IIEP-UNESCO e-Forum on Teacher codes of conduct

21 November to 2 December 2011

SYNTHESIS REPORT

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1. Introduction

Various countries have endeavored to design and implement teacher codes of conduct to regulate teacher behaviour. A code consists of a set of recognized ethical and professional standards to which all members of the profession must adhere. Their main objective is to provide self-disciplinary guidelines through the formulation of professional conduct norms (Poisson, 2009).

Experience, however, shows that although the codes are often perceived as useful instruments, they are not always effectively used due to various factors, e.g. lack of information about the codes; absence of training for teachers; low capacity to implement the codes; and limited knowledge about the procedures for lodging complaints. Consequently, the efficiency and impact of the codes are often questioned (McKelvie-Sebileau 2011).

Within this framework, IIEP conducted several activities to explore some of the conditions required for codes to be effective, including an international survey (McKelvie-Sebileau 2011), the development of guidelines (Poisson 2009), and the creation of a new website that provides examples of country codes[1]. These materials formed the basis of discussions during the e-forum held from 21 November to 2 December 2011 on the following topics:

- Key issues to be covered by a code;
- Strategies to ensure its proper enforcement; and
- Ways to monitor its application.

The e-forum was organized by IIEP and was animated by an e-moderator. It took place in English. Some 900 education professionals worldwide participated. They were professionals from educational institutions such as universities, education institutes, colleges and schools, Ministries of Education and Government employees on the national and regional level, international organizations, governmental organizations, NGOs in the fields of education and child welfare, as well as independent education specialists. They came from all world regions, especially Africa (e.g. Egypt, Ethiopia, Ghana, Kenya, Nigeria, Somalia, South Africa, South Sudan), Asia (e.g. India, Nepal, Pakistan, Thailand, Vietnam), Europe (e.g. France, Greece, Ireland), North and South America (e.g. Canada, Chile, Mexico, USA), small island states (e.g. Grenada, Fiji, Solomon Islands, St. Lucia), and the Middle East (e.g. Iran, Palestine, Lebanon). 400 messages were sent during the two weeks of the e-forum[2].

The main objective of the first week was to take stock of existing experiences – both positive and negative – regarding the development of teacher codes of conduct in the participants' respective countries. The second Section of this report will deal with these country experiences on code development.

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[1] http://teachercodes.iiep.unesco.org/codes.html.
[2] For detailed information, please refer to the *Annex*.

More specifically, the e-forum participants were invited to answer the two following questions:

- For countries with codes, what institution initiated the development of a code of conduct in their country?
- What are the major difficulties encountered in the enforcement of this code?

They were also invited to include a copy of their country's code in an attachment, and to refer to available literature (articles, assessment reports, etc.) whenever available. Twenty-seven participants took this opportunity to share materials with the others. Codes, drafts codes, and other documents governing teacher behaviour were sent from Egypt, India, Ireland, Fiji, Grenada, Kenya, Palestine, Nigeria, St. Lucia, Sri Lanka, Somalia, South Africa, South Sudan and Thailand[3].

The main objective of the discussions during the second week was to reflect collectively on strategies to ensure the successful application of the standards of professional conduct featured in a code. The third Section of this report will deal with these strategies to promote code effectiveness.

More specifically, participants were invited to answer the two following questions:

- What mechanisms can be put in place to ensure the proper enforcement of a code?
- How can the teaching profession be involved in the process to promote better ownership of the code?

The e-forum participants were invited to formulate proposals in reference to the context of the specific country in which they are based, taking into account both institutional variables (e.g. the existence of a teacher commission), and socio-economic and political variables that may influence the effective implementation of the code.

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[3] Please refer to the website presenting examples of teacher codes of conduct wordwide:
http://teachercodes.iiep.unesco.org/codes.html.

2. Country experiences on code development

The aim of the first week of discussion was to take stock of existing experiences in the respective countries regarding the development of teacher codes of conduct. More specifically, participants were asked to describe which institutions initiated the development of a code in their respective countries, which main purpose the code was developed to serve, which underlying principles and values comprised the code, and which major difficulties were encountered in the enforcement of a teacher code of conduct. The following sections will give an overview of the main outcomes of the discussions.

2.1. Institutions which initiated the development of codes

Participants used the e-forum to describe the process of initiation and development of a teacher code of conduct in their respective countries and to share codes and drafts for codes. Examples of documents governing teachers' behaviour were sent from Egypt, India, Ireland, Fiji, Grenada, Kenya, Nigeria, Palestine, St. Lucia, Somalia, South Africa, South Sudan, Sri Lanka and Thailand.

