
Yugoslavia		X		X

(1) No facilities for preparation for this category.

(2) Study of education psychology.

(3) Not required except in Canton of Vaud.

(4) Lower secondary teachers now being prepared but programme content not described.

Proportion of teachers having received preparation in compliance with the standards of the Recommendation

80. Of the seventy countries supplying information about the preparation of teachers thirty-six either indicate the proportion of teachers having received preparation in conformity with the standards of the Recommendation or else give some indication of whether the proportion is increasing or decreasing. Figures based on these indications (Table VI) reveal that of the ten countries supplying general information for all teachers, only two countries (Bahrain, Ceylon) note that fewer than 70% of the teachers had been trained in keeping with the standards, while ten countries state that over 70% of all teachers have been trained at this level, with six of this nine giving the percentage as being from 95 to 100%. Table V further reveals that with regard to primary school teachers, eight countries report fewer than 70% trained in keeping with the standards (Africa: five countries; Asia: one; Europe: one; Latin America: two), while eleven state that more than 70% have been trained at this level with one having 95%. With regard to secondary school teachers, the table reveals that eight countries report fewer than 70% of the teachers trained in keeping with the standards of the Recommendation (Asia: three; Africa: two; Latin America: two; Europe: one), while five note that over 70% meet this standard of preparation.

81. Two countries (Dahomey and Syrian Arab Republic) reveal by percentage given that the level of professional preparation of teachers in public schools is considerably better than that in private schools. Also, Philippines, the United States of America and Upper Volta state that public school teachers are, as a rule, better prepared professionally than are teachers in private schools.

82. Twenty countries report that the level of preparation of teachers is being generally improved, while one country (Ghana) notes that standards are improving with regard to secondary school teachers, but declining with regard to primary-level teachers. Several countries mention the necessity of recruiting a considerable number of untrained teachers in view of a rapid expansion of their school systems (see Chapter IX).

TABLE VI

Proportion of teachers having received preparation
in conformity with the standards of the Recommendation

Country	% of all teachers	% of primary teachers	% of secondary teachers	Standards improving	Standards declining
Australia				X	
Argentina	80			X	
Bahrain	34			X	
Burundi		50			
Congo (People's Rep. of)		80	80		
Czechoslovakia	100				
Ceylon	66				
Denmark		90	85 ⁽¹⁾	X	
Dahomey		86 ⁽²⁾ 20 ⁽³⁾		X	
Ecuador		52	8	X	
Finland		93 ⁽⁴⁾	68 ⁽⁵⁾	X	
Ghana		40	62	(6)	(6)
Guyana		37	27	X	
India		75	71	X	
Iraq		95	84		
Israel		75	59	X	
Japan	98				
Kuwait		74	15 ⁽⁷⁾		
Laos		20			
Liberia		50			
Malaysia	98			X	
Monaco	80				
Morocco		45			

(1) Average of lower secondary 90% and upper secondary 80%.

(2) Public.

(3) Private.

(4) Average of lower primary 99% and upper primary 87%.

(5) Average of lower secondary 60% and upper secondary 75%.

(6) Primary declining and secondary improving.

(7) Average of lower secondary 21% and upper secondary 9%.

Country	% of all teachers	% of primary teachers	% of secondary teachers	Standards improving	Standards declining
Mauritius				X	
Norway		93		X	
Paraguay				X	
Singapore	73 ⁽¹⁾			X	
Syrian Arab Republic		83 ⁽¹⁾ .07 ⁽²⁾	65 ⁽¹⁾		
Thailand	74				
Togo		-33	66	X	
United Kingdom					
(England & Wales)	91.4			X	
(Scotland)	95.6			X	
United States of America	95				
Union of Soviet Socialist Republics		20 ⁽³⁾	71 ⁽⁴⁾	X	
Venezuela		87		X	
Yugoslavia				X	

- (1) Public.
(2) Private.
(3) Grades one through four.
(4) Grades five through ten.

III. FURTHER EDUCATION FOR TEACHERS

83. In the terms of the provisions of Section III of the Recommendation, further training for in-service teachers is aimed at securing "a systematic improvement of the quality and content of education and of teaching techniques". More particularly, its aim is to enable teachers "to keep up to date with their subject and field of education". It should also permit those concerned "to improve their qualifications, to alter or enlarge the scope of their work or seek promotion". The Recommendation invites the authorities to establish a wide system of in-service education and a variety of arrangements. The teacher-preparation institutions, scientific and cultural institutions and teachers' organizations should be associated with this system and the refresher courses, available free to all teachers, who should be encouraged to take full advantage of them. Finally, the Recommendation stresses the desirability that the measures taken for the preparation and further education of teachers should be developed and supplemented by financial and technical co-operation on an international or regional basis.

84. The section of the questionnaire dealing with the further education for teachers in service contains the following questions;

1. What system exists in your country for the further education of qualified teachers in service and what material and other incentives and facilities are offered to encourage teachers to participate in existing further education schemes?
2. To what extent do universities and research institutes contribute to continuing education of teachers?
3. Can you give figures indicating the extent to which teachers in various types of schools have taken part in different kinds of further education programmes during each of the last five years, and what is envisaged for each of the next five years?
4. To what extent is your country assisting other countries in the preparation and further education of qualified teachers or does it benefit from such assistance?

85. All the governmental reports examined contain certain information concerning this section, but the statistical information requested under item 3 of the questionnaire has been supplied only very rarely and very incompletely. In many cases (e.g. Bahrain, Cameroon, Congo (Dem. Rep. of), Dahomey, Kuwait, Laos, Lebanon, Morocco, Paraguay and Upper Volta) the replies are more descriptive of further training services intended for unqualified teachers, who need to complete their training, rather than of activities aimed at assisting qualified teachers in bringing up to date and intensifying their knowledge. It is often difficult to decide whether it is a question of one or the other category of teachers. The measures aimed at completing the teaching of insufficiently qualified teachers are studied under Section IX (The teacher shortage).

Organization of further education

86. In the majority of the countries, the Ministries of Education assume a responsibility in the organization of activities concerning the further education of teachers in service. Usually it is a question of functions of stimulation and guidance exercised by a specialized department of the Ministry, the practical activities being undertaken by autonomous institutions or services (Argentina, Belgium, Byelorussian SSR, Chile, Republic of China, Costa Rica, Czechoslovakia, Denmark, Ecuador, Finland, France, Hungary, Israel, Japan, Liberia, Malaysia, Morocco, Norway, Panama, Philippines, Poland, Romania, Spain, Sweden, Thailand, Turkey, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Republic and Yugoslavia). These activities take place at the national, regional and local levels, and are often carried out with the assistance of the provincial and municipal authorities.

87. In many countries the teachers' organizations are associated in the preparation and implementation of further education programmes. In certain countries the advanced training courses for secondary teachers at present depend almost entirely on the efforts of these associations. This is so more particularly in Austria, Belgium, Brazil, Cameroon, Denmark, Finland, Ghana, Netherlands and Switzerland. The teachers' union in Japan organizes short periods of further training every year. The Organization of Israeli Teachers has introduced a sabbatical-year system in co-operation with the school authorities.

88. Apart from the general-purpose education establishments (such as national or regional educational institutes and education research centres) which continue to give assistance in further training programmes, note should be taken of the founding of establishments devoted entirely to the study and expansion of life-long continuing education for teachers. Such establishments have been founded during recent years in the following countries: Central African Republic, Chile, Czechoslovakia, Denmark, Federal Republic of Germany, Paraguay and Venezuela.

89. Reports from several countries reveal a tendency to make further education activities more systematic so as to benefit the greatest number of teachers. Practical measures to this end are provided for in educational development plans in Ecuador and Guyana. In Czechoslovakia, moreover, they are beginning to introduce a further education programme extending over the school year for all teachers between their sixth and tenth year of service.

Participation of universities and research institutes in further education for teachers

90. The assistance given by universities and research institutes was mentioned in the following 41 reports: Argentina, Austria, Belgium, Bulgaria, Byelorussian SSR, Central African Republic, Ceylon, Chile, Republic of China, Costa Rica, Czechoslovakia, Dahomey, Denmark, Finland, France, Federal Republic of Germany, Guatemala, Guyana, Hungary, India, Iraq, Israel, Italy, Japan, Liberia (to a limited extent), Nigeria, Panama, Romania, Spain, Singapore, Sudan, Sweden, Switzerland, Syrian Arab Republic, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom, Uruguay, Venezuela and Yugoslavia. The reports do not generally indicate the extent of participation of universities and research institutes in further education of teachers.

Duration, nature of programmes and methods of further education

91. All the reports mention conferences, short courses and short periods of further education, concentrated into one or several days. A large number of reports, however, indicate regular courses of one or several half-years, organized in the ordinary way by the training establishments for teachers wishing to improve their knowledge. Similar regular courses are organized during the long vacations. Reports from the following countries mention one or the other type of long duration courses: Argentina, Austria, Bahrain, Bulgaria, Burma, Burundi, Cameroon, Chile, Republic of China, the People's Republic of the Congo, the Democratic Republic of the Congo, Costa Rica, Cyprus, Czechoslovakia, Dahomey, Denmark, Ecuador, Finland, France, Ghana, Guatemala, Guyana, Hungary, India, Iraq, Israel, Japan, Laos, Lebanon, Liberia, Luxembourg, Mauritius, Morocco, Norway, Panama, Philippines, Poland, Romania, Singapore, Spain, Sudan, Sweden, Switzerland, Syrian Arab Republic, Thailand, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Republic, Venezuela.
92. Further education programmes for teachers wishing to complete their qualifications are indicated in the reports of the following countries: Bahrain, Burma, Burundi, Byelorussian SSR, Central African Republic, Republic of China, Costa Rica, Cyprus, Denmark, Finland, Federal Republic of Germany, Ghana, Guatemala, Guyana, Iraq, Israel, Japan, Kuwait, Laos, Lebanon, Liberia, Luxembourg, Mauritius, Morocco, Nigeria, Norway, Panama, Philippines, Spain, Thailand, United Arab Republic, United States of America, Upper Volta.
93. On the other hand, reports of the following countries mention programmes for teachers who, although fully qualified, wish to keep up to date with their subjects and with new teaching methods: Argentina, Australia, Austria, Belgium, Bulgaria, Byelorussian SSR, the People's Republic of the Congo, Czechoslovakia, Finland, Federal Republic of Germany, Ghana, Guatemala, Israel, Japan, Kuwait, Laos, Lebanon, Liberia, Poland, Singapore, Sweden, Switzerland, Syria, Ukrainian SSR, Union of Soviet Socialist Republics, United Kingdom, United States of America, Venezuela, Yugoslavia.
94. With regard to the content of the further education programmes, the reports throw light upon the great variety of subjects covering various disciplines taught, more particularly science, didactic and methodological problems, the psychology and sociology of education, the revision of school programmes, the introduction of new teaching methods and of new educational materials.
95. The reports from the following countries mention correspondence courses among the facilities made available to in-service teachers who wish to continue their studies: Bulgaria, Burma, Byelorussian SSR, Central African Republic, Czechoslovakia, France, Federal Republic of Germany, Hungary, India, Norway, Poland, Romania, Sweden, Upper Volta and Venezuela. The use of radio and television is quoted in the replies of the following countries: Cameroon, Central African Republic, Democratic Republic of the Congo, Dahomey, France, Federal Republic of Germany, Hungary, Norway, Upper Volta.
96. Although the part played by conferences and courses in the further education programmes remains considerable, that of discussion groups, working groups, practical exercises and personal work seems to be increasing, as evidenced in

about 30 reports. Certain reports mention new formulae for periods of instruction, permitting exchanges of views on teaching problems among teachers, researchers, and high level specialists (Republic of China, Czechoslovakia, Denmark, Philippines, Sweden, Union of Soviet Socialist Republics, United States of America).

97. Travelling abroad, organized individually or collectively with a view to further education, is mentioned in a number of reports. In a general way, secondary teachers take more advantage of this form of further education. In the following list of countries whose reports mention study trips abroad, the asterisk indicates the participation of elementary teachers: Argentina, Austria, Bahrain, Burma, Chile*, Republic of China, Cyprus*, Ghana, Guyana, Iraq, Japan*, Laos, Liberia*, Mauritius, Nigeria, Norway*, Panama*, Philippines*, Sudan, Thailand, Union of Soviet Socialist Republics*, Venezuela, Republic of Viet-Nam, Yugoslavia.

98. The dissemination of professional journals, educational reviews, works and reports devoted to the different aspects of education is a valuable help for teachers who have decided to continue their life-long and continuing education individually. The efforts of the school authorities in this field (indicated more particularly by Cameroon, Democratic Republic of the Congo, France, Sweden), are supplemented by activities of the teachers' organizations on the national and international plane, as well as by the action of intergovernmental organizations (Unesco, Unicef, Council of Europe, Organization of American States).

Facilities and advantages granted to those profiting by further education

99. In several countries, certain further education programmes planned by the school authorities take place during the teachers' normal working hours and are therefore compulsory for all (Belgium, Byelorussian SSR, Republic of China, France, Hungary, India, Luxembourg, Panama, Romania, Spain, Sweden, Switzerland, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Republic, Upper Volta, Republic of Viet-Nam, Yugoslavia).

100. Participation in the majority of further training programmes, however, is optional. To encourage such participation, the central or local school authorities offer those concerned leave of absence on full salary and, if necessary, travelling and subsistence allowances. In certain cases, financial assistance is granted for this purpose by extra-scholastic bodies, such as professional associations, foundations, etc. The reports from the following countries mention various material forms of assistance offered to teachers with a view to their further education: Argentina, Bahrain, Burma, Chile, Republic of China, the People's Republic of the Congo, Cyprus, Denmark, Finland, France, Federal Republic of Germany, Ghana, Hungary, India, Iraq, Israel, Lebanon, Luxembourg, Morocco, Norway, Philippines, Poland, Singapore, Spain, Sudan, Sweden, Syrian Arab Republic, Thailand, United Arab Republic, Ukrainian SSR, Union of Soviet Socialist Republics, Republic of Viet-Nam.

101. Participation in further training programmes enabling teachers to improve their qualifications is generally confirmed by diplomas which as a rule open the way to promotion or to admission to a higher status. The reports of the following countries mention these advantages: Argentina, Austria, Bulgaria, Burma, Cameroon, Chile, Czechoslovakia, Denmark, Finland, France, Federal Republic

of Germany, Ghana, Guatemala, Guyana, Hungary, Iraq, Israel, Lebanon, Norway, Philippines, Romania, Singapore, Spain, Sudan, Syrian Arab Republic, Thailand, United Arab Republic, Union of Soviet Socialist Republics, Venezuela and Yugoslavia. According to the information received those who benefit most in this manner are mainly teachers in the primary grade or the lower cycle of the secondary. Nevertheless, a large number of primary teachers and the majority of the secondary teachers take part in further education activities without expecting any particular material advantage.

International co-operation

102. Under the heading of bilateral or multilateral technical assistance, a number of countries receive aid for further education of teachers. The aid given consists more particularly of the sending of experts and technical advisers, the supplying of equipment and the granting of fellowships. The reports of the following countries mention such assistance: Bulgaria, Burundi, Cameroon, Central African Republic, the People's Republic of the Congo, the Democratic Republic of the Congo, Cyprus, Dahomey, Ecuador, Ghana, Guyana, Hungary, India, Iraq, Israel, Laos, Lebanon, Mauritius, Morocco, Nigeria, Panama, Philippines, Singapore, Sudan, Thailand, Turkey, Upper Volta, Venezuela, Republic of Viet-Nam, Yugoslavia.

103. On the other hand, the reports of the following countries mention the assistance which these countries lend to other countries in this field, more particularly by sending specialists and by granting fellowships: Australia, Bahrain, Belgium, Bulgaria, Byelorussian SSR, Cameroon, Denmark, Finland, France, Federal Republic of Germany, Ghana, Hungary, India, Iraq, Israel, Japan, Kuwait, Nigeria, Norway, Philippines, Spain, Sudan, Syrian Arab Republic, Thailand, Turkey, United Arab Republic, Yugoslavia.

104. Reports from several countries point out that teachers of foreign countries are admitted to participation in certain further education programmes. This is the case mainly when countries belong to the same linguistic groups (Arab or Scandinavian countries, Latin American countries). A number of courses and periods of instruction with international participation are organized by Unesco and Unicef in the developing countries, and by the international organizations of teachers. The reports from the following countries mention these: Cameroon, Central African Republic, Ecuador, Iraq, Lebanon, Morocco, Philippines.

Statistics concerning participants

105. As mentioned in paragraph 3 above, the reports rarely contain figures concerning the proportion of the teachers as a whole who take part in the various further education programmes. The report from Sweden mentions that all primary and secondary teachers participate in five compulsory days of study per year. Moreover, the reports of the following countries indicate teacher participation in percentages of the total number of teachers in the country concerned: (a) primary teachers: Austria, 20-25%; Federal Republic of Germany, 14%; Finland, 13%; (long courses) and 33% (short courses); Guyana, 20%, Iraq, 8%; Italy, 1%; Laos, 80%⁽¹⁾, Thailand, 10%; USSR, 20%; (b) secondary teachers: Austria, 30%; Federal Republic of Germany, 14%; Guyana, 5%; Iraq, 8%; Italy, 1%; Laos, 80%⁽¹⁾, USSR, 20%.

(1) Percentage of insufficiently qualified teachers who have taken part in further education programmes.

IV. EMPLOYMENT AND CAREER

106. The Recommendation emphasizes the need for defining a recruitment policy at the appropriate level in collaboration with teachers' organizations and establishing rules concerning teachers' rights and obligations. The probationary period should be an opportunity for the entrant to receive encouragement and helpful initiation, develop his pedagogical skills and establish and maintain proper professional standards. The duration of probation should be known in advance, the conditions for its satisfactory completion should be strictly related to professional competence and, in case of failure, the entrant should be informed of the reasons and should have the right to make representations. Teachers having the necessary qualifications should be able to move from one type or level of school to another within the education service, their promotion being based on an objective assessment of their qualifications by reference to the professional criteria laid down in consultation with teachers' organizations. The organization and structure of an education service, including that of individual schools, should allow for the exercise of additional responsibilities by teachers, on condition that those responsibilities are not detrimental to the quality or regularity of their teaching work. Schools should be sufficiently large to allow for an optimum distribution of functions according to the qualifications of each teacher. Posts of responsibility should be given as far as possible to experienced teachers. Security of tenure and stability of employment, which are essential in the interests of education as well as in that of the teacher, should be safeguarded even when changes in the organization or within a school system are made, and teachers should be adequately protected against arbitrary action. Disciplinary measures should be clearly defined and be made public only under specified conditions and the competent authority or bodies should be clearly designated. Every teacher should have the right to be informed of allegations made against him, have full access to the evidence, defend himself and be defended, be given adequate time for the preparation of his defence, be informed of the decisions reached and the reasons for them and have the right to appeal to clearly designated competent authorities or bodies. It is advisable to consult teachers' organizations in connexion with disciplinary proceedings, as discipline and disciplinary safeguards are greatly enhanced if the teachers are judged with the participation of their peers.

107. The questions asked relative to this instrument were the following:

1. Please indicate the provisions governing recruitment, advancement, security of tenure and discipline of teachers.
2. Please describe the procedures by which the rights of teachers in regard to these matters are protected, and the manner in which teachers' organizations participate in the establishment and operation of such procedures.

108. One of the countries - the Democratic Republic of the Congo - did not provide any information for this section. The answers of the following countries are either incomplete or give only general indications: Ecuador (protection

of teachers is guaranteed by legislation), Greece (deals only with technical education personnel responsible to the Ministry of Labour), Italy (private schools only), Spain (only technical and vocational education), United States of America (mainly the public sector), Uruguay (only official secondary education). A large majority of replies describe legislative provisions and regulations, and in certain cases, provide the text of regulations governing the employment and careers of teachers; several of them, however, merely refer to the text without providing the details asked for under the various headings of the questionnaire. In some cases, where the texts had not been included and it was not possible to obtain them, they had to be disregarded. In addition, the replies do not always give enough indications about the differences between public and private sectors.

109. Employment and careers are determined by the public service code for teachers in the public sector, according to the replies from the following countries: Austria, Bahrain, Belgium, Burundi, Cameroon, Chile, the People's Republic of the Congo, Costa Rica, Dahomey, Denmark, Dominican Republic, France, Federal Republic of Germany, Ghana, Guatemala, Guyana, Japan, Mauritius, Morocco, Nigeria, Sudan, Togo, Turkey, United Arab Republic, Upper Volta, Venezuela. The reply from the Federal Republic of Germany specifies that public school teachers who are not officials - hired temporarily or not fulfilling requirements - enjoy conditions very similar to those of officials. In Ghana, certain private schools are under the administrative auspices of the Ministry of Education and are attached to the public sector. In Sierra Leone, the Government has aligned the organizations of public and subsidized schools with that of the public service. In some cases, as in Denmark, teachers may choose between contract employment and enrolment in the public service. Many replies do not provide detailed information on the provisions governing the public service, so that it was not possible to evaluate the real situation. Several replies concerning teachers who are not members of the public service, describe specific provisions applicable to them and which, in certain countries, are added to general labour legislation. Several replies refer to the existence of specific statutes or charters. The United Kingdom's reply specifies that conditions of employment for teachers in State schools depend on individual contracts; but in effect, they take into account recommendations and model contracts drawn up between local authorities and teachers' organizations, and the fact that teachers' rights are protected by law and custom.

110. The systems applicable to teachers in the private sector seem to vary. In the replies of the following countries it appears that teachers are governed by general legislation and by the Labour Code: Bolivia, Brazil, Cameroon, Chile, Denmark, Ecuador, Federal Republic of Germany, Mauritius, Monaco, Spain and Venezuela. In Bolivia, labour legislation likewise covers public school teachers. In Burundi, the provisions concerning teachers are common to all teachers, and in Lebanon, legislation tends to align conditions in the private sector with those in the public sector. In other cases, private teachers are generally covered by private or contractual law. In the United States, where individual contracts are the rule, they may benefit from labour legislation in certain States. In the Philippines conditions of employment are determined by each school in the private sector, but must measure up to the norms established by the Education Department, and in the United Arab Republic, contracts must be approved by local education authorities. In a very small number of countries, collective agreements establish employment conditions for private school teachers: Spain (labour legislation and

law on collective agreements), Upper Volta and Italy (two national collective agreements, one for sectarian schools and the other for lay private schools). The reply of the People's Republic of the Congo refers to the provisions of a collective agreement concerning expatriate teachers and those under local contract. The replies of the USSR and of the Byelorussian and Ukrainian SSR's as well as those of Bulgaria, Czechoslovakia, Hungary, Poland, Romania, and Yugoslavia contain reminders that no private schools exist in those countries.

