



Final report

Joint ILO–UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel

(Geneva, 8–12 October 2012)

Geneva, 2012

INTERNATIONAL LABOUR ORGANIZATION

Sectoral Activities Department

CEART/11/2012/9

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of the Recommendations concerning Teaching Personnel**

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Introduction

This report summarizes the analysis of major issues affecting the status of teaching personnel worldwide at all levels of education by the Joint ILO–UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), referred to in this report as the Joint Committee.

Established in 1967 after the ILO and UNESCO adopted a far-reaching Recommendation concerning the Status of Teachers (1966), the Joint Committee meets every three years to review major trends in education and teaching, and to make relevant recommendations. It also reviews allegations brought by teachers' unions regarding violations of the principles of the Recommendation. In 1997, when UNESCO adopted a Recommendation concerning the Status of Higher Education Teaching Personnel, the Joint Committee was also charged with examining key issues facing higher education staff.

Composed of eminent education experts from around the world, the Joint Committee at its 11th Session examined a number of urgent issues affecting teaching personnel, including escalating violence in education, the role of social dialogue in a climate of austerity and public services cutbacks, academic freedom in the context of changes in higher education, the continuing shortage of teachers in many countries, and how conditions of employment can be improved to attract highly qualified people to the teaching profession.

The Joint Committee also adopted general conclusions regarding the deprofessionalization of teaching and the effects of the current recession on education personnel.

The report of this session contains recommendations to the Governing Body of the ILO and to the Executive Board of UNESCO, and through them to governments, employers' and workers' organizations of their member States, on how to improve the condition of the teaching profession within their respective mandates, using the two Recommendations as guidelines. The next meeting of the Joint Committee will take place in 2015 in Paris.

Opening session

1. The Joint ILO–UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) held its 11th Session in Geneva at the International Labour Organization (ILO) headquarters, from 8 to 12 October 2012.
2. In accordance with its mandate, the meeting focused on the monitoring and promotion by the Joint Committee of both the Recommendation concerning the Status of Teachers, 1966 (hereafter, the 1966 Recommendation) and the Recommendation concerning the Status of Higher Education Teaching Personnel, 1997 (hereafter, the 1997 Recommendation).
3. The agenda of the Joint Committee covered the following items related to its work and the two Recommendations:
 - (1) Election of Officers and adoption of the agenda.
 - (2) Progress made in promotion and application of the 1966 and 1997 Recommendations:
 - (a) review of reports and other sources of information in accordance with the mandate of the Joint Committee;
 - (b) review of ILO and UNESCO joint or separate activities to promote the two Recommendations;
 - (c) methodology and procedures of the Joint Committee.
 - (3) Consideration of allegations received from teachers' organizations:
 - (a) allegations received since the Tenth Session;
 - (b) allegations considered at the Tenth Session.
 - (4) Monitoring of the application of the ILO–UNESCO Recommendation concerning the Status of Teachers, 1966:
 - (a) comprehensive teacher education policies and quality assurance standards: initial, in-service and continual teacher education in lifelong perspectives;
 - (b) social dialogue in education: national good practices and trends;
 - (c) terms and conditions of employment of teachers in relation to teacher shortages and EFA.
 - (5) Monitoring of the application of the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel, 1997:
 - (a) governance of higher education: influence of changing patterns of organization and structures on academic freedom, institutional autonomy and social dialogue;
 - (b) teaching qualifications for university staff and faculty entry into the profession.
 - (6) Violence and insecurity in schools and for teaching personnel: impact on educational access and quality.
 - (7) Draft agenda for the 12th Session (Paris, 2015).

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4. Members of the Joint Committee designated by the Governing Body of the ILO and the Director-General of UNESCO were as follows:

Members appointed by the Governing Body of the ILO:

Dr (Ms) Beatrice Avalos (Chile), Associate Researcher, Centre for Advanced Research in Education, University of Chile.

Dr (Ms) Linda Chisholm (Republic of South Africa), Director, Education, Science and Skills Development, Human Sciences Research Council and Board Member of the Centre for Education and Policy Development.

Dr (Ms) Anne-Lise Høstmark Tarrou (Norway), Professor Emeritus in Education and former Director of the Centre for Research on Education and Work, Oslo and Akershus University College.

Professor (Mr) Maasaki Katsuno (Japan), Associate Professor of School Development and Policy Studies, Graduate School of Education, University of Tokyo and Secretary-General, Japan Academic Society for Education Policy.

Dr (Mr) Mark Thompson (Canada), Professor Emeritus of Industrial Relations and former William M. Hamilton Professor of Industrial Relations, Sauder School of Business, University of British Columbia.

Members appointed by the Director-General of UNESCO:

Professor (Mr) Bernard Cornu (France), Centre national d'Enseignement à distance (CNED), University Joseph Fourier.

Professor (Ms) Konai Helu-Thaman (Fiji), Professor of Pacific Education and Culture and UNESCO Chair in Teacher Education and Culture, University of the South Pacific.

Dr (Ms) Nada Moghaizel-Nasr (Lebanon), Professor and Honorary Dean of the Faculty of Educational Sciences, University of Saint Joseph of Beirut.

Dr (Ms) Munawar S. Mirza (Pakistan), Chairperson, National Accreditation Council for Teacher Education and Professor Emeritus, University of the Punjab.

Dr (Mr) Gennady Ryabov (Russian Federation), President, Nizhny Novgorod Linguistic University and member, Association of Teacher Training Institutions of the Russian Federation.

Professor (Mr) Toussaint Yaovi Tchitchi (Benin), Professor of linguistics and languages, University of Abomey-Calavi, and former Director, National Institute for Training and Research in Education (INFRE).

