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and Cultural Organization

**Joint ILO/UNESCO Committee of Experts
on the Application of the Recommendation
concerning the Status of Teachers**

Seventh Session,
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Report



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Summary

The nature of the report

This report summarizes the analysis of major issues affecting the current status of teaching personnel worldwide 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 or CEART. The Joint Committee is composed of 12 independent experts – six appointed by the ILO and six appointed by UNESCO – and it meets every three years to study the application of the two international standards specific to teachers: the Joint ILO/UNESCO Recommendation concerning the Status of Teachers, 1966, and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel, 1997. It then makes 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.

The experts' report covers issues such as current conditions of the initial preparation, further education and recruitment of teachers, their conditions of employment and work, and the extent of teachers' participation in decision-making processes of public and private educational authorities which affect teaching and learning. The picture which the report provides is of the degree of observance or non-observance by governments and other educational authorities of the provisions of the two international standards on teachers to their own education and training systems.

Sources of information

A complete list of sources upon which the Joint Committee based its analysis is found in Annex 1. The two principal ones were the UNESCO *World Education Report 1998: Teachers and teaching in a changing world*, and the ILO report *Lifelong learning in the twenty-first century: The changing roles of educational personnel*. An additional source of information was an informal session during the CEART meeting with representatives from three international teachers' organizations, an international employers' organization, and the United Nations Special Rapporteur for the Right to Education. These representatives gave their views on various aspects of current conditions of teachers – pre-primary through tertiary – worldwide.

Key issues

The Joint Committee's main preoccupations were with teacher education, employment and careers, and social dialogue in education. Within these themes, the Joint Committee has paid special attention to the impact of HIV/AIDS on teachers and on educational systems (paragraphs 64a, 87-88, 92-93), the challenges of lifelong learning and new information and communications technologies for the teaching profession (paragraphs 94-105), and the status of higher education

teaching personnel, particularly regarding academic freedom and tenure (paragraphs 106-114 and Annex 3).

The report also contains the Joint Committee's analysis of allegations by teachers' associations concerning non-observance of the Recommendation's provisions by governments. Four such allegations received by the Joint Committee are summarized, as is the current status of five allegations treated by the Joint Committee in 1997 (paragraphs 52-58 and Annex 2). Improved methods for treating such cases were discussed, including a fact-finding or "direct contacts" capacity to investigate urgent cases of extreme deviation from the principles of the Recommendations, where other means of obtaining information had been exhausted without success.

Conclusions regarding the current situation

The picture that emerges affords no ground for complacency. As in its 1997 report, the Joint Committee concludes that overall the status of teachers continues to decline in three principal areas covered by the 1966 Recommendation:

- *Employment, careers, and status* (paragraphs 59-75): "There has been a tremendous expansion of education against a background of pauperization of teaching and learning conditions – creating an environment unattractive to potential recruits and to teachers currently in service."
- *Social dialogue in education* (paragraphs 76-82): "... the CEART is left wondering about the extent of the participation by teachers and their organizations. It appears that some public authorities believe that the way to deal with teachers is to exclude them from key decisions, in favour of top-down management styles ..." and "In order to address these issues effectively, social dialogue, which does not appear to be sufficiently utilized, can be a powerful mechanism".
- *Teacher education and training* (paragraphs 83-93): "The [1998 World Education] report noted that there are significant numbers of teachers in the world with less than secondary education." And "The Joint Committee asserts that this function [teacher as role model], remains central in today's world and cannot be replaced by technology."

Recommendations of the Joint Committee to the ILO Governing Body and the UNESCO Executive Board

The Joint Committee recommends specific strategies to the Governing Body of the ILO and the Executive Board of UNESCO in the form of proposed studies, curriculum guidelines, policy guidelines, and public information activities. These strategies are intended to be implemented to help achieve the goals which have been set forth by the following world forums: Dakar World Education Forum (Dakar, April 2000); the ILO Joint Meeting on Lifelong Learning in the Twenty-first Century (Geneva, April 2000); the UNESCO World Conference on Higher

Education (Paris, October 1998); and the UNESCO Second International Conference on Technical and Vocational Education (Seoul, April 1999).

Further, the Joint Committee, cognizant of the limited resources of both organizations, has prioritized its recommendations for action by ILO and UNESCO (paragraphs 124-131). Moreover, it has offered to form CEART working groups to help the secretariats of both organizations in implementing a few of these key actions. The top priorities were as follows:

- The undertaking by UNESCO of a study on **academic freedom**, in cooperation and in tandem with the undertaking by the ILO of a study of **employment structures in higher education with particular reference to conditions of academic tenure** (paragraphs 106-114, 124 and Annex 3, which consists of a draft outline by the CEART on how these studies may be developed over the short and medium term).
- Inclusion by the ILO and UNESCO of information on **prevention of HIV/AIDS** in education and training, in the form of international guidelines and policy advice to member States, including advice that appropriate preventive education be an integral part of *all* teacher education and teacher training curriculum for promotion of the 1966 Recommendation (paragraphs 92-93 and 125).
- The completion of a high profile **study on social dialogue in education**, i.e. on the participation and consultation of teachers and their associations in various types of educational reform, to counter the current widespread lack of knowledge about the very existence of this key element in educational planning and policy reform, and lack of knowledge about the fact that pragmatic international standards for it have already been set forth in the 1966 Recommendation (paragraphs 82 and 126).
- Permanent work on **appropriate quantitative and qualitative teacher indicators**, including a joint UNESCO/ILO working group on the development of **statistics on higher education**, in the context of cooperative work already begun on teacher-indicators at the primary and secondary level by the UNESCO Institute for Statistics and the ILO (paragraphs 49-51 and 127).
- The cooperative preparation by UNESCO and the ILO of **international guiding principles for teacher education**, which, inter alia, would seek to persuade relevant ministries to include reference to key definitions and provisions taken from both Recommendations in teacher education frameworks (paragraphs 34-35, 91 and 128).

Introduction

1. The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers ¹ (CEART) held its Seventh Session in Geneva at the International Labour Office (ILO) headquarters, from 11-15 September 2000.
2. Following the Fourth Special Session of CEART, held in Paris from 15-18 September 1997, the General Conference of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) approved and adopted the Recommendation concerning the Status of Higher-Education Teaching Personnel. ² The mandate of the Joint Committee was extended to include responsibility for monitoring and promoting that Recommendation.
3. In those circumstances it became necessary to modify the agenda of the Joint Committee, proposed at its Fourth Special Session, to include a consideration of its new area of responsibility. Accordingly, a working group of eight of its members was convened on 11 September 2000 to discuss the UNESCO Recommendation, 1997, and identify priority subjects for consideration and discussion.
4. The modified agenda of the Joint Committee covered the following items related to the two Recommendations:
 - (a) review of reports and other sources of information in accordance with the mandate of the Joint Committee to report on the application of the ILO/UNESCO Recommendation, 1966, and the UNESCO Recommendation, 1997;
 - (b) review of the ILO and UNESCO joint or separate activities to promote the application of the ILO/UNESCO Recommendation, 1966, in view of the conclusions set out in the report of the 1994 Ordinary Session of the Joint Committee;
 - (c) review of information supplied by interested international organizations on matters relating directly to the ILO/UNESCO Recommendation, 1966 and the UNESCO Recommendation, 1997;
 - (d) review of progress made in relation to the initiatives regarding improved teacher indicators;
 - (e) consideration of allegations on non-observance of the ILO/UNESCO Recommendation, 1966, received from teachers' organizations since the Fourth Special Session of the Joint Committee, and review of further developments in the allegations examined at that session;

¹ Hereafter, the ILO/UNESCO Recommendation, 1966.

² Hereafter, the UNESCO Recommendation, 1997.

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- (f) consideration of initiatives necessary to discharge the new responsibilities of the Joint Committee in relation to the UNESCO Recommendation, 1997;
- (g) discussion of substantive themes of earlier reports of the Joint Committee concerning both Recommendations and specific developments related to the following issues:
- employment, careers and status of the teaching profession;
 - participation of teachers and teachers' organizations in education reform;
 - education and professional development of teachers;
 - information and communication technologies in education (ICTE) and their implications for teacher training and retraining, methodology, curriculum and education delivery;
 - lifelong learning;
- (h) other matters related to the Joint Committee's mandate, including improvements in its methodology, an assessment of the CEART and a proposed change in its title;
- (i) agenda for its Eighth Session.

5. The present members of the Joint Committee, designated by the Governing Body of the ILO and by UNESCO, with a term of office extending to 31 December 2000, are as follows:

Members appointed by the Governing Body of the ILO

Prof. (Ms.) Anita Ghulam Ali (Pakistan),³ Managing Director, Sindh Government Education Foundation.

Dr. (Ms.) Eddah W. Gachukia (Kenya), member and former Executive-Director, Forum for African Women Educationalists (FAWE).

Dr. (Ms.) Maria Antonia Gallart (Argentina),⁴ Professor, Latin American Faculty of Social Sciences (FLACSO), and Researcher, Centre of Population Studies.

The Hon. Justice L Trevor Olsson (Australia), Puisne Judge, Supreme Court of South Australia, and former President of the Industrial Court of South Australia.

Dr. (Ms.) Anne-Lise Hostmark Tarrou (Norway), Professor of Education and Director of the Centre for Research on Education and Work, Akershus College; Member of the Board, Section for Culture and Society, Norwegian Research

³ Was unable to attend.

⁴ Was unable to attend.

Council; former President and Coordinator, Research Support Group of the Association for Teacher Education in Europe (ATEE).

Dr. Mark Thompson (Canada), William M. Hamilton Professor of Industrial Relations, Industrial Relations Management Division, Faculty of Commerce and Business Administration, University of British Columbia.

Members appointed by the Executive Board of UNESCO

Prof. (Ms.) Maria Eliou (Greece), Professor of Educational Science, University of Athens; former President, a.i., National Pedagogical Institute of Greece; and former Adviser to the Minister of Education.

Ms. Zahia Farsi (Algeria), Trainer, University Institute for Teacher Training (UIFM), Lyon Academy; former Director of Basic and Secondary Education Programme, Ministry of National Education; and Inspector General of Mathematics in Algeria.

Prof. Sega Seck Fall (Senegal), former Director, Graduate Institute for Teacher Training, Cheikh Anta Diop University of Dakar, and former Chairperson of the Committee on Teachers' Questions, National Commission on the Reform of Education and Training.

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

Dr. Earle H. Newton (Barbados), Professor and Director, Education Evaluation Centre, University of the West Indies, Cave Hill, and former Dean, Faculty of Education, University of the West Indies, Cave Hill.

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

6. The Committee designated the following officers:

Chairperson: Prof. Sega Seck Fall

Vice-Chairperson: Dr. (Ms.) Anne-Lise Hostmark Tarrou

Reporters: Dr. Earle H. Newton
The Hon. Justice L. Trevor Olsson
Dr. Mark Thompson

7. In addition to the presence, at the closing of the session, of Mr. Jacques Hallak, Assistant Director-General, a.i. of the Education sector of UNESCO, the secretariat of the Meeting was composed of the *following ILO and UNESCO officials*: Mr. Oscar de Vries Reilingh, Director, Sectoral Activities Department (SECTOR), Ms. Cleopatra Doumbia-Henry, Deputy-Director (SECTOR); Mr. Bill Ratteree, Ms. Gabriele Ullrich and Ms. Victoria Majuva (SECTOR); Ms. Susan Maybud and Ms. Catherine Deléat, Multisectoral Support Unit; Mr. Coen Damen, Bureau for

Workers' Activities; and Mr. José Hernandez-Pulido, Application of Standards Branch. Participating as resource persons for the *ILO* were: Mr. Eivind Hoffmann, Bureau for Statistics; Ms. Shauna Olney, Freedom of Association Branch; Mr. Duncan Campbell, World Employment Report Team; and Ms. Urmila Sarkar and Ms. Anita Amorin, International Programme on the Elimination of Child Labour (IPEC); *UNESCO*: Ms. Ibtissam Al-Bassam, Director, Section for Teacher Education, Division of Higher Education; Mr. Richard Halperin, Chief, Unit of Teacher Policy, Section of Teacher Education; Ms. Marie-Rose Grosjean of the Section for Teacher Education; Mr. John Donaldson, Senior Legal Officer; and Mr. Albert Motivans, Consultant, UNESCO Institute of Statistics.

8. On behalf of the Director-General of the ILO, Mr. de Vries Reilingh welcomed the members of the Joint Committee. He observed that the session followed yet another intensive period of activities organized by the ILO and UNESCO on education and teachers. Important meetings related to the mandate of the Joint Committee had been held during this period. The ILO had convened the Joint Meeting on Lifelong Learning in the Twenty-first Century: The Changing Roles of Educational Personnel (Geneva, April 2000). The meeting adopted a strong set of conclusions and a resolution which help define forward-looking approaches to one of the key policy questions facing societies: how to construct quality, lifelong learning for all people, with the role of educational personnel, specifically teachers, information and communications technology in education (ICTE), and open and distance learning, at the centre of the debates. UNESCO had convened the World Forum on Education for All (Dakar, April 2000). The Dakar Framework for Action: Education for All: Meeting our collective commitments, includes a commitment to improve the "status, morale and professionalism of teachers". The ILO contributed to the Dakar meeting, emphasizing the close relationship between education and the elimination of child labour. In 1998 and 1999, UNESCO also convened world conferences on higher education and vocational education and training, in both of which the ILO participated actively. The adoption of the Recommendation concerning the Status of Higher Education Teaching Personnel by the UNESCO General Conference in 1997, following many years of close cooperation between the ILO and UNESCO, marked a watershed in international policy for higher education staff. It also presented a new challenge for the Joint Committee's work by the extension of its mandate to include monitoring and promotion of this new instrument. The revised mandate of the CEART anticipates the increasing importance of the partnership strategy that was adopted in 1994. For the first time, an information session based on dialogue with the principal international teachers' organizations and selected international organizations with a large stake in education would form part of the session, a further sign of innovative practices by CEART. The ILO was doubly pleased at this innovation in view of its four strategic objectives for decent work, namely the promotion of rights at work, employment, social protection and social dialogue. Social dialogue is both an objective in itself and a means to achieve the other three strategic objectives. It was hoped that the extensive documentation before the session would be sufficient to enable a sound analysis of present trends and future directions in policies for the teaching profession. High expectations were placed in the Joint Committee's work by the ILO, UNESCO, and their constituents in member States, and he wished the members a successful session.

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9. Ms. Al-Bassam welcomed the members of the Joint Committee on behalf of the Director-General of UNESCO. She referred to the restructuring process within UNESCO to enable it to respond more effectively to the needs, the changes and the challenges of the twenty-first century. The quality of education depends on quality teachers, hence the need to promote the status of teachers at all levels. She praised the excellent collaboration between the ILO and UNESCO on promoting the ILO/UNESCO Recommendation, 1966, and the UNESCO Recommendation, 1997. The intellectual richness of the Joint Committee and the valuable and varied experiences and expertise of its members constituted a valuable resource. There was a need to use this rich resource effectively and efficiently, especially because other available resources for implementation of the Joint Committee's work are severely limited.
 10. Furthermore, on behalf of UNESCO, Mr. Halperin suggested, as a framework for the Seventh Session, that the Joint Committee ask itself a series of questions based upon a zero-based management perspective vis-à-vis the entire United Nations system. The questions were: Why is there still a world need for the United Nations? In turn, why is there still a world need for UNESCO, ILO and the other UN bodies? Finally, why is there still a world need for international Conventions, Recommendations and Declarations and mechanisms to monitor their application? He suggested that, in this context, the Joint Committee identify the most crucial elements of their own mechanism, and the most crucial provisions of the two Recommendations which they monitor. Finally, he suggested that the Joint Committee, as a desired outcome of the Seventh Session, recommend to both UNESCO and the ILO only a few specific strategies on how key provisions of the two Recommendations could be used to assist both their organizations in helping member States meet their commitment for follow-up to the Dakar Forum on Education for All, the Seoul Second International Congress on Technical and Vocational Education, the World Conference on Higher Education and the ILO Joint Meeting on Lifelong Learning in the Twenty-first Century: The Changing Roles of Educational Personnel.
 11. In the report of its Fourth Special Session, in 1997, the Joint Committee reviewed a variety of materials which focused on the topics of employment, career opportunities and retention of teachers; participation, consultation and collective bargaining in the teaching profession; and education of teachers. The report advanced a series of proposals for future action by the ILO and UNESCO, noting that there were likely to be continuing resource implications which would necessarily restrict the nature and number of initiatives that could realistically be undertaken. It suggested a number of steps which, it felt, ought to be taken. These were discussed under separate headings of the agenda.
 12. The expanded mandate of the Joint Committee has required it, on this occasion, to expend a considerable amount of the available time in reviewing the terms of the UNESCO Recommendation, 1997, identifying priority issues arising from it and formulating proposed strategies for addressing those issues. Its conclusions are reflected in the recommendations for action which are set out in this report.
 13. Continuing resource restrictions within the ILO and UNESCO have not permitted the Joint Committee to pursue certain topics identified in its last report through case studies and data collection contemplated by its most recently revised working

methods. It has had to rely on a limited range of materials and summaries provided to it by the joint secretariat in relation to both major areas of its mandate. These have, however, been of considerable assistance. The materials in question are set out in Annex 1 to this report.

