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The Status of Teachers and the Teaching Profession

A study of education unions' perspectives

March 2015

Education International
Internationale de l'Education
Internacional de la Educación

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Education International
Research Institute

THE STATUS OF TEACHERS AND THE TEACHING PROFESSION

A STUDY OF EDUCATION UNIONS' PERSPECTIVES

Report by

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M.Sc. International and Comparative Education

March 2015

FOREWORD

"The Status of Teachers and the Teaching Profession – A study of education unions' perspectives" is based on an extensive survey (responses from 73 Education International (EI) member organisations from all regions) and a literature review, which dealt with teacher status issues. The research was conducted in the last quarter of 2014 and compiled in 2015. This "status" report was one of the major documents on which EI's Report to the Committee of Experts on the Application of the Recommendation concerning Teachers (CEART) was based.

This report captures the impact of austerity policies related to the global financial/economic crisis in a number, but not all, countries. The crisis has placed pressure on wages and working conditions and even acquired rights in a number of countries or served as an excuse to roll back fundamental freedoms (for example, pressure from the "troika", the EU, the European Bank, and the IMF, and not objective considerations, forced violations of the right to collective bargaining in Greece). Some of the effects on education and on this generation of students of ill-advised austerity measures will be felt long after the economy has recovered.

Another disturbing trend in crisis-affected countries, but in many others as well, was the growth of precarious work for teachers and other education workers. Short-term and fixed term contracts in many countries, replaced secure employment. This was often part of a downward spiral of lower quality teaching and teacher training, and large numbers of teachers "bailing out" of education. The teacher shortage, where it exists, is also making teaching less attractive because it has become less "professional". Although found in all education sectors, precarious work was particularly prevalent among workers in higher education, early childhood education, vocational education and training and education support services.

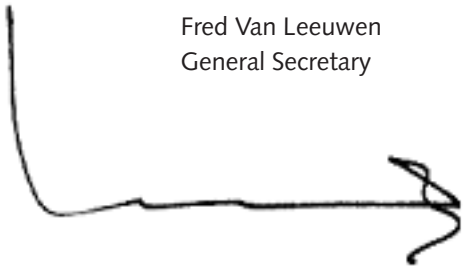
These developments are related to a wider problem of "de-professionalisation". In addition to traditional status of teachers concerns shown in previous EI surveys linked to wages, hours, and working conditions, member trade unions spoke of declines in teacher status due to pressures for privatisation, competitive attitudes, insecure employment relationships, and mistaken policies on measurement and accountability, including "high-stakes" evaluations.

The status of teachers depends on implementation of the principles enshrined in the Recommendations of the ILO and CEART Concerning the Status of Teachers from 1966 and the 1997 UNESCO Recommendation Concerning the Status of Higher Education Teaching Personnel. De-professionalisation and the pressures of market forces and

market mentalities in recent years have placed great strain on the recognition of and respect for those principles.

This status of teachers report is one more sign, one more piece of evidence that reveals the threats to the status of teachers from misguided "reforms". Given the intimate relationship between teaching conditions and learning conditions; those same threats endanger quality education.

This study is yet one more alarm bell about dangers to the teaching profession, the status of teachers, the exercise of the right of education and education as a public good. But, it is a bell that rings only for those who are willing to hear it. These issues must not be crowded out by private interests and slick marketing. They must, instead, move to the centre of a real, quality global debate on the future of education.



Fred Van Leeuwen
General Secretary

ACKNOWLEDGMENTS

This study was commissioned and funded by the Research Unit of Education International. The author wishes to thank Guntars Catlaks and Mireille de Koning, as well as all the staff of Education International for their constant support and guidance. In addition, the author would like to thank the union leaders and staff who gave their time to complete the survey. It is their voices that this report is trying to elevate, hoping to contribute to more just policies for teachers in the future. The author is also grateful to Selim Earls for assistance with editing issues.

AUTHOR BIOGRAPHY

Vasileios Symeonidis has worked as a research assistant in Education International's Research Unit. Prior to this, he worked as a school teacher in international school environments. He has completed his Master's studies in International and Comparative Education at Stockholm University and holds a Bachelor's Degree in Primary School Education. His main research interests include Educational Policy, Global Citizenship Education, and Critical Pedagogy.

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LIST OF ABBREVIATIONS

CEART	Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel
CPD	Continuous Professional Development
ECE	Early Childhood Education
EFA	Education for All
EI	Education International
ESP	Education Support Personnel
GDP	Gross Domestic Product
HE	Higher Education
HEIs	Higher Education Institutions
ILO	International Labour Organisation
IMF	International Monetary Fund
NCLB	No Child Left Behind
OECD	Organisation for Economic Co-operation and Development
PE	Primary Education
PISA	Programme for International Student Assessment
SE	Secondary Education
TALIS	Teaching and Learning International Study
UK	United Kingdom
UNESCO	United Nations Educational Scientific and Cultural Organisation
US	United States
VET	Vocational Educational and Training

EXECUTIVE SUMMARY

As the global union representing teachers and education workers worldwide, Education International (EI) promotes and defends the rights and status of the teaching profession. This study, commissioned by EI, seeks to elevate the voices of education unions in order to better understand the factors affecting the status of teachers and education workers. It aims to gather data on various aspects of teacher policy and serve as a reference for unions' advocacy work, also providing a basis for EI's report to the Joint International Labour Organisation (ILO)/United Nations Educational Scientific and Cultural Organisation (UNESCO) Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART).

The study is composed of several parts. The first is a review of existing literature on teacher status, drawing from an EI desk study carried out by Dr Linda Hargreaves and Dr Julia Flutter at the University of Cambridge, UK. The second section details the findings of a comparative analysis of data gathered through a global survey that was sent to all EI affiliated unions in October 2014. Responses were collected from 73 member organisations in 55 countries. The main findings are summarised towards the end of this study and recommendations are made on how to improve the status of teachers and education workers.

Issues from the literature review

This study focuses on the occupational status and prestige of teaching, which have been defined by Hoyle (as cited in Hargreaves and Flutter, 2013, p. 5) as:

- **Occupational prestige:** public perception of the relative position of an occupation in a hierarchy of occupations.
- **Occupational status:** a category to which knowledgeable groups allocate an occupation. (In other words, whether knowledgeable groups such as politicians, civil servants, and social scientists refer to teaching as a profession or not).
- **Occupational esteem:** the regard in which an occupation is held by the general public by virtue of the personal qualities which members are perceived as bringing to their core task.

As can be seen from the literature, a worldwide survey of national teacher union views on the status of teachers in their respective countries is inevitably complex. It must take into account contextual factors, such as national societal issues, the characteristics of each education system, regional and local specificities, school organisation, and issues involving the teaching profession. Therefore, the survey was designed to combine factual questions regarding statistical information on various education systems and the teaching profession with opinion-based questions about dominant perceptions on teachers and education in society today.

Main findings from the survey

The survey findings indicate that teacher status is related to aspects of quality education and, more specifically, to socio-cultural and economic contexts, job security, salaries and working conditions, teachers' professional development, representation of the teaching profession, professional autonomy, social dialogue, and involvement in decision-making.

Examination of various **national education demographic contexts** leads to the following findings: the goal of investing at least six per cent of gross domestic product (GDP) in education has yet to be achieved in many countries, particularly in Africa; feminisation of the teaching profession and allocation of less working time for non-teaching activities are trends mainly in early childhood and primary education; there is insufficient reported data on education support staff and migrant teachers; and minority groups are under-represented in the total education workforce in several participating countries.

The general perception of teachers' occupational status is seen as 'average' in all education sectors with the exception of higher education. Lower status is recorded more often for early childhood and vocational education and for education support staff. Over half of the respondents reported a decline in teacher status over the last 10 years. Differences in status between teaching and other occupations, as well as changes in status over time were mainly attributed to salaries and working conditions, the quality of teacher education programmes, standards for entering the profession, media image, government consultation with unions and teachers, trust in teachers' professional judgment, and the extent to which market-based policies are introduced in certain countries. Particularly in crisis-affected European countries, the status of teachers has

declined dramatically in recent years, mainly as a result of austerity measures imposed on and by governments, while a political tendency to de-professionalise teachers and undermine teachers' organisations has also been noted. But even in countries where teachers traditionally enjoy high status, a decline has been reported as a result of neoliberal trends in education. Moreover, the mass media in many countries has a tendency to present an unfavourable image of teachers and unions.

