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THE SALARIES OF PUBLIC SECONDARY SCHOOL TEACHERS,
JUDGES AND ENGINEERS WORKING IN
THE CIVIL SERVICE IN LEBANON AND THE SYRIAN ARAB REPUBLIC
FROM 1953 TO 1965

By

Maurice Shamoun Asmar

A Thesis

Submitted in Partial Fulfillment of the Requirements of the
Degree of Master of Arts in the Education Department
of the American University of Beirut

Beirut , Lebanon

February, 1968

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ABSTRACT

The educational growth in the twentieth century, reflected itself, among other things, in a greater need for qualified teachers. The qualifications teachers should possess were studied thoroughly by educators. But, unfortunately, the problem of attracting competent young people to prepare themselves professionally as teachers was not carefully examined by researchers. This study hypothesizes that of the measures by which teaching would be made attractive is to increase ~~of~~ the salaries of teachers so as to make them equal to salaries received in other professions that require similar qualifications.

The writer aims in this study to compare teachers' salaries in both Lebanon and the Syrian Arab Republic with the salaries of judges and engineers in both countries. The writer chose to investigate this problem in Lebanon and the Syrian Arab Republic because the two countries have similar educational ladders and similar requirements for recruitment in the civil service. Moreover, it is of

interest to find out where teachers fare better: in a laissez faire society like Lebanon or in an organized society like the Syrian Arab Republic. Furthermore, judges and engineers were chosen to be compared with the public secondary school teachers in terms of salaries, because both, judges and engineers, are the only professionals who undergo the same number of years of university training as the teachers do.

The study shows that both Lebanon and the Syrian Arab Republic are short of teachers who possess the qualifications stipulated by the governments of the two countries. It was also found that public secondary school teachers receive lower salaries than both judges and engineers in the two countries. Furthermore, in both countries the increase in the salaries of public secondary school teachers during the last ten years has not been proportionally equal to the rise in the salaries of judges and engineers. But, as compared with the rise in the cost of living in the two countries, salaries of teachers in the Syrian Arab Republic have risen more and in Lebanon less than the rise in cost of living. In both countries the public secondary school teachers were not satisfied about their salaries. They

seem to lack effective means of negotiations with their perspective for the purpose of improving their conditions.

Low salaries of the public secondary school teachers however, are not the only reason for not attracting competent young people to choose teaching as a profession. The investigations shows that the shortage of qualified teachers and the presence of a good number of unqualified ones, could be another cause that reflects unfavourably on teaching as a profession.

To remedy the situation, only qualified teachers should be employed. This can be achieved by enlarging the Teacher Training centers so as to accommodate more students. The curricular of teacher training centers, and this teaching methods need also be improved. As to the unqualified teachers, their status could be partially improved by an in-service program.

CHAPTER I
INTRODUCTION

I. Statement of the Problem

The most important contribution of education to any society is to develop its human resource; to educate young men and women to become strong in body and mind and contribute to the welfare of their communities.

The teacher is the key to the effectiveness of the educative process. On his character, ability and commitment to his profession the success of the school depends. Thus it is of the utmost important that the teacher shall be contented in his work, well-qualified¹ to perform the tasks which are expected of him. Thus, a government dedicated to the welfare of its citizens should take the necessary measures to attract and retain a sufficient supply of qualified teacher.

An important measure which a government should adopt toward this end is to provide qualified teachers with a salary comparable to that of other officials of similar

¹The term qualified is interpreted in Lebanon and the Syrian Arab Republic in terms of a licence d'Enseignement or an equivalent degree.

degree of preparation. In more detailed terms, the following principles set by the National Education Association of the United States are suggested as appropriate measures to attract and retain qualified teachers.²

1. "Minimum salaries should be high enough to attract well educated, promising young men to the teaching profession.

2. Maximum salaries should be high enough to retain highly competent and professionally ambitious men and women in classroom teaching.

3. Equity of treatment of classroom teachers of like qualifications is essential.

4. Annual increments should provide an orderly progress to the maximum salary.

5. The salary schedule should offer stimulation through incentives in recognition of professional qualifications.

6. Salary schedules should be adjusted periodically with due consideration for trends in other professions and

²"Salary Schedules", Encyclopedia of Educational Research, ed. Chester W. Harris. 3rd ed. (New York: Macmillan Company, 1960), p. 1180.

for changes in the cost of living.

7. There should be professional participation by classroom teachers in the development and administration of salary policies."

But the problem that arises here is whether a comparable salary for teachers and other professionals is possible at all in view of the objections that arise because of the basic differences between teaching and other professions. One difference is seen in the fact that, in many cases, to become a teacher, a person needs fewer school years. On the other hand, university degrees that require the same number of years of university study may not have the same professional status. The teaching profession has not been thought of as demanding an academic preparation comparable to that of the judiciary or that of engineering. Thus, a person who is trained as a judge or an engineer may be allowed in many cases to teach, whereas teachers are not allowed to become judges or engineers. Teaching, however, is increasingly recognized as a profession with a recognized status and rules governing recruitment. Even in developing countries like Lebanon and the Syrian Arab Republic, a public secondary school teacher

cannot be "classified"³ unless he has received approved specialized training.

Notwithstanding the above considerations, teachers, in this thesis, will be compared with other professionals whose degrees require an equivalent number of years of university training. Years of university study represent a useful guide as a basis for comparing between teachers and other government employees.

This comparative study of salaries will include teachers in Lebanon and the Syrian Arab Republic.⁴ The choice of these two countries has been made for three reasons:

1. The two countries have inherited similar educational ladders and similar requirements for employment in the civil service from the French. This makes it possible to choose similar categories of government employees to compare them with teachers.

The educational ladder in Lebanon and the S.A.R. includes five years of elementary schooling leading to the

³A classified employee is one who has passed successfully his probationary period and is appointed in permanent service.

⁴Henceforward, the abbreviated form S.A.R. will be used to refer to the Syrian Arab Republic.

elementary certificate and four years of intermediate schooling leading to the Brevet Certificate. In Lebanon two years of secondary schooling are needed after the intermediate stage in order to qualify for the Baccalaureate part I and a third year is needed to qualify for the Baccalaureate part II. In the S.A.R., the secondary stage includes three years after the intermediate stage and leads to the "Mawahhadah" certificate which is comparable to the Lebanese Baccalaureate part II.

The teacher training program for primary school teachers extends over a period of two years in Lebanon and over a period of three years in the S.A.R. for holders of the Brevet Certificate. A one year programme for training elementary school teachers is also provided in the latter country for holders of the Mawahhadah certificate. The teacher training programme for secondary school teachers requires four years of university education for holders of the Baccalaureate part II in Lebanon and the Mawahhadah in the S.A.R. Teachers can also specialize in pedagogy if they take up a fifth year in the Higher Teachers' Colleges in either of the two countries. Graduates of the Higher Teachers' College are awarded al-Kafaa degree in Lebanon.

The four-year teacher training programme for secondary school teachers requires the same number of years of university education that the law, engineering, pharmacy and dentistry programmes require.

2. Both Lebanon and the S.A.R. need to look into the status and conditions of teachers, as the increasing number of pupils and governmental expenditure on education raises the demand for qualified teachers. As this demand has not been effectively met, a comparison of the salaries of teachers with other professionals may provide a clue as to why there is not a sufficient supply of qualified teachers.

To illustrate this expansion few statistics are presented here. In Lebanon from 1955/1956 to 1964/1965, the enrollment of pupils in public middle and secondary schools rose from 6,494 to 26,499 pupils or by 308% and in the private middle and secondary schools from 20,911 to 51,178 pupils, or by 153%. In the public elementary schools the enrollment rose from 80,567 to 140,343 pupils or by 74% and in the private elementary schools from 113,024 to 194,560 pupils or by 72%.⁵ The educational budget increased

⁵Lebanon, Mimeographed Information of the Ministry of Education.

from 21,220,000 Lebanese pounds in 1957/1958 to 63,399,000 Lebanese pounds in 1963/1964.⁶

In the S.A.R. from 1955 to 1963, the enrollment in the public middle and secondary schools rose from 32,348 to 62,581 pupils or by 93% and in the private middle and secondary schools from 27,210 to 49,272 pupils or by 81%. Enrollment in the public elementary schools rose in the same period from 260,190 to 509,875 pupils, or, by 95%. The educational budget rose from 49,540,000 Syrian pounds in 1955 to 140,800,000 Syrian pounds in 1962/1963.⁷

Increases in the enrollment obviously require an increase in the number of teachers. The number of teachers in public and private schools has increased in Lebanon from 1955/1956 to 1964/1965 from 7221 to 18,471 teachers or by 155%.⁸ In the S.A.R. the rate of increase in the number of

⁶Lebanon, Data secured from the Regional Center for Training Higher Officials of Education.

⁷The Syrian Arab Republic, al-Majmoua-al Insaieh (Damascus: The Government Printing Press, 1964), pages 178, 180 and 182.

⁸Lebanon, Mimiographed Information of the Ministry of Education.

teachers in public and private schools between 1955 and 1963 was 55% (12,670 to 19,695 teachers).⁹ This increase in the number of teachers might give the impression that needs are being met and that there is no shortage of teachers. Looking more deeply ^{into} and the situation however, we find that in both countries the shortage was met by hiring unqualified teachers. In 1964, the Lebanese government employed in its public secondary schools 255 teachers on a full time basis and was still short of 323 teachers whom it employed on a part-time basis.¹⁰ In the S.A.R. only 518 out of 1242 teachers or 41.7% of all teachers in the public middle and secondary schools in permanent service were qualified in 1962/1963.¹¹ In the same year 1783 teachers were employed in the S.A.R. on a part-time basis.¹²

3. It is of interest to find out whether secondary school teachers fare better in terms of salary: in Lebanon,

⁹Al-Majmoua al-Ihsaieh, op. cit.

¹⁰Lebanon, Data secured from the Public Secondary Education Department at the Ministry of Education.

¹¹S.A.R. The Ministry of Education, Statistics Department, 1962/63, p. 194.

¹²S.A.R. The Ministry of Education, Educational Department 1962/1963, A Report presented to the XVIIth International Conference on Public Education, Geneva, July 1964, Table opposite p. 42.

where the demand for teachers in the private sector exceeds that in the public sector, or in the S.A.R. where the demand pattern is reversed.¹³

II. The Aim of the Study

The aim of this study is to investigate the salaries of teachers in both countries and compare them with salaries paid to employees who had an equal number of years of training but are employed in government branches other than teaching. It is hypothesized here that the discrepancy in salaries might be one of the main reasons for a deficient supply of qualified teachers. Several educators have studied laboriously the teacher training programmes hoping thereby to improve the quality of teachers. Yet, an important problem related to the status of teachers has been generally neglected, namely, whether teachers' salaries are high enough to attract and retain competent young men and women in the

¹³In 1962/1963, Lebanon needed for its public secondary schools 341 teachers and 4,238 teachers for its private secondary schools. The S.A.R. needed 2980 teachers for its public and 2273 teachers for its private secondary schools. Information secured from the Lebanese and the S.A.R. Ministries of Education's Department of Public Secondary Education.

teaching profession. It is likely that the shortage of qualified teachers in Lebanon and the S.A.R. is in some significant way related to their low salaries.

To re-iterate, the aim of this thesis is to compare the salary of the public secondary school teachers with the salary of the public secondary school teachers with the salary of judges and engineers who work in the civil service in Lebanon and the S.A.R. from 1953 up to the 1965 time. The comparison of the two countries in this respect would help to find out where teachers fare better: in a "Laissez-faire" society like Lebanon, where the private schools outnumber the public schools, or in a controlled society like the S.A.R. where the public schools outnumber the private.

III. Methodology of the Study

To carry out the above task some basic principles for comparing salaries, and criteria for choosing appropriate groups are needed. For comparing the salary scales of teachers with those of other professionals, the principles of the National Association of the United States,

which were stated earlier, will be taken as a base to guide the comparison. Number of years of university study was used as a criterion by which judges and engineers were chosen to be compared with the teachers. The qualifications and the salaries of these groups of employees will be taken from official publication. When these sources are not clear, public officials will be consulted.

To assess the rate of salary increase in meaningful terms from 1953 to 1962 in Lebanon and to 1961 in the S.A.R., the index of the cost of living over the above two periods will be controlled in both countries respectively. This index will be taken from the publications of the International Monetary Fund.

IV. Limitations of the Study

This study will be limited to the public secondary school teachers. The private secondary school teachers will not be covered. Lebanese sources on salaries of teachers in private schools are not reliable.

V. Previous Research

The XII International Conferences on Public Education surveyed the salaries of secondary school teachers

in fifty seven countries. In this survey detailed information concerning the salaries and other allowances of the public secondary school teachers were given. Comparisons among the countries were also made regarding the authority that employs the public secondary school teachers; the amount of work they have to perform; the principles that govern their salary scales, promotion policies, allowances and welfare schemes, and the regulations that relate to the employment of foreign and private secondary school teachers.¹⁴

The study of the XVIIth International Conference on Public Education give an assessment of the total income of teachers in each country, but it neither compares the salaries of teachers in various countries nor does it compare teachers' salaries with the earnings of other professions in the same country. This study, therefore, namely the XVIIth International Conference, does not inform us how teachers' salaries compare among different countries nor does it inform us about teachers' salaries as compared with those of other professionals within each country.

¹⁴XVIIth International Conference on Public Education, Secondary Teachers' Salaries. (Paris: Unesco Avenue Kleber 19, 1954), pp. 13-66.

The World Organization of the Teaching Profession made four studies on teachers' salaries. In the first, it studied the teachers' minimum and maximum salaries in twenty five countries, but no comparisons were made. In some cases national salary schedules were reported while in others, city or provincial schedule extremes were recorded. In other cases, typical, but not actual minimum and maximum salary schedules were registered.¹⁵

In the second study, the average salaries of teachers were studied in twenty nine countries. These average salaries were converted to a common currency unit, namely, the United States' dollar. International comparisons among these average salaries were not accurate because of the unreality of the official exchange rates and the differences in the standards of living.¹⁶

In the third study the average salaries of teachers were compared to their national per capita incomes.

¹⁵Eugene L. Hammer, "Salaries of Teachers," The Year Book of Education. (London: Evan Brothers Ltd., 1953), p. 104.

¹⁶Ibid., pp. 104 - 105.

It was realized that the teachers' average salaries compared favourably with their national per capita income, but this does not show whether the teachers get an income which can be termed "professional".¹⁷

The fourth study ranked the incomes of teachers among the earnings of the following: medical doctors, lawyers, army-officers, merchants, farmers, policemen, stonemasons, nurses, typists and unskilled workers. The incomes of the secondary and elementary school teachers were listed separately because of the conscious difference among the two. The secondary school teachers earned more than the elementary school teachers, but both did not earn an income comparable to the incomes of medical doctors, lawyers, army officers or merchants.¹⁸

Lebanon did not participate in the four studies of the World Organization of the Teaching Profession. Syria¹⁹ participated in the first three studies. The third

¹⁷ Ibid., pp. 105 - 106.

¹⁸ Ibid., pp. 106 - 108.

¹⁹ The studies of the World Organization of the Teaching Profession were carried at the time the S.A.R. was still called Syria.

study showed that Syria had the highest ratio when the average salaries of the teachers were compared to their national per capita income; but as there were no data concerning the earnings of other professionals, it was not possible to conclude whether the Syrian teacher earns an income comparable to that earned by other professionals.²⁰

The studies of the World Organization of the Teaching Profession provide us with different approaches to studying salaries and point out the difficulties encountered in comparing salaries among countries. But, in its attempts to compare salaries of teachers and other professionals in the same country the World Organization did not take into consideration the differences of academic qualifications among these professionals, nor did it mention whether these professionals were employers or employees or both. For example, if employers were included, deductions should have been made from their total income for the returns on their capital equipment.

VI. Outline of the Thesis

In the following chapter, Chapter II, the laws

²⁰Ibid., p. 108.

regarding secondary school teachers, judges and engineers in Lebanon and The S.A.R. will be reviewed with particular reference to selection policies, such as the university degree they should hold, the competitive examinations they have to take, the probationary period they have to pass, and the further study they have to acquire. These policies are of basic relevance to this study because of their influence on the supply of civil servants which is one of the determining factors of their salaries.

Chapter III will compare the salaries received by secondary school teachers, judges and engineers who work in the civil service in both Lebanon and the S.A.R. This comparison will include considerations of their minimum and maximum salaries, yearly increment, family and other allowances, hours of work, opportunities for extra work and retirement benefits. The comparison between the two countries will concentrate on the rank and salaries of teachers as compared to those of judges and engineers employed by the government.

Chapter IV will compare the salaries of the public secondary school teachers, with these, judges and engineers

who work in the civil service, in the light of the rise in the cost of living from 1953 to 1962 in Lebanon and to 1961 in the S.A.R.

Chapter V will survey and analyse the strikes of private and public school teachers in both Lebanon and the S.A.R. for the purpose of determining certain trends in the teaching profession.

Chapter VI will be a conclusion to the study; in it some suggestions will be offered.

CHAPTER II

THE SELECTION POLICIES OF PUBLIC SECONDARY SCHOOL TEACHERS, JUDGES AND ENGINEERS IN LEBANON AND THE SYRIAN ARAB REPUBLIC

Selection refers to the act of choosing candidates from a group of applicants for a given occupation. In the two countries under consideration selection policies are of two types: general that apply to all civil servants, and specific pertaining to different occupational groups.

Selection policies are inextricably connected with salary scales because the higher the requirements for a given post are, the higher the salary would be. This is for two reasons: first, to cover the income foregone and the expenses incurred by the applicant to acquire the higher qualifications, and second, as fewer people will be capable to acquire these qualifications, the supply of candidates becomes less as the qualifications are raised.

In this chapter the writer will attempt to review the general regulations for employment in the civil service as well as the specific selection policies of teachers, judges and engineers in Lebanon and the S.A.R.

I. Lebanon

The general regulations for employment in the civil service in Lebanon can be summarized as follows: An employee must have been a Lebanese for at least 10 years; he has to be at least 20 years old; if he is seeking employment at the IV and V categories¹ he should not be over 35 years of age. If he is seeking employment in other categories or in any other technical post, the difference between his age and the pensionable age should be at least equal to the minimum number of years that entitle him to a pension. He should present a health certificate from the Public Medical Board to insure that he is healthy, should possess the necessary diplomas and pass successfully

¹Government employees are ranked on salary scales which are made up of categories, the categories are divided into grades and the grades into degrees.

an entrance examination and should present a 'casier judiciaire' to ensure that he enjoys his civil rights.²

The specific regulations for the post of a secondary school teacher, a judge or an engineer are as follows:

A. Teachers

Public secondary education is a recent development in Lebanon. Though the demand for teachers for the government secondary schools has been small if compared with the demand of the private secondary schools, yet in view of the expansion of secondary education, the Lebanese Government has been increasing its demand for secondary school teachers.

To meet this demand, the Lebanese government grants students desiring to become teachers, full scholarships making it a condition that they teach in the public schools for 5 years after graduation. In case of failure, discontinuation of studies or other reason, a scholarship holder is charged with all the expenses of his education plus 500 Lebanese pounds for every year he has studied at

²"Nizam al-Muwazzafeen", al-Majalla al-Kadaieh (Beirut: Sader Press, 1965), pp. 3 - 4.

the Higher Teachers Training Institute. If he is not appointed after 6 months of his graduation, a teacher is exempted from all these expenses.³ Scholarship and holders and independent students receive the same salary after graduation.⁴

To insure that the secondary school teachers are adequately prepared, the Lebanese government has stipulated that the minimum degree such a teacher should have is the licence d'Enseignement or its equivalent. The American University of Beirut's Masters of Arts or Bachelor of Arts plus a normal diploma and Baccalaureate part II are considered equivalent to a licence.⁵ Those who hold a licence d'Enseignement and have a special contract with the government because they were studying at its expenses, have first choice in being recruited, followed by those who have doctorate degrees, by those who have al-Kafaa and lastly by those who have a licence d'Enseignement but have

³Lebanon, Article 89 of Decree No. 2889 dated Jan. 16, 1959.

⁴Lebanon, Information secured from the comptroller's Department of the Ministry of Education.

