



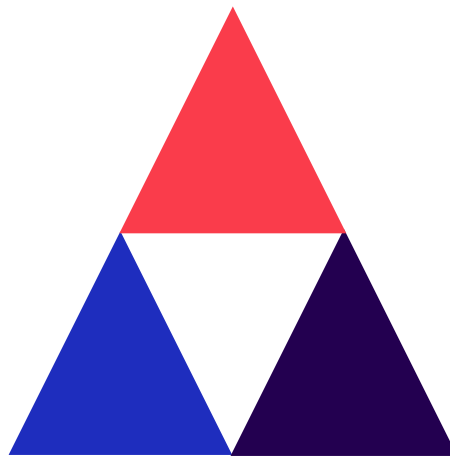
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▶ Final Report: Fifteenth Session

Report of the Joint ILO-UNESCO Committee of Experts on the Application of the
Recommendations concerning Teaching Personnel ¹
(Geneva, 11-13 September 2024)



Sectoral Policies Department
Geneva, 2024

¹ In accordance with established procedures, this Final report will be submitted to the 353rd Session of the Governing Body of the ILO (March 2025) for its consideration and to the 221st Session of the Executive Board of UNESCO (Spring, 2025).

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▶ Introduction

This report summarizes the discussions and conclusions concerning major issues affecting the status of teaching personnel by the 15th Session of the Joint ILO–UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (the Joint Committee), held 11–13 September 2024, hosted by the International Labour Organization (ILO) in Geneva.

Established in 1967 following the adoption by the ILO and the United Nations Educational, Scientific and Cultural Organization (UNESCO) of the ILO/UNESCO Recommendation concerning the Status of Teachers (1966), the Joint Committee meets every three years to review major trends in education and teaching and to make relevant recommendations. It also reviews allegations brought by teachers' unions regarding non-respect of the principles of the Recommendation. In 1997, when UNESCO adopted the Recommendation concerning the Status of Higher-Education Teaching Personnel, the Joint Committee was also charged with examining key issues facing higher-education teaching staff.

The 15th Session of the Joint Committee followed the United Nations Transforming Education Summit in 2022, the publication of the UNESCO–TTF Global Report on Teachers, and the publication of the Recommendations of the United Nations Secretary-General's High-Level Panel on the Teaching Profession (HLPTP) in February 2024. The Chair of the Joint Committee (Ms Denise Vaillant) was a member of the High-Level Panel.

Among the recommendations for international action, the HLPTP recommended that:

... the United Nations system should adopt an up-to-date international instrument, including a convention or a revision of existing instruments, on the teaching profession. Such an instrument should build on the principles set out in the ILO/UNESCO Recommendation concerning the Status of Teachers (1966), the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) and other relevant standards and tools. The application of such an instrument should be monitored through a strengthened mandate for the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel or a similar body.

In light of this proposal, ILO and UNESCO governance bodies are currently examining the possibility of revising both the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers, and the 1997 UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel. The Joint Committee, at its 14th Session in 2021, had called for the identification of “new areas related to teachers and teaching which could serve as the basis for a possible revision of these instruments”.

To support the analysis required to make a decision on such a matter, the Joint Committee at its 15th Session undertook to examine the HLPTP Recommendations and how they could supplement or strengthen the 1966 and 1997 Recommendations. It was recognized that any final decision to revise the two Recommendations would be made by ILO and UNESCO governance bodies.

The Joint Committee specifically examined the following themes:

- advancing human-centred education technology;
- leadership, status and dignity in the teaching profession;
- teaching and social justice;
- teaching in crisis contexts;
- the teacher and society.

The Joint Committee also examined a number of allegations which had been received from teachers' organizations concerning the implementation of the Recommendations at country level.

The report of this session contains recommendations to the Governing Body of the ILO and to the Executive Board of UNESCO, and through them to governments, employers' and workers' organizations of their Member States, on how to improve the conditions of the teaching profession within their respective mandates, using the two Recommendations as guidelines. The recommendations of the Joint Committee are non-binding, being intended to guide the actions of national authorities, employers' and workers' organizations and other education stakeholders.

The Joint Committee's report is submitted to the Governing Body of the ILO, with a request that it be transmitted to the Conference Committee on the Application of Standards of the International Labour Conference, and to the Committee on Conventions and Recommendations of the Executive Board of UNESCO, for transmission to the General Conference. The report of the Joint Committee should be read together with any discussion of it at these respective bodies.

The next meeting of the Joint Committee will take place in 2027 at UNESCO. In accordance with its mandate, the Joint Committee may issue an interim report on allegations received between regular sessions.

▶ Opening session

1. The previous session of the Joint ILO–UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (hereafter the Joint Committee), held in 2021, was convened virtually due to continuing travel restrictions following the COVID-19 pandemic. Drawing on this experience, the 15th Session of the Joint Committee was organized in a hybrid format, with a number of virtual sittings held before its shortened in-person meeting in Geneva.
2. In accordance with its mandate, the meeting focused on the monitoring and promotion by the Joint Committee of both the ILO/UNESCO Recommendation concerning the Status of Teachers, 1966 (hereafter the 1966 Recommendation), and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel, 1997 (hereafter the 1997 Recommendation).
3. The agenda of the Joint Committee covered the following substantive items related to its work and the two Recommendations:
 - (a) review of ILO and UNESCO joint or separate activities to promote the two Recommendations;
 - (b) advancing human-centred education technology;
 - (c) leadership, status and dignity in the teaching profession;
 - (d) teaching and social justice;
 - (e) teaching in crisis contexts;
 - (f) the teacher and society;
 - (g) allegations submitted by teachers' organizations concerning the application of the Recommendations;
 - (h) methodology and procedures of the Joint Committee.
4. Members of the Joint Committee designated by the Governing Body of the ILO and the Director-General of UNESCO were as follows:

Members appointed by the Governing Body of the ILO:

Fortidas Rwehumbiza Bakuza (United Republic of Tanzania)	Assistant Professor, Aga Khan University, Institute for Education Development, East Africa, Dar es Salaam
Linda Chisholm (South Africa)	Professor, Centre for Education Rights and Transformation, University of Johannesburg
Glenford Howe (Montserrat, The United Kingdom of Great Britain and Northern Ireland)	Senior Research Officer, The Global Campus, University of the West Indies
Denise Vaillant (Uruguay)	Doyen, Institute of Education, University ORT Uruguay, Montevideo
Frances Vavrus (United States of America)	Vice Provost and Dean, International Division, University of Wisconsin, Madison
Xiaodong Zeng (China)	Professor, Faculty of Education, Beijing, Normal University

Members appointed by the Director-General of UNESCO:

Inés Dussel (Argentina)	Professor and researcher, Department of Educational Research, Centre for Advanced Studies and Research (DIE-Cinvestav), Mexico City
Munawar S. Mirza (Pakistan)	Professor Emeritus, Institute of Education and Research, University of the Punjab
Nada Moghaizel-Nasr (Lebanon)	Delegate of the Rector and Honorary Dean, Saint Joseph University of Beirut
Assibi Napoe (Togo)	Freelance consultant and international expert
Gennady Ryabov (Russian Federation)	President, Higher School of Economics, National Research University, Nizhny Novgorod
Susan Webb (United Kingdom)	Professor (adjunct), Monash University, Australia and Emeritus Professor, The University of Sheffield, UK

5. The Joint Committee designated the following Officers:

Chairperson:	Denise Vaillant
Vice-Chairperson:	Susan Webb
Reporter:	Glenford Howe

- 6.** Opening remarks on behalf of the Director-General of the ILO were made by Ms Yukiko Arai, Deputy Director of the Sectoral Policies Department, and on behalf of Director-General of UNESCO by Mr Carlos Vargas, Chief of Section of Teacher Development.
- 7.** Ms Arai welcomed the participants to the 15th Session of the Joint Committee, noting that the session was taking place during a critical juncture for the education sector. This session was being held after the Transforming Education Summit that was convened with the aim to achieve Sustainable Development Goal (SDG) 4. During the summit, the UN Secretary General recognized the important role of teachers in achieving SDG 4. The recommendations from the UN Secretary General's High-Level Panel provided an expansive framework in improving the status, role and working conditions of teachers. It was important to note that the High-Level Panel drew heavily from the findings and recommendations of previous Joint Committee sessions. It addressed changing pedagogies, issues related to migrants and refugees, the impact of climate change, challenges posed by technology and misinformation, and the importance of the well-being of teachers and learners. It also emphasized the need for an enabling environment for educators. Ms Arai also mentioned that the High-Level Panel had recommended the revision of the 1966 and 1997 Recommendations, and that a Preliminary Study on the Technical and Legal Aspects relating to the Desirability of Revising the 1966 and 1997 Recommendations was submitted to UNESCO's Executive Board at its 220th Session. The matter still needed to be discussed by ILO's Governing Body.
- 8.** Mr Vargas reiterated the importance of the meeting, highlighting the international agreement on the role and importance of teachers in achieving SDG 4. He pointed out that the world currently lacks 44 million teachers. Mr Vargas emphasized that teachers' working conditions are also students' learning conditions, and that while remuneration is important, issues of respect and trust from governments are also crucial. He stressed the need to trust teachers in decision-making at school, district and policy levels. Mr Vargas also mentioned the possibility of revising the

recommendations to address technological developments, artificial intelligence (AI) and other contemporary issues.

9. The Chairperson echoed these sentiments, reiterating that teachers and educators are high on the agenda of the international community and that the recommendations of the UN Secretary General's High-Level Panel provided guidance on current issues. She emphasized that the Joint Committee has the opportunity to define key concepts in a world that has changed significantly since the initial drafting of the recommendations, particularly in light of technological developments, migration, the climate crisis and challenges to academic freedom.

► I. Monitoring of the 1966 and the 1997 Recommendations

A. Major trends: The perspectives of international organizations

10. Continuing a practice from previous sessions, the Joint Committee invited a number of relevant organizations to provide additional information and views on issues arising from the two Recommendations. Presentations around the future of education, updating data on teachers, teacher well-being and protecting academic freedoms were made by Education International (EI), Business Africa, the Organisation for Economic Co-operation and Development (OECD), the International Task Force on Teachers for Education 2030 (TTF) and the Office of the United Nations High Commissioner for Human Rights (OHCHR).
11. Ms Ulrick, representing EI emphasized that teacher shortages were a concern in all countries surveyed by EI, particularly in Africa. There was also a lack of diversity in the teaching profession, which acted as a barrier to equitable, inclusive and quality education.
12. Drawing from the forthcoming Global Status of Teachers report (2024), Ms Ulrick explained that the main cause of these shortages was the poor working conditions of teachers. Low salaries were identified as the most significant issue, especially in Early Childhood Education (ECE) where teachers were underpaid and undervalued. One in four teachers noted that their salaries were inadequate. In Higher Education, the COVID-19 pandemic led to salary freezes, causing problems in recruitment. In crisis contexts, there were often delays in payment or no payment for months. Overall budget cuts were affecting not only teacher salaries but also their working conditions.
13. Teachers were also facing a health and safety crisis. Many teachers reported experiencing anxiety, depression, and despair, with 50 per cent of those surveyed noting they were not satisfied with their job. Workplace violence was a significant concern, especially in ECE, as well as violence against LGBTI+ teachers. The effects of climate change, such as extreme heat or flooding, were also impacting teachers' working conditions.
14. Ms Ulrick also highlighted that the fundamental rights of teachers are being violated, including the right to strike. In a survey of 204 education unions in 121 countries, 44 per cent of respondents reported that there were no social dialogue mechanisms in place. Teachers from minority groups were being discriminated against and their pedagogies have been marginalized. The voices of teachers were being sidelined, with the use of precarious contracts and technology affecting their ability to be heard in decision-making processes. There was an overall erosion of trust in the teaching profession.
15. New technologies posed challenges to the profession. While they offered positive opportunities, there was a risk of teachers being replaced, subjected to surveillance, and unable to disconnect from work. Ms Ulrick stressed the need for new mechanisms to address these challenges. To

safeguard the status of teachers, Ms Ulrick recommended that any revisions made should align with the recommendations of the UN High-Level Panel. She suggested challenging workforce inequalities and articulating an intersectional approach to discrimination, recognizing the impact of the climate crisis and the digital revolution on the profession, and acknowledging the rights of ECE teachers.