In terms of **the organisation of education systems,** while education is legally recognised as a responsibility of the state, many governments nowadays are transferring the responsibility for financing education to households. Whether explicitly referred to as privatisation in/of education or camouflaged by other terms, privatisation policies have been introduced in the majority of participating countries. In addition, many unions reported that student materials and teaching equipment are not always free or of adequate quality. The survey findings also indicate a tendency to merge the status of civil servant with that of contract employee, implying that permanently employed teachers who retire are replaced by newly recruited teachers on temporary contracts. In most cases, central or regional authorities employ teachers who are accorded civil servant status, while contract teachers are employed by local authorities or directly by education institutions.

With respect to the **recruitment, retention and professional development of teachers,** the survey findings show that in many countries the minimum qualification required to enter the teaching profession, particularly in early childhood and primary education, is lower than university level. In addition, there is not always a probationary period on initial entry to employment in the higher education sector. Over half of the respondents reported that teaching is not considered an attractive profession for young people, and high teacher attrition rates were evident across education sectors. Most unions, especially in Africa, reported teacher shortages, while over a quarter of respondents said that teachers were in oversupply. Moreover, initial and/or continuous professional education is not free or included in teachers' workload in many countries. An important finding is that the quality of professional education programmes is questioned and does not guarantee career progression in most participating countries.

The section on **consultation of profession regarding key educational issues** shows that teachers' trust has been compromised in recent years and, in many cases, teachers are held partially accountable for educational outcomes through test results or inspections.

The relationship between government and unions is described as frequently changing or conflictual, and this relationship is seen as related to unions' ability to influence education policy and reforms. When governments do consult unions, consultation is likelier to involve policy than pedagogical issues. Meetings, email feeds, and websites are the most common means for unions to communicate with and receive feedback from their membership.

Pay, benefits, and working conditions proved to be some of the most critical factors affecting teachers' occupational status and self-esteem. Survey findings show that an improvement or decline in salaries and working conditions over the years has a proportionate impact on teacher status. Yet, working conditions, in particular, have declined in most participating countries in recent years. Few unions stated that teachers' salaries are comparable to those of professionals with similar qualifications. And a significant lack in social security measures is identified in unemployment and transportation benefits and housing allowance.

In terms of **freedom of expression, association and collective bargaining,** teachers' employment and career opportunities are likely to be influenced by their political views or union activism in many participating countries. In cases where limited freedom of association was reported, the right to strike was denied or rarely exercised. In most countries surveyed, governments allow union representation in collective bargaining; yet a number of cases were reported where collective agreements have been unilaterally altered or cancelled in recent years.

As for **academic freedom and professional autonomy** in higher education, teachers in this sector are more likely to decide the content and methods of their teaching as compared to teachers in other education sectors. However, institutional censorship and government steering of teaching and research are commonly cited practices in this sector. With regard to **institutional rights, duties and responsibilities,** over half of the respondents noted that institutional autonomy is legally protected in their countries and that teachers can take part in the governing bodies of their institutions. Yet more and more universities are relying on private sources of funding with implications for institutional autonomy.

In order to **improve teacher status,** education unions argue that all education stakeholders should prioritise the following in policy-making:

- Provide high quality teacher education, professional development opportunities, and attractive career prospects
- Improve salaries and working conditions
- Ensure academic freedom, autonomy and involvement in decision-making
- Advocate for a strong public education system placed at the centre of local communities and a positive representation of teachers in society
- Regular dialogue between education unions and government. A more active role for unions in education policy formulation and implementation can ensure that professional issues and the welfare conditions of teachers will be effectively addressed. Teachers' involvement in policy development can ensure that the needs of students are also effectively addressed as teachers are best placed to understand what these needs are.

Policy recommendations

Considering that high occupational prestige and status is of critical importance to educational systems, recommendations for policy-makers made in this study include:

- States should ensure that at least six per cent of their GDP is invested in education for a balanced development of all education sectors.
- Education support personnel should enjoy the same status and working conditions and receive similar salaries to other education employees with comparable qualifications.
- States should take measures to ensure that entry into the profession and career progression must not discriminate on the basis of gender, race, sexual orientation, disability, political, cultural, or religious beliefs, union membership, or activism.
- Teacher education of high quality and standards is necessary for entry into the profession and must be fully funded. Participating in professional development programmes should ensure career progression opportunities for all teachers.
- The status of young teachers and education staff deserves particular attention, especially in times when precarious employment is on the rise.
- Public authorities must offer a range of incentives to ensure an adequate availability and retention of teachers.
- The teaching profession must be made more attractive for new entrants.
- Governments should promote a positive image of teachers and their organisations in order to raise public awareness of teachers' professional role and responsibilities.
- All sectors of education must be adequately respected for their contribution to society.

INTRODUCTION

> *Teachers should be accorded a high professional status in society commensurate with their professional responsibilities, qualifications and skills, and the contribution which their profession makes to the development of society.* (Education International, 2011, Article XI)

Teachers around the world decide to enter the profession for different reasons, but they all share the need for appreciation, autonomy, and affiliation during their professional careers. According to MacBeath (2012), research has shown that wherever teachers have been asked about their priorities and satisfiers, in South America, Sub-Saharan Africa, Europe, or North America, they refer to the importance of recognition and respect for their daily challenges. These common factors, essential for all teachers, shape the status of the teaching profession and play a crucial role in delivering quality and ensuring equity in education. In countries where the teaching profession is highly valued in society, such as Finland, Singapore, and South Korea, students seem to learn more effectively (Burns and Darling-Hammond, 2014). Moreover, teachers' positive sense of their status is closely linked to other aspects of quality education, including continuous professional development, engagement in research, collaboration and exchange with other teachers, and involvement in decision-making (Hargreaves and Flutter, 2013). In this respect, education unions are the most appropriate agents to help teachers improve their status by influencing educational policies.

Education International (EI), as the world's largest federation of unions, representing 30 million education employees in about 400 organisations in 171 countries and territories, is a major stakeholder that promotes teachers' status in the interest of quality education for all. At its 6th World Congress, EI stated that 'teaching at all levels should be recognised as a professional activity and accorded the same respect and status as other similar professions in society' (EI, 2011, XVII). EI participates in the triennial meetings of the Joint International Labour Organisation (ILO)/United Nations Educational Scientific and Cultural Organisation (UNESCO) Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) and regularly reports its findings based on a global survey undertaken by the EI Research Unit. The survey informing this report provides a basis for EI's report to CEART, and also aimed to gather data on various aspects of teacher policy and serve as a reference for unions' advocacy work.

The 2015 EI report on the status of teachers and the teaching profession comes at a crucial moment, after the deadline for the Education for All (EFA) goals, with uneven progress within and across countries and violations of teachers' rights worldwide. According to several EI reports (Verger et al., 2013; EI, 2012; Ball and Youdell, 2008), rapid changes in educational policies that result in the de-professionalisation of teachers include increasing privatisation in and of education, systemic underfunding of public education, recruitment of unqualified and/or contract teachers, and accountability mechanisms centred on measurement and performance related schemes. These policies, combined with austerity measures that were imposed in many countries due to the global financial crisis, are some of the many challenges for quality public education that influence teachers' lives, salaries, and working conditions, and do not align with teachers' professional perspectives. In response to these challenges, EI has initiated several campaigns, such as Education in Crisis (2009) and Unite for Quality Education (2013). In addition, with this study on teachers' status, EI aimed to create a research tool that could periodically examine how teachers and the teaching profession are valued in different national contexts.

