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Labour  
Organization



United Nations  
Educational, Scientific and  
Cultural Organization

## ILO/UNESCO Recommendation concerning the Status of Teachers (1966)

## & UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997)

With a revised foreword and user's guide • 2016

**The ILO/UNESCO Recommendation  
concerning the Status of Teachers (1966 )**

**and**

**the UNESCO Recommendation concerning  
the Status of Higher-Education  
Teaching Personnel (1997)**

with a revised Foreword  
and Users' Guide, 2016



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# FOREWORD

*“As teachers are a fundamental condition for guaranteeing quality education, teachers and educators should be empowered, adequately recruited and remunerated, motivated, professionally qualified, and supported within well-resourced, efficient and effectively governed systems.”*

- Education 2030 Framework for Action

The ILO/UNESCO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) are two international instruments which set out principles concerning the rights and responsibilities of educators, ranging from the pre-school level through university. Drawing on a large body of international standards on labour and education, these two instruments provide guidance for governments, employers, teacher unions, and other stakeholders in the crafting of effective teacher policies.

The ILO/UNESCO Recommendation concerning the Status of Teachers was adopted on 5 October 1966 at a special intergovernmental conference convened by UNESCO in Paris in cooperation with the ILO. It sets forth the rights and responsibilities of teachers, and standards for their initial preparation and further education, recruitment, employment, teaching and learning conditions. It also contains numerous recommendations for teachers' participation in educational decisions through consultation and negotiation with educational authorities.

The UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel was adopted by the General Conference of UNESCO in 1997, also following years of preparatory work between UNESCO and the ILO. This standard is a set of recommended practices covering all higher education teaching personnel.

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Both instruments are promoted and their implementation monitored by the ILO and UNESCO in close cooperation, notably through the Joint ILO/ UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel.

The 2030 Agenda for Sustainable Development, in its Goal 4, has recognized the importance of qualified teachers in achieving inclusive and equitable quality education and lifelong learning opportunities for all. Indeed, there is no better measure of national capacity to deliver education outcomes than the quality of a nation's teaching corps. Quality teachers are the *sustainable* element of the development goal on education. As the global community works to implement the 2030 Agenda, we are confident that the Recommendations will continue to provide relevant guidance for all stakeholders working towards developing quality teachers for a better future.



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5 October 2016

## Contents

Understanding and Using the ILO/UNESCO Recommendation concerning the Status of Teachers (1966 ) and the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel (1997) .....	7
The ILO/UNESCO Recommendation concerning the Status of Teachers (1966) .....	19
The UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) .....	47



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Recommendation concerning the Status  
of Teachers (1966 )**

**and**

**the UNESCO Recommendation concerning  
the Status of Higher-Education  
Teaching Personnel (1997)**

Revised edition 2016



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### **Who is covered by these Recommendations?**

The 1966 Recommendation covers all school-level teachers, from pre-primary through to secondary level, in all institutions whether public or private, whether providing academic, technical, vocational, or art education.

The 1997 Recommendation complements the 1966 Recommendation and covers all higher education teaching and research personnel. Higher education teaching personnel includes “all those persons in institutions or programmes of higher education who are engaged to teach and/or to undertake scholarship and/or to undertake research and/or to provide educational services to students or to the community at large”.

### **What aspects of the teaching profession are covered by the 1966 Recommendation?**

The 1966 Recommendation sets international standards for a wide range of issues, which relate to the most important professional, social, ethical, and material concerns of teachers. These issues include:

- ↘ initial and continuing training
- ↘ recruitment
- ↘ advancement and promotion
- ↘ security of tenure
- ↘ disciplinary procedures
- ↘ part-time service
- ↘ professional freedom
- ↘ supervision and assessment
- ↘ responsibilities and rights
- ↘ participation in educational decision-making
- ↘ negotiation
- ↘ conditions for effective teaching and learning
- ↘ social security

### What are some key issues addressed by the 1966 Recommendation?

**Professionalism:** “Teaching should be regarded as a profession: it is a form of public service which requires of teachers expert knowledge and specialized skills, acquired and maintained through rigorous and continuing study; it also calls for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge.” (III.6).

**Co-operation in policy issues:** “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.” (IV.10k).

**Teacher-training:** “The staff of teacher-preparation institutions should be qualified to teach in their own discipline at a level equivalent to that of higher education. The staff teaching pedagogical subjects should have had experience of teaching in schools and wherever possible should have this experience periodically refreshed by secondment to teaching duties in schools.” (V.25).

**Professional freedom:** “The teaching profession should enjoy academic freedom in the discharge of professional duties. Since teachers are particularly qualified to judge the teaching aids and methods most suitable for their pupils, they should be given the essential role in the choice and adaptation of teaching material, the selection of textbooks, and the application of teaching methods, within the framework of approved programmes, and with the assistance of the educational authorities.” (VIII.61).

**Responsibilities:** “Professional standards relating to the teacher performance should be defined and maintained with the participation of teachers’ organizations[...] Codes of ethics should be established by teachers’ organizations, since such codes greatly contribute to ensuring the prestige of the profession and the exercise of professional duties in accordance with agreed principals.” (VIII.71 & 73).

**Rights:** “Both salaries and working conditions for teachers should be determined through a process of negotiation between teachers’ organizations and the employers of teachers.” (VIII.82).

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**Hours of work:** “In fixing hours of teaching, account should be taken of all factors which are relevant to the teacher’s work load, such as: (a) the number of pupils with whom the teacher is required to work per day and per week [...]; (e) the desirability of providing time in which the teacher may report to and consult with parents regarding pupil progress.” (IX.90 a & e).

**Salaries:** “Teachers’ salaries should: (a) reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into service [...] (d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.” (X.115).

**Teacher shortages:** “It should be a guiding principle that any severe supply problem [viz., teacher shortage] should be dealt with by measures which are recognized as exceptional, which do not detract from or endanger in any way professional standards already established or to be established and which minimize educational loss to pupils” (XII.141).

### **What areas are covered by the 1997 Recommendation?**

The 1997 Recommendation addresses similar key areas as the 1966 Recommendation, but with regard to higher education teachers and research personnel. It also emphasizes important aspects such as academic freedom and institutional autonomy.

**Professionalism:** “Teaching in higher education is a profession: it is a form of public service that requires of higher education personnel expert knowledge and specialized skills acquired and maintained through rigorous and lifelong study and research; it also calls for a sense of personal and institutional responsibility for the education and welfare of students and of the community at large and for a commitment to high professional standards in scholarship and research.” (III.6).

**Institutional autonomy and accountability:** “[...] Autonomy is that degree of self-governance necessary for effective decision making by institutions of higher education regarding their academic work, standards, management and related activities consistent with systems of public accountability,

especially in respect of funding provided by the state, and respect for academic freedom and human rights.” (V.A.17).

***Individual rights and freedoms:*** “Higher-education teaching personnel have a right to carry out research work without any interference, or any suppression, in accordance with their professional responsibility and subject to nationally and internationally recognized professional principles of intellectual rigour, scientific inquiry and research ethics. They should also have the right to publish and communicate the conclusions of the research of which they are authors or co-authors...” (VI.A.29).

***Terms and conditions of employment*** “Higher education teaching personnel should enjoy [...] a just and open system of career development including fair procedures for appointment, tenure where applicable, promotion, dismissal and other related matters” (IX.A.43.a).

***Security of employment:*** “[...] Tenure or its functional equivalent, where applicable, should be safeguarded as far as possible even when changes in the organization of or within a higher education institution or system are made, and should be granted, after a reasonable period of probation, to those who meet stated objective criteria in teaching, and/or scholarship, and/or research to the satisfaction of an academic body, and/or extension work to the satisfaction of the institution of higher education.” (IX.B.46).

***Appraisal:*** “Higher education institutions should ensure that: (a) evaluation and assessment of the work of higher-education teaching personnel are an integral part of the teaching, learning and research process, and that their major function is the development of individuals in accordance with their interests and capacities; (b) evaluation is based only on academic criteria of competence in research, teaching and other academic or professional duties as interpreted by academic peer...(f) higher-education teaching personnel have the right to appeal to an impartial body against assessments which they deem to be unjustified.”(IX.47).

***Negotiation of terms and conditions of employment:*** “Higher-education teaching personnel should enjoy the right to freedom of association, and this right should be effectively promoted. Collective bargaining or an equivalent procedure should be promoted in accordance with the standards of the International Labour Organization (ILO)...” (IX.E.52).

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***Terms and conditions of employment of women, disabled, and part-time higher education teaching personnel:*** All necessary measures should be taken to ensure equality of opportunity and treatment of women higher-education teaching personnel, and that the conditions of work of disabled higher-education teaching personnel are consistent with international standards (IX.H.70 and IX.I.71); part-time higher education teaching personnel should enjoy equivalent basic conditions of employment and benefits equivalent to those of higher-education teaching personnel employed on a full-time basis” (IX.H.72).

### **I am a teacher. How can the Recommendations help me?**

Whatever your tasks as a teacher at any level, the 1966 and the 1997 Recommendations provide a working definition of your responsibilities and rights and set guidelines for dialogue between educational authorities, teachers and their associations.

In such dialogue, you can use the Recommendations as an international frame of reference with regard to pertinent topics such as accelerated initial training, class size, teaching aids, work load, merit rating systems, maternity leave, and social security. The Recommendations also can be used as the basis for the development of a code of ethics for your profession in your community, province, state, region, or country.

### **I am an early childhood educator. Do the Recommendations apply to me?**

The 1966 Recommendation applies to teachers at the “nursery” level, which covers pre-primary education. The ILO policy guidelines on the promotion of decent work for early childhood education personnel (2014) provide further guidance on working and teaching conditions for early childhood educators, including educational settings for very young children. The guidelines are based on principles of the 1966 Recommendation.

### **I work for an education authority or national government. Are these Recommendations relevant for me?**

If your work entails policy, planning, or programmatic work which affects teachers and teaching personnel, the Recommendations are also intended

for you. They were designed to serve as a basis for national laws or practices concerning teachers, and to influence the development of those laws and practices. The provisions of the Recommendations again provide an international frame of reference for your discussions and negotiations with teachers and their organizations.

Provisions of the Recommendations can be incorporated into your national teacher-training programmes, and in any national guidelines for issues such as teachers' health, rural education, and human resource development.

### **I am a private education employer. How can I use the Recommendations?**

Both Recommendations apply in public and private settings. The principles set out in the Recommendations can be used as guidelines for good practice in policies for teaching staff. They can be used as a reference for dialogue with organizations representing staff, and for discussions with public authorities concerning private school policy.