5. The Joint Committee designated the following Officers:

Chairperson: **Dr (Ms) Nada Moghaizel-Nasr**

Vice-chairperson: **Dr (Ms) Anne-Lise Høstmark Tarrou**

Reporters: **Dr (Ms) Konai Helu-Thaman**
Dr (Ms) Linda Chisholm
Dr (Mr) Mark Thompson

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6. The Secretariat of the meeting was composed of ILO and UNESCO officials listed in Appendix III.
 7. Opening remarks on behalf of the Director-General of the ILO, as the host organization of the 11th Session, were made by Ms Alette van Leur, Director of the Sectoral Activities Department, ILO. As co-organizer, welcoming remarks were also made on behalf of the Director-General of UNESCO by Mr Francesc Pedró, Chief, Section for Teacher Development and Education Policies, UNESCO. Ms Anne-Lise Høstmark Tarrou and Ms Moghaizel-Nasr made some preliminary remarks on behalf of the Joint Committee members.
 8. Consistent with its practice, the Joint Committee created eight working groups to analyse agenda items related to the 1966 and 1997 Recommendations. The composition of the working groups is listed in Appendix I.
 9. The Joint Committee considered a range of studies and reports relating to major themes relevant to the two Recommendations:
 - (a) reports from governments on the application of the 1966 and 1997 Recommendations;
 - (b) studies and reports of the ILO and UNESCO on specific items of the 1966 and 1997 Recommendations; and
 - (c) reports by international organizations representing teachers and employers, and by intergovernmental and international non-governmental organizations.
 10. The list of documents on which the Joint Committee based its monitoring of the 1966 and 1997 Recommendations is contained in Appendix II.

I. Monitoring of the 1966 and the 1997 Recommendations

A. Major trends: The perspectives of international organizations

11. Continuing a practice from previous sessions, the Joint Committee invited a number of relevant organizations to provide additional information and views on issues arising from the two Recommendations. The following organizations addressed the Joint Committee at a special sitting: Education International, the World Federation of Teachers Unions (FISE), the International Task Force on Teachers for Education for All, the UNESCO International Bureau of Education, the United Nations Children's Fund (UNICEF), and Voluntary Service Overseas (VSO). Education International and VSO submitted written reports to the Joint Committee.

Deprofessionalization of teachers

12. One of the presenters referred to the "seven signs of deprofessionalization". The first sign was the influx of unqualified teachers, which stemmed from an inadequate means of addressing teacher shortages. The second sign was the casualization of teachers, which included short-term contracts, reduced pay and benefits, increased class sizes, and lowered qualifications. The problem was acute in many parts of the world. In one African country, for instance, the number of contract teachers reportedly went up to 100 per cent; in another, the number of unqualified teachers was approximately 80 per cent. Contract

teachers accounted for 20 per cent of the total teaching force in one country in Latin America. Contract teachers functioned alongside regular teachers in several Asian countries. The third sign was the growing gap between teachers' pay and remuneration in other sectors. In parts of Eastern Europe, for instance, teachers' salaries went down by a third in the past five years. The 2012 Results Report of the Global Partnership for Education found that teacher poverty was one of the major constraints on quality education, and stated that teachers were often unable to pay even for basic needs. The fourth major problem was the restriction of teachers' autonomy, which included limited professional freedoms, "teaching to the test", and curriculum reforms.

13. It was important to monitor any policy or practices that affected equal access for all to quality public education. The rapid spread of standardized testing – the fifth major concern – ranked among the top ten challenges affecting teachers around the world. The sixth issue was related to high-stake teachers' evaluations. Teachers' performance appraisal was more often being based on students' test scores. In September 2012, the Chicago Teachers Union refused to let their teachers be evaluated by unfair and inadequate methods. The last major sign was increased private sector management practices.
14. Such "cheaper teacher scenario[s]" were driven by a desire for replicable policy solutions that did away with investments in the development of teachers. They focused instead on hired contract teachers and sent them where they were most needed, for example, to areas that needed to increase student scores, without having to pay good wages, and without thinking of the impact on quality and access.
15. The presenter recommended that the Joint Committee, the ILO and UNESCO take concrete steps to address these issues and monitor policies that affected equal access to quality education. The UNESCO–Brookings learning metrics task force would also benefit from Joint Committee participation.
16. Another presenter pointed out that teachers in private schools, early childhood education and technical institutes were generally not unionized, and contract teachers had even lower conditions of work and pay. The biggest challenge was to attract talent. Also, poverty kept many students out of school. Entering teachers also need to be paired with the necessary knowledge. Violence against Asian students and teachers in general was on the rise, and students should receive more training on tolerance. The economic crisis had increased the trend towards unemployment, underemployment, reduced investment, outsourcing, and lower school attendance.
17. Another presenter cited a recent report by his organization which showed that low-income countries continued to maintain low standards of entry into the profession and no common minimum qualifications for teachers. In some cases, teachers only had three months of training; in one African country, for example, unqualified teachers hired as an interim measure introduced by the Government had now become established. In another country, unqualified teachers were hired, and even if the teachers were trained, they were often hired on contract or as Parent–Teacher Association teachers.
18. Teachers' salaries were often low and payment delayed, as, for example, in one African country, where 15,000 teachers hired in 2010 only received their salary in late 2011 and 2012. Deduction problems appeared where no efficient banking system existed. In one South-East Asian country, the average monthly salary of a teacher was US\$55 whereas food for a family of four would cost US\$92 a month. In contrast, hardship and housing allowance allocated to teachers appeared to increase motivation in rural areas in Mozambique and Ghana. The study found that the most important of the non-salary allowances was pension, as it gave teachers a sense of security for retirement. It was further noted that continuous professional development, opportunities and in-service training increased motivation as well.

