

**ATTRACTING, DEVELOPING AND RETAINING EFFECTIVE
TEACHERS**

OECD Activity

Country Background Report for Italy

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Mr Rosario Drago has drawn up the main part of the report on behalf of the MIUR .
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Therefore what stated in this part is not attributable to the MIUR who has commissioned
the research.

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Attracting, developing and retaining effective teachers

Italy report

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Introduction

This Report aims at describing and supplying evidence of the present reality of the status of Italian teachers as well as identifying the main trend and development lines of this condition with respect to the political union and professional association initiatives. Based on Barbagli Dei's research volume 'Le vestali della classe media 1968' (The middle-class vestals 1968) and on to the recent publication, 'Gli insegnanti nella scuola che cambia, 2002', (Teachers in the evolving school, 2002') edited by Alessandro Cavalli, one can say that Italy is not starting from scratch.

Based on these acquisitions, the Report is intended to give a description of the status of Italian teachers mainly with respect to the changes that Italian school has been going through in recent years. In fact, deep changes have taken place, which are well represented by the frequency and depth of law initiatives (see chap.1, tab.1.:

- *law n.59,1997, introduced in schools organisational and didactic autonomy of, also creating school management for school headmasters;*
- *The privatisation of teachers' employment relations, - law 421,1992 and the decree n.29,1993 and subsequent modifications - followed by 3 contract rounds (the last one is still going on) in 1995 and 1999, which have influenced many aspects of the status of teachers and school staff;*
- *The reform of central administration and the State education suburban offices;*
- *The reform of Part V of the Constitution (L.3/01), which assigns a basic role in the school system organisation and administration ;to local authorities (Municipalities and Provinces) and Regions*
- *The reform of school levels, law 53/03 regarding general regulations and essential levels of the education and vocational training system. The law – approved on 28 March 2003 – also includes the revision of the initial professional training system, recruitment and in-service professional training of teachers, getting over the previous system of competitive examination.*

The framework is not clear yet of what the consequences of such political and legislative decisions on the status of teachers and on their reaction to these changes will be. There is not sufficient sharing of point of view on some decisive aspect of their role in the school of autonomy: recruitment, career, remuneration, evaluation, diversified functions.

At present, it seems that the entire professional staff is in a stand-by position, or defending the 'conquests' made in the '70s. This position, which was also defined 'immobilism' (Maragliano,

2003), is perhaps due to the fact that the majority of teachers do not clearly perceive the advantages of change yet, while the guarantees and opportunities of the present situation are evident

However, this uncertain role, which derives from an ancient tradition, is the most critical aspect. Even from the '20s of the last century teachers were already considered more as intellectuals and 'artists' than professionals capable of resolving problems connected with learning. That is why it is difficult to carry out an analysis of the causes and factors leading to the present crisis of this function - lost of prestige, widespread uneasiness, crisis of identity, deterioration of self- image and of the image offered to public opinion and, finally, the weakened trust of students and their families (Cavalli, 2000).

Still, it is also difficult to carry out a precise identification and description of the quantitative aspects, which characterise the status of teachers. In fact, the management of staff, being almost completely absorbed by staff recruitment and definition, has not been given the opportunity of appropriately developing any modern tool of analysis yet:

- sure and reliable public and private sources are not available;
- collection and organisation of data and information is still fragmentary and not systematic enough;
- even publications - that have been more and more frequent and complete lately - are often characterised by lack of continuity, which is necessary for the reconstruction of reliable historical series;
- no real coordination among the various subjects producing information was established;
- the international comparison method is not very common (OECD, Eurydice, etc.)
- information is scarcely diffused among its natural addressees and mass media;
- continuous research on school and teachers is not promoted, perhaps because of a renowned pedagogic tradition still not prone to measure with in-field data and information collection (for example professional standards have not been prepared yet).

Sociological research – though rich and developed – will not be sufficient without a clear-cut improvement of these conditions. Moreover, it does not supply any adequate analysis or suggestions regarding such basic subject as the teaching function trend lines and the possible solutions to its crisis.

However, the situation is remarkably improving also because Italy has opened to the European professional training policies and to the international research activity (Fabbrini, 2003). For example, the comparison between the basic parameters of the status of teachers (remuneration, class size, autonomy, career, labour market, evaluation, standards, etc.) has become part of the public debate, even if it was not given the opportunity of producing evident results on the contents of labour contracts and on the juridical status of school staff.

In this framework of light and shadow, the Report had to neglect a number of important aspects, such as selection policies, attention to and increased value of teachers' image. However, the Report could not make up for to the inefficiencies that a complete research would require. If it succeeds in making them sufficiently evident, the task for which it had been intended can be considered accomplished.

The Report is articulated in five chapters.

The first chapter describes the social, cultural and political conditions in which the Italian school system and the teaching profession are called to operate.

After a long period of discussions, conflicts and legislative initiatives, today public opinion and also the majority of teachers are sharing the general objectives of Italian school policies

They are basically the following three :

- Modernisation - in terms of higher efficacy and efficiency – and decentralisation of school administration;

- development of school autonomy and their subsequent responsibility with respect to results (launching of an evaluation system of student results and school quality, on which experts have not reached full agreement yet);
- Qualification (training, recruitment, career development, evaluation, etc.) and professionalisation of teaching, also in view of improving salary conditions, that are universally considered modest.

These objectives need resources and in this respect Italy is in a favourable position. The total population belonging to the age corresponding to formal education (aged 15-19 years) is equal to 15%. This is the lowest percentage in Europe; in fact, in the last two decades, it decreased at a higher rate than in the majority of the other countries. The potential education demand will further decrease in the forthcoming years with a potential reduction of the system global costs and the possibility of making available the resources needed to pursue the relevant strategic specific objectives, provided that the system is ready to foresee and able to adjust through adequate flexibility to the current deep structural changes and according to the demand-offer ratio.

The second chapter describes the school system and its articulations in administrative organisation, including participation and research bodies. The teaching staff consistence and characteristics are also analysed as a whole, with some in-depth studies regarding labour market, which is characterised by a heavy pressure of labour demand, mostly coming from the southern regions of the country.

The third chapter analyses the principal modalities of teachers' initial and in-service (updating) professional training, with reference also to the institutes and bodies concerned with this function. Because of insufficiencies of the recruitment system, Italy has given great importance to the teacher in-service professional training, turning also to a number of original initiatives. In-service professional training is carried out with the initiative of the single school institutions or networks of schools, but mainly by professional associations and by the Miur as regards the specific innovation projects and initiatives. Miur recognizes the professional updating centres according to predefined and periodically updated standards. The majority of teachers participate into at least one professional training updating course during their professional career and consider these initiatives useful even if they also point out that the typology of courses is rather a traditional and based almost exclusively on class lesson with experts.

A new modality of teaching professional training was recently inaugurated. INDIRE - the national institute in charge of research and documentation - with the assistance of prepared tutors, has carried out on-line professional training addressed to about 60,000 teachers appointed on permanent post contracts from all the Italian provinces. The success of this initiative - highly appreciated by participants - encouraged the administration in continuing the project and extending it to a large number of in-service teachers.

The fourth chapter is dedicated to teachers' recruitment and describes the characteristics of labour demand and appointment modalities. Today the Italian teaching staff is represented by 800,000 units (permanent and temporary employees) out of which only 40% have been appointed through a regular competitive examination with qualification requirements; this percentage is remarkably lower in secondary school. In addition to this critical element, which is the result of the '70s boom in schooling rates, it is to be pointed out that the Italian teaching staff, overage age highest in the European Union. Only 4,7% of primary school teachers are below 30 (against a EU average of 15%, and only 85% of junior school teachers are over 40, which is the highest percentage in the EU. Between 1995/96 and 2005/06 it is expected that one teacher out of three has retired or is going to retire, while in most European countries only 1 out of 5 teachers are near to retirement.

This situation of Italian teacher demographic curve makes the definition of an efficient recruitment system particularly important. In fact, teaching staff turnover will be remarkably increasing in the near future. After a long period of uncertainty, the law 124, 1999 has defined the recruitment of Italian teachers. The law provisions establish that applicants aspiring to a permanent post must submit the required certificates and pass a competitive examination consisting in a written and oral test. Those who pass the examination are declared 'qualified' teachers and entered on permanent lists prepared to cover 50% of the available posts each year. Posts can't occupied by so-called 'supplenti', temporary teachers selected among qualified applicants in permanent lists or graduates who submit their application directly to schools. This system is complicated and produces conflicts therefore, recruitment objectives and regulations are under discussion. For few years only teaching qualification has been regulated by law: it requires a university degree and also a specialisation master. Those who detain the master qualification are entered on permanent lists to aspire to permanent posts. Teacher recruitment policies – given the great demand – focus on the correct management of lists rather than on any specific modality and initiative to attract teachers. The political and union debate is centred on the articulation of lists and mainly on the related ranking which is detained by considering seniority and even if in different measure the path followed

The last chapter describes the most important characteristics of the status of teachers as regards both the professional and the contract aspects. People in Italy are increasingly aware that keeping teachers in service for all their working life mean their status modify the according to many aspects. After many years during which quantity of teachers was Italy's concern, now the debate on how to improve quality has been launched. How labour contracts could be made more flexible in order to improve the demand-offer balance and now to reduce underemployment wastes and at the same time offer an improved service are issues under discussion as well as different articulations for working hours (full and part time), different contract typologies and different functional profiles: tutors, guides, trainers, etc. with differentiated remuneration treatments. Also classes of competition are being redefined (for qualification according to defined subjects) into great groups of knowledge in order to facilitate mobility within classes and therefore an increased flexibility of the system. This is only the beginning.

In drawing conclusions we have tried to resume the most important issues of debate on the status of teachers, by collecting the opinions of all the parties concerned, starting with the discussion on the law for the reform of school levels (L. 53/03). Art. 5 of the law proposes an in-depth revision of the existing recruitment system and also outlines some real elements of career advance. In fact, it proposes the creation of a specialist ic path also for the support to teaching sectors and will certainly influence the organisation of activities, remuneration and mobility of part of the teaching staff.

Besides various opinions and current debate, experts, professional associations and unions agree on the fact that the Italian school system is still shocked by the mass schooling phenomenon occurred in the '70s.

The failed response to the school 'for everybody' challenge - even if desks and classrooms were made available for the entire student population - produced a series of serious difficulties for the Italian school system:

- *Rigidity of the financial resources made available, absorbed in current expenses (for salaries);*

- *Inadequacy of teacher recruitment system, suffering from the lack of medium and long-term planning, involving the risk that periods characterised by excess of demand are followed by scarcity of demand , as it was the case the early '70s;*
- *Inadequacy of development career profiles and of evaluation and increased value of the teaching profession;*
- *Lack of a coherent initiative for image promotion, aimed at selecting and attracting the best human resources into teaching.*

All the above points are being discussed in a serious debate taking place among the union, political and association forces; also the Parliament - through a legislative initiative – is trying to give all the possibly new and relevant responses aimed at a change that had been already launched in the '90s through school staff contract bargaining, autonomy and reform of school levels.

As the situation keeps evolving, we decided to complete this Report with the following annexes aimed at describing:

- *the school system decentralisation, in compliance with the reform of Part V of the Constitution;*
- *the objectives and contents of the reform approved on last 28 March, which modifies the general Italian school levels which influences status of teachers as well;*
- *the teacher image in daily press, TV, cinema and school memories regarding teachers , in particular after the '90s;*
- *the proposal of a teacher deontological code, which could be the indication of a tendency, even if modest at the beginning to introduce new rules for the profession.*

The Report is completed by the summary of a research on the teacher image and burnout.

List of acronyms and abbreviations	
ARAN	Agenzia per le relazioni sindacali nelle pubbliche amministrazioni Agency for union relations in State administrations
ATA	Personale amministrativo, tecnico ed ausiliario Administrative, technical and auxiliary staff
BDP	Biblioteca di documentazione pedagogica Library of Pedagogic documentation
CCD	Contratto collettivo decentrato Decentralised collective contract
CCNL	Contratto collettivo nazionale di lavoro National Collective Labour Contract
CEDE	Centro europeo per l'educazione European Centre for Education
CGIL	Confederazione Generale italiana del lavoro General Federation of Italian Trade Unions
CIC	Centro di informazione e consulenza Information and Consulting Centre
CIS	Centro integrato di servizi Integrated Centre for services
CISL	Confederazione italiana sindacati liberi Italian Federation of free Trade Unions
CNPI	Consiglio nazionale della pubblica istruzione National Council of State Education
COBAS	Comitati di base Association of school political, union and cultural organisations
Cost.	Costituzione Constitution
CSA	Centro di servizi amministrativi Centre of administrative services
CSD	Consiglio scolastico distrettuale District school council

CSP	Consiglio scolastico provinciale Province school council
D.Lgs	Decreto legislativo Legislative Decree
D.M.	Decreto del Ministro Minister's Decree
D.P.R.	Decreto del Presidente della repubblica Presidential Decree
DOA	Dotazioni organiche aggiuntive Additional staff
EDS	Electronic data systems Sistema Elettronico dei Dati
INDIRE	Istituto nazionale di documentazione per l'innovazione e la ricerca educativa National Documentation Institute for innovation and educational research
INVALSI	Istituto nazionale per la valutazione del sistema di istruzione National Institute for the evaluation of the education system
IRRE	Istituto regionale di ricerca educativa Regional institute for educational research
IRRSAE	Istituti regionali di ricerca, sperimentazione e aggiornamento educativi Regional institute for educational research, experimentation and updating
ISFOL	Istituto per lo sviluppo della formazione professionale Institute for vocational training development
ISTAT	Istituto centrale di statistica Central Statistics Institute
L.	Legge Law
Miur	Ministero dell'Istruzione dell'Università e della Ricerca Ministry of Education, University and Research
OOSS	Organizzazioni sindacali Trade Unions

PEI	Piano educativo individualizzato Individualised educational plan
POF	Piano dell'offerta formativa Plan of educational offer
SNALS	Sindacato nazionale lavoratori della scuola National union of school staff
UIL	Unione italiana dei lavoratori Italian Trade Unions Federation

Glossary of the main terms used in the report	
Abilitazione (Teaching Qualification)	A diploma exam teachers got either after passing an open competition advertised by Muir (see below) or after completing a short-term course. It is required to obtain a teaching post, after being included on a list -called merit list- corresponding to the teaching area (see below) you have taken through the exam for
Ampliamento dell'offerta formativa (Enlargement of educational offer)	Any educational activity or teaching initiative integrating the compulsory school curriculum.. They are supported included in the POF (Educational Offer Plan, see below) and financially backed by the available school resources
Anno Scolastico (School Year)	Period of time devoted to classes and other educational activities. Students go to school from mid-September to the first half of June. The school year is scheduled by Regions. Teachers are on active service from 1 st September to 31 st August of the following year, except for a leave period (30 working days)
ARAN	For contractual representation of public authorities. Agency undertaking union affairs (drawing up of contracts) concerning public authorities, included the education section (see below)
Area Contrattuale (Contractual Area)	Includes all civil servants subject to a specific collective agreement. Within the education section the contractual area only includes school managers, who enjoy both an area and an independent NCLA (national collective labour agreement) though they are in the education sector
Arricchimento dell'offerta formativa (Enrichment of education offer)	The education activities carried out school through the designing of the POF (Plan of Education Offer) and offered to students within one's own institutional objectives. Unlike the enlargement of education offer, the enrichment is not part of the compulsory curriculum
Aspettativa (Leave of Absence)	Long period of maternity or study leave granted to teachers and staff by the school manager
Assegnazione Provvisoria (Temporary Assignment)	One year-transfer from one's own service seat centre to another, vacant for a year at least
Assemblea Sindacale (Union Meeting)	Teachers have the right to meet at school (2 hours a month) to debate union problems. Union representatives of the union organizations calling the meeting are allowed to join it
ATA	Non-teaching staff (administrative, technical, auxiliary)

(Administrative, Technical, Auxiliary Staff)	on duty in a school
Attività aggiuntive (Additional Activities)	All activities and tasks a teacher or employee can perform in addition to the ones implied in his own professional function. They are usually paid for either as overtime work or as a supplementary benefit for the major responsibility in the exercise of one's own duty
Capo di Istituto (School Head)	Old name for anyone (principals, headmasters, chancellor) who was in charge of running a school. Replaced in 1999 by School Manager
Carta dei servizi (Card of Services)	Operational modalities of the service supply which, within the framework of reference established by the State, set the service functional standards (transparency, participation, quality, conditions of guarantee for the users, etc.). It is prepared by the board of teachers and is adopted by the Consiglio di Istituto or di Circolo (school board), students' and teachers' representatives)
Cattedra (orario di Teaching Post (working hours)	Refers to the teaching timetable (at least 22 for as primary school and 18 hours secondary) per week. The teaching post represents the unit to define a school teaching staff for the)
CCNL (Collective labour contract)	Document regulating labour relationships of teachers and non-teaching staff on duty in schools. The negotiations are made every two years as regards the economic side and every four years as regards the prescriptive side. It is drawn up between ARAN and union organizations representing the education sector
Centri Territoriali (Territorial Centres)	Schools performing in-service and adult educational activities. These schools may also be financially and professionally supported by others schools (see below network of schools)
Cicli di Istruzione (Education Cycles)	Education periods (of school year duration) characterised by an organized whole of aims and educational objectives often corresponding to ages of development: childhood (primary school), pre-adolescence (junior high school), adolescence (high school). Each cycle ends with a leaving-school examination
Circolo Didattico (Teaching District)	Education Institution of primary level including more 'plessi' (units, see below), that is, different school structures
CIS (Integrated Service Centre)	A number of services in charge of research, support and counselling to schools on educational and organizational issues
Classe di concorso (Competition Class)	Letter and numbers -for example "A245: lingue straniere"- identifying a subject or a group of subjects in school study plans and usually corresponding to a degree. They also identify the subject a competition is

	advertised for in order to get a teaching qualification
CNPI – Consiglio Nazionale della Pubblica Istruzione (State Central education Body)	It is a body representing professional organizations and experts, partly elected (the teacher component is elected by universal suffrage). This body has an advisory and proposal function as regards the Minister's decisions and a disciplinary function on the teaching staff.
Codice di condotta (Code of behaviours)	The staff's rights and duties set in the CCNL. It is referred to in order to identify infractions. It concerns the ATA staff. As teachers, reference is still made to the old general regulations adopted for the State civil service employees (1957).
Codice disciplinare (Code of Discipline)	The whole regulations (and procedures) setting disciplinary measures on violation of the code of behaviours
Collaboratore del Dirigente Scolastico (School Manager Collaborator)	School Managers can pick out two members of the staff to be helped in their managerial and organizational tasks
Collegio dei Docenti (Teachers Body)	Assembly composed by all the school teachers (permanent and temporary). It is chaired by the Dirigente Scolastico (School Manager) and is in charge of the preparation and approval of the POF
Comitato degli Studenti (Students' Committee)	High school students may create a committee of class reps (see below). This body, recognized by law, has advisory functions and specific regulations
Comitato dei Genitori (Parents' Committee)	It is composed of parents' representatives of each class. <i>Though not compulsory</i> , schools are asked to provide them with locations and support.
Comitato di Valutazione del Servizio (Merit Rating Committee)	The school teacher assembly appoints two or three representatives to this Body, presided over by the school manager. The Committee, of yearly duration, gives opinion on confirmation of 'on trial period teachers'
Comparto di Contrattazione (Contractual Division)	It includes all workers operating in the same public service, thus beneficiary of the same CCNL. As to schools, the school department includes both teachers and Ata staff. The CCNL provides separate sections for single, different professionalisms. Each section sets provisions of institutes and matters concerning specific aspects of the working relationship
Consiglio di garanzia dello statuto degli studenti (Guarantee Council of the Statute of student girls and boys)	One for each Province. Representatives of the students, of parents and of the School Local Council appoint their delegates to this Body, which supervises the application of the Statute of student girls and boys

Consiglio di Istituto e di Circolo	It is the school managing body, respectively as regards junior and high schools (di Istituto) and nursery and primary schools (di Circolo). It is composed by the elected representatives of the teaching (the majority) and non-teaching staff, parents and -in high schools- also by students. This body is in charge of deliberating the budget and of adopting the POF.
Consulta degli Studenti (Students' Council)	One for each Province. This body includes the representatives of the students –elected by universal suffrage in the province secondary high schools. It has advisory and proposal tasks as regards schools, local authorities and bodies. The body is presided over by a chairman and works on the basis of the Consulta regulations.
Contrattazione (Negotiations)	Negotiations on contracts made by trade unions. They take place at the national level (ARAN), at the Miur at the regional level and also at the level of every single school. The delegations which are qualified to negotiate and the subjects under negotiation are defined by the CCNL .
Contrattazione decentrata (Decentralised Negotiations)	The contracts drawn up between Miur (at different levels: Miur, (Regions, Schools) and category trade unions according to CCNL criteria and matters.
CSA (Administrative Services Centre)	Miur decentralised service providing education institutions with financial and professional resources. It depends on the Ufficio Scolastico Regionale (Regional Education Body, see below).
CSFP (Degree Courses in Science of primary Training)	University courses addressed to those who intend they end to become a nursery or primary teacher may sit these courses ending with a leaving examination that provides candidates with a teaching qualification and the right to be enrolled in the corresponding competition classes.
Delegazione di parte pubblica (Delegation of State Party)	Managers and experts in charge of bargaining with trade unions and (drawing up contracts concerning workers at different levels. The Delegation members are fixed by the CCNL.
Delegazione di parte sindacale (Delegation of Union Party)	Leading unionists charged with the function of bargaining with the delegates of the State party and drawing up contracts concerning workers at different levels. The delegation members are fixed by the CCNL
Direttore Didattico (School Director)	Old legal name –born in the nineteenth century- for a person in charge of running a primary school. Since 1999 School Manager
Ufficio Scolastico Regionale (Regional School Office)	It is a directive regional body in charge of organizing, coordinating and managing –even through the CSA (see above)- the schools assigned to a specific regional area

Dirigente Scolastico (School Manager)	Status for the person in charge of the administration and didactic coordination of an education institution. See also Headmaster, Principal, School Director, Chancellor)
Distacco Sindacale (Union Secondment)	Yearly period allowed to teachers (or ATA staff) to perform union activities as trade unions representatives. Secondment are decided by Miur according to the CCNL criteria and on the basis of enrolment in union organizations applying for the secondments
Esame (Examination)	Union participation (at any level) procedures. It is put in action when a union applies for examining a specific issue concerning civil employees' condition.
Esame di Stato (State school leaving examination)	State school leaving examinations presently ending primary, junior and high school courses. Procedures, tests, structure and the board of examiners are set by law. Getting through the exam permits the passage to the higher level of education (junior school, university).
Figure Professionali (professional figures)	Qualified functions supporting teaching activities. In 1988 four professional figures were defined: documentalist librarian, educational psychologist, school guide, technologist. Teachers may apply for such tasks provided there are extra-teachers in their competition class list
Forum degli studenti (Students' Forum)	National Assembly of the representatives of students associations. The Forum operates according to the regulations set in 2001
Forum dei Genitori (Parents' Forum)	National Assembly of the representatives of parent associations. The Forum operates according to the regulations set in 2001
Funzione Obiettivo (Objective Function)	Qualified supporting functions to teachers' activities (school guidance, POF preparation, training and updating, documentation, educational activity management, planning, etc.), identified by the Teachers Assembly. According to a specific procedure stated by the CCNL, the Assembly appoints the teachers charged with such functions, each year. Objective Functions may obtain a partial exemption from teaching activities
Grado di scuola (School Level)	Old term for the vertical development of education. In Italy there are three levels: primary (school for the infants and primary school), secondary 1 st level (junior high school) and secondary 2 nd level (high school).
Graduatoria di Istituto (Institute List)	Internal List of teachers (and ATA staff) –including those without a teaching qualification- on the basis of competition class and points (see below). The List is used to appoint temporary and one-year temporary teachers (see below).
Graduatorie Permanenti (Permanent Lists)	Local Lists of qualified teachers on the basis of competition class and points (see below). These lists are used both to appoint temporary and one-year temporary

	teachers and to put teachers on the permanent staff (see below)
Idoneità (Professional Qualification)	With regard to teachers recruitment, it is the qualification obtained after going through a State open competition that does not give right to be part of the permanent staff. Since they are permanent lists (1999), enlisted teachers are qualified to enter the permanent staff, although after competition winners (see below)
IFTS (Advanced Technical Education and Training Courses).	Qualified yearly or two-year courses, after getting a high school Diploma. They are set up through agreements between schools, universities, industries and regions or Local Authorities (Provinces, Municipalities)
Incarico a tempo determinato (Temporary appointment)	Contract by which a teacher is employed for a temporary period of time to substitute a colleague (temporary teacher) or cover a vacant post for the whole school year (one-year temporary teacher)
Incarico a tempo indeterminato (Permanent appointment)	Contract by which a teacher is employed permanently in the school. Employment on the permanent staff (see below) is established on the basis of vacant posts periodically identified by Miur (see below)
INDIRE (State Institute of documentation for educational innovation and research)	Self-governing legal status institute that is managed by a Board of Directors appointed by the Ministry of Education. It is in charge of educational research and of support for self-governing schools, and is connected to professional associations, universities, on other research institutes
Informazione preventiva e successiva (Preventive and subsequent information)	Particular procedure of union participation that is defined by the CCNL. It is due before and after the issue of some managerial acts arranged by school or public authority managers
Insegnante non di ruolo (Temporary Teacher)	See temporary appointment
Insegnante di sostegno (remedial teacher)	Qualified teacher, with a university course, in charge with the integration of disabled students
Insegnante supplente (Temporary teacher)	See temporary appointment
Insegnante di ruolo (Permanent teacher)	See permanent appointment
INVALSI (National Institute for the Education System Monitoring)	Self-governing legal status institute managed by a board of directors, in charge of promoting the Education System monitoring and self-monitoring
IRRE (Regional Institute)	Legal status Institutes charged –within each Region- with the task of promoting educational research also as

for Educational Research)	support (advice) to schools
Istituti Comprensivi (Comprehensive Institut)	Education Institutions including schools for the infants, primary and junior schools. The are managed by a single school manager and by a single council
Miur –Ministry of Education, University and Research	Present name (since 1999) for the centralised institutional structure. It includes all the central (Rome) and local (regional and provincial) administrative offices managing (budgets, staff, etc) schools
Mobilità a domanda (Mobility demand)	A teacher transfer after mobility application, stating his will to change the working location. The mobility on demand is regulated by numerous, detailed administrative provisions set by a specific CCNL.
Mobilità Intercompartimentale (Interdepartmental Mobility)	A teacher transfer (on demand or ex officio) from the school department to another Public authority department. It is regulated by the CCNL and used to solve the problem of redundant staff (teachers and ATA).
Mobilità Professionale (Professional Mobility)	A teacher transfer (on demand or ex officio) of post, that is, the changing either in teaching subject or in school level or order. Professional mobility also may take place subject to the attendance of a requalifying course .
Mobilità Territoriale o Geografica (Territorial or Geographic Mobility)	Mobility from one location to another (municipality, province, etc.). In this case -unlike professional mobility- the teacher does not change his professional status but his working location
Nomina (Appointment)	Permanent or temporary appointment. Recently replaced by Incarico a tempo indeterminato (permanent state teacher) or a tempo determinato (non-permanent state teacher)
Ordine di scuola (School Orders)	Old name for horizontal development of education: humanistic, scientific, teaching , technical, professional). Since 2000 –before Miur reform- each school order corresponded to a Central General Board chaired by a top manager
Organi Collegiali (collective bodies)	Bodies created by law including various school components and aimed at different functions: management, participation, advice. Their tasks, composition, chairman, operational and electoral procedures are established by law.
Parity (Equality)	The term defines the conventional relationship between Private School and the State. It replaces the old names that had been using up to 2000 to identify the different convention typologies. In order to get such an acknowledgement schools must show by documentary

	evidence of some requisites: public budget, participation of collective bodies to the school management, POF adoption, respect of staff contracts, employment of qualified teachers
Passaggio di cattedra (Passage of Teaching Post)	A teacher transfer on demand from a teaching subject to another they are qualified to teach.
Passaggio di ruolo (Passage of Role)	A teacher transfer on demand in a school level or order they are qualified for.
Periodo di Prova (Trial Period)	Teachers' trial period has the duration of a school year (at least 180 days of work). At the end of the period – whether gone through a competition- the teacher has to report the activity to the Merit Rating Committee, in order to be confirmed on the permanent staff .
Plesso scolastico (School Complex)	Physical structure of the Teaching District (see above). Teaching Districts include numerous primary and infant school locations
POF (Plan of Education offer)	Document prepared by the board of teachers and adopted by the Consiglio di Istituto o di Circolo (school board, students' and families' representatives) by which schools define didactic long-term objectives and organizational modalities, means, resources, pedagogical methodologies, criteria and assessment methods to be taken to achieve them. The POF is handed to students on enrolment.
Precario (Teacher on a short-term contract) (also temporary teacher).	A teacher with a temporary working relationship with the Authority. This relation may have a few days duration when replacing a colleague absent from work, or even a whole school year. Temporary work is regulated by the CCNL
Preside (Principal)	Old legal name –born in the nineteenth century- for the person in charge of the management of Secondary Schools 1 st and second levels. Since 1999 School Manager
Provveditorato	Ex-local office of the Ministry. Since 2000 CSA
Rappresentanti di classe (Class representativ	Yearly each class elects two representaives of parents and two representatives of students (in high schools) , respectively forming the Parents' Committee and the Students' Committee
Relazioni sindacali (Union relationships)	The whole framework of regulations and procedures characterizing unions' participation in the administration and management activities of the education system. The basic forms of such relationships are: information, examination, bargaining (see above)
Rete di scuole (Network of schools)	Voluntary association of schools, also of different orders and levels, aimed at performing tasks or activities coherent with educational purposes. It can also be defined formally and juridically as “consorzio” consortium- of schools.

Rettore (Chancellor)	School Head (today School manager) managing an educational institution, that is, a boarding school
RSU – Rappresentanza Sindacale Unitaria (Unitary Unions)	The RSU include the representatives of the leading associations of category that are elected in every single school. They enforce union rights, including negotiations on contracts established by CCNL at the level of every school.
Scuola dell’Infanzia (Infant School)	Born in the nineteenth century as a preparatory infant school, since 1968 it took the name of nursery school. Today “school” according to the law n.53/03 on new levels. For aged 3-6 years, with possible enrolment anticipation for children aged 2 and half years
Scuola Elementare (Primary School)	It is the oldest institution of the Italian Education System. It is also called grado primario (primary level). For children aged 6-11 years, with the possibility to anticipate for aged 5 and half years
Scuola Materna (Nursery School)	See Scuola dell’Infanzia
Scuola Media (Junior School)	Concise name for Secondary School 1 st level
Scuola Secondaria di I grado (Secondary School 1st level)	A 3-year duration course, to be attended after the State leaving- school examination ending the first cycle (primary school). For aged 11-13
Scuola Secondaria di II grado (Secondary School 2nd level)	It includes all the courses having a five-year duration (from 14 to 19 years of age), to be attended after the State leaving-school examination ending Junior School. It includes three education orders (see above): humanistic-scientific-teaching, technical and professional
Scuola Superiore (High Education)	Concise name for Secondary School 2 nd level
Scuole Verticali (Vertical Schools)	See comprehensive Institutes
Sperimentazione (Experimentation)	Autonomy granted to schools to change -at some conditions periodicity, assessment, financial and professional resources)- the school organization (schedule, subjects, etc.) and educational methodologies. It has to be adopted by Miur on advice of the CNPI. Experimentation may be promoted by Miur, schools and even by Local Authorities (Municipalities, Provinces, Regions)
SSIS (Specialization Schools for teaching, secondary level)	A post- degree two-year qualifying course ending in a leaving exam giving a teaching qualification and the right of access permanent lists.
Stage	Short teaching period (usually one or two weeks) carried out by a trainal teacher who wants to become a teacher this by participating the school life to learn how to manage his own professional career (see SSIS and CSFP)
Statuto delle	It regulates students’ rights and duties, disciplinary

studentesse e degli studenti (Statute of Student Girls and Boys)	measures and competent bodies
Straordinario (Overtime)	Extra working time paid for with a rise in wages set by the CCNL
Tempo Parziale (Part-Time)	When a teacher is allowed to perform his function for half their working hours (see above). It is established by the CCNL
Tirocinio (Training period)	Period of professional apprenticeship, structured within schools on teaching training courses (SSIS and CSFP)
Trasferimento (Transfer)	General term for teachers' (and other workers) mobility from a school location to another. It may be: on demand (required by the teacher) and ex officio (under the Authority provision).
Ufficio Scolastico Provinciale (Local Education Board)	See CSA
Utilizzazione (Secondment)	Authority provision allowing a teacher to perform alternative tasks for State or private institutions (associations, research centres, universities) over a given period of time
Vicario del capo di istituto (Deputy Headteacher)	The leading member of staff, charged with the task of substituting the School Head in case of absence. In large schools they may not teach at all. Today the term vice-school manager is commonly used.
Vincitore di concorso (Competition winner)	The teacher gone through an open competition for a given number of vacant posts announced by Miur. He has the right to be put on the permanent staff.

1. The Italian framework

Table of contents: 1.1. Main objectives of the school policies. 1.2. Economic situation. 1.3. Demographic situation. 1.4. Social situation. 1.5. Labour market. 1.6. Resources dedicated to education.

1.1. Main objectives of the school policies

In Italy, all political parties and the Government are widely aware of the risks connected to the lack of a *basic vocational training* affecting the young (values, attitudes, skills, knowledge) enabling them to be citizens aware of their rights and duties. This lack may determine serious difficulties at both the individual and the social level.

Our world entails the capacity to successfully face complex problems, activities and tasks: it is therefore necessary to orientate our learning on knowledge but also on the metacognitive skills -the skills that are needed in *problem-solving* - and on those attitudes and behaviours that are functional to relate, communicate and work with other people.

We live in a society of knowledge which imposes particular attention to human resources. At this point the majority of Italian students obtain a high school diploma and the rates of participation in tertiary education are higher and higher.

This framework produces higher and higher risks of unemployment and marginalisation for the young who leave school without any school certificate or qualification.

Italy is one of the countries characterized by an older population involving inevitable difficulties for the public budgetary balance, therefore education too must show it can produce high quality results that can justify its high costs. The strategic objective is to endow every single individual with attitudes and motivations capable of stimulating *lifelong learning*. In fact, many skills become rapidly obsolete: the educational offer does not reach its objective once forever when school or university are concluded; it must articulate its effects in the long run making use of the growing spaces of time left free from work, too.

Schools are under a constant pressure: they must adjust to the needs of an evolving society and to the expectations that both families and social forces have for an ever improving education.

Also in Italy, beyond all political diversities, there is full consent on the goal of an ever improved quality of school and of measuring the system's efficiency in attaining its objectives, also considering that nowadays the national education system must be

compared with systems of other countries and that schools must face the competition rising from other sources of knowledge and training: from the media (information. show business) to the business system.

From this analysis it is possible to single out the basic objectives for improvement and transformation of the Italian school system which - for over a decade - has already undergone frequent and radical legislative interventions (see tab.1):

- The development of *school autonomy*, as an essential aspect of the improved quality of education and at the same time a tool for the definition of responsibilities of both headmasters and teachers for the results produced by their decisions;
- the redefinition of the *function and role of teachers* intended as very serious professionalism, and resulting from a special training and career based on merits and ascertained skills;
- the development of *telematic and multimedial technologies*, enabling to improve both learning and the teaching processes;
- the creation of a *national system for the evaluation* of schools. The aim is to make the information on operational aspects(processes) and results (products) of the education public and objective ; this entire operation made in favour of public decision-makers, researchers, the business environment and families;
- *the decentralisation of the system management*. The principle of subsidiarity is generally shared: according to this principle decisions must be taken when they can be based on sound competence and efficacy. The recently approved reform of Part V of the Constitution (L. n.3. 2001), enriched this objective with new terms, giving it also a constitutional justification ;
- *the reduction of administrative tasks of the Ministry*, focusing the action on some strategic goals: i) the general orientations agreed upon with labour parties; ii) *ad personam* interventions, to grant access to education to everybody; iii) updating of the national curricula; iv) definition of standards ("essential levels ") of quality; v) evaluation and monitoring to give account of the results in an objective and timely way; vi) commitment in educational research and for the improved quality of teachers (university training to qualify for teaching).

Many of these objectives tend to introduce into the school system more widespread cooperation and the practice of comparing systems (between schools and between educational systems) in order to favour the continuous definition of responsibilities, cooperation and innovation.

These same objectives are today the core of the discussion following the recent approval of the new law on school levels. L. n.53. 28 March 2003 (see Annex n.1).

Tab. 1 – Legislative decisions regarding school (1990-2003)

	Decision	Object	Notes
1990	L. 341	University training for teachers	Enacted by DPR 471, 1996 and DPR 470,1996
1997	L. 59	School autonomy	Autonomy of organization. Didactics, research and development
1997	L. 440	Financing of training offer	
1997	L.425	Reform of State examination	Final examinations of secondary school leaving courses.
1997	L.196	Reform of apprenticeship, vocational training of work-experience programmes	
1998	D.Lgs 59	Creation of school managers	Qualification of manager for all school headmasters.
1998	D.Lgs 233	School Dimensioning	Minimum standard of 500 students Possible unification of primary schools with junior high schools (comprehensive institutes).
1998	D.Lgs 112	Decentralisation to Regions, Provinces, Municipalities	Decentralisation of planning and coordination functions of the school network.
1998	D.P.R. 249	Statute of student girls and boys	As regards students' rights and duties (and discipline).
1999	DPR 275	Autonomy of organization, didactics, research and development	Rules for the implementation of the Law 59/97.
1999	Legge 124	Recruitment of teachers	Creation of permanent lists for access to post.
1999	D.Lgs 258	Reform of CEDE (Centro Europeo dell'Educazione di Frascati)	Named INVALSI (Istituto Nazionale per la valutazione del sistema di istruzione).
1999	D.Lgs 300	Reform of the Ministry of Education	Named Ministero dell'Istruzione, dell'Università e della Ricerca (Miur).
1999	D.Lgs 333	Reform of the local collective bodies	Implementation suspended in 2001, in view of the enactment of a new legislative decree
1999	L. 9	Compulsory education up to 15	Abrogated by the law 53, 2003
1999	L.144	Compulsory educational vocational training up to 18	

2000	DPR 313	Reform of BDP (Biblioteca di Documentazione Pedagogica di Firenze)	Named INDIRE (Istituto nazionale di documentazione per l'innovazione e la ricerca educativa).
2000	DPR 347	Rules for the reform of Miur	
2000	L. 30	Reform of school cycles	Abrogated by the law 53 , 2003
2000	DPR 257	Implementation of compulsory school	
2001	L.3	Reform of Part V of the Constitution	With further decentralisation of competences for school to Municipalities, Province, Regions.
2003	L.53	Reform of school levels	Under implementation

1.2. Economic situation

Italy is a highly developing country, investing a conspicuous share of public expenditure in education. The GDP *per head* being \$26.500 (PPA \$22.160) in 2001, Italy is slightly over France and UK and slightly below Germany. The rates of participation in the labour force are lower than in the other European Union countries, while the rates of unemployment (10.7 per cent in 2001) are lower than in Spain, almost equal to the rates of France, still they nearly double those of UK (OCDE, 2002).

If one splits public expenditure into its main functions, education occupies the third place in the scale, social protection and - with a smaller size - health are at the second place with similar differences as regards the last item if compared with the performance of France and UK.

The correlation between the level of economic development of a country and its investment in education is two-way. If the level of development is the first factor determining the quantity of resources that a country can invest in education, investment in education produces in turn positive consequences on that country's economic growth. A number of recent studies on the advantages of investment in "human capital" and education, in particular, show that investment in education/training produces clear social and individual benefits. In fact, the level of education of labour force does not only reflect on the employment and revenue perspectives of every single individual, (and on their health and welfare produced by learning itself and by the practice of the learned skills) but, in an even more evident way, on the national economic growth, even if longer time is required before improvement in the education/training system is reflected on the labour force level of competence.

Italy - together with Greece, Ireland and Spain - is one of the OECD countries where the human capital investment in education is more strongly associated with the GDP growth per head, with over half percent point of the growth being spread all along the '90s (OECD 2001a).

1.3. Demographic situation

School age population is proportionally less numerous than in the other countries of the European Union. The size and variations of the school age population may have a

remarkable impact on the expenditure and organisational efforts that a country must face for its school system.

In Italy the population aged 5-14 years, representing the school age enrolled primary and junior high school, is 10% of the total population and the population aged 5-19 years is 5%, with a total of the school age population corresponding to formal education (aged 5-19 years) equal to 15%.

This is the lowest percentage in the European Union, as it decreased in the last two decades by a higher rate than in most other countries. Moreover, demographic projections show that in Europe the school age population will continue decreasing in the first decade of the 21st century. In Italy, every 100 young people that in year 2000 were aged between 5 and 14, there will be 89 in 2010, and every 100 between 15 and 19, there will be 95 in 2010 (OECD, 2001a).

In our country, the potential demand for education and vocational training is then lower than in the other countries of the European Union and will further decrease in the future (even if this decrease will be moderated by possible migratory flows and by an increase in the rates of participation high school in education), with a potential reduction of the system overall costs and the possibility that some resources be made available to pursue some specific strategic objectives, provided that the system is able to perceive the deep structural changes that are taking place and adjust accordingly also to the demand-offer ratio.

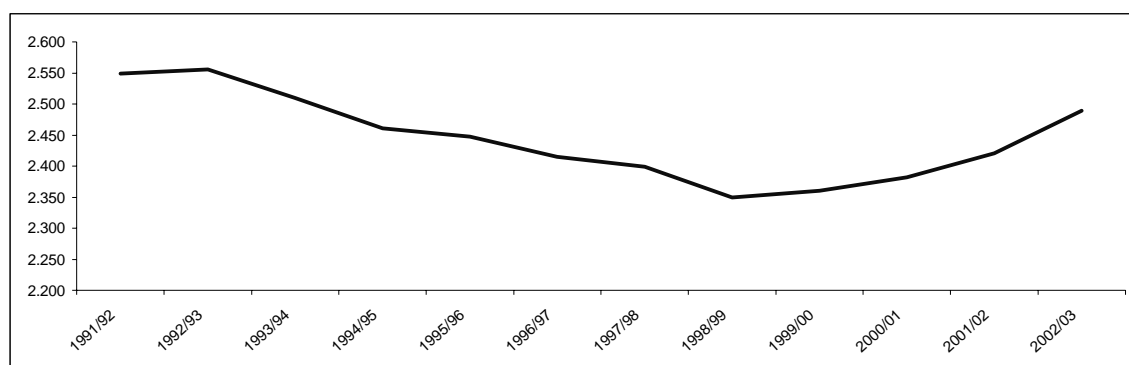
The school age population decrease has already produced its first effects at all the education levels.

Between 1975 and 1990 the number of enrolled students has decreased at all the education levels: as regards primary school the variation was from a maximum of 4,800,000 students in the first half of the '70s to 2,900,000 in the second half of the '90s; in junior high school the peak was in 1980, with 2,900,000 students decreasing to 1,900,000 in 1995; at high school level there was a more constant increase (students quadruplicated between 1960 and 1990), as a consequence of the joint effect of the retarded impact of the decline of birth rate and of the continuous increase of the schooling rate produced at this school level. However, also in this case, in the course of the '90s there was a drop growth, with a decrease of about 60.000 students (1991-2003. see tab.2), only attenuated by the introduction of compulsory education at age 15 (1999).

Tab.2. – Development of school population in State schools (high school in the graph).

School years 1991/92 - 2002/03

a.s.	1991/ 92	1992 /93	1993 /94	1994 /95	1995 /96	1996 /97	1997 /98	1998 /99	1999 /00	2000 /01	2001 /02	2002 /03
Tot. Alumni	8,106	7,927	7,822	7,745	7,699	7,643	7,599	7,540	7,542	7,561	7,607	7,643
High Sch.	2,549	2,556	2,510	2,461	2,447	2,415	2,399	2,350	2,360	2,382	2,421	2,489



Miur. *Alumni, Classes, posts....* 2003c. our processing.

Another demographic datum influencing the resources made available for education is the population aged over 60 that added to the school age population, gives an approximate indication of non-active population. With its average of people aged over 40 years, Italy is the second country in the world with the eldest population, the first one being Japan. To this date the over 60 represent about 24% of the Italian population, while estimates for 2050 say that these will exceed 42% (United Nations, 2000) and the percentage of over 80 will be more than doubled, going from 16 % to 34% of the total population, with a heavy decrease of active population sustaining costs of public expenditure, including costs of education.