The survey designed for the specific study covered a range of themes, based on the 1966 ILO/UNESCO Recommendation on the Status of Teachers and the 1997 UNESCO Recommendation on the Status of Higher Education Teaching Personnel. However, as the status of teachers is constantly changing in response to social developments, this survey also addressed key issues of importance to the profession, including gender equality and teacher migration. The survey covered the following themes:

- National education demographic context
- Evaluation of the general perception of teachers' occupational status
- Organisation of the education system in participating countries
- Recruitment, retention, and development of teachers
- Consultation of profession regarding key educational issues
- Pay, benefits, and working conditions
- Freedom of expression, association, and collective bargaining
- Academic freedom and professional autonomy
- Institutional rights, duties, and responsibilities
- Improving teacher status

The above mentioned themes were chosen carefully to address the multiple and complex contexts in which the perceptions of status are made, as well as to take account of the different education sectors and workers that unions represent. Therefore, the themes of demographic context and organisation of education systems aimed to elicit information on educational spending, the gender distribution of teachers, annual workload, the legal status of the teaching profession, educational trends, and conditions of educational facilities. The remaining themes focused on issues related directly to the status of teachers and teacher policies in respective countries, while the themes of academic freedom and institutional rights were designed to specifically address higher education issues.

Chapter 1 of this study focuses on a literature review on the status of teachers and the teaching profession, based on a desk study carried out by Dr Linda Hargreaves and Dr Julia Flutter of the University of Cambridge, UK, for EI. This is followed by Chapter 2, which provides an in-depth comparative analysis of national education unions' views on the above mentioned themes. Chapter 3 summarises the survey's findings and provides recommendations on improving teacher status.

Aims, objectives, and limitations of the study

This study aims to analyse data provided by EI-affiliated unions on the status of teachers and the teaching profession worldwide. The findings will be used by EI at the triennial meeting of CEART and will also seek to provide input to the EI Barometer, UNESCO's Annual Education for All Global Monitoring Report, and EI's advocacy work. Thus, the objectives of this study are to:

- Provide a literature review on the concept of teacher status, outlining the main factors influencing the concept, as well as suggesting ways to measure it.
- Carry out a questionnaire survey among all EI member organisations looking at the status of teachers in different contexts and taking account of different education sectors.
- Analyse and discuss the findings discovered in the empirical data, considering the 1966 ILO/UNESCO Recommendation on the Status of Teachers and the 1997 UNESCO Recommendation on the Status of Higher Education Teaching Personnel.
- Suggest ways of improving teacher status to education unions, intergovernmental organisations, and governments.
- Provide a body of statistical data on the demographic context of national education systems, as reported by unions.

However, conducting a global survey on the status of teachers based on the responses of education unions worldwide implies that certain limitations need to be acknowledged. First of all, this kind of survey is inevitably complex since multiple and diverse factors impact the status of teachers. National/societal issues, characteristics of national education systems, regional/local specificities, schools' organisation and teachers' professional issues comprise some of the contextual factors that could help us gauge the status of teachers cross-nationally. Therefore, the survey was designed to address most of these factors which unions would be able to answer authoritatively. Moreover, it should be acknowledged that different education unions represent different education sectors and workers, from early childhood to higher education and education support personnel (ESP), and that the status of teachers and education workers itself might vary depending on different education sectors or groups of education personnel. These issues imply that data reported for a specific country in the present study reflects the education sectors and/or group of education personnel that unions represent in this country and that it was not always possible to collect responses for all sectors of education and/or groups of education personnel in each country. For consistency, the term 'teachers' is employed throughout most parts of the study, though distinguishing between different sectors of education and ESP where relevant and possible. The term 'unions' is also employed throughout the study to refer to all forms of organisations that represent teachers and education workers. ESP might also be referred to as 'education sector' in a few sections of the study.

In addition, the ILO/UNESCO Recommendations on which the survey was largely based, while still politically relevant, lack perspectives on developments in recent decades. Thus, the survey also covered teacher policy issues raised by the EI Research Network and recent academic work. Last but not least, some unions did not complete all of the sections in the questionnaire, which has resulted in some missing or incomplete data.

Methodology of the study

In 2012, EI commissioned a literature review on the status of teachers and the teaching profession to Dr Linda Hargreaves and Dr Julia Flutter of the University of Cambridge, UK. Their report reviewed recent literature on perceptions and approaches to the measurement of teachers' status worldwide and recommended a conceptual framework for the development of an EI membership survey. It is important to emphasise that the survey examined national teacher unions' views on the status of

teachers in their respective States and was designed around a number of questions that reflect key issues of the 1966 and 1997 ILO/UNESCO Recommendations concerning Teaching Personnel.

The questionnaire survey was developed together with the EI Research Network that met in Brussels in March 2014. The comments informed the structure of the final survey that was sent to all EI member unions in October 2014 and collected in December of the same year. The survey included both closed factual questions and open opinion-based questions. It was translated into French and Spanish and was distributed in an online and Word document version. Unions were encouraged to fill in the online version that was designed to reflect the specific levels or sectors of education that unions represent. Full details of the respondent unions and countries, as well as the sectors of education that unions represent, are provided in Appendix 1. Survey replies were received from 73 member organisations, representing all regions. Specifically, 27 responses came from 21 European countries, which represent nearly 37 per cent of the total sample. Approximately 23 per cent of responses came from Asia-Pacific, with 16 responses from 13 countries. African education unions provided 12 responses from 11 countries and an equal amount of responses came from Latin America, 12 responses from seven countries. Five responses from three countries came from the North America/Caribbean region, while the Arab countries' cross-regional structure was underrepresented with one response only.

Considering the various sectors of education, the majority of respondent unions (78.4 per cent) represent primary and secondary education. A significant percentage of them (67.6 per cent) also represent early childhood education and more than half of respondent unions (56.8 per cent) represent vocational education and training (VET). Half of the unions represent higher education, while nearly 42 per cent of respondent unions organise ESP.

Out of the total number of responses, 68 were considered completed (responded to all of the survey's sections) and five were considered partial (responded to more than half of the survey's sections). It should also be acknowledged that there was a difficultly in some cases when unions were asked to provide statistical data on the number of teachers or ESP in their respective countries. Such an issue was expected though, since different unions operate in different jurisdictions, from regional to national, and their capacity to provide statistical information differs. Yet, such data was considered essential in order to identify, for example, gender disparities, as well as to update EI's database.

All survey responses were analysed in-depth taking account of the different education sectors and workers that unions represent, the socio-economic context of individual countries, and the ILO/UNESCO Recommendations. The research team aimed to elicit the opinions of respective unions on most factors that influence the status of teachers as evidenced by the literature and the above mentioned Recommendations. In several cases, the information gathered was analysed comparatively on a regional or national basis in order to identify variations within and between countries. Following the analysis, the main findings were synthesised and possible ways to improve teachers' status were identified.

CHAPTER 1

Literature Review

The aim of this literature review is to explore the notion of teacher status, as conceptualised by academics and international organisations, as well as to identify the factors that have an impact on it. Ways to measure teacher status are also presented here. This review is primarily based on the work of Dr Linda Hargreaves and Dr Julia Flutter of the UK's University of Cambridge.

1.1 Defining teacher status

According to Hargreaves and Flutter (2013, p. 4), the word 'status', which is derived from the Latin for 'standing', refers to one's standing in society. Over the centuries, various struggles have taken place in order to replace ascribed status (determined by birth into social standing) by achieved status (a comfortable living by means of individual educational and professional achievement), extending the focus of status to lifestyle and the ways in which individuals develop cultural styles to distinguish themselves from others. Turner (as cited in Hargreaves and Flutter, 2013, p. 4) identifies an objective dimension of status, implying the socio-legal entitlements of an individual, which differs from the subjective dimension of status, meaning people's perceptions of their own prestige. However, this study does not focus on individual teachers' subjective and objective social status, but on the occupational status and prestige of teaching. These have been defined by Hoyle (as cited in Hargreaves and Flutter, 2013, p. 5) as:

- Occupational prestige: public perception of the relative position of an occupation in a hierarchy of occupations.
- Occupational status: a category to which knowledgeable groups allocate an occupation. In other words, whether knowledgeable groups such as policy makers, civil servants, and social scientists refer to teaching as a profession or not.
- Occupational esteem: the regard in which an occupation is held by the general public by virtue of the personal qualities which members are perceived as bringing to their core task.