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19. The report had also showed that the views of teachers were hardly taken into account in reviewing national education policies, especially when negotiating with the International Monetary Fund (IMF) and other international financial institutions on the number of teachers, salaries and terms and conditions. Lastly, the report highlighted the issue of sexual violence and insecurities in school.
 20. Commenting on the presentations, a speaker indicated that there were important regional differences. For example, the rising numbers of contract teachers in West Africa were part of a strategy to expand access to education in the face of the scarcity of trained teachers, but this required follow-up to address the problem of untrained teachers. She pointed out the example of Indonesia, which hired contract teachers and then created a teacher education programme using working teachers. It did not make sense to withdraw teachers for lack of qualifications, which would punish them. She encouraged organizations to consider regional variations in discussing key issues.
 21. In the ensuing discussion, the Joint Committee noted that the influx of unqualified teachers degraded the value of a teaching certificate. There were teachers who only sought monetary compensation, and those who practiced without a degree. Policies reducing teaching standards encouraged both. The Joint Committee also noted the continuing difficulties in working and learning conditions faced by teachers in higher education and in early childhood education. It emphasized the importance of defining quality teaching, minimum qualifications, and student learning outcomes that measured not only quantitative outcomes such as the Programme for International Student Assessment (PISA) scores but considered human development. Professional associations other than trade unions which were dedicated to upholding professional standards might also play a role in elevating the teaching profession. It was important to endow such bodies with appropriate funding and independence, and to focus them on improving the quality of teaching, not just control.
 22. The Joint Committee also noted the close link between the issue of teachers' status and salaries and the political environment. The often low status of teachers was linked to a lack of clear policy visions. The Joint Committee also highlighted the importance of participatory data collection methods in research on teachers.

International coordination

23. A representative from the International Task Force on Teachers for Education for All highlighted the need for further international coordination on teachers. The Task Force focused on global coordination of resources and activities in order to achieve real impact and to keep teachers on the political agenda. It also supported countries to develop appropriate policies to holistically address teacher issues, to develop the capacity to plan, implement, monitor and evaluate, and to generate and efficiently use necessary financial resources. The focus of the Task Force was particularly on those countries furthest away from reaching the EFA goal and those with the largest teacher gaps. An external evaluation acknowledged that despite challenges, the Task Force was relevant. The external evaluation had also suggested better cooperation with the Joint Committee.
24. The Task Force could provide a platform for dissemination of research reports for effective use as well as a wider and broader awareness of the Recommendations. The Joint Committee could contribute to studies and capacity development; members of the Joint Committee could facilitate policy dialogue forums, training events, online discussion forums and media debates; and they could facilitate social dialogue programmes such as the one in Burundi where one Joint Committee member had acted as a resource person. Finally, Joint Committee members could contribute to the debate on the role of teachers in the post-2015 agenda.

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25. A representative of UNICEF stressed the importance of the Joint Committee's work in relation to the areas of work of her organization, including work on equity and access to education, particularly for children out of school; capacity building, particularly for children with disabilities; and education in emergencies. She also called for a greater role of teachers in promoting children's rights.
26. In the ensuing discussion, the Joint Committee noted the importance of coordination in the multitude of initiatives on education, especially with a view to placing the subject of teaching in the post-2015 development agenda. Online discussions and mapping exercises of initiatives were a useful way to track such initiatives. However, caution was expressed on initiatives which simply placed further expectations on teachers, who were clearly already stretched in delivering their primary mandate.

B. The status of teachers: Trends in the application of the 1966 Recommendation

Teacher education policies and quality assurance standards

Trends

27. In view of the application of the Recommendations of 1966 and 1997, the Joint Committee has noted the following trends:

(I) A strategic vision to meet new challenges

Education today is faced with new challenges:

- economic and social challenges linked to the economic crisis, social problems leading to children leaving school, violence in schools, and widespread scholastic difficulties;
- challenges of the digital society, in which knowledge and access to knowledge are undergoing deep transformations.

These new challenges lead to new competencies necessary for teachers.

Appropriate definitions of the teaching profession, teacher training, and conditions for teachers to exercise their profession require a political and strategic vision of the role of schools in today's society and an understanding of teachers as essential actors in education policies.

(II) Deprofessionalization

The Joint Committee notes the trend of disregarding teaching as a profession, which has resulted in the deprofessionalization of teachers. Indicators of this situation are the lowering of entry requirements into teacher education institutions and the massive hiring of unqualified teachers and untrained teachers. In part this is caused by the highly inadequate working conditions for teachers in many countries worldwide and, in some countries, by criticisms of teacher education, the perception that teaching only requires minimal pedagogic preparation, and the narrowing of evaluation to a few curriculum-related parameters.

(III) *The social status of teachers*

In many countries, the teaching profession has become precarious and, as a result, teachers have become pauperized through short-term recruitments at part-time levels, insufficient salaries, low social recognition, weak professional training, and lack of continuing professional development.

There are notable difficulties in the exercise of the teaching profession throughout a professional career, especially with regard to selection, recruitment, teaching conditions, remuneration, career development, mobility, etc. It is necessary to redefine the career of the teacher.

(IV) *Better training for teachers*

The question of balance and complementarity between the training of teachers in the subjects they are to teach and professional training is not settled in many countries. Theoretical training and practical training are often not well articulated. Training for reflective practice in the profession is insufficient.

The profound changes that are occurring in our societies require that teachers be capable to develop continuously through training and lifelong professional development. It also requires that particular attention is paid to new teachers. The concept of “learning how to learn” applies not only to students, but to teachers as well.

The teaching profession, often practiced in solitary conditions, requires more and more a collective vision, collaborative work, and participation in pedagogical teams. Early childhood education and primary education should be considered fundamental in educational policies, and be the subject of priority measures. In many countries, social dialogue between teachers and their institution is insufficient and should be strengthened. In conclusion, three areas require particular attention from policy-makers: the social status of teachers; the conditions in which they exercise their profession; and the training of teachers.

Recommendations

28. Questions related to the training of teachers and the exercise of their profession can only be resolved in the framework of a strategic vision on education and the role of schools in society. It is necessary for every State to elaborate such a policy vision. In this context, the Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:

- (1) request the ILO and UNESCO to develop a framework of fundamental principles related to competencies required by teachers in the twenty-first century, in a world which is profoundly changing, and which takes into account the different dimensions of the teaching profession: subject matter to be taught; pedagogy and didactic methods; social and institutional aptitudes; collaborative work; consideration of new digital developments; and aptitude towards lifelong learning, etc. Then, from this framework, member States can develop national comprehensive systems of competencies that describe what teachers need to know and should be able to do to perform adequately in schools and classrooms. This system should orient teacher education curriculum development and the assessment of new teachers.
- (2) Encourage member States to precisely define the social status of teachers, and their professional dignity, especially in relation to other professions, and take appropriate measures to ensure that this social position is respected. In particular, each State could put in place a monitoring function, charged with defining and specifying the social

status of teachers and the necessary conditions to carry out their profession, and with monitoring the reality of this social status in each country. This function should include teachers.

