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SWISS COUNCIL FOR EDUCATIONAL RESEARCH

ATTRACTING, DEVELOPING AND RETAINING  
EFFECTIVE TEACHERS

OECD ACTIVITY

SWISS COUNTRY BACKGROUND REPORT

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## GLOSSARY

<b>CDIP/EDK</b>	Swiss Conference of Cantonal Ministers of Education (Conférence suisse des directeurs cantonaux de l'instruction publique / Schweizerische Konferenz der kantonalen Erziehungsdirektoren)
<b>ECH/LCH</b>	Swiss teachers' nationwide umbrella organisation (no official English title) (Association faîtière des enseignantes et des enseignants suisses / Dachverband Schweizer Lehrerinnen und Lehrer)
<b>HEP (PH)</b>	Universities of applied educational studies (tertiary level) (Haute école pédagogique / Pädagogische Fachhochschule)
<b>HES (UAS)(FHS)</b>	University of Applied Science (Haute école spécialisée / Fachhochschule)
<b>ISFPF/SIBP</b>	The Swiss institute for the pedagogy of vocational training (no official English title) Institut suisse de pédagogie pour la formation professionnelle/Schweizerisches Institut für Berufspädagogik)
<b>SFO (OFS) (BfS)</b>	Swiss Federal Statistical Office (Office fédéral de la statistique / Bundesamt für Statistik)
<b>SER</b>	Regional labour union of teachers in the French-speaking part of Switzerland (no official English or German title ) Syndicat des enseignants romands
<b>SPC/SZH</b>	Swiss Institute for Special Education (Secrétariat suisse de pédagogie curative et spécialisée/ Schweizerische Zentralstelle für Heilpädagogik)
<b>SSP /VPOD</b>	Swiss public-service trade union (no official English title) Syndicat suisse du personnel public / Schweizerischer Verband des Personals öffentlicher Dienste)
<b>CPS/WBZ</b>	Swiss Office for In-Service Training of Upper Secondary Teachers (Centre suisse pour le perfectionnement des professeurs de l'enseignement secondaire)

## **FOREWORD**

SRED, the Unit for Educational Research at the Department of Education in Geneva, was given the task of producing the basic national report for Switzerland. The person in overall charge was Karin Müller, who also wrote chapters 3, 4, 5 and 6. Chapters 1 and 2 were contributed by the general secretariat of the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) and were written by Martin Stauffer.

## ANALYTICAL SUMMARY

*The communes, cantons and federal government each have shares in the responsibilities for the various segments of the education system.*

A central characteristic of Switzerland is its federal political system, especially the education system: the pre-school, primary as well as the lower and upper secondary levels (with the exception of vocational training) are the responsibility of the cantons and communes, whilst the federal government is in charge of the vocational stream of education, which accounts for about 70% of the pupils at upper-secondary level. The available statistical material contains huge gaps as regards teachers in vocational-training establishments. For that reason, this report concentrates primarily on general education.

*The federal contributions declined in relative terms in the course of the 1990s.*

Real public spending on the education system rose from 19.2 to 21.3 billion Swiss francs between 1990 and 1999. In 1999, this expenditure represented 5.9% of Switzerland's gross domestic product. The total was broken down over the various public authorities as follows: communes: 35%, cantons 53%, federal government: 12%. Actually, in the course of the 1990s, the trend was for an increase in the share financed by the communes and a decrease in federal expenditure, driven by the economic recession and the cost-cutting measures in the public sector.

*Maintaining an internationally competitive education system is a top political priority.*

Given the average results obtained by Switzerland in comparative international studies (such as PISA), maintaining the competitiveness of the Swiss education system has become one of the overriding political priorities for the coming years. The other main priorities are: the definition of the skills pupils ought to have acquired by the end of compulsory schooling and the management of the cultural diversity and the special needs of the pupils within the school system.

*The 73 200 teachers in compulsory schooling cater for a total of approximately 760 000 pupils.*

The Swiss education system (taking publicly and privately-run schools together) provides education for 474 000 pupils at the primary level, 285 000 at the lower-secondary level and 307 000 at the upper-secondary level (2000/01 figures). The number of teachers employed in 1998/99 stood at 73 200 for compulsory schooling and 23 000 for upper-secondary education (which includes schools preparing for the "Matura", schools providing a general education leading to an intermediate certificate and vocational-training colleges). There are major gaps in the teacher statistics, and these have not been updated since 1999.

*The individual schools have been granted greater autonomy and new powers have been given to school heads – especially in the German-speaking part of Switzerland.*

Switzerland has about 10 000 separate schools (primary and lower-secondary levels together). Their administrative structure was modified in the 1990s, and individual schools were granted greater autonomy (especially in the German-speaking part of the country, where, historically, they had had less autonomy). At the same time, greater powers were given to school heads, especially as regards pedagogical and administrative management, notably by giving them charge of the expenditure of global budgets. Despite that, the human-resources management of teaching staff remains the responsibility of the communes' school committees (especially in the German-speaking cantons).



*Initial training for teachers was changed radically with the setting up of the universities of applied educational studies (HEPs).*

*...whose teaching diplomas will be recognised throughout the whole country.*

*Nevertheless, the transformation of the whole system of teacher training has still not been institutionally completed (with six of the fifteen new HEPs due to start up in 2003/04), nor have all the content components been set up.*

*The Swiss Conference of Cantonal Ministers of Education has created a task force on “Career prospects in teaching” in order to face up to the intensification of the challenges in education, especially the teacher shortage.*

Starting in 1993, teacher training has undergone fundamental changes linked to the process of setting up universities of applied educational studies (often referred to by their French acronym “HEP” (= “Hautes écoles pédagogiques” or as “pädagogische Hochschulen” (“PH”) in German). Their first full year of activity was 2001/02. In the majority of cases, this has meant moving teacher training up from the traditional upper-secondary teacher training colleges or “seminaries” (“écoles normales” / “Lehrerseminare”), into new tertiary-education establishments.

The creation of the new HEPs made it necessary to carry out a fundamental reorganisation of the institutional structure and the syllabus for teachers’ initial training. The regulations establishing nationwide recognition of the teaching diplomas awarded by the HEPs lay down fairly strict rules on structures but allow a greater degree of latitude as regards course content, given that the curricula differ from one HEP to the next.

Completing the process of setting up the HEPs is one of the main concerns of the cantonal authorities. This involves, in particular, the launching of R&D activities in all of the new institutions, ensuring the availability of an adequate number of qualified teachers for the students and ensuring compatibility with the Bologna Declaration. Moreover, it still has to be decided in detail to what extent the HEPs will replace the institutions responsible for teachers’ further in-service training and what institutions will provide specialised training (such as training teachers to cope with children who have special needs). Unfortunately, there is (as yet) no evaluation of the effects of the setting up of the new HEPs, especially as regards the pool of teachers available for recruitment, since Switzerland does not produce nationwide statistics of the numbers of students enrolled.

Given that education is having to face up to more and more challenges, ranging from the shortage of teaching staff in certain subjects and regions and the move of teacher-training into university tertiary education, the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) decided that there was a need for it to act and, in 2001, it issued a declaration on career prospects in teaching. This declaration provides for joint action by all the Swiss cantons on a national scale. It has a three-fold thrust: (1) enhancing the image of the teaching profession, (2) carrying out an information campaign aimed at improving the image of the teaching professions and (3) developing a long-term recruitment strategy accompanied by the appropriate measures. Nevertheless, the impact of the task force will depend to a large degree on whether measures are adopted by the individual cantons (and if so what sorts of measure).

***Although teachers' earnings are relatively competitive compared with other sectors, their professional associations are proposing improvements in working conditions, especially with a view to attracting new teachers.***

***The lower-secondary level is the one at which it is most difficult to fill teaching vacancies.***

***Whenever the quantitative and qualitative challenges of recruiting a new generation of teachers are connected, any measures adopted must address the requirements of the two objectives simultaneously.***

***The instruments that would be necessary for the strategic management of all the problems related to recruitment, departures and replacements do not exist.***

***The rate of turnover in the teaching profession (5–11%) is roughly equal to the Swiss national mean (10%) taking all sectors together.***

Although teachers' earnings compare relatively well with the other sectors of the economy, their professional associations stress the view that the measures most likely to attract more talented individuals into the profession and enhance the motivation of those already there would include improvements in working conditions (such as a reduction in the number of contact hours and a limitation of the number of duties not directly linked to teaching) and an increase in the number of new teaching posts.

At the commencement of each recent academic year, certain difficulties have arisen in filling all the teaching posts. However, there is no really clear picture as to either the number of vacant posts or the number of potential candidates to fill them, given that teacher recruitment is a matter for the communes and cantons, and that the relevant data is not collated anything like exhaustively. It would, however, appear that the greatest difficulties in filling vacancies occur at lower-secondary level and that both the sciences and languages are affected.

To date, the cantons have just about managed to keep the problems of teacher intake under control by adopting various instruments or by adapting recruitment procedures, often by granting derogations as regards the qualifications required or by having teachers provide lessons in subjects other than those for which they are formally certified. The fact is that these mechanisms for trying to balance out supply and demand in teaching could have a negative impact on teaching quality.

Generally speaking, there are no long-term recruitment strategies, nor are there any instruments available for managing trends linked to the age pyramid in the teaching profession nor for taking forward-looking measures to ensure an adequate human-resources supply in teaching. Despite that, a number of the cantons have envisaged setting up systems for the forward planning of teacher needs.

The rate of turnover in the teaching profession ranges between 5% and 11% for the majority of the cantons, which means that there are between 3700 and 8000 vacancies to be filled every year in compulsory schooling, assuming all the other factors remain constant. It has to be observed that in a considerable number of cantons 20–40% of teachers leave their jobs after only two years. However, given the lack of data, it is impossible to say how many of these are simply switching to another commune or another canton whilst remaining in the profession and how many of them are quitting teaching altogether. Generally speaking, virtually nothing is known at national level of the reasons why teachers choose to abandon the profession. The survey launched by the teachers' nationwide professional association, ECH/LCH, in 2002 into teachers' job satisfaction has, however, shown that the level of job satisfaction has suffered a clear decline since 1990. The factors most frequently cited for this dissatisfaction are the erosion of the public image of the profession, the rapid succession of educational reforms and the excessive burden of administrative tasks, which even exceed teaching duties.

*Various quality and appraisal measures were launched in the 1990s, especially in German-speaking Switzerland.*

The whole debate surrounding teaching quality has been an animated one since the 1990s and has often been linked to school-development projects, schemes for the reorganisation of cantonal administrations or the redefinition of cantonal civil-service posts. However, there is no single system for the assessment of individual teachers or whole schools in Switzerland in the modern sense of the term. Various quality measures have been adopted, especially in the German-speaking part of the country, and there have been many organisational and budgetary modifications (such as increasing the autonomy of individual schools and giving them global budgets to spend at their discretion).

*The professional associations are urging the political authorities to produce guidelines for drawing up career plans, which do not exist today.*

Although assessment schemes for employed teachers are in the process of being set up in some of the Swiss cantons, no systematic consideration has yet been given to professional development. Generally speaking, there are no systematic plans for assessing, monitoring and building up teachers' skills. The teachers' professional associations are calling for guidelines to be issued for the drawing up of career plans for employed teachers. A whole series of specific functions ought to be created in order to fight against the image of a profession that has no openings to offer.

## 1. NATIONAL CONTEXT

1. This chapter gives a general overview of the fundamental conditions that characterise the Swiss education system. The facets it focuses on most are the primary, lower-secondary and upper-secondary levels of education and economic aspects.

### **Trends, objectives and political priorities**

2. Swiss political life takes place at three different levels: the confederation, the cantons and the communes. Each of these has its own powers. The salient features of both the political and education systems are federalism (cantonal sovereignty), decentralisation (the importance of the communes) and direct democracy (popular initiatives and referenda).

3. Switzerland's newest federal constitution, which was adopted on 18 April 1999, has not in any way changed the distribution of powers. It is the cantons that are responsible for compulsory schooling (the primary and lower-secondary levels). At the upper-secondary level, it is the confederation that is responsible for the vocational-training stream, whilst the cantons are in charge of schools providing a general education.

4. The most important targets in the field of education for the coming years are assuring Switzerland's competitiveness and facilitating mobility within the education sector (CDIP/EDK 2001a). What this means for the whole range of schools from pre-primary to upper-secondary is:

- lowering the age for starting school combined with a more flexible initiation to school life, i.e. the introduction of a "reception-class" level,
- doing more to promote language skills, i.e. instilling a more profound knowledge of the first and second national languages and English in all pupils, in particular during the years of compulsory schooling and making it possible for them to learn a third national language too,
- harmonising the primary and lower-secondary levels, i.e. specifying a nationally valid set of skills that ought to have been attained by pupils in central aspects of education by the end of their second, sixth and ninth year at school,
- making it possible for all young people to obtain a formal qualification at the end of upper-secondary education (including the further development of vocational training and schools preparing for the "Matura" exam, making it much easier to switch between different streams of education),
- promoting still further the integration of the information and communication technologies at all levels of education,
- performing a continuous assessment as a quality-assurance measure for the Swiss education system, i.e. carrying out regular measurements of skills, especially at the end of the period of compulsory schooling, and building up a nationwide scheme for education monitoring, in which the federal authorities are to be included.

5. One fundamental precondition for these objectives and measures is to widen the prospects offered to teachers, by improving the quality of their initial training and their further in-service training later on, by making the terms and conditions of their employment and their development opportunities more attractive, by encouraging a younger generation to join the teaching profession and by making sure there is a proper national debate concerning the image of that profession.

## Demographic trends and cultural diversity

6. The main changes that occurred in the structure of Switzerland's population in the 1990s were brought about by immigration and ageing. Between 1990 and 2000, the Swiss population increased by 5.9%. By way of comparison, the increase in the '80s' decade was 8.0%. The majority of other European countries recorded lower population growth rates over the same period. The slight growth in the under-20s age group in Switzerland during the 1990s is due to two factors: the offspring of the baby-boom generation of the 1960s and the immigration of young families from abroad.

7. At the end of 2000, Switzerland had a population of 7 204 000 (48.8% male, 51.2% female; 79.5% Swiss nationals and 20.5% non-nationals). Over half the non-nationals have been living in Switzerland for more than 15 years or were born in the country. Life expectancy at birth is 82.6 for females and 76.9 for males.

8. Switzerland's age pyramid presents the following picture: 0–14 years: 16.9%; 15–19 years: 6.2%; 20–39 years: 32.3%; 40–64 years: 30.3%; 65–79 years: 10.7%, 80 years and older: 3.7%. Within the course of forty years, the proportion of the 65–79 age group went up three-fold, as did that of the over-79 age group, whilst the proportion of the 0–19 age group declined by about a quarter.

9. How are the population figures going to develop in coming years? According to the "Trend" scenario produced by the Swiss Federal Statistical Office, Switzerland will have 7.4 million inhabitants in 2028 and 7.1 million in 2060. The population in the age range of 0-64 will decline by 11% in the course of coming decades, whilst the proportion of the 64-plus age group will increase by 54%. Over the whole sixty-year period from 2000 to 2060, the forecast predicts the sharpest declines for the 20–39 age group (–16%) and the under-20s (–11%). This means that the share of the population in gainful employment will fall by around 8.5% between now and 2060 and that the number of students and schoolchildren will decline by approximately 10% (Swiss Federal Statistical Office 2001d, 2002c).

10. According to the 1990 nationwide population census (no newer data is available), the languages spoken by the Swiss population are as follows: 63.6% German, 19.2% French, 7.6% Italian, 0.6% Romansh and 8.9% miscellaneous. During recent decades, the "miscellaneous" (i.e. non-national) languages have become much more widespread; this applies, in particular, to Serbo-Croat, Albanian, Portuguese, Spanish, English, Turkish and Kurdish.

11. The percentages of non-Swiss children and adolescents at the various school levels are as follows: pre-school: 25.4%, primary: 22.3%, lower-secondary: 16.1% and upper-secondary: 16.5%. Some 70% of the non-Swiss pupils come from just five countries: the former Yugoslavia (27.9%), Italy (18.3%), Portugal (9.9%), Turkey (7.4%) and Spain (5.7%). The school classes are becoming more and more multicultural all the time: 34% of all classes at primary and lower-secondary level are classified as "very heterogeneous" (i.e. they have more than 30% non-Swiss pupils).

12. The cultural and linguistic heterogeneity of the pupils constitutes a major challenge for Switzerland's education system: measures to promote non-Swiss children and adolescents are based on the recommendations of the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK 1995a)<sup>1</sup>. These include the provision of free special-support and language tuition, adapted assessment of performance (making allowance for the pupils' use of a foreign language and their additional knowledge about the language and culture of their homeland), the provision of out-of-school care and assistance with homework, inclusion of the needs of children speaking non-national languages when producing didactic materials, syllabuses and timetables. So far there have been no evaluations of these recommendations; there is now a need to act, particularly against the background of unsatisfactory PISA findings for pupils of other tongues.

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<sup>1</sup> The following are particularly worth mentioning: "Principles concerning the schooling of the children of migrant workers" of 2 November 1972, 14 November 1974 and 14 May 1976, the "Declaration on racism and schools" of 6 June 1991 and the "recommendations for the schooling of children of non-national tongues" of 24/25 October 1991.

13. Up until the present, language tuition has reflected the fact that Switzerland is a country with four national languages: starting at primary level (or in one canton in the sixth school year), all pupils learn one of the national languages as their first foreign language, this is French in the German-speaking part of Switzerland and in Ticino, generally beginning in the fourth/fifth school year or (in the case of Ticino) in the third year, and German in the western part of Switzerland, starting in the third school year. A second foreign language (which is most commonly either English or a third national language) is taught at lower-secondary level, usually beginning in the seventh or eighth year of school. The lessons in the second foreign language are frequently offered as an optional subject, although English is becoming more and more a compulsory subject at lower-secondary level. As a complement to their normal tuition, foreign children and adolescents are given courses in the language and culture of their homeland, and this is becoming more and more an integral part of the timetables at the primary and lower-secondary levels. These courses are organised and financed by the embassies of the countries of origin and by parents' associations.

14. For several years the reform of language tuition has been a topic of debate in Switzerland. The trend is towards having foreign-language learning start as of the third year at school and towards having pupils learn two foreign languages<sup>2</sup> at primary level.

### **Economic conditions and trends on the job market**

15. In economic terms, the 1990s were a period of stagnation and structural change for Switzerland. It was not until 1997 that the national economy started to grow again slightly, but 2001 was once more a year with zero growth. A 2% growth in GDP is expected for 2003 (SECO 2002). There was hardly any increase in wages between 1990 and 2000. In the course of those ten years, real increases in earnings were less than 2%. It was only in 2001 that wages increased again: by 1.5% in real terms.

16. In 2000, 69.1% of those in gainful employment were in the tertiary sector (i.e. in the services) 26.4% were in industry and 4.2% were in farming (100% = 3 915 000 people in employment). Both the primary and secondary sectors of the economy are losing weight all the time, whilst the tertiary sector is growing continuously. Globalisation and technological progress<sup>3</sup> have accelerated the tertiarisation of the Swiss economy. This tertiarisation is being accompanied by a reduction in the average size of businesses. The influence of the secondary sector is continuing to decline: back in the 1960s, this sector still provided jobs for nearly half of those in paid employment; in 2000 only just over a quarter of those in employment worked in industry. At the same time, the services sector has grown vigorously. Between 1991 and 2000, the fields of health, teaching and social services increased by some 20%. On the other side, commerce and the hotel and catering trade shed jobs (-5.0% and -2.8% respectively), and the number of jobs in the financial-services and insurance segment stayed at almost the same level (+0.4% between 1991 and 2000). The number of men at work fell from 66% to 61.8% between 1960 and 2000, whilst the percentage of women with a job increased (1960: 33%, 2000: 44.6%). With the increase in the number of women at work and the expansion of the services sector, part-time work grew in importance. In 2000, approximately 26% of the active workforce held part-time positions (compared with 12% in 1970).

17. Up until the early 1990s, Switzerland had been more or less entirely spared the scourge of unemployment. Ever since 1940, the unemployment rate had remained below 1%. Starting in 1991, Switzerland experienced a massive increase in unemployment. The main reason for this was a severe economic recession (companies shed a total of 290 000 jobs). The unemployment figure for 1990 was

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<sup>2</sup> The question as to which should be the first foreign language taught is a hotly debated political issue in Switzerland: some of the cantons in the German-speaking part of Switzerland are planning to introduce English as the first foreign language, giving it precedence ahead of the national language French.

<sup>3</sup> To give just one illustration of this: in 2001 37.4% of the Swiss population aged 14 and over used the Internet several times per week and 52.1% of them at least once a week in the course of the preceding six months. Of the 15-year-olds living in the country, 63% used the computer at home several times per week.

0.5%; this rose to 4.5% by 1993 and hit an all-time historic high in 1997 with 5.2%. In 1998, it receded to 3.9% and was down at 2.5% in 2001. Those who are hit worst by unemployment are workers with few or no qualifications, foreigners and particular regions, especially western Switzerland and Ticino. In considering Switzerland's unemployment statistics, it must be borne in mind that they do not tally with the number of people who would like to work more: some 334 000 individuals in the country are underemployed. This corresponds to 8.3% of the active population. Moreover, some 250 000 "working poor" live in Switzerland; the percentage of people in this category has grown in recent years (1992: 5.3% of the active population, 1999: 7.5%; Swiss Federal Statistical Office 2002a 166–223).

18. What might such developments mean for the education sector? The school system equips people with the basic requirements for living and working in a society that is becoming more and more moulded by services. Given the shift in the structure of the economy, those segments of the population that have little or no qualifications stand a very considerable risk of not having a job at all and thus of growing poorer. Considering this background brings out even more clearly one of the major challenges facing the education system: namely educating as many people as possible as well as possible. But there are currently severe constraints on any further expansion of the education system; they include austerity measures affecting the public purse and the fact that the expenditure on health and social services is growing at an above-average rate.

### **Resources assigned to education**

19. Between 1990 and 1999, real spending on education rose from 19.2 billion Swiss francs to 21.3 billion. Switzerland spent a total of 5.9% of its GDP on education and research; the range within the OECD countries was 2.4%–6.8%. On top of this, private households spend on average 0.42% of their budgets on education.

20. The spending on education is divided up as follows: communes 35%, cantons 53% and the confederation 12%. Some 90% of the money spent on education covers running costs and about 10% flows into investments. In 1990, education spending amounted to 18.7% of total public spending and in 1999 it was 17.9% (the confederation dedicated 7% of its expenditure budget to education, the cantons 25% and the communes 23%). Since 1990, the communes have been spending more and more on education, the cantons have remained at about the same level since 1992, and the Confederation has been spending less since 1995. The reasons for this development were the recession that hit Switzerland in the 1990s and the savings packages applied to public spending. A reversal of this trend only started in 1998.

21. Between 1990 and 1999 the money spent on education went up by 9.5% in real terms. However, the number of pupils and students grew by 10.1% over the same period. In some of the cantons, there were even real cuts in education spending. Teachers' salaries, which account for 61% of education spending, have not been increased since 1992 (taking a national average for Switzerland). However, not all school levels and types have been affected to the same extent by the savings measures: the amount of money spent on vocational training at the upper-secondary and tertiary levels has grown faster than the number of trainees. The expansion of the "HESs" ("haute écoles spécialisées", "Fachhochschulen" (FHS), "universities of applied sciences" (UAS )) released additional resources, despite the general drive to make savings. By way of contrast to this, the money spent on upper-secondary schools providing a general education remained constant between 1990 and 1997, although the number of pupils attending them grew by 28% over the same period.

22. Since 1998, there have been signs of a reversal of the trend in educational spending. After several years during which resources had stagnated, 1999 was the second year in a row in which real spending on education started to grow again slightly (+0.6% compared with the year before; Swiss Federal Statistical Office 1998, 1999b, 2001e).

**Table 1.1: Public spending on education (real values in millions of Swiss francs)**

Year	Confederation	Cantons	Communes	Total
1990	2 943	10 587	6 649	20 179
1991	3 037	11 100	7 137	21 274
1992	3 124	11 370	7 414	21 908
1993	3 157	11 377	7 264	21 798
1994	3 269	11 333	7 385	21 987
1995	3 296	11 218	7 505	22 019
1996	2 556	11 185	7 574	21 315
1997	2 466	11 252	7 529	21 247
1998	2 531	11 272	7 708	21 511
1999	2 655	11 365	7 624	21 644

Source: Swiss Federal Statistical Office (2002a) (with corrected indices).

### The general public and the role of the schools, the quality of education and the status of teachers

23. Against the background of stagnating resources for education, tougher economic competition and, linked to that, demands for efficiency and effectiveness, education has become an output-driven location factor, and the quality of education has become a key concept in educational policy and research. Starting half way through the 1990s, the cantons launched projects for quality assurance and quality development at all levels of education; within the same period of time, a national research project was carried out into the “effectiveness of our education system” (National Research Project, No. 33, 1993–1999; Trier 1999). In the coming years, it is the cantons’ intention to build up a national scheme for monitoring education and to have the federal authorities involved in it too.

24. The (lacklustre) results for Switzerland in the comparative international studies, IALS, TIMSS and PISA, led to something of a rude awakening amongst the public at large. Despite this, the underlying positive perception of the quality of Swiss education has remained intact. This is borne out by a number of research findings:

- In July 2002, the GfS Research Institute published the findings of a representative study under the title of “*Wirksamkeit Volksschule und Ausgabenpräferenzen Bildung*” (= “The effectiveness of state-run primary/lower secondary schools and spending preferences in education”) (Martinovits/GfS Research Institute 2002). Of those questioned, more than 80% awarded a rating of “rather good” or “very good” to the publicly-run “Volksschule” (primary and lower-secondary levels together) for its performance in “tuition” in 1997 and again in 2002. Between 1997 and 2001, there are even indications of a slight increase in the extent of the positive perceptions. The trust that people have in schools to provide good education stands at around 80% for those subjects that are rated as the most important (languages, mathematics). The respondents took a less positive view of the school in terms of its contribution to “general upbringing” (65–70% considered its effectiveness here as “very good” or “quite good”). The positive perceptions of the school’s effectiveness in contributing to general upbringing declined by about 5% between 1997 and 2001. In terms of general upbringing, the respondents expect the school to promote self-confidence and to prepare pupils for higher education and/or adult life. Social skills are also seen as predominant: respect for fellow human-beings and solidarity.

In the same study, the majority of those questioned also had a positive view of the teachers: 73% believe that teachers enjoy “considerable respect” or “great respect”, and 76% assume that the view that parents have of teachers is “quite good” or “very good”. There has been no change in these views since 1993.



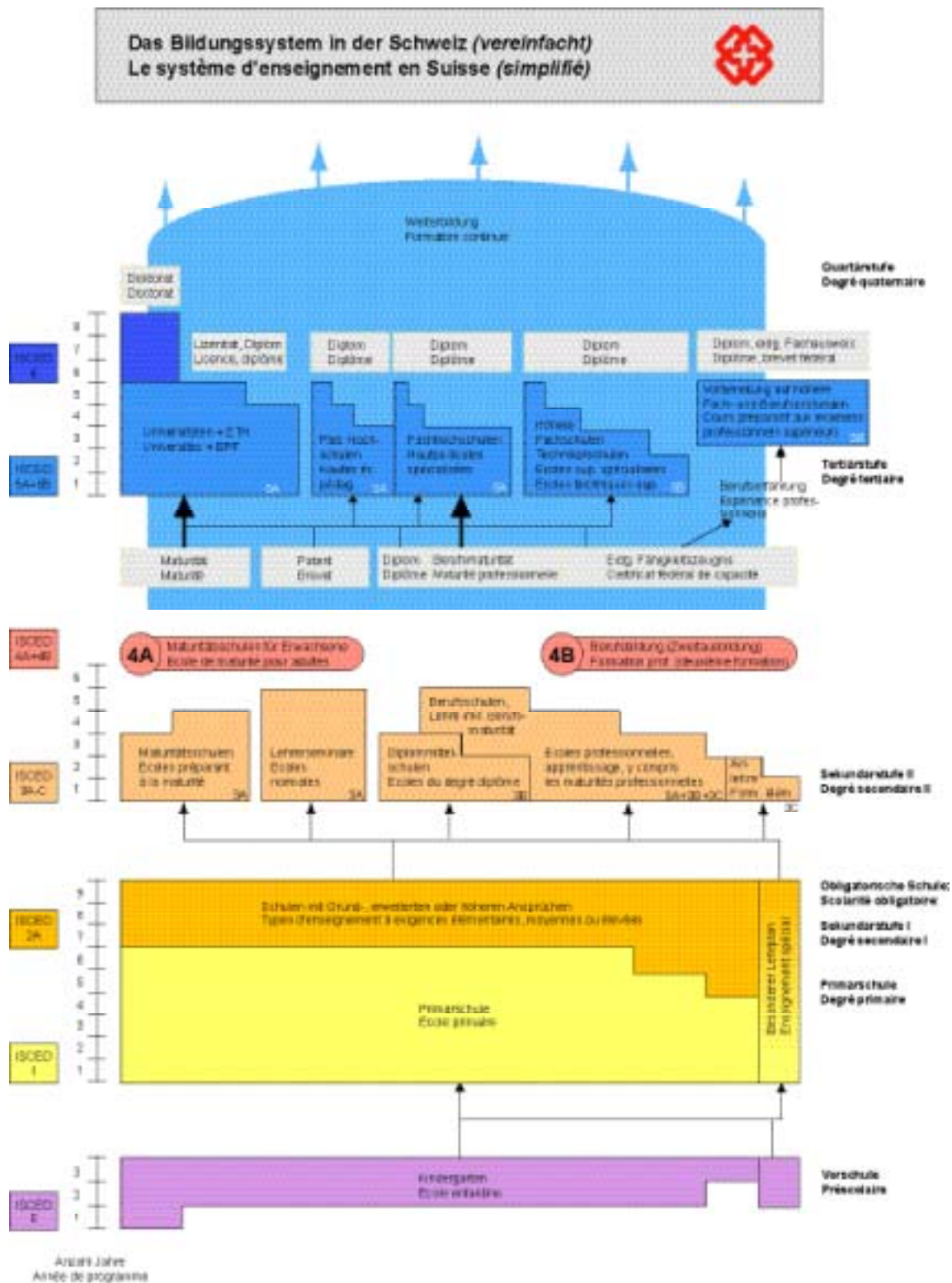
25. These findings tally with earlier studies:

- Of 2300 parents questioned who have children of an age for attending compulsory school (primary and lower-secondary levels), 66% found the quality of the knowledge-transfer process as “good” on a scale of 1-3 and 52% of them also gave a mark of “good” for the teachers’ general educational skills. In the same study, the majority of the parents additionally indicated that their children enjoyed going to school and that the relationship between their child and its class teacher was “predominantly good” (66%) and that their child was being encouraged at school in an appropriate manner (66%; “Schweizerischer Beobachter” / “Schule und Elternhaus” 1995).
- In 1999, as part of the Swiss National Research Project No. 33, Gros asked 1400 individuals from all parts of Switzerland who had been selected as representative to express their opinions, expectations and ideas about the education system. More than four fifths of them had positive memories of their school years (primary and lower-secondary level: 83.8%, upper-secondary and tertiary level: 88.5%) and felt that the school system was good (33.1%), although that it needed improving in places (56.3%). In addition, the majority of those asked (65.4%) expressed the view that teachers were not adequately motivated for their work, that they were too much involved in passing on knowledge and not sufficiently concerned with holistic education (53.5%), but that teachers were very well qualified (78.7%) and would give of their best in the interest of the pupils (74.4%.; op. cit., pp. 183–199)
- A study carried out by the LINK institute showed that 41% of 1016 parents and guardians questioned were “very satisfied” with the state-run schools, 45% “fairly satisfied”, 12% “rather dissatisfied” and 2% “totally dissatisfied”. The decisive factors mentioned for this level of satisfaction were the person of the teacher, the consideration shown towards the child and the climate in the school (Grossrieder 2001, p. 4, 26).

26. To sum up the situation then: the majority of Swiss people are satisfied with the quality of the public education system and they rate it as good. The most positive aspect that stands out is the value of the knowledge imparted, whereas shortcomings are detected more in general upbringing. Teachers are seen as enjoying a good reputation and as being well qualified.

## 2. THE SCHOOL SYSTEM AND TEACHING WORKFORCE

27. This chapter starts by presenting the fundamental data and characteristics of the education system in Switzerland. It then goes on to discuss the official powers and the decision-taking competences of the education administration, the schools and the individual teachers.



## Salient features of the school system and the teaching profession

28. The following sections present data on schools and/or pupils, discuss the position and responsibilities of school heads and explain the ongoing educational reforms.

### *Types and numbers of schools*

29. From the pre-school level up to the upper-secondary level there are approximately 11 000 schools in Switzerland. The range of schools stretches from village schools with pupils of different ages grouped together in single classes to vocational colleges<sup>4</sup> with several thousand students.

**Table 2.1: Number of schools in 2000/01**

Year	Type of school	Number of schools
1998/1999	Pre-school level	3600
2000/2001	Primary level	4500
2000/2001	Lower-secondary, total	2000
2000/2001	Lower-secondary, basic classes	1400
2000/2001	Lower-secondary, advanced classes	1300
2000/2001	Lower-secondary, unstreamed	300
2000/2001	Upper-secondary, total	900
2000/2001	Schools preparing for the "Matura" qualification	200
2000/2001	Other schools providing a general education (including schools preparing for the "intermediate diploma")	200
2000/2001	Upper-secondary teachers' training colleges ("seminaries")	50
2000/2001	Vocational schools (including commercial colleges)	600
2000/2001	Schools preparing for a "Vocational Matura" qualification	100

Source: Swiss Federal Statistical Office (2002a).

### *Structure of school management*

30. Up until only a few years ago, primary and lower-secondary schools in the German-speaking part of Switzerland did not have such a function as "head teacher". Functions similar to that of a head, but limited to organisation and coordination, were entrusted to particular teachers (so-called "Vorsteher" (roughly: "convenors") who had no formal powers in the sense of *primus inter pares* and whose functions might include supplying information, organising and chairing teachers' meetings or liaising with the educational authorities). In western Switzerland and Ticino, on the other hand, school heads always used to have a much higher ranking. There, their functions included the performance of genuine administrative tasks and the promotion of pedagogical projects.

31. By the time of writing, the situation has changed. At primary, level two-thirds of the cantons and at lower-secondary level four-fifths of them (Dal Gobbo/Peyer-Sigrist 2000, S. 19, CDIP/EDK 2000b) now have school heads with pedagogical authority (including counselling teachers, promoting in-service training for them and human-resources management, even extending to having a say in new appointments, teacher assessments, responsibility for their school's "profile", annual planning, pedagogical projects, public-relations work, cooperation with parents, school development and quality improvement). In other cantons similar reforms are underway. In practice, the school head alone has the final word as regards the nomination of his or her deputy, authorising days of leave and assigning

<sup>4</sup> Following the period of compulsory education, which lasts nine years in Switzerland, around three fifths of all young people go on to complete a vocational apprenticeship. Most such vocational apprenticeships take three or four years. The practical part of their training takes place in a business offering apprentice opportunities, whilst the theoretical component takes place in a "vocational school" ("Berufsschule" / "école professionnelle") (i.e. the so-called "dual system"). In addition to this, many professions also have arrangements for particular training blocks in the form of introductory courses (adding a third strand to the dual system). The most popular choices are office and administrative professions (22%) the metal-working/machine-building sector (18%), the retail trade (10%) and hotels and catering (6%). About 47% of those successfully completing vocational training are women (Swiss Federal Statistical Office 2002a, pp. 683, 688).

teachers to classes. Individual teachers have the right to have their say in matters such as the imposition of sanctions, the procurement of teaching aids, in-service training within the school, the use of promotional programmes, the pedagogical profile, the allocation of homework and dividing up the school building. Teachers also have the right to make suggestions and to submit formal proposals as regards teacher qualifications, the recruitment of administrative staff, the recruitment of teaching staff, the authorisation of leave for further training, decisions regarding school holidays and the times of lessons, the creation of new classes, the closing down of existing classes, the adoption of the budget and the in-service training of teachers. Today, most school heads do not have a global budget to work on. For the primary and lower-secondary levels, most of the budgets are decided on by the commune (i.e. the local executive or legislative); a survey has shown that only 8% of the heads of primary and lower-secondary schools interviewed in the German-speaking part of Switzerland had a global budget at their disposal (Dal Gobbo/Peyer-Sigrist 2000, p. 37). There is still controversy as to the extent to which school heads should have responsibility for human-resources management (Oggenfuss 2000, p. 91).