Concerning the institutions that initiated the development of a code of conduct in the respective countries, the most common answers were Ministries of Education, sometimes with the support of development partners in the education sector, and Teacher Unions. Teacher Registration Councils, Teacher Service Commissions, Teaching Councils and National Institutes of Education and Teacher Registration, as well as NGOs also played their role in taking the initiative for a teachers' code of conduct.

In Kenya, for instance, a teacher competency framework was initiated by the Ministry of Education with the support from donors, notably USAID, and drafted by AED (Academy for Educational Development). A code of conduct, referred to as a Code of Regulation for Teachers, was spearheaded by the Teacher Service Commission under the Ministry of Education.

Participants also described processes of developing a teacher code of conduct that were not yet completed:

> "In Sri Lanka, the Sri Lanka Association for the Advancement of Education (SLAAED) has just completed a draft on this matter and submitted it in their annual General Meeting. The members accepted it. This will be submitted to the Ministry of Education. The process of implementation has not commenced yet, but there will be issues raised by the Trade Unions of Teachers".
>
> *Thanaraj Thaiyamuthu, Sri Lanka*

The development of a teachers' code of conduct may also imply the joint action of several institutions such as in India or in Ghana. In Ghana, the Ghana Education Service, which is the body responsible for pre-tertiary education under the Ministry of Education, in collaboration with the Ghana National Association of Teachers (GNAT), which is the premier teachers union at the pre-tertiary level, draw a code of conduct for teachers.

In several cases, such as in South Africa (see above), Nepal and St. Lucia, it was found that there were different documents governing teachers' conduct being formulated by the government or governmental institutions on the one hand, and by teachers' unions on the other.

As mentioned above for the case of Ghana, teacher codes of conduct are in many cases applicable to schools in the primary and secondary education sector. Codes of conduct in the tertiary education sector were mentioned in the case of the Bahamas, where the code of conduct developed for tertiary educators at the College of The Bahamas was developed in conjunction with the Union of Tertiary Educators of the Bahamas, and the Council of the college. In Egypt, the Cairo Faculty of Medicine Code of Conduct was cited as an example of a code within the tertiary education sector, which was designed to assist staff in carrying out their daily activities within appropriate ethical and legal standards.

In conclusion, the discussions and answers of the e-forum participants have shown that there is a multitude and combination of institutions that possibly can initiate the development of a teacher code of conduct in a country. An international survey conducted in 24 countries about teacher codes of conduct shows as well that there are various actors involved during the development of a code, including national and regional public authorities, teacher unions and professional organizations, teacher training institutes, parents and students, as well as civil society institutions (McKelvie-Sebileau 2011).

2.2.   Main purposes of codes

As indicated in the literature review concerning teacher codes of conduct (Van Nuland 2009), the main purposes of codes can include a variety of objectives: providing guidelines through ethical rules, holding teachers responsible and accountable for their actions, protection of clients (in this case, children), enhancing the professional status of the teaching profession, and creating and maintaining professional identity.

Participants of the e-forum felt that the purpose of a teacher code of conduct was an important issue to be considered:

> "Your questions overlook a question which is necessary to clarify before looking at country codes of conduct – not who initiated it, but what is the purpose of a Code of Conduct. In reviewing many codes of teacher "professional" conduct on the Internet, while in Armenia in July this year on a Teacher Professional Development Project, they come from employers (State, School Boards, etc.), teacher unions, professional teacher organizations. Common issues, but different perspectives. Quality learning outcomes is the framework for many Codes, but approaches to quality range from requiring teachers to upgrade their qualifications/take further study to engaging in professional/subject associations. Unions seek codes to protect employment rights and/or seek salary benefits when the market has led to decline in real wages (not just for teachers, but unions have to represent their members' interests)".
>
> *Geoff Howse, Jakarta/Indonesia*

Following this proposal, an additional question was raised during the first week of discussion about teacher codes of conduct: whether their main purpose is to advance the teaching profession or to ensure the children's safety and learning outcome. This issue is directly linked to the development of a code. As mentioned in the statement above, this could be the employer of teachers on the one hand, teacher unions and professional teacher organizations on the other.

The latter two rather aim to protect teacher employment rights and advance teachers' professionalism, whereas the employer might see child protection and learning outcome as a higher ranking goal. In this context, participants pleaded for more child-centred approaches towards codes of conduct, bringing forward pupils' learning and safety as a focal point. The UN Convention on the Rights of the Child was cited as being an important international document in this context.