16. Ms Ulrick also emphasized the need to improve global monitoring and accountability. She called for more inclusive, effective and efficient operation of the Joint Committee, suggesting enhanced visibility of recommendations and reinforced impact. An EI survey showed the Joint Committee to be very bureaucratic, indicating a need for more resources, timely operation, thorough review of allegations, and addressing system governance issues.
17. Ms Fosen, representing the International Task Force on Teachers for Education 2030, highlighted a critical issue facing the teaching profession: the exodus of qualified individuals and the struggle to attract new talent. She noted that qualified people were leaving the profession, and many potential educators were choosing not to enter the field at all. Ms Fosen pointed out that when the Teacher Task Force was launched in 2008, the severity of the current situation was not anticipated. She referred to the Global Report on Teachers, produced in collaboration with UNESCO, which underscored the shortage of teachers and how this shortage compromises the quality of education. The report also revealed that a significant proportion of teachers do not receive adequate training.
18. Addressing the issue of teacher attrition, Ms Fosen explained that it could largely be attributed to poor working conditions and concerns about teacher well-being. She noted a distinctive U-shaped pattern in teacher attrition, with higher rates of leaving occurring both early and late in teachers' careers. A major contributing factor to this trend was the declining attractiveness of the teaching profession, an issue that had been touched upon in the presentation by EI.
19. Based on a consultation conducted by the International Task Force on Teachers for Education 2030 in June, Ms Fosen presented several recommendations. The 1966 and 1997 Recommendations were viewed as essential tools for addressing the teacher shortage. There was an urgent need to improve working conditions, social status and salaries for teachers. Teachers required ongoing support, training and attention to their well-being to prevent attrition. Career path development and mobility opportunities should be enhanced. The impact of technological changes and other trends on the teaching profession needed to be addressed. The treatment of gender in the 1966 Recommendation should be revised. There was a need for stricter monitoring of the Recommendations' implementation, with involvement of national stakeholders in addressing teachers' grievances. Ms Fosen concluded by emphasizing that the 1966 and 1997 Recommendations remained highly relevant and important in addressing the current challenges facing the teaching profession.
20. Ms Gregory from the World Bank briefly emphasized the importance of recognizing the role of teachers and investing in them. The Bank's recent publication on *Making Teacher Policies Work* offered lessons from countries on how effective teacher policies facilitate individual-level change by addressing barriers that teachers face in making targeted changes. She noted that for teacher policies to work at scale and over time, they must be operationally feasible and politically acceptable.
21. Mr Li, representing the OECD, presented data from the Teaching and Learning International Survey (TALIS). He highlighted that teacher shortages were a concern around the world, with shortages varying by subject area. Comparing data from 2022–23 to 2014–15 showed that teacher shortages have grown alarmingly in the last ten years.

22. Mr Li also discussed how teachers spent their working time. TALIS data revealed that teachers spent a significant portion of their time on non-instructional tasks such as preparing, grading, administrative work, engaging with parents and providing feedback. In most countries, teachers were spending more time on these activities than on classroom instruction, which was not aligned with their expectations.
23. The TALIS 2018 data showed that teachers experienced higher levels of dissatisfaction from additional non-teaching activities. For instance, teachers were three times more dissatisfied doing one extra hour of marking and grading, and 3.3 times more dissatisfied doing administrative work, compared to one extra hour of in class teaching.
24. Mr Li announced that for TALIS 2024, data would be collected on mode of instruction, use of AI, and teaching of environmental sustainability. He also noted that while TALIS was an international tool, it may lose some nuance in local contexts, and it focused more on individual-level data rather than broader crisis contexts.
25. Ms Bidault, representing the OHCHR, highlighted several issues affecting teachers' rights and working conditions. She noted that the COVID-19 pandemic had more clearly revealed the issues teachers were facing, with fundamental rights not being respected. These issues included lack of or delayed salary payments during the pandemic, health and safety concerns, and a lack of consultation with teachers regarding pandemic response measures in schools.
26. Ms Bidault also addressed the impact of digitalization on education. While digital tools had become more prominent, she emphasized that digitalization should not replace teachers and that education could not be purely digital. Face-to-face interaction remained crucial, with digital tools serving as complementary resources. She stressed the importance of training teaching staff in digital tools and adapting all tools for digital teaching. She noted that these changes were happening in the broader context of the privatization of education, emphasizing the importance of maintaining strong public education systems and the government's role in protecting teachers.
27. Ms Bidault highlighted several other concerns, including the need for high-quality and intercultural training for teachers, the issues faced by migrant and auxiliary teachers, problems regarding academic freedom and funding in higher education, and the increasing restrictions on teachers' pedagogic freedom. She also pointed out the issue of surveillance using digital tools and the often-overlooked problem of administrative burdens on teachers.
28. Finally, she emphasized the importance of ensuring a safe teaching environment, noting that while discussions often focused on children's safety, teachers' safety is equally important and often overlooked.
29. The discussion following the presentations highlighted several key issues concerning teacher shortages and working conditions. Questions were raised about the specific areas and subjects most affected by shortages, with responses indicating significant gaps in secondary education, ECE, arts and STEM subjects. UNESCO noted a shortage of 6 million ECE teachers and 44 million for primary and secondary education combined. The discussion also touched on the lack of diversity among teachers, particularly in terms of linguistic representation, with 40 per cent of learners worldwide studying in a language that was not their own.
30. The feminization of education emerged as a significant topic, with a high percentage of women teachers in early childhood and primary education. However, this trend reversed in higher education and leadership positions, where men predominated. The discussion explored whether this feminization should globally be viewed critically if in some countries it results from personal or cultural choice. Additionally, the concept of teaching itself was scrutinized, with participants questioning what activities should be considered part of a teacher's role, given the increasing

administrative and non-instructional tasks teachers face. The OECD highlighted how digital tools dramatically changed the nature and scale of teaching, for example, in terms of the frequency of parent interactions.

31. Geographical disparities in teacher distribution, the impact of intersectionality on teacher experiences, and the need for quality recruitment and investment in teachers were also discussed. Participants raised concerns about teacher accountability and performance, as well as the challenges of addressing these issues in crisis contexts. The discussion concluded with calls for better preparation for climate change and disasters, improved conditions for teachers in crisis contexts, and consideration of auxiliary staff in discussions about education.
32. UNESCO provided an update of its activities related to the teaching profession.
33. **High-level Panel on the Teaching Profession.** Throughout 2023, UNESCO worked with the ILO as the Secretariat of the United Nations Secretary General's High-level Panel on the Teaching Profession, whose report and recommendations were finalized in 2023 and were launched during the 14th Policy Dialogue Forum of the International Task Force on Teachers for Education 2030, which took place in February 2024, in Johannesburg. The 1966 and 1997 Recommendations were some of the fundamental texts upon which the Panel carried out its deliberations.
34. **Global Report on Teachers.** In order to provide state-of-the-art data on the status of teachers, UNESCO and the Teacher Task Force developed the first of a future series of Global Reports on Teachers, the theme of the 2024 Edition being "Addressing teacher shortages and transforming the profession".² Several topics included in the Report are covered by the 1966 and 1997 Recommendations, such as the issues of teacher shortages, quantitative and qualitative gaps in teachers supply, unattractive salaries, poor working conditions, heavy workloads, lack of autonomy, the sense of a profession, teaching standards and competency frameworks, assessment and accountability, social dialogue and decision-making power, the role of teachers within the community, among others.
35. **Preliminary Study on the Technical and Legal Aspects relating to the Desirability of Revising the 1966 and 1997 Recommendations.** Based on the outcomes of the Transforming Education Summit, data from the Global Report, and on the recommendations of the High-Level Panel, UNESCO's Secretariat elaborated a Preliminary Study which provides an analysis of the various political, societal, economic and cultural changes that have taken place in the decades following the adoption of the 1966 and 1997 Recommendations, affecting education systems and the teaching profession. The study will be discussed at the 220th session of UNESCO's Executive Board.
36. **Policy development.** In the past three years, since the last in-person meeting of the Joint Committee, UNESCO has supported 56 Member States to develop and implement comprehensive teacher policies that are aligned with education sector plans and with the provisions of the 1966 and 1997 Recommendations concerning the status of teachers. Technical assistance has included the contextualization and adaptation of policy instruments to national and regional needs, by means of research, knowledge sharing, policy learning, and the systematization and upscaling of innovations in teacher policy and practice. The 1966 and 1997 Recommendations are leveraged in workshops for the purpose of training technical committees for the development of the new holistic teacher policies. The Teacher Policy Development Guide, developed by UNESCO and the

² UNESCO, *UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel*, 1997; UNESCO and International Task Force on Teachers for Education 2030, *Global Report on Teachers: Addressing Teacher Shortages and Transforming the Profession*, 2024.

Teacher Task Force has been pivotal to formulate and implement comprehensive teacher policies worldwide.³

- 37. Teacher education and professional development.** UNESCO has been promoting the professionalization of teachers by means of capacity-building and policy advice, and by developing global, regional, and national competency frameworks and teaching standards. The recently launched AI Competency Framework for Teachers will guide teacher development and help address the use of digital technologies and generative AI as a tool to enhance teaching practice worldwide. Likewise, the development of Regional Standards in the Asia and the Pacific region and Africa will guide teacher education reforms, career structures and, ultimately, the quality of teaching. UNESCO, together with the Hamdan Foundation, continue to recognize and incentivize innovative and transformational teacher education programmes, including through the awarding of the UNESCO-Hamdan Prize for Teacher Development every two years.

B. The status of teaching personnel: Trends in the application of the 1966 and 1997 Recommendations

Advancing human-centred education technology

- 38.** The Joint Committee discussed recommendations for advancing human-centred education technology, focusing on the emotional and social effects of technology on teachers and learners. The Committee emphasized the importance of maintaining the central role of teachers, asserting that technology cannot replace their function. Members debated the approach to framing recommendations, with suggestions to make the paragraph on addressing inequalities an introductory statement. There was a discussion about the specificity of recommendations, particularly regarding AI. While some members advocated for using broader terms like “education technology” to encompass current and future developments, others argued that AI represents a distinct type of technology that warrants specific attention. The Committee considered combining references to AI with digital tools more generally, while also acknowledging the unique challenges and implications of AI in education. Overall, the discussion reflected a tension between providing general guidance on education technology and addressing the particular concerns raised by emerging technologies like AI.

Trends and issues

- 39.** Education technology has undergone significant transformations over recent decades. The 2015 report of the Joint Committee identified new competencies for teachers, while the 2024 UN High-Level Panel emphasized technology as a transformative force that should empower, not replace, teachers. The Global Report on Teachers 2024 highlighted new technologies as tools to help address potential shortages in teacher recruitment and retention as well as impacts on teaching practices and the rights and status of teachers. To address the lack of guidance for educators, an AI competency framework for teachers has been developed by UNESCO, outlining 15 competencies across five dimensions: Human-centred mindset, Ethics of AI, AI foundations and applications, AI pedagogy, and AI for professional learning.
- 40.** There is a great disparity in access to digital technologies in schools throughout the world. While there are countries where there is almost universal access to devices and connectivity, there are others in which there are only a handful of privately-owned cell phones with data limitations.

³ UNESCO and International Task Force on Teachers for Education 2030, *Teacher Policy Development Guide*, 2019.

Access to equipment and connectivity continues to be a major barrier for digital and social inclusion in several regions of the world. It appears that the gender gap in STEM disciplines continues to influence the development of the field. Also, while there are important technological hubs outside Europe and North America, the platforms are still controlled by companies located in the biggest economies of the world (United States, China, and Europe, with a growing participation from Russia and India). There are concerns that content and knowledge emanating from such technologies may be dominated by the cultures producing and controlling these technologies, marginalizing knowledge of vulnerable groups and limiting the relevance of education.

41. However, research indicates that the digital divide is not a simple distinction between the included and the excluded, the powerful and the powerless; scholars consider it a complex landscape defined by the availability of critical skills, relative costs, social regulations, among other issues in which education plays a role. Moreover, given today's debates about the effects of digital platforms on schooling and social life and well-being, it appears that access without education on critical skills and about the uses and ethical dimensions might severely constrain future technological developments.
42. With respect to human rights, digital technologies may promote the possibility of transparency and accountability, rapid communication, visibility and reporting of situations of discrimination, and ensuring fair treatment and learning opportunities for everybody. Notwithstanding these gains, there is also the risk of breaches of data privacy, proliferation of malicious content and increased political manipulation and surveillance. It is important that data rights awareness be promoted among teachers and students. Also, citizenship education may benefit from including cognizance and reflections on the digital practices through which civic participation is being constructed.
43. New technologies are impacting the teaching profession, particularly in terms of changes in teachers' work, the deployment of artificial intelligence and the socio-emotional impact of technology on teachers and learners. These technologies also have implications for equality, information rights, human rights, and democracy in relation to teaching.
44. Human-centred design in education technology recognizes the role of teachers as autonomous creators and selectors of pedagogically appropriate learning materials, methods, modalities and practices, not passive consumers. This approach empowers teachers to guide learners to be critical, creative and reflective lifelong learners. It places teachers at the core of technological innovation and implementation, and it empowers them to be active creators and users of technology, rather than passive consumers, as emphasized by the UN High-Level Panel and UNESCO's Global Report on Teachers. This approach encourages and enhances the intrinsic humanistic qualities of teaching and learning, thereby promoting more meaningful interactions in classroom settings.
45. There are indications that transformative learning experiences can be fostered by encouraging collaboration, critical reflection, and metacognition. For educators, these approaches support lifelong learning and continuous professional development, enabling them to adapt to changing educational landscapes, improve their professional competencies, and support their overall well-being. For students, human-centred technology facilitates more personalized and responsive learning experiences, fostering a vibrant environment that nurtures their overall well-being and academic success.
46. In some schools, new technologies have supported a transition from "chalk and talk" instruction to a more engaging learning environment in which students are active participants. These benefits empower a teaching profession where learning and training is lifelong, and teaching is

viewed as a collaborative profession where teachers can be autonomous and make pedagogical choices to support both social and emotional skills, and the cognitive knowledge development of learners.