Progress of initiatives to monitor, promote and apply the ILO/UNESCO Recommendation, 1966, and the UNESCO Recommendation, 1997

High-profile thematic reports

14. In the report of its Fourth Special Session the Joint Committee expressed the view that there was a need to concentrate on the preparation of a high-profile thematic report on the status of teachers, which could follow on, as a joint ILO/UNESCO project, from the *World Education Report*. It suggested that a first report ought to focus on forward-looking procedures and structures to encourage participation of teachers and teachers' organizations in educational reform decisions. Participation may include consultation, negotiation and collective bargaining at all levels of educational systems.
15. The Joint Committee noted that, due to resource restrictions, it was not possible to pursue this proposed initiative. It has been informed that some preliminary research and identification of case studies has been carried out for use in such a report and that relevant material dealing with participation by educational personnel in decision-making is contained in *Lifelong learning in the twenty-first century: The changing roles of educational personnel* (ILO, 2000). The Joint Committee identified two other subjects considered to be of crucial importance for further work at its 1997 session: initial and continual education and qualifications of teachers; and stress and burn-out in the teaching profession. The ILO report to the April 2000 lifelong learning meeting contained an analysis of requirements for initial and continual training and professional development of teachers in line with changed roles and responsibilities for lifelong learning. On the second subject, the Joint Committee has been informed that, as follow-up to a conclusion of the ILO's April 2000 meeting at which it was decided to undertake research on health and safety at school, continuation of work on stress and burn-out has been proposed as part of a multi-sectoral approach to violence at work in cooperation with the ILO's SafeWork programme. This work is in line with new ILO strategic objectives to focus on the theme of decent work, and should bear in mind the Joint Committee's recommendations on methodological approaches arising from the 1997 survey of this issue.

Activities to promote the Recommendations

16. The Joint Committee had before it detailed reports of an extensive range of activities carried out by the ILO and UNESCO which related to the two Recommendations. These included preparation of reports and working papers on topics such as lifelong learning, recruitment and retention of teachers and feminization of the teaching profession. The Joint Committee observed that the two major reports: *World Education Report: Teachers and teaching in a changing*

world (1998) and *Lifelong learning in the twenty-first century: The changing roles of educational personnel*, both contain significant references to the ILO/UNESCO Recommendation, 1966, and CEART and its work. It considered that these references constituted significant steps in promoting knowledge of the Recommendation and its contents. It expressed the hope that this type of strategy would be continued in the future.

17. It was noted that a joint ILO/UNESCO Symposium on the Status of Teachers in the Arab States was held in Amman, Jordan in October 1997, and a Pacific Regional Seminar on the Status of Teachers was held in Nadi, Fiji between 30 September and 2 October 1998.
18. Additional promotional activities related to partnership-building and communications strategy included involvement of the ILO in the organization of a national seminar on the status of higher education personnel in Brasov, Romania in November 1997, the maintenance of ongoing dialogue with various partners in the field of education and training (notably international teachers' organizations, intergovernmental organizations and other agencies having an interest in educational issues) and the participation of individual CEART members in a variety of regional conferences, seminars and workshops.
19. The Joint Committee stressed the importance of its members' involvement in such activities, which created excellent, low-cost opportunities for promotion of the Recommendations and the discharge of its mandate. Involvement of this type ought to be encouraged in the future.
20. Each year since 1997 the ILO and UNESCO have cooperated in promoting the celebration of World Teachers' Day on 5 October. This is to continue in 2000. A joint message signed by the heads of agencies of UNESCO, ILO, UNDP and UNICEF was to be published on 5 October 2000, promoting the theme "World Teachers' Day 2000: Expanding Horizons". The Joint Committee authorized its Chairperson to prepare a message on its behalf to celebrate the occasion (see Annex 4).
21. The Joint Committee also noted that between 12 June and 14 July 2000, the Sectoral Activities Department of the ILO conducted a virtual (electronic) conference by Internet on the theme "Lifelong learning: Education, teachers and technology". This was open to any interested participants. More than 600 visits to the site from many regions of the world were recorded, with more than 40 registered participants making contributions.
22. The Joint Committee regards this activity as an important new initiative which ought to be evaluated for future development and use in order to realize CEART objectives. It suggests that consideration be given to the possibility of preparing a future virtual conference on an appropriate theme, as a "closed" conference limited to CEART and selected participants. Such a strategy, whose cost should be quite modest, would do much to overcome the limitations arising from the fact that CEART only meets once in each period of three years.
23. One issue which ought to be addressed is the provision of computer access to proposed participants in such exercises when this is not otherwise readily available.

Revision of “The Status of Teachers 1984”

24. At its 1997 meeting, the Joint Committee noted that work had commenced on the redrafting of the above publication. It recommended that this be continued as a high priority task, together with a flyer drawing attention to the purpose of the Recommendation and its general provisions – to be produced and widely circulated in a range of languages. It reaffirmed that the revision of the commentaries on *The Status of Teachers* (see also paragraph 118) should take account of the principles of plain language.
25. The Joint Committee noted with disappointment that, although some work has been done on this project, much still remains to be completed. It stressed the importance of completing this project at a reasonably early date, because input obtained by CEART from the international teachers’ organizations indicates that there is an urgent need for the material as a practical means of disseminating information concerning the ILO/UNESCO Recommendations. It urged that, upon publication, budgetary provision be made for the widespread distribution of the revised booklet to national teachers’ and employers’ associations in all regions. It also suggested that there be full consultation with teachers and employers’ associations during the drafting process.
26. The Joint Committee was informed that the proposed flyer on the 1966 Recommendation had been finalized in draft form by UNESCO in cooperation with the ILO and would be published by the close of 2000.

Creation of a worldwide website on the Internet

27. The Joint Committee noted that the development of extensive websites by both the ILO and UNESCO now provide a most useful and important venue for the promotion of both the ILO/UNESCO Recommendation, 1996, and the UNESCO Recommendation, 1997, and the concepts expressed in them. During the course of its meeting, it viewed a new website dealing with CEART, its mandate, and relevant activities and reports, which was developed by the ILO as part of the sectoral activities programme of the ILO website. It commended that development as an important future tool in carrying out its role.

Consultations with international organizations on matters relating directly to the Recommendations

28. During its meeting the Joint Committee invited representatives of international teachers’ organizations (EI, WCT and WFTU), an international organization of employers (IOE) and the UN Special Rapporteur for the Right to Education to attend one of its sittings for an exchange of information and views as to issues arising in relation to the two Recommendations.
29. The Joint Committee wishes to record its appreciation of the ready acceptance of its invitations and the willingness of all who attended to participate in what proved to be a most informative and fruitful discussion. It wishes to continue this type of

interaction in the future and to encourage the organizations in question to forward to it written submissions on topics germane to its agendas.

30. Due to space constraints it is not practical in this report to attempt a detailed review of the discussions held. Nevertheless, the information provided to CEART on this occasion constituted an important supplement to the other material before the Joint Committee and is reflected in the findings of this report.
31. The Joint Committee is most grateful for the willingness of the organizations to engage in ongoing dialogue with its joint secretariat concerning possible assistance to CEART in the conduct of future working group activities, to which reference will hereafter be made.
32. The Joint Committee was briefed by the UN Special Rapporteur for the Right to Education as to the types of assistance which she could render in relation to the consideration of allegations of serious breaches of human rights of teachers, some of which were also within the mandate of CEART. It agreed that this assistance ought to be sought in appropriate cases requiring urgent action.

Future activities to promote the Recommendations

33. The Joint Committee was briefed by the joint secretariat on the feasibility of potential strategies to promote the Recommendations in the short and medium term. Several specific initiatives were discussed at some length. The conclusions of the Joint Committee are as follows:

Development of guiding principles

34. The Joint Committee agrees that the UNESCO proposal to develop guiding principles on the planning of teacher education programmes for use by member States (paragraph 91 of this report) has considerable merit. The proposal is to prepare guidelines as a service for member States engaged in difficult restructuring of their teacher recruitment and teacher education systems. A fundamental thrust of such an exercise would be to seek to persuade relevant ministries to include reference to key definitions and provisions taken from both Recommendations in teacher education curriculum frameworks. These would include reference to teachers' rights, responsibilities and participation in decision-making – thereby incorporating knowledge and implementation of the normative provisions.
35. However, the Joint Committee stressed that it is important that such a project be undertaken as a collaborative exercise with the ILO and that input be procured from the social partners which are constituent members of it, particularly the international organizations of teachers.

Other proposals

36. In its 1997 report the Joint Committee made reference to a series of 16 case studies commissioned by UNESCO on initial and continuing education of teachers. It notes that UNESCO is currently formulating terms of reference for a number of in-

depth case studies on contemporary teacher education issues, in relation to which reference will be made to the earlier studies. The focus of the studies will be on how teacher education is carried out in specific States, to see how impediments to the implementation of the strategies referred to in the Dakar Framework of Action and *World Education Report 1998* can be removed.

37. The Joint Committee considers that it is important that any consideration of issues related to teacher education include status of teacher aspects and a consideration of the particular efficacy of information and communication technology approaches in teacher education. To the extent that any further case studies focus on subregions in which individual members of CEART are located, such members would welcome an opportunity to be involved in them.
38. In the medium term it is further proposed that UNESCO develop a CD-ROM on which could be recorded all of the guidelines and documents referred to above, as well as past CEART reports, relevant research, examples of good practice in implementing the Recommendations and other useful materials. The Joint Committee believes that such a project, carried out in collaboration with the ILO, its social partners and other international agencies, would be of great value in promoting the normative provisions.

Initiatives regarding improved teacher indicators

39. In its 1997 report the Joint Committee recorded its continuing concern with the dearth of comprehensive and reliable statistical data available for the purpose of examining the effectiveness of the ILO/UNESCO Recommendation, 1966, and the levels of adherence to its provisions. At that time it reviewed a report on the question prepared by a consultant jointly commissioned by the ILO and UNESCO. The Joint Committee recommended that the proposals for action contained in the report should be adopted.
40. A review of the material placed before the Joint Committee, including presentations by ILO and UNESCO statistical experts, indicated that, whilst steps are currently being taken to address the problems, there has actually been a deterioration in collection of statistics, mainly due to limitations in the capacity of national statistical offices to provide data. The ILO and UNESCO should take positive steps to indicate to their members the importance of maintaining and supplying relevant statistics in a timely manner, and offer them advice and assistance as to how this might best be done. The Joint Committee suggested that recourse be had, where necessary, both to regional offices of the ILO and UNESCO, and to members of CEART, in order to stimulate the appropriate data provision.
41. The Joint Committee commended the collaborative steps which are presently being taken by the ILO and UNESCO to improve data collection and procure statistics that are meaningful and useful.
42. It noted efforts by the ILO to initiate a long-term process to compile indicators in the education sector related to remuneration, hours of work and safety and health.

These include some indicators requested by CEART. The Joint Committee urged a continuation of this work, which will ultimately provide an important tool for the discharge of its mandate.

43. Moreover, the ILO tabled a report by a consultant on the statistical profile of the teaching force⁵ in response to the requests made by the Joint Committee at its 1997 meeting. Whilst the Joint Committee had not had an opportunity of conducting a detailed review of the report, it was readily apparent that the study was a valuable resource work, especially in its excellent analysis. The Joint Committee recommended that the report be reviewed by the joint secretariat, and subject to their consideration, it ought to be published jointly by the ILO and UNESCO and widely disseminated to all interested organizations.
44. The Joint Committee noted from the report that some practical difficulties arose in procuring reasonably comparable statistics on class size because of a lack of satisfactory methods to reflect differences in class room organization. It recognizes the problem, and suggests that it could, in part, be overcome by conducting some specific case studies focused on that aspect.
45. It was reported to the Joint Committee that the recently established UNESCO Institute for Statistics (UIS) is currently developing processes whereby requirements for educational data can be identified. This includes the conduct of a new survey of member States in 2000 (*Survey 2000*), to collect basic statistics for the calculation of education indicators. *Survey 2000* will essentially be restricted to areas such as:
 - number of teaching staff in public and private educational institutions, by certain classifications;
 - number of full-time equivalent teaching staff in public and in private educational institutions;
 - number of teachers having had a teacher training programme in such institutions by certain classifications; and
 - selected details concerning salaries and pay scales.
46. The Joint Committee noted that consideration is to be given to future collection of data concerning further educational opportunities, hours of work, class size and availability of teaching materials, although no firm decision has yet been taken as to the extent of future activity. The Joint Committee confirmed that these are all important areas of consideration. Meaningful and useful statistical profiles cannot be derived from the restricted range of data to be encompassed by *Survey 2000*.
47. By way of illustration the Joint Committee pointed to the type of statistical data and its mode of presentation set out in the table found at page 55 of the *WER*. This

⁵ Maria Teresa Siniscalco: *Statistical profile of the teaching force and service conditions* (draft report, ILO, 2000).

portrayed comparative education indicators of great significance, extending to types of data well beyond that contemplated in *Survey 2000*.

48. Whilst the Joint Committee appreciated that there are practical limitations on the range of data which can routinely be collected with success, it emphasized the need for periodic special surveys, in targeted regional or subregional areas, which would give a comprehensive and relevant profile of teachers.
49. The Joint Committee accordingly suggested that:
- (a) there should be a standing agenda item on teacher indicators for each of its future meetings;
 - (b) this should envisage the provision of data summaries from any statistical reports published by UIS or the ILO which may have relevance to the CEART mandate; and
 - (c) there ought to be discussion between the secretariat and the Rapporteurs of the Joint Committee, prior to each meeting, as to what statistical data requirements may arise in relation to proposed agendas. There may, for example, be special requirements from time to time on a regional basis.
50. The Joint Committee noted with concern that there did not seem to be any project presently under development for the coordinated collection of statistical data related to the higher education sector. It strongly made the point that, if there is to be an effective follow-up of the Dakar Framework for Action and the ILO Meeting on Lifelong Learning in the Twenty-first Century: The Changing Roles of Educational Personnel, as well as the impact of proposed strategies on teacher training and qualifications, it would be essential to develop appropriate quantitative and qualitative indicators. Moreover, it seemed axiomatic that any international entity which needs to be able to rapidly review and assess the status of higher education teaching personnel as a basis for decision-making must have this type of data. Without it, CEART would be hampered in discharging its mandate. Needs will arise at both international and regional levels.
51. Therefore, the Joint Committee asked that the ILO and UNESCO establish a joint working group which, in consultation with all potential stakeholders and CEART, could identify needs for statistical indicators in the higher education sector.

Allegations

Allegations received from teachers' organizations on non-observance of the ILO/UNESCO Recommendation, 1966

52. Seventeen communications were received from teachers' organizations since the last session relating to the application of the ILO/UNESCO Recommendation. Of those, four were properly receivable, in whole or in part, according to the criteria and procedures of the Joint Committee. Thirteen were deemed to be non-receivable according to these criteria and procedures.

Receivable allegations

53. The four new allegations received since 1997 raise a wide spectrum of issues in terms of the ILO/UNESCO Recommendation, including transition from teacher training to employment, entry into employment and careers of teachers (Bolivia), discrimination, remuneration issues and lack of medical coverage (Burundi), salary, maternity leave and other employment conditions of part-time workers (Japan), and salary and living conditions of teachers and professors (Federal Republic of Yugoslavia). In most cases, teachers' organizations also complained of a failure by governments to consult or negotiate with them in accordance with the rights and responsibilities provisions of the ILO/UNESCO Recommendation, 1966.
54. The allegations were carefully examined by the Joint Committee, whose summary of the substance of the allegations, as well as the Joint Committee's findings and recommendations to the competent bodies of the ILO and UNESCO, are set out in Annex 2 to this report.

Review of further developments in allegations previously received by the Joint Committee

55. The Joint Committee had requested information from the governments and teachers' organizations on further developments in respect of five allegations examined at the Fourth Special Session in 1997 (Albania, Czech Republic, Ethiopia, Senegal and the Federal Republic of Yugoslavia). The information received in respect of four of the countries was examined and the Joint Committee's analysis, findings and recommendations to the competent bodies of the ILO and UNESCO are set out in Annex 2 to this report.

Methodology for allegations

56. At its Fourth Special Session in 1997, the CEART recommended that a new procedure be established for the examination and processing of allegations. If a draft report on an allegation was prepared more than one year prior to the next scheduled meeting of the Joint Committee, a CEART working party would be authorized to transmit the report, as the report of the Joint Committee, for consideration by the Governing Body of the ILO and the Executive Board of UNESCO, provided that the Joint Committee had approved the report. Subsequently, both the Governing Body of the ILO and the UNESCO Executive approved an amendment to the CEART mandate to incorporate the recommendation. The Joint Committee discussed the operation of the expedited process and noted a definite improvement in the speed with which reports of allegations were transmitted to the governing bodies of the ILO and UNESCO. However, more improvements were still necessary. The Joint Committee noted that the process for addressing allegations is inherently complex and urged the secretariats to initiate action and carry out internal consultations with minimum delay. Consequently, it suggested that at each step of the approval process the secretariats establish reasonable deadlines for replies by interested parties and members of the Joint Committee. In the case of CEART members, a lack of response by the established deadline would signify agreement with the draft report.

