

# Education International Report

to The Expert Committee on the Application of the

1966 ILO/UNESCO RECOMMENDATION  
ON THE STATUS OF TEACHERS

and

1997 UNESCO RECOMMENDATION ON  
THE STATUS OF HIGHER EDUCATION  
TEACHING PERSONNEL





Education International  
Internationale de l'Éducation  
Internacional de la Educación

**REPORT TO THE EXPERT COMMITTEE  
ON THE APPLICATION OF THE**

**1966 ILO/UNESCO RECOMMENDATION  
ON THE STATUS OF TEACHERS**

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STATUS OF HIGHER EDUCATION TEACHING PERSONNEL**

**September 2009**

## FOREWORD

Education International (EI) has been invited to present its report to the triennial meeting of the Expert Committee on the Application of the 1966 ILO/UNESCO *Recommendation on the Status of Teachers* and the 1997 UNESCO *Recommendation on the Status of Higher-Education Teaching Personnel* (CEART) in 2009. EI's Report to CEART aims to assess the implementation of the mentioned recommendations from the perspective of education personnel represented by teachers' unions worldwide. This report addresses key issues pertaining to the teachers and higher-education teaching personnel namely: teacher shortage, teachers' qualifications, working conditions and salaries, consultations with teacher organisations, preparation for the teaching profession and continuing professional development, academic freedom, collegial governance, security of employment and tenure for teachers, safe school environments and HIV/AIDS.

This report finds that, albeit the Recommendations being of a long-standing nature, key provisions made therein, in relation to all the major issues addressed in this report, fail to be duly implemented by states and educational institutions worldwide.

Three major worrying findings are highlighted in this report, which require immediate action by countries worldwide. The first of these is the **global shortage of teachers**, which cannot continue to go unnoticed, particularly in the context of the current global financial and economic crisis that has seen considerable cuts to education sectors. Education plays a crucial role in the preparation for the post-crisis regeneration period, and this must be recognised through global investment in education. By contrast, we are witnessing cuts to education budgets worldwide, with severe consequences for teachers' salaries, jobs and their very livelihood. Secondly, teachers are also facing a **casualisation crisis** worldwide. More teachers are being employed on fixed-term or part-time contracts, and as a consequence face restricted academic freedom and professional autonomy due to their casualised status. Thirdly, EI condemns the increasing number of **attacks against both teachers in schools and higher education teaching personnel**. This report finds that ongoing violence, targeted against teaching professionals and intellectuals, is unwarranted, and undermines democracy and the well-being of societies in settings such as schools where people are extremely vulnerable to attack.

Most governments and educational institutions continue to act as though the two Recommendations did not exist, giving rise to serious violations of the rights of teachers and higher education teaching personnel in the aspects of the Recommendations studied in this report. CEART, with the concurrence of both the International Labour Organisation (ILO) and UNESCO, needs to take concrete steps towards ensuring and enabling proper implementation of the Recommendations by both governments and institutions.

The provisions of two Recommendations are fundamental for maintaining all levels of education as a public good. In the immediate period following the Second World Conference on Higher Education (WCHE), held at UNESCO in July 2009, EI stresses the importance of the reference that the WCHE communiqué makes to the 1997 *UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel*, with its implementation being highlighted as a call for action for both Member States and UNESCO.



Fred van Leeuwen  
General Secretary

## EXECUTIVE SUMMARY

### 1. Teacher Shortages and the Recruitment of Unqualified Teachers

Teacher shortages continue to increase worldwide, particularly in developing countries, where there is a clear danger that *Education For All* goals for universal primary education by 2015 will not be reached. Due to the financial and economic crisis the situation has worsened as more budgetary constraints have arisen in developing and donor countries.

### 2. Teachers' Working Conditions and Salaries

While more pressures are being put on teachers in the form of increased workload and growing class sizes, there is a general downward trend in teachers' salaries, which continue to compare unfavourably to salaries paid to professionals in other sectors, notwithstanding the same level of qualifications required of them.

### 3. Consultations with Teacher Organisations

At a time when education is going through a number of changes due to additional pressures placed on governments by the financial and economic crisis, teachers are often not consulted on educational reforms. Worse still, in a number of countries, teachers are not allowed to form unions. Unions have been submitted to searches or targeted for attack.

### 4. Preparation for the Profession and Further Education for Teachers

Particularly where teachers are un- or under-qualified, pre-service teacher training is often lacking. This is exacerbated by the lack of in-service training due to financial constraints in developing countries. In developed countries while opportunities for professional development may be freely available, this may not always meet teachers' needs, and becomes more of a burden than an opportunity when it is linked to teachers' performance, without any clear vision as to the pedagogical improvement of such exercise.

### 5. Academic Freedom and Professional Autonomy

Professional autonomy for teachers is largely constrained through requirements of set curricula and availability and resources for textbooks and teaching material. In higher education, academic freedom is also at risk due to budgetary or political constraints, measures of force or the application of liberal criteria to higher education systems.

### 6. Security of Employment and Tenure

Teachers at all levels of education are facing a *casualisation crisis* as trends across the globe consistently subject teachers to precarious employment in the form of fix-term contracts, part-time employment and even self-employment in some cases.

### 7. Collegial Governance

As more managerial-type mechanisms of governance work their way into higher education institutions, academics find that they have less influence on governance aspects of higher education institutions particularly in the appointment of key administrative staff with managerial functions.

### 8. Safe school environment and violence against teachers

In their daily work, teachers at educational institutions of all levels are suffering from an increasing trend of violent attacks which take the form of arrest, bullying, torture, kidnapping, injury or even murder of teachers, academics and education unionists. Today, more than ever before, teachers and students are increasingly vulnerable to attack.

### 9. HIV/AIDS

Despite significant progress made at country level to control the AIDS epidemic, much remains to be done to ensure universal access to HIV prevention, treatment, care and support, particularly in Africa. This in turn has severe impacts on the demand and supply of education, as well as the quality of education provided.

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## ABBREVIATIONS

<b>ASD</b>	Asociación Sindical de Docentes (Equatorial Guinea Teachers' Union)
<b>BvL</b>	Bond van Leraren (Suriname)
<b>CAUT</b>	Canadian Association of University Teachers
<b>CEART</b>	Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel
<b>DM</b>	Dansk Magisterforening
<b>EFA</b>	Education for All
<b>EFAIDS</b>	Education for All – AIDS Programme
<b>EI</b>	Education International
<b>ETA</b>	Ethiopian Teachers' Association
<b>EU</b>	European Union
<b>FECODE</b>	Federación Colombiana de Educadores
<b>GIPA</b>	Greater Involvement of People living with or affected by HIV and AIDS
<b>GNAT</b>	Ghanaian National Association of Teachers
<b>ICASA</b>	International Conference on AIDS and STIs in Africa
<b>IFUT</b>	Irish Federation of University Teachers
<b>ILO</b>	International Labour Organisation
<b>ITUC</b>	International Trade Union Confederation
<b>KESK</b>	Confederation of Public Employees' Unions (Turkey)
<b>KOB</b>	Katholieke Onderwijzers Bond (Suriname)
<b>LDC</b>	Least Developed Country
<b>MDGs</b>	Millennium Development Goals
<b>NAR</b>	Norwegian Association of Researchers
<b>NGO</b>	Non-Governmental Organisation
<b>NTEU</b>	National Tertiary Education Union (Australia)
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>PGRI</b>	Teachers' Association of the Republic of Indonesia
<b>PISA</b>	Programme for International Student Assessment
<b>PTUZ</b>	Progressive Teachers' Union of Zimbabwe
<b>ROC</b>	Republic of China
<b>Sintraunicol</b>	University Workers Union of Colombia
<b>SOB</b>	Surinaamse Openbare Onderwijzersbond (Suriname)
<b>TEWU</b>	Teachers & Educational Workers' Union (Ghana)
<b>UN</b>	United Nations
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>US</b>	United States of America
<b>VCT</b>	Voluntary Counselling and Testing for HIV/AIDS
<b>ZIMTA</b>	Zimbabwe Teachers Association

## INTRODUCTION

The 2009 Education International (EI) Report to CEART is based on a study undertaken by EI on the implementation of the 1966 *ILO/UNESCO Recommendation on the Status of Teachers* (ILO/UNESCO, 1966) and of the 1997 *UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel* (UNESCO, 1997).

The study used mixed methods of data collection, with the main sources of information being key literature and data sources as well as a survey conducted with all EI member organisations. The survey response obtained was of 40 national teachers' unions and higher education unions from 31 countries across all world regions.

For the purpose of the formulation of this report, EI also analysed the answers submitted by its member organisations to an EI survey conducted in spring 2009 on the impact of the financial and economic crisis on education. The response to the latter survey was of 44 national teachers' unions from 43 countries worldwide.

In addition, as part of the preparation for this report, EI and the University College Union (UCU, United Kingdom) commissioned an international study on academic freedom (Cemmel, 2009) which analysed the applicability of the principle of academic freedom in five countries, namely Burma, Colombia, Israel, Palestine and Zimbabwe. This study (*ibid.*) highlighted the key constraints on the availability of academic freedom in these five countries.

In the preparation phase for EI's report to CEART for 2009, a further study was undertaken by David Robinson from the Canadian Association of University Teachers (CAUT) on the Status of Higher Education Teaching Personnel in Israel, the West Bank and Gaza (Robinson, 2009). The preliminary findings from this study were also used in EI's analysis for the purpose of the 2009 EI Report to CEART.

This year's EI report to CEART provides an in-depth and worldwide examination of nine key aspects of the recommendations concerning teaching personnel, namely:

1. Teacher shortages and the recruitment of unqualified teachers;
2. Teachers' working conditions and salaries;
3. Consultations with teacher organisations;
4. Preparation for the profession and further education for teachers;
5. Academic freedom and professional autonomy;
6. Security of employment and tenure;
7. Collegial governance;
8. Safe school environment and violence against teachers; and
9. HIV/AIDS.

The following nine chapters address each of these issues in turn. The main findings and recommendations for action are found within each of the chapters, while the key EI recommendations to CEART are also summarised in the concluding chapter.