111. The replies of Argentina, Turkey, Iraq, and the United Arab Republic specify that there are no differences in the employment conditions for public and private school teachers. These differences are termed minimal in the replies of Liberia and Nigeria. Conditions of employment for teachers in recognized, subsidized or assisted schools are deemed to be very similar, if not the same as those of public school teachers, in the following countries: Denmark, the Federal Republic of Germany, Mauritius, and Monaco. Sweden points out that the only difference concerns non-subsidized private schools, where employment security is governed by private law. On the other hand, several replies point to differences in conditions for teachers in public and private sectors: Central African Republic, Dominican Republic, Japan. The gap is considered substantial in the replies of Kuwait and Panama.

112. Among the hindrances to the full application of the provisions of the Recommendation are the effects of the federal structures which can bring about variations in conditions of employment. The reply of the United Kingdom (England and Wales) reveals that it considers its stage of decentralization to be more advanced than that which the Recommendation seems to take for granted. Finally, Liberia's reply states in general terms that employment and career safeguards for teachers are non-existent.

Recruitment

113. On the whole, the answers show that candidates for permanent posts in public education, in addition to meeting the general conditions laid down by either the public service codes, legislation, or specific regulations, must normally meet the professional qualifications called for by the type, level and purpose of a given school and post. In addition to physical and mental aptitudes, special requirements may enter into consideration: being a good citizen (Belgium); nationality (Belgium, Iraq, Switzerland, Thailand - where candidates naturalized for five years are acceptable in the first country, and those naturalized during training are acceptable in the Canton of Geneva); good character (Belgium, Central African Republic, Iraq, Japan, Thailand); age (Belgium, Switzerland). Members of subversive organizations are not acceptable in Japan, and those opposed to the constitutional form of government are not acceptable in Thailand.

114. Depending on the level and grade of teaching, recruitment is made by direct appointment, by selection according to proficiency, through competition (examination or credentials) and, in some cases, through bilateral agreement; a combination of these methods is often used. In some cases, an added condition may be the appearance of the candidate's name on the list of qualified teachers.

115. A probationary or waiting period before final confirmation in the post or grade is in effect in the following countries: Australia, Bahrain, Belgium,

the People's Republic of the Congo, Cyprus, Denmark, Finland, France, Federal Republic of Germany, Japan, Lebanon, Mauritius, Norway, Panama, Paraguay, Philippines, Poland, Singapore, Spain, Switzerland (Geneva. Canton), United Kingdom (England and Wales), Upper Volta, Uruguay and Yugoslavia.

116. In a given country, probation may apply only to certain levels and categories of teachers, and its duration may vary accordingly. In Italy, it lasts for three months (religious schools) or six months (lay private schools), four months in Spain, six months in Bahrain and in Japan. In Upper Volta it is one year for all secondary school teachers; in Belgium it is two years for art teachers, in addition to previous teaching experience; in Finland and in vocational education from one to two years in primary education; in France it will apply to secondary education (once teacher-training institutions have been established); it varies in Paraguay, with exemptions being granted in exceptional cases. Its duration is for a minimum of one year in Switzerland (Canton of Geneva); one year in Lebanon (secondary education); in Panama and the United Kingdom (England and Wales) it is one year for professorial candidates with prior experience in primary schools; two years in Cyprus (considered as a period of full activity), in Denmark, Mauritius (secondary education) and in Poland; three years in Singapore, and in secondary education in Uruguay. It is from two to three years in the Federal Republic of Germany, lasting up to five or six years in certain Länder. In France, the length of probation for primary school teachers varies according to the category of teaching. In Denmark, it may be replaced by a different method (part-time, or substitute teaching...). The reply from Sierra Leone indicates, without any detailed explanation, that qualified teachers may be subjected to a probationary period not exceeding three years. Teachers who are not fully qualified at recruitment must undergo a probationary period of two years in Burma, ten consecutive years in the Philippines, and two or three years in Tanzania. The replies from governments do not, on the whole, give insight into the reasons for such wide national differences.

117. Admission to probation is on the basis of competition, with consideration of certain qualifications, in a number of instances: Finland (secondary education), Lebanon (for holders of an elementary school certificate or its equivalent, and in secondary education, when there is an excess of candidates), Panama, Paraguay (both on credentials and merit), Singapore, Uruguay (on merit or promotion - secondary education), Upper Volta (those responsible for secondary education), Spain (by direct selection, with priority to experienced teachers), Yugoslavia. It is conditional on only the requirements for the post in the following cases: Bahrain, Cyprus (according to the schedule of activities and the procedure defined by law), Denmark, Finland (primary and vocational education), France, Japan, Lebanon (secondary education), Mauritius, Paraguay (public schools), Poland, Switzerland (Canton of Geneva), Upper Volta (secondary school teachers other than educational supervisors). In Belgium, in addition, a number of days of service are required (at least 240 in a given category and in a State school); the reply from Spain reveals that evidence of aptitude may be required in addition to the necessary qualifications. In almost all cases, successful probation leads to direct appointment to a teaching post. Some replies indicate that probation is followed by an examination.

118. Very few countries give details concerning probation guarantees. The Belgian reply concerning admission to probation, lists guarantees such as transmission to the candidate of the report evaluating his work, notice before dismissal

and the right to appeal in case of dismissal (with the assistance of a colleague, a union representative or a lawyer); the Yugoslavian reply specifies that candidates are examined by a committee of teachers, which then submits qualified recommendations to the teachers' council, and they have the right to appeal decisions of non-acceptance. Two guarantees applicable during and at the end of probation are mentioned: communication of the probation report to the candidate and the latter's right to defend himself. They are referred to by Belgium (complaints and notices of dismissal), the Byelorussian SSR, Cyprus, France (the right to make observations), Sierra Leone and Tanzania (the right to make representations). In Panama, the act of preventing a candidate from taking part in a competition or an examination or concealing the existence of a vacancy leads to the dismissal of the culprit for at least one year. In the reply of Bahrain, it should be noted that the government has the right to terminate a probation by giving prior notice or an indemnity, without having to give reasons for its decision.

119. The replies show that teachers fulfilling a given set of conditions - most often, full qualifications - are appointed directly, without probation, as in the following instances: Syrian Arab Republic (competitions for positions requiring university degrees); Bulgaria, Ceylon (competitions in case of excess candidatures), United Arab Republic; the Byelorussian SSR, Burundi, the Dominican Republic, Ghana; Guyana (public and subsidized schools); Iraq, Israel, Lebanon (in primary education for normal school graduates, holders of elementary certificates or their equivalents and recruited through competition); Philippines (candidates trained in a recognized school; otherwise through competition); Romania (pre-school and primary education); Sudan, Sweden, Tanzania, Thailand, Turkey; USSR (with the agreement of the candidate); Upper Volta (primary school teachers); Venezuela. In Guatemala, appointments are made on the basis of merit from a list kept by the Ministry of Education and, in Czechoslovakia, according to the yearly decrees of the Ministry of Education.

120. With the above exceptions, the replies from the following countries specify recruitment through competitions or on credentials: Argentina (all levels), the People's Republic of the Congo, Dahomey, Finland (secondary education), Romania (mainly for general and specialized education, and exclusively for the higher levels), Upper Volta (primary school monitors), and the Republic of Viet-Nam (except in emergencies for community schools in unsafe areas).

121. Two countries each have an additional requirement: the Philippines, that of fulfilling conditions for admission to the public service and, Lebanon, that of meeting the requirements of proportional representation in religious communities. As for the criteria for qualification, it should be noted that in Bulgaria, they are determined by the diploma for up to five years of service and beyond that by the quality of the service rendered; in Thailand and Singapore private school teachers must have the same qualifications as those of public schools. In Singapore, furthermore, teacher candidates have the right to appeal adverse decisions by the Director of Education and Teacher Registration, who delivers authorizations to exercise the profession.

122. The authorities responsible for recruitment differ from country to country. The majority of replies received point to ministerial and administrative organs as competent, together with other authorities in certain countries: school

principals, inspection and skill improvement councils in Belgium; the institutions themselves in the case of subsidized schools in Guyana and of secondary schools in Israel; union committees in the Ukrainian SSR and the USSR; the Council of State in the Canton of Geneva. In other cases, it is the public service commission (Iraq, Thailand), a committee or council where teachers are represented (Spain, Poland, United Kingdom (Scotland), Uruguay and Yugoslavia where the council of the working community, among others, decides on principalships. In Japan, recruitment is the function of prefectural and municipal education committees; of school councils in the United States of America and Finland, together with the approval of the inspector and final decision from the National Commission of Schools, in case of disagreement. Elsewhere, the competent authorities appear to be: the principal of the educational institution (Spain), the employer (Hungary) and the executive, upon recommendation from the Secretary of Education (Dominican Republic). On the whole, the answers do not provide sufficient information concerning the participation of teachers themselves in recruitment decisions.

Advancement and promotion

123. The answers for this section are largely incomplete and do not always make it possible to distinguish between advancement within a grade and promotion.
124. The intervals of advancement within a grade vary from country to country (see part X). The reply of the Federal Republic of Germany is the only one which indicates that this is not a matter of right (no more so than promotion). Advancement is rarely completely automatic. Advancement is determined through certain criteria, the most frequent being: quality of service or competence, together with additional training, seniority and conduct. In the United States, such factors as quality of service, qualifications and additional training are considered with such other factors as educational travel and civic activities. In the USSR advancement is guaranteed. It should be noted that the only criterion mentioned by the Republic of China is conduct.
125. Very few replies describe the procedures involved in advancement. Several of them point to a system of professional grading. Those of Argentina, Belgium and the Byelorussian SSR point to the existence of the right to appeal or complaint against the contents of the report. In Sierra Leone, salary increments may be postponed or refused in cases of unsatisfactory service or conduct, and the teacher notified by writing three months in advance.
126. On the subject of promotion many replies make only general statements. Thus, Japan refers to the relevant legislation; Burma points to substantial opportunities for promotion or transfer with promotion, and Morocco points out that its teachers enjoy career guarantees comparable to those of their colleagues in more developed countries. In Argentina and Panama, promotion is conditional on satisfactory conduct.
127. The Japan Teachers' Union has alleged that militant union leaders are frequently victims of discrimination in matters of advancement and promotion. The Japanese Government has replied to this observation by maintaining that such discrimination does not exist and that advancement and promotion are based on

professional competence and performance at work⁽¹⁾. The Lebanese reply notes that, although advancement is based in principle on professional qualifications, it seems to be determined in fact by a number of considerations extraneous to teaching activity.

128. Table VII summarizes specific data contributed in other replies and relative to the criteria, procedure, responsible organs and special provisions concerning promotion.

(1) It may be recalled that allegations of anti-union discrimination relating inter alia to teachers were examined by the Fact-Finding and Conciliation Commission on Freedom of Association in the case relating to persons in the public sector in Japan - See ILO Official Bulletin, Vol. XLIX, No. 1, January 1966, Special Supplement, paragraph 2168.

TABLE VII

Promotion

Country	Criteria	Procedure, responsible organs and special provisions
Bahrain	Qualifications, competence, experience, seniority, merit.	Existence of the necessary vacancy.
Belgium	Qualifications, experience, merit. Obtaining the required degree: advancement from primary to secondary education.	Selection by a Selection Committee. Appointment to posts of principal after examination by a Promotions Jury.
Bulgaria	The required qualifications and experience. Excellent qualifications with at least eight years service, for posts of principal, assistant principal or inspector.	Responsible organs: school principal and President of the Teachers' Union.
Byelorussian SSR	The required preparation, qualifications and experience. Experience, competence, capacity for organization, at least three years' teaching practice for the posts of: principal, inspector or high official in public education.	Responsible organs: local officers, regional officers, Ministry of Education, with possible confirmation by the minister depending on level of post and type of school.
Ceylon	Qualifications, experience and quality of service.	
Republic of China	Qualifications vary: 3, 4, 5, up to a maximum of 8 years of service; possibly skill improvement training.	Primary and secondary school teachers may advance to principal, on basis of credentials.
Congo (People's Rep. of)		Registration on the advancement list drawn up yearly for each level of instruction. Promotion in grade by selection or seniority.

Country	Criteria	Procedure, responsible organs and special provisions
Cyprus	Qualifications required for the higher grades or principalships	Subject to vacancy. The posts of inspector and other high administrative posts are always filled by promotion of teachers. Responsible organ: Education Service Committee.
Dahomey	Two years of service in the next lower grade (last step) and total seniority of a specified duration.	Registration on the advancement list; recommendation by the Joint Advancement Committee. Observance of a statutory requirement.
Denmark	Theoretical qualifications, professional experience, seniority.	
Finland	For primary school teachers, required qualifications and experience for posts of principal, inspector or school board secretary. For secondary school teachers, qualifications and experience. Vocational training: 5-10 years of service in addition to professional requirements.	Responsible organs: school committees or boards, possibly national school committees. In effect, relatively restrained chances for promotion. By regulation, through open competition.
France	Required qualifications are reviewed in the light of specific criteria, in consultation with teachers' organizations; a specific length of service required only in cases of teacher shortage in a given category.	Appointment to post of departmental inspector: only through competition. Appointment of posts of principal, headmaster, vice-principal, academic or general inspector: generally, from an aptitude listing or by direct appointment. Posts normally filled from among the teaching staff. A change from one category to another entails total or partial consideration of time spent in the previous category.
Federal Republic of Germany	Quality of service and level of training.	Appointment (no right to promotion).

Country	Criteria	Procedure, responsible organs and special provisions
Ghana	Qualifications, experience, competence, seniority, merit. Ten years seniority for promotion of primary school teachers to a higher grade. Five additional years of service and university degree, for admission to examination for the post of principal.	Promotion to higher positions: on recommendation from school principals addressed to the Ministry of Education in yearly confidential reports on possible candidates.
Guyana	Theoretical qualifications, professional experience, seniority and where needed, compulsory skill improvement training.	
Hungary	Required qualifications. Seniority, personal aptitude and attendance at special courses are additional requirements for appointment to executive posts.	Appointment as a result of competition once a year subject to vacancy.
Iraq	In addition to the provisions	Appointment by the promotion committee of the Ministry of Education, where the Teachers' Union is represented.
Israel	Required qualifications and experience according to the post in primary education.	Posts of assistant principal: appointment following consultation with the principal concerned. Responsibility of the District Inspector. Posts of principal: appointment by the Ministry of Education on the basis of public notices; candidates appear before a committee (two Ministry representatives, one representative of local authority, one Teachers' Union representative) which recommends the candidate. Post of inspector: same procedure as above, but before a committee on the public service.

Country	Criteria	Procedure, responsible organs and special provisions
Israel	Qualifications according to post in private secondary education.	Appointment of department chief and assistant principals by the principal of the school. Appointment of the principal by the owners of the school (public notices), following consultations with the inspectorate.
Paraguay	Professional degree, minimum five years seniority, competence perfect conduct, participation in pedagogical courses or seminars.	Promotion by appointment. Responsibility of the Ministry of Education.
Poland	High level qualifications and experience. Three to ten years teaching, depending on post and type of school.	Promotion by appointment to the posts of principal, headmaster or posts involving special functions, and posts of director in education agencies. All such posts are filled by teachers.
Romania	Standards set by the State.	Promotion by competition.
Singapore	Obtaining higher qualifications. University degree for advancement from primary to secondary education.	Promotion by appointment for posts of principal, lecturer, inspector, etc.
Sweden	Theoretical qualifications, professional experience and seniority.	
Tanzania		At least six months probation in the new post. Right of representation by the candidate if his promotion is not confirmed.
Thailand	Strict standards of qualification, professional experience and merit.	
USSR	Obtaining higher qualifications and professional experience.	

Country	Criteria	Procedure, responsible organs and special provisions
United Arab Republic	Strict standards of qualification, professional experience and merit.	
United States of America	Among others, further study, obtaining higher degree, teaching experience	Possibility of promotion to posts of inspector and administrative positions.
Uruguay (secondary education)		Promotion to posts of principal and inspector: on merit.
Yugoslavia	Prescribed standards of qualification.	Promotion by competition to posts of principal.

Employment stability and security of tenure

129. On the question of State-sponsored or public education, comments are provided by more than half of the replying governments.

130. Replies indicate that security of tenure seems to be particularly well assured in the following instances: in the Federal Republic of Germany, teachers who are public servants are appointed for life; public school teachers in Finland, and Bulgarian and Hungarian teachers, are guaranteed transfers to other posts in case of reduction of personnel. Security of tenure is officially guaranteed in: the Byelorussian SSR, two-thirds of the states in the United States, Poland, Romania, the Ukrainian SSR and the USSR. Some States emphasize without giving further details, that teachers enjoy job security: Argentina and Panama (as long as efficiency and conduct are satisfactory); Australia, Burma, Ghana, Malaysia, Morocco and Singapore (after grant of tenure); Central African Republic, Kuwait and Togo (same protection as officials); Guatemala (protection of law); Cyprus (permanence of posts in public education). France, Guyana, Sudan, Turkey and Venezuela base their affirmative replies on the link with the public service. Venezuela, nevertheless, points out that appointments are for one school year, with continuation if no transfers take place.

131. Several replies describe special provisions in favour of job security in case of dismissal: in France, the right to administrative appeal; in Sweden, prior notice to temporary teachers, and judicial decision for permanent ones; various guarantees (notification to the Director-General of the Ministry of Education, negative reports meeting specific conditions, agreement about conditions of dismissal - retirement, transfer, indemnity) in public education in Israel, with the same procedures applied in secondary education (private) except where the decision depends on the school administration; in the Byelorussian SSR union authorization and right of appeal up to the Supreme Court; in Sierra Leone,

approval by the Director-General of Education, in the framework of relevant legislation. Bulgaria and Hungary refer to assignment to appropriate posts in cases of partial incapacity, and Belgium provides for early retirement in cases of incapacity due to illness. Other replies view security of tenure in its relation to safeguards against arbitrary action - a subject dealt with in the next section.

132. Security of tenure is not as strong for teachers on contract employment, especially those in the private sector. Length of contracts varies. It is one year in private schools in Turkey (legal minimum) and in Italy (school year, but of indefinite duration, beyond the school year, in lay schools). Contracts are renewable indefinitely in the Republic of China (except for primary school teachers assigned without limitation of time at the local level) and in the Republic of Viet-Nam for certain categories of teachers. In Switzerland, length of contract of confirmed teachers varies from between three years and professional life, but contracts are renewable more or less automatically; and in Greece, staff of technical schools under the Ministry of Labour are hired on five-year contracts. In Bahrain, foreign teachers are hired on two-year renewable contracts and may be dismissed after prior notice. In the Federal Republic of Germany, the contracts of teachers who are federal employees may be terminated on prior notice, but only if they have less than fifteen years' seniority.

133. It should be noted that in Japan and in Tanzania suppression of posts, including reasons of reorganization, is sufficient ground for dismissal, as is the suppression of budgetary credits, in Uruguay. In Bahrain, permanent teachers may be retired any time with prior notice or indemnification. In Spain, teachers in training centres administered by religious bodies may be dismissed any time, with previous notice, when a university graduate becomes available, and in vocational and technical education, the establishment of a training centre without the employer's authorization is ground for dismissal. In Sierra Leone, the employer may request teachers to leave after the age of 45.

Discipline

134. In addition to incompetence, inefficiency, negligence and other professional deficiencies or motives traditionally connected with penal law, several replies describe specific faults sanctioned in proportion to their gravity:

Violation of organic laws on education (Panama), non-compliance with the obligations set forth in the teachers' statute or with instructions of competent authorities (Uruguay), non-attendance at official meetings (Paraguay) or at meetings considered necessary (Turkey);

intoxication in public, alcoholism (Panama, Thailand), ill-treatment of pupils (Panama, Paraguay, Turkey), smoking in the classrooms (Lebanon), adultery (Thailand), helping pupils to cheat or inciting them to revolt (Turkey), insubordination (South Australia, Spain, Paraguay, United States);

maladministration of school property (Paraguay), damage to school buildings or school furniture (Turkey), acceptance of presents (Lebanon), abuse of power (Ghana) or of one's position for gainful ends (Paraguay), gainful or other activities detrimental to the accomplishment of professional duties (Sierra Leone), investment in local business (Bahrain), serious financial difficulties (Bahrain, Sierra Leone);

membership in a political party or union (Lebanon) or in a subversive organization (Japan), participation in political controversies (Ghana), political activities (Guatemala, Lebanon, Republic of Viet-Nam), participation in strikes (Lebanon, Paraguay, Philippines), political activities in the classroom (Uruguay), making speeches (Lebanon), publication of writings without prior authorization (Lebanon), or of writings other than those of general interest without authorization of the Chief of State (Bahrain). The reply of the United States points out that the laws on job security in effect in two-thirds of the States, prevent dismissal of teachers for personal or political reasons.

135. With regard to relevant procedures, the Federal Republic of Germany points out that no clearly defined legislation exists on the subject, while Israel, where the situation is similar, specifies that a draft law is under examination to adapt legislation on the public service to the needs of teachers in the public sector, and a draft agreement on disciplinary procedures in the private sector. The reply of Cyprus indicates that teachers enjoy the rights recommended by the instrument in disciplinary matters. In countries where teachers are under the public service, they are in general subject to public service measures in matters of discipline; but the information provided seldom makes it possible to know the extent to which teachers are represented on disciplinary bodies of the public service. The independence of these bodies is emphasized in the replies of Chile and Sudan. Venezuela states only that a special procedure is applied in serious cases, while the United Arab Republic points out that teachers must comply with the code of honour established by the union.

136. Several replies give information on publicity relative to disciplinary proceedings. Thus in their replies, Israel and Singapore specify that disciplinary proceedings and their conclusions are not made public; Iraq, that they are publicized only in cases of necessity, and Hungary, that the measures taken are not made public but that they may be revealed to the teachers of the school concerned, if considered beneficial for the teacher concerned and for the general staff.