47. There appears to be great potential for innovation in teaching and learning using digital technology and AI. Opportunities to collect, store and analyse large volumes of data offer new areas of teaching and learning, and can help monitor the progress and needs of learners. These tools can help students by providing information, answering questions and can also provide pedagogical guidance to teachers and other educators.
48. Human-centred designs should ensure that such technologies can enhance collaborative teaching and learning, and provide social and emotional support and a sense of belonging. However, it is crucial to consider the limitations and risks involved, especially regarding the delegation of knowledge practices to privately-owned platforms. The vastness and often unregulated nature of this phenomenon poses risks of surveillance, deskilling, cultural fragmentation, and an increased influence of corporations over education, as well as marketization and branding of learning practices.
49. Digital technologies are transforming teachers' work and professional status significantly. Learning management platforms can simplify tasks such as recording students' grades and attendance, receiving and providing feedback, and communicating with learners' families and administrators. They can help create an environment with better assessment, communication, and transparency.
50. However, these platforms may also intensify teachers' work, such as when platforms are not reliable or frequently breakdown, creating more work and extending teachers' working hours. Additionally, not all schools and families have standard internet access; for several schools this creates the need to keep both digital and analogue records and increases the demand to use multiple channels of communication using several media, which becomes more time-consuming.
51. Another area of concern is that digitalization allows even more areas of teachers' work to be monitored; this might be especially worrisome in countries where academic freedom is at stake. There is also a concern about the deskilling of teachers: sometimes the selection and sequencing of pedagogical content and materials is provided by platforms that leave small margins of autonomy for teachers. Such deskilling may undermine the teacher's role in developing the learners' critical thinking and also may contribute to the de-professionalization of teachers.
52. Artificial Intelligence appears to be revolutionizing education by offering personalized learning experiences and automating administrative tasks, thereby allowing teachers to focus more on pedagogical activities. AI applications such as adaptive learning platforms adjust content to meet individual student needs, providing real-time feedback and tailored instruction. Intelligent tutoring systems offer customized support, enhancing student engagement and understanding. Furthermore, AI-driven analytics help educators identify learning patterns and address gaps promptly, fostering a more responsive and student-centric learning environment. By integrating AI thoughtfully, educators can enhance their teaching methodologies, promote active learning, and ensure that technology complements their instructional goals rather than replacing their unique contributions.
53. The transformational use of AI presents significant opportunities and challenges for both teachers and learners. For educators, AI can streamline administrative duties, such as grading and scheduling, freeing up time for direct student interaction and innovative teaching practices. It also offers professional development tools, providing insights into teaching effectiveness and areas

for improvement. For students, AI facilitates differentiated learning, catering to diverse learning styles and paces, which can improve engagement and academic performance.

54. However, these opportunities come with challenges. Teachers may face a steep learning curve and experience severe anxiety in integrating AI tools into their classrooms and may require ongoing training to stay updated with the latest technologies. There are also concerns about over-reliance on AI, which can lead to a diminished role for teachers and potential job displacement. Additionally, students may encounter issues related to data privacy and the ethical use of AI-generated data, highlighting the need for robust policies and safeguards.
55. Learners can also be negatively impacted if insufficient attention is paid to ensuring adequate support for developing their social and emotional skills. This makes it imperative for the voices and agency of students to be actively appreciated in any initiative to integrate new technologies into the teaching and learning process. Ultimately, a holistic and systems perspective is required for the introduction of new education technologies.

Recommendations

56. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage Member States and the secretariats of the respective organizations to, as appropriate:
 - (a) through social dialogue, develop principles to ensure proper use of education technology, including co-creation, to alleviate teacher shortage and training and professional development challenges;
 - (b) routinely monitor and report on the challenges and successes of technology implementation in education;
 - (c) conduct exploratory research to deepen understanding on the social and emotional effects of the deployment of technologies on teachers and learners;
 - (d) provide training on ethical and human-centred technology;
 - (e) encourage Member States to strengthen policy and regulatory framework for technology adoption to preserve a humanistic focus, and avert the crisis of education becoming a commodity;
 - (f) encourage ILO and UNESCO regional offices (including UNESCO National Commissions and ILO country offices) to propose or support training courses or the production of resources promoting the enlightened use of digital tools, including those based on artificial intelligence, with a view to developing the cross-disciplinary skills needed by learners, including critical thinking, creativity and collaboration;
 - (g) organize platforms for the exchange of best practices in the enlightened use of digital tools, including those based on artificial intelligence, with a view to developing cross-disciplinary skills in learners, including critical thinking, creativity and collaboration.
57. In light of the possible revision of the 1966 and 1997 Recommendations, the Joint Committee encourages the integration of the following basic principles that draw from the Recommendations of the UN Secretary-General's High-Level Panel:
 - (a) rethink the role of technology in education through innovations aimed at synergistically addressing challenges, opportunities and transitions in teaching and learning;
 - (b) embrace a holistic and systems approach to education reform, including technology adoption, which takes into consideration all actors and aspects of the education ecosystem;

- (c) respect teachers' agency, autonomy, pedagogical choice and sensitivities in developing and deploying technologies in classrooms;
- (d) leverage the potential of AI and other technological tools to promote collaboration in the teaching profession and ensure the status of teachers as lifelong learners;
- (e) forge teacher-learner understanding and engagement to maximize technology adoption, and build those critical skills which are required more than before;
- (f) develop initial teacher education and continuous professional development on competencies related to technology and AI, including core competencies;
- (g) recognize that social dialogue is essential in technology selection, deployment and oversight;
- (h) be mindful of the unintended negative consequences of technology adoption, including intensification of teachers' work, increased surveillance, curtailing of academic freedom, the de-professionalization of teachers and increased risks to data privacy;
- (i) recognize and empower student agency and voice in the selection and use of technology in formal, informal and non-formal education settings;
- (j) prioritize ethical considerations in the deployment of AI and other technological tools to ensure it benefits all stakeholders;
- (k) ensure AI and other education technologies complement and enhance rather than substitute the role of teachers;
- (l) consider how technology deployment can most effectively boost social and emotional skills of students, and counteract the negative effects of digital technologies on their well-being and on democratic life;
- (m) integrate into initial and in-service teacher training modules that promote the informed use of digital tools, including those based on artificial intelligence, with a view to developing the cross-disciplinary skills needed by learners, including critical thinking, creativity and collaboration;
- (n) encourage the creation of professional teaching communities, with a view to fostering reflection and best practices in the enlightened use of digital tools, including those based on artificial intelligence, to develop the cross-disciplinary skills needed by learners, including critical thinking, creativity and collaboration;
- (o) to confront the challenges of digital technologies and artificial intelligence, teacher education and continuing professional development should include contents and environments related to digital technologies and AI as a topic of study, providing teachers with an informed, critical perspective on their possibilities as well as on their ethical dimensions and their effects on students' learning and wellbeing.

Leadership, status and dignity in the teaching profession

- 58.** In this discussion, members of the Joint Committee emphasized the importance of addressing teacher leadership development, including the role of governments in supporting this through training. The need to highlight academic freedom in the recommendations was raised, as well as the importance of better articulating trends in leadership and acknowledging the role of teacher unions. There was a debate about the erosion of teachers' status and dignity, with some members noting the impact of technology and changing societal perceptions. The group discussed the need to better define the teaching profession and its unique qualities, as well as the importance of recognizing teachers as creative professionals capable of critical thinking and pedagogical

judgement. The experts noted that teachers should have opportunities to become school leaders (principals, master-teachers). School leaders had the responsibility to foster collaboration and enabling working conditions of teachers. Members also suggested improvements to the Recommendations, including addressing management tools for teachers and involving teachers in education strategy and programme design. The diversity of teaching contexts and the need for recommendations to be applicable across different sectors was also highlighted.

Trends and issues

- 59.** Teachers are essential for providing high-quality and relevant skills and knowledge required in a world facing dramatic changes such as the climate crisis, the rapid advancement of digital technologies and artificial intelligence, and rising inequalities and social tensions. Educational institutions are expected to transform themselves to ensure that new generations receive quality education that will enable them to play an active role in an evolving global landscape. The need for professionally trained teachers with ongoing support and professional development appears evident. However, globally there are reports of a persistent and increasing shortage of teachers that endangers both educational quality and societal progress. This shortage has been linked to the low status of the profession, inadequate working conditions, and limited opportunities for professional development and autonomy. Moreover, it appears that the education of teachers and educational leaders must evolve to address emerging global challenges, including new governance models, evolving knowledge paradigms, and democratic tensions, necessitating enhanced leadership skills and specialized expertise.
- 60.** Regarding leadership, autonomy and academic freedom, teachers, as specialized professionals, operate within institutional settings that frame and regulate their work. These institutional frameworks appear to place conflicting demands on teachers, emphasizing their individual results on students' learning outcomes while requiring them to act as community leaders and support students' well-being. While professional autonomy and leadership are valued, there are indications of increasing bureaucratic demands that are encroaching on teachers' time and influencing their career trajectories. Moreover, in some countries there appear to be tangible threats to academic freedom, with attempts to limit teachers' voices and autonomy in their teaching.
- 61.** Tertiary education has witnessed growing casualization and the increasing dominance of temporary contracts of employment for lecturers which can undermine the profession since often the temporary, casual and part-time employees are not able to participate fully in any governance or decision-making processes. These contractual shifts may limit the attempts to develop a collaborative profession and a more distributed leadership. At the same time, in many countries competition for students in marketized systems and competition for students and institutions to perform well in national and global league tables (in schools and in universities) are associated with greater external scrutiny and top-down management, rather than distributed leadership. These trends have also undermined the status, dignity and autonomy of the profession.
- 62.** This evolving landscape may necessitate a thorough re-examination of leadership, autonomy, and academic freedom in education. There are suggestions that leadership should become much more distributed and focus on fostering collaboration and quality teaching as well as innovation. Autonomy may need to emphasize self-regulation and the freedom to innovate and adapt to changing circumstances. Academic freedom appears to remain essential for fostering a vibrant intellectual environment where knowledge can be generated, critically analysed, and disseminated. As educational leadership evolves, preserving autonomy and academic freedom may be vital for nurturing collaboration, enhancing teaching quality and driving innovation.

63. With respect to status and dignity, in the 1966 Recommendation, status refers to the standing, regard and appreciation of teachers' work and their competence to fulfil it. However, this status and dignity appear to have experienced a global decline in the last decades, both because of challenges in attracting and retaining skilled teachers in the profession and the rise of a public discourse that holds teachers responsible for educational shortcomings.
64. There are indications that enhancing the status of teaching involves multiple facets, including strengthening Initial Teacher Education and continuous professional development, establishing mentorship programmes to support new teacher induction, and implementing policies that reinforce teacher professionalism, autonomy and dignity. Furthermore, it may be important to promote more positive representations of teachers in public discourse that respect their right to be recognized as professionals.
65. Concerning innovation and lifelong learning, teaching, understood as a profession, can be defined as "a form of public service which requires of teachers expert knowledge and specialized skills, acquired and maintained through rigorous and continuing study; it also calls for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge" (1966 Recommendation, III.6). In this sense, their contribution to educational processes appears to be highly regarded, as is the need (and right) to receive a rigorous, high-quality education before and during their tenure as teachers.
66. To support this, educational systems may need to provide teachers with opportunities to engage in diverse activities that allow them to develop as professionals, such as research, inquiry and pedagogical experimentations, and the ability to mobilize reflection and elaborate knowledge in their daily practices. They should also be encouraged to critically engage with policies and institutional practices that allow them to fully develop as autonomous professionals.
67. While teaching is viewed as a noble profession in many countries, it has over time become viewed as a job of last resort, as noted by the United Nations Secretary-General's High-Level Panel on the Teaching Profession, due to a number of considerations, including low salaries, which erode the prestige and attractiveness of the teaching profession. In the Global Report on Teachers 2024, it is stated that half of the countries pay primary school teachers less than other professions requiring similar qualifications, with a few exceptions. This situation appears to prevent teachers from claiming the same prestige or social consideration, and may contribute to attrition, where Science, Technology and Engineering teachers may leave for more lucrative professions in other industries.
68. In a limited number of countries, teachers' salaries exceed those of other professionals by 50 per cent, offering hope for growing recognition of teachers' crucial role in knowledge transmission and nation-building. This optimism is diminished by the fact that even these higher salaries often remain insufficient in relation to the cost of living and increased inflation in some of these countries.
69. Regarding decent work, the importance of a safe and supportive working environment appears to be well-established. For a decade, the world has experienced crises that have adversely affected education systems and the teaching profession. Prior to the COVID-19 pandemic, violent extremism had already begun to impact educational institutions globally. Kidnappings of schoolchildren and execution of teachers in certain conflict zones, mass shooting in schools, and assaults on teachers in numerous countries all testify to the insecurity under which teachers practice their profession. Violent conflicts resulting in mass displacement are leading to school closures and the use of schools as refugee shelters.