Similarly, UNESCO and ILO (2008), for the purpose of the 1966 and 1997 Recommendations, defines teacher status as follows:

> *The expression 'status' as used in relation to teachers means both the standing or regard accorded them, as evidenced by the level of appreciation of the importance of their function and of their competence in performing it, and the working conditions, remuneration and other material benefits accorded them relative to other professional groups. (p. 21)*

The 1966 Recommendation applies to all teachers in both public and private schools up to the completion of secondary education, while the 1997 Recommendation explicitly refers to higher education teaching personnel. The ILO and UNESCO definition seems to correspond to Hoyle's notion of occupational prestige, though emphasising the qualities accorded to the teaching profession. Thus, employs the term 'teacher status' for this study, which is used synonymously with the more technical term 'occupational prestige' and refers to the general public's perception of where teaching would be placed in a hierarchy of occupations.

1.2 Factors affecting the status of teachers

Various factors influence teacher status, covering a variety of contexts, from the global to the national to the school and the individual teacher. The ILO and UNESCO 1966 and 1997 Recommendations have set a number of international standards for a wide range of issues that relate to the most important concerns of teachers and affect their status. These issues include: (a) initial and continuing training, (b) recruitment, (c) advancement and promotion, (d) security of tenure, (e) disciplinary procedures, (f) part-time service, (g) professional freedom, (h) supervision and assessment, (i) responsibilities and rights, (j) participation in educational decision-making, (k) negotiation, (l) conditions for effective teaching and learning, and (m) social security (UNESCO and ILO, 2008, p. 8-9).

Considering these factors, UNESCO and the ILO have created certain provisions in both Recommendations that aim to define the responsibilities and rights of teachers, as well as indicate guidelines for dialogue between educational authorities, teachers, and their organisations in order to promote and improve the status of teachers worldwide. More recently, the UNESCO Strategy on Teachers (2012-2015), focusing mainly on developing countries, introduced a set of operational priorities in relation to teachers

until 2015, categorised as follows: (a) teacher shortage, (b) teacher quality, and (c) research knowledge production and communication (UNESCO, 2012). These priorities drive the strategy on supporting teachers for quality learning and specifically address the issue of teacher status in terms of 'raising the quality standards of the teaching profession worldwide and its social recognition by reinforcing the mechanisms to monitor existing international recommendations with an evidence-based approach and analysing the new demands and expectations regarding the teaching profession in the 21st century' (UNESCO, 2012, p. 6).

In their study, Hargreaves and Flutter (2013) analyse the impact of current global trends on the status of teachers, outlining a number of factors that shape the concept. They argue that the global economic recession has damaged teachers' pay and working conditions in many countries, particularly in Europe, and that job satisfaction, a crucial factor influencing teachers' self-esteem, has declined as a result of job insecurity and salary reductions. In this context, performance-related pay schemes that selectively reward individual teachers tend to be introduced by several governments under pressure to restrict public spending, at the expense of general pay increases. Moreover, the rise of private tutoring, often deriving from teachers' need to supplement their low income by taking on private lessons, undermines the status of public education and consequently the status of teachers (Hargreaves and Flutter, 2013, p. 11).

According to Hargreaves and Flutter (2013), other factors influencing the status of teachers are linked to political and policy changes. In many countries, there has been a growing emphasis on accountability policies, often at the expense of teachers' autonomy, and teachers increasingly feel under pressure. Several states tend to introduce school inspection systems, publish league tables of school performance and adopt measures aimed at evaluating and raising standards. Social trends also influence the status of teachers, as can be seen in countries where the status remains high because parents and communities value teachers for their contribution to their children's development and future. There are also national contexts, where the public perception of teachers' status exceeds teachers' own perception of their status, for example in Belgium's Flanders, where teachers have steadily been accorded higher esteem by society over the last 40 years (Verhoeven et al., as cited in Hargreaves and Flutter, 2013, p. 12). Another social trend related to teacher status is teacher migration, an increasingly global phenomenon that has reached the top of the policy agenda in many parts of the world (Caravatti et al., 2014). Last but not least, feminisation of the teaching profession tends to correlate with a decrease in the status of the profession.

According to UNESCO (as cited in Hargreaves and Flutter, 2013, p. 14): 'In general, as the prestige of an occupation declines, the proportion of female workers tends to increase. This in turn often corresponds to lower levels of remuneration'.

1.3 Ways to measure the status of teachers and the teaching profession

As we have already seen, teacher status is a complex, multifaceted concept that is developed in multiple contexts and is impacted by a number of factors. Hargreaves and Flutter (2013, p. 36) argue that this concept 'may be determined by certain factual variables such as levels of education and pay, but is experienced as a psycho-social phenomenon that can be perceived only by its reflections from various surfaces or interfaces'. When referring to the status of teachers and the teaching profession, we basically distinguish the social status that applies to the individuals - teachers - and the occupational status that applies to their occupation - teaching. Although the latter could be more objectively measured, the former plays a more significant role for teachers' health and happiness. Table 1 gathers the most relevant topics that could provide indicators for the status of teachers and teaching, taking account of different contextual layers.

TABLE 1: Conceptual framework to show proximal contexts (school, local/regional) and more distal contexts (teaching force, education system and national government), and issues at each level

CONTEXTUAL LAYER	ISSUES RELEVANT TO STATUS
Society/Government	- History, economic and political stability - Demand, supply and source of teachers - Control and regulation of profession, curriculum, assessment - Pay and conditions - Accountability/inspections/monitoring - Media – national press
Education system	- Longevity - Stability - Complexity (phases, public/private)
Teaching force	- Recruitment (entry qualifications) - Retention - Initial training - Continuing Professional Development - Voice

Regional/ Local arrangements	- Cooperation or competition - Links with local schools - Relationship with community
Own school	- Internal relations – with colleagues, assistants, and leadership - Leadership style – democratic, hierarchical, autocratic - Sense of trust and responsibility - Relations with parents - Resources and facilities
Individual teacher	- Own qualifications, motivation and self-efficacy: teacher identity - Relationship with pupils, parents, colleagues - Sense of autonomy, ownership, belonging - Feeling trusted and valued - Personal responsibilities

Source: Hargreaves and Flutter (2013, p. 39)

A study on teacher status that would consider all of these contexts and factors would probably need to involve two surveys, one addressing knowledgeable groups that could respond authoritatively in relation to the 'distal contexts' and a second one addressing individual teachers and 'proximal contexts'.

The present study focuses on the views of a knowledgeable group, teacher union representatives, whose work is inherently linked to the status of teachers and teaching. Teacher representatives are an ideal sample of respondents, 'who are likely to have a sophisticated knowledge and understanding of regional and national issues, and of the interface between the two, as well as knowledge of local and school matters, their interface, and individual teachers' grievances' (Hargreaves and Flutter, 2013, p. 38).

CHAPTER 2

Analysis of the survey data

The purpose of this chapter is to report and analyse the findings from the survey. The chapter is structured following the themes and questions of the survey, while a table with statistical information on the national demographic context of respective education systems is provided in Appendix 2. Sections 2.8 and 2.9 focus specifically on higher education issues. The survey can be found in Appendix 3. This chapter uses unions' acronyms when citing their views.

2.1 National education demographic context

The first section of the survey asked unions to provide data on educational spending, number of male and female teachers, annual workload and representation of minority groups, migrant and disabled teachers in the profession. While unions offered significant statistical information for this section, it was not always possible to gather detailed data for all requested areas. An overview of this data can be found in Appendix 2.

The Dakar Framework for Action (UNESCO, 2000) set as one of its guidelines the increase of budgetary resources for education in order to achieve universal primary education. For Sub-Saharan Africa, this allocation was set at between seven and nine per cent of GDP and for the Americas at six per cent or more. Our survey findings show that in the 11 African countries represented, this goal has generally not been reached, with the highest percentage of GDP spent on education reported in Ghana (6.1 per cent) and the lowest in Zimbabwe (1.8 per cent). As for the Latin American region, unions in Costa Rica and Honduras reported expenditure of nearly seven per cent of GDP, whereas in Peru, Uruguay, and Venezuela, education spending was five per cent or less. Other countries for which unions reported public expenditure on education equal to or below 2.5 per cent of GDP included Armenia, Iraq, the Philippines, and Sri Lanka.