⁵Lebanon, Information secured from the Equivalence Committee at the Ministry of Education.

no special contract with the government.⁶

If more candidates than the government needs apply to become teachers, they are asked to sit for an examination. Selection from among those who pass the examination is made according to the preferential order mentioned above. Successful candidates are appointed on probation for one year which can be renewed for another in case the candidate does not prove his fitness during the first year. Fitness of a probationary teacher is determined in the light of his success in the classification test and the recommendation of the public education inspectors. If at the end of the second year a teacher proves to be incompetent, he is asked to leave the service.⁷ If the teacher was studying at the government's expenses, he receives the penalty incurred by the one who discontinues or fails in his studies.

These regulations are rarely applied and because of the shortage of teachers, the government passed regulations to entitle her to employ part-time teachers.⁸ The

⁶Lebanon, Article 16 of Legislative Decree No. 134 dated July 12, 1959.

⁷Lebanon, The New Article 79 of Legislative Decree No. 25 passed on Feb. 6, 1953.

⁸Lebanon, Article 48 of Legislative Decree No. 134 passed on July 12, 1959.

data for 1964/1965 in Tables I and II show that the number of classified⁹ teachers in the government secondary schools was 255 while those who were contracted on a part-time basis was 323, a proportion of 34.6% of classified teachers. Part-time teachers are usually less qualified than the classified public secondary school teachers. Decree No. 2925 passed on 7/11/1953 made allowances for the following unqualified teachers to teach on a part-time basis in the public secondary schools: inspectors of elementary and preparatory schools, graduates of the Elementary and Preparatory Teacher Training Institutes, experienced teachers who do not possess a university degree provided they are recommended by the Council of the Lebanese University, graduates of the Institute of Music, Athletic and Home Economics teachers. Furthermore, degree No. 4645 passed on 25/3/1954 entitled the government to employ teachers who have a Bachelor of Arts degree to teach on a part-time basis.

Part-time teachers are mostly needed in the following fields, enumerated in a diminishing order of need: mathematics, physics, chemistry, French and Arabic. There are no

⁹A "Classified" employee is one who passed his probationary period and get employed on permanent basis.

classified teachers who teach English.¹⁰

TABLE I

LEBANON - NUMBER OF CLASSIFIED PUBLIC SECONDARY SCHOOL
TEACHERS IN 1964 - 1965
ACCORDING TO THEIR DEGREES

Field of Specializa- tion	Degree	Number of Classi- fied Public Sec. School Teachers
Arabic Literature	Licence d'Enseignement	62
French Literature	" "	47
Philosophy	" "	28
Mathematics	" "	12
Physics and Chemistry	" "	18
Biology	" "	37
History and Geography	" "	36
Law	Licence	5
Oriental Literature	Licence d'Enseignement	6
Drawing	Diplome	3
Institute of Music and Athletics	Diplome	5
TOTAL		255 teachers

Source: Lebanon - Information secured from the Bureau of Public Secondary Education at the Ministry of Education.

¹⁰See Table II.

TABLE II
 LEBANON - NUMBER OF HOURS PER WEEK
 ACCORDING TO SUBJECTS, TAUGHT BY PART-TIME
 TEACHERS IN 1964 - 1965

Subject	Number of hours per week taught by part-time teachers
Arabic Language	229
Arabic Literature	250
French Language	150
French Literature	181
English Language	167
English Literature	44
French Translation	29
English Translation	2
Arabic Philosophy	40
Philosophy	35
Mathematics	717
Physics	403
Chemistry	237
General Knowledge	135
History	82
Geography	101
Civics	20
Drawing	41
TOTAL	2862 Hours[†]

Source: Lebanon - Information secured from the Department of Public Secondary Education at the Ministry of Education.

[†]The Department of Public Secondary Education at the Ministry of Education estimated that 323 teachers are needed to teach the 2862 hours.

B. Judges

Probationary judges are selected from holders of a licence in law who pass successfully an entrance examination given by the Judiciary Institute. It is allowed to recruit 30% of the probationary judges without an examination from among lawyers who have practiced for two years. During their probationary period of 3 years, such judges enroll at the Judiciary Institute. The programme at the Institute is made up of two parts. The first extends over a period of two years and includes practical work under the supervision of a judge. The second, which covers the third year, consists of attending lectures in law, economics and social studies given by specialists in the respective fields. The probationary judge is given two examinations per year success in which entitles him to a gain of one degree along his salary scale. At the end of the three years, the marks he acquires are presented to the Higher Judiciary Council to consider whether or not he deserves to be confirmed in the service. If his academic record is poor, the Higher Judiciary Council may extend the probationary period for one more year. If he fails at the end of the last year or if the Higher Judiciary Council decides that his conduct

is not satisfactory, he is asked to leave the service. Otherwise, he gets classified.¹¹

Judges may also be appointed from lawyers, assistant judges or an employee whose post requires a licence in law provided they have practiced their profession for at least 5 years. These five years include the years of service for the lawyers and begin from the time the assistant judge receives his licence. Judges may also be selected without an examination and regardless of age from among professors who have taught law for at least five years at any university. But, although judges can be selected from lawyers, assistant judges and professors of law, their number should not exceed 30% of the number of classified judges.¹²

Higher posts in the judiciary are attained only through years of service.¹³

The present selection policies have improved over the 1953 policies. At that time there was no limitation on the number of judges who could be selected from

¹¹"al-Tanzim al-Kadai," al-Majallat al-Kadaieh (Beirut: Sader Printing Press, 1963), pp. 29 - 30.

¹²Ibid., p. 31.

¹³Ibid., pp. 31 - 32.

professors of law, lawyers and assistant judges. These professionals were required to have four (as compared with five after 1953) years of experience and the training of the probationary judge was made on the job rather than in an institute.¹⁴

In comparing the selection policies of judges and teachers we realize that both have to have a licence, pass an entrance examination and a probationary period of three or four years for the former and one or two years for the latter. Both, judges and teachers, have to pass examinations during their probationary period in order to get classified. The judges, however, have to enroll at the Judiciary Institute during their period of probation. This gives the impression that judges go through more years of study than teachers. Actually, judges do not study during their first two years at the Judiciary Institute; they assist a classified judge in the various activities of the court. The judges' training at this level compares with the training teachers receive in teaching. In the third year judges attend lectures at the Judiciary Institute. This additional year the judges receive can be compared to the Kafaa degree which teachers acquire by studying one year after the licence.

¹⁴Ibid., pp. 31-32.

C. Engineers

The public sector in Lebanon is small if compared to the private sector. Thus, it is stated that only 178 full-time engineers and 57 part-time ones are needed by the government,¹⁵ whereas the private sector employs 1,172 engineers. In addition, there are about 350 engineers who work outside Lebanon.¹⁶

In recruiting engineers, the Lebanese government has formulated selection policies for each ministry individually. These policies have the following aspects in common:

First, an engineer¹⁷ who applies for work in the civil service should obtain a permit from the Ministry of Public works to allow him to practice his profession.¹⁸

¹⁵Daleel Nakabaty al-Muhandeseen fe Beirut wa Tarablus, 1965. pp. 101 - 109.

¹⁶Antoine, Joseph, al-Ard al-Thaleth Liwada al-Taleem fe al-Jumhuriyyah al-Lubnaniyyah (Beirut: The Regional Center for Training Higher Officials of Education in the Arab countries, 1963 - 64), p. 23.

¹⁷An engineer is one who has a Licence or Bachelor degree in engineering or an equivalent degree in a field of engineering e.g. civil, aeronotics, electricity, agriculture, mechanics, etc... To differentiate agriculture engineer from other engineers they will be called 'agricultural engineers'.

¹⁸Lebanon - Legislative Decree No.130 passed on Jan.12, 1959 and Legislative Decree No. 125 passed on June 12, 1959.

Second, pass on entrance examination.¹⁹

Third, a holder of a degree higher than a licence in engineering who passes the entrance examination is given extra grades of 15% of the total score in the examination.²⁰ Such a candidate is appointed in the same post as the one who has a licence in engineering.

Fourth, in addition to the above, the Ministry of Planning requires experience or specialization in the field of economics for posts that need an understanding of economics.²¹

Comparing the selection policies for the three professional groups, secondary school teachers, judges and engineers we realize that a licence or an equivalent degree is required of all. Also all have to pass an entrance examination and a probationary period, but this period is for one year in the case of teachers and engineers and three years in the case of judges. However, only judges are required to study at an institute during their

¹⁹Nizam al-Muazafeen, op. cit., p. 5 and 7.

²⁰Ibid., p. 6.

²¹Lebanon - Decree No. 12679 passed on May 12, 1963.

probationary period. Secondary school teachers and engineers who hold degrees higher than a licence are given extra grades on their entrance examination which equal to 15% of the total score. Lawyers who have a doctorate or an equivalent degree are exempted from the entrance examination which the holders of a licence in law have to take.

II. The Syrian Arab Republic

In the S.A.R. the following is a summary of general regulations that apply to government employees:

An applicant has to be Syrian for at least 5 years, at least 18 years of age, healthy and free from contagious diseases, free from debt to the government and to be of good conduct.²²

A. Teachers

When Syria received her independence in 1943, the French schools were closed and replaced by national schools. This has made, among other things, the number of public

²²S.A.R. Ministry of Finance, Kanoun al-Muwazzafeen al-Assi (Damascus: al-Matba wal-Jarida al-Rasmiah, 1964)
p. 7.

secondary schools greater than that of the private secondary schools.

To man its secondary schools with competent teachers, the S.A.R. passed on the 2nd of September, 1959, decree No. 1532 which stipulated that no secondary school teacher can be classified unless he has in addition to the Muwahhadeh degree a licence or its equivalent. The American University of Beirut's Masters of Arts or Bachelor of Arts plus the Normal Diploma are considered as equivalent to a licence.²³

Further, decree No. 1532 made provisions to appoint holders of a degree higher than a licence at higher posts. Thus, a holder of a Masters of Arts plus a Normal Diploma from the American University of Beirut or a graduate of the Higher Teachers College at Damascus are appointed in the third degree of grade four which is one degree higher than the post of a licence holder. Doctors are appointed in the second degree of the fourth grade or two degrees higher than a licence holder.

With the exception of the graduates of the Higher

Teachers College at Damascus and those who are studying abroad at the expense of the government, all candidates have to pass an entrance examination before they are appointed. If they pass, they remain on probation for two years after which if they are judged proficient they are classified; if not, they are asked to leave the service without an indemnity.

In addition to their exemption from the entrance examination, graduates of the Higher Teachers College of Damascus are entitled to a full scholarship from the government while they are studying. However, they are asked to sign a pledge to teach in the public secondary schools for a period of three years for every year they have studied at the government expenses. During this period they receive the same salary as that of a non-scholarship holder. If a teacher fails to keep this promise, he is charged all the expenses incurred by the government in his education.²⁴

In spite of the government's measures to induce young men and women to enter the profession of teaching,

²⁴S.A.R. Article 9 of Decree No. 1895 (1) passed on April 7, 1959.

it is yet unable to attract enough teachers who possess the qualifications stipulated in decree number 1532 which was passed on the second of August, 1959. As Table III shows, there are classified teachers who do not have degrees equivalent to a licence. There are classified teachers who have three university certificates plus one in education or Primary School Teaching Diploma or al-Muwahhadah or the Brevet.

TABLE III
S.A.R. NUMBER OF CLASSIFIED PUBLIC SECONDARY SCHOOL
TEACHERS IN 1962 - 1963
ACCORDING TO THEIR DEGREES

Degree	Number of Classi- fied Teachers
Doctorate	3
Masters of Arts in Education	2
Masters of Arts	6
Secondary School Teaching Diploma	517
Licence	514
Three University Certificates plus Teaching Diploma	11
General Secondary Education	48
Primary School Teaching Diploma	63
Technical Secondary Education	2
General Preparatory Education	9
Technical Preparatory Education	5
Other Degrees	48
TOTAL	1242 Teachers

Source: S.A .R., Ministry of Education, Statis-
tics Bureau 1962 - 1963, p. 194.

The main reason for the lack of required qualifications as indicated by Table III is that many of such teachers were classified before 1959 when decree number 1532 was passed. Such teachers also include those who teach at the preparatory level. At present the government does not classify a teacher unless he has the required qualifications that are stipulated in decree number 1532. The government meets the shortage for teachers by employing part-time teachers. By so doing, the government can, whenever qualified candidates apply to teach, terminate the services of the part-time teachers without having to go through difficulties.

B. Judges

The regulations governing the employment of judges were promulgated at the time Syria was part of the United Arab Republic. The regulations stipulated that a candidate for the post of a probationary judge has to have a licence in law from one of the United Arab Republic's universities and pass an entrance examination. If his law degree is acquired from a foreign country, he has to pass an entrance examination to determine the

equivalence of his degree.²⁵ A probationary judge is appointed in grade 7 of the salary scale for judges.²⁶ He undergoes a probationary period of two years during which he assists a classified judge in the various activities of the court.²⁷ If he proves his proficiency, he gets classified; other wise, he is asked to leave the service.

Promotion to higher posts depends on experience and the presence of a vacancy.²⁸ To be appointed in the Court of First Instance, a judge has to be at least 28 years old, at least 38 years of age to be appointed in the Court of Appeal and at least 48 years of age to be appointed in the Court of Cassation.²⁹

The government may appoint judges for any Court from outside the judiciary specifically, from experienced lawyers or professors of law at any university in the

²⁵Ministry of Finance at the Syrian Region of the United Arab Republic, Majmout al-Kawaneed wa al-anzima, XI Feb. 1959, p. 276.

²⁶Majmouat al Kawaneen wa-al-anzima, op. cit., February, 1959, p. 293.

²⁷Ibid., January 1962, pp. 73 - 74.

²⁸Nizam al-Muwazafeen, op. cit., p. 11.

²⁹Majmout al-Kawaneen wa-al-anzima, op. cit., p. 276.

United Arab Republic.³⁰ This practice shows that there is a shortage of judges although the S.A.R. needs only 405 judges.³¹

As these policies indicate, probationary judges do not have to enter a field of specialization as the case is in Lebanon nor are they required to study or take examinations in their probationary period.

In comparing the selection policies for the judges and for the public secondary school teachers we realize that both have to have a licence or an equivalent degree, pass an entrance examination (except for teachers who have graduated from the Higher Teachers College of Damascus or those who are studying abroad at the government's expenses) and pass a probationary period of two years. Both judges and teachers can be appointed at higher posts if they have higher qualifications. Higher qualifications are measured in terms of teaching or

³⁰Ibid., pp. 276 - 277.

³¹Legislative Decree No. 98 dated 15-11-1961; Legislative Decree No. 182 dated Dec. 10, 1961; Legislative Decree No. 66 dated July 12, 1962 and Legislative Decree No. 165 dated July 27, 1965.

practicing law in the case of judges and a degree higher than a licence in the case of teachers.

C. Engineers

An engineer is defined in Law number 76 (1) passed on the 18th of March, 1959, as a person who has a Bachelor degree in engineering³² or an equivalent degree. Such an engineer is appointed in the first degree of grade 5 of category I. As the S.A.R. has many developmental plans and is in need of highly qualified engineers, Law 76 (1) made provisions to appoint engineers who have higher degrees in engineering at higher posts. Thus, a candidate who has a Master or a Doctorate degree in engineering is appointed in the third and second degree of grade IV of the first category respectively. This classification gives these engineers the privilege of being appointed one and two degrees higher than a holder of a Bachelor's degree in engineering. It is also possible to appoint an engineer at a higher post, if he has two degrees in engineering. In such a case, the time he

³²A Bachelor degree in engineering requires four years of university study after al-Muwahhadeh degree.

spends in getting the second degree is counted as part of his service. Further, engineers who do not desire to be subject to the pension act are given an additional degree to the above.

These privileges are given to all engineers except the agricultural ones. An agricultural engineer is one who has a Bachelor's degree in agricultural engineering or its equivalent. Such a person is appointed in the second degree of grade 5 of category I or one degree lower than all other engineers who have a Bachelor's degree in engineering.³³

Agricultural and other engineers, irrespective of their posts, have to pass a probationary period of two years when they join the civil service for the first time.

In comparing the selection policies of engineers with those of teachers and judges we see that a university degree that requires four years of study after al-Muwahhadeh degree is required of all and that all have to go through

³³Majmout al-Kawaneen wa al-Anzima, op. cit., Jan., 1959, p. 161.

a probationary period of two years. An entrance examination is required of all civil servants except the engineers, teachers who study at the Higher Teacher's College at Damascus and employees who study at the government's expenses.

III. Lebanon and the S.A.R. Compared

In comparing the selection policies followed in Lebanon and the S.A.R. the following can be concluded.

1. Both countries require a licence or an equivalent degree. But, whereas Lebanon does not require that a civil servant possess the Baccalaureate part II prior to his university degree, the S.A.R. insists that he should have al-Muwahhadeh.

2. Both countries consider the Bachelor of Arts plus the Normal Diploma which the American University of Beirut offers, as equivalent to a licence if it is preceded by a Baccalaureate part II in Lebanon and al-Muwahhadeh in the S.A.R.

3. Lebanon considers the Master's of Arts as equivalent to a licence whereas the S.A.R. gives it such

consideration only if it is preceded by al-Muwahhadeh. If in addition, a candidate also has the Normal Diploma, the S.A.R. regards this as superior to a licence and awards the candidate one degree higher than a licence holder at the time of appointment in the civil service.

4. With regards to candidates who hold degrees higher than a licence, Lebanon gives them priority only at the time of selection, while the S.A.R. gives them higher salaries and posts in teaching and engineering.

5. Both countries differ with respect to the education of their judges. Lebanon insists that judges should enroll during their probationary period of three years at the Judiciary Institute whereas no such requirement is made in the S.A.R.

6. Both countries differ with respect to candidates who are exempted from the entrance examination. Lebanon exempts only, doctors of law and those who have equivalent qualifications from the entrance examination to the Judiciary Institute; in the S.A.R. such an examination is not required of the graduates of the Higher Teachers College of Damascus of engineers, and of those who

study at the government expenses. In addition to such exemptions, Lebanon gives extra grades on such an examination to candidates who pass the examination and have higher degrees than a licence.

Having discussed the selection policies of the two countries with regards to teachers, judges and engineers the writer will proceed to the main task of this study, namely, the examination of the salaries of these professions in the two countries.

CHAPTER III
THE SALARIES OF THE PUBLIC SECONDARY SCHOOL
TEACHERS, JUDGES AND ENGINEERS IN LEBANON
AND THE SYRIAN ARAB REPUBLIC

The Webster's Collegiate Dictionary defines a salary as, "a fixed compensation regularly paid, or stipulated to be paid, for services, as by the year, quarter, month or week."¹ This definition excludes pensions, indemnity, family and other allowances which form an essential part of the total earning of an occupation. For the purpose of this study, a salary will refer to the total earnings of an occupation.

Civil servants are paid according to salary scales which define a fixed salary for each post.

In this chapter the writer will compare the salary scales, promotion policies, hours of work, possibilities for extra work, family and other allowances, tenure

¹Webster's New Collegiate Dictionary, 2nd ed. (Mass., U.S.A.: G. & C. Merriam Co., 1953), p. 746.

appointment, pensions and indemnity of the public secondary school teachers, judges and engineers who work in the civil service in Lebanon and the S.A.R. As the regulations governing allowances, tenure, pension and indemnity are the same for teachers, judges and engineers, they will be left out from the comparison when the three professional groups are studied separately, but they will be included when the salaries of these professional groups are compared with each other.

I. Lebanon

The judges in Lebanon have a salary scale different from that of other civil servants. Judges are ranked according to three salary scales: a) judicial judges; b) judges of the Privy Council; and c) judges of the Comptroller's Department.

The scale for judicial judges as Table IV shows, includes nineteen degrees, sixteen of which are for classified judges and three for probationary judges.

TABLE IV

LEBANON - SALARY SCALE OF JUDICIARY JUDGES, 1965

Position Class.	Degree	Monthly Salary in Lebanese Pounds	Fixed Monthly compensation in Lebanese Pounds
Classified Judge	1	2225	200
	2	2125	200
	3	2025	200
	4	1925	200
	5	1825	200
	6	1725	150
	7	1625	150
	8	1525	150
	9	1425	150
	10	1325	150
	11	1225	150
	12	1125	150
	13	1025	150
	14	950	100
	15	875	100
	16	800	100
Probationary Judge	1	500	
	2	450	
	3	400	

Source: "al-Tanzeem al-Kadai," al-Majalat al-Kadaieh. (Beirut: Sader Press, 1965), p. 36.