70. Concerning social security protection, the 1966 Recommendation stipulates that all teachers, irrespective of the type of school in which they work, should enjoy the same or similar social security protection. However, in many countries, social security appears not to be universal; most of the time, only teachers who are civil servants are protected, while those who work in the private sector or are non-civil servants are excluded from coverage, even though they do the same work.

Recommendations

71. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage Member States and the secretariats of the respective organizations to, as appropriate:
- (a) develop and implement comprehensive policies with clear objectives to promote teachers into leadership positions or to exercise leadership roles. These policies should encompass targeted, free and accessible professional development opportunities and leadership training, and fair and transparent promotion procedures;
 - (b) establish pre-service and in-service education programmes for school principals, administrators of higher education institutions, and teachers, equipping them with the competencies and knowledge necessary for participatory and collegial leadership;
 - (c) in collaboration with teachers' organizations, employers' organizations, and civil society organizations, work to uphold the principles of parity and inclusiveness in the teaching profession. They should strive to enhance the attractiveness of school education, particularly in early years education, to recruit a diverse workforce. Efforts should be made to facilitate women's access to the highest levels of responsibility in educational institutions;
 - (d) ensure that educational institutions function under a collegial governance capable of meeting the new challenges facing the world of education. Educational institutions should function as learning organizations, actively involving various stakeholders, particularly teachers. These institutions should encourage teacher initiatives and involve them in institutional decision-making, pedagogical choices, and other key areas. An internal quality assurance process, founded on self-assessment and continuous improvement mechanisms, should be implemented to foster this culture;
 - (e) at all levels of education, address issues related to teacher salaries (inadequate pay, salary arrears, bonuses and allowances linked to various school activities) in view of the High-Level Panel observation that competitive salaries can improve teacher motivation and retention, enhance the status of the profession and improve general well-being;
 - (f) ensure adequate social protection for teachers. This should include childcare structures and mechanisms for female teachers, girl mothers or parents with young children. In addition to retirement pensions, social protection should make it possible to deal with a range of social risks and needs, for example: housing, regardless of the gender of the teacher, with particular attention to teachers in rural and disadvantaged areas. In addition, certain old or emerging health conditions such as partial or total loss of sight or psycho-mental illnesses due to the teaching profession should be considered;
 - (g) implement urgent measures to ensure safety and security in school and university environments, particularly in emergency or conflict-affected areas, to protect against external threats and violence;
 - (h) together with teachers' organizations and professional associations, engage in social dialogue to promote humanity, dignity, quality, innovation, leadership, sustainability, as well

as equity, diversity, and inclusion within the teaching profession, because those topics are essential for unlocking the transformative power of education;

- (i) protect academic freedom as appropriate at all levels of education, which is a key pillar to teacher status, dignity and professionalism;
- (j) work to ensure the participation of teachers in the design of educational strategies and programmes at school and university levels;
- (k) supporting the implementation of an internal quality assurance process, based on self-assessment and continuous improvement mechanisms;
- (l) develop a think-piece on what defines teaching as a profession in relation to other professions, and how this relates to the concept of status.

72. In light of the possible revision of the 1966 and 1997 Recommendations, the Joint Committee encourages the integration of the following basic principles that draw from the Recommendations of the UN Secretary-General's High-Level Panel on the Teaching Profession:

- (a) ensuring collegial governance capable of meeting the new challenges facing the world of education. Educational institutions should function as learning organizations, involving various stakeholders, especially teachers. They should encourage their initiatives and involve them in institutional decision-making and pedagogical choices, among others;
- (b) promoting teaching as a collaborative profession, with adequate space, time and resources for collaborative planning, communities of practice, and reflective practice by and among teachers, within and beyond their education institution;
- (c) reconceptualizing the teaching profession as a collaborative field that supports teacher innovation and leadership. Building leadership skills is essential to better support innovation and learning, including through pathways to leadership that are clear and structured;
- (d) strengthening data collection and country reporting on teachers' leadership, as well as research on good practices in transforming the teaching profession;
- (e) publicly funding high-quality initial teacher education and training for all prospective teachers, including through stipends and other monetary and non-monetary incentives;
- (f) transforming initial teacher education and continuous professional development to prepare teachers to be leaders in a new learning environment and in new roles. Teachers should be prepared to be not only providers of information but also active and innovative guides and leaders of their students' learning and social development process, in order to support the development of higher-order thinking skills, problem-solving and the ability to learn independently and cooperatively;
- (g) ensuring that teacher training prepares teachers to provide learner-centred quality education that is holistic, transformative, inclusive, effective and relevant, including through mother-language based education, where appropriate. It should be aligned to serve national development and wider SDGs and the aspirations of learners and communities. In addition, it should include new topics and realities in the curriculum, such as environmental change and activism, more consistent democratic and ethical education, gender equality and diversity, digital and critical thinking skills, and epistemic and intergenerational dialogue about our common futures. Include dialogic approaches and seek to anticipate real contexts of practice. Such preparation will develop teachers to be leaders and lifelong learners;

- (h) providing new teachers with adequate induction and mentorship under experienced and suitably qualified teachers, with reduced workloads and adequate resources in initial years designed to allow for development of their skills;
- (i) providing initial and in-service training for headteachers, heads of higher education institutions and teachers, equipping them with the skills they need to deliver quality teaching that meets the new challenges. This will require a thorough review of the expected outcomes of training programmes for teachers and educational managers, as well as programme design and the methods used to assess learning outcomes;
- (j) encouraging teacher training institutions and teachers' organizations to conduct research and engage in dialogue to ensure that teachers can play a leadership and innovation role in relation to new subject matters, pedagogies and technologies within a learner-centred approach;
- (k) to strengthen collaboration further, governments should foster local, regional and international teacher collaboration through partnerships between educators and schools to share best practices and resources; develop repositories of open digital educational resources; create exchange programmes for teachers and foster research collaboration; and develop and maintain digital platforms that connect teachers, researchers, policymakers and organizations;
- (l) introduce an internal quality assurance process within schools and universities, encouraging self-assessment, continuous improvement and respect for teachers' rights;
- (m) provide initial and ongoing training for school heads, heads of HEIs and teachers, equipping them with the skills they need to deliver quality teaching that meets the new challenges. This will require a thorough review of the expected outcomes of training programmes for teachers and educational managers, as well as formative assessment methods;
- (n) respect the principles of parity and inclusiveness at all levels of education; make school education, particularly in the lower cycles, more attractive to both men and women; give women access to the highest levels of responsibility in educational establishments;
- (o) regarding issues related to salaries, working conditions, and social protection, future instruments could include references to the childcare structures and mechanisms for parents with young children, the integration of contextual health conditions linked to the teaching profession (including psychological disorders, loss of sight and audition, respiratory problems and other pollutants in schools), and psychosocial care for teachers in conflict or emergencies.

Teaching and social justice

73. During the Joint Committee's deliberations, members emphasized the importance of social justice in education while acknowledging the breadth and complexity of the topic. It was noted that more time would be beneficial to thoroughly explore this theme, particularly in relation to other topics discussed by the Joint Committee, as social justice is a cross-cutting issue. The Joint Committee recognized the need for a clearer definition of social justice specifically in the context of teaching and education. Members also stressed the importance of properly representing teachers' voices and experiences. The multifaceted nature of social justice in education necessitates careful consideration of how it intersects with various aspects of the teaching profession, from teacher recruitment, preparation and working conditions, to curriculum development and institutional policies.

Trends and issues

74. The concept of social justice encompasses a broad range of principles, including human rights, global citizenship, equality and equity, diversity and inclusion, sustainable development, peace, solidarity and democracy. The principle of social justice serves as the bedrock for a society governed by the rule of law. It contains unchanged components but has different emphases in different times and contexts.
75. Education is one of the biggest instruments for the promotion of social justice in society. For this purpose, firstly the teaching profession should be re-structured on sound foundations of social justice, recognizing the value of the profession through inclusion and equity of rights and privileges as compared with other professions. This applies as well to the representation of the profession by geographical areas, gender, types of institutions, employers etc., providing them opportunities to participate in decision making in all issues relating to their realm through inclusion in different forums and social dialogue. Secondly, being a key figure in the education process, they also occupy the pivotal position to foster social justice among the learners and the society. This could be possible through proper training and the provision of needed support facilities for the teachers.
76. Regarding the status of the teaching profession, while teaching is widely recognized as a vital profession, there are concerns about inadequate salaries and other benefits, sub-standard working conditions, limitations on association and academic freedom, and declining public investment. Recent data from UNESCO indicates that, globally, approximately half of all countries pay primary teachers less than other professions with similar levels of qualifications. Only 21 per cent of unions, according to the survey by EI, considered that their members were earning salaries comparable to those of other professions with similar educational qualifications. These factors may contribute to teaching being seen as a 'profession of last choice' in some contexts. However, it appears that teachers in higher education may enjoy a better social status as compared with schoolteachers.
77. In terms of disparities between social status of various types of institutions, there are indications that teachers at private sector education institutions, except for elite institutions, may have much lower economic status than those in the public sector in terms of salaries, job security, pension, and other benefits.
78. Concerning teacher shortages, there are reports of persistent shortages of schoolteachers due to the massification of education on the one hand and the declining attractiveness of the profession on the other hand, particularly for men. The shortages appear severer in disciplines/subjects that are less frequently chosen by women teachers, such as mathematics and the sciences.
79. With regard to gender imbalance, globally, women are over-represented in teaching positions at lower levels of education and under-represented at upper levels of education. In 2023, 94 per cent of pre-primary, 68 per cent of primary, 59 per cent of lower secondary, and 52 per cent of upper secondary schoolteachers were female. Women are particularly under-represented in tertiary education, where only 44 per cent of the teaching workforce is female. The representation of female teachers is gradually increasing in higher education institutions. However, there appears to be a clear gender imbalance in senior and administrative positions such as deans, vice-chancellors/rectors/presidents etc. In many countries, there are reports that women remain underpaid as compared with men.
80. Regarding the prevalence of temporary/contingent teachers, recent trends have seen an increase in the use of temporary, short-term contracts and part-time teachers due to declining education financing and the urgent need to address teacher shortages. This trend appears to be expanding

from higher education to the school level where children are vulnerable to changing situations. This also has implications for teacher well-being, ranging from undermining their ability to organize and engage in collective bargaining to affecting their access to social protection and compromising their livelihoods.

81. In relation to work intensification and expanding responsibilities, global and national agendas, along with changing cultural expectations, have seen an intensification of the pressures on teachers to take on wider classroom and administrative responsibilities. This has not been accompanied by additional supports and resources or training and professional development for teachers to meet new and expanding expectations.
82. Concerning challenges to teacher autonomy, while evaluation is central to promoting effective teaching and learning, management strategies that emphasize detailed control over the work of teachers through performance metrics that promote competitive attitudes may devalue teacher collaboration and the social elements of teaching, and may thereby undermine their professional autonomy.
83. With respect to safety and well-being concerns, teachers face a variety of risks to their physical well-being, ranging from verbal abuse and sexual harassment to exposure to life-threatening situations. Violence and harassment in the workplace can lead to physical and psychological harm, job dissatisfaction, and increased attrition rates.
84. Regarding initial teacher training for higher education personnel, it is often not required. It is often sufficient to be experts in their field of knowledge. However, trends have been changing over the last three to four decades. There is growing recognition that they may benefit from some training in instructional strategies, digital technologies, management, and many other academic areas throughout their professional career. Contents, duration, and frequency of such trainings vary from one country to another and over time.
85. With regard to discipline-focused curricula, many remain restricted to their knowledge disciplines, which may present challenges in adding content related to emerging social needs such as social justice and sustainable development.
86. Concerning the limited focus on social justice and dialogue, there are indications that activities relating to social justice and social dialogue may receive limited attention from teachers' associations and unions. Teachers in private sector education institutions often have few opportunities to address such issues.
87. In terms of concerns about bureaucratization, there are reports that bureaucratic influence is increasing in universities globally. This trend may have implications for the academic freedom of teachers, which is considered a basic requirement for the promotion of research and creation of knowledge.

Recommendations

88. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage Member States and the secretariats of the respective organizations to, as appropriate:
 - (a) consider using social justice frameworks to rethink and transform the profession; further, consider grading and sequencing these concepts for inclusion at different stages of education from pre-primary to higher level, for teacher education programmes and at various stages of the professional life of a teacher;

- (b) encourage the analysis of concepts of social justice (SJ) i.e., global citizenship and human rights, equity, diversity and inclusion, sustainable development, peace, and democracy in curricula at various educational levels. Consider incorporating these concepts as relevant to local contexts;
- (c) promote policies that ensure all schoolteachers have at least a higher education degree in teacher education ensuring mastery of the content to be taught, pedagogical skills and digital technologies;
- (d) consider making induction training and continuous professional development mandatory for teaching personnel in higher education.