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57. Several allegations from teachers' organizations raised the issue of the meaning of "national" in paragraph 15 of the CEART mandate. Allegations had been received from organizations that have a limited scope of membership in a member State. The UNESCO Legal Adviser stated that UNESCO had no relevant precedent for receiving allegations from organizations that were not nationwide in scope. On the other hand, the ILO practice is to receive complaints from any formally constituted labour organization. The word "national" is used to distinguish organizations with members in a single member State from international organizations with members in more than one member State. The Joint Committee acknowledged that receiving allegations from local or regional organizations, i.e. with members in only one location or region of a member State, might increase the volume of work under this part of the CEART mandate. Nonetheless, it decided to follow the ILO procedures.
58. It was suggested by the ILO that the Joint Committee might further enhance the effectiveness of its methodology for dealing with allegations by appointing a member in a fact-finding or "direct contacts" capacity to investigate the circumstances of an allegation. The Joint Committee agreed that a direct contact would be an unusual event, but would be a useful addition to its methodology. The procedure would be invoked only in urgent cases of extreme deviation from the principles of the Recommendations and when other means of obtaining information on an allegation had been exhausted without success.

Employment, careers and status of the teaching profession

59. In its 1997 report the Joint Committee reiterated the fundamental truism, to which it had earlier referred, that the status of teachers and the status of education are so intertwined that whatever produces changes in the one will normally produce changes in the same direction in the other. It expressed concern that a fairly constant theme in the materials before it was that morale in the teaching profession was low; and that, in many countries, there had been an actual decline in the status of teachers over time.
60. The Joint Committee identified a series of causal factors which had tended to bring about such a result. These included aspects such as:
- (a) adverse effects resulting from processes of economic rationalization and structural adjustment measures;
 - (b) relatively poor teacher remuneration, particularly in developing countries;
 - (c) adverse community perceptions as to the quality and relevance of educational outcomes being delivered;
 - (d) collective disputes between teachers and employing authorities concerning pay, employment conditions and school resources;
 - (e) a continuing high level of feminization of the teaching profession, without corresponding equality of opportunity in promotions; and

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- (f) an apparent lack of effective consultation and cooperation among employing authorities and with teachers' representatives to establish proper educational policies and provide resources to implement them.
- 61.** The Joint Committee proposed a series of strategies directed towards the attainment of broad objectives to:
- (a) attract a sufficient number of able and motivated young people to the profession on a continual basis;
 - (b) facilitate the development of long-term career structures for teachers;
 - (c) improve the motivation, professional competence and general professionalism of teachers currently in service, by implementing proper processes of continuing professional training and diversified career structures;
 - (d) review salaries and basic conditions of employment of teachers; and
 - (e) give teachers incentives in order to enhance their self-esteem and their social image.
- 62.** It was therefore timely that the Joint Committee review the material before it, both to ascertain what progress may have been made in achieving those objectives and also to assess how matters currently stand in relation to the employment, careers and status of the teaching profession.
- 63.** Such a review indicates that there is little cause for complacency. There is a high degree of unanimity in both the *World Education Report (WER): Teachers and Teaching in a Changing World* (1998) and *Lifelong learning in the twenty-first century: The changing roles of educational personnel*, as well as the submissions received from the international organizations of teachers.
- 64.** As was the case in 1997, the situation varies considerably as between developing, transitional and developed countries, respectively. However, there are a number of general trends which are clearly apparent. Among these are:
- (a) The impact of economic rationalization and structural adjustment which continues to have a seriously adverse effect, particularly in the developing countries. As was said in the *WER*, "in such countries educational policies have been very much hostage to economic and political circumstances", although there has been some measure of success in increasing educational enrolments. In some countries, the impact of this has been exacerbated by what can only be described as staggering losses of teachers and teacher educators due to the HIV/AIDS pandemic.
 - (b) In the developed countries the process of restructuring and reduction of public expenditure continues, accompanied by attempts to redefine accountability structures.
 - (c) In virtually all countries the teaching force has been developing and constantly evolving in a situation of severe resource constraints which have not been favourable to improvements in their status. Even in areas of rapid economic

growth, the status of teachers has not markedly improved with reference to occupations requiring similar qualifications and, in some instances, may even have declined.

- (d) As readily emerges from the 1998 *WER*, the relevant recruitment statistics disclose that the percentage of female teachers is rising in all regions, and in less developed regions the age profile of teaching is becoming younger. Pay and conditions in the developing countries remain very poor. In certain countries there has been some improvement in the educational qualifications of entrants into the teaching profession. However, in a significant number of situations, society still seems willing to accept that persons can be employed as teachers without having received adequate preparation for the work. A combination of those factors has done much to retard progress towards a proper recognition of teaching as a profession in the regions in question.
- (e) The attractiveness of teaching as a profession has certainly not improved, even in the more developed countries. The reasons for this are variable to some extent, but the end result is not encouraging.

65. In the less developed countries the main negative factors stem from low pay and poor physical school accommodation, coupled with what are often desperate shortages of basic teaching and learning materials, compounded by large class sizes. The comparative statistics in this regard in the statistical profile prepared for the Joint Committee (see paragraph 43) are significant in terms of the contrasts between a range of developed and developing countries.

66. There has been a tremendous expansion of education against a background of pauperization of teaching and learning conditions – creating an environment unattractive to potential recruits and to teachers currently in service.

67. There are other stressors which operate in a counter-productive fashion. In an environment which has become market-demand oriented and in which professionalism is not so readily apparent, teachers are generally confronted with a more diverse student population, in terms of social background, interest and ability. In some instances important cultural factors come into play. Teachers are often called upon to perform roles removed from that for which, in most cases, they were formally prepared. They are required to operate in an environment in which:

- (a) there has been a general trend towards decentralization of the management and accountability of school systems to school and local community levels, with a concomitant increase in contract employment and insecurity of tenure, in some instances due to the impact of budgetary imperatives. The Joint Committee noted that decentralization is often “a synonym with the sharing of fewer resources and more responsibilities between different actors”. Whilst decentralization can have beneficial effects such as facilitating local participation in decision-making processes, it can also have adverse consequences. Quite apart from the fact that teachers in positions of responsibility may not have adequate training to fit them to carry out new tasks devolved to them, the real aims of decentralization tend, in practice, to be economic, rather than the attainment of better quality education;

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- (b) this trend has been accompanied by the development of public questioning of school and teacher performance, as well as individual teacher assessment, including the introduction of forms of review which may well be of questionable validity. This development has evolved in the context of expressed attempts to ensure quality of education, whilst at the same time demands have increased for greater productivity in a situation of resource stringency;
- (c) there has been a quantum shift in the requirements of effective educational systems, without the creation of proper and adequate processes of continuing professional teacher development, and incentives and opportunities for participation in them;
- (d) rapidly changing demands of technology, a near revolution in information and communications, the practical effect of globalization and the consequential rapid pace of social change have combined to spur the demand for innovative educational approaches which are open, flexible and learner-oriented. These developments have proceeded in a manner and with a speed which has shown that the initial training of many teachers is inadequate to equip them to deal with such a scenario, and in a context where any initial training can only serve as a starting point. The changing scene has now required teachers increasingly to adopt the different role of learning facilitator or coach, in addition to the traditional role of imparting knowledge and skills. They need to have access to, master and know how to utilize newly available technologies.
- 68.** It follows that the provision of adequate, continuing professional education and development opportunities for all teachers has become critical.
- 69.** Against such a background the *WER 1998* concludes generally that what is currently expected of teachers may well be out of proportion to the rewards countries are prepared to accord them for their efforts, the means typically put at their disposal, the difficult conditions under which many of them work and the present knowledge base which defines effective teaching and learning. Moreover, there is still much to be done to address continuing problems of equal opportunity for women in the teaching workforce, along the lines discussed in the 1997 report of the Joint Committee.
- 70.** The implications of the foregoing summary are obvious. Much remains to be done in developing and developed countries alike to address a continuing unsatisfactory status of teaching and the teaching profession. As is pointed out by the teachers' organizations, it is difficult to encourage young students to enter the teaching profession when the prospects for personal fulfilment, professional development, comparable pay and decent working conditions are dismal and cannot compensate for the stress and lack of social recognition that are currently part of the job.
- 71.** In essence, the issue becomes one of fundamental resource provision. Little improvement will be possible unless governments can be convinced that, in the long term, the economic prosperity of their country and the social development of their people is dependent on the evolution of a relevant and effective education system within the guidelines afforded by the Recommendation. That, in turn, will require the provision of conditions and resources conducive to good teaching, and

the recruitment of suitably qualified and motivated teachers who are afforded opportunities of relevant and continuing professional education and of participating in the development of an appropriate and evolving curriculum. It is stating the obvious to say that improved salary, qualifications and conditions of teaching are keys to improved recruitment, retention and status of teachers.

- 72.** For their part teachers themselves will need to demonstrate their own professionalism by recognizing the challenges facing them and seizing every opportunity of upgrading their personal, technical and pedagogical competencies. The aim must be to be able and willing to embark on a lifelong process of learning in the framework of a seamless system spanning the careers of teachers, administrators and support staff as recommended by the ILO's Joint Meeting on Lifelong Learning:
- (a) initial training or preparation for the jobs at the highest possible standard with, as a minimum, a first-level university degree or its equivalent as the professional entry norm;
 - (b) continuing training throughout a career in education and training which is systematic, well-funded and accessible to all;
 - (c) professional development opportunities in exchange with enterprises, other non-school workplaces, and with other educational institutions.
- 73.** The Joint Committee does not ignore the reality that there will be short-term difficulties in attaining those goals, particularly in developing countries. However, it cannot emphasize too strongly that a long-term failure to provide adequate resources to enable that attainment will effectively deny the provision of quality education.
- 74.** In summary, a new partnership among all relevant stakeholders in education is necessary to achieve a truly effective end result. This will need to incorporate features which reflect a new professionalism on the part of teachers. The rapidly changing environment, to which reference has already been made, necessarily attracts a need for new teaching and learning techniques, the development of processes of reflective and collaborative teaching, as well as the development of skills in information and communications technologies (ICT) and their incorporation in education. Teachers and teacher educators must take up the challenge of addressing these requirements. School authorities must facilitate the tasks of the teachers by creating relevant policy environments and providing proper practical support to enable their achievement.
- 75.** Against such a background the Joint Committee applauds initiatives such as the ILO proposal to organize a sectoral meeting in 2001, which will address the impact of decentralization and privatization in municipal services, including the education sector. This should provide valuable material which will assist in addressing some of the issues referred to above.

Social dialogue in education: Participation, consultation and collective bargaining

76. The Joint Committee reviewed a number of documents on education in all regions of the world. A common theme in these reports is a climate of rapid change affecting education and teachers. The 1998 *WER* mentions increased concern for the quality and relevance of education and the increased emphasis on the evaluation and monitoring of teachers' performance. The ILO report on lifelong learning posed a strong challenge to teachers to adapt their methods to a world characterized by "learning organizations" in which schools become "learning communities." The Dakar Framework for Action called upon teachers to accept major responsibilities for reforms that seek to achieve the goal of education for all. The greater use of information technology will have significant effects on teaching and learning conditions. Other documents refer to an emphasis on decentralization of educational systems in member States, frequently it appears in an effort to maintain basic educational services at lower cost to government. In some developing countries, structural adjustment policies emphasize these tendencies, as governments are required to reduce spending in order to obtain financial assistance.
77. In order to address these issues effectively, social dialogue, which does not appear to be sufficiently utilized, can be a powerful mechanism. It will promote the engagement of teachers and teachers' organizations in dialogue with other social partners to provide democratic governance, build consensus and social cohesion. It will also enable all parties to engage in the process responsibly with both the strength and the flexibility to adjust to the new challenges and exploit opportunities to improve education. As an example of this process, the Joint Committee noted with satisfaction the extensive system of social dialogue among teachers, government and parents in Senegal. In the Republic of Korea, school committees composed of parents, school staff (including the principal) and community members deliberate on a wide range of school management matters.
78. The 1998 *WER* emphasizes the growth in activities monitoring teachers' work. The ILO/UNESCO Recommendation, 1966, anticipated that procedures for monitoring teachers' work would exist. However, the Joint Committee noted that paragraph 64 of the Recommendation states that when direct assessment of a teacher's work occurs, such assessment should be objective and made known to the teacher. Teachers should have the right to appeal assessments. The CEART discussed evaluation procedures in several member States. In some African countries such as Senegal, evaluation is linked to training and professional development of teachers. European experience suggests that systems of evaluation imposed by senior education officials have been unsuccessful. By contrast, when systems are developed with the participation of all the parties concerned, the results are much more positive. In Scandinavia, teacher evaluation includes self-evaluation, and the process is used to build learning communities. Teachers are encouraged to see evaluation as part of their own professional development.
79. In the past, CEART has observed that education authorities often include individual teachers (or former teachers) in the planning and implementation of structural changes, but often neglect to include teachers' organizations in these processes. Organizations representing teachers can offer the breadth of experience of their members to education policy-makers, even when basic decisions about the

structure of education are made at higher political levels. It appears that such consultations occur most often in a context where social dialogue is valued and encouraged by the social partners.

- 80.** ILO and UNESCO documents reinforce the value of the ILO/UNESCO Recommendation, 1966, but the CEART is left wondering how common is participation by teachers and their organizations. It appears that some public authorities believe that the way to deal with teachers is to exclude them from key decisions, in favour of top-down management styles, although teachers may participate in the implementation of major policies. As an example, in Romania, a teachers' union gained the right to participate in education budget discussions only after industrial action. The Joint Committee has found it easier to identify the impact on teacher participation in educational decisions of collective bargaining systems, which usually have a statutory basis, binding agreements and the like, than less formal participation schemes, which may not have any statutory support and which emphasize consensus-based policy decisions.
- 81.** Education reform can have profound effects on the work of teachers. The decentralization (or centralization) of education is a process that each member State will decide according to its own priorities. The ILO/UNESCO Recommendation, 1966 states that education authorities should consult with teachers' organizations on educational policy and school organization. In its 1997 report, the Joint Committee urged the ILO and UNESCO to seek examples of successful consultation and negotiation of educational authorities and teachers' organizations to identify the circumstances which promote these results. In its Seventh Session, the CEART reiterated its request. The ILO report on lifelong learning identified several mechanisms by which the objectives of the Recommendation can be achieved. For example, the concept of team management has been applied to schools in a few instances. Formal consultative bodies exist in several European countries. Where school systems have been decentralized, consultation at the school level has occurred. However, this evidence has not led the Joint Committee to conclude that any trend toward greater consultation has occurred since its previous meetings. On the contrary, the report on lifelong learning refers to teachers being "demonized" as obstacles to change.
- 82.** After reviewing documents that stress the climate of change in education, the Joint Committee concluded that the need for a high-profile study of social dialogue in education, with particular emphasis on consultation and participation of teachers and their organizations in various types of educational reform should be a priority for the ILO. It therefore recommends that such a study be conducted and presented to CEART at its 2003 meeting.

Teacher education and training

World Education Report 1998 and the declining status of teachers

- 83.** The *World Education Report 1998: Teachers and teaching in a changing world* does not paint a cheerful picture of teacher education and teacher status. In its introduction the report notes that improvement in the material rewards for teaching

and in the status of teachers has not been a priority concern of educational policy. It is generally believed that the status of teachers has in fact declined. Data suggest that in a relatively small minority of countries teachers have reasonably comfortable incomes and conditions of employment, while in a minority of other countries they can barely survive on the official salary. The vast majority of the world's teachers are somewhere between these extremes and there is no indication that this situation is likely to change in the near future.

84. The report also noted that there are significant numbers of teachers worldwide with less than secondary education. And the situation with respect to their preparation and training is not any better. Clearly, the provision of the ILO/UNESCO Recommendation, 1966 that considers the completion of secondary education and the completion of an approved course in an appropriate teacher preparation institution as minimum requirements for teaching is not being realized.

The teacher's role and the challenge of change

85. The issue is further complicated by the rapid developments in information technology and the demand for a paradigm shift in teaching and learning. These have tremendous implications for the training and retraining of teachers, and can affect their morale and status. Indications are that many teachers feel threatened by the new technology and paradigm, especially in situations where their students are better equipped than themselves. Furthermore, these developments will accentuate the gap between teachers in the developed and the developing world. An important educational and cultural question that merits serious exploration through debate organized by UNESCO and the ILO is whether the shift from instructionist methods (teacher as controller, teacher as font of knowledge) to the constructivist approaches (teacher as mediator) will produce better and more effective learning, because this question is still being debated in the minds of large numbers of teachers in many member States, including those which are technologically advanced.
86. In any event, these changes might well undermine the traditional function of the teacher as role model. The Joint Committee asserts that this function, crucial to the act of teaching, remains central in today's world and cannot be replaced by technology. The Joint Committee, while recognizing the merits in the changing paradigm of education, warns against the wholesale adopting of one method and the abandonment of another without adequate evidence from research and experience.

HIV/AIDS and the devastation of educational systems

87. The Joint Committee is keenly aware of the crisis devastating education systems in several countries, especially countries in Africa, due to the escalating number of teachers with HIV/AIDS, including teacher educators whose task is to train or retrain teachers of the future. The CEART calls attention to the provision in the Dakar Framework for Action which flags this issue with sobering terseness and which reflects the involvement of all the WEF organizers and partners. Paragraph

8(vii) of the Dakar Framework contains the pledge: “to implement as a matter of urgency education programmes and actions to combat the HIV/AIDS pandemic”.