137. The following replies mention a number of guarantees applicable during disciplinary proceedings:

The right to be informed in writing about allegations and their sources: Belgium, Bulgaria, Ceylon, Cyprus, France, Ghana, Norway, Poland, United Kingdom (England and Wales), Sierra Leone, Singapore, Turkey;

the right of access to the file: Federal Republic of Germany, Belgium, Burma, Central African Republic, Ceylon, Cyprus, Dahomey, France, Iraq, Poland, Tanzania, Uruguay, Republic of Viet-Nam;

the right to be informed in writing about decisions and their motivation: Belgium, Bulgaria, Burma, Ceylon, Cyprus, France, Japan, Panama, Poland, United Kingdom (England and Wales).

138. Several replies indicate that teachers participate in disciplinary decisions. They appear on Table VIII, together with the guarantees expressed by those countries concerning defence and appeal.

139. Other replies designate the responsible authorities, without referring to participation. In some instances, various councils, committees or commissions are mentioned, without details as to their composition: Bahrain (for higher levels), Burma (for lower levels), Cameroon, Central African Republic, Cyprus, Finland, Mauritius, United States, Hungary and Uruguay (for serious faults). In other cases, reference is made to the Ministry or the Directorate of Education, superiors or directors of schools: Bahrain (lower levels); Burma (higher levels); Central African Republic, Cyprus and Hungary (minor faults); Ghana; Iraq; Panama; Sierra Leone; Sudan. Still other replies provide no information about responsible authorities.

140. Among the countries which do not mention the participation of teachers in disciplinary bodies, many refer to the right of self-defence (Bahrain, Burma, Central African Republic, Ceylon, Cyprus, Czechoslovakia, Ghana, Mauritius, Norway, Panama, Sierra Leone, Singapore, Sudan, United Kingdom (England and Wales), Uruguay Republic of Viet-Nam), and some of them mention time allowed for preparation of defence (Cyprus, Panama). Several of them recognize the right to be defended or assisted: Ceylon (representative chosen by the teacher), Cyprus, Federal Republic of Germany (before staff councils - by the union before labour tribunals), Hungary (parent, colleague, union, lawyer), Iraq (lawyer chosen by the union), Japan (union delegates or representatives), United Kingdom (England and Wales - by a friend), Singapore (person chosen by the teacher), Sweden (union), Sudan (lawyer), Czechoslovakia (union). The following replies refer to the right of appeal: Burma, Central African Republic (recourse to union), Ceylon (before the Committee on the Public Service), Cyprus, Spain (labour tribunals on professional education), Finland (except for light sanctions), Ghana (Ministry of Education), Guatemala, Hungary, Iraq, Japan, Lebanon, Panama (legal channels in case of dismissal), Singapore, Sudan (independent committee on the public service, Chief of State), Syrian Arab Republic (recourse to the union for intervention with the ministry), Czechoslovakia (union, legal channels), Yugoslavia.

141. The Japanese Teachers' Union points out that the composition of the staff committee is not equitable, that relevant committees handle a large number of cases, but that very few decisions have been taken concerning those relative to union members, so that the staff committee has no means of providing legal assistance to teachers victims of unjust disciplinary sanctions. The Japanese Government has replied to these observations by stating that the members of the staff committee are appointed by the director of the local public authority with the consent of the Assembly, from among persons of high standards of morality and integrity, known for their devotion to the principle of local autonomy as well as to those of democracy and administrative efficiency, and having knowledge and judgement in matters of personnel administration; a conscious effort is made to avoid appointing two members from the same political party. One of the reasons for the delays mentioned is that the teachers concerned or the union draw on the opportunity during the examination of the case to confirm the general position of the union, furnish proofs without relevance to the case or make allegations on non-essential points.

142. The reply from Lebanon reveals that only teachers with at least two years' seniority in the same school may appeal to a recently-established arbitration committee, and only in case of dismissal or recall. The reply adds that except in cases where measures are taken against a teacher by disciplinary council, the teacher is at the mercy of his superior, whose judgement is irrevocable, the more so as there are no professional or union organizations to take up the teacher's cause.

TABLE VIII

Guarantees granted to teachers who are members of bodies competent in disciplinary matters

Country	Participation of teachers	Right to (a) self-defence; (b) to be defended or assisted; (c) time allowed	Right to appeal
Argentina	Representation of State teachers in disciplinary committees		X
Belgium	3 members from administrative committees of the ministry (6 members plus president) appointed from union list	(a); (b) colleague, union delegate, lawyer; (c)	X Recourse to administrative instances of the ministry
Bulgaria	Examination by relevant body before a union representative	(a); (b) union arbitration committee; (c)	X Administrative body, union, legal channels
Dahomey	Disciplinary measures determined in conjunction with teachers' representatives, union representatives, and disciplinary councils	(a); (b)	X Administrative chamber, supreme court
France	Bilateral internal disciplinary jurisdiction; union informed of proceedings	(a); (b); (c)	X
Israel	Union consulted in serious cases; union participation envisaged for private schools		
Italy	Joint committees		X Ordinary tribunals
Morocco	In dismissals, advice of disciplinary council where staff is represented	(a); (b) person chosen by defendant	X Supreme court

Country	Participation of teachers	Right to (a) self-defence; (b) to be defended or assisted; (c) time allowed	Right to appeal
Poland	Disciplinary committee composed of teachers chosen with union agreement	(a); (b); (c)	X union permission on school unity and legal channels
Romania	Committee composed of union administration representatives plus 1 union member and 1 administration member	(a)	X id.
Thailand	Joint councils for teachers in public and private sectors		
Turkey	Teachers represented in disciplinary councils	(a)	X State Council
Byelorussian SSR	Committee composed of union and administration representatives, for recall	(a)) Union committee and people's tribunal. In dismissals highest school authorities and supreme court
Ukrainian SSR	Indicted teachers		
USSR	Union agreement with two-thirds of its members deliberating ...	(a); (b) union	
United Kingdom (Scotland)	General education council and allied committees with teachers in the majority		X
United States of America	National education association administers the honour code of the profession	(a)	
Viet-Nam (Rep. of)	Teachers elected by the Disciplinary Council	(a); (b)	

V. RIGHTS AND RESPONSIBILITIES OF TEACHERS

143. The Recommendation lays down that all teachers should enjoy academic freedom in the discharge of professional duties and should be given the essential rôle in the selection of textbooks and the application of teaching methods, within the framework of approved programmes. They should also participate in the development of new courses, textbooks and teaching aids. Teachers and their organizations should be regularly consulted on such matters as educational policy, school organization and new developments in the education service. Systems of inspection and supervision should be such as not to diminish the freedom, initiative and responsibility of teachers. Close co-operation between teachers and parents should be developed but teachers should be protected against unwarranted interference by parents in matters which are essentially the teachers' professional responsibility. All teachers should seek to achieve the highest possible standards in all their professional work and such standards should be defined and maintained with the participation of the teachers' organizations.

144. The instrument stipulates that teachers should be encouraged to take part in social and public life, be free to exercise all civic rights generally enjoyed by citizens and be eligible for public office. Salaries and working conditions of teachers should be determined through negotiation, between teachers' organizations and the employers of teachers, whether public or private. Statutory or voluntary machinery should be established to ensure the right of teachers to such negotiation. Disputes between the teachers and their employers arising out of terms and conditions of employment should be settled through appropriate joint machinery. If there should be a breakdown in negotiations between the parties, teachers' organizations should have the right to take such other steps as are normally open to other organizations in the defence of their legitimate interests.

145. The questionnaire contained the following questions in respect of rights and responsibilities of teachers:

1. What is the content of academic freedom as recognized in your country for the various categories of teachers covered by the Recommendation? Please indicate the guarantees which exist to ensure such academic freedom, and any difficulties which have been encountered in its realization in practice.
2. Please give details of the rôle of individual teachers and of teachers' organizations in the determination of educational policies, improvement of curricula and textbooks, choice of teaching aids and methods, and relations with public authorities, parents' associations and other bodies concerned with education.
3. Please describe (with an indication whether any differences exist between the rights of teachers in public schools and those of teachers in private schools):

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

Content and exercise of academic freedom

146. The following 26 countries have not yet replied to this question: Brazil, Bolivia, Central African Republic, People's Republic of the Congo, Democratic Republic of the Congo, Denmark, Greece, Italy, Kuwait, Laos, Liberia, Luxembourg, Mauritius, Monaco, Norway, Panama, Romania, Singapore, Sierra Leone, Switzerland, Syrian Arab Republic, Turkey, Togo, USSR, UAR, Republic of Viet-Nam.

147. While the Recommendation provides in paragraph 61 that the teaching profession should enjoy academic freedom in the discharge of professional duties, it does not define the precise scope of this freedom. It would appear from the reports which provide information on this matter that this concept has been variously interpreted by governments. Some of them have considered this question merely in relation to teaching methods. Others appear to have viewed it in a wider perspective as extending also to the more general rights of teachers to participate in public life and to exercise civil liberties. The following analysis of the replies received has accordingly to be read in the light of these differences of approach and interpretation.

148. The reports of the following countries state that their teachers at all levels enjoy complete academic freedom: Argentina, Belgium, Chile, Malaysia, Nigeria, Spain, Sudan, United Kingdom and Uruguay. On the other hand, professional freedom of teachers appears rather limited in Iraq and Lebanon, and the report from Ghana states that academic freedom within the meaning of paragraph 61 of the Recommendation is not applicable to teachers.

149. In 37 countries, the exercise of the professional freedom of the teacher is subject to certain limitations such as prescribed syllabi, textbooks or methods of teaching (see Table IX). The scale of such limitations varies considerably from one country to another. As a rule teachers of secondary schools have more latitude than teachers at primary level. In a number of reports, reference is made to the desire of educational authorities to promote initiative and the sense of responsibility on the part of teachers.

150. It will be seen from Table I below that 19 reports refer to guarantees ensuring the respect of academic freedom of teachers, while 50 do not answer reports, the custom and traditional prestige of the teaching function are equivalent to a legal guarantee (Republic of China, Morocco). Belgium mentions a code

of ethics and Czechoslovakia and the USSR a "code du travail", as a safeguard of professional rights of teachers. The United Kingdom states that although neither defined nor guaranteed by statute, academic freedom is a principle fundamental to the English educational system.

151. No government mentions any difficulties encountered as regards the exercise of academic freedom by teachers. However, the Committee noted that the Japan Teachers' Union, whose observations were transmitted to Unesco by the World Confederation of Organizations of the Teaching Profession, states that Japanese teachers are deprived of the academic freedom and the autonomy of the educational activities, although these are guaranteed by the Constitution, and the Fundamental Law on Education, and that teachers are threatened with disciplinary action if they do not follow exactly the prescribed teaching schedules. In commenting on these observations, the Government of Japan emphasizes that the government and the boards of education in local public bodies have the right to intervene in educational activities of teachers and states that there is no case that disciplinary action was taken against Japanese teachers because they had not followed exactly the course of study. The Japan Teachers' Union also points out that the Ministry of Education carried out an efficiency rating of teachers in order to exercise a control over teaching contents in violation of Article 10 of the Fundamental Law of Education, and that in 1961 achievement tests were forcibly conducted on a nation-wide scale in order to see how far education was carried out according to the government plans. The Government of Japan observes that efficiency rating is justified by needs of modern personnel administration and that by opposing this scheme by a series of strikes, the Japan Teachers' Union caused a grave confusion in the school life. As regards the achievement tests, the Government of Japan notes that their purpose was to obtain data necessary for the betterment of educational conditions and the improvement of teaching by means of checking up the scholastic achievements of pupils.

TABLE IX

Scope and guarantees of academic freedom

(As indicated by the governments and subject to the more detailed explanations given in paragraphs 5-9 above)

Countries	1. Scope			2. Guarantees		
	Full	Limited	No information	Legal	Other	No information
Argentina	X			X		
Australia		X				X
Austria		X		X		
Bahrain		X				X
Belgium		X			X	
Bolivia			X			X
Brazil			X			X
Bulgaria		X				X
Burma		X				X
Burundi		X				X
Byelorussian SSR		X				X
Cameroon		X				X
Central African Republic			X			X
Ceylon		X			X	
Chile	X					X
China (Rep. of)		X			X	
Congo (People's Rep. of)			X	X		X
Congo (Dem. Rep. of)			X			X
Costa Rica		X				X
Cyprus		X				X
Czechoslovakia		X			X	
Dahomey		X		X		
Denmark			X			X

Countries	1. Scope			2. Guarantees		
	Full	Limited	No information	Legal	Other	No information
Dominican Rep.						
Ecuador		X				X
Finland		X		X		
France		X				X
Germany (Fed. Rep. of)		X				X
Ghana						
Greece			X			X
Guatemala		X		X		
Guyana		X				X
Hungary		X				
India		X				X
Iraq						X
Israel		X				X
Italy			X			X
Japan		X		X		
Kuwait			X			X
Laos			X			X
Lebanon						X
Liberia			X			X
Luxembourg			X			X
Malaysia	X				X	
Mauritius			X			X
Monaco			X			X
Morocco		X			X	
Nigeria	X			X		
Norway			X			X
Panama			X			X
Paraguay		X				X
Philippines		X		X		
Poland		X		X		

Countries	1. Scope			2. Guarantees		
	Full	Limited	No information	Legal	Other	No information
Romania			X			X
Sierra Leone			X			X
Singapore			X			X
Spain	X			X		
Sudan	X					X
Sweden		X				X
Switzerland			X			X
Syrian Arab Republic			X			X
Thailand		X				X
Togo		X				
Turkey			X			X
United Arab Republic			X			X
United Kingdom	X				X	
Ukrainian SSR		X				X
Upper Volta		X				X
Uruguay	X					
U.S.A.		X				X
USSR			X		X	
Venezuela		X				X
Republic of Viet-Nam			X			X
Yugoslavia		X		X		

Teacher participation in determination of educational policy

152. Table X below shows that 30 reports contain no definite information on this point. However, in no report is there a negative reply to the question regarding the rôle of teachers in determination of educational policy. Thirty-six reports mention the rôle of teachers' organizations while 18 refer to the participation of individual teachers. In 12 instances, both types of participation are reported.

TABLE X

Teacher participation in determination of educational policy

Countries	Participation		No definite information
	Individual	Collective	
Argentina	X	X	
Australia		X	
Austria		X	
Bahrain			X
Belgium		X	
Bolivia			X
Brazil			X
Bulgaria	X	X	
Burma		X	
Burundi	X		
Byelorussian SSR		X	
Cameroon	X	X	
Central African Republic			X
Chile		X	
Republic of China			X
Congo (People's Rep. of)			X
Congo (Dem. Rep. of)			X
Costa Rica		X	
Cyprus			X
Czechoslovakia		X	
Dahomey		X	
Denmark			X

Countries	Participation		No definite information
	Individual	Collective	
Dominican Republic			
Ecuador			X
Finland		X	
France	X	X	
Germany (Fed. Rep. of)		X	
Ghana			X
Greece			X
Guatemala		X	
Guyana	X	X	
Hungary	X		
India	X		
Iraq			X
Israel	X		
Italy			X
Japan	X		
Kuwait			X
Laos			X
Lebanon	X		
Liberia			X
Luxembourg		X	
Malaysia	X	X	
Mauritius	X		
Monaco		X	
Morocco		X	
Nigeria			X
Norway			X
Panama			X
Paraguay		X	
Philippines		X	
Poland	X	X	

Countries	Participation		No definite information
	Individual	Collective	
Romania			X
Sierra Leone			X
Singapore			X
Spain			X
Sudan			X
Sweden			X
Switzerland	X	X	
Syrian Arab Republic			X
Thailand		X	
Togo			X
Turkey		X	
United Arab Republic	X	X	
United Kingdom	X	X	
Ukrainian SSR		X	
Upper Volta			X
Uruguay		X	
United States of America	X	X	
Union of Soviet Socialist Republics			X
Venezuela	X	X	
Republic of Viet-Nam		X	
Yugoslavia		X	

The rôle of teachers in the improvement of curricula and textbooks

153. No reference to this question appears in 24 reports. However, a great majority of reports (50) indicate an active participation of teachers in the activities designed to revise and improve curricula and to prepare textbooks and teaching aids. In most cases, teachers act in their individual capacity as members of specialized technical commissions and advisory boards (see Table XI below). India replied that teachers play no rôle in improvement of curricula and textbooks.

154. According to the Japan Teachers' Union no teachers' organization (in Japan) is allowed legally to have a say in the preparation of curricula. The Government of Japan denies this statement by pointing out that some representatives from teachers' organizations have been appointed members of different councils dealing with curricula.

Choice of teaching methods

155. No reference to this question appears in 30 reports. Forty-three reports imply that teachers are free to apply the teaching methods they think most suitable for their pupils. In some cases, this freedom includes the choice of textbooks while in other countries these are prescribed by educational authorities. India states that teachers have hardly any scope to choose their teaching methods (see Table XI below).

TABLE XI

Countries	Rôle in improvement of curricula and textbooks	Choice of teaching methods
Argentina	X	X
Australia	X	X
Austria	X	
Bahrain	X	X
Belgium	X	X
Bolivia		
Brazil		
Bulgaria	X	X
Burma	X	X
Burundi	X	
Byelorussian SSR	X	
Cameroon		
Central African Republic	X	
Ceylon	X	X
Chile	X	X
China (Rep. of)	X	X
Congo (People's Rep. of)		
Congo (Dem. Rep. of)		
Costa Rica	X	X
Cyprus	X	X
Czechoslovakia	X	X
Dahomey	X	X
Denmark	X	X
Dominican Republic		
Ecuador		X
Finland	X	X
France	X	X
Germany (Fed. Rep. of)		X
Ghana	X	X
Greece		

Countries	Rôle in improvement of curricula and textbooks	Choice of teaching methods
Guatemala	X	
Guyana		X
Hungary	X	X
India		
Iraq	X	
Israel	X	X
Italy		
Japan	X	X
Kuwait	X	
Laos		
Lebanon		
Liberia	X	
Luxembourg	X	
Malaysia	X	X
Mauritius		X
Monaco		X
Morocco		X
Nigeria	X	
Norway	X	X
Panama	X	X
Paraguay		
Philippines	X	X
Poland	X	
Romania	X	
Sierra Leone	X	
Singapore	X	X
Spain	X	
Sudan	X	
Sweden	X	X
Switzerland	X	
Syrian Arab Republic		

Countries	Rôle in improvement of curricula and textbooks	Choice of teaching methods
Thailand		
Togo	X	X
Turkey		X
United Arab Republic	X	X
United Kingdom	X	X
Ukrainian SSR	X	X
Upper Volta		X
United States of America	X	X
Union of Soviet Socialist Republics		X
Venezuela	X	X
Republic of Viet-Nam		X
Yugoslavia	X	X

Relations with other bodies

156. The reports of the following countries refer to co-operation of teachers with parents' organizations: Argentina, Australia, Belgium, Burma, Byelorussian SSR, Cameroon, Central African Republic, Chile, Costa Rica, Dahomey, Guatemala, Italy, Liberia, Mauritius, Monaco, Norway, Paraguay, Philippines, Poland, Sweden, Switzerland, Togo, United Kingdom, Ukrainian SSR, Uruguay, United States of America, Republic of Viet-Nam, Yugoslavia. Several reports mention the existence of parent-teacher organizations (Argentina, Burma, Cameroon, Norway, Sweden, Philippines, Paraguay, etc.). Co-operation between teachers and trade union organizations is indicated in the reports of Czechoslovakia, Poland, Ukrainian SSR, Union of Soviet Socialist Republics. Reference is also made to co-operation with employers' organizations (Switzerland), student organizations (Chile) and various educational associations (France, Costa Rica, Guatemala, United States of America, etc.).

Participation of teachers in public life and exercise of civil rights

157. The questionnaire did not contain specific questions relating to the participation of teachers in public life and the exercise by them of civil rights, and in general governments did not provide information on this matter. However, two countries (France and Poland) state specifically that, as indicated in the Recommendation, teachers in public schools are free to exercise all civic rights and are eligible for public office, and retain their seniority and pension rights and are able to return to their previous posts or equivalent posts after their term of public office has expired. On the other hand, the analysis in the preceding chapter of conditions governing employment and career has brought out that in a number of countries teachers are subject to limitations as regards the exercise of rights accorded to citizens in general. Disregard of these limitations may adversely affect the possibilities of entry or advancement or may lead to the application of disciplinary measures. The comments received from the Japan Teachers' Union state that teachers in local schools have been completely deprived of political liberties, except for the right to vote, since 1950. The Japanese Government has replied that restrictions on political activities are commonly applied to government personnel in general and are required to ensure the political neutrality of public administration.

158. The Committee finds it appropriate to recall that, according to paragraphs 79 and 80 of the Recommendation, the participation of teachers in social and public life should be encouraged in the interests of the teacher's personal development, of the education service and of society as a whole, and teachers should be free to exercise all civil liberties generally enjoyed by citizens and should be eligible for public office. Accordingly, whatever limitations on the exercise of citizens' rights the public authorities may consider it appropriate to impose on other categories of public officials, the application of such limitations to teachers (even when they have the status of public servants) is not consistent with the principles set forth in the Recommendation.

Negotiation of working conditions and settlement of disputes

159. The replies from Austria, Congo (Dem. Rep. of), Greece, Kuwait, Paraguay, Syrian Arab Republic and Togo contain no information on these questions.

Other countries (Brazil, Dominican Republic, Morocco, Sierra Leone, Upper Volta, Uruguay) merely say that teachers in public schools are covered by public service regulations, special regulations and administrative provisions. Many of the replies say nothing about the position of teachers in private schools.

160. With regard to determination of working conditions and settlement of disputes, three replies - Dahomey, Liberia, Panama - mention the absence of relations between government authorities and teachers' organizations. A number of replies state in general terms that teachers' interests are protected, without indicating the procedures involved (Argentina, Congo (People's Rep. of), Thailand, Turkey, Republic of Viet-Nam). The Republic of China states that the procedures mentioned in the Recommendation are not considered necessary, because the mutual respect between teachers and their employers eliminates the danger of conflict.