The scale for judges of the Privy Council as Table V shows, includes four categories. The first category includes five degrees, the second four, the third eight and the fourth three degrees.

TABLE V
LEBANON - SALARY SCALE OF JUDGES
OF THE PRIVY COUNCIL, 1965

Position Class	Degree	Monthly Salary in Lebanese Pounds	Fixed Monthly compensation in Lebanese Pounds
President of the Council (Category I)	1	2225	200
	2	2125	200
	3	2025	200
	4	1925	200
	5	1825	200
President of a Chamber (Category II)	1	2125	200
	2	2025	200
	3	1925	200
	4	1825	200
Counsellor (Category III)	1	1725	150
	2	1625	150
	3	1525	150
	4	1425	150
	5	1325	150
	6	1225	150
	7	1125	150
	8	1025	150
Assistant Counsellor (Category IV)	1	950	100
	2	875	100
	3	800	100

Source: "al-Tanzeem al-Kadai," al-Majalat al-Kadaieh. (Beirut: Sader Press, 1965), p. 37.

The scale for judges of the Comptroller's Department as Table VI shows, includes three categories. The first includes five, the second six and the third nine degrees.

TABLE VI
LEBANON - SALARY SCALE OF JUDGES OF THE
COMPTROLLER'S DEPARTMENT, 1965

Position Class	Degree	Monthly Salary in Lebanese Pounds	Fixed Monthly compensation in Lebanese Pounds
President (Category I)	1	2225	200
	2	2125	200
	3	2025	200
	4	1925	200
	5	1825	200
President of a Chamber (Category II)	1	1925	200
	2	1825	200
	3	1725	150
	4	1625	150
	5	1525	150
	6	1425	150
Counsellor (Category III)	1	1525	150
	2	1425	150
	3	1325	150
	4	1225	150
	5	1125	150
	6	1025	150
	7	950	100
	8	875	100
	9	800	100

Source: "al-Tanzeem al-Kadai," al-Majalat al-Kadaieh. (Beirut: Sader Press, 1965), p. 38.

A close study of Tables IV, V and VI shows that the minimum and maximum salary of a classified judge is the same irrespective of whether he is employed in the Judiciary, the Privy Council or the Comptroller's Department. A judge is promoted automatically one degree every two years; it is calculated that a judge needs 30 years of service after he gets classified to attain the maximum salary. The scale for judges of the Privy Council and the Comptroller's Department includes a greater number of degrees than the scale for judiciary judges. But, as some of the salaries fixed to these degrees are being repeated from category to category, a judge needs to cover only 16 degrees in each of the salary scales to attain the maximum salary.

The salaries of probationary judges are mentioned only in the salary scale of the judiciary judges, but they could be included in the two other salary scales because both the Privy Council and the Comptroller's Department recruit the majority of their judges from probationary judges.

Civil servants other than judges are classified either as technicians or administrators. All technicians

(including teachers and engineers) except the ones employed by the Ministry of Agriculture and the Department of Antiquity are ranked according to a salary scale of three categories as Table VII shows. Category II includes six degrees, category III includes two grades, six degrees each, and category IV includes three grades, seven degrees each.

TABLE VII

LEBANON - SALARY SCALES OF TECHNICIANS
IN THE CIVIL SERVICE, 1965

Category	Grade	Degree	Range	Monthly Salary in Lebanese Pounds
II		6	Maximum	1155
			Minimum	800
III	1	6	Maximum	940
			Minimum	640
	2	6	Maximum	730
			Minimum	505
IV	1	7	Maximum	550
			Minimum	342.5
	2	7	Maximum	407.5
			Minimum	232.5
3	3	Maximum	375	
		Minimum	205	

Source: Lebanon, Information secured from the Comptroller's Department at the Ministry of Finance.

The salary scale for technical employees at the Ministry of Agriculture as Table VIII shows, is made up of three categories. Category II includes seven degrees, category III two grades of eight and six degrees respectively and category IV three grades, the first of which is made up of eight degrees, the second and third of six degrees each.

The salary scale for Technical employees at the Department of Antiquity is made up of one category which is composed of seven degrees (See Table IX).

Having different salary scales for technicians employed at the Ministry of Agriculture, the Department of Antiquity and other technical employees in the civil service may be advantageous to meet the need for employees provided these salary scales are adjusted periodically to market conditions. Otherwise, it may create ill feelings among technicians of like qualifications employed in different ministries or departments.

Administrators in the Civil Service are ranked on a salary scale of five categories as Table X shows. The first, second and third category include six degrees each, the fourth category includes two grades of six degrees each and the fifth category includes three grades of eight degrees each.

TABLE VIII

LEBANON - SALARY SCALES OF TECHNICAL EMPLOYEES AT THE
MINISTRY OF AGRICULTURE, 1965

Category	Grade	Degree	Range	Monthly salary in Lebanese Pounds
			Maximum	1155
II		7	Minimum	730
			Maximum	940
III	1	8	Minimum	550
			Maximum	730
	2	6	Minimum	505
			Maximum	595
	1	8	Minimum	342.5
IV			Maximum	440
	2	5	Minimum	315
			Maximum	315
	3	5	Minimum	205

Source: Lebanon, Information secured from the
Comptroller's Department at the Ministry of Agriculture.

TABLE IX

LEBANON - SALARY SCALE OF TECHNICAL EMPLOYEES AT THE
DEPARTMENT OF ANTIQUITY, 1965

Category	No. of Degrees	Range	Monthly Salary in Lebanese Pounds
		Maximum	800
III	7	Minimum	505

Source: Lebanon, Information secured from the
Civil Service Council.

TABLE X
LEBANON - SALARY SCALE OF ADMINISTRATORS IN THE
CIVIL SERVICE, 1965

Category	Grade	No. of Degree	Range	Monthly Salary in Lebanese Pounds
I		6	Maximum	1580
			Minimum	1080
II		6	Maximum	1080
			Minimum	730
III		6	Minimum	505
			Maximum	505
	1	6	Minimum	342.5
			Maximum	342.5
IV	2	6	Minimum	205
			Maximum	375
	1	3	Minimum	187.5
			Maximum	342.5
	2	8	Minimum	342.5
			Maximum	205
V	3	8	Minimum	170

Source: Lebanon, Information secured from the
Comptroller's Department at the Ministry of Finance.

All these salary scales, however, were raised at the top by decree number 17107 which was passed on the 12th of August, 1964. This decree entitled any government employee who attains the top of his cadre² to go on gaining an increment equivalent to the last one he received until the number of these increments amounts to six.

A. Teachers³

The teachers are assigned when they are first appointed to the 6th degree of grade 2 of the IIIrd category of the salary scale for technicians (see table VII). This entitles them to a monthly salary of 505 Lebanese pounds every two years until they reach their maximum salary. Before decree number 17107 was passed, the teachers needed 10 years to attain their maximum salary of 730 Lebanese pounds. After this decree was passed, they need 22 years to attain their maximum salary of 1,000 Lebanese pounds.

²Cadre refers to the range along which a government employee can be ranked in a salary scale.

³Henceforward when teachers are mentioned, public secondary school teachers are meant unless otherwise said.

The salary for teachers is paid on a twelve months⁴ basis. They are required to teach 15 to 18 hours per week for 160 days per year and help the school principal in the various school activities. They are, however, allowed to teach 300 extra hours per year in public or private schools.⁴

For extra hours, the teachers get 16 Lebanese pounds per hour provided they have a doctorate degree or a licence plus 3 years of experience in teaching.⁵ Teachers who have a licence charge 12 Lebanese pounds per hour. It is estimated that teachers who charge 16 Lebanese pounds per hour make 400 Lebanese pounds per month and those who charge 12 Lebanese pounds make 300 Lebanese pounds per month. When this additional income is added to the maximum and minimum salary of a teacher, it becomes 1400 and 805 Lebanese pounds respectively.

B. The Judges

A probationary judge starts with a minimum monthly salary of 400 Lebanese pounds (see Table IV). He

⁴Lebanon, Article 4 of Decree No. 44 dated Oct. 3, 1964.

⁵Lebanon, Article 5 of Decree No. 2925 dated Nov. 7, 1953.

gets promoted annually one degree which entitles him to an increment of 50 Lebanese pounds until he attains his maximum salary of 500 Lebanese pounds.

If the probationary judge proves his competency during the probationary period, he gets classified and starts with a minimum monthly salary of 900 Lebanese pounds (including 100 Lebanese pounds as a monthly compensation). A classified judge is promoted one degree every 2 years which entitles him to an increment ranging from 75 to 100 Lebanese pounds and a fixed monthly compensation ranging from 100 to 200 Lebanese pounds depending on the place where he is assigned a post. Before decree number 17107 was passed it took a classified judge 30 years of service to attain his maximum salary of 2425 Lebanese pounds (including 200 Lebanese pounds as a fixed monthly compensation). After decree number 17107 was passed, a classified judge needs 42 years of service to attain his new maximum salary of 3025 Lebanese pounds (including 200 Lebanese pounds as a monthly compensation).

Judges who live outside Beirut are given an allowance of 15% of their salary to meet extra expenses.⁶

⁶"al-Tanzeem al-Kadai," al-Majalat al-Kadaiih (Beirut: Sader Press, 1966), p. 32.

To receive this salary, a judge is supposed to work for 6 hours a day, 6 days a week; because of the nature of his work, a judge cannot be restricted by any work schedule. The judge is entitled for a vacation of two and half months per year.⁷

Judges are allowed to seek additional work only as lecturers of law at any university.⁸ But as lecturing at the university is limited to few judges, no estimate of this revenue is possible.

Judges Compared With Teachers

1. Both the minimum and maximum salary of a probationary judge are less than the starting salary of a teacher.
2. A classified judge receives a higher starting salary than a teacher who has been 3 years in the service, the time needed for a judge to get classified.
3. The maximum salary of a classified judge is more than 3 times the maximum salary of a teacher who

⁷Ibid., p. 33.

⁸Ibid., p. 27.

teaches 15 to 18 hours a week and more than twice the maximum salary of a teacher who teaches the allowed additional hours.

4. A probationary judge needs 45 years to attain the maximum salary received by a classified judge whereas a teacher needs 22 years to attain his maximum salary.

5. Only judges receive an extra allowance if they are assigned to work outside Beirut.

6. Judges have limited opportunities to make extra revenue because they are not allowed to work outside the judiciary except as lectures of law at a university. The majority of the teachers have the chance to make extra money by teaching in several institutions.

7. Judges work 36 hours a week while teachers teach from 15 to 18 hours a week. However, teachers need an equal amount of time per week for preparation and correction of papers.

C. Engineers

Just like teachers, engineers are assigned when first appointed (see Tables VII and VIII) to the

6th degree of grade 2 category III for a monthly salary of 505 Lebanese pounds. But unlike teachers, all engineers except those who are employed by the Department of Antiquity, can reach the 1st degree of the IIInd category for a monthly salary of 1155 Lebanese pounds. To attain this salary, an engineer needs 22 years of service plus passing successfully an in-service programme prepared by the National Institute of Public Administration. Passing this in-service programme is a pre-requisite for promotion to the II category. The 1155 Lebanese pounds used to be the maximum salary an engineer could receive before decree number 17107 was passed, but now this decree has entitled him to attain a maximum monthly salary of 1605 Lebanese pounds after 34 years of service. Before decree number 17107 was passed, the engineers employed by the Department of Antiquity could attain the top degree of category III for a monthly salary of 800 Lebanese pounds after 12 years of service (see Table IX). This decree allowed them to attain a maximum monthly salary of 1220 Lebanese pounds after 24 years of service.

In addition, an engineer is given a special monthly compensation at the rate of 30 to 50% of his salary.

Engineers who are employed in one of the following ministries: Public Works, Interior, Post and Telegraph, or Survey Department or an engineer who is appointed as director of vocational education in the Ministry of Education, are given a special compensation at the rate of 40% of their salaries if they have spent up to 8 years in civil service and 50% if they have served more than 8 years.⁹

Engineers who teach in vocational schools or chemical engineers and others are given a special compensation at the rate of 30% of their salary if they have been employed in the civil service for a maximum of 8 years and 40% if they have served more than 8 years.¹⁰

To earn this salary an engineer works 35 hours a week in winter and spring and 30 hours during the remaining seasons. He is entitled to a vacation of one month per year.

An engineer, unlike the teacher, cannot make extra revenue because he is not allowed to occupy a post other than his.

⁹Adib, "Nizam al-Muwazzafeen," al-Majalat al-Kadaieh (Beirut: Sader Press, 1965), p. 12.

¹⁰Ibid.

Comparison of the Salaries of Teachers, Judges
and Engineers in Lebanon

If we consider the criteria for evaluating teachers' salaries established by the National Association of the United States of America as a base and look into the salaries of teachers, judges and engineers, we realize that:

First, the minimum salary of both the teachers and engineers is higher than the minimum of a probationary judge while the maximum salary of a classified judge is higher than either (see Table XI).

A judge studies during his probationary period at the Judiciary Institute at the government's expense, but when he is classified, his monthly salary becomes 900 Lebanese pounds (including 100 Lebanese pounds as a fixed monthly compensation) which is higher than the monthly salary of either the teachers or the engineers who have the same period of service.

The teachers who work 15-18 hours a week receive lower salaries than engineers. The discrepancy between the salaries of teachers and engineers is caused by two

factors: a) engineers receive a special compensation of 30-50% of their salary; b) engineers are entitled to occupy higher posts and thus receive higher basic salaries. The teachers are not entitled to these benefits.

TABLE XI
LEBANON - THE MONTHLY SALARIES OF THE PUBLIC SECONDARY
SCHOOL TEACHERS, JUDGES AND ENGINEERS,
IN LEBANESE POUNDS, 1965

Range	Teacher	Probationary Judge	Class. Judge	Eng.rec. a special comp. of 30-40% of their sal.	Eng.rec. a special comp. of 40-50% of their sal.
Maximum Salary + Extra Income	1400				
Maximum Salary + Fixed Compensation			3025		
Maximum Salary	1000	500	2825	2247	2407.5
Minimum Salary + Extra Income	805				
Minimum Salary + Fixed Compensation			900		
Minimum Salary	505	400	800	656.5	707

Source: Lebanon, Figures secured from the Comptroller's Department at the Ministries of Justice and Finance.

Because of the discrepancy between their salaries and those received by engineers, the teachers usually (and specially of late) threaten to go on a strike. The teachers feel that since the government requires of them similar qualifications to those of engineers, they are entitled to the same compensation for specialization that the engineers get. The Lebanese government feels that teachers overlook two main facts, namely, the work duties of engineers are more than those required of teachers and that engineers are not allowed to seek additional employment while teachers are permitted to teach 10 extra hours per week. If the extra revenue the teachers derive from teaching the extra 10 hours is added to their salary, their minimum salary becomes more than the minimum salary of an engineer, but their maximum salary remains less than the maximum salary of an engineer.

To strike a balance between the teachers demand for higher salaries and the fact that they work less than other government employees (including engineers) the Ministry of Education offered the teachers a compensation of 40-50% of their salary provided they are willing to teach 30 instead of 15-18 hours per week.¹¹

¹¹Lebanon - Information secured from the Department of Public Secondary Education.

The government's proposal does not offer the teachers the extra pay they have asked for. It only serves the government in meeting its shortage for qualified teachers by putting at its disposal more teaching hours from the present teachers without the need to contract new ones,

So the teachers through their Executive Committee,¹² turned down the government's offer and asked for a special compensation at the rate of 30-40% of their salary and the right to be promoted beyond the present level.¹³

The government made another proposal to the teachers, namely, to give them a compensation of 30-40% of their salary and allow them to teach 6 extra hours provided they teach 22 instead of 15-18 hours a week.¹⁴ The government's proposal has many merits to recommend it, but it

¹²The Executive Committee is formed by selecting one or more teachers from each public secondary school to represent the teachers. This committee was formed because the government teachers are not allowed to join the teacher's syndicate.

¹³Secondary School Teachers threaten to go on a strike, "al-Nahar" newspaper, issue No. 9328, May 1, 1966, p. 4.

¹⁴Lebanon, Information secured from the Department of Public Secondary Education at the Ministry of Education.

fails short of what the teachers demand. While it raises the teachers' salaries and increase their work duties, it still does not raise the maximum salary of a teacher to the level of the maximum salary of an engineer even if a teacher teaches the 6 extra hours which the government allows. The maximum salary of a teacher becomes 1400 or 1640 Lebanese pounds if he seeks additional employment as compared to 2247 and 2407 Lebanese pounds, the maximum salaries of engineers.

Second, with respect to equity, teachers, judges and engineers are appointed and promoted according to their qualifications provided this does not disturb the balanced distribution of posts among the different religious sects. Thus, if a post is reserved for a member of a sect, another member of the same sect will be appointed to it although better qualified candidates belonging to other sects are competing for the post. Women and men receive the same salary.

Third, with respect to the time required for promotion to the maximum salary, teachers need 22 years, judges 45 years and engineers 34 years. Thus the teachers attain their maximum salary at a very early age,

and therefore, many of them lose interest in the job.

Fourth, with respect to rewards, the scales are deficient. For teachers, judges and engineers who possess higher university degrees than the minimum degree required for appointment in the civil service, are not appointed at higher posts nor are they given any extra payment. Both teachers and judges are promoted automatically every two years until they reach their respective maximum salaries. The engineers are promoted automatically every two years for 28 years. To be entitled to the remaining three increments that allow an engineer to receive his maximum salary, an engineer has to pass successfully an inservice programme at the National Institute of Public Administration.¹⁵ Further, civil servants who show exceptional ability in performing their duties are not given bonuses. Thus many are liable to lose interest in improving themselves professionally or in doing anything extra which their duties do not specifically require.

Fifth, the teachers have been asking to share with the government in determining their salaries.¹⁶ The

¹⁵ Nizam al-Muwazzafeen, op. cit., p. 7.

¹⁶ Lebanon - Information secured from the Department of Public Secondary Education.

only response they got was a promise that the government is willing to consider the case in the future.

D. Fringe Benefits

After considering the salaries of teachers, judges and engineers we will deal here with other allowances such as family allowances, medical allowances, indemnity and pension. These allowances which are common to all government employees are called fringe benefits.

Family allowances are fixed at 15 Lebanese pounds per month for the wife and 15 Lebanese pounds for each child. These allowances are given to boys up to the age of twenty-one, the age of twenty-five if they are studying and to the girls until they get married.¹⁷

Full medical allowance is given if the employee gets injured while performing his job. Otherwise, a decision has to be taken concerning his case by the cabinet.¹⁸ Notwithstanding this, an employee is entitled after getting

¹⁷Nizam al-Muwazzafeen, op. cit., p. 11.

¹⁸Ibid., p. 15.

the consent of the Public Medical Board to a sickness leave of absence with full payment up to 9 months a year of 18 months in 5 years. This period can be extended further with the consent of the Public Medical Board up to 2 years during which the employee receives half his salary for the first year only. A woman employee is entitled to a maternity leave of absence of 3 months with full payment.¹⁹

In case a member of his family dies, a government employee is given a financial assistance equivalent to his last monthly salary. This assistance should not be less than 500 nor more than 1,000 Lebanese pounds.²⁰

In case an employee dies in an accident while on duty, his family is given a financial assistance equivalent to his last annual salary. This assistance has to be within the range of 5,000 and 10,000 Lebanese pounds.

If the employee dies while on private business, his family is given his salary of 5 months. This assistance should not exceed 4,000 nor be less than 2,000 Lebanese pounds.²¹

¹⁹ Ibid., pp. 17 - 18.

²⁰ Ibid., p. 15.

²¹ Ibid.

Employees are retained in the civil service once they pass successfully their probationary period. They remain in service until they reach pensionable age. If the post is abolished, or the employee proved to be incompetent, he is asked to quit. Under these circumstances an employee is entitled either for a pension or an indemnity.