> My question therefore is: Code of conduct in aid of what? To get rid of lazy teachers, underperforming teachers, to implement our performance, to fix our learner performance both locally and internationally, to improve the performance of the education system, to reduce the teaching force and salary bill, etc.?
>
> *Dr Muavia Gallie, South Africa*

The issues of promoting teachers' professionalism and ensuring children's safety and learning outcomes are linked together in the view of participants:

> "The main purpose of the teacher codes of conduct is to ensure teacher compliance with the professional ethical standards as they duly perform their duties. It is all-embracing as the teacher interacts with the learners, colleagues, employers, and the society at large. Teacher codes of conduct therefore touch the teaching profession, the learners' safety and learning outcomes".
>
> *Tokunbo Onosode, Nigeria*
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> "Children's safety is of utmost importance because once in the school, the children become the sole responsibility of the teachers in all aspects. It is also important that the child gets to learn something of value in the school. A child may not be the top student but he/she still gets to learn a lot from the hidden curriculum so no child loses out at the end of his/her school career. The whole exercise in itself is an advance in the teaching profession".
>
> *Kusum Prakash, Fiji Islands*
>
> "Our code has three purposes: to set the basic professional requirements and minimum standards of professional conduct for teachers; to guide the teaching profession in its quest to deliver a professional services; and to promote a sense of professionalism, accountability, and responsibility among teachers to improve effective teaching and learning. The code stipulates issues to ensure the children's safety and learning outcomes.
>
> *Rakkel Valombola, Namibia*

The character of a code, being either a more aspirational code of ethics, a code of conduct, or professional standards for the teaching profession, is also linked to its purpose.

2.3.   Underlying principles and values of codes

As an international survey in 24 countries about teacher codes of conduct (McKelvie-Sebileau, 2011) pointed out, values are most often perceived as being among one of the principal themes of a code.

In this context, participants of the e-forum asked themselves what could be among these underlying principles and values of a teacher code of conduct:

> "What is the basis of codes of conduct? What philosophy or doctrine is adopted? Is it universal or regional? In the code of conduct, will actions and decisions be governed by Judeo-Christian Doctrine, Moslem Way of Life, Buddhist Tradition, Eastern Culture, or other Western Philosophy? What makes something ethical or unethical? Is it principle, philosophy, doctrine, or culture? What makes something right or wrong?".
>
> *Prof. Lydia L. Taganguin, Manila/Philippines*

Participants discussed their views about the underlying principles and values of a code of conduct in their respective countries and whether the code is universal or rather regionally and/or culturally specific. They expressed the view that teacher professional ethics were embedded in the local context including religion, culture, and every aspect of life. The principles underlying a code were presented as universal with special consideration to and respect for international and regional dimensions and a particular emphasis on national dimensions.

"The basic principles derive from the purpose of teacher education in Nigeria. These are: conscientiousness, competence, creativity, community spirit or connectedness, commitment. It also synthesized the 8 principles stressed by the Teacher Education Policy to cover pre-service, in-service and service-long training and development It further incorporated UNESCO/ILO position on the status of teachers. This involves [a] professionalisation, [b] discipline, [c] rights, and [d] responsibilities. They equally respect principles of UN human rights, corrupt practices in Nigeria, child rights in Nigeria, financial regulations of Nigeria, public service rules of Nigeria. From the above, the principles are universal with special consideration to and respect for international, regional and particularly national dimensions".

Joel Babalola, Ibadan/Nigeria

As examples for principles and values underlying a code of conduct, the following were brought forward by the participants:

- integrity,
- duty,
- service,
- respect,
- tolerance,
- equity,
- professionalism,
- excellence,
- national pride,
- unity, and
- accountability.

"Yet, locally and internationally, ethics – as a body of moral (and therefore cultural) values – matters in all education projects. And its role in promotion or preservation of the safety of learning or teaching environment continues to be critical. [...] In my own teaching experience in primary and secondary schools, and in Faculties of Education, research on policies of Formal and Non-formal Education, and consulting work on development cooperation projects with international agencies and NGOs world-wide, I have had the opportunity to observe directly how the presence of the "invisible values" of class, community or culture in professional ethics influence the effectiveness of work".

Dr. Esha R. Chaudhuri, Canada

2.4.   Major difficulties encountered in the enforcement of a code

The international survey conducted in 24 countries about teacher codes of conduct found that the most commonly cited problems with code implementation concerned dissemination, i.e. that the general public was not aware of the code, that resources were insufficient for wide dissemination of the code, that teacher incentives were insufficient, or that the code was considered to be ineffective (McKelvie-Sebileau 2011).

Drawing in the e-forum participants' stated experiences in their respective countries, the following major difficulties encountered in the enforcement of a code of conduct for teachers were mentioned:

- a top to bottom approach;
- imposition of the code rather than adherence to it;
- a lack of knowledge of the code among teachers;
- no inclusion of the code in teacher training;
- outdated codes that need to be revised;
- week supervisory structures;
- political interference;
- the role of teacher unions to protect teachers rather than to discipline them;
- the situational difficulties encountered by teachers such as low pay and a large number of pupils;
- corruption and nepotism; and
- different cultural backgrounds.