161. As the Recommendation mentions the ILO Conventions concerning Freedom of Association and Protection of the Right to Organize, 1948 (No. 87) and concerning the Application of the Principles of the Right to Organize and Bargain Collectively, 1949 (No. 98), it may be useful to recall that on 31 December 1969, the following States had ratified both Convention No. 87 and Convention No. 98:

Albania	Federal Republic of Germany	Nigeria
Algeria	Ghana	Norway
Argentina	Greece	Pakistan
Austria	Guatemala	Panama
Barbados	Republic of Guinea	Paraguay
Belgium	Guyana	Peru
Bulgaria	Honduras	Philippines
Byelorussian SSR	Hungary	Poland
Cameroon	Iceland	Romania
Central African Republic	Ireland	Senegal
Chad	Israel	Sierra Leone
Costa Rica	Italy	Sweden
Cuba	Ivory Coast	Syrian Arab Republic
Cyprus	Jamaica	Trinidad and Tobago
Czechoslovakia	Japan	Tunisia
Dahomey	Lesotho	Ukrainian SSR
Denmark	Liberia	Union of Soviet Socialist Republics
Dominican Republic	Luxembourg	United Arab Republic
Ecuador	Republic of Mali	United Kingdom
Ethiopia	Malta	Upper Volta
Finland	Mongolia	Uruguay
France	Nicaragua	Yugoslavia
Gabon	Niger	

162. The following States had ratified Convention No. 87 but not Convention No. 98:

Bolivia	Kuwait	Mexico
Burma	Malagasy Republic	Netherlands
Congo (People's Rep. of)	Islamic Republic of Mauritania	Togo

163. The following States had ratified Convention No. 98 but not Convention No. 87:

Brazil	Libya	Southern Yemen (Aden)
China (Rep. of)	Malawi	Sudan
Congo (Dem. Rep. of)	Malaysia	Tanzania
Haiti	Mauritius	Turkey
Indonesia	Morocco	Uganda
Iraq	Portugal	Venezuela
Jordan	Singapore	Republic of Viet-Nam
Kenya		

164. Many of the replies either affirm or, more frequently, imply that teachers in public schools have the right to organize. The reply from Switzerland states that they are organized in associations mainly for pedagogical and administrative purposes, and also in certain independent organizations which are devoting increasing attention to the economic situation of their members. However, it may be noted that, according to the replies from Chile and Lebanon, teachers in public schools do not have trade union rights, including the right to strike and to bargain collectively, because of their status as public servants; in the latter country, there are no teachers' organizations and "professional freedom is so limited that it appears non-existent". In Bahrain and Burma also, there are no teachers' organizations and head teachers are forbidden by law to belong to a trade union.

165. According to the reports of the following countries, the right of organizations representing teachers in public schools to negotiate is recognized: Australia (in certain States - concerning salaries), Cyprus, Denmark, Finland, Federal Republic of Germany (public employees not having the status of civil servants), Guyana, Israel (pre-primary and primary schools), Japan (local schools), Malaysia, Mauritius, Norway, Sudan, Sweden, United Kingdom, United States of America (17 States).

166. The Committee is aware that in many countries the sovereign power does not admit the possibility of entering into binding contracts with public servants similar to collective agreements in the private sector, but a number of reports indicate that negotiations between representatives of teachers' organizations and the authorities may lead to understandings which are generally observed. This appears to be the case in Belgium, the Central African Republic, France. The reply from Belgium points out that the influence of teachers' organizations is so strong in the joint consultative committees on conditions of employment that there is in fact collective bargaining and that trade union participation is being reinforced by statute. The reply from Japan states that agreements negotiated with local authorities may be put in writing if they are in conformity with national legislation and local regulations.

167. Organizations representing teachers in private schools have the right to negotiate in the following countries: Bolivia, Brazil, Cameroon, Cyprus, Denmark, Federal Republic of Germany, Italy, Japan, Mauritius, Nigeria, Philippines, Spain, Sweden and Upper Volta.

168. The communication from the World Federation of Teachers' Union states that it has been advised that in some countries, such as Brazil, Spain, Greece and Portugal, teachers' unions cannot be freely constituted. The Spanish Government has replied that "it is not the case that teachers in Spain are unable to form professional associations enjoying full freedom of action subject, of course, to compliance with the law ... The tasks allotted to, and in practice performed by, these associations include negotiations on working conditions between the teachers' and employers' associations".

169. A number of replies from countries where negotiations take place between teachers' organizations and their employers provide information on the competent bodies and the formal and informal procedures which are applicable.

170. From the following replies, it appears that there is no bargaining between teachers' organizations and their employers and that conditions of employment are determined by law or statute: Bolivia, Cameroon, Costa Rica, Dahomey, Ecuador, Federal Republic of Germany (teachers having the status of civil servants), Guatemala, Liberia, Panama, Spain, Thailand, Turkey. The Federal Republic of Germany mentions that organizations of teachers having public service status are able to try to influence the legislature and the executive, while in Costa Rica they may participate in the preparation and implementation of measures for the protection of teachers. With regard to teachers in private schools, in the United States they negotiate their conditions of employment on an individual basis, while in Guatemala they are not sufficiently well organized for there to be collective bargaining.

171. Several replies mention procedures for determining conditions of employment otherwise than by collective bargaining: optional or compulsory consultation of teachers' organizations (Nigeria, Philippines, Turkey); possibility of joint discussion or consideration by employing authorities and teachers' organizations (Singapore, Venezuela, Republic of Viet-Nam); right of trade unions to present their views, suggestions or representations (Ceylon and Ghana with respect to salaries, Australia). The reply from Finland states that secondary teachers' organizations raise problems relating to conditions of employment with the Ministry of Education, and that from Thailand says that the association of teachers in private schools may submit its claims to the Ministry of Education. According to the replies from Bulgaria, Czechoslovakia, Hungary, Poland, Romania, Ukrainian SSR and Yugoslavia, teachers and their organizations participate in the determination of policies that concern them. The Polish reply emphasizes that salaries are fixed in agreement with the trade union, that from Hungary states that negotiations take place regularly between the trade union and the competent authorities, and that from the Ukrainian SSR states that local trade union committees arrive at collective agreements with the administration and supervise the application of these agreements.

172. With regard to settlement of disputes, no reply mentions the existence of joint bodies. Participation by teachers' organizations is mentioned in connexion with local arrangements that may be set up in the United Kingdom (with independent arbitration on salaries in England and Wales, and with referral to the Scottish Teachers Service Conditions Committee, to the Secretary of State or perhaps appeal to the courts); in Israel, the higher committee for professional

matters is competent to deal with disputes in secondary schools (private) and includes representatives of the trade unions (in the event of disagreement, a mediator or group of arbitrators are appointed by the parties); in the United States, several agreements between teachers' organizations and employing authorities provide for arbitration by a neutral third party. Other replies state that teachers' organizations have the opportunity of participating in negotiations to settle disputes (Ecuador), of bringing pressure to bear on the authorities (Finland), of intervening (Iraq), of participating in the settlement of individual disputes (Poland), of protecting the persons concerned (Czechoslovakia), of providing them with legal and financial assistance (United States of America), of bringing the dispute before the Ombudsman (Norway) or the arbitration tribunal (Venezuela). Other governments mention that teachers' organizations are consulted: in Israel, by the ministerial committee competent to settle disputes concerning pre-primary and primary schools; in Nigeria, with regard to the convening of the national council for the settlement of disputes; in Turkey, as necessary. In Spain, disputes affecting teachers in public schools are settled by administrative procedures, while the Sindicato provides conciliation for teachers in private schools, if there is no collective agreement.

173. No procedures for settlement of disputes affecting teachers exists in Dahomey, Liberia and Panama, according to the replies from these countries. No mention is made of participation by teachers in certain replies which indicate the bodies which are competent to deal with disputes (disciplinary council and administrative court in Cameroon, committees set up by the government in Ceylon, ad hoc conciliation and arbitration machinery for lay private schools in Italy, labour relations committees in Japan, Ministry of Education or public service commission in the Philippines, directorate of education for teachers in private schools in Singapore). Others indicate the procedures that are applied (negotiation, and in the event of breakdown, arbitration at the State level in Australia, and a system of conciliation and arbitration through the collective disputes section of the ministry in Bolivia). There is no arbitration procedure in Finland.

174. The Japan Teachers' Union points out that, since 1950, teachers have been deprived of the right to strike and to bargain collectively. In reply, the Japanese Government considers that since the public service is of highly public nature, due restrictions may well be effected on the fundamental labour rights of public service personnel. It adds that public service officials have been legally endowed with security of status, their working conditions legally determined, and the National Personnel Authority or the personnel commissions, taking position as a third party, renders decisions in redress of adverse actions and judges upon applications for measures concerning working conditions. Public service personnel may form personnel organizations and negotiate with the authorities, but these organizations are not empowered either to engage in collective bargaining or to resort to acts of dispute. Fundamental questions concerning labour relations of public service personnel are now being examined.

175. Certain replies state that teachers have the right to take such measures of collective action as are normally open to other organizations: this is the case in Australia, France, Federal Republic of Germany (public employees only and teachers in private schools), Israel, Japan (teachers in local and private schools) and United Kingdom. The Central African Republic refers to the right to strike in general. The right to strike is explicitly mentioned among the possible means of

action in the event of breakdown of negotiations in the replies from Australia, Cameroon, (teachers in private schools), Cyprus, Sudan, Sweden (public and private schools) and Upper Volta; and without this condition, in France and Israel. The Government of Israel points out that teachers as members of an essential service should not look upon strikes as a means of defending their interests. The reply from Belgium states that the right to strike is not officially recognized, but is exercised in certain cases. The reply from the Philippines says that the right to strike is not recognized. The report of the United States states that, when other means of stopping unethical or arbitrary practices by local school boards have been exhausted, teachers may decide to strike; the report does not indicate however whether strikes by teachers, when they take place, are lawful or unlawful; the Committee understands from other sources that such strikes of teachers in the public sector are generally unlawful.

VI. CONDITIONS FOR EFFECTIVE TEACHING AND LEARNING

176. The instrument sets forth criteria for the organization and assistance of the teacher's work so as to avoid waste of his time and energy. In particular, class size should be such as to permit the teacher to give his pupils individual attention, schools should be provided with ancillary staff to perform non-teaching duties, greater use should be made of modern aids to teaching and research on the latter should be promoted.

The hours teachers are required to work per day and per week should be established in consultation with teachers' organizations, account being taken of all relevant factors such as the number of pupils with whom the teacher is required to work; the number of different lessons to be taught each day; the time necessary for preparing lessons and correcting exercises, participating in research and extra-curricular activities and supervising and counselling pupils; and the desirability of providing time for teachers to consult with parents. Teachers should also have time for in-service training and should not be unduly burdened with extra-curricular activities. Special educational responsibilities in addition to classroom instruction should be compensated by a corresponding reduction of the normal hours of teaching.

Several provisions in the Recommendation deal with the leave to which teachers should be entitled: adequate annual holidays with full pay; study leave on full or partial pay, counted for seniority and pension purposes, to be granted at intervals and more frequently in the case of teachers in remote areas; various types of special leave, as well as sick leave and maternity leave. The types of special leave provided for are as follows: leave granted under programmes of cultural exchanges, to be considered as a period of service; leave granted to teachers attached to technical assistance projects, without loss of rights in their home country and with special arrangements to cover their extraordinary expenses; leave granted by their home countries for foreign guest teachers, whose seniority and pension rights should be safeguarded; leave on full pay from time to time for teachers participating in the activities of their organizations; leave enabling teachers to take up office in their organizations, with entitlements similar to those of teachers holding public office; leave with full pay for adequate personal reasons. The instrument also stipulates the right of teachers to sick leave with full or partial pay, account being taken of cases in which it is necessary for teachers to be isolated from pupils for long periods. With regard to maternity leave, the instrument recalls that effect should be given to the standards laid down by the ILO in respect of maternity protection and social security. Women teachers with children should be encouraged to remain in the service by such measures as granting them additional unpaid leave of up to one year after childbirth without loss of employment and of the rights deriving therefrom.

Attention is drawn to the value of professional and cultural exchanges between countries and of travel abroad on the part of teachers, as also to the need for extending these opportunities, for taking account of the experience thus gained, and for arranging recruitment for such exchanges without any discrimination.

Teachers should be given adequate facilities for studying and working abroad, as well as proper safeguards of their posts and status. They should be encouraged to share their experience with other members of the profession.

The Recommendation also sets forth certain necessary conditions, especially with regard to health and safety, for enabling school buildings to lend themselves to effective teaching and to use for extra-curricular activities and as community centres; it stipulates inter alia that in the planning of new schools representative teacher opinion should be consulted and that in providing new or additional accommodation for an existing school the staff of the school concerned should be consulted. Several special provisions relate to teachers in rural or remote areas: decent housing, preferably free or at a subsidized rental, and provision to that effect in development programmes for teachers who are expected to play a leading part in community activities; payment of removal and travel expenses, and special travel facilities for professional purposes; reimbursement of travel expenses from the place of work to the home town once a year; special allowances in cases where teachers are exposed to particular hardships.

177. The section of the questionnaire relating to conditions for effective teaching and learning contains the following questions:

1. Are there any provisions in your country limiting the size of classes? If so, what are the prescribed maxima?
2. Please indicate actual average pupil-teacher ratios in the different types of schools enumerated in the Recommendation during the last five years and those contemplated for the next five years; as far as possible, please give distinct figures for urban areas and rural areas.
3. To what extent and how are teachers consulted in respect of the construction of new school buildings?
4. Are there special arrangements in the interest of teachers in remote or rural areas?
5. Please indicate the normal teaching hours or range of hours which teachers in various types of schools may be required to work per day and per week.
6. Please indicate the manner in which account has been taken of the considerations enumerated in paragraphs 90 to 93 of the Recommendation, and any difficulties which may have arisen in this connexion.
7. In what manner are teachers' organizations consulted in establishing work-load standards?
8. What kinds of leave are granted to teachers of different categories under existing laws and regulations in your country?

Class size

178. The following countries have not replied to this part of the questionnaire: Brazil, Bolivia, Dominican Republic, Greece, Sierra Leone and Tunisia. Out of 70 countries which replied, the following have no provisions limiting the class size: Australia, Bahrain, Central African Republic, Ceylon, Chile, the People's Republic of the Congo, Guatemala, Upper Volta, Lebanon, Luxembourg, Monaco, Paraguay, Togo, Turkey, United States of America. In the United Kingdom (England and Wales) a regulation stipulating the maximum number of pupils was revoked in 1969 and replaced by "Guidance on Staffing Standards".

179. The reports containing information in this respect tend to show considerable differences which exist between various world regions as regards both the prescribed maxima for class size and the actual pupil/teacher ratios. Generally speaking, in primary schools, the figures authorized for maximum size of classes are relatively high in all parts of the world. In several European countries the authorized maximum is of 40 pupils (Byelorussian SSR, Spain, France, Hungary, Union of Soviet Socialist Republics) and more than 30 pupils in Austria, the Federal Republic of Germany and Finland. In most developing countries, the authorized maxima for class size is excessively high: 70 in Cameroon, 60 in Dahomey, 50 in Morocco, Republic of China and Malaysia. As regards the secondary schools, the following prescribed maxima for class size may be quoted on the basis of the indications given in the corresponding reports: Republic of Viet-Nam 55; Morocco 50; Ecuador 40; France 35; Czechoslovakia 30; United Arab Republic 36; Ghana 35; Nigeria 30; Denmark 29.

180. As regards the actual pupil-teacher ratios, most reports do not provide sufficiently precise information to enable the Committee to draw any meaningful conclusions. On the whole, the figures available for most developing countries are very high. The Committee feels, however, that it may be misleading to quote these figures in view of the different approaches adopted by governments in calculating pupil-teacher ratios.

181. The following countries have reported a distinct pupil/teacher ratio for urban (U) and rural (R) areas in primary schools; Ecuador: 37 (U), 39 (R); Liberia: 40 (U), 30 (R); Panama: 37 (U), 24.2 (R). The following figures have been given for urban and rural secondary schools: Liberia: 45 (U), 6 (R); Poland: 35.7 (U), 20.4 (R); Ukrainian SSR: 15.5 (U), 11.7 (R). These figures indicate that the ratio is sometimes higher in urban sectors than in rural areas. Venezuela reports a similar situation.

182. Few countries reported average figures for the last five years: Australia, Chile, France, Guatemala, Sweden, United Kingdom, Yugoslavia. Only one report (Sweden) gives projections for the next five years as requested in the questionnaire. However, several reports indicated estimated future trends as regards the pupil/teacher ratio, in primary schools. A decreasing trend is expected in the following countries: Australia, Cameroon, Cyprus, Czechoslovakia, Denmark, Finland, Federal Republic of Germany, Hungary, Iraq, Israel, Japan, Liberia, Poland, Syria, Thailand, Venezuela, United Kingdom, Yugoslavia. On the other hand, the following countries foresee an increase: Bahrain, Australia, the People's Republic of the Congo, Costa Rica, Ecuador, Ghana, Guatemala, Upper Volta, Italy, India, Spain, United Arab Republic, Turkey. An increasing pupil/teacher ratio in secondary schools is reported in the Syrian Arab Republic and Yugoslavia.

Consultation of teachers on new school buildings

183. The reports of the following countries do not answer the question: Bulgaria, Burma, Bolivia, Greece, Italy, Kuwait, Syrian Arab Republic, Romania, Union of Soviet Socialist Republics, Republic of Viet-Nam.

184. The reports of the following countries state that teachers are not consulted in respect of the construction of new school buildings: Austria, Bahrain, Australia, Cameroon, Central African Republic, Ceylon, Dahomey, Ecuador, Guatemala, Ghana, Upper Volta, Israel, Lebanon, Liberia, India, Morocco, Malaysia, Philippines, Singapore, Togo.

185. The reports of the following countries mention some kind of consultation between teachers and authorities in this respect: Argentina, Belgium, Burundi, Chile, Republic of China, Cyprus, Democratic Republic of the Congo, Costa Rica, Denmark, Spain, Finland, France, Guyana, Hungary, Iraq, Japan, Luxembourg, Mauritius, Monaco, Nigeria, Norway, Panama, Paraguay, Poland, United Arab Republic, Sudan, Sweden, Thailand, Turkey, Ukrainian SSR, Uruguay, Venezuela, United Kingdom, United States of America, Yugoslavia.

Special provisions for teachers in rural or remote areas

186. The reports of the following countries do not answer the question: Austria, Brazil, the People's Republic of the Congo, Dominican Republic, Ecuador, Greece, Italy, Laos. The reports of Belgium, Luxembourg and Monaco point out that the question is irrelevant in view of the size of the country.

187. In Table XII below "x" indicates the type of special facilities granted by various countries to teachers in remote or rural areas:

TABLE XII

Facilities granted to teachers in remote or rural areas

Country	Salary increase	Accelerated advancement and promotion	Special allowance	Housing	Travel allowance
Argentina	X	X			
Australia			X		
Bahrain					X
Bolivia	X				
Bulgaria			X	X	
Burma	X	X	X		X
Burundi					
Byelorussian SSR				X	
Chile			X	X	
China (Rep. of)		X	X	X	X
Congo (People's Rep.of)		X			
Costa Rica			X		
Cyprus				X	
Denmark				X	
Ecuador			X		
Czechoslovakia			X	X	
Finland	X				
France				X	
Ghana					X
Guyana				X	X
Hungary	X		X	X	X
Iraq	X		X	X	X
Israel			X		X
India			X		
Japan			X	X	
Kuwait			X		
Liberia	X			X	
Norway	X	X	X		X

Country	Salary increase	Accelerated advancement and promotion	Special allowance	Housing	Travel allowance
Malaysia				X	
Morocco			X		
Panama			X		
Philippines	X			X	
Poland	X			X	
Romania			X		X
Sudan	X			X	X
Switzerland			X	X	
Sweden				X	X
Syrian Arab Republic		X	X		
Thailand	X		X	X	
Turkey			X	X	
Romania			X		X
Ukrainian SSR			X	X	
United Kingdom (Scotland)	X				
Union of Soviet Socialist Republics	X	X	X	X	
United Arab Republic			X		
Upper Volta			X	X	X
Venezuela			X		
Republic of Viet-Nam		X			

Hours of work

188. Almost all the replies contain information concerning teachers' hours of work. This information is shown in Table XIII below.
189. Some replies give the total number of hours per week worked by teachers:
 30 hours in the first four years of primary education in Chile (including the preparation of teaching material and administrative duties), 42 hours in technical education in Greece (including 24 hours of theoretical instruction), 42 hours in secondary education in Yugoslavia (Serbia) (including up to 22 hours of teaching), 44 hours in Japan (8 per day), an average of 47.4 in the United States of America (including 29.8 of teaching and 10.8 of preparation, correction, meetings and supervision of extra-curricular activities), 48 hours in Hungary (of which about one half is spent on teaching and related tasks). Chile's reply also gives the total number of hours of teaching per school year. Very few countries have supplied information concerning nursery classes; these are Chile (18 hours), Czechoslovakia (31), Guatemala (17-30), Israel (30), Kuwait (24-26) and Poland (22-30). Only three have provided information concerning the teaching duties of the head and his assistants. In regard to the number of pupils with whom the teacher is required to work per day and per week, only Morocco has replied (40 per day and 200 per week in the primary schools).
190. Lesson periods usually last from 45 to 50 minutes. The shortest time is 40 minutes, in Guyana, and in infant schools in Kuwait, Paraguay and the Philippines; the longest, a whole hour in Ghana in secondary and vocational education. There is a six-day week in Bahrain (maximum), Dahomey, Denmark, Hungary, Israel and Japan; a five-day week, according to their replies, in the People's Republic of the Congo, Czechoslovakia (additional remuneration for Saturdays), Finland, Guatemala, Guyana, Liberia, Paraguay, the Philippines and Upper Volta. Payment for overtime work is mentioned by Bulgaria, Finland, Iraq, Israel, the Philippines and Turkey (subject to a maximum of 30 hours teaching per week). The reply from Liberia states that teachers may be authorized to work in two schools simultaneously, provided the time-tables do not coincide.
191. Variations in the normal hours of work per week are mentioned in the replies from the following countries: Burundi (according to the curriculum for secondary schools), Federal Republic of Germany (between the Länder), Ghana (according to the subjects taught and to the size of schools), Guatemala (according to the educational level and the region), Switzerland (according to the canton) and Turkey (a reduction in alternated classes and an increase in one-teacher schools).
192. Differences based on qualifications are mentioned by Denmark, the Union of Soviet Socialist Republics and Upper Volta. Several replies refer to reductions of working hours from a certain age, which is generally 50 years; Denmark (60 years), Federal Republic of Germany, Iraq, Israel, Syrian Arab Republic and Republic of Viet-Nam. These reductions, of 2 to 4 hours on the average, sometimes spread over a period of time, amount to 6 hours from 56 years of age in the Syrian Arab Republic and from 8 to 10 hours in teacher-training schools in Iraq. Reductions linked with seniority are mentioned by Cyprus and Uruguay, and for beginners by Yugoslavia (Serbia).