32. At upper-secondary level (i.e. at vocational schools, schools preparing for the “Matura” or the intermediate “middle-school” certificate and other schools providing a general education) there are school heads everywhere in Switzerland who definitely have more than pure administrative and organisational tasks to fulfil. Such school heads are active in matters like human-resources leadership, human-resources development plans and human-resources selection, in-service training for teachers, counselling teachers, school development and school profiles, quality development, pedagogical projects, cooperation with parents and public-relations work.

33. The cantons influence the role and qualification of school heads by drawing up recommendations for their training and by setting up their own training courses. The Swiss teachers’ nationwide umbrella organisation (ECH/LCH) also offers training courses for school heads. In summer 2002, the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) set up an accreditation committee for approving organisations and institutions regarded as suitable for providing training measures for school heads. It is the intention that, in future, training programmes for school heads should be verified and recognised at national level.

34. To sum up, it can be concluded that the trend is moving towards giving individual schools greater latitude to run themselves (such as through global budgets, pools of lessons and the right to draw up their own timetables), the drawing up of school profiles (“mission statements”), the establishment of the function of school heads with extended powers and the accreditation of training programmes for school heads.

### ***Extent of public/private education***

35. In Switzerland, the cantons provide more than half (53%) of the total public money channelled into education, the communes pay about a third (35%), and the Confederation pays the rest (12%). The communes pay the lion’s share of costs of the pre-school level (just on 70%) and also the primary and lower-secondary level (around 60%), whilst the cantons pay most for the upper-secondary level (approximately 80%).

36. In 1999, the total costs of pre-school education in Switzerland amounted to 786 million francs (Confederation: 0%, cantons: 31.8%, communes: 68.2%); the primary and lower-secondary levels cost 9747 million francs (Confederation: 0.2%, cantons: 38.8%, communes: 61.1%); schools with a special-purpose syllabus cost 851 million francs (Confederation: 0%, cantons: 46.6%, communes: 53.4%); vocational training accounted for 2796 million francs (Confederation: 14.1%, cantons: 70.6%, communes: 15.3%); and, finally, schools providing a general education at upper-secondary level cost a total of 1829 million francs (Confederation: 0.7%, cantons: 95.8%, communes: 3.5%) (source: Swiss Federal Statistical Office 2002a, p. 703).

37. The educational expenditure of the communes has increased in real terms since 1990 (from 6550 million francs to 7510 million); the cantons’ spending stagnated in real terms from 1992 to 1999

at around 11 200 million francs (1990: 10 429 million francs), whilst the education spending of the Confederation increased slightly in real terms from 1990 to 1995 (from 2370 million francs to 2605 million), only to fall somewhat in real terms from 1995 to 1998 (from 2605 million francs to 2494 million) and then to increase again as of 1999 (2615 million francs) (op. cit.).

38. Not all school levels have been affected to the same extent by the stagnation in educational spending: taking the pre-school, primary and lower-secondary levels together, the sum spent per pupil in 1990 was 10 700 Swiss francs. By 1997, it had fallen to 10 500 Swiss francs, but there were big differences between the cantons<sup>5</sup>. Although the number of pupils in schools providing a general education at the upper-secondary level increased by 24% between 1990 and 1997, not more but the same or even less money was made available for this segment. Contrasting with this, the expenditure on vocational training at the upper-secondary level increased at a time when there was even a decline in the number of trainees (1990–1997: –16%).

39. This development can be ascribed to the economic crisis of the early 1990s and to political priorities. Between 1990 and 1997, the total expenditure budget of the Confederation, the cantons and the communes went up by 14% in real terms, whilst the share of public spending that went into education increased by only 8%.

#### ***Breakdown of pupil numbers (by level, stream and sector)***

40. The overwhelming majority of pupils in Switzerland attend publicly-run schools<sup>6</sup>. These can be divided up by level and type: pre-school level, primary level, lower-secondary level (basic classes or advanced demands) and upper-secondary level (general education or vocational training).

41. Between 1990/91 and 2000/01, there was an increase of 11.9% in the number of pupils at the pre-school level; there were also increases in the numbers at primary level (+17.2%), lower-secondary level (+4.9%), and in schools providing a general education at upper-secondary level (+25.4%; especially pupils at schools with advanced classes preparing for the “Matura” (which is sometimes called the “university entrance certificate”), or schools with intermediate classes preparing for the intermediate “middle-school” certificate or schools/colleges preparing for the “Vocational Matura” (which was introduced for the first time in the 1994/95 school year). The only decrease was in the number of young people undergoing vocational training (–3.4%). In 1999, the proportion of pupils completing the upper-secondary stage throughout Switzerland with some form of certificate was 83%. The number of pupils per school unit (class) in 2000/01 was 19.9 at primary level and 19.0 at lower-secondary level.

42. A word on special-purpose schooling: in recent years, there has been a steady increase in the number of children attending special-purpose classes and, to a lesser extent, special-purpose schools. More and more, special-purpose classes are being set up for children and adolescents with behavioural problems and those with learning impediments. In the 2000/01 school year, 48 594 pupils throughout Switzerland attended schools with special-purpose curricula: that amounted to approximately 6% of all pupils at the primary and lower-secondary levels (depending on canton, the range of pupils at special-purpose schools was 2-10%). To put this in an historical perspective: the number of pupils at such schools in 1980/81 was 36 388 and in 1990/91 it was 36 164.

43. The proportion of girls and young women amongst the pupils at special-purpose schools is 37.9%, and the proportion of foreigners is 45.9%. The mean number of pupils per class at such schools is 9.6 (with a range of 7-14 depending on canton). Some 1.5% of the special-purpose schools are private ones that are not subsidised (Swiss Federal Statistical Office 2002b, pp. 17, 24, 36 ff, 40)

<sup>5</sup> These figures are national means. At primary school the amount spent per pupil per year varies from canton to canton within the range of 7250 and 12 450 Swiss francs and at lower-secondary level between 8880 and 21 000 Swiss francs.

<sup>6</sup> The proportions of pupils at non-subsidised private schools are: pre-school level: 7.1%, primary level: 2.2%, lower-secondary level: 4.1%, schools with special-purpose curricula: 1.5%, vocational training: 4.0%, schools preparing for the intermediate “middle-school” diploma: 9.2%, schools preparing for the “Matura”: 7.7%, other schools offering a general education: 17.1%, schools for the teaching professions: 1.3% (Swiss Federal Statistical Office: 2002a, p. 681).

**Table 2.2: Numbers of pupils during the 2000/01 school year**

Year	Type of school	Publicly-run schools	Private schools	Total
2000/01	Pre-schools, kindergartens	144 633	11 731	156 364
2000/01	Primary schools	462 097	11 642	473 739
2000/01	Lower-secondary, total	270 056	14 958	285 014
2000/01	Lower-secondary, basic classes	78 311	1 792	80 103
2000/01	Lower-secondary, advanced classes	153 285	9 711	162 996
2000/01	Lower-secondary, no streaming	38 460	3 455	41 915
2000/01	Special schools	39 339	9 255	48 594
2000/01	Upper-secondary, total	274 119	33 002	307 121
2000/01	School preparing for the "Matura"	58 158	8 730	66 888
2000/01	Schools preparing for the intermediate diploma	9 838	1 221	11 059
2000/01	Other schools providing a general education	4 938	1 338	6 276
2000/01	Teaching professions	4 737	1 256	5 993
2000/01	Preparatory apprenticeship	647	10	657
2000/01	Remedial apprenticeships	3 455	421	3 876
2000/01	Vocational training <sup>7</sup>	189 348	19 809	209 157
2000/01	Vocational Matura following a vocational apprenticeship	2 998	217	3 215

\* Includes both subsidised and non-subsidised private schools

Source: Swiss Federal Statistical Office (2002b), p. 17f.

### **Major reforms recently undertaken or proposed**

44. Significant reforms have been underway at all levels of the education system for many years and further reforms are in the process of implementation or planning: half way through the 1990s, the "Vocational Matura" and the "HESs" ("universities of applied sciences") were introduced. Since 1995 a new core curriculum has existed for schools preparing for the Matura, and a new core curriculum was introduced for schools preparing for the intermediate "middle-school" certificate in 2001 too. In future, it is the intention to merge the pre-school level and the first two years of the primary level to create a new reception-class level (one of the reasons for doing this is to make initiation to school more flexible and better suited to each individual child, i.e. to achieve a better integration of both children with handicaps and learning difficulties as well as those that are highly able and those whose mother tongue is not one of the Swiss national languages). One further intention is to introduce a second foreign language for children while they are at still at primary school and to lower the age at which language learning starts. For both the primary and lower-secondary level, compulsory targets for skill levels are to be introduced. At schools of all levels, trials are to be carried out using two languages of tuition. Special incentive programmes are to give further encouragement to the use of information and communication technologies as tools for teaching and learning (the main focus is on the operation of specialist units and centres of excellence, the building up of a Swiss education server as a platform for information and communication within the Swiss education system, the development of teaching and learning software and teacher training at both the initial and advanced level). It is expected that as of 2003 there will be a new law governing vocational training, which will rearrange the fields of health care, social services, art, agricultural and forestry; the remedial apprenticeship ("formation élémentaire" / "Anlehre") will be replaced by vocational education with a practical focus and advanced types of vocational colleges. In order to enhance the degree of professionalism and to ensure the recognition of teaching diplomas throughout the whole of Switzerland, the training of teachers for the primary, and lower-secondary levels is to be reformed and moved into the tertiary level of education into "HEPs" ("universities of applied educational studies"). As this development advances, all these new HEPs will have been set up by 2004.

<sup>7</sup> About 3% of the apprentices complete their training in dedicated apprentice workshop facilities; a total of 12% of the apprentices learn their trade in full-time training (Swiss Federal Statistical Office 2001f, p. 21).

45. The following sections of the report describe the two most significant reforms that the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) has designated as strategic priorities: the harmonisation of the compulsory stage of education and the building up of a national system of educational monitoring.

46. Firstly, harmonisation of the compulsory stage of education: given that, on account of requirements concerning mobility and quality, there is a need for coordinated contents and the creation of the basis for external assessment, harmonisation is to be brought about at the primary and lower-secondary levels. The cantonal ministers of education want to lay down mandatory levels for skill attainment to be applicable nationwide. An initial phase in this process is to be the development (as of 2003) of descriptions for target skill levels in languages (first language, foreign languages), mathematics and the natural sciences, and these are to be both measurable and verifiable. A second phase will involve defining the skill levels that ought to be attained by all pupils throughout Switzerland by the end of their second, sixth and ninth year of schooling. In parallel with this, the various language regions of Switzerland are to develop skill levels for other segments of education (history and politics, geography, the fine arts and sport).

47. Secondly, along with the Confederation, the cantons are setting out to build up a nationwide system of educational monitoring, starting in 2002. This is to involve the carrying out of regular measurements of skill levels (along similar lines to the PISA study), to evaluate particular segments of education for the whole country (such as language tuition or schools preparing for the Matura), to take part in OECD examinations and to build up a knowledge base for interventions predicated on enhanced educational indicators.

### **Responsibilities at the various levels of the administration, the school establishments and the individual teachers**

48. Apart from very few exceptions<sup>8</sup>, it is the communes that run the schools at pre-school, primary and lower-secondary level. Each canton has its own legislative measures for the field of school education (education laws and implementing provisions). Schooling is the responsibility of the cantons' ministries/departments of education<sup>9</sup>. The education minister is elected by the canton's voters for a period of four or five years at a time. At the upper-secondary level, it is the Confederation that regulates vocational training, whilst it is the cantons that have to put it into practice. The lycée/gymnasium-type of "Matura" is regulated by the cantons and the Confederation together. The cantons run the general-education schools at the upper-secondary level, in particular, those preparing for the "Matura" and the intermediate "middle-school" certificate, since, generally speaking, they are the bodies responsible for them.

49. Most of the communes in Switzerland have set up school committees, whose members are elected by the commune's registered voters. Generally, it is these school committees that decide on teacher appointments. The amount of teachers' salaries is set uniformly within each canton. It may be either the communes or the canton that actually pays the teachers. When school heads are chosen, the members of the teaching staff at the school concerned are, at the very least, one of the parties to the decision. The substance to be taught and the number of lessons for each of the subjects and fields of learning are laid down in cantonal curricula. The cantons also determine official teaching materials and guidelines for class sizes. Each canton organises its own technical supervision of schools – in most cases in the form of an inspectorate. In the course of recent years, there has been a shift in the jobs to be performed by the school inspectors: on the one hand, they do still retain their supervisory function (as regards syllabuses, curricula, teaching methods, assessment, pupil development and so on), but, on the other hand, they are now expected to provide pedagogical inputs and counselling too. The general supervision of school management (budget, human resources) is in the hands of the cantonal ministries/department of education (cf. Rieger 2000, p. 43; Bühler/Maag Merki 2002, p. 9).

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<sup>8</sup> In Canton Geneva, it is the canton itself that runs schools at the pre-school, primary and lower-secondary levels.

<sup>9</sup> In a number of cantons, vocational training falls within the purview of the ministry/department of economics.

50. At primary and lower-secondary level (and to a somewhat lesser extent at upper-secondary level too), the latitude for individual school establishments to take decisions themselves is relatively limited throughout Switzerland: schools either can or must draw up “profiles” for themselves, carry out school-development projects, actively develop quality, implement pedagogical projects, organise their own internal in-service training schemes and work with parents. However, they have no powers to determine their own curriculum or the number or breakdown of lessons, to introduce new subjects or to scrap existing ones, to recruit and assess teachers, to determine their budgets or to commit themselves to any major expenditure.

51. In all the Swiss cantons, teachers have a statutory and practical right of co-determination. Particularly in the German-speaking regions of Switzerland, this right includes direct participation. That means that teachers must be represented in the local school authorities and on the cantonal education committees. Teachers play a part in all educational reforms; one of the things they can do is to present their viewpoints in the course of official consultation procedures.

**Table 2.3: Who is in charge of what in the Swiss education system**

School level:	Pre-school	Primary, lower-secondary	Upper-secondary (general education)	Upper-secondary (vocational and teacher training)	University-level higher education
<b>Legislation</b>	Cantons	Cantons (Confederation)	Cantons (Confederation)	Confederation, Cantons	Cantons, Confederation
<b>Organisation</b>	Cantons, Communes	Cantons	Cantons (Communes)	Cantons, Professional associations	Cantons, Confederation
<b>Implementation</b>	Communes	Communes	Cantons (Communes) (private schools)	Cantons (Communes) Professional associations Businesses (private schools)	Cantons Confederation

### ***Responsibilities for funding***

52. For the pre-school, primary and lower-secondary levels it is the communes and cantons that are responsible. In the majority of cases it is the communes that pay for school buildings, equipment, teaching and learning aids and teachers’ salaries, although in a minority of cases the cantons pay for these. Most of the costs for the upper-secondary level are borne by the cantons. The Confederation contributes to funding vocational training. A part of the costs (for instance, for introductory courses) are assumed by professional associations and businesses.

53. Compulsory schooling (primary and lower-secondary levels) is completely free of charge for all pupils. At upper-secondary level, a nominal tuition fee is charged in some cases and school materials have to be paid for.

### ***Responsibilities for drawing up curricula***

54. Curricula are drawn up as ordered by the ministries/departments of education of the individual cantons, the Regional Conferences of the Swiss Conference of Cantonal Ministers of Education or the Plenary of that conference. This process involves the setting up of curriculum committees or project groups, made up of educationalists, teachers, parents, members of the authorities and additional specialists. However, it must be borne in mind that in Switzerland work on curricula is primarily a matter for teachers. They agree to undertake this task for a certain period of time and then set about acquiring the necessary skills themselves. In the actual development of curricula it is hard to distinguish between the political, administrative and school representatives, since there is a great deal of overlapping amongst them. This facilitates the percolation of ideas between the various groupings and double-checking by them (Bähr et al. 1999, pp. 9 ff).



55. Primary and lower-secondary curricula are generally commissioned by individual cantons, although in western Switzerland and central Switzerland, several cantons draw them up jointly. The core curricula for schools preparing for the Matura and the intermediate “middle-school” certificate as well as vocational colleges are applicable throughout Switzerland.

56. At primary and lower-secondary level, there are cantonal curricula but no school curricula. At secondary level, there are not only the Swiss national core curricula for vocational colleges and upper-secondary schools preparing for the Matura or the intermediate “middle-school” diploma, but there are sometimes cantonal and school curricula as well. This makes it possible, for instance, for individual vocational schools to determine what to put in the optional parts of the core curriculum. For practical training with a business, there are also model programmes for apprenticeships, and the professional associations play a key part in drawing up the latter.

57. Curricula may be drawn up for a single school subject, for an individual field of tuition or for all the subjects to be taught (integrated curricula). The development of curricula is governed by several procedural rules and other provisions (mandatory content, examination regulations, number of contact hours, subject breakdown, procedural requirements, such as time, available resources, skills, determination of who is to do what, expert-appraisal or decision-making bodies). In Switzerland, however, the actual work on the curriculum has not really been institutionalised. It is subject to repeated reorganisation: project management teams are set up, committees and other bodies are appointed, working parties are created, terms of reference are handed out and decision-making processes and procedures for official consultations and testing are agreed upon (Selinder-Müller/Fries/Künzli 1999, p. 31).

58. Once a curriculum is ready in the form of a draft, it has to go through an official consultation procedure; that means that schools, politicians with an involvement in education, teachers and their organisations, political parties, school authorities, various associations, and so on and so forth all issue their opinions on it and propose amendments. Following consultation, a new curriculum is tested, appraised, revised and put into its definitive version before it is finally applied in the schools.

### ***Responsibilities for employment and the selection, assessment, promotion, dismissals and redundancies of teachers***

59. The teachers’ working conditions are decided by the cantons. They determine, *inter alia*, salary levels, the number of lessons to be given and the type of employment contract.

60. All cantons have complete liberty to decide only to recruit a limited number of new teachers to work in schools. A student teacher obtaining a diploma has no legal entitlement to a job. The decisive factor is the need for teachers. Anyone wanting to teach in state-run schools must be in possession of a teaching diploma either issued by the canton concerned or recognised by it. The teaching diploma must have been acquired for the school level and/or subjects in which the teacher is proposing to teach.

61. All vacancies for teachers are published by the cantonal or communal authorities (in school newssheets, newspapers, periodicals or via Teletext or the Internet). Teachers are free to apply for vacancies in other communes or cantons. Applications are channelled through the communes’ school authorities. The criteria for choosing successful candidates include performance, personality and the preferred combination of level and subjects. So, as a general rule, teachers in Switzerland are not chosen by either the cantonal authorities or the school heads but by the communal school authorities.

62. In the majority of the cantons, teachers are chosen to serve for a period of four-to-six years; as a general rule, they are not appointed as life-long civil servants. The rules governing the duration of tenure are linked to automatic pay increases as well as to special fidelity bonuses, family allowances and lengthy periods of continued pay in the event of an illness. There is no clear indication of the cantons’ wanting to move away from this system of fixed-term employment contracts to indefinite,

terminable public-law contractual arrangements in the context of generalised collective labour agreements<sup>10</sup>. Teachers in ancillary posts are chosen for a duration of at least one semester.

63. Teachers are placed in different salary grades as a function of their training and the school level. Promotions are within these salary grades. Depending on a teacher's experience, he or she may be assigned to a different salary grade without having to undergo an evaluation: salaries are incremented automatically with the number of years of service. A number of cantons have tested or even introduced quality-assessment systems for teachers, and some of these have an impact on salaries.

64. Teachers who undergo appropriate forms of further training may be authorised to teach additional subjects or to teach at a higher school level. It is also possible for them to be promoted to the post of head of department or head teacher.

65. The cantonal authorities (i.e. the ministries/departments of education) have a committee that decides on removing teachers from schools. Such a step may be taken for disciplinary or administrative reasons, such as underperformance. It is only in exceptional cases that the educational authorities order a teacher to be moved from one post to another. Each case of a teacher to be removed from a school is considered basically on its own individual merits: even if a teacher has had a particular sanction imposed on him or her or has been found guilty of an especially severe offence (such as one incurring a non-suspended prison sentence of four months or offences against public morals), they will not automatically be removed from their school.

66. In such instances, as in the case of disciplinary sanctions, teachers themselves have the right to be heard before they are removed. After a certain time has elapsed, it must also be possible for them to be accepted for a post in a school again. Life-long exclusion from exercising the profession of teacher is regarded as out-of-proportion.

#### ***Major reforms (envisaged for whatever reasons)***

67. Considering who has powers to do what in education policy and who has the right to take what decisions, no radical reform is envisaged for the coming years, nor is any such reform to be expected. The pre-school, primary and lower-secondary levels as well as the general-education streams of upper-secondary education will remain in the hands of the cantons and communes, as will teacher recruitment. There seems to be very little public pressure to amend the Swiss federal constitution and to include an article on education with centralised provisions and greater powers granted to the Confederation in the field of education<sup>11</sup>. Despite that, there are moves amongst some of the members of the National Council (the larger of the two houses of the Swiss federal parliament) to develop a framework article on education to be added to the federal constitution.

68. Given that the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) is launching or will be launching additional activities in fields such as the recognition of diplomas, establishing skill levels and monitoring education, there will be an increased degree of harmonisation between the cantonal education systems anyway.

#### ***Differences between the public and private sectors***

69. There are approximately 600 private schools in Switzerland. What sets them apart is usually a particular pedagogical, ideological or religious profile. Many private schools are run by foundations

<sup>10</sup> Fixed-term employment contracts are not issued in the cantons of Aargau, Basel-Landschaft, Geneva, Graubünden, Neuchâtel, Obwalden, Vaud, Ticino and Zug and the cantons of Appenzell-Innerroden, Lucerne, Nidwalden, Solothurn, Schwyz and Zurich intend to abolish them.

<sup>11</sup> According to a representative survey, only 10-35% of the Swiss questioned are of the view that it ought to be the Confederation that decides on matters of primary, lower-secondary and upper-secondary education (primary school: 9.1%, compulsory education: 11.0%, vocational training: 34.5%, non-compulsory schools: 25.1%, universities: 67.7%; Gros 1999, p. 189f).

A much more debated issue is that of funding education and, in particular, the Confederation's contribution to vocational training. The cantons are demanding that the Confederation pay more than 15% (i.e. at least 25%) of the costs of vocational training, given that it is responsible for this segment and regulates it by law.

and non-profit-making associations. Private schools like to see themselves as innovative, i.e. as pioneers in such fields as computer courses for children, the promotion of highly-talented pupils, immersion courses, “second-chance” Matura schools for adults and distance learning (cf. Fischer 2000, pp. 13–16; 2001, p. 2).

70. In Switzerland, private schools are required to comply with cantonal regulations. The cantons may make the opening of a private school dependent on a permit and compliance with particular conditions (such building and sanitation standards for school rooms, teacher training, the language of tuition, compliance with the state curriculum and the use of state-issued school materials). The cantons are in charge of supervising the private schools and they are empowered to recognise any certificates issued by them. Private schools at the primary and lower-secondary levels are required to offer an education which is of an equivalent standard to that of the publicly-run schools; they must also fundamentally attain the same learning targets (Plotke 1979, pp. 466–468). In addition to, this the Swiss Federation of Private Schools (SFPS) has appointed its own quality committee, which performs its own inspections on top of the public ones (Müller/Effront 2000, p. 3).

71. The main demand voiced by the private schools as far as educational policy is concerned is for there to be free choice of schools and, going along with that, for a change in the way education is funded (introduction of school vouchers, grants and loans for pupils at private schools, greater state support for private schools, and so on).

***Number of teachers employed, types of employees other than teachers: the main trends over the past ten years***

72. The data on teachers in Switzerland is divided up at a national level into nine categories: pre-school level, pre-school and primary level, primary level, primary and lower-secondary level, lower-secondary level, schools with special-purpose curricula, lower and upper-secondary level, general-education upper-secondary level and basic-vocational-training upper-secondary level. However, a different set of categories is applied for computing the full-time equivalents<sup>12</sup>. For that reason, the figures for teachers and full-time equivalents only partially tally.

73. The situation described in the following paragraphs applies to publicly-run schools only (

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<sup>12</sup> Categories of full-time-equivalent teachers: pre-school, primary level, lower-secondary level, schools with special curricula, schools preparing for the “Matura”, schools providing a general education and schools providing basic vocational training.

Table 2.4, Figure 2.1, Figure 2.2). No teacher statistics exist for private schools. The most recent statistics on teachers go back to the 1998/99 school year, since the Swiss Federal Statistical Office has been short-staffed and has decided not to collect the data for the three years since then.

74. Between 1993/94 and 1998/99 the number of teachers in compulsory schooling (primary and lower-secondary levels) increased by 17.8%; the increase in the full-time equivalents was lower at 5.8%. In considering the trends in teacher numbers at the lower-secondary level, it must be borne in mind that between 1993/94 and 1995/96 some of the cantons lengthened the duration of primary-school tuition from four to six years, cutting back lower-secondary tuition by the equivalent amount.

**Table 2.4: Number of teachers and full-time equivalents in 1998/99**

School level	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99
Pre-school level	6 480 <sup>1</sup> 6 433 <sup>2</sup>	6 843 6 646	7 501 7 323	7 698 7 229	7 650 7 144	7 862 7 336
Pre-school level and Primary level	2 974 n.a.	2 033 n.a.	2 084 n.a.	2 095 n.a.	2 233 n.a.	2 250 n.a.
Primary level	30 975 25 089	31 614 25 551	31 222 26 670	29 092 26 647	29 702 26 405	30 360 26 905
Primary level and Lower-secondary level	4 509 n.a.	6 962 n.a.	8 189 n.a.	7 935 n.a.	6 980 n.a.	6 804 n.a.
Lower-secondary level	20 395 21 035	19 684 21 176	19 093 21 554	22 066 21 779	22 666 21 701	22 594 21 926
Total in compulsory schooling	62 157 50 379	63 726 50 738	70 991 52 636	72 113 52 706	72 360 52 418	73 240 53 277
Lower and upper-secondary levels	n.a. n.a.	n.a. n.a.	6 730 n.a.	6 750 n.a.	6 557 n.a.	6 663 n.a.
Upper-secondary level, general education	n.a. n.a.	n.a. n.a.	5 197 6 609 <sup>3</sup>	5 101 6 338	5 314 6 347	5 513 6 460
Upper-secondary level, vocational training	n.a.	n.a.	n.a.	n.a.	11 679 6 497	11 536 6 581
Total upper-secondary level	n.a. n.a.	n.a. n.a.	11 927 n.a. <sup>4</sup>	11 851 n.a. <sup>5</sup>	23 550 12 844	23 712 13 042
Total for schools with special curricula	3 304 2 826	3 433 2 912	3 673 3 126	4 175 3 574	4 222 4 415	4 446 4 569

<sup>1</sup> Number of full-time posts

<sup>2</sup> Number of teachers

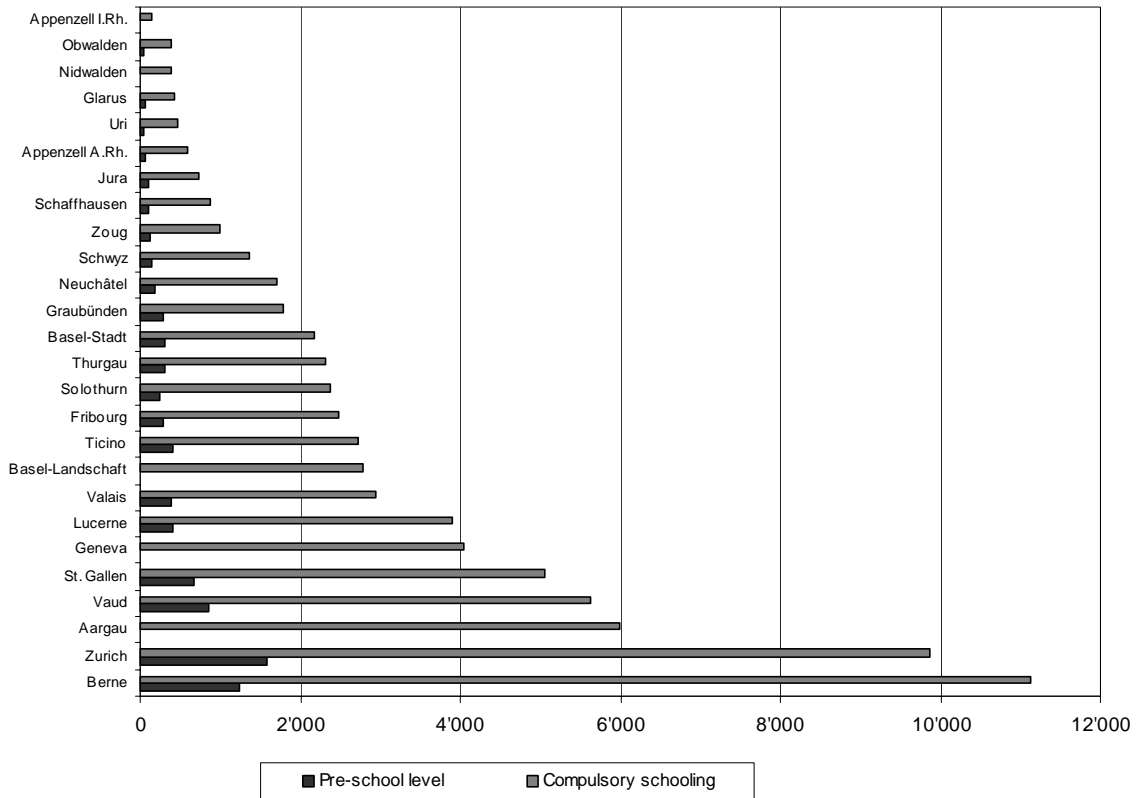
<sup>3</sup> Number of equivalent full-time posts at schools preparing for the "Matura" and schools providing a general education

<sup>4</sup> Excluding vocational colleges run by industry/businesses and colleges of commerce

<sup>5</sup> Excluding vocational colleges run by industry/businesses and colleges of commerce

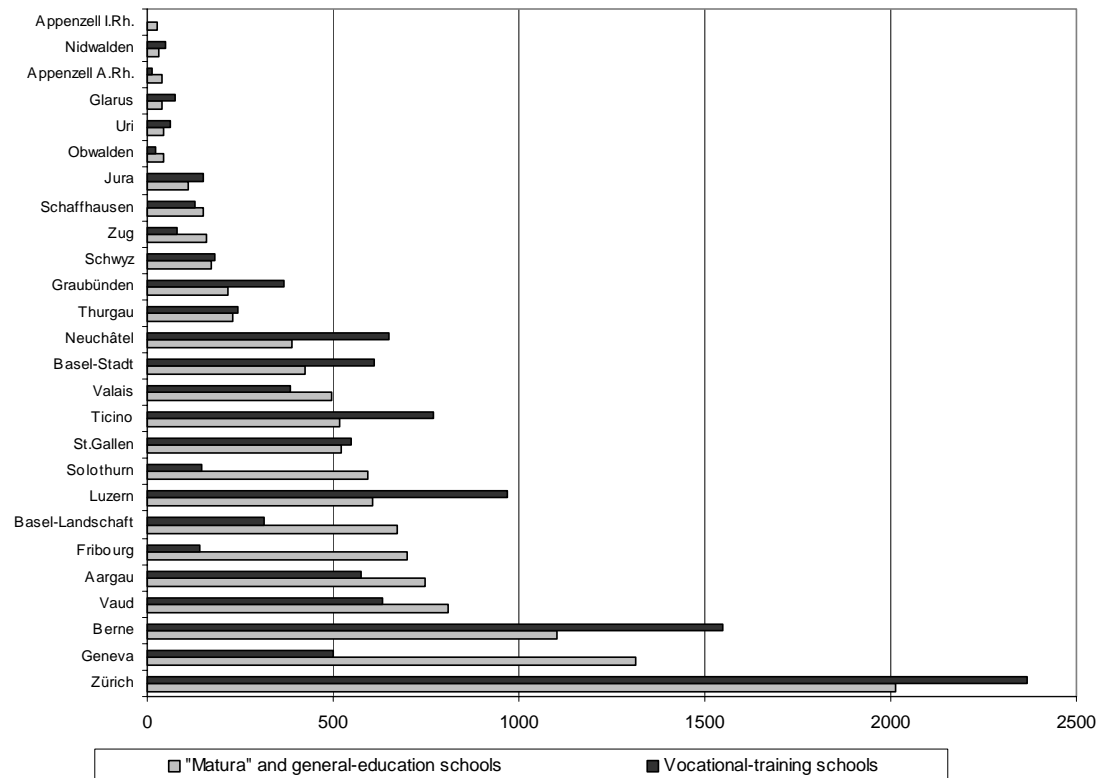
Source: Swiss Federal Statistical Office (2000a).

**Figure 2.1: Teachers at the pre-school level (CITE 0) and in comp. schooling (CITE 1 and 2) in 1998/99**



Source: Swiss Federal Statistical Office (2000a) (Teachers 1998/99); Müller Kucera, Bortolotti and Bottani (2002).

**Figure 2.2: Teachers in post-compulsory schooling (CITE3) in 1998/99**



Source: Swiss Federal Statistical Office (2000a) (Teachers 1998/99); Müller Kucera, Bortolotti and Bottani (2002).

75. The following conclusions can be drawn as regards the genders of teachers, their age and part-time work:

- The higher the school level, the lower the percentage of women.
- The higher the school level, the lower the percentage of younger teachers.
- The higher the school level, the higher the percentage of teachers in part-time posts.
- The higher the school level, the larger the number of full-time equivalents needed per department<sup>13</sup>.

**Table 2.5: Teachers in 1998/99: percentage of women, age and part-time work**

Level	Percentage of women	Age (<40)	Part-time posts	Full-time equivalents per school department
Pre-school level	99%	62%	30%	n.a.
Primary level	71%	42%	46%	1,17
Lower-secondary level	40%	35%	47%	1,53
Upper-secondary level (Schools with intermediate classes only)	32%	32%	66%	1,82*

*Source: Data from the Swiss Federal Statistical Office (2000a).*

76. In the course of recent years, Switzerland has developed into a services society. In the 1960s, roughly half of those in gainful employment had a job in industry; by 2000, the figure had fallen to only 26%. In 2000, 70% of people with a paid job were employed in the services sector.

77. Between 1991 and 2000, two of the ten branches within the services sector suffered losses in the total number of jobs: retailing and repairing consumer durables (–5.0%) and hotels and catering. The number of jobs in the financial services and insurance have remained almost constant (+0.4%). The strongest growth rates have been in the branches of private households (+35.3%), health care and social services (+25.6%), services to companies (+21.0%) and, finally, teaching (+18.8%). Somewhere midway between these extremes, we find miscellaneous services for third parties (+5.8%), transport and communications (+3.0%) and public administration (+4.9%; Swiss Federal Statistical Office 2002a, p. 167).