88. This subject, because of its importance, is also referred to in this report in the section on “Employment, careers and the status of the teaching profession” (paragraph 64(a)).

Practical use of the 1966 and 1997 Recommendations for follow-up to three World Conferences

89. Key selected provisions of the Declaration and Recommendations of three World Conferences call for an improvement in the status of teachers. CEART also considers it an obligation on its part to seek to assist UNESCO and the ILO in their efforts to facilitate member States’ commitments to achieve the goals and intention of these three conferences. In this regard, CEART believes very strongly that unless States seek positively and proactively to improve the level and the academic and pedagogic aspect of teacher education and training (at both the pre-service and in-service levels), their efforts to achieve the goals of these conferences will be seriously undermined.

90. The relevant provisions are as follows:

Dakar Framework for Action

- (a) At paragraph 8(ix) the participants pledge themselves to “enhance the status, morale and professionalism of teachers”.
- (b) The point is elaborated in paragraphs 69 and 70 quoted below:

69. Teachers are essential players in promoting quality education, whether in schools or in more flexible community-based programmes; they are advocates for, and catalysts of, change. No education reform is likely to succeed without the active participation of ownership of teachers. Teachers at all levels of the education system should be respected and adequately remunerated; have access to training and ongoing professional development and support, including through open and distance learning; and be able to participate, locally and nationally, in decisions affecting their professional lives and teaching environments. Teachers must also accept their professional responsibilities and be accountable to both learners and communities.

70. Clearly defined and more imaginative strategies to identify, attract, train and retrain good teachers must be put in place. These strategies should address the new role of teachers in preparing students for an emerging knowledge-based and technology-driven economy. Teachers must be able to understand diversity in learning styles and in the physical and intellectual development of students, and to create stimulating, participatory learning environments.

Recommendations of the Second International Congress on Technical and Vocational Education

(c) Paragraph 2.10 states:

... the status and prestige of TVE must be enhanced in the eyes of the community and the media. This includes raising the status of teachers in the TVE systems through attention to their own skills and competencies and the provision of resources for their tasks.

This crucial clause of the Recommendations of the Seoul Conference reflects the fact that TVE teachers are often not given comparable status to teachers in other sectors.

World education for the twenty-first century: Vision and action

(d) Article 10(a) states the need for a clear policy of staff development for higher education institutions. It recommends that:

Adequate provision should be made for research and for updating pedagogical skills, through appropriate staff development programmes encouraging constant innovation in curriculum, teaching and learning methods and ensuring appropriate professional and financial status, and for excellence in research and teaching.

Article 10(b) further states:

Clear policies should be established by all higher education institutions preparing teachers of early childhood education and for primary and secondary schools, providing stimulus for content innovation in curriculum, best practices in teaching methods and familiarising with diverse learning styles. It is vital to have appropriately trained administrators and technical personnel.

(e) It should also be noted that there are two other references in the World Conference Declaration (article 2) and the Framework for Action which cite the 1997 Recommendation. These references from two different sources both of which were concerned with quality in education are significant. Without quality teacher education and training, teachers cannot be adequately prepared to assure quality teaching and learning.

Recommendations of the Joint Committee

91. As a follow-up to the three World Conferences, the Joint Committee recommends an initiative for UNESCO to undertake in cooperation with the ILO, for the purpose of helping member States to improve the status of teachers, and thus improve the chances that the goals of the Dakar, Seoul and WCHE Conferences will be met by member States. The initiative, concerning international guiding principles, would be as follows:

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- (a) UNESCO, in cooperation with the ILO, would develop international guiding principles on the planning of teacher education programmes for use by member States.
 - (b) These international guiding principles would be intended to assist member States engaged in difficult restructuring of their teacher recruitment and teacher education systems. A fundamental strand in these guiding principles would be the request that ministries include in their teacher education curriculum frameworks reference to a small number of key definitions and provisions taken from both the 1966 and 1997 Recommendations, including reference to teachers' rights, responsibilities and participation in decision-making.
 - (c) These guiding principles would also be aimed at the social partners of the ILO. In this way, the two organizations would make the two Recommendations not only better known but also more likely to be actively used by governments and social partners in their normal administrative and pedagogic work.
 - (d) CEART members would be happy to participate with these Organizations in the selection of a handful of key definitions and provisions of the two Recommendations for incorporation into the guidelines. It would also be happy to assist in reflections on how the guiding principles could be written with the utmost clarity, brevity and utility, and of how they could be adapted for cultural relevance and resonance in different regions.

92. Regarding the HIV/AIDS epidemic, the Joint Committee recommends two initiatives to the UNESCO Executive Board and ILO Governing Body:

- (a) *Teachers' rights and responsibilities*: There seems to be an obvious need, especially in Africa, for governments to develop policies on how to deal with the rights and responsibilities of teachers with HIV/AIDS. In this context, the development of international guidelines on this topic by the UN system and its partners would seem useful. Accordingly, the Joint Committee suggests that relevant provisions of the "Rights and Responsibilities" sections of the 1966 and 1997 Recommendations be referred to by UNESCO and the ILO, as part of international guidelines to be developed in the follow-up by World Education Forum partners, as regards the provisions of paragraph 8(vii) in the Dakar Framework for Action.
- (b) *Teacher-education curriculum*: The Joint Committee takes note of information from a variety of sources, including presentations to it by the international teachers' organizations, that in some countries of Africa, HIV and AIDS have had a disproportionately high impact on teachers. The Joint Committee recognizes as well that UNESCO and its partners in international consortia which are dealing with HIV and AIDS are responding to the need for international and regional guidelines for preventive education, in order to help influence the development of national guidelines. Therefore, the Joint Committee recommends that the governing bodies of UNESCO and the ILO, along with their organizations' Dakar Forum partners, include in their advice to member States on the development of national preventive education programmes the recommendations: that appropriate preventive education be

an integral part of all teacher education and teacher training curriculum; that teachers and their associations participate, from the earliest stages, in the planning of these preventive education teacher-education programmes; and that the two organizations promote the international exchange of best practices which have already taken place in this area in some countries.

93. Regarding curriculum in general the Joint Committee makes two recommendations to UNESCO and the ILO:

- (a) *Subject areas*: It is worth repeating that the various teacher education subject areas cited in paragraph 60 of the CEART 1997 report, which the CEART previously asked UNESCO to recommend as those most urgent to be addressed by governments, remain equally urgent: “Education for Peace and Tolerance, Information and Communication Technology, Cross Culture Education, Values and Valuing, Moral Education and Environmental Education”. To these, the Joint Committee recommends the addition of Preventive Education against HIV/AIDS.
- (b) *Aspects of pedagogy*: The Joint Committee recognizes that teachers have inherited and must deal with severe social problems in the classroom for which their academic and pedagogic training does not prepare them. The Joint Committee therefore recommends that, within the parameters of the responsibility of the teacher, approaches to address these problems should be made part of teacher-training, including equipping teachers with knowledge of such referral systems for students in need which exist in their community.

Lifelong learning and information and communications technologies in education:⁶ Implications for the teaching profession⁷

94. Reviewing the increasing importance of lifelong learning as a concept to guide developments in education and training, the Joint Committee noted that planning, management and financing are important to ensure access, guarantee quality and sustain development of lifelong learning systems. Yet, agreeing on concepts, defining policies, creating management and organizational capacity, and guaranteeing funding would mean little if the human resource issues, notably teachers, do not occupy a central place in decisions.

95. Despite widespread and often uncritical fascination with inappropriate and costly information and communications technologies in education (ICTE), the learning process is still dependent on the teacher-learner nexus and will be for a long time in

⁶ For purposes of this report, information and communication technologies in education refer to all written, oral and visual forms of processing and sharing information via computers, radio, television, multimedia, telephone, cable and satellite.

⁷ The Joint Committee’s consideration of this item draws heavily on the preparatory work of UNESCO (*WER*, 1998 and 2000) and of the ILO (Joint Meeting on Lifelong Learning, 2000).

the future. How well this relationship functions is at the heart of redesigning systems for lifelong learning, especially in promoting a crucial philosophical shift towards a culture committed to learning in schools and beyond – where no such culture exists, or is still very weak – and to providing the necessary opportunities and infrastructure.

- 96.** There is a growing consensus that the ways in which we learn in the new century will have changed significantly from the last one. A real learning society for everyone requires more innovation, resourcefulness and flexibility in the way formal education and training programmes are organized so as to maximize learning access and outcomes. Schools, training institutions and workplaces will need to become learning communities in their own right, places of broad-based knowledge sharing, socialization which fosters living and working together, and especially learning how to learn. In such a framework, teachers' roles will remain multifaceted. Important aspects are:
- (a) provision of basic literacy, numeracy and initial learning skills in early childhood and primary levels, including the all-important taste for learning;
 - (b) imparting steadily higher levels of knowledge, competencies and learning abilities, along with life skills, in secondary, higher and post-formal continual education;
 - (c) at all levels serving as a socializing agent, transmitting, helping to interpret, applying and even challenging prevailing cultural, political and moral values.
- 97.** All are essential steps towards developing learners' capacity to critically analyse and act on information in a democratic society.
- 98.** The operative concept to realize these expectations is *professionalization*, which must be supported in a number of ways, particularly through lifelong learning for teachers. The implications of professionalization for teachers' work include a greater sense of "managerial" or professional responsibility for curricula development and change, teaching approaches, work organization and learning outcomes, combined with motivation to perform at the highest possible standards of professional conduct.
- 99.** Despite the concern over stultifying teaching methods such as rote learning and blackboard copying which still prevail in a host of countries, there has been remarkably little change in recent years in the way that most teachers carry out their work. Nevertheless, the Joint Committee notes that surveys of effective teaching have identified a certain number of common elements, grouped around major areas of work – curriculum content knowledge, pedagogic skill, reflection, empathy toward others, both students and co-workers, and managerial competence – as among the most important:
- (a) a supportive classroom environment and relationship between teachers and students;
 - (b) concentration by teachers on managing learning rather than exercising strict discipline;

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- (c) a cohesive curriculum, coherently presented rather than as isolated bits of information;
 - (d) thought-provoking exchanges between teachers and students;
 - (e) teaching “strategically” which integrates knowledge, comprehension and skills;
 - (f) higher order cooperative learning (group, project and peer assistance work); and high goal and achievement expectations of teachers.

100. The Joint Committee observed that education will be critical to fostering widespread information and communication access. There are many barriers to greater use of information and communications technology in education (ICTE), largely of two kinds. In those countries where the widespread installation of computers, multimedia facilities and high-speed communications access to electronic networks is the most advanced, the chief obstacle to universal application remains the disequilibrium between investment in hardware and software resources on the one hand, and the training and workplace arrangements for teachers to make full use of them. In less developed countries, the gulf between need and utilization is even larger, based on constraints to investment in the hardware and software, as well as the training of teachers and workplace considerations to ensure use. Nevertheless, the Joint Committee noted the encouraging efforts made by developing countries, especially those in Africa, the Caribbean and the Pacific, to develop and utilize cost-effective distance learning means. Partnership arrangements within and between regions have proved especially promising.

101. Changes in teachers’ roles and responsibilities depend in the first place on the resources devoted to strong initial education or training programmes for teachers, confirmed by a lifelong learning system for educators in which they are enthusiastic and active participants. They also depend on a change in mentality among teachers towards more learner-centred pedagogy. More flexible organization, innovative practices and diversified functions cannot be assumed without system-wide and individual investments of time, money (including resources for release time of teachers), and long-term commitments to continual professional development. Educational employers, governments in the forefront, have to accord a high priority to investments in these areas, and to improving existing investment strategies. Where appropriate, use should be made of high quality, cost-effective, alternative approaches such as distance education and information technology options; networking within and among educational systems and shared public-private resources.

102. A lifelong learning perspective for educational personnel requires that a number of conditions be met: adequate resourcing, both for provision of instruction and release time for staff; multiple career pathways and organizational forms which account for diverse needs at different points of careers and the constraints of family and professional life; proper evaluation methods to ensure that the instruction is reaching its goals; and not least, active and continuing participation of educational personnel themselves. A greater professionalization of teaching and related educational work will impel individuals to seek out and invest in professional

development opportunities so as to improve their performance and work satisfaction. Linkages to career development as an additional incentive should also figure in the considerations.

- 103.** A key issue is reform in career structures. For lifelong learning systems to take root, reform is required in traditionally “flat” and undiversified career structures of teachers, reposing largely on a linear, seniority-based set of criteria. Diversified career structures would be significantly bolstered by opening gateways to the working world outside education. More fluid access to short- or medium-term employment in public or private sector jobs requiring similar qualifications and with equivalent, but different job content could enrich teaching and other education sector jobs.
- 104.** The Joint Committee strongly recommended that the ILO, in close association with UNESCO, notably its chairs and institutes, as well as international teachers’ and employers’ organizations where appropriate, should implement the priority activities recommended as follow-up to the Joint Meeting on Lifelong Learning in the Twenty-first Century: The Changing Roles of Educational Personnel, namely:
- (a) undertake studies on improving access to lifelong learning, including the use of distance and open education based on ICT;
 - (b) organize regional seminars in cooperation with interested international, regional and national organizations on:
 - (1) the roles of teachers in fostering the growth of lifelong learning;
 - (2) the role of distance and open education based on ICT in improving access to lifelong learning.
- 105.** Within this framework, the Joint Committee suggests focusing studies or components of studies on the accessibility of ICTE within different regional and cultural contexts, impact of ICTE on the professionalization of teachers, and the relationship between school-based and workplace learning which involve enterprises and the social partners (employers and workers) in encouraging workplace learning. The latter point has been the subject of extensive discussion at the ILO meeting and in other recent international forums.

Recommendation on higher education teaching personnel: Further developments and necessary follow-up action

- 106.** Drawing on its experience with the ILO/UNESCO Recommendation, 1966 the working group referred to in paragraph 3 of this report proposed a number of methodologies and activities that were known to be workable. It identified a range of data and indicators which should be used to make the UNESCO Recommendation, 1997 widely known, as well as promoting its implementation. Among these strategies were statistical surveys, long-term projects to focus on specific indicators, and regional and subregional studies aimed at factors identified as significant in relation to clause 75 of the Recommendation. Included among

these were academic freedom, employment structures, redundancy (criteria for, and compensation), gender balance and other equal opportunity issues, issues relating to freedom of association, staff/student relationships and codes of ethics, and autonomy and accountability.

107. After full discussion on the proposals of the working group in which points and issues were clarified and/or expanded, and changes and amendments were made, the Joint Committee endorsed the working party analysis which is set out in detail in Annex 3.
108. Clause 75 of the UNESCO Recommendation, 1997 mandates that the Director-General prepare a comprehensive report on the world situation on academic freedom and respect for the human rights of higher education teaching personnel. It follows that this must constitute the immediate priority for UNESCO.
109. This endeavour should be directly linked to article II.5 of the *Framework for Priority Action of the World Conference on Higher Education* which is addressed to “priority actions at the level of institutions”, stating that these institutions should “incorporate the concept of academic freedom set out in the ... [UNESCO Recommendation, 1997]”.
110. It should also be related to article 10(b) of the *World Declaration on Higher Education*, which states that “clear policies should be established by all higher education institutions providing teachers of early childhood education and for primary and secondary schools, providing stimulus for constant innovation and best practices in teaching methods, and familiarity with diverse teaching styles”. In this way, the issue of academic freedom can be directly related to efforts by member States to meet their commitments to the follow-up of the World Education Forum at Dakar.
111. The Joint Committee considers that, as a high-priority complementary activity, the ILO should conduct a study of employment structures of higher education teaching personnel, with special reference to academic tenure. The study should be linked to the UNESCO Recommendation, 1997 especially paragraphs 40-56. An important element of such a study should be the effect of employment structures on the brain drain, as part of the effort to implement article 16 of the World Declaration on Higher Education.
112. UNESCO should plan and work on its report on academic freedom in close cooperation with the ILO, and its constituent groups. Equally, the ILO activity ought to be conducted in close collaboration with UNESCO. It is suggested that a working party of CEART assist in the coordination of both activities.
113. The two activities should be organized in time frames which fall within the short-term (2002-03) and medium-term (2002-07) strategies of both organizations. The Joint Committee urges the UNESCO Institute for Statistics to introduce a few key indicators into its annual data collection during this period to shed light on the status of academic freedom, subregionally, regionally, or globally.
114. Finally, at the very beginning of the planning of the Director-General’s reports, the cooperation of member States should be elicited through the medium of pilot

groups of countries in which academic freedom and related tenure issues are critical to the stability of their education systems.

CEART methodology

115. Paragraph 13 of the mandate of the Joint Committee expressly stipulates the following:

To facilitate the smooth functioning of its sessions, the Joint Committee may establish working parties or subcommittees composed of two or more of its members to consider or act in an advisory capacity in relation to special items such as studies on particular aspects of the Recommendations ...

116. Members expressed concern at the fact that they had little opportunity, between formally convened three-yearly meetings of CEART, to make any positive contribution to the fulfilment of its mandate. They considered that this was especially regrettable at a time when both the ILO and UNESCO had very limited resources available to commission major initiatives to give effect to CEART recommendations.