## I. TEACHER SHORTAGE AND RECRUITMENT OF UNQUALIFIED TEACHERS

### The 1966 ILO/UNESCO Recommendation on the Status of Teachers

*In developing countries, where supply considerations may necessitate short-term intensive emergency preparation programmes for teachers, a fully professional, extensive programme should be available in order to produce corps of professionally prepared teachers competent to guide and direct the educational enterprise (ILO/UNESCO, 1966, art. 142).*

1. Teacher shortages remain a major challenge in education systems worldwide. In developing countries, the increase in enrolment of students in recent years has not been met by an increase in qualified teachers, resulting in overcrowded classrooms in areas where student-teacher ratios are already extremely high. 18 million additional teachers are needed to achieve universal primary education by 2015. More than 76 countries need to expand their teaching staff, particularly in **Sub-Saharan Africa, the Middle East and North Africa**, and **South and West Asia** (UIS, 2006). In **Sub-Saharan Africa** 1.6 million new teachers are needed by 2015 to achieve universal primary education, amounting to 3.8 million when taking into account retirement, resignation and attrition (e.g. due to HIV/AIDS). An additional 3.6 million teachers are needed in **South and West Asia** (UNESCO, 2009).

The Ghana National Association of Teachers (GNAT) reports that teacher shortages in **Ghana** in 2008 amounted to over 40 percent of teachers missing at primary level school level and 37 percent at the lower secondary level.

2. In addition, in developing countries, teachers are often unevenly distributed. The largest disparities in student-teacher ratios exist within countries, revealing major imbalances between rich and poor and rural and urban areas, particularly in **Asia** (e.g. **India, Indonesia, Sri Lanka**) and **Africa** (e.g. **Ghana**). This results in an oversupply of qualified teachers in urban areas and understaffed rural areas with high student-teacher ratios (up to 200 pupils for every one teacher), more un- or under-qualified teachers, and an incidence of teacher absenteeism.

In **Gambia, Lesotho, Tanzania** and also **Uganda** to some extent, there exists a serious shortage of qualified teachers at both primary and secondary levels, particularly in remote rural areas (Sinyolo, 2007, p.13).

3. In particular, rural areas suffer from a shortage of teaching staff (e.g. in **India, Nepal, Taiwan ROC and Sri Lanka**), often because few qualified teachers are willing to work there due to poor basic school facilities and conditions. Some primary schools in rural areas may have one or few teachers (e.g. in **India and Sri Lanka**) or only a school principal entrusted with multiple classes at the same time.
4. In accordance with article 142 of the 1966 ILO/UNESCO *Recommendation on the Status of Teachers* (above-quoted) where teacher shortages exist, appropriate measures should be undertaken to recruit qualified teachers in the teaching profession. Yet, the hiring of unqualified and, or, contract ('para') teachers as a temporary measure to reduce teacher shortages has become the rule rather than the exception, particularly in rural areas of **Asia** and **Africa** (e.g. in **Ghana, Gabon, Guinea and India**).



5. The temporary employment of contract teachers also arises as a trend in other regions (e.g. in **Brazil** in **Latin America** and **Lebanon** in **the Middle East**). Furthermore, the recruitment of unqualified contract or voluntary teachers often takes place with minimal pre-service training, only undertaken for a few weeks at best, and rarely with in-service training, if any. In **Africa**, growing school attendance has been one of the major reasons for the increased hiring of often unqualified voluntary teachers (e.g. in **Niger, Eritrea, Burundi, Guinea Bissau and Uganda**), with often accelerated training courses provided over a few weeks, or no training at all. Often these teachers are paid much lower salaries than full-time teachers, in order to reduce government costs. In such countries, governments failed to increase their qualified teacher stock due to budgetary constraints and agreements reached with international financial institutions (Pôle de Dakar and UNESCO-BREDA, 2009).

In **Kenya** and **Zambia** while unqualified teachers make up a large part of the teaching force, there are thousands of unemployed qualified teachers, despite a teacher shortage in schools. In **Uganda** 14 percent of primary teachers were unqualified as at 2006, while over 10,000 qualified teachers were unemployed. In **the Gambia**, unqualified teachers constituted 31.5 percent of the teaching force as at 2007. Community schools in slum areas in Nairobi in **Kenya** are estimated to have 90 percent unqualified teaching staff. In **Tanzania**, 31.3 percent of primary teachers are under-qualified (Sinyolo, 2007, p.13)

6. In **Asia**, teacher shortages are evident in primary and secondary schools, while the recruitment of unqualified contract teachers takes place particularly at the primary school level (e.g. in **India, Malaysia and Pakistan**). Unqualified voluntary (or 'para') teachers are often hired to work for low salaries in rural areas in some countries (e.g. in **India**) while urban areas are reported to be over-staffed in other countries (e.g. **Sri Lanka**).

In **India**, rapid population growth has led to high demands for teachers. While teacher training colleges have increased quickly over recent years, qualified teachers are distributed unequally across the country. Of the entire teaching staff in the country, between 6 to 10 percent are para teachers, of which only around 46 percent are professionally trained, while 80 percent of teachers in rural areas are para teachers. In **Fiji**, the lowering of the retirement age to 55 in April 2009 led to mass retirements of teachers, who are being replaced by trainee teachers who have yet to complete their education.

7. In developed countries, teacher shortages are often the result of a greater number of teachers reaching retirement age when compared to the number of new teachers entering the profession (Education International, 2009). While this demographic gap may be a concern for the future, it is a rapidly approaching problem, as increasing proportions of teachers in **OECD countries** are over 50 years old (OECD, 2008). Numerous countries, particularly in **Europe** (e.g. **Denmark, Lithuania, Malta and the Netherlands**) predict that there will be high future shortages because of this gap. Often, no consistent and long-term approach towards recruitment exists and initiatives are fragmented, despite national campaigns to attract students to teacher education programmes (e.g. in **Norway**).
8. In **Europe**, teacher shortages also arise due to unattractive working conditions and low wages when compared to other professionals with comparable qualifications

[e.g. in **Austria**, where teachers trained in technical subjects may seek and find employment in private companies rather than schools (Galgóczi et al, 2008)]. In a number of countries (e.g. in **Austria, Norway, Russia and Switzerland**), shortages of qualified teachers are evident in particular subject areas, such as the natural sciences, mathematics and foreign languages, in particular at the upper secondary school level. A solution to this persisting shortage has been the employment of non-teaching professionals (e.g. in **Germany**), who are however entitled to lower salaries, as they lack proper teaching qualifications. They are also seldom offered professional development and in-service training opportunities. Despite teacher shortages, many qualified teachers remain unemployed, while legislation may allow for the employment of voluntary assistant teachers, a measure justified by budget limitations (e.g. in **Portugal**). In turn, teachers with partial or no teacher training are increasingly employed in schools as temporary or substitute teachers in **Europe**.

A general decrease in the number of applicants for teacher education in **Norway** has been met by an increase in skilled and unskilled teaching assistants at the primary level who are often employed to substitute, rather than assist, qualified teachers.

9. The hiring of unqualified and, or contract or voluntary teachers remains a global problem. This is often used as a cost-effective measure, which is even more readily applied within the framework of the current global financial and economic crisis, where municipal economics are weak. This practice is becoming a global concern, particularly as the repercussions of the global crisis are affecting education budgets in all regions of the world.
10. *EI stresses that cutting education budgets and resorting to the employment of contract teachers is detrimental to the delivery of quality education in the long term. In a period of structural teacher shortages, the downsizing of teaching staff and hiring of teaching assistants as 'cost effective' measures is an unsustainable practice that runs the risks of increasing the de-professionalisation of the education sector.*
11. *In this respect EI recommends that the global teacher shortage be tackled in a way that existing gaps be addressed through the employment of qualified teachers, rather than voluntary, un- or under-qualified teachers.*

## II. TEACHERS' WORKING CONDITIONS AND SALARIES

### The 1966 ILO/UNESCO Recommendation on the Status of Teachers

12. Notwithstanding that teachers' working conditions and salaries have a significant impact on the quality of the teaching profession, teachers' salaries are often insufficient in providing a reasonable standard of living, especially in developing countries. Particularly in **Central and South-East Asia** (e.g. in **Cambodia**), generally in developing countries and more recently in **Europe** (e.g. in **Latvia**), teachers often take up a second job to supplement their income. Low teacher motivation is linked to inadequate pay, poor working conditions, inadequate support systems and inadequate opportunities for professional development, which continue to be severe problems in many developing countries, where, despite more than 75 percent of primary education budgets being spent on teacher remuneration, teachers are paid very low salaries.

13. The decentralisation of funding of education, and particularly of teachers' employment, is considered to be a cause of the reduction in teachers' salaries especially in **Latin America** (notably **Argentina**) and also in parts of **Africa** (e.g. in **Uganda**). Particularly in **Sub-Saharan Africa** and **South Asia** teachers have income levels close to, or below, the poverty line (UNESCO, 2009, pp.121, 172). **Cambodia** is a clear example of a country in South-East Asia where teachers' salaries and working conditions have been in constant decline. In many countries, the minimum salary levels of teachers are not equal to the national average salary rate. This goes against the recommendation that teachers salaries should compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications [ILO/UNESCO, 1966, art. 115(b)]. In **Europe**, teachers' pay is lower when compared to similar professional groups, despite the comparability in their level of qualifications and in length of their training (Galgóczy et al, 2008).
14. Higher salary levels however mean that fewer teachers can be employed within a fixed budget. This thus often leads to the employment of (unqualified) contract and para teachers in order to increase the supply of teachers without compromising budget lines (e.g. in **Asia**, **Africa** and **Latin America**). The pay of contract or para teachers is often much lower than that of government teachers [60 percent below those on a civil service salary scale in **Togo** (UNESCO, 2009, p.173), 10 to 15 times less than that of regular teachers in **India** and 10 to 30 percent less than that of teachers who are public servants in **Germany**] making it difficult for many teachers to maintain themselves and their families. This is the case across all world regions.
15. Although the 1966 ILO/UNESCO *Recommendation on the Status of Teachers* (ILO/UNESCO, 1966, art. 123) provides that salary scales for teachers are to be reviewed to take cost of living into account, in countries where inflation is very high, teachers' salaries and working conditions invariably suffer.

The most severe case is **Zimbabwe** where the Zimbabwe Teachers Association (ZIMTA) and the Progressive Teachers' Union of Zimbabwe (PTUZ) were sharply critical of the proposed salary increase for civil servants announced by the government in mid-July 2009, increasing teachers' salaries from \$100 US monthly to \$155 to \$200 US, depending on seniority. In contrast to such low salaries, workload is high, as Zimbabwe's teaching force was reduced by half between 1995 and 2008.

16. Teachers working conditions have been negatively affected by a series of recent education cutbacks, particularly in **Europe** and **North America**, in response to the global financial and economic crisis.

In **Latvia**, teachers' salaries were reduced by 15 percent at the beginning of 2009 as part of overall cuts in public sector wages. At the time of writing of this report, more salary cuts and redundancies (potentially of up to 10,000 from a total of 35,000 teachers) were foreseen towards the beginning of the school year in September 2009. In **Ireland**, similar public salary reductions also took place in 2009. At the time of writing, education cutbacks were also proposed in the **Czech Republic**, threatening to affect teachers' salaries by a monthly decrease of 1500 CZK (c. 60€).