### Teacher shortages

78. There have been changes on the job market for teachers in recent years. In particular, the introduction of the function of head teacher at the primary and lower-secondary level, the readiness of teachers themselves to seek changes and the trend towards more part-time appointments all mean that schools are needing more personnel.

79. In September 2001, IDES (the centre for Information and Documentation on Education in Switzerland run by the Swiss Conference of Cantonal Ministers of Education) carried out a survey into the situation as regards filling vacancies at Swiss schools. It was the first inquiry of its kind ever organised in Switzerland<sup>14</sup> (Stauffer 2001). The survey included the pre-school level, the primary level, the lower-secondary level (school types with basic classes, advanced classes and integrated

<sup>13</sup> The number of full-time equivalents per school department has remained stable for the primary and lower-secondary level since 1995/96; the figures have deteriorated for upper-secondary schools with intermediate classes (“écoles du degré diplôme” / “Mittelschulen”). At the pre-school level the number of pupils per full-time teacher equivalent was 17.8, at the primary level 15.8, at the lower-secondary level 12.3, at schools preparing for the “Matura” and the intermediate “middle-school” certificate 10.6 and at vocational schools 8.4.

<sup>14</sup> A second survey was carried out in autumn 2002, and its results are expected to be available in February 2003.

forms), classes with a special curriculum, separate “tenth-year classes” and the upper-secondary level (vocational colleges, schools preparing for the intermediate “middle-school” certificate, upper-secondary commercial colleges and schools preparing for the „Matura“). The resulting report contains data on the total number of full-time posts, the number of full-time posts due for renewal, the number of vacant full-time posts<sup>15</sup>, full-time posts occupied by teachers with the correct certificate, full-time posts occupied by teachers with a certificate for a different level, full-time posts occupied by teachers with a certificate other than for the subject taught, full-time posts occupied by teachers without any diploma and full-time posts occupied only thanks to some form of provisional arrangement<sup>16</sup>. Another study carried out by SRED (Müller Kucera et al. 2002, pp. 42–49) established the numbers of applicants for teaching posts. Here are some of the results from the two studies:

- At the start of the 2001/02 school year, 64 000 full-time posts were counted, and 4600 of these were waiting for new occupants. In detail: less than 5% of the full-time posts at upper-secondary level were waiting for new occupants, between 6% and 12% at the pre-school, primary and lower-secondary level and less than 10% in classes with a special curriculum and in tenth-year classes (Stauffer 2001, p. 4).
- In 2001/02, virtually no teacher shortage was to be found in Western Switzerland, in Ticino and in the less populous cantons. In the whole of Switzerland, some 200 full-time posts were counted between the pre-school and the upper-secondary level that it had only been possible to occupy by adopting provisional solutions<sup>17</sup>. It was, in particular, at the lower-secondary level and in classes with special curricula that a number of difficulties had been encountered in filling vacancies<sup>18</sup> (op. cit., p. 5).
- At the pre-school and primary level, more than 99% of the teachers hold an appropriate certificate. For teachers at lower-secondary level and in the schools preparing for the “Matura”, the corresponding figure is approximately 90%; for teachers of classes with special curricula, tenth-year classes and vocational-training streams, the number with an appropriate certificate is around 75%. (op. cit.).
- For each vacant teaching post advertised at pre-school and primary level, the majority of the cantons receive between five and forty applications. By way of contrast to this, each advertised lower-secondary vacancy attracts only between one and five applications. Another factor to emerge is that the number of applications received for teaching posts for mathematics and physics are significantly fewer than for teaching languages (Müller Kucera et al. 2002, pp. 42-49).
- These figures show that, at present, it would be wrong to talk about a fundamental imbalance between the supply of teaching jobs and the demand for them, but they also show that there are certain difficulties in filling vacancies. The cantons have adopted measures to cope with them: for years, 25 of the cantons have accepted teachers qualified in other cantons and 24 of them have also accepted teachers from outside of Switzerland (the latter only in isolated cases). Twenty-three cantons looked into their own vacancies situation and encouraged teachers with part-time posts to take on additional assignments, while 17 cantons set up working parties to examine questions such as labour-market forecasts, working conditions and the attractiveness and image of the teaching profession. Moreover, in autumn 2001, 15 cantons set up Internet or Teletext-based job exchanges. About half the cantons adopted additional measures in the field of initial and in-service training: courses for returnees to teaching,

<sup>15</sup> Including its consequences: merging classes, reducing the number of lessons and more teacher overtime.

<sup>16</sup> Including short-duration stand-in arrangements of less than six months, provisional re-employment of retired teachers.

<sup>17</sup> 65 unoccupied full-time posts, for reasons including merged classes, reductions in the number of lessons and more teacher overtime, 130 full-time posts with provisional occupants for reasons including limited-duration stand-ins of less than six months, provisional re-employment of retired teachers.

<sup>18</sup> 70 unoccupied or provisionally occupied full-time posts at lower-secondary level, 30 unoccupied or provisionally occupied full-time posts in classes with special curricula. Compared with filling vacancies at the other levels, the cantons regard finding suitable teachers at lower-secondary level as the most difficult.



retraining courses for new school levels, training courses for non-teaching professionals and increases in the number of positions for student teachers (Stauffer 2001, p. 12).

**Table 2.6: Unoccupied and provisionally occupied full-time posts (2001/02 school year)**

Level/school type	Number of full-time posts	Number of unoccupied full-time posts	Number of provisionally occupied full-time posts
<b>Pre-school level</b>	4 723	3	3
<b>Primary level</b>	25 185	8	26
<b>Lower-secondary level</b>			
-basic classes	4 834	6	26
-advanced classes	9 133	14	15
-integrated forms	2 886	7	4
<b>Classes with a special curriculum</b>	3 288	15	16
<b>Tenth-year classes</b>	331	0	0
<b>Vocational schools</b>	6 162	9	24
<b>Schools preparing for the intermediate "middle-school" certificate</b>	794	24	0
<b>Schools preparing for the "Matura"</b>	6 547	0.5	17

Source: Stauffer (2001), p. 12.

### The drawing up of policies affecting teachers

80. "Strengthening the teaching profession" (*"Stärkung des Berufsstandes der Lehrenden"*) (CDIP/EDK 2001c) is one of the three strategic priorities of the Swiss Conference of Cantonal Ministers of Education for the coming years. Both as part of the "mission statement" and also within the CDIP/EDK's programme of activities, the policy on teachers is regarded as very important. The "mission statement" (CDIP/EDK 2001a) formulates the objective of building up the tertiary-level HEPs (universities of applied educational studies) with a quality focus and of integrating them in the overall system of higher education. To quote further from the same source: "there is also a need to strengthen the teaching profession by adopting measures at the level of inter-cantonal coordination to create favourable preconditions for top-quality basic training, comprehensive further in-service training, contractual terms and conditions that do justice to performance and interesting avenues for development to ensure that the professional image of teaching is attractive at all levels" (op. cit., p. 2). In the program of activities that the Swiss Conference of Cantonal Ministers of Education has set for itself (CDIP/EDK 2001b), the central themes 11 and 12 deal with the policy on teachers: basically, "conceptual support is to be given to the initial and in-service training of teachers at all levels and in all subjects and this is to be included in a targeted fashion in charting the whole course for the education system" (op. cit., p. 5). The hope is to put this into practice through the coordinated promotion of the process of building up the new HEPs and integrating them in the system of tertiary education as a whole, by having the political direction determined by the HES Council as of 2001, by setting up a Conference of the HEP presidents in summer 2002, by a continuous stream of recommendations to the responsible organisers and through recommendations concerning in-service training for teachers by 2003 at the latest (op. cit., main theme 11). In parallel, work is underway to strengthen teaching as a profession through measures proposed as of 2001 to reinforce the professional image, through the drawing up of a new recruitment concept and through plans for a nationwide image campaign.

81. On teacher development: given the signs that a teacher shortage could be on the way, the Swiss Conference of Cantonal Ministers of Education has adopted a declaration on "career prospects

in teaching” (CDIP/EDK 2001d). For the first time ever, the ministers of education now have a task force on “the teaching profession” at national level, and the teachers themselves are represented on it too. This task force is to process the following fields: professional image and a forward-looking job description for the profession of teacher, devising suitable recruitment strategies and the creation of new career prospects and opportunities.

82. The first measure took the form of a survey amongst the cantons concerning “the job situation as regards teachers in Switzerland and the Principality of Liechtenstein and measures adopted by the cantons” (Stauffer 2001). A further study was commissioned to look into the recruitment of teachers (Müller Kucera/Bortolotti/Bottani 2002). In order to help the cantons find suitable candidates to undergo teacher training, the Swiss Conference of Cantonal Ministers of Education launched information materials targeted on upper-secondary pupils in March 2002 and also set up a new Internet site with information about training to become a teacher, including conditions of admittance and courses on offer ([www.phschweiz.ch](http://www.phschweiz.ch)). At the end of August 2002, “Provisional theses on the teacher’s professional profile” were presented (Bucher/Nicolet 2002) and a nationwide campaign launched. One aim is to promote a genuine public debate on issues such as “what are the challenges facing schools today and tomorrow?”. The question as to how to win over capable and motivated teachers is, however, also continuing to be worked on: currently work is underway into a recruitment strategy designed for the long term. At the end of the day, the social standing of teachers ought to have been improved and their career openings ought to have become more attractive.

### **Teachers’ labour unions**

83. In all the Swiss cantons, the teachers have a legal right to be involved in decision-making processes. This right goes beyond merely participating in official consultation procedures, and, especially in the German-speaking part of Switzerland, they have a right of direct participation – i.e. they are represented on cantonal education and school councils and on the local school authorities. Teacher organisations are deliberately brought into the drawing up and implementation of educational reforms and curricula.

84. In Switzerland, there are three big teacher organisations: “ECH/LCH” is the teachers’ nationwide umbrella organisation, the “SSP/VPOD” is the association of public-service personnel and “SER” is the regional union of teachers in the French-speaking part of the country<sup>19</sup>. All three are represented in the various bodies set up by the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK). The ECH/LCH and SER are official negotiating partners of that conference and are permanent guests at its plenary sessions. The SSP/VPOD, ECH/LCH and SER are involved in official consultation procedures. Senior officers of ECH/LCH, SER and the CDIP/EDK meet three times a year.

85. With nearly 50 000 members, ECH/LCH is the strongest teachers’ association in Switzerland and is actually amongst the largest employee organisations in the country too. ECH/LCH has teachers belonging to it from kindergarten up to higher education. It is the umbrella organisation for more than twenty teacher organisations at cantonal level as well as for nationwide specialist associations of teachers at particular levels of education for teaching specialised subjects (such as kindergartens, home economics, arts and crafts, or sport). The ECH/LCH has its own regular publication, which bears the German title of “Bildung Schweiz”.

86. The ECH/LCH runs its own pedagogical unit, which draws up position papers, theme papers and reports and reacts to any official consultations launched by the Confederation and the Swiss Conference of Cantonal Ministers of Education. The pedagogical unit offers counselling and training courses in fields such as job descriptions, school heads and quality assessments. ECH/LCH operates a number of standing committees, including those on pedagogy, professional standards and ethics, the

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<sup>19</sup> Cf. [www.ech.ch](http://www.ech.ch), [www.vpod.ch](http://www.vpod.ch), [www.le-ser.ch](http://www.le-ser.ch)

internal audit and the media; as necessary, project groups and working parties are also set up. The ECH/LCH has produced its own profile of the teaching profession and a code of conduct (1999).

87. The SSP/VPOD (the Swiss Public-Service Union) organises employees in fields such as office work, energy, health care, the trades, industry, public transport, social-service professions – and teaching too (within its committee on schooling, education, science and the teaching professions). The SSP/VPOD has a total of some 40 000 members, about 4400 of whom are teachers (from pre-school to upper-secondary level). Teachers from all levels and from all regions of Switzerland are organised within SSP/VPOD. The SSP/VPOD committee on the teaching profession sets out to act as a clearing house for information and as a voice in the debate on education policy. Its principal activities are in the field of integration and intercultural education. The SSP/VPOD is one of the joint publishers of a magazine called “Magazin für Schule und Kindergarten” and, along with the ECH/LCH and SER, is a member of Education International.

88. The SER (the regional teachers’ union for French-speaking Switzerland) is a union made up of nine teacher associations covering seven cantons in the western part of Switzerland. The SER has 10 000 teachers belonging to it from pre-school level up to upper-secondary level. The organised bodies within the SER are its assembly of delegates, its committees for the various school levels, its working parties, its members’ council, its central committee, a pedagogical committee and a political committee. Since 1999, the SER has had its own set of rules on professional status and ethics. The SER publishes a periodical called “l’Educatteur” as well as specific publications on questions of educational policy.

89. In Switzerland, approximately 100 000 teachers are employed from pre-school to upper-secondary level (being the equivalent of some 70 000 full-time posts). Around two-thirds of the teachers in Switzerland are organised in trades unions. No data is available as regards the extent of the trade-union organisation of teachers at the various school levels and in the different types of school.

90. Periodic consultations are held between the teachers’ organisations and the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK). The following are the subjects that have dominated these consultations over the last two-and-a-half years: the situation regarding teachers (including teacher shortages in particular types of schools and subjects, the ECH/LCH study into teachers’ job satisfaction, the work of the task force concerning the teaching profession in combination with the job descriptions and recruitment and the reform of teacher training), the PISA study into performance at school (including joint media appearances to interpret the findings, terms of reference for further in-depth studies), language teaching (including an holistic language concept, early learning of a foreign language as of the third school year and teacher qualifications), the communication and information technologies (including public/private partnerships, the Swiss educational server and the further training of teachers ICT), the evaluation of the reformed training at advanced upper-secondary level, the core function of schools (including standards and forums), the training of school heads, the self-assessment of schools (including minimum standards) and the powers of the Confederation in the education system and school coordination.

### 3. ATTRACTING COMPETENT INDIVIDUALS TO THE TEACHING PROFESSION

#### Identification of the main areas of concern for the public authorities

91. In the light of the increased number of challenges that education is having to face up to, the shortage of teachers in certain subjects and regions and the move of teacher training away from the upper-secondary colleges (“teacher seminaries” / “écoles normales” / “Lehrerseminare”) into the new HEPs (“universities of applied educational studies”), the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) decided to act and, in 2001, it issued a declaration on “Career prospects in teaching”. For the first time ever, this declaration makes provision for the cantons to carry out joint actions on a national scale (CDIP/EDK 2001d). In order to reach this objective, the Conference is setting out to make sure that there is “a body of teachers providing not only quality teaching but also contributing to the harmonious development of our society” (p. 2, CDIP/EDK 2001d). It is doing so through a series of measures running from the short term to the long term and impinging on the following fields (CDIP/EDK 2002a):

- initial and in-service training for teachers through the coordinated creation of the new HEPs at tertiary level, leading to a diploma with which it is possible to teach anywhere in Switzerland;
- the image of the profession, by strengthening the social standing and by making the career opportunities more attractive;
- recruitment, thanks to a strategy devised for the long term and the appropriate measures;
- launching an information campaign on this subject.

92. The activities falling within this joint action are coordinated by the task force on “Career prospects in teaching” which is convened by the secretary general of the CDIP/EDK and which also has representatives of the cantons’ ministries/departments of education and the bureaux of the teachers’ associations ECH/LCH et SER as members of it.

93. For the immediate future, the CDIP/EDK is proposing to make sure that future teachers benefit from a training that will satisfy the “stringent demands needing to be met by the practice of the profession of teacher, emphasising, in particular, the relationship between theory and practice” (p. 2, CDIP/EDK 2001d). To this end, the CDIP/EDK stresses the need for there to be proper dovetailing between initial training, in-service training, initiation to the profession and the integration of R&D as a part of training. Moreover, the nationwide recognition of teaching diplomas has been implemented with a view to the long-term strengthening of the attractiveness of teacher training (CDIP/EDK 1993).

94. In the longer run, the CDIP/EDK’s joint action is to develop in the following three domains: reinforcement of the image of the teaching profession; launching an information campaign intended to enhance the image of the teaching professions; development of a long-term recruitment strategy and the adoption of appropriate measures.

#### Data, trends and factors

##### *Principal paths of initial access or returning access to the profession*

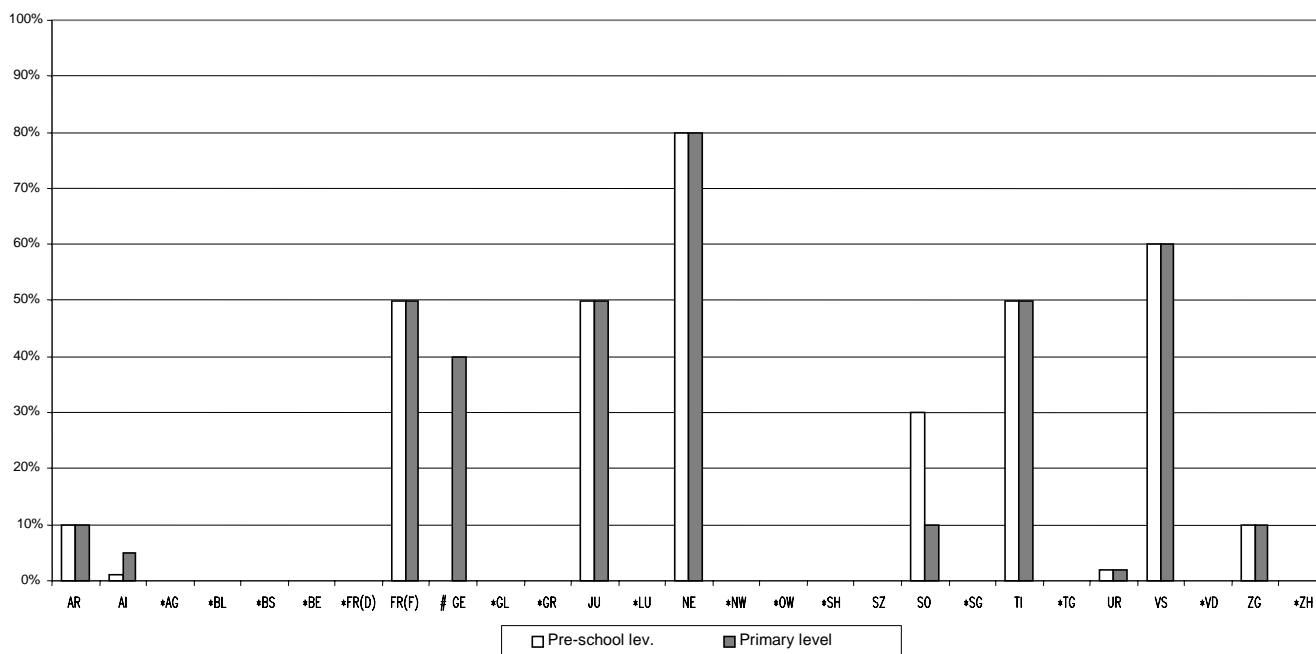
95. Generally speaking, there is little information available in Switzerland regarding access to the teaching profession. In the majority of cases, most newly appointed teachers are fresh graduates from the teacher-training institutions. In the majority of Switzerland’s cantons, it is the communes that are responsible for teacher recruitment. As a consequence of this, the information about applicants and successful recruits is not recorded systematically at either the cantonal or the federal level.

96. The inquiry carried out amongst the cantons as part of the “recruitment strategy” project (Müller Kucera, Bortolotti, Bottani 2002) analysed the question of access to the profession on a national scale for the first time ever. One of its general findings was that there are certain questions about the numbers of applicants and their characteristics that the cantons find it very difficult to process, given that they have virtually no information base. The same applies to new teaching recruits, since this type of information is not recorded in a systematic and reliable fashion either. So, less than half of the cantons were in a position to answer the following questions:

- Where were the teaching diplomas issued (other canton, other country)?
- What is the proportion of recruits who have previously exercised some other profession (i.e. not teaching)?
- What is the proportion of former teachers applying to return to teaching after exercising some other activity?
- What is the proportion of individuals who have already acted as stand-ins (i.e. people who did not have an annual contract but who stood in for a teacher occupying a post, taking all qualifications together: “Matura”, undergoing teaching or subject training, teaching diploma, university degree, etc.).

97. The results of the inquiry show that applicants with experience as teacher stand-ins constitute one of the most important recruitment pools. The responses indicate above all that the majority of applicants as well as the majority of successful recruits had previously acted as teacher stand-ins. This finding is the same for all forms and all levels of teaching (Figure 3.1 and Figure 3.2).

**Figure 3.1: Proportion of individuals recruited after having acted as teacher stand-ins (pre-school and primary levels, CITE 0 and CITE 1) in 2001/02**



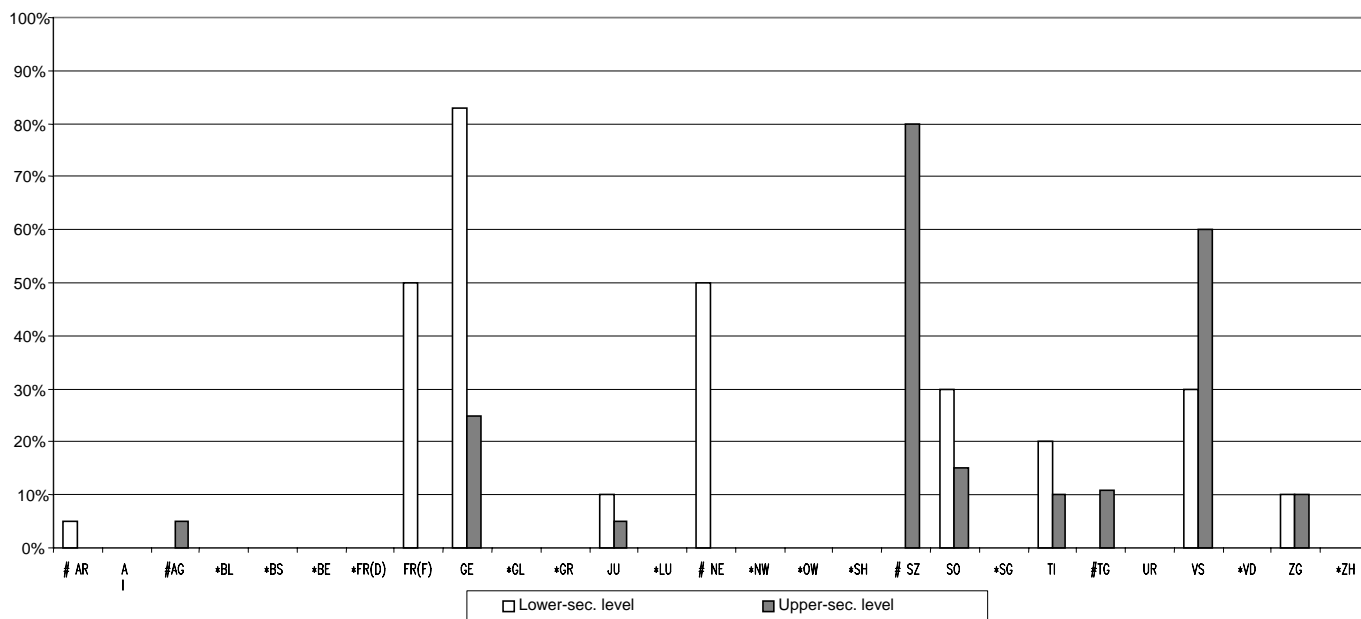
Source: Müller Kucera, Bortolotti and Bottani (2002).

Legend: \* = Data not available, # = Data not available for the level not shown.

Note: VS (Canton Valais): Data available from the communes only; NW (Canton Nidwalden): Estimate.

(See Annex 3 for a list of the names of the Swiss cantons and their abbreviations).

**Figure 3.2: Proportion of individuals recruited after having acted as teacher stand-ins lower and upper-secondary levels (CITE 2 and CITE 3) , 2001-2002**



(See Annex 3 for a list of the names of the Swiss cantons and their abbreviations).

Source: Müller Kucera, Bortolotti and Bottani (2002).

Legend: \* = Data not available, # = Data not available for the level not shown.

Note: VS (Canton Valais): Data available from the communes only; NW (Canton Nidwalden): Estimate; NE (Canton Neuchâtel): Excluding vocational training (upper- secondary).

98. A second access route is also of importance, namely teachers wishing to return to teaching after a period of leave or after some other non-professional activity (such as training). In the majority of the cantons they account for between 10% and 20% of the successful recruits (see Annex 3).

99. Given the recruitment difficulties in the early 2000s, some sixteen cantons or so set up or considered setting up courses for teachers wishing to return to teaching at the start of the 2001/02 school year (Stauffer 2001). This type of professional integration provides targeted courses, adapted to the needs of this particular group in terms of dealing with new teaching instruments and the like in order to encourage them to return to the profession and to make it easier for them to do so.

100. Applicants coming from a profession other than a teaching one play only a minor role at the level of compulsory schooling (not more than 10%-20% of the successful recruits). At upper-secondary level, on the other hand, this type of person is recruited fairly frequently, especially for the vocational schools (between 15% and 45%). In point of fact, around ten of the cantons set up or considered setting up complementary training courses for people active in a profession other than teaching at the start of the 2001/02 school year (Müller Kucera, Bortolotti and Bottani 2002) (see Annex 3).

### **Student teachers**

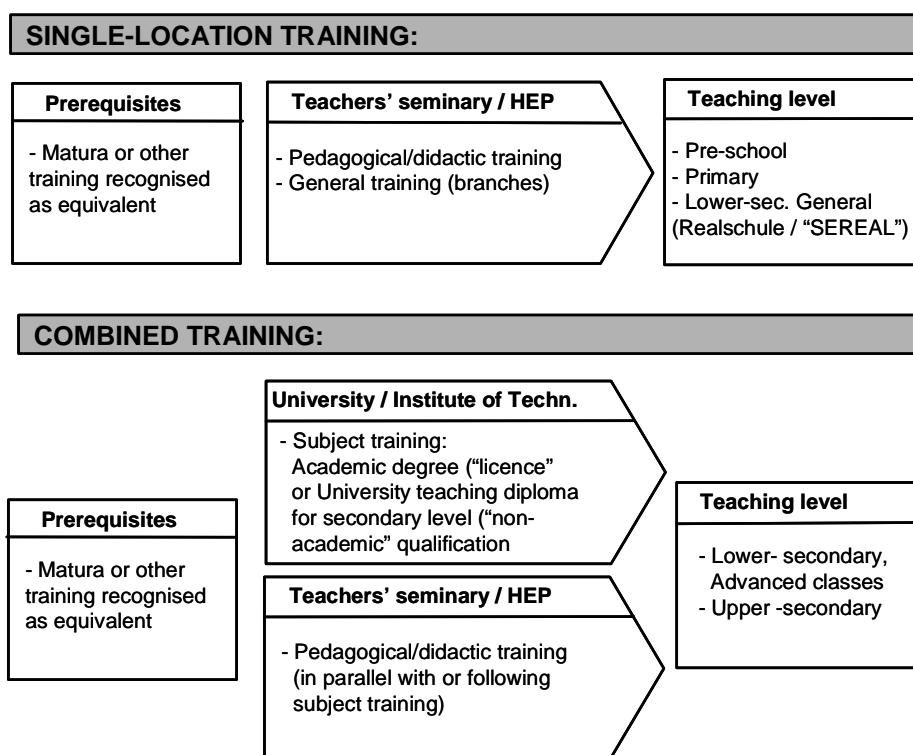
101. In Switzerland, there are two basic structures for providing teacher training depending on the school level for which student teachers are being prepared. The pedagogical and didactic training as well as the general education of teachers for the pre-school, primary and part of the lower-secondary level (schools with basic and/or intermediate classes) is provided at a teacher-training establishment (which may be a “teachers’ seminary” at upper-secondary level, a non-university tertiary-level advanced teachers’ seminary or an HEP, in other words a “university of applied educational studies” –

the last named only in those cantons that have already set them up). On the other hand, teachers for the lower-secondary level (for schools with advanced classes) and the upper-secondary must go through a form of combined training: the subject-matter part of it takes place at a conventional university or one of the new HESs (universities of applied sciences) leading to either an academic or a non-academic qualification, i.e. a university degree or teaching certificate for the secondary-level, whilst their pedagogical and didactic training takes place in one or the teacher-training institutions (see Figure 3.3).

102. In many cases, the creation of the HEPs has led to a shift of pedagogical training away from the upper-secondary level (“teachers’ seminaries”), or the non-university tertiary level (“higher vocational training”). The first HEPs started to operate in 2001. This evolution is responsible for major upheavals in the system of pedagogical training. Unfortunately, there is no data available yet for pedagogical training at the HEPs. The Swiss Federal Statistical Office has made arrangements to start collecting its statistics in such a way as to be able to consider the new HEPs<sup>20</sup> (see also Section 4).

103. This sudden discontinuity in pedagogical training means that two important issues are at stake when it comes to teacher recruitment. Firstly, the system must ensure continuity in the flow of individuals with teaching certificates for all the levels of school education. Secondly, the changes in the school curricula must be closely tied in with the prerequisites defined by the cantonal ministries/departments of education. Discussions with cantonal officers responsible for human resources in teaching confirm that these fundamental changes in training are going to have a major impact on recruitment (Müller Kucera, Bortolotti and Bottani 2002).

**Figure 3.3: Basic structure of teacher training (general situation\*)**



Source: Badertscher et al. (1993), Kramer (2001).  
\* Special situations exist in some of the Swiss cantons.

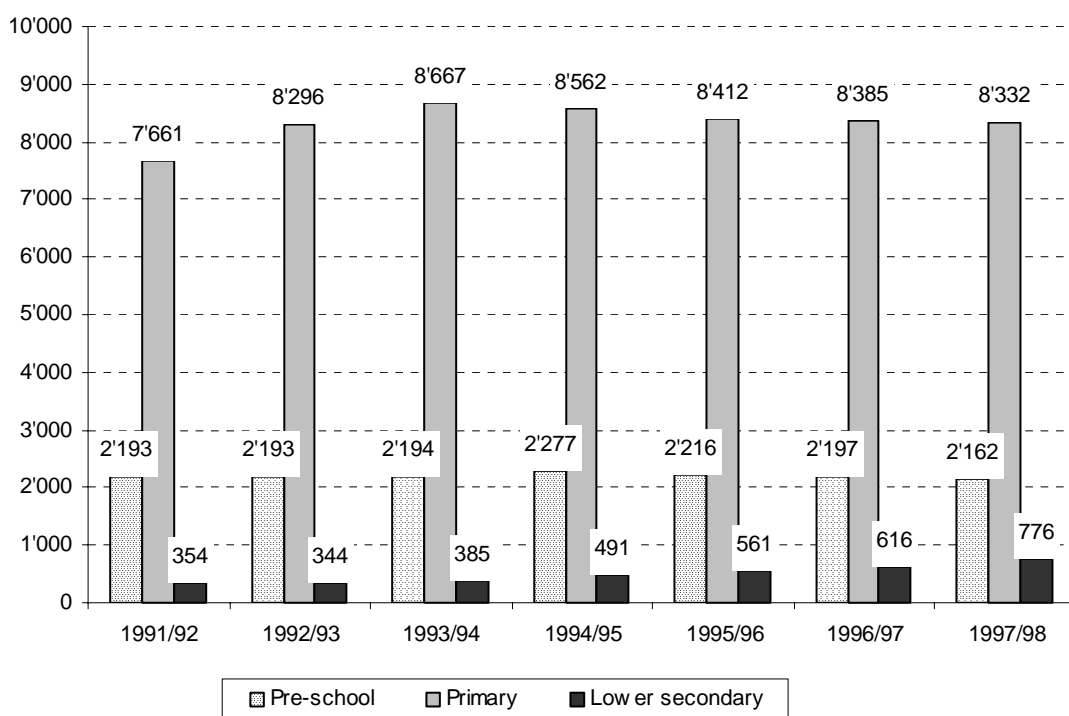
<sup>20</sup> Information provided by the Swiss Federal Statistical Office (Ms. Spätig-Hübschi).

*Training teachers for the pre-school, primary and lower-secondary levels*

104. Figure 3.4 shows the trend in the number of student teachers undergoing pedagogical training with a view to teaching at pre-school or primary level (taking all types of teacher training institutions together, i.e. both those of the upper-secondary level and those of the non-university higher level). First and foremost, it will be seen that the absolute number of trainees for teaching at pre-school level is around 2200. The number of trainees undergoing pedagogical training for primary schools is around 8000. The number of individuals enrolled on teacher-training courses for the lower-secondary level is approximately 800 (1997/98 figure). Depending on the cantons' educational systems, the level may include general education and education in schools with advanced classes.

105. Despite the apparently clear picture, these statistics of the numbers of student teachers have to be interpreted with care. They show the situation before the creation of the HEPs (universities of applied educational studies). The first of these started to operate in the 2000/01 school year. This fundamental change in the initial training of teachers caused major ruptures in some of the cantons (for instance: a reduction in the number of student teachers enrolled and some years without any teacher training at all). Unfortunately, there are no statistics of the numbers being trained at the HEPs.

**Figure 3.4: Numbers of student teachers preparing to teach at the pre-school and primary levels between 1991/92 and 1997/98**



Source: Swiss Federal Statistical Office, student teachers (1991/92 – 1997/98).

106. Some of the socio-demographic characteristics (age, gender and nationality) of student teachers enrolled on training courses preparing for the pre-school, primary and lower-secondary levels are summarised in Table 3.1. It will be seen that virtually all the students enrolled for pre-school teaching are women and are less than 30 years old. The proportion of them who are Swiss nationals is approximately 80%. There was virtually no change in these characteristics between 1991 and 2001.

107. As far as the future teachers at primary level are concerned, the proportion of men is higher than for the pre-school level, although they are still in a minority. The percentage of male students fell from 29% in 1991/92 to 23% in 2000/01. The proportion of Swiss nationals fell from 74% to 68% over the same period, whilst the vast majority (97%) of the students are still aged less than 30.



108. Moving on to students preparing to teach at lower-secondary level, it will be seen that there has been a decline in the proportion of men from 53% to 44%, i.e. women now constitute the majority. At the same time, the percentage of students aged more than 30 has increased. These two findings taken together indicate that there are now new possibilities for accessing initial training – either after having had some other form of professional activity (either related to teaching or not) or after time off for family reasons.

109. Switzerland possesses no statistical information for the other categories that the OECD would like to find out about (OECD 2002, p. 34), in particular, ethnic origin, socio-economic background and level of completed studies.

110. Nor does Switzerland have any systematic data on the main reasons why the students decide to enrol for a teacher-training course in that country.

**Table 3.1: Characteristics of student teachers preparing to teach at the pre-school and primary levels between 1991/92 and 2000/01**

Teaching level	School year	Total number of students enrolled	Male students (in 5)	Swiss nationals (in %)	Percentage aged 14–30
<b>Pre-school</b>	1991/92	2193	1%	79%	98%
	1992/93	2193	1%	80%	98%
	1993/94	2194	1%	82%	98%
	1994/95	2277	1%	79%	99%
	1995/96	2216	2%	79%	99%
	1996/97	2197	2%	76%	99%
	1997/98	2162	2%	79%	99%
	1998/99	2144	3%	79%	99%
	1999/00	2037	4%	78%	99%
	2000/01	1783	2%	79%	99%
<b>Primary</b>	1991/92	7661	29%	74%	98%
	1992/93	8296	29%	74%	98%
	1993/94	8667	28%	74%	97%
	1994/95	8562	27%	75%	98%
	1995/96	8412	27%	75%	97%
	1996/97	8385	27%	75%	98%
	1997/98	8332	26%	75%	98%
	1998/99	7761	26%	74%	98%
	1999/00	6960	26%	73%	97%
	2000/01	5668	23%	68%	97%
<b>Lower secondary</b>	1991/92	354	53%	94%	72%
	1992/93	344	52%	95%	74%
	1993/94	385	58%	96%	65%
	1994/95	491	63%	97%	58%
	1995/96	561	60%	95%	57%
	1996/97	616	50%	95%	61%
	1997/98	776	48%	96%	62%
	1998/99	896	48%	94%	65%
	1999/00	939	46%	95%	67%
	2000/01	1070	44%	95%	63%

Source: Swiss Federal Statistical Office, *Student teachers (1991/92 – 2000/01)*.