A pension is a monthly compensation regularly paid for a retired employee. It is claimed in Lebanon when an employee reaches the age of 64, or when he completes 44 years of service provided he was appointed after the 13th of June, 1955, or when he completes 46 years of service if he was appointed before this date.²² A pension is calculated by multiplying the employees average monthly salary over the last two years by his years of service and dividing the sum either by 60 if the employee is 64 years old or by 55 if the employee is 60 years old.²³

An indemnity is a lump sum compensation given to the employee whose services are terminated by the

²²Ibid., pp. 26 - 29.

²³Lebanon, Article 10 of Legislative Decree No. 113 passed in June 12, 1959.

government. An indemnity is calculated on the basis of one month's salary for every year of service up to ten years and on the basis of two months for every year thereafter. The average monthly salary over the last two years of service is taken as a base in calculating the indemnity.²⁴

II. The S.A.R.

In the S.A.R., the judges have a salary scale of their own which is different from the salary scale of other government employees. The scale for judges as Table XII shows consists of 8 grades. The judges are classified between the seventh and first grade. The eighth grade is reserved for assistant judges and therefore it will be excluded from our study.

Government employees other than judges have a salary scale different from that of judges as Table XIII shows. This scale consists of three categories. The first category includes one exceptional grade and five

²⁴Lebanon, Article 11 of Legislative Decree No. 113 passed in June 12, 1959.

ordinary ones, the second category includes the 6th, 7th, 8th and 9th grades, and the third includes the 10th grade. Each grade consists of three degrees except the 5th which is made up of two only.

TABLE XII
S.A.R. - THE ANNUAL SALARIES OF JUDGES
FROM 1959 - 1965

Position Classification	Grade	Range	Salary in Syrian P.	Increment/ 2 years
President of the Court of Cassation	1		16,800	
Vice President of the Court of Cassation; President of the Court of Appeal; Procurer General	2		16,200	
President of the Courts of Appeal in Damascus or Aleppo	3		15,000	
Counsellor at the Court of Cassation or Appeal; President of the Court of First Instance in Damascus or Aleppo; Judges of the Privy Council in Damascus or Aleppo	4	Maximum	15,000	900
		Minimum	11,400	
President of the Court of First Instance; Judges of the Privy Council (1st class).	5	Maximum	11,400	750
		Minimum	7,800	
Judges; Judges of the Privy Council (2nd class)	6	Maximum	9,000	540 and after 4 years 640
		Minimum	5,400	
Judges of the Privy Council (3rd class)	7	Maximum	7,200	325
		Minimum	5,100	
Assistant Judges		Maximum	5,400	300
		Minimum	4,500	

Source: Position Classification are secured from Article 75 and 131 of Kanoun al-Sulta al-Kadaieh No. 56 passed on Feb. 21, 1959. Salaries are secured from Article 1 of Legislative Decree No. 167 dated September 21, 1963.

TABLE XIII
S.A.R. - THE SALARIES OF GOVERNMENT EMPLOYEES
OTHER THAN JUDGES - 1964

Category	Grade	Degree	Range	Salary/month in Syrian Pounds
	Exceptional	3	Max.	1350
			Min.	1150
	1	3	Max.	1050
			Min.	850
	2	3	Max.	750
			Min.	650
I	3	3	Max.	600
			Min.	500
	4	3	Max.	475
			Min.	425
	5	2	Max.	400
			Min.	375
	6	3	Max.	350
			Min.	310
	7	3	Max.	290
			Min.	270
II	8	3	Max.	260
			Min.	240
	9	3	Max.	230
			Min.	210
III	10	3	Max.	200
			Min.	180

Source: S.A.R. Ministry of Finance, Kanoun al-Muwa-zzafeen al-Asasi. (Damascus: al-Matba wa al-Jaridat al-Rasmia, 1964), p. 92.

A comparison of Tables XII and XIII shows that the range between the maximum and minimum salary in each grade is greater in the salary scale for judges than it is in the salary scale for government employees other than judges. This provides the judges a better chance to get promoted within each grade.

A. Teachers and Engineers

Both the teachers and the non-agricultural engineers are first appointed in the first degree of grade 5 for a monthly salary of 400 Syrian pounds (see Table XIII). Provisions were made to appoint teachers and non-agricultural engineers who have higher degrees than the one required for entry into the civil service, at higher posts. Thus, teachers who have graduated from the Higher Teacher's College at Damascus or engineers who have a Master's degree in engineering are appointed in the 3rd degree of grade 4 for a monthly salary of 425 Syrian pounds. Teachers or engineers who have a doctorate degree in their respective fields, are appointed in the 2nd degree of grade 4 for a monthly salary of 450 Syrian pounds. Further, a non agricultural engineer is entitled to receive one extra degree if he does not desire to benefit from the pension's act. Both teachers and non

agricultural engineers are allowed to attain a maximum salary of 750 Syrian pounds.

In addition to their basic salary, non-agricultural engineers are compensated for specialization at the rate of 55% of their salary.²⁵

Thus, non-agricultural engineers receive higher salaries than teachers.

Agricultural engineers are first appointed in the 2nd degree of grade 5 for a monthly salary of 375 Syrian pounds. Agricultural engineers are, therefore, appointed one degree lower than teachers and non-agricultural engineers and receive a lower basic starting salary, but they are entitled to attain the same basic maximum salary as the teachers and non-agricultural engineers.

Agricultural engineers are compensated for specialization at the rates of 35% to 75% of their salary. They are compensated at 35% in Damascus, Aleppo, Homs, Hama and Latakia; at 45% in the provincial centers of Daraa,

²⁵The S.A.R. Ministry of Finance, Kanoun al-Muwazzafeen al-Asasi. (Damascus: al-Matba wa-al-Jaride al-Rasmia, 1964), p. 85.

Sweida and Idleb and the administrative and agricultural centers in Damascus, Aleppo, Homs, Hama, Idleb and Latakia; at 55% in al-Rouge and al-Shab; and at 75% in Hasaka, Deir-al-Zour, Palmira, Ain el-Arab and al-Gharib Valley.²⁶ Thus, agricultural engineers receive higher salaries than teachers.

The teachers and all engineers are promoted automatically within the same grade. Promotion from one grade to another depends on vacancies, availability of funds and the registration of candidates in the schedule of promotion. The increment per two years is 25 Syrian pounds when they are classified in the 5th and 4th grades and 50 Syrian pounds thereafter.

If promoted automatically, the teachers and non-agricultural engineers need 18 years and the agricultural engineers 20 years of service to attain their maximum salary. The agricultural engineer needs 2 years more than the teacher or the non-agricultural engineer to attain his maximum salary.

Having examined the salaries of teachers and all engineers, we will proceed to discuss their work duties

²⁶S.A.R. Decree No. 2637 dated 5/9/1962.

and opportunities for making extra income. Teachers are required to teach 19 hours a week²⁷ and are entitled to a summer vacation of 3 months in addition to the vacations that are given during the major Muslim and Christian holidays.

Teachers are allowed to teach 16 extra hours a month in the school to which they are assigned or 25 hours in other institutions.²⁸ Teachers who hold a licence charge 6 Syrian pounds per hour.²⁹ The monthly income derived from teaching these extra hours ranges from 90 to 144 Syrian pounds. Thus, the minimum salary of a teacher is 490 or 544 Syrian pounds; his maximum salary is 840 or 894 Syrian pounds depending on whether he avails himself of the permission of teaching extra hours. Compared with the teachers load in terms of teaching hours, all engineers work more and are not allowed to work outside the civil service. An engineer is required to work 36 hours

²⁷S.A.R. Decree No. 2249 (1) dated June 1, 1959.

²⁸S.A.R. Legislative Decree No. 167 dated Sept. 21, 1963.

²⁹S.A.R. Information Secured from the Comptroller's Department at the Ministry of Education.

hours a week. He is entitled to a vacation of one month per year.

B. Judges

The judges are appointed for the first time in grade 7 for a monthly salary of 425 Syrian pounds as Table XII shows. They get promoted automatically every two years from one degree to another within each grade; promotion, however, to a higher grade depends on a vacancy in that post. This makes the promotion of judges difficult because the number of posts is limited, and consequently, it is very rare to have a vacancy in a superior post. This also makes it difficult to calculate the number of years needed by a judge to attain the first grade, that of the president of the Court of Cassation. The monthly salary of the president of the Court of Cassation is 1400 Syrian pounds.

Judges are not restricted by a work schedule and are entitled to a vacation of two months a year. They are allowed to work only as lecturers in the school of law at the Syrian University.³⁰ But as this occupation is

³⁰ S.A.R., Information secured from the Personnel Department at the Ministry of Justice.

limited, to the few, this source of revenue will not be considered in our study.

Comparison of the Salaries of Teachers, Judges and Engineers in the S.A.R.

If we compare the salaries of teachers, judges and engineers according to the same criteria by which these same professional groups were compared in Lebanon, we realize that:

First, the minimum and maximum salaries of teachers are lower than the minimum and maximum salaries of all engineers (see Table XIV). If the revenue derived from teaching extra hours is added to the basic salary of a teacher, then only the teacher who teaches in more than one institution received a higher minimum salary than the agricultural engineer who receives a compensation for specialization at the rate of 35 or 45% of his salary. The engineers receive a higher starting salary than the judges while the judges receive a higher maximum salary than engineers. But, it should be remembered that only the president of the Court of Cassation receives the maximum salary.

The teachers in their demand for higher salaries have not associated themselves with judges probably because of the difficulty judges encounter in getting promoted. Teachers associate themselves, salary wise, with the engineers. The only advantage the engineers have over the teachers with respect to salaries is the compensation for specialization the former group receives. Teachers feel that they are specialized like the engineers and therefore, they are entitled to be compensated for specialization. The government refuses to compensate the teachers for specialization because it has compensated the engineers for specialization to make their salaries comparable to the salaries of S.A.R. engineers seeking employment in foreign countries.³¹

Second, only qualifications are taken into consideration in the appointment of teachers, judges and engineers. Promotion, however, because of its dependence on the presence of a vacancy for the higher post, especially in the case of judges where the posts are limited in number, creates injustice because vacancy for a post is a matter of chance.

³¹S.A.R., Reply of the Teachers' Syndicate in Aleppo to questions prepared by the writer.

TABLE XIV
S.A.R. - THE MONTHLY SALARIES OF PUBLIC SECONDARY
SCHOOL TEACHERS, JUDGES AND ENGINEERS
IN 1965 IN SYRIAN POUNDS

Range	Teacher	Judge	Non-Agric. Engineer	+35%	Agricultural 45%	Engineer 55%	+75%
Max. Sal. 840 or +Extra Inc. 894							
Max. Sal.	750	1400	1162.5	1013.5	1087.5	1162.5	1313.5
Min. Sal. 490 or Extra Inc. 544							
Min. Sal.	400	425	620	506.25	543.75	581.25	652.25

Source: S.A.R. Figures secured from the Comptroller's Department at the Ministries of Justice and Finance.

Third, with respect to the time needed to attain the maximum salary, it is indeterminable because it is subject to three changing variables, namely, the presence of a vacancy at a higher post, availability of funds and having the employees name listed in the schedule for promotion. The last factor is affected by the relationship of the employee to his superior. Thus, the S.A.R. does not have a sound promotion policy which is based on the employee's merits.

Fourth, with respect to professional stimulation, both teachers and the non-agricultural engineers are appointed at higher posts if they have a university degree in their respective fields which is higher than a licence. This provision does not apply to judges nor to agricultural engineers.

There are no provisions to encourage able teachers, judges or engineers to show exceptional abilities if they happen to have them. These government employees are pushed to perform their duties in a negative way, for the government reserves the right to stop an employee's promotion if he does not work as he should.

Fifth, with respect to the participation of teachers with the government in the determination of their salaries, the teachers are supposed to give their suggestions to the government, but in fact they have not been able to do anything concerning their proposal to have a compensation for specialization.

D. Fringe Benefits

Fringe benefits include family allowances, medical allowances and sickness leaves of absence, indemnity

and pension.

Family allowances are fixed at 12 Syrian pounds and fall due with respect to:

1. Every supported child until the age of 18 if he is out of school, 21 years if he is studying in a high school and 26 years if he is studying in a university and all unmarried daughters as long as they are not employed in the civil service.

2. The wife if she is not a civil servant.

3. The widow or divorced woman if she is not receiving an alimony. However, if her alimony is less than the family allowances, she receives the difference from the government.³²

Government employees are entitled to full medical care if their sickness is caused by their job. If the sickness is not caused by the job or if a member of the employee's family gets sick, a civil servant is entitled medical treatment at reduced prices. The rate of this

³²Kanoun al-Muwazzafeen al-Asasi, op. cit., pp. 54 - 55.

medical assistance is determined by a special government decree,³³ Employees are entitled to a sickness leave of absence ranging from one day to 18 months in 5 years during which they receive full pay for the first 7 months and half their salary for the remaining part of the year. If the sickness is caused by the job, the employee gets a sickness leave of absence with full payment for one year extendable for 6 more months for half payment without considering the leaves of absence taken before.³⁴

Pregnant women are obliged to take a maternity leave of absence for two months beginning from the 9th month of their pregnancy; if the pregnant employee does not notify her superiors on time, she loses from her leave the number of days of delay. If she delivers on the 7th month, she is entitled for one month leave. A woman employee can extend her maternity leave of absence for one more month during which she receives half pay.³⁵

An employee is entitled to stay in the civil service until he reaches pensionable age unless his post

³³ Ibid., p. 60.

³⁴ Ibid., pp. 35 - 36.

³⁵ Ibid., p. 36.

is abolished, or he proves to be incompetent or he wished to resign from the service. In the first two cases he receives an indemnity of 15% of his last annual salary for each year he has served in the civil service. In the third case he receives 9%, 10% or 12% of his last yearly salary multiplied by the number of years he has served the government if his years of service are less than 5 years, 5 years and less than 10 years and less than 20 years respectively. A married female employee is entitled to get her indemnity at 12% of her last annual salary for every year of service irrespective of their number.³⁶

An employee is entitled for a pension if he has served the government 20 years. An employee is, also, allowed to claim a pension instead of an indemnity if he has reached pensionable age or his post is abolished provided he has served in the civil service for at least 15 years. The pension is calculated by multiplying the average monthly salary the employee has earned during his last 2 years of service by the number of years he has

³⁶S.A.R., Article 29 of Legislative Decree No. 119 passed in 1961.

served the government and dividing the sum by 50 on condition it does not exceed 75% of his salary. If an employee is given a pension because he has handicapped while performing his job, he receives a pension of 75% of his salary irrespective of his years of service.³⁷

Comparison of the Salaries of Teachers in Lebanon and the S.A.R.

1. The Lebanese and the S.A.R. teachers are making their respective governments to compensate them for specialization in order to raise their salaries to the level of the salaries received by engineers.

2. The Lebanese teachers are asking, in addition to this, the right to attain the highest post attained by engineers. The S.A.R. teachers are more privileged in this respect because they attain the posts attained by engineers.

3. The Lebanese teachers, however, receive more increments in number every two years than the S.A.R. teachers because they cover 11 as compared to 9 increments for the S.A.R. teachers to attain their respective

³⁷Ibid., Articles 21, 22, 23 and 28.

maximum salaries. Further, the Lebanese teachers are promoted automatically every two years while the S.A.R. teachers' promotion is subject to the presence of a vacancy in a higher post, availability of funds and the approval of supervisors and school principals.

4. In their demand for higher salaries in both countries, teachers have not associated themselves with judges. Notwithstanding this, the Lebanese teachers are at an advantage with respect to the S.A.R. teachers when comparing their starting salaries to the starting salary of a probationary judge. In Lebanon the starting monthly salary of a teacher is 505 or 805 Lebanese for the one who teaches extra hours as compared to 400 Lebanese pounds for a probationary judge. In the S.A.R. the minimum monthly salary of teachers is 400 or 400 plus 90 or 144 for teachers working extra hours as compared to 425 Syrian pounds for probationary judges. But the Lebanese teachers are at a disadvantage with respect to the S.A.R. teachers when comparing their maximum salary to the maximum salary of a classified judge. The maximum monthly salary of a teacher in Lebanon is 1000 or 1400 Lebanese pounds for teachers working extra hours as compared to

a maximum monthly salary of 3025 Lebanese pounds for classified judge. In the S.A.R. a teacher receives a maximum monthly salary of 750 or 750 plus 90 or 144 Syrian pounds if he is teaching extra hours as compared to 1400 Syrian pounds, the maximum monthly salary of the president of the court of cassation.

5. In both countries teachers, judges and engineers are entitled to receive the same fringe benefits. Except for pensions and indemnity, fringe benefits are the same in the two countries. The Lebanese teacher needs from 44 to 46 years of service as compared to 15 or 20 years of service in the S.A.R., to be entitled to get a pension. Pensions are more in the S.A.R. than in Lebanon because they are calculated in terms of a percentage of 50 as compared to 60 or 55 in Lebanon. S.A.R. Women employees are entitled to receive their indemnity when they get married while Lebanese women employee are not entitled to this privilege.

CHAPTER IV

THE DEVELOPMENT OF THE SALARIES OF PUBLIC SECONDARY SCHOOL TEACHERS, JUDGES AND ENGINEERS IN LEBANON AND THE SYRIAN ARAB REPUBLIC FROM 1953 to 1966

The salaries of the teachers, judges and engineers in Lebanon and the S.A.R. have increased since 1953. These increases, however, may not be real because the cost of living also has increased in both countries. In the former country the cost of living has more than doubled from 1953 to 1963¹ while it has increased very slightly in the latter country from 1953 to 1961.² The rise in the cost of living in Lebanon and the S.A.R. over the above periods were 101.3% and 13.22% respectively. In this chapter an attempt is made to analyse the rate of increase in the salaries

¹International Financier Statistics, vol. XLIII No. 1, Jan. 1960, pp. 180 - 181 and vol. XVII No. 6, June, 1964, pp. 182 - 183.

²Ibid., vol. XIII, No. 1, pp. 236 - 237 and vol. XVII No. 6, pp. 266 - 267. No. 6, pp. 181 - 182 and pp. 236 - 237.

of these three groups, teachers, judges and engineers, with respect to the rise in the cost of living in both countries. The development of fringe benefits from 1953 to 1966 will be studied separately from salaries because they are not regular payments and therefore they cannot be analysed with respect to the rise in the cost of living.

I. Lebanon

Judges in 1953, like today, were ranked on a salary scale which was different from the salary scale of other civil servants. This scale as Table XIV shows included 3 categories for classified judges and one for probationary judges. The first category included 4 degrees, the second 6 and the third two grades of 6 degrees each. The category for probationary judges included 3 degrees.

The 1953 salary scales for judges, classified judges according to posts because promotion was subject to the presence of a vacancy in a higher post. Today, the salary scale for judicial judges does not include

TABLE XIV

LEBANON - MONTHLY SALARIES OF JUDGES IN 1953

Position Classification	Grade	Degree	Range	Salary in L.P.
<u>Category I:</u>			Max.	1440
President of the Court of Cassation; General Procuror; Judicial Inspector		4	Min.	1200
<u>Category II:</u>			Max.	1160
President of a Chamber or Procuror at the court of Cassation; President or Procuror at the Court of Appeal; President of Single Judges in Beirut; Chief Examining Magistrate		6	Min.	960
<u>Category III:</u>			Max.	960
President of a Chamber or Counsellor at the Court of Appeal; Single Judge, Examining Magistrate	1	6	Min.	760
Assistant Counsellor; Assistant Single Judge			Max.	720
Assistant Examining Magistrate	2	6	Min.	545
Probationary Judge		3	Max.	450
			Min.	400

Source: "Nizam Al-Kudat wa-al-Muwazzafeen Al-Kudaijen," Al-Jarida Al-Rasmia, No. 53 issued on Dec. 28, 1954, pp. 999 - 1000.

categories nor grades because promotion is automatic every two years irrespective of the post a judge occupies. The salary scales for Judges of the Privy Council and the Comptroller's Department are still made up of categories, but these categories are ineffective because judges are promoted, salary wise, along these scales every two years even if the judge does not occupy the post for which the salary is fixed. Technical employees in 1953 were ranked on a scale of 3 categories as Table XV shows. Category II included 8 degrees and category III 3 grades, the first of which included 7 degrees, the second and third 8 degrees each.