89. In light of the possible revision of the 1966 and 1997 Recommendations, the Joint Committee encourages the integration of the following basic principles that draw from the Recommendations of the UN Secretary-General's High-Level Panel on the Teaching Profession:

- (a) making quality teacher education accessible to all including through provision of scholarships, relevant technology, and other modes of financial assistance;
- (b) the development of teacher training programmes to have two-fold purposes – firstly, helping teachers acquire dispositions and skills including those relating to social justice and secondly, learning pedagogies/teaching strategies for promoting social justice among learners of relevant stages;
- (c) collaboration between governments and teacher education institutions to plan teacher education provisions based on projected needs, in order to address teacher shortages;
- (d) making related professional development free of cost for all teachers; consider approaches that promote collective networks instead of individual endeavours to support teachers in becoming lifelong learners;
- (e) promoting collaboration between teachers and cooperating through social dialogue and continuous professional development;
- (f) policies that ensure teachers receive comparable salaries and benefits to those in other professions requiring similar qualifications; promote regulations on the terms of reference of teachers in all types of institutions – public/private, male/female, rural/urban etc.;
- (g) the provision of domestic funding for initial teacher education and for continuous professional development;
- (h) the inclusion of objectives, in higher education policies, related to creating fair and just societies, democratizing higher education, promoting gender equality, and enhancing diversity of teachers and students.

Teaching in crisis contexts

90. During the Joint Committee's discussions, members noted the rise in crisis contexts in relation to armed conflict, natural disasters, and migration and refugees. They emphasized the importance of policies that provided appropriate security for teachers, as well as pedagogical and social support for teacher working in crisis. These situations were occurring in countries in the midst of conflict but also in countries receiving refugees and traumatized populations, as well as in developed countries. The security concerns and the mental health challenges faced by teachers in such situations contributed to difficulties in recruiting and retaining teachers in such areas.

Trends and issues

91. Disruptions of educational systems have emerged as a significant factor affecting the context of teaching, the experiences of students in schools and tertiary education institutions, and the experience and status of teachers worldwide. Violent conflict, natural disasters, global pandemics and climate change have led to large scale migration to countries bordering and far from conflict, and attention has been drawn towards the conditions and status of teachers and educators trying to sustain educational provision in crisis affected regions and refugee camps.
92. Teaching in crisis contexts was not highlighted in Joint Committee reports until 2009. Between 2009 and 2021 concerns centred on the role of teachers in the treatment, integration and educational outcomes of refugee children and adults in receiving countries, as well as those facing internal displacement and other significant challenges in continuing their education in crisis contexts. Since then, teaching personnel were encouraged to develop transnational curricula and promote intercultural learning to help mitigate the negative effects of colonialism and support the integration of refugees into national education systems.
93. Substantial evidence now indicates that in crisis settings the current 1966 and 1997 Recommendations have limited application and are often disregarded. In crisis contexts, teachers often face:
 - restrictions on and threats to their autonomy, safety and security;
 - increasing stress and trauma;
 - deteriorating living and working conditions;
 - lack of timely, regular or adequate salaries;
 - limited career opportunities;
 - insufficient initial and continuing professional development;
 - lack of recognition or transferability of existing teaching qualifications between countries.
94. Additionally, teachers in humanitarian and crisis settings may experience violence, harassment and intimidation or outside interference in their professional judgement and practices. These challenges underscore the need to address teachers' physical, emotional and psycho-social needs.
95. In crisis and emergency contexts, teachers' working and living conditions vary significantly. Teachers of displaced children likely have experienced displacement and trauma themselves. Educators in crisis contexts contend with:
 - large class sizes;
 - severely limited resources;
 - restricted opportunities for collaboration and professional development;
 - safety and security risks.
96. Women are more likely to face gender-specific violence in crisis situations, along with inadequate sanitary facilities and menstrual support. Recruiting and retaining female teachers in crisis areas is particularly challenging where violence is prevalent, as women are more susceptible to harassment and exploitation during conflicts.
97. These factors affect teachers' motivation and well-being, potentially discouraging them from entering or remaining in the profession. In some countries, qualified refugee teachers have left

the profession due to restrictions on their right to work, non-recognition of qualifications, or language barriers in host countries. Crisis contexts exacerbate pre-existing challenges in teacher support, training, rights, and protection.

- 98.** The employment and recruitment of teachers in crisis and emergency situations vary widely. Teachers may be:
- employed through state teacher services;
 - hired on short-term contracts;
 - registered as volunteers;
 - employed as 'incentive teachers' with nominal pay.
- 99.** They may include formally trained teachers on permanent or temporary contracts, or those working on a voluntary or community basis, often with limited access to training. A teacher's 'displacement status' may influence applicable legal, policy, and administrative rules, determining challenges related to working conditions and professional development access.
- 100.** Specific challenges in teacher management systems in crisis contexts include availability, financing, and planning. These situations often face significant teacher shortages, with a pronounced scarcity of female teachers. This adds to previously discussed stressors, considering women's predominance in global teaching roles.
- 101.** Teacher compensation is crucial in crisis contexts. Equitable and predictable salary systems are essential for adequate teacher supply. However, fragile and crisis-affected contexts face several challenges, including:
- insufficient financial resources;
 - overstretched national education budgets;
 - lack of long-term international aid;
 - weak audit mechanisms for tracking teacher pay;
 - weak teacher management systems;
 - destruction of payroll records.
- 102.** There is an urgent need to acknowledge the strengths and resilience shown by those teaching in crisis contexts and acknowledge that teachers are a forgotten factor in the right to quality education. Exclusionary Government policies can affect access to training, certification, and career advancement pathways. To integrate refugee or displaced teachers into national education systems, support through relevant, high-quality, and context-specific continuing professional development (CPD) programmes is imperative.
- 103.** A crisis-sensitive lens is now considered essential in developing national teacher policies. This approach aims to ensure that teachers can act as critical agents and leaders for quality and inclusive education during crises and in rebuilding education post-crises.
- 104.** The ILO/UNESCO Recommendations concerning the Status of Teachers (1966) and the Status of Higher-Education Teaching Personnel (1997) require updating to address contemporary challenges, particularly those related to teaching in crisis contexts. The current Recommendations show limited recognition of forced migration, economic migration, and globalization's impact on the teaching profession. The following revisions aim to address these gaps.

105. In alignment with the UN Secretary-General's High-Level Panel on the Teaching Profession's recommendation for "an up-to-date international instrument, including a convention or a revision of existing instruments, on the teaching profession", revisions are proposed for each of the Recommendations.

Recommendations

106. The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage Member States and the secretariats of the respective organizations to, as appropriate:

- (a) develop clear policies to support all teachers working in crisis contexts. These policies should:
 - (i) ensure fair and transparent teacher recruitment and placement that promotes equity and diversity;
 - (ii) ensure adequate and equitable remuneration for teachers;
 - (iii) provide adequate support and access to professional development including developing teachers' socio-emotional competencies in crisis contexts;
 - (iv) promote teachers' well-being by addressing their physical, emotional, and psychosocial needs;
 - (v) raise the status of teachers working in crisis and displacement contexts;
 - (vi) manage education funding to ensure continuity during disruptions;
- (b) leverage existing global funds focused on funding in crisis contexts to provide time-bound support for the sufficient, timely and regular payment of salaries of teachers;
- (c) ensure the integration of refugee and displaced teachers by:
 - (i) providing entry pathways for refugee and displaced teachers into the education workforce of host communities, in line with national teaching standards;
 - (ii) facilitating the recognition of teachers' qualifications and experience acquired across borders;
 - (iii) ensuring employment of teachers in refugee camps under conditions guaranteeing fundamental principles and rights at work;
 - (iv) develop and strengthen social dialogue mechanisms and institutions to address teacher shortages and ensure sustainability in crisis contexts.

107. In light of the possible revision of the 1966 and 1997 Recommendations, the Joint Committee encourages the integration of the following basic principles that draw from the Recommendations of the UN Secretary-General's High-Level Panel on the Teaching Profession:

- (a) recognize diverse experiences and expand examples of valuable experience to include teachers from crisis contexts;
- (b) support displaced teachers by extending provisions to explicitly support teachers who have experienced displacement or forced migration, ensuring recognition of their qualifications and experience;
- (c) extend inclusive educational objectives which:
 - (i) acknowledge that displaced teachers are a minority group needing support;
 - (ii) propose specialized teaching for students from refugee backgrounds;

- (iii) suggest mechanisms to increase teaching workforce diversity;
- (iv) emphasize the value of intercultural learning and transnational education;
- (d) ensure teacher collaboration in crisis contexts which:
 - (i) promotes collaborations between schools, higher education providers, and teachers in conflict areas and refugee camps;
 - (ii) acknowledges the need for special support to foster such collaboration;
 - (iii) highlights how such collaboration can sustain academic satisfaction, rebuild education systems, and mitigate brain drain;
- (e) ensure equitable compensation by matching salaries for teachers with specialized expertise in crisis contexts, even when formal qualifications may be missing;
- (f) build resilience in education systems by planning for education disruptions due to violent conflicts, climate change, natural disasters, and health epidemics.

108. Specifically with regard to the 1997 Recommendation:

- (a) strengthen provisions for higher education institutions to collaborate with teachers in crisis contexts;
- (b) improve systems for the recognition of degrees and credentials acquired in different contexts;
- (c) expand equity for disadvantaged groups by explicitly naming people from refugee backgrounds, internally displaced persons, and teachers working in crisis contexts;
- (d) expand on the forms of support for teachers in crisis contexts;
- (e) recognize the increasing diversity and heterogeneity among higher education institutions and teaching personnel;
- (f) maintain academic freedom in contexts of crisis.

The teacher and society

109. The Joint Committee deliberated on refining recommendations related to the theme “The teacher and society,” considering the role of teachers in various societal contexts. Members emphasized the need to address challenges faced by both developing and developed countries in implementing SDG 4, recognizing that these goals are relevant across all contexts. The discussion highlighted the importance of strengthening language around promoting equity, diversity, and inclusion in education, suggesting more assertive terms like “ensure” or “demand.” The Committee explored expanding on the concept of a new social contract for education, considering its implications for teacher roles and societal expectations. There were calls to include references to indigenous teachers and the important knowledge they transmitted, and acknowledge the varying status and respect accorded to teachers across different education levels, from early childhood to higher education. Members stressed the need to address broader societal issues affecting teachers, such as work-life balance, health services, and maternity rights. The Committee agreed to keep recommendations general yet nuanced, applicable across diverse social and educational settings, while emphasizing the crucial role of teachers in society and the need for an enabling environment that supports their work and well-being.

Trends and issues

- 110.** Teachers play a crucial role in shaping society by fostering knowledge, critical thinking, and social and moral values in students. They act as guides and mentors, preparing future generations to contribute positively to their communities. By nurturing curiosity and encouraging lifelong learning, teachers help build a more informed, empathetic, and innovative society. But changing expectations of teachers in changed social circumstances, related to technological, curriculum and pedagogical reforms, have introduced new stressors in teachers' lives and work that require attention.
- 111.** The role of the teacher remains central to the processes of teaching and learning. This role is multifaceted. Despite technological advancements and innovations in teaching, especially the integration of digital tools in teaching, the teacher has not been replaced. Teachers are responsible for translating societal developments into their teaching to prepare students for a fast-changing world. The learner-centred approach to teaching and learning represents a paradigm shift from controlling the educational process to enabling it. While significant education reforms are under way, teacher education for both pre-service and in-service teachers is not advancing at the same pace.
- 112.** National governments have committed to the SDGs. The UNESCO Global Report on Teachers 2024 affirms that teachers are essential to achieving the SDGs, in particular SDG 4 on ensuring equitable and inclusive quality education for all by 2030.
- 113.** However, there is a persistent and increasing shortage of teachers at almost all levels of education, as highlighted in the Recommendations of the United Nations Secretary-General's High-Level Panel on the Teaching Profession. There is a shortage of early Childhood Education teachers, despite many countries including pre-primary education as part of formal Basic Education.
- 114.** The social context of schooling greatly impacts teachers, their work, and ability to fulfil their social role. Society, including the public, media, community and parents, contributes to the success of teachers. But increasing social pressures can complicate the social environment for teachers.
- 115.** The teaching environment, especially in low-income countries, is concerning. As a result of inequality and various forms of violence, many teachers are working in contexts with low quality infrastructure, limited material resources and with poor remuneration. Classrooms have limited basic infrastructural and sanitary services and teachers have poor access to teaching and learning materials. This environment is worsened by violence of many kinds both inside and outside the school, occasioned by among other things climate change, wars, conflicts, and forced displacements. Much of the physical and social learning environment is destroyed in these contexts.
- 116.** This challenging environment is exacerbated by increasing enrolments due to universal free primary education policies. Teachers' workload has doubled in many public primary and secondary schools. Teachers' remuneration and other entitlements are often inadequate, barely providing for basic living standards. Changes in educational pedagogical requirements, and the need to integrate twenty-first century skills in teaching, require a supportive environment for teachers. Education policies and curricula have thus been revised to reflect new education demands. For example, the need to integrate technology in teaching and learning is increasingly seen as essential in education at all levels. However, teachers are often unprepared to adequately embrace these new developments in teaching and learning. Teachers' needs to support such change are rarely addressed adequately by decision-makers. As indicated earlier, the success of educational innovations relies upon teachers' readiness to implement these new developments

and can only be achieved through ongoing teachers' professional development and support. An enabling environment would need to be created to enable teachers to fulfil the social roles expected of them inside the school and classroom.