111. The statistics concerning student teachers enrolled for training courses for the upper-secondary level (vocational schools and schools preparing for the “Matura”) are to be found in Annex 3.

### ***Proportion of qualified students who actually enter teaching***

112. Unfortunately, Switzerland has no systematic nationwide information on the proportion of individuals with a teaching qualification who actually move into the teaching profession. As a result of this, there is no clear overview of either the current situation nor any possible trends. The only available information is to be found in the results of local inquiries carried out by some of the cantons regarding their own teacher-training institutions. Canton Lucerne, for example, carried out a follow-up

study on 145 student teachers who obtained their diplomas and found that 125 (86%) did go into teaching in 2001 (Villiger 2002).

113. The data to emerge for the SLFS (“ESPA/SAKE”) Swiss Labour Force Survey does at least make it possible to perform an indicative analysis by looking into two complementary aspects:

- the proportion of students with a teaching diploma (acquired as their first profession) who enter teaching; i.e. the baseline is the number of individuals trained primarily to teach as a profession;
- the proportion of teachers for whom teaching was the profession for which they primarily studied; i.e. the baseline is the number of individuals who are currently in teaching as a profession.

114. The results, which are presented in Table 3.2, show that the proportion of students qualifying as teachers who then actually move into teaching remained relatively constant at around 70% between 1991 and 2001 (first column of percentages). By way of contrast with this, the number of teachers for whom their current active profession was also the profession they acquired first fell from 85% to 78% between 1991 and 2001; i.e. the proportion of teachers coming in from other fields of professional activity and being retrained as teachers has grown in importance since 1991 (second column of percentages).

**Table 3.2: Proportion of teachers active in the profession**

	Individuals who hold a teaching diploma as their first profession and who are currently in teaching	Teachers for whom their current profession corresponds to the profession they first acquired
Baseline	(As a percentage of the total number of individuals with a teaching diploma as their first profession)	(As a percentage of all teachers currently in teaching)
2001 (N = 128 200)	71%	78%
1995 (N = 112 800)	69%	78%
1991 (N = 112 100)	72%	85%

Source: SLFS (Swiss Labour Force Survey), 1991, 1995 and 2001.

115. Turning now to the perception of the teaching profession, again the only source of data is from indicative studies carried out at cantonal level, whilst there is no representative analysis of the situation at national level. One example is a survey carried out amongst applicants for teaching posts in Canton Geneva, which indicates that teaching tends to be seen as a profession for life rather than as an occupation for only a limited number of years (N = 277) (Schönenberger and Bohr 2001). Similar trends have also been noted in the German-speaking part of Switzerland in a survey carried out amongst young school leavers with a “Matura” certificate in Canton Aargau (N = 45). The majority of them state that they saw teaching as a profession entered into for life, given that it provides few opportunities for professional mobility (Bürgisser 1998).

## ***Comparison of the terms and conditions of employment***

### *Comparison of salary levels in teaching and the other sectors in Switzerland*

116. Although the terms and conditions that go to make up the attractiveness of the teaching profession are varied, relative salary levels compared with the other sectors of activity do constitute a determining factor in individuals' choice to enter the profession and to commit themselves to it for the long term (for examples of this, see Murnane et al. 1989, Murnane et al. 1990, Dolton 1990, Hanushek et al. 1995, Hanushek et al. 1999, Dolton and van der Klaauw 1999).

117. With the aim of comparing salaries between the various sectors of activity in Switzerland, a linear regression was performed on data from the SLFS (the Swiss Labour Force Survey). This data is representative of the earnings situation in all sectors of the economy, including teaching. The survey takes into consideration the amount of time actually worked, i.e. the teachers' working time includes not only the lessons they give but the time they spend preparing them.

118. Table 3.3 shows the variance in gross earnings per hour in teaching and the other sectors of the economy, whilst treating as constants the other factors that influence salaries: age, number of years of training, number of years of professional experience, number of years of service with the same employer, position within the profession, geographic region and gender (see Annex 2 for a detailed description of the model and the empirical results).

119. The first finding that will be noticed is that salary levels vary depending on the sector of activity, even when controls are placed on the other factors that determine salary, notably training (see Annex 3 for the details of the salary function). On the one hand, the teaching sector pays better than many others, especially health care and social services. The latter is often compared with teaching, given the similarities in terms of the level of the professional activities. On the other hand, there are three sectors of activity where salary levels are appreciably higher than in teaching, especially the public sector taken as a whole. By and large, it is in the financial-services and insurances sector that the best salaries are paid. However, this comparison of salary levels between sectors of activity provides no more than an initial indication. It would be necessary to add to these results by analysing the salary levels of the professions active within each of them to draw up a more complete picture.

**Table 3.3: Comparison of salaries between teaching and the other sectors in Switzerland in 2000**

<b>Sectors</b>	<b>Variance compared with teachers' salaries * (as a percentage of gross hourly earnings**)</b>
Agriculture and forestry	-43.45%
Misc. community work and private households	-26.88%
Hotels and restaurants	-25.70%
Wholesale and retail trade, repairs	-12.89%
Construction	-8.43%
Manufacturing	-5.77%
Health and social work	-3.32%
Transport, storage and communications	-1.23%
Real estate, renting, computes, R&D	-1.19%
Public administration	2.26%
Water and energy	9.28%
Financial intermediation and insurances	19.84%

\* The following factors are held constant: age, number of years of training, number of years of professional experience, seniority in the same school or in the same business, position within the profession, geographic region, gender.

\*\* SLFS (the Swiss Labour Force Survey) takes into account both the hours spent actually teaching and those spent on preparation.

Source: SLFS (2000).

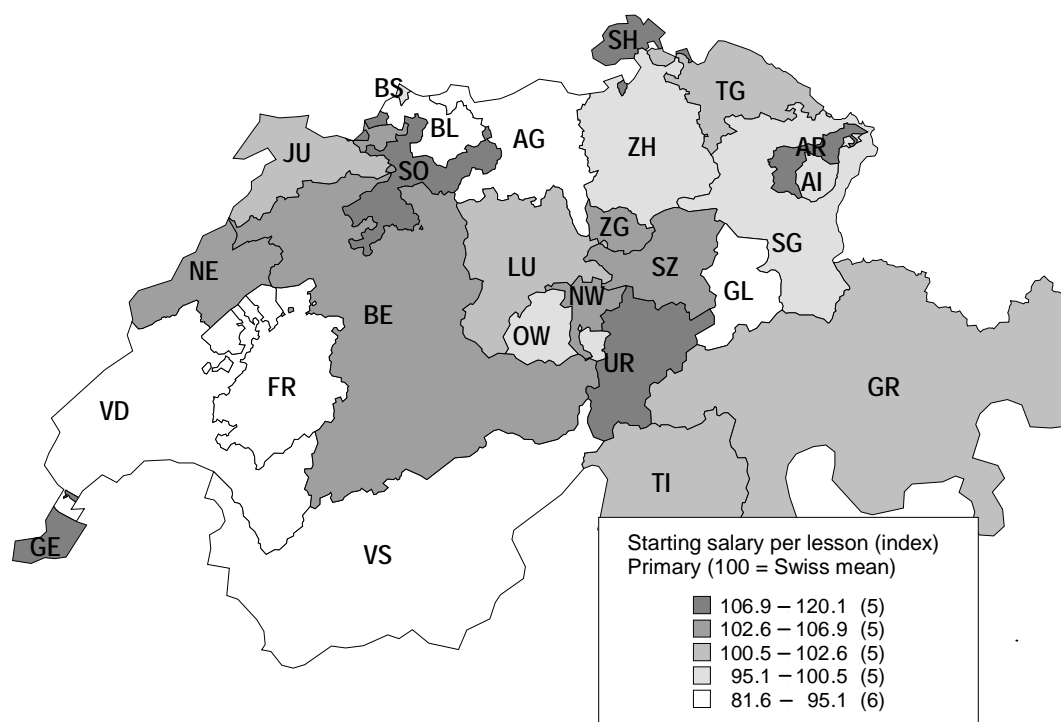
*Comparison of teachers' starting salaries and their salaries after eleven years of activity*

120. In the following section, we present a comparative analysis of teachers' salaries in Switzerland for the primary and lower-secondary level (see Annex 3 for the upper-secondary level).

121. The comparison of salaries is based on gross annual salaries at the start<sup>21</sup>. We have taken into account the variances in the number of compulsory contact hours and school weeks to calculate the gross salary per contact hour by dividing the annual salary by the number of compulsory contact hours per week and the number of school weeks. We have gone further and standardised salaries by making allowance for the regional differences in the cost of living. For this purpose, we have created an indicator which reflects the cost of living in the principal regions as they emerge in the 1998 Survey of Revenues and Consumption. Contrary to consumer prices (which are defined nationally for the whole of Switzerland and which thus cannot be used for regional analyses), the Survey of Revenues and Consumption takes financial transfers into account as well (for instance, social security and taxes)<sup>22</sup>.

122. Map 3.1 shows the level of starting salaries for teachers at primary level. The baseline is the mean amount for Switzerland as a whole (= 100). There is a very considerable variation between the cantons (ranging from 82 to 120 points).

**Map 3.1: Level of starting salaries of primary-school teachers (CITE 1) in 2002  
(index adjusted to reflect regional costs of living)**



Source: ECH/LCH (2002), Swiss Federal Statistical Office (2000b).

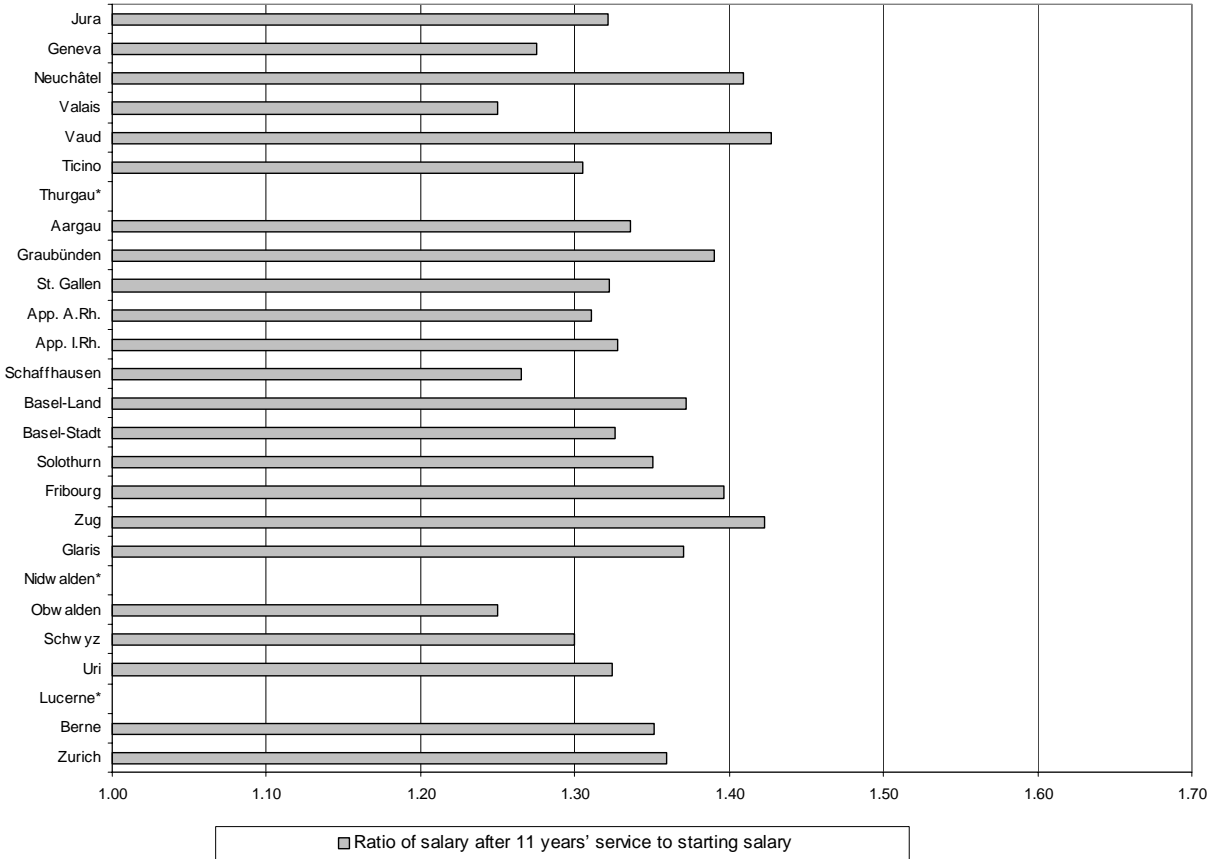
Notes: - See Annex 3 for the names of the cantons. - Index calculated on the basis of gross starting salaries, standardised in terms of the annual volume of lessons given and regional costs of living taken from the 1998 Survey of Revenues and Consumption. - Definition of the annual volume of contact hours: number of contact hours per week multiplied by the number of school weeks.

<sup>21</sup> Data published with the kind permission of ECH/LCH (the Swiss teachers' nationwide umbrella organisation).

<sup>22</sup> Hypothesis: teachers' consumption preferences do not differ systematically from those of the general population, given that the 1998 Survey of Revenues and Consumption is based on an average consumer's shopping basket for each region (Swiss Federal Statistical Office 2000b).

123. One further step involves the evaluation of salaries after eleven years of activity compared with starting salaries. This indicator reflects the career profile as expressed in salary level, which depends above all on the teacher's seniority. The data suggests that salary structures vary considerably from one canton to another. Consequently, it will be seen that some of the cantons (such as Vaud, Zug and Neuchâtel) offer considerable increases related to years of service, but that the starting salaries there are relatively low (Figure 3.5).

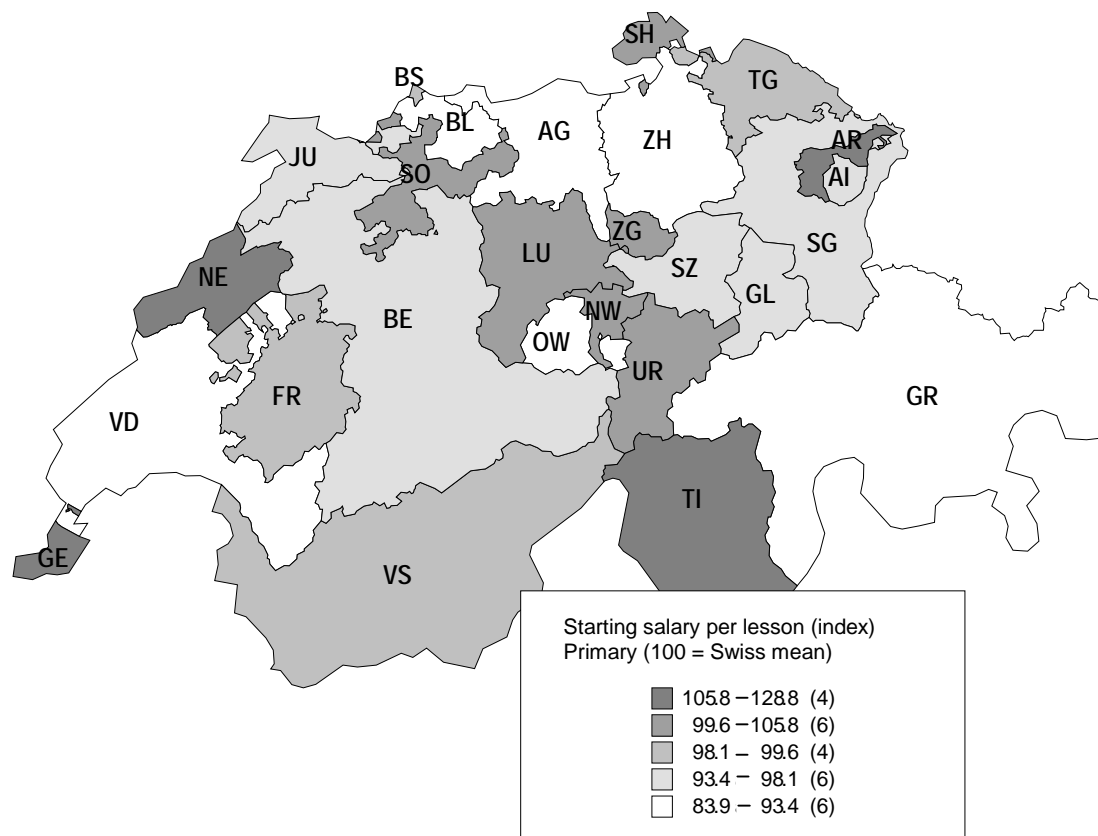
**Figure 3.5: Ratio between primary teachers' salaries after eleven years of activity and their starting salaries (CITE 1) in 2002**



Source: ECH/LCH (2002), Swiss Federal Statistical Office (2000b) 1998 Survey of Revenues and Expenditure.  
 \* Data not available.

124. Map 3.2 shows the levels of starting salaries for lower-secondary teachers. Once again, an index is used to reflect salary levels compared with the Swiss mean (=100). The variation in this instance is between 84 and 129 points, which is a little bit more than for primary teachers.

**Map 3.2: Level of starting salaries at lower-secondary level (CITE 2) in 2002  
(index adjusted for regional costs of living)**



Source: ECH/LCH (2002), Swiss Federal Statistical Office (2000b) 1998 Survey of Revenues and Expenditure.

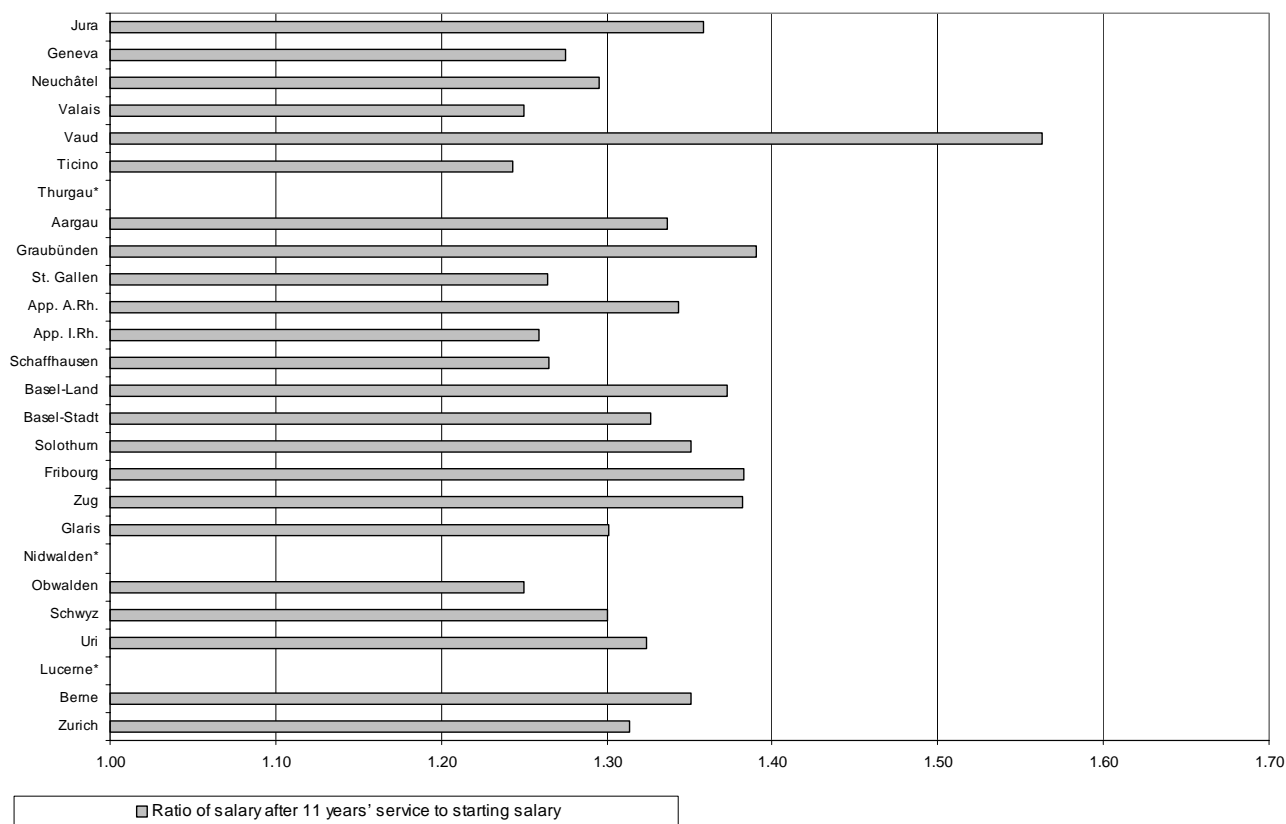
Notes: - See Annex 3 for the names of the cantons. - Index calculated on the basis of gross starting salaries, standardised on the basis of the annual volume of lessons and the costs of living of the major regions established by the 1998 Survey of Revenues and Consumption. - Definition of the annual volume of lessons: number of weekly hours multiplied by number of school weeks.

125. It must be noted, by comparison with salaries at lower-secondary level, that the formal job prerequisites vary between the cantons. Some of the cantons require a university degree, whereas others only call for a teaching diploma (i.e. a “non academic” teaching diploma) for the subject-matter side of teachers’ training.

126. It will be noted that for lower-secondary teachers, the ratio between salary levels after eleven years of activity and starting levels varies less from one canton to another than for primary teachers (Figure 3.6).

127. As far as recruitment is concerned, it may be assumed that these differences in starting salaries as well as the criterion of seniority play an important role as regards the attractiveness of the cantons or communes as employers. What is more, these factors will probably become even more important in future, since the creation of the inter-cantonal HEPs and the nationwide recognition of qualifications are probably likely to increase the geographic mobility of teachers.

**Figure 3.6: Ratio between lower-secondary teachers' salaries after eleven years of activity and their starting salaries (CITE 2) in 2002**



Source: ECH/LCH (2002), Swiss Federal Statistical Office (2000b) ERC 98.  
 \* Data not available.

### Working conditions – main trends observed

128. Working conditions – particularly the amount of time worked – and teachers' job satisfaction have been investigated in a number of studies in recent years (Häberler et al. 1985, Fazis et al. 1994, Landert 1999, Forneck and Schriever 2000, Gonik et al. 2000, Bucher 2001, Ulich et al. 2002). The motivation behind these studies (some of which were launched by the cantonal public authorities and others by the professional associations) was to examine the impact of the changes in the general social and educational setting (such as changes in family structures and in aspirations and the granting of greater autonomy to individual schools) on working conditions and teachers' job satisfaction.

129. Given that the majority of these studies were commissioned by the cantonal authorities, they unfortunately only deal with one canton at a time and do not make it possible to draw any representative conclusions for Switzerland as a whole (Forneck and Schriever 2000: Canton Zurich, N = 2299; Gonik et al. 2000: Canton Vaud, N = 3911; Ulich et al. 2002: Canton Basel-Stadt, N = 1578). One exception to this is the study commissioned by ECH/LCH (the Swiss teachers' nationwide umbrella organisation) (Landert 1999), which considered teachers throughout the German-speaking part of the country (N = 2500).

130. Despite these shortcomings, some of the findings regarding working conditions have been confirmed in several studies:

- *New definition of working time*: it is normal practice for teachers' working time to be defined in terms of the number of compulsory hours of lessons to be given every week by someone in

a job equivalent to a full-time post. The fact is that the number of contact hours making up a full-time job varies from canton to canton and also depends on the level of teaching. The inter-cantonal comparison of teaching time is rendered even more difficult by the fact that the number of school weeks ranges from 36.5 to 40 in the various parts of Switzerland. It is at least in part because of this lack of transparency that teachers' working time has been the object of many analyses aiming to establish their other professional activities linked to teaching and to take these into consideration too (such as preparatory, administrative and organisational tasks). When all the teachers' professional activities are included in the equation, the surveys carried out by Landert (1999) and Forneck and Schriever (2000) show that their number of annual working hours varies within a range of 1900 and 2000, which would correspond to a full-time administrative job working for Canton Zurich. The various professional activities are broken down as follows: 50% teaching, 23% preparation, 11% planning and evaluation, 5% administration, 3% counselling, 4% further training/continuing education, 4% joint activities (Landert 1999, p. 37).

There are currently political moves afoot to redefine teachers' working time. Canton Schaffhausen, to give one example, has redefined it by setting the number of annual hours at 1940, of which 45–50% are dedicated to teaching, the aim being to have a definition of teachers' working time which takes all activities into account.

- *Adaptation of human and financial resources to the schools' (new) responsibilities:* the structural changes affecting schools, especially the granting of greater autonomy to individual establishments (in the German-speaking part of Switzerland) has not led to adaptations in financial and human resources. There is still a need to clarify the job descriptions for school heads and to improve their managerial qualifications (Forneck 2000, p. 141 and Ulich 2002, p. 7).

## **Initiatives taken by the public authorities and the impacts observed**

### ***Initiatives already launched or envisaged with a view to improving the attractiveness of teaching***

*At national level (CDIP/EDK): the Task Force on "Career prospects in teaching"*

131. In September 2001, the CDIP/EDK's committee approved the terms of reference for two activities within the framework of the joint action on "Career prospects in teaching":

- *Professional image:* to begin with, nine theses on the professional image were drawn up by the commissioned authors (Bucher and Nicolet 2002) and the members of the task force. The theses were presented to the public on the occasion of the CDIP/EDK's plenary session held in Yverdon on 20 August 2002, with the aim of encouraging a period of public brainstorming to be followed by a broadly based consultation of the key stakeholders. The approach proposed by the task force is aiming to stimulate a process of discussion, i.e. it is envisaged to start work on these theses (as well as the antitheses put forward by the other key stakeholders with different points of view) in order to work finally towards a synthesis which will take into account the opinions of all the players.
- *Recruitment strategy:* the final report of the "Recruitment strategy" project (Müller Kucera, Bortolotti and Bottani 2002) was adopted by the CDIP/EDK committee in September 2002 to form the basis for discussions and decisions at its annual plenary session on 8 November 2002. The thirteen guidelines proposed for a future recruitment strategy are based on a contextual analysis, i.e. on those factors that influence supply and demand in teaching (a survey carried out in all the cantons) and an analysis of current practices concerning



recruitment (18 interviews with recruitment officers, professional associations and training institutions).

*At cantonal level: measures taken at the start of the 2001/02 school year*

132. IDES (the CDIP/EDK's centre for information and documentation of education in Switzerland) has carried out a survey amongst the cantons asking them to comment on the job-market situation as far as teachers are concerned and on the measures taken by them at the start of the 2001/02 school year. For the first time ever, the results provide an exhaustive overview for the whole of Switzerland. It is now the intention to repeat this survey every year, so as to be able to build up reliable assertions over time. The following are the measures adopted by the largest number of cantons at the start of the 2001/02 school year in order to improve the situation regarding teacher employment (Stauffer 2001, p. 12):

- authorising teachers from other cantons or other countries to teach (24 cantons);
- encouraging part-time teachers to increase their number of contact hours (23 cantons);
- advertising vacancies on the Internet or via Teletext (15 cantons);
- offering courses targeted on people willing to return to teaching as well as in-service training courses for teachers wishing to change their teaching level (16 cantons);
- offering complementary training courses for people exercising a profession not involving teaching (11 cantons);
- increasing the number of places for student teachers (ten cantons);
- increasing teachers' salaries (nine cantons), particularly by introducing the possibility of modulating salaries as a function of the subject taught, reflecting labour-market shortages (Canton St. Gallen) (Facts 2001; St. Galler Tagblatt 2002).

133. The following measures are not unanimously favoured and are rarely used in practice: bringing back retired teachers (six cantons), increasing class sizes (five cantons), increasing the number of compulsory contact hours per teacher (two cantons), reducing the number of lessons received per child (one canton).

134. In no case in which such measures have been applied has there been an analysis of either the costs or the impacts, i.e. the consequences have not been compared with the objectives set.

135. In addition to the above, nearly half the cantons (twelve of them) have plans for further measures in the fields of information, initial and advanced training and counselling (Stauffer 2001, p. 12).

### ***Attracting teachers from abroad***

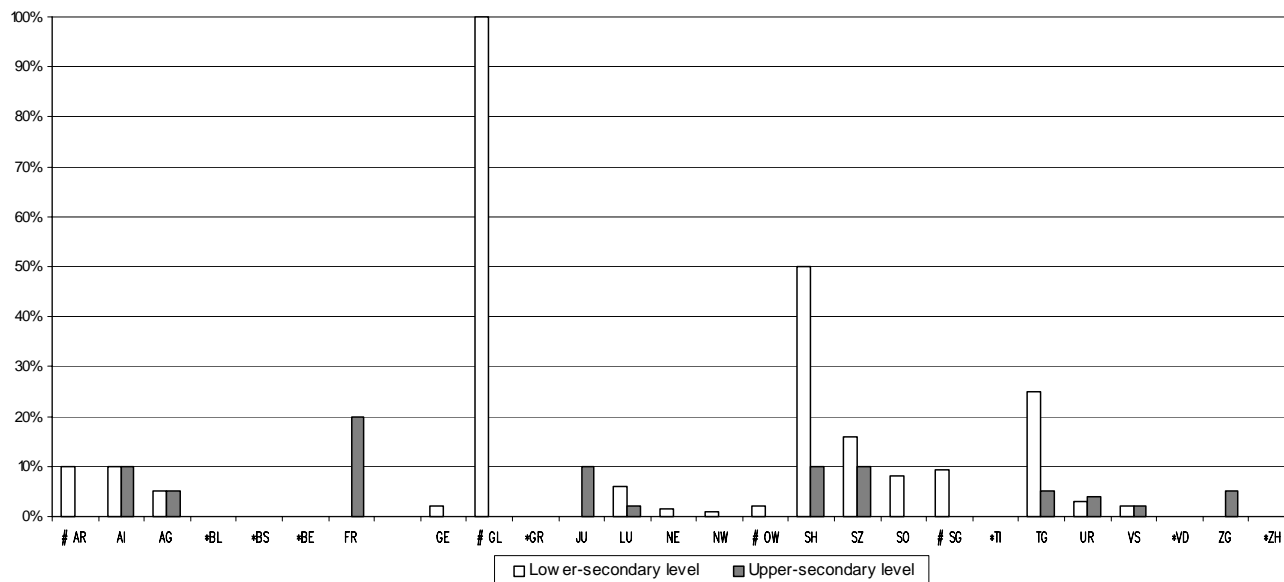
136. Provided there is an equivalence of qualifications, the vast majority<sup>23</sup> of the cantons accept teaching diplomas issued in other countries. Given the difficulties of filling all the teaching posts at the start of the school year, some cantons (such as Aargau) have gone as far as to place advertisements in newspapers in Germany. They are also offering complementary benefits (such as training opportunities) in order to ensure that teachers from abroad are quickly familiarised with the Swiss education system and the tools of the teaching trade.

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<sup>23</sup> Two cantons do not accept teaching diplomas from outside of Switzerland: Ticino and Nidwalden.

137. The proportion of teachers recruited who hold a non-Swiss diploma remains relatively low (between 2% and 10%) at primary level (see Annex 3), whereas several cantons take on more than 15% of non-Swiss teachers at secondary level. It seems probable that this particular fact indicates a greater teacher shortage at secondary level. The percentage of teachers coming from other countries is highest in border cantons such as Schaffhausen (Figure 3.7).

**Figure 3.7: Proportion of successful recruits holding a teaching diploma issued in a country other than Switzerland (lower and upper-secondary levels, CITE 2 and CITE 3) in 2001**



Source: Müller Kucera, Bortolotti, Bottani (2002).

Legend: \* = Data not available, # = No data available for the level not shown.

Notes: - See Annex 3 for the names of the cantons. - Canton Neuchâtel (NE): does not take vocational training at upper-secondary level into account; Canton Glarus (GL): five people were recruited and they all had diplomas issued by other countries.

### ***Priority measures aimed at attracting competent individuals into the profession***

#### *Swiss Conference of Cantonal Ministers of Education*

138. The CDIP/EDK has envisaged launching another sub-project as part of the joint action “Career prospects in teaching” starting in the autumn of 2002. This one would aim to foster a propitious general environment for maintaining a motivated body of teachers (CDIP/EDK 2002a).

#### *Professional associations*

139. In the light of the recruitment difficulties, the Swiss teachers’ nationwide umbrella organisation (ECH/LCH) is calling, in particular, for the following measures in order to improve the attractiveness of the profession (“Bildung Schweiz” 2001, p. 10):

- improvements in working conditions: increased salaries, fewer contact hours;
- provision of support for novice teachers during their initial period in the profession;
- restrictions on the number of non-teaching duties imposed on teachers (such as disciplinary or psychological functions);

- upgrading initial training (for instance through the setting up of the HEPs (universities of applied educational studies)) and making adaptations to in-service training (such as courses for teachers returning to teaching, non-teaching professionals, and so on);
- improving the instruments for establishing needs: creating complete and reliable statistics as regards the number of students, the number of vacancies to be filled, the rate of rotation for each age class, the seniority of teachers, and so on.

## 4. TRAINING, DEVELOPING AND CERTIFYING TEACHERS

### Identification of the principal areas of concern to the public authorities

#### *Concerns regarding the initial training and certification of teachers*

140. Since 1993, teacher training has undergone fundamental changes with the (partial) setting up of the HEPs (universities of applied educational studies) as part of the even bigger project to create the HESs (universities of applied sciences) in Switzerland (see, for example, CDIP/EDK 1993; CDIP/EDK 1995b).

141. Given the autonomy of the cantons in determining school curricula, the recommendations of the Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) concerning the setting up of the HEPs (CDIP/EDK 1995b) lay down rather strict rules as regards the structures but permit a greater degree of liberty as regards the contents of teacher training. The CDIP/EDK is not actually envisaging a unification of the curricula, but a standardisation in the form that is rendered necessary by the mutual recognition of diplomas (Ambühl 2001)<sup>24</sup>. Nonetheless, given the continuing diversity of the institutions and the curricula, some experts feel that the CDIP/EDK ought to be taking a more active role in laying down a mandatory course of training (Criblez and Heitzmann 2002).

142. By 2004 at the latest, the 150 former teacher training institutions (most of them cantonal upper-secondary “teachers’ seminaries”) will have been transformed into fifteen or so new institutions – essentially HEPs. Some of these institutions are linked in directly with the universities. This transformation is moving the initial training of pre-school, primary, lower-secondary and upper-secondary teachers into the realm of higher education. Nine of the fifteen HEPs had been set up in time for the start of the 2002/03 academic year. The other six are scheduled to begin work at the start of the 2003/04 academic year, which means that cantons are basically maintaining their existing “teachers’ seminaries” up until 2003 (CDIP/EDK 2002).

143. The essential new characteristics of training within the HEPs are:

- participation in research and development;
- mobility of students between the institutions (free movement);
- creation of offerings in the field of in-service training/continuing education and complementary training.