17. As far as workload and concomitantly class size are concerned, the 1966 ILO/UNESCO *Recommendation on the Status of Teachers* (ILO/UNESCO, 1966, art. 86) provides that class size should be such as to permit the teacher to give pupils

individual attention (ILO/UNESCO, 1966, art. 86). Nonetheless, crowded classes are a cause for concern in many schools in **Asia** (e.g. in **India, Nepal, Pakistan and Sri Lanka**) and **Africa** (e.g. in **Cameroon, Ghana and Guinea**), where student-teacher ratios are extremely high, in some areas up to 200 students per teacher.

In **Cameroon** and **Guinea** class sizes are reported to be between 80 to 160 students, placing serious constraints on teachers whose salaries are disproportionately low.

18. Relatively high student-teacher ratios are also noted in **Europe**, where average class sizes in **Ireland** are between 24 to over 30 students per teacher, among the highest in the EU. Similarly in **Spain**, class sizes at the secondary level are relatively high at 30 students to every one teacher. The global financial and economic crisis has also impacted education budgets in such a way that in Europe, class sizes have increased, lessons have been cut back and some courses have been removed entirely, negatively affecting teachers working conditions (Education International, 2009).
19. In many countries, particularly in **Europe** and **North America**, but also in **Africa** and **Asia**, pressures on workload come from a wider range of tasks that need to be completed in shorter time periods due to cutbacks in lesson time (e.g. in **Germany**), additional administrative tasks (e.g. in **Ghana, Sri Lanka and Malaysia**) and extra-curricular involvement (e.g. in **Canada**). Testing and evaluation of students has placed an additional pressure on teachers to ensure their students' performance and effectiveness, particularly in the OECD region. International assessment tools, such as the OECD Programme for International Student Assessment (PISA), have been used by governments to exert pressure on teachers' performance to ensure high student achievement and to increase school efficiency (Figazzolo, 2009).
20. *EI strongly denounces the negative trends in teachers' salaries, Such practices fail to recognise the importance of the teaching profession as well as the role of quality education in the development of societies.*
21. *EI promotes the 1966 ILO/UNESCO Recommendation on the Status of Teachers which provides that teachers' salaries should reflect the importance to society of the teaching function, compare favourably with salaries in other occupations, provide teachers the means for a reasonable standard of living and take account of the higher qualifications, experience and responsibilities of certain posts (ILO/UNESCO, 1966 art. 115).*

### **The 1997 UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel**

22. Salaries and working conditions have also been affected in higher education. In terms of salaries, in the **African region** the greatest cause for concern is **Zimbabwe**, where problems persist also at higher levels of education, leading to brain drain of intellectuals. Lecturers in Zimbabwe have demanded redress from hyperinflation via payment in convertible currencies (cf. Gemell, 2009, pp.61-66).
23. In the **Asia-Pacific** region, though there are positive reports from **Malaysia** regarding salaries, this is not the case in all countries in the region. In **Pakistan**, salaries and benefits of full-time higher education teaching staff are also considered to be very good, though staff have no collective bargaining rights, and academics on a fixed-term contracts in Pakistan are paid less than those who are in tenured full-

time positions. Academics have suffered salary cuts in parts of **Fiji** (particularly in the University of the South Pacific) and there has been a freeze on wage increases in collective bargaining procedures in **New Zealand**. In **Europe**, **Israel** provides an example of inadequate salary levels for academic staff (cf. Robinson, 2009, pp.6-7).

24. In the **Middle East**, the case of **Palestine** shows how poor the terms and conditions of employment of academic staff in the West Bank and Gaza are.

In **Palestine**, average salaries are low, particularly in comparison to Israel and neighbouring Arab states. As a consequence of the serious financial crisis they face, higher education institutions are regularly unable to meet their payroll obligations, with academic staff receiving just 80 per cent of their salaries in any given month. Academic staff at public higher education institutions are also not covered by a pension plan or common health benefits (Robinson, 2009, p.18).

25. In the **Asia-Pacific and North American regions**, the issue of workload of higher education teaching personnel is a central one (e.g. in **Canada and New Zealand**).

In **Canada**, academics report high stress levels related to increasing workload and demands. Although academic staff salaries have improved in Canada in recent years, there is growing uncertainty about future growth given the economic recession.

26. In **Europe**, problems of workload for academics persist across the region, primarily due to the number of reforms being undertaken in higher education systems in **Europe** (e.g. in **Germany**). In **Portugal**, although working conditions for academics are better than for teachers at primary and secondary levels of education, workload has significantly increased. In addition, in **Denmark**, state employers have refused all proposals for introducing a system of sabbaticals as recommended in the 1997 UNESCO *Recommendation Concerning the Status of Higher Education Teaching Personnel* (UNESCO, 1997, cf. art. 65-68). Part-time higher education staff are also not represented in negotiations in Denmark, and are not entitled to pension rights. In **Israel**, as a result of a reduction in senior academic staff and an increase in the number of students in recent years, the ratio of students to higher education teaching personnel has reached 25 students to every one member of academic staff. It is estimated that in order to bring the student faculty ratio down to international standards, it would be necessary to recruit an additional 600 academics per year over the next six years, over and above that required to meet anticipated retirements and resignations (Robinson, 2009).

27. *EI considers it crucial for governments and educational institutions to ensure that investment in the teaching profession at all levels of education is sufficient and proportionate to the high demands made upon teachers and higher education teaching personnel.*

28. *EI further recommends that current budget cuts in education not attack or deteriorate salaries, working conditions, requirements for qualifications and access to professional development for teachers and higher education teaching personnel. These are key conditions for maintaining quality of education at all levels.*

### III. CONSULTATIONS WITH TEACHER ORGANISATIONS

#### The 1966 and 1997 Recommendations on the Status of Teachers and the Status of Higher Education Teaching Personnel

*Teachers' organisations should be recognised as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of education policy (ILO/UNESCO, 1966, art. 9).*

29. EI is pleased to report that in some countries in **Latin America**, teacher unions enjoy largely constructive relations with governments, as evidenced in **Argentina** and **Brazil**, though this is not the case for teachers' unions in **Central America**. While in some countries in **Africa** and **Asia**, some consultation with teachers' unions does take place (e.g. **Fiji and Ghana**), this is either infrequently or with very little or no power of the teachers' unions to influence education policy and reform. In other countries, consultation exists merely on paper (e.g. in **Madagascar, Gabon and Cameroon**) or very rarely takes place (e.g. **India, Pakistan, Malaysia and Sri Lanka**). Where teachers' organisations are involved in consultations, contact is often irregular and with limited power on the part of teachers' organisations.
30. Particularly in parts of **Asia**, dialogue concerning education policy between governments and teachers' unions is a mere formality and decisions are often taken independently of civil society organisations (e.g. in **Malaysia and Taiwan ROC**).

In **Nepal**, teachers' unions do not consider the dialogue with the Ministry of Education to be satisfactory. Similarly in **India, Japan, Pakistan and Sri Lanka**, teachers' unions have little or no power to influence education policy. In **Fiji**, consultation and collective bargaining have suffered under the current military-backed regime and teachers' unions were not consulted on recent education policies.

31. In some countries in **Africa**, unions indicate that often partnerships that should exist between governments and teachers' unions, as set out in conventions, are not respected. Rather, governments dictate educational reforms without prior consultation with teachers' organisations (e.g. in **Cameroon, Gabon, Madagascar and Tunisia**), while there are countries (e.g. **Ghana**), where although negotiations with teachers' unions do take place, these are not held on a regular basis.
32. Consultations with teachers' organisations are more prevalent in **Europe** (e.g. in **Estonia, Ireland, Norway and the United Kingdom**). Nevertheless, the Irish government has recently imposed education and salary deductions unilaterally and without consulting teachers' organisations. In a number of other countries in **Europe**, consultations can also be irregular and teachers' organisations do not hold much power to influence education policy and reforms (e.g. in **Denmark, France, Germany, Portugal and Spain**). In **France**, there is no system of negotiation in place prior to the introduction of reforms, therefore, the government does not negotiate with unions until after a reform is introduced, and industrial action taken. In **Germany**, the level of consultation varies between federal states which ultimately determine education policy. While in **North America** consultations with teachers' organisations do take place, **Canada** suffers from similar problems to Germany.

33. Since EI's 2006 Report to CEART (Education International, 2006), there have been few developments in teachers' unions' involvement in consultations on national EFA strategies, despite recommendations of the *Dakar Framework of Action* for engagement of civil society in national EFA planning and implementation [cf. UNESCO, 2000, art. 8(iii), art. 16(i)]. However, some success on this has been noted in **Ghana**, following intensive advocacy campaigns for union involvement.

In **Indonesia**, while the government and the Teachers' Association of the Republic of Indonesia (PGRI) have a similar EFA programme, this has not been implemented in synergy.

34. The failure by Governments generally to engage teachers' unions in consultations has also been manifested more severely by way of several violations of trade union rights that have occurred over the past years, as members of teachers' unions have undertaken their union work and worked for organising teachers into unions. Among other world regions, this is particularly the case in **Africa** (e.g. in **Burundi, Equatorial Guinea and Tanzania**; cf. ITUC, 2009, pp. 18, 31, 66). The most severe case in terms of restrictions for teachers to unionise has arisen in Ethiopia.

In **Ethiopia**, following legal proceedings which began 15 years ago, and subsequently years of harassment and intimidation of the Ethiopian Teachers' Association (ETA), including imprisonment and murder of its members, the Supreme Court held, in June 2008, that the ETA (Ethiopian Teachers' Association) had to transfer all its property, financial assets and its name to a rival teachers' association created in 1993, which is supported by the government and which can never take the form of a trade union, as Ethiopian teachers are prohibited from forming trade unions. Following this irrevocable court decision, a new professional association, the National Teachers Association (NTA), was set up, which was officially refused registration by the Ministry of Justice on 15 December 2008 (ibid, pp. 34).

35. As far as the **Asia-Pacific** Region is concerned, EI is pleased to report a positive situation in **New Zealand** and some good developments in **Australia**, where collective bargaining by the National Tertiary Education Union (NTEU) has improved following the repeal of controversial amendments made to the Higher Education Support Act in November 2005 (cf. Education International, 2006, p.11). The situation is not as positive across the region however, as trade unions are not allowed to operate in **Burma** (cf. Cemmell, 2009, pp.10-11) and, in the **Maldives**, teachers' organisations are in the form of associations rather than real unions (ITUC, 2009, pp. 189). In turn, the situation in **Taiwan ROC** is particularly disturbing.