TABLE XV
LEBANON - THE MONTHLY SALARIES OF TECHNICAL EMPLOYEES
IN THE CIVIL SERVICE (1953)

Category	Grade	No. of Degrees	Range	Salary in L.P.
II		8	Maximum	920
			Minimum	650
	1	7	Maximum	720
			Minimum	510
	2	8	Maximum	580
			Minimum	385
III	3	8	Maximum	435
			Minimum	280

Source: "Tanzeem Wazarat al-Ashghal al-Amat," al-Jarida al-Rasmia, No. 8, 1953, pp. 317 - 322.

In this thesis the only technicians who are of interest to us are the teachers and engineers. From 1953 up to the present, teachers were classified in grade 2 of category III and engineers between the second grade of the third category and the second category.

In 1953 teachers and engineers, however, received more increments than in 1964 because the second and third categories included more degrees. In 1953, teachers needed 14 years and engineers 24 years to attain their maximum salary as compared to 10 years for teachers and 22 years for engineers in 1964. However, an engineer may have needed more than 24 years in 1953 or 22 years in 1964 to attain his maximum salary because promotion to the post of engineer chief of service was subject to the presence of a vacancy in this post in 1953 and passing successfully an in-service programme in 1964. Today teachers and engineers receive more increments than they used to get before because decree number 17107 passed in August, 1964 entitled all government employee who attain the top of their cadre to six additional increments, each equivalent to the last increment the employee has received and to be given every other year.

The following section aims to study the increase in the salaries of teachers, judges and engineers from 1953 up to the present and compare them to the rise in the cost of living in Lebanon from 1953 to 1963.

A. Teachers

The starting salary for a teacher in 1953 was 385 Lebanese pounds as Table XVI shows. A teacher could attain his maximum monthly salary of 580 Lebanese pounds after 14 years of service. He was entitled for an increment every two years. His increment for the first 10 years of service was 25 Lebanese pounds a month and 35 Lebanese pounds a month for the latter 4 years of service.

The 1953 salary provided the teachers a higher purchasing power than their present salary. Table XVI shows that the present minimum and maximum salaries of the teachers have increased by a minimum of 31.111% and a maximum of 72.4%, which is less than 101.3%, the rise in the cost of living in Lebanon.

B. The Judges

In 1953 a probationary judge received per month a minimum salary of 400 Lebanese pounds and a maximum salary

TABLE XVII

LEBANON - TEACHERS MONTHLY SALARIES FROM 1953-1966

Pos. Class. Range	Salary in 1953 in L.P.	Salary in 1966 in L.P.	Increase in Sal.	%increase in Sal.	Rise in the cost of living from 1953 to 1963
Max.	580+	1000 ^x	420	72.4%	101.3% ⁺⁺
Min.	385+	505 ^x	120	31.111%	101.3% ⁺⁺

Sources: ⁺"Tanzeem Wazarat al-Tarbiat," al-Jarida al-Rasmia No. 7, 1953, p. 232.

^xFigures secured from the Comptroller's Department at the Ministry of Education in Lebanon.

⁺⁺This figure represents the rise in the cost of living in Lebanon in 1963 taking 1958 as a base year.

of 450 Lebanese pounds. A classified judge got a minimum and a maximum monthly salary of 545 and 1440 Lebanese pounds respectively.

A probationary judge received a higher real salary in 1953 than he receives today because his minimum salary has remained as it used to be in 1953 and the rise of 11.3% in his maximum salary is less than the rise in the cost of living of 101.3%. The minimum salary of a classified judge

has increased by 65.13% but his maximum salary increased by 110%. Thus, the minimum salary of a classified judge increased at a lesser rate while his maximum salary increased at a higher rate than the rise in the cost of living (see Table XVII).

TABLE XIX

LEBANON - THE MONTHLY SALARIES OF JUDGES FROM 1953-1966

Pos. Class.	Range	Sal. in 1953 in L.P.	Sal. in 1966 in L.P.	Increase in Sal.	%increase in Sal.	Rise in the cost of living from 1953 to 1962
Class. Judge	Max.	1440	2825+ 200	1585	110%	101.3%
	Min.	545	800+ 100	355	65.13%	101.3%
Prob. Judge	Max.	450	500	50	11.11%	101.3%
	Min.	400	400	--	-----	101.3%

Source: Lebanon - 1953 Salary Scales secured from Legislative Decree No. 8 passed on Jan. 15, 1954. The 1966 salary scales were secured from the Comptroller's Department at the Ministry of Justice

In comparing the rate of increase in the salaries of judges and teachers, we realize that the salary of the probationary judges has increased at a slower rate than

the increase in the starting salary of a teacher while the maximum salary of a classified judge has increased at a faster rate than the increase in the maximum salary of a teacher.

The judiciary may be less attractive than teaching because of its lower starting salary and more inducive to retain employees than teaching because of its high maximum salary as compared with the maximum salary of teaching.

C. The Engineers

In 1953 the engineers had three salary scales. The first is for engineers who work in the Department of Civil Aviation, and, the ministries of Public Health, Interior and Public Works. Engineers were classified in the first scale, as Table XVIII shows, as Engineers and Engineer chiefs of Departments or Service. The monthly minimum and maximum salaries of an engineer were 385 and 580 Lebanese pounds, of chief of a department, 510 and 800 Lebanese pounds and of a chief of service 650 and 920 Lebanese pounds. The increment per two years for an engineer varied from 25 to 35 Lebanese pounds and for an engineer chief of a department or service from 35 to 45 Lebanese pounds.

The second salary scale is for agricultural engineers. This scale as Table XIX shows is similar to the previous one except in that it included extra degrees in each category. When Table XVIII is compared with Table XIX, we see that the agricultural engineer had a higher maximum salary than that of an engineer (615 as compared to 580 Lebanese pounds). Further, the agricultural engineer chief of a department or service had a lower starting salary than an engineer who is either chief of a department or service. (See Tables XVIII and XIX).

The starting monthly salaries of an agricultural engineer chief of a department or service were 460 and 615 Lebanese pounds as compared to 510 and 650 Lebanese pounds, the starting monthly salaries of an engineer chief of a department or service.

The third salary scale is for engineers who are employed by the Department of Antiquity (see Table XX). These engineers were classified in the second grade of the third category. However, 3 degrees were added at the top of this grade which makes the maximum salary of an engineer employed by the Department of Antiquity higher than the maximum

salary of other engineers or agricultural engineers. Their maximum monthly salary was 685 as compared to 615 for agricultural engineers and 580 Lebanese pounds for engineers.

In comparing these salaries with the present salaries of engineers we find out that the maximum salaries of all engineers have increased more, while their minimum salaries have increased less than the rise in the cost of living. Tables XVIII, XIX and XX show that the maximum and minimum salaries of agricultural engineers and engineers who do not work at the Department of Antiquity, and are given a special compensation at the rate of 30 and 40% of their salary, have risen by 152.71%, and 70.52% respectively while the maximum and minimum salaries of the engineers who are given a special compensation at the rate of 40% and 50% of their salary, have risen by 173.81% and 83.11% respectively. Further, the maximum and minimum salaries of the engineers who are employed by the Department of Antiquity, have risen by 149.34% and 72.52% respectively. As these figures indicate the maximum salaries of all engineers have risen more than 101.3%, the rise in the cost of living, while their minimum salaries have increased

TABLE XIII

LEBANON - MONTHLY SALARIES OF NON-AGRICULTURAL ENGINEERS
FROM 1953 TO 1966

Position Classification	Range 1953 Sal. in L.P.	1966 Sal. of civil servants in L.P.	Comp. for sp. 30% for 1st 8 yrs. 40% for more than 8 yrs.	Inc. in Salary	%inc. in Salary	Comp. 40-50%	Inc. in Salary	%inc. in salary	Inc. in cost of living from 1953 to 1963
Engineer Chief of Service	Max. 920 Min. 650	1605 800	2325 1120	1405 470	152.71% 72.5%	2520 1200	1600 550	173.91% 84.61%	101.3% 101.3%
Engineer Chief of a Department	Max. 800 Min. 510	1380 640	1932 896	1132 386	141.5% 75.68%	2070 960	1270 450	158.75% 88.75%	101.3% 101.3%
Engineer	Max. 580 Min. 385	1155 505	1512 656.5	940 271.5	162.31% 70.52%	1620 707	1040 322	179.31% 83.11%	101.3% 101.3%

Source: Al Jaridat al-Rasmia No. 8, 1953, pp. 321-322.

The salaries of engineers in 1966 were secured from the Comptrollers' Department at the Ministry of Finance in Lebanon.

TABLE XIX

LEBANON - MONTHLY SALARIES OF AGRICULTURAL ENGINEERS
FROM 1953 TO 1966

Pos. Class.	Range	1953 Sal. in L.P.	1966 Sal. in L.P.	+Comp. 30-40%	Inc. in Salary	% inc. in Salary	Increase in cost of liv- ing from 1955 to 1965
Agricultural Engineer	Max.	920	1605	2375	1455	158.15%	101.3%
Chief of Ser.	Min.	615	730	1120	505	82.11%	101.3%
Agricultural Engineer	Max.	800	1380	1932	1132	141.5%	101.3%
Chief of a Department	Min.	460	550	896	436	94.78%	101.3%
Agricultural Engineer	Max.	615	1159	1512	897	145.2%	101.3%
	Min.	385	505	656.5	271.5	70.52%	101.3%

Source: Al-Jaridat-Al-Rasmia, No. 8, 1953, p. 370.

The salaries of Agricultural engineers were secured from the Comptroller's Department at the Ministry of Agriculture in Lebanon.

TABLE XXI
LEBANON - MONTHLY SALARIES OF ENGINEERS EMPLOYED
BY THE DEPARTMENT OF ANTIQUITY
FROM 1953 TO 1966

Pos. Class. Range	1953 Sal. in L.P.	1966 Sal. of Sal. of civil ser. in L.P.	+30-40%	Inc. in Salary	%inc. in Sal. from 1953 to 1963	Inc. in cost of living 1953 to 1963
Engineer at the Department of Anti-quity	Max. 685	1220	1708	1023	149.34%	101.3%
	Min. 385	505	656.5	271.5	70.52%	101.3%

Source: Al-Jaridat Al-Rasmia, No. 2, 1955, p. 109.

The salaries of engineers in 1966 were secured from the Comptroller's Department at the Ministry of Education in Lebanon.

at a lesser rate than the rise in the cost of living.

But, although the maximum salaries of engineers increased more and their minimum salaries increased less than the rise in the cost of living, the rate of increase is not the same for all engineers. A comparison among Tables XVIII, XIX and XX shows that the maximum salaries

of engineers increased more than the maximum salaries of engineers chiefs of a department and less than the salaries of engineers chiefs of service. Further, the minimum salary of an agricultural engineer chief of a department or section, has increased more than the minimum salary of an engineer who occupies the same posts.

These different rates of increases in the salaries of engineers have their effects on the development of salaries if a detailed comparison of salaries is to be made, but as we are concerned in comparing the highest and lowest salaries received by engineers with the maximum salaries of teachers and judges, differences in the salaries lying within the two extreme ends of the salary scales will be left out.

The maximum and minimum salaries of engineers have increased at a faster rate than the increase in the maximum and minimum salaries of teachers from 1953 to 1966. The reason for this is that in 1953 the teachers used to receive the same salary as the engineers. Only the engineers who are chiefs of a department or service earned more than teachers. Today the engineers have higher salaries than teachers because they are given a special

compensation at the rate of 30 to 50% of their salary. The teachers are asking for a special compensation at the rate of 30 to 40% of their salary. If the teachers are given this raise, then their salaries will be nearly equal to the salaries of engineers who receive a special compensation of 30 to 40% of their salary, but still less than the salaries of engineers who are chiefs of a department or service. In other words, if teachers are given the special compensation, their salaries vis-a-vis the salaries of engineers will nearly be the same as they used to be in 1953.

The maximum and minimum salaries of engineers have increased also more than the increase in the maximum and minimum salaries of judges (compare Tables XVIII, XIX and XX with Table XVII).

D. Fringe Benefits

All government employees irrespective of their post were entitled in 1953 to the following fringe benefits: medical allowances, leaves of absence and an indemnity or a pension.

A civil servant and his dependents were entitled in 1953 to have medical treatment at the government's hospitals at reduced prices. If, however, the employee got sick while performing his duty, he was entitled to free medical care.⁴

The government employee was entitled after getting the approval of the Public Medical Board to a sickness leave of absence with full pay for 9 months a year of 18 months in 5 years. If the employee had tuberculosis, he was allowed to have a sickness leave of absence with full pay for 2 years and half pay for the third year provided he presented a health certificate every 3 months. The employee was asked to leave the service after his third year of sickness if he was not curable. Otherwise, he was allowed to have the leave extended beyond three years for half pay until he got cured.⁵

⁴Lebanon, Ministry of Justice, Majmout al-Maraseen al-Ishteraia. (Beirut: Sader Press, 1953), pp. 224 - 225.

⁵Ibid.

A government employee was entitled to a marriage leave of absence of two weeks. He was also entitled to a leave of absence of one week in case one of his dependents, parents, brothers or sisters died. An employee was entitled to a leave without a pay for 3 months which could be extended up to 6 months in 5 years.⁶

A civil servant was asked to retire after 30 years of service or if he got handicapped. In the former case, he was entitled either to an indemnity or a pension. An indemnity, as we have seen before, is a lump sum compensation given to the employee on leaving the service. It is claimed on the basis of one month's salary for every year of service for the first ten years of employment and on the basis of two month's salary for every year of service beyond ten years. A pension is a monthly compensation received by the employee who retires from the service. In 1953, a pensioner received monthly 50% of his monthly salary when he was in the service. The monthly salary taken as a base for the calculation of both the indemnity or the pension is the average

⁶Ibid., p. 224.

monthly salary the employee received during his last two years of service.⁷

In the latter case namely whom an employee get disabled, he was entitled to a pension whose rate depended on his years of service, whether the disability was caused in the course of his duty or on private business regardless whether he was completely or partially handicapped.

A government employee who got partially disabled in the course of his duty received a pension equivalent to $1/3$ his monthly salary if he has served less than 20 years, $1/2$ his monthly salary if he has served 20 years and $1/60$ of his monthly salary for every year of service beyond 20 years added to the pension he gets for the 20 years of service.

In case of complete disability which occurred in the course of duty, a civil servant was given $1/2$ his monthly salary if he has served less than 20 years, $2/3$ of his monthly salary if he had served 20 years and $1/60$ of his monthly salary for every year of service beyond 20 years added to the pension of 20 years of service.

⁷Ibid., p. 241 and p. 244.

Further, if an employee died because of his job, his family received 1/2 his monthly salary as a pension.⁸

An employee who get completely disabled on private business was given 1/3 of his monthly salary provided he has served at least 5 years.⁹

In comparing the fringe benefits government employees receive in 1966 with the fringe benefits they used to receive in 1953, we realize that some benefits remained the same, others were modified and new ones were added. Medical allowances, leaves of absence and indemnity have remained the same. The new regulations governing retirement age have made it difficult for an employee to receive a pension. An employee needed 30 years in 1953 as compared to 44 or 46 years in 1966 to be entitled to receive a pension. Family allowances were introduced newly. Family allowances are helpful to employees who have large families and receive low salaries.

⁸Ibid., p. 242.

⁹Ibid., p. 243.

II. The S.A.R.

In the S.A.R. the teachers, the judges and engineers were ranked on the same salary scale in 1953. This scale, with the exception of the changes in salaries, is the same as the present one for government employees other than judges (compare Table XXI with Table XIV).

In the following section the increases in the salaries of teachers, judges and engineers from 1953 to 1966 will be compared to the rise in the cost of living in the S.A.R. from 1953 to 1961.

A. Teachers

In 1953, the teachers were appointed in the second degree of grade 5 of category 1 with a monthly salary of 271.5 Syrian pounds. They could attain the top of grade 2 of category I with a monthly salary of 527.5 Syrian pounds as Table XXII shows. The teachers needed 20 years to attain their maximum salary had promotion been automatic; but as promotion to a higher grade is subject to the presence of a vacancy in a higher post and the availability of funds, it is not possible to determine the time a teacher needs to attain his maximum salary.

Comparing the present salaries of teachers with their 1953 salaries we find that, their minimum monthly salary has increased by 42.31% for teachers who have a licence, by 56.53% for teachers who have graduated from the Higher Teachers College at Damascus and by 65.89% for teachers who have a Doctorate Degree. The minimum salary of a teacher who has graduated from the Higher Teachers College at Damascus or the one who has a Doctorate Degree, increased more than the minimum salary of a teacher who has a licence because in 1953 teachers who had higher degrees than a licence were appointed in the same post as the ones who have a licence. Today they are appointed at higher posts. The maximum salary of all secondary school teachers is the same and it has increased by 42.31% (See Table XXII). Both the minimum and maximum salaries of teachers have increased more than the rise in the cost of living of 13.22%.

TABLE XXII

S.A.R. - THE MONTHLY SALARIES OF THE PUBLIC SECONDARY
SCHOOL TEACHERS FROM 1953-1966

Pos. Class.	Range	Sal. in 1953 in S.P.	Sal. in 1966 in S.P.	Inc. in Salary	%Inc. in Salary	%Rise in the cost of liv- ing from 1953 to 1966
Sec. School Teacher (1st Class)	Max.	527	750	223	42.31%	13.22%
Sec. School Teacher with A Doctorate Degree	Min.	271.5	450	178.5	65.89%	13.22%
Sec. School Teacher Grad. of Higher Teachers' College of Damascus	Min.	271.5	425	153.5	56.53%	13.22%
Prob. Sec. School Tea- cher	Min.	271.5	400	128.5	47.33%	

Source: Djemil Saliba, "Syria", The Year Book of Education (London: Evan Brothers Ltd., 1953), p. 446.

The 1966 Salaries of Teachers were secured from the Director of Education at the S.A.R. Ministry of Education.

TABLE XXIII

S.A.R. - THE MONTHLY SALARIES OF GOVERNMENT EMPLOYEES
IN 1953

Category	Grade	No. of Degrees	Range	Salary/month in S.P.
	Exceptional	3	Maximum	750.27
			Minimum	648.65
	1	3	Maximum	597.87
			Minimum	521.63
	2	3	Maximum	483.53
			Minimum	420.03
	3	3	Maximum	394.62
			Minimum	356.56
	4	3	Maximum	337.51
			Minimum	292.03
I	5	2	Maximum	267.25
			Minimum	250.73
	6	3	Maximum	250.73
			Minimum	217.42
	7	3	Maximum	208.98
			Minimum	191.72
	8	3	Maximum	181.95
			Minimum	162.42
II	9	3	Maximum	152.64
			Minimum	133.10
III	10	3	Maximum	133.10
			Minimum	113.56

Source: Djemil Saliba, "Syria," The Year Book of Education (London: Evan Brothers Ltd., 1953), p. 446.

B. Judges

Like the teachers, the judges were appointed in 1953 in the second degree of grade 5 of category I with a monthly salary of 271.5 Syrian pounds. But, unlike the teachers they could attain the top of the exceptional grade of the first category for a monthly salary of 814.5 Syrian pounds (See Table XXIII). As their promotion was subject to the presence of a vacancy in a higher post and this is a matter of chance, it is not possible to calculate the time a judge needs to spend in the service to attain the maximum salary.

If we compare the 1953 salaries of judges with their present salaries, we find that their minimum salary increased by 56.53% and their maximum salary increased by 76.93% (see Table XXIII). Thus, both the minimum and maximum salaries of judges have increased more than 13.22%, the rest in the cost of living.

TABLE XXIII

S.A.R. - THE MONTHLY SALARIES OF JUDGES FROM 1953-1966

Pos.	Class.	Range	Sal. in 1953 S.P.	Sal. in 1966 S.P.	Inc. in Salary	%Inc. in Salary	%Rise in the cost of liv- ing from 1953 to 1961
		Max	814.5	1450	630.5	76.93%	13.22%
Judge		Min.	271.5	425	153.5	56.53%	13.22%

Source: Djemil Saliba, "Syria," The Year Book of Education (London: Evan Brothers Ltd., 1933), p. 446.

The salaries of Judges in 1966 were secured from the Personnel Department at the S.A.R. Ministry of Justice.