144. The creation of the HEPs has made it necessary to carry out fundamental transformations in both the training contents and the institutional structure. The latter changes have made it necessary to consult the political stakeholders and to respect the constitutional timeframes laid down for such processes as well as organising referenda for two-thirds of the projects (Stauffer 2000). Seeing these transformations through to completion is one of the major concerns of the cantonal authorities and encompasses, in particular, the following points (Kramer 2001, p. 4):

- the introduction of scientific training along R&D lines is hardly making any progress at all compared with what is being done in the universities;

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<sup>24</sup> The regulation concerning the recognition of diplomas issued by the HEPs to pre-school and primary teachers (of 10 June 1999) and the regulation concerning the recognition of diplomas issued by the HEPs to lower-secondary teachers (of 26 August 1999) do not describe the subjects to be taught (nor the number of hours), but do define the volume of expertise that ought to be acquired through training and the fields that ought to be assessed before a student is granted a teaching diploma (see Annex 4).

- how HEP programmes are to fit in with the Bologna Declaration is still not entirely clear.

145. In addition, there is still no definition as to how the HEPs are to fit in with the structure of the HESs. A number of cantons have opted for a solution whereby the HEPs are to be subordinate bodies within the overall HES structure, whereas other cantons are adopting parallel structures in which the HEPs are to be autonomous (Kramer 2001, p. 4).

146. As a final point, the main concern of the public authorities is to ensure higher quality. Although it is expected that the creation of the HEPs will lead to an improvement in the initial training of teachers, several critical aspects have been singled out by the CDIP/EDK (Kramer 2001, p. 4):

- there is a risk that admission conditions (which have generally become tougher) might be slackened again, especially in the event of a teacher shortage;
- there is no adequate assurance of qualified replacements to take on teaching for particular classes and streams (especially teaching in the classes for children with special needs or specialised subjects such as music and drawing).

***Concerns as regards further in-service training (continuing education)***

147. The further in-service training (continuing education) of teachers was appraised as part of Switzerland's national research programme No. 33 "Effectiveness of our education system" (see, for example, Oelkers and Oser 2000). This evaluation (Landert 1999a) led to 44 recommendations aiming, in particular, at a better coordination between the systems of initial training and those of more advanced in-service training as well as a better coordination and standardisation of the in-service training schemes on offer.

148. On the basis of this evaluation, a body known as CSFCE/SKLWB (Conférence suisse des responsables de la formation continue des enseignantes et enseignants/Schweizerische Konferenz der Verantwortlichen für die Weiterbildung der Lehrerinnen und Lehrer) presented ten theses on setting up in-service training in the HEPs. The following theses deal above all with making sure that in-service training builds effectively on initial training (Liaison 2001, p. 14):

- The setting up of in-service training for teachers within the HEPs represents an opportunity for analysing the current state of affairs and for making genuine improvements in the structuring of in-service training on offer. The financial resources currently earmarked for such in-service training are inadequate for setting up this new scheme (thesis 1);
- The institutions that provide in-service training are supplying a service for both teachers and schools;
- Teachers must understand initial and in-service training as two coordinated phases of learning – as two parts of a single whole – and they must put that understanding into practice. The central idea is one of a life-long learning process, spanning the whole duration of a professional career, which implies that there must be effective cooperation and coordination between initial and in-service training (thesis 4);
- There are various target groups and organised bodies (teachers, schools, school heads, school authorities, teachers' associations and so on), each with differing expectations, vying to set up and run advanced training. By offering their services, the in-service-training institutions shoulder a share in the responsibility for this system and they must do all they can to ensure its consistency, despite the multiplicity of demands (thesis 5);
- Inside the HEPs, initial and advanced training ought to become equal partners (thesis 6);

- With the creation of the HEPs, the basic training schemes and the programmes of in-service training both serve to enrich and diversify the other (thesis 7).

149. Actually, all the HEPs are envisaging offering in-service training opportunities as part of their programme. Nonetheless, just how in-service training, which used to be the purview of the former “teachers’ seminaries” in Switzerland is to be transferred to the new HEPs has still to be settled in most of its details and then put into practice (Stauffer 2000).

## **Data, trends and factors**

### ***Qualifications demanded of teachers***

150. As described in Section 3 of this report, teacher training is generally organised in accordance with basic structures that mirror the various teaching levels. The training of pre-school, primary and, in part, lower-secondary teachers takes place in a single institution (i.e. either the traditional “teachers’ seminaries” or the new HEPs). On the other hand, the training of upper-secondary (and, to a large extent, lower-secondary) teachers combines pedagogical training (at HEPs) with training in the subject matter, which students acquire in the universities or the HESs.

151. The Swiss Conference of Cantonal Ministers of Education (CDIP/EDK) saw through major harmonisation reforms concerning the recognition of teachers’ formal qualifications during the 1990s<sup>25</sup>. The outcome of this is that all the cantons now recognise the teaching diplomas of all the other cantons for all levels of teaching, although there are differences with regard to the stipulated level of knowledge of subject matter, for instance, some cantons require a university degree for lower-secondary teachers<sup>26</sup>, whereas others recognise the university-grade teaching diploma (“*maître d’enseignement*”, i.e. a “non-academic” diploma awarded by the cantonal authorities after a certain number of semesters of university study).

152. Teaching diplomas issued outside of Switzerland are accepted by the vast majority of the cantons<sup>27</sup>, once the equivalence of qualifications has been established. This verification is usually performed by the cantonal authorities responsible for teacher recruitment (Müller Kucera, Bortolotti and Bottani 2002).

### ***The structure of teachers’ initial training***

153. The description of the way training is structured is to be found earlier on in this report and is now to be based on the HEPs, which will constitute the (future) standard in the majority of the cantons as of the start of the 2003/04 academic year (exception: in Canton Geneva initial training is offered by a faculty of Geneva University). Nonetheless, the HEPs will not be taking charge of training the tutors who provide vocational training. Moreover, for the time being, the training of teachers for pupils with special needs is generally to remain inside specialised institutions.

154. Most of the initial and advanced training for vocational-college teachers takes place in an organisation known as ISFPF/SIBP<sup>28</sup> (the Swiss institute for the pedagogy of vocational training) which runs sections in Zollikofen, Lausanne and Lugano (see Annex 4 for bodies training in specialised fields, such as commercial vocational training, gymnastics and creative activities).

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<sup>25</sup> See, in particular: the inter-cantonal agreement of 18 February 1993 on the recognition of end-of-study diplomas; the regulation of 10 June 1999 concerning the recognition of the diplomas granted by the HEPs to pre-school and primary teachers and the regulation concerning the recognition of the diplomas granted by the HEPs to lower-secondary teachers (see Annex 4).

<sup>26</sup> For instance: Canton Geneva.

<sup>27</sup> For the primary level, this applies to all the cantons except Nidwalden, Ticino and Thurgau.

<sup>28</sup> Website: <http://www.ispf.ch> (website not in English)

155. Training in special-purpose teaching (i.e. teaching children with special needs) is available in a whole number of institutions depending on the age and needs of the children. The coordination between these specialised institutions is the responsibility of the cantons. At national level, the Swiss Institute for Curative and Special Pedagogy<sup>29</sup> (SPC/SZH with bases in Lucerne and Lausanne) is the competent institution for providing services in the field of specialised pedagogy. It supplies services for national, inter-cantonal or cantonal organisations and bodies as well as for associations, institutions and professionals concerned with the education, schooling and training of people with handicaps.

156. Teachers for specialised pedagogical tasks are generally trained in one of the institutions of tertiary education, an HES, an HEP, a university or an independent training institute (see <http://www.szh.ch/f/institut/bildung.shtml> for a list of the institutions offering initial and in-service training in specialised pedagogy). As a general rule, a qualification in ordinary teaching (i.e. a teaching diploma) is a prerequisite for admission to training in specialised pedagogy. The training routes in specialised pedagogy are regulated by the CDIP/EDK (CDIP/EDK 1998, CDIP/EDK 2000a). The organisation of the different training courses in specialised pedagogy is highly variable. These courses generally lead to a diploma after between four and six semesters.

#### *Types of establishment and funding*

157. The HEPs have been designed as service providers who are basically in charge of the following (Criblez 2002, p. 59):

- training several (and even all) of the categories of pre-school, primary, lower-secondary and upper-secondary teachers (with the exception of tutors of vocational training<sup>30</sup>);
- the further in-service training of teachers;
- pedagogical research;
- counselling and initiation to the profession.

158. Table 4.1 lists the establishments providing teacher training (HEPs), the actual training services they provide and their language(s) of instruction.

159. The HEPs ought to offer at least 300 training places each (CDIP/EDK 1995b, recommendation B6).

160. Funding the HEPs falls within the responsibility of the cantons (CDIP/EDK 1995b, recommendation A2). Other elements may be added to their resources:

- charges and contributions for the services they provide;
- fees paid on behalf of students coming from the other cantons (i.e. with their domicile outside of the canton where the HEP is located) or from a canton that is not a signatory to an inter-cantonal agreement on institutions (for example the “BEJUNE” project – with the cantons of Berne, Jura and Neuchâtel).

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<sup>29</sup> The SPC/SZH Internet site is: <http://www.szh.ch> (not in English)

<sup>30</sup> Training the tutors for the vocational schools is a federal responsibility (OPET, the Swiss Federal Office for Professional Education and Technology). It is carried out in practice by the ISPPF/SIBP<sup>30</sup> (the Swiss institute for the pedagogy of vocational training) which has establishments in Zollikofen, Lausanne et Lugano.

**Table 4.1: Existing and planned HEPs**

Canton	Name(s) of Institution(s)	Comments	Training levels provided					Lang.
			Pre-school	Pre-school and primary (combined)	Primary	Lower-secondary	Upper-secondary	
<b>HEPs existing at the start of the 2002/03 academic year:</b>								
Berne (German.)	Lehrerinnen- and Lehrerbildung des Kantons Bern	Berne university		X	X	X	X	German
Berne (French), Neuchâtel, Jura	HEP Berne-Jura-Neuchâtel (BEJUNE)			X	X	X	X	French
Basel-Stadt, Basel-Land.	Hochschule für Pädagogik und Soziale Arbeit beider Basel			X	X	X	X	German
Fribourg	- Haute école pédag. fribourgeoise; - Université de Fribourg	Fribourg university		X	X		X	German/ French
Geneva	- Faculté de psychologie et des sciences de l'éducation (FAPSE); - Institut de formation des maîtres and maîtresses de l'enseignement secondaire (IFMES)	Université de Geneva  A non-university institute at tertiary level		X	X		X	French
Ticino	Alta scuola pedagogica			X	X	X	X	Italian
Vaud	HEP vaudoise			X	X	X	X	French
Valais	HEP du Valais			X	X			French/ German
Zurich	Pädagogische Hochschule Zürich		X		X	X	X	German
<b>HEP startups planned for the start of the 2003/04 academic year:</b>								
Aargau	Fachhochschule Aargau, Department Pädagogik	Opening in 2003	X		X	X		German
Graubünden	Pädagogische Fachhochschule Graubünden	Opening in 2003	X		X			German/ Italian/ Romansh
Lucerne, Nidwalden, Obwalden, Zug, Schwyz, Uri	Pädagogische Hochschule Zentralschweiz	Opening in 2003		X	X	X		German
St. Gallen	- Pädagogische Fachhochschule Rorschach; - Pädagogische Hochschule St. Gallen	Opening in 2003  St. Gallen university		X	X		X	German
Schaffhausen	Pädagogische Hochschule Schaffhausen	Ecole partenaire de la HEP/PH ZH Opening in 2003	X		X			German
Solothurn	Pädagogische Fachhochschule Solothurn	Opening in 2003		X	X			German
Thurgau	Pädagogische Hochschule Thurgau	Opening in 2003	X		X			German

\* Upper-secondary: excluding vocational training, since training tutors for the vocational schools is the responsibility of the Confederation and not the cantons (see Annex 4 for the list of teacher-training institutions in the vocational and commercial colleges).

Source: CDIP/EDK (2002).

161. In 2000, the Swiss Conference of Cantonal Ministers of Education drew up a preliminary overview of the costs of the projects to set up HEPs (Stauffer 2000). Despite that, there are limits to the comparability of the budgets of these institutions, since there are no uniform standards that have been applied in drawing them up. The CDIP/EDK does intend to produce a more detailed comparison



(third overview of the HEP situation), but that has not been done yet. The summary that was published in the second overview (Stauffer 2000) revealed that<sup>31</sup>:

- The budgets for three of the HEP projects are lower than the budgets of the teacher-training institutions that preceded them (German-speaking part of Canton Berne: -0.1%; St. Gallen: -4.6%; Vaud: -0.5%);
- The budgets for five HEP projects are higher than the budgets of the teacher-training institutions that preceded them (Fribourg: +1.5%; Graubünden: +6.7%; Central Switzerland: 3.4%, Thurgau: 17.4%, Zurich: 7.3%).

162. In 2002, a new body called CSHEP (= “Swiss Conference of the Deans of the HEPs”) was set up. Its main aims are (CSHEP 2002):

- to represent the HEPs vis-à-vis the pedagogical, social, cultural, economic and public institutions;
- to support the setting up, coordination and development of the HEPs and to facilitate their integration within the whole of the system of HESs.

163. The training of teachers for gymnastics, music, art and handicrafts for all school levels is provided by the appropriate HEPs (CDIP/EDK 1995b).

#### *Conditions of admittance*

164. Moving teacher training up into the realm of tertiary education has had major repercussions on the conditions of admittance, which now generally require a “Matura” certificate of the lycée/gymnasium-type, whereas admittance to the former upper-secondary “teachers’ seminars” used to require no more than completion of compulsory schooling. The teachers’ seminaries led to a teaching diploma, which, as a general rule, only used to be valid in the canton in which it was obtained. As a result of this, the old curricula in the teachers’ seminaries included provision for student teachers to be taught a considerable amount of general culture, much of which is not now going to be required in the HEPs, since the student teachers studying there will already have passed their “Matura”.

165. For pre-school, primary or lower-secondary teachers, holding a “Matura” of the lycée/gymnasium-type is generally a precondition for being admitted to training. However, provided a certain number of additional conditions are met (admission exam, preparatory course, etc.), there are alternative ways of being admitted that are open to applicants holding a “Matura” of the vocational type or an intermediate “middle-school” certificate (after three years of learning) or a qualification for a higher commercial college, similar alternatives are also open to applicants who have already had several years of professional experience outside of teaching (CDIP/EDK 2002).

166. For upper-secondary teachers (at schools preparing for the “Matura”), vocational training (pedagogy, didactics, teaching practice and so on) takes place in certain HEPs in parallel with or after training in the various subjects to be taught and must correspond to a whole year of full-time training. Training in the various subjects (mathematics, history, etc.) generally takes place within a university or an HES, leading to the award of a degree or a diploma. Usually, students are only admitted to the universities if they have a lycée/gymnasium-type “Matura”, whilst the HESs require them to have a vocational-type “Matura” (CDIP/EDK 2002).

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<sup>31</sup> The financial information for the seven HEP projects not referred to in this paragraph was not (yet) available in 2000 when the second overview was produced.

### *Mobility and recognition of formal qualifications*

167. Student teachers are free to do their training at the establishment of their choice (CDIP/EDK 2002). The HEPs make provision for students to move between them and they recognise any intermediate qualifications students may have acquired, including those from HESs and universities.

168. Moreover, the nationwide recognition of HEP diplomas basically makes it possible for teachers to enjoy greater professional mobility, both nationally and internationally. Nonetheless, given that these options are relatively new, there are still many avenues that have not yet been fully explored.

169. The old teaching diplomas that were acquired in teachers' seminaries remain valid for teaching, but they will not be recognised in the same way as the new HEP diplomas (Ambühl 2001).

### *Course duration*

170. As a general rule, training lasts three years for a pre-school or primary teaching certificate, four years for a lower-secondary teaching certificate and a minimum of five years for a certificate permitting teaching in schools preparing for the "Matura" (CDIP/EDK 2002).

### *Classroom experience in schools*

171. One of the key characteristics of the HEPs is the high importance attached to "hands-on" experience in real school classes as well as the conduct of research in applied education. This link with R&D activities is also intended to give students a greater awareness for issues connected to practice (Ambühl 2001).

172. The increase in classroom experience as part of the programme of the new HEPs is a response to one of the major demands voiced by the teachers' professional associations. In its position paper on the future of teacher training, the SSP/VPOD (the Swiss public-service labour union) stresses that: "... a great deal of importance must be attached to the practical side of training teachers for all levels and this must be developed further particularly at secondary level. This training not only includes teaching but all the other duties of the profession (for instance: relations with parents, projects and team work and working with the authorities)" (SSP/VPOD 1999, thesis 8, p. 30).

173. The proportion of practical in-school experience during initial training is laid down in two CDIP/EDK regulations on the recognition of HEP diplomas, one concerning pre-school and primary teachers and the other lower-secondary teachers. Classroom practice ought to take up 20-30% of the total amount of study time (CDIP/EDK 2002).

### *Conditions for obtaining a diploma – making studies modular*

174. The aspects to be assessed in the HEP final exams are also laid down in the CDIP/EDK's rules on recognition (see Annex 4).

175. The setting up of the HEPs has not only reformed the structures of teachers' initial (and in-service) training, but has also led to a reform of the organisation of the courses with the introduction of training "modules". Moving teacher training up into the realm of tertiary education has also had major repercussions on training contents, since the established curricula of the teachers' seminaries do not corresponded to the HEPs' requirements. This situation has encouraged the majority of HEPs to design their courses in the form of modules. Nonetheless, there are still major differences between the various new HEPs in the detailed definition of modules<sup>32</sup> (Criblez and Heitzmann 2002).

176. It must also be noted that the modularisation of teacher training is not only a new way of organising the curriculum, but also a fundamental change in the running of the educational system.

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<sup>32</sup> For example: one module equates to one course at the Zurich HEP, whereas a one module represents an "option" (which is comprised of several courses) at the Aargau HEP.

Criblez and Heitzmann (2002) as well as Künzli (2002) make the point that training in the form of modules corresponds to management driven by the definition of “outputs” (skills) to be attained and that is thus a complete break with the management of a system driven by “inputs” (curricula), which has been predominant practice in Switzerland up until the present.

177. The speedy adaptation of the system of modules for initial training as part of the process of setting up the HEPs does, however, give rise to a number of critical questions that have not yet all been clarified (Criblez and Heitzmann 2002, pp. 18-19):

- What are the political implications resulting from the fact that the new modules created for the initial training of teachers have drawn their inspiration from the principles of vocational training for other professions that identify the skills to be acquired per module?
- Would it not be better for the Swiss Conference of Cantonal Ministers of Education to define the compulsory training programme for teachers in the recognition rules, given the complexity of the multiple demands made of the teaching profession?
- What sort of support is going to be provided for student teachers at HEPs to give them guidance and to help them choose wisely right from the very beginning from amongst the panoply of courses on offer?

*Role played by the employers and the teachers' labour unions in the definition of course content and certification*

178. The role of the cantons and the communes when it comes to defining course contents affects the following facets:

- definition of the goals of teacher training in the CDIP/EDK's recognition rules (see Annex 4);
- drawing up the HEPs' curricula: the ministers/directors in charge of the education departments are nearly always represented on the HEPs' strategic committees (i.e. at their highest governing level);
- provision of places for classroom experience: the communes play an important part in the provision of places for student teachers to experience teaching practice. There is a fear amongst some of the cantons that do not have an HEP of their own that it will prove more difficult for them to recruit new teachers, since the location of the training (and the teaching practice) predetermine the future place of work. As a reaction to this concern, the HEP serving the three cantons of Berne (French-speaking part), Jura and Neuchâtel (“BEJUNE”) is making sure that the opportunities for teaching practice are, to a certain extent, spread over each of the cantons involved.

179. The labour unions are involved in different ways in the definition of course content and certification. They are represented on the HEP councils; they also participate in multilateral working parties (for instance the task force on “Career prospects in teaching” coordinated by the CDIP/EDK), and they express their points of view in publications (such as theses, articles or the like) and during events organised by themselves.

*Special training provisions*

180. The special provisions concerning training were summarised at the national level for the first time in the analysis of the employment situation of teachers in Switzerland as well as in the measures taken by the cantons at the start of the 2001/02 academic year (Stauffer 2001).

*Provisions for the benefit of candidates joining teaching from other professions*

181. It is possible for people qualified in other professions who want to move over to teaching to follow a retraining training course to become teachers in eleven of the Swiss cantons<sup>33</sup> (Stauffer 2001, p. 14). For five of the cantons, this training is provided by the HEPs (“BEJUNE” and the HEPs for the German-speaking part of Canton Berne and the cantons of Vaud and Valais). As far as the other cantons are concerned, this training either forms part of initial job training totalling 300 hours during the first three years (Canton Geneva) or the programmes of in-service training or complementary training.

*Provisions for the benefit of former teachers wishing to return to teaching*

182. More than half the cantons (16 of them<sup>34</sup>) offer courses for people who want to return to teaching, and two cantons (Basel-Stadt and Basel-Landschaft) have the intention of so doing (Stauffer 2001, p. 13). In a minority of cantons, these course are offered by the HEPs (for example: Vaud), whereas the majority of the cantons offer such courses in the context of further training or retraining schemes.

*Provisions to benefit teachers wishing to change their level of teaching*

183. Courses offering teachers a qualification to teach at a different level are provided for or offered by more than half the cantons (14 of them<sup>35</sup>). More often than not, such courses are targeted on female pre-school teachers as well as handicraft and music teachers to make it possible for them to obtain a full primary-teaching certificate (Stauffer 2001, p. 14).

*Scale and effectiveness of these provisions*

184. No evaluation has been carried out into either the scale or the effectiveness of these special training provisions.

***Programmes targeted on novice teachers***

185. The idea of a period of “initiation to the profession” was first mooted publicly in Switzerland in the “Training Teachers Tomorrow” Report (often referred to by its German abbreviation of “LEMO”), which was published in 1975. It was drawn up at the time by a team of experts commissioned by the CDIP/EDK (Müller [ed.] 1975). The report makes a distinction between four phases of teacher training: (1) initial training (learning the basics); (2) initiation to the profession; (3) in-service training/continuing education; (4) retraining. Espousal of this concept obviously means rejection of any model that would consider that initial training is by itself enough to equip teachers to keep going for the whole of their subsequent careers.

186. In 1996, the Swiss Conference of Cantonal Ministers of Education published a report which, at one and the same time, established a solid theoretical foundation, making use of ideal types of model for initiation to teaching practice and summarised the situation as it was then (1994) regarding the concepts for initiation to the profession existing in all the Swiss cantons (Schneuwly 1996). The author of that report notes the following: “...that in Switzerland there are no real concepts for initiation to the profession apart from the compulsory-school level, including pre-schools. In the lycées/gymnasiums and other schools at upper-secondary level, there have not so far been any particular measures nor any particular effort as far as initiation to the profession is concerned” (Schneuwly 1996, p. 54).

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<sup>33</sup> Courses for qualified professionals who have had no pedagogical training: Appenzell Ausserrhoden, Basel-Landschaft, Geneva, Lucerne, Neuchâtel, Nidwalden, Solothurn, Schwyz, Thurgau, Vaud, Zurich.

<sup>34</sup> Courses for teachers wishing to return to the profession: Aargau, Berne, Fribourg, Glarus, Jura, Lucerne, Nidwalden, Obwalden, Solothurn, Schwyz, Thurgau, Uri, Vaud, Valais, Zug, Zurich.

<sup>35</sup> Courses for teachers wishing to change their level of teaching: Aargau, Fribourg, Glarus, Jura, Neuchâtel, Thurgau, Vaud, Valais, Zug. Such courses are also envisaged for Basel-Landschaft, Lucerne, Nidwalden, Obwalden and Zurich.

187. The main goals of the existing systems of initiation concentrate on providing support in the pedagogical field, for instance in how to handle a class or relations with parents – and thinking about professional problems and analysing them (Schneuwly 1996, p. 73).

188. The cantonal experts who were interviewed for the purposes of the report stated that the following elements were the most significant ones for attaining the above-mentioned goals (Schneuwly 1996, p. 74):

- individual contacts with the tutor in charge (interviews, class visits);
- mentoring service – if possible at the actual place of work;
- accompanied groups for beginners;
- sessions on initiation to the profession at the start of the school year;
- special programmes of targeted further training/continuing education based on needs.

189. In the majority of those cantons that have an institutionalised phase of initiation to the profession (for at least some of their teachers) responsibility for this is placed in the hands of the school inspectors<sup>36</sup>. In addition, institutional responsibility resides with the “mentors”<sup>37</sup> (i.e. individuals who are themselves active teachers but who are neither trained in the task of providing initiation to the profession nor monitored as to how they cope with it) or, alternatively “practical tutors/advisers”<sup>38</sup>. Contrary to the case of the “mentors”, these latter are trained tutors who have been coached in how to initiate new teachers to the profession and who are provided with ongoing support as they carry out this task. Lastly, there are other models based on professional teaching coaches appointed specifically to look after novices (Zurich) as well as models where tutors from the teacher-training institutions go out and perform this function in the field too (Fribourg, Geneva for secondary level) (Schneuwly 1996, p. 78).

190. Schneuwly (1996, p. 104) concludes that the conditions applicable to teachers at the start of their career are not comparable amongst the cantons. Even as long as twenty years after the publication of the “Training Teachers Tomorrow” report<sup>39</sup>, the bridge between initial training and further in-service training (i.e. initiation to the profession) has not been put into place in the majority of the cantons in a uniform manner for the whole of the teaching body at all levels and for all categories. He thus proposes, *inter alia*, the setting up of an institutionalised phase of initiation to the profession for the whole of the teaching body.

191. Although the CDIP/EDK (1995b) has recommended that the HEPs should also be used to provide initiation services to the profession, no appraisal has been made of the extent to which such programmes have indeed been adopted; nor is there any recent overview of current practices.

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<sup>36</sup> Cantons that give responsibility for professional initiation to the inspectors: Appenzell Innerrhoden, Basel-Landschaft, Fribourg, Geneva, Glarus, Graubünden, Obwalden, Schaffhausen, Thurgau, Uri\*.

<sup>37</sup> Cantons that give responsibility for professional initiation to “mentors”: Basel-Stadt, Nidwalden, St-Gallen\*, Solothurn, Zug.

<sup>38</sup> Cantons that give responsibility for professional initiation to “practical tutors/advisers”: Lucerne, Schwyz, Uri\*, St. Gallen\*, Zurich.

(\* Cantons where responsibilities are spread (depending on the school level or the subject taught) are mentioned several times).

<sup>39</sup> In German “LEMO” = “*Lehrerbildung von morgen*”

## *In-service training for teachers*

### *Types and levels of in-service training for teachers*

192. It was back in the 1970s and 1980s that advanced in-service training for teachers was set up and expanded. Currently, various structures exist, and the differences between them are a function of the level of teaching and the body responsible (see Table 4.2). It will be noted that there are now several suppliers of such training and authorities responsible for it. In-service training within the school itself has emerged particularly strongly in recent years, with the growing autonomy of the schools having their own budgets for in-service training (for instance the introduction of “mandats de prestations” (commissioning of defined services) or global budgets in the German-speaking part of Switzerland).

**Table 4.2: Providers and responsible organisers of in-service training for teachers**

Teaching level	Providers	Responsible organiser
<b>Primary level</b>	Cantonal Institutions of basic and in-service training (teacher-training colleges, HEPs, etc.)	Canton
	Internal in-service training	Each school individually
	Private providers	Private providers
<b>Lower-secondary level</b>	Cantonal Institutions of basic and in-service training (teacher-training colleges, HEPs, etc.)	Canton
	In-service training	Each school individually
	Private providers	Private providers
<b>Upper-secondary level:</b>		
- Teachers in lycées/gymnasiums	Swiss Office for In-Service Training of Upper-Secondary Teachers, Lucerne (CPS/WBZ)	CDIP/EDK, Confederation
	Cantonal Institutions of basic and in-service training (teacher-training colleges, HEPs, etc.)	Cantons
	In-service training	Each school individually
	Private providers	Private providers
- Teachers in vocational-training colleges	The Swiss institute for the pedagogy of vocational training (ISFPF/SIBP) with establishments in Zollikofen, Lausanne and Lugano	Confederation (Federal Office for Professional Education and Technology, OPET / OFFT / BTT)
	The initial and in-service training coordination service Lyss project management	Confederation (OPET)
	The initial and in-service training coordination service Payerne project management	Confederation (OPET)
	The Zurich Joint Institute	Canton Zurich
	In-service training	Each school individually
	Private providers	Private providers

\* Lycée/Gymnasium = upper-secondary schools preparing for the “Matura” certificate (lycée-type “Matura”)

Source: based on Criblez (2002), p. 33.

193. The types and levels of teachers’ in-service training vary from canton to canton. Unfortunately, there is no such thing as a systematic overview of current conditions and practices in all the cantons. In several cantons, in-service training is defined as an integral part of each teacher’s duties, establishing a right to in-service training, which at the same time means a duty to undertake it (Criblez 2002, p. 34). In Canton Schwyz, for example, teachers in schools providing compulsory schooling must produce evidence that they have followed an average of at least five days of in-service training per year over a three-year period (three days for teachers with part-time posts in the range of 30–60% of a full time one and two days for teachers with a post of less than 30%) (Canton Schwyz 2002). Some of the cantons (such as Berne<sup>40</sup> and Ticino<sup>41</sup>) have arrangements for in-service training extending over longer periods (2-6 months) including individual paid leave (see, by way of example, Canton Berne’s document on this subject 2000).

<sup>40</sup> Available in German: *Erziehungsdirektion des Kantons Bern: Langzeitfortbildung (individueller bezahlter Bildungsurlaub* (<http://www.erz.be.ch/langzeit/grundlagen>).

<sup>41</sup> The relevant Ticino legislation is: *Legge concernente l’aggiornamento dei docenti – titolo IV, art. 21-22-23.*

194. Several national and cantonal in-service-training institutions have taken the initiative of developing an Internet platform<sup>42</sup> as a vehicle for publishing offers of in-service training for all levels of teaching throughout Switzerland, the aim being to centralise such offers and to facilitate enrolment for them. At the time of writing (start of the 2002/03 school year), this website was already advertising several training schemes and programmes for the primary, lower-secondary and upper-secondary levels.

195. In Switzerland, managerial responsibility for the field of training varies depending on the level of teaching (and is shared, in particular, by the Confederation and the cantons). As a consequence of this the framework conditions have not been harmonised – for instance whether courses are free-of-charge or not, whether they are to be attended during school holidays or even during term time, the continuing payment of salaries during training or not and whether or not participants are entitled to a refund of their travel costs and other out-of-pocket expenses.

196. Criblez (2002) concludes that there is an urgent need for action and for a top-management structure regarding the in-service training of teachers, especially at upper-secondary level. He proposes that those concerned should aim to set up a form of joint-management with the involvement of both the Confederation and the cantons, with a view to harmonising the framework conditions practised by both of them (p. 34).

#### *Determination of the practicalities and the contents of in-service training*

197. Although there are several cantons that actually fix figures for the volume of further training that teachers are required to follow, the determination of the practical arrangements and contents of the courses is generally done individually by each teacher, depending on her or his particular needs. Usually, further training courses do not make any provision for the assessment of success, just for an attendance certificate. The choice of courses is free. There is no programme of in-service training laying down compulsory courses, for instance, specifying domains of knowledge for all teachers in Switzerland.

#### *Evaluation of the effectiveness of these programmes*

198. There is no existing evaluation mechanism for the programmes of further training that would permit the determination of their effectiveness in a continuous and systematic manner.

199. The only one-off evaluation of the system of in-service training for teachers that has ever taken place in Switzerland was part of the National Research Programme No. 33 (Landert 1999a). The results published in 1999 are based on inquiries carried out in 1994. It has been claimed that this inquiry was not sufficiently representative, given the limited number of interviewees. Nonetheless, the points which the evaluation detected as needing improvement have been recognised as such by those responsible for further training (Achermann et al. 1999, p. 10). The recommendations concern, in particular, the fields described below (excerpt from the recommendations), whilst some of the subjects (such as, for instance, matching further training and salaries or professional development) were not tackled at all (Landert 1999a):

- *Organisation and coordination*: cooperation amongst the small cantons in order to arrive at a certain critical size for systems of further training, integration of further training in the HEPs, coordination and harmonisation of the organisational frameworks in order to permit a comparison of performances at national level.
- *Running and use of the systems*: institutional implementation of the right to further training (for example: definition of the volume of courses), monitoring the systems of further training.

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<sup>42</sup> WEBpalette, Teachers' in-service training: <http://www.webpalette.ch>.

- *Contents of in-service training*: concentration within the large variety of fields of in-service training as a function of the priorities of education policy, introduction of courses targeted on novice teachers (insertion in the profession) and on teachers returning to teaching after some other activity (for instance, leave or a different professional activity).

*Formal link between in-service training activities and teachers' careers*

200. The general situation is that no formal link is made between teachers' participation in in-service training activities and their careers. By way of example, the right to continue teaching is not tied to the successful completion of predefined in-service training courses.

201. A further point is that there is no attempt to strike a balance between the needs for further training that teachers may feel as individuals and the needs perceived by the schools and the cantons as employers. Given the enormous differences in the nature of the interests that each of these three parties has in further training, it would be appropriate to channel most of the resources via the three consumer groups in a spirit of maintaining and broadening teacher qualifications (Criblez 2002, p. 35). Although part of the resources has now been re-channelled directly via the individual schools, the basic system still persists whereby it is the suppliers of in-service training schemes who have the main say in what is on offer. It is the three distinct groups of users below who should actually be given charge of the resources that are currently handed over to the providers (see Criblez 2000):

- *Teachers*: pursuit of further training as a function of individual needs;
- *Schools*: organisation of the qualification base as a function of school-development needs, school management, quality assessment/assurance as well as specific functions (such as school heads);
- *Cantons*: planning human-resources development in order to guarantee a qualitatively high level of training. It would be necessary for the cantons to be able to insist on teachers' compulsory participation in certain in-service training courses (such as compulsory attendance at courses concerned with the introduction of new syllabuses).

202. Nonetheless, as part of the teacher-assessment systems recently introduced (especially in the cantons of Zurich and St. Gallen – see Section 6), some of the cantons have made provision for measures (such as further training) to eliminate teachers' professional weaknesses as detected through the assessments of them. One example of this is in Canton St. Gallen, which enacted a new cantonal law in 2000<sup>43</sup> laying down the possibility for school boards to order teachers to take training courses so as to ensure their professional development with the aim of attaining a successful assessment.

## **Initiatives taken by the public authorities and effects that have been verified**

### *Measures taken or envisaged for improving initial and in-service training*

203. The main measure so far taken with a view to improving initial and further training was the adoption of the recommendations concerning training teachers at the new HEPs and the (partial) setting up of these HEPs by the cantons, starting in 1995. This measure has rendered it essential to make certain fundamental modifications compared with the former systems of teacher training in Switzerland:

- nationwide recognition of final diplomas;

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<sup>43</sup> Article 4 of the ordinance accompanying the eighth amendment to the St. Gallen cantonal law on the pay of teachers in compulsory education (*VIII. Nachtragsgesetz zum Gesetz über die Besoldung der Volksschullehrer*) of 1 January 2000.



- firmly fixing teacher in-service training in the realm of university-level tertiary education rather than at upper-secondary level as used to be the case in some of the cantons;
- concentration of training within fifteen HEPs instead of the approximately 150 institutions existing previously;
- increasing the importance of practical training<sup>44</sup>;
- inclusion of R&D as a part of teacher training;
- setting up of in-service training and re-training schemes in parallel with initial training.