### **I am currently on “contract” status. How can these Recommendations help me?**

Both recommendations provide guidelines for ensuring and safeguarding security of employment as well as for the negotiation of terms and conditions of employment. As a contract teacher, you can cite the Recommendations as an international standard that advises the need for all teachers, including contract teachers, to have the necessary education, training and support so as not to undermine professional standards or the quality of education. For example, the 1966 Recommendation states “... where supply considerations may necessitate short-term intensive emergency preparation programmes for teachers, a fully professional, extensive programme should be available in order to produce a corps of professionally prepared teachers competent to guide and direct the educational enterprise” and “Students admitted to training in short-term, emergency programmes should be selected in terms of the standards applying to admission to the normal professional programme, or even higher ones, to ensure that they will be capable of subsequently completing the requirements of the full programme.” (XII, 142 & 143).

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### **As a part-time teacher, do the Recommendations take account of my situation as well?**

Yes, both the 1966 Recommendation take into account the value and rights of part-time teachers. Quoting from Paragraph 72 of the 1997 Recommendation: “Teachers employed regularly on a part-time basis should:

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

### **Have new issues emerged which the Recommendations do not address?**

The Recommendations cover numerous issues which have remained highly relevant in the teaching profession over the past 50 years. Nonetheless, certain issues topics are not addressed fully. Gender remains a critical issue, particularly concerning pay equity, violence against teachers and discrimination. Both Recommendations address gender issues to some extent by reference to women teachers. The language of the text is occasionally not adequately sensitive to gender. The Recommendations do not specifically discuss HIV and AIDS although they refer to health, e.g. social security, medical care, sickness benefit, invalidity benefit; salaries, workload, social security benefits, health and safety, equally applicable to HIV infected and affected teachers. Specific reference is not made to Information and Communication Technology (ICT), Open and Distance Learning (ODL) or globalization, but the Recommendations broadly address issues relating to these (access to modern teaching, research and information resources, teaching methods, international exchange of information).

### **Are the Recommendations legally binding?**

No. Unlike a Convention, a Recommendation is not subject to national ratification nor does it have national signatories. However, all Member States of ILO and UNESCO, whether or not they voted for it or approved it, are obliged to be familiar with its provisions and have been invited by ILO and UNESCO to apply it in their respective countries. It therefore has a strong persuasive effect.

### **If these Recommendations are not legally binding, how do ILO and UNESCO work together to support their implementation?**

UNESCO and ILO work together to support the Recommendations through:

- the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning the Status of Teaching Personnel (CEART). Its task is to monitor and promote the application of the Recommendations and to advise ILO and UNESCO on better ways to promote knowledge and use of the standard in Member States.
- organizing seminars at all levels in which representatives of government, teachers' organizations and private school employers arrive by consensus at strategies for concrete action to improve the condition of teachers. This process is based on "social dialogue."
- undertaking case studies and statistical studies which highlight current issues and practice.
- providing information and technical advice to educational authorities and teachers' organizations on changes in laws, regulations, and practices affecting teachers.
- promoting the celebration of World Teachers' Day each October 5th. The date commemorates the fact that on 5 October 1966, the Recommendation was adopted by a special conference of UNESCO and ILO.
- promoting the Recommendations through presentations at international fora, conferences and workshops.



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### **Who are the CEART members?**

CEART comprises twelve independent experts, six appointed by the ILO and six appointed by UNESCO. They are drawn from all regions of the world, taking into account geographical and gender representation, as well as their expertise in the areas covered by both Recommendations, including expertise in law and legal affairs, labour relations and social dialogue, and education. Members of CEART serve in their personal capacity.

### **What does the CEART do?**

- The CEART meets every three years to examine studies, reports and information concerning the application of the two Recommendations. These are provided by governments, teachers' organizations, international organizations with a strong stake in education, as well as those being commissioned by UNESCO and ILO. Based on this examination the CEART issues its own report, summarizing the status of teachers world-wide and proposing concrete actions for governments, social partners, ILO and UNESCO. The CEART report is discussed by the ILO Governing Body and the International Labour Conference and the UNESCO Executive Board and is sent to all Member States.
- The CEART Working Group on Allegations examines allegations from teachers' organizations on the non-observance of provisions of the Recommendations in Member States. It issues findings and makes suggestions for the resolution of the problem or conflict.

### **What is the procedure for raising an issue to the CEART on non-adherence to the Recommendations and how is this processed?**

National and international teachers' organizations may submit to the CEART information in the form of allegations concerning the non-application of the provisions of the Recommendations in a given country. To be receivable, an allegation must be related to the provisions of the Recommendations, must emanate from a national or international teachers' organization and must not fall within the competence of other bodies of ILO and UNESCO established to monitor conventions or other international

instruments. Examples of allegations range from issues of remuneration and delays in salary payments, arbitrary and illegal termination or discrimination in teachers' employment/career, the introduction of teacher evaluation systems and merit pay without due consultation, or restrictions on professional rights.

On receipt of an allegation which is deemed receivable, the Secretariat of the Joint Committee submits the allegation to the Government of the country in question for its comments. The response of the Government is then communicated to the organization(s) who can respond or add new information. Their response is transmitted to the Government for its final remarks, if any. Subsequently, the allegation and all observations of the parties are submitted to the Joint Committee for examination, either at an ordinary or special session. The Joint Committee's views will in turn be published as part of its report. In the event that a Government which has been requested to make observations on an allegation fails to respond within a reasonable time following the original communication and a reminder, the allegation is forwarded to the Joint Committee with a note that the Government has failed to respond. The Joint Committee's reports are then submitted to the Governing Body of ILO, with a request that the reports of its ordinary sessions be transmitted to the Committee on the Application of Conventions and Recommendations of the International Labour Conference, and to the Committee on Conventions and Recommendations of the Executive Board of UNESCO, for transmission to the General Conference.

### **Are there other ILO or UNESCO standard-setting instruments which are of relevance to teachers?**

Yes, both UNESCO and ILO have other standard-setting instruments related to teachers. These are not monitored by CEART but rather by the relevant ILO or UNESCO bodies. The other instruments include:

- ✎ ILO conventions such as No. 87 on Freedom of Association and Protection of the Right to Organize, No. 98 on the Right to Organize and Collective Bargaining, and No. 111 on Discrimination (Employment and Occupation); their basic principles are summarized in the ILO Declaration on Fundamental Principles and Rights at Work. These

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ILO standards are monitored by such bodies as the ILO Committee of Experts on the Application of Conventions and Recommendations.

- ↘ UNESCO Conventions such as the Convention against Discrimination in Education, the Convention on Technical and Vocational Education, the Recommendation against Discrimination in Education, and the Recommendation on the Recognition of Studies and Qualifications in Higher Education. These are monitored by bodies such as the UNESCO Committee on Conventions and Recommendations.

**Where can I get further information?**

[www.ilo.org/education](http://www.ilo.org/education)

[www.unesco.org](http://www.unesco.org)

**The ILO/UNESCO Recommendation  
concerning the Status of Teachers**

5 October 1966

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The Special Intergovernmental Conference on the Status of Teachers,

*Recalling* that the right to education is a fundamental human right,

*Conscious* of the responsibility of the States for the provision of proper education for all in fulfilment of Article 26 of the Universal Declaration of Human Rights, of Principles 5, 7 and 10 of the Declaration of the Rights of the Child and of the United Nations Declaration concerning the Promotion among Youth of the Ideals of Peace, Mutual Respect and Understanding between Peoples,

*Aware* of the need for more extensive and widespread general and technical and vocational education, with a view to making full use of all the talent and intelligence available as an essential contribution to continued moral and cultural progress and economic and social advancement,

*Recognizing* the essential role of teachers in educational advancement and the importance of their contribution to the development of man and modern society,

*Concerned* to ensure that teachers enjoy the status commensurate with this role,

*Taking into account* the great diversity of the laws, regulations and customs which, in different countries, determine the patterns and organization of education,

*Taking also into account* the diversity of the arrangements which in different countries apply to teaching staff, in particular according to whether the regulations concerning the public service apply to them,

*Convinced* that in spite of these differences similar questions arise in all countries with regard to the status of teachers and that these questions call for the application of a set of common standards and measures, which it is the purpose of this Recommendation to set out,

*Noting* the terms of existing international conventions which are applicable to teachers, and in particular of instruments concerned with basic human rights such as the Freedom of Association and Protection of the Right to Organize Convention, 1948, the Right to Organize and Collective Bargaining Convention, 1949, the Equal Remuneration Convention, 1951, and the

Discrimination (Employment and Occupation) Convention, 1958, adopted by the General Conference of the International Labour Organization, and the Convention against Discrimination in Education, 1960, adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization,

*Noting* also the recommendations on various aspects of the preparation and the status of teachers in primary and secondary schools adopted by the International Conference on Public Education convened jointly by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, and the Recommendation concerning Technical and Vocational Education, 1962, adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization,

*Desiring* to supplement existing standards by provisions relating to problems of peculiar concern to teachers and to remedy the problems of teacher shortage,

*Has adopted* this Recommendation:

## **I. Definitions**

1. For the purpose of the Recommendation:
  - (a) the word ‘teacher’ covers all those persons in schools who are responsible for the education of pupils;
  - (b) the expression ‘status’ as used in relation to teachers means both the standing or regard accorded them, as evidenced by the level of appreciation of the importance of their function and of their competence in performing it, and the working conditions, remuneration and other material benefits accorded them relative to other professional groups.

## **II. Scope**

2. This Recommendation applies to all teachers in both public and private schools up to the completion of the secondary stage of education, whether nursery, kindergarten, primary, intermediate

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or secondary, including those providing technical, vocational, or art education.

### **III. Guiding principles**

3. Education from the earliest school years should be directed to the all-round development of the human personality and to the spiritual, moral, social, cultural and economic progress of the community, as well as to the inculcation of deep respect for human rights and fundamental freedoms; within the framework of these values the utmost importance should be attached to the contribution to be made by education to peace and to understanding, tolerance and friendship among all nations and among racial or religious groups.
4. It should be recognized that advance in education depends largely on the qualifications and ability of the teaching staff in general and on the human, pedagogical and technical qualities of the individual teachers.
5. The status of teachers should be commensurate with the needs of education as assessed in the light of educational aims and objectives; it should be recognized that the proper status of teachers and due public regard for the profession of teaching are of major importance for the full realization of these aims and objectives.
6. Teaching should be regarded as a profession: it is a form of public service which requires of teachers expert knowledge and specialized skills, acquired and maintained through rigorous and continuing study; it calls also for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge.
7. All aspects of the preparation and employment of teachers should be free from any form of discrimination on grounds of race, colour, sex, religion, political opinion, national or social origin, or economic condition.
8. Working conditions for teachers should be such as will best promote effective learning and enable teachers to concentrate on their professional tasks.

9. Teachers' organizations should be recognized as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of educational policy.

