

Hundred and sixty-first Session

161 EX/8
PARIS, 21 February 2001
Original: English

Item 3.2.2 of the provisional agenda

**REPORT OF THE DIRECTOR-GENERAL ON THE SEVENTH SESSION
OF THE JOINT ILO/UNESCO COMMITTEE OF EXPERTS ON THE
APPLICATION OF THE RECOMMENDATION CONCERNING THE STATUS
OF TEACHERS (CEART), AND REPORT BY THE COMMITTEE ON
CONVENTIONS AND RECOMMENDATIONS THEREON**

SUMMARY

In accordance with 154 EX/Decision 4.4 and 157 EX/Decision 6.3, the Director-General hereby submits to the Executive Board's Committee on Conventions and Recommendations the "Report of the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART), Geneva, 11-15 September 2000" (CEART/VII/2000/10). The findings of this experts' report are summarized in the present document. The full experts' report is available upon request in English, French and Spanish.

Decision required: paragraph 14.

Nature of the Joint Committee's report

1. The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART),¹ referred to in this document

¹ The Joint Committee is composed of 12 experts – six appointed by 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 1966 Joint ILO/UNESCO Recommendation concerning the Status of Teachers, and the 1997 UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel. It then makes recommendations to the Governing Body of 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 ILO's and UNESCO's respective mandates.

as the Joint Committee, held its seventh session at ILO Headquarters in Geneva from 11 to 15 September 2000. Its report (CEART/VII/2000/10) summarizes its analysis of major issues affecting the current status of teaching personnel worldwide, and its subsequent recommendations to the ILO Governing Body and the UNESCO Executive Board.

2. The Joint Committee's 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.

3. The nature of the Joint Committee's report of the year 2000 differs from that of its report of 1997 which was the topic of 154 EX/Decision 4.4. The 1997 report dealt only with the monitoring of the application of the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers – a normative instrument which concerns teachers working from the pre-primary level up through, but not beyond, the secondary-school level. The 2000 report, on the other hand, deals with teaching personnel from the pre-primary level up through the tertiary level, because in 1998, the mandate of the Joint Committee was extended² to cover as well the 1997 UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (cf. 157 EX/Decision 6.3). Thus, the 2000 report deals with issues relating to two distinct normative instruments which, between them, bear upon all levels of the world's 60 million teaching personnel.

Sources of information

4. A complete list of sources upon which the Joint Committee based its analysis is found in Annex 1 of their report. 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

5. The Joint Committee's main pre-occupations were with teacher education; employment and careers; and social dialogue in education. Within these issues, the Joint Committee has paid special attention to the impact of HIV/AIDS on teachers and on educational systems (cf. paras. 64(a), 87-88, 92-93 of the Joint Committee's report) the challenges of lifelong learning and new information and communications technologies for the teaching profession (cf. paras. 94-105), and the status of higher education teaching personnel, particularly regarding academic freedom and tenure (cf. paras. 106-114 and Annex 3).

² In view of this fact, the Joint Committee proposes that its name be changed to the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel, which would retain the acronym CEART (cf. para. 121 of the Joint Committee's 2000 report).

6. The report also contains the Joint Committee's analysis of allegations by teachers' associations concerning non-observation 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 (cf. paras. 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

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

- (a) Employment, careers, and status (cf. paras. 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".
- (b) Social dialogue in education (cf. paras. 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".
- (c) Teacher education and training (cf. paras. 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

8. The Joint Committee recommends specific strategies to the Governing Body of 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 fora: the Dakar World Education Forum (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, Republic of Korea, April 1999).

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

- (a) The undertaking by UNESCO of a study on *academic freedom*, in cooperation and in tandem with the undertaking by ILO of a study of *employment structures in higher education with particular reference to conditions of academic tenure* (cf. paras. 106-114, 124 and Annex 3), which consists of a draft outline by the Joint Committee on how these studies may be developed over the short and medium term).
- (b) Inclusion by 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 (cf. paras. 92-93 and 125).
- (c) 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 as have already been set forth in the 1966 Recommendation (cf. paras. 82 and 126).
- (d) 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 ILO (cf. paras. 49-51 and 127).
- (e) The cooperative preparation by UNESCO and 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 (cf. paras. 34, 35, and 128).

The Director-General's comments on the Joint Committee's report

10. The Director-General notes with satisfaction the pragmatic nature of the Joint Committee's report. In particular he appreciates the fact that the Joint Committee has translated its analysis of the largely negative conditions affecting the teaching profession worldwide into a few concrete proposals for consideration by the Governing Body of ILO and the Executive Board of UNESCO, on how the two organizations, in cooperation, could directly relate their follow-up activities to recent world educational conferences to specific provisions of the two United Nations Recommendations concerning the status of teaching-personnel.

11. The Director-General agrees, in principle, with the various analytic remarks, recommendations and proposals in the report for more dynamic actions to promote the status of teaching personnel. Specifically, the Director-General endorses the activities recommended in paragraphs 9(a)-(e) above, which the Joint Committee proposes UNESCO undertake in the short and medium term in close cooperation with ILO.

12. The Director-General also concurs with the Joint Committee's wish that its name be changed to the Joint ILO/UNESCO Committee of Experts on the Application of the

Recommendations concerning Teaching Personnel (CEART), in keeping with the fact that this body now monitors the application of both normative instruments.

13. The Director-General, cognizant that the Joint Committee members are themselves volunteers, appreciates and accepts their offer to form small working groups to help the Secretariats of both Organizations implement major activities such as the study of academic freedom.

14. In the light of the above report, the Executive Board may wish to consider the following decision:

The Executive Board,

1. Having examined document 161 EX/8,
2. Recalling 154 EX/Decision 4.4 and 157 EX/Decision 6.3,
3. Appreciates the unique role and the suggestions of the Joint Committee in stimulating action to promote greater awareness and wider application of the two Recommendations concerning the status of teaching personnel, and invites the Director-General to facilitate the Joint Committee's carrying out of its next cycle of work, the report of which is foreseen for the year 2003, for submission to the Executive Board;
4. Decides that the name of the Joint Committee be changed to the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), as suggested by the Joint Committee, in order to better reflect the Committee's expanded mandate as decided by 157 EX/Decision 6.3 of the Executive Board;
5. Invites the Director-General to bring the report of the Joint Committee, together with the observations of the Executive Board, to the attention of Member States and their National Commissions, international teachers' organizations, and other relevant international organizations having relations with UNESCO, and to encourage them to continue to intensify their efforts to apply all provisions of both normative instruments, notably in the light of the Joint Committee's proposals on a strategy for improving the status of the teaching profession.