The National Teachers' Association of **Taiwan ROC** is deeply concerned about a draft union law currently tabled in the Taiwanese Parliament, which will exclude teachers from the fundamental right to form and join trade unions.

36. In **Europe**, although there is a long history of unionisation, problems still arise (e.g. in **Israel, Macedonia and Turkey**). In **Israel**, although higher education teaching personnel are free to join trade unions and bargain collectively, there are nevertheless isolated reports of violations of union rights in the higher education sector (cf. Robinson, pp. 7-8). In **Macedonia**, teachers were pressured by school heads and local mayors into giving up a strike in November 2008 (ITUC 2009, pp. 244-5).

In **Turkey**, the teachers' union EGITIM-Sen had its website blocked by the authorities. On 21 and 22 October 2008, the Denizli Branch of the union was attacked by the police, which proceeded to confiscate a large number of documents. Furthermore, a great number of EGITIM-Sen branch leaders and members have been transferred to other posts, and often other cities, owing to their participation in union activities (ITUC 2009, pp. 265).

37. The situation is also severe in some countries in **Latin America**. Particularly in **Colombia**, the government continues to restrict the legality of strikes, requires compulsory arbitration and pre-authorisation for the establishment of trade unions and defines the conditions under which a union may be established (cf. Gemmell, 2009, pp. 24-28). In turn, in **Mexico**, thirty workers belonging to the independent education workers' union, Sindicato Nacional Independiente de Instituciones Educativas, which was created in May 2008, were dismissed in August 2008 by the Valle de Mexico (private) University in retaliation for seeking registration as an independent trade union (ITUC, 2009, pp. 117). The situation is even more serious in some parts of the **Middle East**, as problems related to unionisation are directly linked to violence, particularly in **Palestine** where even very basic legislative rights and standards are routinely violated (cf. *ibid.*, p. 278; Robinson, 2009, p.17).
38. *EI stresses that consultations with teachers' unions and teachers' organisations are crucial in order for education reforms to represent the demands and desires of teachers and schools and in order to improve education systems.*
39. *EI strongly denounces the continued failure of governments to engage teachers' unions and teachers' organisations in consultations and strongly condemns all attacks on teachers' unions and teachers' organisations at all levels of education, as well as on any of their representatives. The restriction placed by governments and other groups, placed on teachers' ability to organise and form unions, and to take action in the form of demonstrations, is a severe threat to democracy and is even more abhorrent when accompanied by violence or acts of force.*
40. *EI recommends that where this is not yet the case, ILO and UNESCO work with governments to allow teachers to form unions in order to be able to safeguard their rights as teachers and in order for them to be able to bargain collectively.*
41. *EI further recommends that governments fully engage teachers' unions and teachers' organisations in consultations as relevant partners about education reforms, particularly in view of developments and structural adjustments currently underway due to the global financial and economic crisis. Their contribution to, and ownership of, any change is a key factor for sustainability of educational policies*

#### IV. PREPARATION FOR THE PROFESSION AND FURTHER EDUCATION OF TEACHERS

##### The 1966 ILO/UNESCO Recommendation on the Status of Teachers

*All teachers should be prepared in general, special and pedagogical subjects in universities, or in institutions on a level comparable to universities, or else in special institutions for the preparation of teachers [ILO/UNESCO, 1966, art. 21 (1)].*



42. There is considerable discrepancy between developing and developed countries in the availability of pre- and in-service teacher training programmes. In the former these structures are randomly organised, while in developed countries they are generally widely available. Particularly for contract teachers employed in developing countries, pre-service training may last no more than a few weeks, if provided at all. While a number of alternative training programmes (using mixed-mode training methods, distance education or community-based training) have been implemented by governments, NGOs and international organisations in a number of developing countries, particularly in **Africa** and **Asia**, and also in **Latin America**, their success is varied.
43. It is characteristic of developing countries in **Africa** and **Asia**, that appropriate preparation and training for un- or under-qualified teachers is lacking or very brief, lasting a few days or a couple of months (e.g. in **Sri Lanka**), and in-service training is often haphazard or not clear as to the scope to be achieved (e.g. in **Indonesia**). However, some good practice is also visible in some countries in **Africa**.

In **Ghana**, alternative training programmes are available to teachers either to improve their professional competences through in-service training, or to ensure that un- or under-qualified teachers are able to obtain qualifications on the job.

44. Additionally to a lack of professional development opportunities in some countries, a number of other factors also prevent teachers from taking part in further education and continuous professional development, including long teaching hours and high workload. This is the case for teachers working with a high student-teacher ratio in **Africa** and **Asia**. In some countries in these regions, there is a lack of financial resources for further education (e.g. in **Guinea, Gabon and Uganda**) and no leave is granted to teachers for them to be able to take up in-service training.
45. A stark contrast to this picture arises in **OECD countries**, where further education and professional development activities are largely available free of charge and teachers are granted leave to partake in courses and training on an annual basis.

In **Norway**, strategies have been designed to retain teachers in the workforce. In February 2009, a partnership was signed with the Ministry of Education which establishes a permanent system for teachers' continuous professional development.

46. In **Europe** and **North America**, teacher education programmes and professional training are readily available in most countries and generally take place in higher education institutions. In many countries in this region, teachers are required to have a Masters' degree when they start to work in schools (e.g. in **Estonia, Finland, the Netherlands and the United Kingdom**) and often work under the guidance of a mentor or teacher trainer during their first year of teaching. However there are also instances where lower qualifications are required.

In **Germany**, since the adaption of teacher training programmes to the Bachelor and Master system under the Bologna process, some states have lowered minimum qualifications to Bachelor degrees (particularly for primary and lower secondary schools), which could justify lower pay scales for these teachers.

47. Notwithstanding the above-mentioned good practice in **OECD countries**, it results that around one in four teachers do not participate in professional development in a number of OECD countries (e.g. in **Denmark, the Slovak Republic and Turkey**) and a significant number of teachers consider that professional development opportunities do not meet their needs. Moreover, in some countries, the government has cut funding for continuous professional development (e.g. in **Ireland**) or requires teachers to pay for their own professional development (e.g. in **Latvia**) while being obliged to take this up (e.g. in **Germany**). In addition, among **OECD countries**, there is an emerging trend in policy recommendations to link professional development to teacher performance (OECD, 2009). This undermines the notion of free access to professional development for all teachers as a professional right and may result in performance-based pay policies, thus ultimately limiting professional autonomy.
48. *EI stresses that continuous professional development of teachers is crucial for maintaining highly-qualified teaching staff and ensuring the continuous development of the quality and content of education curricula as well as teaching methods.*
49. *EI recommends that adequate in-service training programmes be developed for in-service unqualified teachers to bring them up to agreed national standards, which standards and programmes are to be elaborated in consultation with teachers' unions.*

## V. ACADEMIC FREEDOM AND PROFESSIONAL AUTONOMY

### The 1966 ILO/UNESCO Recommendation on the Status of Teachers

*[Teachers] should be given the essential role in the choice and adaptation of teaching material, the selection of textbooks and the application of teaching methods, within the framework of approved programmes ... (ILO/UNESCO, 1966, art. 61).*

50. Academic freedom and professional autonomy, though formally granted to teachers in most regions, usually come under pressures from ministries of education, provincial or state governments, school boards, schools and even head-teachers. Notably in developing countries in **Africa** and in parts of **Asia** (e.g. in **Taiwan ROC** and **Sri Lanka**) teachers are discouraged from employing their own teaching methods in the classroom. In addition, teachers may be considerably limited in their professional autonomy by a structural lack of teaching resources and materials.
51. In **OECD countries**, restrictions on academic freedom are of a different kind. International student performance tests, such as OECD's PISA (Programme for International Student Assessment), have been used by governments to place high demands on teachers (e.g. in **Norway and Portugal**). This trend has led to an emerging culture of testing, replacing professional autonomy with a practice of teaching to the test. Quality assurance of schools through standardised testing, school evaluations and ranking of schools (e.g. in **Canada, France, Germany, Norway and Portugal**) have placed constraints on teachers' academic freedom and professional autonomy, particularly in the choice of teaching methods.

In **Norway**, school authorities at regional level have developed a platform for digital teaching material for upper secondary education (the National platform for digital teaching resources, NDLA) making textbooks and other material available. Consequently, regional school authorities have reduced teaching resource grants to upper secondary schools. As the NDLA only includes certain titles, teachers may have to use books not in line with local needs or their own professional conviction.

52. *EI stresses the importance of academic freedom and professional autonomy. Teachers should be encouraged to apply appropriate methods of their own choosing to encourage learning, and not to adopt practices of 'teaching to the test'.*
53. *EI recommends that academic freedom and professional autonomy for teachers be rigorously maintained and, or reinforced and that CEART insist upon this as a precondition for quality education in its work on the application of the 1966 ILO/UNESCO Recommendation on the Status of Teachers (ILO/UNESCO, 1966).*

### **The 1997 UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel**

*The teaching profession is entitled to the maintaining of academic freedom, that is to say, the right, without constriction by prescribed doctrine, to freedom of teaching and discussion, freedom in carrying out research and disseminating and publishing the results thereof, freedom to express freely their opinion about the institution or system in which they work, freedom for institutional censorship and freedom to participate in professional or representative bodies (UNESCO, 1997, art.27).*

54. In higher education, restrictions of academic freedom have become ever more severe. Across the world, academic freedom is being restricted through budgetary or political constraints, external pressure and influence, and the commercialisation of higher education systems. Though the situation seems bleak in a number of countries, EI is able to report some good examples, though these remain few and far between.
55. In **Africa**, while EI is pleased to report that academic freedom is respected in a number of countries notwithstanding the lack of means available to researchers (e.g. in **Guinea and Ghana**, cf. Travis, 2009a), the landscape remains uneven in terms of respect for this fundamental principle. Academic liberties in higher education institutions are often violated by the authorities and academics are often subjected to external political pressure in a number of African countries (e.g. in **Gabon and Zimbabwe**). The worst case in the region is that of **Zimbabwe**, where in recent years political actions in relation to the higher education sector and institutions have severely constrained academic freedom and where, in 2006, the *Zimbabwe Council for Higher Education Act* was adopted, ascribing the Minister for Education and President full veto power to govern the sector (Cemmel, 2009, p.65).
56. Again the picture is mixed in the **Asia-Pacific** region. Academic freedom is respected in some countries (e.g. in **Australia, Pakistan and Sri Lanka**) though isolated incidents of violations do occur in Pakistan (cf. Travis, 2009f). In the region, examples of severe restrictions of academic freedom arise in **Burma, China, Fiji and Thailand**.