#### **IV. Educational objectives and policies**

10. Appropriate measures should be taken in each country to the extent necessary to formulate comprehensive educational policies consistent with the Guiding Principles, drawing on all available resources, human and otherwise. In so doing, the competent authorities should take account of the consequences for teachers of the following principles and objectives:
  - (a) it is the fundamental right of every child to be provided with the fullest possible educational opportunities; due attention should be paid to children requiring special educational treatment;
  - (b) all facilities should be made available equally to enable every person to enjoy his right to education without discrimination on grounds of sex, race, colour, religion, political opinion, national or social origin, or economic condition;
  - (c) since education is a service of fundamental importance in the general public interest, it should be recognized as a responsibility of the State, which should provide an adequate network of schools, free education in these schools and material assistance to needy pupils; this should not be construed so as to interfere with the liberty of the parents and, when applicable, legal guardians to choose for their children schools other than those established by the State, or so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions which conform to such minimum educational standards as may be laid down or approved by the State;
  - (d) since education is an essential factor in economic growth, educational planning should form an integral part of total economic and social planning undertaken to improve living conditions;
  - (e) since education is a continuous process the various branches of the teaching service should be so co-ordinated as both to



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- improve the quality of education for all pupils and to enhance the status of teachers;
- (f) there should be free access to a flexible system of schools, properly interrelated, so that nothing restricts the opportunities for each child to progress to any level in any type of education;
  - (g) as an educational objective, no State should be satisfied with mere quantity, but should seek also to improve quality;
  - (h) in education both long-term and short-term planning and programming are necessary; the efficient integration in the community of today's pupils will depend more on future needs than on present requirements;
  - (i) all educational planning should include at each stage early provision for the training, and the further training, of sufficient numbers of fully competent and qualified teachers of the country concerned who are familiar with the life of their people and able to teach in the mother tongue;
  - (j) co-ordinated systematic and continuing research and action in the field of teacher preparation and in-service training are essential, including, at the international level, co-operative projects and the exchange of research findings;
  - (k) 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;
  - (l) as the achievement of the aims and objectives of education largely depends on the financial means made available to it, 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.

## **V. Preparation for the profession**

### **Selection**

11. Policy governing entry into preparation for teaching should rest on the need to provide society with an adequate supply of teachers who possess the necessary moral, intellectual and physical qualities and who have the required professional knowledge and skills.
12. To met this need, educational authorities should provide adequate inducements to prepare for teaching and sufficient places in appropriate institutions.
13. Completion of an approved course in an appropriate teacher-preparation institution should be required of all persons entering the profession.
14. 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.
15. While the general standards for admission to teacher preparation should be maintained, persons who may lack some of the formal academic requirements for admission, but who possess valuable experience, particularly in technical and vocational fields, may be admitted.
16. Adequate grants or financial assistance should be available to students preparing for teaching to enable them to follow the courses provided and to live decently; as far as possible the competent authorities should seek to establish a system of free teacher-preparation institutions.
17. Information concerning the opportunities and the grants or financial assistance for teacher preparation should be readily available to students and other persons who may wish to prepare for teaching.
18. (1) Fair consideration should be given to the value of teacher-preparation programmes completed in other countries as establishing in whole or in part the right to practice teaching.

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- (2) Steps should be taken with a view to achieving international recognition of teaching credentials conferring professional status in terms of standards agreed to internationally.

### **Teacher preparation programmes**

19. The purpose of a teacher-preparation programme should be to develop in each student his general education and personal culture, his ability to teach and educate others, an awareness of the principles which underlie good human relations, within and across national boundaries, and a sense of responsibility to contribute both by teaching and by example to social, cultural and economic progress.
20. Fundamentally a teacher-preparation programme should include:
- (a) general studies;
  - (b) study of the main elements of philosophy, psychology, sociology as applied to education, the theory and history of education, and of comparative education, experimental pedagogy, school administration and methods of teaching the various subjects;
  - (c) studies related to the student's intended field of teaching;
  - (d) practice in teaching and in conducting extra-curricular activities under the guidance of fully qualified teachers.
21. (1) All teachers should be prepared in general, special and pedagogical subjects in universities, or in institutions on a level comparable to universities, or else in special institutions for the preparation of teachers.
- (2) The content of teacher-preparation programmes may reasonably vary according to the tasks the teachers are required to perform in different types of schools, such as establishments for handicapped children or technical and vocational schools. In the latter case, the programmes might include some practical experience to be acquired in industry, commerce or agriculture.

22. A teacher-preparation programme may provide for a professional course either concurrently with or subsequent to a course of personal academic or specialized education or skill cultivation.
23. Education for teaching should normally be full-time; special arrangements may be made for older entrants to the profession and persons in other exceptional categories to undertake all or part of their course on a part-time basis, on condition that the content of such courses and the standards of attainment are on the same level as those of the full-time courses.
24. Consideration should be given to the desirability of providing for the education of different types of teachers, whether primary, secondary, technical, specialist or vocational teachers, in institutions organically related or geographically adjacent to one another.

### **Teacher-preparation institutions**

25. The staff of teacher-preparation institutions should be qualified to teach in their own discipline at a level equivalent to that of higher education. The staff teaching pedagogical subjects should have had experience of teaching in schools and wherever possible should have this experience periodically refreshed by secondment to teaching duties in schools.
26. Research and experimentation in education and in the teaching of particular subjects should be promoted through the provision of research facilities in teacher-preparation institutions and research work by their staff and students. All staff concerned with teacher education 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.
27. Students as well as staff should have the opportunity of expressing their views on the arrangements governing the life, work and discipline of a teacher-preparation institution.
28. Teacher-preparation institutions should form a focus of development in the education service, both keeping schools abreast of the results

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of research and methodological progress, and reflecting in their own work the experience of schools and teachers.

29. The teacher-preparation institutions should, either severally or jointly, and in collaboration with another institution of higher education or with the competent education authorities, or not, be responsible for certifying that the student has satisfactorily completed the course.
30. School authorities, in co-operation with teacher-preparation institutions, should take appropriate measures to provide the newly-trained teachers with an employment in keeping with their preparation, and individual wishes and circumstances.

## **VI. Further education for teachers**

31. Authorities and teachers should recognize the importance of in-service education designed to secure a systematic improvement of the quality and content of education and of teaching techniques.
32. Authorities, in consultation with teachers' organizations, should promote the establishment of a wide system of in-service education, available free to all teachers. Such a system should provide a variety of arrangements and should involve the participation of teacher-preparation institutions, scientific and cultural institutions, and teachers' organizations. Refresher courses should be provided, especially for teachers returning to teaching after a break in service.
33. (1) Courses and other appropriate facilities should be so designed as to enable teachers to improve their qualifications, to alter or enlarge the scope of their work or seek promotion and to keep up to date with their subject and field of education as regards both content and method.  
  
(2) Measures should be taken to make books and other material available to teachers to improve their general education and professional qualifications.
34. Teachers should be given both the opportunities and the incentives to participate in courses and facilities and should take full advantage of them.

35. School authorities should make every endeavour to ensure that schools can apply relevant research findings both in the subjects of study and in teaching methods.
36. Authorities should encourage and, as far as possible, assist teachers to travel in their own country and abroad, either in groups or individually, with a view to their further education.
37. It would be desirable that 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.

## **VII. Employment and career**

### **Entry into the teaching profession**

38. In collaboration with teachers' organizations, policy governing recruitment into employment should be clearly defined at the appropriate level and rules should be established laying down the teachers' obligations and rights.
39. A probationary period on entry to teaching should be recognized both by teachers and by employers as the opportunity for the encouragement and helpful initiation of the entrant and for the establishment and maintenance of proper professional standards as well as the teacher's own development of his practical teaching proficiency. The normal duration of probation should be known in advance and the conditions for its satisfactory completion should be strictly related to professional competence. If the teacher is failing to complete his probation satisfactorily, he should be informed of the reasons and should have the right to make representations.

### **Advancement and promotion**

40. Teachers should be able, subject to their having the necessary qualifications, to move from one type or level of school to another within the education service.
41. The organization and structure of an education service, including that of individual schools, should provide adequate opportunities

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for and recognition of additional responsibilities to be exercised by individual teachers, on condition that those responsibilities are not detrimental to the quality or regularity of their teaching work.

42. Consideration should be given to the advantages of schools sufficiently large for pupils to have the benefits and staff the opportunities to be derived from a range of responsibilities being carried by different teachers.
43. Posts of responsibility in education, such as that of inspector, educational administrator, director of education or other posts of special responsibility, should be given as far as possible to experienced teachers.
44. Promotion should be based on an objective assessment of the teacher's qualifications for the new post, by reference to strictly professional criteria laid down in consultation with teachers' organizations.

### **Security of tenure**

45. Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organization of or within a school system are made.
46. Teachers should be adequately protected against arbitrary action affecting their professional standing or career.

### **Disciplinary procedures related to breaches of professional conduct**

47. Disciplinary measures applicable to teachers guilty of breaches of professional conduct should be clearly defined. The proceedings and any resulting action should only be made public if the teacher so requests, except where prohibition from teaching is involved or the protection or well-being of the pupils so requires.
48. The authorities or bodies competent to propose or apply sanctions and penalties should be clearly designated.
49. Teachers' organizations should be consulted when the machinery to deal with disciplinary matters is established.

50. Every teacher should enjoy equitable safeguards at each stage of any disciplinary procedure, and in particular:
  - (a) the right to be informed in writing of the allegations and the grounds for them;
  - (b) the right to full access to the evidence in the case;
  - (c) the right to defend himself and to be defended by a representative of his choice, adequate time being given to the teacher for the preparation of his defence;
  - (d) the right to be informed in writing of the decisions reached and the reasons for them;
  - (e) the right to appeal to clearly designated competent authorities or bodies.
51. Authorities should recognize that effectiveness of disciplinary safeguards as well as discipline itself would be greatly enhanced if the teachers were judged with the participation of their peers.
52. The provisions of the foregoing paragraphs 47-51 do not in any way affect the procedures normally applicable under national laws or regulations to acts punishable under criminal laws.

### **Medical examinations**

53. Teachers should be required to undergo periodical medical examinations, which should be provided free.

### **Women teachers with family responsibilities**

54. Marriage should not be considered a bar to the appointment or to the continued employment of women teachers, nor should it affect remuneration or other conditions of work.
55. Employers should be prohibited from terminating contracts of service for reasons of pregnancy and maternity leave.
56. Arrangements such as creches or nurseries should be considered where desirable to take care of the children of teachers with family responsibilities.



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57. Measures should be taken to permit women teachers with family responsibilities to obtain teaching posts in the locality of their homes and to enable married couples, both of whom are teachers, to teach in the same general neighbourhood or in one and the same school.
  58. In appropriate circumstances women teachers with family responsibilities who have left the profession before retirement age should be encouraged to return to teaching.