- 117.** However, as pointed out in the report of the fourteenth session of the Joint Committee in 2021, the last decade has seen great changes in the composition and context of education systems around the world, in large part due to technological advancements, greater mobility and the shocks attendant on the COVID-19 pandemic. Research demonstrates that teachers were expected to take on extensive additional roles in these times. Not only have pedagogies shifted due to the technological changes introduced to facilitate teaching in pandemic times, but classrooms and lecture halls have also become more diverse. The new managerialism, meanwhile, with its control of the work of teachers through tests, performance and outputs, and emphasis on competitive accountabilities, was considered to devalue the social and collaborative aspects of teachers' work, often denying teachers' agency and professional autonomy and their ability to respond effectively to COVID-19. All of these experiences suggest that teachers' roles are shifting and that they are now both learners and leaders for learning in this new context. Teacher education, continuing development opportunities and working conditions, are required to empower educators to act and learn together with their students, colleagues, and wider communities. Yet, collaboration between educators and the wider communities is often constrained.
- 118.** In developing countries, teacher-related issues are primarily managed by national and local level government agencies, with the involvement of teachers, teacher unions and private employers. Experience shows that in low-income countries existing teachers' unions and other education-focused civil society organizations are often not as effective as they could be. Some have become extensions of government with little capacity to support and represent teachers' needs. The voices of teachers are by contrast frequently absent in decision-making. For example, many teachers have lost faith in their teachers' union capacity to advocate for and effect improved teachers' working conditions. Many teachers' unions lack research capabilities and even when they participate in national teachers' dialogues their participation is less effective due to political constraints. In many countries, those who run these unions are regularly reminded by the government that they are also public servants. In yet other countries, teacher unions play a vital role in social dialogue around wider social issues including teacher well-being, planetary sustainability and promoting pedagogies of hope and solidarity.

Recommendations

- 119.** The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage Member States and the secretariats of the respective organizations to, as appropriate:
- (a) promote public recognition of the teaching profession through advocacy and coherent policies; inspire and attract young people into the profession; acknowledge teachers' social importance and professional expertise and recognize outstanding teachers;
 - (b) promote social dialogue, freedom of association and representation, the right to collective bargaining, and employment security as they have an important role in sustaining dignity in the teaching workforce;
 - (c) ensure that education is a human right and a public good and that teachers play a central role in ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all;

- (d) engage in research and dialogue with education systems and teacher education institutions to ensure that teachers are engaged in leadership and innovation roles in relation to new subject matter, pedagogies and technologies within a learner-centred approach;
- (e) engage in active social dialogue with teachers' organizations and their representatives and ensure decent work in education establishments.

120. In light of the possible revision of the 1966 and 1997 Recommendations, the Joint Committee encourages the integration of the following basic principles that draw from the Recommendations of the UN Secretary-General's High-Level Panel on the Teaching Profession:

- (a) promote collaboration by encouraging a comprehensive transformation of education systems that enables teachers to work collaboratively to actively transform teaching and learning;
- (b) invest in teachers and advance human-centred technology by encouraging decisive action to invest in education; developing national teacher policies; supporting the evolving role of the teacher; ensuring decent work for teachers; promoting the use of digital technology to augment but not replace the critical human relationship that is the foundation of teaching; and fostering local, regional and international teacher collaboration through partnerships between educators and schools to share best practices and resources, develop repositories of open digital educational resources, create exchange programmes for teachers, foster research collaboration, and develop and maintain digital platforms that connect teachers, researchers, policymakers and organizations;
- (c) promote equity, diversity and inclusion by considering six core imperatives that are relevant to the future of the teaching profession: humanity; dignity; equity, diversity and inclusion; quality; innovation and leadership; and sustainability;
- (d) elevate the status and dignity of teachers by protecting the status and dignity of the teaching profession through policies that recognize human relationships as the fundamental basis for the teaching profession, including the teacher-student relationship; promoting teachers' ability to influence policies regarding their work, including curricula and pedagogical practices; and ensuring teacher agency and autonomy based on knowledge, competence and responsibility within education goals, and a climate of trust and respect between school authorities, communities, learners and teachers;
- (e) improve quality and foster innovation in teaching through training and lifelong learning by encouraging teachers to guide learners through the process of self-discovery by promoting inclusive, effective and relevant learning;
- (f) enable the transformation of the teaching profession by promoting public recognition of the teaching profession through advocacy and coherent policies and messaging that acknowledges teachers' social importance and professional expertise, and recognition of outstanding teachers and teaching practices;
- (g) develop a new social contract by encouraging a coordinated and institutionalized social dialogue between governments (at the appropriate level), representative teachers' organizations and relevant employers' organizations for developing policies on education, teaching and the teaching profession;
- (h) ensure sustainability, peace and democracy by training teachers to prepare learners to be active and responsible global citizens in their own communities, in their countries and in the world in order to advance human rights.

▶ II. Progress in promotion and use of the 1966 and the 1997 Recommendations

A. Allegations received since the 14th Session, 2021

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

Background

121. The All Japan Teachers and Staffs Union (ZENKYO) submitted an allegation to the Joint Committee on the application of the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers. The initial allegation was found to meet the criteria of receivability. In accordance with the Joint Committee's procedures, the allegation was communicated to the Government of Japan through the Ministry of Education, Culture, Sports, Science and Technology (MEXT), which provided a detailed response to the allegations dated 8 April 2024. Subsequently, a reply was received from ZENKYO dated 13 May 2024, addressing MEXT's views. Additional information and final observations were submitted by MEXT in June 2024. Further technical explanatory materials were submitted by both parties.

Substance of the allegation

122. The allegations mainly concern payment of work beyond regular working hours under the "The Act on Special Measures concerning Salaries and Other Conditions for Education Personnel of Public Compulsory Education Schools" (hereafter referred to as the Special Measures Act). This Act exempts teachers from Article 37 of the Labour Standards Act which provides for higher wages for overtime work and work on days off. Under provision of the Special Measures Act, teachers receive a salary adjustment of 4 per cent of their monthly salary for work beyond regular working hours, which is restricted by the Act to: (1) practical courses for secondary school students; (2) school events; (3) staff meetings; and (4) disasters and emergencies which require urgent work. The union claim such arrangements are not in line with principles of the 1966 ILO/UNESCO Recommendation, in particular paragraphs 8, 9, 82, 85, 89, 102 and 141.

123. Payment for long hours. The union alleges that the current payment system of additional adjustments for teachers leads to excessively long working hours without adequate overtime compensation, negatively impacting their working conditions, health and well-being. The union supports the claim with surveys conducted by both themselves and MEXT. According to ZENKYO's 2022 survey, the average overtime work of teachers is 96 hours 10 minutes per month. The Government had set out Guidelines in 2019 for the appropriate management of the workload of educational personnel and other measures to be taken by boards of education supervising the duties of educational personnel to ensure the health and welfare of educational personnel (referred hereto as the 2019 Guidelines), which set the hours of work beyond regular working hours at 45 hours a month.

124. Given the peculiarities of teachers' work which requires initiative and creativity, the current system stipulates that teachers will be paid an additional 4 per cent of their monthly compensation, based on a comprehensive assessment of their work regardless of whether they worked overtime or not. The union, however, claims that this forces teachers into excessively long working hours, converting the extra pay as fixed overtime pay. They further claim that this situation has caused deaths from overwork (*karoshi*), leaves of absence due to mental health, and related lawsuits. According to ZENKYO's 2022 survey, 14.5 per cent of the teachers work less than the overtime

limit of 45 hours a month set by the 2019 Guidelines, and 56.4 per cent of teachers work more than 80 hours overtime a month. The union argues that this claim is long-standing, noting that in 2002 and 2014 they filed complaints before Joint Committee regarding excessively long working hours, and that the social dialogue that followed has been insufficient.

- 125. Understaffing.** The union also claims that excessive overwork and long working hours are an impediment to recruiting teaching staff, and that resulting understaffing results in long working hours. ZENKYO highlights that this is a serious and worsening issue, supported by a survey they conducted in July 2023, according to which the total number of vacancies more than doubled from 955 to 1,934 from the previous year.
- 126. Maternity.** The union asserts that due to understaffing, it has become difficult to provide appropriate support to teachers who are expectant mothers, who also tend to hesitate to use the right to maternity leave. Moreover, the union claims that cases of maternity harassment have been reported.
- 127. Reforms.** ZENKYO argues that despite MEXT's efforts to reform working conditions of teachers, specifically the amendments to the Special Measures Act and the 2019 Guidelines, these measures have not effectively reduced teachers' workloads and overtime, according to surveys conducted by both the union (2022) and the Government itself (2023).
- 128. Social dialogue.** The union is requesting the Japanese Government to hold consultations or negotiations in good faith with them or other teacher unions to address these issues. To resolve the problem, the union argues that it is necessary to revise the Special Measures Act to establish a system that can pay benefits for overtime work, to increase the number of teachers so as to reduce class hours and to increase the education budget. The union asserts that ending the long working hours and heavy workloads will help teachers give full attention to students, provide adequate time to prepare classes, and ensure time for continuous professional development.

The Government's response

- 129.** MEXT sets out that the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers contains some details that do not necessarily suit the domestic legal system and the current situation in Japan, but that they are making a maximum effort to implement the Recommendation in spirit. In its reply, MEXT limits itself to information obtained through their own survey.
- 130. Payment for long hours.** The Government states that there are expectations for teachers to carry out their duties based on initiative and creativity. Instead of an allowance for work beyond regular working hours, teachers receive additional adjustments based on a comprehensive evaluation of their work, both during and outside of working hours. The Government clarifies that this system compensates teachers for the unique nature of their duties and does not equate to a fixed overtime payment. MEXT highlights the fact that, according to provisions of the Special Measures Act, overtime work should be limited to four cases defined above.
- 131. Understaffing.** Supplementary information submitted by MEXT provides details of measures taken to alleviate this problem, such as the recruitment of instructors, regular teachers, specialized teachers and support staff.
- 132. Maternity.** The Government emphasizes its commitment to preventing maternity harassment and ensuring the rights of pregnant teachers. By law, employers are required to provide maternity leave and take measures to prevent problems related to pregnancy and childbirth. MEXT supports boards of education in securing substitute teachers for those on maternity leave to ensure continuity in education.

- 133. Reforms.** The Government highlights amendments to the Special Measures Act and the 2019 Guidelines, aimed at reducing the amount of time teachers spend at school and ensuring that teachers have paid leave. According to government surveys conducted in 2016 and 2022, they point out that there has been a reduction in working hours. Nevertheless, MEXT acknowledges that some teachers still work long hours and asserts that efforts to improve working conditions are ongoing. According to MEXT's 2022 survey, the estimated monthly amount of overtime work is 41 hours for elementary schoolteachers (in 2016 it was approximately 59 hours) and 58 hours for junior high schoolteachers (in 2016 it was approximately 81 hours).
- 134.** The Government points out that in May 2023, it requested the Central Council for Education to consider and advise on methods for further work style reforms at schools, improvements of the treatment of teachers, and the enhancement of instruction systems at schools. The Council has since been engaged in discussions with the aim of presenting proposals for improvements.
- 135.** Based on the urgent recommendations received from the Central Council for Education in August 2023, MEXT states that it has earmarked the necessary funding in the fiscal 2024 budget for: (1) strengthening the subject-based teacher assignments for late elementary grades; and (2) increasing the numbers of teachers' work support staff at all elementary and junior high schools.
- 136. Social dialogue.** The Government states that in addition to principals from elementary and junior high schools, specialists with experience as teachers and the vice-chairperson of the Japanese Trade Union Confederation, of which some teachers' unions are members, are participating as members of the Central Council for Education.
- 137.** The Government also argues that it has solicited the views of 36 related organizations, including ZENKYO (19 consultations held in 2023) and several other teachers' organizations, on advisory matters. Discussions at the Central Council for Education are based on views obtained from these consultations.

ZENKYO's reply

- 138. Work performed at home.** The union claims that the Special Measures Act amendment in 2019 did abolish the notion that teachers' overtime work was voluntary work, replacing it with the concept of "time teachers spend at school". The union notes however, that many teachers also take administrative and preparatory work home with them, which is not covered by this concept.
- 139. Payment for long hours.** The union considers that the salary adjustment of 4 per cent of the monthly pay is a fixed amount of payment for overtime work. They further maintain that the amount was decided based on the findings of a survey the Education Ministry conducted in 1967, which found that the teachers' average overtime work was about four hours a month, and that the amount has not been raised in spite of the 2022 MEXT survey, which shows a significant increase on the overtime work average. In the view of the union, managing teachers' overtime should be possible, as university-affiliated national schools and private schools have time-management systems and which pay their teachers for overtime work.
- 140. Social dialogue.** The union further highlights the lack of representation and participation of teachers' unions in the discussions of the Central Council for Education. It also underlines that they had exchange of opinions with MEXT 19 times on various topics but only twice regarding the issues of long working hours and understaffing.