The judges' minimum salary has increased from 1953 to 1966 more than the increase in the minimum salary of a teacher who has a licence and less than the salary of a teacher who has a Doctorate Degree. The judge's minimum salary is equivalent to the minimum salary of a teacher who has graduated from the Higher Teachers College at Damascus. However, the maximum salary of a judge has increased more than the increase in the maximum salary of a teacher.

C. Engineers

In 1953 engineers were appointed in the second degree of grade 5 of category I with a basic monthly salary of 250.73 Syrian pounds as Table XXI shows. In addition, engineers were entitled for a compensation for specialization at the rate of 15% or 53% of their salary.¹⁰ The rate of compensation for specialization which an engineer received was determined by the Council of Ministers in the light of the engineer's abilities, accomplishments and responsibilities of his post. The starting monthly salary of an engineer was either 312.225 or 420.825 Syrian

¹⁰S.A.R., Legislative Decree No. 35 dated Sept. 17, 1949.

pounds depending on whether he is compensated for specialization at the rate of 15% or 55% of his salary. The maximum salary an engineer could attain, as Table XXIV shows, was 606.05 or 816.85 Syrian pounds depending on the rate of compensation for specialization he received. It is not possible to determine the time an engineer needed to attain his maximum salary for the same reasons as the teachers. Had promotion been automatic, an engineer would have needed 20 years to attain his maximum salary.

In comparing the minimum and maximum salaries of engineers in 1966 and 1953 we find that, both their minimum and maximum monthly salaries have increased more than the rise in the cost of living as Table XXIV shows. The 1966 minimum monthly salary of engineers who were compensated for specialization at the rate of 15% or 55% of their salary, increased by 98.57% or 47.33% for an engineer, by 102.98% or 50.58% for an engineer who has a Masters^o Degree in Engineering and by 107.36% or 53.86% for an engineer who has a Doctorate Degree in Engineering. The present maximum monthly salary of an engineer has increased over the 1953 maximum monthly salary by 93.39%

or 42.31% depending on whether the engineer was compensated for specialization in 1953 at the rate of 15% of his salary.

In 1953 agricultural engineers were appointed for the first time in the second degree of grade 5 of the first salary with a salary of 271.5 Syrian pounds. They could attain a maximum salary of 527 Syrian pounds after 20 years of service.

The 1966 minimum salaries of agricultural engineers as compared with their 1953 minimum salaries have increased by 86.46% or 100.27% or 114.08% or 141.71% while their maximum salaries have increased by 92.1%, or 106.34%, or 120.59% or 153.03% depending on the rate of compensation for specialization they receive today. (See Table XXV).

Both, the minimum and maximum salaries of agricultural engineers have increased at a higher rate than the increase in the cost of living as Table XXV shows. Further, their salaries have increased at a higher rate than the salaries of all the professional groups we have studied because they were compensated for specialization in 1962.

TABLE XXIV

S.A.R. - THE MONTHLY SALARIES OF ENGINEERS IN THE CIVIL SERVICE
FROM 1953 TO 1966

Position Classification	Range	1953 Sal. in S.P.	1953 Sal. comp. for spec. of 15%	1953 Sal. comp. for spec. of 55%	1966 Sal. for in S.P.	1966 Sal. comp. of 55%	Inc. in 1966 sal. over 1953 Sal. of Comp. for spec. at 15% for spec. at 15%	Inc. in 1966 sal. over 1953 Sal. of Comp. for spec. at 15% for spec. at 55%	%inc. in 1966 sal. over 1953 Sal. of Comp. for spec. at 15% for spec. at 55%	%inc. in 1966 Sal. of Eng. for spec. at 55%	Rise in the cost of living from 1953 to 1961
Engineer	Max.	527	606.05	816.85	750	1160.25	584.2	353.4	93.39%	42.31%	13.22%
Engineer who has a Doctorate degree	Min.	271.5	315.225	420.825	450	647.5	335.225	226.675	107.36%	53.86%	13.22%
Engineer who has a Master's Degree	Min.	271.5	312.225	420.825	425	633.75	321.525	212.875	102.98%	50.58%	13.22%
Engineer	Min.	271.5	312.225	420.825	400	620	307.775	199.175	98.57%	47.33%	13.22%

Source: Syrian Ministry of Finance, Kanoun al-Miwazzafeen al-Asasi (Damascus, the S.A.R. Press, 1955)
pp. 286-287

TABLE XXI

S.A.R. - MONTHLY SALARIES OF AGRICULTURAL ENGINEERS EMPLOYED IN THE CIVIL SERVICE
FROM 1953 TO 1966

Range 1953 Sal. in Sal. in S.P. S.P.	1966 Salary	Increase in Salary	% Inc. in Salary	Rise in the Cost of living from 1953 to 1961										
35%	45%	55%	75%	75%										
Max. 527	750	1012.5	1332.5	485.5	560.5	635.5	805.5	92.1%	106.34%	120.59%	153.03%	13.2%		
Min. 271.5	375	506.25	543.75	581.25	656.25	234.75	272.25	309.75	384.75	86.48%	100.27	114.08%	141.71%	13.2%

Source: Syrian Ministry of Finance, Kanoun al-Muwaazafeen al-Asasi (Damascus: The Syrian Republic Press, 1955)
pp. 286-287.

The engineers and teachers have been receiving the same basic salary ever since 1953. The engineers, however, earned more than teachers because they are compensated for specialization. As this compensation for specialization has increased today when compared with 1953, their salaries have increased more than teachers. The salaries of agricultural engineers have increased more than the salaries of teachers and engineers because they were compensated for specialization in 1962. This difference between the salaries of engineers and agricultural engineers on the one hand, engineers and teachers on the other, which is caused by the compensation for specialization the engineers get, has been an issue over which the teachers have dwelt many times. Their request for a compensation for specialization to equalize their salaries with those received by engineers seems plausible because, among other things, there is a shortage of qualified teachers and a raise of teachers' salaries is likely to induce more people to choose teaching as a profession and thereby meet the need for qualified teachers.

But although the engineers receive a compensation for specialization, their maximum monthly salaries

are not as high as the maximum monthly salaries of judges. As we have seen before, the top salaries of judges are received by few judges. The majority of the judges receive lower monthly salaries than those received by engineers and it is more difficult for a judge to get promoted from grade to grade because of their limited opportunities for promotion. Thus, among the three professional groups we have studied, the engineers are better off economically than teachers and the majority of the judges.

D. Fringe Benefits

Fringe benefits in the S.A.R. in 1953 included leaves of absence, sickness and maternity leaves of absence and pension.

An employee was entitled to a leave of absence without pay for 3 months renewable for 3 more months and up to one year if the employee was studying to improve himself professionally.¹²

Sickness leave of absence was given with full pay for 4 months, half pay for the next three months and

¹²Djemil Saliba, "Syria," The Year Book of Education (London: Evan Brothers Ltd., 1953), p. 449.

the right to retain the post without pay till the remaining part of the year. Maternity leave of absence was given with full pay for four months.¹³

Pensions were claimed in 1953 after 30 years of service. A pension is a monthly compensation an employee receives after leaving the service. It is calculated by multiplying 1/60 by the actual years of service by the average monthly salary an employee received over his last five years of service.¹⁴

Comparing the 1966 and the 1953 fringe benefits we find that in 1966 employees have acquired new benefits such as medical allowances, family allowances and indemnity. Further, pensions in 1966 are claimed after 20 years or 15 years if the employee got handicapped, instead of 50 years of service in 1953. Pensions have also increased today as compared with 1953 because they are calculated on the basis of the average monthly salary over the last 2 years instead of the last 5 years of service multiplied by 1/50 instead of 1/60 multiplied by actual number of years of service.

¹³Ibid.

¹⁴Ibid.

III. The Salaries of the Teachers in Lebanon and the S.A.R.

The Lebanese teachers in their struggle to get a special compensation, have overlooked the relationship of their salaries to the rise in the cost of living. In Lebanon the teachers' salaries have not risen as much as the rise in the cost of living whereas the maximum salaries of judges and engineers have risen more than the rise in the cost of living. This makes the teachers' request for a special compensation, which is another way of asking for a raise, more plausible especially because there is a shortage of teachers.

The S.A.R. teachers are better off than the Lebanese teachers with respect to the relationship of their salaries to the rise in the cost of living.

But, this does not mean that salaries of teachers in the S.A.R. are better than salaries of teachers in Lebanon because we have no idea about the relative cost of living in both countries. Further, although, teachers' salaries in the S.A.R. have risen more than the rise in the cost of living, their minimum and maximum salaries have not risen as much as the minimum and maximum salaries of judges and engineers.

CHAPTER V
TEACHERS' STRIKES IN LEBANON AND THE
SYRIAN ARAB REPUBLIC

The teachers in both Lebanon and the S.A.R. have occasionally gone on strikes ever since the two countries have acquired their independence. In this chapter the major strikes will be surveyed and analysed in the light of the economic, social and political conditions in the two countries. The strikes of both the private and the public school teachers will be studied in order to give an idea about the demands of teachers in both countries for the purpose of determining certain trends in the teaching profession.

I. Lebanon

From 1946 to 1964 Lebanon had three presidents. For the sake of analysis, teachers' demands will be grouped according to these three presidential regimes.

A. President Bishara al-Khouris Regime

Lebanon became an independent state in 1946. Because of the many problems an emerging independent state

faces, the Lebanese government did not have time to organize its civil services.¹ Thus the laws that were in force during the French mandate were followed for a few years after the end of the mandatory period.

The French mandate fixed the employment conditions of both the private and the public school teachers along the same lines. Legislative Decree No. 212 passed on August 31, 1942 regulated the classification, selection, probation, salaries, promotion, work duties and compensation upon dismissal of the private school teachers. According to this decree, teachers were classified as instructors, assistant instructors and teachers. Instructors were required to have a Licence; assistant instructors the Lebanese Baccalaureate, Part II, or the Brevet, and the teachers a Brevet or its equivalent. It was possible, though, to appoint instructors from among experienced teachers who do not hold a Licence. An instructor was appointed on probation for one year; assistant instructors and teachers for two years. If instructors, assistant instructors or teachers did not prove their

¹Adnan Iskander, Bureaucracy in Lebanon (Beirut: Khayyat Publishing House, 1964), p. 16.

competency during their probationary period, they were asked to leave the service without receiving a compensation. The minimum and maximum monthly salaries of instructors, assistant instructors and teachers were 135 and 75, 85 and 45, and 55 and 35 Lebanese pounds respectively.

Promotion from one degree to another was effected automatically every four years; it entitled instructors to a raise in salary of 15 Lebanese Pounds a month, assistant instructors to 10 Lebanese Pounds, and teachers 5 Lebanese Pounds. A school principal, however, could promote a teacher every two years, if, in his judgment, the teacher showed exceptional ability in teaching. Legislative Decree No. 212 passed on August 31, 1942, also, entitled a discharged teacher to receive an indemnity equivalent to one month's salary for every year of his first five years of service and half a month's salary thereafter.²

The conditions for the employment of teachers in the private schools were, also, followed in the public schools during the French mandate and early independence

²Lebanon, Legislative Decree No. 212 passed on August 31, 1942 (Translated).

period. The public school teachers received the same salaries as the private school teachers.³ The former, however, were entitled to receive, in addition to their salaries, a family allowance and a pension.

The family allowance was fixed at 14 Lebanese Pounds for the wife as well as the first child and at 10 Lebanese Pounds for each subsequent child up to five children.⁴ A pension could be received after 30 years of service. It is calculated in terms of half the average monthly salary of the last 3 years of service.⁵

Having discussed the decree governing the employment of both private and public school teachers, it would be in order to examine their shortcomings. These decrees have five major shortcomings. First, both the private and the public school teachers are required to have the same qualifications, but only the latter receive, in addition to their salaries, a family allowance and a pension. Second,

³Rodric D. Mathew and Matta Akrawi, Education in Arab Countries of the Near East (Menasha, Wisconsin: George Banta Publishing Company, 1949), p. 411.

⁴Ibid.

⁵Ibid.

an incompetent probationary teacher was asked to leave the service without a compensation. The teacher's incompetency was left to be determined by the school principal. In many cases the private school principal is also the owner of the school and so he may discharge a teacher to escape from paying him an indemnity in the future. Third, if a teacher leaves one school and joins another, his new employer is under no obligation to consider his previous experiences in determining his salary. Fourth, no guarantee is given to the employer that the teacher will stay in service for the whole school year; a teacher could quit any time he finds better opportunities. Similarly, there is no guarantee for the teacher that his employer would keep him for the whole school year. Fifth, if a teacher dies while in service, there is no law that binds the employer to pay his family an indemnity.

The shortcomings of the decrees that governed the employment conditions of teachers have affected mainly the private school teachers. These shortcomings constituted some of the major issues that prompted private school teachers to ask the authorities for better treatment. In the early period of independence, the private school teachers could not press their demands on the authorities

because the Private School Teachers' Syndicate which was established in 1938 was split on February 17, 1946 into two syndicates.⁶ The main reason advocated for the schism of the syndicate was the sectarian rivalry among members of the syndicate.⁷ One syndicate elected Mr. Butros al-Bustani as its chairman and the other elected Mr. Bulos al-Khrouli.⁸ The Cabinets of the two syndicates were convinced by friends, however, to merge the two divisions into one syndicate with members representing both factions in the Cabinet. Elections were held in December, 1946; Mr. al-Khrouli was elected chairman of the new Private School Teachers' Syndicate.⁹ The syndicate remained inactive due to the lack of cooperation among the members of the cabinet.¹⁰

In 1949 new elections for the cabinet of the Private School Teachers' Syndicate were held; Mr. Michel

⁶ Al-Nizam al-Dakhli, A Booklet prepared by the Private School Teachers' Syndicate in Beirut, p. 4.

⁷ Interview with Dr. Mohammed Ali Makki, Secretary of the Private School Teachers' Syndicate.

⁸ Ibid.

⁹ Ibid.

¹⁰ Ibid.

al-Ghrrayyeb was elected chairman.¹¹ In the same year, the government took initiative in organizing teaching into a profession. This step on the part of the government had different repercussions in the public and the private schools. The government classified the public elementary school teachers who held a Teaching Diploma one degree higher than holders of the Baccalaureate Part II. According to the new classification the starting monthly salary of holders of a Normal Diploma was 55 Lebanese Pounds as compared to 50 Lebanese Pounds for holders of Baccalaureate Part II.¹² Giving graduates of the Ecole Normale a higher starting salary than teachers who have the Baccalaureate Part II, though both study for 3 years after the Brevet, could be interpreted on the grounds that the government was aiming at encouraging professional training. If planned for properly, this measure would lead in time to the development of a professional body of public elementary school teachers. The law, however, covered public school teachers only. Private elementary school teachers who have a Teaching Diploma were still classified on the same level as holders of the Baccalaureate Part II. Thus, the

¹¹Al-Nizam al-Dakhli, op. cit., p. 8.

¹²Al-Amal, Newspaper, Issue No. 902, January 25, 1949.

law failed to provide the same employment conditions for teachers in public and private schools.

Adding the shortcomings of the 1949 classification of public elementary school teachers to the shortcomings of the 1942 decrees that governed the employment conditions of teachers gives the private school teachers a good excuse to ask for better conditions. The private school teachers kept quiet in 1949 because they wanted to give their newly elected syndicate enough time to prepare for attending to their problems. In the following year the syndicate presented the authorities a draft embodying the conditions under which private school teachers should be employed. These conditions stipulate, among other things, entitling private school teachers to receive an indemnity if they resign after 20 years of service; educate their children free of charge in the schools where they teach; introduce a new salary scale ranging between 50 and 350 Lebanese Pounds a month; apply public school teachers' cadre to private school teachers; and in case of death, allow a teacher's family to receive his indemnity.¹³

¹³ Al-Nahar Newspaper, Issue No. 4633, October 19, 1950.

As the government was slow in studying the syndicate's draft that included the employment conditions of teachers, the private school teachers threatened to go on a strike in 1950,¹⁴ but they did not carry out their threat because the Cabinet and the Parliamentary Educational Committee approved the syndicate's draft.¹⁵ On December, 1951, the Syndicate's draft was presented to the Parliament. To exert pressure on the Parliament, the private school teachers went on a strike for one day on February 17, 1951.¹⁶ Finally, on February 28, 1951, the government passed a Teachers' Law which applied to all private school teachers except the ones employed in gratuitous schools. The 1951 Teachers' Law specifies that private school teachers are to be selected and classified on the same basis as the public school teachers with a minimum pay equivalent to the salaries of public school teachers; a discharged teacher or one who resigns, provided he was 60 years old, or has taught for 25 years or was

¹⁴ Al-Nahar, Newspaper, Issue No. 4637, October 19, 1950.

¹⁵ Al-Nahar Newspaper, Issue No. 4704, January 10, 1951.

¹⁶ Al-Nahar Newspaper, Issue No. 4719, February 2, 1951.

disabled, would receive an indemnity of one month's salary calculated by taking the mean of the monthly salary of the last three years, for every year of teaching; the family of a deceased teacher receives his indemnity; children of teachers study free of charge in the schools where their parents teach; no teacher may leave the service and no employer may discharge a teacher during the school year. Moreover, a Provident Fund was established which would be responsible to pay teachers' indemnities.¹⁷

The 1951 Teachers' Law met many of the teachers' demands and some of the shortcomings of previous decrees governing the employment of teachers, but it overlooked the following points which were discussed earlier: the private school owner still had a free hand in dismissing teachers at the end of the academic year; school owners were under no obligation to consider a teacher's experience in teaching when he leaves one school and joins another; and teachers were not given the right to receive a family allowance nor a pension. Furthermore, the government refused to make membership in the Syndicate obligatory for all private school teachers.

¹⁷Al-Jarida al-Rasmia, 1951, pp. 235 - 241.

The 1951 Teachers' Law has, also, created at least two new shortcomings. First, the private school teachers had to pay to a Provident Fund to make sure that they will automatically receive their indemnity while public school teachers are entitled to an indemnity without having to pay for it. Second, the 1951 Teachers' Law has not stipulated the conditions governing the promotion of private school teachers.

From this survey of teachers' demands and the law that governed their employment one may observe the following: First, the public school teachers had not resorted to strikes to improve their professional training and to raise their salaries. The government is to be credited for raising the salaries of holders of a Teaching Diploma above the salaries of Baccalaureate Part II holders. Raising the salaries of holders of a Teaching Diploma may explain why the number of graduates from the Ecole Normale rose from 59 students in 1947 to 90 students in 1952.¹⁸ Second, the government had also helped the private school teachers to pass the 1951 Teachers' Law because both the Parliamentary Educational Committee and

¹⁸Lebanon, Department of Examinations at the Ministry of Education.

the cabinet endorsed the teachers' demands which were embodied in the Syndicate's draft of 1950 and which formed the backbone of the 1951 Teachers' Law. Third, the private School Teachers' Syndicate was also struggling to raise the qualifications of teachers because it asked the government to make membership in the Syndicate obligatory to all private school teachers so that it can control the selection of teachers.¹⁹ Fourth, by subjecting the private school teachers to the cadre of the public schools, the Private School Teachers' Syndicate managed through its good offices with the government to raise the salaries of private school teachers who have a Teaching Diploma above the salaries of teachers who possess the Baccalaureate Part II.

B. President Kamil Chamoun's Regime

Mr. Kamil Chamoun was President of Lebanon from 1952 to 1958. He came to power as a result of a peaceful revolution aiming, among other things, to improve the corrupt administrative machinery that existed in Lebanon at that time.²⁰ To cope with the situation, the cabinet was given special powers to legislate decrees for 6 months.

¹⁹ Interview with Dr. Mohammed Ali Makki.

²⁰ Iskander, op. cit., p. 17.

The government proposed to create a Bureau of Accounts to check governmental expenditure, to establish a Council for Economic Planning and Administration to re-organize the cadres of the various ministries.²¹

President Chamoun's aim to improve the civil Service, however, did not include the teaching profession. The President, rather decreased the monthly allowance of the students of the Ecole Normale from 90 to 60 Lebanese pounds.²² This act instigated the students of the Ecole Normale to go on several strikes in 1952, 1953 and 1957, but the government was able, every time, to convince them to resume their studies by promising to raise their allowance in the future.²³ Decreasing the monthly allowance of students may have adverse effects on the teaching profession because it may discourage able students from joining the Ecole Normale. Moreover, President Chamoun's attitude towards the public elementary school teachers who hold a Teaching Diploma was not different from his attitude towards the Ecole Normale students, for when these teachers led a strike to raise their salaries to the level of the salaries of other professionals

²¹Ibid., p. 18.