In **Burma**, such restrictions can be attributed to the totalitarian formation of the junta, with severe repression measures also taking the form of significant changes in terms of employment of higher education staff. A lack of resources also diminishes possibilities for research (Cemmel, 2009, pp.12-13). In **China**, Prof. Johannes Chan, Dean of law at the University of Hong Kong, was barred from Macau where he went to give a speech in February 2009, believing that he was refused entry due to his role in the Article 23 Concern Group which campaigns against the Hong Kong government's plan to enact controversial security legislation (Travis, 2009b). In **Fiji**, academic freedom has been greatly curtailed by the imposition of the state's Emergency Regulation Order. In **Thailand**, Ji Ungpakorn, a professor at Chulalongkorn University, was charged in January 2009 under the *lèse majesté* laws intended to protect the monarchy from defamation, for comments made in his book, *A Coup for the Rich* (Travis, 2009c, 2009d).

57. Private sector funding of academic research has also left its impact on academic freedom in the **Asia-Pacific** (e.g. in **Malaysia and Taiwan ROC**), as have new funding models of performance-based research assessment (e.g. in **New Zealand**).
58. Similarly, in **Europe**, mechanisms in place for performance-based research funding (e.g. in **Denmark, Germany and the United Kingdom**) or criteria for funding of research (e.g. **Portugal**) also have the effect of restricting academic freedom. In Europe, changes in the financing of research require researchers to compete for funding, to build links with industry, and to focus narrowly on short-term commercial outcomes and labour market relevance as dominant criteria in obtaining funding for research. Furthermore, restrictions also arise with respect to what type of research academic staff can pursue during their working hours (e.g. in **Denmark**). Increased private finding of research across Europe has affected academic freedom to lesser (e.g. **Norway**, where academics are mostly able to retain intellectual property rights) or greater extents (e.g. **Latvia**, where academics lose their intellectual property rights).
59. Threats to academic freedom in **Europe** also arise in the form of different types of external pressures put upon individual academics and action taken against professors.

In **Israel**, academics who criticize Israeli government policy on the Occupied Palestinian Territories are routinely targeted by special interest lobby groups for dismissal (Robinson, 2009, p.8). In **Germany**, in 2007, criminal investigations were initiated against a sociologist at the Humboldt University in Berlin, who was arrested on suspicion of founding a terrorist organisation, on the basis that the focus of his research in urban sociology critically addressed "gentrification", simultaneously an issue for militant groups in Berlin. Academics in the **United Kingdom** recently experienced a three-week ban on publication of their publicly-funded research in the run up to the local and European Parliamentary elections on 4 June 2009 under the government rule of 'purdah', requiring a restriction of publicising any material on research that could influence the election in any way.

60. By contrast, EI is pleased to report that in **Ireland**, a victory for academic freedom was struck by the Irish Federation of University Teachers (IFUT) in February 2009.

In **Ireland**, the Labour Court ruled that disciplinary warnings against a faculty member at Trinity College Dublin (TCD) who had been punished in 2007 for not following orders regarding his research plans, should be removed from his employment record. At the time of writing of this report, IFUT and TCD were in the process of meeting to discuss a draft document which encourages research and accountability but which does not limit research freedom (Walshe, 2009).

61. In an examination of the legal applicability of the 1997 UNESCO *Recommendation Concerning the Status of Higher Education Teaching Personnel* across the 27 **European Union** (EU) Member States, Karran finds that the level of legal compliance with the recommendation is generally low in EU states (Karran, 2009, p.211). Only one-third of EU countries can be considered as fully compliant with the Recommendation (ibid, p.205). In this context, a good practice example arises in **Norway** as, in view of proposals by a Commission appointed to examine the issue, an amendment to the 2005 law on universities and university colleges was introduced in January 2008, to add a guarantee for academic freedom of individual researchers and higher education teaching personnel. Nonetheless, the fact that there exist legal guarantees does not necessarily result in respect for academic freedom in practice (cf. Education International, 2006, p.15) which further exacerbates the problem. Indeed, while legal protection of academic freedom is provided in some parts of **Latin America** (e.g. in **Brazil and Colombia**), **Colombia** is a clear example of a country where academic freedom rights are severely curtailed.

In **Colombia**, higher education is heavily commodified and resources for research are limited, thus restricting academics' research. Academic freedoms are also severely curtailed by the presence of violent, non-state, armed movement actors on campuses (Cemmel, 2009, pp.19-25). In the same region, in **Mexico**, Professors Ana Luz Ruelas Monjardín and Florencio Posadas Segura were censored, in April and May 2009 respectively, at the Autonomous University of Sinaloa in Northern Mexico after criticising university management and regulations (NEAR, 2009a; IFEX, 2009).

62. Restrictions on academic freedom also arise due to the political tensions in the **Middle East**.

In **Iran**, the Iranian government arrested 70 university professors as part of the state's crackdown on opposition protestors in June 2009 (NEAR, 200b). In **Palestine**, although academic freedom is recognised in the by-laws and policies of higher education institutions, Palestinians face severe restrictions on their ability to participate in academic conferences and exchanges, as travel within Palestine and abroad is limited as a consequence of the Israeli occupation. Palestinian academics also face enormous difficulties in conducting research, as Israeli authorities have imposed a sweeping ban on the importation of precision lab equipment into Palestine and of any scientific and research material that could potentially be used against the state of Israel. In Palestine, academics also report poor library and research resources and limited access to computers (Robinson, 2009, pp.20, 23-24).

63. Restrictions on academic freedom also arise within the most advanced of developed countries. The findings of an international survey of professors conducted in 2007 show that in **the United States**, 59 percent of academics in four-year colleges feel that the administration of their College supports academic freedom, a figure that fell from 65 percent in a similar study undertaken in 1992 (Jaschik, 2009a).

In **Canada**, while academic freedom is enshrined in institutional policies and collective agreements, individual cases of violations continue to emerge. Similarly to some European countries, steering of public research funding in recent years has also been a cause for concern, with the federal government increasingly by-passing the academic research granting agencies and the traditional peer-review process, and instead targeting money at certain institutions and projects. This raises a concern of the potential politicisation of research.

64. *EI stresses that international academic freedom can only be exercised when higher education teaching personnel enjoy internationally recognized civil liberties. Higher education teaching personnel, as indicated in the 1997 Recommendation Concerning the Status of Higher Education Teaching Personnel (UNESCO, 1997, cf. art.26), are entitled to, among other rights, freedom of association and the right to security of the person and liberty of movement.*
65. *EI calls on CEART together with ILO and UNESCO, to do more to ensure that these fundamental civil liberties are fully respected, and that academic freedom is properly protected and vigorously defended.*
66. *EI recommends that CEART, together with ILO and UNESCO, work to reverse the trend of restrictions of academic freedom of higher education teaching personnel, and that they work with governments and higher education institutions to allow academics to carry out their teaching and research duties in environments that do not hinder their activities, whether by means of political pressure, force or commercial interests. This is the only way to ensure the intellectual development of society and to foster genuine scientific discovery.*

## VI. SECURITY OF EMPLOYMENT AND TENURE

### The 1966 ILO/UNESCO Recommendation on the Status of Teachers

*Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organisation of or within a school system are made (ILO/UNESCO, 1966, art. 45).*

67. The employment of fixed-term contract teachers has become widespread in recent decades. This is often used as a means of reducing or cutting education budgets and curbing costs. By their very nature, fixed-term contracts often come with a number of insecurities for teachers and are not conducive to attracting and retaining qualified teaching staff. There are indeed significant differences in salaries and working conditions between full-time and contract teachers in a large number of countries worldwide. Fixed-term contract teachers are often paid lower salaries, and are rarely entitled to the same allowances, wage increases, annual leave and social security protection and benefits as full-time teachers. In numerous countries, and particularly in **Africa**, short-term contracts are often informal, making teachers more susceptible to arbitrary transfer or dismissal. This is also the case in parts of **Asia** (e.g. in **Japan**).

68. There are some countries in **Africa and Asia** (e.g. in **Ghana and India**) where attempts have been made to regularise the situation for para (voluntary) teachers, though these remain few and far between. Security of employment and tenure remains characteristically more common in government schools when compared to private schools (e.g. in **Sri Lanka**). There are some good practice examples where teachers do have tenure (e.g. **Indonesia**), however, it is often the case that teachers employed directly by school boards do not take their tenure with them when they transfer schools (e.g. in **Jamaica and the United Kingdom**).
69. In **Europe**, the situation is generally better, and teachers are usually employed on permanent contracts (eg. in **Estonia and the United Kingdom**).

In the **United Kingdom**, moreover, the 2002 *Fixed-Term Employees (Prevention of Less Favourable Treatment) Regulations* give fixed-term employees the right to be treated as favourably as permanent employees when working for the same employer and doing similar work.

70. However, in recent years, successive fixed-term contracts have become more common in a number of countries in **Latin America and Europe** (e.g. in **Brazil, Germany and France**).

In **Brazil**, education institutions are increasingly using fixed-term contracts given that it is more cost advantageous for them, with an average saving of 50 percent of the cost of regular public employees. In **Germany**, contract teachers may have their employment terminated before the school summer break, and renewed for the next school year, leaving them without an income for some months, and ineligible for unemployment benefits. Similarly in **France**, contract teachers are often not entitled to welfare benefits.

71. *EI affirms that stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of teachers and should be safeguarded even when changes in the organisation of or within a school system are made (cf. UNESCO/ILO, 1966, art. 45).*
72. *EI considers it crucial that teachers be adequately protected against arbitrary actions that negatively affect their professional standing and teaching careers (ibid, art.46), such as unsubstantiated dismissal and unstable contracts which hamper their security of employment.*
73. *EI recommends that stability of employment and security of tenure at both lower and higher levels of education be safeguarded against increasing policy trends to rely on short-term contracts.*

### **The 1997 UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel**

*Tenure or its functional equivalent, where applicable, constitutes one of the major procedural safeguards of academic freedom and against arbitrary decisions (UNESCO, 1997, art.45).*

74. In the higher education sector worldwide, academic staff are suffering from a staffing crisis evident in the increased use of fixed-terms contracts, thus precarious employment. Staff employed on fixed-term contracts suffer from lower salaries than tenured staff, measured on a proportional basis, and most often have few, if any, benefits. While there is little effort on the part of governments and institutions to reverse this trend of precarity of employment of higher education teaching personnel, **New Zealand** proves to be an example of good practice in this respect.

In **New Zealand**, the higher education sector does not operate a system of tenure. Staff are employed either as permanent, fixed-term or casual. Nonetheless, EI is pleased to report that in recent years, the trend to increasingly hire staff on fixed-term contracts has been reversed through a change in employment legislation which has meant that the higher education union has been able to successfully challenge the legitimacy of many of the fixed-term appointments in the sector.