MEXT's final response

141. **Work performed at home.** The Government argues that work taken home is not included in “time teachers spend at school” as it is difficult to externally ascertain the amount of time spent on such a task. However, work done at home through teleworking, the methods of which are specified by each local government, is included in “time teachers spend at school”. MEXT also underlines that the 2019 Guidelines aim to avoid, in principle, work from being taken home.
142. **Payment for long hours.** MEXT highlights that the Central Council for Education stated in its Summary of Deliberations that the system of comprehensively evaluating teachers’ work both inside and outside working hours and the additional adjustments provided as compensation are still reasonable to date.
143. **Management of hours of work.** The Government states that the boards of education are required by the 2019 Guidelines to take measures for ensuring teachers’ health and welfare, such as the strict management of the “time teachers spend at school”. As a result of these various efforts, as of October 2023, MEXT maintains that all boards of education have been monitoring the time teachers spend at school. Further information supplied by the Government indicates that a Special Working Committee on Securing High Quality Teachers of the Central Council of Education adopted further proposals to address teachers’ working time, including reducing the upper limits of overtime, including extra-curricular duties in regular working time, and monitoring working time to ensure teachers do not work over the limit.
144. **Social dialogue.** MEXT reiterates that the Central Council for Education had diverse and wide-ranging representation, including representatives of workers, teachers and principals of elementary and junior high schools, experts in improving working conditions at schools as well as in pedagogy and labour law. MEXT also maintains that during the discussions, the Central Council for Education considered opinions submitted by 36 relevant organizations, including ZENKYO.
145. Shortly before the meeting of the Joint Committee, it learned that MEXT had decided to prepare a proposal to increase the salary adjustment from 4 per cent to 13 per cent points and to include such a proposal in its budget request for the next fiscal year, and to submit relevant amendments to the Special Measures Act.

The Joint Committee's findings

146. The Joint Committee notes that the current allegation is part of a series of allegations concerning working conditions of teachers from the ZENKYO union, including on the issue of working time. The latest recommendations on this matter by the Joint Committee were issued in 2018. The Joint Committee at the time called for serious dialogue on issues of long hours of work, overtime pay and the use of temporary teacher contracts, with a view to collaboratively devising solutions that can be implemented together with local school authorities.
147. In this respect, the Joint Committee notes with interest that the Government has recognized the issue of working time and has sought to address the matter through legislation, guidance, investment in education support personnel, administrative technology and social dialogue. It further notes the recent proposal to increase the allowance for long working hours. The Joint Committee also notes with satisfaction the rapid response of the Government and union in providing detailed information regarding this allegation, which it takes as a sign of keen interest on both sides to find a solution to the problem.
148. Before turning to the specific issues mentioned in the allegation, the Joint Committee notes that the Government maintains that the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers “... contains some details that do not necessarily suit the domestic legal system and the

current situation in Japan ...". The Joint Committee recalls its previous comment that while being a non-binding standard-setting instrument, the 1966 Recommendation nevertheless holds a significant moral force. It forms an integral part of the ILO and UNESCO's legal standards, and member States are expected do their utmost to fully implement the Recommendation.

- 149.** Turning to the substantive matters raised in the allegation, the Joint Committee notes that both Government and union generally agree on the existence of problems regarding work beyond regular working hours, understaffing and related working conditions. There remain, however, important differences in the data used to understand the problem and approaches envisioned to address them. Finding solutions will be difficult if broad differences in information remain. Therefore, joint and collaborative research and data collection, possibly through an agreed third party, could be a pathway for Government and union to establish the key facts.

Management of working time

- 150.** The Joint Committee considers that there are two essential matters arising from this allegation: the management and mitigation of long hours of work; and, in relation to this, the adequate compensation for such working time if necessary.
- 151.** The Joint Committee has long held that teaching is a profession and recognizes that it is made up of mostly salaried employees. It is therefore understandable that the duties of a teacher, which indeed rest on autonomy, creativity and initiative, may not fall within a prescribed schedule of hours of work, and that such duties may require working longer than usual hours on specific occasions. At the same time, the teaching profession is tied to fixed hours in the school day. While there is in principle no obligation to address long hours of work through an overtime scheme, incorporating long hours into a salary adjustment scheme can nonetheless lead to overly long working time which is not adequately compensated or controlled.
- 152.** The Joint Committee recalls the principles set out in relevant ILO standards on working time, which in general limit normal working hours as a means of preventing fatigue, promoting occupational safety and health, as well as work-life balance.
- 153.** Leaving aside that the union survey finds a much higher average overtime work for teachers, the Joint Committee is of the view that the 41 to 58 hours average overtime a month, according to the 2022 MEXT survey, still remains a high worktime average for teachers. The Joint Committee notes the 2018 OECD TALIS report, which indicates that the hours of work of teachers in Japan are among the highest in OECD countries. According to the report, much of this time is dedicated to non-teaching tasks, in particular administrative work and extracurricular activities.⁴
- 154.** The Joint Committee recalls that the 1966 Recommendation sets out, in paragraph 90, that hours of work for teachers should take into account factors which are relevant to the teacher's workload, including:
- (a) the number of pupils with whom the teacher is required to work per day and per week;
 - (b) the necessity to provide time for adequate planning and preparation of lessons and for evaluation of work;
 - (c) the number of different lessons assigned to be taught each day;
 - (d) the demands upon the time of the teacher imposed by participation in research, in co-curricular and extra-curricular activities, in supervisory duties and in counselling of pupils;

⁴ OECD, *TALIS 2018 Results (Volume I): Teachers and School Leaders as Lifelong Learners*, Table I.2.27, 2019.

- (e) the desirability of providing time in which teachers may report to and consult with parents regarding pupil progress.
- 155.** The Recommendation further provides that participation of teachers in extra-curricular activities should not constitute an excessive burden and should not interfere with the fulfilment of the main duties of the teacher, and that teachers assigned special educational responsibilities in addition to classroom instruction should have their normal hours of teaching reduced correspondingly (paragraphs 92 and 93). The Joint Committee considers therefore that lesson preparation, extra-curricular activities such as clubs and excursions, counselling and parent-teacher meetings should constitute part of the teacher's regular work time, and not as work performed outside of regular work hours. The Joint Committee notes with interest that the Government is exploring measures to schedule extra-curricular activities as part of regular working time.
- 156.** In this respect, the Joint Committee notes that currently overtime work includes: (1) practical courses for secondary school students; (2) school events; (3) staff meetings; and (4) disasters and emergencies which require urgent work. While emergencies such as natural disasters constitute a force majeure which can require work beyond regular working hours, the other three categories appear to constitute duties that are a core part of teachers' work.
- 157.** Moreover, the Joint Committee notes that limits to hours of work may be ineffective if the necessary workload simply cannot be performed within prescribed time. Effective reduction of working time requires reasonable workloads and a culture of adequate rest which should be promoted from the highest level.
- 158.** The Joint Committee therefore considers that further efforts could be made to reduce the working time of teachers in order to ensure their adequate rest and quality in the performance of their core duties. Such measures could include:
- (a) arranging teacher work hours so that duties related to practical training of students, school events and meetings can be contained within regular working hours as much as possible;
 - (b) precisely defining which events, trainings and meetings need to take place outside of regular hours;
 - (c) increasing investments in the recruitment of teachers and education support personnel so that there is an adequate number of staff to perform duties without overlong hours.
- 159.** Reducing overall working time can also contribute to a culture which protects teachers going on maternity or paternity leave. Adequate staffing can contribute to reducing harassment in relation to these important rights.
- 160.** In this respect, the Joint Committee notes the principles set out in the Maternity Protection Convention (No. 183) and Recommendation (No. 191), 2000, and the Violence and Harassment Convention (No. 190) and Recommendation (No. 206), 2019.
- 161.** The Joint Committee further observes that even the 45 maximum overtime hours per month as set out by the 2019 Guidelines is roughly 29 per cent of regular hours worked by teachers (based on 7-hour 45 minutes workday five days a week, understood to be the usual regular working time for teachers). The Joint Committee therefore notes with interest that the Government is proposing to raise the salary adjustment. It encourages that this process is undertaken in dialogue with relevant teacher organizations to ensure that compensation for such work is more transparent and equitable and accurately reflects the working hours and efforts of teachers. Such measures could include:
- (a) establishing systems to monitor and control work beyond regular working hours on a regular basis, including work performed at home;

- (b) establishing periodic calculations of work beyond regular working hours in relation to salary adjustments provided to ensure fair compensation for work.
- 162.** The Joint Committee in this respect recalls that the 1966 Recommendation, in its paragraph 118, establishes that “Where a maximum number of class contact hours is laid down, a teacher whose regular schedule exceeds the normal maximum should receive additional remuneration on an approved scale”.
- 163. Social dialogue.** Finally, the Joint Committee underscores the importance of social dialogue in addressing the problems on which both the union and Government seem to agree. In this respect the Joint Committee welcomes the frequent consultations with the union, as encourages more regular and in-depth discussions of the specific working time problem. In addition, the Joint Committee recalls that both salaries and working conditions for teachers should be determined through the process of negotiation between teachers’ organizations and the employers of teachers (paragraph 82 of the 1966 Recommendation). In this respect, the Joint Committee welcomes the increase of the salary adjustment for teachers, and at the same time encourages the Government to consult representative teacher organizations on any future measures. Moreover, social dialogue should also include representative organizations of teachers, not just general trade unions. The Joint Committee calls on the Japanese unions to ensure, as appropriate, the inclusion of representative teacher unions in all dialogue related to education, including in the Central Education Council and further reform efforts.

The Joint Committee’s recommendations

- 164.** The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage the Government of Japan to:
- (a) continue to engage with the Joint Committee on this matter in the responsive manner that has been evident so far;
 - (b) develop strategies through social dialogue to reduce work beyond regular working hours of teachers, and to devise transparent mechanisms to adequately compensate work beyond regular working hours, while recognizing the professional status of teachers and the autonomous and creative dimension of their work;
 - (c) in this process, consider some of the suggestions made in the section above;
 - (d) develop measures through social dialogue to strengthen maternity protection and eliminate related harassment against teachers;
 - (e) develop a mechanism to ensure the adequate staffing of schools to allow for more time for teachers to spend on teaching-related activities;
 - (f) ensure the participation of representative teacher unions in social dialogue around education policy, including matters related to working conditions.
- 165.** The Joint Committee invites the Government and the ZENKYO union to report back on measures taken before its next session in 2027.

B. Follow-up on allegations considered at the 14th Session, 2021

Allegation received from the National Federation of University Teaching Staff (Argentina)

- 166.** With regard to the allegation from the National Federation of University Teaching Staff (CONADU) about non-respect of principles of the 1997 UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel, the Joint Committee had noted that in the course of the allegation, the Government of Argentina changed and some improvements had been noted by the union. A special commission had been established to review the regularization of teaching personnel. The trade union intimidation noted at some universities had ceased, but in others the situation remained tense. This was linked to the fact that union registration remained difficult at some universities. Difficulties remained at the University of Buenos Aires, which did not engage in negotiation and which did not apply the rules regarding teachers' careers as well as retirement age.
- 167.** At the same time, the Joint Committee had noted with concern reports of intimidation and dismissal of trade union leaders at several universities. The Joint Committee also noted with concern that a significant number of higher-education teaching personnel work on part-time, fixed-term, or temporary contracts. The Joint Committee had also noted with concern that the previous Government cited institutional autonomy as a reason not to enforce collective agreements or regulations in universities. It also expressed concern that some universities have cited institutional autonomy to disregard signed collective agreements. In its report, the Joint Committee made a number of recommendations to the Government of Argentina. The Committee also notes that there has been a recent change in Government, and that some of the issues raised in the allegation may still be unresolved.
- 168.** The Joint Committee therefore decides to keep the case open for one more session and invites the Government and union to provide further updates regarding actions taken to address the recommendations.

Allegation received from the Fiji Teachers Confederation (Fiji)

- 169.** The Joint Committee considered an allegation from the Fiji Teachers Confederation (FTC) regarding the implementation of the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers. The allegation dealt with new wages and terms and conditions of employment for teachers within the broader framework of civil service reform, alleged lack of social dialogue between the Government and teachers' organizations on these issues, and the experience required to be appointed as a Permanent Secretary for Education within the Ministry of Education. The Joint Committee made a number of recommendations in regard to the allegation and requested the Government to keep the Joint Committee informed of further developments.
- 170.** As no further information was received by the Government or by the union, the Joint Committee considers this case closed.