These data indicate that in Italy, in the absence of variations in the demographic situation due to remarkable migratory movements, investment in education will be faced in the future with more severe efforts, given the exceptional increase of non-active population.

1.4. Socio-cultural situation

The adult population level of education represents an approximate measure of the citizens' level of civil maturity and of professionalism the labour force. It contributes to determine the quality of life and democratic institutions as well as of a country economic profitability.

Moreover, the adult level of education influences the youngster school success: a number of researches have in fact given evidence of the impact of parents' level of education on the school results of their children, even if some school systems are more able than others to moderate this correlation (OECD. 2001b).

The level of education of the adult population (aged 25-64 years) in Italy is relatively low. A quarter of the Italian adult population has abandoned school having obtained only the

primary school leaving certificate. Only 42% of the Italian population aged between 25-64 years has obtained a high school diploma, a percentage which ranks among the lowest ones in the EU.

The level of education is higher in the youngest segment of the adult population of our country (aged 25-34 years), but a corresponding increase is identified also at the international level, therefore Italy, not even in the most recent period, is in a position to recover the gap separating us from the other European countries, even if it has reduced it significantly.

45% of the adult population aged 25-34 years has left school without obtaining a high school diploma, against 34% of UK, 24% of France, 15% of Germany and an average of 30% of the EU.

Finally, Italy occupies the last position in Europe as regards the percentage of those who have obtained a university degree. Only 9% of the adult population (aged 25-64 years) are graduated, the percentage slightly increases if only the youngest segment of the adult population is considered. In our country, university degrees of the adult population coincide with the so called long course degree, as the effect of the university reform which has introduced the short course degree also in our system will not reflect on the adult population levels of education before 2005. Vice versa, in the other European Union countries these data are referred to both the long and the short course degrees. However, even if one considers only long degrees, Italy still remains one of the countries with the lowest percentage of graduated people, as it comes before Austria and Portugal only in the list.

These relatively low levels of education of the Italian adult population correspond to high levels of risk for illiteracy. The skills of adults' surveys literacy recently carried out in Italy by CEDE in the framework of the international research promoted by OECD, show that 5% of the adult population (aged 16-65 years) do not pass the examinations that define the threshold of literacy skill at the lowest level, therefore, they must be considered as functional illiterates (CEDE, 2000). More than 2 million Italian citizens are in this situation, however, 2/3 out of them are aged over 45 years and mostly live in the South and in the Islands. They represent a heritage of the system existing before the junior high school reform approved by the Parliament in late 1962 and progressively put into effect starting from the subsequent year. According to that reform the compulsory school attendance for 8 years has become a rule.

Next to the originary illiteracy, characterised by the absence of the even minimum technical inventory of reading and writing skills, the emerging new phenomenon of illiteracy (called "*return illiteracy*") was noticed, characterised by an insufficient functional literacy skill in individuals that still have benefited from a number of years - in some cases even remarkable - of school education.

One third of the Italian population is under risk of high illiteracy, in fact, even if they have acquired some kind of technical rudiments, they are unable to use the written language to understand, utilise or formulate any written messages requiring an even modest organisation of discourse, while another third of the Italian population is in a condition of medium illiteracy risk, as they have acquired a heritage of basic skills which are sufficient to carry out an active and conscious role in the society.

This emerging form of illiteracy can also be explained as a consequence of the attenuated reinforcement function that social life plays in respect to literacy skills. In fact an oral and iconic culture based on communication tools such as telephone and television has imposed itself. Only one third of the Italian adult population reaches levels 3, 4 and 5 of literacy

skills, according to a 5 level scale, thus demonstrating to efficiently master the written language. It is interesting to notice that in Italy the percentage of population with insufficient functional literacy skills is similar to the percentage that has not obtained a high school certificate, they are both about 60%. Though none of the school certificates, from the primary school diploma to the degree, can completely prevent this form of return illiteracy, a really considerable decrease in the population at illiteracy risk is significantly possible only for those who have obtained a high school diploma: it represents a reinforcement of skills for all the age ranges (CEDE, 2000).

Only little over 1/5 of the adult population is involved in education and training activities. One of the factors contrasting the obsolescence of literacy skills after their acquisition is the opportunity that people have to practice, keep and update these skills. While one of the main opportunities for using these skills is represented by the type of work that people practise in the course of their adult life, the participation of adults in some permanent education and training activities is also important.

In Italy little over 1/5 of the adult population aged between 25-64 years (22%) takes part in permanent education and training activities and the percentage decreases to 16% if one considers exclusively the courses connected with work activity (*International Adult Literacy Survey*, 1994-1998, in OECD, 2001b). 29% of the employed adults and 17% of the unemployed are involved in training activities. The average individual time invested in training is 173 hours per year if one considers all the courses, and 97 hours per year if one considers only the courses connected with work activity. The training opportunities of adult life are in favour of those who have a higher initial education level, thus contributing to increase social and cultural disparities in the population. The rates of participation in education and permanent training increase according to the education level: while ½ of the graduated are involved in training activities in their adult life, only one out of ten people who obtained a junior high school diploma is given this opportunity (OECD, 2001a).

This overall situation and, in particular, the cultural disadvantage of one share of the adult and young population, risks to create the bases for a cultural and economical subalternity of Italy in respect to the countries enjoying a higher overall education level (given the opportunity of national borders open to high profile immigration and the episodes of intolerance manifested toward migratory movements from the developing countries, that will be necessary in order to face the population ageing).

1.5. Labour market

The labour market in Italy is characterised by four basic aspects, that have been persistently present for a long time: a) a relatively low employment rate with respect to the total of the population; b) a wide gap at the local level among the unemployment rates, notwithstanding the long tradition of direct and indirect public interventions aimed at combating the lack of employment in the southern regions; c) an accentuated segmentation between a labour market which takes advantage of the *welfare state* typical institutions (unemployment allowance, insurance against accidents, pension cover) and a labour market offering no guarantees at all, which is typical of the submerged economy; d) high unemployment levels in general and in particular for young people in search of first employment and for women (v. tab.3).

Tab. 3 – Unemployment rate and labour force activity rate – April 2002

Unemployment rate					
	North West	North East	Centre	South	Italy
Males					
Age 15-24	12.1	5.9	18.2	41.4	23.7
Long term	1.2	0.8	2.6	9.2	4.2
Total	3.1	2.4	4.6	14.2	7.0
Females					
Age 15-24	16.0	8.9	27.7	59.1	31.5
Long term	3.1	1.7	5.7	18.8	7.7
Total	6.6	5.2	10.0	26.9	12.6
Males and females					
Age 15-24	13.9	7.3	22.6	48.5	27.1
Long term	2.0	1.1	3.9	12.5	5.6
Total	4.5	3.6	6.8	18.5	9.2
Activity rate					
Males					
Age 15-24	44.4	44.1	34.7	35.4	38.7
Age 15-64	75.3	76.6	73.5	71.4	73.8
Females					
Age 15-24	38.1	39.0	30.9	24.3	30.9
Age 15-64	54.7	56.6	51.1	37.0	48.0
Males and females					
Age 15-24	41.3	41.5	32.8	29.9	34.9
Age 15-64	65.1	66.7	62.2	54.1	60.9

Isfol. 2003

These structural and negative characteristics of the Italian labour market have been attributed to the excessively stiff structure, if compared with the success obtained in Great Britain and the United States, where the decisively liberistic policies had re-launched the economic development, drastically lowering the unemployment rate. As social parties feared that a strong labour market liberalisation could worsen the contract conditions of all employed people, measures were very gradually adopted and addressed to the young in search of first employment. Since the early '90s, a number of measures were taken aimed at recognizing the semi-subordinate employment relationship, ruling labour contracts and home working, encouraging part time, re-launching apprenticeship and, subsequently, also the so-called “*ad interim work*” was introduced.

These measures take into consideration a series of deep changes of work in a globalised society, characterised by the more and more widespread presence of foreign workers and by an economy which is no more based on the production of goods, but on the efficient offer of services. The result of these changes is evident as standard subordinate work lost

its centrality, that is the work modality - typical of the previous two decades - that had been suitable to the organisation of labour in the *fordist* type factory and to the development of the *welfare* system, where the open-ended subordinate employment contracts were applied, with a working time contract of almost forty hours/week, with a career development that envisaged the entrance in the labour world after a period of full time school preparation closing the career with retirement at the end of the period prescribed by the law. This is the model (with possible case adjustments, mainly with respect to the weekly working time) from which public administration rulers still take inspiration for labour contracts and especially for teachers.

In 2002, 9.9% of employed people had a fixed-duration contract of employment. 9.1% had part time. 3.9% had training and apprenticeship contracts. 1.1% worked under a contract for the supply of temporary workers (Isfol. 2003). In 2001 the “semi-subordinate” workers were 2,063,000, more than double if compared with six years before.

Today unemployment levels have slightly decreased, thanks to employment flexibility and lower labour cost. However, in change, posts are less stable, especially only for the young who are just appearing in the labour market. At the beginning of the 21st century a new dualism appears (with respect to the old Italian North-South dualism), opposing old workers, who have entered the labour market before the mid '80s, and the young, who appeared in the '90s. The first category is still protected by the system of guarantees obtained in the '70s, that are still increasingly resting on the public accounts. The second category is mostly excluded from these advantages, and not only in the first part of their work career. However, this contrast has not produced any conflicts, thanks to the intergenerational pact of solidarity that is established among fathers and sons in their families. The most evident aspect of the labour market change is the increased insecurity. However the reduction of the guarantee system is accompanied by the introduction of some characteristics that typically belong to the business environment and to professionalism in either the public or private subordinate work condition. This means that, while an increasing number of employed people are carrying out their activity in lower security conditions, some other workers are enjoying the opportunities offered by the higher permeability of the borders separating subordinate work, professional activity and autonomous entrepreneurship, also thanks to the higher education levels with respect to the past and with improved economic conditions at the beginning (Martinelli. Chiesi. 2002).

1.6. Resources dedicated to education

Italy is committed with the school system improvement and this is proven by investments of public financial resources. The expenditure for education (not including vocational training and university) in 2001 was EURO 48,648,000 that is equal to 5.1% of the Gross Domestic Product (GDP). Over the total public expenditure, expenditure for education absorbs nearly 10.4% that is on 8.3% if one considers just school. The trend of expenditure in the last decade shows some increasing attitude, mainly as regards the correlation between expenditure for school and public expenditure (see tab.4).

Tab. 4 – Public expenditure for education compared to GDP and total public expenditure (1991-2001)

	School education		Vocational training		University and Research		Total	
	GDP	p.e.	GDP	p.e.	GDP	p.e.	GDP	p.e.
1991	4.51	8.13	0.24	0.43	0.63	1.13	5.38	9.69
1992	4.50	7.95	0.22	0.39	0.66	1.16	5.39	9.51
1993	4.41	7.65	0.22	0.39	0.80	1.38	4.43	9.42
1994	4.21	7.75	0.18	0.33	0.65	1.20	5.04	9.28
1995	3.98	7.49	0.22	0.41	0.67	1.26	4.87	9.16
1996	3.94	7.46	0.23	0.43	0.68	1.29	4.86	9.18
1997	3.64	7.17	0.22	0.43	0.72	1.41	4.57	9.00
1998	3.74	7.59	0.24	0.48	0.76	1.54	4.74	9.62
1999	3.72	7.69	0.27	0.56	0.79	1.63	4.78	9.88
2000	3.64	7.84	0.18	0.39	0.83	1.78	4.65	10.01
2001	4.00	8.31	0.22	0.47	0.78	1.63	5.01	10.40

Miur. *Indicators...*,2003.

In 2001 public expenditure for school staff at large (including non-teaching staff) was about Euro 37,815,000 and absorbs most of the budget resources of the Ministry. The average annual cost per student of state schools was Euro 6,057 with a significant variation depending on the levels of education. The maximum level was granted to the junior high school where it overcomes Euro 5,164, while the lower cost/student, which is little over Euro 4,286, is reached in the nursery school.

The main financing body of the Italian school system is our State: in 2001 the state invested for education Euro 40,800,000 (77.4 %), nearly exclusively coming from Miur. Local Authorities follow with about Euro 6,906,000 (20.3 %) and the Regions with about Euro 1,075,000 (2.3%) (see tab.5).

Tab. 5- Public expenditure for school education according to the financing administration - year 2001

	Million Euro	%
State (Miur)	40.800	83.62
Regions	1.085	2.2
Local authorities	6.906	14.1

Miur. *Indicators...*, 2003.

The State prominent position is due to its prominent role in paying the staff remuneration, this is remarkably the most important item in the school expenditure.

As regards local authorities, municipalities are the most important contributors. In fact, municipalities bear the costs of the locally managed pre-primary (nursery school) school service; the auxiliary staff salary of the state nursery school and primary school (till year 2000, when this staff came under the authority of the State); the costs for the premises, their maintenance and furniture of nursery school and compulsory school.

Moreover, municipalities are in charge of the school assistance services (as regards the public sector share) (refectory, school transport, etc.) and for free schoolbooks. Provinces are in charge of the remuneration of part of the non-teaching staff of high schools and for the premises supply, maintenance and furnishing of this segment of education.

Besides the chief part of amount of financing aiming at subsidising public schools, some shares of expenditure, even if modest ones, are addressed to sustain education through a contribution to private schools and contributions to families. The data made available, though not allowing for a punctual and detailed analysis, still give the possibility of reaching some kind of information on the general magnitude and indications.

The financing to private schools is mainly granted by the State and in 1999 it represented about 0.9% of the total state expenditure (v. tab. 6). Funds are allocated to the authorised nursery schools and officially recognized primary schools as a contribution for the free reception (including refectory service) of students with a disadvantaged socio-economic family status. The local authorities are in charge of sustaining the school attendance through financial aid to families. In 1999 transfers to families in form of cheques or scholarship accounted for nearly 6% of the regions' expenditure and for 4% of the local authorities' expenditure. As far as local authorities are concerned it must be précised that the values include not only the interventions directly addressed to the families but also those in favour of non-profit private schools.

Moreover, it must be pointed out that the aid is not only addressed to students of public schools but are also intended for students of private schools, as it is already generally established by the regional laws regulating the right to study (see tab.6).

Tab. 6 – Public expenditure for education according to the financing source and the subvention sector (%) 1999

Public expenditure for education	State	Regions	Local authorities	Total
For state schools	99.10	93.99	95.93	98.33
For private schools	0.90		0.07	0.71
For financing aid to families/students		6.01	4.00	0.96

Miur. *Indicators...*, 2000

Secondary school absorbs the most important share of the total of resources specifically allocated for school institutions, that is 32.6% in 1999. Primary school occupies the second place with 31.3%, and then comes junior high school with 23.8% and nursery school with 12.4%. The allocation of expenditure must be analysed with respect to the share of students hosted by each level of instruction. The comparison shows that nursery school and primary school are given the least important expenditure shares with respect to the corresponding number of enrolled students, vice versa as regards junior high school and secondary school groups.

Despite the resource allocation, the education budget is insufficient as regards the division of financing. The remuneration of staff is considered excessive and mostly criticised, as is the unbalance in the financing to primary school that penalises the other school levels and, finally, the insufficient investment dedicated to facilities (laboratories, equipment etc.) and also to educational research.

2. School system and teaching staff

Table of contents: 2.1. School system: typology and number of schools. 2.2. Index of school attendance: main indicators. 2.3. Private schools. 2.4. Central administration (*Miur*) and school autonomy. 2.5. Participation at the local and institute level: collective bodies. 2.6. Bodies supporting autonomy (evaluation and research). 2.7. Personnel and labour market of teachers. 2.8. The role of social parties and image of the teacher.

2.1. School system: typology and number of schools.

The Italian school system was created with the national unification and has always maintained its characteristics and basic structure. With this heritage it has faced the challenge of the second post-war period when it was necessary to welcome millions of students that had never started any education programme beyond the primary school. In half a century (1951-1991) the number of illiterate people has decreased from 12,9% to 2,1% of the population and the number of qualified people grew from 3,3% to 18,6% (Dei, 2000). The great effort made by this country is due to the capillarity of the territorial distribution of schools that are today 10,790, distributed in 41,727 places. Moreover, private school is present with about 16,000 schools, 2/3 of which are nursery schools (see tab. 7).

Tab. 7 Number and typology of schools (2003)

	State schools	Private schools	State school headquarters	
School circles	2.691	11.032	7.178	Nursery schools
			8.066	Primary schools complexes
Comprehensive institutes	3.300	2.351	6.374	Nursery schools associated to comprehensive institutes
			8.211	Primary schools complexes associated to comprehensive institutes
Junior high schools	1.596	875	4.703	Junior high schools associated to comprehensive institutes
Upper Secondary schools			727	Junior high schools associated to main institutes
Upper Secondary schools	2.318	1.794	430	Secondary schools associated to main schools
Upper Secondary schools	885		2.124	Secondary schools associated to high schools
Total	10.790	16.052		
Total of State and Private Schools		26.842	41.727	

Miur, 2003c and 2003e

Before the intervention of the law 30, 2000, abrogated and substituted by the law 53, 2003 regarding the new school levels, the Italian school – since the '20s – was organised in levels and orders:

- *Primary school (age 6-11)*, compulsory school, this cycle ends with a school-leaving examination.
- *Junior high school*: (created in 1962 by the fusion of the former junior high school that was a course preparing for high school and for professional training), compulsory (age 12-14) this cycle ended with a school-leaving examination;
- *Upper Secondary school*: (humanistic, scientific, education, technical, professional orders), (age15-19). This level is articulated in several paths, especially after the experimental phase that has characterised a great part of the last two decades. All courses have a duration of five years ending with a school-leaving examination (up to 1999 it was called “examination of maturity”), giving access to all university courses or, as it is the case of vocational and technical institutes, also to labour market.

In the course of time, mainly after the approval of the law instituting the state nursery schools (1968) *nursery schools* (today: *school for infants*) were created. The product of a political compromise, the law tried to combine the objective of giving assistance to families

with the exercise of specific educational functions. As far as education is concerned, this approach was overcome by the Orientations of 1991. Today nursery school are places that promote the complete preparation of free and responsible citizens, who take active part in the life of the local, national and international community. Over 90% of the children attend nursery schools and state schools covering 59% of the demand, the remaining 41% is enrolled with the local authorities' and private institutes. As a rule the school is divided into sections corresponding to homogeneous age groups (3, 4 and 5), however they can be made also by mixed groups of age.

Primary school is compulsory for the entire school age population between 6-11 years of age. Its programmes were renewed in 1985 and 1990 giving it also a new internal organisation.

All the school levels and orders reached their "maturity" at the end of the last century and were submitted to an intense experimentation and reorganisation activity, as confirmed by the two laws that were approved in three years only: the law 30, 2000 and the law 53, 2003. During the same period the system had reached the maximum level of expansion, mainly as regarded its staff (teaching and ATA). The most numerous that the Italian school has ever known, even if the number of students started to sensibly decrease in all school levels in the early '90s (see tab. 8).

The quantitative parameters of the school offer have improved:

1. the size of classes, the average is today little over 20 students per class, therefore, though in 20 years the number has decreased by nearly 2 million students (-22,1%), classes have decreased only by 1,3%;
2. the number of students per teacher and per non-teaching school staff unit (including ATA), is respectively 9 and 7 units;
3. the number of teachers has increased by 22,1%, though the number of students has heavily decreased (- 22% from 1980 to 2002);
4. the number of non-teaching ATA staff has also increased by more than half if compared with the early '90s.

Tab. 8 – Students and staff per school level – Various school years

	1980 /81	1991 /92	1993 /94	1997 /98	2000 /01	2001 /02	Diff.02 /80
Nursery school							
Students	750.813	837.199	850.730	917.881	936.018	947.986	+ 26,3
Students per teacher	13,10	10,63	11,13	11,16	10,71	10,74	- 18,0
Sections	25.027	37.089	36.661	39.283	40.314	40.949	+ 63,6
Students per section	30,0	22,6	23,2	23,4	23,2	23,2	- 22,8
Permanent state teachers	57.314	75.505	74.232	78.064	77.309	79.993	+ 39,6
Non-permanent state teachers	n.a.	3.254	2.178	4.194	10.118	8.235	
Total teachers	57.314	78.759	76.410	82.258	87.427	88.228	+ 53,9
Primary school							
Students	4.089.8 81	2.712.2 52	2.586.1 08	2.569.8 82	2.559.0 53	2.534.2 00	- 38,0
Students per teacher	15,70	9,73	9,53	9,56	9,39	9,40	- 40,1
Classes	163.595	161.091	153.082	144.740	140.208	139.170	- 14,9
Students per class	25,00	16,84	16,89	17,76	18,25	18,21	- 27,2
Permanent state teachers	260.502	261.284	259.643	249.854	246.526	246.630	- 5,3
Non-permanent state teachers	n.a.	17.564	11.757	19.058	26.072	22.913	
Total teachers	260.502	278.848	271.400	288.912	272.598	268.543	+ 3,5
Junior high School							
Students	2.775.8 30	2.007.6 15	1.875.4 48	1.712.2 53	1.684.5 55	1.704.4 79	- 38,6
Students per teacher	10,58	8,23	8,19	8,40	8,49	8,56	- 19,0
Classes	111.033	103.864	95.915	84.821	80.835	81.652	- 26,5
Students per class	25,00	19,33	19,55	20,19	20,84	20,87	- 16,5
Permanent state teachers	262.460	231.823	220.823	188.233	169.089	173.683	- 33,8
Non-permanent state teachers	n.a.	12.053	8.068	15.495	29.364	25.398	

Total teachers	262.460	243.876	228.891	203.728	198.453	199.081	- 24,1
Secondary school							
Students	2.147.795	2.549.513	2.510.389	2.399.094	2.382.154	2.421.303	+ 12,7
Students per teacher	10,10	9,91	9,65	9,52	8,92	8,84	- 12,4
Classes	79.548	119.942	115.584	109.768	110.059	112.569	+ 41,5
Students per class	27,00	21,26	31,72	21,86	21,64	21,51	- 20,3
Permanent state teachers	212.653	227.229	240.027	222.949	214.759	233.887	+ 10,0
Non-permanent state teachers	n.a.	30.041	20.109	29.006	52.367	39.909	
Total teachers	212.653	257.270	260.136	251.955	267.126	273.796	+ 28,8
All school orders							
Permanent State ATA non-teaching staff	n.a.	146.146	146.060	135.294	195.580	196.010	134,1
Non-permanent	n.a.	17.927	12.000	16.792	66.753	61.661	
Total ATA staff		174.073	158.060	152.086	262.333	257.671	157,0
Total							
Students	9.764.319	8.106.579	7.822.675	7.599.110	7.561.780	7.607.968	- 22,1
Students per teacher	12,31	9,44	9,35	9,42	9,16	9,16	- 25,6
Classes	379.203	421.986	401.242	378.612	371.416	374.340	- 1,3
Students per class	25,75	19,21	19,50	20,07	20,36	20,32	- 21,1
Teachers	792.929	858.753	836.837	806.853	825.604	830.648	+ 4,8
ATA Staff	n.a.	164.073	158.060	152.086	262.333	257.671	* 57,0
Total staff	n.a.	1.022.826	994.897	958.939	1.087.937	1.088.319	* 6,4
Students per staff unit.		7,93	7,86	7,92	6,95	6,99	- 11,8

Miur, 2003e, our processing

2.2. Index of school attendance: main indicators

School attendance has rapidly increased at all levels in the latest years also creating its own structure in such a way to fill in a short period almost all the school attendance gap existing in respect to the other developed countries, as regards the younger part of population. In the '90s families have remarkably increased their tendency to invest in the future of their children, dedicating their attention to the growth and development of their knowledge and skills, also in respect to the labour market that is traditionally reluctant to absorb the younger part of the population. Young people are increasingly present in the education system and mainly in secondary school, the most required education channel of the population aged 15 -18 years. According to the Muir data, after completing the junior school cycle, in general they will reach the upper level for one year at least. Last year the rate of passage from junior school to high school was kept at 99,3%. The rate of passage, viewed as an historical series, also enables to appreciate the remarkable acceleration of school attendance in Italy in the course of the last decade of the last century: in 1980-81 the high school enrolled 82,2% of the junior graduates; in 1990-91, this value had increased by 3,7% stopping at 85,9%; in 2000-01 the rate of passage had increased to 97,9% that is plus 12% with respect to ten years before (see tab. 9).

Tab. 9 – Main indicators of school attendance. Years 1980-81 – 2001-02

Indicators	1980-81	1990-91	1997-98	1998-99	1990-00	2000-01	2001-02
Obtained diploma per 1000 same age (a)	n.d.	99,0	98,2	97,5	98,3	98,1	n.d.
Rate of passage to high school (b)	82,2	85,9	92,9	93,2	95,5	97,9	99,3
Rate of school attendance high school (c)	51,7	68,3	82,4	82,2	84,1	86,3	89,3
Rate of qualification (d)	8,5	11,2	12,9	13,2	13,4	13,7	n.d.
Rate of maturity (e)	39,9	51,7	72,5	70,8	68,8	70,4	n.d.
Rate of passage to university (b)	70,7	71,3	66,0	64,5	63,2	68,5	n.d.
Enrolled per 100 same age (f)	25,9	35,6	42,9	44,0	43,2	45,6	n.d.
Rate of university matriculation	25,1	30,6	42,7	44,9	47,6	49,6	n.d.
Rate of graduation (i)	8,9	9,4	13,8	15,7	16,9	n.d.	n.d.
Rate of graduated students 7 years after matriculation	n.d.	n.d.	39,0	41,4	41,6	n.d.	n.d.
Rate of participation in the initial vocational training (l)	24,7	21,0	18,4	17,2	20,6	25,4	n.d.

- (a) with diploma in respect to aged 14 years
- (b) school/academic year indicated in the relevant column is year of arrival
- (c) total of attending student with respect to youngsters aged 14-15-16-17 years
- (d) qualified in vocational schools on average of aged 16-17years
- (e) holding a diploma with respect to young people aged 19 years
- (f) enrolled in total on an average of youngsters aged 19-20-21years
- (g) enrolled in total on youngsters aged 19-20-21-22-23 years
- (h) holding a diploma at university courses or at specialised schools on an average of youngsters aged 21-23 years
- (i) graduated on an average population of aged 24-30 years
- (j) enrolled in courses of first and second level of vocational training on aged 15-24 years looking for job.

Isfol, 2003

When the moment comes to choose for the upper level, the traditional division of choices among the various school sectors is almost the same: 35,7% in technical institutes; 25,2% in vocational institutes; 27,9% chose high secondary school, 6,6% education school and 4,1% art schools. The trend of the last two decades seems to confirm a decrease of attention with respect to the technical and vocational education, though these schools have made up for the numbers of enrolled students after the law (1999) came into effect instituting compulsory school for all the students aged up to 15 years (see tab.10).

Tab. 10. - Students enrolled in the first year in high schools by type of institute after detracting repeat students

	1980	1990	2000	2000/80
Professional schools	24,2	22,8	25,2	1
Technical schools	41,6	42,2	35,7	-5,9
High school	20,6	24,1	27,9	7,3
Teachers' college	1,7	1,0	0,5	-1,2
Art schools	2,6	3,8	4,1	1,5

Isfol, 2003

However, in general, access to high school does not guarantee the permanence in the school system till the end of the study course. School drop out is in fact one of the core problems affecting the school system and is produced by several correlated factors. Families are firmly called to play their role. However, also the quality of the school offer, structures, supporting mechanisms, renewed motivation effectively made available for the young people who are exposed to the risk of abandoning school without any diploma are also under discussion. Students leave school mostly during the first two years of high school and more frequently in the vocational channels, namely those school channels that are mostly attended by students who already present difficulties in junior high school (see tab. 10).

Tab.11 – Regular course of studies in the secondary system. Percentage.

Level of education	Age with respect the course of studies		
	Regular	Anticipated	Retarded
Primary school	93,1	4,6	2,3
Junior high school	85,1	4,2	10,7
Upper secondary school	69,6	4,4	26,0

Isfol, 2003

The next problem, that did not exist in Italy in the past, is hosting and integration of students of immigrant families: 181,767 students (2,3% of the total school population), concentrated (65%) in the North and mostly in nursery, primary schools and junior high school (Miur, 2002d).

2.3. Private schools

The Italian Constitution establishes the principle of pluralism of education (art.33). The Government has no faculty to authorise or not the insitution of schools: that would infringe a right sanctioned by the Constitution. Authorities can only control that the exercise of this right is properly carried out without any infringement of the provisions protecting morality, health and public peace. As modalities and limitations of this right have never been reviewed by the subsequent legislation, for many years the old provisions have been in force to discipline the creation of private schools. The primary level has: entirely private schools, schools benefiting from State subventions (*State-subsidized schools*), recognized schools with equal status of State schools (*officially recognized schools*). As

regards the secondary level we have: *private schools operating after a note has been taken*, for these schools the administration has acknowledged the respect of the provisions as regards public order, hygiene and health; *legally recognized schools*, that can release a legally recognized diploma; *officially recognized schools*, same status as the State schools.

By approving the *law on equality* (n.62, 2000) the national system of education was sanctioned. The law declares that the national system of education is made of State schools and *schools on equal basis* (private or managed by the local authorities). Private *schools on equal basis* are recognized fully free as regards cultural orientation and didactics. The only constraint is that teaching must be inspired to the principles of freedom sanctioned in the Constitution of the Republic. In order to obtain their equal status, these schools must grant eight requisites: 1) have an educational project in conformity with the constitutional principles; 2) have adequate premises and furnishing; 3) create democratic collective bodies; 4) grant access to any applicants; 5) accept disabled students; 6) grant complete school courses; 7) have teachers with State qualification and apply national labour contracts; 8) accept the monitoring of the national evaluation service for the evaluation of their education system.

Tab.12. - Schools, students, teachers of private schools – various school years

Schools					
a.s.	Nursery schools	Primary	Junior high school	High School	Total
1981-82	17.166	2.400	923	1.836	22.325
1991-92	13.656	2.077	878	2.080	18.691
1996-97	12.319	1.864	807	1.887	16.877
1998-99	11.927	2.417	917	1.895	17.156
2000-01	11.444	2.394	867	1.857	16.562
2001-02	11.032	2.351	875	1.794	16.052
Students					
1981-82	1.042.007	331.025	132.652	277.309	1.782.993
1991-92	735.500	233.330	95.141	261.024	1.324.995
1996-97	671.790	202.675	68.551	180.036	1.123.052
1998-99	674.945	246.504	92.103	192.362	1.205.914
2000-01	640.438	251.206	92.395	186.941	1.170.980
2001-02	630.310	239.807	94.723	187.816	1.152.656
Teachers					
1981-82	49.094	13.223	12.630	32.945	107.892
1991-92	42.670	12.270	10.952	39.888	105.780
1996-97	41.343	12.686	9.866	37.316	101.211
1998-99	41.810	18.192	12.487	39.588	112.077
2000-01	42.904	20.081	13.365	39.026	115.376
2001-02	43.621	19.847	13.597	39.064	116.129

Miur- Eds, 2003c

2.4. Central administration and autonomy of schools

Since the beginning the Italian school system was structured according to the principles of state centralism and organisation uniformity. After the country's Unity was established, the State bureaucratic machine, including the organisation of education, was structured according to a scheme that reflects the political concepts of French revolution. Since the mid '50s of the last century, part of the responsibilities of educational services was progressively decentralized and in 1972 numerous State administrative competences on education were transferred to the local authorities, namely regions, provinces and municipalities. Since 1975 the Regions have assumed the delegated responsibilities and the administration of professional training (outside the school system), substituting the Minister of Labour, who still keeps its role for orientation and coordination.

At the upper level the structure of education, is articulated in a Ministry: the Ministry of Education, University and Research (Miur).

As for all the Ministries of the Republic (before a Realm), the Minister of Education has always had a pyramidal structure, deriving from the application of the hierarchical principle combined with the principle of competence. The competences of Miur concern teacher training and recruitment of cultural exchanges, non-state education, management of personnel and of the central and local offices. Miur is also responsible for the

supervision and coordination of the pedagogic activities of all schools, in which one or more under-secretaries assist the Minister. The Minister also establishes the guidelines to be applied to the programmes and evaluation processes, promotes programme changes and authorizes experiences concerning the education programmes duration. This centralised institutional structure has undergone deep changes connected with the enforcement of the "*legge Bassanini*" (L.59, 1997) dictating the guidelines of public administration reforms. It aims at establishing the principle of autonomy. This law establishes that in the framework of the reorganisation of the school levels, the management functions are progressively attributed to schools themselves. As a consequence of the law 59, the Regulation of autonomy was adopted (DPR 275,1999), which defines the functions transferred to schools.

Article 21 of law 59 attributes *legal personality*, that is the creation of public subjects other than the State, and the autonomy for the organisation and the didactics to schools that have obtained the requisites of optimum size within December 2000.

- a) *The autonomy for the organisation* aims at carrying out flexibility, diversification, efficiency and efficacy of the service, integration and best utilisation of resources and structures, introduction of innovative technologies and coordination with the local context. In conformity with the distribution of weekly activities (minimum 5), autonomy allows to overcome some traditional organisation provisions, such as the duration of lessons or the unitariness of the class group;
- b) *The autonomy of didactics* aims at attaining the objectives of the national education system in the respect of the teacher autonomy and of the freedom of families of educational choice. This autonomy substantiates in the free and planned choice of methodologies, tools, organisation, teaching timing, project initiatives. This means that schools are recognized the possibility of arranging times and modalities for teaching, carrying out disciplines and school activities in the respect of teacher autonomy, of the educational orientation indicated by families and of the aims of the national system of education.

The autonomy of organisation, didactics, research and development will be implemented in each school through the designing of the *Piano dell'offerta formativa* (POF) (Plan of education offer), "identity card" by which schools define themselves to families, students and local reality. It is the basis for the mutual commitments to be taken for the realisation the school tasks. The POF is to be prepared by the board of teachers and is adopted by the *Consiglio di circolo o di istituto* (school board , students and families' representatives).

The *Card of Services* regards the POF implementation: it contains rules, operational modalities, conditions of guarantee for the users (claims and meetings and conferences with teachers).

Today all Italian schools have legal status and are autonomous as regards organisation and didactics, within the general frame of reference established by the State.

Miur is still assigned the competences concerning the regulations and the definition of programmes and curricula, the legal status of staff, the social policies, the definition and assignment of the financial resources to be charged on the State balance, research and experimentation of innovative elements, the evaluation of the school system, the ratification of diplomas and certifications at the European and international level, the identification of the training objectives and standards, the advising and assistance to the activities of the school autonomous institutions.

The Italian school system is then still a centralised system due to the three decisive characteristics:

- 1) It is financed through general taxation;
- 2) Miur defines all the programmes and curricula of all schools of any level and order;
- 3) Miur has the administration and management of all staff, both teachers and ATA (*Administrative, Technical and Auxiliary*).

However, autonomy introduces a deep innovative element. It sanctions that hierarchic logics are over - as they were characterised by the principles of authority and superordination - and affirms the logics of participation - characterised by equality and cooperation. The State "protection" traditionally applied by the *Provveditorati agli Studi* (local offices of the Ministry) to schools, is substituted by the legal status recognized to school networks, units or groups of institutes of adequate size. The bureaucratic control which complicated didactics, is substituted by a service of assistance and advice in favour of the initiatives of school innovators. The headmaster (school manager) substitutes the authoritative and centralising model, with a diffused *leadership*; this new decision-making decentralised model aims at appreciating the teaching staff resources and at improving the school service quality. According to the new regulations, the Muir central administration is articulated in departments (department for the development of education and department for the development of territory) and in services (economic affairs, information technology and communication, etc.). The local administration depends on the *Direzioni generali regionali* (Regional General Directorates).

Up to the year 2000, Miur was represented in each region by the *Soprintendenza scolastica regionale* (regional school superintendence) (the office was created in 1963), which was competent for buildings, recruitment of high school teachers (competitive exams), preparation of school calendars and represented the coordination centre for the *Provveditorati agli Studi*. The *Provveditorati agli studi* (provincial school offices), even if in delay and often inefficient, have been the spine of administration, with the application of a very complex legislation. These offices had a large number of competences: administration of school staff, competitive exams, supervision of school collective bodies, disciplinary aspects concerning staff, control of all cases requiring the presence of Inspectors. The schoolmasters and teachers of all primary and secondary schools of the province were directly responsible in front of the *Provveditore*. After the reform the regional and provincial school offices must guarantee that the advising and assistance services in favour of schools are efficiently implemented, while a high level manager is in chief of the regional school offices (*Regional General Manager*), responsible for the budget. A number of subregional administrative offices (*CSA, Centro dei servizi amministrativi*) have been assigned to the areas in which also the Provinces are still in charge.

2.5. Participation at the local and institute level: collective bodies

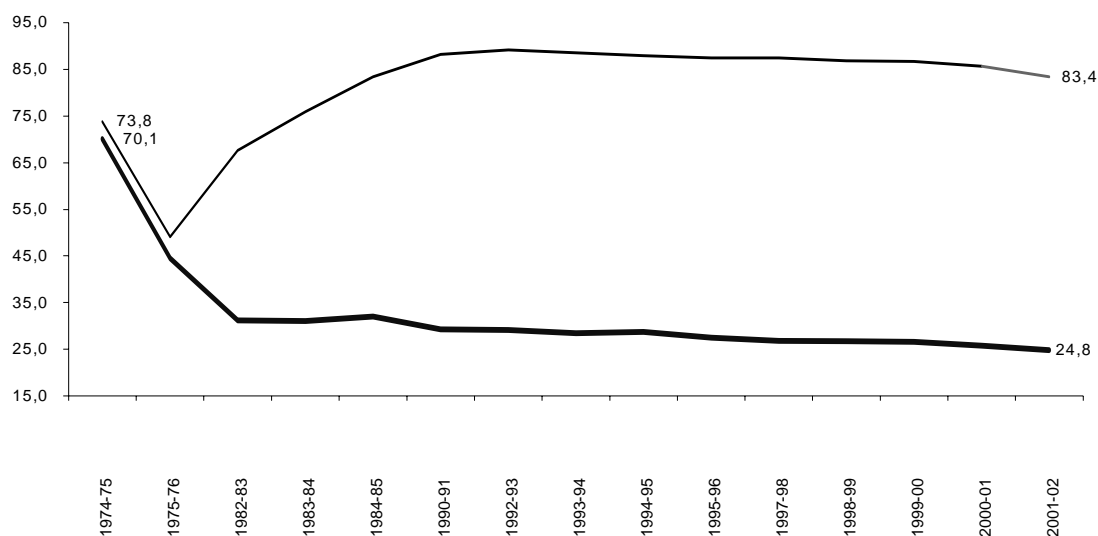
The present situation is characterised by a number of remarkable reform proposals. The present framework is the result of the decentralisation process started in 1974 with the so-called "*decreti delegati*" (Law enacted under delegation power 477, 1973), that in part renewed the old bureaucratic bodies and created some new ones (such as the *Consiglio scolastico distrettuale*). The school management, which was traditionally and exclusively assigned to the State bureaucracy bodies, opened to other subjects: parents, students (in high schools), members designated by the local authorities or by the associations of workers and entrepreneurs (at the level of districts and province). Regarding the collegial

bodies, power was mostly concentrated in the groups composed exclusively by teachers: in any case they have the majority in the bodies with decisional power. In the traditional authorities' hierarchy – minister, superintendents, *provveditori* (directors of education), headmasters, and school directors – the decisional power was substantially in the same hands as before.

The collective bodies were presented to the public opinion as if they were the sign of a real renewal. However, since the beginning it was evident that their innovative proposals were only modest ones. The representatives of parents, students and local authorities were excluded from the basic decision-making and were only enabled to deliberate on marginal subjects and decide on minimum financing resources. Parents were rather reluctant to be faced with teachers in class meetings (*Consigli di classe*), that had deliberative powers. The directors of education and teachers realised that they should not expect any “intrusion”. The interest in collegial bodies rapidly faded away; the participation of parents disappeared, keeping only very low percentages (see tab. 1).

Tab. 13 – Percentage or participation into elections of parents and students (a.s. 1974-2001)

	Parents				Students
School year	Primary	Junior	High		
1974-75	77,6	72,7	60	70,1	73,8
1975-76	55,1	48,1	30,3	44,5	49,1
1982-83	43,1	33,9	16,6	31,2	67,6
1983-84	43,3	33,1	16,7	31,0	75,9
1984-85	45,9	32,4	17,9	32,1	83,4
1990-91	41,7	30,6	15,7	29,3	88,2
1992-93	39,8	31,5	16,1	29,1	89,2
1993-94	38,3	31,6	15,5	28,5	88,6
1994-95	38,7	32	15,5	28,7	88
1995-96	37,8	30,7	14	27,5	87,5
1997-98	36,4	30,3	13,7	26,8	87,5
1998-99	37,1	29,8	13,3	26,7	86,9
1999-00	37	29,6	13,2	26,6	86,7
2000-01	35,8	29	12,5	25,8	85,7
2001-02	33,5	29	12	24,8	83,4



Miur – Bureau of Statistics, 2002

Immediately after 1968, some important sectors of the trade unions, young people of the student movement, political parties of the traditional left wing, claimed everywhere the right of workers to manage the social resources of the country according to the models of direct democracy. With a moderate version, integrated with the mechanisms of representation, the idea of participation conquered the middle class, including teachers, and became part of the repertory of values that legitimated the existing social asset. The “social management” enabled by the “*decreti delegati*” of 1974 represented an intervention aimed at integrating the most radical claims in the existing social and political order. Since then the interest in the social management of school has faded away, it is confirmed by the very modest participation in the school elections and to the activities of the collective bodies. Culture is centred on pragmatism and efficiency, therefore the attention focuses on another organisational aspect of the school system: schools autonomy . The reform (1999) transformed the collective bodies in order to make them congruent with autonomy. However the new Government (2001) suspended its implementation, therefore, the list below is simply for your information:

The new collegial bodies at the local level with advisory competence are the following ones:

- a) the *Consiglio superiore della pubblica istruzione* operates at the central level. This body has an advisory and proposal function as regards the school orientation and staff. This is a mixed body, in part it is elected by the staff associations and in part directly appointed by the Minister;
- b) the *Consigli regionali dell'Istruzione* operate at the regional level. They express their compulsory opinion on various subjects, such as the autonomy of school institutions, the recruitment and mobility of the school staff, the integration of functional staff (additional staff);
- c) *Consigli scolastici locali* operate at the local level. They have an advisory and proposal competence as regards, the implementation of autonomy projects, school networks, information technology, school building, and among other subjects school guidance. The local authorities can decide to establish additional bodies, either temporary or permanent ones.

The *Consulta provinciale degli studenti* is the body including the representatives of the students elected in the province secondary high schools. This body has advisory tasks and is concerned with the students' condition.

The *Consiglio di Circolo* operates at the school level, (nursery and primary schools) or *di Istituto* (junior high school and high school) and a directive body, that is the Head of Institute in the secondary school and the School Director in the primary school, who are today simply identified as *Dirigente scolastico (School manager)* (1999).

The *consiglio di circolo o di Istituto* is composed by the elected representatives of the teaching and non-teaching staff, parents and (in the high school) students. The school manager is also a member. This body is in charge of adopting the POF, which is subsequently published and transmitted to the families and students when they enroll in the school.

The School manager is in charge of the management, coordination and organisation of the school, which he represents, in external relationships. He is responsible for the results of the management and appoints his collaborators. He is assisted by the *Direttore dei servizi generali e amministrativi* (former "Administrative coordinator"). The school manager puts in place the decisions taken by the *Consiglio di Istituto* and the disciplinary sanctions for

students. He is responsible for the administrative documents concerning the teaching and non-teaching staff salaries and career, permissions and the appointment of the supply teachers for less than one year.

The *Dirigente scolastico*, the *Collegio dei docenti* and the *Consiglio di classe o interclasse* (in primary schools) are jointly in charge of the teaching activities. The *collegio dei docenti*, composed by all the school teachers and chaired by the *Dirigente scolastico*, formulates projects in the respect of every teacher's freedom of teaching, periodically evaluates the didactic activity carried out in compliance with the fixed objectives, prepares the POF.

The teaching staff is the only responsible component of the *Consiglio di classe* as regards the student assessment, interdisciplinary relationships, the proposals concerning students with bad results. It also includes four representatives of parents in the junior high school and two parents and two students in the high school, they must submit the proposals concerning education and didactics and experimentation to the *Collegio dei docenti*. They also advise on the books to be adopted.