TABLE XIII

Normal teaching or working hours per week
(hours per day in brackets)

Country	Primary education	Secondary education	Vocational education
Argentina	30 (max.)	30 (max.)	30 (max.)
Australia	32 ¹ / ₂ (6 ¹ / ₂)	teaching hours vary (South Australia: 36-40)	
Austria	18-28	24	theoretical: 24 practical: 28
Bahrain	28 (5)	lower: 24 upper: 20	
Belgium	18-25	18-25	
Bulgaria	(¹ / ₂ day)	(¹ / ₂ day)	(¹ / ₂ day)
Burma	25 (5, including 3 ³ / ₄ teaching)	in all State schools	
Burundi	30 (6)	Normal teaching hours vary at secondary level	
Byelorussian SSR	Cl. I-IV: 24	Cl. V-X: 18	
Cameroon	30 (6)	18-22	18-22
Central African Republic	(5)	(5)	(5)
Chile	Classes I-IV: 25 V-VI: 30 VII-VIII: 33	32-34	34-37
China (Rep. of)		12-21	
Congo (People's Rep. of)	30	18-24	
Congo (Dem. Rep. of)		24	36
Costa Rica	17 ¹ / ₂ (4)		
Cyprus	26	28-24, according to seniority	24-28
Czechoslovakia	Elementary education: 9-21	upper: 19	19
Dahomey	30	15-22	theoretical: 15-22 practical: 27-36

Country	Primary education	Secondary education	Vocational education
Denmark	32	lower: 32 upper: 24	
Ecuador	35 (7)	16-20	
Finland	24-30	24-26	20-24
Federal Republic of Germany	29*	modern: 27 classical: 24	26
Ghana	(including upper primary): 25-30	upper: 18*	
Guatemala	25-30*	30 (max.)	
Guyana	25	18 (max.)	
Iraq	24-28**	20-24	Teachers: 22 Instructors: 32-34
Israel	30	24	
Italy	24 (min.)**	18 (min.)	40 (min.)
Japan	26	lower: 24 upper: 18	
Kuwait	24-26 upper primary: 22-24	18-20	commercial course: 18-20
Lebanon	(including upper primary): 30**	22**	
Liberia	25 (5)	(including rural teacher training): 30 (6)	
Malaysia	21	20	
Mauritius	30 (6)	30 (6)	
Monaco	25 (about 5)	18 (about 4)	
Morocco	30		
Nigeria	40 (max.)	30 (max.)	
Norway	24-32	22	theoretical: 24-25 practical: 31
Panama	35 (7)	24-28	
Paraguay	20	50 (max.)	
Philippines	35 (7)**	25-30 (5-6)**	
Poland	21-26	18-23	18-25

Country	Primary education	Secondary education	Vocational education
Singapore	19-20	18 ¹ / ₂ - 20	
Spain**	(including upper primary): 30 comprising 18 hours theoretical instruction)		
Sudan	(including upper primary): 24 (4)	18 (about 3)	
Sweden	18-30	lower: 24* upper: 21*	36
Switzerland (Geneva)	24h.50-27h.15	lower: 26h.30-30h. upper: 22-28	
Syrian Arab Republic	32	lower: 21 upper: 19	
Thailand	25	20	15-22
Togo	30	lower: 18 upper: 10-12	18
Turkey	(about 5)	lower: 18 upper: 15	20-44
Ukrainian SSR	general education:	lower classes: 24; upper classes: 18 (3-4)	
United Arab Republic	30-32	lower: 22-24 upper: 18-20	
Upper Volta	35 (7)	lower: 21	
Venezuela	30 (5)*	36 (6)	
Republic of Viet-Nam	25	1st cycle: 18 2nd cycle: 16 3rd cycle: 12	24 (including 20 in workshop)

* Average figures.

** Private schools: 6 hours a day in Spain; primary in Italy; 20 hours in Iraq; in Lebanon 24-30 hours at primary level, 20-24 at upper primary level and 15-18 at secondary level; in the Philippines 30 (6) at secondary level.

Consideration given to the factors enumerated in paragraphs 90 to 93

193. Nothing is said in this connexion by the governments of the following countries: Bolivia, Brazil, Bulgaria, the People's Republic of the Congo, the Democratic Republic of the Congo, Dominican Republic, Greece, Guyana, Italy, Lebanon, Monaco, Nigeria, Paraguay, Sierra Leone, Uruguay. The principles recommended are not applied in Cameroon, nor in Panama - in any case not at the primary level. In Burundi they are being considered by the competent authorities. According to the replies received they are partially applied in Chile, Japan, Liberia, Morocco and Venezuela. In Ecuador and the Syrian Arab Republic it is difficult to apply them owing to the shortage of teachers. Similarly in Upper Volta, in practice, although the factors enumerated are taken into account in the time-tables.

194. Paragraphs 90 to 93 are applied in the following countries according to the answers received: Argentina, Central African Republic, Cyprus, Dahomey, Ghana (secondary and technical education), Hungary, Israel, Poland, Singapore, Sweden (a royal inquiry on the subject is being held), United States of America, Republic of Viet-Nam and Yugoslavia. The recommendations in paragraph 90 are applied in France.

195. The time required for preparing lessons and correcting exercises is taken into consideration in the following countries: Bahrain, Burma, Byelorussian SSR, Chile, Denmark, Finland (at secondary level), Federal Republic of Germany, Malaysia, Mauritius, Philippines, Romania, Spain, Sudan, Syrian Arab Republic (as far as possible) and the United States of America. In Guatemala and Switzerland duties may be lightened on these grounds. In Yugoslavia (Serbia) time devoted to supplementary work with pupils is taken into account when fixing the working hours.

196. Extra-curricular activities are taken into consideration in Bahrain, Belgium (a group of teachers and administrators has been instructed to work out a programme which is not unduly burdensome), the Byelorussian SSR, France (most of these activities are optional), Mauritius, Turkey and the United States of America. Hours of work may be reduced on these grounds in Guatemala. In Australia, Finland, Malaysia and Sudan extra-curricular activities and sport constitute respectively official duties.

197. Special duties and responsibilities are taken into account in Argentina, Australia, Austria, the Republic of China, Denmark, Finland, France (responsibility for collections, a laboratory, documentation, etc. and administrative duties), Federal Republic of Germany (responsibility for the library, collections, etc.), Iraq, Kuwait, Malaysia (responsibility for the library), Norway, Thailand (as far as possible) and Turkey. In Guatemala and Switzerland hours of work may be reduced on these grounds.

198. The following countries mention that the time required for contacts with parents and pupils is taken into consideration: Australia, Burma, the Byelorussian SSR, Chile, the Republic of China, Malaysia and Spain. In France and Turkey no reduction is made on these grounds. In Finland such contacts are regarded as official duties.

199. The time required for in-service training is taken into account in the following countries: Bulgaria, the Byelorussian SSR, Czechoslovakia (in the

case of compulsory training), Finland (at secondary level), France (if organized by the Education Ministry), Federal Republic of Germany, Hungary, Malaysia, Mauritius, Philippines, Poland, Romania, Spain, Ukrainian SSR, Union of Soviet Socialist Republics.

Consultation of teachers' organizations on the work-load

200. No information in this connexion is given in replies received from the governments of the People's Republic of the Congo, the Democratic Republic of the Congo, the Dominican Republic, Greece, Monaco, Panama, Paraguay, Sierra Leone, Singapore, Sudan, Switzerland, Uruguay, Venezuela and the Republic of Viet-Nam. To these countries should be added Bahrain, Burma and Lebanon, which have no teachers' organizations. Other replies indicate, explicitly or implicitly, that teachers' organizations are not consulted on this matter. This applies to the following countries: Austria (public sector), Bolivia (public sector), Brazil (public sector), Burundi, Cameroon (public sector), Central African Republic, Republic of China, Dahomey, Federal Republic of Germany (civil servants), Ghana, Guatemala, India, Kuwait, Liberia, Togo, Turkey, Upper Volta.

201. Teachers' organizations are consulted in the following countries, according to the replies: Argentina, Australia, Belgium, Bulgaria, Byelorussian SSR, Chile (professional associations), Cyprus, Czechoslovakia, Denmark, Ecuador, Finland (in general), France, Federal Republic of Germany (civil servants), Guyana, Hungary, Iraq, Japan, Malaysia, Mauritius, Morocco, Nigeria, Norway, Philippines, Poland, Romania, Spain, Sweden, Syrian Arab Republic, Thailand, Union of Soviet Socialist Republics, United Arab Republic, United States of America, Yugoslavia. Consultation takes various forms according to the national system: organizations may, in some countries, give opinions or make suggestions to the authorities or ask for ad hoc meetings; others have optional consultation on the initiative of the authorities, institutionalized consultation, permanent joint bodies, negotiation, even joint decision-making.

202. As for the private sector, consultation, usually in the form of negotiations, takes place, according to the replies, in the following countries: Bolivia, Brazil, Cameroon, Cyprus, Denmark, Federal Republic of Germany (at least in so far as recognized private schools are concerned), Israel (at secondary level), Italy, Philippines, while in Thailand private teachers' organizations can make suggestions to the Joint Teachers' Board.

Annual holidays and other regular leave with pay

203. Only a few countries gave no information on this question or referred to the relevant statutory provisions in so far as State education was concerned. According to the United States reply, teachers' leave may vary with the seniority acquired in the particular local educational system, but not with the categories to which teachers belong. The Liberian reply indicates that there are no regulations in this connexion for State schools.

204. Several countries indicate that annual leave with pay corresponds to the school holidays: Burundi, Cameroon, Central African Republic, Republic of China, Denmark, Ecuador, Guyana, Liberia, Sweden, Syrian Arab Republic, United Arab Republic, Upper Volta, Republic of Viet-Nam and Yugoslavia. In Denmark's reply it

is stated that the academic year consists of from 230 to 240 days. Guyana's consists of 189 days. The United States reply refers to an average of 182 working days per year. Other replies give the total number of holidays, which ranges between one month in Spain and three and four months in Ghana (three in elementary schools, four, which can be reduced to three for examinations, in secondary and vocational schools). Teachers are entitled to from a month to a month-and-one-half in Bahrain, 45 days in Thailand (15 days the first year), from 30 to 50 days in Sudan (according to status and seniority), from one to two months in Argentina, from one-and-one-half to two months in Turkey, 56 days (including public holidays) in Byelorussian SSR, 45 working days in Hungary (30 for teachers in youth hostels and 24 for kindergarten and specialized teachers), in the Ukrainian SSR and the Union of Soviet Socialist Republics, seven weeks in Sierra Leone (grades 3 to 6; above that level, 5 days per month of annual service, increased to 7 days for expatriates), eight weeks in Czechoslovakia (four for ancillary staff, six weeks in nursery schools), 62 days in Romania, two months in Burma and Guatemala, about 10 weeks in Singapore, more than 10 weeks in the Philippines, 11 weeks in Malaysia, 12 weeks in Mauritius, and 14 weeks in Norway. Additional leave is granted in Czechoslovakia in cases of difficult working conditions (one week) and in the Union of Soviet Socialist Republics in the far north (18 working days) and assimilated regions (12 working days).

205. The replies received concerning annual holidays with pay and other forms of regular leave with pay have been incorporated in Table XIV below.

TABLE XIV

Annual holidays with pay

(m. = month; w. = week; d. = day)

Country	Annual vacation	Other regular periods of leave
Australia	11 w.	3 d. per year
Belgium	2 m.	Winter: 2 w. Spring: 2 w. 3 periods of 4-5 d. (rest)
Congo (Dem.Rep. of)	2 m. 10 d.	Christmas: 10 d. Easter: 15 d. Other rest periods
Costa Rica	3 m.	2 w. mid-year
Cyprus	2 m. (approx.)	Christmas: 16 days, Easter: 2 w.
Dahomey	11-12 w.	Christmas: 10 days, Easter: 10 d. 3 d. rest
Finland	Primary: 2-3 m. Secondary: 3 ¹ / ₂ m. Vocational: 8-23 w.	Christmas: 13 d. Easter: 5 d.
France	10 w.	Christmas: 10 d. Easter: 2 w. 1 w. mid-February
Iraq	2 m.	End of semester leave: 7-15 d.
Israel	Primary: 2 m. Secondary: 2 m. 10 d.	1 w. between winter and spring terms 3 w. spring-summer
Japan	20 d. (min.) 30-40 d. (summer)	End of the year: 10 d.
Kuwait	70-90 d.	Mid-year: 2 w.
Lebanon	3 m.	End of term leave: 10 d.
Monaco	3 m.	Christmas: 15 d. February: 1 w. Easter: 15 d.
Morocco	3 m.	End of term leave: 10 d.
Panama	3 m.	End of semester leave: 1 w.
Paraguay	3 m.	End of semester leave: 15 d.
Poland	General and vocational education: 2 m. Nursery schools: 6 w.	Winter: 2 w. spring; 1 w.
Switzerland	Primary (Geneva): 8-9 w. Secondary: 12-14 w.	Christmas: 2 w. Easter: 2 w.

Country	Annual vacation	Other regular periods of leave
Uruguay	2 m. (approx.)	Winter: 15 d. Spring: 1 w.
Venezuela	6 w. 17 d.	Easter: 1 w.

206. In addition to this leave there are the official public holidays and, in certain cases, national holidays and religious feast days. In connexion with leave with pay, corresponding to the school holidays, the Republic of China mentions seniority leave (2 to 4 weeks) and the Republic of Viet-Nam refers to Christmas and the Tet Festival. Belgium states that teachers are given a vacation gratuity for their annual holidays with pay.

207. Some replies refer to requirements with regard to the availability of teachers during their annual vacation. Guatemala states that one month may be taken up by study courses. The Federal Republic of Germany states that the school holidays last 75 days, but that annual leave consists of a minimum of 18 to 36 working days. Beyond that period the teacher must remain available in the event of his services being called upon, although this happens only exceptionally. Singapore simply makes the reservation that the teacher's services may be required; and Sierra Leone states that two weeks may be deducted from leave on this account. In Poland teachers may be called on for a maximum of 15 days, with the approval of the trade union, for replacements, examinations, end-of-the-year duties and preparatory work.

208. Many replies mention that leave may be granted for family reasons (marriage, bereavement, etc.) or other personal reasons. Unless stated otherwise hereunder, such leave is granted with full pay.

209. Family reasons: Argentina, Austria, Burundi (a maximum of 4 days), Central African Republic, Costa Rica (a maximum of one week), Ecuador, France, Israel, Japan, Lebanon (1 week), Paraguay (9 days), Spain (15 days), Syrian Arab Republic, (1 week), Togo (3-8 days), United Arab Republic, Yugoslavia.

210. Personal reasons: Burundi (a maximum of 4 days), Cyprus (14 days), Dahomey, France, Ghana (7 days), Hungary, Guatemala (6-9 days), Iraq (1 week), Japan, Kuwait (15 days), Morocco, Norway (up to 5 days), Panama (up to 15 days), Poland, Romania (up to a year but without pay), Sierra Leone (as desired, but if the teacher has no leave entitlement or does not wish his leave credit to be reduced by the same number of days, without pay), Spain (a maximum of 10 days with pay, up to 3 months without pay), Sweden (up to 15 days with 70 per cent of pay), Uruguay (up to one year but without pay). In Sierra Leone emergency leave of up to six days may also be granted. Leave may be granted for pilgrimages in Morocco (two months' leave granted only once during a teacher's career) and the United Arab Republic. Paternity leave is provided for in the Central African Republic.

Study leave and special leave

211. The following countries supplied no information in this connexion: Bolivia, Brazil, Burundi, Central African Republic, Republic of China, the People's Republic of the Congo, the Democratic Republic of the Congo, Dominican Republic, Finland, Ghana, Greece, Guyana, Italy, Lebanon, Monaco, Morocco, Norway, Paraguay, Sierra Leone, Singapore, Sudan, Switzerland, Togo, Turkey, United States of America, Upper Volta, Republic of Viet-Nam. Cameroon refers in its reply to vocational leave. Some replies indicate the existence of study leave or leave for training but do not state the conditions on which it is granted. This is the case with Australia (some States), Dahomey, Ecuador, the Federal Republic of Germany, Japan, Kuwait (for examinations), Malaysia, Nigeria and the United Arab Republic. In Panama further training courses are organized by the authorities during the summer vacation. In Bulgaria teachers who take further training courses by correspondence receive various benefits. In Mauritius examination leave, or study leave, is limited to a maximum of one year. In Guatemala holders of a grant for study abroad can obtain leave for a period fixed by the competent ministry, and in Costa Rica they may obtain leave with full pay, partial pay or without pay, depending on the individual case.

212. In Austria, primary school teachers may be granted study leave up to one year, but usually only the first three months are with pay. In Israel study leave without pay may be granted for a period not exceeding three years to teachers who have completed three years' service. Study leave is granted with half pay in Bahrain, with full or reduced pay in Czechoslovakia and with or without pay in the Syrian Arab Republic. In Liberia leave for study at home or abroad is granted for six months on full pay and six months on half pay. In Iraq primary school teachers can obtain four years' study leave on half pay and secondary school teachers having completed at least three years' service can obtain two and, in some cases, three years' study leave. In Denmark teachers can obtain one year's leave with pay and a second, and in some cases a third, year without pay to study at the Royal College of Education. In Sweden teachers can obtain 360 days' leave with 70 per cent pay every ten years if their employers consider that the studies contemplated are of importance. In France study leave is without pay except for seminars and courses organized under the auspices of the Ministry of Education. Teachers on study leave are detached from the service without pay and taken on the strength again when they have completed their studies.

213. Leave for study or further training is granted with full pay in Burma (selected teachers), Byelorussian SSR (expenses paid, without loss of seniority), Chile, Hungary (15 to 33 days a year, expenses paid), Poland (21 days a year, 42 days in the last year of study, expenses paid), Romania (3 to 6 months), Spain (if the studies are related to the profession), Thailand (for study abroad), Ukrainian SSR (30 to 40 days a year, expenses paid), Union of Soviet Socialist Republics (10 to 15 days a year, 30 days for State examination, 2 to 4 months to prepare and defend a thesis, expenses paid, one-month summer courses counting as official duty), Uruguay (holders of grants from international bodies), Yugoslavia (further training and acquisition of higher qualifications).

214. Sabbatical leave is provided for in Argentina (one year with full pay after each period of ten years' service), in Australia (after a certain period of service), in Israel (with almost full pay), in the Philippines (a maximum of one year after seven years' service, with 60 per cent of pay, extension without pay) and in Venezuela (without pay).

215. Leave granted under cultural exchanges is regarded in France as a period of service. In Belgium short leave of this nature is granted with full pay. For longer periods the teacher is detached from the service and does not normally receive pay. Under certain conditions, however, transitional pay is granted. In Czechoslovakia such leave is taken into account for seniority and pension purposes. In Hungary and the Byelorussian SSR teachers who participate in technical assistance programmes are regarded as in-service. In France teachers are given assurances concerning leave and financial support for this purpose.

Sick leave and maternity leave

216. The following governments supplied no information under this head: Austria, Bolivia, Brazil, Burundi, Cameroon, Chile, Republic of China, The People's Republic of the Congo, the Democratic Republic of the Congo, Czechoslovakia, Dominican Republic, Federal Republic of Germany, Greece, Guyana, Monaco, Norway, Sudan, Switzerland, Togo and the United States of America. Replies from the following countries indicate that such leave is provided for: Argentina, Belgium, Burma, Central African Republic (as also convalescence leave), Dahomey, Denmark, Ecuador, Iraq, Turkey, United Arab Republic and Republic of Viet-Nam.

217. The information supplied in the replies from other countries is summed up in Table XV below.

TABLE XV

Sick leave and maternity leave

Country	Maternity leave	Sick leave
Bahrain	6 weeks with full pay	2 months with full pay, 1 month per year of service, but not to exceed 12 months, with half pay
Nationals		
Foreigners		4 weeks with full pay 8 weeks with half pay
Bulgaria	120-180 days with full pay, optional leave without pay: 8-12 months	
Byelorussian SSR	56 days before childbirth and 56 after (under certain conditions, 70 days after) with full pay. Optional leave without pay: not to exceed one year after the birth.	
Costa Rica	3 months before and 1 month after childbirth, with full pay	Half pay
Cyprus	8 weeks with half pay	
Denmark		
Temporary teachers	2 months with full pay	
Public servants	6 weeks with full pay	
Finland	2 months with full pay	1 month with full pay
France	In accordance with social security, optional leave of 2 years, renewable	Not more than 6 months in one year (3 months with full pay, 3 months with half pay). If on account of service: full pay until resumption of service or retirement. Long leave (tuberculosis, mental ill- ness etc.) 3 years with full pay, 2 years with half pay. If on account of service, 5 and 3 years respectively.

Country	Maternity leave	Sick leave
Ghana	Maternity leave	3 to 6 months with full pay
Guatemala	75 days with full pay	1 day to 2 months (maximum) with full pay. Subsequently without pay
Hungary	20 weeks, with 4 weeks more in cases of abnormal deliveries, with full pay. Optional leave for the first 3 years thereafter with about 30% pay.	Social security compensates for about 75% of pay for 1 year, (in cases of tuberculosis, 2 years)
Israel	12 weeks with full pay. Optional leave of 1 year without pay. Reduction of working hours till baby is weaned (1 hour a day)	30 days a year, with cumulative effect, with full pay
Italy (private schools) secular church	according to legislation according to legislation	15 days a year with full pay 10 days a year with full pay
Japan	12 weeks with full pay	90 days with full pay, then half pay
Kuwait		6 months with full pay, 6 months with half pay, 6 months with 25 per cent of pay, 6 months without pay
Lebanon	3 months with full pay (reduction to 40 days is under consideration)	9 months in one year, with full pay, or 18 months in 5 years. On expiry of these periods, examination by a medical commission. If recovery is possible within 2 years, a maximum of 1 year's leave with half pay. Otherwise dismissal or retirement.
Liberia	4 months with half pay	Leave with full pay, unless a replacement is required, in which case half pay.