- (3) Encourage member States and teacher training institutions to take into account the profound changes brought about by digital technology, and include these in initial and continuing training programmes for teachers. Changes brought about by technology include new knowledge, new access to knowledge, and new ways of learning in the digital age for students who are more and more connected and on the Web. This requires “digital learning methods”, fully using the capacities of digital technologies and distance learning, and preparing teachers pedagogically to teach the “net generation”.
- (4) Encourage UNESCO, the ILO and member States to implement proper support for beginning teachers that includes a reduction of teaching hours, carefully selected and prepared mentors, and opportunities for collaborative learning. This can be done with assistance from teacher education institutions.

Violence and insecurity in schools and for teaching personnel: Impact on educational access and quality

Trends

29. Violence in all types of schools, higher education and other learning institutions has increased in various forms around the world and this is being increasingly recognized and partially addressed by institutional arrangements. Its expressions are diverse depending on what triggers the violence and what the responses to it are.
30. There are forms of violence that occur within learning institutions and classrooms, such as excesses in physical and verbal expressions between teachers and students, as well among students and among teachers. Violence towards school personnel from parents and community members also occurs.
31. Harassment and abuse is another form of violence occurring amongst students and amongst teachers in schools, and this includes harassment against girls and women.
32. Amongst the more recent forms of violence is cyber-violence. Bullying is also increasingly recognized as a form of violence. In its extreme form, violence includes the bringing of guns into schools for purposes of intimidation, sometimes to the extent of firing and killing people in educational institutions.
33. Teachers are especially affected by the conflicts and violence in and outside educational institutions in various forms of direct aggression, cyber-bullying, and physical injury to the extent of killing. This produces an atmosphere of insecurity, anxiety, fear or depression that affects teacher performance, well-being and may cause them to leave the profession.
34. There are a number of contextual conditions that explain this increasing situation of insecurity and violence. Some of them have to do with the broader socio-economic conditions of countries, ideological diversity, the spread of consumerism, mobility, and technological facilities that enable the spread of cyber-bullying as well as other forms of harassment.
35. External conflicts such as guerrilla movements, wars, and various community-related, national and international conflicts create climates that lead to intolerance and violent behaviour in schools.

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36. Education authorities have tended to react to violence in education institutions, rather than undertaking proactive measures to ensure a violence-free learning and working environment.

Recommendations

37. In line with Paragraph 3 of the ILO–UNESCO Recommendation Concerning the Status of Teachers (1966), and Paragraph 3 of the UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel (1997), the Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
- (1) urge member States to address violence in its diverse forms in their policies in educational institutions and teachers;
 - (2) recommend that educational authorities acknowledge their responsibilities to prevent violence in educational institutions;
 - (3) request member States to establish and institutionalize various systems at school, local and national levels to address insecurity and violence;
 - (4) urge educational authorities at all levels to use diverse means such as social dialogue, violence prevention mechanisms, and corrective measures to counteract manifestations of violence and their effect at the educational institution level.

Impact of the continued economic downturn on education and teachers: Employment, salaries and conditions of teaching and learning

Trends

38. The Joint Committee noted that the 1966 Recommendation in Paragraph 10(d) emphasizes that “education is an essential factor in economic growth”, a principle that should guide government spending in difficult times.
39. The first question the Joint Committee raised was whether education had suffered more than other sectors from reductions in government spending. The impacts of the recession on education have been severe, although there are differences in high-, middle- and low-income countries. Countries which implemented stimulus programmes generally included education in these programmes, for example. The second question the Joint Committee members raised was how the recession had affected teacher salaries. Again, data showed that teacher salaries have suffered less than other items in education budgets, but have fallen relative to general income levels. However, the quality of education declined because non-teaching expenditures fell, pupil–teacher ratios rose, teacher recruitment declined in the OECD and partner states, and casualization of the teaching profession increased.
40. The recession has increased debates in many countries about the role of public funding in the provision of education services and the importance of education as a public good. Within countries, there is a tendency of central governments to shift costs of education to lower jurisdictions, which normally increases inequalities in the quality of education.
41. Unfortunately social dialogue has not been employed extensively in preparing responses to the financial crisis in the education sector.

Recommendations

- 42.** The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
- (1) Encourage member States to sustain education spending and protect teacher salaries and conditions of work, employing the principles of social dialogue in the planning of necessary changes in educational policies.
 - (2) Request the ILO and UNESCO to monitor trends in educational spending, teacher salaries and conditions of work, including changes in the sources of public funding for education.
 - (3) Request that the ILO and UNESCO conduct research on the role of education in economic recovery and case studies of changes in the quality of education in selected member States, with particular emphasis on the professional status of teachers.

Social dialogue in education: National good practices and trends

Trends

- 43.** At first glance, the record of social dialogue in recent years seems discouraging. Upon closer examination, the basic record does not reveal the whole scope of the possibilities of social dialogue. Social dialogue in times of austerity is difficult, but can be productive. Many decisions taken to deal with the demands of austerity are unpopular with groups directly affected. However, effective social dialogue can produce better policies and facilitate their implementation.
- 44.** In the current climate, the focus of many governments is to restructure the economy and the public sector. Social dialogue traditionally has been practiced in times of economic expansion, when resources existed to permit all parties to obtain at least some gains. Since 2008, however, that condition has not existed, and social dialogue has been neglected in some countries. In Europe particularly, governments opted for unilateral measures, even where the mechanisms of social dialogue were well established.
- 45.** Cases where social dialogue succeeded usually displayed two characteristics: (i) the experience of well-established institutions, rooted in law, for conducting social dialogue; and (ii) the political will by all participants. In recent years, the political will to conduct social dialogue has been weak, at least in some parts of government. Even in times of economic crisis, however, the institutions of social dialogue create the space for the parties to seek common solutions to the problems they face.
- 46.** The traditional definitions of social dialogue may not entirely apply in education. They assume unitary positions within the social partners. In practice, ministries of education may have different views of the proper application of austerity measures than other government agencies, for example. Not all teachers' organizations combine the capacity to conduct traditional collective bargaining and deal with educational policy issues that can be important topics for social dialogue. Social dialogue can be successful in these conditions, but practices may have to be adapted to the realities of education.
- 47.** Social dialogue is process oriented. Governments see traditional forms of social dialogue as time consuming, costly and cumbersome at the time of rapid economic changes. These concerns may increase if more parties participate. Existing institutions seldom provide for expedited action when rapid responses seem necessary. The time necessary for social

dialogue has not been examined in the context of education and warrants attention while the current recession continues.