2.6. Bodies supporting the autonomy (evaluation and research).

The reform of 1999 modified also some important public bodies, with the purpose of making them more valid in supporting the autonomy of school institutions:

- 1) The *Centro europeo dell'educazione* (CEDE) was transformed into the *Istituto nazionale per la valutazione del sistema di istruzione* (INVALSI);
- 2) The Firenze (BDP) library of pedagogic documentation is now the *Istituto nazionale di documentazione per l'innovazione e la ricerca educativa* (INDIRE)
- 3) The *Istituti regionali di ricerca, sperimentazione e aggiornamento educativi* (IRRSAE) are now the *Istituti regionali di ricerca educativa* (IRRE) operating in each region main town with the following tasks: collection, processing and diffusion of the pedagogic-didactic documentation, research, promotion for experimentation projects and support to the initiatives for the cultural and professional updating of teachers, technical advising on experimentation projects promoted by school.

2.7. Personnel and labour market of teachers

For a long time Italy has been a country with a high concentration of teachers. They are (2001) 830,648 in total (see tab.12). They are 88,228 in nursery schools, 269,543 in primary schools, 199,081 in junior schools and 273,796 in high schools. Teachers are the largest employed group in civil service. They represent 3,2% of the active population, while they are 2,7% in France, 2,6% in Great Britain, in USA and 2,8% in Spain and 2% in Germany (Eurydice, 2000). Lately their number has increased in all the industrialised countries, but in Italy the growth has been more dramatic. The low number of students per teacher which is 12,8 in nursery schools, 9,7 in primary schools, 8 in junior schools and 8,7 in high schools makes this data even more evident.

School attendance development has determined the increase of the teaching staff in the '60s and '70s. In the following decade school attendance started decreasing, despite the increase of the high school attendance rate, while the number of teachers kept growing. Therefore, the increase was determined only in part by the number of pupils. This phenomenon was influenced also by two additional circumstances.

First one should mention the numerous school policy measures aimed at improving the quality level of this service and in particular:

- 1) the capillary distribution of the school service. The students of the State school are attending courses in about 42,000 schools with a total of 374,340 classes (2001, Miur, 2003e). Even if in the last years, schools have been unified, the orographic nature of the country, the parcelling of the municipalities, as well as the resistance of the local administrators have limited this policy.
- 2) Extension of time for lessons. The volume of lessons received every year by Italian students is above the international average. If one sums up three years of junior school, the total number of hours of education overcomes the European average by over 450 hours that is nearly 150 hours per year (15%), thus indicating an investment in teaching offer over the average (OECD, 2001a);
- 3) The rigorous fixing, with effects that are not always controllable, of the maximum and minimum number of students per class.

The multiplication of teachers and structures was then motivated, at least in part, by the attention to the quality of the offer and by the objective of supplying equal opportunities to all students. Also other provisions should be read in this sense, among them:

- The introduction of full time and introduction of the teacher for disabled pupils (today 74,000 teachers for 120,000 disabled);
- The multiplication of orientations and subjects in vocational and technical education and experimentation;
- The progressive introduction in a number of primary schools of the English language and of new regulations based on organisation modules with three teachers for two classes (1990).

Some additional factors have contributed to determine this unbalanced situation: the excessively high number of classes for teaching competition which reduces flexibility of the permanent teaching staff; the high number of hours of joint presence, in particular in primary school, and in high junior school with extended time or the grouping of students for different disciplines, as is the case with foreign languages. These are decisions taken for positive reasons, however they have accumulated without any coordination or control on their effects.

Second, the mechanism of the double track recruitment is to be pointed out : on the one side the appointments made through a series of complicated examinations, based on programmes of study similar to the school programmes, with no reference to didactics, on the other hand the appointments made *ope legis* (rectification by law), of temporary and supply teachers that have become permanent by decree with or without a training course for qualification.

Beside the school needs, especially in the South the recruitment was made to contrast the phenomenon of the so-called “intellectual unemployment”. This role, *de facto*, of shock absorber has two conditioning aspects for the teaching profession:

- a) The push to enlarge the teaching staff tend to depress their remuneration level and social prestige;
- b) This push tends to hamper the establishment of the adequate mechanism of initial education (and recruitment) that are the real alternative to those prevailing today.

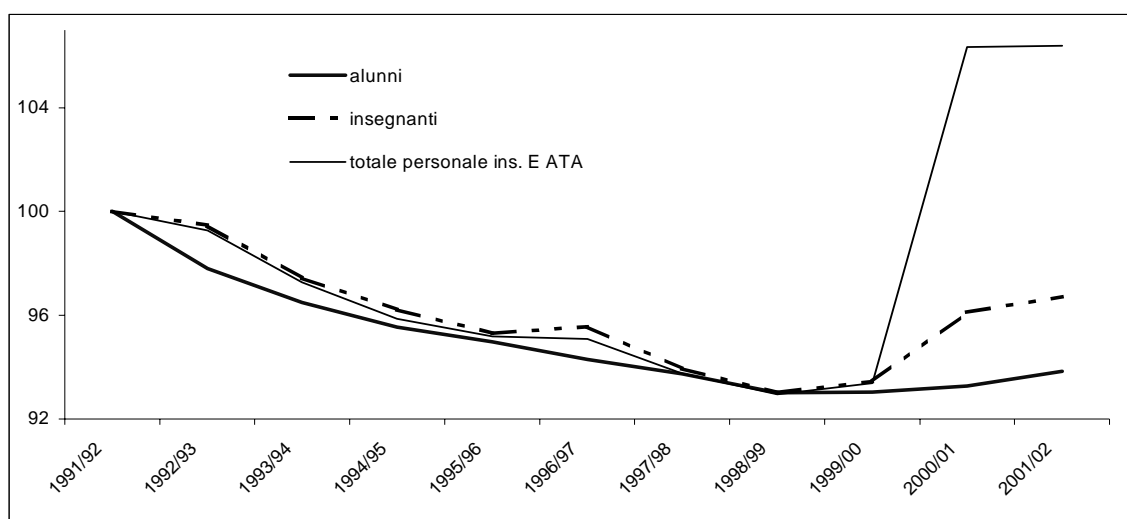
The logical link between the high number of teachers and their scarce remuneration level seems to escape the attention of both social parties and the public opinion, as is the case of the problem of a specialised education that is not sufficiently perceived yet.

The recruitment of non-teaching staff (ATA), was managed with a similar logic. They have had increases that are not proportionate to the trend of the number of students and classes, especially after that part of this staff in service in primary schools and in some

high schools – that up to the year 2000 depend on Municipalities and Provinces – was transferred to State (law 124, 1999).

Tab. 14 - Staff (in the graph: 1991/92=100)

a.s.	Students	Classes	Teachers	Students /classes	Students /teach.	ATA staff	Tot. staff
1991/92	8.106.579	421.986	858.813	19,21	9,44	164.073	1.022.886
1992/93	7.927.946	413.130	854.339	19,19	9,28	161.063	1.015.402
1993/94	7.822.675	401.242	836.837	19,50	9,35	158.060	994.897
1994/95	7.745.652	393.361	826.299	19,69	9,37	154.177	980.476
1995/96	7.699.381	387.334	818.572	19,88	9,41	155.120	973.692
1996/97	7.643.966	384.571	820.786	19,88	9,31	151.783	972.569
1997/98	7.599.110	378.612	806.853	20,07	9,42	152.086	958.939
1998/99	7.540.183	372.317	798.784	20,25	9,44	151.946	950.730
1999/00	7.542.232	371.355	802.603	20,31	9,40	152.556	955.159
2000/01	7.561.780	371.416	825.504	20,36	9,16	262.333	1.087.837
2001/02	7.607.977	374.340	830.648	20,32	9,16	257.671	1.088.319



Miur, 2003e, our processing

The policies of Governments, from the beginning of the '90s, to introduce in schools forms of control of the labour market, and especially the dynamics of determination of staff, according to criteria of efficiency, were not approved by the union organisations. The opposition to these limitation policies was clear and this subject is still one of the most serious conflict themes between unions and the Government. There is no sign of any durable compromise on this point, that – also considering the European parameters – should lead to the slowdown of *turn over*, to an increase of the hours of lesson effectively made, to the increase of the average size of classes and, finally, to the reduction of the total hours of lesson (also through the reduction of the number of subjects). Nor are there any signs of a possible and reasonable “exchange” between the Government and the Unions for a reduction of employment and a corresponding increase of remuneration, which

could – according to some opinions – adequately compensate the increase in individual productivity (effective hours of lesson) and in the efficiency of the system. All attempts in this direction is interpreted as a will to reduce the quality of the education offer, a sign of negligence for the needs of students and families, and a symptom that the Government is privileging the private school, this damaging the State school.

For over ten years the policies of rationalisation of human resources have been in a very serious *impasse*: it is difficult to think that in a period of great changes the adequate financial investments can be available, especially as regards education, research, facilities, without modifying the logics that have led to this situation of staff surplus.

2.9. The role of social forces

The Trade Unions play a prominent role – and almost exclusive – in the definition of the labour conditions of teachers. These organisations represent workers in contracting negotiations. Since the '70s the most important organisations are CISL and UIL (moderate orientation), CGIL (left wing), and SNALS, moderate, but traditionally autonomous from political parties. These four organisations represent nearly 30% of staff and obtain absolute majority in the elections for the school RSU (*Rappresentanza sindacale unitaria*). Despite the recent changes in the relationships among trade unions, that have attached a basic role to the category associations, the number of teachers joining trade unions has heavily decreased if compared to the '80s, and keeps on 35% for the entire school staff.

The teachers' work relations were "privatised" (1993) – as for all the public employees – that is reconducted to contracting between the parties (State and Trade Unions) instead of being regulation by law. Since 1994 negotiations are made with the trade unions that represent the sector, which includes teachers and all the other workers (ATA) operating in schools. The first labour contract (CCNL) was signed in 1995, the last one – still in force - in 1999. The negotiations are made every two years as regards the economic side and every four years for the regulations concerning the provisions for the professional conditions of staff.

The contract establishes all the aspects of the teaching condition, beginning with the appointment, that can be long-term (permanent), that is all along the working life, or *short-term* (non-permanent or supply staff) for a period that varies from an entire school year to few days to substitute an absent colleague.

The "Privatisation" of the work relation has augmented the importance and the role of trade unions in the teachers' work organisation and, indirectly, in the administration of schools. Moreover their power has increased in conditioning the decisions of managers at the various levels of administration and in all places where decisions are made.

As it is the case of Miur, also negotiations on contracts are very centralised. The CCNL is the basic document from which all other contracts taking different names are originated (decentralised, integrative, regional, institute) and distributed all along the hierarchic line typical of the state administration:

- At the *national level*, with the agency for the public administration contracting (ARAN), which stipulates the national contract;
- At the *Miur*, where – at the decentralised level – the contract is stipulated in compliance with the application of the provisions included in the CCNL, especially as regards the criteria of mobility, in-service training, integrative remuneration, funds destined to schools;

- At *the regional level* (the regional school office), where additional criteria are decided for the subjects of regional interest for which the general manager of the region is responsible;
- At *the level of every single school*, for some subjects concerning mainly the criteria of distribution of the integrative remuneration for some assignments and duties of both teachers and other staff.

At each level (Aran, Miur, regional office, schools) a *delegation of the public party* is present which is qualified to negotiate and empowered to sign contracts, as well as a *delegation of the trade union party*, representing the most important trade unions. The *Rappresentanza sindacale unitaria* (RSU) was elected in schools with the universal suffrage of the teaching and non-teaching ATA staff, empowered with contracting functions and supervision over the acts and decisions of the school manager, through very detailed and formal negotiating procedures (preliminary information and follow up, analysis). All the decentralised contracts are stipulated on an annual basis. In addition to the number of places, the typologies and frequency of the negotiation, the extension of the subjects under negotiation must also be pointed out. In fact many of the contents of the CCNL (1999) concern the condition of teachers, some of which can be resumed in the following items:

- a) The *protection of the union's rights and freedoms* at all levels of the administration (organisation, meeting in working hours, remunerated permits, etc.);
- b) *Working time*, distinction between the hours of lesson and the participation in collective bodies of the school (*collegio dei docenti and consigli di classe*); overtime;
- c) *Professional profile* (functions and responsibilities);
- d) *Basic and accessory remuneration*; development of remuneration;
- e) Individual *mobility* in its various forms (on demand, passage of teaching post and role, provisional appointment, etc.);
- f) *Organisation of work*;
- g) *Tasks* different from teaching ("objective functions ") and remunerated activities;
- h) *Discipline*.

Italian teachers are among the most guaranteed and protected categories of state employees, thanks to the thick network of union branch offices and relations. This is enough to justify their satisfaction as regards their working conditions - except for remuneration - with respect to all the other state employees (see table.15).

Table 15 – State employees with respect to level of satisfaction for some aspects of job

Level of satisfaction				
aspects	area	high or average satisfaction	quite or totally unsatisfied	indifferent
headquarters	ministries	66,7	27,6	5,7
	concern	87,0	8,7	4,3
	school	85,3	11,7	3,0
	health	87,6	8,8	3,5
	Local auth.	91,8	5,1	3,1
	Public bodies	70,6	20,6	8,8
post	ministries	74,3	13,3	12,4
	Independent enterprise	68,1	23,2	8,7
	school	80,0	12,3	7,7
	health	78,9	14,6	6,4
	Local auth.	72,3	17,4	10,3
	Public bodies	58,8	26,5	14,7
relationships	ministries	89,5	5,7	4,8
	Independent enterprise	72,5	8,7	18,8
	school	79,7	11,7	8,7
	health	76,0	14,0	9,9
	Local auth.	66,7	17,9	15,4
	Public bodies	70,6	23,5	5,9
contents	ministries	54,8	35,6	9,6
	Independent enterprise	56,5	37,7	5,8
	school	79,0	14,7	6,3
	health	79,5	13,5	7,0
	Local auth.	72,3	14,9	12,8
	Public bodies	47,1	41,2	11,8
conditions	ministries	40,8	51,5	7,8
	Independent enterprise	46,4	40,6	13,0
	school	62,3	30,3	7,3
	health	46,2	45,6	8,3
	Local auth.	45,9	38,1	16,0
	Public bodies	35,3	61,8	2,9
remuneration	Ministries	18,5	58,7	22,8
	Independent enterprise	5,8	46,7	47,8
	school	11,3	66,7	22,0
	health	18,1	53,8	28,1
	Local auth.	13,3	60,5	26,2
	Public bodies	11,8	61,8	26,5

The paper attached to this Report gives account of the social image of teachers: it is an analysis of the teachers' perception of their function and of the confidence of students. More information on this aspect is contained in Annex n.3.

3. Professional training of teachers

Table of contents: 3.1. Objectives of training. 3.2. Initial training. 3.3. Training and professional development. 3.4. Conditions and tools of in-service training. 3.5. New typologies of in-service training. 3.6. Trends and role of the social actors.

3.1. Objectives of professional training

The Italian teacher's cycle of professional development is characterized by three moments of the training activity that are institutionally defined:

- a) *initial training*, which represents the first condition to access this profession, through which the basic knowledge and skills are granted; this is certified through the teacher diploma;
- b) entry training – *on the job training*– proposes a series of interventions aimed at finalizing the teacher preparation, to improve their condition to participate in the school life and to learn how to manage their own professional career. This training – which is still granted – lost its peculiarity in the course of time, as the whole system is now going towards continuous training and the first teachers with university preparation, which includes teaching practise, are being employed;
- c) *in-service training*, aimed at supporting the teacher continuous development

In evolutionary framework of cultural policies continuous, the *training* of teachers gains a primary role for the strategies of change and for the school system quality, as it is confirmed in the latest CCNL (National Labour Collective Contracts) of teachers and in the provisions of Miur. Article 60 of CCNL, 2003 ratifies, in fact, a basically important principle: "training (intended) as the strategic lever for the professional growth, to support the objectives of change, for an efficient policy of development of human resources". The Government's commitment in this respect had already been announced in the social pact for work on 22 December 1998.

In line with this are also to be interpreted the declarations made to the Parliament, on 18 July 2001, by the Minister in charge, in which, while denouncing the persistent "white collar" model for teaching, which is not a professional model, the need for investments was pointed out: "*centred on the definition of articulation of functions, that must realise the acknowledgement of a different professional commitment, with respect to both the working time and*

to an enriched profile, which entail an obvious economic acknowledgment" also through the definition of a specific contract space.

These declarations were put in concrete form in the national objectives included in the recent provisions of Miur for the professional updating activities of the school year 2003/04. The allocation of resources, 28 million euro, is to be dedicated to:

- Training interventions on priority aspects regarding methodology, pedagogy, organisation and disciplines specifically connected with the reform and innovation processes;
- National initiatives for the reorganisation and requalification of teachers, addressed to supernumerary staff in particular;
- Training interventions for the functions of the teaching staff connected with the autonomy project and the management activity;
- Training for the newly employed teachers (year of training);
- Training initiatives for the Italian staff working abroad;
- Initiatives for the promotion, research and diffusion of innovative training and professional updating models for the national initiatives of distance training ;
- Interventions to contrast youth discomfort and to support the education of citizens;
- Training interventions for school leaving examinations;
- Professional updating for catholic teachers;
- National coordination and monitoring initiatives for training interventions to develop new information technology and communications;
- Pilot initiatives in cooperation with the EU countries for the development of teacher professionalism also in the e-learning environment.

3.2 Initial training.

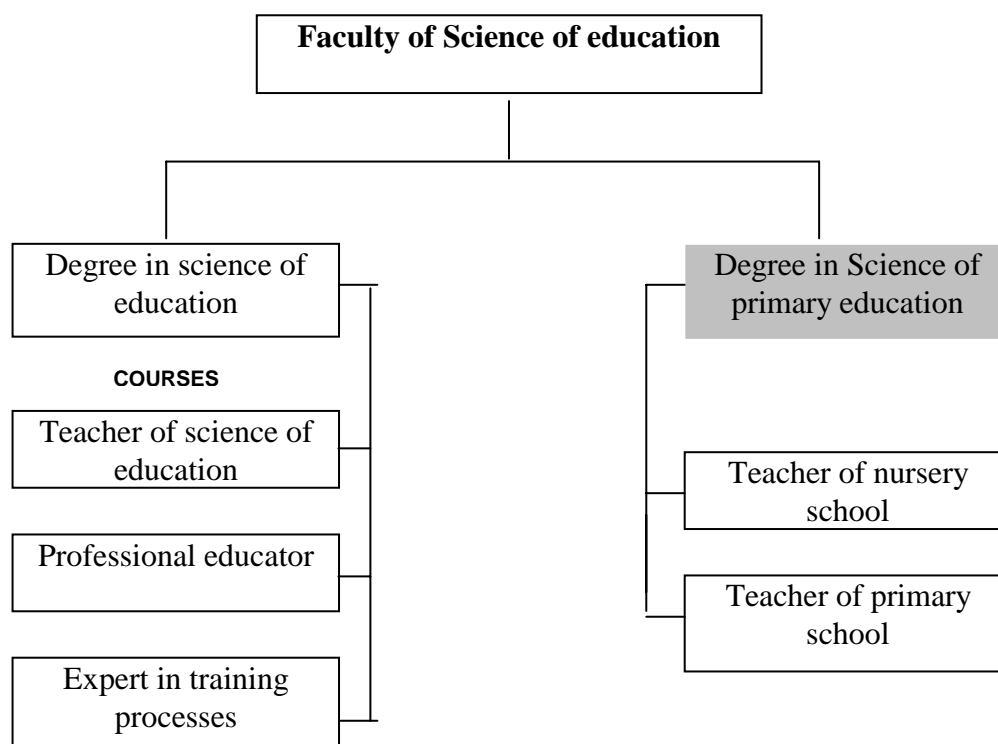
Italy is one the last countries envisaging that all the teaching staff must have university preparation. This principle that had already been affirmed in a law of 1974 and sanctioned in the reform of university provisions in 1990, had real application on the basis of a decree of 1998, which enunciates the *Criteri generali per la disciplina da parte delle università degli ordinamenti dei corsi di laurea in Scienze della formazione primaria (CSFP) e delle scuole di specializzazione all'insegnamento (SSIS)* (General Criteria of universities to discipline the graduation provisions for the Science of primary training (CSFP) and for the schools of training specialisation (SSIS).

Before the 1998 reform, to be a teacher in the nursery and primary school the only required certificate was the one released by the teachers' colleges and institutes, where it was possible to attend the humanistic high school courses (respectively three and four years) focusing on the pedagogic aspects. Today these schools are closed and unified in the high schools or transformed into autonomous psycho-pedagogic high schools, destined to be unified in the new high school. Beside the certificate of the teachers' college, certificates are also issued by some private officially recognized schools (such as the "assistant to children's communities") enabled to practise similar functions in certain sectors. To gain access to teaching in nursery and primary schools it is now necessary to obtain a specific university qualification degree, that is in *Scienze della formazione primaria* (in Science of primary training), recently instituted in the faculties of science of education. Every year the posts are established through a Ministerial decree and access is regulated by an admission test, should applications outnumber the available posts.

The degree can be obtained after passing 21 examinations and accumulating 240 university credits (some universities may ask for more). Credits are a unit of measurement of the work carried out by the student (1 year corresponds to 60 credits); credits can be accumulated by passing the examinations and taking part in the various didactic activities, workshops, stages and teaching practice courses. The degree is articulated following two courses of studies (see fig. 1):

1. for primary school
2. for nursery school

Fig. 1. The structure of the faculty of Science of Education



The degree integrates the secondary studies with a four-year university course during which a special training activity is carried out for the teaching function, articulated on the pedagogic, methodological and didactic, psychological and juridical aspects of this profession. The transmission of the primary teaching contents will also be carried out, namely the disciplinary bases of the subjects that will be taught. After a propedeutic biennial course shared by both courses of study and centred on general psychology, pedagogy, didactics and sociology, as well as on notions of Italian language, mathematics, art history, music, hygiene and science, during the biennial course for the nursery school, aspects of psychology, in particular those linked with the development and didactics of the various disciplines, will be studied more specialistically. The course dedicated to primary school will focus on in-depth aspects of pedagogy, docimology, biology, arts, Italian language and didactics of sciences. Since the first year, for both courses a training

activity is organised that must involve credits for at least 20% and 25%, respectively for the students aspiring to nursery and primary schools.

As regards secondary schools (Lower and Upper), the certificate of qualification can be obtained exclusively through a university degree for the subject of interest, plus a postgraduate *biennial specialisation course* concerning the same area of interest, thus completing the professional training required: the specialisation, which has become compulsory after the reform, that is after year 2000, is especially focused on the didactic aspects of the various teaching subjects, thus integrating the university preparation with the specific teaching subjects of interest. Therefore, in the framework of the various courses of studies, teaching activities related to the sciences of training, workshops, in-depth studies of didactic methods, teaching practice, totalling about 120 credits are carried out at school. Finally, to obtain the qualification certificate, there will be a school leaving examination (that is the discussion of a paper concerning the activities carried out or even a thesis on the same subject). In the past three years these courses have already been activated in almost all Italian universities, where the necessary facilities and equipment have been supplied in the *ad hoc* specialisation schools (SSIS) connected with the various institutes and departments, and also ready to carry out training activities in favour of schools.

In this case too a fixed number of candidates will be admitted after an admission test in which they will prove their competence on both their specific subjects and on didactics.

In both cases, this approach gives a balance between the training (science of education) for the teaching function and for the disciplinary didactics. This approach will certainly not radically change with the new projects brought along by new law (see Annex n.2).

In both the university and the schools of specialisation (SSIS), training is monitored by a number of *expert school teachers*, on a part time basis who give their indispensable contribution to the training of new teachers. Moreover, through a series of conventions, universities also benefit from the support of teachers whose classes are involved in the training activity.

This starting of teacher training is a synthesis of a theoretical and practical preparation, already largely widespread at the international level. This kind of training has realised also in Italy a change in its centre of interest: from the traditional theoretical and disciplinary approach to a more didactic, reflexive and practical approach. This improved articulation of training components involves a close relationship between university and school. The traditional model was based on a concept according to which scientific results produced in the various disciplines were sufficient to obtain a more rigorous preparation of teachers. According to that view the university professor, a researcher and a teacher at the same time, would easily train schoolteachers. On the contrary, school and university are at risk, as their worlds may become more and more distant, as it is often noticed during the professional updating courses, for the difference of both problems and languages. In Italy the university training takes into account a newborn trend of teachers that is teaching professionalism. However, there is no natural development of teaching towards professionalism. In fact, passing from a trade to a profession is not a generalised claim yet. However professionalism requires a different training model, in which those who are reflexively practicing their profession can play an essential role: expert teachers have plenty of skills and competence that must be inevitably integrated in the present training programmes. In fact, they can produce skills that are as useful as the ones of the university teachers and researchers.

In the new model of teacher training, under construction and adjustment, school (the place for the professional practice) is the unavoidable place for the preparation, which cannot be artificially reproduced in the university. The workers' field skills and knowledge are concrete elements for the training of future teachers, together with the more traditional components such as disciplinary research and science of education. For this reason it is necessary to carry out training as an area for the acquisition of practical skills.

In Italy it is widely recognized that in teaching disciplinary preparation cannot be separated from its practical application, therefore, university professors must redefine their contribution according to the professional practice of schoolteachers. However, the preparation in science of education cannot only be limited to the abstract transmission of psycho-pedagogic and social theories. It is therefore necessary to carry out long-term training courses, continuous contacts with schools, case analyses, and studies on educational practices. All this would not be possible without the *supervisors* borrowed from the school teaching activities, who then become a basic part of the teaching staff of the specialisation schools. The theoretical components of teaching would by no means become less important, however these must be kept separate from the concrete exercise of the profession, being the support of its development. The basic training (and the continuous training, which is more and more indispensable) aims at preparing an expert in teaching, capable of reflecting on themselves and their professional practice, in order to carry out the changes needed to attain the expected goals.

3.3. Training and professional growth

In the past the traditional choices made for training paid great attention to the implementation of the traditional models promoted by law and administration. The main objectives of the training proposals aimed at satisfying the "needs" of an Administration which intended to diffuse new institutional models. In this way the *multiannual national plans* were produced on the occasion of great reforms: Programmes and orientation of primary school (1990), new provisions for nursery schools (1991) and, more recently, the new school and training compulsory provisions and school leaving examinations (1999).

The number of professional updating courses held is undoubtedly significant: in 1998 they were 254,000 totalling 480,000 training hours. However, the courses were fragmented: in general their duration was 20-24 hours, and centred on in-class activity, mainly making use of the whole class lesson the method (see table 16).

Table 16. Techniques of professional updating experienced by the teachers of the various school levels

	School level			
	Nursery schools	Primary	Junior school	High school
Lessons/conferences	68.8	80.4	80.5	82.9
Team work	83.6	85.4	75.7	71.3
Distance training	10.8	17.8	12.6	18.2
Interactive techniques	17.6	26.8	21.7	19.6
Class exercise/workshops	51.6	59.8	53.5	54.6

Cavalli, 2000

This quantity has involved a large number of teachers. Over 80% of the teachers have attended more than one initiative of professional updating (see tab. 17).

Tab. 17. Participation in professional updating activities in the last two years (1997-1998)

School level				
	Nursery school	Primary school	Junior high school	High school
Never	3.1	3.6	4.8	5.7
One occasion	7.8	7.4	6.8	8.4
Several occasions	88.3	88.2	87.6	85.1
No response	0.7	0.8	0.8	0.7

Cavalli, 2000

If for example we connect these data with some of the choices made by the CCNL 1994/97 according to which progress in career - for three years - was linked to the attendance to training courses, it must be noticed that the quality, diffusion and frequency of so many initiatives have mostly derived from these objectives.

The difficulty in coordinating the initiatives was another element characterising the model of professional updating in the last three years. The training plans were kept within some specific general directorates, therefore they could neither be part of a coordinated project, nor were they generated by a diffused cultural research. So many and rich initiatives in favour of the professional updating were not supported by a real culture of training aimed at improving the quality of a whole sector made of over 800,000 professionals, through a network of efficient paths responding both to the different demands of teachers, and to the needs of the Administration.

To be implemented, the professional training right requires that an advanced level of the school system be recognized together with an ascertained professional responsibility of the teachers, both requiring support actions to put in place the right to professional training itself.

At present Italy is not yet fully developing this process however some activities have been launched aiming at improving the present system of teachers professional in-service training. Thanks also to the CFI it was possible to experiment some new typologies of professional training capable of offering to teachers a wide range of opportunities:

- improve the connection between in-class activities and training activities;
- facilitate the attendance of qualified courses;
- encourage the re-utilisation of the information and reflection on the newly-acquired knowledge;
- develop the various services to teachers (resource centres, documentation services, school network, research laboratories)
- check the quality of offers through functional, organisational and cost standards;
- recognize the professional training activity through credits;
- ascertain the acquired competences through adequate certifications;
- build up relationships with universities through scholarships to be devoted to didactics of disciplines and by promoting teaching practice for newly-appointed teachers ;
- increase the productive connections with the training agents and with the professional associations also through adequate conventions.

A series of recognition activities have been carried out (monitoring, research and studies) aimed at evaluating both the realised training experiences and the ideas and perspectives existing, even if *in fieri*, in order to prepare the best field to build up innovative actions. Subsequently, it was possible to identify some new regulations that have also been codified in the Miur provisions and in the former CCNL (1998/01).

Also the new legislative initiative (L.448/01) is part of this new framework: it aims at encouraging the professional self-updating of teachers, through the reimbursement for their expenses, for which 35 million euro were allocated (2003) for: professional training initiatives promoted by accredited bodies; university specialisation courses; stages with companies; supply of books and specialised magazines; supply of didactic software; subscriptions to telematic sites and domains. The teachers can ask the reimbursement of their expenses by submitting a simple request and attached documentation of expenses to the schoolmaster.

3. 4. *Conditions and tools for in-service training.*

In order to support the right to professional training the Muir is committed in fixing the general framework for the exercise conditions for the teachers who are the first protagonists of their own professional development, for the schools, that are intended as laboratories for an a continuous training, for the territory which is the privileged place to support the needs of teachers and schools. These conditions are featured in the following focused interventions:

- 1) *sistema di informazione sulla formazione* (FIF). (information system on professional training) This portal has been realised with the Consiglio Nazionale delle Ricerche (CNR) in order to offer to all teachers the possibility of real time access to all the information concerning the training offer and to Miur the possibility to perform its monitoring activity in the demand-offer interaction;
- 2) *osservatorio nazionale di orientamento e monitoraggio* (national observatory for orientation and monitoring), to support the national and local system in identifying the training needs and the strategies of intervention, as well as to control the application of the new contracts in the sector of training;
- 3) *accreditation of agencies* in order to ensure the quality of the training offer. In fact a decree was emanated on purpose to define the procedures for the qualification of the associations and the accreditation of the bodies and agencies. A special national technical commission was nominated to evaluate all the demands that the potentially interested subjects may submit;
- 4) *organisation and cost standards*. A document prepared on purpose and attached to the Miur provision offer teachers and to schools the parameters of reference to evaluate the quality of the initiatives.
- 5) *Monitoring* of the training services and of the local professional services aimed at supporting the training system in reorienting its choices.
- 6) *The same ministry provisions* emanated yearly on training, intended as acts for the guidance to manage resources, identify priorities and explore any innovative model.

Financial resources, being an essential condition for all the training initiatives, are ensured on a yearly basis and in the respect of specific agreements with the trade unions, which define also the criteria for the distribution of resources and the general objectives of training for all staff, including the administrative personnel (see tab. 18).

Tab. 18. Financing resources for training (2003)

	Euro
For professional updating initiatives promoted by the schools	28,239,519
out of which, Euro 2,345,749 for the professional updating in favour of specialised teachers for handicapped pupils	
For the department of development of education for national level interventions	2,454,000
For the department of economic affairs for the professional training in favour of the school managers	1,863,000
For the reimbursement of the expenses of professional self updating	35,000,000
Other integrative resources (law 440/99)	15,490,000
total	83,046,519

Miur, 2003, administrative acts

3. 5. *New typologies of professional training in service.*

In addition to traditional professional updating courses attached to the great multiannual plans connected with the reforms, teachers are offered other opportunities through the creation of integrated environment for professional learning, intended as a bulk of opportunities which take into consideration the individual needs, demands and professional cycles in order to emphasise the potential of the various models of intervention. However, the designing of diversified strategies, which is the condition for the creation of an integrated articulated and efficient environment, is very complex at a first sight and demands an extraordinary commitment for both the economic investment and for the utilisation of professional resources that are not always available (trainers, tutors, project leaders, etc.). Through a number of research, study and updating initiatives, the various typologies of training were identified to be submitted to the teachers, school managers and experts in charge of training.

Some of these typologies are:

A) *Short-term courses.*

These are traditional courses as regards the organisation and presentation (cycles of meetings or even simple whole class lessons) that can still represent an opportunity for teachers, if they respond to the teachers' precise demand and if quality is respected.

B) *Didactic laboratories*

The laboratory is one of the most efficacious modality of didactic research. It is the best condition made available to transform the class experience in to a privileged tool for the professional learning.

C) *Networks of teachers*

The creation of local networks facilitates the exchange of equipment, access to information, launching of debates, the shared designing of projects and didactic activities. It represents a remarkable support for the development of practice communities and to support professional self-updating. In this field the teachers' professional and disciplinary associations can play a decisive role.

D) *Cooperation with universities*

The modalities of interaction between school and universities are already numerous they include : attendance of qualified courses, web connection for cooperative interaction,

individual relationships or teams of teachers working on common research projects, cooperation for the professional training of the new teachers.

E) Research scholarships

Mastering educational research is stimulated by the creation and availability of research scholarships destined to the teachers that mainly carry out in-class activities and wish to improve the quality of the didactic practice and learning of students, through qualified relationships with the universities and research institutes. Teachers were assigned 151 scholarships of 2,500 euro for their didactic researches (project managed by the IRRE).

F) Masters and scholarships

The in-depth study of cultural and professional subjects finds a qualified response in the opportunities offered of scholarships for masters and specialisations courses to be attended at universities or at high-level training institutes. The 1,031 scholarships assigned were destined to participation in university specialisation courses (project managed by the IRRE).

G) Training Stages.

These stages respond to the demand for an intensive and focused professional training within extra-school stimulating environments. The school world can thus establish a connection with the world of enterprises, social services, research and cultural heritage. The addressees of this specific financing are 6 schools that will take part in this initiative.

H) Thematic programmes on satellite TV.

Recent experiences (such as the programmes on the new school-leaving examinations and interculture, multimedia and autonomy) are showing the potentiality of development of the new media. Interactive forms of communication through “dedicated websites” and the support of a tutor must accompany the modalities for direct fruition of these programmes in the listening centres expressly prepared.

I) On-line training.

The last generation of distance training will occupy an important place in the near future. It is a response to the need of overcoming the constraints and contingencies of the various local realities by encouraging the autonomy and plurality of the learning paths.

M) Advising and assistance.

The presence of qualified advisors to assist the evolution of projects in school is an experience carried out in coherence with the perspectives of autonomy. Experts, teams of experts, accredited agencies, institutions, bodies, associations can offer their consulting services and the schools can stipulate *ad hoc* conventions.

The research for different training typologies is then a response to a double objective:

- 1) to offer more efficient tools to improve the professional skills of teachers;
- 2) at the same time to satisfy the diversified demand of teachers who are not all and not always ready to commit themselves to the extent required by a uniform model of training.

3.6. Trends of training and role of the social actors.

The Miur management and the social parties are in good agreement as regards the teacher professional in-service training. Contract provisions were defined without any conflicts and the trade unions and the professional associations agreed upon the directives and initiatives of application. This favourable condition is also a consequence of a widespread

awareness and sensitivity of teachers, who are asking to be assisted when facing the new assignments that society has given to school and that are also reflected in the characters and behaviours of students. Professional updating has then become the joining element of this category that is apparently more and more often shifting their training demand from the disciplinary contents to coherent didactic methodologies which are with the development of skills that seem more and more indispensable for the training of autonomous school teachers and in front of which they feel deeply inadequate (see table 19).

Table 19. Teachers who think their preparation is inadequate or insufficiently adequate

	School level			
	Nursery School	Primary School	Junior School	High School
Contents of teaching subjects	53.4	41.7	13.6	12.5
Didactics of teaching subjects	59.5	73.4	61.2	60.1
General didactics	58.2	70.5	63.7	67.3
General educational problems	48.2	53.5	62.0	69.1

Cavalli, 2000

Miur and the social forces largely agree on the fact that teachers must be in a position to:

- Prepare various and efficient learning opportunities, through the continuous stimulation of their students, and monitor the results. For this purpose disciplinary contents, didactic methodologies and the didactic goal are to be mastered by means of a metacognitive view of the acquisition of skills;
- Help students "learn to learn", that is learning to know, learning to do, learning to live together, learning to be (Delors, 1996). Help students trace their learning paths as a guidance for training and familiarise them with the "civic sense" that is with the respect of rules as the basic element of a democratic citizenship;
- Manage the school evaluation not only in the form of selection but mainly as a monitoring tool of teacher didactic efficiency;
- Develop a form of individualised teaching and stimulate students desire to know and to actively take part in the school work;
- Use modern technology, multimedia, the Internet and the PC;
- Perform team work and cooperate to improve school conditions, by elaborating POF or possibly perform system functions, assisting the school manager in organising the current activities or the planning of didactic activities in the parent-teacher-student council, helping coordinate the disciplinary department, participation in various working groups;
- Involve families in the school activity;
- Communicate and liaise in a sensitive way with students and the whole school community;
- acclimatize, that is place their own professionalism in the new school centrality, being aware of the importance and limits of their own social role;

- look after their own continuous training, focusing on the considerations about one's own didactic practice, drawing some conclusions over their own skills in a virtual conversation between the continuous professional self updating and the institutionalised moments of training in service.

This change of attitude has accompanied the initiative of the Miur, where they no doubt consider the participation in the training activities as a teacher right which must be adequately fulfilled.

Trends are developing on this basis and are aimed at reinforcing the positive results and at granting the development of a more efficient system of training. The main points of these lines are summarised below.

A) *School is becoming a permanent laboratory for the teacher research and training.* An increase in the budget to be allocated directly to schools institutions is not sufficient; an investment on the development of new *professional images*, both within the school (teachers in charge of departments , tutors, researchers, subject experts), and as partner in the local area (trainers, documentarists, web tutors ...). The Miur and schools must support the personal training projects and the variety of professional growth paths, conjugating the biographic specialities with the needs for autonomy. A research sector is represented by the relationship between growth of professional skills and right to have their own career. Teachers today demand visible acknowledgements. The creation of a *Portfolio* and the identification of *training credits* for the career must be linked to the possible implications on the contracting side. The *expert teacher* profile must be anyway (teacher master, researcher, expert). Administrative provisions must be replaced by predefined standards and certification of competences .

B) *Incentive to training.* In order to give equal opportunities to all the training demands contracting provisions must be reviewed with respect to the modalities of access to training, to the priority criteria, to the thematic areas to be privileged.

C) *Recognition of "expert" teachers.* Expert teachers are an important resource as they have their capitals of knowledge and skills to invest in training. However it is necessary that the expert teacher becomes a recognized image. Therefore the forms of aggregation at the local level must be facilitated so that the individual skills are made available for a large number of colleagues. "*Clever*" teachers must be a visible resource. Databases must be developed, teams must be formed, systematic stages on in-depth study must be carried out .

D) *Growth of school networks.* The diffusion of local networks of services can be a useful point of reference for the autonomous schools and enhance the development of the best professional resources.

E) *Enhancement of professional associations.* Professional associations are a place for the development of skills and motivation for teachers. It is important to recognize, also at the institutional level, that these associations are the informal place for learning, thus favouring their participation in the national and local training projects.

4. Teacher recruitment and offer

4.1. Selection of teachers (competition exam). 4.2. Offer of teachers and labour market. 4.3. Initial career and temporary employment 4.4. Trend lines and role of social actors.

4.1. Selection of teachers (competition exam)

The obligation of qualification is the element that makes teaching similar to the other professions, which is similar to what in Italy regulates the enrolment in professional categories' registers. The qualification exam was linked to the (*concorso a cattedre*) competitive examination for teaching posts, which is the procedure through which the posts available in the school system -appointment of permanent state teachers - have been allocated till now. The competitive examination for teaching posts is regulated by a series of procedures that are very similar to those used for all the other state employees. Since its origin, in Italy in the 19th century, it consists of two school-type tests (a composition in Italian for all candidates and an interview regarding the programme adopted in schools for the subject for which the competition exam is taken). This procedure has been criticised for a long time now, this is why it was rarely used as a selection tool.

In fact, in the competition procedures:

- Tests are based exclusively on the assessment of the disciplinary knowledge, and not on the real professional capacities of candidates. As the competition examination is launched without any preliminary definition of the professional profile that is to be selected, access to this modality is not previously preceded by a self-selection of candidates. Basically, as nobody is effectively informed of what will be required to the teacher, candidates are confronted with neither their attitudes nor projects;
- Times of implementation are very long. The competition examination is better structured when the number of candidates is small. However, when it involves hundreds of thousands candidates (in 1999, applications were over 1,500,000) it results inefficient and the basis for claims and conflicts, that are very onerous for both the administration and for the candidates
- The examining commissions are not composed of specialists of selection, they are composed of teachers that are neither selected nor prepared for this task;

- The selection is not based on uniformed criteria. The commissions are neither prepared nor obliged to coordinate the assessment criteria, therefore the rate of selection is rather casual and can go from one extreme side to the other: all admitted or all rejected;
- Modalities and procedures are scarcely formalised and mainly regard the juridical rather than the technical and professional aspects, therefore it is very improbable that the selection succeeds in effectively choosing the best candidates.

Finally, and this is perhaps the least recognized fault – that still has the most negative effects on the whole career of the winner, it requires a heavy individual effort (economic, cultural and social – the entire family is often involved – as well as , physical and psychological) that is perceived as the unique and definitive moment to obtain a post, and not the beginning of a career that will require other recurrent occasions for assessment, commitment, training and professional updating. Basically, the examination is adjusted on a profession that is conceived as static with no further development.

Due to these defects, the competition has been launched with a rather casual periodicity, without any rational relation with the effective demand for posts. More often it was often substituted by *amnesties*, that is short professional training courses only for those who had already done more or less long periods of temporary work at the end of which they were recruited.

According to the legislator (L.124/99 the competition examination is intended to form lists of qualified staff, that is lists of merit, at the level of provinces, on which the appointment of the posts available at the date of the competition examination is based and, subsequently, the other posts that become free for the natural turn-over in the following three years of reference. Therefore, the lists (that are today permanent ones) have become a real ranking, prepared on the basis of diplomas and service certificates obtained (but also the family conditions are considered) at the moment of access to the list, on the basis of which the school authority judges the appointment of temporary posts. It must be specified that these are closed lists. This means that access cannot occur at any time, but only when they are opened again for their yearly updating, or because they are exhausted, as all the enrolled names have been called into service or for a new competition examination.

In the absence of these circumstances, the lists can be reopened for a periodical updating (usually every year) in order to make corrections, on the basis of the points accumulated in the period between two enrolments, as well as new enrolments.

In theory, the list should have been exhausted with the call of all the teachers in the list, and every four years a new competition examination should have produced a new list. As a matter of fact, while in the baby-boom years the lists exhausted very soon, and there were calls outside list, the last two competition examinations were issued after almost ten years. When the demand is stagnant, those who occupy the lowest places in the list must wait for long before they receive the post and start working again. On the contrary when the demand situation is good, lists are rapidly exhausted. This involves almost exclusively the lists for scientific subjects (mathematics, physics, chemistry, technology) or those that have been recently issued, mainly as regards the subjects taught in vocational schools. This happens because teachers qualified to teach these subjects are in small number or, as it is the case of the scientific subjects, the number of graduates in the various specialisations is very low with respect to the humanistic faculties. Because of the scarce competition mathematicians, physicians and specialists in chemistry who choose the teaching career have plenty of opportunities not only to start working before but also to

have a post where they prefer. Also for the newly born subjects there is scarcity of candidates in the lists as the number of qualified teachers is still insufficient. This is very often the case when that have a degree but teachers have not sat the qualifying examination are called to teach those disciplines. Moreover, there is the variable demand coming from the single Provinces, that is always difficult to determine according to precise criteria, but that presents some constant elements due to the geographic situation where the various authorities are located. The border provinces that are considered as uncomfortable ones were characterised by a strong demand for teachers. Therefore the demand for teachers has not (and still does not have) had a homogeneous character on the Italian territory. In some provinces the availability of posts does not reveal a real demand for teachers; other provinces on the contrary still present a situation that may be considered favourable.

In the latest years retirements have remarkably contributed to create a larger number of posts in school. The new pension system regulations (1993) have encouraged to retire those teachers that – even if at the top of their career in terms of working seniority – preferred to conclude it for fear of pension reforms that could propose worse conditions. The alternative was to stay in service for many years to come and bear the consequences of a pension system with scarce guarantee. If this has produced some opportunity for the admission of new working forces in the school world, at least two factors have instead caused a contraction in the demand for teachers, making it lower than what was expected on the basis of the number of retired teachers.