### **Part-time service**

59. Authorities and schools should recognize the value of part-time service given, in case of need, by qualified teachers who for some reason cannot give full-time service.
60. Teachers employed regularly on a part-time basis should:
  - (a) receive proportionately the same remuneration and enjoy the same basic conditions of employment as teachers employed on a full-time basis;
  - (b) be granted rights corresponding to those of teachers employed on a full time basis as regards holidays with pay, sick leave and maternity leave, subject to the same eligibility requirements; and
  - (c) be entitled to adequate and appropriate social security protection, including coverage under employers' pension schemes.

## **VIII. The rights and responsibilities of teachers**

### **Professional freedom**

61. The teaching profession should enjoy academic freedom in the discharge of professional duties. Since teachers are particularly qualified to judge the teaching aids and methods most suitable for their pupils, they should be given the essential role in the choice and the adaptation of teaching material, the selection of textbooks and the application of teaching methods, within the framework of approved programmes, and with the assistance of the educational authorities.

62. Teachers and their organizations should participate in the development of new courses, textbooks and teaching aids
63. Any systems of inspection or supervision should be designed to encourage and help teachers in the performance of their professional tasks and should be such as not to diminish the freedom, initiative and responsibility of teachers.
64. (1) Where any kind of direct assessment of the teacher's work is required, such assessment should be objective and should be made known to the teacher.  
(2) Teachers should have a right to appeal against assessments which they deem to be unjustified.
65. Teachers should be free to make use of such evaluation techniques as they may deem useful for the appraisal of pupils' progress, but should ensure that no unfairness to individual pupils results.
66. The authorities should give due weight to the recommendations of teachers regarding the suitability of individual pupils for courses and further education of different kinds.
67. Every possible effort should be made to promote close co-operation between teachers and parents in the interests of pupils, but teachers should be protected against unfair or unwarranted interference by parents in matters which are essentially the teacher's professional responsibility.
68. (1) Parents having a complaint against a school or a teacher should be given the opportunity of discussing it in the first instance with the school principal and the teacher concerned. Any complaint subsequently addressed to higher authority should be put in writing and a copy should be supplied to the teacher.  
(2) Investigations of complaints should be so conducted that the teachers are given a fair opportunity to defend themselves and that no publicity is given to the proceedings.
69. While teachers should exercise the utmost care to avoid accidents to pupils, employers of teachers should safeguard them against the

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risk of having damages assessed against them in the event of injury to pupils occurring at school or in school activities away from the school premises or grounds.

### **Responsibilities of teachers**

70. Recognizing that the status of their profession depends to a considerable extent upon teachers themselves, all teachers should seek to achieve the highest possible standards in all their professional work.
71. Professional standards relating to teacher performance should be defined and maintained with the participation of the teachers' organizations.
72. Teachers and teachers' organizations should seek to co-operate fully with authorities in the interests of the pupils, of the education service and of society generally.
73. Codes of ethics or of conduct should be established by the teachers' organizations, since such codes greatly contribute to ensuring the prestige of the profession and the exercise of professional duties in accordance with agreed principles.
74. Teachers should be prepared to take their part in extra-curricular activities for the benefit of pupils and adults.

### **Relations between teachers and the education service as a whole**

75. In order that teachers may discharge their responsibilities, authorities should establish and regularly use recognized means of consultation with teachers' organizations on such matters as educational policy, school organization, and new developments in the education service.
76. Authorities and teachers should recognize the importance of the participation of teachers, through their organizations and in other ways, in steps designed to improve the quality of the education service, in educational research, and in the development and dissemination of new improved methods.
77. Authorities should facilitate the establishment and the work of panels designed, within a school or within a broader framework, to promote

the co-operation of teachers of the same subject and should take due account of the opinions and suggestions of such panels.

78. Administrative and other staff who are responsible for aspects of the education service should seek to establish good relations with teachers and this approach should be equally reciprocated.

### **Rights of teachers**

79. 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.
80. Teachers should be free to exercise all civic rights generally enjoyed by citizens and should be eligible for public office.
81. Where the requirements of public office are such that the teacher has to relinquish his teaching duties, he should be retained in the profession for seniority and pension purposes and should be able to return to his previous post or to an equivalent post after his term of public office has expired.
82. Both salaries and working conditions for teachers should be determined through the process of negotiation between teachers' organizations and the employers of teachers.
83. Statutory or voluntary machinery should be established whereby the right of teachers to negotiate through their organizations with their employers, either public or private, is assured.
84. Appropriate joint machinery should be set up to deal with the settlement of disputes between the teachers and their employers arising out of terms and conditions of employment. If the means and procedures established for these purposes should be exhausted or 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.

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## **IX. Conditions for effective teaching and learning**

85. Since the teacher is a valuable specialist, his work should be so organized and assisted as to avoid waste of his time and energy.

### **Class size**

86. Class size should be such as to permit the teacher to give the pupils individual attention. From time to time provision may be made for small group or even individual instruction for such purposes as remedial work, and on occasion, for large group instruction employing audio-visual aids.

### **Ancillary staff**

87. With a view to enabling teachers to concentrate on their professional tasks, schools should be provided with ancillary staff to perform non-teaching duties.

### **Teaching aids**

88. (1) Authorities should provide teachers and pupils with modern aids to teaching. Such aids should not be regarded as a substitute for the teacher but as a means of improving the quality of teaching and extending to a larger number of pupils the benefits of education.
- (2) Authorities should promote research into the use of such aids and encourage teachers to participate actively in such research.

### **Hours of work**

89. The hours teachers are required to work per day and per week should be established in consultation with teachers' organizations.
90. In fixing hours of teaching account should be taken of all factors which are relevant to the teacher's work load, such as:
- (a) the number of pupils with whom the teacher is required to work per day and per week;
  - (b) the necessity to provide time for adequate planning and preparation of lessons and for evaluation of work;

- (c) the number of different lessons assigned to be taught each day;
  - (d) the demands upon the time of the teacher imposed by participation in research, in co-curricular and extra-curricular activities, in supervisory duties and in counselling of pupils;
  - (e) the desirability of providing time in which teachers may report to and consult with parents regarding pupil progress.
91. Teachers should be provided time necessary for taking part in in-service training programmes.
  92. Participation of teachers in extra-curricular activities should not constitute an excessive burden and should not interfere with the fulfilment of the main duties of the teacher.
  93. Teachers assigned special educational responsibilities in addition to classroom instruction should have their normal hours of teaching reduced correspondingly.

#### **Annual holidays with pay**

94. All teachers should enjoy a right to adequate annual vacation with full pay.

#### **Study leave**

95. (1) Teachers should be granted study leave on full or partial pay at intervals.  
(2) The period of study leave should be counted for seniority and pension purposes.  
(3) Teachers in areas which are remote from population centres and are recognized as such by the public authorities should be given study leave more frequently.

#### **Special leave**

96. Leave of absence granted within the framework of bilateral and multilateral cultural exchanges should be considered as service.
97. Teachers attached to technical assistance projects should be granted leave of absence and their seniority, eligibility for promotion

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and pension rights in the home country should be safeguarded. In addition special arrangements should be made to cover their extraordinary expenses.

98. Foreign guest teachers should similarly be given leave of absence by their home countries and have their seniority and pension rights safeguarded.
99. (1) Teachers should be granted occasional leave of absence with full pay to enable them to participate in the activities of their organizations.  
  
(2) Teachers should have the right to take up office in their organizations; in such case their entitlements should be similar to those of teachers holding public office.
100. Teachers should be granted leave of absence with full pay for adequate personal reasons under arrangements specified in advance of employment.

### **Sick leave and maternity leave**

101. (1) Teachers should be entitled to sick leave with pay.  
  
(2) In determining the period during which full or partial pay shall be payable, account should be taken of cases in which it is necessary for teachers to be isolated from pupils for long periods.
102. Effect should be given to the standards laid down by the International Labour Organization in the field of maternity protection, and in particular the Maternity Protection Convention, 1919, and the Maternity Protection Convention (Revised), 1952, as well as to the standards referred to in paragraph 126 of this Recommendation.
103. Women teachers with children should be encouraged to remain in the service by such measures as enabling them, at their request, to take additional unpaid leave of up to one year after childbirth without loss of employment, all rights resulting from employment being fully safeguarded.

### **Teacher exchange**

104. Authorities should recognize the value both to the education service and to teachers themselves of professional and cultural exchanges between countries and of travel abroad on the part of teachers; they should seek to extend such opportunities and take account of the experience acquired abroad by individual teachers.
105. Recruitment for such exchanges should be arranged without any discrimination, and the persons concerned should not be considered as representing any particular political view.
106. Teachers who travel in order to study and work abroad should be given adequate facilities to do so and proper safeguards of their posts and status.
107. Teachers should be encouraged to share teaching experience gained abroad with other members of the profession.

### **School buildings**

108. School buildings should be safe and attractive in overall design and functional in layout; they should lend themselves to effective teaching, and to use for extra-curricular activities and, especially in rural areas, as a community centre; they should be constructed in accordance with established sanitary standards and with a view to durability, adaptability and easy, economic maintenance.
109. Authorities should ensure that school premises are properly maintained, so as not to threaten in any way the health and safety of pupils and teachers.
110. In the planning of new schools representative teacher opinion should be consulted. In providing new or additional accommodation for an existing school the staff of the school concerned should be consulted.

### **Special provisions for teachers in rural or remote areas**

111. (1) Decent housing, preferably free or at a subsidized rental, should be provided for teachers and their families in areas remote



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from population centres and recognized as such by the public authorities.

- (2) In countries where teachers, in addition to their normal teaching duties, are expected to promote and stimulate community activities, development plans and programmes should include provision for appropriate accommodation for teachers.
112. (1) On appointment or transfer to schools in remote areas, teachers should be paid removal and travel expenses for themselves and their families.
- (2) Teachers in such areas should, where necessary, be given special travel facilities to enable them to maintain their professional standards.
  - (3) Teachers transferred to remote areas should, as an inducement, be reimbursed their travel expenses from their place of work to their home town once a year when they go on leave.
113. Whenever teachers are exposed to particular hardships, they should be compensated by the payment of special hardship allowances, which should be included in earnings taken into account for pension purposes.