Recommendations

- 48.** The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
- (1) request the ILO and UNESCO to assess examples of social dialogue in education during the recent economic crisis, suggest best practices and propose appropriate training programmes in social dialogue and consensus-building negotiation techniques;
 - (2) request the ILO to examine possible ways to expedite the processes of social dialogue;
 - (3) request the ILO and UNESCO to analyse the practices of social dialogue to reflect the expanded scope of the concept, including the multiplicity of representatives of employers and governments and teachers' organizations.

Terms and conditions of employment of teachers in relation to teacher shortages and Education for All

Trends

- 49.** The nature and sources of teacher shortages vary between regions and countries. In some, there are shortages in the number of teachers, in others, in the number and quality, and in yet others, shortages of quality teachers. There are shortages of teachers in specific subject areas, especially in secondary schools, and in mathematics and sciences, across all regions. Shortages can be exacerbated by dysfunctional systems for the allocation and distribution of teachers, often related to poor information systems, and especially in developing countries.
- 50.** Shortages are affected by the nature of the public and private systems in different regions and countries, and the relationships between them. Declining conditions in the public sector and growth of private sector schooling has resulted in many teachers in developing countries being drawn into private schools. But in Chile and India, for example, conditions and salaries are not necessarily better than those in the public sector.
- 51.** The definition of appropriate working conditions is an issue in the light of conflicting views about what these are. The usual concept of good working conditions is associated with salaries relative to teaching hours, numbers of pupils per class, incentives for work in difficult conditions such as rural areas or with vulnerable populations in big cities, and the linking of salaries to GDP per capita. However, these criteria or indicators do not take into account the appropriate balance between teaching hours and other responsibilities that are not direct teaching tasks.
- 52.** The differences in salaries between private and public school teachers should constitute an indicator on working conditions, as these differences may affect teacher satisfaction in either public or private sectors, and contribute to teachers leaving the profession or performing inadequately. Monetary stimuli or bonuses may have negative or positive effects depending on how they are used. If they are a substitute for an adequate salary, they can become a source of dissatisfaction as they encourage competitiveness rather than collaboration. However, monetary incentives provided over and above a salary that

guarantees minimum living standards can become a positive way of recognizing quality in teacher performance.

53. The type of contract is also an issue in that fixed-term contracts contribute to increased instability and teacher turnover.
54. Austerity measures in the second phase of the recession in OECD countries have worsened terms and public sector conditions of employment and so contributed to teacher shortages. Cuts have fallen particularly heavily on education and health. Public sector salaries are now much lower than those in the private sector, attracting teachers to the private sector, and contributing to shortages in the public sector.

Recommendations

55. Adequate numbers of motivated and quality teachers are the key to sustaining education levels where they are already high or improving them where they are poor. Attracting, recruiting and retaining good quality teachers requires decent salaries and working conditions. The Joint Committee therefore recommends that the Governing Body of the ILO and the Executive Board of UNESCO urge the ILO, UNESCO and member States, as appropriate, to:
- (1) make social dialogue a central component of discussions about austerity measures because of the long-term negative impact on salaries, recruitment and teacher preparation;
 - (2) strengthen possibilities for international teacher exchanges, networks and communities of practice;
 - (3) assist member States to achieve an equitable balance of male and female teachers between urban and rural areas in developing countries through research on information systems and systems for the recruitment, allocation and deployment of teachers.

C. The status of higher education teachers: Trends in the application of the 1997 Recommendation

Governance of higher education: Influence of changing patterns of organization and structures on academic freedom, institutional autonomy and social dialogue

Trends

56. Higher education is undergoing rapid change with extensive impact on people and institutions, including increasing demand for and better access to higher education; increasing number of private providers; increasing use of information and communication technology in teaching and learning; increasing staff and student mobility; lowering salaries often resulting in increased brain drain; and reduced academic freedom, institutional autonomy and social dialogue.
57. Many countries have legal provisions for protecting academic freedom and institutional autonomy. However, what is important is the extent to which there are enabling environments for exercising them. Paradoxically, when university faculty have the status of civil servants, they may not support expanded university autonomy if these changes affect their employment status.

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58. There are ongoing debates regarding the complexity of the impact of global changes on higher education, many of which seem to focus on the necessity, affordability and sustainability of research systems, institutional structures, and policy frameworks, as national governments and higher education institutions struggle with the impact of the privatization and massification of higher education on their roles and decision-making processes.
 59. Some of the more immediate manifestations of global change on higher education include: increasing insecurity of staff employment and loss of tenure; increase in staff workload; reduced public financing; diminished rights of staff and their organizations; and reduction in resources for staff development.
 60. While many of the above issues had been noted by the Joint Committee in previous meetings, most seem to have intensified in the last three years. However, the Joint Committee reaffirms the important role of higher education in strengthening all sectors of society.

Recommendations

61. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO, as appropriate:
 - (1) Request the ILO, UNESCO and expert partners to engage in further participative research on the state of academic freedom, institutional autonomy and social dialogue in different regions of the world, with particular focus on the trends identified above, and report their findings at the 12th Session of the Joint Committee in 2015.
 - (2) Request the ILO and UNESCO to encourage national commissions and member States to support the creation of independent bodies (such as higher education councils or commissions) for ensuring academic freedom, institutional autonomy, responsibility and application of international standards and instruments in law and in practice.