The first cause was the restructuring of the school system that has entailed the elimination of many decentralised schools. In fact the number of pupils was so scarce that in the end they were considered as ‘useless’ and consequently unified to other more central ones in terms of location in the area. In this way the number of classes has remarkably been reduced. The negative consequences are that the number of posts has contracted and the conditions of teachers work have worsened, as they have to face the discomfort of increased mobility.

The second cause that entailed the reduction in the number of classes and posts is linked to the demographic problem affecting our country. Finally, we have fewer students because in the last decades we had fewer children. According to the experts this trend is going to continue and might change only at the end of the first decade of the 21st century, by effect of immigration. Despite the reduced birth-rate, which was almost influent in nursery schools, the contraction of enrolled children has been less serious in the primary school where there has been an increase in work posts. On the contrary in junior and high schools the reduction of staff seems inevitable.

This trend of physiological reduction of posts has increased the pressure of the offer, which has produced conflicts phenomena and related frustration, due to the disappointment after that hopes had matured in a period when access to the teaching posts was much more direct, rapid and fluid.

4.2. Offer of teachers and labour market

The offer of teachers is a serious organisational problem, especially if one considers that the great labour market of posts is managed from the centre (Miur), which establishes rules, timing, procedures and controls admissions, through the definition of staff (available posts) and periodicity of the appointments for permanent posts. Still, there is

also a local market, always managed from the centre. In fact, teachers are enrolled in a general list and also in a list that is managed by each school, with the same score system used for the provincial list, but probably with a different ranking as candidates do not ask all for the same schools. The school manager uses this internal list in the course of the year to appoint 'temporary teachers' for assignments that have different, short-term or yearly duration. Yearly temporary posts are intended to cover the whole school year and are the most important ones. They are more advantageous as they grant more remuneration continuity and more onerous as they give the temporary employed teacher the whole responsibility of an entire period of teaching. A remarkable part of these temporary work is attributed by direct assignment made by the CSA manager and the teachers who are included for the available posts will be able to choose the most adequate location, according to their ranking in the general list. The excluded ones can still be appointed in the schools, always depending on the ranking in the internal list. All the temporary posts (even the very short ones) are attributed points anyway, varying according to the temporary employment duration. The teachers who are appointed for a year by CSA or by the school manager receive the maximum number of points; those who are called for temporary short-term employment points are calculated summing up the effective days of temporary employment covered.

Temporary employment appointments can be summed up and give right to a number of points corresponding to those obtained for an equal continuous period of time; to obtain the equivalent of an entire school year 180 days of effective employment are sufficient. For this reason, these appointments are not penalised from the career point of view in respect to the yearly appointments, even if of course they oblige to be in uncertainty.

Permanent lists are today one of the main channels for the recruitment or teaching staff in state schools. In the school year 2002-03 these lists also included the winners of the last competition examination (1999) therefore they represent most of the aspiring to teaching staff. The regions with highest demand are in the order: Campania (14,9%), Sicily (13,77%) and Lombardy (13,03%), which altogether absorb over 40% of the national demand. As for as the geographic origin of applicants is concerned, the South datum is high (32,3%), and summed up with the datum of Islands (16,6%), absorbs nearly half of the names in the lists. This confirms the fact the teaching in the South is still a source of high expectation for work. Also with respect to the previous year, the percentage distribution is almost the same, despite the increased number of applicants is . Nearly 80% of enrolments in the lists are to be attributed to the competition examinations made by exams and qualifications (see tab. 20).

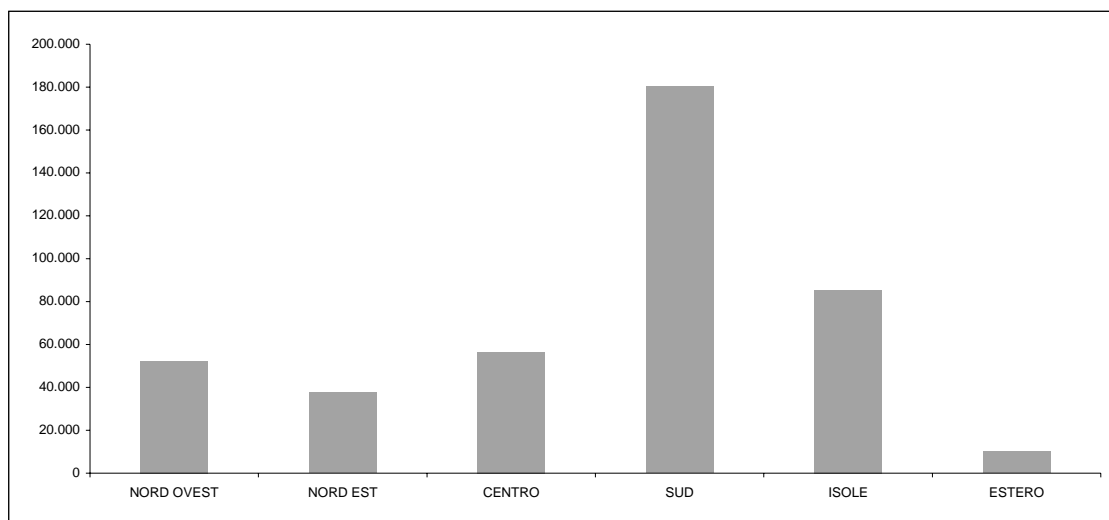
Tab. 20 – Modalities for access to permanent lists

Competition examination by exams and qualifications	11.69
Reserved sessions	8.23
Specialisation schools for teaching, secondary level (SSIS)	79.57
European union qualification	0.10
Qualification for music instrument in junior school	0.41

The characteristics of the applicants to teaching reproduce those of teachers in service. As regards the birthplace, the maximum concentration of applicants is in the South and in the Islands, which confirms an established trend according to which teaching is particularly interesting and appreciated for the natives of those regions. In fact, they represent as a whole 62,96% of the population reported in the lists (see tab. 21).

Tab. 21 – Geographic distribution of the applicants enrolled in the permanent lists

Geographic Area	Applicants in list	% over total number
NORTH WEST	52,214	12.37
NORTH EAST	37,553	8.9
CENTRE	56,535	13.39
SOUTH	180,483	42.75
ISLANDS	85,310	20.21
ABROAD	10,050	2.3
TOTAL	422,145	100.00

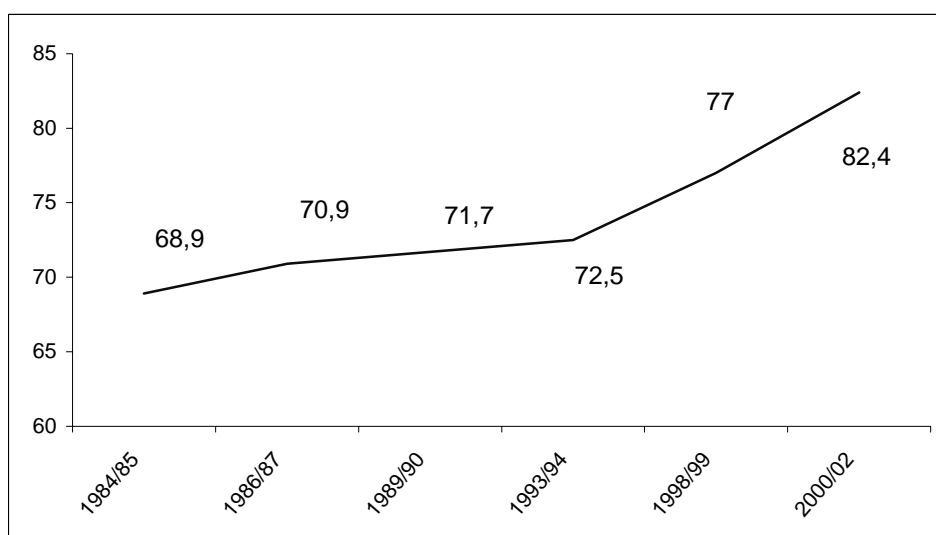


Miur, 2003

An interesting datum is also that of the composition by sex of applicants. It confirms that the percentage of women enrolled in the lists (83,33%) is neatly superior to the percentage of women that are actually teaching. Obviously, these values vary to even remarkable extent among the various school levels and orders. Differences are considerable, in particular, in the high school. In fact at this school level, with respect to a presence of women teachers of 59,61%, women teachers enrolled in the lists are 76,55% of the total number, with the recent 2002/03 admissions they reached 80,13% (see tab. 22).

Tab. 22 – Percentage of women among the teachers now in service and those enrolled in permanent lists

	Women on total number of teachers	Women on total number of enrolled in lists	Women on number of newly enrolled in lists
School level and order			
Nursery school	99.47	92.72	92.53
Primari school	95.26	91.67	91.64
Secondary school, 1st level	75.21	79.25	83.13
Secondary school, 2nd level	59.61	76.55	80.13



Miur, 2003

The difference of women in the various categories of staff confirms that in Italy the phenomenon of feminisation of the teaching staff is increasingly expanding and announces that in the forthcoming years it will further develop. In this regard, the historical series of the last decade have registered an increase of about 5 points of percentage of women teachers, this increase is similar to the one registered in the incidence of women in the university population that obtained a degree, where they have passed from 49,8% of graduate women in 1990 to 55,6% in the academic year 2000/01 (Istat, 2000).

Tab. 23 – Historical series of woman teaching staff (various school years)

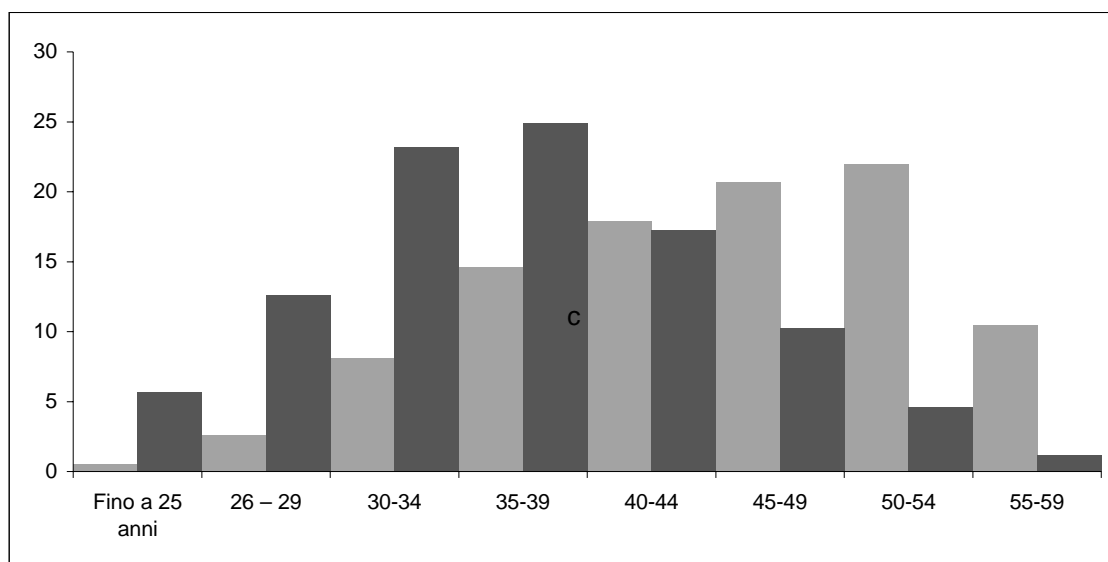
a.s.	1984/85	1986/87	1989/90	1993/94	1998/99	2000/02
% of women over total number of teachers	68.9	70.9	71.7	72.5	77.0	82.4

Miur, 1999

As regards the teaching disciplines, women prefer the humanistic disciplines (literature, languages and sciences, where 65% of the teaching demand is concentrated (Miur, 2003). Finally as regards the distribution by age it is evident that women insist on the group of younger age. This is due also to the presence of women staff in the first school cycles, where as it is well known, teachers are younger, as up to a few years ago the qualification certificate was obtained with only 4 years of high school attendance. Anyway, age distribution among applicants and teachers in service makes obviously evident the prevalence of younger age among applicants for teaching with respect to that of the teachers in service. The situation clearly shows that, if we move among the three typologies of staff (teachers in service, applicants in lists, newly enrolled), the distribution presents an increasing concentration in the younger age areas. 65% of applicants enrolled in lists is aged between 30-45 years (among the late applicants, 73% is aged between 26-39 years), while the age of the majority of staff at present in service is between 40-54 years (see tab. 24). There are remarkable differences in the school levels and orders, in fact in primary school only 25% of applicants is over 40, the same percentage for the secondary school increases to 54,25% (Miur, 2003).

Tab. 24 – Distribution by age of teachers in service and teachers enrolled in lists

Age a.s. 2002/03	Teachers in service	Enrolled in lists	Newly included in lists
Up to 25 years	0.55	5.66	13.94
26 – 29	2.63	12.60	22.66
30-34	8.13	23.20	30.96
35-39	14.6	24.91	19.78
40-44	17.92	17.26	7.91
45-49	20.68	10.25	3.23
50-54	21.98	4.61	1.20
55-59	10.51	1.2	0.27
Over 59 years	2.98	0.31	0.04



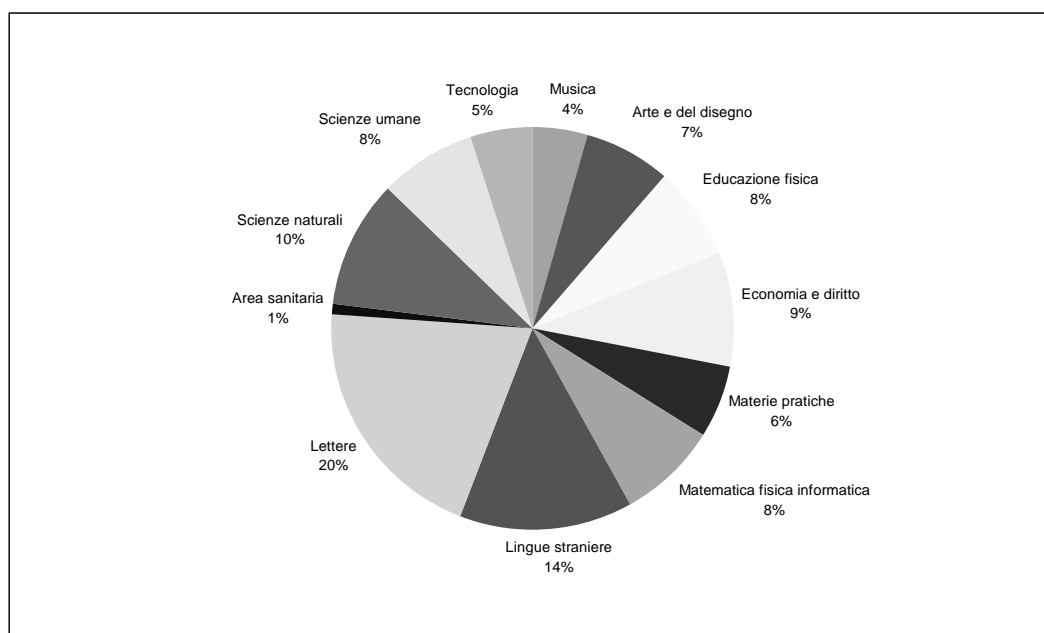
Miur, 2003

Another typical characteristic of these lists, representing the teachers' offer is the distribution by teaching subject.

A considerable percentage of applicants is concentrated in humanistic disciplines, while there is a real lack as regards the technical and scientific area (except for natural sciences, the degree preferred by women teachers).

Tab. 25 – Applicants enrolled in the lists by teaching area – secondary school

Teaching Area	Applicants	%	Related to staff
Music	11,484	3.97	1.13
Art and drawing	19,986	6.92	1.08
Physical education	21,880	7.57	0.99
Economy and law	26,266	9.09	1.35
Practical subjects	16,780	5.81	0.67
Mathematics physics informatics	23,212	8.03	0.60
Foreign languages	40,665	14.07	0.85
Arts	58,206	20.14	0.49
Health area	2,306	0.80	6.05
Natural sciences	29,879	10.34	0.62
Human sciences	22,506	7.79	2.46
Music instrument	1,382	0.48	0.62
Technology	14,392	4.98	0.50
Total	288,944	100.00	0.74



Miur, 2003, nostra elaborazione.

One should also describe the relation between the applicants in the lists and the labour market in general. The 422,145 applicants are to be seen in a world of 56 million people: 23 million or them are labour force. Out of the latter, 2 million are searching for employment

and 21 million are employed. Applicants are often both in the permanent lists and in the lists of those who are searching for an employment. 44% already have a post with the administration and some out of them might even be occupied with some other kind of job or professional activity. The size of the lists follows with no remarkable difference the trend of the lists of people searching for an employment in each region. This means that where the number of people searching for an employment is larger, it is there that also 'temporary' teachers are most numerous, as it is the case in Campania and in Sicily (Miur, 2003). However, this aspect must be completed with the number of women, which has a different trend. With respect to the number of people searching for a job, applicants in the lists represent 19,11%; however, if one considers the same relationship separately for women and men, it is possible to notice that men are in a rather limited number, only 6,97% against 29,92% of women. Lombardia, Veneto and Emilia are the leading regions with a value of about 37% and they keep the highest ranks even when analysing women alone (see tab. 26).

Tab. 26 – Percent rel. between enrolled in lists and population searching for jobs

	Relation between people enrolled in lists and people searching for jobs	Relation between women enrolled in lists and women searching for employment	Relation between men enrolled in lists and men searching for employment
PIEMONTE	23.56	31.66	10.96
LOMBARDIA	36.70	40.60	17.25
LIGURIA	19.05	28.12	6.97
VENETO	37.46	48.76	19.05
FRIULI VENEZIA GIULIA	27.75	33.61	1\6.03
EMILIA ROMAGNA	37.00	51.12	15.32
TOSCANA	26.93	34.47	12.68
UMBRIA	31.19	39.99	16.10
MARCHE	34.25	44.49	17.49
LAZIO	17.36	27.98	5.84
ABRUZZO	34.39	45.20	16.70
MOLISE	15.38	20.89	7.50
CAMPANIA	13.96	25.17	3.86
PUGLIA	15.52	25.80	5.53
BASILICATA	16,73	23,36	8,45
CALABRIA	11,95	18,45	4,35
SICILIA	15.53	27.18	4.83
SARDEGNA	9.95	15.36	4.19
Totale	19.11	29.92	6.97

Miur, 2003

The high predominance of women applicants, where the ratio is nearly 5 to 1, (482 women every 100 men in the same situation), is not so visible in other groups (see tab.27). The women labour force is decisively scarcer, with a ratio of 64 every 100 men; regional values are not very different from the national average, however the regions of Central North, with respect to those of South reveal a higher participation of women in the labour force. If one considers people searching for an employment, this ratio increases to 112 and, though the higher values are still in the North, it is possible to notice that some southern regions (Abruzzo, Molise, Basilicata, and Calabria) are over the national value. It is amazing, when observing the regional distribution of the ratio of the people enrolled in the permanent lists that, in this case the difference between North and South is not remarkable. In fact value are around the average. All this means that the size of the teachers' offer (especially women) in general does not vary according to the variation of the labour offer size. This means that women who want to be teachers, in general do not want to be employed in any other activity or even that teaching is for women much more attractive than any other

employment, as far as characteristics, conditions and working hours are concerned. At this point one should also check if one of the reasons for the low rate of women employment in Italy is not conditioned by the attraction of school employment. This seems confirmed by the fact – reported by other sources – that the increased women employment both in the North and in the South does not modify the size of the teachers’ offer.

Tab. 27 – Regional distribution of the women/men ratio in resident population, labour forces, people searching for employment and people enrolled in the lists (x 100)

	women/men ratio in resident population	women/men ratio in labour forces	women/men ratio in people searching for employment	women/men ratio in people enrolled in the lists
PIEMONTE	106	73	156	450
LOMBARDIA	105	69	151	434
LIGURIA	111	70	133	538
VENETO	104	67	163	417
FRIULI VENEZIA GIULIA	108	72	200	419
EMILIA ROMAGNA	106	77	154	512
TOSCANA	107	73	189	514
UMBRIA	106	71	171	426
MARCHE	105	73	164	416
LAZIO	107	65	108	519
ABRUZZO	105	59	164	443
MOLISE	104	62	143	398
CAMPANIA	105	50	90	587
PUGLIA	105	49	97	454
BASILICATA	103	54	125	346
CALABRIA	104	59	117	496
SICILIA	106	49	92	518
SARDEGNA	103	57	107	391
National average	106	64	112	482

Miur, 2003

4.3. Initial career and temporary employment

Beside the selection and initial professional training, the most diffused form of contact with the school reality is the so-called *temporary employment*. For a number of years to come this form will be one of the ways to approach a permanent employment and it can be useful anyway to add some experiences to the professional curriculum of those who would like to be teachers. The completion of studies and the necessary qualification obtained, even if enabling the access to the teaching career, however do not entail the immediate enrolment in schools, nor does the competition examination give a chance to find a permanent post, if posts available are not sufficient in number (as it has always been the case) for all those who successfully pass the exam. A certain percentage of teachers in service in the various levels or school are not permanent teachers. If most teachers have their permanent employment, many others – and the number is proportionally increasing for the higher level orders (in which there has never been any professional training or teaching practice) – are employed in other kind of *short-term* posts. These posts are the so-called temporary posts, and constitute an obligatory passage for almost all teachers especially in junior schools, at the beginning of their career in school. Temporary posts are not compulsory by law, however, while waiting for the launching of a competition examination or for posts to become available, this is the only way to start working. In this way it is possible to approach the real problems and most of all permit to accumulate in field experience that will be useful further on, also because this will not be a purely theoretical, abstract and personal experience but will be objectively recognized and qualified in terms of points in the lists. One must however precise that this phase of temporary employment necessarily involves a series of disadvantages: lack of remuneration continuity, frequent changes of working locations, uncertain professional future and lack of sure perspectives. Temporary teachers have to face these problems making recourse on their individual personal initiative. In this phase they are not in force, therefore they cannot rely upon the administration, in fact there is not an administrative body that will follow their career, they will have to personally monitor their information and updating sources on opportunities and expiry dates.

After this more or less long period of temporary employment, the qualified teacher with a favourable ranking in lists, can be appointed for a permanent employment and choose the post in the Province of his list. The first year of work is in the form of *starordinariato*, still a temporary employee. He will be on trial for one year, as it is the case of all the other sectors of state employment. The teacher must effectuate 180 days of work and necessarily take part in a professional training course, that is 40 hours on various subjects that cover legislation of delegated law, didactics, evaluation systems, discipline. Moreover, with the assistance of a tutor, (an experienced colleague of the same discipline and with permanent employment) must prepare a report on his *on trial* year. This report will describe the didactic period carried out in various classes or in one class in the course of the year, work, relationships in class, possibly bearing in mind - as regards didactics - the classic scheme of didactic planning. The report aims at illustrating in a vigorous, not aseptic way, one's own educational path of the year. The report must also mention the professional training experience and other training experiences if any. The first *temporary* year will then be concluded and the report approved.

At the end of this path, which is perceived by teachers as a frustrating and exhausting one, (especially as regards the continuous mobility from one school to the other), we can draw the ideal-type of teacher resulting from the analysis of the offer characteristics.

Today the Italian teacher is mostly represented by:

- a) Mostly women teachers (with increasing percentage), holding a degree;
- b) Teachers mostly coming from the South and the Islands (with increasing percentage) who are, therefore destined to geographic mobility, due to the scarce availability of posts. They will have to abandon for a certain period that may be more or less long, their birthplaces, families, and emotional links. As in general they are mostly women, the long initial career is perceived as an exhausting approach to their ideal of permanent employment, stability and reunification with the family. That is why for the Italian teachers' career mobility plays a crucial role, as we will see in the next chapter;
- c) Teachers mostly holding of a university degree in disciplines that are defined 'weak' (art, foreign languages, human sciences, etc.), as they cannot aspire to be in any other labour market but school. Their ranking in lists becomes one of the stable points in the construction of their life project and this creates a severe tension inside lists, as on this very element most applicants are concentrated;
- d) Teachers that before and after a successfully concluded competition examination or other forms of selection (qualifying courses, SSIS, etc.), have experienced a more or less long period of informal professional training – that is temporary employment - by means of which they have cumulated experience but also frustration in the absence of any valid alternative;
- e) Teachers that are younger than their colleagues with permanent employment, but who are overcoming the threshold of maturity and often do not see any reassuring end to their effort for employment.

It seems that this situation is not modifying, on the contrary the characteristics described emphasise what has been experienced since the '70s by the category of teachers. It is evidently absent - or somehow not clearly visible - a policy for the management of the labour market and selection of teachers able to resolve at least these problems that are the source of the system conflicts and inefficiency. It is useful to point out that the condition, the characteristics and the pressure of the offer are the basic causes for the inefficiency of the staff management as well as of the costs involved.

4.4. Trend lines and role of the social actors.

The teachers' labour market – represented by the permanent lists - is not considered a tool for the policies aiming at the quality of the education system. The process for the acquisition of qualified staff is not governed. It is passively managed by both the administration and by the social actors. The situation is recognized and the conditions for management are being analysed, according to the models that are a conditionate reflex of the '70s, when the available posts were many more than teachers. The tools, the methodologies of analysis and classification of the offer, the management of competition (through the distribution of points) among the various categories of applicants are always the same.

Only now the scientific and administrative communities (sociologists, pedagogues, managers, professional associations) are beginning to face the problem by means of *ad hoc* initiatives, some of which seem to have been accepted by the law of reform of levels (art.5) of 2003. However, neither the debate nor the contents of the proposals have ever been diffused or shared. The urgency and claim for a stable employment prevails on a strategic view of the problem.

Despite these limitations, the debate and the research have been launched and are focused in particular on the need to:

- a) overcome (or substitute with other forms) the system of competition examination, that is inefficient and costly in terms of time, financial resources and disappointment;
- b) find a rational link – through the medium and long-term planning – between the selection and the appointment for permanent employment, also considering the inefficiency of the temporary employment period, that is an obstacle also for the continuous innovation processes;
- c) increase the visible competitive advantages in the labour market between qualified teachers with new paths (university and guided professional training) and teachers that have simply accumulated an experience through long temporary employment periods;
- d) prepare and diffuse a standard image of the teacher function, so that the process of identification, the expectations of permanent employment and personal projects are not a source of frustration and do not hamper the informed orientation and choice;
- e) make the appointment models more flexible and diversified (professional assignment, part-time, for specific projects etc. in order to attract to this profession those subjects, mainly male, that today are not satisfied with the present uniformity of the permanent employment.

In order to make the debate more interesting and launch initiatives, it is necessary to make preliminary investments in a research on offer dynamics, composition, professional characteristics, gender, expectations and motivations of applicants for teaching, also to be informed on the management choice required for a better efficiency and efficacy of both the labour market and of the selection of the best elements.

5. The teacher condition

5.1. General working conditions. 5.2. Remuneration. 5.3. Working hours and other tasks connected with teaching. 5.4. Mobility. 5.5. Duties and rights. 5.6. Role of the social forces and related tendencies.

5.1. General working conditions.

Working conditions of Italian teachers are good, also when compared to their European colleagues:

- As an average, the classroom size is exiguous, in any case, smaller in the EU and OECD countries' average;
- Working hours (748 hours/year for lessons) are less than in the average of the European countries; teachers often compare European average conditions to make their evaluations;
- The number of students/teacher is low and, as an average, does not exceed 10 students per teacher;
- Notwithstanding the modification of mid '90s, retirement regulations are decisively advantageous with respect to the private sector. A teacher can enjoy anticipated retirement and receive a retirement remuneration over 95% of his/her last salary
- Also maternity, illness and, in general, all the granted protections regarding absence are the highest ones in comparison with the employees of both the state and the private sector,

These conditions are completed with an employment security, which is maintained, in any case, even in the absence of objective conditions: as for example, classes, closing schools, reduction of students' number, suppression of the subject of taught, etc..

These conditions make teaching a very appealing activity, mainly for women. The sociological analysis (Cavalli, 2000) shows that 3 teachers out of 4 declare that, if they could go back, they would choose teaching again, a consistent part of them also says that they would advise their friends' children (especially girls) to choose this activity.

As regards Italy, the real problem is to verify if these decisively positive conditions can be compatible with the teaching quality and development of the profession. Over these

subjects - competence, responsibility and career - Italy has just begun an analysis and a political and union initiative.

5.2. Remuneration

The economic framework is the sad part of the teaching profession. Beyond any generic claim that would fit for many other work activities, this framework shows the recognized value of the statute of professional person.

The teacher economic progression is ruled by 7 increases according to seniority distributed in this way: first 0 - 2 years of service; second 3 - 8; third 9 - 14; fourth 15 - 20; fifth 21 - 27; sixth 28 - 34; seventh on the 35th year of activity. Seniority progression is the only dynamic element of remuneration, as in Italy no career is based on the development of responsibilities in relation to merit or functions. The only exception is the passage to the school manager qualification, which is made by means of a competition examination.

After the above important introduction, it is important to observe the remuneration progression with respect to per capita GDP: this is the social recognition that teaching has maintained (or lost) in the course of the period under consideration (1993-2000).

The remuneration index represents some recurrent characteristics. Keeping the same education level, the index values increase according to seniority in service. On the contrary, with equal seniority in service, the index is higher with respect to secondary high school remunerations. As regards the period of years under consideration, one can identify a decreasing trend which indicates that, with respect to the per capita GDP increase, remunerations have not increased accordingly.

The most serious decrement of the index occurred in the 1993-98 period and concerned, to a higher extent, mid-career and end of career remunerations. During the subsequent years the index seems to have maintained at the levels of the same year thus showing an inconstant performance, even if with a trend towards increment. (see tab. 28).

Tab. 28 – Gross Annual Remuneration with respect to GDP per capita – primary school teachers 1993-2001

Primary school									
remuneration	1993	1994	1995	1996	1997	1998	1999	2000	2001
initial	0.99	0.94	0.9	0.89	0.89	0.87	0.88	0.86	0.88
after 15 y. in service	1.20	1.14	1.09	1.08	1.08	1.05	1.06	1.03	1.07
maximum	1.51	1.43	1.38	1.31	1.31	1.27	1.28	1.25	1.29
Junior high school									
initial	1.07	1.02	0.97	0.97	0.97	0.94	0.95	0.93	0.95
after 15 y. in service	1.31	1.24	1.19	1.18	1.18	1.15	1.16	1.13	1.17
maximum	1.68	1.59	1.53	1.45	1.45	1.41	1.41	1.38	1.42
High school									
initial	1.07	1.02	0.97	0.97	0.97	0.94	0.95	0.93	0.95
after 15 y. in service	1.35	1.28	1.22	1.22	1.22	1.19	1.19	1.17	1.2
maximum	1.76	1.67	1.6	1.52	1.52	1.48	1.48	1.45	1.48
Average remuneration									
initial	1.04	0.99	0.95	0.94	0.94	0.92	0.93	0.91	0.93
after 15 y. in service	1.29	1.22	1.17	1.16	1.16	1.13	1.14	1.11	1.15
maximum	1.65	1.56	1.50	1.43	1.43	1.39	1.39	1.36	1.40

Miur, 2003

Basically, the Italian teacher's remuneration in these years has not changed remarkably, therefore, it seems that this category's discontent is justified. This discontent is much more present when teachers compare their year revenue with the revenue of their colleagues of the other EU or OECD countries (see tab. 29).

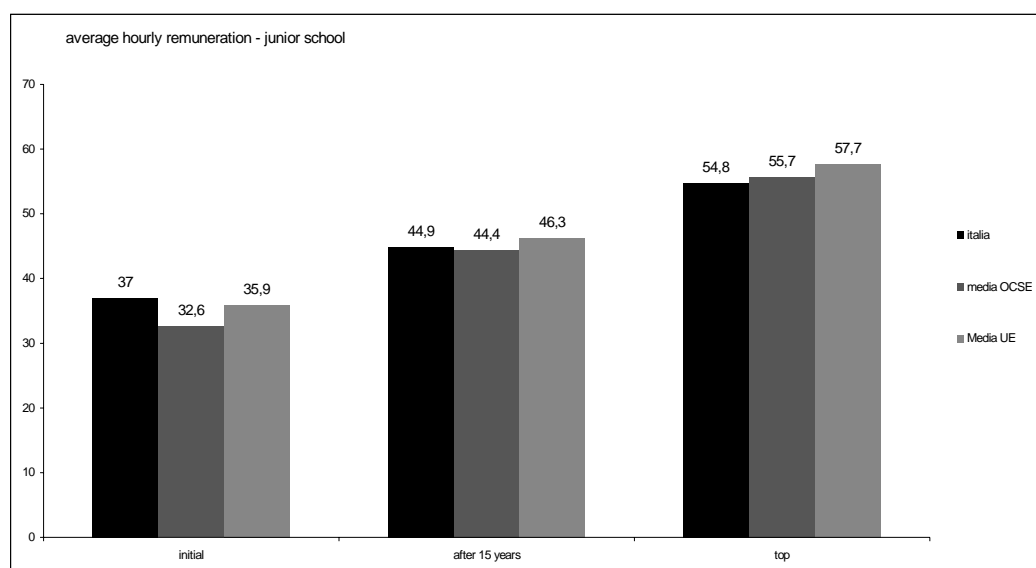
Tab. 29 – Teachers annual remuneration, in USD (converted at PPP rate) - 2000

Remuneration in PPP \$				Indicators		
	Initial	After 15 y. service	Top	Initial compared to per capita GDP	After 15 y. service	After 15 y. service compared to initial
Primary school						
ITALY	20,927	25,115	30,309 6	0.86	1.03	1,20
OECD AVERAGE	21,469	29,407	36,145	0.97	1.32	1,37
EU AVERAGE	22,796	30,182	37,133	0.96	1.27	1,34
Junior high school						
ITALY	22,657	27,507	33,510	0.93	1.13	1,21
OECD AVERAGE	22,727	31,221	38,674	0.98	1.35	1,39
EU AVERAGE	23,770	31,485	39,187	1.00	1.32	1,34
High school						
ITALY	22,657	28,329	35,138	0.93	1.16	1,25
OECD AVERAGE	23,808	33,582	41,366	1.03	1.45	1,42
EU AVERAGE	25,043	34,661	43,378	1.05	1.44	1,39

However, to fully understand the genuine remuneration value, one must compare these data with other parameters, such as classroom size, teaching hours per year, and the teachers' work load. In this case results are less dramatic or even positive ones (especially for junior school teachers) and appear with large evidence as the result of a political strategy, which has privileged other aspects of the teachers' condition (mainly those, like work hours, that may help employment development) rather than strictly those of remuneration (see tab. 30).

Tab. 30 – Teachers hourly remuneration in USD (converted at PPP rate) - 2000

	Initial hourly remuneration	Hourly remuneration after 15 years of service	End of career hourly remuneration
Primary school			
Italy	28.0	33.6	40.5
OECD average	27.0	36.5	45.1
EU average	29.2	37.6	46.1
Junior high school			
Italy	37.0	44.9	54.8
OECD average	32.6	44.4	55.7
EU average	35.9	46.3	57.7
High school			
Italy	37.0	46.3	57.4
OECD average	37.7	52.7	65.8
EU average	40.2	54.1	67.8



Miur, 2003

Anyway, the Miur data indicate that in the latest years a net recovery has taken place, mainly regarding the remuneration levels that in 1998 registered the most remarkable differences. For example, having a European average of 100 in the 1998 high school mid-career, the corresponding index of national remuneration is 76,97 for the same year, thus indicating a negative distance of 23% from the European average. The same operation for the year 2000, gives the value of 85,58.

The negative distance decreased by 14,42%. The recovery was then equal to 8,6 percent points, that is 1/3 of the previous distance. For the same education level, the end-of-career remuneration registered 78,29 in 1998, increasing to 84,66, with a recovery of 6,4 percent points. For the other remuneration levels, where distances are much lower , recovery

varies between 0,7 and 4,3 percent points, thus determining a general reduction of the distance from the European average.

In order to confirm the close link existing between remuneration levels and employment, one should have clear in mind that this change in trend of the teachers' remuneration is directly connected with the commitment taken by the Government in force (1998-99) – regarding the financial law – to reduce staff by 4% in two years' time.

5.3. Working hours and other tasks connected with teaching

The basic part of the teacher duties regards their working hours, that is the number of hours worked at school: The teachers' weekly scheduled hours are:

- 25 hours in nursery school
- 22 hours in primary school
- 18 hours in secondary school

When the effective lesson hours in class do not reach these quotas, the teacher must complete it with temporary work hours (substitution of a colleague) or with integrative didactic activities. With the autonomy reform, these activities and the related amount of hours can be redistributed and organised on the basis of a flexibility criterion, planned in compliance with the regulations in force. Flexibility, if accurately applied, permits an improved distribution of the working hours respecting the real didactic needs, that is the one effectively applied in every single class,

The duration of a lesson is 60 minutes. Should any reduction be deliberated for didactic reasons, teachers must make up for the fractions of hours within the activities indicated by the POF. When hours are reduced for other reasons than didactics (proven students' needs, for example for transportation problems) teachers are not obliged to make up for the reduced fractions of hours. In any case, hour reductions must not exceed 10 minutes.

Beside the weekly amount of hours, teachers must be available for their colleagues and for further class meetings 40 hours per year that will be defined according to needs. These hours that are added to the lesson hours - after subtracting annual leaves – approximately correspond to an average of 1 weekly hour (33 hours per year) even if they are not distributed in such an homogeneous way.

Within their curricular hours, teachers generally dedicate 1 additional weekly hour to liaising with the families, according to the criteria that must be fixed on the basis of the teachers' collegial meetings suggestions.

The school manager is in charge of arranging the related provisions for implementation, taking into account all the teachers' needs in terms of hours. However, the weekly meeting time cannot be a compulsory task of this service, as art. 41 of CCNL 1995 and 1999 do not fix any additional hours over the weekly limit, not even if these are remunerated hours. Therefore, this additional activity – if not possible within the weekly service hours for specific didactic needs – must be included in the collegial type activities up to a maximum of 40 hours per year.

Obviously, these contract-working hours are the basis on which must be added non-remunerated hours – necessary for the efficient implementation of duties and used for test correction and the preparation of didactics and lessons. These activities must be carried out at home, outside school, and that might more or less increase working hours.

Working hours (lessons) is the teachers' most delicate subject, which often gathers dissent and conflict at the level of both school and public opinion.

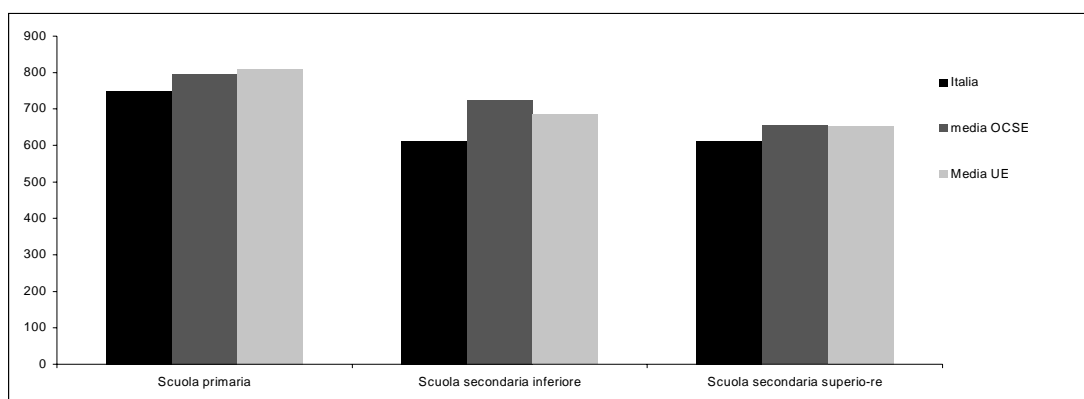
The number of working hours (lessons) must be relatively exiguous, and first of all, it must be sure and preliminarily defined. Teachers consider this as an indisputable right that they defend against any possible argumentation at the national level and of economic nature.

This aspect must be connected with the fact that most teachers are married women who consider that the time they spend in school is an obligation that is positively or negatively conditioning their family life. Some teachers contest the repeated attempts made to increase their working time, as it would subtract precious time to their cultural training and to the preparation of their lessons. Finally, all the teachers claim the excess of time dedicated to meetings and other extra tasks.

For all these reasons Italian teachers are not inclined to admit that their working hours for lessons are, as average, fewer that those of their European or OECD colleagues (see tab. 31).

Tab. 31 – Number of annual teaching hours - Italy and OECD/EU average

	Primary school	Junior high school	High school
Italy	748	612	612
OECD average	795.8	724.6	654.7
EU average	808.8	684.2	653.4



Miur, 2003

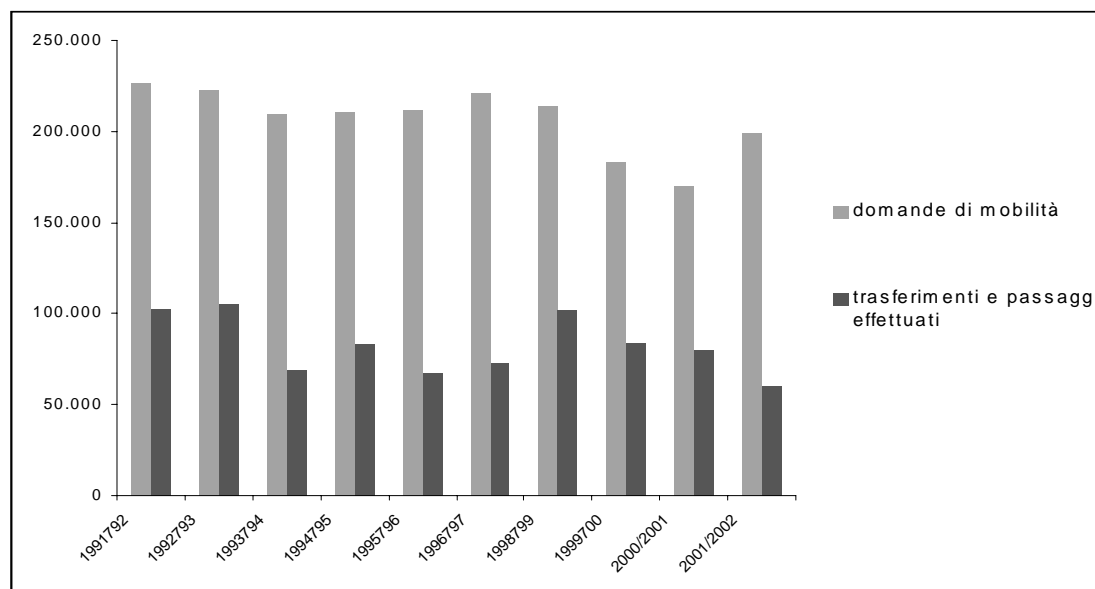
5.4. Mobility

Italian teachers consider that, together with remuneration and working hours, mobility is one of the most important professional aspects of their activity. In the course of time this aspect has enormously developed, and, as an average, is involving 1/5 of the category, in its three basic variants:

- geographic mobility (or *transfer*) from one location to the other (municipality, province, outside province);
- professional mobility for *passage of post*, that is changing in teaching subject (class of competition)
- professional mobility for *passage of role*, that is changing in school level or order.

During the school year 2000/2001 the number of applications was 198.993 in total and teachers that changed location or type of subject teaching 60,000 (30%). (see tab. 32):

**Tab. 32. – Mobility applications, transfers and passages completed (1991/92)
2001/2002**



Miur, 2001, our processing.

Part of this demand can be defined as 'stagnant' as it is destined to be recurrent. In fact, most applications are not accepted and probably only some of the remaining applications will be accepted assigning the required location.

An analysis of this phenomenon produces the following aspects:

- Professional qualifications (additional degrees, doctorate, specialisations etc.) are relatively important in determining the list ranking.
- There is no relationship between the frequency of mobility applications and the number of admissions to permanent posts. The phenomenon of mobility seems to be linked to the structural characteristics of recruiting and of attribution of permanent posts, therefore it is automatically self-increasing. This emerges in particular in the latest years with respect to the decreasing of posts.
- The transfer demand decreases according to the service seniority, however, it happened that most of the mobility demand was concentrated in the senior age area and, in any case, this correlation between mobility demand and seniority greatly varies from one province to another.
- Most mobility applications are transfer applications, however also the passage of level and to permanent posts is remarkable too. In any case, it seems that these two tools are scarcely used as means of location transfer.
- It is confirmed that, at the national level, the mobility application is mostly used by teachers admitted to permanent posts in the Northern area and who are trying to go back to their places of origin. However this is only a relatively negligible part of mobility demand, which is mainly concentrated in small towns towards the province

chief towns, and - in the case of inter-province mobility - between neighbouring provinces.