"I think one of the main challenges to implementation of the teacher code of conduct is poor follow-up and enforcement by the responsible agencies under the ministry of education. The supervisory structures are weak, probably due to the workload, given the wide area of coverage".

Mary Waka, Kenya

"Political interference in teaching force, weak monitoring by the stakeholders and teachers' attitudes are the major impediments regarding the full realization of the code of conduct in Nepal".

Kul Prasad Khanal, Nepal

The different characteristics of a code, such as being a more aspirational code of ethics, a more specific code of conduct, a teaching-centred code of professional standards, or a legally binding document in the form of an Education Act played a role in the discussion as also having an impact on the enforcement of the code. The difficulty to harmonize different documents describing the teacher's professional role and the fact that multiple codes already exist, as it is the case in Nepal for instance, were mentioned as problems in their enforcement.

"Some of the difficulties in enforcing a teacher code of conduct in Kenya as given by a field Education Officer are:
- Ignorance of the content of the code by both the teachers and the head teachers;
- Selective application of the code by the head teachers, depending on who has been affected;
- Getting evidence about certain incidences is at times very difficult, especially where a teacher is accused of having carnal knowledge of a student and the student is to write a report.
- Some teachers have not even seen the code, let alone read it.
- The Board of Governors in secondary schools and School Management Committees in primary schools are very ignorant of the code yet they are expected to use it when disciplining teachers".

Mukirae Njihia, Kenya

The differences of teacher training in primary, secondary, and tertiary education as well as the lack of inclusion of the code in teacher training for higher education were brought forward as well:

"I would like to divert your attention to the code of conduct for teachers in the higher education system. Unfortunately, [...] the teachers in the stream of higher education have no training in teaching skills when they enter the stream as teachers, save the clearance of the UGC – NET/SLET exam. So there is no platform where they are given the code of conduct, and the conduct rules of the government are applicable".

Dr. Beulah Shekhar, India

"Effectiveness of the enforcement is likely to vary by category of teachers. We are likely to face some challenges in enforcing the codes at the tertiary education level. All university teachers are by training and professionalism, not under the TRCN [Teacher Registration Council of Nigeria], most of them belong to similar regulatory bodies like medical, engineering to mention but few".

Joel Babalola, Ibadan/Nigeria

3. Strategies to promote code effectiveness

During the second week of discussion, e-forum participants were invited to bring forward strategies to promote the effectiveness of teacher codes of conduct. These strategies are directly linked to the problems encountered in the enforcement of a code in the respective countries. Participants proposed mechanisms to ensure the proper enforcement of a code, strategies to involve the teaching profession to promote a better ownership of the code, mechanisms to deal with misconduct and sanctions against teachers who violated the code, and mechanisms to monitor and evaluate the code's implementation.

3.1. Mechanisms to ensure the proper enforcement of a code

Participants hold the opinion that a code of conduct for teachers should be enforceable at a regional level, communities should be empowered to implement and enforce the code, and it should be adapted to the different situations and backgrounds of the teachers. They underlined as well the need for regular revision of the code to adapt it to a changing society.

> "I think communities need to be empowered to support the enforcement of the codes of conduct in institutions in their communities instead of waiting for action from the head office. Also the other challenge is the fact that in communities where parents are not empowered, they are easily intimidated/ or compromised not to take up and follow up on cases where their children have been abused by teachers. Communities need to be empowered".
>
> *Mary Waka, Kenya*
>
> "Looking at the code as a requirement in production processes, one mechanism is likely to bring about proper enforcement: Let the consumer (students/families/other stakeholders), not only teachers/administrators, be aware of the code as well. They will recognize their rights and start to explicitly ask for a quality education".
>
> *Sukree Kaeomanee, Thailand*

Ethical theories, e.g. conventionalism, contractarian, relational or communitarian theories were brought forward as a way out to develop a code of conduct in a particular community:

As mechanisms to ensure the proper enforcement of a code were mentioned:

- no imposition from above;
- the need to allow sufficient time for consultations about the code with various stakeholders;
- the need for a sensitive and participatory approach to the development and adoption of ethical rules through the empowerment of local people;
- awareness creation by translating the code into the various countries' languages;
- an effective implementation plan;
- circulating the code to a wide population;
- a teacher registration board be in charge of the licensing of teachers;
- including the code into the teachers' formation;
- offering orientation seminars for teachers and stakeholders;
- clear, consistent, and reasonable mechanisms for fair application of a code for each individual regardless of the status at the institution;
- consistent monitoring and evaluation;
- strengthening the surveillance of the adherence to a code by school inspectors;
- the creation of a database system for students to evaluate teachers;
- a functioning reporting system;
- a clear procedure for employers to follow in case of a conflict;
- an explicit description of sanctions to be carried out in case of misconduct;
- to investigate into an assumed case of misconduct before officially opening a proceeding;
- making the annual school performance reports include the implementation of a code; and
- the need to guarantee anonymity to whistle blowers.