117. Members agreed that, between formal meetings, they would form and participate in a limited number of working groups to deal with specific issues or projects to complement priority initiatives undertaken by the ILO and UNESCO, either separately or jointly.

118. Accordingly, the joint secretariat was requested to proceed in the following manner:

- (a) At the first convenient time following reconstitution of the membership of CEART, after expiry of current terms on 31 December 2000, the joint secretariat is to request that members serve on one of the working parties indicated in this report, each with a nominated convenor from the CEART membership. The membership should have regard to ease of communication among members, in terms of both communication means and languages.
- (b) Having regard to those projects likely to be accepted by the ILO and/or UNESCO for resourcing during the next three years, the joint secretariat is to define two manageable projects, one to be allocated to a working party. These should reflect areas of concern expressed by the Joint Committee in this report. Ideally, one should relate to the UNESCO Recommendation, 1997 and one to the ILO/UNESCO Recommendation, 1966.
- (c) The joint secretariat will coordinate the activities of the working groups and provide them with administrative support, as available, it being understood that the members of the working parties would largely interact directly between themselves and accept responsibility for the work on a personal, honorary basis. It is envisaged that the joint secretariat would be kept informed of the deliberations of the working parties.

Promulgation of the role of CEART

119. The Joint Committee suggested that, as an extension of the information contained on its website, a flyer should be produced, clearly describing the nature of its mandate and methods of work in relation to the two Recommendations that it monitors and promotes. Professor Eliou undertook, on behalf of the Joint Committee, to advise the secretariat as to the desirable content of the flyer, which should be expressed in a positive manner and ultimately be refined by a media/communications expert within UNESCO.

Proposed assessment of CEART

120. It was resolved by the Joint Committee that there should be an assessment of its role and work. The Joint Committee agrees with the view expressed to it by the Assistant Director-General, a. i. of UNESCO, Mr. Hallak, that this should not only include a review of its previous activities, but also a consideration of how it may best fulfil its mandate in the future. This view is supported by the ILO. The joint secretariat was requested to establish and convene a small working party, to include suitable outside representation from an international teachers' organization, to plan and carry out such an assessment. The evaluations should consider the mandate to monitor and promote both the ILO/UNESCO Recommendation, 1966 and the UNESCO Recommendation, 1997. It should particularly consider the working methods of CEART, including preparation for, conduct of, and follow-up to, outcomes of its meetings. It should also consider the effectiveness of its activities and how this might be optimized, taking into account resources and time likely to be available. Whilst it will be for the working party to decide upon its own work methods, the Joint Committee desires that all of its members and other interested stakeholders be given an opportunity of providing input into the review. It is the expectation of the Joint Committee that the assessment be completed by 31 December 2001.

Revision of the title of the Joint Committee

121. In view of its extended mandate, the Joint Committee agreed that the well-known acronym "CEART" ought to be retained, but that the name of the committee ought to be amended to read "Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel".

Conclusions and recommendations

122. The recommendations of this report fall into three categories:

- (a) those directed to governments of member States, social partners and other stakeholders in education regarding measures to promote application of the ILO/UNESCO Recommendation, 1966 and the UNESCO Recommendation, 1997;

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- (b) those intended to advise the ILO and UNESCO in the conduct of their regular programmes so as to further promote application of both Recommendations; and
 - (c) recommendations for special initiatives designed to fulfil the CEART mandate.

For example, in the first category, the Joint Committee has recommended to member States, social partners and other stakeholders a series of measures to improve employment, careers and status of the teaching profession, to enhance social dialogue in education, to strengthen teacher education, to operationalize lifelong learning and the use of ICTE, and to deal with the devastation of HIV/AIDS, especially in Africa. In the second category CEART has suggested that secretariats seek the assistance of the UN Special Rapporteur for the Right to Education in dealing with future allegations. In the third category nine proposals for individual projects or activities were discussed in detail.

- 123.** The Joint Committee examined these proposals as a group and discussed their relative priorities. Members acknowledged that resources within the ILO and UNESCO are often limited, so that it was necessary to identify which initiatives should receive preference for support by the two organizations. Both major and minor recommendations were specified.
- 124.** After considerable discussion, the Joint Committee decided that the most important recommendation for a major project was a study by UNESCO on academic freedom, as set out in paragraphs 108-110 and 112-114 of this report. This project derived from paragraph 75 of the UNESCO Recommendation, 1997 and merits consideration both because of the significance of the topic and the emphasis placed on it by the UNESCO General Conference. A parallel study is almost as important. The Joint Committee concluded that the ILO should conduct a study of employment structures in higher education with particular reference to the conditions of academic tenure as set out in paragraphs 111-114 of this report. These two studies should complement each other and provide the basis for vigorous promotion of the 1997 Recommendation.
- 125.** The Joint Committee noted with alarm the devastating impact of HIV/AIDS in a number of member States. This disease especially affects schools, as both teachers and students are afflicted, leaving those who remain in difficult circumstances. Other agencies in the UN system are carrying out programmes to confront this pandemic, and the Joint Committee strongly recommended that the ILO and UNESCO include information on the prevention of HIV/AIDS in education and teacher training from the earliest stages. The CEART is confident that teachers' organizations will support this initiative, which is discussed in paragraphs 92-93 of this report.
- 126.** The Joint Committee found a serious lack of knowledge about the existence of social dialogue in education. The ILO/UNESCO Recommendation, 1966 establishes a number of conditions in which social dialogue should exist. The CEART doubts that these provisions of the 1966 Recommendation are observed in many member States. As a prelude to promotion of the Recommendation in this area, a high profile study of social dialogue in education is appropriate – a

conclusion the Joint Committee reached in its 1997 report. The CEART reiterated its support for the project in paragraph 82 of this report.

- 127.** The Joint Committee considered its new mandate to promote the UNESCO Recommendation, 1997. As a prelude to other action in higher education, it identified a fourth major project as a working party on statistics for higher education, outlined in paragraph 51 of this report. This activity should contribute to the success of the two projects on higher education identified as the highest priority in the opinion of the Joint Committee.
- 128.** In paragraphs 34 and 91 of this report, the Joint Committee discussed the development of international guiding principles for teacher education. These two proposals should be considered together and warrant strong support by the two organizations.
- 129.** The CEART identified three priority initiatives which require fewer resources than those discussed as major projects. All involve the promotion of the Recommendations or the CEART itself, as an organization dedicated to that task. In its 1997 report, the Joint Committee identified the completion of the publication *Status of Teachers* as a priority. Members were disappointed to learn that the project still was not completed in 2000, but encouraged by the information that little work on the project remained to be done, as described in paragraph 24 of this report. In light of the relatively small level of resources required, it assigned this project as the most important of the smaller proposals.
- 130.** Members of the CEART agreed to contribute to the drafting of a flyer describing the work of the Joint Committee. This publication would be directed to interested parties, such as teachers' organizations contemplating the filing of allegations. The Joint Committee asked one of its members to assume responsibility for preparing a description of CEART in its own words, as described in paragraph 119 of this report.
- 131.** In paragraph 38 of this report, the Joint Committee discussed a CD-ROM on which UNESCO could record all of the guidelines and documents relative to the work of CEART and the two Recommendations. The Joint Committee supported this proposal and requested that the ILO and its social partners be consulted in the preparation of the CD-ROM.
- 132.** The Joint Committee concluded its deliberations by expressing its satisfaction with the support it had received from the ILO and UNESCO. It urged the two organizations to give a high priority to the status of teachers. Members offered to assist the ILO and UNESCO between meetings to accomplish its objectives.

Annex 1

Main background documents

UNESCO

1. *World Education Report 1998* (on teachers' status, pressures, new technologies, etc.).
2. *World Education Report 2000* (on the right to education, lifelong learning, basic education).
3. World Conference on Higher Education: *Higher education in the twenty-first century: Vision and action* (Declaration and Plan of Action, Paris, 1999).

<http://www.unesco.org/education/educprog/wche/index.html>

4. *The Dakar Framework for Action: Education for all: Meeting our collective commitments*. Text adopted by the World Education Forum, Dakar, Senegal, 26-28 April 2000.

<http://www.unesco.org/education/efa>

ILO

1. *Lifelong learning in the twenty-first century: The changing roles of educational personnel*. Report for discussion at the Joint Meeting on Lifelong Learning in the Twenty-first Century: The Changing Roles of Educational Personnel, Geneva, 2000, and conclusions and resolution adopted by the Meeting.

<http://www.ilo.org/public/english/dialogue/sector/techmeet/jmepr1.htm>

2. *Statistical profile of the teaching force and service conditions*. Background document for the Seventh Session of CEART prepared by Maria Teresa Siniscalco, 2000.
3. *The changing conditions of higher education teaching personnel*. Sectoral Activities Working Paper prepared by Dr. Thierry Chevaillier, 2000.
4. *Recruitment of teaching personnel*. Sectoral Activities Working Paper prepared by Drs. Wouter Brandt and Rita Rymenans under the supervision of Prof. van Petegem, 2000.
5. *Trends in feminization of the teaching profession in OECD countries, 1980-95*. Sectoral Activities Working Paper prepared by Ms. Cathy Wylie.

Annex 2

Allegations received from teachers' organizations

1. **Allegations received since the Fourth Special Session (September 1997)**
 - A. ***Allegation received from the National Executive Committee of the Bolivian Central of Workers (COB)***

Background

1. The National Executive Committee of the Bolivian Central of Workers (Comite Ejecutivo Nacional, Central Obrera Boliviana – COB) addressed a letter to the Director of the ILO's Technical Team for the Andean Countries dated 2 July 1999, and received by the ILO secretariat on 20 September 1999, containing allegations with regard to government policies in Bolivia concerning the administration of teacher training colleges, notably their privatization, repression of student protests, placement and possible redundancy of newly graduated teacher candidates, and calling for ILO action to respect human rights and international standards in the field of education.
2. After consultations within the joint secretariat on the receivability of the communication in part or in whole according to the applicable criteria, a letter was addressed to the COB on 28 July 2000 requesting further information concerning those aspects of the communication which appear to relate to the ILO/UNESCO Recommendation, 1966 (transition from teacher training to employment, entry into employment and career aspirations of teachers). At the time of the meeting, no reply had been received.
3. The Government has not been invited to submit its observations on the situation.

Findings and recommendations

4. The Joint Committee concluded that there has been insufficient time for the COB to respond to its request. Moreover, the observations of the Government of Bolivia would need to be sought before any further consideration. Therefore examination of the allegations by COB is inappropriate until such information is supplied or available. Should the necessary information be received, the matter would be examined according to the applicable procedures.
5. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - (a) take note of the situation as described above.

- B. ***Allegation received from the Educational Workers Union of Burundi (STEB)***

Background

1. By facsimile dated 30 September 1997 addressed to the Director-General of UNESCO, the Educational Workers Union of Burundi (STEB) submitted allegations on non-observation by the Government of Burundi concerning the status of teachers in respect of salaries.

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2. By facsimile of 27 February 1998 addressed to the Director-General, STEB reiterated its allegations, adding that they had decided to resume a strike on 31 January 1998 suspended on 24 October 1997, and that the strike had adopted a limited plan to freeze pupils' school results.
 3. The Joint Committee requested additional information of STEB by letter dated 30 June 1998; STEB submitted this additional information on 27 August 1998.
 4. By letter dated 14 October 1998, the allegation was submitted to the Government of Burundi. In the absence of a response from the Government, and given the uncertainty as to whether the Government had actually received the first letter, a reminder dated 11 March 1999 was sent to the Government.
 5. The Government's reply dated 7 April 1999 and received on 28 May 1999 was forwarded to STEB on 27 June 1999.
 6. On 30 September 1999, STEB sent its comments on the Government's response to the Joint Committee.

Substance of the allegation

7. STEB claimed that teacher salaries were low in comparison with other public or private occupations requiring equivalent qualifications, that family allowances were inadequate, and that the draft of new legislation for teachers prepared by a joint committee (Government/unions) was not presented to the Parliament for adoption as foreseen.
8. STEB claimed that the Government still refused to negotiate as promised in spite of repeated strikes.
9. In its response, the Government stated that new legislation for government officials was adopted in January 1999. An allowance ("prime d'encouragement") was granted to the teachers, and a joint committee (Ministry of Education/unions) was established on 13 November 1998 in order to examine the applicability of the Recommendation concerning the Status of Teachers in the country. Concerning request for salary increment, the Government placed the entire question in the larger framework of the unprecedented socio-economic crises affecting Burundi.
10. STEB's response to the Government's comments was that they had requested special provisions for teachers who had been covered by legislation applicable to all civil servants. According to STEB, the "special provisions" for teachers in the legislation, as predicted by the Government, were not specified or implemented. Concerning the allowances provided for – which were applicable to all civil servants – they were insignificant in view of inflation in the country and did not impact on the status of teachers as would a salary which should reflect the level of appreciation of the importance of their function. The Joint Committee was contested by the unions since its creation, as the teachers' representatives had been appointed by the Government not by the unions. STEB states that the purpose of the Committee had never been defined to include examining the applicability of the 1966 Recommendation in the country, that it exists in name only, and that it only held one meeting since its creation.

Findings

11. The Joint Committee considers that the Government should be invited to submit its observations on the last communication from STEB and proposes to suspend consideration until such time as the requested information is received.

Recommendations

12. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - (a) take note of the situation as described above;
 - (b) communicate the above findings both to the Government of Burundi and to STEB, inviting the Government to send its observations on the most recent information supplied by STEB, and that the information supplied by both parties be reviewed in accordance with approved procedures.

C. Allegation received from the Osaka Fu Special English Teachers (OFSET) of Japan

Background

1. The Osaka Fu Special English Teachers (OFSET) of Japan addressed a letter to the ILO dated 5 February 1998, containing allegations with regard to discrimination in terms of remuneration and maternity leave of part-time teachers in Osaka prefecture, Japan.
2. After consultations between the Joint Committee and its secretariat on the receivability of the communication in part or in whole according to the applicable criteria, OFSET was requested by letter of 8 September 1998 to provide further information to members of the Joint Committee concerning aspects of the communication relating to the ILO/UNESCO Recommendation, 1966. In reply, OFSET supplied additional information by letter of 5 October 1998.
3. The Minister of Education of the Government of Japan was requested by letter of 11 December 1998 to present its observations on the original allegation and on the additional information supplied by OFSET. Following a reminder to the Government in July 2000 that no such information had been received, the Government transmitted the observations of the Osaka Prefectural Board of Education by letter of 21 August 2000 through the Permanent Mission of Japan to the International Organizations in Geneva.

Findings

4. The Joint Committee concluded that the information received from the Government of Japan had been received too late to be transmitted to OFSET for its further observations in accordance with the applicable procedures. It therefore considered that examination of the allegations by OFSET would be inappropriate until such observations, and any additional comments from the Government of Japan, were supplied. When the necessary information is received, the matter would be examined according to the applicable procedures.

Recommendations

5. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - take note that, in view of the very late receipt of initial comments by the Government of Japan on the allegations, there has been insufficient time to follow the procedures for examining allegations so as to ensure an equitable treatment of both parties' observations, and that further consideration should be postponed until the observations of OFSET and the Government have been received, or a reasonable time has elapsed, as set out under the applicable procedures;

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- invite OFSET and the Government of Japan to respectively send their observations on further developments as soon as possible upon request from the joint secretariat, and that such information be reviewed and the Joint Committee's findings and recommendations presented in accordance with the approved procedures.

D. Allegation received from the Union of Educational Professionals in Vojvodina (SPRV), Federal Republic of Yugoslavia¹

Background

1. The Union of Educational Professionals in Vojvodina (SPRV) sent a facsimile to the ILO dated 20 July 1999, containing allegations of low remuneration and delays in salary payments which resulted in teachers' poverty in the Province of Vojvodina, and more generally in the Federal Republic of Yugoslavia. The allegations concern Chapter X of the ILO/UNESCO Recommendation, 1966.
2. No action was taken concerning this communication pending a thorough review of the legal status of the Federal Republic of Yugoslavia by the ILO and by UNESCO, in line with new concerns over formal relations with that country. The issues were discussed during the current Seventh Session and it was decided that communications could proceed with the Federal Republic of Yugoslavia and the Joint Committee could examine new matters affecting teachers in the Federal Republic of Yugoslavia on the same basis as its previous treatment of the allegations in the Province of Kosovo (see 2.E of the present Annex). The joint secretariat was instructed to request clarification from SPRV with regard to the points in its communication prior to seeking the Government's observations.

Findings and recommendations

3. Based on legal advice from the joint secretariat, the Joint Committee decided to postpone consideration until further information had been received from SPRV and from the Government in accordance with the approved procedures.
4. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - take note of the situation as described above.

¹ At the time of examination by the Joint Committee, the designation of the Federal Republic of Yugoslavia was understood to mean the non-member State composed of Serbia and Montenegro, since the governing organs of the ILO and of UNESCO, in line with the respective United Nations resolutions, have not recognized the Federal Republic of Yugoslavia as a continuation of the member State known as the former Socialist Federal Republic of Yugoslavia. The Federal Republic of Yugoslavia joined the ILO as a new Member on 24 November 2000. The Federal Republic of Yugoslavia became a Member State of UNESCO on 20 December 2000.