- There is a demand for mobility from one type of school to another that proves the existence of a school 'hierarchy'; the Classic Education appeal (Classic, scientific high schools and teaching high schools) is confirmed, as well as the pressure to leave vocational schools. Still, it is also evident that technical schools enjoy a relatively stable situation; in fact the demand for exit mobility is balanced by the demand for admission mobility.

Basically, it is clear now that mobility is an integrating part of the professional career; therefore, it is not a private phenomenon with more or less negative effects on the school service. In the post-war period (1947), posts in Bologna, Florence, Genoa, Milan, Naples, Palermo, Rome and Turin were not included in the regular competition examinations and transfers. 50% of these locations were assigned through a special competition based on qualification certificates and examination reserved to the teachers having matured at least 10 years of seniority, and the other 50% through a special competition based on qualification certificates and examination reserved to the permanent teachers with less than 10 years' seniority.

This mechanism was abolished in 1955. Today the situation is formally different, however the whole system of allocation of available posts has been gradually shaping according to a socio-economic, professional and logistic pass-list based on the territory and the type of school; this produces a series of effects similar to those foreseen in 1947: a long waiting list for the province chief towns, mainly ruled according to seniority, as it is the case of remuneration

With the exception of some particular situations, teachers' career is characterised by mobility, both territorial and professional. On the other hand, priority criteria today mostly take into account seniority more than the reunion with partners or assistance to children, and, in general, of family problems. In this way seniority, intended as the expression of one's profession, is a tool for the accumulation of points enabling to reduce family and personal uneasiness created by the same mechanism of allocation of permanent posts at the municipal, provincial and interprovincial level.

The remedial measures are marginal, even if important elements with respect to the basic mechanism, which inextricably blends the professional and the personal dimension.

The importance of mobility in the teachers' career structure substitutes the forms of merit career and is so great that it can distort those experiments that are insufficiently radical in this direction. Of course, many different countertendency factors may concur in individual situations:

- The teachers' and their families' residence in small centres will lead to make this location preferred to the province chief town (but at large, it is possible that the majority of teachers originates from big town universities, etc.);
- The good quality of the school and, therefore, of work might reduce teachers' mobility demand and, vice versa, the bad quality of school might increase the mobility demand toward other schools. The importance of school and of the type of school is confirmed by the fact that also in the mid and small-sized province chief towns or even in the province chief towns, characterised by a smaller number of schools, the mobility demand within the municipality is not a negligible one;
- The relationship with students and the desire to develop an in-school 'career' can attenuate the mobility demand. In this sense awards to stability can play a role.

Obviously, an improved policy of the area transportation system and of service planning (not only schools) a restructuring of the school distribution aimed at satisfying the logistical needs of both students and teachers, that are often in contradiction may reduce the tendency to utilising the mobility demand tool, which mostly occurs at the provincial level.

In fact, it seems that mobility is mostly linked to commuting and to the involved costs, in terms of time, energies and economic resources. Given that 10% of the teachers, as an average, apply for transfer from a municipality that is not a province chief town to another municipality of the same province (many of them presumably to the a chief town), and only less than 1% of permanent teachers in municipalities that are province chief towns apply to transfer to other municipalities of the same province, we can deduce that a great deal of commuting is practised by those who reside and live in municipalities that are province chief towns and have permanent posts in a different municipality of the same province. Another quota of commuting should be added to the above mentioned one, that is commuting of those who cannot apply for transfer because in the village or town where they live there are no schools where they could teach and who, anyway, prefers not to change their school. Commuting seems to be quite important for teachers, as it is for students; therefore, it is one of the qualifying aspects of school organisation.

It is obvious that the present school reform have the basic elements to influence teachers' mobility, also changing its significance. This is also the objective of enlargement of competition examination classes to a larger number of teachers and of the restructuring of school cycles.

School autonomy could create the condition for higher competition that will also emphasize a different capacity of schools to maintain (and appeal) teachers.

The connecting points between the School System, local authorities, (Regions and Provinces), Training System and Business System, that is the new relationship with the territory in which the School System is going to be challenged in the forthcoming years, will enable a transformation of the relationship between teachers and the area, thus influencing the mobility demand.

5.5. Duties and rights.

One basic element that must be kept in mind is that school teaching is a state employment; therefore it must comply with regulations establishing that it is incompatible with any other form of additional employment. However, other activities are absolutely also incompatible with teaching, for example any other state and private employment or business activity . On the contrary, compatible forms are freelance activities: in this case the one condition is that the school manager gives his authorisation and that neither the teaching activity nor the school working hours will be damaged anyhow.

Documentation

One of the formal obligations that teachers must perform, and that is part of what we can call their 'public officers in service' image, is the precise compilation of the personal register and the class register. These registers are not 'power' or 'deterrent' tools that teachers use to practise any form of control over students. Rather, they are official documents that must therefore be compiled in the clearest and most transparent way. Even if with different functions, they are a kind of class diary aimed at monitoring, if

necessary, the path of didactics, discipline and evaluation in all their aspects. They are also a means of communication linking school, its management, teaching staff and students. In conclusion, these registers keep teachers stick to their responsibilities.

In this light, students must also be kept informed of preliminary planning of the subjects that will be treated in the course of the year and of the effectively implementation of plans. Similarly, - in compliance with what is established and realised – students must be informed of marks when they are reported in the register. Therefore, the incomplete or wrong compilation of registers can give place to misunderstanding as regards the work of teachers involving students and is a serious ‘bureaucratic’ fault that can produce a sanction for the defaulting teacher.

Absence (sick and annual leave)

As every other worker, teachers, if on the one side are obliged to observe working hours, on the other side benefit from the right of being absent for a variety of reasons. Every absence must be justified according to a number of precise regulations and modalities. Otherwise, should the absence lack justification, teachers will be sanctioned and not only lose their remuneration right (for the absence period) but also their seniority right, being also submitted to disciplinary action and accusation.

According to the permanent work contract, teachers have the following rights:

a) *Sick leave*. Teachers being absent for sickness benefit from the right of keeping their post for a maximum period of 18 months over a 3-year service period. Any further absence for sickness will be possible after a second 3-year service period, other wise it would entail losing the right.

Moreover, absence for the first 18 months does not interrupt the maturation of seniority in all respects. The economic treatment for sickness absence is distributed as follows: total remuneration for the first 9 months; 90% of remuneration for the subsequent 3 months; 50% of remuneration for the remaining 6 months. What does materially happen in case of non-compliance ? If their teacher cannot start service again, and is declared unfit for fruitful work, the administration can conclude the work relation and pay the allowance for want of notice

b) *Annual leave*. Their total amount is 32 working days, except Sundays. Newly engaged teachers only have a 30-day leave, and only after 3-year service they will have 32 days. Annual leave must be taken only during the suspension of didactic activities, that is between July 1st and August 31st, but for teachers engaged with school leaving examinations; in fact their leave can start since the end of the above mentioned examinations and August 31st. Annual leave is granted by the school head master. In exceptional cases and for some objective service needs, annual leave might be granted in a period different from the one requested by teachers. In this case, teachers must receive return/travel and the allowance for the travel period. Teachers also enjoy the right of being paid if they have not had the possibility of taking their leave.

During the teaching period, teachers enjoy the right of a maximum 6-day leave; the condition is that the leave must not create service problems or additional expenses:

c) *Leave of absence*. Teachers enjoy the remunerated right to a maximum 8-day annual leave of absence to participate in competitive examinations, 3 days for mourning, 15 days for marriage, 3 days for family or personal reasons. In all these cases they are obliged to submit the relevant documentation. Both permanent teachers and teachers annually nominated by the CSA also enjoy the right to obtain short hour permits, which must not exceed half the daily hours and in any case not over 2 hours over the daily hours. In the

course of the school year teachers must not exceed their hour permits that is 25 hours in nursery schools, 24 in primary school and 18 in secondary schools. Moreover, these hours must be reintegrated after a maximum of 2 months, with temporary work or integrative didactic activities. If these conditions are not respected for the indirect non-availability of teachers, their salary will be docked of the amount corresponding to the hours obtained for permits.

Union representatives enjoy the right to temporary posting or semi posting, keeping their remuneration. Teachers enjoy the right of participating in union meetings for a maximum of 8 or 10 hours per year.

Part-time

Teaching staff with open-end contract can also be employed according to the so-called part time, that is a part time employment. The application must be submitted before March 15th, through the school head master, to the *Provveditorato agli studi* competent office of their province, or to the *Sovrintendenza regionale* regional office. The application will be automatically approved if in compliance with 25% of the total full time staff available for each class of competitive examination. Only $\frac{1}{4}$ of the teachers of each discipline will therefore be accepted in a determined period in a *part time* regime.

Part time must be quantified with a period of hours of service equal to 50% of the full time period, to be distributed in not less than 3 days per week. Teachers are not exempted from their teaching function activities: class meetings, teachers collegial meetings, meeting with families, commitments connected with planning and evaluation of didactics.

Anyway, the part time opportunity is very scarcely used by teachers and despite facilitations the number of part time teachers does not exceed 1% of the category (see tab. 33).

Tab. 33 – Permanent teachers in part-time regime

	With hours up to 50%					With hours over 50%				
	Nursery school	Primary school	Junior high school	High school	Total	Nursery school	Primary school	Junior high school	High school	total
NORTH WEST	11	1.118	419	949	2.497	308	297	640	1.229	2.474
NORTH EAST	5	864	279	840	1.988	248	286	482	918	1.934
CENTRE	7	241	202	555	1.005	83	55	256	527	921
SOUTH	1	71	96	332	500	21	9	151	220	401
ISLANDS	8	30	60	231	329	8	1	80	152	241
total	32	2,324	1,056	2,907	6,319	668	648	1,609	3.046	5.971

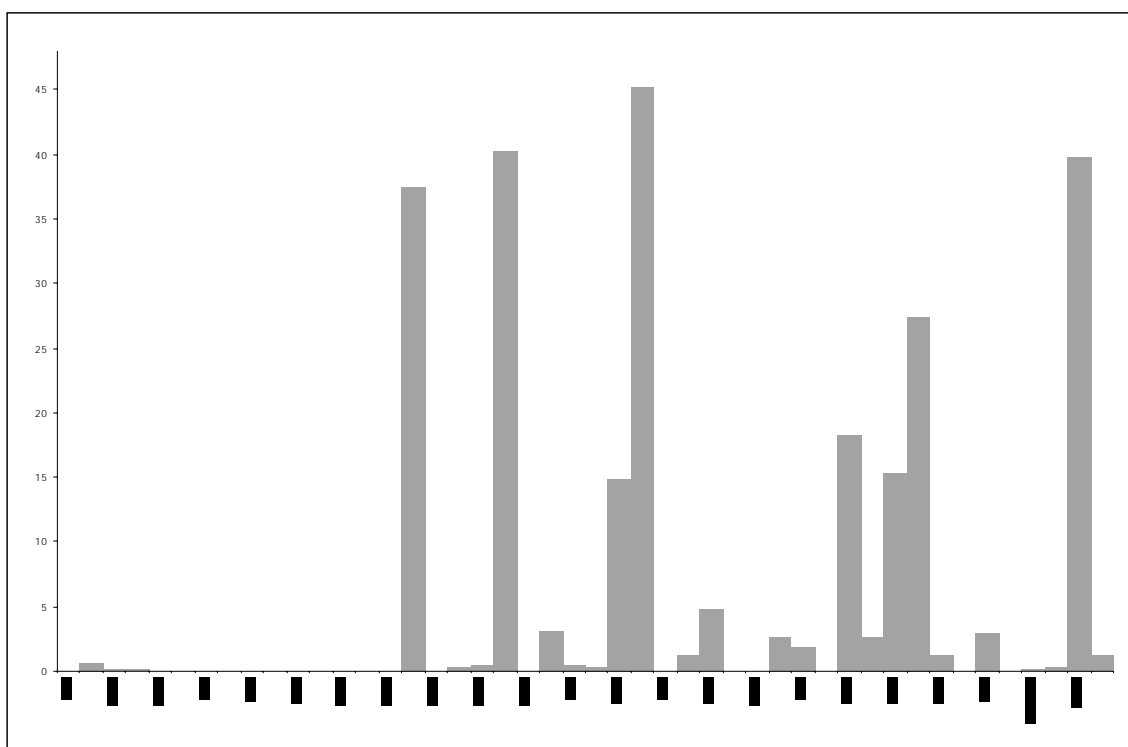
Part time has 2-year duration and allows performing other working activities, the condition is that they must be compatible and in compliance with the law according to the above mentioned criteria. Economic treatment for part time work is obviously calculated, in all its components, on the basis of the hours effectively worked. As regards retirement pay and social security, however, *part time* years are fully recognized.

5.6. Role of the social forces and related tendencies.

The above described conditions are the result of a lively union action, represented by the strike actions carried out in the latest years, under differently orientated governments, centre-right wing (1997-2001) or centre-left wing (from June 2001 on). Neither labour disputes rate (see tab. 34) nor the index of support to union (that in school is low if compared to other state employment sectors) indicate by themselves the force of union's proposals, but rather their capacity in defending labour conditions are considered precious to maintain the present level of the teachers condition (see tab. 35). In fact, labour disputes coincide with the union's claims for the renewal of the biennial contract.

Tab. 34 – Index of teachers’ labour disputes – support to one-day strikes (1999-2003)

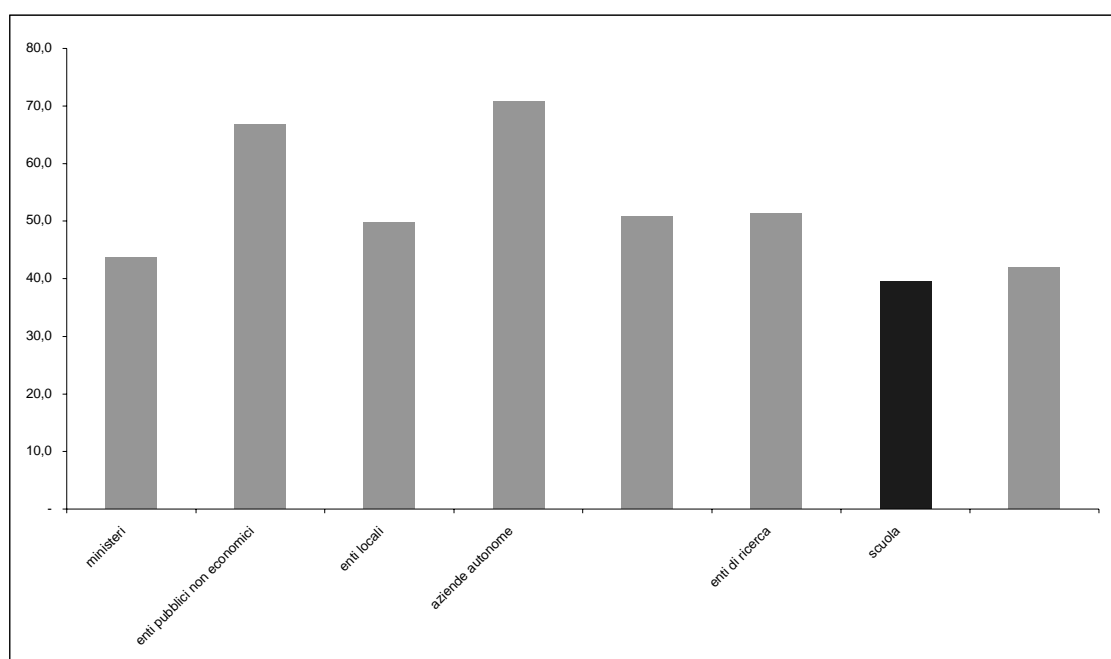
1999	%	2000	%	2001	%	2003	%	2002	%
08-oct-99	0.6	27-jan-00	0	19-oct	1.25	23- jan-03	0.2	15-feb	18.31
29-oct	0.18	01-feb	0	31-oct	4.76	24- jan	0.29	16-apr	2.58
09-nov	0.18	02-feb	0	05-nov	0	24-mar	39.78	14-ott	15.4
10-nov	0	03-feb	0	12-nov	0	02-apr	1.28	18-ott	27.44
13-nov	0	04-feb	0	12-nov	2.58			19-ott	1.25
14-dec	0	05-feb	0	14-dec	1.85			27-nov	0
18-dec	0	17-feb	37.51					06-dic	2.95
		31-mar	0						
		13-apr	0.31						
		29-apr	0.53						
		02-may	40.19						
		10-may	0						
		30-may	3.06						
		12-jun	0.42						
		13-jun	0.28						
		16-oct	14.82						
		20-oct	45.21						



Miur, our processing

Tab. 35 – Union representation rate in school in respect to state employees (1998)

Sectors	Employees	%	Union representation	
Ministries	265,718	10.1	116,158	43.7
Non economic public bodies	59,316	2.2	39,633	66.8
Local authorities	590,009	22.3	293,740	49.8
Independent enterprise	37,535	1.4	26,552	70.7
health	529,702	20.0	268,836	50.8
Research bodies	15,907	0.6	8,166	51.3
school	981,919	37.2	387,540	39.5
University	56,278	2.1	23,638	42.0
	2,536,384	96.0	1,164,263	45.9



Aran, 2000, our processing

The union's action succeeds in reaching remarkable positive results as far as regards teachers' labour organisation and the general conditions that make it appealing especially for women – in respect to other activities and professions of both state and private employment. The fore national contracting has obtained a considerable number of successful actions, which respond to long-term strategic policies and that have been the distinctive elements of the trade union's history for 30 years at least:

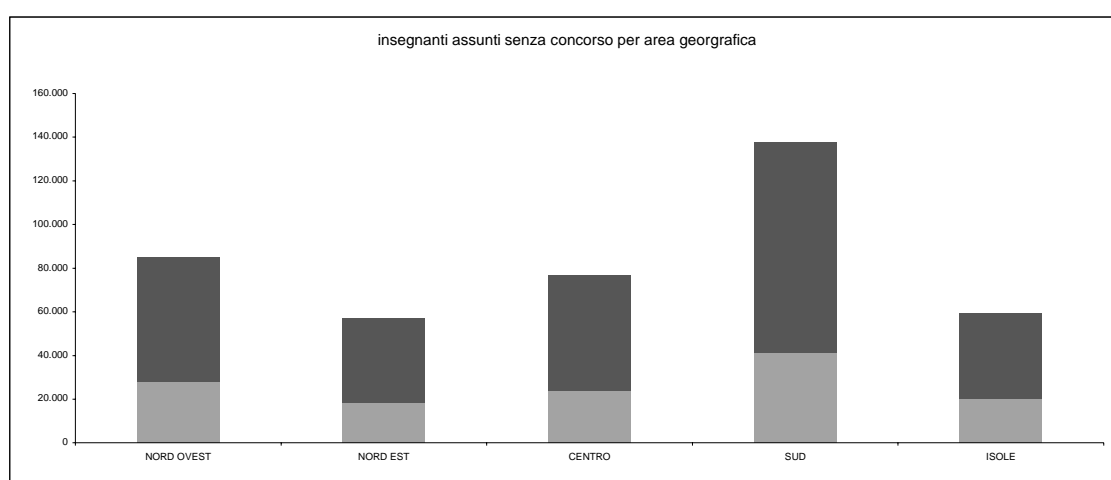
- 1) Keep *employment* at high levels, as an *independent variable* also in respect to the number of associates, through the control of the conditioning parameters (student/teacher relation, hours of lessons, size of classrooms, etc.). In this sense unions tend to extend their basis of representatives also to temporary teachers and to teachers who are searching for employment enrolled in permanent lists;
- 2) Keep *working hours* at low levels (today less than 18 hours per teacher as an average) both for lessons and for coordination activities or collegial work, mainly through controls made by the staff assembly (teachers' collegial meeting), with whom the

school manager must negotiate the definition of these conditions. An additional control is carried out by the school *RSU* representatives, watching over the distribution of incentives to all the school staff;

- 3) *unify remuneration and regulation conditions* of permanent staff and temporary staff in order to limit the advantage taken by the Administration in keeping the two contractual regimes separated aiming at reducing labour costs;
- 4) keep at relatively modest levels the *remuneration differences among the various professional levels* characterising the teacher function, aiming at limiting the risk of dispute among teachers, of possible internal divisions of the union or of escape towards other organisations (this happened with the school managers in the '90s);
- 5) accept a *differentiation of function*, but submitted to the condition that it is decided *a)* by the teachers' assembly (teacher's collegial body), *b)* on the basis of teachers' availability, *c)* for definite and limited periods (1 school year), *d)* with a modest remuneration as indemnity, and *e)* avoiding that the performing of this function may become a credit for any future and established career progression;
- 6) *improve and develop*, through subsequent contracts *all the schools* (labour conditions defined by CCNL), that have traditionally made the union's role important for the teachers' eyes, first of all geographic and professional mobility, working hours and the regime of leaves which is more advantageous than the regimes of state and private sectors;
- 7) keep *salary increase* separate from efficiency criteria (relation between remuneration and labour condition), from productivity (relation between worked hours and remuneration), and finally from the evaluation of the performance, opposed by the majority of teachers;
- 8) keep the *control of contract conditions at a central level*, leaving little space to discretion of administrative managers and in particular of school managers in each school, giving the *application* value of the national contract to the decentralised or integrative contracts, without the parties' *autonomy* in contracting some strategical aspects of the labour conditions at the local area level (Region and school).
- 9) promote, also through the legislative action – as it was in the past – the maximum fluidity in accessing the profession, in order to satisfy the needs of a market in which is still prevailing an abundant offer of non qualified staff, but still cumulates – through temporary employment (substitutions) – a labour experience that intends to emphasize in the labour market, in competition with the qualified offer coming from the Schools of Specialisation (SSIS). This operation was successful in the past, as indicated by the data gathered on the modalities of staff recruitment which is today in service, in which 56% of teachers (half of them in the South and in the Islands) did not participate in any competitive examination for admission to school permanent posts (see tab. 36).

Tab. 36 – Permanent teachers by recruitment modality and by geographic area (2002)

Geographic area	Certif. only	%	Cert. & exams	%	law	%	Total	%
NORTH WEST	27,890	21.1	74,769	22.9	57,114	20.1	159,773	21.5
NORTH EAST	18,382	13.9	48,587	14.9	38,623	13.6	105,592	14.2
CENTRE	24,065	18.2	61,473	18.9	152,787	18.58	138,325	18.6
SOUTH	41,551	31.5	94,375	29.0	96,311	33.9	232,237	31.3
ISLANDS	20,156	15.3	46,689	14.3	39,214	13.8	106,059	14.3
total	132,044	17.8	325,893	43.9	284,049	38.3	741,986	100.0



Miur, 2002, our processing

No doubt this strategy has been successful till now, and has enabled Italian teachers to enjoy more favourable work conditions if compared to those of their European colleagues and also to the average of the OECD countries. Also as regards remuneration, which is usually considered as the weak point of this strategy, if it is calculated as we have indicated with respect to the effective working hours, the Italian teachers' global advantage is evident.

Which is then the reason of the Italian teacher discontent?

Many voices today, and most of all scientific research public opinion and professional associations, are wondering if this way – which was successful - is the right way. In fact, for every successful action of the unions there is a critical aspect for teachers:

- Staff underemployment entails a continuous professional setback, in fact the ever increasing costs, with respect to the global expenditure for education, reduce the resources made available for the qualifications of teachers (selection, training, updating, research, facilities, buildings);
- High geographic mobility of teachers, satisfies an individual aspiration, though it does link neither with professional development nor with the quality of teaching;
- Centralisation of contracting corresponds to the present centralisation of the administration, though it does make it harder solving problems that are peculiar to the

area, and that respond to staff needs that the central level cannot foresee in their entirety;

- d) Uniformity pay, gives space to disparities among teachers mainly neglecting competences, attitudes, and aspirations of a remarkable part of teachers, as indicated by the fact that some teachers are searching for alternatives outside school;
- e) Differentiations of function are almost always made on the basis of needs that arise outside classrooms (not in the direct teaching activity) for tasks that concern some negligible aspects of teaching, while teachers would need – as it is widely agreed – experienced colleagues to help them improving their daily work.

Basically, the union's action, which is often coherently accompanied by the political and legislative initiative, shows that its idea of teaching is static for which it seems to have found an appropriate solution by gradually and constantly improving the operational conditions. However, the most neglected element is the lack of the responsibility dimension, which in the course of time was reduced – notwithstanding the autonomy granted to schools and to the management role entrusted to school headmasters, as the gradual disappearance of the evaluation dimension in teaching is indicating (see tab. 37)

Tab. 37 - Gradual elimination of teachers' evaluation function in Italy (1974-2003)

Typology	Notes
Competitive examination by distinct merit	Not in use since the '70s. It was used to accelerate economic progression and consisted in a competitive examination on the relevant disciplines
Profile of career by merit	Non application
Salary career	By seniority without evaluation
In class visit	Only in case of serious inefficiency teachers. Carried out by inspectors
Inspection visit	Only in case of serious inefficiency in presence of parents' reports and protests
Qualification notes	Abrogation in 1974, it was an annual merit note issued by school managers
Service evaluation committee	In charge of verifying correctness in procedures for confirmation of teachers' permanent employment during trial period. No intervention on teachers' efficiency
Eligibility opinion for participation in competitive exam. Commissions	Not in use anymore
Eligibility opinion for participation in State final examination Commissions	Not in use anymore
Internal evaluation through competitive examination	Failed (1998) because of teachers' opposition

Miur, our processing

Additions were made instead of substitutions, thus producing indeterminateness. As a matter of fact, teachers are satisfied with their contractual positions, however, they

perceive, with stronger and stronger suffering, that their prestige, social image, satisfaction for their work, confidence in students are on the wane.

It is evident that this might not be the right path. However the difficulties in developing the teachers' life conditions are essentially due to the fact that role and social function are not clearly defined. It was a limited view of the policies regulating teaching, in the latest decades in particular that did not facilitate the emersion of a highly competent professional profile, thus rescuing teaching from the drift of disqualification. This was probably caused after that a gap was created between school and university, which reduced to exceptional cases the passage from a segment of the education system to the other and in particular from schools to university.

In the course of the 20th century, the debate on the profile of teachers was conditioned by a discussion that has been increasingly emphasizing the cultural aspects (what is to be taught and the professional aspects (how to teach). Confusion and ambiguity were produced by this contrast. Today everybody can clearly see that the idea of a positive evolution of the teaching profession would be possible only if a high cultural profile is well established and if at the same time the valuable aspects of a specific professional culture are improved.

Some contingent reasons – such as the rapid quantitative growth of the school population between the second half of the '60s and the subsequent decade and, as a consequence, the recourse to exceptional recruitment procedures (amnesties) – may in part explain the difficulty of balancing the professional and cultural aspects within the teachers profile.

This would be only a partial explanation, as it does not take into consideration the effects produced in the course of the 20th century by the interruption of the virtuous link between educational research and teaching. Education is still trying to set itself free from the consequences of the long season of idealism and of its involvements in term of reduction of the pedagogic culture to the mere philosophic speculation. Theoretical legitimacy was denied to the empirical and experimental research on education, thus reducing the support to the teachers' activity to a more and more exhausted reiteration of generic formulas and ideological recalls. The responsibility of the idealistic culture is even grater if one considers that in the decades following the Italian Unity

there had been a great progress in the scope of education in fact mostly based on the favourable relations between the cognitive commitment that was expressing itself in the new human sciences and the practices of school education. The teachers activity coincided with the idea of progress that was growing through the development of education and people were also conscious that this affirmation would be allowed by the research progress. School was growing and together with school the life expectation of young people and children.

In the latest decade there has been an anxious recovery of the positions that in the meanwhile the international research had reached in the sector of human sciences. The recovery has given its most remarkable results in the fields of psychology and pedagogy. Teaching has gone on deteriorating as it has lost its way about the contents of this activity and the lack of systematic supporting because of elements. In this way it happened that teachers have finally been asked to do everything, in the name of a generic educational idea according to which school should give a response to all the unresolved problems of society. The cultural competence of teachers has finally been confined to the backstage. Teachers have not been able to produce a professional group formed by experts of the various sectors; their social vocation was solicited instead. Today, as regards the contents

of this activity, most of us are conscious that a professional recovery of teachers can be expected if two conditions will be realised:

1. the first condition is that the profession be supported by an adequate research apparatus, capable of producing the knowledge and technical supports enabling to respond to complex and rapidly transforming needs of education in the present world;
2. the second condition is that teachers must be required to do what they are able to do, stopping considering school as the place for the compensation of the civil society discomfort and contradictions.

These are both difficult conditions to be realised also because attention is still being mainly paid to the relational sensitiveness and to other personal characteristics of teachers, accompanied by the generic recognition of the essentiality of their task.

It is now starting the discussion – not only at a specialistic level (psychologists, sociologists, pedagogues) but also among the professional assertions – over some themes that could represent – also as a consequence of the international debate on students' results – some important questions like:

- *the teacher career* (and, therefore, their evaluation), that must not be defined by means of a contract (obviously on this the unions' opinion is different), but by law, named the *nuovo stato giuridico* della professione, (the new juridical status of the teachers profession) launched through the *ad hoc* creation of a commission that should analyse the problems of the deontological code (see annex 4);
- *the articulation of the didactic function of teachers* into diversified figures for support, tutoring, coordination of the didactic activity, in order to grant support to the continuous professional training of teachers and to the development of the quality of their work;
- the linkage of a quota of the *remuneration to objective parameters and criteria of productivity*;
- a more for ranging *role of schools* (and of school managers) as regards the management of staff and of the professional development, also through the decentralisation of the administration and the recognized competences of local authorities;
- a gradual attenuation of the frequency of *mobility* aimed at positively link this professional development to the identity of school and to its project (POF);
- the *initial professional training* that establishes a balance between the cultural dimension of the research on disciplines and the typically professional dimension (didactics);
- the redesigning of the entire apparatus that is today engaged in the research over education and consequently, more attention to be paid to the international comparison and confrontation (OECD, Eurydice, etc.);
- the transformation of the traditional competitive examination and selection into the new forms of recruiting.

The existing tendencies are the sign of a renewed attention for school, which not only needs new resources but also a social climate positively oriented towards teachers and their activity.

Conclusions

The description of the teachers condition clearly shows that this profession is going through a deep crisis as regards both identity and role. The great changes of functions and social objectives assigned to school, where teachers are daily committed, have not met adequate responses in terms of building up of a new professionalism. This is basically why this activity is still bringing about the serious problems affecting the labour market, condition and image and that have not been resolved yet. The most important problems must be listed and resumed at the conclusion of this report.

1. Italian teachers are insufficiently remunerated, especially if their salary is compared with that of their European colleagues.

It is a complex task to compare the salary of Italian teachers with that of their colleagues abroad, as it is necessary to take into consideration a series of important variables involved as for example, their diplomas and education and training that are necessary to be a qualified teacher, the remuneration progressive scale linked to the years of activity, the number of worked hours, the retirement schemes and more in general of the economic treatment of other state employees.

Moreover, it is only recently that to be a qualified teacher our law requires not only a university degree but also a specialisation *master*. For a long time there has not been a regular call for the selection, thus encouraging the phenomenon of temporary employment that was cyclically attenuated by amnesties that have brought about in school a staff that is not always sufficiently qualified. In fact less than 40% of the Italian teaching staff have not undergone a regular selection based on qualifications and examination, still they are permanent teachers; the percentage is even worse in the secondary level.

Salaries are lower than those of the average EU levels. However, it must be pointed out that on the basis of the last contract (1999/2000) provisions the remuneration has increased and over doubled the GDP increase. Therefore, at the international level, the Italian teachers position may have improved.

On the other side, one must also point out that the Italian teachers workload is sensibly lower than that of the European average. Therefore they have a more modest still decorous remuneration if one considers their conditions of service.

According to the XXIX Censis report, the numerous guarantees and favours granted are opposed to the low remuneration and absence of career opportunities and incentives. No surprise then if three teachers out of four – if they had an opportunity to change – would choose the same profession again and if a remarkable share would not hesitate to propose the same choice to a young friend.

The explanation for the low level of remuneration in respect to the high cost of education per student is given if one considers the low student/teacher ratio and the remarkable number of hours of lesson scheduled for students, combined with a teaching timetable which is lower if compared with the international average.

However, even if one considers that the number of teachers' hours of lesson is lower than the European average, the position of their remuneration within the international framework is at the last places of the scale, though similar to that of other European countries.

The level of remuneration, together with work hours represents a determinant factor in the selection of candidates for this profession as it also influences the composition, and the quality, of the teaching staff.

2. In Italy teachers are mostly women

In Italy, more than in the other European countries, at all levels of education, teaching is a profession mostly carried out by women, even if the percentage of man teachers is growing at the upper levels of education.

3. Italian teachers, as an average, are older than in the other European countries

The Italian teaching staff is among the oldest ones in the European Union. Only 4,7% of primary school teachers are less than 30 years old and over 85% of the secondary school teachers are older than 40, the highest percentage in Europe.

Between 1995/96 and 2005/06 one teacher out of three will be retired or retiring, while in most European countries teachers near to retirement are one out of five.

4. The social level of teachers tends to lower.

All sociological researches have pointed out this trend in all the countries where a research was carried out on teachers. Therefore, it is not only an Italian peculiarity, but also a phenomenon pointing out the scarce social desirability for this profession.

Especially sons (and the daughters) of leading classes perceive the perspective of becoming teachers as a way to declassing; therefore they tend to leave out this opportunity.

One of the effects brought about by this trend is the reduction of social gap between teachers and students from the medium-low classes (with a possible reduction of "cultural disadvantage" of the latter). On the other hand there is a wider gap between teachers and students of the medium-upper class (which ends in a consequently "reduced respectful attitude" of the upper classes towards their teachers). This trend is reproduced also at the level of marriage, where teachers (especially male) are scarcely desirable as partners by those who already are or are trying to reach the upper levels of the social ladder.

5) A remarkable share of teachers perceives a prestige falling-off of their profession

Pessimism is dominating among teachers. Also in this case the phenomenon is perceived also abroad. Probably in Italy this trend is more accentuated because of the scarce social recognition of the value of this profession in terms of both material and symbolic rewards. Pessimism in this profession reverses on the surrounding environment where teachers see

that the successful “values” are those that they do not approve, while the values they consider positive seem to be on the wane.

Therefore the value framework characterised by pessimism that had been highlighted by researches carried out on the Italian teachers late in the ‘80s is confirmed. This “syndrome” does not seem to have affected - at least in part - nursery school teachers and, in a lower measure, primary school teachers.

6) Pessimism on the decreasing prestige of this profession does not make most teachers regret of their professional choice.

Despite the expressions of discomfort, many signs of professional satisfactions can be perceived. In fact, it seems that pessimism may have become a stereotyped attitude causing teachers’ uneasiness in social life with relatives, friends and colleagues, if they do not complain about their condition.

7) Most Italian teachers consider themselves as state employees; on the contrary, they would like to be professional persons

The sociological research enlightens a remarkable gap between being a teacher and having to be a teacher. At the same time this gap reveals also a remarkably stressed demand for professionalism. One of the most serious sources of frustration of the teaching staff is that they feel part of a bureaucratic body in which the development of professionalism is hampered.

One of the components of the teachers’ uneasiness and the fact they live their profession as in “social decline” is that they are aware that the “professional training” they received was not rigorous.

The lack of professional training is added to the fact that a great number of teachers know that they have approached this world without going through a rigorous selection.

8) The professional training of teachers is insufficient.

Professional training is considered insufficient not so much (and not only) as regards the specific discipline contents of the subjects that are taught, but as far as the problems related with education, pedagogy and mainly with didactics are concerned.

High school teachers, in particular, complain they have difficulties in the relationship with teenagers and young people who attend their classes. However, the research also indicates that the situation has slightly improved with respect to some years ago.

Teachers have faced their lack of specific initial training, by toning more or less voluntary in-service training activities that they have massively attended in the last decade. These professional updating activities have often been criticised as regards their modality of implementation, however, as a whole, most teachers think they have been useful.

It is also true that science of education is not sufficiently developed in our country and therefore it is difficult to find somebody who is really able to teach to teachers. However, nobody can deny that professional updating was a response, even if not complete, to a real need for professional training.

9) The Italian teacher has no career expectations

The basically bureaucratic structure regulating the teacher “career” does not bring any advantage to the revaluation of the social prestige of teachers. The structure is neither equipped with sufficiently rigorous admission filters nor with efficient monitoring tools, nor with an articulated progression design.

There cannot be any bright prestige in a profession that keeps at the same level those who commit themselves and produce good results and those who try not to commit themselves at all, thus deceiving their “final users”. Excellence - if recognized - is reflected also on those who are not excellent. In absence of recognizance, there are basic incentives for an excellent performance. Teachers know that the re-qualification of their profession must inevitably go through the introduction of tools for the evaluation of quality and professional commitment. This is a very serious and delicate subject on which the attempts to apply a union agreement that was very innovative in the Italian context have run aground and which envisaged to link economic improvement to merit and commitment

10) The teachers didactics is essentially traditional

Daily practice of didactics is mostly carried out through traditional modalities such as whole class lessons, oral and written tests. Active didactics, group work, *cooperative learning* are forms that are beginning to be more frequent in nursery and primary school, while they are still rare experiences in the secondary school. Teachers complain about a remarkable increase in work not directly carried out in classes (i.e. planning with colleagues) and a considerable open-mindedness regarding new information technologies and communication. From this point of view the impression is that teachers are aware of the need of innovation and, at the same time, they resist in front of tasks for which they do not feel professionally prepared.

11) Teachers are open to changes

Most teachers are in favour of the reforms tending to reduce the bureaucratic centralisation for the management of the school system thus giving more autonomy to the local decision-making and to single schools. More perplexities and less consent are expressed for the design of school reform. Anyway only a small number of teachers seem to be sufficiently informed on the reforms under consideration. The number of teachers with no opinion is still very high. The less motivated teachers, more pessimistic on the destiny of their profession, are more prone to develop opinions that are opposite or indifferent to reforms.

In this global framework of crisis and opportunities, the initiatives that are going to be launched in Italy aim at attaining the following results:

1. Improvement of the economic conditions, through a more efficient management of the staff, with close reference to the European parameters;
2. Modification of the selection and recruitment system (article 5 law 53, 28 March 2003), with the provision of a biennial period of professional in-service training;
3. Training carried out with new methodologies and tools (*e-learning*), as it was done successfully for 60,000 newly appointed teachers in the school year 2001/02;

4. Introduction of an awarding system for the evaluation of excellence as indicated in the new ARAN provision, in view of the renewal of the teaching staff CCNL 2001-2003;
5. Introduction, through the same above-mentioned contract tool, of a real career that - beside the guarantee of an automatic progression - grants a differential with respect to competences and merit;
6. Articulation of the teaching function in the professional persons called for the support and coordination of the school didactics and organisation
7. Introduction of professionalism elements, such as the deontological code (see Annex 3) of the teaching profession, in the framework of a revision of the existing representation system (collective bodies) of the category and of the legal status of teachers.

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ANNEX

Annex 1

The reform of the Italian education and professional training system

The Italian Parliament has recently approved, under the title “*Norme generali sull’istruzione e livelli essenziali delle prestazioni in materia di istruzione e di formazione professionale*” (General regulations on education and basic levels of performance regarding education and vocational training), the delegated law (n.53, 28 March 2003) for the reform of school levels.

The articulated text gives the provisions for a national system of education and vocational training intended to:

- *Make sure that everybody is given equal opportunities of reaching high cultural levels and developing capacities and skills enabling the attainment of social and labour opportunities;*
- *Promote the attainment of a spiritual and moral preparation of the young generations, also inspired by the principles of the Constitution;*
- *Guarantee that young people enjoy equal opportunities of educational and vocational training through the right-duty to education and vocational training for at least 12 years;*
- *Facilitate families with their educational choice;*
- *Promote lifelong learning.*

The system

The structure of the new system is on *three levels of education* plus a parallel *vocational training channel*.

The first segment is Nursery School, spread over 3 years for aged 3-5 years; *not compulsory*.

When fully applied, also children born within April 30th of the reference year will be allowed to enrol; in these terms, starting is gradual and initially it envisages possible anticipation only for children born within February 28th.

The right-duty of education and training starts at 6 year of age with the first cycle, that is primary school and 1st level of secondary school.

Primary school (now called elementary school) is compulsory, with enrolment *aged for 6 years*. Also in this case it will be possible to *anticipate* for the children aged 6 years within

April 30 of the reference year; also in this case starting is gradual and initially it envisages possible anticipation only for children born within February 28th.

This course is divided into “*didactic terms*” formed by a first year and *two biennial terms*. The most important innovations in contents are as follows:

- Introduction of a *European Union foreign language*, since the first year of the curriculum;
- *Computer literacy*, since the first year;
- *Addition of final examination* after five years.

The 1st level of Secondary school completes this first cycle; it maintains its *3-year duration*, is divided in a *biennial and one final year* course aimed at orientation, characterise by:

- Introduction of a *second European Union foreign language*;
- Specialisation in the use of *information technology*;
- *School guidance* to choose the subsequent period of courses.

The first cycle ends with a *leavings-school examination*, for which reformulation is being planned to include also a test at the national level.

After this first cycle, the education/vocational training right-duty goes on until reach 18 years of age, or in any case till a professional qualification is obtained within that term. The so-called “*education/ vocational training right-duty for 12 years at least*” is thus completed. The completion is made within the *second cycle*, divided into two education channels: secondary schools (*licei*) and vocational training schools. These two systems can communicate through *personalised paths* enabling students to pass from one channel to the other.

At the end of the first cycle, students will be asked to choose their secondary education channel (*licei*) like in secondary school system education or in the vocational training channel. They will always be granted the possibility of changing their choice with the assistance of school authorities.

Secondary schools (*licei*), *5-year course*, offer *8 orientations*: *art* (with sub-orientations); *classic, economic* (with sub-orientations), *languages, music and dancing, scientific, technological* (with sub-orientations), *human science*;

each orientation is spread over *two biennial courses and one final year course* for the final disciplinary specialisation and orientation towards further educational paths.

A *school leaving examination* will conclude the secondary school it will be further modified, as changes which are still undergoing analysis. The school leaving examination is the necessary qualification to go on with university or with other higher levels of training (IFTS). As regards this second opportunity access is allowed to students coming from the education/ vocational training channel, no school leaving examination will be required, provided that a fifth additional year of training is duly completed.

The school leaving examination can be taken also by the students coming from the education/ vocational training channel on condition they have obtained certificates for at

least four years and have completed the additional year of preparation. External candidates will have access to examinations as before.

The duration of the education/ vocational training is variable, from a *minimum of 3 years* needed to obtain a qualification that can introduce to work and is recognized at the national and European level, provided that the minimum national parameters of quality are respected.

According to the *Legge costituzionale* (constitutional law) n. 3/2001 that modified articles 117 and 118 of the Constitution, Regions are exclusively competent for this segment of education, except for the definition of minimum quality standards of the professional training paths, to grant the circularity and “*sensibility*” of the certificates obtained.

Since when they are aged 15, students can choose among a range of *various modalities of learning*, independently from the type of channel: *full-time study*; *sandwich courses* with stages in cultural, social, and productive realities; *apprenticeship*.

By means of *ad hoc “realignment”* structures schools will always grant students the possibility to pass from one channel to the other and from one orientation to the other within the same channel.

With the concept of right-duty to education and vocational training for 12 year at least, the facilitated circularity among education and vocational training and the promotion of paths based on the modernisation of competences, the Italian legislator thinks to have made the structure of the system functional to the objective, that is the attainment of high cultural and training levels, and at the same time laying the bases for the increased value of *lifelong learning*.

The qualifying subjects of the reform

The qualifying aspects of the reform are mainly indicated in some innovations as regards both structure and contents.

A very important aspect is the new concept of right-duty to education and vocational training for 12 years at least introduced of the law art. 2.

The purpose was to overcome the division between compulsory education and compulsory vocational educational training ; *it redefines and develops the range of both these aspects* with the purpose of:

- *Establishing equity among education channels*
- *Granting the educational success* to all young people.

It is fully integrated in the new constitutional legislation:

- It appears as a “*right to education and vocational training for 12 years at least or, anyway till a qualification is obtained within 18 years of age*”

- It creates a new *right of citizenship*, passing from the *passive concept of obligation* to the *active concept of right-duty*
- It is a *legislatively sanctioned duty*.

The structural introduction of the so-called “new languages” is the visiting card to the process of modernisation that this law is launching:

- *one European Union language and computer literacy*, since the first year of the first cycle
- *one additional community language* from the beginning of 1st level of secondary school

Structural flexibility has a special first place:

- *realised through the plurality of education channels* and within the paths
- *made concrete in the personalised plans of study* through both optional and facultative disciplinary quotas,
- *legitimated* by an active system of *certified credits*,
- *guaranteed* through *the reversibility of choice*.