"In Fiji there is the Teacher Registration Board that looks after the affairs of the practicing teachers. It is compulsory for all teachers to become a paid, registered member of this Board that is administered under the banner of Ministry of Education. Teacher Registration Board ensures that teachers follow the code of conduct expected of them. They are there to safeguard both the teachers and the students. Whoever is wrong, the Board studies each case and decides what action to take for or against the teacher".

Kusum Prakash, Fiji Islands

"Context particularly affects the processes of enforcement. Say for instance, the whistle blowing is culturally affected in Nigeria where, unlike the western world, family and friends would not for any reason OPENLY report wrong doings of members. If anybody does this, he or she might be stigmatized. HENCE ANONYMITY should be promised to whistle blowers. Whereas, under the normal process of enforcement, we were made to realize that anonymous reports should be ignored. Please do not misunderstand this to mean a way of encouraging anonymous writings. I think we should conduct investigation to confirm the merit of every report of misconduct by teachers before a serious panel is set to right the wrong".

Joel Babalola, Ibadan/Nigeria

Including the codes of conduct in a teacher contracts was felt to be a useful way to make the code binding to them and to sort out teachers who are not suited for this role. Participants stated that a consensus about the content of the code should then still be created in a dialog within the community and with all stakeholders. At the end of this process, every stakeholder should have a clear idea what is expected from them.

"On the question of whether the 'Code of Conduct' should be part of a teacher's contract, I would ask why it is not an integral part. Having the Code included in the contract in many ways will force the teacher to know what the expectations are. I have seen comments from colleagues in this group which state that many teachers do not know the content of the codes which govern the educational arenas in which they work. One ought to know what is in a contract that he/she is about to sign and with the code embedded in the contract, the teacher should never say, I did not know such a behaviour/action was not acceptable".

Willamae M. Johnson (Ms), Nassau/The Bahamas

3.2.   *Involvement of the teaching profession to promote better ownership of the code*

"Ideally, the Code of Professional Ethics should be prepared by the professional organizations of teachers themselves as it is their responsibility to ensure its observance as a self-imposed discipline on the part of their members".

Vanita Chopra, Delhi/India

Participants emphasized the importance of promoting the status and dignity of teachers in order to involve the teaching profession in the process of creating and implementing a code of conduct. Others proposed creating a professional body that would then be in charge of the regulation of the teaching profession. Participants felt that teachers should believe in professionalism and that society should help them to develop this by means of

social, economic, and political willingness. The aim should be to make teaching a prestigious career by introducing higher wages and by awarding outstanding teachers, for example. The overall goal should be to create a collective teacher consciousness to enhance teacher professionalism and self-reflexion.

"One of the effective ways of ensuring the proper enforcement of TCC is to ensure that teachers collectively believe in professionalism and that the society helps them to develop professionalism. This does not just happen but through the social, economic, and political willingness of the society and the governments that lead the society. Effective teachers with the necessary respect for teachers' professional codes of conduct are created by the society not born as such".

Berhane Demoz, Eritrea

Participants regarded teacher unions as the institutions through which to involve the teaching profession in the process of creating and implementing a code of conduct, and to make teachers' voices be heard at all levels. Therefore, teacher unions should be built-up and strengthened. Others questioned the capacity of teachers to regulate their own profession. In consequence, other stakeholders were seen as a vital part of the process of implementing a code.

"In Nepalese contexts, teacher unions are established on the line of their political affiliation and are yet to stand as a strong independent professional as well as trade union body. And if a teacher union takes actions against any teacher violating the Code of Conduct will join another union. Therefore, if a common independent mechanism representing teachers, educationists, government officials, and guardians can be formed to monitor the instances of violation of codes of conduct and to recommend actions against them to a Teachers Council - created as per the law of the country to issue the licence to teachers and cancel them in case of violations".

Keshav Prasad Bhattarai, Nepal

Participants felt that a code of conduct should be a vital part of the ethical development of the teaching profession, based on human rights. Further, the need for teachers to be educated in ethics so that they work for the benefit of students was stressed.

First I feel that there is serious need to address the issue of teacher preparation if teachers are to be ethical and support learners. In my country, there is poor initial preparation of teachers and this coupled with the fact that a good number of people are joining teaching "because that is what is available for now" means there is a real challenge to professionalism.

Petronilla Mugiro, Kenya

The teacher's role was felt to be the core of the debate surrounding teacher codes of conduct. The value that society places on teachers and students should therefore be considered. Teachers should be made aware of the importance of a code of conduct. The need for a user-friendly code was also stressed. Additionally, teacher accountability and the development of a self-reflective approach to their role as educators were emphasized.