Teaching qualifications for university staff and faculty entry into the profession

Trends

62. University teaching is a highly valued profession, with a relatively low attrition rate because of opportunities for scholarships, academic freedom and a performance-based career ladder. However, the assessment of the performance of higher education teaching personnel is generally based on research productivity, with little emphasis on quality of classroom performance. Furthermore, there is a dearth of information on the relationship between the academic background of a university teacher and classroom effectiveness.
63. Recently some universities have put in place formal training using short courses to help staff improve their teaching capabilities. In some universities, teaching staff start off by tutoring or assisting senior staff while pursuing higher degrees. Depending on the university or discipline, they may proceed to higher positions with a Masters, PhD or other terminal degrees. Other institutions may encourage staff to take formal certificate courses. Paradoxically, there is much resistance to such training in some countries.
64. Current challenges to higher education that impact teaching personnel include: the massification and internationalization of education; global economic changes requiring universities to align their programmes with the requirements of the workplace; increasing

class sizes and diversity of students; accessibility to a variety of learning resources outside the classroom, including information and communication technologies; decreasing public funding; changing pedagogical paradigms such as switching from directly transmitting content to developing competencies; market-oriented curricula; and interest in the study of teaching and learning.

- 65.** These changes have implications for higher education teaching personnel who are now required not only to be subject experts but to have a passion for teaching and learning, to have up-to-date knowledge on teaching and assessing students' learning in diverse contexts, as well as relating their teaching to the world of work.

Recommendations

- 66.** The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO, as appropriate:
- (1) In view of Paragraphs 25 and 37 of the 1997 Recommendation, request the ILO and UNESCO to assist member States to develop courses and programmes in teaching skills for higher education personnel and, where possible, gradually institutionalize such offerings as prerequisites for entry into the profession, selection to higher positions and promotion.
 - (2) Request the ILO and UNESCO to commission research on one or more of the following areas that are pertinent to higher education teaching personnel: (i) the relationship between qualification and quality of student learning; (ii) current status of higher education personnel's pedagogical preparation and qualifications; (iii) mobility of higher education teaching personnel; and (iv) teaching/learning practices in universities.
 - (3) Request the ILO and UNESCO to assist member States to step up activities aimed at promoting the 1997 Recommendation and other international documents pertaining to higher education personnel by conducting joint workshops, seminars and symposia in different regions, possibly with the assistance of Joint Committee members.

II. Progress in promotion and use of the 1966 and the 1997 Recommendations¹

A. Allegations received since the Tenth Session, 2009

Allegation received from the National Teachers' Federation (FENPROF) of Portugal

- 67.** FENPROF submitted an allegation to UNESCO's Director-General dated 27 January 2011, concerning the Portuguese Government's alleged disregard for collective bargaining, including absence of negotiation in relation to the reduction of teachers' salaries and

¹ Extracts of the Report of the Joint Committee concerning allegations received from teachers' organizations were presented to the Legal Issues and International Labour Standards Section (LILS) of the Governing Body at its 316th Session in November 2012. The discussion of the allegations can be found in the minutes of LILS (GB.316/LILS/PV).

suspension of teachers' career progression; and absence of negotiation with regard to legislative measures aimed at introducing changes in the curriculum. According to FENPROF, these actions contradict principles of the 1966 and 1997 Recommendations.

- 68.** UNESCO transmitted the letter to the Portuguese Minister of Education and Science on 7 September 2011, stating that the allegations appeared to fall within the competence of the Joint Committee and requested any observations that the Government considered appropriate.
- 69.** A reply was received from the Minister of Education and Science in November 2011. The Minister replied to FENPROF's two points:
- (a) Regarding the absence of negotiation with respect to the reduction of salaries and the suspension of teachers' career progression, the Minister noted that Portugal was experiencing a serious economic and financial crisis and the Government had decided to put in place several budgetary measures to respect its commitments to reduce deficits and achieve a balanced public budget to guarantee regular financing of the Portuguese economy. Some measures were approved in Financial Law No. 55-A/2010 of 31 December 2010 on austerity measures for civil servants in public administration. Among these measures were the freezing of career progression and reduction of salaries mentioned by FENPROF in its allegation. All public administration civil servants, and not only teachers, were called to contribute to this effort to reduce budgetary deficits. Furthermore, in relation to the absence of negotiations with the unions on salary reduction, the constitutional tribunal, by decision No. 396/2011, stated that there was no procedural irregularity regarding the lack of participation of representative organizations of workers in the development of the 2011 State Budget Law, since the proposal of the Law was preceded by invitations to trade unions to pronounce themselves on the draft.
 - (b) With regard to legislative measures introducing curriculum modifications, which were allegedly not negotiated with representative teachers' organizations and therefore contrary to the 1966 and 1997 Recommendations, the new Government's entry into function also brought about a change in policy orientation on education. Nonetheless, it was argued that the Government had complied with the requirements of social dialogue and teacher representation through a number of meetings between July and September 2011 at which representatives of FENPROF were present.
- 70.** In response to the Ministry, FENPROF sent a letter and an email dated 15 May 2012 to the Director-General of UNESCO, stating that FENPROF had not been invited to participate in decisions and had not received any invitation as claimed by the Ministry; and even if there had been such an invitation, it would still have violated Law No. 23/98, of 26 May 1998, which establishes the need for collective bargaining regarding possible amendments of rules on wages or careers. FENPROF also claimed that the Minister of Education and Science had not promoted negotiation, or even listened to teachers' unions, citing several examples.
- 71.** FENPROF's comments were again communicated to the Ministry on 23 May 2012 requesting the latter to send any final remarks by 30 June 2012, in order for this matter to be dealt with accordingly by the Joint Committee at its 11th Session. Since then no reply has been received from the Ministry.

Recommendation

- 72.** The Joint Committee recognizes that many countries are facing difficulties in the context of the current economic crisis. While austerity measures may be part of the measures taken

for economic recovery, they cannot be used as an excuse to violate principles of the Recommendation concerning the Status of Teachers, 1966. The Recommendation provides that both salaries and working conditions for teachers should be determined through a process of negotiation between teachers' organizations and the employers of teachers. The Joint Committee recommends that the ILO Governing Body and the Executive Board of UNESCO urge both parties to seek a resolution to this matter in line with the principles of the Recommendation.