An additional visiting card is the portfolio of competences, which consists of :

- personal assessment;
- school guidance

that will accompany each student along the education and vocational training system *from 3 to 18 years*. This is a structural element for continuity within the system.

The introduction of the sandwich courses is very important as it is an opportunity for the students which aim at making use of the great training potential of the world of production, professions and services for their own education.

This option was introduced into the institutional education system to *structurally facilitate the meeting of students and work environment* organised in the shape of training environments.

Sandwich courses introduced into a *designed training path, implemented and evaluated by the school or by the training institution*.

It must not be confused with apprenticeship, which is a matter already submitted to contracting and will be considered a work modality to all effects.

The reform project pays particular attention to the equal dignity of the two channels: education (licei) and education/vocational training, considered as a *strategic choice*. The second channel is called to develop as regards both quality and quantity (*today* in Italy vocational training is a residual path, confined to 6÷8% of the young population).

A “binary model” is envisaged with parallel and distinct paths, *that will constantly grant the opportunity to pass* from one to the other; both of them allow to access the higher level of professional and academic education, through ad hoc “*realignments*”.

The regional quota of study plans is created, with the guarantee that school autonomy of all institutions will be respected, the study plans will include a *basic homogeneous at the national level core*, and a *quota reserved to the regions*, connected with the specific local interests that have not yet been quantified.

A biennial assessment to reach the subsequent didactic level will correspond to the biennial didactic terms, which introduce a new internal division of the education paths; it will be *elbowed by the traditional periodical and annual assessment* and is as usual entrusted to the *professional responsibility of teachers*.

The concept is to offer more relaxed time to learning and recovery of deficiencies, and should introduce an evaluation system for the passage to the subsequent biennial term that be more rigorous and sure than the present system of *school credits and debts*.

The periodical and annual evaluation is applied again also to the students behaviour, through the reintroduction of a mark for behaviour.

The introduction of a Sistema Nazionale di Valutazione (National System of Evaluation) able to periodically intervene both in the education/training paths and at the conclusion, represented by the school leaving examination, *is envisaged for the sustainability and monitoring of the innovation process*. Basically the System will have to check both the level of knowledge and skills acquired by students and the overall quality of the education offer of the institutions in charge of school and training.

Last but not least a deep revision of the discipline regulating the initial training and recruitment of teachers is announced.

Bearing in mind that equal dignity must be affirmed in the initial training of all the teaching staff, and always granting the coherence of the different paths with respect to the various school levels, the Italian reform proposes a *laurea triennale disciplinare* (triennial disciplinary degree) and a subsequent course for a *laurea specialistica abilitante all'insegnamento* (*specialisation degree for qualification to teach*) characterized by a *prevalent disciplinary training*; the subsequent step will be a *compulsory post-degree training* period, realised in the school structure through *ad hoc training/work contracts* and under the direction or expert *tutors*.

Still as regards university, *teachers in service* will acquire further *credits* that will be useful for the development and increased value of their *career*.

Timing and procedures

The delegated law approved by the Parliament is just at the beginning; the Government, and in particular the Minister of Education must translate it in a series of secondary application regulations. Application may take some years.

The only immediately applicable innovation at the operational level is the one regarding the anticipated enrolment in nursery schools and primary schools, ready to be *applicable from the forthcoming school year*; as soon as the *Gazzetta Ufficiale* (Official Gazette) will publish it, it was emanated a ministerial circular letter that reopened the terms for enrolment and fixed the gradual anticipation rules.

The *first commitment delegated* to the Minister of Education is to prepare *within 90 days from the enforcement* of the law a programmatic plan of financial interventions for the support of:

- the interventions regarding the *reform of levels*, including the increased value of school autonomy;
- creation of the *Servizio nazionale di valutazione* (national service of Evaluation) for the school and training system;
- development of *multimedia technologies and computer literacy*;
- development of *motorial and ludic-sport activities* for students;
- initiatives for the *professional increased value* and the *initial and continuous training* of the school staff;
- participation in the reimbursement of the expenses for *professional self-updating* charged on teachers;
- interventions against *school dropout* and in favour of the *right-duty of education and professional training*;
- interventions for the development of *High Technical Education and Training* and for *Adult Education*;
- Intervention for the *school building*.

Within 24 months from the publication of the law the Government will adopt the legislative decrees for the definition of:

- *The General regulations for education*, including *modalities and timing* for implementation;
- The Regulations for the *evaluation of the system of education* and;
- The Regulations for *sandwich course*;
- The Regulations for the *initial and in service training for teachers*;
- The *basic levels of performance as regards education and professional training*;

and regulations for:

- *Plans of study*, including *the specific objectives for learning the disciplines of the national quota, timing and internal limits of flexibility*;
- *Minimum educational standards*;
- Modalities of *passage among systems* and for the *certification of school credits*.

The financial constraints

Art. 7, concerning the final and application provisions, in item 5, identifies the *financial charges* for the application of the reform at the level of *nursery and primary school*; at the same time and only for this part, indicates the corresponding budget covering.

As no financial allocation for the reform is contained in the financial law for 2003, it is expected that it will not be possible to launch the other innovations of the law before the school year 2004/05.

The constraints presented for the approval by the *Commissione Bilancio* of the Chamber of Deputies establish that the legislative decrees for application of the reform determining “*new or heavier financial charges for public finance*” can be emanated “*after the enforcement of the legislative provisions for the allotment of the necessary financial resources*”; therefore, all the rest of the reform is *conditioned* by the available resources of the balance and, most of all by the political will to proceed with the application.

Immediately applicable abrogations

The last paragraph of item 3 art. 5 abrogates the qualifying function of the competitive exam for teaching in *nursery and primary schools*, and directly attributes it to university finals at the end of the respective university course in Science of Primary Education. In this way, the provisions for competitive exam are reduced exclusively to a procedure with qualification certificates to access teachers’ posts.

The penultimate item of art. 7 definitely abrogates the law n. 30/2000 on school cycles of Berlinguer-De Mauro. This is a necessary action, as now the law 30 was incomplete and not applicable, after the modifications made to Part V of the Constitution.

The last item of art. 7 abrogates the law n. 9/1999 that established the extension of 10 years of compulsory school. The 8 years fixed by art. 34 of the Constitution are now re-included and overcome by the new and broader concept of right duty to *education and vocational training for 12 years at least*, introduced by the law with the extension of the compulsory school to the entire secondary path of education (licei) and education and vocational training.

Evaluations

There were many comments and evaluations on this reform. The representatives of the opposition and of the *Consiglio nazionale della Pubblica Istruzione* – who had opposed a negative opinion also to the reform of the former Ministro Berlinguer – that are obliged to express their opinion, though not a binding opinion, on the law-bill, do not appreciate the method of delegated law (and which is more, as large as the one envisaged) of Parliament to the Government in such an important matter. Recourse to delegated law is legitimate from the parliamentary and political point of view, but it seems that this Government is often making recourse to this form, not giving the appropriate importance to the role of the Parliament.

The decision that raised many negative comments was that of proposing that children aged 2½ years could start school and consequently primary school at 5½. One may think that all parents will take advantage of this opportunity. In fact, some pedagogues have negatively judged this possibility as did the Consiglio nazionale della Pubblica Istruzione. What is more, this decision would call for heavy financial investments to face the increase in school staff.

One additional criticism to this reform regards the lack of a well-defined financial covering that is postponed to the various single yearly financial laws. The representatives of the opposition say that the planning of a multiannual financial plan would not be sufficient to guarantee the resources needed for the application of the law.

The most criticized point – one of those which better characterise the entire approach to the reform – is the approach made for the choice between the secondary school (liceo) and the vocational training school after the first cycle, that is when students are 13 ½ and the student is not supposed to have the sufficient capacity and freedom to decide. The Consiglio nazionale della Pubblica Istruzione, moreover, contests that the “equal dignity” of the two channels (licei and vocational training) is respected as the text “does not supply sufficient guarantees about the real equal opportunity that both channels should ensure. Many opinion makers, somehow exasperating the question, have seen in this approach a possible step backward to the separation between class A and class B schools, almost a modern form of the old “school of arts and crafts”. The defenders of the Reform instead emphasise the wide possibilities that are offered by the passage from one channel to the other and from a system to the other, though a passage from the vocational training to, for example, a classic secondary school is simply a hypothesis difficult to realise.

The Government, in his programme, had taken into account the failure of the previous reform as it did not protect the identity of primary school and of the junior high school, that in the proposal were unified to one single cycle. In fact on this point it has left a certain autonomy to the two school orders, even if the proposal is that they are connected in a single cycle and the school leaving examination at the end of Primary school is abolished.

Other critics of the reform, mainly pedagogues and sociologists think that the real problem is the evaluation of teachers: a problem that not even the Berlinguer reform had been able to face, because of the school trade unions’ action. Either a body outside the Ministry of Education makes this evaluation or one of the basic points of modernisation of the school system will remain without solution. In fact, any hypothesis for a reform passes through the cooperation and professional updating of teachers. If evaluation of teachers remains within the “school body”, nothing will change but for new names.

Public opinion agrees on the urgent need for a reform, that must give to the country a school that be in a position to respond to the needs of culture and society in deep and rapid transformation. It is generally agreed by all that education and professional training are the crucial factors of development and of the capacity to compete with other countries. For the attainment of this goal any Government would bring its credibility into play.

Particular aspects of the reform

Personalised study plan

Theory and practice of the Piani di Studio Personalizzati (Personalised Study Plans) are the items on which focuses one of the most characteristic notes of the reform of education. To understand the scope of this educational and didactic innovation it is useful to include it in the process that for some decades has brought the Italian school – and in particular Primary and junior high schools - at least in theory, beyond the paradigm of *Programmes* embracing with more determination the paradigm of *Curriculum*.

The Personalised Study Plans , at least in intentions, take into consideration this change of mentality at the pedagogic level, with the purpose of making it a reality also at the organisation level. The way had already been inaugurated with the season of *Programmazione Curricolare* (Curriculum Planning). The idea is to completely abandon and reverse in all its aspects the uniformity of educational performance designed *a priori*. Action must not be taken, at the professional level, to transit « from the general cultural to the personal particular», but to operate «from the personal particular to the general cultural». At the institutional level action must not be taken in a demiurgic and illuminist way. One must choose the opposite authentically democratic way, respectful of the whole human being, then transform the institutional service into the synthesis of all what is good for all within the borders of what is deemed good for the entire national society and the determination of which the Constitution has entrusted to the State and to the agreements that the State has established with the Regions.

Therefore, as it was during the season of the *Programmazione Curricolare*, there will be the same values/constraints that everybody must respect and that the State has the constitutional duty of indicating, also giving space to a regional quota for their determination (see *Indicazioni nazionali per i Piani di studio personalizzati*).

However, school and teachers that must offer their educational paths will have the same project responsibility, but it is even clearer than before the principle of the personal educational responsibility of pupils, parents local authorities in choosing these paths, not only and not so much in going along them and acquiring them but in building them up together in a constant dialogue made of mutual attention and determination.

In fact, families and pupils are doubly involved: firstly for the realisation of the national values/constraints, by means of the opportunities offered by the school and network project. The result should be the more and more focused construction of Personalised Study Plans , in which *personalised* is the key word. Secondary for the implementation and authentication of the national values/constraints. The Servizio Nazionale di Valutazione, in fact, makes available for families, political decisors and school institutions the elements to be informed about the general status of the system and also, in general, about the

results attained in the knowledge and ability tests. This is made to offer some useful data to progressively modify, according to their new needs, the national values/constraints.

From the specific learning objectives to the training objectives

Teachers, in the respect of the nature and characteristics of every level of school, must, as indicated in the *Indicazioni Nazionali per i Piani di Studio Personalizzati*, transform the «general objectives of the education process » and the «specific learning objectives related to the competences of students » (art.8, Dpr. 275/99) into *Units of learning* characterised by appropriate and significant *education objectives* for the *individual* students that are embracing their peculiar educational service (art.13, Dpr. 275/99), and aimed at granting the transformation of the capacities of each student into real and documented skills.

1. The «general objectives of the education process » presented in the *Indicazioni Nazionali* give a unitary orientation of the nature and significance of the educational and didactic interventions prepared by teachers at the service of the maximum and integral possible development of the capacities of every student.

2. The « specific objectives of learning » indicate the knowledge (*know*) and disciplinary and interdisciplinary abilities (*know how to do*) that all schools of this country are invited to organize into educational and didactic activities aimed at the concrete and detailed promotion of the students' *competences*, starting with their personal *abilities*.

The order of presentation of the knowledge and skills that form the list of the specific objectives of learning presented in the *Indicazioni nazionali* must not be confused, however, with their order of psychological and didactic implementation with the students. The first order is useful as memo for the teachers. While the second order, is for the students and is in the hands of the professional determination of school institutions and teachers. This will be used when from the specific objectives of learning one passes to the education objectives. That is why the functions of the two different orders must not be confused. Most of all one must not misunderstand the approach and lead didactics in a possibly biunivocal correspondence with each specific objective of learning. In this case teaching would become a strain. Instead of being the fruit of the professional «judgement», «autonomy» and «responsibility» needed to design the declination of the specific objectives of learning into the educational objectives, the second objectives would be reduced to an executive application of the first ones. Didactics would be transformed into an obsessive and mechanical subsequence of exercise/verification of the specific objectives of learning indicated, and in its atomistic repartition, would take any educational and cultural space away from the school experience.

One must not forget that even if the specific objectives of learning are indicated in a minute, list-like and segmented way, each of them is actually obeying to the principle of hologram: one sends to the other and each of them is always integrated with the others. A specific objective of learning of mathematics, for example, is and must always be, at the same time, of language, history, geography, aesthetics, motorial science, sociology, ethics, religion. This is the same for any other specific objective of learning. Inside the even most radical disciplinarity, one must always basically trace the inter and transdisciplinary opening e vice versa: the one part that is linked to the whole and the whole that does not give itself if not as the one part.

The sequential arrangement of the specific objectives of learning is only meant to clarify to teachers, parents and students the expected results of learning. It is up to the school and teachers understand, put then in order, distribute and organise them in a unitary way.

They must consider on the one hand the overall capacities of each student, which must be developed to the maximum possible extent and on the other hand, the pedagogic theories and the didactic practices that in their professional autonomy they judge that are scientifically reliable for this purpose.

3. The *education objectives*, are then the « general objectives of the education process » and the contextualised « specific objectives of learning », entered in a school, in a section, in a real group of students that have, individually, their own personal capacities, subsequently transformed, thank to the teachers' professionalism and to the educational character of the school activities, into reliable and certificate individual skills.

The « general objectives of the education process » and the « specific objectives of learning » are and become *educational objectives*, then, when they are transformed into learning tasks deemed really acceptable, in a certain and professionally planned time, to one or more real students and are, at the same time, perceived by 'these' students as the important and significant goals to be attained for their personal maturation.

In other words, they become educational objectives when they restructure the formal epistemological order from which they were obtained into the real, psychological and didactic order of each student, with his history and his personal expectations.

Obviously, also the educational objectives, as the specific objectives of learning, obey to the logics of hologram. One can even say that they emphasise these logics.

For this reason, though they are formulated by teachers in an analytical way, they must be always investigated starting from problems and activities obtained by the synthetic experience of the students. These problems and activities, by definition, are always unitary. They are never to be reduced either to separate exercises with no common significance, or to the comprehension of the experience itself through one single disciplinary perspective. They always require on the contrary the mobilisation of multi, inter and transdisciplinary sensitiveness and perspectives, and the continuous return to educational integrality. Moreover, another more important aspect is that they require that they always make sense, being, therefore, motivating for those who carry them out.

From the National indications to the personalised planning for study

School institutions, for the preparation of the *Personalised Study Plan*, therefore respecting the organisation values/constraints of time, staff and function listed in the *National Indications*, must transform the « turn objectives of the education process » and the « specific objectives of learning » (knowledge and skills) first into individual *educational objectives* then, thank to the articulation of the educational and didactic activities into the final, educational, cultural and professional *competences of each student*.

The *educational objectives*, activities, organisational modalities, timing and methods necessary to transform them into students' skills, and the certification modalities of the acquired competences, will represent the Learning Units of the Personalised Study Plan of each student, from which the documentation that will be useful for the completion of the *Portfolio of individual competences* is obtained.

The Learning Units (educational objectives, choice of methods and contents, modalities of verification and assessment) that will form the Personalised Study Plans do not consider the knowledge and skills from which they are taken as abstract archives, even if epistemologically motivated, to attain, but as opportunities for the global development of the student, who actively interacts with culture. In this sense, they are opportunities to develop in a harmonious way (intellectual, aesthetic-expressive, motorial, operational, social, moral and religious) capacities of every student.

In order to increase the value of the Personalised Study Plans, it may be productive to overcome the concept of weekly hours and adopt the flexibility of the year calendar, distributing the 200 days of school in which the obligatory hours scheduled in the *National indications* are to be made not from September to early June but from September to mid-July. In this way, every school, thanks to the organisational and didactic autonomy, will distribute the yearly amount of hours of lessons on the basis of the student learning needs, of the final results to be attained and to the needs of the families and of the local authorities.

Again in order to increase the value of the *Personalised Plans Study* one must remember how important it is to work both in classes and in the *Laboratories* by groups of students formed by level, task, lesson and according to the need of didactics and learning.

The portfolio of individual competences

Introduction

In this document the “competent” student must come out. Focus is on the person, their learning modalities, individual characteristics they adopt in facing educational experiences, and competences they mobilize to manage difficulties. We do not expect an ideal image of the student. The Portfolio contains the individual person who is growing, the documentation of their progress, their difficulties and competences that they can display to face them. The Portfolio contains their real knowledge, their abilities. The Portfolio conjugates the objectives of the person’s promotion and of the increased value of their competences with the need of an evaluation describing in a clear way also the competences and abilities that they could not attain. The school, in compliance with the prescriptions given in the National Indications, identifies in an autonomous way the criteria for the selection and organisation of the material to be included in the portfolio. The Portfolio is a tool with a very large temporal dimension accompanying the student all along their educational path. Therefore it is a realistic hypothesis that the annual or biennial portfolio can contain all the material selected. The “extended” portfolio will be handed to the student as a documentation of his school and educational path. An abridged version will be kept in the school.

What does the Portfolio contain?

The portfolio has a section dedicated to assessment and a section dedicated to school guidance therefore the selection of the material taken included. It is accompanied by punctual notes from teachers, parents and students themselves. The material is composed by significant school tests, elaboration of individual or group works, notes on the learning method, results of systematic observations, indications on interest and attitudes. The modalities of organisation of the selected material determine a functional reading of the document with respect to one goal or another (simultaneous reading, *longitudinal* reading). How is time to be selected? When are materials to be selected? When is it better to collect evidence, comments, and documents? The goals and innovation of the portfolio as a tool for documentation and certification of the competences are to allow a personalised assessment of the student: this means that times must be chosen according to the individual’s needs but that cannot be standardized, the same for all.

The time is the student’s time, their “right” time. Tests are the evidence of a progression of the process of maturation, during the learning path: they will be included in the portfolio at that moment, a personal moment that cannot be the same for the entire class group.

The preparation: subjects, roles, responsibilities

The teacher tutor has the responsibility for the completion of the portfolio, in cooperation with other teachers, parents, and students themselves. His task as coordinator of the activities of didactics and of reference for the families and the student, enable him to draw a general image of the student’s personality and to rebuild it in the portfolio, through a selection of those elements that better represent it. The tutor and his colleagues have organised the educational path of the student, in consideration of the Profile, the General

Objectives of the educational process and the carried out Specific Objectives of Learning contained in the Indications, of what is share in the POF and in the established Educational Objectives.

This path is made up from the bulk of the activities realised with the entire class group, and of those in less numerous groups implemented on the laboratories in which the student takes part according to the criteria related to the task, level of capacity or personal choices. The portfolio, with the documentation of this path and the competences acquired by each student enables also an evaluation of the efficiency and congruence of the choices of education and didactics: it becomes a tool for the analysis of the school teaching/learning process and self-assessment.

Involvement of students. The portfolio preparation enables to carry out with students a consideration on their progress based on two modalities. The material selected can give the student a general idea of his path with respect to the educational objective: “where do I want to go, where am I”. They become the elements for building up a general education scheme in which it will be possible to read and find the significance of one’s own school experience. The materials selected and commented by the student enable to read the personal sense of the path: they give the dimension the student has and that wants to give of himself, of the activities that he feels more interesting for his personality, in which he thinks to have given all his best. The teacher can understand how the student perceives himself, what the important results are which types of work are significant for their.

The portfolio is the tool that helps the student to build up a positive image of himself and guides the teachers’ choices thus permitting to identify capacities, interests and motivations useful for the definition and possible correction of the educational objectives of the project for the subsequent didactic paths.

Educational cooperation from the family. The family involvement means two things: give concrete elements to the sharing of educational responsibilities and complete the documentation of the path of development with the elements that school cannot have. How the student is outside school, what relationships he builds up, what competences he shows.

Family involvement does not mean negotiating school assessment: the diagnostic, educational and summative assessment have a precise peculiarity only in the teachers’ function. It does not even mean that a comparison is made with other students, that there is an overlapping of the teacher and parents roles. Each has his specific functions and responsibilities, can see the maturation of the student from different observatories and according to different references, thus contributing in a unitary way to the construction of a complete image of the student, which makes globally sense.

From the Profile... to the POF... to the Portfolio. The new certification modalities included in the reform are part of the change that school has started with the application of autonomy: the analysis work made to prepare the *Piano dell’Offerta Formativa* (Plan of Educational Offer) and for the self evaluation of the school lead schools to consider their choices and declare motivations and finalities. Rereading POF is one possible starting point: it must be reviewed keeping well in mind the two external documents for comparison:

- The student’s educational, cultural and professional Profile, as reference for the competence to be promoted
- The National Indications, in particular in the part regarding the Portfolio

the POF is the connecting ring between the external document, the Pecup, and the internal document, the Portfolio: POF must indicate the guidelines for the assessment of students shared by the board of teachers and the criteria for the preparation of the portfolio. It is important to that the modalities shared to accept to ascertain and certificate the competences are specified.

Objective of the Professional Training and certification of competences. During the project phase of the Learning Units, the educational objectives are articulated in terms of *knowledge* and *abilities* (what do we expect he learns and he can do) by specifying the expected *competences* through the real contexts of their application: to define the modalities of documentation, in the phases of verification it is necessary to indicate how the competences attained through those knowledge and abilities are tested and certificated.

Testing knowledge and abilities is part of the praxis of the school testing and assessment (docimology). This is not the case for competences: the verification, documentation, certification of competences are subject still under discussion and research.

The coordinator tutor teacher

The new reform takes into consideration the introduction of the teacher who is also coordinatore-tutor all along the duration of the educational and training system. This figure will perform three functions:

a) Pedagogic coordination. He will be the coordinator of the pedagogic team that will contact students. They will work in fact either insisting with the same class group or aggregating, especially for some Laboratories, some students into groups according to level, task and election. In this sense they can have a plurality of teachers that does not always coincide with the class teachers. It is then necessary a coordination function made by the teacher in charge of being also the *tutor* of every single student. It has two tasks:

- Circulate the didactic plans of other colleagues;
- Facilitate interdisciplinary and transdisciplinary cooperation and;
- Also resolve the management and organisation problems that the common work on students always requires;
- Follow the organisation, according to the school manager's indications, of the timing modifications, permits to go out of class or school;
- Collect, coordinate and include in the *Personalised Study Plan* of each student their own and their colleagues' units of learning.

b) Pedagogic Tutorship. The second function is the personal *tutorship of the students* for whom the tutor is in charge after the indications of the school manager, whom he must accompany all along the duration of his courses in the same school. As to his role, and always with the compulsory involvement of the family, the teacher and *coordinator-tutor* must:

- Make the students aware of what the educational, cultural and professional *Profile* requires for the conclusion of their cycle of studies and prepare for each student and draft; with their direct contribution, their personalised educational, cultural and professional *Profile*;
- Illustrate to students and families the knowledge and abilities that characterise the didactic biennial and monoannual periods: it is a good didactic rule, in fact, to communicate the goals that students are expected to attain always and clearly and, fast of all, discover together why it is important to carry out this activity;

- Keeping in mind the different starting situations, represent their times, that as it may be the case, are to be employed to transform the knowledge and skills existing in *National Indications* into individual skills;
- Advise students on timetable and work programmes in class and in the laboratories that they should better attend, considering all the opportunities made available by the Plan of educational offer, by the network of schools and by the local authorities, of their characteristics of personality, of their styles of learning and of their level of preparation;
- Prepare together with the students the Personalised Study Plan .

The *tutor*, therefore, guides, stimulates, is the students' coach (*coaching*), gives limits, gives emotional support (*holding*), advises and orientates them (*counselling*) in facing their tasks and solving their problems. Through *coaching* he prepares his students to constantly improve themselves, helps identifying points of strength and weakness, defines with them the *Personalise Study Plan* , aimed at maximizing efficacy and efficiency of their performances for their own advantage, the advantage of the class and of the entire school, does not fall in the 'more than before' paradigm that is to increase the dose of a didactic medicine when he realises that it does work and tries, together with his colleagues and students, the most creative solutions, different, not obvious. Through *holding*, moreover, he mediates and limits emotions and worries, listens, is reassuring, helps, helps build up confidence, pays attention and participates in what students and their families feel as a problem or a challenge. Through counselling he gives responsibility to the students, makes them aware of their maturation level, gives them confidence in making personal decisions, creates an educational dialogue with families that is so indispensable for their educational success.

c) Pedagogic Documentation. This is the third function. In part it is substantiated in describing the tasks of the two above points. In any case it must be pointed out that this function is mainly the preparation of the *Portfolio of individual competences*. This document includes a section dedicated to assessment and a section dedicated to orientation. The two dimensions continuously interact at all the school levels and orders, in fact the only positive assessment for the student of any age is the one that contributes to know how wide and deep his competences are and, by means of this systematic and progressive knowledge, it contributes to discover and appreciate the individual potential capacities, that are not fully mobilized, but indispensable to confirm and decide the personal future project of existence. This is also the reason why the mutual collaboration between family and school in the completion of the Portfolio, in order to better developing the student's potentialities. In the light of these considerations, the Portfolio must be present, governed and ordered by the teacher who is also *coordinator-tutor*, includes, with precise notes of teachers and parents:

- Material produced by the student both individually and in group;
- Significant school tests contextualised to the circumstances capable of describing the most evident competences of the student;
- Notes of the teachers and families on the student's methods of learning, noticing his original characteristics in the different educational experiences made;
- Comments on the significant personal works and elaborations, chosen both by the student (this direct involvement is very important) and indicated by the family and by school, considered as an example of his personal capacities and aspirations;

- Indications that emerge from the systematic observation, from the meetings of teachers-parents, from the meetings with the student regarding his personal attitudes and interests.

The critical reflection on this material is an opportunity for both improving their teaching techniques and to stimulate the students for self-assessment and self-awareness, and to make parents co-responsible in the educational projects.

Educational continuity and reform of the education and professional training system

The problem of educational and didactic continuity is the same as that of the Personalisation of Study Plans . A serious attempt must be made so that interventions on education, didactics and organisation coincide as much as possible with the personal dynamics that characterise individual maturation. Continuity in education presupposes a high rate of complexity. By its nature it requires the connotations of integrality, integration, harmonisation, simultaneity and progression that are typical of education. However, in order not to fall in the ineffable and indistinct needs reducing the complexity, which characterises it through the well known process of systemic differentiation, in order to be specified in sectors and directions of intervention. In this perspective, one may think that school practises and witnesses educational continuity when three dimensions inspire it:

1. When it pays attention to the extra school (**horizontal continuity**): family first of all; the real needs of the local area, the knowledge of all its cultural and instrumental resources, the increased value of the educational potentialities of the civil society. In fact every student lives also outside school, but with his family and in his natural and social environment.
2. When it builds up educational, didactics and organisation projects having an organic vertical development, at least by searching the unity of significance between what was done and learnt before, in a certain way and with some given organisation choices, and what is going to be done and taught now and afterwards in another way and with other organisation modalities: (**vertical continuity**). If this attention to vertical continuity is always important, it becomes crucial especially in the bridge-classes between the end and the beginning of two different cycles, till the University or higher lever training. It is not that general projects are going to be built up, but to build up really personalised vertical projects.
3. When the school cultivates the interaction between the projected interventions for horizontal and vertical continuity and the expectations of maturation that it has with respect to the autonomous evolution of each individual, thus re-proposing the same complexity of education in the complexity of a movement chronologically and topologically composed.

The new frame of reform and continuity of and in education

The new frame of reform presents some recurrent structural pivots that facilitate the continuity of and in education along the entire path of the education and vocational training system.

The first structural element that systematically comes back in the entire structure of the reform is the student's **Educational, cultural and professional Profile (Pecup)**. As already mentioned the reform places it at the conclusion of the first and second cycle of education/training.

The one defined for the conclusion of the first cycle of education is the principal guarantee for the continuity for the students attending the Nursery School, the Primary school and the Junior high school. The teachers of the Nursery school and their colleagues of primary and junior high school in fact come to know the final result that might be expected by the natural and social evolution of the student, but all of them in this way are also in a position to follow the individual development rhythms not uniforming in an abstract way to the different annual and biennial articulations of primary or junior high school the evolutionary eterochronies of each student. It is possible in fact, even one or more years later, to ask to a student to acquire the competences that another student has already conquered. Therefore one must not be anxious for some retardation in learning or enthusiastic for some anticipation because psychopedagogic experimental research have already confirmed a geometrically linear conception of personal maturation. Therefore it is possible to project a path that can be realised with the graduality and specificity that individual maturation demands for people aged 3 to 14 years.

Also the educational, cultural and professional Profile in the reform at the conclusion of the second cycle (system of secondary education and system of education and vocational training) is a significant factor for promotion of continuity. It permit to think in terms of final results instead than with rigid intermediate goals thus respecting also in teenagers the eterochrony of individual development. Moreover, by facilitating the connection with the university courses and the high level training, the paths of high school education and higher technical training (vertical continuity), and opening to both the passages from an orientation to the other and to the involvement of the area, thus preparing the conditions for a fruitful horizontal continuity, it stimulates school and teachers in searching also at this stage of growth the harmonious coincidence between continuity of education and in education.

The second structural element elsewhere in the reform and at the service of the principle and practice of educational continuity is the preparation of the **Piani Personalizzati delle Attività Educative (PPAE)** (Personalised Plans of Educational Activities) in nursery school and of the **Piani di Studio Personalizzati (PSP)** (Personalised Study Planning) in the other school orders. These are perhaps the most innovative modality to search the coincidence between the *interventions* projected for the horizontal and vertical continuity and the expectations of maturation of the individual autonomous evolution. PPAEs and PSPs, are not based on preconstituted programmatic contents and descend from the learning units established in the situation by the professionalism of teacher, increase the value of communication, are flexible (classes, groups, obligatory and facultative hours, optionality, free choice of families, involvement of parents and students in the preparation of the portfolio and with the PSPs organisation), are open to extra-school and network activity (Laboratories), aiming at applying in a concrete way the principle of continuity of education and in education.

The third structural element of the reform to substantiate continuity is in the **Portfolio delle competenze (portfolio of competences)**. This tool is always with the student from nursery school to university or higher level training. It can be used in an idea of *Life Long Learning*, for professional reconversion in adult age and for continuous training. The school guidance section represents - from the junior high school onwards - is an especially

significant element for continuity. It enables students and their families to choose between education and secondary level training on the basis of the competences acquired but also on the personal capacities that have been kept silent or underutilised during the previous school period.

The fourth structural element of the reform at all levels and orders of school that works for the continuity of and in education regards the introduction of the **coordinator tutor teacher *docente coordinatore tutor*** the figure who can grant the effective implementation of the PSPs. It is evident that this teacher tutor must act in a logical view of horizontal and vertical continuity. He must coordinate educational interventions of the pedagogical team that is in contact with the students in each class of a certain level of school, and also the interventions made by families and by the social environment of the area.

The fifth structural element that the reform makes available for the principle and practice of continuity is proposal of the institution in every school, subsequent to an adequate period of training, the teacher in charge of following the school didactics **planning (*progettazione didattica di istituto*)**. This teacher will cooperate with the School manager for the appropriate and correct implementation, in a school or in a school area of the didactic activity in all its complex and flexible aspects. One of the primary tasks of this teacher is the coordination and organisation and monitoring of actions for to liaise with other schools so that the various **coordinators tutors** be able to meet their colleagues and implement all educational and didactic actions indispensable not only in the “vertical” passages but also in the “horizontal” passages that facilitate the real possibility of changing orientation and reaching one school channel or the other.

The last structural element in the reform, aimed at the promotion of continuity of education and in education is the possibility of organising educational and didactic activities for the **Laboratories**. The reform encourages to approach the entire didactic activity through the **Laboratories**; however, it envisages 6 laboratories at least: **Laboratories ICT**, Expression (theatre, music, dance, mime...), Languages, Design, Motorial and sport activities and also the Laboratories for the Recovery and the Development of Learning (Larsa). Depending on the individual learning needs they envisage an education offer in both class groups and in level, task, or election groups, obviously made by the students of different classes or even in some case of different schools.

Anticipated enrolment

Parents can choose and enrol their children, girls and boys, aged between 3-6 years and born before February when the law is fully applied (before April) of the current year, to attend nursery school and primary school. Schools offer this opportunity in the respect of the obligations established by the local authorities. If they autonomously decide to anticipate enrolment, parents will respect their need or expectation, and commit themselves with their personal educational responsibility thus becoming co-protagonists and not simply ‘users’ of the educational processes of their children.

If in view of realising the educational continuity it is pedagogically necessary to agree upon the modalities for the organisation and development of didactic activities and practise exchange of information and experience among the contiguous school levels, this is even more true as regards the anticipation opportunity.

Schools, with their school manager and staff, will grant continuity in the crèche/nursery school/primary school and will interact with the local area authorities in order to ensure the conditions for feasibility: venues, facilities, staff, etc.

Annex 2

The image of the teacher

Press, cinema, TV, literature

Mass media (newspapers, cinema and TV) and literature have a crucial role in the construction of the social image of the teacher. For a description of this professional figure it is indispensable to make an inventory of opinions and portraying of this profession, at least in the latest years.

The first conclusion of this inventory is that consideration for teachers is Their specific role is either ignored or transferred within such an idealised framework that it is unattainable for anyone who would be seriously interested in approaching this profession. One first reason for the above described situation may be that the teacher activity has been considered natural and artistic – differently from the idea one has of other professions that are socially perceived as highly specialised ones –, and in any case not demanding for any particular professional training paths.

A second reason may be that there is another conviction that has been kept alive in a number of researches made also at the international level. According to these analyses the final users of the school system, students, (but teachers too) usually identify the ideal qualities of a good teacher in the following characteristics: equity, understanding, good will, tolerance, justice, optimism, sympathy. One should think that these are qualities that are not specifically attached to teaching and that they may be extended over all the human actions, as that would be desirable. Still there is something else. When at school students would like teachers to be their adult friends, real ‘educators’ and not only someone who teaches something.

These reasons and other more entail a reduction of the teacher function, that has been constrained in the much more comprehensive expression of ‘educational activity’. This phenomenon was produced by the more vast operation of dispersion of the meaning of education within the immeasurable meaning of education. This perspective has determined and still determines the rising of expectations that are decisively disproportionate and misleading, as they are uniquely centred on the personality and the sentimental and relational characteristics of the teacher.

The whole lot of these factors has originated a basically negative image of incompleteness, impotence, mediocrity, which cannot be cancelled by the unattainable examples of ‘holiness’ and pedagogic heroism.

Daily Press

Among the school system components made of teachers, students, parents, teachers are the most mentioned in the press.

The considerations made regarding teachers, in their function of public employees are usually negative like the heavy weight that their massive presence is supposed to create

for financial resources, especially when contracts are being renewed, worries about efficiency and combat against waste, the serious social problem created by their uninterrupted search for posts each time that a new opportunity of permanent employment for their category is launched.

Newspapers are more sympathetic when attention is drawn on the professional condition problems. They have a positive attitude and in part somehow protecting when the teacher is 'not at ease' and 'depressed', still he will not leave school. In fact they recognise the presence of the teacher who feels the responsibility of his task and works with commitment and passionately and has therefore reevaluated the whole of additional professional tasks, beyond the weekly lesson hours calculation. Increased value is then attributed to an activity, which involves serious work, demanding concentration, mental and physical effort, during which the teacher must bear the weight of a society that unburdens on school the infinite number of its contradictions. The source of most profound suffering of teachers seems to be in the perspectives of career. The teacher simply has no perspective and his work is for the present and has no future (but for the remote possibility to become a head-master).

Beside the unionised teacher who is also professionally incomplete and misunderstood there is a third decisively negative image. This is usually linked with particularly serious news, that is often only incidentally referable to school. In the periodical description of these facts, (suicides, violence, absenteeism, evasion, vandalism, theft, abuse, drug pushing, strikes and protests) the perception that emerges of school is as a place where to simply park young people. According to some parents their children, instead of being at school wasting their time with study subjects, they should do be doing something useful, learning a trade and contribute to some extent to the family budget. The fact that often school dropout corresponds to the choice of the underworld seems to be considered as a fortuitous accident or an inevitable destiny. It seems that school does not represent a place where civil preparation, learning and socialisation opportunities can take place. Therefore the image in newspapers is at risk, it may offer a positive image of these teenagers that, according to a sadly real expression, are unaware 'victims of the system'. They are the 'final users' of an inefficient and even sometimes damaging school, sons and daughters of families that are defaulting and even accessory, rebels protagonists in a general scenario of crisis. Finally they are looking for autonomy and freedom in an environment where – especially in school – they are refused and disheartened. This is the place where their wrong and unconscious protest takes place: a background where all the vices and faults of this society are concentrated. It seems that our school system – and the teachers with it – has serious responsibilities in youth deviancy, as it is very easy to identify in school and teachers the first offenders.

The Education institution, as it comes out in newspapers, which report extreme cases, seems to be , giving up its educational function , it is even far away from what should be its most meaningful dimension: the exaltation of men's rationality and their freedom. School in this sense is absent. Even worse, too many deviating behaviours have flourished within its walls. It has not performed an educational function . Rather it has been working to the opposite direction. However, at the same time, this school system that is deemed inefficient and even damaging, is required to resolve one of the most delicate social problems. The result it that school, within its institutional tasks, must also take on itself the problem of deviancy and marginalization. The young appear as unconscious heroes in a hostile world, in which they are desperately looking for their freedom. School denies it and they take their revenge adopting destructive behaviours. Their protest, even if it is

violent and therefore wrongly proposed, seems to put the young in the role of judges of a society that does not offer any reliability for the future. If they do not attend lessons it is the 'system's fault as it refuses them, if they take drugs, commit suicide, become criminals, it is the 'system's fault as it is unable of education them, if they commit acts of vandalism against their school, once again it is the school and its teachers fault who were not able to accept their demand for freedom.

In this operation of building up of the social image of teachers, the school is then the ideal place to remedy many social misbehaviours: mafia, drugs, AIDS, racism, violence, even the problem of traffic and the 'Saturday night deaths' should be turned into opportunities for lessons at school. Nobody seems to be asking how can a school in crisis as it is the one described in the newspapers face such difficult tasks and teach so many things by means of present of time and organisation scheme.

The overload of educational functions entrusted to school and to the teachers is the heritage of the '70s, the season of the great reforming utopia, when one was allowed to think that school was deeply immersed in social matters and the cultivated teacher image was that of a lay 'missionary' Today the scenery is different. However, many people think it possible to charge on this institution so many different new tasks. In this way teachers become the scapegoat for the damages that school has not produced, but for which it is blamed. Their image – as well as the image of the school manager – is heavily negative and even if it reflects a general and superficial common sense it contributes at the same time to its confirmation. Sure there is no news regarding 'good deeds' done by the school operators, nor considerations are made on those that could be deemed as the positive aspects of our school system.

It must be deduced that, in the best case, the teacher has 'spirit of sacrifice' yet he remains a citizen with no resources . Nobody spends a word on professionalism, culture, transmission of contents, intellectual tools, and finally on the utopia of a different world.

This very delicate profession should not share any spirit of sacrifice nor an innate vocation to duty. These qualities should be hoped for in a missionary or in a volunteer.

The teacher is exalted as he sacrifices himself and because the cost of his sacrifice is low. But in a modern society, these are the parameters of a profession that does not and will not exist any more .

The image of one's own self: novels and school memories

The Italian teacher, both in his quality of bearer of mission of civil improvement and of a simple 'State servant', committed in witnessing his condition, has contributed to build up his own image through autobiographic works, memories and school stories.

Since its beginning the Italian school has been narrated in many novels and tales in both supporting and in critical contexts. In *Risorgimento* period and during the 30 years after Unity, the function of school was exalted, while in the second post-war period the denigration and sense of failure of this institution prevailed. Confidence in school and in the teacher 'mission' definitively cracked with the evidence of resignation and impotence in front of the misery affecting the South (Sciascia, 1967) or with the painful ironic style (Mastronardi, 1962) revealing the inadequacy of the teacher in front of the deep social and cultural changes brought about with industrialisation.

In both cases, the teacher sees himself as a failure, a man out of time and out of space.

With the advent of mass culture the teacher perceives the danger: his image of intellectual person on which he had founded his social identity and appreciation is disappearing.

It was from school that the rebellion of '68 began, however that generation was also the most distant and indifferent to the problem of school, even more when it happened to work in school, having to do with teaching.

Those who had departed from rebellion against their fathers were later on unable to conceive the sense of their own inevitable transformation into fathers, of the responsibility towards the young generations. Negating the difficulty of being fathers of an entire generation was the condition that accompanied the indifference and hostility towards school.

In the context of mass culture, the same 'pedagogic' attitude has often been used with a disparaging meaning. Writers and communicators share a diffused intolerance that shows school as a calamity to be kept away in the present world of communication.

Finally, their attitude indicates the possibility that school is not a place for 'education' any more and is considered as a free space for the messages of mass media, the resonance box for the infinite number of models and languages that are dominating our society today.

The "educational" role of the teacher as an intellectual person is not suitable for this situation any more. Therefore teachers show they are suffering from isolation, the same isolation that keeps them away from their students who are fully immersed in a society and in a culture which are developing far from school.

The autobiographic works of the latest years come back over and over again on this contradiction which is making the gap wider and wider between nostalgia or the vain recovery of an intellectual mission now extinguished and the desire to find a sense for this profession.

The fact that almost all these teachers have left the evidence of their work at the moment when they have decided to abandon it to dedicate their interest to other activities or to choose the anticipated retirement.

It is perhaps this commonly shared situation – the giving up and losing of their hopes – that makes these teachers seem the survivors from a wreck and their "memories" as the "messages in a bottle".

Cinema and TV

As many professional figures, teachers are usually the object of many representations in the show business. Interpretations in cinema, TV and more recently, also in advertising commercial have joined pictorial images, novelistic descriptions and memorials.

In the course of time, the representations of teachers have consolidated in the collective imaginary and found a confirmation in the typologies transmitted by the different cultural expressions.

Contrary to what happened with other professions, in these representations of the teacher professionalism, the affective-relational dimension seems to prevail, while their cultural and specialisation competences are either rendered ridiculous (as they do not exist or are driven to paroxysm by the personality of the teacher) or simply remain in the background. School memories seem to be characterised by the absence of literally didactic details. Memories about teachers are almost their tics, their outbursts of anger or their funerals. Anecdotes report the pranks, cruel jokes, little or great episodes of violence, frauds, punishments, some awards.

Even the teachers that have given a positive impression seem to have obtained it always for reasons that have nothing to do with didactics; this is so much true as it is difficult to find a reference in cinema of how they might have taught.

In particular, the "*commedia all'italiana*" the Italian comedy of the '70s, that continues to be represented today in the successful movies of the '90s, gives a wide range of sequences that outline the relationships between teachers and students in extra-didactic situations. In all these episodes the teacher is commonly represented when he is going through deep professional and personal crisis, always in conflict with the institutions (almost always with the head-master). The teacher begins his career when he is young and motivated, full of ideas and energy. In short, in an uncontrollable escalation, he gives up all illusions, while bitterness and frustration grow.

Cinema perceives that the school institution is the witness of the inextinguishable generational gap between the worlds of adults and the young. This must be summed up with the even more profound conflict due to the difficult coexistence in school of three different cultural forms that is three different ideas of school. The school of *classics*, that is closed and self-sufficient. *Modern* school, which even if does not give up self-sufficiency tends to open to the world. Finally the third model opens doors to the idea of a *post-modern* school, which measures itself with the need to get through the traditional borders in which the previous forms of culture had constrained the various areas of knowledge.