2. Further developments in allegations previously received by the Joint Committee

A. *Allegation received from the Independent Trade Unions of Education of Albania (SPASH)*

Background

1. The Joint Committee initially examined the allegation, submitted by the Independent Trade Unions of Education of Albania (SPASH) in 1992, at its Sixth Ordinary Session in 1994 (CEART/VI/1994/12, Annex 1). It examined further information supplied by SPASH at its Fourth Special Session in 1997 (CEART/SP/1997/13, Annex 2). For the second time, the Government of Albania failed to provide information to the Joint Committee. The Joint Committee's main findings and recommendations in 1997 included the following points:
 - (a) it regretted that the Government of Albania had not responded to repeated requests to provide information on the initial allegation and on further developments; this failure to respond demonstrated an attitude of non-respect for the mandate of the Joint Committee;
 - (b) nevertheless, improvements had been made in the situation of teachers and the teaching profession in Albania in respect of at least some of the Recommendation's provisions regarding means for consultation and negotiation with teachers, positive developments welcomed by the Joint Committee;
 - (c) it was not possible on the basis of the available information, to assess whether changes in the Labour Code and subsidiary acts governing public schools established a sustainable basis for consultation and negotiation of appropriate issues between the teaching profession and competent authorities as foreseen in the Recommendation; in that connection, the differences continued between SPASH and the Government over the status of employees and teachers' position under such legislation;
 - (d) little information has yet been provided on other aspects of education and the teaching profession, most notably the situation in rural and remote areas, making it difficult to evaluate progress in these areas;
 - (e) both parties were invited to consider the advisability of drawing on international advice and assistance from the ILO and from UNESCO to improve the situation of teachers and the teaching profession in areas which remain below the standards of the Recommendation, and to keep the Joint Committee advised as to further developments, which would be examined in accordance with approved procedures.
2. Since the communication of its findings and recommendations to the Government and to SPASH in 1998,² the Joint Committee has not received any additional information from either party.

² The report was also examined by the Committee on the Application of Standards of the International Labour Conference at its 85th Session (June 1998).

Findings and recommendations

3. In the absence of information from the Government, which has never responded to requests, or from SPASH since 1997, the Joint Committee decides that it is unable to examine the matter further.
4. It is regrettable that neither the Government nor SPASH has considered it opportune to provide the requested information. The Joint Committee particularly deplores the fact that throughout the examination of these allegations, the Government of Albania has not cooperated at all in furnishing information which would assist in resolving the many problems facing teachers and education in Albania.
5. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - (a) take note of the situation as described above;
 - (b) communicate the above findings to the Government of Albania and to SPASH.

B. *Allegation received from the Czech and Moravian Trade Union of Workers in Education (ČMOS PŠ)*

Background

1. The Joint Committee initially examined the allegation, submitted by the Czech and Moravian Trade Union of Workers in Education in 1997, at its Fourth Special Session in 1997 (CEART/VI/1997/13, Annex 2). It decided to postpone consideration until the Government of the Czech Republic had the opportunity to present its observations and relevant information on the allegations, or a reasonable time had elapsed, as set out under the allegations procedures. The Government of the Czech Republic was invited to send its observations on these points as soon as possible, and both the Government and ČMOS PŠ were requested to keep the Joint Committee advised of further developments. Any information submitted would be reviewed in accordance with approved procedures.
2. Subsequently, the Joint Committee examined observations and related information supplied by the Government and ČMOS PŠ in the period September 1997 to January 1999. On the basis of this information, and in accordance with its procedures, the Joint Committee submitted an interim report (CEART/INT/1999/1) to the Governing Body of the ILO (March 1999) and to the Executive Board of UNESCO (May 1999) which established findings and recommendations summarized as follows:
 - (a) increases in teaching hours which apparently were designed to refocus a larger share of teachers' time on the principal task of teaching were to be commended;
 - (b) increases in teaching contact hours which increased hours necessary for related tasks (preparation and evaluation of students' work) should be properly accounted for in the distribution of overall workload, as proposed in the ILO/UNESCO Recommendation, 1966, and in the Joint Committee's 1997 report;
 - (c) envisaged increases in hours for head teachers and deputy head teachers at many school levels was cause for concern as it could have a more disruptive influence on school management and organization at a time of transition;
 - (d) consequences for increased stress and burnout of teachers, lowered educational performance, loss of experienced teachers and difficulties in recruiting qualified

young teachers, and constraints on further professional development could be accentuated, with negative consequences for educational quality in the Czech Republic;

- (e) the Government had not undertaken to fully associate ČMOS PŠ in the determination of workload and school reorganization reforms by means of consultation or negotiation, as set out in the ILO/UNESCO Recommendation (paragraphs 9, 10(k), 75 and 89); this was to be regretted;
 - (f) the process of consultation the Government had undertaken with the ČMOS PŠ in connection with proposals to implement changes for adjusting teaching and other educational duties at school level was noted with approval; the Government was encouraged to ensure that teacher representatives were associated with further implementation.
3. The Joint Committee recommended that the above findings should be communicated both to the Government of the Czech Republic and to ČMOS PŠ, requesting that the Government examine means of fully consulting with ČMOS PŠ in the implementation of the new working time arrangements in accordance with all relevant provisions of the Recommendation concerning the Status of Teachers. The Government and ČMOS PŠ were requested to advise the Joint Committee on further developments and this information should be reviewed at the Joint Committee's Seventh Session in 2000.
 4. By letter of 14 July 1999 to the ILO, ČMOS PŠ informed the Joint Committee that, with reference to its recommendations, on the basis of deliberations between it and the Government, the decree which had increased hours of work of teachers and educators, and which was the subject of the allegation, had been rescinded. ČMOS PŠ was convinced that the recommendations of the Joint Committee contributed to this fact, and expressed its thanks for the Joint Committee's efforts and work.
 5. By letter of 27 July 2000 to the ILO, the Ministry of Education, Youth and Sports of the Czech Republic responded to the Joint Committee's recommendation contained in its interim report, with information that the Government had adopted measures to eliminate the negative consequences resulting from the decree in question by amending it in 1999. From 1 September 1999, the number of weekly contact hours (hours of direct educational or teaching activity) required of teachers and other pedagogical staff had been lowered so as to comply with the previous regulations.

Findings and recommendations

6. The Joint Committee notes with satisfaction that, as a result of further dialogue between the Government and ČMOS PŠ, amendments were made to the relevant legislation which reduce teachers' hours of work in a manner consistent with its recommendations and the provisions of the ILO/UNESCO Recommendation, 1966.
7. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - (a) take note of the situation as described above;
 - (b) communicate the above findings both to the Government of the Czech Republic and to ČMOS PŠ, commending them for a positive outcome to this matter in the interests of education and teachers, on the basis of social dialogue.

C. Allegation received from Education International and the Ethiopian Teachers' Association

Background

1. The Joint Committee initially examined the allegation presented by the World Confederation of Organizations of the Teaching Profession (WCOTP) and the Ethiopian Teachers' Association (ETA) at its Sixth Ordinary Session in 1994 (CEART/VI/1994/12, Annex I). The original allegation concerned non-observance by the Government of the Recommendation's provisions with respect to guiding principles, educational objectives and policies, preparation for the profession, further education for teachers, employment and career (entry into the teaching profession, security of tenure), the rights and responsibilities of teachers (professional freedom, relations between teachers and the education service as a whole), conditions for effective teaching and learning (school buildings, special provisions for teachers in rural or remote areas), teachers' salaries and social security.
2. The Joint Committee further examined these questions based on new information supplied by the Government of Ethiopia, by ETA and by Education International (EI), successor organization to the WCOTP, at its Fourth Special Session in 1997 (CEART/SP/1997/13). Information presented by ETA and EI in 1995 and 1996 further alleged non-observance of certain guiding principles (non-discrimination in employment of teachers), educational objectives and policies (privatization of education, non-discrimination in educational provision, consultation with ETA on educational policy), and rights of teachers (civic rights, negotiations on salaries).
3. Matters concerning freedom of association have been dealt with in Case No. 1888 of the Committee on Freedom of Association of the ILO Governing Body.
4. The Joint Committee's main findings and recommendations in 1997 included the following points:
 - efforts by the Government appeared to have led to improvements in the status of teachers in relation to the Recommendation's provisions on educational objectives and policy, preparation for entry into the profession and further education, career development, conditions for effective teaching and learning and teachers' salaries. Emphasis on standards and professional development arising from the Government's national education policy, new career and salary structures and better administration of salaries and material benefits of teachers appeared to be particularly promising;
 - nevertheless, information from the ETA suggested that salary levels had not increased with the cost of living, a situation which could undermine reforms;
 - serious concerns had emerged over allegations of politically- and ethnically-based transfers or dismissals of teachers, imprisonment or detention, and even deaths and disappearances of teachers, directly negating important provisions of the Recommendation, and threatening stability and quality of educational provision in certain regions;
 - a climate of non-cooperation in effective consultations between the Government and teachers and their organizations, against a background of serious problems with regard to respect for fundamental rights of freedom of association evidenced by the continuing Committee on Freedom of Association case, was unsuitable for the development of partnerships necessary for the development of education in Ethiopia. The Government was urged to take steps to restore a healthy partnership which

recognized the important role of teachers and their democratically elected representatives in improving education through consultations and negotiation;

- the Government was requested to take steps to address the remaining problems highlighted in the report, where appropriate with assistance from the ILO and UNESCO, and, along with EI and ETA, to keep the Joint Committee informed of developments with regard to these problems; the information to be examined in accordance with approved procedures.
5. Following its examination by the Governing Body of the ILO (March 1998) and the Executive Board of UNESCO (May 1998), the Joint Committee's report, including its analysis of the allegation, was sent to the Government of Ethiopia and to EI, acting on behalf of the ETA, in August 1998.³

Further developments

6. In the absence of further information, requests were addressed to the Government and EI in July 2000 prior to the Seventh Session. By letter of 8 August 2000 EI informed the joint secretariat that it had concentrated its attention on the denial of freedom of association and the right to organize in the framework of complaints to the Committee on Freedom of Association and the Committee of Experts on the Application of Conventions and Recommendations, noting continued harassment and repression of ETA via police and court action. EI reiterated that salaries of teachers remained poor, forced transfers continued, and recently a system of teacher inspection using unqualified people had been instituted as a further process of political intimidation. Imposition of teaching in the mother tongue without regard to the availability of either qualified teachers or basic materials and against the wishes of parents had led to riots and deaths in some districts. A study of the language policy commissioned by EI and the ETA had revealed serious deficiencies on these and other points, yet the Minister of Education refused to meet with ETA to resolve the problems despite repeated requests. Moreover, ETA alleged that tensions had recently extended to higher education, citing beatings by paramilitary forces of students who had sought to defend their rights in several institutions, including the Nazareth Teacher Training College. EI concluded by stating that the situation of education in Ethiopia did not meet the requirements of either the ILO/UNESCO Recommendation, 1966, or the UNESCO Recommendation, 1997, in "even a minimal way".
7. Despite contact with its representatives in Geneva, no reply to the request for additional information was received from the Government of Ethiopia prior to the Seventh Session.
8. In addition to the information supplied by EI, reports of the Committee on Freedom of Association of the ILO's Governing Body, and of the Committee on the Application of Standards of the International Labour Conference, the Joint Committee took note of additional information concerning these questions from the United Nations Special Rapporteur on the right to education.

Findings

9. Based on admittedly incomplete information before it, the Joint Committee concluded that the status of teachers did not appear to have significantly improved since its last examination of the situation in 1997. Signs of apparent progress noted between 1994 and

³ The report was also examined by the Committee on the Application of Standards of the International Labour Conference at its 85th Session (June 1998).

1997 had not continued, as suggested by the continuing poor salary situation, forced transfer and tensions over language instruction, a key aspect of overall educational policy.

10. Most seriously, there were clear indications that one of the key findings and recommendations that the Joint Committee made in 1997, namely that the Government should seek to restore a healthy partnership with teachers and the ETA in the interests of Ethiopian education and with due regard to the ILO/UNESCO Recommendation, 1966, had been largely ignored. The evidence presented to, and conclusions of, the Committee on Freedom of Association of the ILO Governing Body, and of the Committee on the Application of Standards of the International Labour Conference, underscore the continued allegations of harassment and refusal to consult with ETA which EI had made in its latest communication. The Joint Committee stresses that close cooperation between the competent authorities, organizations of teachers and other interested parties in defining educational policy and objectives, as well as respect for fundamental rights to freedom of association and negotiation of salaries and working conditions, are cornerstones of the 1966 Recommendation. The failure by the Government to resolve these problems since 1994, leading to continued tensions between the authorities, teachers and their organizations, students and parents, essentially undermines other reform efforts and negates important provisions of the ILO/UNESCO Recommendation.
11. Moreover, the Joint Committee profoundly regrets that the Government has not sought to cooperate with it in resolving problems related to teachers' status and the quality of education by supplying information on recent developments. It notes that despite repeated requests since it first received allegations in 1994, the Government has only once (in 1995) provided such information.

Recommendations

12. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - take note of the situation as described above;
 - communicate the above findings both to Education International, and through it to the Ethiopian Teachers' Association, and to the Government of Ethiopia, requesting the Government once again to urgently and effectively address the continuing problems of teachers' status noted in this report, and in so doing to avail itself of all possibilities for international assistance, including those offered by a direct contacts mission by members of the Joint Committee as set out elsewhere in this report;
 - request the Government, EI and ETA to keep the Joint Committee informed of developments with regard to these problems, and that such information be examined in accordance with approved procedures.

D. Allegation received from the Single and Democratic Teachers' Union of Senegal (SUDES)

Background

1. The Joint Committee initially examined the allegation, submitted by the Single and Democratic Teachers' Union of Senegal (SUDES) in 1995, at its Fourth Special Session in 1997 (CEART/SP/1997/13, Annex 2). The Joint Committee's main findings and recommendations included the following points:

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- the Government’s commitment to expanding basic education in a difficult economic context was to be admired, yet its plan to use volunteers with minimal training as teachers violated the core of section V of the ILO/UNESCO Recommendation; persons entrusted with the responsibility of teachers should have received adequate preparation for this role;
 - if “volunteers” were to work as teachers they should enjoy the same rights of freedom of association as other teachers;
 - the Joint Committee was also concerned that any extensive or permanent use of volunteers or contract teachers could undermine the status of professional teachers who have dedicated their careers to their professions; paragraph 141 of the Recommendation emphasized that measures to deal with teacher shortages should be exceptional and not endanger teachers’ professional standards;
 - the Joint Committee regretted that SUDES had not been involved in all stages of the development of the volunteer programme in line with the provisions of the ILO/UNESCO Recommendation, 1966, but it noted that SUDES had on some occasions not availed itself of its opportunities to participate in consultative forums;
 - consistent with a proposal of the Government, the Government and SUDES were invited to consider the services of the ILO and UNESCO to provide a mission or other appropriate form of assistance to aid the parties in providing expanded education services for the youth of Senegal, while operating within the principles of the Recommendation;
 - the Government and SUDES were requested to keep the Joint Committee informed of developments with regard to their remaining problems, and that such information be examined in accordance with approved procedures.
2. Following its examination by the Governing Body of the ILO (March 1998) and the Executive Board of UNESCO (May 1998), the Joint Committee’s report, including its analysis of the allegation, was sent to the Government of Senegal and to SUDES in August 1998.⁴

Further developments

3. In the absence of further information, requests were addressed to the Government and to SUDES in July 2000 prior to the Seventh Session. By letter and fax of 14 August 2000, the Ministry of National Education, Technical Education and Vocational Training provided updated information on major points as follows:
- **Relations with the teachers’ unions:** Following negotiations with the Government in 1997, all the teachers’ unions, including SUDES, had nominated experts to assist the World Bank study on the career development of volunteers hired to teach, with a view to identifying a strategy for establishing a more permanent status for those who had completed four years of voluntary service. The study was submitted to the Government in December 1997, and its conclusions were discussed in national consultations involving all the teachers’ unions and national stakeholders in February 1998.

⁴ The report was also examined by the Committee on the Application of Standards of the International Labour Conference at its 85th Session (June 1998).