Country	Maternity leave	Sick leave
Malaysia	42 days with full pay	Social security
Mauritius	2 months with full pay	Sick leave with full pay
Morocco	70 days with full pay	3 months with full pay and 3 months with half pay during 12 consecutive months
Nigeria	Social security	Social security
Panama		
teachers in contact with pupils	20 weeks	30 days with full pay per year, after which without pay
not in contact with pupils	14 weeks full pay	
Paraguay		
State schools	55 days with full pay	2 months with full pay
Private schools	26 weeks with half pay	9 weeks with half pay
Philippines		
Permanent staff	2 months with full pay	
Temporary staff	2 months with half pay	
Poland	12 weeks with full pay. A reduction of one hour is al- lowed for breast-feeding if hours of work exceed 4 hours without a break. Leave without pay up to 5 years for teachers with children under 7 years of age	Up to one year with full pay, if state of health re- quires interruption of ser- vice. Up to 1 year with full pay for sickness properly so-called
Romania	Social security	Social security
Sierra Leone		
married teachers	3 months with full pay, which can be extended on the recom- mendation of the official doctor.	Up to 6 months in a period of 12 months, with full pay, after which up to 12 months in a period of 4 years, with half pay. Can be extended without pay if recovery is probable
unmarried teachers	No maternity leave	

Country	Maternity leave	Sick leave
Singapore	60 days with full pay. Without pay if the teacher already has 3 live children	Up to 90 days in a year with full pay. Can be extended by 1 month with from 1 to 4 years' service, by 7 months after 31 years' service. If treatment in a State hospital is required for tuberculosis, mental disease or leprosy 270 days with full pay. Possible prolongation of 90 days if prognosis is favourable. If, after this period, a medical commission considers that the teacher is likely to recover, prolongation up to 2 years.
Spain	100 days with full pay	Up to 3 months in a year with full pay. Can be extended by 1 month at a time.
Sweden	Up to 180 days with full pay (holiday period included)	In accordance with provisions
Syrian Arab Republic	2 months with full pay 1 month, optional, with half pay	4 months with full pay, 3 months with half pay, after which without pay
Thailand	60 days with full pay	60 to 70 days with full pay
Ukrainian SSR	56 days before and 56 days after childbirth. The post- natal period can be extended to 70 days	As for all workers on sick leave, an allowance for temporary incapacity until recovery. The amount depends on the salary and seniority. From 3 to 5 years' seniority 60%; from 5 to 8 years: 80% more than 8: 100%. Accident due to employment: 100% in all cases. Allowances are also granted for periods in rest homes, bathing or thermal re- sorts and in cases when near relatives have to be tended or the teacher has to be transferred to other employ- ment because of tuberculosis or an occupational disease.

Country	Maternity leave	Sick leave
Union of Soviet Socialist Republics	56 days before and 56 days after childbirth. The post-natal period can be extended to 70 days	
Upper Volta	14 weeks with full pay	Sick leave granted
Uruguay	2 months with full pay	Sick leave with full pay
Venezuela	6 weeks before and 6 weeks after childbirth with full pay	
Yugoslavia	105 days with full pay	In accordance with the provisions

VII. TEACHERS' SALARIES

218. The Recommendation attaches particular importance to salary, among the various factors affecting the status of teachers, seeing that at present other factors are largely dependent on the teachers' economic position. It considered that teachers' salaries should reflect the importance of the teaching function in society, that they should compare favourably with those of other occupations requiring similar or equivalent qualifications, that they should provide a reasonable standard of living for teachers and their families, and that they should take account of the fact that certain posts require higher qualification and experience and carry greater responsibilities.

Teachers should be paid on the basis of salary scales, calculated on an annual basis and established in agreement with their organization. These should be applied to all teachers, including those on probation, and should not give rise to injustices or anomalies, work in excess of the regular schedule being additionally remunerated. Salary differentials should be based on objective criteria, and the relationship between the lowest and the highest salary should be of a reasonable order. Advancement within the grade should be through regular, preferably annual increments, over a period not exceeding ten to fifteen years, including periods of temporary or probationary appointment.

Teachers' salary scales should be periodically reviewed, and the criteria for adjustment should be determined in agreement with teachers' organizations, which should also agree upon any system of merit rating for salary purposes.

219. The questionnaire established by the Committee of Experts included the following questions relating to the part of the Recommendation dealing with teachers' salaries:

- "1. Please provide information concerning the annual salary scales of teachers, including in particular minimum and maximum salaries payable to teachers in the various types of schools covered by the Recommendation. Please also indicate the distribution of teachers within the salary ranges specified.
2. Please indicate any differences in conditions of remuneration (a) between men and women (in this connexion, please indicate the proportion of male and female teachers); (b) between teachers in urban areas and those in rural areas; and (c) on any other basis.
3. Apart from social security benefits falling within Part XI of the Recommendation, please indicate the nature and extent of benefits in kind and other advantages, not included in the basic salary scales, provided for teachers and not generally granted to other occupational categories.

4. Please indicate the criteria which are applied in the determination of teachers' salaries, and particularly the measures taken to ensure that they compare favourably with salaries paid in such other occupations as are considered to require similar or equivalent qualifications; what are these occupations?
5. To permit an appreciation of the relative level of teachers' salaries, please provide, as far as possible, indications concerning (a) rates of remuneration in public and private employment for such other work as is considered to call for similar or equivalent qualifications as those required of teachers in the different types of schools covered by the Recommendation (for example, in regard to primary school teachers, remuneration of technicians in the industrial branch with the largest number of employed persons in your country and of paramedical personnel and, in regard to secondary school teachers, qualified engineers in the same industrial branch and employed doctors); (b) the remuneration of skilled workers in the industrial branch with the largest number of employed persons; (c) the approximate position occupied by teachers in the structure of income distribution in your country.
6. Please indicate the changes which have occurred during the last five years, and, if possible, those which may be contemplated in the years to come in regard to the matters dealt with in questions 1 to 5 above."

Nature of government replies

220. Only a very few countries replying to the questionnaire failed to furnish any information concerning teachers' salaries. Thus, the report from the Dem. Rep. of the Congo contained no answer at all to the questions relating to salaries, while that from the Dominican Republic merely stated that teachers are public servants and that their remuneration is fixed annually in the Law on public expenditure. All other government replies provided information on these points, sometimes in considerable detail.

Salary scales

221. A large number of the government replies reproduced the current salary scales for teachers. The following countries indicated that teachers in public schools receive salaries in accordance with the scales of remuneration for the public service in general: Austria, Belgium, Brazil, Burma, Burundi, Cameroon, Central African Republic, People's Rep. of the Congo, Dahomey, Dominican Republic, Finland, France, Federal Republic of Germany, Ghana, Iraq, Israel, Monaco, Philippines, Turkey, United Arab Republic. This also appears to be the case in a number of other countries, but this was not explicitly stated.

222. While paid on the basis of public service salary scales, teachers in certain countries receive allowances, increments and other advantages not granted to other public servants. Examples of this are to be found in Burundi (an extra grade); Republic of China (basic starting salary somewhat higher than other public servants); Kuwait (supplement equal to 25% of salary paid as

"professional allowance" to teachers, engineers, doctors and chemists); Syrian Arab Republic (graduate teachers receive one step more than other graduate public servants); Republic of Viet-Nam ("a pedagogical allowance" is paid to teachers, but not to other public servants).

223. Where teachers are not assimilated to public servants for salary (and other) purposes, their salary scales appear to be established separately by the responsible authorities for the teaching profession, though often on bases that take into account the salaries paid in the public service in general. A number of government replies presented salary scales of this kind, but without indicating how they had been determined or their exact relationship with salaries in the public service.

224. A special type of salary determination is reported from certain countries, particularly in Latin America (for example, Brazil, Chile, Uruguay), under which teachers' annual or monthly salaries are calculated on the basis of the number of hours of teaching per week.

225. With regard to teachers in private schools, only a very few governments provide salary scales. In certain cases, it is stated that teachers' salaries in private schools receiving financial support from government funds are required to be, or in fact are, equivalent to those in public schools. In general, however, the information supplied is insufficient for the purpose of drawing general conclusions.

226. Similarly, while some governments provide data on the number of teachers and the proportion of men and women teachers in the various grades, this information is also incomplete. With regard to the latter point, the figures given would seem to indicate a tendency in many countries for there to be a higher proportion of women than men in primary schools, and for this proportion to be reduced or reversed in secondary schools.

Allowances

227. In many countries, the salaries of head teachers, inspectors and other persons occupying posts involving administrative responsibility are indicated separately in the salary scales in force. In other countries, however, remuneration with regard to the special duties of such posts takes the form of a responsibility allowance, supplementing the basic salary. Examples of this practice are found in Argentina, Bulgaria, Cameroon, Czechoslovakia, Ecuador, Ghana, Israel, Japan, Nigeria, Poland, Turkey, Ukrainian SSR, USSR. The replies from Argentina and Israel also speak of seniority allowance.

228. Some countries pay allowances in respect of the number of classes for which the teacher is responsible (Cameroon, Czechoslovakia, Romania), or for extra-curricular duties (Ukrainian SSR, United States of America), or for proficiency (Japan). Others grant allowances to teachers holding academic qualifications higher than those normally required (Cyprus: master's or doctorate degree; United Arab Republic: graded allowances for bachelor's, master's or doctorate degree).

229. Payment in respect of overtime (additional teaching hours) is mentioned in the reports of the USSR and other countries with centrally planned economies, and a very few other reports. The former countries pay extra allowances to teachers working in schools for handicapped children. Such allowances are also paid in certain States of the United States of America.

230. Certain countries mention personal allowances (Argentina, Singapore) and dependants' allowances (Argentina, Cameroon, Japan, Republic of Viet-Nam). Reference is also made in some government replies to residence allowances (Argentina, Cameroon, Dahomey, Republic of Viet-Nam), but it is not clear whether these are equivalent to the cost-of-living allowances which are paid in a large number of other countries. The latter normally take the form of a percentage of the basic salary.

Benefits in kind

231. Some of the benefits in kind most frequently mentioned may more appropriately be considered under the heading of social security (medical care under more advantageous conditions than for other occupational groups).

232. In addition, certain countries appear to provide housing either free or at reduced cost (and in some cases also heating and basic foodstuffs) to teachers in general. Examples of this are Cameroon, France, Ghana, Spain (for primary school teachers). Elsewhere provision of housing may be linked to service in specified areas (see below under "Differences in remuneration").

233. Other benefits in kind include reduced travel costs (Hungary, Japan) or the provision of working clothes (Hungary).

Differences in remuneration

(a) As between men and women teachers

234. No specific information concerning salaries of men and women teachers was provided by the following countries: Brazil, Burma, Dem. Rep. of the Congo, Dominican Republic, Greece, Israel, Italy, Paraguay, Sierra Leone, Republic of Viet-Nam.

235. The following countries stated that there is no difference in remuneration between men and women teachers:

Argentina	Chile
Austria	Republic of China
Belgium	Congo (People's Republic of)
Byelorussian SSR	Costa Rica
Bolivia	Cyprus
Bulgaria	Czechoslovakia
Burundi	Dahomey
Cameroon	Denmark
Central African Republic	Ecuador
Ceylon	Finland

France	Poland
Federal Republic of Germany	Romania
Ghana	Singapore
Guatemala	Spain
Guyana	Sudan
Hungary	Sweden
India	Syrian Arab Republic
Iraq	Thailand
Japan	Togo
Kuwait	Turkey
Lebanon	Ukrainian SSR
Liberia	Union of Soviet Socialist Republics
Mauritius	United Arab Republic
Monaco	United Kingdom
Morocco	United States of America
Nigeria	Upper Volta
Norway	Uruguay
Panama	Venezuela
Philippines	Yugoslavia

236. In Malaysia equal pay for women teachers was introduced in May 1969. Only three countries indicated that differences in remuneration exist between men and women teachers. Such differences exist in some States in Australia, and amount to 6%-8% to the detriment of women. In Bahrain, salaries of women teachers who are Bahraini nationals are stated to be 2,000 dinars less than those of male Bahraini teachers; however, in the case of non-European expatriate teachers, women's salaries are said to be 500 dinars higher than men's. In Switzerland, it is reported that in many, but not all, of the cantons, women teachers are paid substantially less than men.

237. Very few countries indicated the proportion of men and women teachers.

(b) As between teachers in urban and rural areas

238. The following countries provided no information with regard to differences in salary between teachers in urban and rural areas: Brazil, Bulgaria, People's Rep. of the Congo, Dem. Rep. of the Congo, Dominican Republic, Federal Republic of Germany, Greece, Iraq, Israel, Italy, Mauritius, Paraguay, Sierra Leone.

239. Of the government replies providing information on this point, the following stated specifically that there is no difference in salaries of teachers serving in urban and rural areas: Bahrain, Belgium, Byelorussian SSR, Burundi, Central African Republic, Costa Rica, Cyprus, Dahomey, Ghana, Guatemala, Lebanon, Morocco, Philippines, Singapore, Spain, Sudan, Ukrainian SSR, Upper Volta, Uruguay. The report from the United States of America states that no difference in salary is made on account of the location of school.

240. From the remaining replies, it would appear that differences in remuneration exist as between certain areas, but that these differences do not affect the salaries as such, being the result of supplements of various kinds added to the salary itself.

241. In certain cases, differences are said to be due to cost-of-living allowances, as in Cameroon where they are paid to teachers in certain cities, Chile, Denmark, Federal Republic of Germany, Israel, Japan, Switzerland and Yugoslavia.

242. A number of governments mention that teachers in rural areas may be provided with housing, either free or at low cost. These include: Burma, Denmark, Nigeria, USSR, Yugoslavia. In one case, Guyana, it is stated that teachers in certain areas receive a "station allowance" in the form of a free passage each term.

243. In the remaining cases in which information is provided on this subject, teachers appear to be rewarded for service in certain areas by special cash incentives of one kind or another, but in all cases supplementary to the salaries paid to teachers irrespective of their duty station. The information provided in this regard is summarized in Table XII, in Chapter VI.

Salary increments

244. The Recommendation lays down that advancement in the grade should be provided through salary increments granted at regular, preferably annual intervals, and that progression from the minimum to the maximum should not extend over a period longer than ten to fifteen years. This provision appears to be complied with in many of the countries from which replies were received. However, a certain number of exceptions are to be noted, such as: Chile, where increments are granted every three years, the maximum being reached after 27 years' service; Czechoslovakia, where increments are at irregular intervals and the maximum is reached after 25 years' service; Guatemala, where increments are granted every five years, the maximum being reached after 25 years' service; Hungary, where increments are granted at intervals of 2 1/2 years and the maximum is reached after 27 years; Italy, where in private schools there are 20 two-yearly steps in the grade; Japan, where there are 38 steps, the maximum in the grade being about four times the minimum; Poland, where the maximum is reached after irregular increments on accomplishing 25 years' service; Romania, with 5 five-yearly increments; Singapore, where there are 25, 30 and 35 steps in certain grades; Thailand, where there are 15 to 20 steps in some grades.

245. Intervals between increments are two years in Belgium, Dahomey, Lebanon, Panama and the Syrian Arab Republic; two to three years in the Democratic Republic of Congo; three years in Spain (vocational and technical education); five years in Finland (primary schools) and Uruguay (secondary schools). In the Federal Republic of Germany, it is reported that teachers in secondary schools receive their first salary increment only after 16 years' service.

Adjustment of salary scales

246. Only a very few governments indicate that salary scales are adjusted automatically or at regular intervals. For example, the reply from Japan states that teachers' salaries are reviewed annually, while those from Belgium and Denmark state that teachers' salaries are tied to the cost-of-living index and that from Finland that they follow the general wage index, respectively; however in the latter case this will no longer be guaranteed by law from the end of 1969, although it will continue to be so in fact.

247. A number of countries mention that teachers' salaries have been adjusted upwards on at least one occasion in recent years, and more than once in some cases. One country, Upper Volta, indicated that teachers' salaries were reduced by 25% in 1967, but that steps are now being taken to remedy this. In general, the information supplied does not permit conclusions to be drawn as to whether adjustments in the salary scales have kept pace with changes in the cost of living or in real wages.

Comparison with other salaries

248. Neither the salary scales provided nor the statements made in the replies make it possible to draw any general conclusions about the comparability of teachers' salaries with those of other occupations, especially those requiring similar qualifications. Moreover, by no means all of the replies supplied information in this regard.

249. Where teachers are paid on the basis of public service salary scales, equivalence with other officials is thereby assured, but their relative status depends obviously on the position of teachers in such scales. A number of governments consider that teachers in their countries receive salaries that are generally equivalent to those of other public servants with similar qualifications, but some state that teachers are relatively lower paid than other public servants (for example, Bolivia, Chile, Panama, Philippines), while elsewhere they are stated to be higher paid (for example, Argentina, Republic of China, Kuwait, Sudan). Where reference is specifically made to other occupations in the public service, it is usually to such categories as technicians, who are generally considered roughly equivalent to primary school teachers, and doctors and engineers who are frequently on roughly the same level as secondary school teachers. However, not enough concrete examples are available for the purpose of drawing general conclusions.

250. This is even more the case with regard to comparison with salaries outside the public service. Only a very few government replies mention this point, and most of these merely state that teachers' salaries are either lower, or higher than those of jobs in the private sector requiring similar qualifications. Certain government replies from countries with centrally planned economies (for example, Czechoslovakia and Poland) indicate that teachers' salaries are lower than those in the industrial sector, though in both countries the policy is to increase teachers' salaries to bring them into line with those in industry in the relatively near future.

251. Finally, no conclusion can be drawn as to whether teachers' salaries assure them an adequate standard of living. From the little data supplied in this connexion, mention may be made of Belgium where it is stated that teachers' salaries assure them a decent livelihood, and of those replies which admit that teachers' salaries are still inadequate or unsatisfactory (for example, Republic of China, Philippines, Turkey). In the case of Liberia, the government states that teachers occupy the lowest position in income distribution and that no substantial change is anticipated in this regard.

VIII. SOCIAL SECURITY

252. The recommendation lays down that all teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection, both during service and while on probation or in training. This protection should be granted as a matter of right and should cover all the contingencies included in the ILO Social Security (Minimum Standards) Convention, 1952, and should be at least as favourable as the standards set out in ILO instruments, in particular the above-mentioned Convention, taking into account teachers' particular conditions of employment in the provision of medical care and sickness, employment injury, old-age, invalidity and survivors' benefits.

The social security protection should be assured by a general scheme applicable to employed persons in the public or private sector, as appropriate, or where it does not cover all contingencies by special schemes, the recommended standards being obtained by supplementary schemes where necessary. Consideration should be given to associating teachers' organizations with the administration of these special and supplementary schemes.

253. The questionnaire contained the following questions concerning social security:

- "1. Please indicate in respect of which branches of social security mentioned in paragraph 126 (1) of the Recommendation teachers in different types of schools enjoy social security protection. Is such protection granted under a scheme applicable to employed persons generally or under special schemes covering teachers? In the latter case, how does the protection provided for teachers compare with that enjoyed by persons employed in the public sector or the private sector generally?
2. Does the protection in the various branches of social security attain the standard provided for in the Recommendation? Please indicate any further measures which may be envisaged to this end.
3. Please indicate how the contribution conditions under social security schemes covering teachers compare with those under other general, special or supplementary schemes."

Nature of the replies

254. Of the countries replying to the questionnaire, the following failed to answer the questions relating to social security: Central African Republic, Congo (People's Republic of), Congo (Democratic Republic of). The reply from Sierra Leone merely stated that superannuation shall be in accordance with existing ordinances and rules. That from Liberia stated that there are no provisions relating to social security, so that the standards laid down in the Recommendation are not met.

Types of social security schemes

255. Where social security exists for teachers, it is usually provided either under a scheme applicable to employed persons generally, or under a scheme covering public servants.
256. Teachers in the following countries are said to be protected under the general social security scheme: Argentina, Australia, Byelorussian SSR, Bolivia, Bulgaria, Cyprus, Czechoslovakia, Finland, Guatemala, Hungary, Israel, Poland, Romania, Sweden, Ukrainian SSR, USSR, United Kingdom, Yugoslavia.
257. According to the government replies, publicly-employed teachers are protected by the social security scheme applicable to public servants in the following countries: Belgium, Burma, Burundi, Republic of China, Dahomey, Dominican Republic, France, India, Iraq, Kuwait, Mauritius, Norway, Panama, Singapore, Sudan, Thailand, Turkey, United Arab Republic, Venezuela.
258. In countries where both public and private schools exist, teachers in the public schools may be covered by the public service scheme and those in private schools by the general social security scheme applicable to employed persons. This appears to be the case in Austria, Brazil, Federal Republic of Germany, Italy, Japan and Spain.
259. Some countries appear to provide certain benefits for teachers supplementary to those available under the social security to which they are affiliated. This appears to be the case, for example, in Australia, Bolivia, Republic of China and Israel.
260. Mention may also be made of the situation in the United States of America, where social security arrangements for teachers vary considerably, depending on the employing authority.

Degree of protection provided

261. It is not always possible from the government replies to obtain a clear picture of the degree of protection provided for teachers under the above-mentioned social security schemes.
262. However, it may be noted that the following countries replying to the questionnaire have ratified the ILO Social Security (Minimum Standards) Convention 1952; Austria, Belgium, Denmark, Federal Republic of Germany, Greece, Israel, Italy, Luxembourg, Norway, Sweden, United Kingdom, Yugoslavia.
263. Furthermore, in their replies the following governments affirm that social security protection for teachers is in excess of, or equal to the standards laid down in the Recommendation: Argentina, Byelorussian SSR, Chile, Costa Rica, Finland, Hungary, Japan, Philippines (for teachers in public schools), USSR, United Arab Republic, Venezuela.

264. A further number of countries affirm that the protection laid down in the Recommendation exists, with certain specified exceptions. These countries (with the contingencies not covered) include: Guatemala, (family allowances, unemployment, retirement); Panama (unemployment; travelling expenses to obtain medical care; children's infectious diseases to be regarded as occupational diseases); Thailand (unemployment).

265. Of the remaining countries replying to the questionnaire, a relatively large number gave replies from which it may be ascertained that teachers are covered by social security in respect of one, or more, of the contingencies mentioned in paragraph 126 (1) of the Recommendation.

Provisions relating to retirement

266. From the government replies it would appear that in the majority of these countries, provision exists with regard to retirement (either in the form of pension or, much less frequently, a lump-sum payment, or in a very few cases, both). Exceptions are: Cameroon, Guatemala (where retirement pensions are now under consideration), Upper Volta, Republic of Viet-Nam.