²²Al-Nahar Newspaper, Issue No. 5000, February 11, 1952.

²³Al-Nahar Newspaper, Issue No. 6475, January 20, 1957 and Al-Hayat Newspaper, Issue No. 2054, January 17, 1953.

who undergo the same years of study²⁴, the government refused to grant their demands. The previous regime, as we have seen, had taken measures to encourage future teachers to study at the Ecole Normale by raising their salaries above the salaries of teachers who hold the Baccalaureate Part II. Thus, specializing at the Ecole Normale has prompted teachers to look upon themselves as professionals, and consequently, asked to be paid like professionals. To receive a salary equivalent to the salary received by similarly qualified professionals, the public elementary school teachers went on a strike in 1953. The government, however, forced them to go back to class after it arrested and dismissed leaders among them.²⁵

The attitude of the government was not favourable to the private school teachers also. We have seen earlier that the Teachers' Law of 1951 did not overcome the shortcomings of the 1942 decrees that governed the employment conditions of teachers. As of 1953 private school teachers began to realize the disadvantages which the 1951 Teachers' Law entails. Thus, in 1953, private school teachers went on

²⁴Al-Hayat Newspaper, Issue No. 2336, December 15, 1953.

²⁵Al-Hayat Newspaper, Issues No. 2332, December 10, 1953 and No. 2334, December 12, 1953.

a strike asking to receive a pension and be exempted from contributing to the Provident Fund; they proposed to be treated like labourers whose pension is calculated on the basis of 20 months for 25 years of service.²⁶ The government refused to consider the teachers demands: the teachers however, kept quiet for unknown reasons. In 1954 the private school teachers pushed their demands further; they went on a strike to stop the arbitrary dismissals of teachers.²⁷ The Government promised to grant them their demands and so they called the strike to an end. The government, however, did not fulfil her promise. The teachers went again on a strike in 1955²⁸ emphasizing the following issues: that private school teachers be given a pension, exempted from paying to the Provident Fund, and that administrators be prevented from dismissing teachers arbitrarily. Again the government promised to study their case and the teachers again resumed their work. Getting no results, private school teachers led a strike in 1956 over the same issues that prompted the 1955 strike. Immediately, the government, together with the private school owners,

²⁶ Al-Hayat Newspaper, Issue No. 2180, June 16, 1953.

²⁷ Al-Nahar Newspaper, Issue No. 5805, Nov. 19, 1954.

²⁸ Al-Nahar Newspaper, Issue No. 6096, Dec. 28, 1955.

prepared and passed a new Teachers' Law. But for some reason, the teachers hailed the new law inspite of the fact that it was less promising than the 1951 Teachers' Law, so they resumed their work²⁹ inspite of the Syndicates' warning that the Law was not to their advantage.³⁰

The 1956 Teachers' Law was to be applied to all private school teachers including those teaching in gratuitous schools. According to this law teachers were differentiated into two categories: classified and unclassified. A teacher gets classified after passing a probationary period of one or two years. During his probationary period a teacher is paid according to a special contract upon which he and the school principal agree. Once a teacher is classified, he would be entitled to a family allowance. Moreover, the new law kept the following clauses from the 1951 Teachers' Law: First it prevented teachers from leaving or being asked to leave their work during the school year. Second, it entitled teachers or their families after their death to receive an indemnity of one month's salary for every year of teaching. Furthermore, it allowed

²⁹Interview with Dr. Mohammed Ali Makki

³⁰Ibid.

a school teacher who leaves the service to receive an indemnity provided he is 60 years old, had taught for 25 years, or was disabled. Third, teachers were to contribute to a Provident Fund. Fourth, teachers were allowed to teach their children free of charge in the schools where they teach. Nevertheless, the 1956 Teachers' Law did not meet all teachers demands; a school principal could still terminate the services of a teacher at the end of the school year for no valid reason and was under no compulsion to consider a teacher's experience in determining his salary when he leaves one school and joins another.

As compared with the 1951 Teachers' Law, the new one was less favourable to teachers because it did not state the minimum qualifications a teacher should possess; it made it possible, therefore, for school owners to employ unqualified teachers.

In comparing the Regime of President Chamoun with that of President al-Khoury we see that it was less sympathetic with students of the Ecole Normale. Furthermore, it permitted through the 1956 Teachers' Law, the employment of unqualified teachers who, according to the 1951 Law, would not be allowed to teach.

C. President Fuad Chehab's Regime.

General Fuad Chehab became the president of Lebanon after the political crisis of 1958. To ameliorate the situation, drastic changes were needed in the political and administrative structures of the country.³¹ Thus, the Parliament in 1958 gave the new Cabinet wide emergency powers to legislate decrees that would change the entire administrative machinery of the state within a period of six months.³²

One of the legislative decrees which is of interest to us is Legislative Decree No. 13⁴ passed on June 6, 1959 which stipulated the requirements for the selection of public secondary school teachers. According to this degree, a public secondary school teacher should possess, at least, a license d'Enseignement.

Requiring public secondary school teachers to possess specialized university training prompted public secondary school teachers to go on their first strike in 1959 in order to receive a special compensation similar

³¹Iskandar, op. cit., p. 19.

³²Ibid.

to that which has been received since 1957 by similarly qualified professionals working in the civil service.³³ The government refused to grant them their demand because she had enough teachers. Guided by her need, the government gave the engineers a special compensation to induce them to join the civil service.³⁴ The public secondary school teachers' strike was ineffective.

President Chehab's Regime witnessed other strikes. In 1959 students of the Ecole Normale went on a strike to raise the salaries of the graduate of their school to the level of the salaries of other professionals who have similar qualifications.³⁵ This issue had prompted, as we have seen, public elementary school teachers who have a Teaching Diploma to go on a strike during Chamoun's Regime. Students of the Ecole Normale, however, have gone further than the public elementary school teachers during Chamoun's Regime because they asked the government to increase the number of students in the Ecole Normale.³⁶ The significance of this

³³Al-Nahar Newspaper, Issue No. 7198 June 2, 1959.

³⁴Interview with the Chief of the Bureau of Public Secondary Education in the Lebanese Ministry of Education.

³⁵Al-Nahar Newspaper, Issue No. 7362 Dec. 11, 1959.

³⁶Ibid.

strike, however, lies in the fact that it was the first to call for increasing the number of teachers who have professional training. The strike was ineffective.

In 1961 and 1962 the strikes were renewed over the same issues that prompted the 1959 strike.³⁷ These issues included, as we have seen, raising the salaries of holders of a Teaching Diploma and increasing the number of students at the Ecole Normale. The strikes failed both times to achieve their aims. The only positive result was a promise made by the minister of education to the effect of reconsidering the case with the cabinet.³⁸ It seems that his efforts were fruitful for the government finally agreed to grant students their demands; holders of a Teaching Diploma were given a special promotion of two degrees and the number of students at the Ecole Normal was to be increased.³⁹

Entitling only graduates of the Ecole Normale to a special promotion led public elementary school teachers

³⁷ Al-Nahar Newspaper, Issues No. 7815, June 4, 1961 and No. 8071 4/4/1962.

³⁸ Al-Nahar Newspaper, Issue No. 8079 April 13, 1962.

³⁹ Interview with the Head of the Public Secondary Schools' Department at the Lebanese Ministry of Education.

who do not have a Teaching Diploma to go on a strike for the purpose of raising their salaries.⁴⁰ Here we witness a clash of interests between qualified and unqualified teachers. The government, however, threatened to terminate the services of the teachers who do not return to their classes,⁴¹ so the teachers gave in.⁴²

Private school teachers were also dissatisfied. In 1963 they threatened to go on a strike to bear pressure on the modification of the 1956 Teachers' Law. They asked the government to entitle them to receive all the allowances which the public school teachers receive, regulate teachers' dismissals from service and make membership in the Private School Teachers' Syndicate obligatory.⁴³ The government refused to consider all these demands.⁴⁴ The private school teachers, however, did not go on a strike because the Teachers' Syndicate, as one of its cabinet members indicated,

⁴⁰ Al-Nahar Newspaper, Issue No. 8894, Dec. 1, 1964.

⁴¹ Al-Nahar Newspaper, Issue No. 8902, Dec. 10, 1964.

⁴² Al-Nahar Newspaper, Issue No. 8904, Dec. 12, 1964.

⁴³ Al-Nahar Newspaper, Issue No. 8528, Sept. 27, 1963.

⁴⁴ Ibid.

learned that it is better to negotiate with the government than to go on a strike.⁴⁵ The Teachers' Syndicate kept on negotiating with the government until it succeeded in 1964 to convince the authorities to add new clauses to the 1956 Teachers' Law. The most important changes introduced to the 1956 Teachers' Law were the following: Teacher's years of service were to be counted for them when they leave a school and join another and arbitrary teachers' dismissals were to be presented to a Disciplinary Court.⁴⁶

By raising the salaries of the public elementary school teachers and the number of the students at the Ecole Normale, the regime has encouraged the development of a professional body of public elementary school teachers. The number of graduates from the Ecole Normale rose from 83 in 1959 to 181 in 1964.⁴⁷

However, no measures were taken to force the private school owners to employ qualified teachers. The government

⁴⁵Interview with Dr. Mohammed Ali Makki.

⁴⁶Lebanon, a Pamphlet prepared by the Private School Teachers' Syndicate.

⁴⁷Lebanon, Department of Examinations at the Ministry of Education.

also refused to grant the Private School Teachers' Syndicate the right to make it obligatory for all private school teachers to join the Syndicate - a measure which, in the opinion of the Syndicate, would have given the Syndicate control over the entry of teachers into the profession. Thus, the private school owners were still left free to employ unqualified teachers. As to the secondary level, President Chehab did not take any measure to prevent the employment of unqualified public secondary school teachers. He also refused to grant public secondary school teachers a special compensation of 30 to 40% of their salary. Granting public secondary school teachers a special compensation would have raised their salaries to the level of the salaries received by other technicians working in the civil service. As we know, prior to 1957, public secondary school teachers and other technicians employment in the civil service received the same salaries.

II. The S.A.R.

The S.A.R. witnessed several Coup d'Etat~~s~~ ever since it took its independence from France. To simplify our study, the period from 1946 to 1964 will be divided into

eight sub-periods each representing the regime of a president or a military ruler.

A. President Shukri al-Quwatli's Regime

Mr. Shukri al-Quwatli was the president of Syria when it became an independent state in 1946. President Quwatli's government undertook the task of organizing the civil service. First, it established a new salary scale for all government officials. The salary scale included one exceptional and eleven ordinary categories of 3 degrees each. The minimum monthly salary in the lowest category was 30 Syrian pounds and the maximum monthly salary in the exceptional category was 500 Syrian pounds. The increment per two years was as follows: in the lower 6 categories 5 Syrian pounds: in the fifth and fourth categories 10 Syrian pounds: in the third category 15 Syrian pounds: in the second category 25 Syrian pounds: in the first category 30 Syrian pounds: and in the exceptional category 40 Syrian pounds.⁴⁸

The second step the government took to organize the civil service was to stipulate the requirements for the

⁴⁸Mathews and Akrawi, op. cit., pp. 338-339.

selection and appointment of government employees. The civil servants of interest to us are the elementary and secondary school teachers whose selection and appointment policies were embodied in Legislative Decree No. 61 of October 20, 1946. According to this decree, elementary school teachers were required to have a Brevet, or a Syrian Baccalaureate or a Teaching Diploma. Brevet and Baccalaureate holders were respectively appointed in the 3rd degree of the 10th and 9th categories for a monthly salary of 45 and 53 Syrian pounds. Both could get promoted automatically every two years up to the first degree of category 8 after which they had to pass an examination to advance up to the 1st degree of category 4. The monthly salaries of the first degree of categories 8 and 4 were 80 and 175 Syrian pounds respectively. Holders of a Teaching Diploma were appointed in the second degree of the 8th category for a monthly salary of 75 Syrian pounds and were entitled to be promoted up to the first degree of the 4th category.

According to Legislative Decree No. 61, also, secondary school teachers were required to possess a Baccalaureate plus 6 years experience in teaching, or elementary School Teaching Diploma plus 5 years experience in teaching,

or Baccalaureate plus 2 years of university education and 3 years of teaching experience. Secondary school teachers who possessed these qualifications were appointed in the 3rd degree of category 7 for a monthly salary of 85 Syrian pounds and were promoted automatically up to the first degree of category 6. Their promotion beyond category 6 and up to the 1st degree of category 2 was subject to passing an examination. The monthly salaries of the 1st degree of categories 6 and 2 were 110 and 290 Syrian pounds respectively. Legislative Degree No. 61 also stipulated that secondary school teachers could be appointed from among candidates who hold a Doctorate, a Master's of Art or Licence degrees. A holder of a Doctorate Degree was appointed in the 2nd degree of category 4 for a monthly salary of 150 Syrian pounds. Holders of a Masters' of Art Degree or a Licence were appointed in the 3rd degree of category 4 for a monthly salary of 145 Syrian pounds. Secondary school teachers who possessed a Doctorate or a Masters Degree or a Licence were entitled to be promoted automatically up to the 1st degree of category 2 and attain a maximum monthly salary of 290 Syrian pounds.

From this survey of the selection policies of the public school teachers, one can realize that holders of a

Teaching Diploma were appointed in higher posts in elementary schools than non-holders of teaching certificates. They were also required to have one year teaching experience less than holders of the Syrian Baccalaureate when they teach in secondary schools, although, both, a Teaching Diploma and a Baccalaureate require the same number of years of study. This could be interpreted to mean that the Syrian government aimed at encouraging future teachers to possess a Teaching Diploma. However, in the early independence period the government was not able to recruit enough teachers who possessed the qualifications stipulated in Legislative Decree No. 61. To meet its need for teachers, the government was obliged to employ unqualified teachers and to increase the weekly teaching load from 18 to 20 hours in the secondary schools and from 20 to 22 hours in the middle schools.⁴⁹ Increasing the teaching load gives the teachers a good excuse for protest, but the government convinced them to keep quiet about it to safeguard the interests of the nation.

⁴⁹ al-Ba'th Newspaper, Issue No. 253, September 1, 1949.

B. President Husni al-Zaim's Regime

In 1949 Colonel Husni al-Zaim made a Coup d'Etat and seized power. He ruled Syria for a short term of four and half months. During his rule, he set the pattern for future military dictatorship, for he put the police and the gendarmerie under the command of the army and entrusted newly appointed provincial governors with both military and civil powers.⁵⁰ Mr. al-Zaim, however, did not take measures to meet the shortage of qualified teachers. It may be due to his over-involvement in re-equipping and re-inforcing the army during his short rule. Teachers kept quiet for no known reasons.

C. Colonel Hinnawi's Regime

Colonel Hinnawi made a counter coup and established a civilian government under the premiership of Mr. Nazim al-Kudsi who is a prominent member of the People's Party. The People's Party is known for its aim to unite Syria and Iraq. When Mr. Kudsi assumed power he began negotiating with the Iraqi Regent concerning the possibility of merging Syria

⁵⁰Patrick Scale, The Struggle for Syria (London: Oxford University Press, 1965) pp. 41-43.

with Iraq. The negotiation for the Syria-Iraqi union occupied Kudsi's short rule and prevented him from studying the problem of the shortage of qualified teachers.

D. President Shishakli's Regime

Colonel Adib al-Shishakli made a coup d'Etat in 1949 and became the ruler of Syria for four years. Shishakli wanted, among other things, to improve the quality of teachers. He passed Legislative Decree No. 90 which called all secondary school teachers who were delegated from elementary schools to go back to the elementary schools.⁵¹ Decree No. 90 caused a great deal of unrest because secondary school teachers did not want to go back to teach in elementary schools. The unrest was settled by allowing the teachers who had the qualifications to remain in the secondary schools.⁵²

The same decree attempted to raise the qualifications of teachers in the secondary schools by assigning some unqualified teachers to elementary schools. The

⁵¹Al-Ba'th Newspaper, Issue No. 434, May 4, 1950.

⁵²Al-Ba'th Newspaper, Issue No. 256, August 22, 1949.

qualifications of the elementary school teachers who were allowed to stay in the secondary schools were determined in the light of the regulations stipulated in Decree No. 61 which was discussed earlier. Thus, Shishakli did not try to change or modify the laws that governed the selection of secondary school teachers; he only tried to implement the existing laws.

After the unrest created by Decree No. 90 was settled, the teachers were quiet for the remaining part of Shashakli's Regime for two reasons may account for this: First, the salaries of all civil servants including the teachers were raised in 1953.⁵³ Second, Shishakli prevented newspapers from publishing teachers' problems.⁵⁴

E. President Quwatli's Regime

Shishakli's Regime was overthrown by a Coup d'Etat. Elections were held in Syria and Mr. Quwatli was re-elected president. Mr. Quwatli's government added in 1957 new clauses to the 1946 selection policies of secondary school

⁵³The Salaries of Civil Servants in 1953 were discussed in Chapter IV.

⁵⁴Al-Nasr Newspaper, Issue No. 394, Dec. 17, 1953.

teachers by passing Decree No. 345. According to this Decree a secondary school teacher was required to possess 3 university certificates or 2 university certificates plus one in education.⁵⁵ Candidates who possessed these qualifications received a monthly salary of 208 Syrian pounds. Moreover, it was possible according to this Decree to pay higher salaries to candidates who possessed more certificates. Thus, a holder of 3 university certificates plus one in education received a monthly salary of 250 Syrian pounds.

Decree Law No. 345 made it possible for university students who have not completed the requirements for the Licence Degree to teach in secondary schools. Such candidates would have been prevented from teaching in secondary schools before this decree law was passed because the 1946 selection policies required secondary school teachers who do not hold a university degree to have a teaching experience of 5 or 6 years. Allowing university students who do not have a teaching experience to teach in secondary schools may lead to several interpretations. On the one hand it facilitates the recruitment of teachers, especially that it is

⁵⁵A Licence Degree is equivalent to 4 University Certificates.

difficult to find teachers with a long teaching experience. On the other hand it encourages university students to teach. However, the degree may discourage future teachers from having professional training for, although, it recognizes a teaching certificate as equivalent to any other university certificates before its holder accomplishes the requirements for a Licence, it failed to recognize its distinct professional status after its holder acquires a Licence Degree; a holder of 3 university certificates plus one in education received a monthly salary of 250 Syrian pounds where as a Licence holder received a monthly salary of 271.5 Syrian pounds. Moreover, a holder of a Licence Degree plus a Teaching Diploma received the same salary as a Licence holder.

F. President Nasir's Regime

When the United Arab Republic was formed, President Nasir wanted to apply the policies of Egypt in the Syrian Region. He tried to organize the teaching profession in both the public and the private schools. Legislative Decree No. 1532 passed in August 2, 1959 stipulated that a full-time secondary school teacher should, at least, possess a Licence d'Enseignement. This decree laid the basis for

organizing teaching into a profession because it required teachers to have professional training; teachers who do not possess this qualification were prevented from teaching on a full time basis. Decree No. 1532 was a marked improvement over Decree No. 61 because it had raised the qualifications required from secondary school teachers. However, the government could not find enough teachers who possessed a Licence d'Enseignement, so it was obliged to employ teachers with lower qualifications on a part-time basis. Unqualified teachers, as we have seen in Chapter II, were not entitled to be classified.

President Nasir, also, tried to organize the teaching profession in the private schools for he required private school teachers to possess the same qualifications public school teachers were required to have.⁵⁶ He also required private school to have a certain percentage of qualified teachers. Ministerial Decree No. 20 passed on March 17, 1959 stipulated that private schools should at least have 20%, 40%, 60%, and 70% qualified teachers by 1959 - 1960, 1960 - 1961, 1961 - 1962 and 1962 - 1963 respectively.

⁵⁶Law No. 160 passed in 1958.

Forcing the private schools to have a certain percentage of qualified teachers is one of the major steps required for organizing teaching into a profession. To implement this decree an efficient System of Inspection is needed. The Syrian Region of the United Arab Republic established an efficient System of inspection, and therefore, the government has a good chance to check on private schools.