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- **The new career plan for voluntary teachers:** The national consultations reached agreement which would permit volunteers at the end of their voluntary service to be recruited as contract teachers employed by the State but without the status of civil servants if they so wished, and after a period of at least one year in post, contract teachers who had teaching certificates (CEAP and CAP) would be recruited into the civil service by procedures yet to be determined. The first group of 1,200 volunteers recruited in 1995 had accordingly been hired as contract teachers in 1999, and the second group would be hired as contract teachers in October 2000. Decree No. 99-908 of 13 September 1999 lays down the general conditions of recruitment, career development and pay of these contract teachers.
 - **The social situation of volunteers:** The Government recognized that the entry level “scholarship” for volunteers was inadequate, but recalled the economic problems facing it which were indicated in its previous correspondence. Improvements in the Mutual Benefit Society established for the teaching volunteers and contract teachers included establishment of a board headed by an elected president who were themselves volunteers or contract teachers, and operation of local branches of the Mutual Benefit Society in the country’s 31 administrative districts providing reimbursement at defined percentages to volunteers and their families for costs of hospital care, tests and radiography and prescription drugs.
 - **Qualifications of volunteers:** In addition to recalling previous information, the implementation of the new Education and Training Development Programme agreed with development partners in April 2000 meant that volunteers would now undergo longer initial training in the primary school teacher training institutions (EFIs), though continual training would remain the most important aspect of their training.
 - **Maintaining dialogue with the teachers’ unions:** With the inauguration of a new Government, volunteers and contract teachers began a series of strikes and planned to establish their own union in August 2000. Since June 2000, a tripartite working group consisting of representatives of the Government, the volunteers and the teachers’ unions, including SUDES, had been discussing possible responses to their demands. The Government was convinced that only through dialogue and consultation with all those involved in education could it meet the challenges set by the World Forum on Education for All, held in Dakar in April 2000.
4. By letter of 28 July 2000, the General Secretary of SUDES provided information on the following points:
- **The employment status of volunteers:** SUDES regretted that its previous arguments concerning alleged infringement of forced labour had not been accepted, since “volunteer” teachers in Senegal were really victims of a policy which, in the name of “economic emergency”, reduced young workers to accepting anything they were given for want of any decent employment prospects. The Government continued to recruit 1,200 volunteers every year on the same terms and conditions as those already denounced by SUDES, yet the policy had so far failed to bring Senegal into the group of African countries with an average school attendance rate of 75 per cent.
 - **Contract teachers:** The Government’s decision to create a “brigade of contract teachers” amounted to an admission that the volunteers policy was flawed. The 1966 Recommendation referred, moreover, to qualified teachers, not to “contract” employees.

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- **Dialogue with the Government:** There had been no specific meeting on the issue between SUDES and the Government, nor had the change of government in March 2000 yet resulted in any change in policy.
 - **Educational policy and teacher recruitment:** The ten-year Education and Training Development Programme adopted by Senegal and the donors stipulates that, in order to become a teacher in Senegal, it is first necessary to be a volunteer.

Findings

6. Based on the updated information presented by the Government and by SUDES, the Joint Committee commends the Government's efforts to improve the implementation of the volunteers policy in relation to the situation prevailing in 1997.
7. Dialogue with teachers' unions leading to a consensus on the policy and implementation of the volunteers programme, including reported efforts to respond to the demands arising out of the volunteers' and contract teachers' strike action, go a long way towards fulfilling provisions of the ILO/UNESCO Recommendation, 1966, on the importance of consultation and negotiation in making educational policy and in deciding on employment terms. The efforts at dialogue also reflect the importance attached to this question in the present report. The Joint Committee notes, however, that SUDES insists it has not met with the Government on the specific issue, nor has the change of government led to a change of policy. Recalling that the Government insists that all unions, including SUDES, have formed part of working groups and national consultations to recommend improvements in the policy, the Joint Committee reiterates its hope that such dialogue will continue, and that SUDES will avail itself of all opportunities to participate.
8. The Joint Committee also notes efforts to improve initial training of volunteers through extended periods in primary teacher training institutions. While this would appear to represent an improvement over the previous minimal levels of training, the Joint Committee urges the Government to continue to emphasize a strong foundation of initial preparation at the level equivalent to all those entering the teaching profession in Senegal in line with the standards set out in the ILO/UNESCO Recommendation, 1966, reiterated in the Joint Committee's 1997 report, and underlined by the recommendations to enhance the status, morale and professionalism of teachers contained in the *Dakar Framework for Action*, and a greater professionalism of teachers recommended by consensus of the ILO's Joint Meeting on Lifelong Learning in the Twenty-First Century: The Changing Roles of Educational Personnel.⁵
9. The Joint Committee is most concerned with the evidence presented by both the Government and SUDES that the volunteers policy has become anchored as a permanent feature in the long-term educational development programme of Senegal. The suggestion by SUDES that all prospective teachers will henceforth pass through the voluntary programme is particularly disturbing, but remains to be confirmed by more precise details concerning teacher education and recruitment. The Joint Committee nevertheless again calls the Government's attention to paragraph 141 of the ILO/UNESCO Recommendation, 1966, which emphasizes that measures to deal with teacher shortages should be exceptional and not endanger teachers' professional standards.

⁵ Conclusions on lifelong learning in the twenty-first century: The changing roles of educational personnel (paras. 10-17).

Recommendations

10. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - take note of the situation as described above;
 - communicate the above findings both to the Government of Senegal and to SUDES;
 - invite the Government and SUDES to consider assistance from the ILO and UNESCO in the most appropriate form to help resolve any remaining difficulties with regard to the volunteers policy which are consistent with the principles of the ILO/UNESCO Recommendation, 1966;
 - request the Government and SUDES to keep the Joint Committee informed of developments with regard to these problems as appropriate, and that any such information be examined in accordance with approved procedures.

E. Allegation received from Education International concerning the Federal Republic of Yugoslavia (Province of Kosovo)

Background

1. The Joint Committee initially examined the allegation, submitted by Education International (EI) in 1995, at its Fourth Special Session in 1997 (CEART/VI/1997/13, Annex 2). The allegation concerned the non-observance by the Government of the Federal Republic of Yugoslavia⁶ of the ILO/UNESCO Recommendation, 1966, in respect of guiding principles (discrimination in matters of preparation and employment), educational objectives and policies (availability of facilities without discrimination, liberty to establish and direct educational institutions), and rights and responsibilities (professional freedom). The allegations concerned the treatment of Albanian-speaking teachers in the autonomous region of Kosovo.
2. In 1997, the Joint Committee examined the observations and related information supplied by EI, and submitted its report (CEART/SP/2000/13, Annex 2) to the Governing Body of the ILO (March 1998) and to the Executive Board of UNESCO (May 1998). The findings and recommendations are summarized as follows:
 - (a) it was regrettable that the Government has not replied to the allegations;
 - (b) the allegations concerned in part serious violations of fundamental human rights which are enshrined in international law, and are the competence of human rights bodies established to deal with such violations;

⁶ At the time of examination by the Joint Committee, the designation of the Federal Republic of Yugoslavia was understood to mean the non-member State composed of Serbia and Montenegro, since the governing organs of the ILO and of UNESCO, in line with the respective United Nations resolutions, have not recognized the Federal Republic of Yugoslavia as a continuation of the member State known as the former Socialist Federal Republic of Yugoslavia. The Federal Republic of Yugoslavia joined the ILO as a new Member on 24 November 2000. The Federal Republic of Yugoslavia became a Member State of UNESCO on 20 December 2000.

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- (c) the allegations of school closures, expulsions, bans on private educational activities, harassment and imprisonment of teachers on grounds that they taught in Albanian, constituted serious failure to apply numerous provisions of the ILO/UNESCO Recommendation, 1966, including academic freedom in the exercise of professional duties;
 - (d) despite an agreement signed between the Government of the Federal Republic of Yugoslavia and representatives of the Albanian community of Kosovo, the agreement had not been implemented, and that most of the problems remain unresolved.
 3. The Government of the Federal Republic of Yugoslavia was invited to send its observations on the allegations as soon as possible, and to take urgent steps to redress the situation, drawing on the advice and assistance of the ILO and UNESCO, where appropriate; and both the Government and Education International were requested to inform the Joint Committee on steps taken to address the problems. Any information submitted would be reviewed in accordance with approved procedures.
 4. By letter of 4 September 2000 to the ILO, EI informed the Joint Committee that, in response to its request for information, the situation pointed out in the previous communications had continued until the mass expulsion of Kosovars in early 1999. During this period of ethnic cleansing, teachers were singled out and atrocities committed against them. During the period of the war between April to June 1999, EI worked with the teachers' union representing Kosovar Albanian educators (SBASHK) at all levels of education to identify teachers in refugee camps and to help provide education for pupils. This effort continued on return to Kosovo when the war terminated in July 1999.
 5. Information was also provided by EI concerning the period since the assumption of responsibility for the administration of education in Kosovo by the United Nations, pending elections and the establishment of a new government. This information is being forwarded to the United Nations.
 6. The Government of the Federal Republic of Yugoslavia has not provided information concerning any of these matters to the Joint Committee.

Findings and recommendations

7. The Joint Committee regrets that the Government of the Federal Republic of Yugoslavia did not cooperate in the examination of the widespread and serious violations of human rights and of the provisions of the ILO/UNESCO Recommendation, 1966, in response to its invitations. It notes, however, that the political situation with regard to Kosovo has changed significantly since 1999. Therefore, it considers that examination of the allegations with regard to the Government of the Federal Republic of Yugoslavia would not serve a useful purpose at this time. In addition, it considers that the information concerning the situation of teachers under the provisional United Nations authority for Kosovo should be forwarded by the most appropriate means to the United Nations for its consideration.
8. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO:
 - (a) take note of the situation as described above;
 - (b) communicate the above findings both to the Government of the Federal Republic of Yugoslavia and to Education International;

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- (c) forward the information provided by Education International concerning the situation of teachers under the provisional United Nations authority for Kosovo to the United Nations by the most appropriate means, for its consideration.

Annex 3

Recommendation on higher education teaching personnel: Further developments and necessary follow-up action

Approach proposed by the CEART Working Party for the monitoring and promotion of the UNESCO Recommendation, 1997

Background

1. The General Conference of UNESCO adopted the Recommendation concerning the Status of Higher Education Teaching Personnel (hereafter the UNESCO Recommendation, 1997) on 11 November 1997. In September 1999, the Executive Board of UNESCO approved an extension of the Joint Committee's mandate and methods of work to include the monitoring and promotion of this Recommendation, in addition to its monitoring and promotional role for the ILO/UNESCO Recommendation concerning the Status of Teachers of 1966 (hereafter the ILO/UNESCO Recommendation, 1966). In November 1999, the ILO Governing Body also approved the extended mandate of CEART.
2. Two issues immediately arise in relation to the extended mandate:
 - What methodology (or methodologies) ought the Joint Committee adopt to discharge its new responsibilities?
 - What substantive contemporary issues raised by the UNESCO Recommendation, 1997, ought to be addressed as priority tasks?
3. The experience of the Joint Committee in discharging its previous mandate concerning the ILO/UNESCO Recommendation, 1966, is pertinent to these questions.
4. In the early years of its existence, the Joint Committee largely based its deliberations and reports on the results of general surveys sent to the governments of UNESCO and ILO member States. The methodology derived from decisions taken by the ILO and UNESCO in establishing the Joint Committee, as well as decisions by its members taken at the First Session in 1968. These surveys attempted to obtain comprehensive, comparative information on education systems and the teaching profession, on a country-by-country basis, which could be assembled in a comparative, cross-national or regional format. The Joint Committee ultimately found that approach did not provide a satisfactory basis for the production of valid and meaningful reports, at least of a general nature. Response rates to the surveys were not high and responses received often were incomplete, notwithstanding that, in most countries, information sought was readily available from government as the major agency either providing or financing the pre-primary, primary and secondary sectors. Moreover, the processing and analysis of data received was very resource-intensive.
5. At its Third Special Session (1991), the Joint Committee recommended the adoption of a new methodology, by which its future work should be based on a combination of:
 - reports from governments, national organizations of teachers and their employers, and international non-governmental organizations;

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- studies and reports of the ILO and UNESCO concerning the promotion of the ILO/UNESCO Recommendation, 1966, and its application.

The information could include its consideration of allegations supplied by teachers' organizations on non-observance of the ILO/UNESCO Recommendation, 1966.

6. On the basis of this information the Governing Body of the ILO and the Executive Board of UNESCO approved a restated mandate which contemplated these additional tasks:
 - (a) to report to the competent bodies of the ILO and UNESCO on the application of the Recommendation on the basis of those materials; and
 - (b) to recommend to these bodies initiatives to promote a better understanding and implementation of the Recommendation.

The extended mandate

7. A reading of the discussion preceding the adoption of the UNESCO Recommendation, 1997, has led the Joint Committee to conclude that the General Conference of UNESCO intended that CEART carry out the same tasks in relation to the 1997 Recommendation. This interpretation of its responsibilities has led the Joint Committee to propose the methodology set out below so as to fulfil its new responsibilities.
8. In the report of its Sixth Ordinary Session (1994) the Joint Committee expressed satisfaction with the first fruits of the new methodology. However, it concluded that a consideration of reports and studies would need to be supplemented, where appropriate, by some specifically focused statistical surveys and comparative analyses. That conclusion was reinforced in the Joint Committee's report of its Fourth Special Session (1997), in which it identified a specific need in relation to the UNESCO Recommendation, 1997, to establish a means of collecting and publishing appropriate statistical indicators, so as to provide a sound basis for the monitoring function. At the same time, it commended the work done to study the feasibility of developing teacher indicators, and proposed the development of a long-term international project of that type, focusing on the following specific indicators:
 - pre-appointment qualifications for teachers;
 - further education opportunities for teachers;
 - general distribution of teachers by categories at both classroom level and by promotional position, including school principals (head teachers) and deputy principals (deputy heads);
 - numbers of part-time employees expressed directly or in full-time equivalents;
 - hours of work, including non-contact commitments;
 - class sizes;
 - teachers' remuneration.
9. Against that background, the Joint Committee supports implementation of methodology for collecting and publishing appropriate statistical indicators relevant to higher education teaching personnel. The choice of items will depend on the most significant issues to be identified. However, obvious issues to focus on in relation to the UNESCO Recommendation, 1997, are:

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- typical levels in the academic appointment/promotion structures;
 - pre-appointment qualifications at each of those levels;
 - continuing education/higher qualification opportunities;
 - gender distribution by job level;
 - tenured/untentured faculty statistics;
 - student/teaching staff ratios;
 - student contact hours;
 - non-student contact commitments;
 - allocation of time for research;
 - remuneration.

10. This task may need to be approached initially on a pilot regional or subregional basis. Priorities will need to be established from the above list. The first task of the Joint Committee is to identify the issues which are priority concerns within the scope of the Recommendation, and then establish strategies to address them. Based on a careful review of all of the material presently available to the Joint Committee, the following issues (where appropriate, related to specific provisions of the Recommendation) appear to be the most important:

- (a) academic freedom (clauses 27 and 75);
- (b) employment structures (clauses 40-44);
- (c) redundancy – criteria and compensation (clauses 45-46);
- (d) qualification for appointment/criteria and mode of selection for advancement/fixation of and entitlement to salaries, incremental payments, and other benefits (clauses 47, 57-61);
- (e) gender balance, “glass ceilings” and other equality of opportunity issues (clauses 22(h), 70);
- (f) issues related to freedom of association/staff participation in decision-making (clauses 52-56);
- (g) interface between the secondary and higher education environments;
- (h) staff/student relationships and codes of ethics (clauses 22(f), 33-36);
- (i) status of teacher education within higher education (clauses 37-39);
- (j) institutional autonomy and accountability (clauses 17-24).

A. Academic freedom

11. Academic freedom is defined in clause 27 of the UNESCO Recommendation, 1997, amplified by clauses 28-29 and 31-32. Clause 27 defines “academic freedom” as embracing the following rights:

- the right, without constriction by prescribed doctrine, to freedom of teaching and discussion;
- the right to carry out research and freedom in disseminating and publishing the results thereof;
- freedom to express freely their opinion about the institution or system within which they work;
- freedom from institutional censorship;
- freedom to participate in professional or representative academic bodies; and
- the right to fulfil functions without discrimination of any kind or fear of repression by the State or any other source.

Clauses 28-29 expand on these concepts concerning teaching and research.

12. These rights need to be considered in the context of clauses 31 and 32 of the instrument. Those clauses make the further points that higher education teaching personnel:

- should have the right and opportunity, without discrimination of any kind, according to their abilities, to take part in the governing bodies and to criticize the functioning of higher education institutions, including their own, while respecting the right of other sections of the academic community to participate;
- and they should also have the right to elect a majority of the representatives to academic bodies within the institution.

13. The Recommendation, moreover, recognizes that academic freedom is included in the principles of collegiality, which also encompass:

- shared responsibility; and
- participation of all concerned in internal decision-making structures and practices, and the development of consultative mechanisms.

The instrument further indicates that “collegial decision-making should encompass decisions regarding the administration and determination of policies of higher education, curricula, research, extension work, the allocation of resources and other related activities, in order to improve academic excellence and quality, for the benefit of society at large”.

14. Clause 75 provides a means of monitoring application of these provisions. It instructs the Director-General to “prepare a comprehensive report on the world situation with regard to academic freedom and to respect for the human rights of higher-education teaching personnel on the basis of the information supplied by member States and of any other information supported by reliable evidence which he/she may have gathered by such methods as he/she may deem appropriate”. It is unusual for an international instrument to contain such a specific stipulation and, accordingly, it must be accepted that the General Conference regarded preparation of this report as an urgent, priority task. In line with its

new responsibilities, the Joint Committee sets out below some considerations with regard to monitoring this highly sensitive issue, and recommends the following approaches to the Director-General as to how this is best done.