The duration of compulsory education reported in countries represented in the survey ranges from six years, covering mainly primary education, in Guinea, Honduras and Iraq, to 14 years in Argentina, Brazil, and the United Kingdom (UK). On average,

most countries gave a figure of nine to 10 years' compulsory education including early childhood, primary, and lower-secondary education.

Most union respondents noted very high numbers of female teachers in early childhood and primary education, whereas the proportions of male teachers seem to increase considerably in secondary, vocational, and particularly higher education. A significant gender imbalance in early childhood and/or primary education was reported in Australia, France, Iceland, Ireland, Japan, Malaysia, New Zealand, Portugal, Senegal, South Korea, and Turkey. Many more part-time than full-time teachers were reported for higher education in Argentina and the US, secondary education in Haiti, and education in general in Brazil.

There is less statistical data on the number of ESP than for other employees in the education sector in most countries. Significant gender disparities and feminisation of ESP were reported in Estonia, the Netherlands, Portugal, and the US, and within the primary education sector in Japan.

Considering teachers' annual workload, it can be seen that total working hours are approximately equal to total teaching hours in many countries, especially in early childhood and primary education. This is the case for example in the Turkish sector of Cyprus, Fiji, Honduras, Iraq, Ireland, Latvia, Morocco, Turkey, Uruguay, Venezuela, and Zimbabwe. Additional working time for non-teaching activities is recorded more often in secondary, vocational, and higher education.

Over half of respondent unions mentioned that there are migrant teachers in their countries, yet few unions could indicate their exact number. In the US, the American Federation of Teachers (AFT) reported that, from 2000 to 2010, over 100,000 migrant teachers have been recruited, with an estimated 13,000 currently working on temporary visas according to recent statistics. Other countries for which unions reported numbers of migrant teachers included Brazil, the Cook Islands, France, Germany, Iraq, and Malaysia. Most of the respondents reported that teachers with disabilities are also represented in the total education workforce in their countries.

A variety of responses were recorded when unions were asked to indicate if there are minority groups which are not proportionally represented in the total education workforce in their countries. An equal number of unions (26) responded both positively and negatively to this question, while 17 unions replied that they 'don't know'. In Argentina, the Federación Nacional de Docentes Universitarios (CONADU) reported that transsexuals have difficulties in gaining access to jobs and, thus, the Ministry

of Labour is working with unions on policies that aim to integrate sexual minorities and help avoid any discrimination based on gender identity and sexual diversity in the workplace. In Brazil, the Federação de Sindicatos de Professores de Instituições Federais de Ensino Superior (PROIFES-Federação) mentioned that black and mixed-race teachers are critically underrepresented in the profession. The Greek Federation of Secondary State School Teachers (OLME) said that, in Greece, while some minority groups run their own schools, the government does not acknowledge teachers working in these schools as permanent staff. The Australian Education Union (AEU) reported that Aboriginals and Torres Strait Islanders comprise three per cent of Australia's population but only 0.1-1.2 per cent of the teaching workforce, while foreign nationals comprise 24 per cent of the population but only 12-30 per cent of the workforce. A similar situation was reported in New Zealand, where the NZEI Te Riu Roa mentioned educational challenges of inclusion due to a lack of native speakers of the indigenous languages in the teaching force. In the US, the National Education Association (NEA) provided the following data:

> *In comparison to their proportion of the U.S. total population, the following racial/ethnic groups are underrepresented: Hispanic/Latino: 16.3% of population vs. 7.8% teaching force, Black/African American: 12.6% of population vs. 6.8% of teaching force, American Indian/Alaska Native: 0.9% of population vs. 0.5% of teaching force, Asian: 4.8% of population vs. 1.8% of teaching force, Native Hawaiian & Other Pacific Islander: 0.2% of population vs. 0.1% of teaching force.*

2.2 Evaluation of the general perception of teachers' occupational status

The first question of this survey's section asked unions to evaluate the status accorded to teachers in their societies, based on the sectors of education that unions represent. As evidenced in Figure 1 below, an average status is accorded to teachers by nearly half of respondent unions in almost all sectors of education. However, in higher education 43 per cent of unions representing this sector indicated that higher education personnel enjoy a high status in society. It is also interesting to note that, on average, less than a third of unions in each sector besides higher education indicated that teachers are accorded a high status and less than five per cent indicated a very high status. In particular, 40 per cent of unions reported that ESP are accorded a low status in society, and nearly 23 per cent of unions representing teachers and ESP in early childhood education (ECE) and VET reported the same.

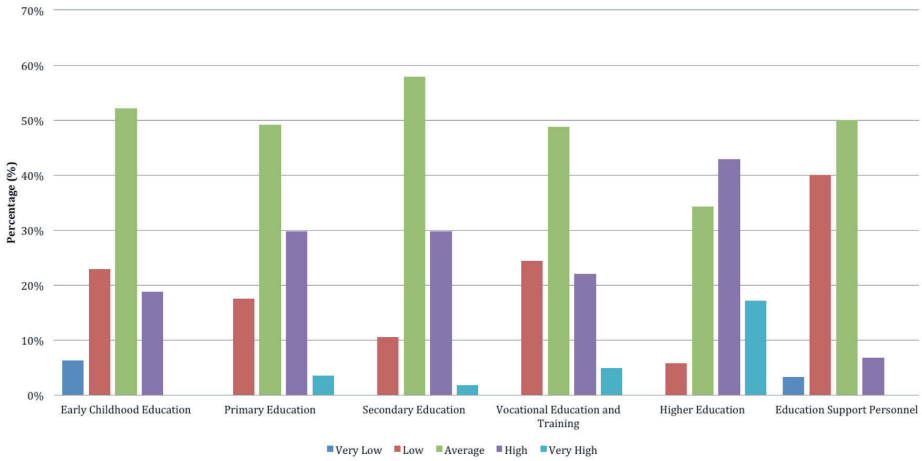

Figure 1: General perception of teachers' status
Results by sector of education, ECE: 100% = 48 unions, PE: 100% = 57 unions, SE: 100% =57 unions, VET: 100% = 41 unions, HE: 100% = 35 unions, ESP: 100% = 30 unions

Similar data based on individual teachers' views were reported in the 2013 Teaching and Learning International Survey (TALIS) from the Organisation for Economic Co-operation and Development (OECD), in which less than a third of secondary school teachers indicated that they 'agree' or 'strongly agree' that the teaching profession is valued in society (Burns and Darling-Hammond, 2014, p. 11). With regard to primary education, unions reported that teachers are accorded a high or very high status in Argentina, Armenia, Brazil, Canada, Fiji, Ghana, Guinea, Japan, Malawi, Malaysia, the Philippines, Senegal, the Solomon Islands, South Korea, Spain, and Sri Lanka. On the other hand, a low or very low status is accorded to primary school teachers in Bosnia and Herzegovina, Haiti, Iceland, Liberia, the Netherlands, Sweden, Uganda, and the United States (US).

In a second question, unions were asked to comment on the status of teachers and ESP in relation to other professions with similar qualifications in respective countries. Their responses provided a number of factors that explain the differences in status between occupations; these can be categorised as follows: (a) differential between public and private sectors, (b) salaries and working conditions, (c) socio-cultural background, (d) government attitude, (e) ability to influence decision-making, and (f) attractiveness of the profession. Some representative responses for each category are provided in Table 2 below.

TABLE 2 : Comments on the status of teachers and education support personnel in relation to other professions with similar qualifications

FACTORS	STATEMENT (GROUPED THEMATICALLY)
Differential between public and private sectors	**New Zealand/New Zealand Educational Institute Te Riu Roa (NZEI Te Riu Roa):** "It varies depending on whether people work in the state sector or private sector. Generally, status is linked with socio-economic factors and therefore state sector workers and people in 'caring' professions are regarded as lower status." **Ireland/Teachers' Union of Ireland (TUI)**: "High perception but only paid 81% of people in private sector with similar qualifications."
Salaries and working conditions	**Philippines/Alliance of Concerned Teachers (ACT):** "Teachers and education workers in the Philippines are underpaid and overworked." **Nepal/Nepal National Teachers' Association (NNTA):** "Teachers' are in various social strata in Nepal. Public school regular quota permanent teachers for English, Maths and science are recognized better than other subjects and temporary types of teachers. But altogether teachers are taken as less preferred profession than civil servants and security personnel." **Brazil/Confederação Nacional dos Trabalhadores em Educação (CNTE):** "Society recognises the social role of the teacher, more than that of the support staff, but the salaries and working conditions discourage young people to go into the profession. The average salary of teachers with higher education is 35% less than that of other professionals with the same level education." **Kenya/Universities' Academic Staff Union (UASU):** "Personnel in other fields are better remunerated than teachers with the same qualifications." **Uganda/Uganda National Teachers' Union (UNATU):** "The status is very low. They also earn less than their counterparts with the same qualifications in other professions for example in the medical department."