> "While developing the code of conduct for teachers, it is essential to address the fears, doubts and apprehensions of teacher and take them into confidence".
>
> *Dr. Saroj Pandey, India*

3.3.   *Dealing with misconduct and sanctions against teachers who violated the code*

In order to deal with misconduct and sanctions, participants proposed, first of all, to address this issue during the discussions on the process of developing a code.

> "First and foremost, to ensure effective enforcement of sanctions for those who violate the code of conduct, this issue should be addressed during the development process of the code. The process and sanctions to be applied for violating various aspects of the code should be agreed upon by key stakeholders, particularly with the collective body of teachers through their representative organisations (teacher unions and associations). Ideally, enforcement of the code would be the responsibility of a professional body (e.g. teacher professional council), which may decentralise some of these functions to the lower echelons of the education system (e.g. centres, schools and colleges)".
>
> *Dennis Sinyolo, Brussels/Belgium*

Further, the work of an ad hoc disciplinary committee was described as a way to lead the process of investigation and proposing sanctions:

> "In the case of major sanctions at the University of Belize, an Ad Hoc Disciplinary committee recommends to the respective Vice President or the Center Administrator, the imposition of a major sanction for an employee's misconduct; the President duly considers the merits of the case. The President provides the employee with an opportunity to present evidence against the sanctions. Such sanctions include, but are not necessarily limited to, suspension or revocation of tenure, demotion in rank, suspension without pay, and denial of increment. Based on the evidence presented, the President may impose a major or minor sanction or dismiss the case and inform the relevant parties of the decision.
>
> With minor sanctions, if the Vice President or the Center Administrator agrees with the recommendation of the supervisor that, despite opportunity/opportunities to make good or to improve, the conduct of an employee justifies the imposition of a minor sanction in the form of a written reprimand, he or she shall notify the employee of the basis of the proposed sanction and provide the employee with an opportunity to provide evidence against the proposed sanctioning. Based on the evidence presented, the administrator may uphold the sanction recommended by the supervisor, dismiss the case, or impose another minor sanction. All relevant parties are informed of the decision in writing".
>
> *Rosemarie Modera, Belize*

The need to encourage people to report misconduct and to protect whistle blowers was mentioned. In addition, it was mentioned that the reporting system should be efficient and the locations where to lay complaints should be within the geographical reach of schools. The process of lodging complaints should be communicated and well-known to schools, pupils, parents, and teachers. Also, the confidentiality of the reports should be

guaranteed and an investigation to ascertain authenticity be immediately conducted. The findings should then be forwarded to a teacher disciplinary committee that is to determine appropriate sanctions.

"Just akin to other professions, where breach of rules amounts to cancellation of license to practice that profession, I feel the same need be applied to teachers, albeit, only once that it can be proved fairly and with evidence, that the concerned teacher has indeed breached the Code of conduct".

Sunita Britto, India

"First, the Code of conduct should be well understood and owned by teachers. Actions to be taken against misconduct also need to be spelled out and adhered to. In this day and age of communication through the internet, there should be a clear way of reporting any cases of breach of the conduct, which the board can then pick up and investigate. In dealing with issues of misconduct, there should be fairness, consistency, and expedited actions that cases do not drag on forever and actions are not limited to just moving the teacher from one station to another as often happens in Kenya".

Petronilla Mugiro, Kenya

3.4.   Monitoring and evaluation of code implementation

For the monitoring and evaluation of the implementation of teacher codes of conduct, a model was presented to distinguish formal arrangements (government framework, inspectorate system, in-school supervisory system) and non-formal/informal arrangements (community accountability and transparency model).

Additionally, the internal and external evaluation of the teaching profession has been discerned, and in this context, the internal evaluation of teachers by their own profession was proposed as being more effective.

The use of information technology, such as the internet, for reporting cases of misconduct and for the other stages of the creation and implementation of a teacher code of conduct was brought forward:

"May I appreciate and identify myself with the suggestion of the use of the internet as an alternative to manual reporting – a more efficient means of reporting misconduct for quick dispensation of justice as justice delayed is justice denied. This is an age of Information Communication Technology (ICT) and the teaching profession should take cue and take advantage of the ICT facility for most aspects and process of teacher code of conduct – from development through monitoring to implementation, enforcement, and evaluation".

Uche Emetarom, Nigeria

Participants emphasized the importance of continuous collaboration with all stakeholders, especially students and parents, to monitor and evaluate a code of conduct, for instance by forming a sub-committee. Others suggested a student/pupil evaluation of teachers, questionnaires on teachers for parent-teacher associations, peer-evaluation by teachers

themselves, evaluation by school management, and focused spot checks. The results should then be discussed and reported back to teachers and school management so that they can make improvements. Serious findings should be reported to a teacher disciplinary committee; a fair hearing for teachers should be guaranteed.