## **X. Teachers' salaries**

114. Amongst the various factors which affect the status of teachers, particular importance should be attached to salary, seeing that in present world conditions other factors, such as the standing or regard accorded them and the level of appreciation of the importance of their function, are largely dependent, as in other comparable professions, on the economic position in which they are placed.
115. Teachers' salaries should :
- (a) reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into the service;

- (b) compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;
  - (c) provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualification;
  - (d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.
116. Teachers should be paid on the basis of salary scales established in agreement with the teachers' organizations. In no circumstances should qualified teachers during a probationary period or if employed on a temporary basis be paid on a lower salary scale than that laid down for established teachers.
  117. The salary structure should be planned so as not to give rise to injustices or anomalies tending to lead to friction between different groups of teachers.
  118. Where a maximum number of class contact hours is laid down, a teacher whose regular schedule exceeds the normal maximum should receive additional remuneration on an approved scale.
  119. Salary differentials should be based on objective criteria such as levels of qualification, years of experience or degrees of responsibility but the relationship between the lowest and the highest salary should be of a reasonable order.
  120. In establishing the placement on a basic salary scale of a teacher of vocational or technical subjects who may have no academic degree, allowance should be made for the value of his practical training and experience.
  121. Teachers' salaries should be calculated on an annual basis.
  122. (1) Advancement within the grade through salary increments granted at regular, preferably annual, intervals should be provided.

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- (2) The progression from the minimum to the maximum of the basic salary scale should not extend over a period longer, than, 10 to 15 years.
- (3) Teachers should be granted salary increments for service performed during periods of probationary or temporary appointment.
123. (1) Salary scales for teachers should be reviewed periodically to take into account such factors as a rise in the cost of living, increased productivity leading to higher standards of living in the country or- a general upward movement in wage or salary levels.
- (2) Where a system of salary adjustments automatically following a cost of living index has been adopted, the choice of index should be determined with the participation of the teachers' organizations and any cost-of-living allowance granted should be regarded as an integral part of earnings taken into account for pension purposes.
124. No merit rating system for purposes of salary determination should be introduced or applied without prior consultation with and acceptance by the teachers' organizations concerned.

## **XI. Social security**

### **General provisions**

125. All teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection. Protection should be extended to periods of probation and of training for those who are regularly employed as teachers.
126. (1) Teachers should be protected by social security measures in respect of all the contingencies included in the International Labour Organization Social Security (Minimum Standards) Convention, 1952, namely by medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit.

- (2) The standards of social security provided for teachers should be at least as favourable as those set out in the relevant instruments of the International Labour Organization and in particular the Social Security (Minimum Standards) Convention, 1952.
  - (3) Social security benefits for teachers should be granted as a matter of right.
127. The social security protection of teachers should take account of their particular conditions of employment, as indicated in paragraphs 128-140.

### **Medical care**

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

### **Sickness benefit**

129. (1) Sickness benefit should be granted throughout any period of incapacity for work involving suspension of earnings.
- (2) It should be paid from the first day in each case of suspension of earnings.
  - (3) Where the duration of sickness benefit is limited to a specified period, provisions should be made for extensions in cases in which it is necessary for teachers to be isolated from pupils.

### **Employment injury benefit**

130. Teachers should be protected against the consequences of injuries suffered not only during teaching at school but also when engaged in school activities away from the school premises or grounds.
131. Certain infectious diseases prevalent among children should be regarded as occupational diseases when contracted by teachers who have been exposed to them by virtue of their contact with pupils.

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### **Old-age benefit**

132. Pension credits earned by a teacher under any education authority within a country should be portable should the teacher transfer to employment under any other authority within that country.
133. Taking account of national regulations, teachers who, in case of a duly recognized teacher shortage, continue in service after qualifying for a pension should either receive credit in the calculation of the pension for the additional years of service or be able to gain a supplementary pension through an appropriate agency.
134. Old-age benefit should be so related to final earnings that the teacher may continue to maintain an adequate living standard.

### **Invalidity benefit**

135. Invalidation benefit should be payable to teachers who are forced to discontinue teaching because of physical or mental disability. Provision should be made for the granting of pensions where the contingency is not covered by extended sickness benefit or other means.
136. Where disability is only partial in that the teacher is able to teach part time, partial invalidity benefit should be payable.
137. (1) Invalidation benefit should be so related to final earnings that the teacher may continue to maintain an adequate living standard.  
  
(2) Provision should be made for medical care and allied benefits with a view to restoring or, where this is not possible, improving the health of disabled teachers, as well as for rehabilitation services designed to prepare disabled teachers, wherever possible, for the resumption of their previous activity.

### **Survivors' benefit**

138. The conditions of eligibility for survivors' benefit and the amount of such benefit should be such as to enable survivors to maintain an adequate standard of living and as to secure the welfare and education of surviving dependent children.

### **Means of providing social security for teachers**

139. (1) The social security protection of teachers should be assured as far as possible through a general scheme applicable to employed persons in the public sector or in the private sector as appropriate.
- (2) Where no general scheme is in existence for one or more of the contingencies to be covered, special schemes, statutory or non-statutory, should be established.
- (3) Where the level of benefits under a general scheme is below that provided for in this Recommendation, it should be brought up to the recommended standard by means of supplementary schemes.
140. Consideration should be given to the possibility of associating representatives of teachers' organizations with the administration of special and supplementary schemes, including the investment of their funds.

### **XII. The teacher shortage**

141. (1) It should be a guiding principle that any severe supply problem should be dealt with by measures which are recognized as exceptional, which do not detract from or endanger in any way professional standards already established or to be established and which minimize educational loss to pupils.
- (2) Recognizing that certain expedients designed to deal with the shortage of teachers, such as over-large classes and the unreasonable extension of hours of teaching duty are incompatible with the aims and objectives of education and are detrimental to the pupils, the competent authorities as a matter of urgency should take steps to render these expedients unnecessary and to discontinue them.
142. In developing countries, where supply considerations may necessitate short-term intensive emergency preparation programmes for

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teachers, a fully professional, extensive programme should be available in order to produce corps of professionally prepared teachers competent to guide and direct the educational enterprise.

143. (1) Students admitted to training in short-term, emergency programmes should be selected in terms of the standards applying to admission to the normal professional programme, or even higher ones, to ensure that they will be capable of subsequently completing the requirements of the full programme.
- (2) Arrangements and special facilities, including extra study leave on full pay, should enable such students to complete their qualifications in service.
144. (1) As far as possible, unqualified personnel should be required to work under the close supervision and direction of professionally qualified teachers.
- (2) As a condition of continued employment such persons should be required to obtain or complete their qualifications.
145. Authorities should recognize that improvements in the social and economic status of teachers, their living and working conditions, their terms of employment and their career prospects are the best means of overcoming any existing shortage of competent and experienced teachers, and of attracting to and retaining in the teaching profession substantial numbers of fully qualified persons.

### **XIII. Final provision**

146. Where teachers enjoy a status which is, in certain respects, more favourable than that provided for in this Recommendation, its terms should not be invoked to diminish the status already granted.

**The UNESCO Recommendation  
concerning the Status of Higher-Education  
Teaching Personnel**

11 November 1997



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## Preamble

*The General Conference* of the United Nations Educational, Scientific and Cultural Organization (UNESCO), meeting in Paris from 21 October to 12 November 1997, at its 29th session, Conscious of the responsibility of states for the provision of education for all in fulfilment of Article 26 of the Universal Declaration of Human Rights (1948),

*Recalling* in particular the responsibility of the states for the provision of higher education in fulfilment of Article 13, paragraph 2(c), of the International Covenant on Economic, Social and Cultural Rights (1966),

*Conscious* that higher education and research are instrumental in the pursuit, advancement and transfer of knowledge and constitute an exceptionally rich cultural and scientific asset,

*Also conscious* that governments and important social groups, such as students, industry and labour, are vitally interested in and benefit from the services and outputs of the higher education systems,

*Recognizing* the decisive role of higher education teaching personnel in the advancement of higher education, and the importance of their contribution to the development of humanity and modern society,

*Convinced* that higher-education teaching personnel, like all other citizens, are expected to endeavour to enhance the observance in society of the cultural, economic, social, civil and political rights of all peoples,

*Aware* of the need to reshape higher education to meet social and economic changes and for higher education teaching personnel to participate in this process,

*Expressing concern* regarding the vulnerability of the academic community to untoward political pressures which could undermine academic freedom,

*Considering* that the right to education, teaching and research can only be fully enjoyed in an atmosphere of academic freedom and autonomy for institutions of higher education and that the open communication of findings, hypotheses and opinions lies at the very heart of higher education

and provides the strongest guarantee of the accuracy and objectivity of scholarship and research,

*Concerned* to ensure that higher-education teaching personnel enjoy the status commensurate with this role,

*Recognizing* the diversity of cultures in the world,

*Taking into account* the great diversity of the laws, regulations, practices and traditions which, in different countries, determine the patterns and organization of higher education,

*Mindful* of the diversity of arrangements which apply to higher-education teaching personnel in different countries, in particular according to whether the regulations concerning the public service apply to them,

*Convinced* nevertheless that similar questions arise in all countries with regard to the status of higher education teaching personnel and that these questions call for the adoption of common approaches and so far as practicable the application of common standards which it is the purpose of this Recommendation to set out,

*Bearing in mind* such instruments as the UNESCO Convention against Discrimination in Education (1960), which recognizes that UNESCO has a duty not only to proscribe any form of discrimination in education, but also to promote equality of opportunity and treatment for all in education at all levels, including the conditions under which it is given, as well as the Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation on the Status of Scientific Researchers (1974), as well as the instruments of the International Labour Organization on freedom of association and the right to organize and to collective bargaining and on equality of opportunity and treatment,

*Desiring* to complement existing conventions, covenants and recommendations contained in international standards set out in the appendix with provisions relating to problems of particular concern to higher education institutions and their teaching and research personnel,

*Adopts* the present Recommendation on 11 November 1997

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## I. Definitions

1. For the purpose of this Recommendation:
  - (a) 'higher education' means programmes of study, training or training for research at the post-secondary level provided by universities or other educational establishments that are approved as institutions of higher education by the competent state authorities, and/or through recognized accreditation systems;
  - (b) 'research', within the context of higher education, means original scientific, technological and engineering, medical, cultural, social and human science or educational research which implies careful, critical, disciplined inquiry, varying in technique and method according to the nature and conditions of the problems identified, directed towards the clarification and/or resolution of the problems, and when within an institutional framework, supported by an appropriate infrastructure;
  - (c) 'scholarship' means the processes by which higher-education teaching personnel keep up to date with their subject, engage in scholarly editing, disseminate their work and improve their pedagogical skills as teachers in their discipline and upgrade their academic credentials;
  - (d) 'extension work' means a service by which the resources of an educational institution are extended beyond its confines to serve a widely diversified community within the state or region regarded as the constituent area of the institution, so long as this work does not contradict the mission of the institution. In teaching it may include a wide range of activities such as extra-mural, lifelong and distance education delivered through evening classes, short courses, seminars and institutes. In research it may lead to the provision of expertise to the public, private and non-profit sectors, various types of consultation, and participation in applied research and in implementing research results;
  - (e) 'institutions of higher education' means universities, other educational establishments, centres and structures of higher

education, and centres of research and culture associated with any of the above, public or private, that are approved as such either through recognized accreditation systems or by the competent state authorities;

- (f) ‘higher-education teaching personnel’ means all those persons in institutions or programmes of higher education who are engaged to teach and/or to undertake scholarship and/or to undertake research and/or to provide educational services to students or to the community at large.