Socio-cultural background	**Japan/Japan Teachers' Union (JTU):** "Teachers are required to finish teacher education course at college/ university, and gain teaching license(s). Medical doctors and attorneys have similar requirement. Comparing with those professions, the status of teachers has been comparatively lower in recent years, mainly because the educational backgrounds of parents have been better in general." **South Korea/Korean Teachers' and Education Workers' Union (KTU):** "Comparing to other jobs, the teaching profession in Korea has high job-stability. So, university graduates are very eager to become a teacher. Even though the status has been declining, the Korean society traditionally has given respect to teachers."
Government attitude	**UK/National Association of Schoolmasters Union of Women Teachers (NASUWT):** "Generally morale of teachers is low at the moment and the profession is feeling a loss of status. This may be perception, rather than reality due to attitude of Westminster Government." **Liberia/National Teachers' Association of Liberia (NTAL):** "The Government prioritizes other professions more than the teaching profession in Liberia. For example an Accountant working at the Ministry of Finance with BSc gets twice the salary and incentives as the teacher or education personnel with BSc."
Ability to influence decision-making	**US/AFT:** "Teachers and education support personnel are not accorded the respect that other professions with similar qualifications are in the U.S. In the last decade, we have seen an exponential increase in the level of disrespect for teachers in particular. Unlike other professions, which are presumed to know best how to improve, teachers' recommendations for improving education and their profession are ignored or attacked by policy makers, the media and members of the corporate and financial elite. Education reform efforts at every level disregard teacher and community voices that clamour for improving the schools we have rather than local and state take-over schemes that paint schools as 'failures' and turn them over to private operators."

Attractiveness of the profession	**Netherlands/Algemene Onderwijsbond (AOb):** "The status of teachers is seen as much lower. As a consequence, few students want to be a teacher. The status of support personnel is of the same status as other people in similar jobs outside education." **Australia/Independent Education Union of Australia (IEUA):** "Surveys have shown that community perception relative to other professions is not great - but the same respondents are actually very happy with their own child's teacher. University entrance scores would suggest low relative preference for teaching as a profession."

When asked about the status of teachers between urban and rural areas in respective countries, the responses received from union representatives were mixed, as can be seen in Figure 2 below. Most unions (39 per cent), particularly in Europe, indicated that the status of teaching is ranked the same between urban and rural areas (in e.g. Cyprus, Denmark, Iceland, Ireland, Netherlands, Norway, Sweden, and UK). Nearly a third of respondents (31 per cent) stated that teaching in rural areas is ranked lower than teaching in urban areas (in e.g. Benin, Fiji, Ghana, Guinea, Honduras, Liberia, Morocco, New Zealand, Peru, Sri Lanka, Togo, and Zimbabwe), whereas the opposite is the case for over a fifth of respondents (22 per cent) (in e.g. Estonia, Greece, Japan, Kenya, Latvia, Malaysia, Nepal, Portugal, Russia, and Turkey).

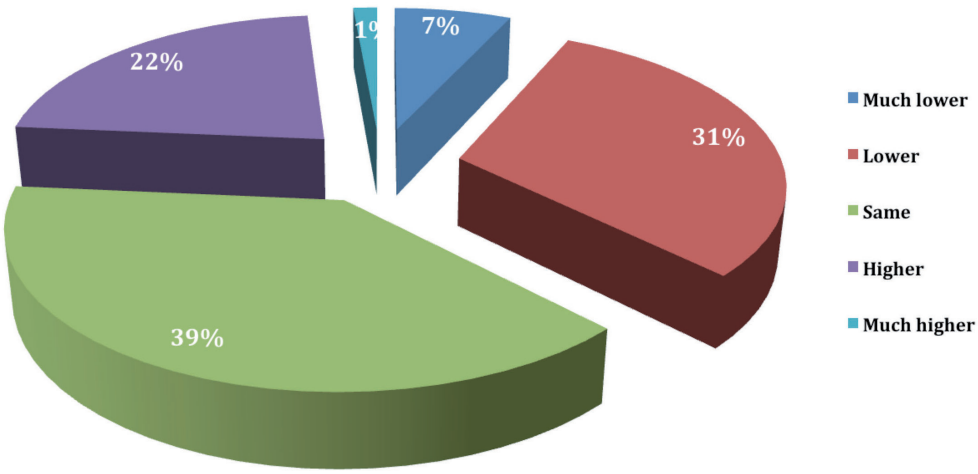

Figure 2: Status of teaching in rural areas compared to teaching in urban areas
Results by union, 100% = 72 unions

CHANGES IN TEACHER STATUS

Unions were also asked to indicate whether teacher status has changed over the last ten years in their respective countries. As illustrated in Figure 3 below, over half of respondents (52 per cent) reported that teacher status has slightly or significantly declined, while 37 per cent reported a slight or significant improvement. Nearly 11 per cent stated that no change has occurred.

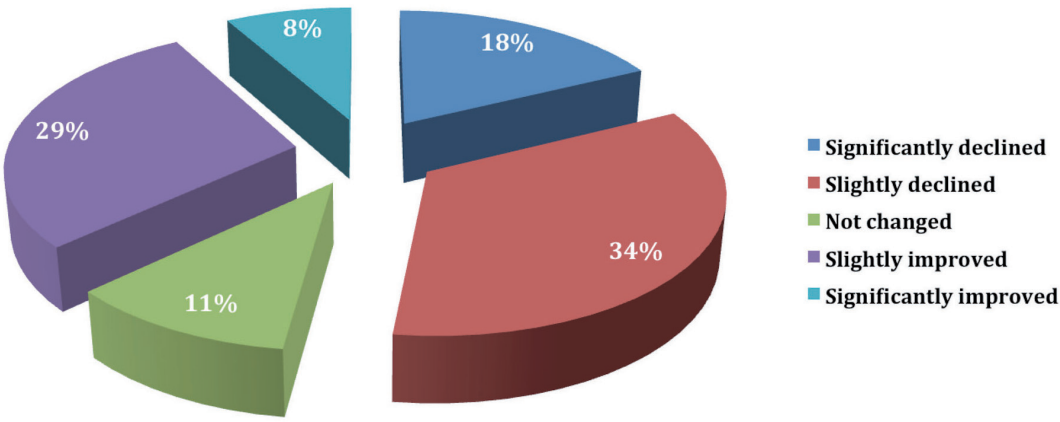

Figure 3: Change in teachers' status over the last 10 years

Results by union, 100% = 73 unions

When asked to explain their answers, unions that reported a slight or significant improvement in teacher status attributed this to salary increases, better working conditions, benefits, incentives, improved teacher education programmes, higher standards to enter the profession, and consultation with unions and teachers. The Kennarasamband Íslands (KI) in Iceland stated that the reason for a slight improvement in teacher status was a 2008 law that raised the educational requirements for entering the profession to a master's degree. Similarly in Iraq, the Kurdistan Teachers' Union (KTU) reported that the provision of training courses and establishment of a new college of teachers, as well as an institute of development and training for teachers since 2007, had contributed towards improving teacher status. Tereora College mentioned that

increased salaries, a better pathway for certification, and internationally recognised qualifications have improved teacher status in the Cook Islands.

The Estonian Educational Personnel Union (EEPU) also stated that a slight status improvement in Estonia has occurred as a result of better working conditions, higher competences of teachers and higher salaries. In Kenya, UASU reported that remuneration as a result of signing a collective bargaining agreement slightly improved the status of higher education teaching personnel. In Senegal, the Union Démocratique des Enseignant(e)s du Sénégal (UDEN) also reported that negotiations between the unions and the government led the latter to accept some measures for the improvement of teacher status by organising consultations on education and training. Last but not least, the Private Schools Employees Union of Malawi (PSEUM) mentioned that its government has put in place incentives such as hardship allowances and free housing for teachers working in rural areas.