204. When it comes to the objectives to be attained through the setting up of the HEPs, the CDIP/EDK recommendations are limited to indicating a maximum timeframe of ten years (up until 2005) for the cantons to take the necessary decisions following on from the recommendations, spelling out the responsibilities of the institutions involved – i.e. the cantons, the universities, the HESs and the HEPs (CDIP/EDK 1995b). The requirement concerning the operational framework for these HEPs was laid down in regulations concerning the recognition of the diplomas issued by them (CDIP/EDK 1999a; 1999b). By contrast, the CDIP/EDK has not formulated any quantitative objectives regarding the desirable number of HEPs nor the total number of student teachers to be envisaged, taking the country as a whole, nor even any estimate of the costs of setting up the HEPs. The CDIP/EDK reiterates that it is the cantons that are responsible for education, and therefore they alone are responsible for the financing and institutional structures of these new HEPs too (CDIP/EDK 1995b, recommendation A 2).

#### ***Evaluation of the measures taken***

205. The process of setting up the HEPs has not been accompanied by any qualitative or quantitative monitoring mechanism, nor by any evaluation mechanism. As a consequence, there is no exhaustive and reliable information regarding the impacts and the costs of the measures taken. Moreover, given the small number of objectives that were actually spelt out with precision beforehand, an appraisal of the measures in terms of their effectiveness and costs is virtually impossible. This lack of a true information and evaluation base means unfortunately that no clear overall view is available at the strategic and operational levels, which is manifest, *inter alia*, in:

- a lack of knowledge of the key statistics, such as the number of teachers graduating from one of the institutions providing initial training with a diploma (no statistical monitoring);
- the fact that the number of students enrolling in some of the HEPs for their first year of operation was much lower than the number expected<sup>45</sup>; on the other hand, the number of students at some of the other HEPs was higher than expected<sup>46</sup>;
- a discontinuity in the initial training of teachers, given that the setting up of the HEPs has fallen behind schedule and the older teachers' seminaries are not accepting any new student enrolments<sup>47</sup>;

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<sup>44</sup> 20-30% of the training for pre-school and primary teachers (Article 4 of the regulation on the recognition of the HEP diplomas for the pre-school and primary levels) and at least 20% for lower-secondary teachers I (Article 4 of the regulation on the recognition of the HEP diplomas for the lower-secondary level).

<sup>45</sup> Canton Berne (German-speaking part): only 374 students enrolled for teacher training at the start of the first year of operation (2001/02) compared with the expected number of 600 ("Bildung Schweiz" 2001, 16).

<sup>46</sup> For example Zurich

<sup>47</sup> Canton Valais

- a lack of comparability of the performance of all the HEPs (for instance, there is no type of overview of the services offered in connection with initiation to training, although precisely such a service was recommended by the CDIP/EDK [1995]);
- the absence of financial information which would make it possible, for instance, to compare the costs of the new HEP systems with those of the former teachers' seminaries.

***Priority questions to be considered for the future – views of the main stakeholder groups***

*Swiss Conference of Cantonal Ministers of Education (CDIP/EDK)*

206. According to the CDIP/EDK, there are still several questions that are going to need to be settled in the short and medium term (Kramer 2001):

- the completion of the setting up of the HEPs by the start of the 2003/04 academic year, followed by their consolidation in the course of the five years to follow;
- the launching of R&D activities in all the new HEPs;
- fitting these new HEPs in with the universities and HESs through the work of the Conference of the Deans of the HEPs; defining the potential crossovers between the two training paths;
- clarification of the recognition of the qualifications handed down by the new HEPs in the context of Bologna Declaration.

207. Moving teacher training up into the realm of university-level tertiary education also has consequences for the lecturers who used to train teachers in the old teacher-training institutions (such as the teachers' seminaries), particularly as regards the new skills profile resulting from the setting up of the HEPs<sup>48</sup>. One of the points in the transitional arrangements is that the requirement for teachers to be in possession of a qualification from an HEP will only be applicable to those who are taken on as of 2004. Despite that, there is still a need to provide for re-training measures to satisfy the needs that old lecturers will have as a result of the changes in the syllabus in the new context of teacher training at university level in order to ensure that training quality is maintained.

208. Working on the basis of the recommendations contained in the Criblez Report (2002), two of the CDIP/EDK's committees (those on vocational training and general training) are proposing (*inter alia*) that for the training of upper-secondary teachers (including those for vocational training) a form of project management should be set up to ensure uniformity of direction concerning both the coordination and harmonisation of the training of teachers for the upper-secondary level. They are also proposing that in-service training for upper-secondary teachers should be included in the HEPs.

*Opinions expressed by the cantons' representatives*

209. Fourteen cantonal representatives with responsibility for teacher recruitment were interviewed as part of the "Teacher recruitment strategy" project (Müller Kucera, Bortolotti, Bottani, p. 102). The things they say ought to be happening are:

- clarification of the interface between the new HEPs and the cantons as regards student flows and the need for teachers;

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<sup>48</sup> Qualifications for teacher trainers: these lecturers must have a tertiary-level qualification in the subject(s) in which they are to lecture as well as the didactic qualifications necessary for dealing with an adult target group and, as a general rule (for the pre-school and primary level) a teaching diploma and actual experience of teaching (CDIP/EDK 1999a Art.6; 1999b Art. 7).

- identification of individuals with the necessary skills to become teacher-training lecturers in order to ensure that there is a sufficient number of qualified personnel to lecture in the HEPs;
- broadening the number of possible admission routes to teaching by setting up specific programmes, especially for stand-in and sporadic teachers and entrants coming from a different profession;
- creation of a mechanism for the monitoring of student flows during training and the first six years of professional activity;
- development of mechanisms for assessing the quality of the training courses, the matching of training to the needs of the educational systems and the satisfaction levels of both the students and their employers.

#### *Professional associations*

210. Although the teachers' nationwide professional association, ECH/LCH, supports the setting up of the university-level HEPs with their new training syllabuses, it has been drawing attention to the big gaps that still exist between the objectives as voiced and the real situation on the ground ("Bildung Schweiz" 2001, pp. 10-11):

- *The intended consolidation of the teacher-training institutions has not happened:* to a very large extent the fifteen new HEPs correspond to the old teacher-training institutions, which have simply been grouped together and given a new name. For instance, the new HEPs have remained on the old training premises, which means that the infrastructure is scattered and many parts of it are too small for properly performing the tasks expected of the HEPs, especially R&D and in-service training;
- *True harmonisation of training has not taken place:* some of the cantons have completely integrated teacher training in their universities, whilst others are still keeping part of their teacher training at upper-secondary level in order to shorten the study period from three to two years;
- *The recognition of the formal qualifications issued by the HEPs in the context of the Bologna Declaration has still not been clarified:* at present, students are having to decide on a course of training without knowing what value their qualification will have in future beyond Switzerland's borders. Teacher training thus runs the risk of once again becoming a "special case".

## 5. RECRUITING, SELECTING AND DEPLOYING TEACHERS

### Identification of the main areas of concern to the public authorities

#### *Few applicants to teach at the lower-secondary level*

211. The start of each new school year has recently been marked by certain difficulties in filling all the teaching vacancies. It must, however, be said that there is no really clear overall picture as regards the true number of applicants, since teacher recruitment is a matter for the communes and cantons, and the relevant information is not collected centrally in an exhaustive and systematic manner.

212. As part of the activities of the task force on “Career prospects in teaching”, the CDIP/EDK has now carried out the first analysis ever of the situation regarding vacancies at the start of the 2001/02 school year (Stauffer 2001). This study shows that there is no visible imbalance between the supply of and the demand for teachers, despite the fact that there are certain difficulties in recruiting teachers. The fact is, nonetheless, that the CDIP/EDK’s study concentrated on the vacancies that were not filled at the start of the school year, so “hidden shortages” were not identified and these may include, for instance, derogations granted as regards compliance with all the job requirements.

213. In order to be able to add to the information collected by the CDIP/EDK, Müller Kucera, Bortolotti and Bottani (2002) carried out a survey amongst the cantons, focusing on teacher recruitment. The first point that must be made is that this information is extremely difficult to come by (especially the numbers of applicants), given the lack of reliable data, so the cantons’ replies are far from complete. Despite that, the observations do shed light on one major concern felt by the public authorities: namely that the number of applicants is often less than the number that would be required to permit a true choice<sup>49</sup>. As a consequence of this, the quality of the recruitment process is often jeopardised. The situation at lower-secondary level is tenser than at pre-school or primary level, where there are between five and forty applicants for each vacancy in the majority of the cantons (see Annex 5).

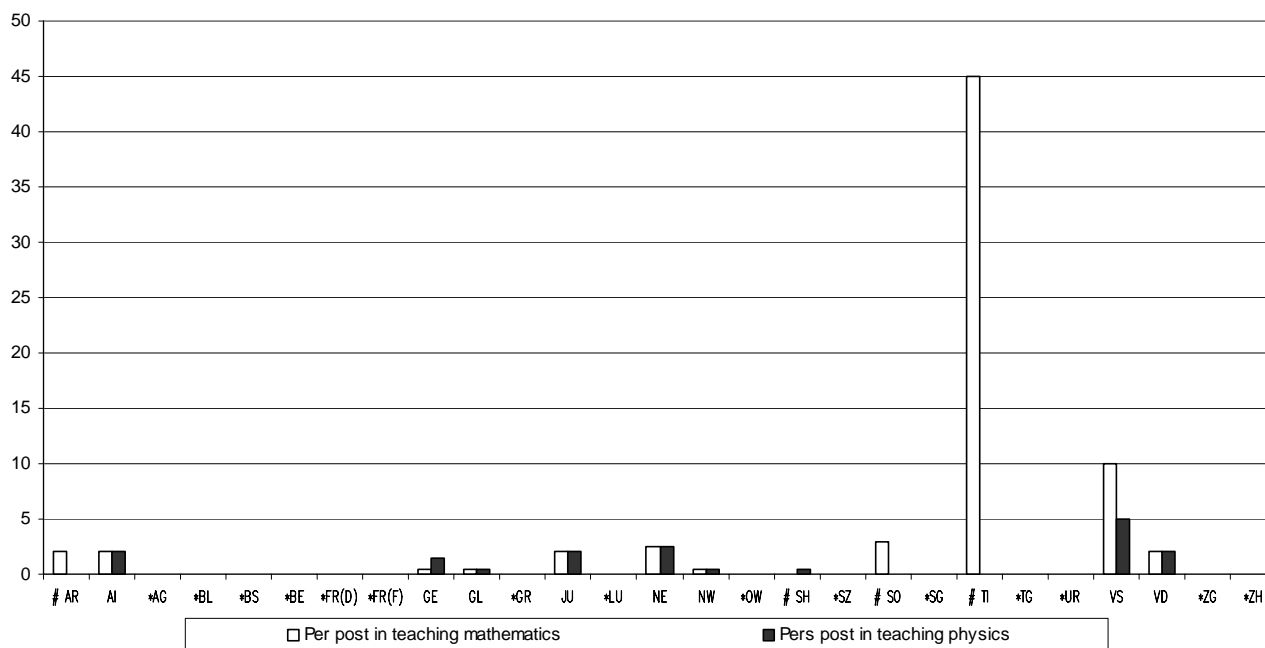
214. The situation at lower-secondary level is illustrated below for the subjects of mathematics and physics (Figure 5.1). It will be noted that the average number of applicants in mathematics and physics is generally lower than those in languages. Some of cantons even have less than one applicant for each mathematics vacancy at lower-secondary level, which indicates a serious shortage of teachers in that subject. Moreover, the number of applicants for general teaching at lower-secondary level also varies between one and five in the majority of the cantons that replied.

215. It would appear that the situation is slightly better at upper-secondary level, especially as regards language teachers (first and second national language and English), with there being between five and fifteen applicants on average for each vacancy (see Annex 5).

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<sup>49</sup> The official responsible for teachers in Canton Berne made the remark that no true choice is possible whenever there is an average of fewer than three applicants per vacancy.

**Figure 5.1: Number of applicants at lower-secondary level (CITE 2) for teaching vacancies in the exact sciences**



Source: Müller Kucera, Bortolotti, Bottani (2002).

Legend: \* = Data not available, # = No data available for the post not shown.

Comments: Berne (BE): No true choice is possible whenever there is an average of fewer than three applicants per vacancy; Nidwalden (NW): Estimate; Solothurn (SO): The data for "mathematics" only concerns the "Bezirksschule" level ("pre-lycée").

### Vacancies it was difficult to fill at the start of the 2001/02 school year

216. Given the limited number of applicants at lower-secondary level, it comes as no surprise that the cantons view lower-secondary vacancies as particularly difficult to fill. The description given of "vacancies difficult to fill" includes, for instance, those that need to be advertised more often than envisaged, those for which derogations have to be granted and those filled by student teachers who have not yet completed their training (Table 5.1).

**Table 5.1: Difficulties in filling teacher vacancies**

Level / subject	AR	AI	AG	BL	BS	BE	FR D	FR F	GE	GL	GR	JU	LU	NE	NW	OW	SH	SZ	SO	SG	TI	TG	UR	VS	VD	ZG	ZH	
<b>Pre-school:</b>																												
Kindergarten teacher	1	1	1	n.a.	1	n.a.	1	1	n.a.	1	n.a.	1	1	4	1	1	1	1	1	n.a.	1	1	1	1	2	1	n.a.	n.a.
<b>Primary:</b>																												
General education	2	3	3	n.a.	1	n.a.	1	1	1	2	n.a.	2	2	2	1	1	3	2	2	n.a.	n.a.	3	2	2	1	n.a.	n.a.	
<b>Lower-secondary:</b>																												
1st national language	3	n.a.	2	4	1	n.a.	n.a.	n.a.	3	4	n.a.	1	3	1	1	4	4	4	3	n.a.	1	n.a.	1	4	1	n.a.	n.a.	
2nd national language	3	n.a.	2	4	1	n.a.	n.a.	4	3	4	n.a.	4	3	2	1	4	4	4	1	n.a.	1	n.a.	2	4	4	n.a.	n.a.	
English	1	n.a.	2	4	1	n.a.	n.a.	n.a.	3	4	n.a.	1	3	2	1	4	1	4	1	n.a.	1	n.a.	2	*	4	n.a.	n.a.	
Mathematics	3	n.a.	2	4	4	n.a.	n.a.	4	4	4	n.a.	1	3	2	1	4	3	4	3	n.a.	2	n.a.	2	4	4	n.a.	n.a.	
Physics	n.a.	n.a.	2	4	4	n.a.	n.a.	n.a.	4	4	n.a.	4	3	1	1	4	1	4	1	n.a.	1	n.a.	1	4	4	n.a.	n.a.	
General education	n.a.	n.a.	3	4	1	n.a.	n.a.	n.a.	4	n.a.	1	3	2	1	4	n.a.	4	4	n.a.	2	4	2	3	4	n.a.	n.a.		

Source: Müller Kucera, Bortolotti, Bottani (2002).

Legend:

n.a. = Not available ; \* = Subject not included on the syllabus

1 = No difficulty (0% of vacancies are difficult to fill)

2 = Isolated difficulties (1-19% of vacancies are difficult to fill)

3 = Considerable difficulties (20-49% of vacancies are difficult to fill)

4 = Clear difficulties (50% or more of vacancies are difficult to fill)

### ***Adjustment mechanisms – a risk of undermining teaching quality?***

217. The difficulties described above confirm that there is a certain teacher shortage and that this varies depending on the school level, the subject and the canton. There are a few problems in filling pre-school and primary vacancies, but the difficulties are greater at lower-secondary level, especially for the subject of mathematics. Nevertheless, as the CDIP/EDK's analysis of the situation has shown (Stauffer 2001), there were not really any unfilled vacancies at the start of the 2001/02 school year. The fact of the matter is that those responsible for teacher recruitment habitually aim to do all they possibly can to avoid finishing up with classes without teachers. As a result of this, there tends more to be a shift in the characteristics of the teaching force rather than an emergence of unfilled vacancies. Wilson and Pearson (1993)<sup>50</sup> have coined the term "hidden shortage" to describe this sort of situation. This major shift in the characteristics of the teaching body may be caused by teaching subjects other than those for which the teacher holds formal qualifications for all or part of the time in the absence of candidates that satisfy all the requisite formal qualifications<sup>51</sup>.

218. In the face of these difficulties in filling certain teaching vacancies, a whole range of adjustment mechanisms exist to make it possible to arrive at a balance between the supply of and demand for teachers. Some of these measures affect the demand for teachers (such as increasing class sizes), whilst others affect the supply of teachers, especially as regards the level of formal job requirements compared with qualifications. The data confirms that there is indeed an adjustment effect as regards teachers' qualifications affecting both the level of the certificates of newly recruited teachers and the level of the subject taught (i.e. teaching subjects other than those for which the teacher is certified).

### **Data, trends and factors**

#### ***Recruitment process***

219. The recruitment procedure involves several stages, and many decision-makers have their say. Each of these stages has its clear strong and weak points as described below<sup>52</sup>:

- identification of the vacancies to be filled,
- job description and publication of vacancies,
- selection of applicants,
- appointment,
- accompaniment for newcomers.

220. The *vacancies to be filled* are identified by the communes or the school heads and are published in calls for applicants. The job profile is generally laid down in education legislation<sup>53</sup> and depends on the demands of the school level and the subject to be taught. In those schools that have a head who is in a position to formulate the specific needs for a particular post it is then the head that actually defines them. This leads to the emergence of what might be called "expanded local job descriptions".

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<sup>50</sup> Quoted in OECD (2001b).

<sup>51</sup> Certification matching the formal job requirements.

<sup>52</sup> See Annex 5 for an overview of the cantonal bodies responsible for selecting applicants.

<sup>53</sup> For instance Basel-Landschaft in the decree on the education law and the ordinance concerning teachers' functions.

221. Just a few of the cantons (Geneva, Berne, Ticino, and Neuchâtel – to mention examples) collect the information on all the vacancies *in an appropriate form*. In some of the cantons (such as Aargau and Neuchâtel), there is a mandatory requirement for teaching vacancies to be published (for instance, in the official gazette). Elsewhere there is no such requirement. It may, however, be possible for the cantons to benefit from having vacancies figure on the Internet or in so-called “job exchanges” organised by the canton or by regional professional associations or even to pick applicants from an existing list of available replacements.

222. The *selection procedure* in the strict sense of the term for posts in primary education (consideration of applicants’ files, “portfolio” analysis, short-listing of candidates, admission interviews and possibly a probationary lesson) is the job of the communal school authorities or the school heads, where the latter exist<sup>54</sup> (see Annex 5). In some of the school committees, a teacher representative also participates in the decisions. There is generally little standardisation to the procedures used. It would appear that in the French-speaking part of Switzerland the role of the school head has developed further and become better established than in the German-speaking part of the country, where the change in orientation towards schools with a head has only just taken place. In Canton Geneva, the recruitment of primary teachers is the job of the inspectors appointed by the Directorate General for Primary Education. The selection is based on a structured interview conducted jointly by an inspector and a qualified teacher, who submit a preliminary opinion to the Directorate General.

223. *Making the appointment* falls within the responsibility of an authority with political legitimacy, which is generally a communal institution in the case of primary education (called the school committee, the school commission, the school council or something similar) and in some of the cantons it is the department of education. The cantonal authorities responsible for the recruitment are generally “militia bodies” (i.e. elected from amongst the voting population as a whole) who do not generally have any extensive competence as regards pedagogical matters and human-resources management<sup>55</sup>. There are some cantons that offer basic – and even more advanced – courses for members of such committees to help them acquire the necessary knowledge to be able to conduct such practices properly. In Canton Basel-Landschaft, these individuals benefit from an introduction and a manual provided by the school inspector. This system has one clear drawback in that there is considerable rotation in the membership of school committees, which tends to undermine the continuity of the authorities’ work. The teachers’ associations (ECH/LCH) find it regrettable that the job of choosing teachers (hiring and firing them) should be entrusted to people who are not professionals, who do not have sufficient expertise and who are familiar with neither the techniques of human-resources management nor employment law.

224. At secondary level (both lower and upper) in Canton Ticino, recruitment is managed centrally. The selection is carried out by a committee of professionals (such as school heads, experts in the subjects to be taught and university professors) who appraise the candidates, who are required to present a sample lesson. It is considered that this process is one that is likely to promote equality of treatment and quality in selection.

225. The *administrative formalities* as regards *appointments* are governed by the communal authorities, the school secretariats or the responsible sections within the ministry/department of education and training. The contractual terms and conditions as well as the choice of salary grade are determined by the canton. The job of the education department/ministry is thus to examine the candidates’ suitability for teaching and, in the case of applications from other cantons or other countries, to establish the equivalence of the diplomas presented. Insofar as it may be rendered

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<sup>54</sup> Canton Jura has the intention of bringing together all its communal educational committees to form just one single committee. That ought to make it possible to rationalise and make better professional use of the available resources.

<sup>55</sup> Canton Aargau comments as follows: “To whomsoever God grants an office, he also grants the intelligence needed for it”.

necessary by the situation prevailing on the job market, the department or office responsible may grant exceptional authorisations. Generally, the *personnel files* are managed by the educational authorities, the school secretariats or even, in some cases, by the ministry/department of education.

226. In some of the cantons, contracts under private law are drawn up – for at least some members of the teaching staff. This is a tendency that is on the increase as the law governing individual rights is being revised and as the cantons are reforming their administrations (to bring in “New Public Management”).

227. The process of initiating *newly recruited teachers* into the profession is followed by the school heads or the cantonal inspectors. Some of the cantons have started to introduce the idea of a “supervisor” (i.e. an established teacher looking after a novice”).

228. Several cantons have adopted *initiation programmes for young teachers* in the course of their first two years, and these may take place at cantonal, regional or local level. The models applied to the accompaniment of new teachers are varied, notably:

- specialist mentors accompanying novice teachers;
- novices working in “tandem” with a more experienced partner.

### ***Choice of first posting and assignment to schools***

#### *Clear picture of needs*

229. Having a clear picture of what the needs really are as far as teachers are concerned is a crucial signal for young people faced with choosing a profession. There really ought to be reliable forecasts for a period of at least five years ahead, so that anybody embarking on training has some idea as to what the market situation is going to be when they finally complete their education/training. Ideally, there ought even to be forecasts broken down by subject so as to pinpoint those in which there will be a need for teachers and those for which there will be a surfeit of teachers. As things stand today, the knowledge of needs tends rather to be short-term and regionalised, i.e. there is no clear picture of needs transcending the communal or cantonal level. Nevertheless, a few initiatives have been launched with a view to making the picture clearer, either in order to obtain a more global view at the inter-cantonal level (particularly through the CDIP/EDK’s project to record all the vacancies to be filled at the start of each school year), or to develop a longer-term view.

230. As regards the extent and ways in which vacancies at the start of each school year are made public, the responses from the cantons show that vacancies published in the regional and national press and on Internet sites are the most frequent measures (see Annex 5). Beyond this, intermediaries (such as placement and recruitment agencies) and advertisements in the international press are used by a minority of the cantons. Finally, there are many one-off measures that serve to make vacancies known (such as advertising through colleagues, individual interviews and contacts with the teacher training institution).

#### *Choice of the first posting and assignment to schools*

231. For the primary and lower-secondary level, the usual practice is for interested teachers to submit their applications directly to the communal school committees. For the upper-secondary level, applicants usually contact the schools directly. Which teacher finishes up in which school and which commune is thus a function of who applies where.



### *Impact on communal autonomy*

232. The fact that the powers for primary education and the first part of secondary education are vested in the communes (at least in the majority of the Swiss cantons) explains in many cases why there is no centralised information about applicants, Cantons can only take action if there is a legal basis for them to do so (and then only in a subsidiary role). Some of the German-speaking cantons in Switzerland regard it as important to be able to maintain their federalist “philosophy” of recruitment: the location of the job market is in the communes and it is up to the canton to take charge of training, hence the motto: “as little as possible and only as much as necessary” (St. Gallen). At all events, in cantons such as these, the influence the cantonal level has on recruitment is low. The most striking case is Graubünden, where the cantonal authorities have only extremely limited powers. For example, the canton has no right to call for the setting up of regionally centralised schools for the higher classes and can do no more than to guide decisions indirectly through its grants for school-building projects. It is possible for the canton to offer further-training schemes, but the communes have the last word as to whether teachers will be released to attend them. Teachers’ salaries are not identical in all the communes. Those communes that pay the highest salaries have the greatest ease in recruiting teachers. In cases like this, it is a complicated matter to devise a recruitment strategy and to manage the succession process in teaching, since it means negotiating with the communes and arriving at an agreement to redistribute powers between the canton and the communes.

### *Terms and conditions of employment*

#### *The impacts of legislation governing personnel*

233. The factors that are linked to *legislation governing personnel* have an impact on recruitment policies as well as the retention and stabilisation of the teaching personnel. The changes in this respect that are underway in several of the cantons are leading to an instable situation. It can be generally observed that the teaching professions are in the process of losing their relatively protected status and that their future treatment will be similar to all the other professions working for the public authorities. This is, for instance, the case in Canton Aargau, which has revised the law governing its own personnel, placing the teachers on more or less the same footing as other cantonal employees. All that will be left for the future will be fixed-term or indefinite-term employment contracts, a fixed amount of time to be worked annually and improved protective measures during work; salaries do not include a performance-related element. The shortened period of notice now included in teachers’ employment contracts is making it even more difficult to make forecasts and to monitor fluctuations in personnel.

234. The extent of the *job guarantee* depends on variable conditions, which may be either cantonal or communal. In Canton Ticino there is a law which makes it possible for teachers to choose to move temporarily into another activity and to return to their old job later, provided they do so within three years. If their remuneration in their new job is lower than a teacher’s salary, it is the state that makes good the difference. By contrast to this, at primary level in Canton Neuchâtel, for example, there is no guarantee of job security at communal level. The employer is the commune, and thus the appointing authority is also the commune. If the post occupied by a teacher is eliminated at any time, the occupant may be made redundant. There is no guarantee that teachers affected by such measures will find a posting in a different commune, since that would amount to a new appointment. The differences between the two cantons just discussed are considerable and ought to constitute much food for thought.

#### *Teachers’ status*

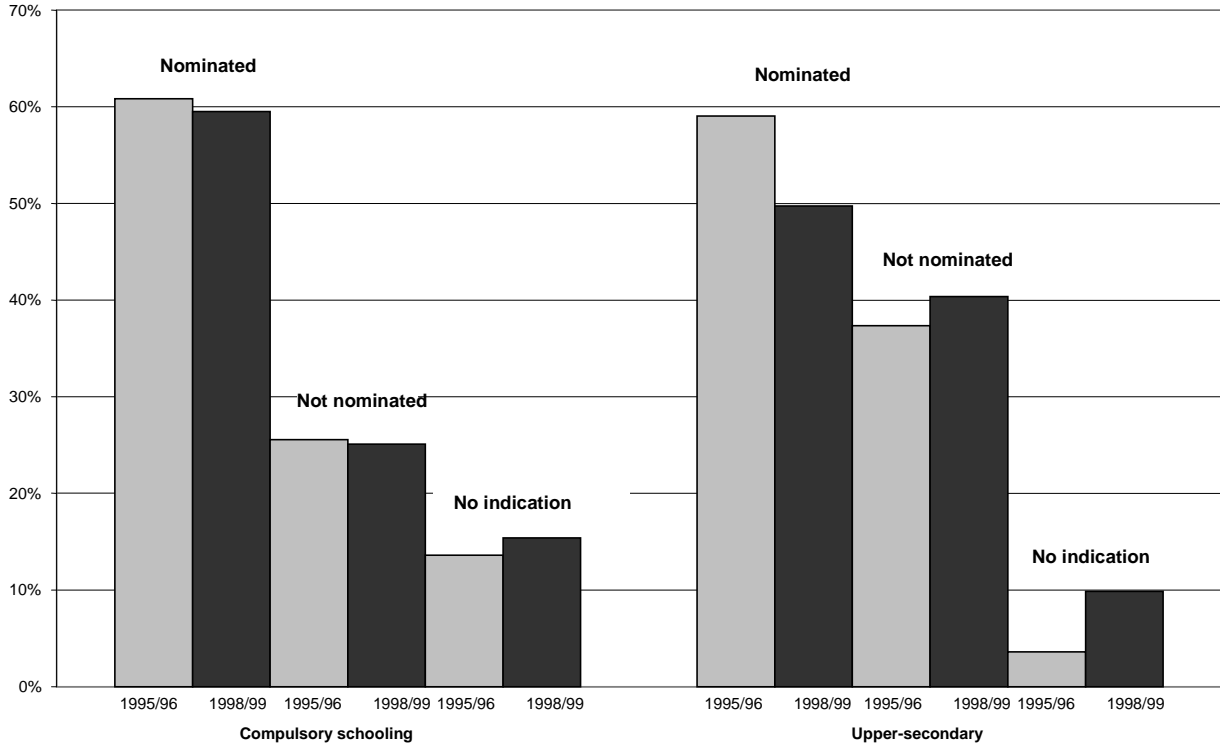
235. Figure 5.2 gives an indication of the status of teachers in compulsory schooling and at upper-secondary level. Unfortunately, the information concerning the status of a large number of teachers is not available to the Swiss Federal Statistical Office. This office even makes the point itself that the data on teachers’ status has huge gaps in it and does not sum up the situation in all the cantons (Swiss Federal Statistical Office 1997b, p. 24).

236. The information on status does, however, provide important indications on prospects for managing teaching careers. Whilst teachers who are the nominal occupants of structured posts do have long-term prospects, those without such a post have only a limited-term contract, on the basis of which they are not able to develop a vision exceeding the short term. Given that a large number of teachers are not nominal occupants of structured posts (in 1998/99, 25% in compulsory schooling and 40% at the upper-secondary level), it would seem probable that this lack of long-term prospects might have a negative impact on the profession's attractiveness.

237. A distinction must be made between teachers occupying posts that are a formal part of an organisational structure (at communal or cantonal level) and those not in such posts. As a general rule, occupying such a post equates to having a contract for an indefinite period, whilst those teachers who are not in such posts often have contracts for only one year. The Swiss Federal Statistical Office (1997b, p. 24) points out that "the nominations to structured teaching posts are not made in accordance with the same criteria in all the cantons; often, novice teachers are first of all only taken on provisionally, and will not be nominated to a structured post until the end of a certain probationary period." The usual case is that teachers in such posts are still not life-long civil servants, but are appointed on the basis of a public-law contract for an indefinite period.

238. The number of teachers nominated to structured posts has even declined at upper-secondary level: the proportion amongst the total fell steeply (by around 10%) between 1995/96 and 1998/99. At the same time, the proportion of their colleagues not in such posts increased from 37% to 40%. In addition to this, there is another distinction that has to be made between posts that have been created by a commune and those created by a canton, since cantonal posts carry very considerable weight. Being nominated to a cantonal post promises geographic mobility as a means of job security.

**Figure 5.2: Teachers' status in 1995/96 and 1998/99**



Source: Swiss Federal Statistical Office (1997a, 2000a).  
 Note: The status data is far from complete (flagged as "no indication"); in some of the cantons, it is lacking altogether, in others its quality is insufficient.

### *Disparate remuneration policies*

239. The politics regarding the remuneration of teachers differ widely and are only partial, as has already been discussed in Section 3 of this report. It seems quite possible that the job market for teachers might become increasingly competitive in future as the HEPs come more and more on stream.

240. It follows from this that it would be advantageous for common regulatory principles (core terms and conditions) to be developed and adopted. It would be particularly desirable to have principles regulating all of the conditions governing admittance to the profession, salary developments, departures, returns and retirement provisions.

### *Percentage work rates*

241. The mean percentage work rate is arrived at by taking the ratio between the number of full-time posts and the number of teachers. Table 5.2 shows that the mean percentage work rate in compulsory schooling remains higher than in the upper-secondary schools preparing for the “Matura” and those providing a general education. Despite this, the mean percentage work rate in compulsory schooling went down (-2.4%) as did that at upper-secondary level (-2.3%) between the 1995/96 school year and 1998/99. The number of teachers also actually went up during this period. From this, it could perhaps be concluded that the fall in the mean percentage work rate has been accompanied by an increase in the number of part-time teachers<sup>56</sup>.

242. One of the possible explanatory factors behind the fall in the mean percentage work rate is the increasing proportion of women employed in teaching. For instance, the possibility of having teams-of-two teaching primary classes makes it easier to work shorter hours.

243. According to the Swiss Federal Statistical Office (1997b, p. 28), taking all the levels and all the types of school together, at least two thirds of all male teachers (occupying structured posts) work full time. There are many fewer women teaching full-time: just over half at primary level and around a third in the other types of school.

244. In turning to recruitment, the amount of time teachers work is a factor that has a strong determining influence on the demand for teachers, since even a small variation has a big impact on the number of teachers. Assuming, for instance, a decrease in the percentage work rate of just 1% in compulsory schooling (i.e. a reduction from 72.7% to 71.7% compared with the baseline of full time), it would be necessary to recruit an additional 1065 teachers to be able to fill the 53 277 full-time jobs.

**Table 5.2: Mean percentage work rate broken down by school level in 1995/96 and 1998/99**

School level	School year	Teachers	Number of equivalent full-time posts	Mean percentage work rate	Trend in work rate from 1995/96 to 1998/99
Compulsory schooling	1995/96	70 196	52 764	75.2%	
	1998/99	73 240	53 277	72.7%	-2.4%
Upper-secondary level*	1995/96	11 927	6 609	55.4%	
	1998/99	12 176	6 460	53.1%	-2.3%

Source: Swiss Federal Statistical Office (1997a, 2000a).

Note: \* = Excludes vocational training.

<sup>56</sup> As a general rule, the full-time posts are defined in terms of the number of contact hours per week, which varies depending on the canton and the school level (see Figure 6.8).