## **II. Scope**

2. This Recommendation applies to all higher-education teaching personnel.

## **III. Guiding principles**

3. The global objectives of international peace, understanding, co-operation and sustainable development pursued by each Member State and by the United Nations require, *inter alia*, education for peace and in the culture of peace, as defined by UNESCO, as well as qualified and cultivated graduates of higher education institutions, capable of serving the community as responsible citizens and undertaking effective scholarship and advanced research and, as a consequence, a corps of talented and highly qualified higher-education teaching personnel.
4. Institutions of higher education, and more particularly universities, are communities of scholars preserving, disseminating and expressing freely their opinions on traditional knowledge and culture, and pursuing new knowledge without constriction by prescribed doctrines. The pursuit of new knowledge and its application lie at the heart of the mandate of such institutions of higher education. In higher education institutions where original research is not required, higher-education teaching personnel should maintain and develop knowledge of their subject through scholarship and improved pedagogical skills.

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5. Advances in higher education, scholarship and research depend largely on infrastructure and resources, both human and material, and on the qualifications and expertise of higher-education teaching personnel as well as on their human, pedagogical and technical qualities, underpinned by academic freedom, professional responsibility, collegiality and institutional autonomy.
  6. Teaching in higher education is a profession: it is a form of public service that requires of higher education personnel expert knowledge and specialized skills acquired and maintained through rigorous and lifelong study and research; it also calls for a sense of personal and institutional responsibility for the education and welfare of students and of the community at large and for a commitment to high professional standards in scholarship and research.
  7. Working conditions for higher-education teaching personnel should be such as will best promote effective teaching, scholarship, research and extension work and enable higher-education teaching personnel to carry out their professional tasks.
  8. Organizations which represent higher-education teaching personnel should be considered and recognized as a force which can contribute greatly to educational advancement and which should, therefore, be involved, together with other stakeholders and interested parties, in the determination of higher education policy.
  9. Respect should be shown for the diversity of higher education institution systems in each Member State in accordance with its national laws and practices as well as with international standards.

#### **IV. Educational objectives and policies**

10. At all appropriate stages of their national planning in general, and of their planning for higher education in particular, Member States should take all necessary measures to ensure that:
  - (a) higher education is directed to human development and to the progress of society;

- (b) higher education contributes to the achievement of the goals of lifelong learning and to the development of other forms and levels of education;
  - (c) where public funds are appropriated for higher education institutions, such funds are treated as a public investment, subject to effective public accountability;
  - (d) the funding of higher education is treated as a form of public investment the returns on which are, for the most part, necessarily long term, subject to government and public priorities;
  - (e) the justification for public funding is held constantly before public opinion.
11. Higher-education teaching personnel should have access to libraries which have up-to-date collections reflecting diverse sides of an issue, and whose holdings are not subject to censorship or other forms of intellectual interference. They should also have access, without censorship, to international computer systems, satellite programmes and databases required for their teaching, scholarship or research.
  12. The publication and dissemination of the research results obtained by higher-education teaching personnel should be encouraged and facilitated with a view to assisting them to acquire the reputation which they merit, as well as with a view to promoting the advancement of science, technology, education and culture generally. To this end, higher-education teaching personnel should be free to publish the results of research and scholarship in books, journals and databases of their own choice and under their own names, provided they are the authors or co-authors of the above scholarly works. The intellectual property of higher-education teaching personnel should benefit from appropriate legal protection, and in particular the protection afforded by national and international copyright law.
  13. The interplay of ideas and information among higher-education teaching personnel throughout the world is vital to the healthy development of higher education and research and should be actively

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promoted. To this end higher-education teaching personnel should be enabled throughout their careers to participate in international gatherings on higher education or research, to travel abroad without political restrictions and to use the Internet or video-conferencing for these purposes.

14. Programmes providing for the broadest exchange of higher-education teaching personnel between institutions, both nationally and internationally, including the organization of symposia, seminars and collaborative projects, and the exchange of educational and scholarly information should be developed and encouraged. The extension of communications and direct contacts between universities, research institutions and associations as well as among scientists and research workers should be facilitated, as should access by higher education teaching personnel from other states to open information material in public archives, libraries, research institutes and similar bodies.
15. Member States and higher education institutions should, nevertheless, be conscious of the exodus of higher-education teaching personnel from the developing countries and, in particular, the least developed ones. They should, therefore, encourage aid programmes to the developing countries to help sustain an academic environment which offers satisfactory conditions of work for higher-education teaching personnel in those countries, so that this exodus may be contained and ultimately reversed.
16. Fair, just and reasonable national policies and practices for the recognition of degrees and of credentials for the practice of the higher education profession from other states should be established that are consistent with the UNESCO Recommendation on the Recognition of Studies and Qualifications in Higher Education of 1993.

## **V. Institutional rights, duties and responsibilities**

### **A. Institutional autonomy**

17. The proper enjoyment of academic freedom and compliance with the duties and responsibilities listed below require the autonomy

of institutions of higher education. Autonomy is that degree of self-governance necessary for effective decision making by institutions of higher education regarding their academic work, standards, management and related activities consistent with systems of public accountability, especially in respect of funding provided by the state, and respect for academic freedom and human rights. However, the nature of institutional autonomy may differ according to the type of establishment involved.

18. Autonomy is the institutional form of academic freedom and a necessary precondition to guarantee the proper fulfilment of the functions entrusted to higher-education teaching personnel and institutions.
19. Member States are under an obligation to protect higher education institutions from threats to their autonomy coming from any source.
20. Autonomy should not be used by higher education institutions as a pretext to limit the rights of higher-education teaching personnel provided for in this Recommendation or in other international standards set out in the appendix.
21. Self-governance, collegiality and appropriate academic leadership are essential components of meaningful autonomy for institutions of higher education.

## **B. Institutional accountability**

22. In view of the substantial financial investments made, Member States and higher education institutions should ensure a proper balance between the level of autonomy enjoyed by higher education institutions and their systems of accountability. Higher education institutions should endeavour to open their governance in order to be accountable. They should be accountable for:
  - (a) effective communication to the public concerning the nature of their educational mission;
  - (b) a commitment to quality and excellence in their teaching, scholarship and research functions, and an obligation to protect and



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- ensure the integrity of their teaching, scholarship and research against intrusions inconsistent with their academic missions;
- (c) effective support of academic freedom and fundamental human rights;
  - (d) ensuring high quality education for as many academically qualified individuals as possible subject to the constraints of the resources available to them;
  - (e) a commitment to the provision of opportunities for lifelong learning, consistent with the mission of the institution and the resources provided;
  - (f) ensuring that students are treated fairly and justly, and without discrimination;
  - (g) adopting policies and procedures to ensure the equitable treatment of women and minorities and to eliminate sexual and racial harassment;
  - (h) ensuring that higher education personnel are not impeded in their work in the classroom or in their research capacity by violence, intimidation or harassment;
  - (i) honest and open accounting;
  - (j) efficient use of resources;
  - (k) the creation, through the collegial process and/or through negotiation with organizations representing higher-education teaching personnel, consistent with the principles of academic freedom and freedom of speech, of statements or codes of ethics to guide higher education personnel in their teaching, scholarship, research and extension work;
  - (l) assistance in the fulfilment of economic, social, cultural and political rights while striving to prevent the use of knowledge, science and technology to the detriment of those rights, or for purposes which run counter to generally accepted academic ethics, human rights and peace;

- (m) ensuring that they address themselves to the contemporary problems facing society; to this end, their curricula, as well as their activities, should respond, where appropriate, to the current and future needs of the local community and of society at large, and they should play an important role in enhancing the labour market opportunities of their graduates;
  - (n) encouraging, where possible and appropriate, international academic co-operation which transcends national, regional, political, ethnic and other barriers, striving to prevent the scientific and technological exploitation of one state by another, and promoting equal partnership of all the academic communities of the world in the pursuit and use of knowledge and the preservation of cultural heritages;
  - (o) ensuring up-to-date libraries and access, without censorship, to modern teaching, research and information resources providing information required by higher-education teaching personnel or by students for teaching, scholarship or research;
  - (p) ensuring the facilities and equipment necessary for the mission of the institution and their proper upkeep;
  - (q) ensuring that when engaged in classified research it will not contradict the educational mission and objectives of the institutions and will not run counter to the general objectives of peace, human rights, sustainable development and environment.
23. Systems of institutional accountability should be based on a scientific methodology and be clear, realistic, cost-effective and simple. In their operation they should be fair, just and equitable. Both the methodology and the results should be open.
24. Higher education institutions, individually or collectively, should design and implement appropriate systems of accountability, including quality assurance mechanisms to achieve the above goals, without harming institutional autonomy or academic freedom. The organizations representing higher-education teaching personnel should participate, where possible, in the planning of such systems.

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Where state-mandated structures of accountability are established, their procedures should be negotiated, where applicable, with the institutions of higher education concerned and with the organizations representing higher-education teaching personnel.

## **VI. Rights and freedoms of higher-education teaching personnel**

### **A. Individual rights and freedoms: civil rights, academic freedom, publication rights, and the international exchange of information**

25. Access to the higher education academic profession should be based solely on appropriate academic qualifications, competence and experience and be equal for all members of society without any discrimination.
26. Higher-education teaching personnel, like all other groups and individuals, should enjoy those internationally recognized civil, political, social and cultural rights applicable to all citizens. Therefore, all higher-education teaching personnel should enjoy freedom of thought, conscience, religion, expression, assembly and association as well as the right to liberty and security of the person and liberty of movement. They should not be hindered or impeded in exercising their civil rights as citizens, including the right to contribute to social change through freely expressing their opinion of state policies and of policies affecting higher education. They should not suffer any penalties simply because of the exercise of such rights. Higher-education teaching personnel should not be subject to arbitrary arrest or detention, nor to torture, nor to cruel, inhuman or degrading treatment. In cases of gross violation of their rights, higher-education teaching personnel should have the right to appeal to the relevant national, regional or international bodies such as the agencies of the United Nations, and organizations representing higher-education teaching personnel should extend full support in such cases.
27. The maintaining of the above international standards should be upheld in the interest of higher education internationally and within the country. To do so, the principle of academic freedom should be scrupulously observed. Higher-education teaching personnel are

entitled to the maintaining of academic freedom, that is to say, the right, without constriction by prescribed doctrine, to freedom of teaching and discussion, freedom in carrying out research and disseminating and publishing the results thereof, freedom to express freely their opinion about the institution or system in which they work, freedom from institutional censorship and freedom to participate in professional or representative academic bodies. All higher-education teaching personnel should have the right to fulfil their functions without discrimination of any kind and without fear of repression by the state or any other source. Higher-education teaching personnel can effectively do justice to this principle if the environment in which they operate is conducive, which requires a democratic atmosphere; hence the challenge for all of developing a democratic society.