75. The situation varies across the **Asia-Pacific** region. Higher education teaching personnel on fixed-term contracts benefit from the same working conditions as public sector employees in **Malaysia**, while in **Taiwan ROC**, there is significant discrepancy between tenured and fixed-term academic staff, including in relation to pension security and remuneration in the form of bonuses. In **Australia**, a shocking occurrence shows how reliance on third-party funding poses dangers to employment.

In **Australia**, the University of Melbourne announced in July 2009 during a bargaining period with the National Tertiary Education Union (NTEU) that 220 full-time equivalent academic and administrative staff positions would be cut following a A\$30 million (US\$25 million) decline in investment returns. Though the link between the global financial and economic crisis and these cuts is unclear (Australia having been relatively isolated from the full effects of the crisis, with unemployment at 5.7 percent as at June 2009 and it not having yet entered into recession at the time of writing) this is a clear example of the disastrous outcome that can come of reliance on non-public sources to fund recurrent expenditure in higher education institutions.

76. In **Europe**, precarity of employment for academics is steadily on the rise (e.g. in **Germany and Israel**). In **Israel**, fixed-term employment is increasing and the number of full-time tenured academics has fallen. While higher education teaching personnel in some countries do not have the possibility of a tenured position (e.g. in **Latvia**), even where fixed-term contracts for higher education staff have not yet been introduced, there are threats for new reforms that will urge towards the use of more fixed-term contracts (e.g. in **Portugal**, particularly in the polytechnics sector).

In **Germany**, for the great majority of academics who have not been appointed as professors, employment contracts are as a rule of limited duration. As at 2006, 82.5 percent of all higher education teaching personnel were on fixed-term contracts (Statistisches Bundesamt, 2006) and many academics are employed on a part-time basis. This notwithstanding, employers very often expect people to continue working in their free time. In turn, to a growing extent, higher education institutions are using self-employed visiting lecturers to cover their teaching needs, with there currently being more than 60,000 such lecturers in Germany, compared to around 40,000 regular professors (ibid). In addition, academics who have been granted a higher doctorate but have not yet been appointed professors are obliged to provide unpaid teaching services if they wish to uphold their chance of a professorship.



77. In **Latin America**, increasing privatisation of higher education in **Colombia** has created one of the most severe trends of casualised employment contracts for academics (Cemmel, 2009, p.28). Concomitantly, in the **North American Region**, (e.g. in **Canada and the United States**) casualisation of employment of higher education staff has also reached a crisis point.

In **Canada**, academics consider that the greatest threat to tenure, and by extension academic freedom, is the growing use of fixed-term academic staff hired at very low rates of pay, off the tenure track, with normally no benefits and no protection for academic freedom. The number of staff with fixed-term contracts has risen sharply over recent years, even before the current economic recession, when university and college finances had improved. Similarly, the share of full-time tenured and tenure-track academics declined in the **United States** from approximately one-third of all academics in 1997 to just over one-quarter in 2007. While the overall number of academics grew over the past ten years, nearly two-thirds of that growth was in contingent labour, which increased from two-thirds to nearly three-quarters of all academics (AFT, 2009, pp.5-6). In both **Canada and the United States**, security of employment and the protection of tenure is also being tested in the current economic downturn as universities and colleges threaten staff redundancies.

78. In the **Middle East, Palestine** poses a disappointing picture in terms of security of employment, as academics report that procedures for the appointment, promotion and awarding of tenure are inconsistent and often unclear and the use of part-time and fixed-term academic staff is on the rise. Part-time staff currently constitute about 19 percent of staff in traditional universities, and over 50 percent in community colleges (Robinson, 2009, pp.18-19).
79. Providing a stark contrast to the violations of tenure referred to above, EI is pleased to report that in a positive turn at the beginning of June 2009, a judge in Colorado (**United States**) ruled that the value of tenure to the public outweighs the value of giving colleges flexibility in hiring and dismissing academic staff (Jaschik, 2009b).
80. *EI considers the threat to academic freedom from the erosion of tenure and its equivalent to be clear: without security of employment through tenure or its functional equivalent, there simply can be no real academic freedom.*
81. *EI recommends that CEART, together with ILO and UNESCO, make concrete efforts to reverse the casualisation crisis for all teachers at all levels of education.*
82. *EI recommends that tenure or its equivalent in higher education should be particularly secured as the precondition for academic freedom. Teaching needs to be treated as a lifelong career in order for it to benefit from its status as a profession.*

## VII. COLLEGIAL GOVERNANCE

### The 1997 UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel

*The principles of collegiality include academic freedom, shared responsibility, the policy of participation of all concerned in internal decision-making structures and practices, and the development of consultative mechanisms ... (UNESCO, 1997, art. 32).*

83. Collegial governance is a long-standing value in higher education. Today, however, traditional collegial governance structures are under attack as governments and institutions pursue more corporate managerial-like structures, and external interests exert ever more influence on higher education institutions. This varies to a lesser or greater extent across different regions. In **Africa**, while the principle of collegial governance is upheld in some countries (e.g. in **Ghana and Guinea**) it is not always the case that higher education staff with managerial functions are democratically elected or chosen by the academia (e.g. in **Cameroon** where it is the government that nominates persons to posts with a certain amount of responsibility within higher education institutions, without any consultation).
84. In the **Asia-Pacific** region, the situation also varies. Some countries uphold the tradition of collegial governance (e.g. **Malaysia, Nepal and New Zealand**) while in others this is a new concept which is still difficult to grasp (e.g. in **Indonesia**).

Nonetheless, academics in **New Zealand** report a number of attempts in recent years to reduce the size of councils and to have them focused on a business model. In **Sri Lanka**, it is the National Education Commission and the University Grants Commission that is responsible for decision-making structures and practices, while in **Taiwan ROC**, the introduction of new methods of entrepreneurial management threatens a decrease in the quality of higher education.

85. The largest shift from collegiate governance to entrepreneurial style management of higher education institutions has taken place across **Europe**, with academics experiencing less collegial governance [e.g. in **Denmark, Germany, Latvia, Norway, Portugal and the United Kingdom**, (cf. Jaschick, 2009)].

Within Europe, **Denmark** is the worst example, with collegial governance being abolished upon the introduction of the University Law of 2003, in favour of managerial-like structures. Proposals by the Maltz Commission in **Israel** that would reduce the role and representation of academic staff in university decision-making bodies also point to a similar trend towards more business-oriented managerial-type structures within universities. In **Norway** however, reforms for more managerial style governance resulted in the 2005 law on universities and university colleges, which law was a compromise between the government proposals to introduce heavier management and the claim by institutions and the Norwegian Association of Researchers (NAR) not to do away with internal democracy and collegiality. Indeed, this is an example of good practice, as many academics feel that there remains a culture of democracy and collegial-based decision making.

86. In the **North American region**, according the findings of an international survey of professors conducted in 2007 faculty members in the **United States** and **Canada** believe their influence is close to non-existent in setting budget priorities, and it is also relatively low when it comes to selecting key administrators, determining the overall teaching load of the faculty, setting admissions standards for undergraduates, and evaluating teaching. The same survey shows that in **the United**

**States**, 64 percent of academics at four-year colleges believe that their institutions have a strong emphasis on a top-down management style (Jaschick, 2009a).

University and college governance is a pressing concern for academic staff in **Canada**. The government of Quebec has proposed new legislation that would weaken the voice of academic staff on the governing board and grant more control to external appointees, meaning that decisions that impact on education are not likely to be discussed within Senates or Academic Councils any longer.

87. In the **Middle East**, although many instances arise where academic freedom is violated (cf. Section V above), in **Palestine**, EI is pleased to report that universities adhere to a traditional bi-cameral governance structure in which academic staff, through the Senate or Academic Council, have final authority on educational matters. In most cases, academic staff also make up 50 percent of the governing boards of universities in Palestine (Robinson, 2009, p.17).
88. *EI stresses that collegial governance of higher education institutions in which academic staff have effective and meaningful representation is a key requirement for the proper functioning of higher education institutions. Academic staff must play the predominant role through the appropriate bodies in determining curriculum, assessment standards, and other academic matters.*
89. *EI recommends that CEART, together with ILO and UNESCO, exert pressure on governments and higher education institutions to enable academic staff to play a decisive role in making educational decisions and setting educational policy. This is necessary if higher education institutions are to fulfill their public responsibility for the creation and transmission of knowledge and for the education of students.*
90. *EI recommends that the status and role of both schools and higher education institutions be maintained as institutions of learning and cultural and democratic development, and that they not be treated as economic enterprises. The necessity for proper collegial governance systems is crucial in this respect.*

## VIII. SAFE SCHOOL ENVIRONMENT AND VIOLENCE AGAINST TEACHERS

### The 1966 ILO/UNESCO Recommendation on the Status of Teachers

*Teachers should be protected against the consequences of injuries suffered ... during teaching at school ... [and] when engaged in school activities away from the school premises or grounds (ILO/UNESCO, 1966, art.130).*

91. Teachers are often not protected or insured for injuries or accidents that take place within or outside of schools, particularly in developing, and also in developed, countries (e.g. in **Brazil, Gabon, Malaysia and Taiwan ROC**) and often cover hospital and medical expenses themselves. Numerous teachers, particularly contract teachers in developing countries, are also not covered by social security schemes. As violence against teachers is on the rise, this makes teachers particularly vulnerable.
92. There are various types of violent attacks against teachers. These include targeted assassinations of teachers or education unionists, death or injury during destruction

of buildings by remotely detonated explosions or acts of burning or ransacking, illegal detention, torture by forces of, or supported by, the state or by rebel groups, abduction of teachers by armed forces for extortion or to spread terror and rape of teachers by military forces (cf. O'Malley, 2007, p.13). O'Malley (2007) documents political, military, ideological, sectarian, ethnic and religiously-motivated violent attacks against education unionists and officials, teachers, students and academics in **Afghanistan, Colombia, Nepal, Thailand and Zimbabwe**. He finds that thousands of teachers have been abducted, arrested, tortured, beaten or even killed.