## **Initiatives launched by the public authorities and the effects they have had**

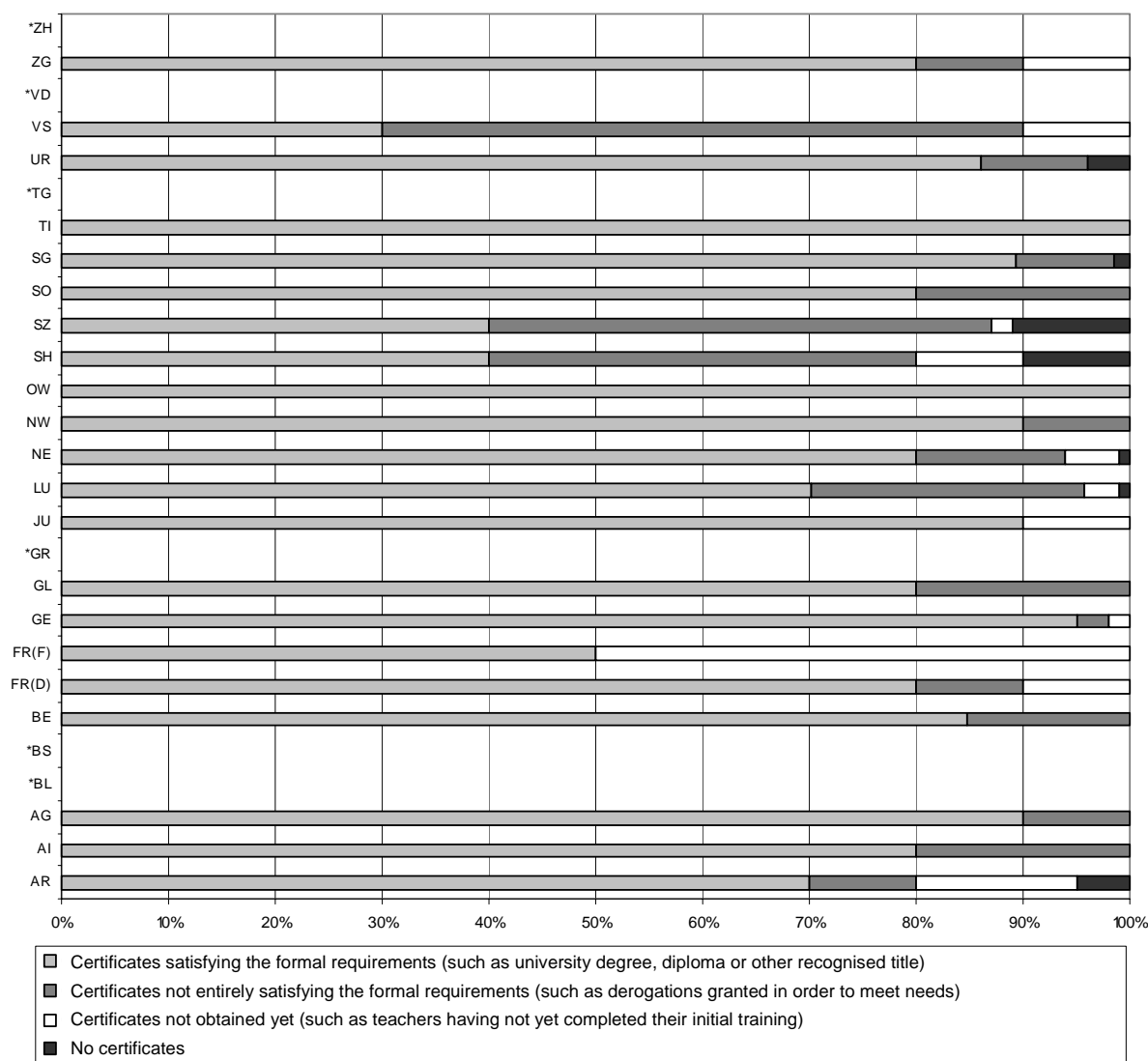
### ***Policies concerning admission to teaching***

#### ***Qualifications of the teachers recruited at the start of the 2001/02 school year***

245. The first point to make is that the majority of newly recruited teachers at the start of the 2001/02 school year at both primary and lower-secondary level were indeed in possession of the certificates required. Nonetheless, amongst the teachers at lower-secondary level, in particular, there is still a considerable proportion with certificates that do not entirely satisfy the requirements laid down, since those in charge of the education system have granted them derogations in order to be able to satisfy the needs for teaching staff. Another point is that the number of teachers still in the process of acquiring their certificates as well as those without a certificate is higher at lower-secondary than at primary level. The following chart (Figure 5.3) collates the responses received from the cantons as regards the certificates held by the teachers recruited at the start of the 2001/02 school year for the primary and lower-secondary levels, taking all subjects together (see Annex 5 for the other school levels).

246. What this means for the qualifications of the teachers appointed is that it is a frequent practice to have recourse to individuals without the required formal qualifications in situations of shortage. The question that then has to be looked into is that of the extent to which teaching quality can be upheld in the light of the fact that one of the commonest measures is to grant derogations as regards the level of teachers' qualifications.

**Figure 5.3: Certificates held by new lower-secondary teachers (CITE 2) for the 2001/02 school year**



Source: Müller Kucera, Bortolotti, Bottani (2002).

Legend: \* = Data not available. Comment: Canton Nidwalden (NW) = Estimate.

(F) = French-speaking part of the canton; (D) = German-speaking part of the canton

### **Teaching subjects without a certificate**

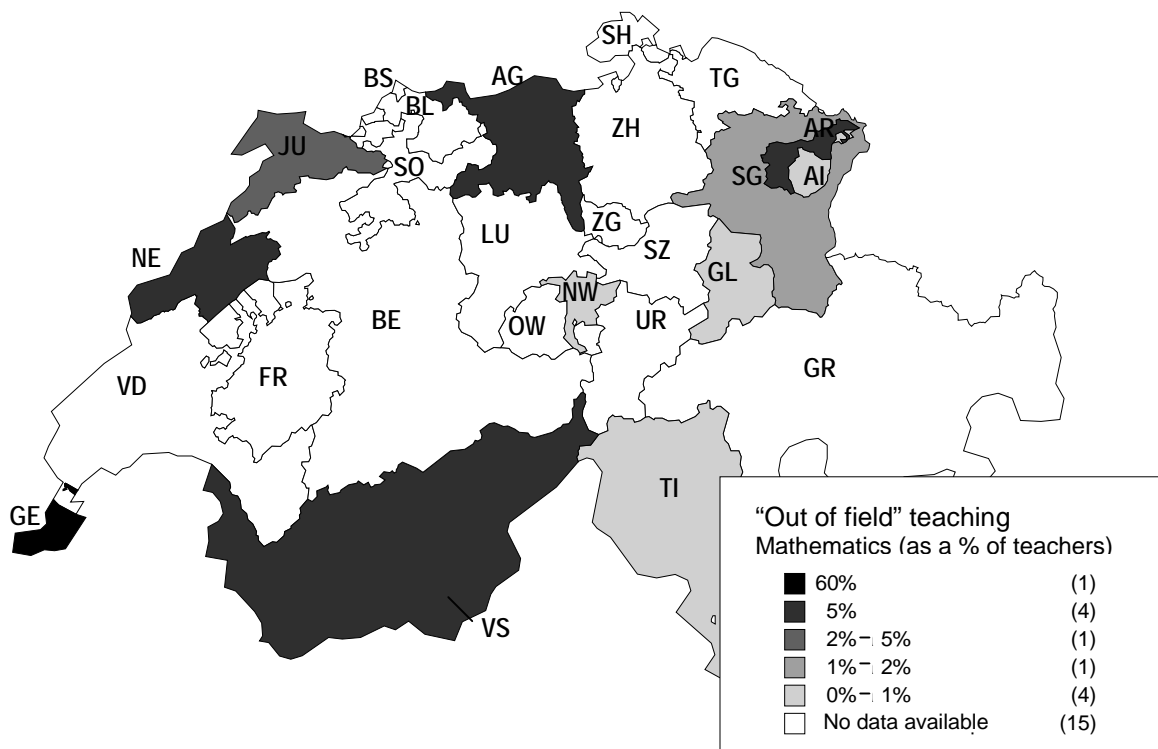
247. Having teachers give lessons in subjects other than those for which they hold a formal qualification is considered as another major indicator of both teacher quality and teacher shortages. This case may arise when lessons are given either by teachers who hold no certificate at all or whose certificate is for a subject other than that taught. This category does not have any bearing on non-teaching activities, such as preparing lessons, contacts with pupils' parents or training activities.

248. The results of the survey carried out by Müller Kucera et al. (2002) amongst the cantons show that this is a real phenomenon in the teaching profession in Switzerland. From this it follows that there is indeed a hidden shortage in some subjects. Once again, when speaking of teacher shortages, it is always necessary to specify the region, the school level and the subject, since the problems are far from uniform. Taking the whole period of compulsory schooling, this situation is observed particularly at lower-secondary level. Map 5.1 shows that the situation is the most difficult for mathematics, since

this subject is actually being taught by teachers without a maths certificate in nearly half of the cantons that replied to this question (data for the 2001/02 school year). In the majority of the cantons that were able to answer this question, 2-5% of the teachers giving maths lessons had not undergone training commensurate with the formal requirements (see Annex 5 for the other subjects). It is, however, necessary to issue a *caveat*, insofar as the cantons' replies give no more than a partial picture, since no data is available for the majority of them.

249. A further complication is that the definition of what constitutes a “subject without a certificate” depends very largely on the formal demands laid down by the cantons. As this report has already made clear in its section on salaries, there is a big variation in formal requirements especially at lower-secondary level. Given the fact that this report has opted for a definition of teaching a “subject without a certificate” that is a function of the formal requirements demanded in the terms and conditions of employment, it follows, for instance, for mathematics that the rate of maths teaching by teachers who do not satisfy the formal requirement is amongst the highest in the cantons of Geneva and Ticino, which require a university degree in maths even for lower-secondary teachers.

**Map 5.1: Lower-secondary (CITE 2) teaching of mathematics as an “uncertified” subject in 2001/02**



Source: Müller Kucera, Bortolotti, Bottani (2002).  
 Note: See Annex 3 for the names of the Swiss cantons

### ***Other measures concerning access to teaching***

250. The survey carried out amongst the cantons (Stauffer 2001) concerning the job-market situation as regards teachers at the start of the 2001/02 school year showed that very many measures had been implemented to facilitate access to teaching (more on this matter in Section 3):

- authorising teachers from other cantons or other countries to teach;
- publicising job offers on the Internet or via Teletext;

- offering courses targeted on individuals wishing to return to teaching as well as further in-service training for teachers wishing to change their teaching level;
- offering retraining courses for individuals active in a non-teaching profession;
- increasing the number of places for student teachers;
- increasing teachers' salaries, introducing, in particular, the possibility of adapting the salaries for each subject as a function of shortages on the job market (St. Gallen).

***Initiatives to improve the recruitment, selection or teacher-assignment arrangements***

*Initiatives at the inter-cantonal level (CDIP/EDK)*

251. The most important nationwide initiative is the project known as “Recruitment Strategy” which forms part of the joint action on “Career prospects in teaching”. This project is aiming at developing a recruitment strategy designed for the long term, to be accompanied by the appropriate measures. The final report and the authors' recommendations (Müller Kucera, Bortolotti, and Bottani 2002) have been adopted by the relevant CDIP/EDK committee as a basis for the decision on the measures to be taken. The recommendations have been discussed and approved by the members of the Swiss Conference of Cantonal Ministers of Education at their annual plenary session on 8 November 2002.

252. The recommendations have been drawn up in the form of thirteen proposals, each one of these being divided up into individual measures. Since the problem of teacher recruitment cannot be seen in isolation from the whole of the teaching career path and the various human-resources-management activities associated with it, the thirteen proposals below go beyond the strict limits of “recruitment”.

- managing recruitment in a more strategic manner
- improving the instruments to know more about the supply and demand of teachers
- improving communications with target groups
- developing network organisations
- further progress in the harmonisation of the core terms and conditions
- consolidating teacher training
- improving the recruitment process
- enhancing the professionalism of recruitment activities
- improving the attractiveness of teaching and the retention of teachers
- reinforcing professional development
- reducing the amount of teaching in uncertified subjects
- evaluating recruitment strategies and activities
- carrying out an image campaign on behalf of the teaching profession

### *Initiatives at cantonal level*

253. The analysis of the cantonal policies on recruitment brings out the fact that there are two groups of cantons (Müller Kucera, Bortolotti, and Bottani 2002). The first of these is made up of those cantons that practise policies that are more reactive and short-term in nature; the other comprises those whose policies tend to be more proactive and forward-looking<sup>57</sup>.

254. *Managing the status quo*: this type of policy is essentially reactive in nature and does not include, as it were, any strategic elements. It is a system that is far from transparent. Those in charge of the education and training divisions go no further than providing support to the communes by remedying the bottlenecks caused by teacher shortages. Given that the communes are autonomous when it comes to filling vacancies, these managers do not put a big effort into setting up and fine-tuning an early-warning information system as regards how the vacancies are being filled in the communes. There is no more than a case-by-case coordination within the department itself and between the department and the communes. It is considered difficult, unforeseeable and even counterproductive to intervene actively on the labour market. The timeframe is essentially one school year at a time.

255. *Forward-looking management*: this type of policy integrates the strategic and operational dimensions, achieving (or at least trying to achieve) consistency between them. It involves acting in consideration of the fact that recruitment is a process that must be directed and managed. The education departments (such as the one in Canton Geneva) have developed genuine plans for operational measures within a defined timeframe. The strategic dimension is recognised as an explicit development responsibility and it is regarded as a concern transcending the territory of a single region. Those in charge are trying to improve the exchange of information regarding the supply of and demand for teachers. Attempts are being made to promote cooperation between partner institutions. The need to ensure cohesion between the policy fields of school education and vocational training is an ever-present concern, as is ensuring and monitoring quality at the cantonal and communal levels.

### *Issues to be tackled as priorities in future*

#### *The opinions of the cantonal authorities responsible for recruiting teachers*

##### Augmenting the grass-roots skills in the decision-making system affecting recruitment

256. The decentralisation of decision-making is often regarded as positive for the recruitment processes. In several education departments, there is an innate conviction that the optimum decisions – those that best suit the needs of schools – can only be taken at communal level. As long as there are sufficient numbers of teachers available on the supply side of the equation, the communes can indeed choose in accordance with their needs. As a result of this, there are some cantons in which the cantonal authorities are hardly involved at all in teacher recruitment, least of all for primary schools. Their responsibility is limited to keeping an eye on the administrative aspects and intervening in the event of emergencies, when the communes need their support.

257. With recruitment powers divided as they are at present, the schools themselves are only partly involved. In those cases in which schools have a head, the latter may be consulted and may be involved indirectly in choosing from amongst the candidates, whereas, for the time being, there is not yet any talk of teachers as a whole participating in the recruitment of their future colleagues. There is always a certain amount of hesitation vis-à-vis the decentralisation of decision-making powers. There are fears that it might lead to a dispersion of resources and a lack of professionalism not offset by a better quality in the teachers recruited. Some of the cantons (Valais, Jura) would be willing to envisage a greater degree of regional cooperation in order to arrive at a critical mass as regards both resources and skills. One example of this is to be found in Canton Jura where there is a project to set up so-called “super circles” in which several communes would come together and share in just one educational committee.

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<sup>57</sup> It would, in actual fact, be possible to conceive of other types of strategy located between these two extremes.



A certain scepticism as regards the possibilities for modifying current practices

258. Some of the respondents from the German-speaking part of Switzerland are sceptical about the possibility of making any sort of fundamental changes to the current system, which is viewed as “realistic”. Given the duration of training, they feel that the only thing that it might be possible to envisage would be to strike a better balance between supply and demand.

259. Despite this, there is no shortage of criticisms of current practices:

- some of the cantons are critical of the fact that their strategy is lacking in objectives;
- others deplore the lack of statistical data or its inadequacy.

260. This is a situation that is beyond the control of the cantonal authorities (“We do not go out to supervise the situation” is what Canton Berne says). Some of the cantons, such as Zurich, take a positive view of certain initiatives, the aim of which is to bring the various stakeholders closer together, particularly through the publication of job vacancies using the Internet, the drawing up of lists of potential candidates who have withdrawn from teaching activities or who are based in other cantons or living abroad as well as information on the pool of replacements.

The recruitment processes are not subject to any form of evaluation

261. The majority of the cantons have no machinery for evaluating the efficiency and the quality of the recruitment processes. The cantons have very few instruments actually available to them for checking the conduct of these processes and the results they produce, since they take place at communal or regional level most of the time. It tends to be more through informal channels that cantonal education administrators manage to evaluate the impact of their efforts. Sporadic checks are performed by the cantonal inspectorate, representing a sort of qualitative “controlling”. Canton Basel-Landschaft has something like qualitative evaluation through its informal networks.

*The opinion of the teachers’ organisations*

262. The teachers’ associations (ECH/LCH and SER)<sup>58</sup> regret the lack of long-term recruitment strategies. Their perception is the following: views vary from canton to canton and concentrate essentially on the operational level. Interregional and inter-cantonal coordination as well as the setting up of forecasting tools are only in their infancy, for which there is sufficient evidence in the lack of reliable nationwide statistical bases for the whole of Switzerland. These professional associations also criticise the way in which the new HEPs have been planned and set up, since not enough thought was given to the medium-term consequences of this operation which has stemmed inflows into the profession for a period of three-to-four years, the immediate effect of which has been to worsen teacher shortages in some of the cantons.

263. According to the teachers’ organisations, the recruitment strategy for the future ought to pursue a national, long-term overview and should also accept the teachers’ organisations as veritable partners.

264. The teachers’ organisations feel that the following measures, which are sometimes favoured to offset shortages or reduce tensions on the job market for teachers are undesirable, because they have a direct or indirect impact on the quality of work:

- increases in class sizes as well as other economy measures with a bearing on working conditions;
- appointment of teachers not holding the certificates formally required;

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<sup>58</sup> The ECH/LCH’s search found only two cantons that had taken initiatives towards working out a strategy: Lucerne and Berne.

- lowering the admission conditions for the new HEPs.

265. One of these teachers' associations, based in the French-speaking part of Switzerland, the SER, also voices criticisms of the models applied in that part of the country to assist new teachers, which it qualifies as "too technical" (sets of rules, procedures and the like). The SER generally deplores the lack of "coaching", which would help facilitate the integration of newcomers to teaching.

## 6. RETAINING EFFECTIVE TEACHERS IN SCHOOLS

### Identification of the main points of concern to the public authorities

266. The Swiss Conference of Cantonal Ministers of Education has made provision to launch a project in autumn 2002, the aim of which would be to define the sort of environment that would be propitious for retaining a motivated teaching force. As part of the activity of the task force on “Career prospects in teaching” this project is to take further the work already done in the context of the job-satisfaction surveys commissioned by the teachers’ nationwide umbrella organisation, ECH/LCH.

267. The ECH/LCH carried out the survey just referred to amongst its members (N = 10 500) along with a control group of non-members (N = 367) in 2001 (Landert 2002, p. 15). Comparing the 2001 results with those from the previous survey in 1990 show that job satisfaction has clearly waned. The factors causing dissatisfaction that are most frequently cited are:

- the erosion of the public image of the teaching profession;
- the frequent rate of educational reforms (both pedagogical and organisational ones);
- the excessive burden of administrative activities compared with teaching ones;
- salary levels;
- class sizes;
- unsatisfactory mentoring and support from the supervisory bodies (such as school inspectors);
- the limited involvement of teachers in the decisions taken by schools.

The factors that most influence teachers’ job satisfaction are mainly associated with pedagogical and relationship aspects. The factors bestowing the greatest job satisfaction include:

- the possibility of teachers being able to try out new things (innovations) themselves;
- the amount of individual latitude within pedagogical measures;
- subject and pedagogical confidence;
- recognition from pupils;
- success in teaching;
- recognition from fellow teachers.

268. The study concludes that there would be a need for adopting urgent measures to deal with the most important sources of dissatisfaction, especially the high frequency of pedagogical reforms, teachers’ working conditions, general pedagogical support and teachers’ participation in the decision-making processes of their schools (Landert 2002, p. 16).

## Data, tendencies and factors

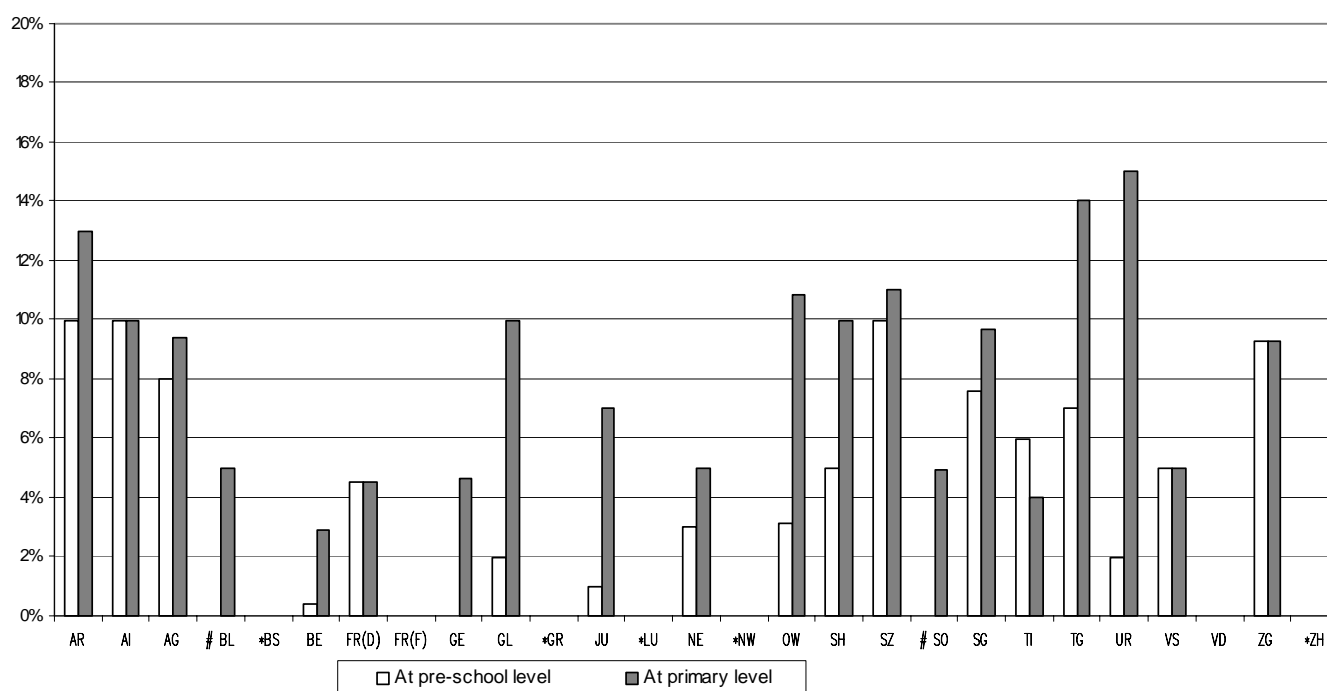
### Teachers leaving the profession

#### Rate of teacher turnover

269. The two charts below (Figure 6.1 and Figure 6.2) show the rate of teacher turnover for each canton. However, the nature of the available data is such that it is not possible to give a precise answer to the question as to who remains a teacher and who does not, because the data is not systematic and hence it is not possible to establish whether or not a teacher leaving her or his current job takes up another teaching post in another commune or another canton. In order to find out who is really leaving teaching, it would be necessary to conduct further inquiries to distinguish between two types of departure: “migrants” and “quitters”.

270. It will be seen that the rate of turnover is fairly comparable between cantons and the various school levels. During the 2000/01 school year, the turnover rate was between 5% and 11% for the majority of the cantons and for the four school levels. Taking just compulsory schooling, a turnover rate of between 5% and 11% means that between 3700 and 8000 vacancies would need to be filled as an annual average, assuming everything else remains constant (the size of the teaching force in compulsory schooling in 1998/99 was 73 240).

**Figure 6.1: Teacher turnover rate<sup>+</sup> at the pre-school (CITE 0) and primary (CITE 1) levels in 2000/01**

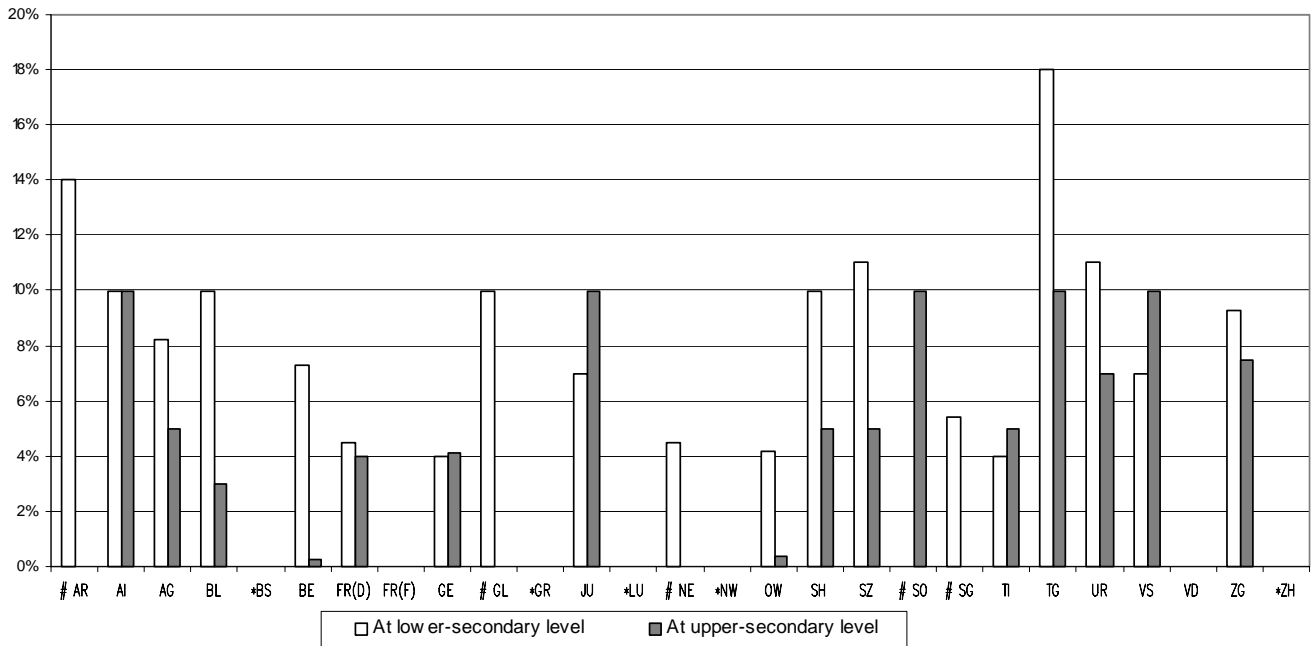


Source: Müller Kucera, Bortolotti, Bottani (2002).

\* Definition of turnover rate: number of teachers leaving their current post divided by the total number of teachers at the start of the school year (here for the 2000/01 school year).

Legend: \* = Data not available, # = No data available for the level not shown.

**Figure 6.2: Teacher turnover rate<sup>+</sup> at the secondary level (CITE 2 and CITE 3) in 2000/01**



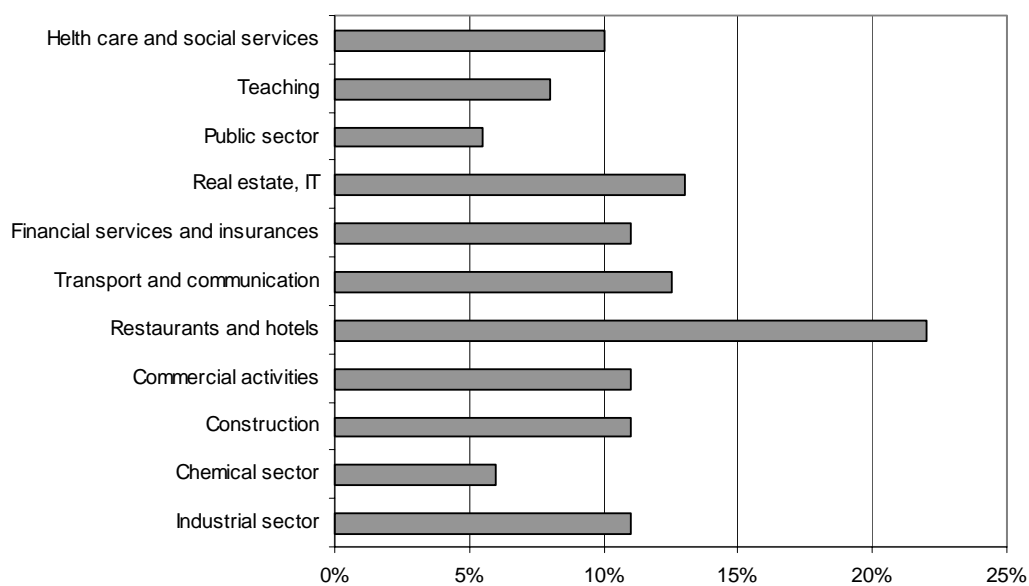
Source: Müller Kucera, Bortolotti, Bottani (2002).

<sup>+</sup> Definition of turnover rate: number of teachers leaving their current post divided by the total number of teachers at the start of the school year (here for the 2000/01 school year).

Legend: \* = Data not available, # = No data available for the level not shown.

271. Henneberger and Souza-Poza (2001) have calculated a turnover rate of 8.0% taking the teaching sector as a whole (Figure 6.3). This turnover rate is lower than the mean rate of 10.2% for all the sectors of the economy together and notably lower than for the public-health and social-services sector (10%). These results are based on the 1999 and 2000 SLFS figures (the Swiss Labour Force Survey).

**Figure 6.3: Employee turnover rates for the various sectors of the Swiss economy in 1999/2000**



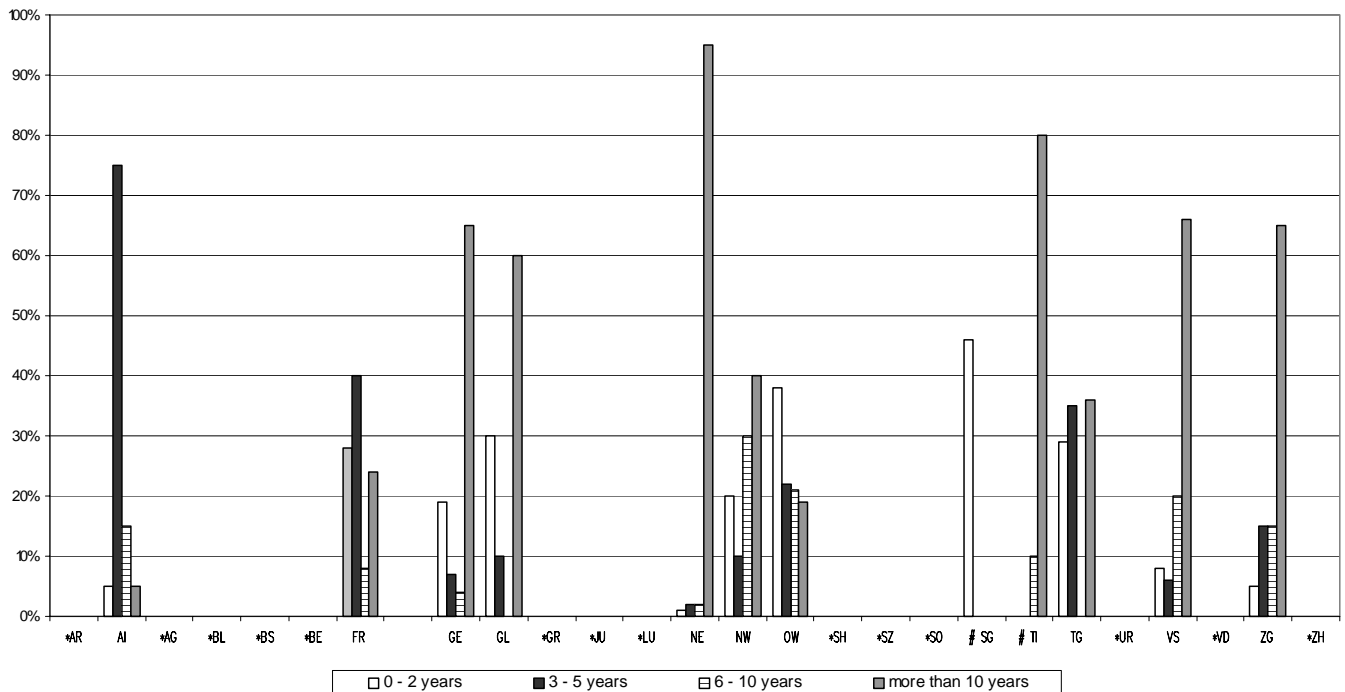
Source: Henneberger and Sousa-Poza (2001), based on the analysis of the SLFS data for 1999 and 2000.

### Seniority of teachers leaving the profession

272. The number of years of activity (“seniority”) of teachers leaving the profession is an important indicator for recruitment. A high level of people leaving after only a few years may signal one of several things: firstly, it might mean that schools are not managing to retain young teachers and there might be several reasons for this, such as working conditions or the relative (un)attractiveness of the profession. Secondly, a high percentage of young teachers leaving might point to mistakes in recruitment decisions, suggesting that the young teachers’ skills were not really in tune with the demands of everyday work.

273. Figure 6.4 charts the seniority of those teachers who left teaching during the 2000/01 school year. The columns show the percentages of teachers grouped together in “seniority classes” at the time of their departure. It will be seen that several of the cantons (such as Fribourg, Geneva, Glarus, Nidwalden and Valais) have three columns in the shape of a “U”, since there are more departures early in teachers’ careers (with a seniority of 0–5 years) and at the end of careers (seniority of ten years and more) than in mid-career (seniority of 6–10 years).

**Figure 6.4: Number of years of activity of the teachers who left teaching<sup>†</sup> in 2000/01**

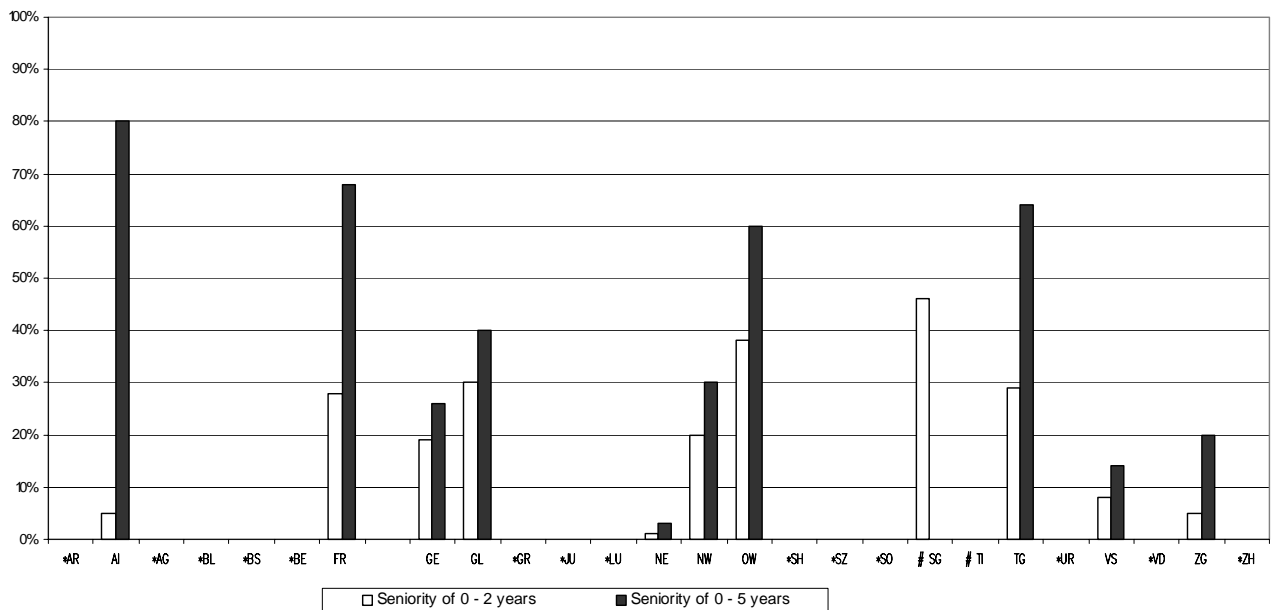


Source: Müller Kucera, Bortolotti, Bottani (2002).

Legend: \* = Cantons not responding, \*\* = Data not available, # = No data available for the seniority column not shown, † = All school levels together.

274. Figure 6.5 summarises the number of years of activity (“seniority”) of new teachers before they leave by indicating accumulated percentages of the number who left after two years and after five years. It will be noted that, in an appreciable number of the cantons, between 20% and 40% of all departures are due to teachers leaving after only two years. The departure rate within the first five years is as high as 60% in some of the cantons, i.e. there are very many professional changes during the first five years of young teachers’ careers. However, for reasons already expounded, this fact does not have to lead to the conclusion that all those leaving their job are abandoning teaching, since they may have “migrated” to another canton (or another country). In terms of communal or cantonal recruitment, however, it does mean that measures have to be taken to refill these vacancies.

**Figure 6.5: Percentage of new teachers amongst those leaving <sup>+</sup> in 2000/01**



Source: Müller Kucera, Bortolotti, Bottani (2002).