B. Follow-up on allegations considered at the Tenth Session, 2009

Allegation received from the Dansk Magisterforening (DM) of Denmark

73. The discussion of the allegation received from the DM was discussed at the Joint Committee's Tenth Session and is found in Annex 2 of its report. The Joint Committee requested the ILO to communicate its findings to the Government of Denmark. It urged the Government to engage in effective social dialogue around the issue of performance contracts, and requested the Government and the DM to report on results discussions.
74. In a letter addressed to the Director-General of UNESCO, in August 2011, the Danish Minister of Science, Technology and Innovation reported that there was ongoing dialogue between the Ministry and the DM and with the Danish Confederation of Professional Associations. Moreover, the Danish University Act had been amended in 2011. The amendment had clarified the university's duty to safeguard academic freedom of individual researchers. The law allowed researchers to engage in independent research when they were not performing assigned tasks, and provided that tasks allocated by the rector should not be of a nature that would exclude the possibility of engaging in independent research.
75. In correspondence transmitted to UNESCO on 25 May 2012, the DM did not consider that the situation had significantly improved. The revision of the Danish University Act had been a positive step, but it did not provide for collegial governance of faculty appointments that could guarantee academic freedom. The DM pointed to a recent case at the University of Aarhus, where a professor was allegedly disciplined for questioning university policies about marketing and academic strategy. The DM maintains that the principle of academic freedom also included the freedom to take a critical stance towards university management policies. Moreover, the DM was not consulted regarding the letter from the Minister of Science, Technology and Innovation. There had only been one social dialogue meeting since 2010.

Recommendation

76. The Joint Committee calls attention to the continued dissatisfaction of the DM and recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage the Government of Denmark to discuss issues raised in this case with the relevant parties.

C. Developments in cases previously examined by the Joint Committee

Allegation received from the National Tertiary Education Union (NTEU) of Australia

77. The details of the allegation and findings are set out in the reports of the Joint Committee at its Ninth Session (2006) and in its interim report of 2008. At its Tenth Session, the Joint Committee requested the parties to keep the Joint Committee informed of further progress and any difficulties encountered in the case. No further information has been received from either party.

78. The Joint Committee considers this case closed unless further information is supplied by the parties.

Allegation received from Education International and the Ethiopian Teachers' Association (ETA)

79. The details of the allegation are set out in the reports of the Joint Committee's Seventh and Eighth Sessions (2000, 2003) and subsequent interim reports. In its interim report of 2008, the Joint Committee considered it necessary to suspend any further consideration of the allegations until further information was received. At its Tenth Session, the Joint Committee once again requested UNESCO to communicate to the Joint Committee the outcomes of actions by its Director-General to use her good offices to improve communications between the Government and teachers' organizations, and requested the parties in the allegation to provide further information to the Joint Committee. No further information has been forthcoming from the parties in this case.

80. As no further information has been received on this case, the Joint Committee considers this case closed.

Allegation received from the All Japan Teachers' and Staff Union (ZENKYO)

81. The details of this allegation and findings are set out in the reports of the Joint Committee at its Eighth and Ninth Sessions (2003, 2006) and in its interim reports of 2005, 2008 and 2011. The 2011 interim report noted that the Government of Japan had presented proposals to implement fundamental changes in employment relations in the public sector in the form of a bill on labour relations for public employees and related bills on the union/management relations system that would allow public employees at national level to conclude collective agreements, establish a new national public employees office, examine the rights of national public employees in regard to dispute resolution mechanisms, and consider local public employee labour relations in terms of compliance with a new national system. The Joint Committee considered that reforms along these lines held promise for a more effective social dialogue climate in relation to the provisions of the 1966 Recommendation, and therefore resolution of the other issues initially raised in this case.

82. The Joint Committee in its 2011 interim report requested the Government and the relevant trade unions to keep the Committee informed of further developments. No further information was received.

Recommendation

83. The Joint Committee considers that there is progress in resolving this case. It recommends to the Governing Body of the ILO and the Executive Board of UNESCO to request both parties to keep it informed of further developments to allow for monitoring of the situation.

D. Promotional activities

84. The Joint Committee noted and commended a wide range of activities undertaken by UNESCO and the ILO to promote greater knowledge and use of the two Recommendations, including those undertaken by CEART members. It specifically noted the publication of the ILO *Handbook of good human resource practices in the teaching profession*, the Global Dialogue Forum on Conditions of Personnel in Early Childhood Education, and the Global Dialogue Forum on Vocational Training and Education. It also noted the celebration of World Teachers' Day, the UNESCO *Users' Guide* to the two Recommendations, UNESCO training workshops on the Recommendations, and the UNESCO *Methodological Guide for the Analysis of Teacher Issues*.
85. In the ensuing discussion, the Joint Committee discussed the need to set criteria for good practices in the teaching profession. This would facilitate decisions about which practices to include in such publications as the Handbook. There was also a call to the ILO and UNESCO to direct more attention to developments in the Asian region, including such issues as working conditions in private education establishments, which were often very poor in Asia, as well as social dialogue in the context of austerity measures.
86. The Joint Committee also stressed the need for more official translations of the Recommendations. It noted with satisfaction that UNESCO had engaged more with its regional bureaus on promoting the Recommendations and for gathering information.

E. Working methods of the Joint Committee

87. The Joint Committee reviewed its internal working methods and found that the working group approach, which it has used since its Ninth Session, had worked well. The Committee agreed that guidance issued on shorter and more specific reports on trends and recommendations had sharpened the working group outputs. The Joint Committee requested earlier constitution of working groups and receipt of documents to allow for advance preparation; better consultations with representatives from higher education during the informal session; more advanced draft recommendations to be discussed by the groups; more time for plenary sessions; more visibility for the Joint Committee report; and more frequent inter-sessional consultation between experts on developments in teaching.

F. Draft agenda of the 12th Session of the Joint Committee

88. The Joint Committee adopted the draft agenda for its 12th Session in 2015 (see Appendix IV).

G. General conclusions

89. In conclusion, the Joint Committee wishes to call the attention of the ILO and UNESCO to two overriding themes that dominated its discussions: the deprofessionalization of teaching and the effects of the current recession on education personnel. No papers were presented

on the first topic, and a general treatment of the recession provided information on the second. However, the impact of reduced levels of economic growth and cuts in public expenditures permeated the Joint Committee's discussions. A brief treatment of the Committee's thoughts may guide the work of the two organizations in the future.