267. By no means all the countries provided details of the conditions of entitlement to old-age or retirement benefit. Table XVI below summarizes the information furnished by a certain number of countries:

TABLE XVI

Provisions relating to retirement

<u>Country</u>	<u>Age of entitlement to retirement</u>		<u>Years of service required</u>		<u>Observations</u>
	<u>Men</u>	<u>Women</u>	<u>Men</u>	<u>Women</u>	
Argentina	60	55			May be extended to 65 for both men and women
Bahrain	55	50			
Belgium		50 60-65			Primary schools Secondary schools
Byelorussian SSR	60	55	25	20	
Bolivia	55	50			After 180 monthly contributions
Burma		60			
Burundi		55		30	
Congo (People's Rep. of)		55			Category of public service
		50		30	Others
Ecuador		55			
Hungary	60	55			
Iraq				25	After 15 years service on initiative of Minister
Japan		55		20	
Malaysia		55			Optional retirement at 50 in government schools; may be extended to 60 in certain other schools
Morocco		60		25	
Panama	60	55			
Paraguay	45	40		25	
Poland	60	55	25	20	

TABLE XVI (Cont.)

<u>Country</u>	<u>Age of entitlement to retirement</u>		<u>Years of service required</u>		<u>Observations</u>
	<u>Men</u>	<u>Women</u>	<u>Men</u>	<u>Women</u>	
Sweden	65				67 is the retirement age for all workers - teachers may retire at 65
Thailand	60				May be extended to 65
Ukrainian SSR	60	55	25	20	
USSR			25		
Venezuela			25		20 in rural areas

Other benefits

268. Almost equally widespread are provisions relating to medical care and sickness benefit. In many cases, medical care is provided free to teachers; hospital treatment is sometimes also provided without charge. Only a very few countries appear to observe the requirement contained in paragraph 128 of the Recommendation that in regions where there is a scarcity of medical facilities, teachers should be paid travelling expenses to obtain appropriate medical care.

269. The great majority of the replies do not provide specific information about sickness benefit or employment injury benefit. It would appear, however, that the requirement contained in paragraph 131 of the Recommendation is rarely observed (that certain infectious diseases prevalent among children should be regarded as occupational diseases when contracted by teachers).

270. Most of the countries replying to the questionnaire appear to provide some form of invalidity benefit.

Adequacy of benefits

271. A number of government replies express judgement about the adequacy of the social security protection provided for teachers. In some cases, it is affirmed that the protection afforded to teachers is superior to that granted to other categories, as a result of the special or supplementary arrangements that exist for them (for example, Bolivia, Republic of China). In Costa Rica, teachers' contributions to old-age and survivors' insurance are said to be more advantageous than for other public servants.

272. On the other hand, certain governments admit that benefits are inadequate.

This is the case, for example, in Chile where the formal requirements of the Recommendation (paragraph 126 (1)) are met, but retirement pensions are said to be low. In India, the protection provided for teachers is said to be probably a little below the standards fixed in the Recommendation.

273. However, it is not possible from the replies to draw any general conclusions about the adequacy of social security benefits, in the absence of statistical information that would enable comparisons to be made with the cost-of-living and other factors.

IX. THE TEACHER SHORTAGE

274. As pointed out in the Introduction, the world-wide concern over the shortage of qualified teachers was among the principal considerations which prompted the two Specialized Agencies to draw up an international instrument concerning the status of teachers. The Preamble of the Recommendation explicitly proclaims the objective of "remedying the problems of teacher shortage". Chapter XII of the Recommendation entitled "The teacher shortage" states as a guiding principle that "any severe supply problems should be dealt with by measures which are recognized as exceptional" and so not endanger in any way the accepted professional standards. Although paragraph 142 of the Recommendation admits as a temporary solution to an acute shortage in developing countries the lowering of the standards of recruitment of teachers, it insists at the same time on the provision by these countries of full preparation programmes so as to prepare a proportion of fully-qualified teachers "to guide and direct the educational enterprise". The Recommendation urges the authorities employing underqualified teachers to take measures enabling such teachers to complete their qualifications and to offer them special facilities to do so. It also invites the authorities to do away urgently with expedients such as oversized classes and excessive extension of teaching hours, which tend to conceal shortages and are incompatible with the objectives of education, and are detrimental to pupils.

275. The part of the questionnaire dealing with this problem reads as follows:

- (1) "Please indicate for which types of schools, for what subject matters, or for what categories of teachers there is a shortage of qualified teachers. Please also indicate the reasons for any such shortage".
- (2) "What measures have been taken to remedy such shortage? To what extent have such measures involved departure from the professional standards already established? Within what time is it expected once more to ensure the application of these standards?"
- (3) "Whenever it has been necessary to recruit underqualified teachers, what measures are being taken to improve their qualifications?"
- (4) "To what extent have teachers of foreign nationality been recruited in order to remedy the shortage of qualified national teachers, and under what conditions; what are the effects of this recruitment on the recruitment of national teachers?"

Extent and nature of teacher shortage

276. Of the countries having replied to the questionnaire the following did not supply any information relative to this part of the questionnaire: Brazil, Bolivia, Romania, Sierra Leone. Sixty countries have reported some degree of shortage of teachers either at the primary or the secondary level or both.

277. Only the following ten countries stated that they had an adequate supply of qualified teachers: Argentina, Belgium, Byelorussian SSR, Bulgaria, Denmark, Hungary, Japan, Kuwait, Mauritius, Monaco and the Ukrainian Soviet Socialist Republic. Belgium, Hungary and Japan indicate a light surplus of primary school teachers. A tendency towards a surplus is mentioned by Luxembourg and Czechoslovakia although the latter country points out a shortage of primary teachers in certain rural and remote areas.

278. On the whole the primary schools suffer less from teacher shortage than the secondary. However, the supply of primary teachers is inadequate in the following countries: Burundi, Cameroon, Central African Republic, Congo (People's Republic of), Congo (Democratic Republic of), Costa Rica, Ecuador, Germany (Federal Republic of), Ghana, Guyana, Laos, Lebanon, Liberia, Nigeria, Norway, Panama, Switzerland, Thailand, Togo, Turkey, United States of America, Union of Soviet Socialist Republics, Republic of Viet-Nam, Yugoslavia, United Kingdom and in Bahrain.

279. All reports except those from ten countries listed in paragraph 277 above refer to teacher shortage in secondary (general) education. The subjects for which the supply of qualified teachers is not sufficient in both developing and developed countries are (in order of frequency) mathematics, modern languages, natural sciences, physical education. Fine arts and music are also mentioned fairly frequently. The following countries admit the shortage of secondary teachers for all subjects: Burundi, Cameroon, Central African Republic, Costa Rica, Ecuador, Ghana, Guatemala, Laos, Morocco, Paraguay, Venezuela, Republic of Viet-Nam and Yugoslavia.

280. Although the information supplied in the reports on teachers of technical schools is rather scarce the following countries indicated the shortage of this category of teachers: Republic of China, Cyprus, Czechoslovakia, Guyana, Italy, Poland, Singapore, United Arab Republic, United States of America and Thailand.

Causes of the shortage

281. Most reports identify several causes of different kinds. The demographic increase combined with a growing desire for education and the prolongation of compulsory schooling is quoted very frequently. Several European countries point out the fact that the age groups from which teachers have been recruited in recent years are numerically much weaker than the current age groups of pupils.

282. Another general cause frequently mentioned is of economic nature. All developing countries invoke the high cost of the preparation and remuneration of secondary teachers which can hardly be supported beyond certain limits by the educational budgets, in most cases heavily taxed by the general expansion of all levels of education. (See Chapter I). However, even certain economically developed countries such as Sweden, Finland, and Italy refer to the strain put on educational budgets by the growing demand for teachers. On the other hand, quite a few countries admit that the recruitment for the teaching profession suffers from the competition offered for equal qualifications by the more lucrative careers, whether in administration or in the private sector (Congo (People's Republic of), France, Iraq, Laos, Lebanon, Switzerland, United States of America). This competition seems particularly strong as regards qualified teachers in mathematics and physics attracted by other branches of the national economy (USSR).

283. Other causes of the shortage revealed by the survey are as follows: lack of educational planning and appropriate forecasts at a time when additional teacher-preparation institutions should have been foreseen, (Spain, Venezuela); unwillingness of women teachers who tend to constitute a majority of the primary teaching corps to serve in rural areas (Czechoslovakia, India); an uneven distribution of available teachers in the same country (Japan, Paraguay, United Kingdom). Some newly independent countries blame the severe underdevelopment of their educational systems under colonial rule for their slow progress in remedying the teacher shortage (Burundi, Congo (Democratic Republic of)). In most African countries the establishment of teacher-preparation institutions for national secondary school teachers is of a very recent origin. At present, the following countries do not possess such national institutions: Cyprus, Dahomey, Mauritius and Upper Volta.

Measures designed to remedy the shortage

(a) Long-term measures

284. All countries having a plan concerning educational development (see Chapter I) pay due attention to the problem of the teacher supply and foresee measures to meet the future needs. The planning involves often the provision for the expansion of the existing teacher-preparation establishments or the creation of additional ones. Countries without formal educational planning such as the Federal Republic of Germany, Switzerland, and the United States of America have undertaken basic studies and compiled statistics with a view to identifying future needs for teaching personnel and to taking the appropriate measures. As indicated in Chapter II, authorities offer special incentives and facilities to induce students to become teachers. Various measures taken by governments in order to improve the social and economic status of teachers are calculated to attract candidates to the teaching career.

(b) Emergency measures

285. As an immediate measure designed to alleviate an acute teacher shortage, a great number of countries have to employ underqualified teachers. On the whole, few countries have supplied data as to the proportion of underqualified teachers in their total teaching force (see Chapter II). This is partly due to the fact that educational statistics are rarely available on this point. Emergency preparation courses with lower entrance requirements and considerably shorter duration than full teacher preparation programmes had to be introduced in the following countries; Costa Rica, Denmark, Ecuador, Finland, France, Ghana, Guatemala, Guyana, Japan, Lebanon, Liberia, Morocco, Philippines, Spain, Sudan, Switzerland, Thailand, Turkey, United States of America (in some cases only), Venezuela, Republic of Viet-Nam. In many cases, the pedagogical preparation in emergency of "accelerated" programmes is reduced to a minimum or left out completely. In quite a few countries, a proportion of secondary teachers are allowed to teach without any pedagogical preparation.

286. Among the expedients used to alleviate the shortage are the oversized classes. According to reports of the following countries the number of pupils per teacher in primary schools is 50 or above: Cameroon, Central African Republic, Congo (People's Republic of), Dominican Republic, Upper Volta,

Republic of Viet-Nam. In the Republic of China the pupil teacher ratio reported for secondary schools is 50:1. To some extent, the shortage is concealed by means of extending teaching hours of the available staff. This expedient is reported by France, Laos, Lebanon, Syrian Arab Republic, Republic of Viet-Nam. In a number of developing and developed countries, teachers who have reached retirement age are employed on a part-time or full-time basis. Finally, in several developed countries deliberate efforts are made in order to re-employ married women teachers who left the profession.

Recruitment of teachers of foreign nationality

287. The following countries report that teachers of foreign nationality are employed in order to supplement the inadequate number of qualified national teachers: Bahrain, Burundi, Cameroon, Central African Republic, Cyprus, Congo (People's Republic of); Congo (Democratic Republic of), Costa Rica, Dahomey, Ghana, Kuwait, Laos, Liberia, Morocco, Mauritius, Nigeria, Panama, Paraguay, Philippines, Singapore, Sudan, Syrian Arab Republic, Upper Volta, Republic of Viet-Nam. In general, this measure does not seem to have any negative effect on the recruitment of national teachers. Cameroon and Paraguay point out the benefits which accrue to the national teaching corps from the contacts with foreign teachers. However, Liberia reports that "the number of Peace Corps being requested for replacement purposes seems to begin defeating the purpose of the Rural Teacher Training Institute Programmes in that graduates from these institutions cannot receive ready or immediate placement as heretofore planned." Congo (Democratic Republic of), refers to inadequate qualifications of foreign teachers.

In-service education of underqualified teachers

288. All countries having reported a teacher shortage make provisions for underqualified teachers to complete their academic and professional preparation while they serve. In-service courses offered to this end vary in length and programmes and take place both in the course of the school year and during vacations. Evening classes and correspondence courses are provided by the following countries: Bahrain, Bulgaria, Cameroon, Israel, Japan, Morocco, Poland, Upper Volta. In many reports, especially from developing countries, it is often impossible to distinguish between the information given under this heading and the information requested under Chapter III concerning the further education of qualified teachers. It is a fact that the in-service courses dealing with educational innovations are of equal interest to both qualified and underqualified teachers. There is evidence, however, that specific programmes are organized for the benefit of the teachers who received incomplete or "accelerated" preparation. In the following 16 countries the participation in such programmes is compulsory: Bulgaria, Republic of China, Dahomey, Ecuador, Guyana, Guatemala, Ghana, Hungary, Japan, Morocco, Philippines, Switzerland, Upper Volta, United Arab Republic, United States of America, Yugoslavia. Moreover, the following countries specify that teachers who receive an "emergency" preparation must sooner or later complete the full teacher preparation programme if they wish to remain in teaching or to be considered for promotion: Finland, Federal Republic of Germany, Guatemala, Hungary, Panama, Philippines, Sudan, Switzerland, United Kingdom, United States of America, Upper Volta, Yugoslavia.

Prospects of overcoming the teacher shortage

289. Few countries venture to make forecasts as to the date when the supply of fully qualified teachers will be ensured. Thus, the United Arab Republic states that this stage will be reached "in a near future"; Burma indicates 1971; Central African Republic 1973-1974; Chile 1975; Liberia 1972; Poland 1975; Turkey 1970 (for primary level); Bahrain 1985. It is interesting to note that a questionnaire addressed in 1962 to Ministries of Education by the International Bureau of Education on the problem of teacher shortage in primary schools yielded the following information: 30 stated that the shortage was in course of decrease, whereas 26 expected that it would become worse; 20 expected to overcome the shortage in 1968; ten foresaw the solution by 1975; six awaited the end of the crisis between 1976-1982 (Shortage of Primary Teachers, IBE-Unesco, Geneva 1963, p. XI).

290. Certain conclusions may be tentatively drawn from the statistics giving an average annual increase of teachers on the one hand and an average increase of enrolments on the other hand.

291. Out of 25 countries reporting shortage of primary teachers (see paragraph 278 above), only in the following ten countries the average increase of the number of teachers over the last five years exceeds substantially the average increase of enrolments during the same period: Federal Republic of Germany, Central African Republic, Ghana, Guyana, Lebanon, United States of America, Norway, USSR, Thailand, Yugoslavia. Consequently, it would appear that the shortage tends to diminish. In the rest of the countries, the relevant average figures either remain basically equal (Burundi, Cameroon, Congo (Democratic Republic of), Ecuador, Panama), or the enrolments are proportionately higher than the supply of teachers (Bahrain, Congo (People's Republic of), Costa Rica, Laos, Nigeria, Turkey, Republic of Viet-Nam). This means that the shortage in the former group of countries will remain stationary and that it will become worse in the latter.

292. Out of 13 countries reporting the shortage of secondary teachers in all subjects (see paragraph 279 above), five countries show a substantial increase of supply of teachers over the rate of enrolments: Burundi, Central African Republic, Laos, Morocco, Paraguay. In the others the enrolments grow proportionately faster than the supply of teachers and therefore the shortage of teachers is not likely to diminish (Cameroon, Costa Rica, Ecuador, Guatemala, Venezuela, Republic of Viet-Nam, Yugoslavia).

CONCLUSIONS

293. The task of the Committee was to examine the reports received from governments⁽¹⁾ on the implementation of the Recommendation concerning the status of teachers and to report thereon to the Governing Body of ILO and the General Conference of Unesco, with a view to such separate but parallel action as these organs might deem appropriate.
294. Theoretically, it was possible to envisage that each government report should be examined separately, with a view to obtaining a detailed picture of the extent to which the Recommendation is applied in each country and thus enabling the Committee to evaluate and make recommendations on each individual situation. For two reasons, the Committee felt that it could not adopt this approach.
295. In the first place, the Committee's work relates to a Recommendation, which is meant to provide guidance and stimulus to national action rather than to create legal obligations. It therefore seems more appropriate for the Committee at this stage to attempt an evaluation of the general situation regarding the implementation of the Recommendation and the identification of the main problems which still need to be overcome than to provide a critical analysis of the position in individual countries.
296. The second reason for presenting the Committee's findings in the form of a general survey arises from the nature of the replies furnished by governments to the questionnaire which the Committee has established at its First Session (Geneva, 16-20 September 1968). The Committee wishes to express its keen appreciation of the efforts made by governments to supply the information requested in the questionnaire. Detailed replies and voluminous documentation were received from a number of countries. However, taken as a whole, the replies cannot be said to provide a basis for precise individual evaluation.
297. There are two main reasons for this. The first derives from the Committee's conviction that the status of teachers should be considered in a dynamic perspective. As it explained in the report on its First Session, the Committee sought to ascertain not merely the situation at a given point of time, but equally the main trends in the conditions which determine the status of teachers. Governments were accordingly requested to supply data on changes which had taken place in the situation during the previous five years, as well as on changes anticipated in the course of the next five years. Very few governments provided such information and none gave enough for the Committee to gain a full view of the situation over the specified period of time. It thus became impossible, for example, to evaluate whether there had been any significant changes in the situation in individual countries since the Recommendation was adopted in 1966.

(1) The questionnaire was sent to 126 countries, of which 77 replied.

298. Secondly, in spite of the efforts made by governments, the great majority of the reports were far from complete. It is recalled that in Section I of the questionnaire prepared by the Committee, governments were requested to supply information relating generally to all the provisions of the Recommendation, the remaining questions being designed to draw the attention of governments more especially to certain points. In the event, the reports consisted essentially of replies to the questions put in Section II of the questionnaire, and even here, the overwhelming majority failed to answer all the questions. Moreover, in many instances, the replies provided were incomplete or unclear.

299. For these reasons, the Committee has chosen to review the implementation of the Recommendation by considering its major provisions and trying to evaluate whether and to what extent they are applied, and the main reasons why they are not applied. In so doing, the Committee has borne in mind the differences in the economic resources and in educational development of the various countries. As was to be expected, many of the difficulties encountered in implementing the Recommendation have their roots in the low level of development existing in many countries.

300. It should be noted, however, that while full application of many of the provisions of the Recommendation requires economic resources in excess of those available to numerous governments, particularly those of developing countries, other essential provisions may be applied without major financial commitment. In the Committee's view, this is particularly the case with regard to the provisions concerning participation of teachers' organizations in establishing educational policy, in educational planning and in determining conditions of employment, as well as those relating to the exercise by teachers of the civic rights enjoyed by all citizens, professional freedom, etc.

301. In these circumstances, the Committee has considered it essential, in its evaluation of the efforts made by governments to apply the Recommendation, to take account of the criterion of the resources required for this purpose. The Committee has been guided by this principle in its deliberations, and has concluded that it is difficult to justify the non-application of provisions of the Recommendation which do not require a major financial effort.

Findings of the Committee

302. The findings of the Committee with respect to the implementation of the Recommendation are set out below, under the headings of the chapters of the Recommendation itself.

I. Educational objectives and policies

303. A growing number of countries are now using planning as a means of ensuring harmonious expansion and improvement of education. These include about 50 developing countries of Africa, Asia and Latin America where Unesco has stimulated and assisted the initiation of educational planning since 1960. Even countries without a formal educational plan endeavour to regulate the growth of their educational system by means of forecasts of needs for the various levels of education. However, at times educational plans have appeared inaccurate, and they need

to be corrected by a more adequate combination of short-, medium, and long-term planning. Moreover, the importance of the participation of teachers' organizations in educational planning is not yet universally accepted. The majority of reports from developing countries made no reference to this question. The participation of other bodies representing social and cultural interests still seems to be an exception.

304. It appears that the plans of both developing and developed countries aim at quantitative expansion of educational systems and special attention seems to be paid almost everywhere to the supply of qualified teachers, which is recognized as a crucial factor in determining the rate of educational growth. Yet because of limited economic resources, quite a few governments, particularly in developing countries, feel compelled to stabilize the provision of education at existing levels, though these are still inadequate to cover actual needs. Thus, these countries find it very difficult to increase their low enrolments of pupils and to ensure the preparation of a sufficient number of qualified teachers. Meanwhile, the present demand for qualified teachers is far from being satisfied throughout the world. In several countries and particularly in certain industrialized countries, for certain subject matters, difficulties in recruiting teachers for secondary schools are often aggravated because of competition from more lucrative occupations.

305. Little information was provided on the status and rôle of teachers in private schools in the educational development of countries where these exist.

306. The Committee considers that long-term educational planning, including its qualitative aspects, needs to be encouraged and improved, particularly with regard to the supply of qualified teachers, and that the participation of teachers organizations and other competent bodies in such planning should be strengthened. The Committee is aware, however, that many countries do not have reliable demographic statistics and competent personnel for effective planning. Planning is not merely a matter of educational ambitions of the government but also depends upon population growth, migration to urban regions, and other factors. There appears to exist great need and scope for continued action by the international organizations in improving technical and financial assistance to developing countries in the fields of educational planning, the reform of educational structures and curricula and the introduction of new educational methods and techniques.

II. Preparation for the profession

307. Of the relatively few countries supplying information on the preparation of teachers for pre-primary education, more than half report lower admission requirements than those laid down in the Recommendation: the absence of reference to pre-primary teachers in the reports from developing countries seems to indicate that this level of education has a low priority in view of the more urgent need for primary and secondary education.

308. With regard to preparation of primary school teachers, more than half the government replies (38) mention lower admission requirements than those laid down in the Recommendation. Of these replies, 30 are from developing countries, half of them in Africa. About one-third of the replies indicate that general and

pedagogical studies and teaching practice are included in preparation programmes. Reforms in preparation or underway in several countries appear to be raising the level of preparation for primary teachers. It may be noted, however, that a longer duration of preparation programmes may not always be an indication of higher standards.

309. From the reference to preparation for teachers at the lower secondary (or upper primary) level, it would appear that in the majority of cases the admission requirements and the contents of preparation programmes meet the standards of the Recommendation.

310. While certain countries, most of them in Africa, report that they have no facilities for the preparation of teachers for upper secondary schools, all other countries supplying information on this subject indicate that admission requirements for such teachers are in conformity with the Recommendation, and that the level of preparation is of university or comparable standard. However, the government reports contain little precise information about the content and level of professional preparation, and there are grounds for believing that the pedagogical preparation of secondary school teachers does not always receive adequate consideration.