Legend: \* = Data not available, # = No data available for the seniority column not specified, + = All school levels together.

275. The same lack of transparency regarding flows of teachers between states was also observed in the USA in the 1980s. For that reason, the “School and Staffing Survey” (SASS) was carried out, with the aim of gathering this information (Ingersoll 2001). An analysis of the SASS database brings out one key conclusion for the USA: 21% of teachers leave completely after two years, whereas 39% stop after five years (those “migrating” to new locations are not included). Ingersoll (1999) coined the term “revolving door” for this phenomenon, since it reduces the total pool of teachers and is one of the main reasons for the teacher shortage in the USA. In the light of this, the debate on teacher recruitment in the USA has become automatically widened to include the question of teacher retention.

276. Finally, employee turnover has its price. The analysis of these costs is well established for private businesses (see, by way of example, Sorensen 1995, Jones 1999, Bliss 2000). As a general rule, this type of model also includes the costs of searching for employees, of training them and sometimes also the costs of losing the experience built up by departing employees during the time of their professional activity.

*Departures caused by retirement in the 15 years to come*

277. Given that between 20% and 33% of the teachers are currently aged 50 and more, there are approximately 26 000 teachers, who will be retiring within the next 15 years or approximately some 8700 over the next five years (Table 6.1).

**Table 6.1: Number of departures for reasons of retirement within the next fifteen years**

School level	Number of teachers	Percentage of teachers aged 50 and more	Number of departures within the next fifteen years	Number of departures over the next five years
Pre-school	7 862	20%	1 572	524
Comp. schooling	73 240	28%	20 507	6836
Upper-secondary	12 176	33%	4 018	1339
<b>Total*</b>			<b>26 097</b>	<b>8699</b>

Source: Based on Swiss Federal Statistical Office (2000a) and OECD (2001b).

\* Some teachers teach at both lower and upper-secondary level (these are counted twice).

278. The accumulated numbers of departures over fifteen years are illustrated for each school level in Table 6.8. Even taking just the level of compulsory schooling, it emerges that there are some 7000 vacancies needing to be filled every five years. This fact might turn out to represent a major challenge at the level of recruitment, since the responses to the written survey indicate that there are already difficulties in recruiting teachers for this level today. Moreover, there will also be a considerable number of departures for reasons other than retirement, and these will need to be taken into consideration with the aim of identifying the total number of vacancies to be filled. Nonetheless, taking just the departures occasioned by retirement gives us good order-of-magnitude figures, since retirement accounts for a large proportion of teacher departures.

### ***Teachers' annual absences***

279. In Switzerland, no centralised data is available concerning teachers' annual absences<sup>59</sup>.

### ***Types of teacher leave***

280. Generally speaking, teachers are entitled to the same basic type of paid leave as other public employees, i.e. sickness leave and parental leave. The conditions and durations of periods of leave vary from canton to canton.

281. Cantons Ticino<sup>60</sup> and Berne<sup>61</sup> constitute an exception in that they offer very attractive conditions for training leave, given that it is considered that a broadening of skills in a complementary professional context could well be beneficial to teaching. On the other hand, no special provisions exist for leave rendered necessary through stress.

282. Unfortunately, to date there has been no national appraisal of trends and developments regarding teachers' leave nor any systematic evaluation of current practices. Switzerland's national statistics give no indication as to the current number of teachers benefiting from the various forms of leave nor the periods of time after which they are supposed to resume their functions<sup>62</sup>.

### ***Teacher assessments***

283. Most commonly, teachers are assessed through systems of teaching inspection. The inspectors are often teachers themselves who act as inspectors as an ancillary activity. So they appraise the quality of the teaching in terms of the subject taught and pedagogical methodology. The inspectors' qualifications and the instruments they have for observation and assessment vary from canton to canton. The normal method involves sitting in on lessons, and the number of such inspections may vary depending on the teacher (with more senior teachers being inspected less frequently) or the canton. Recently, several points of criticism have been voiced as regards this system of inspection (Stemmer Obrist 1999, p. 118):

- the inspector has a dual role – at one and the same time, that of an evaluator and that of a counsellor. It would be necessary to keep these two roles strictly apart;
- the system is not very effective for dealing with teachers whose performance is inadequate;
- there is a very big variation in the number of class inspections per teacher and in the nature of the inspections;
- the assessment of teachers is rarely done systemically using standardised instruments, but rather in an intuitive and subjective manner.

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<sup>59</sup> Information supplied by the Swiss Federal Statistical Office (Ms Réjane Deppierraz), 7 August 2002.

<sup>60</sup> Canton Ticino's *Legge concernente l'aggiornamento dei docenti – titolo IV, art. 21-22-23*.

<sup>61</sup> Canton Berne education department presents this scheme of individual paid training leave for 2-6 months in a German document "*Individueller bezahlter Bildungsurlaub*".

<sup>62</sup> Information supplied by the Swiss Federal Statistical Office (Ms Réjane Deppierraz), 7 August 2002.



284. In Switzerland, there is no real single system of “assessment” of teachers and schools at all in the modern sense of the term – i.e. an assessment of teaching procedures or skills applying instruments that have been validated in the context of managing schools and professional careers. Despite this, there has been a lively debate on teaching quality in Switzerland since the 1990s and this is often tied in with the implementation of school-development projects, schemes for the reorganisation of cantonal administrations (such as the introduction of NPM (New Public Management) in Canton Zurich) or the redefinition of the posts of cantonal employees (often combined with a modification in the salary scale, as has been the case, for instance, in Canton Neuchâtel).

285. The implementation of quality measures in schools has brought out the need for individual schools to be given greater autonomy. Such autonomy permits schools to react faster and more effectively in the face of problems that crop up locally. These various quality measures have led to a whole series of organisational and budgetary changes (such as the allocation of global budgets to schools), especially in the German-speaking part of Switzerland, although some of these changes are still only at the pilot stage. In most cases, these projects aim to grant more responsibilities to school heads, leaving them a margin of manoeuvre as to how to attain the objectives set between the schools and the public authorities (such as the projects for schools to be run by a head teacher with pedagogical authority that have been implemented in most of the German-speaking cantons, although they have sometimes been decided on and implemented at communal level without any coordination by the canton, as has been the case in Graubünden, where the communes have a very large degree of independence in education matters).

286. In the wake of this new autonomy granted to individual schools, a large number of the cantons have introduced (or have decided to introduce) assessment systems, with the aim of providing themselves with monitoring and controlling instruments. The majority of these are systems for the assessment of schools, whereby the assessment of teachers may be one of the elements included in them. Although most of the assessment systems make provision for a self-evaluation combined with an external evaluation, there are big differences between the approaches chosen by the various cantons. The two systems of assessment practised most frequently in Switzerland are the model known as “2Q – Quality and Qualification” (developed by Professor Karl Frey of the Swiss Federal Institute of Technology in Zurich, ETHZ) and one known as “FQS – Formative Quality Evaluation System” (developed by the teachers’ nationwide umbrella organisation, ECH/LCH). The “2Q” model is based on the principle of human-resources management by objectives. It does not take the assessment of schools as a whole into consideration, whereas the “FQS” model considers the individual, the team and the school as a whole (for more information regarding the quality systems, see, for instance, Gonon, Hügli, Ernst, Landwehr, Ricka and Steiner 1998, Stemmer Obrist 1999, Ritz and Steiner 2000). Table 6.2 presents a summary of current trends. It will be noted that there is a fairly considerable disparity between the French-speaking part of Switzerland and the German-speaking part (and Ticino), where the projects for assessing teachers and schools are more advanced.

287. It may be that the greater scepticism and resistance coming from the teachers in the French-speaking part of Switzerland can be seen as a partial explanation for this regional difference in the setting up of assessment systems. The teachers’ regional trade union for French-speaking Switzerland (SER) makes the following comment: “...that the evaluation instruments are far from reaching perfection and only take part of the real situation into account. (...) The education system must devise new forms of evaluation and management which do justice to the diversity of the schools, the real situation on the ground as well as giving consideration to people as individuals plus the ideological, relational, cultural and social components” (Pasquier 2000, p. 14).

**Table 6.2: Assessment systems for schools and/or teachers envisaged or implemented in Switzerland (including pilot projects), 2002**

	Self-assessment	Self-assessment and external assessment	External assessment	No system currently envisaged
<b>German-speaking Switzerland</b>	Berne, Fribourg (German-speaking part of the canton)	Aargau, Basel-Landschaft, Lucerne, Nidwalden, Obwalden, Schwyz, Solothurn, St. Gallen, Thurgau, Uri, Valais (German-speaking part of the canton), Zug, Zurich	Appenzell-Ausserrhoden, Graubünden	Appenzell Innerrhoden, Basel-Stadt, Glarus, Schaffhausen
<b>French-speaking Switzerland</b>		Fribourg (French-speaking part of the canton), Neuchâtel (only the vocational schools)		Geneva, Jura, Vaud
<b>Italian-speaking Switzerland</b>	Ticino			

Source: Stemmer Obrist (1999), p.135; Information collected from Jacques Weiss, director of the IRDP (the Institute for pedagogical research and documentation) in Neuchâtel and from Norberto Bottani, director of SRED (Unit for Educational Research, Department of Education, Geneva) in September 2002.

### ***Prospects for promotion and diversification***

288. Although systems for teacher assessment are in the process of being set up in some of the cantons, talks with the cantonal officers responsible for teaching staff have shown that the development of skills ought to be given greater weighting. In most instances, there are no systematic plans for recording, monitoring and reinforcing teachers' skills. That being so, it is not even possible to recognise the skills that teachers develop in the course of their careers and to put these to good use. So, the renewal of teachers' employment contracts does not depend on decisions related to the assessments. It would appear to be a fact that policies to make better use of skills might help improve the attractiveness of the profession and ease the situation on the teaching-job market (Müller Kucera, Bortolotti, Bottani 2002, p. 65).

289. The current management culture concerning teachers' careers is focused more on the short term. There are a few options that do make it possible to diversify teaching careers, but most of these are not linked to the development of skills nor to any form of systematic career plan. The prospects for diversification that are encountered the most frequently are:

- taking on complementary activities within the establishment (for instance, supervision of pupils' projects) or outside of the school (for instance, further training/continuing education, additional jobs);
- taking charge of the management of the establishment (head teacher, dean);
- assuming pedagogical responsibilities within the education system (for instance by becoming an inspector or a tutor of teachers).

290. The Swiss teachers' nationwide umbrella association (ECH/LCH) is calling for guidelines to be issued for the drawing up of career plans for teachers. A whole series of specific functions ought to be created (job enrichment, job enlargement, job rotation, job promotion and so on) in order to combat the image of a profession not offering any openings. According to the ECH/LCH, those who come into the teaching profession and/or leave it again without following the "standard path" still represent a very small minority. There is a need to set up a good recruitment strategy, says the teachers' organisation (by providing accompanying support for teachers as they start their work, end it, return to it or join it from another profession). It ought to be possible for an individual to spend the whole of her

or his life in this calling, taking on various functions. The profession of teacher ought not to be considered as one that is immutable nor as one that people prefer not to stay in for lengthy periods.

291. The regional teachers' union in the French-speaking part of Switzerland (SER) is calling for a better framework for skill development (including social skills) along with guidelines for career planning and support for teachers in difficulty. More consideration should also be given to new forms of work, the image of the profession and questions related to assessment.

### *Structure of the pay scale*

292. As already discussed in the passage on "Working conditions" in Section 3, in the vast majority of the cantons, the structure of the teachers' pay scale is based on seniority. As a result, salaries go up automatically each year according to predefined increments in the pay scale, which, as a general rule, also reflects the level of teaching.

293. As mentioned earlier on, two cantons have replaced their seniority-base system with a merit-based one (these are the systems known as "LQS"<sup>63</sup> in Canton Zurich and "SLQ"<sup>64</sup> in Canton St. Gallen). In both these systems, salary increases depend on the teachers' assessment (see Annex 6 for the description of these merit-based salary systems). Both these systems were implemented in the context of broader organisational reforms of the public administration based on NPM (New Public Management) (Ritz and Steiner 2000, p. 37).

294. Nonetheless, as indicated in the passage about assessment, nearly all of Switzerland's German-speaking cantons are contemplating the introduction of assessment systems for schools and teachers (Strittmatter 2001). This particular idea is not currently being pursued with the same intensity, however, in the French-speaking part of the country nor in Canton Graubünden (Map 6.1).

295. Two cantons have recently introduced systems for the assessment of teachers linked to salaries (Zurich in 1999 and St. Gallen in 2000), i.e. being moved up from one grade of the scale to the next depends on the results of these assessments. However this is not a concept of pay-for-performance comparable to the private sector, since the assessments do not take place every year but only a few times over in the course of a teacher's whole career, and the proportion of the salary that depends on the assessment is no more than 1-5% of the total (Ritz and Steiner 2000, p. 37) (see Annex 6 for a detailed description of the systems as practiced in Cantons Zurich and St. Gallen).

296. In addition to the points already made, this is not a matter of annual assessments spaced out over the whole course of the professional career. In Canton St. Gallen, for example, teachers are assessed a maximum of three times in the course of their career, i.e. each time a teacher arrives in the top increment of one of the four grades making up the scale. Access to the next grade up is dependent on the teacher obtaining a positive assessment. The part of the annual salary that depends on the assessment represents 1000 to 3500 Swiss francs, i.e. the difference between the two grades. Once teachers have moved up into the new grade, they continue to climb through its increments on the basis of their seniority (approximately 1000 Swiss francs per annum)<sup>65</sup>.

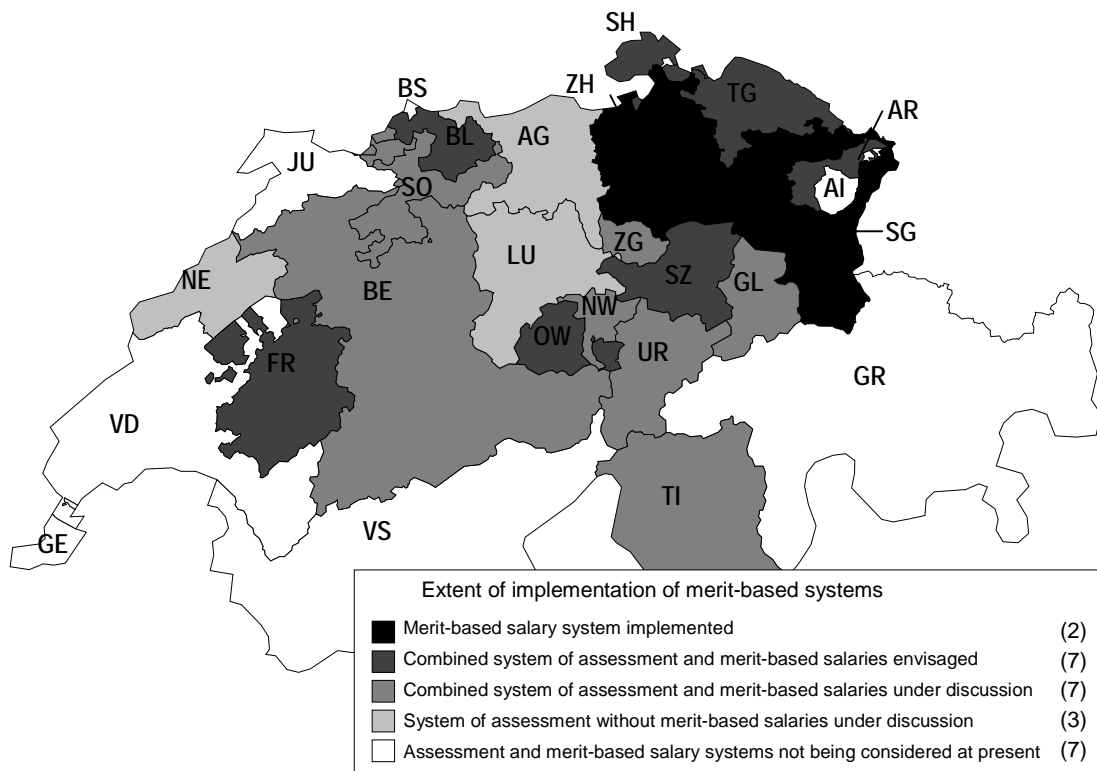
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<sup>63</sup> "LQS": *Lohnwirksames Qualifikations-System* (= "Salary-effective qualification system).

<sup>64</sup> "SLQ": *Systematische Lohnwirksame Qualifikation*. (= "Systematic salary-effective qualification).

<sup>65</sup> Information provided by Mr Felix Baumer, of the education department of Canton St. Gallen.

**Map 6.1: Teachers' evaluation systems and merit-based salaries in Switzerland**



Source: Ritz and Steiner (2000), p. 36.

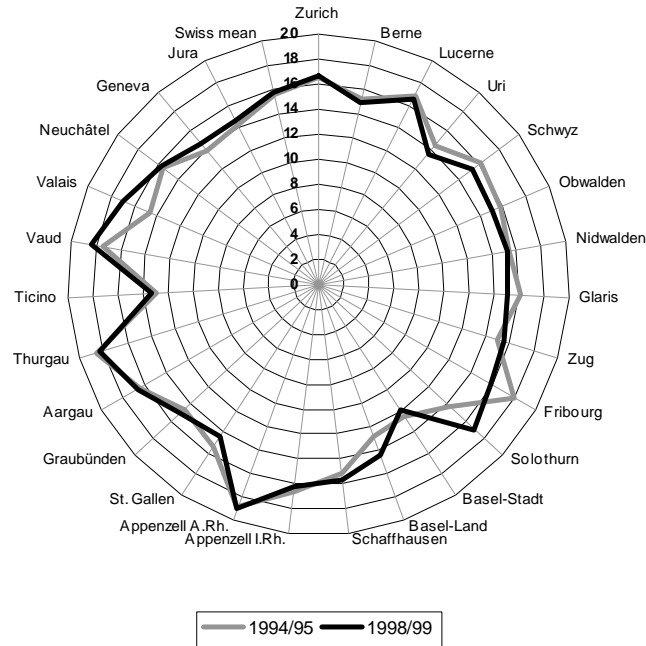
### ***Teaching conditions – class sizes, teaching workload, auxiliary personnel***

#### *Class sizes*

297. The most important parameter here is the “pupil/teacher ratio” (Figure 6.6 et Figure 6.7) shows the number of pupils per full-time teacher equivalent at primary level between 1994/95 and 1998/99. The data suggests that this ratio tended to remain stable at around 15:1 through the period mentioned.

298. In point of fact, the CDIP/EDK analysis (Stauffer 2001) of the employment situation at the start of the 2002 school year showed that 20% of the cantons had partly increased class sizes in order to offset teacher shortages. However, this increase is also motivated by considerations of budgetary thrift in the field of education. When there happens to be an increase in the number of pupils, this does not generally lead to a proportional increase in the number of teaching posts attributed. As a consequence, the number of pupils per post goes up. On the other hand, it is when the number of pupils goes down that the number of teachers in the school is brought down too. Nonetheless, the overall pupil/teacher ratio is not necessarily linked to class sizes.

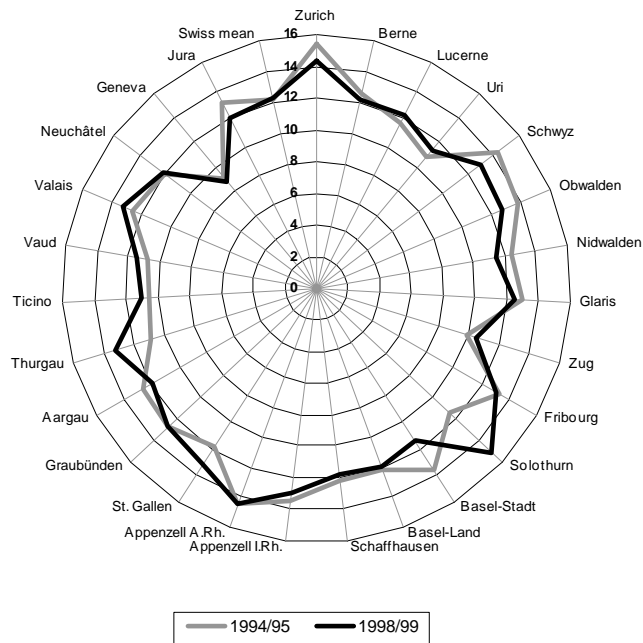
**Figure 6.6: Number of pupils per full-time teacher equivalent at primary level (CITE 1) in 1994/95 and 1998/99**



Source: Swiss Federal Statistical Office (2000a).

299. The figures for the number of pupils per teacher at lower-secondary level does not bring out any clear trend. On the one hand, some of the cantons reduced average class sizes between 1994/95 and 1998/99. On the other hand, two cantons (Solothurn and Thurgau) increased the number of pupils by one-to-two per full-time teacher equivalent (Figure 6.7).

**Figure 6.7: Number of pupils per full-time teacher equivalent at lower-secondary level (CITE 2) in 1994/95 and 1998/99**



Source: Swiss Federal Statistical Office (2000a).

300. The conclusion to be drawn from the two preceding figures is that the pupil/teacher ratio may be considered as a fairly constant determinant in the recruitment equation. Despite that, those cantons that have low pupil/teacher ratios probably appear as more attractive places to work in the eyes of applicants, since they offer more favourable conditions for teaching.

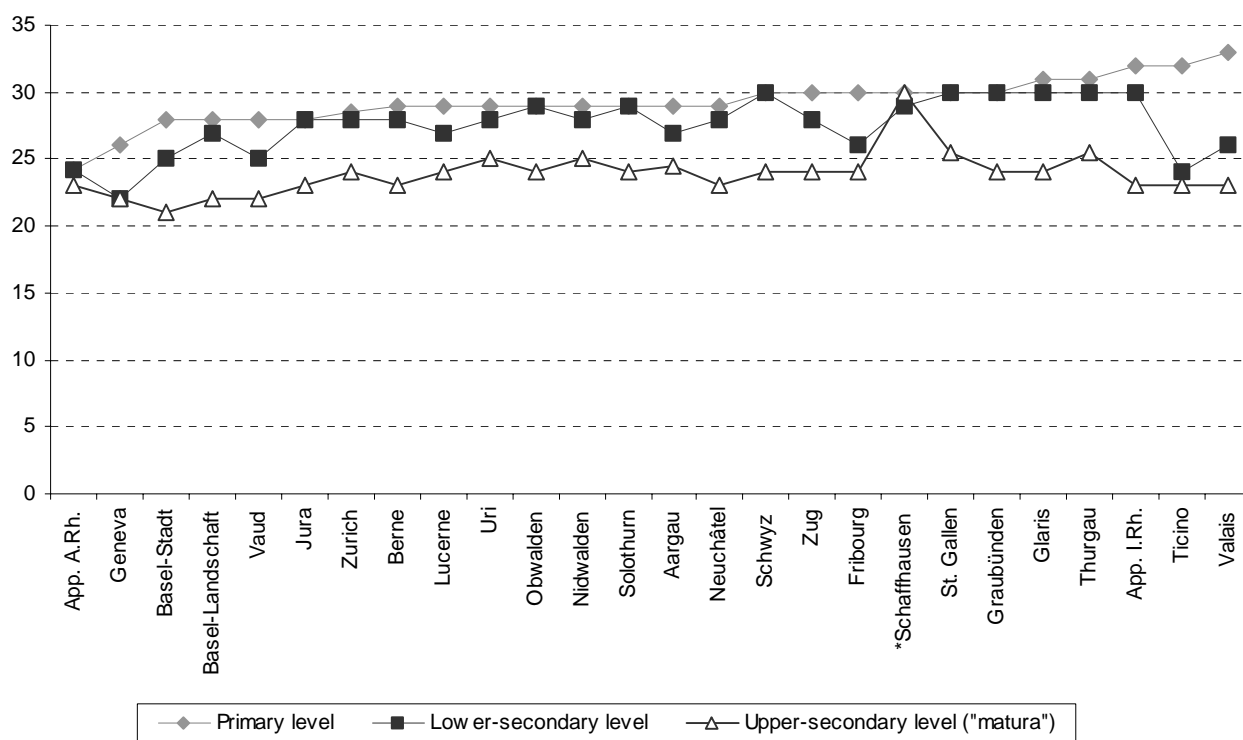
#### Teaching workloads

301. The amount of time that teachers have to work is usually defined by a given mandatory number of weekly working hours which is taken to determine an equivalent full-time post.

302. Figure 6.8 shows that the number of weekly contact hours varies as a function of the canton and the level of teaching. The number of weeks of school per year also ranges from 36.5 to 40. It might be generally assumed that those cantons that impose a lighter timetable might be more sought after by applicants, which might have an impact on the practice of recruitment. In addition, this report's review of the characteristics of the teaching body has shown that there is a trend to work fewer hours on average. This increase in the number of part-time teachers is often perceived as representing a complication for recruitment, since more individuals need to be found for each full-time vacancy to be filled.

303. It is partly on account of this definition of the equivalent full-time post that teachers' workloads are the subject of many analyses that aim to determine the other professional activities linked to teaching and to give due consideration to them (such as preparatory, administrative and organisational tasks) (see, for instance, Landert 1999, Froneck et al. 2000, Ulich et al. 2002).

**Figure 6.8: Weekly hours of teaching per full-time equivalent post in 2002**



Source: ECH/LCH (2002).

\* Schaffhausen: Annual working hours (1940) including 45-50% of teaching.

304. With the aim of establishing a definition of teachers' work time that would take all their activities into consideration, Canton Schaffhausen, for instance, has redefined work time by introducing an annual total of 1940 hours, of which 45-50% are dedicated to teaching. This trend

towards a redefinition of teachers' work time, often described as annual aggregates considering other professional activities too, might have a positive effect on recruitment, since it would facilitate a better recognition of professional activities other than teaching and would thus supply a definition of teaching conditions more in line with teachers' actual daily lives.

#### *Auxiliary personnel*

305. No centralised data is available at all in Switzerland on any personnel other than teachers<sup>66</sup>.

#### *Security of school buildings and individual safety*

306. In Switzerland, it is the school managements that are responsible for the security of schools and the safety of individuals. The measures taken by the schools in this field are mainly measures to prevent violence, in-service training for teachers and the setting up of school profiles. Some of the cantons provide teachers with practical guides to facilitate their interaction with "difficult" pupils (see, by way of example, Canton Graubünden's "*Anregungen zum Umgang mit Verhaltensauffälligkeiten in Schule and Kindergarten*" (= Suggestions for handling behavioural difficulties in schools and kindergartens) that were issued in 1999).

307. Despite this, the professional association representing teachers in the German-speaking part of Switzerland (ECH/LCH) makes the point that the resources provided to each individual establishment are inadequate for effective prevention. There is a particular lack of specific training, surveillance and counselling, permanent machinery for cooperation between those in charge of the schools, the parents and the pupils and no network for troubleshooting in the event of crises ("*Bildung Schweiz*" 2002, p. 8-13).

308. In 1997, the Swiss teachers' nationwide umbrella association, ECH/LCH, carried out a survey in which it obtained the views of 1024 teachers to find out about the frequency and impact of disciplinary problems with pupils. This shows that the teachers themselves are rarely the targets of severe misconduct, such as harassment, verbal abuse or physical attacks. On the other hand, 25% of the teachers report that physical violence is a fact of everyday life for the pupils. The vast majority of the disciplinary problems reported are more or less innocuous in nature (such as lack of concentration, speaking out-of-turn, lack of attention, continuous agitation) (Szaday and Mettler 1998).

309. According to the teachers' responses, the causes of the disciplinary problems are in part social and in part structural (Szaday and Mettler 1998, p. 6):

- inconsistent upbringing, lack of pedagogical certainty on the part of parents,
- the general family and social environment,
- the influence of the other pupils,
- excessively large classes,
- difficult relations between the pupils and the teachers.

310. Those teachers who have to face up to disciplinary problems with the pupils are usually supported by their colleagues or their school heads, whereas the inspectors, the school committees and the psychological services are perceived of as much rarer sources of support in difficult disciplinary situations (Szaday and Mettler 1998, p. 8).

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<sup>66</sup> Information provided by the Swiss Federal Statistical Office (Ms Réjane Deppierraz) on 7 August 2002.

311. The results of the HBSC survey (“Health Behaviour in School-Aged Children”) which is conducted once every four years in 26 European countries as well as the USA, Canada and Israel, shows that there has been an increase in the incidence of violence in Swiss schools. The 1998 survey is based on the responses of 8698 pupils aged 11-16 and it was the fourth time that it had been conducted in Switzerland (following 1986, 1990 and 1994). With the answers, it is possible to estimate the frequency of being a victim or a perpetrator of an act of violence, broken down by types of violence. The study makes a distinction between the following indicators (with each indicator offering several sub-categories): “direct bullying”, “indirect bullying”, “propensity to violence”, “involvement in violence” and the “total incidence of violence”. The results for “propensity to violence” show disquieting trends (Klingenmann 2001, p. 5):

- 15% of the boys and 5% of the girls reply that they have already carried a weapon into school at least once (for instance, a knife, a firearm or a baseball bat);
- 7% of the boys and 2% of the girls report that most of their friends carry weapons;
- 1% of the boys (and 0.2% of the girls) admit that they have already hit a teacher.

312. In the political arena, measures to combat violence in schools are often only adopted as reactions in the wake of tragic or spectacular incidents, but most of these remain purely local. It is only rarely that a real appraisal is made of the impacts of such measures (Hofmänner 2001).

313. In 2002, following the tragic events in Germany (Erfurt), the Swiss Conference of Cantonal Ministers of Education set up a working party on “Violence in schools” with the aim of facilitating the exchange of information between the cantons<sup>67</sup>.

314. One recent example (which led to amendments to the school laws) was the death of a teacher in St. Gallen in 1999. He was killed by the father of a girl-pupil. Afterwards a new law was enacted making provision for more specific and tougher measures against both pupils and parents. This law was drafted by a working party with participants from different departments of the canton, the teachers’ professional associations, the educational psychology services and the representatives of the foreign communities living in St. Gallen (Hofmänner 2001). The principal provisions of the new amended law (in German: “*Fünftes Nachtragsgesetz zum Volksschulgesetz des Kantons St. Gallen 2001*”) are:

- one-year integration courses for pupils with an inadequate command of German to make it possible for them to participate in compulsory-schooling classes;
- fines imposed on parents who refuse to cooperate with the schools (200-1000 Swiss francs);
- the enforced transfer of pupils to a closed school (known as “special locations for teaching and care”);
- the expulsion of the pupils from the school system from the seventh school year onwards.

315. The introduction of these measures was greeted with strong reactions in the media (for instance the *Tages Anzeiger* 2001). Critics pointed out that the measures would turn out to be unduly repressive. That, however, is not a view shared by the teachers’ professional associations nor the political parties in Canton St. Gallen, who stress the role of the integration courses as a preventive measure (Hofmänner 2001).

316. Once this law had come into force in Canton St. Gallen, the conservatively-inclined political party UDC/SVP (Union Démocratique du Centre/Schweizerische Volkspartei) launched political

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<sup>67</sup> See also: [http://edkwww.unibe.ch/Aktuell\\_d\\_f\\_e/mainPresse\\_d.html](http://edkwww.unibe.ch/Aktuell_d_f_e/mainPresse_d.html) (not in English)



initiatives in other cantons too (especially Solothurn) with the aim of having similar measures introduced there as well. This initiative was eventually turned down by the Solothurn cantonal government on the grounds of the negative repercussions that such repressive measure might have for individuals and society. The Solothurn cantonal government stressed that it felt that other preventive and cooperative measures were more pertinent for combating disciplinary problems and violence in schools (For details, in German, see the official record of the meeting of the cantonal government (*Auszug aus dem Protokoll des Regierungsrates des Kantons Solothurn*) 2001).

### ***Usual retirement age***

317. In Switzerland, the official age of retirement is 65 for men and 63 for women.

318. Despite that, the proportion of people opting for early retirement went up constantly throughout the 1990s. Amongst men in the 62-64 age bracket, the early-retirement rate rose from 28% to 37% between 1991 and 2000, whilst the rate for women in the 59-61 age bracket leaving on early retirement increased from 15% to 22% (Swiss Federal Statistical Office 2000). The weak economic cycle, which persisted in Switzerland between 1991 and 1997, is the main cause for this marked increase in early retirement. Early retirement has often been proposed as part of a social package in order to reduce headcount in the course of the restructuring of private businesses or public institutions. That being so, it does not really appear probable that the early-retirement rate will continue to increase in the same way in future (NZZ 2000).

319. The highest rates of early retirement (amongst men in the 62-64 age group and women in the 59-61 age group) are to be found in the transport and communication sector (50.6%) and the public sector (49.6%). Both of these sectors have been through a continuous reduction in headcount and have offered attractive redundancy packages (Swiss Federal Statistical Office 2000).

320. As far as teachers are concerned, there is no national analysis of the rates of departure on account of early retirement. The figures for Canton Geneva, however, do indicate that out of a hundred teachers who satisfy the conditions for being able to benefit from this measure eleven eventually decide to take up the opportunity (Wittwer 2002).

321. It seems fair to make the point that the very idea of a single “retirement age” is relative. This is illustrated, *inter alia*, by the fact that around 30% of people who reach the statutory age of retirement actually continue to work. Almost half of these are self-employed (Swiss Federal Statistical Office 2000).

322. Bringing back retired teachers is, however, a measure to which only a minority of the cantons have recourse – and that often only in isolated cases or as stand-in teachers. Generally, it is a measure that the cantons try to avoid, since they do not consider it a suitable means for overcoming teacher shortages (Stauffer 2001).

## **Initiatives taken by the public authorities and the effects observed**

### ***Initiatives for keeping quality teachers***

323. As already described at the start of this section, the Swiss Conference of Cantonal Ministers of Education, meeting in autumn 2002, set about preparing a project (as part of the activities of the task force on “Career prospects in teaching”), the aim of which will be to define a propitious general environment for retaining a motivated body of teachers.

## *Measures to be drawn up in future – top-priority issues*

### *The view of the teachers' associations*

324. According to the teachers' associations (ECH/LCH, SER), it is desirable for there to be a human-resources recruitment strategy that defines unified standards and takes the long-term perspective. It must also include the necessary measures to respond to the needs of those already in employment to ensure that they stay there. It ought also to give consideration to the evolution in teachers' responsibilities and the profile of teaching. The teachers' associations have expressed the wish to have partners they can talk to at cantonal level.

325. The professional associations are very much concerned by the shortage of teachers at certain levels and in some subjects. The ECH/LCH says that this shortage is due, in particular, to negligence on the part of the cantonal authorities, who fail to see the accumulation of different factors that will make this shortage even worse in the years to come and will constitute a veritable crunch for teaching quality: namely the fall in the number of students in some branches, which will lead to a shortage of teachers in those branches; the erosion of the attractiveness of the profession of teaching compared with the private sector; the massive wave of teachers going into retirement in the course of the next fifteen years.

326. At the ECH/LCH's assembly of delegates on 23 June 2001, a resolution was adopted demanding the following ("*Bildung Schweiz*" 2001, p. 10):

- salary increases (10-15%);
- reduction in weekly teaching hours;
- upgrading teaching diplomas (a diploma from an HEP ought to represent an entitlement to proceed with university studies);
- improved initiation to the profession for novice teachers;
- improvements in the types and modalities of in-service training – escaping from the image of a cul-de-sac profession, opportunities for specialisation, job enrichment as a means of offering long-term prospects;
- granting time off normal work to compensate for activities associated with school projects ("school development projects") and special functions exercised by teachers;
- improving the monitoring data so as to permit better top management of the education system (for instance by providing information on turnover rates, student numbers, vacancies, seniority) in order to establish reliable forecasts of future teacher needs.

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