93. In countries across world regions, (e.g. in **Colombia, Germany, Jamaica, Malaysia, Nepal, Norway and Portugal**), physical and verbal aggression against both the person and the belongings of teachers have increased over the past years, both in the course of performing their duties and also outside the school environment. Assaults against teachers are carried out by parents and students, contributing to teacher burn-out in some countries (e.g. **Germany**) and attrition in others (e.g. **Ghana**). Conflicts and disputes over access to education in remote areas, language of instruction, distribution of education budgets and curriculum have all been motivating factors behind education-based violence in **Nepal and Sri Lanka** (cf. O'Malley, 2007).
94. Discrimination against teachers also arises from prejudice-related bullying in a number of countries, as well as in more subtle forms, such as non-recruitment of homosexual teachers. Female teachers and students are particularly vulnerable to abuse in the form of sexual or other types of harassment and intimidation both in and outside of schools, particularly in the **Asia-Pacific** (e.g. in **India and Sri Lanka**).

In **Afghanistan**, women have been banned from teaching girls, and those who have done so have been physically punished, while teachers believed to instruct contrary to the principles of Islam also suffer physical punishment (O'Malley, 2007, p.21).

95. Violence against teachers has been rampant in the **Middle East**. In **Palestine** alone 36 teachers were killed between 2000 and 2007 (ibid, pp.8-9). Violence against trade unionists, teachers and students in **Iran** has also roused protests in the international union movement and heavy lobbying of the Iranian government.

In **Iran**, EI joined the international and Iranian campaigns to release Farzad Kamangar, a 33-year-old Iranian teacher and trade unionist who was arrested and sentenced to death by the Tehran Revolutionary Court in February 2008 on charges of 'endangering national security' and 'enmity against God' (*moharebe*). On 11 July 2008, the Iranian Supreme Court confirmed the death penalty and in the same month, three teachers and two human rights activists from the Committee to Stop Farzad Kamangar's death sentence were also arrested. EI has launched an Urgent Action Appeal and an online campaign in support of Kamangar. EI also mobilised its member organisations and partners against his execution in November and December 2008. Kamangar was finally not executed and is able to see his lawyer and family members in prison. However, he is allegedly being regularly tortured, suffers from severe pain and low blood pressure and is denied medical attention.

96. Violence against teachers is also highly visible in **Latin America** (e.g. in **Brazil, Colombia and Mexico**). While both in parts of **Latin America** (e.g. **Mexico**) and **Africa**, union movements that have developed to defend education against budget

cuts and cost recovery have faced violence (O'Malley, 2007, p.17), in **Brazil** there exists no real policy to tackle this increasing problem. The worst case of violence against teachers worldwide arises in **Colombia**.

In **Colombia**, on average 42 teachers are murdered every year (ibid, p.7) and teacher and trade unionists face regular harassment and threats to their person by paramilitary groups. Teachers in Colombia are subject to violence mostly because they are involved in campaigns that defend the right to education (Novelli, 2009).

97. In **Europe**, although outright violence against teachers is not as commonplace as in other regions, increasing cyber-bullying in schools in some countries (e.g. **Germany, Norway and the United Kingdom**) has been a cause for concern in recent years, in particular in view of the strain this places on teaching staff. Though isolated cases, school massacres that have taken place more recently in **Finland** and **Germany** have increased attention for student-teacher relations, student counselling and safety in schools, in order to prevent such traumatic incidents. EI also condemns recent attacks against its member organisation Egitim-Sen in **Turkey**.

In **Turkey**, representatives of Egitim-Sen have suffered a series of attacks by the Turkish authorities, including the occupation and searching of the union premises by the security forces, arrest and preventive detention of union leaders and the use of excessive violence by the police against teachers demonstrating peacefully.

98. While in **North America**, cyber-bullying in schools is also an increasing problem (e.g. in **Canada**), severe school massacres in the **United States** have also resulted in the deaths of students and teachers. In a number of countries in both **North America and Europe** (e.g. in **Canada, Finland and Germany**) teachers' unions have undertaken actions for the safety of teachers and students against accidents, bullying, verbal and physical aggression, threats and violence and have lobbied their governments to pay more attention to increased violence in schools. In other countries in **Europe and Asia** (e.g. in **Estonia, Germany and Nepal**) teachers unions' have lobbied their governments to promulgate legislation on safety in schools. While in some countries (e.g. in **Jamaica**), governments have set up programmes to address and prevent violence in and around schools, others (e.g. **France, Nepal and Portugal**) have yet to address this problem in an adequate way.
99. *EI denounces all attacks against teachers and students in and around schools as measures taken against vulnerable groups. Attacks on the lives of teachers and students are abhorrent and morally repugnant in their own right. They also have a devastating impact on the provision of education and the psychological welfare of students and teachers in the areas most affected.*
100. *EI recommends that CEART, together with ILO and UNESCO, make efforts to reverse the alarming growth in recent years in the number of violent political and military attacks worldwide against students, teachers, education unionists and education officials, and against education institutions*
101. *EI requests the international community to take action to ensure that education is both protected in conflicts and enabled to realise its potential as a force for peace in the world.*

102. *EI calls on the international community to deliver on its collective promise made in the World Education Forum at Dakar in 2000 to ensure that schools are respected and protected as sanctuaries and zones of peace* (UNESCO, 2000, Expanded Commentary para. 58).

### The 1997 UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel

*Higher-education teaching personnel should be provided with a work environment that does not have a negative impact on or affect their health and safety ...* (UNESCO, 1997, art.3).

103. In the same manner as violence is evidenced against school children and teachers at primary and secondary levels of education, acts of violence are unfortunately also common against higher education teachers and students across the globe.
104. In the **Asia-Pacific** region, while some countries do not report any violence in the higher education sector (e.g. **New Zealand**), incidents of violence have taken place in some countries in the region (e.g. in **China, Thailand and Pakistan**).

In **Thailand**, since schools and universities are seen as representing the Thai government and Buddhist-Thai culture, they are targeted by insurgents who terrorise the civilian population (O'Malley, 2007, p.22). In Multan in **Pakistan** in 2009, artist and lecturer, Moeen Haider suffered police brutality and was reportedly tortured by the authorities after speaking out against 'honour killings', a highly contentious issue in Pakistan (Travis, 2009f). In **China**, in April 2008, a 75-year old retired professor from Shandong University, Sun Wenguang, was brutally beaten by five men in the presence of the police as he returned from paying his respects to the late Zhao Ziyang (former General Secretary of the Communist Party), at the Yingxiong Mountain in Jinan, a Shandong Province, after having made the trip in defiance of university authorities (Travis, 2009e).

105. In turn, while **Europe** offers a relatively safe higher education environment, incidents of violence have also arisen in the region, which should not go unnoticed.

In **Greece**, following riots at the end of 2008, an unprecedented wave of violence swept the country in February and March 2009, aimed mainly against universities, academics and teachers. University property was destroyed, lectures were interrupted and staff abused (Marseilles, 2009).

106. In **Latin America**, as with other levels of education, higher education staff in **Colombia** increasingly suffer threats, arbitrary detention and murder. In particular, Sintraunicol (the University Workers Union of Colombia) has suffered significant violence from paramilitary organisations due to its opposition to privatisation and national austerity measures undertaken in recent decades (Cemmel, 2009, p.23).
107. Worldwide, academics are most at risk from violent attacks in **Sub-Saharan Africa**, especially in high-conflict states such as **the Democratic Republic of Congo**. The top 10 countries with the most reports of targeted academics are, respectively, **Guinea-Bissau, the Democratic Republic of Congo, Eritrea, Liberia, Togo, Burundi, Rwanda, Cameroon, Botswana and Mauritania** (Jacecki et al, 2009).

Incidents of violence also arise in other African countries (e.g. in **Burkina Faso**, cf. ITUC 2009, pp. 17).

108. In the **Middle East**, the situation is almost as troubling as it is in Sub-Saharan Africa, particularly in **Iraq, Iran and Palestine**. The common thread in this region appears to be the threat that the government considers to be posed by academics' work, leading to their persecution (Jacecki et al, 2009).

At least 280 scholars were murdered in **Iraq** between the fall of Saddam Hussein's regime (April 2003) and 2007. Since 2003, over 3,000 scholars have fled Iraq where an estimated 1,000 academics have been killed or kidnapped (Jacecki et al, 2009). In **Iran**, the higher education community has also been the victim of violent attacks, this situation becoming more severe following Iran's presidential elections on 12 June 2009 with violence spreading across Tehran to the outer provinces and people being murdered or seriously injured following mass demonstrations against election results. In same month, the Iranian government also arrested 70 professors as part of the state's crackdown on opposition protestors (NEAR, 2009b). In turn, in **Palestine**, academics and students are routinely and arbitrarily arrested by the Israeli military under 'administrative detention', held without charge and without the right to see the evidence against them. The ongoing factional conflict between Hamas and Fatah within the Occupied Palestinian Territories has also resulted in the harassment and arrests of academics and students (Robinson, 2009, pp22-23).

109. *EI denounces all attacks against academics as abhorrent acts against both the person and the intellectual contributions of higher education teaching personnel who work to advance societies and develop democratic cultures.*
110. *In this context, EI requests that safety and security in schools and higher education institutions be reinforced as a paramount condition of learning.*
111. *EI recommends that CEART work with ILO and UNESCO to step up efforts via international and collective measures to reverse the growing trend of violent attacks against teachers at all levels of education and teacher trade union activists worldwide.*

## IX. HIV/AIDS

112. Despite significant progress made at country level to control the AIDS epidemic, much remains to be done to ensure universal access to HIV prevention, treatment, care and support in accordance with the main goal of the *UN Declaration of Commitments on HIV/AIDS* (UN, 2001). As at 2007, there were 33 million people living with HIV of whom 15 million were women, 2.5 million were children and 2.5 million people were newly infected. 2 million people also died of AIDS in this same year (UNAIDS, 2008). Yet several countries, including those with a high prevalence of HIV, still do not systematically include HIV and AIDS issues in teachers' pre-service training nor in school curricula, and have not developed an HIV and AIDS workplace policy for the education sector. **Africa** remains the continent most affected by the epidemic, as 67 percent of people living with HIV are in **Sub-Saharan Africa** where 72 percent of the total AIDS-related deaths occurred in 2007. While the epidemic is stabilising in **Africa**, HIV infections are significantly increasing in other regions of the world such as **Asia and Europe** (ibid).