311. From the relatively scarce information supplied on the preparation of teachers for secondary technical schools, it appears that while in some countries no distinction is made between preparation requirements for teachers of general and technical subjects, it is indicated or implied that elsewhere general and pedagogical studies are not always required for teachers in secondary technical schools.

312. In general, the information provided on the content of teacher-preparation programmes is insufficient to enable the Committee to assess whether these programmes comply with the guidance given in the Recommendation. The replies from a number of countries did not contain information concerning the inclusion of practice teaching in the pedagogical preparation of primary or secondary teachers. Although the Committee knows that in a number of these countries such practice teaching is required, it wishes to emphasize the importance it places on that part of the Recommendation which suggests the inclusion of practice teaching as an essential part of teacher preparation. It hopes that where this is not the case, serious attention will be given by the governments concerned to the provision of practice teaching as a required part of teachers' preparation.

313. Only a few countries mention special selection procedures designed to ascertain personal qualities of the candidates. Most countries, however, report some type of incentive to attract candidates for the teaching profession, and with the same end in view, in some countries, teachers are granted special material advantages.

314. Information provided on preparation of teachers in private schools is insufficient to draw any general conclusion. Several reports point out that professional standards of this category of teachers are inferior to those of teachers in public schools. It is worth noting that a trend towards the raising of standards of preparation for the profession is reported by a number of countries, while only one country admits a downward trend.

315. In view of on-going reforms of teacher preparation in many countries, the Committee considers that international surveys, preferably at the regional level, could usefully be undertaken to secure fuller information on the content and level of preparation programmes for teachers, particularly pre-primary, lower secondary and secondary technical schools.

316. At the national level, three problems appear to require particular attention. In the first place, further measures appear necessary to ensure that the provisions of the Recommendation concerning teacher preparation are effectively applied with regard to teachers in private schools. Secondly, the level of preparation for teachers in primary schools should be progressively raised. Lastly, in the case of secondary school teachers, there appears to be a need for more general implementation of the standards laid down in the Recommendation concerning pedagogical preparation.

III. Further education for teachers

317. The Committee regrets that most reports failed to provide adequate information on the proportion and type of teachers who have taken advantage of further education facilities. Teachers and their organizations which in many countries were at the origin of the action which has been taken, often continue to share responsibilities with public authorities in this regard. As the concept of "life-long education" for all is becoming generally accepted a systematic further education of all teachers in service should be considered as the natural corollary of this concept for the teaching profession.

318. It appears that in developing countries most in-service education programmes are still designed primarily to raise the level of preparation of teachers whose qualifications on recruitment were below standard. Future inquiries in this field should make a distinction between programmes of this kind and those designed to enable qualified teachers to keep up to date with their subject and improve their qualifications. In all programmes it is important that every effort be made to encourage the use of newer methods of instruction and learning, including, for example, discussion and exchange of experience among teachers themselves.

319. Although the reports received show an increase in the number of teachers who have benefited from further education, the insufficiency of statistical data provided did not make it possible to evaluate the extent of this progress. Moreover, only rarely do the figures supplied by governments show which categories of teachers are affected. The majority of the reports from developing countries indicate a contribution of foreign assistance in this field. Nevertheless, the principle set forth in the Recommendation that in-service education should be available free to all teachers is still far from being fully realized in any of the countries having replied to the questionnaire. The Committee does not underestimate the financial and material resources required for an effective in-service education system that is available to all teachers, or the difficulties involved in arranging working hours or replacing teachers participating in refresher courses. It has noted with interest the contributions made in this field by universities, pedagogical research institutes and teacher-preparation establishments.

320. It would be useful if efforts in this field originating from various sources could be co-ordinated in each country in a long-term plan which would progressively ensure to all teachers access to in-service education. It would likewise be desirable for assistance provided in this field by various countries and organizations to be integrated in a co-ordinated programme rather than provided separately. As a first step, there is need to establish national statistics concerning participation of the various categories of teachers in in-service education programmes.

IV. Employment and career

321. The Recommendation lays down that policy governing recruitment, criteria relating to promotion and disciplinary machinery should be established in collaboration and consultation with teachers' organizations. On the basis of the reports from governments, the Committee is obliged to conclude that in many cases teachers' organizations do not effectively participate in decisions on such matters.

322. The Recommendation also lays down safeguards for teachers in respect of entry into the profession, probation, advancement and promotion, and disciplinary procedures. Here also, the relevant provisions, in their entirety, appear to be observed in few, if any, countries.

323. Thus, where teachers have the status of public servants, as is the case in numerous countries, the majority of government replies indicate merely that the teachers concerned enjoy the same guarantees as other officials, without providing further information. In the Committee's view, this does not suffice to ensure compliance with the requirements of the Recommendation, since in many countries public servants are not free to exercise all civic rights generally enjoyed by citizens, as paragraph 80 of the Recommendation requires for teachers; moreover, the guarantees afforded to public servants in respect of their employment and career often fall below the standards laid down in the Recommendation.

324. Similarly, a number of government reports state that teachers in private schools are subject to private law or general labour legislation, but usually without indicating how such legislation is applied, while very few reports mention collective agreements covering teachers.

325. Apart from this general uncertainty about the safeguards afforded to teachers, a number of government replies to the questionnaire seem to indicate that policy and practices relating to recruitment into employment, or to advancement and promotion, or the grounds for disciplinary measures may be based on criteria other than those of a professional character. Thus, in some countries entry into the profession may be refused on the grounds of association with groups considered to be subversive in character, while in others disciplinary action, or even dismissal, may result from considerations belonging to the private life, political activities or personal opinions of the teacher, and having no bearing on the discharge of professional duties. Such practices are inconsistent with the provisions of the Recommendation, which lays down that only professional standards shall be applied.

326 Furthermore, in the Committee's views, the protection afforded to teachers in relation with procedures concerning discipline and promotion are inadequate in many cases, particularly with regard to the rôle of teachers' organizations in safeguarding the interests of members of the profession.

327. In these circumstances, the whole question of the participation of teachers and their organizations in decisions affecting their career, to which the Recommendation clearly attaches so much importance, appears to call for further consideration.

328. The Committee also considers that the question of security of tenure merits further study. From the government replies it would appear that teachers in many countries are not given adequate protection against arbitrary dismissal. Furthermore, there would not appear to be general application of the provision in the Recommendation that "stability of employment and security of tenure..... should be safeguarded even when changes in the organization of or within a school system are made". This conception of security of tenure has perhaps even been misunderstood in a number of countries, to judge from the reports which, to the extent that they deal with this provision of the Recommendation, refer only to safeguards against arbitrary actions. In many countries such security of tenure as teachers enjoy seems to be the result of acute shortage in the supply of teachers, rather than of specific legal guarantees.

329. The Committee wishes to emphasize that observance of these provisions of the Recommendation does not depend on the level of economic development of a country, or on the amount of resources which it decides to allocate to education, but on recognition of certain principles which underlie the whole conception of the status of teachers which is embodied in the Recommendation.

V. The rights and responsibilities of teachers

330. The Committee has noted that while the Recommendation lays down that "The teaching profession should enjoy academic freedom in the discharge of professional duties", the Recommendation itself does not define the nature and content of this academic freedom. It has also noted that only a minority of reports from governments give substantive information concerning the scope of academic freedom enjoyed by teachers and on safeguards established to protect it. From these reports, it appears on the whole that teachers in secondary schools are accorded a greater measure of professional freedom than in primary schools. In at least one case, there is evidence of disagreement between the government and the teachers' organization with respect to the interpretation of academic freedom.

331. The absence of a clear definition either in the Recommendation or, apparently, in national practice in the majority of countries may considerably diminish the protection afforded to teachers, and a very useful further contribution to improving the status of teachers might be made by the competent international organizations if they were to carry out more detailed studies of this question, which might serve as a basis for the drawing up of new international standards defining the content of academic freedom to be guaranteed to the different categories of teachers.

332. It would also be desirable that studies be made of the extent to which academic freedom is recognized in teacher-preparation institutions, having regard to the subsequent influence of this factor on the status and attitudes of teachers.

333. It should be noted that the Recommendation contains distinct provisions concerning the encouragement of teachers to participate in social and public life in the interests of their personal development, of the education service and of society as a whole, and it also specifically provides that teachers should be free to exercise all civil rights generally enjoyed by citizens, including eligibility for public office. The enjoyment of these rights - which, according to the reports appears to be guaranteed only in a limited number of countries, should therefore be taken as a starting point for spelling out the more general concept of academic freedom in the discharge of the teacher's professional duties.

334. The Committee wishes to emphasize the mutual responsibility of governments, on the one hand, to assure the guarantees of freedom provided for in the Recommendation and of teachers and their organizations, on the other hand, to co-operate fully with authorities in the interests of the pupils, of the education service and of society generally, as required in paragraph 72 of the Recommendation.

335. The principle of participation of teachers, either individually or through their organizations, in the determination of educational policies seems generally admitted, although little precise information is provided on the application of this principle. Two-thirds of the reports received indicate the rôle played by teachers in the improvement of curricula and teaching aids and a majority of reports imply that teachers are free to use teaching methods of their choice.

336. The Committee emphasizes that, unless there is full freedom of teachers to form and to join organizations of their own choosing, teachers' organizations cannot fulfil the rôle envisaged for them in the Recommendation.

337. The position concerning negotiating procedures and the settlement of disputes cannot be regarded as satisfactory. In many of the instances where teachers have the status of public servants, their conditions appear to be determined unilaterally without any form of negotiation (although some measure of consultation may be provided for). On the other hand, while teachers in private schools may in law enjoy the rights of negotiation available under general labour legislation, it appears that in practice they are frequently not covered by collective agreements, their conditions thus being left largely to the discretion of their employers. The Committee feels it necessary to recall the provision in the Recommendation that both salaries and working conditions of teachers should be determined through the process of negotiation between teachers' organizations and the employers of teachers. This provision is of general scope and applies to teachers having the status of public servants as well as to teachers whose status is governed by private law. In view of the information contained in the reports from governments, measures appear to be necessary in a considerable number of countries to give effect to these requirements.

338. The extent of participation of teachers and their organizations in "appropriate joint machinery" for the settlement of disputes also gives rise to doubts. While some form of participation by teachers and their organizations in the procedure for settlement of disputes is generally provided for (for example the right to be heard and represented before the competent disputes tribunal), it is only rarely that disputes are brought before "joint machinery", that is, a body on which teachers and their employers are directly represented, on a footing of equality.

339. Finally, in providing that "teachers" organizations should have the right to take such other steps as are normally open to other organizations in the defence of their legitimate interests", the Recommendation supposes that the right to strike should be available to teachers. Only a small number of government reports explicitly state that teachers in fact have this right. It also appears that in a number of countries teachers having public service status are denied the right to strike under the regulations applicable to the public service in general. Since paragraph 84 of the Recommendation makes no distinction between teachers having public service status and others, the Committee concludes that such restrictions are inconsistent with this provision of the Recommendation.

VI. Conditions for effective teaching and learning

340. According to the reports from governments, the figures prescribed as maxima for the size of classes are relatively high in all parts of the world. This would seem to constitute additional confirmation of the inadequate supply of teachers, and means that the standard laid down in the Recommendation is not being met. The average teacher-pupil ratio is generally very high in primary schools in developing countries. However, as long as the number of schools remains limited and the shortage of teachers persists, the dilemma faced by many of these countries is either to admit more pupils to already over-sized classes, or to deprive many children of education of any kind. In these circumstances, Unesco may wish to examine whether and to what extent the restructuring of present educational systems, reform of curricula and use of new educational technology (including radio and television) may help developing countries to increase the productivity of their educational systems.

341. The Committee noted with interest that most countries grant special facilities or financial incentives, or both, to teachers called upon to serve in remote or rural areas.

342. It also appears that in a large number of countries, the authorities seek the advice of teachers concerning the construction of new school buildings, as the Recommendation provides.

343. With regard to teachers' hours of work, the Committee considers that, on the whole, teaching hours seem to be kept within reasonable limits, but indications provided by governments concerning the time occupied in duties other than teaching and hence the teacher's total workload, are insufficient for conclusions to be drawn in this regard. Many governments state that the teacher's workload is established in consultation with the teachers' organizations.

344. The information provided with regard to leave (annual holidays with pay, special leave, sick leave and maternity leave) reveal a relatively favourable situation. However, arrangements concerning study leave appear in many countries to fall short of the standards set out in the Recommendation, particularly with respect to teachers serving in remote areas.

VII. Teachers' salaries

345. The Recommendation attaches particular importance to teachers' salaries, among the various factors affecting their status. Bearing this in mind, the Committee had hoped to elicit from governments detailed statistical information to enable it to judge whether, in practice, as advocated in the Recommendation, the economic position of teachers reflects the importance of their function to society. In particular, the Committee wished to ascertain whether teachers' salaries compare favourably with those paid in other occupations requiring similar qualifications, and whether they provide teachers and their families with a reasonable standard of living.

346. While many governments went to considerable trouble to supply current salary scales, hardly any of them provided comparable information over a period of years. Moreover, with few exceptions, they also failed to indicate how teachers' salaries compare with those of other occupations. The Committee is thus not in a position to determine whether teachers' salaries have moved more rapidly or more slowly than others, whether they have kept pace with the cost of living, or whether teachers' living standards have improved or worsened in relation to other categories of workers. This has not only ruled out any possibility of evaluating the relative economic position of teachers, it has also prevented the Committee from estimating the effect of economic factors on the supply of teachers, as is indicated below in connexion with the teacher shortage. However, it has noted in this connexion that many reports from governments mention that teachers, particularly those with qualifications in mathematics and science, are being attracted into more lucrative occupations.

347. The Committee is thus obliged to restrict itself to certain observations concerning salary structures. Firstly, it is noteworthy that the overwhelming majority of countries affirm that no discrimination exists between men and women teachers with regard to salary scales. It may be questioned, however, whether in a number of countries the uneven distribution of men and women teachers at different levels of education does not lead to an inequality of remuneration which may be equivalent to discrimination against women.

348. On the other hand, the Committee was struck by the wide variety of national practices with regard to salary increments, and by the large number of cases in which these practices conflict with the standards specified in the Recommendation. No compelling reasons appear to exist for the excessive duration of salary scales or the irregular intervals at which increments are granted in many countries, and the Committee does not understand why there should be any difficulty in bringing national practice into line with the provisions of the Recommendation.

349. Finally, it appears that only in a few cases are teachers' salary scales periodically revised, as a matter of course, in the light of economic trends within the country. Delays in revising salaries have contributed to collective economic action by teachers' organizations in various parts of the world.

350. In all circumstances, the Committee expresses the hope that ILO, as a matter of urgency, will undertake a detailed international inquiry into the level and structure of teachers' salaries, methods of salary determination and adjustment, and the relation of teachers' salaries with those of other occupations.

VIII. Social security

351. The Recommendation requires that teachers should be protected by social security measures in respect of all the contingencies mentioned in ILO Social Security (Minimum Standards) Convention, 1952, and that the standards of such protection should be at least as favourable as that set out in the relevant ILO instruments, particularly the above-mentioned Convention. These standards are said to be achieved in a certain number of countries. However, in the majority of countries this is not the case, either because all the contingencies mentioned in the Convention are not covered, or because the standards of protection fall below those of the Convention, or for both these reasons.

352. In the overwhelming majority of cases, social security for teachers is provided under schemes covering employed persons in general or those for public servants. Thus, the level of protection available to teachers is almost always the same as that provided for the other persons covered by the same schemes. It is therefore only in the very few cases where the relevant categories of insured persons are fully covered in respect of all the contingencies mentioned in the Social Security (Minimum Standards) Convention that the social security protection of teachers may be said to be in conformity with the requirements of the Recommendation. In so far as teachers are covered by general schemes, improvements must necessarily result from a general rise in the level of benefits for all insured persons. This can only be achieved if financial resources are available, and this in turn depends on the country's economic situation.

353. In these circumstances, it is appropriate to draw attention to the suggestion made in the Recommendation that additional protection for teachers should be provided under supplementary schemes where the protection under general schemes falls below the required level. This principle appears to be followed in very few countries. The replies do not make it clear whether the scarcity of such supplementary schemes is the result of deliberate government policy. However, the Committee has noted the interest shown by teachers' organizations in such arrangements. This matter clearly calls for further consideration by governments and might also be the subject of further ILO technical assistance.

354. Whatever may be the value of such supplementary arrangements, however, the Recommendation lays down that the ultimate goal must be the provision to all teachers of protection in respect of all the contingencies included in ILO Social Security (Minimum Standards) Convention. The Committee is obliged to conclude that most countries have a long way to go to achieve this goal. There is clearly a need, in a relatively large number of countries, for the introduction of social

security protection in respect of certain contingencies, or for improvement in the level of benefits already provided, particularly with regard to old age, sickness and invalidity, if the standards laid down in the Recommendation are to be met.

IX. The teacher shortage

355. In general, the information in the reports from governments concerning the teacher shortage tends to confirm the trends noted in the surveys conducted by the International Bureau of Education in 1962 and 1966 on shortage of teachers in primary and secondary schools.

356. While there has been some progress in many parts of the world as far as the supply of primary school teachers is concerned, the prospects of completely overcoming the shortage appear more remote than in 1962, particularly in the developing countries which are mainly affected by the shortage; in many of them, it is likely to become more severe because the supply of teachers is growing more slowly than the number of potential pupils. About a half of the replies from these countries, including a strong proportion of African countries, report the employment of foreign teachers designed to supplement the inadequate national teaching force. The shortage of fully qualified secondary school teachers is clearly universal and is likely to persist for a considerable period in view of the continuing expansion of secondary education in most countries. The development of educational planning has contributed to a better awareness of the future needs for teachers in both categories. It should be noted incidentally that the two categories are now less rigidly separated as regards their preparation and remuneration than was the case a decade ago.

357. The absence of accurate national statistics on teacher qualifications makes it difficult to establish what proportion of teachers are fully qualified in terms of the requirements of the Recommendation, and to foresee the time when an adequate supply of teachers will be assured in any particular country or in different regions of the world. It would clearly be desirable to establish statistics concerning the qualifications of teachers, and to refine existing statistics of this kind, so as to make it possible to measure improvements in the quality of the teaching profession.

358. The trend towards making various schemes for in-service education of under-qualified teachers compulsory indicates the desire of governments to achieve high professional standards in the teaching profession, and corresponds to the requirements of the Recommendation. As the responsibilities of teaching staff are increasing in all educational systems, preparation and maintenance of an adequate teaching force is becoming more costly in all parts of the world. A question arises whether a fundamental improvement of teacher preparation would in the long run substantially diminish school wastage and dropping out and thus reduce the cost of education. For the time being, the teacher shortage in developing countries could be substantially reduced only if a greater proportion of the national income is devoted to teacher preparation and to the improvement of their economic status. As this proportion has already reached its utmost limits in many developing countries, the maintenance and increase of external assistance, both bilateral and international, seem more than ever necessary.

359. The Committee would have liked to have more complete information than that contained in the government replies concerning the extent to which material conditions, in particular salaries and other financial benefits, are a factor in the teacher shortage. However, there are sufficient indications to make it clear that in many countries qualified persons find more lucrative careers in occupations other than teaching. The improvement of teachers' salaries would not only give effect to the principles of the Recommendation, but is also likely to be one of the most effective measures to reduce the teacher shortage in developed and developing countries alike.

General conclusions

360. The foregoing analysis of the implementation of the main provisions of the Recommendation has led the Committee to the conclusion that certain specific aspects of the status of teachers call for special attention at the present time, and should be given priority consideration by governments, teachers and their organizations, and the two international organizations concerned with the implementation of the Recommendation. The Committee has been gratified to note the general recognition of the need to ensure to teachers a status commensurate with their essential rôle in educational advancement and their contribution to the development of man and society, as the Recommendation requires. Nevertheless, from the data supplied by 75 countries, it appears that certain provisions of the Recommendation are not yet fully applied by any of these countries. Furthermore, the results of the present inquiry show that deficiencies in certain areas continue to exist, many of them so significant that unless improvements are made, the purpose of the Recommendation itself, and the maintenance of the standards it lays down, will be endangered.

361. The Committee considers that it is essential for teachers to be in a position to exercise the same civil, social and economic rights of man which are enjoyed by their fellow citizens. Furthermore, it is important that as members of the teaching profession and in the discharge of their professional duties, teachers should be granted academic freedom which should be clearly defined. It is equally important that teachers should be free to exercise fully the right to bargain collectively.

362. It is particularly with regard to academic freedom and the right to organize and bargain collectively that the Committee felt the need for more extensive guarantees and rights, and has concluded that the question of academic freedom in respect of the various categories of teachers in particular could usefully be the subject of international study with a view to the possible elaboration of international standards.

363. As corollary to the above-mentioned measures the Committee wishes to stress the importance that should be given by governments to ensuring that teachers and their organizations fully participate in the determination of both educational policy including new developments in the content and methods of education and their own conditions of employment. In a large number of instances, these matters are still reserved for unilateral decisions by governments, and reforms in national legislation and practice appear necessary to ensure the application of the principles stated in the Recommendation.

364. The Commission also wishes to emphasize again the importance of salaries among the factors affecting the status of teachers. It particularly regrets that it was unable, on the information available, to determine whether in fact teachers' salaries reflect their importance to society, ensure a reasonable standard of living and are sufficient to remedy the problems of teachers shortage. The Committee recommends that detailed research at the national, regional and international levels should be carried out with regard to teachers' salaries, taking account of the different levels of economic development, in the light of the standards laid down in the Recommendation.

365. The Committee is aware that an essential factor in assuring the development of education and in improving the status of teachers is that of the availability of economic resources. It considers that education must be looked upon not only as a human right, but also as an essential factor in growth; therefore investment in education is investment for growth. All decisions with regard to the allocation of limited resources require the exercise of choice, and the Committee is not qualified to judge the wisdom of choices between educational and other forms of investment. However, no matter what decision is taken in this regard, the resources to be devoted to education in most countries must necessarily remain insufficient to meet essential needs for many years to come. For this reason the Committee believes that it is essential for every country to have an educational plan, and that this plan should provide for continuous progress so as to implement fully two of the principles of the Recommendation according to which, on the one hand, "it is the fundamental right of every child to be provided with the fullest possible educational opportunities" and on the other hand, "as educational objective, no State should be satisfied with mere quantity but should also seek to improve quality".

366. Finally, the Committee recognizes that action at the national level will not be enough: a major international effort, going far beyond that now being made, is also urgently required.