"The implementation of a teacher code of conduct can be monitored by a sub-committee of the all-stakeholders enforcement body earlier advocated, through appropriate evaluation techniques, such as:

- student/pupil evaluations of teachers every semester, for post-secondary institutions and every term for secondary and primary schools based on the content of the code of conduct
- administering questionnaires on teachers to parents during Parents-Teachers (PTA) meetings.
- Peer-evaluation by teachers themselves on the code of conduct.
- The evaluation report of the school management.

Since one of the ultimate goals of teacher code of conduct is improved learning outcome, the need for focused spot checks on the schools and the performance of students may not hurt. The result of these should be discussed by the enforcement body and feedback given to the teachers and the management as the case may be for discussion at staff meetings for improvement. Serious findings should be sent to the TDC for deliberations and sanctions on the erring teachers".

Uche Emetarom, Nigeria

Participants underlined as well that this process requires resources such as time, material, staff, and money.

4. General discussion points

During the two weeks of discussions about teacher codes of conduct, some general issues were continually evoked by the participants. The topic of teacher codes of conduct is directly linked to teacher professionalism and perceived as one means to advance the teaching profession. Further, the participation of stakeholders in the processes of developing and implementing a teacher code of conduct was discussed several times. Finally, participants from countries without a teacher code of conduct expressed their views.

4.1. Teachers' professionalism

The question of teacher codes of conduct as a means of enhancing the teaching profession and teachers' professional identity already played a role in the discussion about the codes' main purposes *(Section 2.2)* and was evoked several times during the discussions.

The question as to whether teachers are seen as workers, and therefore their conditions of service matter, or whether they are seen as professionals, was brought forward by the participants. Regarding the framework of codes of conduct, it seems that the debate around teachers should be placed in the latter context of professionalism.

"Do you regard teachers as workers or professionals? It is important for me to know, since a 'labour relations / conditions of service' debate will focus on the 'lowest common denominator' (negotiation) of agreement, while a 'professional and ethical' debate will focus on the 'best possible/ practical' decision making. The labour relations conversation is all about what is in it for me (meaning teachers), while the professional conversation is about what is in it for education (meaning what is in the best interest of the system).

So, it might be high time for us to start sending out the message that we want to turn teaching into a profession, and the code is the yardstick to which we want all teachers to measure up to. Without this declaration of intent, we will all produce a Code of conduct in policy and on paper, but it will not see the light of day in the lives of most teachers, let alone the benefits to all our youth and communities".

Dr. Muavia Gallie, South Africa

Concerning the international dimension of teacher codes of conduct, participants referred to the ILO/UNESCO Recommendation concerning the Status of Teachers, the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel, and the Education International Declaration on Professional Ethics as well as background studies, which all claim that teachers should be regarded as professionals.

4.2. Participation of stakeholders

A debate unfolded about the notion of participation. On the one hand, participants brought forward the idea of creating a special committee or body to help with the development and implementation of a code of conduct for teachers, in which all stakeholders were to be included, so as to let especially the "consumer" side of education

(students and parents and not only teachers and administrators) be aware of the code. On the other hand, participants warned that participation of all the aforementioned groups could lead to a result that reflects only the lowest common denominator without ameliorating the situation. The idea of empowering the community and school level was proposed as a way forward to ensure the participation of stakeholders as well as the accountability of teachers in a way that builds up ownership of a teacher code of conduct and its implementation.

"I really don't know whether our education systems need another committee, commission, task team, etc. Education systems in the world believe that problems with be solved when you put together these structures – if there is a problem, we form a committee. They end up being talk shops, with agreements which are reflecting the lowest common denominator in the debate (I have raised this argument of 'lowest common denominator' in more detail before). You therefore need a mechanism of accountability that is far beyond the institutional, committee, council perspective, and closer to where it matters, and that is the community level. You show me a good school, and I will show you a community that is not allowing teachers and others to come and do what they want to".

Dr. Muavia Gallie, South Africa

4.3.   Countries without a code of conduct for teachers

Several participants from countries where there is not yet a code of conduct for teachers, such as Egypt, Ethiopia, Greece, Ivory Coast, Eritrea, Morocco, and Rwanda, expressed their views. They wish to develop a code in their respective countries and discussed the need to therefore allocate the necessary resources.

Sometimes, the development process of a code was already underway, for instance, in Zimbabwe. Participants described the difficulties encountered in their countries.

"I am Zimbabwean, and the efforts in Zimbabwe to develop a code of conduct have been initiated by the teachers' union. It is a noble idea which reflects a desire to develop the teaching 'profession' in the country. The efforts seem to have stalled after initial consultations, which I think is a lack of adequate human and material resources needed to support such a noble but involving venture. The idea sounds very attractive and I hope the initial efforts can be completed in the near future as it will allow teachers to feel ownership of the whole project and hence accord a high status to the code. At the moment, the profession is threatened by high levels of corruption, low salaries, and widespread low morale".