In the latest years it seems that cinema is prone to accept the theses of both uneasiness and conflict.

School institutions are often represented as a model of the classical culture. The teachers operating within these structures seem to sometimes fully adhere to them and also sometimes be in conflict with them.

They feel themselves the uneasiness caused by the traditional paradigm, they try to promote the instances deriving from the modern and even from the post modern culture, by introducing innovations into the system at the educational level.

These are educational, though not methodological or didactic innovations, exactly in the respect of the same trend according to which the authors of texts for the cinema representation (script-writers and film directors) tend to privilege the representation of affective competences in the teaching activity. With the exception of very rare episodes, in the pictures describing school, teachers, also the most progressivist ones, are always and exclusively described as the bearers of social instances.

This may explain why, mainly in our cinema, the image of the teacher seems to be the result of a deep nostalgia for the figure of the missionary teacher, a 'shepherd of souls' rather than a professional expert in learning techniques.

This nostalgia is the origin of the fact that all the 'heroes' of our pictures are males. Women teachers play only walk-on parts or, in the best cases, they are second lead. Even when the subject is primary school, where male teachers are very rare, male teachers are protagonists (also in TV, as it is the case of *Caro maestro*, 1996 and *Compagni di scuola*, 2001). Italian cinema has often proposed these figures of 'missionary', 'saints' in which profession coincides with total dedication to others, gratuity, total renouncement of the 'world' in favour of the weakest and marginalized people, where basically prevails the educational function on the real teaching function (Michele Placido, *Del perduto amore*, 1998). All those who do not stick to this model are either defeated or mediocre figures that make people laugh.

This predilection is witnessed by the insisting presence in the cinema of the character of Don Lorenzo Milani (*Don Milani*, Ivan Angeli, 1975; Andrea and Antonio Frazzi, *Don*

Milani, priore di Barbiana, 1997). It is well known that the experience of the prior of Barbiana strongly influenced an entire generation of young people, also young teachers, who debated on the high school institution of that time and the idea of school that was taking shape in those years. Of course, as numerous authors pointed out, the famous 'letter' had the merit of bringing to the attention of the public opinion the problems that the law for the junior school reform had not resolved. In particular, the denounce addressed the fact that teachers were continuing to perform their teaching activity paying attention mostly to the functions of selection and judgment, and neglecting those that were much more necessary of stimulation and guidance .

For these reasons the Italian school, as a matter of fact, was continuing in its action of favouring the students that – belonging to the higher social status - were already advantaged in education, and neglected those who were coming through the 'gates' of junior high school for the first time.

However, the continuous comparison with certain idealized figures like Don Milani, does not advantage those who take inspiration from that model of "holiness".

It is sufficient to remember the character of professor Lipari (Riccardo Milani, *Auguri professore, 1997*), in his behaviour one can perceive the compulsive reasons that led don Milani to make his "denunciation". By using a lexicon that can be related to the pedagogues of the present days we can affirm that Lipari, by separating his students into two groups (the "*borghesi*" on the right side, and the children of workers and peasants on the left side), raises a separation of the available *human resources*, and does not permit their interaction. He sanctions the differences and does not increase their value. On the contrary one could object that aims at recovering the general *prerequisites*, that is those minimum abilities that students must possess in order to successfully face their future school tasks. But if this is the case, one might want to ask what the project that makes him adopt this strategy is and if, once again, we are not again faced with an ambiguous and risky pedagogic action. In fact, the professor is apparently moving to undermine the ancient and consolidated pedagogic tradition but as a matter of fact in the didactic praxis he confirms the traditional functions of judgement and selection that are so broadly contested.

In other words, the action of professor Lipari reveals also the limitation of a denunciation on school and teaching that is somehow excessively generic. This is the product of a democratic mobilisation that cannot be objected in itself but that was subsequently insufficiently incisive to deeply influence the school reality or which, in other words, was not able to overcome with a courageous choice at the operational level the ambiguities and contradictions of that time.

The polemic intervention of don Milani against the *professoressa*, beside its value as a denunciation, reached the peak of generosity lack and also of incorrect identification of the causes.

Teachers, whatever may be their mistakes, cannot be very different from the models according to which they have been educated, chosen and employed. One cannot ask them to carry out in a positive way the contradictions of a school system that induces to innovative suggestion but does not draw the related consequences; that oscillates between programmes of audacious transformation and anachronistic intentions of restoration, but finally adopts a continuous contamination between the old and the new, making it impossible for the great majority of teachers to motivate themselves in a new role or to recover the old one.

The difficulties of teachers to find a mediation between the ancient and the new are particularly evident in professor Lipari. He accesses school with the unique intention of

becoming a teacher, the 'vocation'. No professional training, only a fund of culture, which is the heritage of years of school attendance as a student. He is the student who has *gained the post of teacher*. However the enthusiasm he manifested in the first years of teaching – along the adventurous experience of his first employment in a secluded rainy hamlet – slowly fades away with time.

The picture *Auguri professore* gives a simplified magisterial version of the conviction that the teacher passes from a phase of genuine motivation and sound dedication to teaching, which is typical at the beginning of the professional activity, to a phase of deep almost irreversible crisis. The reasons of this crisis are that Lipari does not succeed in finding again in his memory the tools needed to face the responsibilities the new. His experiences of professional in-service updating do not support him as they are soon put in the number of bureaucratic practices imposed by the institution. The same sort had the union and category fights that have now become an annoying memory of an ended time.

The proposal made of 'impossible' models has depressive effects that make teachers feel guilty.

The fact remains that the didactic competences of teachers (as it is not the case for doctors, lawyers or for police officers) are always neglected. The prepared teachers (those who give lessons and interrogate students, etc.) are always described as authoritative or dirigistic, while those who obtain the favour of the public, even if they are equally cultured and prepared, are winners because they have the extraordinary capacity of stirring up strong emotions.

In the end, the most disconcerting fact is that professional competences, cultural and intellectual aspects, remain in the background, flattened by the authoritative personality of the former or by the fascinating personality of the latter.

Literary works (in the '90s)

1989 Elisabetta Fiorentini, *Vita di insegnante (A teachers' life)*.

A passionate report on the sentimental, intellectual and civil maturation of a teacher. Being convinced that cultural education is a need for everybody, she goes through all the stages of school education from primary school to high school, in the years of rebellion, terrorism, 'return to private', never feeling down. The dismay of the first impact with school becomes in the course of years a lucid and suffered awareness of the isolation to which every genuine educator is condemned, but also the denunciation of the inability of people and institutions, that are indifferent to knowledge and to its transfer. Her acute considerations on the changes in the attitudes and behaviours of teachers in the '80s are necessary for a reconstruction of the contemporary Italian teacher condition.

1994 Antonio Santoni Rugiu, *Chi non sa insegna (He who doesn't know, teaches)*.

At the end of his career, almost retiring, Santoni Rugiu, one of the best-known expert of history of the Italian school, narrates his experience as a high school teacher in the '40s and '50s. The themes and motives of the contrast between the needs for didactic renovation – which are here interconnected with the reasons of the union and political battle – and the immobilism of our school, are proposed again and keep a remarkable modernity, notwithstanding the continuous experimentation which characterises school today. The Author's awareness that school will not change made him leave it for the university career.

1995 Anna Maria Mazziotti di Celso, *Il fantasma con gli occhiali (The ghost with glasses)*.

The diary of a high school lady teacher, who – in the variety of absurdities of the bureaucratic liturgies and the caricature of the ‘bodies’ democracy-registers the definitive departure of students from culture, as it is offered by school. The strategies adopted by students to escape from school commitments, accompanied with pleasure by some of their teachers, are the symptom of a definitive collapse of this educational institution. The soul of the ‘glorious high school’ has moved to go somewhere else. After this narrative evidence, also this lady Author is going to leave school forever.

1995 Domenico Starnone, *Solo se interrogato (Only under interrogation)*.

All along the ‘80s the Author, who has been the lucky pitiless narrator of a ridiculous school populated by ridiculous actors, before leaving his teaching activity to start a new profession (he is the script-writer of some remarkable pictures such as "La Scuola", 1995) tries to draw the conclusions on his professional activity. A ruinous balance: ‘I have been here and there on a zig zag line, being a loyal executor of the ministerial programmes, innovator at all costs; supporter of creativity and impulse; protester against the evaluation methods required by the school ritual; supporter of the most obstinate planning; intolerant of ex cathedra lessons, of classrooms and of desks; etcetera, etcetera, etcetera. However, I must say – there has not been one single school year that closed with a positive balance’.

1998 Giovanni Pacchiano, *Di scuola si muore (One can die from school)*.

A document – that gave place to many discussions in the Italian public opinion – on the reasons of school dropout. With a brutal and passionate realism, the Author – head master in a professional school for teaching – describes this condition, putting together real life stories, theoretical argumentations and statistic data. School seems old, linked as it is to the old model of the Gentile reform of 1923, obsolete in structures, imbibed with rhetoric, populated by demotivated and underpaid teachers, and of bewildered students who vainly search for points of references. There is no hope; the ship must be left as it is sinking. This Author has found a different job.

1998 Francesca Giusti, *Lettera di una professoressa (Letter from a lady teacher)*.

A response to the "Lettera a una professoressa" ‘Letter to a lady teacher’ written by the ‘Ragazzi di Barbiana’ the children of Barbiana, containing the experience of 30 years in school. The images of real-life children are superimposed with force on those of the boy of Barbiana. These children that have come one after the other in the course of years are described together with the rage of those who contributed to put the school in abandonment conditions. In the changing scenes the Author describes a world going through a radical crisis in which life still flows. The letter makes an account of deep motivations and strong affections that represent the only protections to limit the decadence of the school system. This decadence coincides with the decadence of the teacher. The Author is not trying to find the causes among bad ministers or bad school policy or bureaucracy. Her lucid look at the picture responds to the basic question: is it possible to speak about a beloved activity that has generated life, happiness and a cultural and affective return and at the same time keep speaking of anxiety, schizophrenic behaviour, panic, desire to escape? The deeply true response for the teacher is that "the unsustainable suffering is to go on teaching as if it were possible that things may be as they were before, when one could grant a future and a work to the generations that do not

have none of these conditions in front of them. The anxiety of 'no-project' and 'no future' that is always with us, as we are not prepared and impotent in front of it ... Our generation has strongly kept the convincement or the myth that adolescence is the period in which one lays the fundamentals of a future time that can be configured as a whole of reassuring elements in their continuity: a job, a family a home. We know that this image is not working any more and that a genuine delirium keeps us clung to this model. In reality we are not able to see any alternative. If study is not the tool to build up our life and was not the tool that changed the world, what's the use of it then?"

1999 Marco Rossi Doria, *Di mestiere faccio il maestro (Teaching is my job)*.

This diary gives an account of the experience made in 20 years of teaching carried out in the schools of a variety of different countries, and produces a narration on the fundamentals of the pedagogic work and of its core element that is the relationship between adults and children. Going through a series of stories taking place here and there, memories of school in the '70s and '80s, the analysis of various cases, the experience of cooperating with volunteers in a city of Naples characterised by marginalisation. The Author is documenting his passionate search for a genuinely autonomous school that is active and restored, in which there is also indignation for the teachers that give up their role: "The area of a passive attitude of renunciation is ineluctably expanding among teachers, and it finds its energy in a particular form of delegation from the bottom towards the 'container' projects ... This renunciation does not only mean the one's work as a teacher is put aside. There is also the humiliation of all those difficult but creative passages through which professional growth always has to go. The discussion among operators working at equal levels on how, when, and why to do and not to do, not according to what a circular letter says or a project proposes; the truthful registration and mediated integration of the proposals made by teachers according to the action to be taken with children, the necessary mediation among the various different adults that is the 'salt and the pepper' of every democratic condivision of the educational action... ". This is a rare case in which teachers are reminded of their professional autonomy in fact, here they are not considered only as the innocent victims but also as the accessories of their executioners, that is bureaucracy, even when it wants to be called 'autonomy'.

1999 Alessandro Petrucci, *Il pensionando (The retired to be)*.

The moment of retirement – of an anticipated retirement – is the moment when the teacher can draw the conclusions on a life spent in educating young generations but also themselves. These activities have both failed: students do not study, teachers decide to leave as they are not in a position to understand what people are asking them with all these innovation proposals: "Autonomy, statute of the students, reform of the programmes, rearrangement of cycles. Schools are going to be organised according to a pyramidal asset, as were the feuds in the Middle-Age. Moreover, it seems that the traditional composition will be substituted by the summary or by something else that may be a miraculous invention for the young generations, which are already prone to representations: adaptation for the stage. Bye bye, I have to go ... "

2000 Giuseppe Pontiggia, *Nati due volte (Born twice)*.

The Author of this book is a former teacher in an art school, and is today one of the best known Italian writers. In this novel he tells the story of the father of a disabled son. A young teacher finds a way of taking revenge on a school affected by two diseases; bureaucracy and anarchy. With the absurdity of its rules this school has rejected both the

protagonist and his disabled son. Cornali, the colleague, is efficaciously portrayed, a character that was well known in the '68 "revolution". "Cornali considered himself as the herald of a new pedagogic science... He proclaimed that he was acting in the name of the students' liberation. He had proposed and obtained – going through the tacit opposition of the most sensible ones – that students could use with him the 'you' familiar form of address (the French *tutoyer*, a condition that may occur in the Italian language using this form also with older people or with people with whom we are not in confidential terms, instead of using the more respectful *lei* or *voi*). It is no news that many people think that equality regards the grammar of pronouns. And they are not completely wrong. However, they would often like to escape from grammar too. Cornali created embarrassment to his students as he was asking them to consider him as a person of their same age, and there was a difference of 30 years. He looked like those parents that say they are their children's friends, in the illusion that they can share not only their games but also their age".

2000 Paola Mastrocola, *La gallina Volante (The flying hen)*.

The novel on the useless attempt of a teacher to carry out her activity, that is teaching Italian to her students. It would be better to dedicate oneself to an activity that may generate more enthusiasm and that would result less impossible: make hens fly. On the other hand teaching is impossible in any case. Keep the enthusiastic attitude for a difficult, delicate profession, in an environment made of bureaucracy and resignation, of indolent and spoilt pupils, who do not seem to have any dream and for whom the teacher dreams freedom and capable of flying with their minds. The good novel, which goes through one school year, with its rites and rules, reveals the irony and brightness of the Author, who is capable of catching the bitter side of reality without though any self-pity nor commiseration.

2000 Sandro Onofri, *Registro di classe (The class register)*.

This is the diary of one year teaching. Day after day, it describes a season passed in two high school classes in a school of the Rome suburban area. The Author has written this breviary mostly for himself. He brings into play not so much his teaching role but his entire life and his adolescence, in particular, when he was so similar to his students and near to their most private and personal condition.

He tries a way to communicate with young people, in a school that does not seem to be able to offer to anybody - not even teachers - the necessary freedom for the expression of their souls. It is the result of a deep silence between generations.

2001 Leonardo Chiorazzi, *Se non fosse per i bambini (If it were not for children)*.

Not even Primary school - the buttonhole of the Italian education system – can escape decline. According to the Author we 'have slipped into a pedagogic quagmire in which everybody is trying to keep afloat as he can, clung to his own didactic wreck, hoping not to sink before retirement ". The teacher seems as if he were between two fires: nobody trusts him, every single actor in the school life seems to be both the counterpart and the opponent.

2001 Arnaldo Colasanti, *Gatti e scimmie (Cats and monkeys)*.

In describing the stories of a teacher who loves his work, to his readings and to his favourite poet (Giorgio Caproni, a teacher himself), he tries to read what happens in his school, among his students (Cats and monkeys) and in himself. The response is: "I know ,

it is all true and thorny: school has become a play of nonsense – expiry dates, absurd professional updating courses, unreal hours to make up for lost time, marks that do not count any more, meaningless gestures. Then, periodically - as it has been done for a million times - the repetition of class meetings and their endless chattering. However there is something that resists in school. A newly born reader will be visible only if someone will teach without any hatred, or cynism and without any fear and a boy is there. He might be teasing you but he learns to understand why he is there, as funny and young as him, a pupil repeating his class year after year and failing every year, as he who wants to be there and obstinately tell other people what do words hide and what are the dreams that can take life in the heart of a book.

2002 Rino Cammilleri, *L'ombra sinistra della scuola* (*The sinister shadow of school*).

Before and after 1968. That year of life lived over again in the memories of a teacher that was one of the protesters, having arrived in school at 6 and never getting out of it any more. Full of witty considerations and humorous situations, this diary oscillates between the tormented nostalgia for good times that have gone away, when the protagonist was sitting opposite the teacher's desk, and his indifferent attitude in front of a school that would like to go through changes but remains always the same. Interrogations, lessons, class tests, examinations, awards and failures ... are the characters of a world in which the shadow of the " pedagogic left-wing" is dominating and making everything uniform.

2002 Nizio Ferraris, *Libero docente* (*Free teacher*).

Ferraris writes about his never journey into the school, already interrupted. The picture is dark, full of interesting notes on the teacher condition and of the school bureaucratic organisation. As in general the teachers who write on the school subject are those of literary subjects, it is curious that Ferraris is a teacher of natural sciences. This confirms that the Italian teacher uneasiness and bewilderment are beyond subjects.

2002 Margherita Oggero, *La collega tatuata* (*The tattooed colleague*).

This is one of the rare novels in which also the family life of the protagonist teacher is brought in and the story is not kept within the school walls with its usual liturgies, frustrations, chats and rows. The novel is about a married woman, with children, who tries to make compatible her difficult profession and the likely difficult task she has as mother and wife compatible. This is why also school life – the place where the Author works – seems more realistic and genuine, and her problems become less absolute and definitive ... also because this is a thriller with a crime in it and a judiciary investigation, that will increase the value and promote the potentialities and the real vocation of the protagonist.

Cinema and TV

1989 Marco Risi, *Mary per sempre* (*Mary forever*).

Portrait of a teacher in the *Malaspina* juvenile prison in Palermo, inspired to the book of Aurelio Grimaldi with the same title (a teacher too). This character has such a good professional curriculum vitae that he might teach in any level and order of school, but prefers to teach in classrooms that - citing his co regional writer Sciascia (1967) – really seems the tunnel of a solfatara. Even if the subject may be easily adopted for emphasis and

rhetoric, the description of this brave teacher is never exaggerated. Michele Placido, the actor, makes the character of their teacher credible. One of the most dramatic scenes is the sequence in which he tries to explain the origin of mafia in Sicily, that was established through the control of the water system, while young Natale, who proclaims to be a honourable man, tries to humiliate the teacher writing on his face and body with a felt pen.

1991 Daniele Luchetti, *Il portaborse (The flunkyst)*.

A young cynical and arrogant minister discovers that Luciano Sandulli, a southern high school professor, is the man able to write his speeches and the 'prompter' for his declarations and interviews. The teacher is conscious of the contradiction he is living with his new task and gives his students the lesson of ethics that he learns from the everyday compromises, ambiguities and humiliations he receives. His rebellion is a gesture of freedom, even if it seems a bit too easy.

1992 Lina Wertmüller, *Io speriamo che me la cavo(I hope I can cope)*.

From a *best seller* of Marcello D'Orta. A primary school teacher is transferred by a mistake in the information system from Liguria to a municipality in the Neapolitan area, where he is assigned a third class with students aged 7-8 years. When he leaves it he will have taught a number of things but will have learned a lot. The picture is a success thanks to actor Paolo Villaggio, who has perfectly interpreted the main quality of the teacher, missionary teacher too. Also in this picture, as in many other cases, cinema prefers this image of teacher who has to do with poor little waifs and not only with ignorant students.

1993 Massimo Martella, *Il tuffo (The plunge)*.

During a hot summer, Matteo, a 30 years' old unemployed teacher assists Elsa and Giulio with their studies. They become friends but the two young men both fall in love with Elsa and also become rivals. The vitality and force of Giulio and the not only the psychological uncertainty of Matteo (who is not brave enough to save Elsa's fiancé who is drowning), makes the young men win over older one. The teacher's culture is not useful and in this case it is an obstacle for his desire.

1995 Daniele Luchetti, *la scuola (School)*.

This picture portrays a long sequence in which teachers are preparing for the assignation of marks, interacting with other ordinary school life and administration stories. Also this picture mostly shows the affective competences of teachers. The good-hearted and idealist, the authoritative and severe, the deputy head master waiting for a ministerial upgrading; the good-looking and understanding lady teacher always on the students' side, while the newly nominated professor is frightened by them. And more characters describe the cynical professor who is arrogant and sexist, the disappointed teacher of French language. Finally the teacher of religion, who is a priest who has been treatment under psychoanalysis for 16 years and still is. This picture shows how rows, misunderstandings, different perceptions, and what is even worse, evaluations of the students' work are at the same time other ways to represent a very well established convincement: teachers are

island and teaching is an activity that is carried out at an individual level. No idea of cooperation, good and operational team work. The only condition that seems to be shared is uneasiness. All the represented teachers are going through an existential crisis, for one reason or the other.

1996 Paolo Poeti, *Compagni di banco (Deskmates)*.

A temporary employed teacher, with degree and very well prepared of course, who is waiting for a post and is working at the fruit and vegetables market. The post will be assigned in a school of the suburban area. The clash between the good will of the teacher and the difficulties of the young generation, who are accustomed to violent models, produces a series of dramatic episodes. This is a rhetoric image of the teacher who is also a social animator, very near to the mission typical of priests having to do with difficult cases. This kind of picture does not leave space to the transfer of culture.

1996 Cecilia Calvi, *La classe non è acqua (Class is not water)*

Professor Marinelli seems to be brave when faced with delicate episodes. For example, infants to be looked after having been abandoned by his student mother; fight with the head master who is going to substitute him; problems with justice for his students. In the end, after arranging every thing for the best he is obliged to leave school (the headmaster succeeds in substituting his with his favourite pupil) still he is repaid by his students' affection.

1996 Federico Moccia, *Classe mista 3 A*.

Love and rows in the last year of a high school. The same background as in the Luchetti's *La scuola*, however the banality of the both the students' and teachers' characters is frankly excessive.

1996 Rossella Izzo, *Caro maestro (My dear teacher)*. TV Channel 5

Serial in 7 parts. A primary school teacher, Stefano Giusti, with not very orthodox but very convincing modes, works in a school in which the head master is his fiancée. School duties and love passion. The first actor is very good but the character is not credible enough. Franca Valeri. Is a perfectly performed school assistant. Second serial in 1997.

1996 Enza Negroni, *Jack Frusciante è uscito dal gruppo (Jack Frusciante left the group)*.

Tormented love relationship between two students with the background of youth discomfort and boring provincial life, rock and suicide of a friend. Film version of a lucky novel of Enrico Brizzi . School and teachers seem to be totally useless.

1996 Maurizio Nichetti, *Luna e l'altra (Moon and the other)*.

The magic lantern makes the protagonist Luna Di Capua, who is a shy Neapolitan teacher moved to Milano, lose control of her shadow, which autonomously moves acts getting rid of her owner's prejudices. The fantastic universe of Nichetti linked with the satirical description of a world without fantasy (primary school in the '50s) this picture is also the

first demolition of the lady teacher full of qualities and virtues, that had been described in the Italian post war cinema.

1997 Andrea e Antonio Frazzi, *Don Milani il priore di Barbiana*

TV Film, produced by RAI, in two parts. It describes the last 20 years of don Lorenzo Milani who founded in Barbiana, Tuscany's Mugello, a popular full time school, based on team work and produced the well known book *Lettera a una professoressa* (1976), that among many polemic episodes became a classic in the Italian literature of late '900. It has acquired the value of an important metaphoric pillar of our time. The work describes with honesty and sweet respect a Milani evangelically correct, purged of his more provocative and harsh component. A teacher, a laic saint who always succeeded to be on the losers side. An image that is still kept in the imaginary of Italian teachers.

1997 Riccardo Milani, *Auguri professore (Best wishes to you, Professor)*.

The humorous pessimistic description of the Italian school: a disaster with modest teachers. The description of what school and teachers do not know and cannot give, just corrected with a worried attitude toward students. The minimum task that is proposed to a teacher: try not to damage students and teach that they must ask clever questions.

1998 Michele Placido, *Del perduto amore (About lost love)*.

The '50s, in a hamlet in Puglia. The story of Liliana Rossi (the actress is Giovanna Mezzogiorno), a young teacher, activist in the Italian Communist Party, who died when she was only 24 tries to combat poverty arranging a school in a hut.

1999 Gabriele Muccino, *Come te nessuno mai (Nobody like you, ever.)*

Three days of Silvio's life, 16 years old, student in a roman high school with progressist parents of the middle class, having to do with school occupation activities. School occupation, the police and all the related episodes. Silvio falls in love with a girl who is also a schoolmate. Teachers are in the background, like the school walls and furniture.

2000 Gionata Zarantonello, *Medley - brandelli di scuola (pieces of school)*.

Sadistic professors and criminal students fight in a high school of a provincial town (Liceo Pigafetta in Vicenza). Surprise interrogations, revolvers and chainsaws. Funny to be funny. A satirical version of goliardic school, which is the product of the TV subculture in which most apathetic young Italian people search for impossible oxygen.

2001 Tiziana Aristarco, *Compagni di scuola (Schoolmates)*. TV RAIDUE

Built up on *Compañeros*, the Spanish format, this serial is imagined in Rome, and offers a view of the daily life of a state school, a so-called experimental scientific high school. The experiences of teenager students linked to those of their teachers, thus proposing a continuous comparison between the worlds of adults and the young.

2003 Pupi Avati, *Il cuore altrove (The heart, somewhere else)*.

For professional reasons, professor Nello Balocchi the teacher of latin keeps moving on a railway, geographic and symbolic route, (Roma-Bologna-Roma). The representation takes place in the '20s and the protagonist reaches the pension Arabella in Bologna as his father wants to wake him up from a sort of deep and emotional lethargy, only alleviated by Latin poets. Nello is mad for his studies and even if he is over 30, he does not know women and the traps of love. Angela a blind and inconstant very attractive girl, will unveil this world different from that of books,. Here again the teacher is a dreamer, not experienced with life and mostly inadequate.

Annex 3

The deontological code of the Italian teacher

One of the most interesting documents regarding the condition of Italian teachers is represented by the recent proposal for the creation of a deontological code for teachers. This document - prepared in 2002 by a commission created by the Ministry of Education representing a number of professional associations - is an efficient tool describing the effort made to endow teachers with a new statute and a new image, making recourse to the ethic aspects of their activity.

Regarding Teaching 'professionalisation' an authoritative approach has already been made in the " Recommendation concerning the Status of Teachers " published by UNESCO in 1996. The recommendation declares:

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

At that time already, ethics for the profession and high professional *standards* had been identified as the main tools to elevate teachers to the status of professional persons capable of responding to one of the most important human rights: the right to education.

- *Recognizing that the status of their profession depends to a considerable extent upon teachers themselves, all teachers should seek to achieve the highest possible standards in all their professional work.* (art. 70).
- *Professional standards relating to the teacher performance should be defined and maintained with the participation of teachers' organizations.* (art.71)
- *Codes of ethics or of conduct should be established by the teachers' organizations, since such codes greatly contribute to ensure the prestige of the profession and the exercise of professional duties in accordance with agreed principles.* (art.73)

The proposed line is clear and might today be expressed according to the following suggestions:

1. in order to have the teaching profession recognized, the relevant high standards and a code of ethics must be clearly proposed;
2. *standards* and code must be defined and managed by teachers through their bodies, perfectly conscious that teaching, as any other recognized profession, is based on the autonomy of the professional body.

So far - at the international level - the most advanced position on the teachers' subject have relaunched, defined precisely and, in part, realised these basic principles.

This must be the starting point.

Teaching: a complex function demanding an action at different levels

Teaching is a complex function. In order to adjust it and increase its value an intervention must be carried out at different interconnected but distinct levels. A schematic description of the interventions follows:

1. Juridical status of teachers

The Italian Constitution protects both the academic freedom and the right to education; the result is that some of the basic aspects of the teaching function cannot be submitted to the negotiation between the parties, on the same line as it is the case of the jurisdictional function and imposes the legislative definition of a specific juridical status of teachers. Today it is necessary to update what was established by the delegated law (Decreto delegato) 417/1974, in the light of both the contractualism of public employment and of the revision of Part V of the Constitution. Beside contractualism, the juridical status will and must adjust the aspects as they are summarised:

- Teaching function and academic freedom, intended as freedom of the 'function', which is different from the freedom of whom physically carries out the function. This freedom is not intended to protect the teacher interest (a legitimate still an individual interest) but to protect a mandatory public interest: teaching that can be performed in a condition of freedom. In today's society of knowledge, the adjustment of the function must be guided by the basic principle that 'everybody can learn', therefore, the most important mission will be to ensure that knowledge is made accessible to all students, even if attitudes and intelligences are different, making available for everyone the tools to find a sense for one's own being and acting, and develop the awareness that everyone is at the same time an individual, one part of a society and one part of a species;
- The basic rights/duties of teachers. Rights/duties, defined by law, must indicate the fundamental characters of the teaching function. They must draw a general picture in which the professional body, in autonomy, will develop its own deontological code and its own professional standards;
- *The initial and continuous professional training* is an irreplaceable tool for the construction of one's own personal identity and social recognition;
- *The modalities for recruiting*, which must take into account the new art. 117 of the Constitution, with specific reference to school decentralisation and autonomy and be based on a number of new and strict evaluation modalities that must refer to a number of precise and specific professional standards;
- *The modalities for the performance and evaluation of the probation year*, prior to the confirmation of permanent employment
- *The creation of a number of new teaching professional images who would enable the identification and formalisation of a professional area that can express the highest possible capacities of the category*, that would represent the objective element of thrust for the whole category, a fly-wheel to build up and diffuse the teachers' social image (today they are perceived as a dull and indistinct category consisting in one million persons), and the necessary and indispensable tool for the development of school autonomy.

2. The profession's self-governance bodies, at the national and regional level.

The specific definition of the deontological code and of the professional *standards* is to be performed by the profession itself, as it is already authoritatively indicated in the above-mentioned Recommendation of UNESCO in 1996. This aspect requires teacher to have their own autonomous body, at the national level and with regional articulations, that may substitute the existing CNPI and more globally the local collegial body established in the D.Lgs 25/06/99.

Two solutions have been practised up to now for the creation of the professions' autonomous bodies: a) the *Professional Order* – this is the Italian solution that was created with private professions, linked to the market, and totally self-referential; b) the *General Council* – this is the Anglo-Saxon solution, in which a majority of elected professional persons are flanked by the representatives of the institutions aimed at protecting the general social interests.

Finally, the *Consiglio Superiore della Magistratura* is a body existing in Italy from which teachers could somehow draw inspiration. Teaching, alike justice, is a constitutionally protected function, and for this reason it could draw inspiration from it for the creation of its own representative body.

The teaching self-governance body must be established by law, but will have to involve at the capillary level both teachers and their associations and will not in any way be proposed as a unilateral act of the government, or it will be delegitimized even prior to its launching. It will neither be the object of any union bargaining.

It is neither the area nor the matter for any union trade intervention. On the other hand a very ample space is left for professional associationism, the value of which should be increased and recovered in this sense, as one basic component of the teaching profession.

3. A necessary distinction of the three codes: deontological code, code of behaviours, code of discipline.

One more subject requires clarification when redefining the teaching profession - this is a profession which enjoys its own autonomy but is at the same time a public and a subordinate profession – is the interaction among three codes: *deontological code*, *code of behaviours*, established in art.54 of D.Lgs. 165/2001, *code of discipline*. In the meantime, it must be pointed out that, while it is the task of the professional body to define the deontological code through its own self-governance body, the code of discipline is a contractual matter and must be defined in the framework of the labour contract. Similarly, - as for the deontological code - it is important and urgent also that a specific code of discipline is defined, which must be adjusted to the teaching profession nature, if one considers that, only for teachers, reference is still made to the old general regulations adopted for the State civil service employees, namely to what is established in DPR 3/1957. As regards the definition of an additional code of behaviours, it was considered as a surplus with regard to the deontological code and that teaching might conform to the cases established in art. 54 item 4 of D.Lgs 165/2001, which specifies that for each Bench (judges) and for the *Avvocatura dello Stato* (Bar), the category adopts a specific code of ethics.

The process for the creation of the teachers' deontological code

The problem recently raised is if it would be more efficacious to formulate one single general code for all teachers or a series of codes specifically formulated to be adopted by the teachers in the autonomous schools.

The two hypotheses are not considered contradictory. On the one side there is the need to 'give a unitary form' to the teaching profession as a whole. A profession is considered as such only if its distinctive characters are made explicit and recognizable. Till now, in Italy, teaching has neither been defined nor recognized as a profession. The definition of the teaching professional *standards* and of the deontological code made by their own autonomous body is a 'mandatory' passage for the professionalisation of teachers. Nothing impedes – within a definite general framework – that the teachers of the single autonomous schools define their own professional rules, that will be more adherent to the specific situation in which they are operating. In fact the process leading to the adoption and sharing of behaviour rules is extremely important, even more important than the 'product' itself.

It is important that, first of all, all teachers become aware of the importance of adopting and respecting a deontological code.

In all advanced societies professional ethics have become a very important element. They take form in the framework of the 'special ethics' and have become the tools to face some remarkable social needs. They are just strict and absolute behaviour norms but the deontological rules adjusted to the problems as they arise. The capacity to identify the behaviours that can respond to the real needs of society is in fact one of the essential conditions for the progress of societies.

The reasons for which the professions adopt their own ethic-deontological codes are summarised as follows:

1. to adapt professional autonomy (that is one of the profession's 'constitutive' characteristics, together with the specialised knowledge) to the interest of the final users of the professional services, but even more to the genuine interests and needs of society
2. to promote high *standards* of professional practice
3. to establish a frame of behaviours and responsibilities that keep building the professional identity
4. to increase the sense of belonging to the professional community
5. to supply to members points of reference for self-evaluation of the profession
6. as a sign of professional maturity

A deontological code only for teachers or for school managers too ?

As the study commission assignment received by the Minister referred to the 'school staff' and not specifically to teachers, the question was posed of a deontological code also for school managers.

If one wants to be in line with what is laboriously being attempted in other countries, it is necessary that also school managers have a specific deontological code, as well as specific professional *standards*.

This activity is going on where the attention for the image and the function of school managers as 'educational leaders' or 'leaders of learning' is growing.

Recommendations of the commission to the Minister

If it is true – as we have described in the considerations of merit, that the formulation of the deontological code is part of the more general process of professionalisation of teaching, it is necessary to launch all the actions that must support and make this path possible. In particular, our recommendations are addressed in order that:

1. when establishing the regulations and provisions that will define and rule the teaching profession - the contractual part be clearly separated from the legal part - and that, together with the contract - also the juridical status must be updated – and it will concern and take into consideration all the aspects pointed out in the above considerations where suggestions are made on the juridical status. Also the counterparts for these two areas must be distinct – juridical status and contract - in order not to incur in any deleterious confusion between the roles. As regards the juridical status, which regards the more professional aspects, teachers' professional associations should be consulted.
2. at the same time a consultation must be made to launch the teaching autonomous body. Also in this case the teacher professional associations must be the referral bodies, in fact trade unions cannot intervene on this body, which has an exclusively professional nature. In this regard, it seems that the creation of a real Professional Order would not be adequate to the nature of the teaching function. A professional body in the shape of the anglo-saxon countries *General Teaching Councils* is considered as more adequate, or if preferable, a body that in Italy may be referred to the *Consiglio Superiore della Magistratura*. A *Consiglio Superiore della Docenza* may be a hypothesis composed of the majority of elected teachers, elbowed by some designed members from the University and/or other high culture institutions. The teaching body will be autonomous and independent from the Administration and free from any direct or indirect form of trade union interference, and absolutely exempted from any form of joint management with the representatives of parents and students, that would be in contradiction with the expressed aims of the teacher professional emancipation. Such a body should have ample powers as regards: 1 – the definition and monitoring of the *standards* of the initial professional training and access to the profession, 2 – the definition and monitoring of the *standards* of career development for the areas having further and higher professionalism, 3 – the creation and management of the Professional Register, in which all qualified teachers should be obliged to enrol, making the enrolment the necessary and indispensable condition to practise the profession in all the state and officially recognized schools under both permanent or temporary employment, 4 – the definition of the deontological code. It would be a mistake to superimpose this new teaching body to the numerous existing ones. For this reason, also in the light of the reform of Part V of the Constitution and of the new regional powers, the definite substitution of the present *Organi Collegiali Territoriali* (local collegial bodies) established by the Decreto Legislativo 30 June 1999, n. 233, *with the new Organismo professionale della docenza, definito a livello nazionale con articolazioni regionali (Professional teaching body at the national level with regional articulations)* is considered to be done.
3. The problems linked to the preparation of the deontological code should be widely diffused and start a debate in schools. For this purpose, the Minister might make the material prepared by the commission available, and invite a number of teachers from the autonomous schools to launch the experimentation of their own deontological

codes. It is fundamental that the process of construction of the code starts. It is also a basic action to privilege the preparation of the code, as it is even more important than the final product (the teacher profession code),

4. In the subject lines concerning the renewal of the national labour contract for the teaching staff of the autonomous school, identified according to art.21, law 59/1997, it should be indicated as expressly urgent the updating of the code of discipline that today still refers to the TU of State civil employees (L.3/1957). These regulations are obsolete and not enough representative of the condition and evolution that are characterising the teaching function. The new code of discipline must be coordinate with the principles from which also the deontological code draws inspiration.

Annex 4

**Image and Health of Teachers in Italy:
Framework, Problems and Proposals**

by
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Image and Health of Teachers in Italy: Framework, Problems and Proposals

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Introduction

The analysis of the image and of health conditions of teachers of a country represent a key issue to understand attitudes and behaviours that, in general, citizens (including teachers) assume in respect to the school environment and educational processes.

Therefore, in order to globally understand the perception of the dynamics related to the school environment and teachers, it is indispensable to consider all the related aspects, that is: individual opinions of those who are internal and external actors having to do with the school system, the institutional system in which school political and legislative orientations are discussed, the communication/diffusion processes of information through the role played by mass media, the health conditions of the teaching staff as an element of indisputable objectiveness.

It often happens - as we will see - that school and teachers social and individual attitudes and behaviours are the product of superficial categorization and prejudice that often hampers the identification of the changes that are going on, thus reducing their calibre and importance.

The role played by mass media in influencing public opinions and creating and building stereotypes is well known by the sociological and psychological research milieu. The lack of specific research activity aimed at the relation between mass media and the image of teachers in Italy is, however, urging our attention towards the research activity which aims at evaluating individual/group opinions and behaviours that are closer and that in a closer connection contribute to build up the social image of teachers.

Our report is therefore structured in four sections:

- The first paragraph gives a synthesis of the results obtained from the national surveys carried out on the entire teaching staff - of all levels - aimed at taking into consideration opinions and judgements gathered on the image that teachers have of themselves. Teachers were requested to give an evaluation of their own professional condition, mainly with respect to the judgement on the change in their professional prestige and to the subjective, objective and ideal representation of their profession.
- The second paragraph reports the results of the survey carried out on the young and on the image they have of school in Italy. The young were requested to express their judgment on their relationships with teachers in order to identify any inadequacies and expectations
- The third paragraph reports an analysis of the psychophysical conditions of teachers as an objective correspondence wider respect to the above different perceptions. These scientific research data aim at comparing the teaching staff with three other categories

of State employees (health personnel, blue collars and white collars) by analysing the mental distress motivating their request for anticipated retirement. The conclusions of the study induce the hypothesis that teachers are the category with the highest professional risk of mental distress and that there is a tight link between the *burnout* condition and the declared psychiatric pathology.

- The last paragraph finally presents a range of study and operational intervention proposals aimed at treating and opposing the distress elements existing in the teaching profession with the contribution of all the interested parties, such as associations, institutions, labour force, enterprises and individuals, who gain the role of protagonists especially in the phases of prevention and work reintegration. For the funding of the social communication campaign on teachers' *burnout*, (for which a pilot project has been prepared) the delicate subject of alternative fund raising - by adopting new tools (sponsoring) recently made available for school by the legislator - was also treated.

1. Difficulties and tensions of the teaching PROFESSION: condition and social image of teachers in Italy

School is not in good health; this is commonplace in Italy. Students, their families, and even teachers, more or less express their disappointment on how it is going on. We will rarely hear expressions of satisfaction or praise. Criticism and complaints are prevailing. The crucial question raised almost everywhere is connected with the supposed inadequacy of the school systems when faced with the accelerated, demanding rhythm of changes.

Teaching is a kind of profession that is facing - this is a shared opinion - opposed tensions and pressures. The first kind of tension concerns, in fact, the relation between tradition and innovation, which characterises school, as a general rule.

For some aspects, teachers are inevitably requested to mediate between two clear instances: on the one hand, preserve and transmit cultural tradition - which they have inherited - and the instances of innovation coming up from the key sectors of economy and culture.

The second tension concerns their position in a series of expectations that are sometimes potentially incompatible: such as students, their families, school managers, their colleagues - some working in their same classes, some teaching their same subjects - and, more and more often, the external agencies that directly or indirectly intervene in the practical mechanisms of school institutions. There is, moreover, another very general factor to be added to these difficulties. The extension of primary and secondary instruction to increasing portions of the population has introduced in the school paths increasing portions of children and youngsters coming from cultural environments that are not always familiar with the school habits and culture. This portion of difficult students represent at the same time a challenge and a menace, as they constantly put teachers in front of the possibility of experimenting success or failure of their educational action. Teachers are in fact constantly faced with the possibility of failure, which is a never-ending menace to their self-esteem and induces them, almost inevitably, to adopt strategies of rationalization and defence. Moreover, self-esteem is endangered by another aspect. It sounds like a paradox that the more school becomes a crucially important institution in the *knowledge society*, as it has been defined, the more teachers feel like belonging to a class the prestige of which is in decline. This is a result, on the one side, of the quantitative

boosting brought in by mass schooling (compared with other factors the prestige of a class tends to be inversely proportional to its extension) and on the other side to the process of bureaucratisation produced by the success of some great State-driven education systems and to the inequality that teachers observe and admit when they are faced with other groups and classes, that are often much less educated. These reasons of difficulty are more or less shared by teachers all over the developed world, who have more or less recently trespassed the mass schooling threshold.

However, the Italian situation presents some specific particular elements.

One must refer essentially to two great issues and anomalies of the school system in Italy, which significantly influence the social image of teachers. The first issue is related to the inadequacy of teachers' professional training and the second to their scarce inclination to didactic innovation.

As far as the first issue is concerned it is necessary to repeat that most teachers in Italy have received an initial training limited to the one discipline or to the disciplines they teach and that, though specific university courses are aimed at reducing the lack of training, the effects will be visible only in the long term. The lack of training, as teachers themselves report, often represents a source of trouble when tackling the various problems that teaching has to face, especially with didactics, interrelation with students and cooperation with colleagues.

The second connected problem is the scarce attitude to didactic innovation that teachers and school show in general. As teachers report - together with the students who have experienced other international educational realities - this was a serious obstacle to the creation of a school and a teaching staff able to accompany and support the modernisation effort of this country. Didactic innovation was more or less relegated to experimental experiences, which despite their large number and wide diffusion over the territory, have not succeeded, in the last decades, in gaining the institutional and political level in the range of consolidated ordinary course.

Some other factors, not less important, are to be enumerated regarding the lack in Italy of strict selection procedures to gain access to the profession, the bureaucratisation of the teacher careers, scarcely connected with their professional capacity, the absence of procedures for the periodical assessment of teachers and the low level of salaries.

1.1 The social image of teachers: the point of view of teachers

The judgement of teachers on changes in their professional prestige

The reduction of the teacher prestige is a commonplace when researches are carried out: teachers seem to be more and more aware of this reality of the contemporary society.

The latest research on teachers in Italy carried out by the *Fondazione IARD* (1999)¹, teachers are convinced that the social prestige of their category decreased and all of them, but in particular junior high school and high school teachers are even more pessimistic than their colleagues interviewed in 1990, and they (primary school teachers are not in this number) make even worse predictions for the next decade.

In evaluating this attitude it may be useful to suppose that the negative perception of their position represents for most teachers a consolidated stereotype, an attitude that has

¹ The *Fondazione IARD* has carried out two national surveys on life and work conditions in the Italian school, the first one in 1990 and the second one, on behalf of the *Ministero della Pubblica Istruzione*, (Ministry of Education) in 1999. The latter was realised on a sample of 7,400 teachers of both State and private schools of all levels and stages.

become a conventional. If one considers the block of interviewed teachers going from primary school to junior high school and to high school, nearly 2/3 are definitely pessimistic as regards the social consideration of teachers' category. While age, social and cultural extraction and gender are absolutely non-influent, the geographic area where they belong is important, in fact, downwards from North to South, pessimism decreases. In particular, as regards junior high schools and high schools, teachers of scientific subjects perceive the situation negatively mainly in the north; their perception of a status reduction seems then to be connected with the presence of labour market better conditions for graduates.