15. First, the Joint Committee is aware of examples in many regions where the principles of academic freedom have been violated, and it has accordingly recognized that national and international teachers' organizations may submit allegations of violations of the Recommendation to it for examination under procedures that the Joint Committee has proposed to the competent bodies of the ILO and UNESCO, which have given their approval.
16. Second, the Joint Committee recognizes that tensions may arise between academic freedom, on the one hand, and perceived managerial prerogatives, on the other. Such tensions are exacerbated by:
 - reductions in government funding for higher education and a concomitant requirement that institutions become more financially self-sufficient and market-oriented in their administration;
 - pressures to ensure that academic units carry out their activities efficiently and economically;
 - an increasing emphasis on applied research activities as a means of attracting funding, while risking a neglect of basic research; and
 - changing student requirements and fluctuating subject demand.
17. As noted in paragraph 14, the UNESCO Recommendation, 1997, instructs the Director-General of UNESCO to prepare a comprehensive report on academic freedom. In turn UNESCO has asked the Joint Committee to suggest the structure of such a report. The Joint Committee reviewed the UNESCO Recommendation, 1977, the activities to implement the Dakar Declaration and conclusions of the ILO Conference on lifelong learning. The Committee recommends that UNESCO and the ILO, in collaboration with teachers' organizations and organizations representing employers, undertake a comprehensive research project. In light of the available resources, the Committee recommends that the project be multi-phased and multi-year to be completed in the medium term, along the following lines:
 - (a) As its first phase, the project should examine a limited number of institutions of higher education in developed and developing countries to identify several models for the protection of academic freedom, including the procedures for granting tenure.
 - (b) When the models have been identified and found to be representative, the two organizations should undertake a comprehensive international survey. The experience of the Joint Committee is that the survey should be undertaken on a decentralized basis, perhaps on a regional or subregional basis. The Committee further believes that where possible the project should rely on established organizations and networks of institutions of higher education.
18. Using this approach, the Joint Committee suggests that the first phase of the project be completed between 2001 and 2003. The final report should be available no later than the end of 2007. The Committee will appoint a working party to assist UNESCO and the ILO in the completion of the project.

B. Employment structures

19. The issues highlighted in various reports prepared for the World Conference on Higher Education (WCHE) and by the ILO provide useful commencement points for consideration of this topic. These include multiple challenges to post-secondary institutions. They must adapt to rapid change, attract and retain high-quality teaching and research personnel at a time of increasing cost restraints, place due emphasis on efficiency and accountability, and respond to structural changes within society which demand constant renewal and use of knowledge, skills and learning abilities at all levels.
20. Such an environment has resulted in the comparative growth in non-tenured or contract positions and, to some degree, the “casualization” of higher education employment. Pressures which have precipitated such a trend include short and long-term variations in course demand, a desire by academic institutions to reduce costs of instruction, changing course design to meet market requirements, and a desire of a few academics for more flexible arrangements.
21. Bearing in mind the work undertaken with regard to academic freedom, it follows that an important area for study should focus on worldwide trends in the existence of tenure as defined by section 45 of the Recommendation, the parallel emergence and extent of new employment practices in higher education, and an examination of the validity of the arguments said to justify a move away from permanent employment to a more casualized staffing profile. A thorough examination of the extent to which current trends tend to undermine the fundamental concepts of tenure and academic freedom is needed.
22. As the background documents before the Joint Committee point out, there are several other related sub-topics which interface with this area. These include:
 - systems for granting tenure that are fair, responsive to institutional needs and the standards of academic disciplines;
 - criteria for tenure that reflect both national contexts and the increasingly international reach of post-secondary education;
 - systems of evaluation or appraisal requiring periodic demonstration by tenured staff of continued competence in their originally chosen field, or some different, relevant field;
 - the need for adequately financed programmes of continuing professional development.
23. Against such a background, important areas for study (considered in the project described in paragraph 17) should encompass aspects such as:
 - evaluation methods and criteria for higher education teaching personnel which are relevant, transparent and fair;
 - the need to give appropriate weighting to teaching as well as to research activity and output;
 - the design of proper, equitable and structured approaches to unfavourable appraisals, including rectification opportunities and sanctions for continuing poor performance; and
 - the provision of comprehensive professional development programmes which are both anticipatory and remedial in their objectives, and may also have some mandatory

character, in which failure to participate in a meaningful fashion might imperil careers and/or job security.

Two important considerations arise in relation to the abovementioned points. First, these aspects directly link to the fundamental issue of academic freedom. Second, in important respects, they bear on both the problem of “brain drain” in the developing countries and also mobility of academic staff and the recognition of their qualifications.

C. Redundancy – Criteria and compensation

24. As the *World Declaration on Higher Education for the Twenty-first Century: Vision and Action* points out, an unprecedented demand for higher education exists at the beginning of the new century. However, quite apart from the strict issues of tenure and evaluation of continuing staff is the parallel question of what criteria and processes ought to be put in place to deal with situations in which tenured staff become redundant, i.e. where the demand for the services of specific academic staff diminishes substantially. Section 46 of the UNESCO Recommendation, 1997, contemplates the possibility that faculty may become redundant, but wisely insists that such measures can only take place for bona fide financial reasons and after all reasonably practical alternative steps have been taken to avoid termination of employment.

25. The Joint Committee considers that there is a need for clarity in the meaning of clause 4 of the Recommendation to establish criteria as to what properly constitutes redundancy and then for selecting persons to be declared redundant, as well as institutional obligations to reemploy staff and the financial terms of redundancy payments.

D. Qualification for appointment/criteria and mode of selection for advancement/fixation of and entitlement to salaries, incremental payments, and other benefits

26. Growth in higher education has created a larger pool of persons qualified for teaching positions. However, little is known of the criteria used for appointments, apart from the greater use of casual staff mentioned above. The Joint Committee recommends that the survey of higher education should include data on appointment criteria and modes of selection of teaching personnel.

27. It seems clear that adverse changes have occurred in these areas, particularly over the last decade. Competition in a few fields has caused salaries to rise, while the majority of faculty have faced increased workloads, combined with salaries declining in real terms, or compared to other professionals both in the public and private sectors. These aspects appear to warrant an integrated study designed to compare the treatment of academic staff with other professionals.

E. Gender balance, “glass ceilings” and other equality of opportunity issues

28. The UNESCO Recommendation, 1997, emphasizes the need to expand opportunities for appointment and advancement of women and minorities within the higher education sector, as these are still more restricted than those available to men. It is argued that “glass ceilings” are still very real in many instances.

29. In some instances there are also significant issues bearing on equitable treatment of minorities and the need to eliminate sexual, ethnic and racial harassment. (See UNESCO Recommendation, 1997, clause 22 (g).)

30. Research and statistics on these matters is an obvious and important requirement. It merits significant priority.

**F. Issues related to freedom of association/
staff participation in decision-making**

31. Whilst freedom of association and staff participation in decision-making are to an extent distinct issues, they are also closely interrelated. Quite apart from the need for viable and vibrant staff bodies for labour relations purposes such as collective bargaining and the protection of employees' rights, such bodies also have an important potential role in efforts to ensure that staff participation in academic and at least certain types of systemic decision-making is a reality. This is particularly important at times when, as now, higher education institutions are necessarily operating in a very dynamic and rapidly changing environment.

32. A study of existing aspects of these topic areas would appear to be highly desirable. There is a clear need to examine mechanisms for self-governance and academic decision-making, on the one hand, and collective bargaining structures and processes in their own right.

**G. The interface between the secondary
and higher education environments**

33. As was pointed out in the conclusions of the Joint Meeting on Lifelong Learning in the Twenty-first Century: The Changing Roles of Educational Personnel, and also in the *World Declaration on Higher Education for the Twenty-first Century: Vision and Action*, it is imperative that there be a seamless system spanning the careers of teachers at all levels, which can only be met by the establishment of lifelong learning for all educators.

34. There is a concomitant requirement to ensure that there is an effective interaction between the teaching staffs of secondary schools and the academic staffs of higher education institutions concerning curriculum and tertiary entry requirements so as to ensure the development strategies to lead to a proper link between the two education levels. It seems plain that, in many systems, this goal has not fully been achieved.

H. Staff/student relationships and codes of ethics

35. Clauses 22(f) and 34 of the UNESCO Recommendation, 1997, contain important provisions bearing on both the general and teaching obligations of academic staff in relation to their students. This, in turn, gives rise to a need to reflect upon both staff and student rights and also the proper modes of interaction between the two groups.

36. This aspect interfaces with the reference in clause 22(k) to the need to develop codes of ethics – although the latter reference also focuses on a wider field of concern.

37. It may well be desirable to examine what contemporary issues arise in relation to staff/student relationships and also to endeavour to ascertain what codes of ethics have been developed, their comparative content and how they are implemented in practice.

I. Institutional autonomy and accountability

38. As the UNESCO Recommendation, 1997, foresees, a foundation stone for respecting the rights and responsibilities of higher education staff, and improving or maintaining their status, is the degree to which higher education institutions enjoy autonomy in their decision-making, balanced by systems of accountability. Autonomy is defined in clause 17 as:

that degree of self-governance necessary for effective decision-making by institutions of higher education regarding their academic work, standards, management and related activities, consistent with systems of public accountability, especially in respect of funding provided by the state, and respect for academic freedom and human rights.

39. Whereas the nature and degree of such autonomy will differ according to national traditions and different developmental levels for higher education systems, the UNESCO Recommendation, 1997, urges member States to protect higher education institutions from threats to their autonomy. Moreover, self-governance, collegiality and academic leadership are essential components of meaningful autonomy. Such protection and nurturing of self-governance in turn require open systems of governance and accountability by institutions. In clause 22, the UNESCO Recommendation, 1997, sets out detailed criteria on which accountability should be based, constituting a veritable code of ethics for institutions.
40. In view of the centrality of such rights, duties and responsibilities to a comprehensive application of the provisions contained in the UNESCO Recommendation, 1997, the Joint Committee is invited to examine means by which, in cooperation with the joint secretariat and other interested parties, and bearing in mind related work on academic freedom proposed in paragraph 17 of this document, it can survey and draw conclusions on the extent to which:
- institutions enjoy effective autonomy in decision-making;
 - systems of accountability have been developed which respond to the criteria set out in clause 22, and the suggested means of establishing them, as set out in clauses 23-24.

J. Status of teacher education within higher education

41. A further important issue is the need to recognize the importance of pedagogical training of academic staff in the higher education. Unless the status of teacher education, its content, methodology and the understanding of the importance of it within a constantly changing social, economic and (in many instances) multi-cultural context are accepted, there is likely to be little improvement in the status of teachers at all levels.
42. There are several facets to this question of which the key aspects are:
- the need to accord better provision for and higher status to teacher education research within the higher education sector, in order to promote a better understanding of its features. This needs to be based on definitive scientific descriptions of its main characteristics within a framework of content, working methods and contexts;
 - an urgent requirement, within the higher education sector, to promote a better appreciation of the value and importance of the discipline of teaching itself, including proper recognition, for appointment and promotion purposes, of demonstrated teaching expertise, excellence and innovation in accordance with the 1997 Recommendation; and
 - the desirability of positively promoting (as a vital part of general research on teaching and learning, its processes and outputs) specific research on higher education teaching in its own right.
43. Generally speaking, such aspects have not, until recently, commanded the degree of attention which they merit. The World Conference on Higher Education, 1998 (WCHE) has identified these types of issues as important. It is vital that there be appropriate follow-

up action with regard to them. There will need to be activity at various levels. On the one hand, education policy statements should emphasize the points made above. On the other hand, there ought to be a carefully thought-out programme of action research and development related to teaching at all levels.

44. Clearly, the nature and extent of work which can be done are dependent on resource availability. However, this area is so fundamental that every effort should be made to seek funding, for a coordinated research approach, from governments, NGOs and higher education institutions or their associations. In any event, the above issues clearly need to be reflected in any workplan during the next three years, because they span considerations which are germane to both the UNESCO Recommendation, 1997, and the ILO/UNESCO Recommendation, 1966.

K. Scope of application

45. An interesting and important question arises as to the definition the “higher education teaching personnel” contained in clause 1(f) of the UNESCO Recommendation, 1997. Does it extend to and include academic staff who discharge senior managerial/administrative functions, e.g. presidents/vice-chancellors, registrars and the like? The Joint Committee considers that this matter should be referred for the opinion of the UNESCO and ILO Legal Adviser as it is essentially an issue of legal construction.

Annex 4

Message from the Joint Committee on the occasion of World Teachers' Day 2000

On the anniversary of the adoption of the ILO/UNESCO Recommendation concerning the Status of Teachers, 5 October 1966, the Joint Committee, composed of independent experts appointed to monitor and promote the application of the 1966 and 1997 Recommendations on the status of teachers, supports the theme chosen to commemorate World Teachers' Day 2000: *Expanding horizons*. The 1966 Recommendation is an international instrument designed to highlight the importance of the role of the teaching profession in promoting education in its most important dimensions. The Recommendation concerning the Status of Higher-Education Teaching Personnel, which was adopted by UNESCO in 1997, extends the application of international standards to higher education teaching staff. On this occasion, the CEART would also like to underline the role of teachers and researchers of higher education in expanding horizons.

In a world that faces major challenges, including such issues as globalization, the AIDS pandemic, increasing drug abuse, internecine warfare in several countries and new information and communication technologies, *EDUCATION* remains a fundamental means of meeting these challenges. In this context, teachers more than ever deserve greater respect and support in every country.

Much has changed throughout the world since the 1960s, but as the Joint Committee said in 1988, on the occasion of its Fifth Ordinary Session, one truth endures: the status of teachers depends on the status of education, just as the status of education depends on the status of teachers.

At all levels of education, teachers are at the very heart of the efforts made to establish the common foundations for the acquisition of skills, knowledge, culture, respect for constructive achievements and regard for codes of conduct that are essential for the economic, social and cultural progress of society. If the mission of education does not command the respect and support of the entire community, teachers will neither be respected nor supported.

Accordingly, at the approach of the eighth World Teachers' Day, the Joint Committee decided at its Seventh Session, held at the ILO, Geneva, from 11 to 15 September 2000, to urgently appeal to all educational communities throughout the world – governments, teachers' organizations, parent-teacher and student associations – to enter into a frank and honest social dialogue at national, regional and international levels, in order to eliminate all misunderstandings that could be a source of conflict or a major obstacle to the promotion of quality education.

Annex 5

Agenda of the Eighth Session of the Joint Committee

1. Election of Officers and adoption of the agenda.
2. Review of reports and other sources of information in accordance with the mandate of the Joint Committee to report on the application of the joint ILO/UNESCO Recommendation, 1966.
3. Review of the ILO and UNESCO joint or separate activities to promote the application of the joint ILO/UNESCO Recommendation.
4. Review of reports and other sources of information in accordance with the mandate of the Joint Committee to report on the application of the UNESCO Recommendation, 1997.
5. Review of the ILO and UNESCO joint or separate activities to promote the application of the UNESCO Recommendation.
6. Review of further progress made in relation to the initiatives regarding improved teacher indicators.
7. Consideration of allegations received from teachers' organizations since the Seventh Session.
8. Report of outcomes of allegations considered at the Seventh Session.
9. Agenda for the Ninth Session.
10. Other questions.

What are the Recommendations on teachers and what is the CEART?

The Recommendations

The ILO/UNESCO **Recommendation concerning the Status of Teachers** was adopted on 5 October 1966 at a special intergovernmental conference convened by UNESCO in Paris in cooperation with the ILO. It sets forth the rights and responsibilities of teachers, and international standards for their initial preparation and further education, recruitment, employment, teaching and learning conditions. It also contains many recommendations for teachers' participation in educational decisions through consultation and negotiation with governments. Since its adoption, the Recommendation has been considered an important set of guidelines to promote teachers' status in the interests of quality education.

The UNESCO **Recommendation concerning the Status of Higher-Education Teaching Personnel** was adopted by the General Conference of UNESCO in 1997, also following years of preparatory work between UNESCO and the ILO. This standard is a set of recommended practices covering all higher education teaching personnel. It is designed to complement the 1966 Recommendation, and is promoted and its implementation monitored by UNESCO in cooperation with the ILO, notably through the Joint ILO/UNESCO Committee of Experts (CEART).

CEART

The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART) was set up in 1967 to enable close cooperation between the ILO and UNESCO to monitor and promote the 1966 Recommendation. Reflecting its additional responsibilities to promote and monitor use of the 1997 Recommendation, the Joint Committee's name was changed after its 2000 Session. The new name is the **Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART)**, referred to in this report as either the Joint Committee or CEART.

The CEART is composed of 12 appointed members. The ILO and UNESCO appoint six members each. The members act in a personal capacity.

CEART examines reports and information concerning the application of the Recommendations from governments, from national organizations representing teachers and their employers, from the ILO and UNESCO, and from relevant intergovernmental or non-governmental organizations. It then communicates its findings to the ILO and UNESCO for appropriate action.

Another aspect of CEART's work is the examination of allegations from teachers' organizations on the non-observance of the Recommendations' provisions in member States. After consideration of the content of the allegation, CEART issues its findings and recommendations for the resolution of the problems or conflict.

CEART meets every three years, alternatively at UNESCO headquarters in Paris and at the ILO in Geneva. The present report is of the session in 2000, hosted by the ILO.

For the full text of both Recommendations and of information on the CEART:

English: <http://www.ilo.org/public/english/dialogue/sector/techmeet/ceart/main.htm>

Français: <http://www.ilo.org/public/french/dialogue/sector/techmeet/ceart/main.htm>

Español: <http://www.ilo.org/public/spanish/dialogue/sector/techmeet/ceart/main.htm>