Boby Mafi, Zimbabwe

Others made proposals for the design and development of a teacher code of conduct in countries where there is no such code. International bodies such as UNESCO were called to prepare documents upon which this process could be built. With the toolkit on teacher codes of conduct, IIEP has already created an important resource[4] that should be use as a reference.

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[4] Please refer to the following website: http://teachercodes.iiep.unesco.org/index.html, as well as to Poisson, 2009.

To design a code of conduct for teachers in countries which have yet to do so; I would suggest that:

"A stakeholders' forum be called specifically by the relevant Ministries of the countries. The stakeholders forum would comprise the teachers' representatives i.e. the unions, teachers themselves drawn from all the regions, parents' representatives, policy analysts and developers, NGOs, interest groups such as USAID, AED, Fhi- 360, teacher trainers, and the legal fraternity. Views so collected will be collated and proposed as policy guidelines to be endorsed by all before being taken to the grassroots for implementation purposes. Enforcement could be made through the relevant directorates of Education, teacher employers, Teacher Unions, and Parent Associations. Empowerment of parents based on their cultural origins will be a necessary prerequisite".

Edwin Oloo, Kenya

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6. Annexes

6.1. Number and background of participants

- Number of participants: 494 inscriptions on the final list, additionally about 400 former IIEP Advanced Training Program (ATP) participants.

- Regions: basically all world regions, especially Africa (e.g. Ghana, Nigeria, Kenya, South Sudan, Ethiopia, Somalia, South Africa, Egypt), Asia (e.g. India, Nepal, Thailand, Vietnam, Pakistan), Europe (e.g. Greece, France, Ireland), North and South America (e.g. Canada, USA, Mexico, Chile), small island states such as Grenada, Fiji, Solomon Islands and St. Lucia, and the Middle East (e.g. Palestine, Lebanon, Iran).

- Background profile: Professionals from educational institutions such as universities, education institutes, colleges and schools, Ministries of Education and Government employees on the national and regional level, international organizations such as UNICEF and UNESCO, governmental organizations like USAID, NGOs in the fields of education and child welfare such as Save the Children, Action Aid International, and Teach Away Inc., independent education specialists.

6.2. Messages sent during the two weeks

Week 1 (21 November to 27 November 2011)

Day	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Messages	59	56	35	24	28	24	18
TOTAL	244 (about 35 a day on average)						

Week 2 (28 November to 4 December 2011)

Day	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Messages	23	23	29	27	25	8	13
TOTAL	148 (about 21 a day on average)						

6.3. Resources shared by the participants

Country	Code/Resources
Belgium	Education International Declaration on Professional Ethics
Belgium	EI Background study on teacher competence profiles and standards
Belgium	Presentation about "Teaching as a noble profession?"
Egypt	Cairo Faculty of Medicine Code of Conduct
Fiji	Code of Ethics of the Teaching Profession
Grenada	OEC's Generic Teachers' Code of Ethics
Grenada	Draft Code of Ethics
India	The Right of Children to free and compulsory Education Act 2009

Country	Code/Resources (*ctd.*)
India	Code of Professional Ethics for Teachers
India	Draft Code of Professional Ethics for School Teachers
India	The Times of India Article: Sibal denies giving nod to teachers' code
India	Article on Professional Ethics and Accountability in Teacher Education
Ireland	Codes of Professional Conduct for Teachers
Kenya	Professional Conduct (document on disciplinary action)
Kenya	E-Forum on Teachers Code of Conduct – Case of Kenya
Nepal	Abstract: Teacher's Ethics in Nepalese Public Schools
Nigeria	Code of Ethics
Nigeria	Teachers Code of Conduct
Nigeria	Document on Strategies and Mechanisms for Implementing Teacher Code
Nigeria	Document on Monitoring and Evaluation of Teacher Codes of Conduct
Palestine	Draft Code of Conduct in Arabic and English
St. Lucia	Education Act
St. Lucia	Constitution of St. Lucia
St. Lucia	Staff Orders for St. Lucia Public Service
St. Lucia	OECS Generic Teachers Code of Ethics May 2005
Somalia	Document on Teacher Standards
South Africa	South African Council of Educators Code of Professional Ethics
South Africa	SACE Act
South Africa	Article on Professionalism
South Africa	Graphic about Policy Making Paradigms
South Sudan	Southern Sudan Teachers Professional Code of Conduct – Draft
South Sudan	Minister's Note
Sri Lanka	Draft Code of Conduct for Teachers
Thailand	Education Professional Standards
United Kingdom	Website on School Evaluation