Prestige linked to the role of teacher is determinant both in order to stimulate the most talented young people to contemplate teaching as an occupational destiny, and to encourage those who are already teaching to better perform their work. Over 70% of primary and secondary school teachers think that in the last ten years the prestige of their work has decreased, about 45% think that it will decline in the future (tab. 1.1). Teachers of nursery schools, though expressing very heterogeneous opinions, declare as a whole that their prestige has increased and will continue to do so also in the future. This contradictory phenomenon is perhaps due to the increasing acknowledgment attributed to the role of nursery school as regards the child cognitive and relational development.

Tab 1.1: Evolution of prestige of the work of junior high school and high school teachers in the last decade and for the next decade, according to the teachers of various levels of State education, in 1990 and 1999 (%)

	Primary school		Junior high school		High school	
	1990	1999	1990	1999	1990	1999
<u>In the last decade prestige has</u>						
Increased	9	9	6	5	6	3
Kept the level	21	19	26	23	29	22
Decreased	70	72	68	72	65	75
Total	100	100	100	100	100	100
<u>In the next decade prestige will</u>						
Increase	23	21	18	15	20	16
Keep the level	36	46	43	40	45	36
Decrease	41	33	39	45	35	48
Total	100	100	100	100	100	100

With respect to the previous survey on the teaching staff condition, the perception of prestige deterioration in the past and of bad expectations for the future has grown, at least among teachers of junior high school and high school and, to a lower extent, among teachers of the junior high school. (tab1.1).

The representation of the profession: subjective, objective, ideal

The image of the teaching profession, coming out through the teachers' opinions, was also investigated through the analysis of the profession representation based on different levels of awareness: the evaluation of how the teacher perceives his/her own professional self, with respect to his/her real self, his/her ideal self and the self of duty, has produced some useful indications on the typologies of the identified representations also at the level of satisfaction, dissatisfaction and on the possible feeling of frustration that afflicts teachers in Italy.

The interviewees were submitted four definitions of the teacher image:

- A professional person who delivers his services based on his specialistic competence
- A State officer who carries out a public function based on this competence and professional commitment
- An employee, like many others
- A person who chose this profession in order to carry out an important social function.

Moreover, they were asked to indicate to which definition they would feel personally similar, which one would better express the present condition of teachers in Italy and which one would better represent the image of what the teacher *should be*.

Tab. 1.2: the teacher image: personal idea, present condition and ideal definition (%)

	Primary school		Junior high school		High school	
	1990	1999	1990	1999	1990	1999
Personal idea						
Person with social function	51	43	48	46	39	41
Professional person	24	36	29	32	39	37
State officer	23	20	20	21	20	20
Employee	2	1	3	1	2	2
Total	100	100	100	100	100	100
Present condition						
Person with social function	9	13	8	12	5	9
Professional person	12	11	12	11	12	9
State officer	24	25	23	25	21	23
Employee	55	51	57	52	62	58
Total	100	100	100	100	100	100
In the next decade prestige will						
Person with social function	43	36	50	43	47	39
Professional person	39	45	32	36	36	39
State officer	17	19	17	20	16	21
Employee	1	1	1	1	1	1
Total	100	100	100	100	100	100

This analysis shows that, while the subjective awareness and the “*must be*” of the teacher image largely coincide, the present perception of the teacher condition is, instead, deeply divergent. Both for the personal conception and for the ideal definition, the indications of teachers of all educational levels are focusing on the two conceptions of the professional person and of the socially committed person, each of them represented by about 34-45% (tab. 1.2). Among the response referred to the present condition of teachers, on the contrary, the employee “*like many others*” is prevailing as modal response, followed by the State officer image. It must be noticed however, that this negative view seems clearly regressing (4 or 5 percent points) with respect to the 1990 survey.

Another important observation concerns the neat reduction, at all school levels, of the teacher ideal definition according to which he/she carries out an important social function (an average of 7 percent points, shifting towards the professional person). Therefore, while from the previous survey this image resulted always in a minority, now this is the case only in junior high school, while as regards primary school the professional person ideal

maintains, and in the high school these two images obtain a similar quantity of preferences. This is an important process of change, significantly linked to the age of the interviewees, as the professionalising view is more diffused among the young.

The image of the person carrying out an important social function is mostly popular only in the southern part of the country. It is not only a question that modernisation is still insufficient, it is also the family cultural *background* that has its influence, as this option is chosen by the interviewees of low cultural extraction, who are in fact more numerous in the south.

In order to better indicate the qualities labelling the “*must be*” of the teacher image it is finally interesting to show the results of the analysis carried out on what the qualities that a good teacher must have are according to teachers’ opinion. The qualities conserved most important emphasise the variety of aspects that are expected from an effective teaching method: (tab. 1.3): besides the merely technical aspect (didactic preparation and continuous updating), there is also the relationship aspect (the liaising capacity is considered the most important quality), the psycho-pedagogic aspect, the ethic value aspect (to be an example for students) and the managerial aspect (organisation capacity). Teachers attach less importance to some moral qualities at large (such as sensitiveness, love for their pupils, spirit of sacrifice).

Some qualities are easily identified, evidently, as they are related with the age of pupils, the younger the pupils the more they increase.

For example at the lower school level it is important to have more developed psycho-pedagogic competence, love for children, capacity to work in groups and also, strange enough, competence with social problems.

Tab. 1.3: Qualities that teachers must have: percent age of teachers at the various educational levels of state education who declare that the issues below are “very” important (%)

	Primary	Junior high school	High school
Communication	90,5	91,3	87,7
Didactic preparation concerning	83,8	80,3	73,2
Continuous updating subjects	66,2	56,3	63,4
To be an example for pupils	57,4	57,6	51,9
Organisation capacity	58,8	52,6	50,1
Psycho-pedagogic competence	77,0	64,7	44,2
Sensitiveness	55,5	56,9	43,7
Problematic attitude	50,1	35,6	42,1
Competence in social problems	52,5	45,3	34,7
Love for pupils	55,1	45,0	31,2
Capacity to work in a team	48,1	33,4	27,8
Spirit of sacrifice	26,7	28,9	26,6

Motivation, identification and professional pose

It is a tradition in the Italian research activity carried out starting from the ‘70s to build up a typology produced by crossing the kind of motivation for teaching and the identification with the profession, enabling the identification of four types of teachers: *persistently*

motivated, motivated but disappointed, non-motivated and submitted, non-motivated non-submitted.

It is interesting to notice that, based on the two IARD (1990 and 1999) surveys, the percentage of *persistently motivated* is increasing and even more so the *motivated but disappointed* (15 to 23 %); while the *non motivated but submitted* are stable, the *non-motivated non-submitted* are drastically decreasing (Tab 1.4).

A radical change has to be noticed with respect to the survey carried out in the '70s, even if the survey techniques are a little different. In the '70s the *non-motivated non-submitted* were prevailing (37%), and they are now reduced to 11%, the *persistently motivated*, were only 30%, and are now 48%. The most considerable change of the last decade is certainly the remarkable increase of the *motivated but disappointed*, in fact, in the '70s, this group hardly reached 10%, and are now representing nearly ¼ of the teaching staff.

As a whole, our present situation is decisively better than 25 years ago, when strongly prevailed the *non-motivated non-submitted*, that are potentially the most dangerous group from the students' point of view.

By crossing these data with some structural variables, it is interesting to notice how the group of *motivated but disappointed* increases as one goes from north to south, and with respect to the school levels and stages, one can say that the *persistently motivated* are significantly more numerous at the primary school (where they are more than half of the interviewees), while they reach the lowest level in high school.

Tab. 1.4: Motivation-identification Typology

	Compulsory education and Junior high school 1990	Compulsory education and Junior high school 1999
Persistently motivated	43	48
Motivated but disappointed	15	23
Non-motivated but submitted	18	18
Non-motivated non-submitted	24	11

The evaluation of their motivation in the course of time is strictly connected with the evaluation of teachers' attitudes and behaviours during their professional life. For this purpose and in order to evaluate ongoing changes with respect to their own professional career, it is interesting to report the results of an analysis that was based on the evaluation made by teachers on their position at the beginning of their career compared to their present position, with reference to seven different scales (anxious-calm, detached-involved, demotivated-motivated, confident-non confident, pessimist-optimist, stressed-relaxed, satisfied-unsatisfied). The variables investigated were: attitude wider respect to commitment and attitude related with the mood of teachers.

Tab. 1.5 Attitude wider respect the commitment and mood vis-à-vis work

Attitude wider respect the commitment	%	Mood wider respect work	%
<i>No more committed</i>	22	<i>Always calm</i>	30
<i>Now committed</i>	14	<i>Now calm</i>	20
<i>Always committed</i>	41	<i>Always anxious</i>	24
<i>Always scarcely committed</i>	23	<i>Now anxious</i>	26

The relation between these two variables is particularly interesting: teachers who are always scarcely committed or who have reduced their commitment in the course of time, are numerous among those who, even if initially calm, have now become anxious: teachers who have only recently committed themselves are more frequently situated among those who have always had an anxious attitude; finally, teachers who have constantly manifested a calm attitude or conquered their quietness in the course of time are mostly situated among those who have always had a great professional commitment.

By crossing some structural variables it becomes moreover evident that, as an average, older teachers and teachers belonging to high school declare that they have always been somehow scarcely committed or that they have reduced their commitment in the course of time.

It is moreover interesting to notice that those who declare to be more pessimistic with respect to the present and future prestige of their profession are most numerous among teachers who declared that their dedication has always been rather scarce and most of all among those who have reduced their commitment in the course of time.

Also the attitude related with teachers' mood seems to be different some structural variables: it is mainly women and the younger teachers that are most anxious; moreover, with respect to the geographic area, the number of anxious teachers is larger in the North than in the South, both at the beginning and at this stage of their career.

2. Young people, image of teachers and school

Through its research on the youth condition in Italy, the *Fondazione IARD*² has been investigating for years at the national level to report on what is the perception that the young have of their relationship with teachers and the confidence they have in institutions, first of all their school. The analysis of these variables is the basis to understand which are the dynamics and attitudes characterising the most important actors of the school system, according to their behaviours and opinion towards school as an institution in general, and towards the teaching staff.

Before getting into the specific analysis on the relationship between the young and teachers, it is interesting to report some general considerations regarding the relationship between teachers and school. In the second IARD (1999) survey on life and work conditions in Italian schools, one of the questions posed by the survey regarded how teachers perceive the transformation of the school reality. According to teachers, one of the most negative aspect of their work environment is the decreasing interest that the young show for a good school education, which, in the end, involves less discipline in classes, not sharing the values that are offered at school and reduced commitment in their work. That empirical framework is only partially confirmed by the survey carried out on the young. 31,7% of the interviewees declares that study and cultural interests have great importance in their life, and 46,3% say these are quite important. With respect to other values examined, study is considered more important only politics, religion, social commitment, their motherland and sports practice. On the other hand, all the rates reported on the

² The *Fondazione IARD* survey on the youth condition in Italy is a reference point in the field of the sociological research on the youth. It has been repeatedly carried out every four years for more than two decades: it was realised in 1983 (N = 4,000), 1987 (N = 2,000), 1992 (N = 2,500), 1996 (N = 2,500), 2000. During the last survey 3,000 youngsters between 15 and 34 were interviewed by means of questionnaires.

participation of the young in non-compulsory school processes have increased in the course of time, thus demonstrating their increased interest in training activities.

But what do the young perceive from the relationship they establish with their teachers? School experience is mainly based on the relationship with teachers and schoolmates. Therefore, for the young, teachers are the image of school as an institution, still it seems that this image is becoming less and less satisfactory.

60,9% of the interviewees declares to have enough confidence in teachers. Under some aspects this is a remarkable percentage, in fact teachers result, as a whole, more trustful than almost all the other institutions and categories of actors under examination.

However, in the long-term the trend coming out of the survey among youngsters between 15-24 (tab. 2.1) is negative. Teachers are increasingly losing consideration. It is however eloquent that confidence in teachers increases as youngsters grow older: the greater the distance from the school experience the more the young realise how much teachers contribute to their maturity.

Tab. 2.1 Degree of confidence young people between 15-24 have in teachers, in the five IARD (%) studies

	1983	1987	1992	1996	2000
High or enough	69,6	66,6	63,1	61,9	57,8
Low or none	29,2	32,7	35,7	36,5	40,6
I don't know	1,2	0,7	1,2	1,6	1,3

It is also interesting to notice how the category of teachers is situated with respect to other institutions. The evaluation of the young's confidence in institutions, presents, as reported in table 2.2, some rather satisfactory results as regards teachers and the school system, in fact, in the list of preferences they rank 4th and 6th.

Tab. 2.2 Degree of confidence in institutions (% of “much” + “enough” responses)

Institutions	%
Scientists	85,2
UN	65,9
Police	63,2
Teachers	60,8
European Union	59,3
School	58,8
Carabinieri	58,6
NATO	52,1
Judges	51,8
Priests	46,1
Businessmen	45,4
Banks	45,0
Newspapers	41,5
State television	41,3
Private television	36,6
Military men	30,9
Local administrators	29,7
State officers	22,0
Union representatives	20,4
Government	18,6
Political parties	10,2
Politicians	7,6

Both the categories of teachers and school were introduced in the list: the purpose was to check if among the young have a different perception school and teachers. Over 70% of the interviewees have exactly the same level of confidence in both subjects; therefore, one could deduce that, in the youngsters’ imagination, the two images are somehow superimposed. As regards the difference of opinions, those who trust school more than teachers and *vice versa* are almost the same in number, the teachers’ category prevails a little.

The convergence between the images of school and teachers does not emerge from the responses to another question that was submitted to the interviewees: these were asked to indicate how happy are they with some aspects of their life, among which the education they received and their relationship with teachers. If one keeps the analysis limited to the interviewees who gave a response which is valid for both aspects (substantially those who are still in school) 89,3% is relatively happy with the education received, but only 61,6% is happy with their relationship with teachers. Only 40% of the interviewees expresses the same level of satisfaction the two aspects and over 52% declares to be more satisfied with the education received than with the relationship with teachers.

Why is the relationship with teachers not satisfactory enough?

As it was similarly deduced from other previous IARD researches, the most serious defects attributed to teachers are concerned with their trend to neglect students’ needs and points of view (denounced by 67,3% of interviewees). Minorities indicated some other deficiencies, as teachers were judged: politically and ideologically exerting influence on

pupils (38,0%), incompetent and lacking preparation (37,7%), excessively compliant (24,7%), excessively strict (21,6%).

Finally, it is interesting to report the results concerning the opinions of the young and teachers on the aims and objectives that are attached to school and education. The interviewees were illustrated four crucial aims of school education and they were asked to give a progressive top/down order of importance: the cognitive function, based on transmitting basic knowledge, the professional function, based on the development of relationship capacity and the political and cultural function, based on the transmission of the values of the community and of the organisation forms of living together.

By cross-checking the responses given by the two groups of teachers and youngsters some rather remarkable differences result: even if the cognitive function prevails in both categories, the profession and the social aspects of education are more appreciated by the young than by teachers. This result is another useful element for reflection on the expectations that the young denounce the school system in general, but also and mainly on the perception of and expectations from the role of teachers in our society in general.

3.The teachers' psycho-physical health condition

3.1 Psycho-physical fatigue (burnout)

Before facing the aspect of how to attract, motivate and stimulate teachers, one must first know their present psychophysical health condition. A number of publications have been produced since the early '80s, concerning the so-called helping professions, with particular attention to the *burnout* syndrome affecting teachers. The above-mentioned condition is characterised by:

- Emotional exhaustion and fatigue
- Depersonalisation and cynical attitude towards students, colleagues and interpersonal relations
- Frustration due to lack of personal accomplishment
- Reduced self-control.

Burnout of teachers is a subject that has been largely discussed for at least twenty years as one can deduce from the studies carried out in the United States, Great Britain, Israel, Australia, Canada, Norway, Malta, Barbados and Hong Kong. Comparative studies have also been carried out between the school systems of different countries such as Italy and France, Scotland and Australia, Jordan and Arab Emirates, United States and Great Britain, New Zealand and Australia. Less frequent, though highly significant are the works that have compared the *burnout* incidence on some different professional categories (i.e. teachers/employees).

Teachers are faced with a number of stress the nature of which - both, in general and with a specific reference to the Italian school scenario - can be considered some elements having to do with:

- The peculiarity of this profession (relationship with students and parents, the large number of students per class, their own precarious professional situation (work on call), conflicts with colleagues, constant need to update their knowledge);
- The social transformation with a more and more multiethnic and multicultural way of life (increasing number of extra-community students and of cultural inter-exchange deriving from globalisation);
- The continuous change in social values (introduction of new policies in favour of the handicapped, introduction of some disabled pupils in classes, educational assignment of responsibility from the family, produced by the absence of working parents or by monoparental families);
- Scientific progress (information technology and new electronic communication techniques);
- The continuous cascade of reforms (school autonomy, prolongation of compulsory education, anticipated entry);
- Increased participation of students in the decision-making and consequent levelling of the role of teachers (*decreti delegati*, delegated law of 1974, *Statuto degli studenti/studentesse* of DPR 239/98 Presidential Decree Statute of Student girls and boys);
- The crucial passage from individual to team work (education is based on a team of teachers substituting the individual teacher);
- The inadequate institutional role attributed/recognized to teaching (unsatisfactory salary conditions, scarce resources, precarious jobs, mobility, the public opinion's poor consideration);

- The reform of the retirement system, abolition of the *baby-pensioni*, early retirement agreements.

The so-called coping strategies have been described in recent works. These are strategies adopted by individual teachers in order to cope with the *burnout* syndrome, in an attempt to react to a situation that, if not given an adequate early response, could degenerate in a psychophysical illness.

Some of the strategies that teachers adopt - the so-called regressive or palliative coping strategies - like drinking, smoking, taking mood-altering drugs, have been defined negative ones, deriving from behaviours adopted in order to deny, minimize and hide or avoid stressing events. The only survey made in Italy in 1979 by the CISL Trade Unions and the University of Pavia, produced the following results: as an average 29% out of the 2,000 teachers interviewed in the Milan area, was regularly taking mood-altering drugs (teachers from the suburban area touched 34%) while 32% were using “energizers”.

Tab. 3.1 CISL: Percent distribution based on the area and type of medicines used

Type of medicine	Urban area	Suburban area	Industrial area	Rural area
Antibiotics	44,19	51,97	50,9	31,11
Energizers	35,23	30,71	28,44	30,58
Mood-altering drugs	29,32	33,85	26,64	26,66
Other	13,02	11,03	9,28	9,80

As regards this aspect, it is important to notice how definitely less handy were mood-altering drugs at that time. In the last three years sales have practically doubled also because now it is no more required that prescriptions are issued by a specialist, they can be the issued by family doctors.

The way to search the correct and standardized approach to the therapeutic treatment of burnout is still to be made, following the studies carried out in the last decade to better ascertain what the predisposing factors are.

Waiting for a social support intervention on the whole organisation and work environment, the therapeutic project for teachers must be strictly individually tailored and envisage a psycho-therapeutic intervention aimed at reaching the following four objectives shared by all the interested parties:

- Reduce the oneirical-idealistic component with regard to work, re-dimensioning expectations and bringing them back to a more realistic level;
- Emphasise the most positive aspects of work not focusing only on the negative ones;
- Develop interests outside the work milieu in order to take mind off not focusing exclusively on the professional problems;
- Work in a team not to feel alone and share any stress (self-help).

3.2 Declared Psychiatric pathology affecting the profession of teaching

Even if it is an international problem, burnout is still not included in the classification of psychiatric pathologies DSM-IV_TR. This is presumably due to the following reasons:

- It is being primarily studied from the social point of view, not from the physio-pathological point of view;
- Because before reaching the stage of speaking “syndrome” and then of “therapeutic treatment”, the claim is to globally define the social, etiological, psycho-pathological aspects and the risk factors;
- As it is reabsorbed in the so-called “coping disturbs”;
- Perhaps also as people are afraid of admitting the existence of a gigantic plague, both as concerns the number of individuals involved (in the education sector the teacher/inhabitant ratio in a developed country fluctuates between 1/50 and 1/70), and as concerns the social impact that this “admission” would have on the young, on their families and on the public opinion.

Some surveys have exceptionally looked into the possible connection existing between teaching and the risk of developing a mental pathology. At the same time there is no trace of any other similar survey regarding mental distress in the various professional categories.

The “Getsemani” survey (included in the Country Background Report), starting from the analysis of the health surveys for incapacity for work, of the town of Milan. A campaign was carried out between pathologies that in a decade (1/92-12/01) have induced 3,049 state employees, belonging to four different professional categories (teachers, employees, health personnel, operators), to ask for early retirement for health reasons.

Opposite to the stereotypes existing in public opinion, the results show that teachers are subject to psychiatric pathologies twice more frequently than employees two and a half times more than health personnel and three times more than operators.

Tab. 3.2 Comparing categories

Comparing teachers to other professional categories

TEACHERS psychiatric pathology other pathologies	HEALTH PERSONNEL psychiatric pathology other pathologies
EMPLOYEES psychiatric pathology other pathologies	OPERATORS psychiatric pathology other pathologies

In $\frac{3}{4}$ of cases mental distress is of the anxious-depressive type. Assuming that the individual factors (familiarity, character, mourning, health conditions, etc.) for the large number of cases examined have the same incidence in the four groups, the wide gap of prevalence cannot be ascribed to any other factor but the professional activity. Moreover, it must be noticed that the final measure adopted by the college of therapists for mentally distressed teachers is, as an average, more serious with respect to the one adopted in other

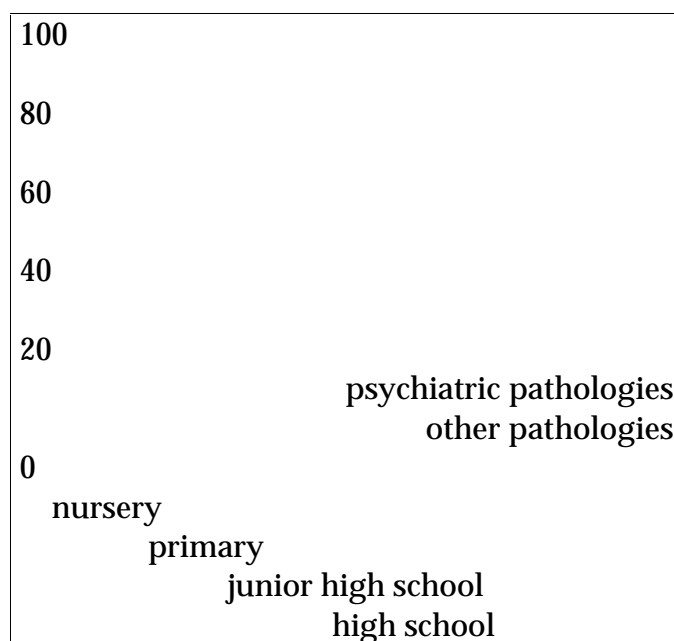
clinical cases, thus witnessing the fact that the requests are effectively supported by serious clinical conditions.

Tab. 3.3 Psychiatric diagnosis

	Teachers	Employees	Operators	Health personnel
Mood swings	133	68	65	35
Coping strategies	82	47	54	19
Anxiety	29	30	21	17
Personality disturbance	40	18	15	8
Schizophrenia and other cognitive disturbance	38	29	37	22
Dementia and other cognitive disturbance	8	5	5	3
Dissociation disturbance	4	3	2	3
Somatic disturbance	3	1	1	3
Abuse of mood-altering drugs	1	2	5	
Nervous anorexia	2	2		
Mental retardation	1		2	
Disturbed impulse control	1	1	1	
Total	324	207	210	110

There was no reporting of higher number of ascertained incapacity for work with psychiatric motivation among the nursery school, primary junior high school and high school (respectively 45,5%, 51,9%, 52,2% and 46,0%). Teaching activity seems then to exert its influence on the prevalence of psychiatric pathologies, independently from the school level and stage.

Tab. 3.4 Prevalence of psychiatric pathologies in connection with the teaching level



Also the prevalence of psychiatric pathology was equal between male and female teachers

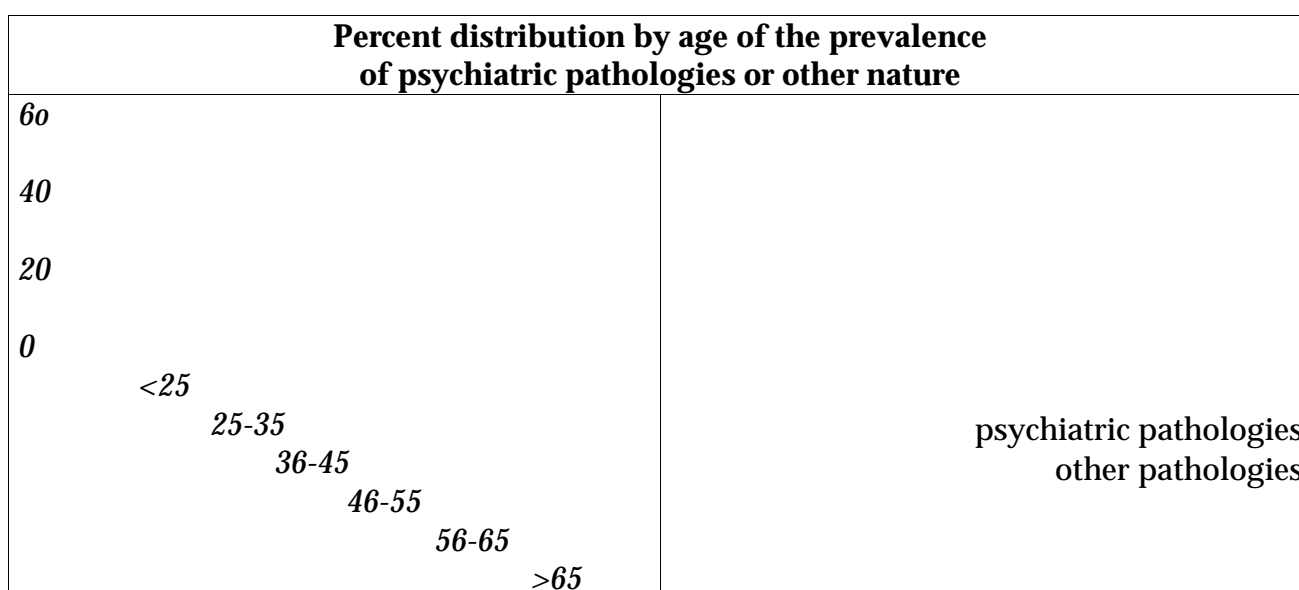
confirming the fact the gender is not a disorienting element.

Tab. 3.5 Teachers in comparison

Male – Female Teachers compared	
male teachers psychiatric pathologies other pathologies	female teachers psychiatric pathologies other pathologies

The analysis has also excluded age as a disorientation element and has totally attributed the results obtained by the survey on the teaching professional activity.

Tab. 3.6 Comparison with age



In a similar survey recently carried out (10/2002) in the town of Turin on about 600 checks for teachers' incapacity for work in the period 1996-2002 (Vizzi 2002), surprising analogies emerge, as the percentage of psychiatric motivations on which the questions were based was 49.9% (vs. 49.2/ of this survey).

Tab. 3.7 Turin Survey Data: “Checks for earning capacity of the teachers of the Turin Province in the period 1996-2002”

Distribution of (mental and non mental) Pathologies in the two gender categories			
SEXE	MENTAL PATHOLOGIES	NON MENTAL PATHOLOGIES	TOTAL
WOMEN	243 (50.51%)	238 (49.48%)	481
MEN	46 (41.44%)	65 (58.55%)	111
TOTAL	289 (48.81%)	303 (51.18)	592

Even if early conclusions cannot be drawn, the indications delivered by the Union’s surveys in 1979, together with the more recent ones from Milan and Turin, would be enough to justify the disaffection for the profession of teaching, prospecting a difficult future. In fact, the following part of the ongoing Gethsemane survey (preliminary data) the percentage of psychiatric pathologies goes from 45% of '93-'94 to 57,5% of 01-02, while as regards the other professions it goes from a medium average of 20,4% to 26,3%. Likely, the dramatic acceleration must be ascribed, at least for part of it, to the revision of the retirement system that from a privileged situation for teachers (*baby-retirement*) was levelled with the other professions without taking into account the stressing character of this profession and of the spontaneous retirement that the former asset admitted.

The retirement system reform, though intended for the economic recovery, has undoubtedly contributed to bring to the surface a submerged situation thus depriving teachers of an escape that today are obliged to work to the bitter till they are 60 (women) and 65 (men) years of age. The anticipated retirement form work on a spontaneous basis is likely to have contributed, up to a few years ago, to keep within acceptable bounds, the high level of incidence of psychiatric pathologies, hiding the peak of the iceberg that today unveils an unforeseen as well as worrisome situation.

Moreover, it is reasonably possible to expect for the future an increase in demands for incapacity for work, deriving from the cause of service in order to obtain the privileged retirement allowance.

The particular importance of the social aspects of the problem deserves a special treatment. This subject in Italy involves:

- Nearly one million teachers (833,049 in state schools only – source: Ministry of Education for 2001/02 school year) for the high professional risk to develop a psychiatric pathology with respect to other workers’ categories;
- More than 8 million students (7,607,977 in state schools only - source: Ministry of Education for 2001/02 school year) and their respective families. The risk is to receive an inadequate service for absences and de-motivation of teaching staff.

- The institutions that have to face the socio-economic consequences produced by an inadequate school system (for de-motivation and absenteeism of teaching staff) an increase in costs (for supply teachers, sick leaves, incapacity to work, compensation payment, health assistance), unsatisfactory educational and cultural results;
- The two sides of industry (management and labour) whose basic charge is to protect the workers' right;
- The associations representing teachers, students and families called to protect their own respective rights and interests.

The international scope of this subject, as indicated in the introduction is indisputable and extends also to the socio-economic aspects as its influence, as stated above, spreads over costs, productivity and efficiency of the school system.

The authors of the Gethsemane survey are therefore proposing their thesis that the burnout syndrome, even if it has not been recognized as mental illness, may represent the prodrome stage of a declared psychiatric pathology, especially if it is going to be disregarded or even worse, ignored.

Therefore on the basis of the scope and multidimensional aspect of this problem, which involves the health, social, cultural, economic and institutional sectors, we recommend that a debate be opened to involve institutions, management and labour, school administrations, category associations, students families and the medical-scientific community.

4. The rehabilitation of the teachers' image: perspectives and proposals for research and intervention

The image of the teacher, which is perceived at present as an employee, is fading away and the relevant passage - as ideal definition - from the social image to the professional image, are closely linked to the evaluation of the school autonomy: these newly born processes seem to announce some important changes. In fact, the previous contradictory situation between the bureaucratic and professional aspects of the teacher's role could, as a perspective be overcome by the full completion of the autonomy process, which should heavily involve teachers, as regards not only the didactic methods and instruments, but also the school work organisation related to programme objectives and organisation. Investigations as well as intervention aiming at further diffuse an awareness of these dynamics undoubtedly represents the beginning of innovation and change. The objective is to discover and activate awareness and energy that are still often concealed, in both teachers and all the main actors, inside and outside the school system. The rehabilitation and search for quality of teachers must take place first of all by making the main actors aware, therefore through the spreading and sharing of results at both the experimental and the theoretical level.

It is then a basic issue that all the inside and outside actors are involved. It is, therefore, necessary to investigate and to involve, together with teachers and students, also their families, whose opinions and behaviours, in the end, often heavily influence the relationship network made of sons-teachers-school.

The relationship between mass media and the teacher image is, finally, another very interesting issue for research and intervention in the framework of the projects aimed at rehabilitating the role of teachers.

In Italy, the attention of public opinion over teachers and school, mainly vehicled by the *mass media*, focuses now mainly on the issues regarding school equity and the recognition of professional merits, when salaries are to be defined. This is a basic indicator of how in Italy social policy problems are often faced in a merely ideologically natured perspective. The ideological aspects are not irrelevant, however they produce distortion when they push away crucial issues, when they do not allow seeing the real conditions in which institutions usually work, in our case, the school institutions. It is, therefore, necessary to develop - through research - a set of survey and intervention models aimed at clarifying the relationship between the *mass media* and the teachers' image. These models are necessary to build up models for the spreading of information that are shared and socially useful, which would enable the rehabilitation and renovation of the teacher image in Italy. Here below we give a synthesis of some of the hypotheses of intervention at the school and the health system level.

4.1 Interventions envisaged in the School sector

Support to teachers can be given through a number of interventions such as psycho-attitude tests before the insertion in the official lists (no so much for selection reasons, but in order to support personalities at risk in their career), to systematic support given by psychological teams all along the school year. Self-help techniques can be transferred: through problem sharing, these techniques will help reduce individual stress and facilitate the reintegration of other colleagues who are facing similar difficulties.

Training in educational psychology and stress management is a basic instrument too.

4.2 Interventions envisaged in the Health sector

At first it is indispensable to identify the dimensions of mental distress in Italy, through a series of epidemiological surveys carried out with the various professional categories. The second stage must set up a prospective survey on the teachers' burnout syndrome, through a series of scientifically validated questionnaires. Investigation would be made on some important variables such as the number of hours employed for lessons in a week, years of service, school attendance level, teaching location, typology of subject of teaching, possible beginning of pathology, presumed or effective primary causes, individual coping strategies, school site, other socio-economic factors.

The conduction of epidemiological and monitoring surveys must also be integrated with a research aiming at clarifying the above-mentioned hypothesis that there may be contiguity between *burnout* and psychiatric pathology. These actions should be carried out to try and understand if this is the case for the *burnout* syndrome to be listed among psychiatric pathologies in the "Diagnostic and Statistical Manual of Mental Disorders" (DSM IV-TR). With respect to the globally approached therapeutic intervention one must remember that all the available instruments (healthy life style, free time management, stress management, counselling, self-help, psychotherapy, pharmaco-therapy, etc.) must be scientifically administered with the purpose of reintegrating the person in their work context.

Tab. 4.1 Approach to mental distress

360° approach to mental distress				
		Alcohol smoke, coffee, "drugs",		
	Psychiatric support		Correct nourishment	
Right utilisatio n of drug		Mental Distress		Free time Sports/Culture/Music/Cine ma Sharing/Friends
	Medical/Psychologic al Support			Professional Training
		Facilitating self-help		

A brief note must be given on the consume of medicines: ansiolitics, hypnotics, sedatives and antidepressants, also noting that a recent Canadian survey (ST-Arnaud et al., 2000) indicates that in a large part of cases, the use of mood-altering drugs is listed among the negative coping strategies.

4.3. Fund raising for the project for the prevention and treatment of mental distress of teachers.

To carry out a social communication campaign, particularly delicate and complex as the one concerning the teachers' *burnout*, among other elements, it is necessary to raise huge

funds. However, the reduced circumstances of the school system do not allow for unlimited resources thus inducing the interested organisations to find alternative funding with the tools made available by the legislator. The recent indication of the new *Piano Sanitario Nazionale*³ (National Health Plan), the *Collegato alla Finanza 2003* (L N: 3/03) and the *Decreto Interministeriale 44/01* of 01.02.01 (allowing schools to make recourse to sponsors), are enabling the realisation of health education with the support of commercial enterprises, drawing a mutual advantage and enjoying the obvious exclusion of the conflict of interests.

In order to contrast the phenomenon of teachers' *burnout* one can take this way.

From their side, the commercial and pharmaceutical enterprises may choose to support the so-called Social and Product Synergic Communication (*Comunicazione Sinergica Sociale di Prodotto*) with public institutions making their marketing budgets available to promote both a social cause and their products at the same time.

They would thus realise a promotional legitimate advantage, besides the improvement of their image and goodwill with the public opinion.

In order to facilitate what would be the mutual advantage, please see the examples in the following table. They take advantage from a global-type approach to anxious-depressive disorders (healthy life style, management of free time, self-help etc.). The institution will see its social communication project financed; the company receives a commercial advantage (i.e. by implementing the promotion of a product for teachers) as well as an image advantage by joint advertising with the logo of the institution.

Tab. 4.2 Sponsor and claim: a few examples

How to prevent burnout: sponsor and claim

All the companies willing to promote/launch their products and services aiming at improving life style in any way.

Here are some examples of claim and company

- 1) Sports help you keep in form (Adidas, Nike, Reebok, DiBi Center...)
- 2) Healthy food makes you feel more dynamic (Kellogs, Misura, Bauli...)
- 3) If you feel lonesome, call a friend (cellular phones, manageres, PC)
- 4) Chocolate helps you fight depression (Lindt, Novi, Ferrero...)
- 5) Watch a good movie with your friends (Tele*, Cinema...)
- 6) Take care of yourself (Vichy, L'Oréal, Chanel, clothing firms...)
- 7) Let your hobbies be (Brico, Castorama, lots of training courses...)
- 8) Feeling down? Go some nice place (Travel agents, airline companies,

³ “ Adopt...the model of institutional communication, based on social advertising techniques... an alliance among the public and social goals of private enterprises aimed at building up a partnership with one or more causes, to attain a common benefit...”

Railways, petrol companies...)

9) Why don't you find a real friend? (pets, dogs, cats ...) (Ciappi, Friskies...)

10) Music and books: my best friends (Ricordi, M. Musicali, De Agostini...)

Remember also that recourse to sponsors, if well set up, can also be used for the raising of funds, goods and services for the development of an incentive policy that would stimulate and reward teachers (*non-monetary rewards*).

In order to well approach this path, the following operations are essential:

- Prepare an operational manual for school managers informing on the sponsoring, juridical, contract, and fiscal aspects;
- A survey on the sensitiveness of teachers, students, families, mass media with respect to the various forms of sponsoring in order to face the ethical issues, this evaluating the real manoeuvrability of the tool made available by the legislator;
- A survey to know what is the degree of interest of enterprises in re-orientating their marketing budgets towards the so-called *Social and Product Synergic Communication*.

Finally, a pilot project is to be envisaged that can work as the reference case-history to be replicated all over the territory.

The pilot study here below described aims at enabling all the teachers of a certain area (i.e. the town of Milan of part of it) to face burnout, recognise it exists, share the problem with colleagues, make recourse to all the useful tools and instruments to fight it, understand when a doctor's advice is necessary.

Tab. 4.3 OCSE project: timing of activities

	may-03	jun-03	jul-03	aug-03	sept-03	oct-03
ACTIVITY						
Preparation of operational manual “Guidelines for the sponsoring in school context”						
Survey on teachers/school managers perception on sponsoring in school environment						
Survey on public opinion Students/Families/Associations/Media) perception on sponsoring in school environment						
Survey on the companies’ willingness to invest in sponsoring projects in school environment						
Synoptic processing of research results						
Report issuing on “Utilisation of Sponsoring in school environment						

4.3.1 The pilot project: analysis of characters

Teachers, the general practitioner, the psychiatrist, and *mass media* are the actors in this system, while the main actions can be schemed in research activities, awareness/orientation, information, training, care and prevention.

The projects will obviously involve all category associations of the actors listed here below:

THE SPECIALIST (psychiatrist and psychologist and their associations)

Present situation: to this date this is the only character entitled to treat both the burnout syndrome and the proclaimed psychiatric pathology. However, a number of elements limit his action: he is not positively considered by his potential patients/clients, he is not aware of the teaching profession risk factor, he does not recognise *burnout* as a real pathology as it is not contemplated in DSM IV-TR. Finally, just of a numeric disproportion he cannot apply prevention 1 million teachers.

Arrival: this specialist must be informed of the professional risk factors of teachers and cooperate in transmitting to the general practitioner the necessary knowledge enabling him to treat the anxious-depressive pathology with all the available means (from healthy life style to psychotherapy) not only making recourse to pharmacotherapy.

Actions to be implemented: implementation of research on the *burnout* and mental distress of teachers. Organise Continuous Medical Education courses in which psychiatrists can illustrate to general practitioners the correct approach to the anxious-depressive pathology and most of all when it is necessary to have recourse to mood-altering drugs or to suggest that a patient goes to see a specialist.

THE GENERAL PRACTITIONER (including also union and scientific associations)

Present situation: a good number of teachers is registered with him (as an average three out of the total of his patients are teachers on duty) and is the natural reference for those who are affected by *burnout* and are searching help. However, likely his colleague, the psychiatrist, he is not aware of the teaching profession risk factor and more and more often makes recourse to the direct prescription of mood-altering drugs (which has doubled in the last 4 years and often inappropriate, as documented by several clinical surveys) instead of educating his patient to face anxious-depressive pathology by a 360° action, by means of healthy life style or piloting the patient towards the specialist.

Arrival: the general practitioner must be informed on the teachers professional risk and enabled to treat the anxious-depressive pathology a by a 360° action. He can work on *burnout* prevention by holding workshops in schools in favour of teachers, thus discouraging individuals from putting into action their tendency to isolation and from adopting negative coping strategies.

Actions to be implemented: diffuse literature (publications) on mental distress of teachers and start up epidemiological surveys at large scale with the assistance of general practitioners (see above) who will consequently hold workshops for teachers

THE TEACHER (including also school managers, category associations and management and labour)

Present situation: in most cases (preliminary results of an ongoing survey) he is not aware of his risk condition and lives in a isolated way his *burnout* condition, often being

ashamed and without asking any help, and reacting with the so-called negative coping strategies (alcohol, coffee, smoke and drugs).

Arrival: the teacher must be put in a position to know his possible professional risk and how to cope. Moreover he/she must be helped to recognise the moment when he/she needs medical support by escaping from the temptation of living isolated because of shame and put into action the negative coping strategies.

Actions to be implemented: make aware teachers by advertising campaigns aimed at this subject also in view of the realisation of epidemiological research. Organise workshops to be held in all the various schools, during which doctors can illustrate the appropriate techniques to face this professional risk. Organise *focus groups* for new awareness and the realisation of new strategies of behaviours through group comparison.

THE PUBLIC OPINION (including also mass media, association students and families)

Present situation: the public opinion is affected by well-rooted stereotypes on teachers (don't work enough and can enjoy long holiday periods), is not aware of the professional risk and most of all does not realise that the consequences of the psycho-physical distress of teachers will cascade on next generations.

Arrival: eradicate stereotypes, which stigmatise the teaching profession by illustrating the change in the educational role of teachers in the long period in order to restore dignity to this profession. Facilitate at the same time the work reintegration of those people who are in most sever difficulty by pushing away prejudice and shame induced by the mental pathology.

Actions to be implemented: prepare a communication campaign in favour of the teaching profession in order to give it the adequate social importance it deserves. Make mass media sensitive in order that they treat the subject "Mental distress in schools" as a physiological phenomenon afflicting the young (teenagers problems) and teachers (professional risk) and most of all as a condition that can be treated and that is not irreversible.

Tab. 4.5 Actors and intervention areas

Actors and areas of intervention	
<i>Students/Families</i>	
<i>Teachers</i>	<i>Psychiatric Area</i>
<i>GP</i>	
<i>Specialist</i>	<i>Burnout Area</i>
<i>Public opinion</i>	<i>Stress Area</i>

Tab. 4.5 Actors of the system and pilot project activity

Actor	Action	Awareness	Information	Training	Research	Care	Prevention
Specialist (SP)			Spreading among SP of surveys on teachers' burnout and mental distress		The psychiatrist participates in clinical studies to check link between burnout and real pathology to introduce it in DSM-IV-TR	SP treats complex cases	Psychiatrist transfers to GP hints for 360° treatment of anxious-depressive pathology and explains when the psychoanalyst is needed
General Practitioner (GP)			Spreading among GP of surveys on teachers' burnout and mental distress	Activation of professional courses in favour of TE to encourage creation and development of self-help techniques and stress management	GP participates in large scale epidemiological studies	GP treats burnout cases	GP teaches courses for mental distress prevention in schools

Teacher (TE)	Communication campaign aimed at INS to inform on professional risk, how to cope, which coping adopt, whom address to		Organization of workshops in which GP will illustrate to TE the appropriate techniques to identify and face psychophysical distress and suggest whom address to	TE is submitted to analysis thrice in the year, beginning of school year, mid-term and end of school year	TE applies positive coping strategies	TE participates in prevention by “passthewordon” and gives orientation on correct support to colleagues at risk
Public opinion and mass media (PO-MM)	Communication campaign aimed at population for abatement of stereotypes and explanation of new educational role of teachers			MM participate in a survey on perception of teachers by mass media and public opinion		OP receives communication at beginning, mid term and end of the year on the results of survey on teaching staff

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