At the other end of the scale, the majority of the unions which indicated a slight or significant decline in teacher status during the last ten years put this down to salary cuts or wage freezes, poor working conditions, negative media image, the introduction of market-based reforms and privatisation policies, emphasis on the results of international student assessments, and distrust of teachers' professional judgement.

Particularly in crisis-hit European countries, the status of teachers has declined dramatically over recent years, mainly as a result of austerity measures imposed on national governments, while a political trend of degrading teachers has also been noted. In Cyprus, the Association of Teachers of Technical Education Cyprus (OLTEK) reported that teachers, as well as other civil servants, have been held partly responsible for the economic crisis due to their higher salaries. For the Turkish sector of Cyprus, the Cyprus Turkish Secondary Education Teachers Union (KTOEÖS) noted a 40 per cent salary reduction in teachers entering the profession since 2011 and the Cyprus Turkish Teachers' Trade Union (KTÖS) further mentioned that the unstable educational policies of the government have resulted in a public mistrust in education. In Greece, OLME reported a significant decline in teacher status primarily because secondary education has expanded in terms of both teachers and students, at the same time that teachers' salaries have been significantly reduced. In addition, the media and government have systematically degraded teachers' work and promoted a derogatory attitude towards teachers. In Ireland, the TUI noted that recent public discourse has

been quite negative towards public servants and the same has been reported in Spain, where the Federación de Trabajadores de la Enseñanza de la UGT (FETE-UGT) noted that teachers are still very much blamed by politicians. In Portugal, the Federação Nacional da Educação (FNE) mentioned that the authority of teachers, their salaries, and working conditions have declined significantly.

Even in countries where teachers traditionally enjoyed a high status, a decline has been reported during the last ten years, as a result of neoliberal trends towards competition, standardisation of practice, and commodification of public services. The following comment by the KTU (Korea) summarises a perspective that was shared by several respondent unions:

> *First, competitive culture has been introduced to the teaching profession because of the neoliberal-based education policies like merit-bonus payment, standardised testing, teacher evaluation system, and so on. Governmental policy makers wanted to show people the government's big efforts to bring innovative change among teachers, but it has resulted in no positive fruit. Rather, those policies have played a role in breaking the cooperative culture among teachers.*
>
> *Second, students' interest in learning has declined because of teaching to the test. It has brought about students' bad behaviour that teachers can't control, school violence, and much burden on teachers.*
>
> *Both are the factors that have reduced teachers' status.*

Moreover, several respondents pointed to the negative effect on teacher status of comparative student assessments and the use of league tables, both at national and international levels. In Australia, the IEUA reported an increased amount of scrutiny and comparison of schools/teachers due to a national testing regime, online or media publication of school scores, and commentary on international testing, such as the OECD's Programme for International Student Assessment (PISA), which has led to teachers being blamed for perceived student underperformance. The Danish Union of Teachers (DLF) also highlighted the negative impact of PISA and other international surveys on the status of teachers in Denmark. In the US, the AFT stated that since the early 2000s, education policies have focused on identifying and sanctioning individual teachers for poor student achievement, resulting in a culture that 'blames and shames' teachers. One example provided is the federal 'Race to the Top' programme, which incentivised states to legislate and implement unproven teacher evaluation systems that tie teacher pay and advancement to student test scores. Similarly, the NEA noted

that the reform movement in the US focused on teacher effectiveness and evaluation has centred on a message that there are too many bad teachers who cannot be fired. In France, the Union Nationale des Syndicats Autonomes (UNSA) referred to two consecutive periods that had different impacts on teachers, depending on whether they worked in higher education or at other levels. Between 2007 and 2012, 80,000 jobs in education were cut, due to a policy to reduce the number of civil servants. Post-entry exam training and continuing professional development (CPD) programmes were also abolished. In the second period, from 2012 to 2014, the situation improved as 40,000 jobs were created and post-entry exam training was reinstated (one year of training). During these periods, the status of primary and secondary education teachers declined slightly, whereas the status of higher education teaching and support personnel deteriorated significantly with regard to university reforms that reduced staff, increased the workload, and cut budgets.

MEDIA IMAGE OF TEACHERS AND EDUCATION UNIONS

Examining the way that the mass media portray teachers and their unions is of particular importance, since their discourse shapes the perceptions of public education and impacts the status of teaching. Goldstein (2011) argues that the US media have visually and textually presented the No Child Left Behind (NCLB) Act and market reforms as the only way to address the inefficiencies of public education by attacking teachers' unions and individual teachers. They have presented a very negative image of unions compared to NCLB and other school reform efforts.

This report also argues that the mass media in a number of countries included in our sample present an unfavourable image of teachers and education unions for reasons that will not be thoroughly examined here. As evidenced in Figure 4 below, nearly half of respondent unions (51 per cent) contend that the media image of and attitude to teachers is negative or very negative in their countries. Only one in four unions reported a positive media image of teachers and 23 per cent reported a neutral one. When it comes to the image of education unions, there is a significant increase in the percentage of very negative responses that, if combined with the negative ones, shows a majority of respondents (53 per cent) noting an unfavourable image. However, in many countries, respondents indicated that their media image remained neutral (26 per cent) or positive (19 per cent).

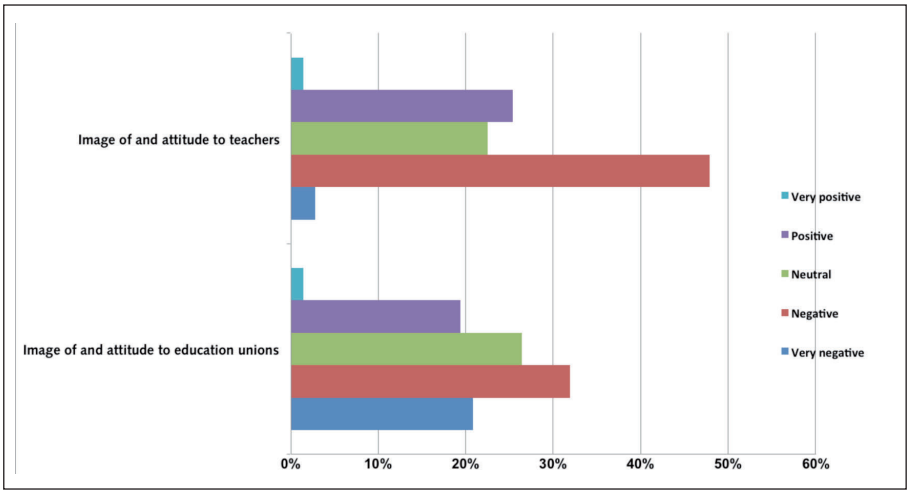

Figure 4: Image of and attitude to teachers and education unions promoted by the mass media

Results by union, 100% = 73 unions

In the Netherlands for example, AOb reported that the media keep conveying the image of teachers as lazy and unconstructive, while in New Zealand, the NZEI Te Riu Roa stated that the negative media image of teachers often reflects the way teachers are referred to by politicians.

2.3 Organisation of the education system in participating countries

According to the 1966 ILO/UNESCO Recommendation (Article 10c), 'since education is a service of fundamental importance in the general public interest, it should be recognized as a responsibility of the State, which should provide an adequate network of schools, free education in these schools and material assistance to needy pupils' (UNESCO and ILO, 2008, p. 23). In EI's survey, the vast majority of union respondents (96 per cent) indicated that the provision of education is recognised legally as a responsibility of the State in their respective countries.

However, in many countries, governments are gradually transferring the responsibility of financing education to households. As illustrated in Figure 5 below, when unions were asked to indicate if access to publicly funded education is provided free of charge, a significant percentage of respondents in three out of five education sectors

gave a negative response. Particularly in higher education, almost half of the unions representing this sector noted that access is not free, even if higher education institutions receive state subsidies. More than a third of respondents also reported that access to state-funded ECE places a burden on household budgets, while high percentages of negative responses have been reported in VET. On the other hand, the overwhelming majority of unions representing primary education (96 per cent) reported that access to state schools is provided free of charge. However, this is not the case in Morocco and Zimbabwe, where the Syndicat National de l'Enseignement - Fédération Démocratique du Travail (SNE/FDT) and the Zimbabwe Teachers' Association (ZIMTA) report that state-funded primary education is not free.