113. The impact of HIV and AIDS on education cannot be ignored, particularly their impact on the demand and supply of education. This includes decreased performance and increased teachers' absenteeism due to illness, the loss of experienced teachers due to AIDS-related diseases and increased stigma and discrimination against teachers and students living with HIV. Students' also drop out of school to care for parents living with HIV or due to costs of schooling that parents no longer afford as money goes towards antiretroviral treatment. Girls are the first to be removed from school to care for sick family members, and consequently may never gain the knowledge to protect themselves from HIV and AIDS, which they could acquire in school (ibid). In turn, all such factors impact on education quality.
114. Women make up half of the people living with HIV worldwide, with women representing and even a higher percentage in **Sub-Saharan Africa**. Women are more at risk of being infected with HIV due to a series of biological, social, cultural and economic factors. Gender-based violence also leads to increased risk of HIV infection among women (ibid). Even with knowledge about HIV and AIDS, women may lack the power to make independent choices to protect their sexual health. Many countries have yet to put in place policies to ensure women's access to HIV prevention, services, treatment, care and support.
115. The achievement of both the Education for All (EFA) goals aimed at meeting the learning needs of all children by 2015 and the Millennium Development Goal (MDG) to halt the spread of HIV and AIDS by 2015 are thus considerably compromised. Further efforts need to be undertaken in this area. EI and its member organisations have already made significant progress towards reaching the targets set by governments in 2001. Since 2006, over 80 EI member organisations in 50 countries worldwide have considerably strengthened their capacities to address HIV and AIDS issues in the education sector, by means of technical and financial support from EI.
116. Teachers' unions have trained thousands of their members on HIV/AIDS-prevention by imparting the necessary skills and knowledge for teachers to protect themselves and to have the confidence to teach their colleagues and students how to prevent HIV infection. Many EI member organisations encourage voluntary counselling and testing for their members. They have conducted research to study the needs of their members living with HIV - helping to develop ways to support them - as well as to assess the impact of HIV and AIDS on teachers, on education quality and on the demand and supply of education. They have also adopted union workplace policies on HIV/AIDS and contributed to the development of workplace policies for the education sector and to the development of support and care programmes and treatment with equal access for men and women. Teachers' unions are increasingly recognised as major partners and contributors in the fight against HIV and AIDS.
117. Teachers' unions have also developed advocacy skills to lobby for the inclusion of HIV and AIDS issues in school curricula and in teachers' pre-service training curricula. Unions have opted for this sustainable, long-term approach as they recognise that the ultimate responsibility to provide teachers with the knowledge and skills they need on HIV and AIDS issues lies with the State. Teachers' unions have also been active in recent years in fighting against gender inequalities in schools, educating their members about gender issues, and lobbying for policy change for women to have better access to HIV treatment, care and support and to be protected against gender-based violence and discrimination.



In **Ghana**, the Ghanaian National Association of Teachers (GNAT) and the Teachers & Educational Workers' Union (TEWU) conducted research (GNAT et al, 2008) which resulted in recommendations to open more counselling centres on HIV/AIDS, promote VCT (voluntary counselling and testing) among members, involve members in skill-building, and undertake more programmes for young people.

118. The UN Secretary General reported to the 63rd session of the UN General Assembly that, notwithstanding significant progress made towards the goals set in the 2001 *UN Declaration of Commitments on HIV/AIDS* (UN, 2001), many countries have not yet developed policies to protect people living with HIV/AIDS from stigma and discrimination. Even where such laws and policies exist, these are inconsistent with UN Member States' commitments or improperly enforced:

*The long-term AIDS response will be sustainable only if substantially greater success is achieved in slowing the rate of new HIV infections, while providing optimal services for people living with HIV* (UN, 2009, p.3).

119. Teachers' unions are convinced that the Greater Involvement of People living with or affected by HIV and AIDS (GIPA) principle is key to reducing the spread of the AIDS epidemic. The effectiveness of unions' HIV and AIDS programmes is higher when these manage to garner the full involvement of people living with HIV and AIDS. However, applying GIPA is not easy due to stigma and discrimination that people living with the virus often fear they will face on disclosing their status. Over the last two years, one of the priority areas for teachers' unions has been to provide proper and better support to their members living with HIV and AIDS and to involve them in all union activities related to HIV and AIDS education. Teachers' unions have included GIPA in their HIV and AIDS policies, they have built up partnerships with existing networks of teachers living with HIV and they have taken the lead in establishing networks, associations or union desks for teachers living with HIV (e.g. CARVEE in **Senegal** and RRE+ in **Rwanda**). They have trained their members on eliminating stigma and discrimination and on accessing testing treatment services.
120. While access to care and treatment for HIV/AIDS sufferers remains a priority for the international community, the spread of the HIV infection and the AIDS epidemic will increase unless major prevention efforts are undertaken. The UN Secretary General reported to the 2008 UN High level Meeting on AIDS (UN, 2008) that, as at 2007, for every two people who started antiretroviral treatment, five people were newly infected with HIV. He also reported that as at the end of 2007, it was estimated that a mere 40 and 36 percent of young (15 to 24 year-old) men and women respectively had proper knowledge on HIV and AIDS. This is considerably lower than the Declaration (UN, 2001) target of 95 percent by 2010.

HIV infection rates are increasing rapidly in **Suriname**, with young persons being disproportionately affected by HIV and AIDS (60 to 80 percent of new HIV cases are within the 15 to 49 age group) and young girls being particularly vulnerable. In view of the need to provide a unified education sector response to the epidemic, three Surinamese teacher unions (BvL, SOB and KOB) joined forces and started to work together in the framework of the EFAIDS Programme. The joint union committee has trained thousands of teachers of senior high-schools, training colleges, commercial and technical schools, and pre-university schools on HIV prevention. The programme has also helped women to understand their rights, both in and out of the workplace, and empowered them to protect themselves against HIV.

121. Prevention efforts must be significantly increased for the 15 to 25 year-old age-group, which is one of the most affected by HIV and AIDS. Both the curricular and extra-curricular school setting are a very appropriate context to provide students with factual and unbiased information and skills needed to protect themselves. It is with this rationale in mind that teachers' unions continue to urge governments to invest in pre- and in-service training for teachers so that they are systematically and properly trained through interactive and participatory learning methods.
122. *EI stresses, in view of the considerations made above, the importance of continuing efforts for prevention, cure and treatment of teachers and students suffering from HIV/AIDS.*
123. *EI recommends that:*
- *Workplace policies be developed and implemented in such a way as to protect people living with HIV and AIDS from stigma and discrimination;*
  - *Access to treatment and support services be ensured for teachers and that HIV prevention efforts equally targeting women/girls and men/boys be intensified;*
  - *Governments address teacher shortage due to HIV and AIDS as a guiding principle of the 1966 Recommendation on the Status of Teachers (ILO/UNESCO, 1966);*
  - *Practicing teachers be provided with in-service training on HIV and AIDS;*
  - *Education on HIV and AIDS be systematically included in school curricula; and*
  - *Despite the global financial and economic crisis, that governments continue to honour the commitments made in 2001 and that funding increases to achieve universal access to HIV/AIDS prevention, care, treatment and support by 2010.*

## X. RECOMMENDATIONS

In view of the considerations and findings made in the preceding sections of this report, this concluding section serves to put forward key EI recommendations for the consideration of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), the International Labour Organisation (ILO) and UNESCO.

### Key Recommendation

**X.1** In the context of the global financial and economic crisis that the world is facing, EI recommends that CEART stress, together with ILO and UNESCO, the fundamental right to quality education and the need for qualified, talented and motivated teachers as a key component in education for post-crisis regeneration. The recent G8 Declaration specifically addresses education as a solution to the crisis, stating:

... [I]nvesting in education and skills development is crucial for a sustainable recovery from the current economic crisis and for long term development (Group of 8, 2009).

In this respect, it is important that where governments have proposed cuts to education budgets, that these be reversed, and that they foster an ongoing commitment to investment in education and in teachers. World Teacher's Day on 5 October 2009 will carry the slogan *Invest in Teachers Now!* During this difficult time of global financial and economic crisis, it is therefore critical to seek mechanisms to

protect teachers' security of employment and to ensure that investment in the teaching profession is sufficient and proportionate to the demands made of teachers.

**In addition, EI recommends that:**

- X.2** Teacher shortages be tackled in such a way that existing gaps be filled with employment of qualified teachers, rather than voluntary, un- or under-qualified teachers.
- X.3** Adequate in-service training programmes be developed for unqualified teachers to bring them up to agreed national standards, which standards and training programmes are to be elaborated in consultation with teachers' unions.
- X.4** Current budget cuts in education not attack or deteriorate teachers' salaries, working conditions, requirements for qualifications and access to professional development. These are the key conditions for maintaining quality of education.
- X.5** CEART, together with ILO and UNESCO, work with governments to allow teachers to form unions in order to be able to safeguard their rights as teachers and to bargain collectively, where they are currently prohibited by their governments from doing so.
- X.6** Teachers' unions and teachers' organisations be fully engaged as relevant partners in consultations with national, regional and local governments on education reforms as relevant partners, particularly in view of developments and structural adjustments currently underway as an effect of the global financial and economic crisis. Their contribution to, and ownership of, any change is a key factor for sustainability of educational policies.
- X.7** Academic freedom and professional autonomy for teachers be rigorously maintained and, or reinforced, and that CEART insist upon this as a precondition for quality education in its work on the application of the 1966 *Recommendation on the Status of Teachers* (ILO/UNESCO, 1966). This is the only way to ensure effective methods of teaching and the development of education and societies in long term.
- X.8** That CEART, together with ILO and UNESCO, work tirelessly to reverse for restrictions of academic freedom of higher education teaching personnel, and that academics be allowed to carry out their teaching and research duties in environments that do not hinder their professional activities, whether by means of political pressure, force or commercial interests. This is the only way to ensure the intellectual development of society and to foster genuine scientific discovery.
- X.9** Stability of employment and security of tenure at all levels of education be safeguarded against increasing policy trends to rely on short-term contracts. EI recommends that CEART, together with ILO and UNESCO, make concrete efforts to reverse the casualisation crisis for all teachers at all levels of education. Tenure or its equivalent in higher education should be particularly secured as the precondition for academic freedom. Teaching needs to be treated as lifelong career in order for it to benefit from its status as a profession.

- X.10** The status and role of both schools and higher education institutions be maintained as institutions of learning and cultural and democratic development, and that they not be treated as economic enterprises. The necessity for proper collegial governance systems is crucial in this respect.
- X.11** Safety in schools and universities be reinforced as a paramount condition of learning. EI recommends that CEART work with ILO and UNESCO to step up efforts via international and collective measures to reverse the growing trend of violent attacks against teachers at all levels of education and teacher trade union activists worldwide.
- X.12** International efforts in terms of *Education for All* and the *Millennium Development Goals* continue to be reinforced - despite the current global financial and economic crisis - as the main priorities of committed governments and donor agencies, and especially when it comes to providing help and education to teachers affected by HIV/AIDS.
- X.13** That UNESCO, together with Education International, dedicate World Teacher's Day on 5 October each year to teachers at all levels of education, including higher education teaching personnel, with a view to promoting academic freedom and combating the casualisation crisis faced by them, as well as reversing increasing trends of violence against teachers at all levels of education.

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