- 90.** Perhaps the most fundamental principle of the 1966 and 1997 Recommendations is the recognition of teaching as a profession. Paragraphs 6 of both Recommendations state that teaching should be regarded as a profession. The respective paragraphs then list the major characteristics of a profession. It is a form of public service which is based on expert knowledge and specialized skills. These attributes are acquired by rigorous and continuing study. In addition, professionals accept personal and social responsibility for the education and welfare of their pupils.
- 91.** The Recommendations anticipate that professionalism will be strengthened and enhanced by the application of more demanding standards for entry into teaching and efforts by teachers and education authorities to improve their knowledge and skills.
- 92.** During its 11th Session, the Joint Committee noted with dismay that education authorities in all regions of the world are hiring teachers with few, if any, professional and educational qualifications. Major private funding organizations advocate the use of enthusiastic but unskilled personnel as a means to improve education. Less developed countries place untrained teachers into difficult school settings. An increasing proportion of education at all levels is delivered by schools motivated by profits, not service. Evaluation systems are often established without regard to the basic requirements of the profession.
- 93.** Studies prepared by the ILO and UNESCO, presentations from interested organizations to the Joint Committee, and the experiences of the experts themselves, confirmed the breadth and depth of these trends.
- 94.** The current recession influenced the Joint Committee's discussions in almost every session. Members of the Committee were gratified at the efforts of governments, in all regions and at all levels of economic development, to secure a prosperous future for their citizens by maintaining support for education. Of course, this was not a universal policy, but it was a strong trend, beginning to be undermined by the austerity measures since 2010. In many ways these are exciting times for education. The Secretary-General of the United Nations has launched an initiative on education, "Education First". New technology is changing the ways that teaching and learning are conducted. Education is no longer confined to the young. The expansion of human knowledge has increased the educational requirements for many occupations. More women are gaining an education than at any other time in history.
- 95.** Despite the economic difficulties most of the world faces, it is imperative that the momentum of enhancing educational opportunities for our children and our citizens not be sacrificed to the demands generated by the slowing of economic growth in all regions of the world.
- 96.** The Joint Committee calls the attention of the ILO and UNESCO to these developments that undermine the professional status of teachers and the quality of education.
- 97.** The Joint Committee considers itself fortunate to be able to contribute to the improvement of education.

Appendix I

Composition of the working groups

Teacher education: Mr Cornu, Ms Høstmark Tarrou, Ms Moghaizel-Nasr, Mr Tchitchi, Ms Avalos, Ms Helu-Thaman, Mr Katsuno, Ms Mirza, Mr Ryabov

Allegations: Ms Chisholm, Mr Thompson

Violence and insecurity: Ms Avalos, Ms Høstmark Tarrou, Ms Mirza, Mr Tchitchi

Impact of economic recession: Ms Chisholm, Mr Katsuno, Mr Thompson

Academic freedom and institutional autonomy: Mr Cornu, Ms Helu-Thaman, Ms Moghaizel-Nasr, Mr Ryabov

Social dialogue: Mr Cornu, Ms Høstmark Tarrou, Mr Katsuno, Mr Thompson

University staff teaching qualifications and entry into the profession: Ms Helu-Thaman, Ms Mirza, Ms Moghaizel-Nasr, Mr Ryabov

Teacher shortages and Education for All: Ms Avalos, Ms Chisholm, Mr Tchitchi

Appendix II

Information sources for the 11th Session

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Appendix III

Secretariat of the Joint Committee

International Labour Organization (ILO)

Ms Alette van Leur
Director
Sectoral Activities Department

Mr Oliver Liang
Education Sector Specialist
Sectoral Activities Department

Mr Carlos Carrion-Crespo
Public Service and Utilities Sectors Specialist
Sectoral Activities Department

Mr John Myers
Private and Public Services Team Leader
Sectoral Activities Department

Ms Christiane Wiskow
Health Services Sector Specialist
Sectoral Activities Department

Mr Michael Axmann
Skills Development Systems Specialist
Skills and Employability Department

Mr Daniel Vaughan-Whitehead
Senior Wages Specialist
Conditions of Work and Employment Branch

Ms Angelika Muller
Labour Law Officer
Industrial and Employment Relations Department

Mr Luc Demaret
Senior Specialist in Workers' Activities
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Ms May Mi Than Tun
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Ms Vicky Hinch-Majuva
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Ms Isabelle Delsaux
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***United Nations Educational, Scientific
and Cultural Organization (UNESCO)***

Mr Francesc Pedró
Chief
Section for Teacher Development and Education Policies

Mr Lucio Sia
Programme Specialist
Section for Teacher Development and Education Policies

Appendix IV

Draft Agenda of the 12th Session of the Joint Committee (Paris, 2015)

1. Election of Officers and adoption of the agenda
2. Progress made in promotion and use of the 1966 and 1997 Recommendations
 - (a) Review of progress on previous CEART recommendations
 - (b) Review of ILO and UNESCO joint or separate activities to promote the two Recommendations
 - (c) Methodology and procedures of the Joint Committee
3. Consideration of allegations received from teachers' organizations
 - (a) Allegations received since the 11th Session
 - (b) Allegations considered at the 11th Session
4. Monitoring of the application of the ILO–UNESCO Recommendation concerning the Status of Teachers, 1966
 - (a) Professionalization of early childhood teaching
5. Monitoring of the application of the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel, 1997
 - (a) Maintaining professionalization of teaching in higher education: From entry into the profession to lifelong professional development
 - (b) Quality of teaching in the context of increasing non-public providers of higher education
6. Major themes relating to the 1966 Recommendation, the 1997 Recommendation, or both
 - (a) The impact of the digital age on the teaching profession
 - (b) Changing employment relationships in the teaching profession
 - (c) Quality of teaching performance: development and evaluation
7. Draft agenda for the 13th Session
8. Other questions