28. Higher-education teaching personnel have the right to teach without any interference, subject to accepted professional principles including professional responsibility and intellectual rigour with regard to standards and methods of teaching. Higher-education teaching personnel should not be forced to instruct against their own best knowledge and conscience or be forced to use curricula and methods contrary to national and international human rights standards. Higher-education teaching personnel should play a significant role in determining the curriculum.
29. Higher-education teaching personnel have a right to carry out research work without any interference, or any suppression, in accordance with their professional responsibility and subject to nationally and internationally recognized professional principles of intellectual rigour, scientific inquiry and research ethics. They should also have the right to publish and communicate the conclusions of the research of which they are authors or co-authors, as stated in paragraph 12 of this Recommendation.
30. Higher-education teaching personnel have a right to undertake professional activities outside of their employment, particularly those that enhance their professional skills or allow for the application of knowledge to the problems of the community, provided such

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activities do not interfere with their primary commitments to their home institutions in accordance with institutional policies and regulations or national laws and practice where they exist.

## **B. Self-governance and collegiality**

31. Higher-education teaching personnel should have the right and opportunity, without discrimination of any kind, according to their abilities, to take part in the governing bodies and to criticize the functioning of higher education institutions, including their own, while respecting the right of other sections of the academic community to participate, and they should also have the right to elect a majority of representatives to academic bodies within the higher education institution.
32. The principles of collegiality include academic freedom, shared responsibility, the policy of participation of all concerned in internal decision making structures and practices, and the development of consultative mechanisms. Collegial decision-making should encompass decisions regarding the administration and determination of policies of higher education, curricula, research, extension work, the allocation of resources and other related activities, in order to improve academic excellence and quality for the benefit of society at large.

## **VII. Duties and responsibilities of higher education teaching personnel**

33. Higher-education teaching personnel should recognize that the exercise of rights carries with it special duties and responsibilities, including the obligation to respect the academic freedom of other members of the academic community and to ensure the fair discussion of contrary views. Academic freedom carries with it the duty to use that freedom in a manner consistent with the scholarly obligation to base research on an honest search for truth. Teaching, research and scholarship should be conducted in full accordance with ethical and professional standards and should, where appropriate, respond to contemporary problems facing society as well as preserve the historical and cultural heritage of the world.

34. In particular, the individual duties of higher education teaching personnel inherent in their academic freedom are:
- (a) to teach students effectively within the means provided by the institution and the state, to be fair and equitable to male and female students and treat those of all races and religions, as well as those with disabilities, equally, to encourage the free exchange of ideas between themselves and their students, and to be available to them for guidance in their studies. Higher-education teaching personnel should ensure, where necessary, that the minimum content defined in the syllabus for each subject is covered;
  - (b) to conduct scholarly research and to disseminate the results of such research or, where original research is not required, to maintain and develop their knowledge of their subject through study and research, and through the development of teaching methodology to improve their pedagogical skills;
  - (c) to base their research and scholarship on an honest search for knowledge with due respect for evidence, impartial reasoning and honesty in reporting;
  - (d) to observe the ethics of research involving humans, animals, the heritage or the environment;
  - (e) to respect and to acknowledge the scholarly work of academic colleagues and students and, in particular, to ensure that authorship of published works includes all who have materially contributed to, and share responsibility for, the contents of a publication;
  - (f) to refrain from using new information, concepts or data that were originally obtained as a result of access to confidential manuscripts or applications for funds for research or training that may have been seen as the result of processes such as peer review, unless the author has given permission;
  - (g) to ensure that research is conducted according to the laws and regulations of the state in which the research is carried out, that it does not violate international codes of human rights, and that

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the results of the research and the data on which it is based are effectively made available to scholars and researchers in the host institution, except where this might place respondents in peril or where anonymity has been guaranteed;

- (h) to avoid conflicts of interest and to resolve them through appropriate disclosure and full consultation with the higher education institution employing them, so that they have the approval of the aforesaid institution;
  - (i) to handle honestly all funds entrusted to their care for higher education institutions for research or for other professional or scientific bodies;
  - (j) to be fair and impartial when presenting a professional appraisal of academic colleagues and students;
  - (k) to be conscious of a responsibility, when speaking or writing outside scholarly channels on matters which are not related to their professional expertise, to avoid misleading the public on the nature of their professional expertise;
  - (l) to undertake such appropriate duties as are required for the collegial governance of institutions of higher education and of professional bodies.
35. Higher-education teaching personnel should seek to achieve the highest possible standards in their professional work, since their status largely depends on themselves and the quality of their achievements.
36. Higher-education teaching personnel should contribute to the public accountability of higher education institutions without, however, forfeiting the degree of institutional autonomy necessary for their work, for their professional freedom and for the advancement of knowledge.

### **VIII. Preparation for the profession**

37. Policies governing access to preparation for a career in higher education rest on the need to provide society with an adequate supply

of higher-education teaching personnel who possess the necessary ethical, intellectual and teaching qualities and who have the required professional knowledge and skills.

38. All aspects of the preparation of higher-education teaching personnel should be free from any form of discrimination.
39. Amongst candidates seeking to prepare for a career in higher education, women and members of minorities with equal academic qualifications and experience should be given equal opportunities and treatment.

## **IX. Terms and conditions of employment**

### **A. Entry into the academic profession**

40. The employers of higher-education teaching personnel should establish such terms and conditions of employment as will be most conducive for effective teaching and/or research and/or scholarship and/or extension work and will be fair and free from discrimination of any kind.
41. Temporary measures aimed at accelerating de facto equality for disadvantaged members of the academic community should not be considered discriminatory, provided that these measures are discontinued when the objectives of equality of opportunity and treatment have been achieved and systems are in place to ensure the continuance of equality of opportunity and treatment.
42. A probationary period on initial entry to teaching and research in higher education is recognized as the opportunity for the encouragement and helpful initiation of the entrant and for the establishment and maintenance of proper professional standards, as well as for the individual's own development of his/her teaching and research proficiency. The normal duration of probation should be known in advance and the conditions for its satisfactory completion should be strictly related to professional competence. If such candidates fail to complete their probation satisfactorily, they should have the right to know the reasons and to receive this information



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sufficiently in advance of the end of the probationary period to give them a reasonable opportunity to improve their performance. They should also have the right to appeal.

43. Higher-education teaching personnel should enjoy:
  - (a) a just and open system of career development including fair procedures for appointment, tenure where applicable, promotion, dismissal, and other related matters;
  - (b) an effective, fair and just system of labour relations within the institution, consistent with the international standards set out in the appendix.
44. There should be provisions to allow for solidarity with other institutions of higher education and with their higher-education teaching personnel when they are subject to persecution. Such solidarity may be material as well as moral and should, where possible, include refuge and employment or education for victims of persecution.

## **B. Security of employment**

45. Tenure or its functional equivalent, where applicable, constitutes one of the major procedural safeguards of academic freedom and against arbitrary decisions. It also encourages individual responsibility and the retention of talented higher-education teaching personnel.
46. Security of employment in the profession, including tenure or its functional equivalent, where applicable, should be safeguarded as it is essential to the interests of higher education as well as those of higher-education teaching personnel. It ensures that higher-education teaching personnel who secure continuing employment following rigorous evaluation can only be dismissed on professional grounds and in accordance with due process. They may also be released for *bona fide* financial reasons, provided that all the financial accounts are open to public inspection, that the institution has taken all reasonable alternative steps to prevent termination of employment, and that there are legal safeguards against bias in any termination of employment procedure. Tenure or its functional equivalent, where

applicable, should be safeguarded as far as possible even when changes in the organization of or within a higher education institution or system are made, and should be granted, after a reasonable period of probation, to those who meet stated objective criteria in teaching, and/or scholarship, and/or research to the satisfaction of an academic body, and/or extension work to the satisfaction of the institution of higher education.

### **C. Appraisal**

47. Higher education institutions should ensure that:
- (a) evaluation and assessment of the work of higher-education teaching personnel are an integral part of the teaching, learning and research process, and that their major function is the development of individuals in accordance with their interests and capacities;
  - (b) evaluation is based only on academic criteria of competence in research, teaching and other academic or professional duties as interpreted by academic peers;
  - (c) evaluation procedures take due account of the difficulty inherent in measuring personal capacity, which seldom manifests itself in a constant and unfluctuating manner;
  - (d) where evaluation involves any kind of direct assessment of the work of higher-education teaching personnel, by students and/or fellow colleagues and/or administrators, such assessment is objective and the criteria and the results are made known to the individual(s) concerned;
  - (e) the results of appraisal of higher-education teaching personnel are also taken into account when establishing the staffing of the institution and considering the renewal of employment;
  - (f) higher-education teaching personnel have the right to appeal to an impartial body against assessments which they deem to be unjustified.

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#### **D. Discipline and dismissal**

48. No member of the academic community should be subject to discipline, including dismissal, except for just and sufficient cause demonstrable before an independent third-party hearing of peers, and/or before an impartial body such as arbitrators or the courts.
49. All members of higher-education teaching personnel should enjoy equitable safeguards at each stage of any disciplinary procedure, including dismissal, in accordance with the international standards set out in the appendix.
50. Dismissal as a disciplinary measure should only be for just and sufficient cause related to professional conduct, for example: persistent neglect of duties, gross incompetence, fabrication or falsification of research results, serious financial irregularities, sexual or other misconduct with students, colleagues, or other members of the academic community or serious threats thereof, or corruption of the educational process such as by falsifying grades, diplomas or degrees in return for money, sexual or other favours or by demanding sexual, financial or other material favours from subordinate employees or colleagues in return for continuing employment.
51. Individuals should have the right to appeal against the decision to dismiss them before independent, external bodies such as arbitrators or the courts, with final and binding powers.

#### **E. Negotiation of terms and conditions of employment**

52. Higher-education teaching personnel should enjoy the right to freedom of association, and this right should be effectively promoted. Collective bargaining or an equivalent procedure should be promoted in accordance with the standards of the International Labour Organization (ILO) set out in the appendix.
53. Salaries, working conditions and all matters related to the terms and conditions of employment of higher-education teaching personnel should be determined through a voluntary process of negotiation between organizations representing higher-education

teaching personnel and the employers of higher education teaching personnel, except where other equivalent procedures are provided that are consistent with international standards.