F. President Kudsi's Regime

In 1961, the Syrian army made a Coup d'Etat. Consequently the union with Egypt was broken and Syria called itself the S.A.R. Shortly afterwards a National Assembly was elected from almost all the political parties except the Communist Party. Mr. Kudsi was elected President of the Republic. During this period a Teachers' Syndicate was formed.⁵⁷

The Teachers' Syndicate includes all active and retired education administrators and teachers irrespective of whether they have a university degree or not. The

⁵⁷Decree No. 187 passed on June 5, 1960.

Teachers' Syndicate is run by a legislative and an executive body. The former is called the General Assembly and is directly elected by the teachers. The latter is called the Syndicate's Cabinet and is elected by the General Assembly. The General Assembly elects also the chairman of the Cabinet and an assistant chairman, and sub-branches of the cabinet in the various Syrian provinces. Qualified and unqualified teachers are equally represented in the General Assembly, the Syndicate's Cabinet and branches.⁵⁸

The Teachers' Syndicate was active, it gained for the teachers three of their demands which they could not have asked for during previous regimes. First, it entitled public school teachers who have a Brevet and private school teachers who have al-Muwahhade to sit for the Teacher Training Certificate. Second, it exempted teachers' children from paying to co-operative, athletic and scout's funds. Third, it raised the family allowance for the elementary school teachers from 7 to 10 Syrian Pounds.⁵⁹

⁵⁸ "al-Nizam al-Dakhli Lal-Nakaba," Sawt al-Muallemeen (Damascus: Teachers' Syndicate Press, 1963), IV pp. 23 - 31.

⁵⁹ "Matalib al-Muallemeen," Sawt al-Muallemeen (Damascus: Teachers' Syndicate Press, 1962), II, p. 17.

Of the three accomplishments of the Teachers' Syndicate only the first showed that teachers were interested in improving themselves professionally regardless whether professional improvement or raise in salary was their motive. It also shows that the government was creating facilities for teachers to improve their professional qualifications.

Teachers, however, were not satisfied in what the Syndicate had achieved for them. They presented to the government the following demands:

1. That employees of the Ministry of Education (including secondary school teachers) who have specialized in pedagogy be entitled to receive a compensation for specialization.
2. That private school teachers be subjected to the same laws that apply to the public school teachers.
3. That salaries of teachers who are classified in the lower categories be raised and that the degrees in each category be increased.
4. That teachers who teach extra hours be paid when their work is interrupted by holidays.

The government refused these demands and late in 1961 teachers went on a strike.⁶⁰ A coup d'Etat took place and teachers had to call the strike off.

G. Colonel Hafiz's Regime

In 1962 the Ba'ath Socialist Party became the ruler of the S.A.R. In order to socialize the country, the Party expropriated lands and nationalized banks and industries. It also extended its control to include the Teachers' Syndicate. The motive was to use the Syndicate as an instrument to bring about the desired socialistic changes.⁶¹ On April 2, 1964 the government dissolved the Cabinet of the Teachers' Syndicate and all its branches and appointed a new temporary Cabinet together with all its branches in the provinces.⁶² The Syndicate was put under the control of the Ministry of Education.

Although, the major aim of the present Teachers' Syndicate is to serve primarily the existing Regime, it has succeeded in achieving the following: First, the teaching

⁶⁰ Ibid., pp. 17 - 27.

⁶¹ al-Ba'ath Newspaper, Issue No. 25, March 24, 1963.

⁶² al-Ba'ath Newspaper, Issue No. 337, May 2, 1964.

load was decreased to 30 hours for the elementary school teachers. Second, teachers are being paid on a monthly basis for the extra hours they teach. Third, established an in-service programme to improve the quality of teachers. Fourth, provided scholarships for teachers to study abroad. Fifth, a special Bureau for inspection was established.⁶³

It is too soon to evaluate the outcome of the Bath's Regime with respect to education, but putting the Teachers' Syndicate under the control of the Ministry of Education may not leave the Syndicate enough time to attend solely to interests and needs of teachers.

In conclusion one may note that there has been a marked improvement in the laws governing the selection of secondary school teachers in the S.A.R. Prior to 1959, secondary school teachers were not required to have professional university degrees. Since 1959 a Licence d'Enseignement is the minimum degree required to classify a secondary school teacher. But in view of the increased need for teachers, the government has not been able to

⁶³S.A.R. Mimiographed Information of the Teachers' Syndicate.

recruit enough qualified teachers to meet its needs.

The laws of selecting elementary school teachers have not changed since 1946.

III. Lebanon and the S.A.R. Compared

1. Teachers lack an effective syndicate in both countries. In Lebanon only private school teachers are allowed to join the Syndicate. Moreover, the majority of the members of the Syndicate are unqualified; hence, the Syndicate has to cater for their needs which drives her away from the role it should play. In the S.A.R. the Syndicate is made to serve the interests of the ruling authorities rather than the interests of the ~~teachers~~ teachers.

2. The governments of both Lebanon and the S.A.R., encourage teachers to have professional training. Elementary school teachers in Lebanon who possess a Teaching Diploma are appointed one degree higher than others who studied for an equal number of years. In the S.A.R. they are appointed four degrees higher than those who do not hold a Normal Diploma. Secondary school teachers who possess a Licence Degree plus a Teaching Diploma are given

priority at the time of selection in Lebanon and are appointed one degree higher in the S.A.R. than holders of a Licence Degree only.

3. Both countries prevent the classification of unqualified teachers, but employ them on a part-time basis.

4. Teachers in both countries have not asked to raise their professional training. In Lebanon, however, students of the Ecole Normale asked the government to increase their number.

5. Secondary School teachers in both countries have asked to receive a special compensation like engineers. Only Lebanese public elementary school teachers, however, have asked the government to raise their salaries to be equal to the salaries of technicians who undergo the same period of training. The S.A.R. elementary school teachers who hold a teaching Diploma receive a salary equal to that received by technicians.

6. Unlike the S.A.R., Lebanon used to discriminate in the laws that governed the employment conditions of private and public school teachers in favour of the latter.

This discrimination is one of the reasons that prompted the Lebanese private school teachers to strike. Their demands constantly refer to the relatively better conditions of public school teachers.

CHAPTER VI

CONCLUSION

The Lebanese and the S.A.R. governments require their secondary school teachers to undergo the same number of years of university training as judges and engineers in order to classify them in permanent service. Secondary school teachers, however, receive lower salaries than judges and engineers. One reason for this discrepancy may lie in the fact that teaching, unlike the judiciary and the engineering professions, permits the employment of unqualified candidates. Both countries are short of qualified teachers and resort to employing unqualified teachers on a part-time basis.

The shortage of qualified teachers is due, in some part to the greater demand for teachers than the Higher Teacher Training Institutes are able to supply. While in Lebanon about 520 teachers are needed annually for the public and private secondary schools,¹ the

¹Lebanon, Statistics Bureau at the Ministry of Education.

Higher Teacher Training Institute produced at the rate of 22 teachers between 1960 and 1966.² In Syria on the other hand the need is for some 280³ and the production rate was 195 yearly between 1960 and 1963.⁴

The Higher Teacher Training Institutes have a limited capacity to accomodate students, then even some of those accomodated drop during their courses of study. Out of 42 students enrolled only 20 graduated from the final year between 1964 and 1966,⁵ in Syria out of 230, 118 graduated between 1953 and 1963.⁶

Failure of students to graduate at the Higher Teacher Training Institute is caused by several factors. First, the manner in which students are promoted, methods

²Lebanon, Secretary of the Higher Teacher Training Institute.

³S.A.R., al-Majmout al Ihsaiah (Damascus: The Government Press, 1964), pp. 178, 180 and 182.

⁴Unpublished Information Prepared for the Regional Center for Training Higher Officials of Education in the Arab World.

⁵Lebanon, Secretary of the Higher Teacher Training Institute.

⁶A Report Prepared by the Director of the S.A.R. Teacher Training Institute to the Regional Center for Training Higher Officials of Education in the Arab World.

of teaching and curricula of these institutes are not valid.⁷ Promotion of students at the Lebanese and the S.A.R. Higher Teacher Training Institutes is determined in the light of one final examination which measures the students' ability to reproduce the lectures of his professors. Things are changing now; beginning from 1966-1967 the Lebanese Higher Teacher Training Institute has introduced monthly examinations. These examinations will constitute one third of the final grade; while the final examination will constitute two thirds of the final grade.⁸ In addition it is felt that term papers, reaction papers and other procedures for evaluation need to be introduced at the Lebanese and the S.A.R. Higher Teacher Training Institutes and less emphasis be given to final examinations in order to determine a student's promotion more equitably.

Improving the evaluation procedures at the Lebanese and the S.A.R. Higher Teacher Training Institutes

⁷Interviews with Dr. Farid Najjar, Dean of the Lebanese Higher Teacher Training Institute and Dr. Abdallah Abd-al-Dayem, Ex-Minister of Education in the S.A.R.

⁸Interview with Dr. Farid Najjar, Dean of the Lebanese Higher Teacher Training Institute.

need to be supplemented by better methods of teaching in order to have a higher percentage of students graduating from these institutes. Lecturing is the main medium of instruction at these institutes. Educational research has shown that if the lecture method is used extensively by teachers, it does not lead to optimum teaching results.⁹ Hence, there is a need to introduce, other methods of teaching, which would call for more student participation.

Improving the evaluation procedures and the methods of teaching needs to be further supplemented by introducing a curriculum more suited to the needs of the learners. Modification of the curriculum is being studied at the Lebanese Higher Teacher Training Institute and will be put into effect beginning from 1967 - 1968.¹⁰ The modification of the curriculum at the Lebanese Higher Teacher Training Institute aims to simplify the curriculum by reducing the weekly hours taught in the first year from 28 to 22 hours and in the last year at the institute from 20 to 16 hours.¹¹

⁹Cronbach, Educational Psychology (New York: Brace & Company, 1954), p. 56.

¹⁰Interview with Dr. Fuad Najjar.

¹¹Ibid.

It is beyond the scope of this thesis to evaluate the effectiveness of the changes in the curriculum at the Lebanese Higher Teacher Training Institute, but it should certainly go beyond reducing the weekly hours taught per subject. Among other things, it should replace the fixed curriculum at the institute by a flexible one in order to meet the needs of students living in a developing society. A flexible curriculum is one whose aims are broadly stated and left to be developed by the teachers and students according to the needs of the latter and those of society. The aims of such a flexible curriculum for the Lebanese and the S.A.R. Higher Teacher Training Institutes cannot be determined at present because they are inexorably connected with the aims of education at the secondary level; the aims of secondary schools in Lebanon and the S.A.R. need to be changed for the same reasons which necessitated change of the curriculum of the Higher Teacher Training Institutes. Though, the aims of a flexible curriculum for the Higher Teacher Training Institutes cannot be determined within the scope of this thesis, it is possible to say that the introduction of a flexible curriculum will require teachers to develop other skills than the ones the Higher Teacher Training Institutes

train for. (They need to learn how to organize and develop a curriculum which suits the students.)

Another reason for the high percentage of failures at the Higher Teacher Training Institutes in Lebanon and the S.A.R. lies in the fact that these institutes aim to graduate competent candidates while their students are mediocre.¹² Teaching should be made more attractive to be chosen as a career by competent candidates. Raising secondary school teachers' salaries may be a good incentive.

Introducing new evaluation procedures, methods of instructions and curricula at the Lebanese and the S.A.R. Higher Teacher Training Institutes and raising secondary school teachers' salaries is likely to raise the percentage of graduates at these institutes. However, even if they were to graduate all the students they can accommodate, they will not be able to meet the needs of both countries for secondary school teachers. The Higher Teacher Training Institutes had a capacity to graduate 60 students in Lebanon from 1960 and 230 students in the

¹²A.A. Koussy, A Survey of Educational Progress in the Arab States, 1960 - 1965 Prepared for the Unesco Conference of Arab Ministers of Education (Beirut: The Regional Center for Training Higher Officials of Education Press, 1966), p. 67.

S.A.R. from 1953 to 1963. Allowing for a failure of 5% from class to class at the Lebanese and the S.A.R. Higher Teacher Training Institutes, then these institutes need to be enlarged to accommodate 2349 and 1270 students in order to supply the two countries future need for secondary school teachers. These estimates were made by multiplying the number of secondary school teachers needed annually in every country by the number of years of study at the Higher Teacher Training Institutes after allowing for a 5% for the students who fail to get promoted or graduate so that every year these institutes will be able to graduate enough secondary school teachers to meet the demand for them.

From the above survey it looks as though only the Lebanese and the S.A.R. Higher Teacher Training Institutes will be entrusted with the task of training secondary school teachers. The two countries' need for secondary school teachers, however, may exceed the estimates given by the writer because the governments of the two countries may delegate secondary school teachers for political and other reasons to teach in foreign countries, some teachers may get disabled or die. This need for secondary

school teachers could be supplied by the other institutions that train teachers like the American University of Beirut. Thus, the governments of both Lebanon and the S.A.R. should cooperate with these training centers so as to be able to meet their needs for teachers.

The measures which have been proposed to satisfy the future needs of Lebanon and the S.A.R. for secondary school teachers are faced with the problem of whether the two countries can meet the costs. Enlarging the Higher Teacher Training Institutes to accommodate 2349 students in Lebanon and 1270 students in the S.A.R. will cost the government of the former country, 2,574,880 Lebanese Pounds per year¹³ and the government of the latter country 781,407 Syrian Pounds.¹⁴ These estimates were calculated by multiplying the extra number of students at the Higher Teacher Training Institutes by the cost of training a student at these institutes. The cost of training a candidate at the Higher Teacher Training Institutes was

¹³Al-Muwazana al-Amat (Beirut: Joseph Sykali Press, 1966), p. 11, and Information from the Lebanese Higher Teacher Training Institute.

¹⁴al-Ta'leem al-'Ali fi al-Jumhuriya al-Arabia al-Suria, A report prepared by Abdul-Rahman Bader el-Deen, Asma al-Shehabe and Yunis Mu'alla for the regional center for Training Higher Officials of Education in the Arab World, pp. 11 & 12 and al-Jadwal al-Tafsili li-Hisab Rawateb al-Muwazafeen wa-al-Mustakhdemeen (Damascus: The Government Press, 1963).

estimated by dividing the total salaries paid to professors by the number of students at these institutes and inflating the result by 25% to cover the costs of buildings, equipment and maintenance per student.¹⁵ Moreover, both governments have to raise the secondary school teachers' salaries, as we have seen before, to attract competent candidates to join the Higher Teacher Training Institutes. It is not possible to assess the exact raise in secondary school teachers' salaries needed, but for the sake of analysis if teachers are granted the compensation for specialization they have asked for in the two countries, then Lebanon would have had to increase the 1966 budget for classified secondary school teachers by 1,051,938 Lebanese Pounds¹⁶ and the S.A.R. for its 1963 budget by 13,407,075 Syrian Pounds.¹⁷ The compensation for specialization which the teachers are recommended to receive is not included in calculating their indemnity or pension because it is

¹⁵ Interview with Dr. Abdullah Abd-al-Dayem, an authority in the field of the Economics of Education.

¹⁶ al-Muwazanat al-Amat, op. cit., p. 119.

¹⁷ al-Muwazanat al-Amat li-al-Jumhuria al-Arabia al-Suria, op. cit., p. 37.

not considered as part of their basic salary; it is a compensation.

Furthermore, to pay the 67¹⁸ and the 165 public secondary school teachers¹⁹ who are respectively needed every year in Lebanon and the S.A.R., the government's budget for teacher's salaries has to be increased annually by 43,985.5 Lebanese Pounds in the former country and 102,300 Syrian Pounds in the latter country. In addition to the cost of the salaries of the secondary school teachers who are needed annually, the cost of promoting these teachers every 2 years should be added. The promotion cost amounts to 3,819.5 Lebanese Pounds in Lebanon and 8,662.5 Syrian Pounds in the S.A.R. Assessment of the family allowance the new teachers will claim is not possible due to the difficulty of estimating the number of teacher who are, or, would be married and the number of children the married ones would have. However, the family allowance constitutes a small percentage of the secondary school teachers' salaries and, therefore, it will not have a great affect on our estimation of the

¹⁸Lebanon, Statistics Bureau at the Ministry of Education.

¹⁹S.A.R., al-Majmoua' al Ihsia (Damascus: The Government Press, 1964), pp. 178, 180 and 182.

cost of employing more teachers by the two governments. The pensions or the indemnity the new teachers will claim are taken care of by a 10% monthly deduction of their salary.²⁰ Comparing the cost of enlarging the Higher Teacher Training Institutes and raising secondary school teachers' salaries in Lebanon and the S.A.R. to a revenue from taxation of 424,225,000 Lebanese Pounds in the former country²¹ and 710,585,000 Syrian Pounds in the latter country²² will indicate that these costs could be met by a small increase in the rate of taxation.

If the Lebanese and the S.A.R. governments decide to meet the above costs, then once the institutions that train secondary school teachers begin to train a sufficient supply of teachers to satisfy the two countries' need for them, a system of licencing to prevent the future entry of unqualified teachers into the teaching profession will have to be introduced. According to this system only

²⁰ Interview with the Director of the Department of Salaries at the Lebanese Ministry of Finance and al-Jadwal al-Tafsili li-Hisab Rawateb al-Muwazzafeen wa-al-Mustakhdemeen (Damascus: The Government Press, 1963).

²¹ al-Muwazana al-'Amat, op. cit.

²² al-Ta'leem al-'Ali fi al-Jumhuriya al-Arabia al-Suria, op. cit., p. 36.

qualified teachers will be given a licence to teach. To prevent unqualified future teachers from working, an efficient system of educational inspection is needed.

Licencing of teachers will apply only to the ones who enter newly the teaching profession for it is not possible to get rid of all unqualified teachers in the short-run because the schools will close. Thus, the two countries will continue to face the problem of the present shortage of qualified teachers. To solve this problem in-service programmes are needed to train the present unqualified teachers. The Lebanese and the S.A.R. governments have started to provide in-service programmes for the public secondary school teachers; both governments need to extend this service to the private secondary school teachers.

Insuring a sufficient supply of qualified teachers to satisfy future needs and providing facilities to train the existing unqualified teachers need be supplemented by further measures to make teachers work at their best and go on developing themselves professionally. One measure would be to subject teachers' promotion from one category to another to passing an in-service programme or

examinations that measure a teachers professional development. At present, promotion is automatic in Lebanon and is subject to the presence of a vacancy in higher posts and the availability of funds in the S.A.R. The promotion policies in both Lebanon and the S.A.R. are not likely to encourage teachers to develop themselves professionally because in the first country teachers are promoted irrespective of their performance while in the second country competent teachers may not get promoted due to lack of funds or other reasons. Another measure to promote good working conditions for teachers is to limit their extra teaching hours because extra teaching over-burdens them with work and prevents them from performing their role properly. At first sight, this may look absurd because the actual teaching load of teachers in Lebanon and the S.A.R. is nearly equal to half the number of working hours of other government employees. But, as teachers are supposed to prepare, correct papers and help the school principal in the various school activities, their work duties are equivalent to these of other government employees.

Another measure to boost the morale of the teachers is to allow them in both countries to participate

with the government in the formation of policies concerning their profession because it will enable them solve their problems with the government more quickly. Moreover, it will enable them to know the limitations of the government and thereby make them ask more realistic demands. To negotiate with the government, teachers need to form an effective syndicate. The Lebanese government still forbids its teachers from joining the Teachers' Syndicate. The Teachers' Syndicate in the S.A.R. is ineffective because it deviates from the proper cause of its functioning. If both governments allow the formation of teachers' associations that are purely professional in character, then, teaching might be encouraged to develop on professional lines. To have such an association its cabinet members should work for it on a full-time basis and be paid by the association; not by the government. At present Lebanese members of the Syndicate's cabinet work free of charge while in the S.A.R. the government pays them. Judging by their performance, the present syndicates are not performing satisfactory work. In Lebanon they do not seem to be interested in their work while in the S.A.R. they are tools in the hand of the government.

To conclude our study, teaching could be organized into a profession in Lebanon and the S.A.R. if our proposed measures to train enough qualified teachers and prevent unqualified ones from entering the profession are implemented.

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