Allegations received from the University and College Union (United Kingdom)

- 171.** At its 14th Session in 2021, the Joint Committee considered an allegation submitted by University and College Union (UCU) submitted allegations to the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel regarding non-respect by the Government of the United Kingdom of principles set out in the 1997 Recommendation concerning the status of higher-education teaching personnel. Education International also

joined the allegations. The allegations relate to the low levels of de jure protection for academic freedom offered by legal instruments in the United Kingdom, which have led to academic staff experiencing a low level of de facto academic freedom in their day-to-day activities as researchers and teachers.

172. In its findings and recommendations, the Joint Committee had noted that there is no prescribed way to ensure academic freedom or institutional autonomy. Nonetheless, what matters is how academic freedom is implemented in reality in the context of existing laws, policies and practices. In this regard, there may not be one individual policy or practice that undermines academic freedom; it is the totality and overall atmosphere that a constellation of laws, policies and practices can create.
173. In this respect the Joint Committee had urged the Government of the United Kingdom and the respective social partners to engage in effective social dialogue, including joint research and sharing of information, consultation, and, as appropriate, collective bargaining concerning protection of academic freedom and institutional autonomy in the context of the Prevent duty and in relation to quality assurance mechanisms that may restrict creativity and innovation in research and teaching; ensuring adequate representation of higher-education teaching personnel in governance and academic bodies; to encourage the Government to address growing employment insecurity among higher-education teaching personnel, and to urge the Government to establish policies to improve institutional environments and the well-being of higher-education teaching personnel, including protection against harassment, intimidation and violence.
174. Since the report of the 14th Session of the Joint Committee, no further information has been received by the Government or the union. The Committee also notes that there has been a recent change in Government, and that some of the issues raised in the allegation may still be unresolved.
175. The Joint Committee therefore decides to keep the case open for one more session and invites the Government and union to provide further updates regarding actions taken to address the recommendations.

C. Follow-up on allegations considered at previous sessions

Follow-up on the allegation received from the AIM89 Educational Workers' Union (Japan)

Background

176. At its 13th Session in 2018, the Joint Committee had considered an allegation submitted by the AIM89 Educational Workers' Union, an independent teachers' union based in Tokyo, essentially centred on disciplinary sanctions affecting teachers who refused to follow official orders to stand and sing the national anthem (*Kimigayo*) and to salute the national flag (*Hinomaru*) during school ceremonies. The Joint Committee recommended exploring solutions which allow patriotic ceremonies to go forth undisrupted, but which can accommodate teachers who do not feel comfortable in participating in particular gestures of compliance. The Joint Committee also formulated a series of recommendations in relation to disciplinary mechanisms and policies. The Joint Committee requested to be kept informed of efforts on its recommendations.
177. At its 14th Session in 2021, the Joint Committee considered further information received from the Government and the union. It recommended to the Government to:

- (a) create a conducive environment for social dialogue with teachers' organizations on this allegation at the national and local level, as relevant, with the aim of resolving differences of opinion and of understanding of the 1966 Recommendation;
- (b) work collaboratively with teachers' organizations to produce a translation into Japanese of the observations and recommendations of the Joint Committee that relate to this allegation;
- (c) share with local authorities this translation along with appropriate guidance on how to best ensure that the principles of the Recommendation are applied and promoted in the context of this allegation;
- (d) give due consideration to the previous recommendations made by the Joint Committee on this allegation, including recommendations pertaining to the disciplinary mechanisms and policies and to the rules regarding patriotic ceremonies; and
- (e) keep the Joint Committee informed of efforts on the above recommendations.

Follow-up communications by AIM89

- 178.** Further communications were received from the union and the Government. The union alleges that discussions were held with the Tokyo Metropolitan Board of Education (TMBE) on 27 May 2024 but were unproductive. The TMBE does not recognize the recommendations of the Joint Committee as they were addressed at the national Government and not to the TMBE specifically. Further, there has been no translation of the Joint Committee recommendations into Japanese. While no disciplinary cases were undertaken against teachers in the past year, retired teachers are not re-hired to fill teacher gaps based on their attitude toward the anthem and flag. The union requests a technical mission by the Joint Committee to facilitate a discussion of *Hinomaru/Kimigayo* matters in Japan.
- 179.** The Government, in its reply, points out that the 1966 Recommendation is available in Japanese on the MEXT website. The Government does not plan to translate the recommendations concerning this allegation into Japanese, as the Government does not wish to give the impression that it endorses and accepts the Joint Committee recommendations which are not in line with Japanese law. Nonetheless, an untranslated copy of the report was sent to TMBE, the Osaka Prefectural Board of Education, and the Osaka City Board of Education. The Government further reports that in 2021 and 2022 there were no disciplinary cases against teachers in relation to patriotic ceremonies. The Government "understands that the Tokyo Metropolitan Board of Education is dealing appropriately with the matter in accordance with all laws and regulations."
- 180.** The Government further recalls that in its ruling of 6 June 2011, the Japanese Supreme Court held that standing and singing the national anthem was a conventional and ceremonious practice which did not oblige teachers to adopt a specific ideology, and did therefore not violate freedom of thought and conscience.
- 181.** Finally, the Government is of the view that while unions have the role of improving working conditions through negotiation, the management of local government affairs cannot be the subject of negotiation.

The Joint Committee's findings

- 182.** The Joint Committee recalls that in its findings on the allegation at its 13th Session in 2018, it held that patriotic acts and gestures can bring a positive element into an education setting, especially if they are done voluntarily. It found that quiet refusal to stand or sing is within an individual teacher's right to preserve a personal sphere of civil rights, even in a workplace setting. At the same time, within a democratic context, any acts of refusal that are overtly disruptive would not

be aligned with the duty to cooperate in good faith as set out in the Recommendation. The Committee therefore recommended exploring solutions which allow patriotic ceremonies to go forth undisrupted, but which could accommodate teachers who do not feel comfortable in participating in particular gestures of compliance.

- 183.** The Joint Committee therefore does not consider its findings in contravention of the Supreme Court ruling of 6 June 2011. Indeed, guidance to sing and stand are customary practice and as such are not a violation of teacher rights. But in cases where teachers are firmly against such practices, such requirements, if harshly enforced, can lead to infringements of teachers' civil rights. The recommendation of the Joint Committee on this matter does not oppose patriotic gestures. They suggest that nuance can be applied in the local practice of such ceremonies to allow respect to those who do not wish to participate in specific gestures and acts.
- 184.** The Joint Committee notes with satisfaction that no disciplinary cases in relation to anthem and flag have occurred in the past years.
- 185.** It also notes that the 1966 Recommendation is available in Japanese on the MEXT website, and that untranslated versions of the Joint Committee reports have been shared with the relevant local authorities.
- 186.** The Joint Committee is of the view that reports of the Joint Committee form part of the official guidance of both ILO and UNESCO and should therefore be shared and promoted by their respective members. It is also of the view that national Government, which represents Japan as a member of ILO and UNESCO, has the responsibility of promoting the recommendations of the Joint Committee at local level, without it being necessary for the reports to be addressed to specific local entities.
- 187.** The Joint Committee fully acknowledges that the 1966 Recommendation, and its findings and recommendations in respect of allegations, are non-binding and voluntary. In this respect, it encourages the Government to provide the reports to relevant local authorities, along with appropriate guidance for local authorities on how to understand and implement the observations and recommendations of the Joint Committee within the framework of applicable national law and practice. While a translation of Joint Committee recommendations would be highly useful, the Joint Committee is of the view that available digital translation applications are also available for local governments to understand them.
- 188.** The Joint Committee recalls that several paragraphs of the 1966 ILO/UNESCO Recommendation concerning the Status of Teachers call for the engagement with teachers' organizations in "the determination of educational policy" (paragraph 9), "defining educational policy and its precise objectives" (paragraph 10(k)), on "machinery to deal with disciplinary matters" (paragraph 49), and on "such matters as educational policy, school organization, and new developments in the education service" (paragraph 75). In the spirit of the Recommendation, engagement with teachers' organizations goes beyond working conditions and touches on all aspects of the education policy. Furthermore, the Joint Committee notes that such engagement does not imply only negotiation. It can involve other forms of social dialogue such as consultation and information sharing. In this respect, the Joint Committee encourages the use of social dialogue to address the issues at hand, which appear to have caused long-standing and unnecessary frictions in the affected school systems.

The Joint Committee's recommendations

- 189.** The Joint Committee recommends that the Governing Body of the ILO and the Executive Board of UNESCO encourage the Government of Japan to:

- (a) create a conducive environment for social dialogue with teachers' organizations on this allegation at the national and local level, as relevant, with the aim of resolving differences of opinion and of understanding of the 1966 Recommendation;
- (b) share with local authorities the Joint Committee's recommendations, in translation if possible, along with appropriate guidance on how to best ensure that the principles of the Recommendation, in particular those enumerated above, are applied and promoted in the context of this allegation;
- (c) give due consideration to the previous recommendations made by the Joint Committee on this allegation, including recommendations pertaining to the disciplinary mechanisms and policies and to the rules regarding patriotic ceremonies; and
- (d) keep the Joint Committee informed of efforts on the above recommendations.

Follow-up on the allegation received from the Nakama Teachers' Union (Japan)

Background

- 190.** At its 13th Session, the Joint Committee examined an allegation submitted by the Nakama Teachers' Union in which it described continuing practices that it considers to be not in line with the principles set out in the 1966 Recommendation, as well as a lack of willingness by the Japanese authorities to give effect to the Joint Committee's recommendations. The Joint Committee examined this allegation, alongside the response from the Japanese Government, and formulated observations and recommendations. One of the recommendations was to keep the Joint Committee informed of efforts made on the recommendations. At its 14th Session in 2021, the Joint Committee considered further communications by the Government and the union.
- 191.** No further information has been received from the union.
- 192.** In a further communication, the Government makes similar arguments as those made in the case of the AIM89 union above.
- 193.** In view of its reasoning on the allegation by AIM89 as set out above, the Joint Committee therefore encourages the Government of Japan to:
- (a) create a conducive environment for social dialogue with teachers' organizations on this allegation at the national and local level, as relevant, with the aim of resolving differences of opinion and of understanding of the 1966 Recommendation, including issues related to grievance mechanisms and teacher evaluation;
 - (b) share with local authorities the Joint Committee's recommendations, in translation if possible, along with appropriate guidance on how to best ensure that the principles of the Recommendation are applied and promoted in the context of this allegation;
 - (c) give due consideration to the previous recommendations made by the Joint Committee on this allegation, including recommendations pertaining to the disciplinary mechanisms and policies and to the rules regarding patriotic ceremonies; policy and practice on the selection of textbooks; and
 - (d) keep the Joint Committee informed of efforts on the above recommendations.
- 194.** Should no further information be received, the Joint Committee will close the matter in 2027.

Follow-up to the allegation received from the Cambodian Independent Teachers' Association (Cambodia)

195. The Joint Committee considered an allegation made by the Cambodian Independent Teachers' Association (CITA) at its 12th Session, and in a subsequent interim report published in 2016. In the final report of its 13th Session, the Joint Committee made a number of recommendations to the Government of Cambodia through the Governing Body of the ILO and the Executive Board of UNESCO.
196. Since the report of 2018, no information has been received by the Joint Committee from the Government or CITA. The Joint Committee had noted that the former President of CITA was convicted on felony charges of incitement to commit a felony or cause social unrest but has been released pending appeal of verdicts.
197. The Joint Committee further notes the continued challenges in implementing freedom of association in Cambodia, including in respect to teachers.
198. In view of the ongoing situation on trade union rights in Cambodia, the Joint Committee therefore will keep this case open, and encourages the Government and union to inform the Joint Committee of further developments.

▶ Working methods of the Joint Committee

199. The Joint Committee engaged in a thorough discussion of its methods of work, reflecting on past practices and recent changes. Initially, the Committee was tasked with conducting country surveys, but this approach was later replaced by expert reviews of global trends due to capacity constraints. Until 2018, the Committee held five-day in-person meetings, which shifted to a hybrid format following the COVID-19 pandemic. The current structure involves virtual preparatory meetings and a condensed three-day main session:
 - (a) committee members generally welcomed the hybrid approach, acknowledging that while the five-day format provided an immersive experience, a return to this model seems unlikely. However, members recognized room for improvement in the new format. Suggestions included discussing working papers in plenary sessions before breaking into smaller working groups, standardizing procedures across working groups and commencing preparations earlier;
 - (b) some members noted that the five-day format allowed for greater focus, while others found the hybrid model less stressful. There were calls to expand the Committee's scope beyond addressing trade union allegations to include country reports on educational trends. Members also recommended refining the selection of themes, as some were deemed too broad;
 - (c) the Committee considered ways to streamline the assignment of themes to members, while emphasizing that all members should participate in examining allegations;
 - (d) a strong recommendation emerged to focus the next session on progress towards achieving SDG 4, given the approaching 2030 deadline. Furthermore, the Committee discussed the importance of increasing its visibility and impact. Members suggested aligning the Committee's work more closely with other significant education-related events, such as World Teachers' Day. This strategic alignment could enhance the Committee's profile and ensure that its findings and recommendations reach a wider audience of education

stakeholders. This could include collaboration and exchange with other international organizations and organizations of employers and workers.

► Appendix I

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▶ Appendix II

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