54. Appropriate machinery, consistent with national laws and international standards, should be established by statute or by agreement whereby the right of higher-education teaching personnel to negotiate through their organizations with their employers, whether public or private, is assured. Such legal and statutory rights should be enforceable through an impartial process without undue delay.
55. If the process established for these purposes is exhausted or if there is a breakdown in negotiations between the parties, organizations of higher-education teaching personnel should have the right to take such other steps as are normally open to other organizations in the defence of their legitimate interests.
56. Higher-education teaching personnel should have access to a fair grievance and arbitration procedure, or the equivalent, for the settlement of disputes with their employers arising out of terms and conditions of employment.

**F. Salaries, workload, social security benefits, health and safety**

57. All financially feasible measures should be taken to provide higher-education teaching personnel with remuneration such that they can devote themselves satisfactorily to their duties and allocate the necessary amount of time for the continuing training and periodic renewal of knowledge and skills that are essential at this level of teaching.
58. The salaries of higher-education teaching personnel should:
  - (a) reflect the importance to society of higher education and hence the importance of higher-education teaching personnel as well as the different responsibilities which fall to them from the time of their entry into the profession;
  - (b) be at least comparable to salaries paid in other occupations requiring similar or equivalent qualifications;

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- (c) provide higher-education teaching personnel with the means to ensure a reasonable standard of living for themselves and their families, as well as to invest in further education or in the pursuit of cultural or scientific activities, thus enhancing their professional qualifications;
  - (d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities;
  - (e) be paid regularly and on time;
  - (f) be reviewed periodically to take into account such factors as a rise in the cost of living, increased productivity leading to higher standards of living, or a general upward movement in wage or salary levels.
59. Salary differentials should be based on objective criteria.
60. Higher-education teaching personnel should be paid on the basis of salary scales established in agreement with organizations representing higher-education teaching personnel, except where other equivalent procedures consistent with international standards are provided. During a probationary period or if employed on a temporary basis qualified higher-education teaching personnel should not be paid on a lower scale than that laid down for established higher education teaching personnel at the same level.
61. A fair and impartial merit-rating system could be a means of enhancing quality assurance and quality control. Where introduced and applied for purposes of salary determination it should involve prior consultation with organizations representing higher-education teaching personnel.
62. The workload of higher-education teaching personnel should be fair and equitable, should permit such personnel to carry out effectively their duties and responsibilities to their students as well as their obligations in regard to scholarship, research and/or academic administration, should provide due consideration in terms of salary for those who are required to teach beyond their regular workload,

and should be negotiated with the organizations representing higher-education teaching personnel, except where other equivalent procedures consistent with international standards are provided.

63. Higher-education teaching personnel should be provided with a work environment that does not have a negative impact on or affect their health and safety and they should be protected by social security measures, including those concerning sickness and disability and pension entitlements, and measures for the protection of health and safety in respect of all contingencies included in the conventions and recommendations of ILO. The standards should be at least as favourable as those set out in the relevant conventions and recommendations of ILO. Social security benefits for higher-education teaching personnel should be granted as a matter of right.
64. The pension rights earned by higher-education teaching personnel should be transferable nationally and internationally, subject to national, bilateral and multilateral taxation laws and agreements, should the individual transfer to employment with another institution of higher education. Organizations representing higher education teaching personnel should have the right to choose representatives to take part in the governance and administration of pension plans designed for higher-education teaching personnel where applicable, particularly those which are private and contributory.

#### **G. Study and research leave and annual holidays**

65. Higher-education teaching personnel should be granted study and research leave, such as sabbatical leave, on full or partial pay, where applicable, at regular intervals.
66. The period of study or research leave should be counted as service for seniority and pension purposes, subject to the provisions of the pension plan.
67. Higher-education teaching personnel should be granted occasional leave with full or partial pay to enable them to participate in professional activities.

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68. Leave granted to higher-education teaching personnel within the framework of bilateral and multilateral cultural and scientific exchanges or technical assistance programmes abroad should be considered as service, and their seniority and eligibility for promotion and pension rights in their home institutions should be safeguarded. In addition, special arrangements should be made to cover their extra expenses.
69. Higher-education teaching personnel should enjoy the right to adequate annual vacation with full pay.

**H. Terms and conditions of employment of women higher-education teaching personnel**

70. All necessary measures should be taken to promote equality of opportunity and treatment of women higher-education teaching personnel in order to ensure, on the basis of equality between men and women, the rights recognized by the international standards set out in the appendix.

**I. Terms and conditions of employment of disabled higher-education teaching personnel**

71. All necessary measures should be taken to ensure that the standards set with regard to the conditions of work of higher-education teaching personnel who are disabled are, as a minimum, consistent with the relevant provisions of the international standards set out in the appendix.

**J. Terms and conditions of employment of part-time higher-education teaching personnel**

72. The value of the service provided by qualified part-time higher-education teaching personnel should be recognized. Higher-education teaching personnel employed regularly on a part-time basis should:
- (a) receive proportionately the same remuneration as higher-education teaching personnel employed on a full-time basis and enjoy equivalent basic conditions of employment;

- (b) benefit from conditions equivalent to those of higher-education teaching personnel employed on a full-time basis as regards holidays with pay, sick leave and maternity leave; the relevant pecuniary entitlements should be determined in proportion to hours of work or earnings;
- (c) be entitled to adequate and appropriate social security protection, including, where applicable, coverage under employers' pension schemes.

## **X. Utilization and implementation**

- 73. Member States and higher education institutions should take all feasible steps to extend and complement their own action in respect of the status of higher-education teaching personnel by encouraging co-operation with and among all national and international governmental and nongovernmental organizations whose activities fall within the scope and objectives of this Recommendation.
- 74. Member States and higher education institutions should take all feasible steps to apply the provisions spelled out above to give effect, within their respective territories, to the principles set forth in this Recommendation.
- 75. The Director-General will prepare a comprehensive report on the world situation with regard to academic freedom and to respect for the human rights of higher-education teaching personnel on the basis of the information supplied by Member States and of any other information supported by reliable evidence which he/she may have gathered by such methods as he/she may deem appropriate.
- 76. In the case of a higher education institution in the territory of a state not under the direct or indirect authority of that state but under separate and independent authorities, the relevant authorities should transmit the text of this Recommendation to institutions, so that such institutions can put its provisions into practice.



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## **XI. Final provision**

77. Where higher-education teaching personnel enjoy a status which is, in certain respects, more favourable than that provided for in this Recommendation, the terms of this Recommendation should not be invoked to diminish the status already recognized.

## Appendix

### United Nations

- Universal Declaration of Human Rights, 1948;
- Declaration concerning the Promotion among Youth of the Ideals of Peace, Mutual Respect and Understanding between Peoples, 1965;
- International Convention on the Elimination of All Forms of Racial Discrimination, 1965;
- International Covenant on Economic, Social and Cultural Rights, 1966;
- International Covenant on Civil and Political Rights and Protocol thereto, 1966;
- Declaration on the Protection of All Persons from Being Subject to Torture and Other Cruel and Inhuman or Degrading Treatment or Punishment, 1975;
- Declaration on the Rights of Disabled Persons, 1975;
- Convention on the Elimination of All Forms of Discrimination against Women, 1979;
- Declaration on the Elimination of All Forms of Intolerance and of Discrimination Based on Religion or Belief, 1981;
- Convention against Torture and Other Cruel, Inhuman and Degrading Treatment or Punishment, 1984.

### United Nations Educational, Scientific and Cultural Organization

- Convention against Discrimination in Education, 1960, and Protocol thereto, 1962;
- Recommendation against Discrimination in Education, 1960;

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- Recommendation on Education for International Understanding and Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms, 1974;
  - Recommendation on the Status of Scientific Researchers, 1974;
  - Revised Recommendation concerning Technical and Vocational Education, 1974;
  - Declaration on Race and Racial Prejudice, 1978;
  - Convention on Technical/Vocational Education, 1989;
  - Recommendation on the Recognition of Studies and Qualifications in Higher Education, 1993.

### **International Labour Organization**


- Convention No. 87: Freedom of Association and Protection of the Right to Organize Convention, 1948;
- Convention No. 95: Protection of Wages Convention, 1949;
- Convention No. 98: Right to Organize and Collective Bargaining Convention, 1949;
- Convention No. 100: Equal Remuneration Convention, 1951;
- Convention No. 102: Social Security (Minimum Standards) Convention, 1952;
- Convention No. 103: Maternity Protection Convention (Revised), 1952;
- Recommendation No. 95: Maternity Protection Recommendation, 1952;
- Convention No. 111: Discrimination (Employment and Occupation) Convention, 1958;
- Convention No. 118: Equality of Treatment (Social Security) Convention, 1962;

- Convention No. 121: Employment Injury Benefits Convention, 1964 [Schedule I amended in 1980];
- Convention No. 128: Invalidity, Old-Age and Survivors Benefit Convention, 1967;
- Recommendation No. 131: Invalidity, Old-Age and Survivors Benefit Recommendation, 1967;
- Convention No. 130: Medical Care and Sickness Benefit Convention, 1969;
- Convention No. 132: Holidays with Pay Convention (Revised), 1970;
- Convention No. 135: Workers' Representatives Convention, 1971;
- Recommendation No. 143: Workers' Representatives Recommendation, 1971;
- Convention No. 140: Paid Educational Leave Convention, 1974;
- Recommendation No. 148: Paid Educational Leave Recommendation, 1974;
- Convention No. 151: Labour Relations (Public Service Convention), 1978;
- Recommendation No. 159: Labour Relations (Public Service) Recommendation, 1978;
- Recommendation No. 162: Older Workers Recommendation, 1980;
- Convention No. 154: Collective Bargaining Convention, 1981;
- Recommendation No. 163: Collective Bargaining Recommendation, 1981;
- Convention No. 156: Workers with Family Responsibilities Convention, 1981;
- Recommendation No. 165: Workers with Family Responsibilities Recommendation, 1981;
- Convention No. 158: Termination of Employment Convention, 1982;

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- Convention No. 159: Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983;
  - Recommendation No. 168: Vocational Rehabilitation and Employment (Disabled Persons) Recommendation, 1983.

### Other

- Recommendation concerning the Status of Teachers adopted by the Special Intergovernmental Conference on the Status of Teachers (convened by UNESCO in cooperation with ILO), Paris, 5 October 1966;
- UNESCO, Universal Copyright Convention, 1952, revised 1971;
- World Intellectual Property Organization, Berne Convention for the Protection of Literary and Artistic Works, Paris Act, 1971, amended in 1979.



The ILO/UNESCO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) are two international instruments which set out principles concerning the rights and responsibilities of educators, ranging from the pre-school level through university. These two instruments provide guidance for governments, employers, teacher unions, and other stakeholders in the crafting of effective teacher policies.

On the occasion of the 50th anniversary of the ILO/UNESCO Recommendation, this booklet presents both texts with a new foreword and guide to both Recommendations.

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