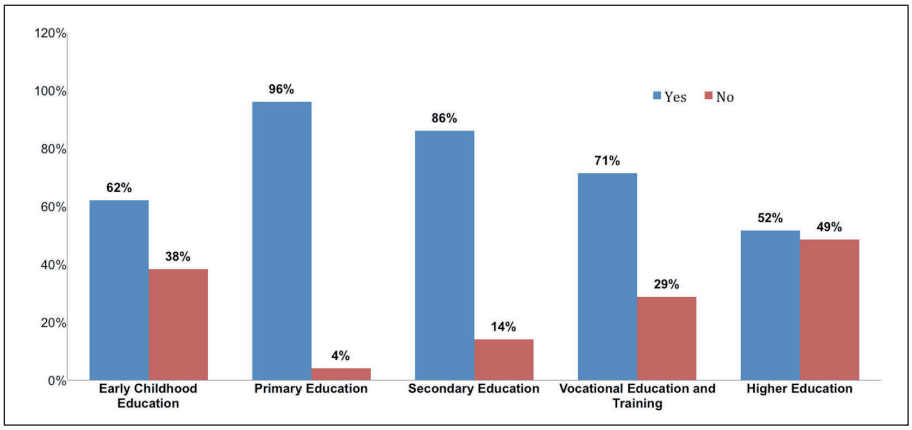

Figure 5: Access to publicly funded education provided free of charge

Results by sector of education, ECE: 100% = 42 unions, PE: 100% = 51 unions, SE: 100% =50 unions, VET: 100% = 35 unions, HE: 100% = 33 unions

Privatisation policies have been introduced in the majority of countries represented in EI's survey. As Ball and Youdell (2008, p. 9) argue, a range of policy tendencies linked to privatisation are evident nowadays in the education policies of diverse national governments, either explicitly referred to as privatisation or masked by the term 'education reforms'. Figure 6 below illustrates the extent to which different issues apply in respondents' countries. As can be seen, the vast majority of respondents reported that issues linked to privatisation in and of education, such as the expansion of private educational institutions, proliferation of private tutoring, and competition for funding between educational institutions apply 'to some extent' or 'to a great extent' in their countries. Such policies are often pursued as solutions to perceived inefficiencies of the public school system.

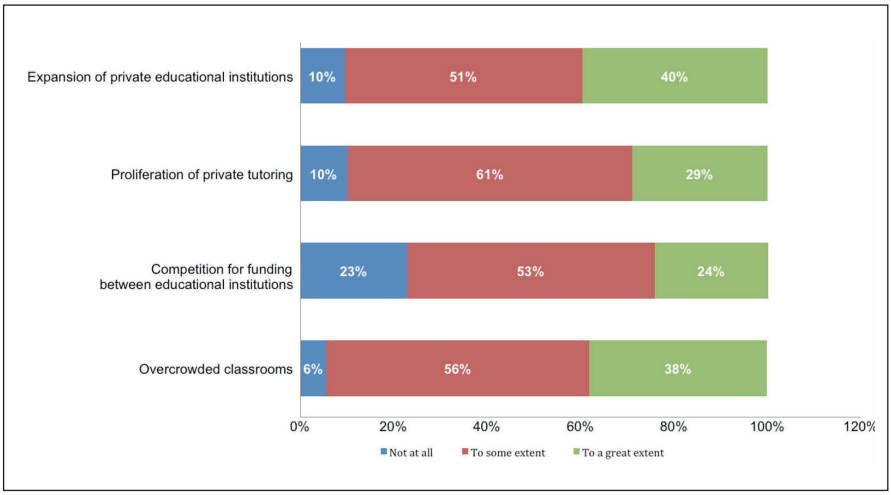

Figure 6: Extent to which certain issues exist in participating countries
Results by union, 100% = 71 unions

In addition, most unions noted the existence of overcrowded classrooms, an issue that is not in line with Article 86 of the 1966 Recommendation, which states that 'class size should be such as to permit the teacher to give the pupils individual attention' (UNESCO and ILO, 2008, p. 35). Specifically, unions in Cyprus (Turkish sector), France, Haiti, Senegal, and Togo reported that all the above mentioned issues apply 'to a great extent' in their countries.

EDUCATIONAL FACILITIES

Apart from a stimulating and supportive teaching and learning environment, educational facilities constitute a crucial factor for attracting and retaining teachers. The ILO/UNESCO 1966 Recommendation (Article 108) argues that 'school buildings should be safe and attractive in overall design and functional in layout; they should lend themselves to effective teaching, and to use for extra-curricular activities and, especially in rural areas, as a community centre' (UNESCO and ILO, 2008, p. 38). Figure 7 below illustrates the overall views that union respondents have on the condition of educational facilities and availability of student materials in their respective countries.

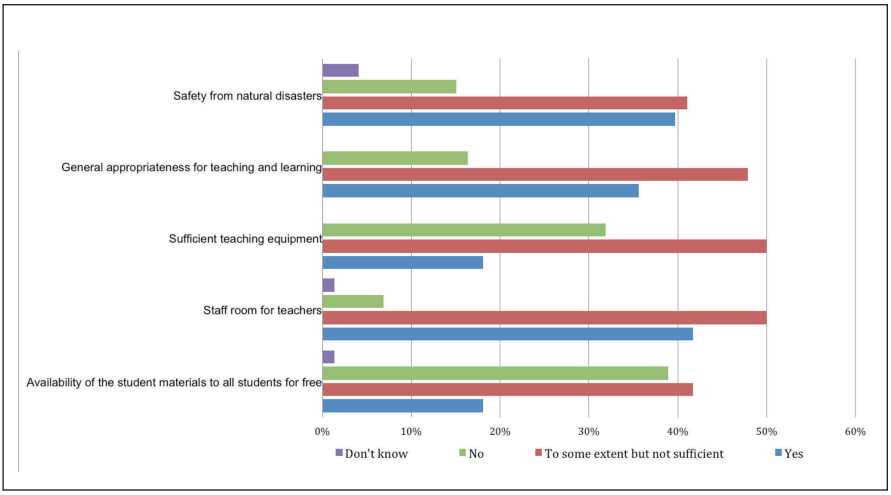

Figure 7: Condition of educational facilities and availability of student materials
Results by union, 100% = 73 unions

As evident from the above figure, most unions indicated that educational facilities are inadequate in their countries. Nearly 40 per cent responded positively to the questions of whether educational facilities are safe from natural disasters and whether staff rooms are available for teachers in schools. Of special concern though are jurisdictions in which schools are not considered safe from the occurrence of natural disasters, such as in Armenia, Bosnia and Herzegovina, Costa Rica, Cyprus (Turkish sector), Guinea, Honduras, India, Kenya, Morocco, the Philippines, and the Solomon Islands.

On the other hand, a high proportion of negative responses are recorded when it comes to the 'availability of student materials to all students for free' (39 per cent) and the same is true with respect to 'sufficient teaching equipment' (32 per cent). Moreover, in Argentina, Brazil, Costa Rica, Greece, Haiti, Honduras, Kenya, Nepal, the Philippines, Togo, and Turkey, unions reported that educational institutions are generally inappropriate for teaching and learning.

TEACHERS' LEGAL STATUS

When unions were asked to indicate the legal status of teachers working in the public sector in their respective countries, most unions reported that the status more commonly accorded to teachers in all sectors of education is that of civil servants.

As illustrated in Table 3 below, higher percentages of civil servant status can be seen in primary and secondary education, whereas contractual status was recorded more often in ECE, VET, higher education, and among ESP. The employment of teachers on a contractual basis is becoming a common practice in many countries worldwide, while in Armenia, Estonia, Ireland, Latvia, Russia, Sweden and the UK, this kind of employment is the only one reported for most sectors of education. In some cases, public school teachers can be employed either as civil servants or contract employees, as for example in Australia, Brazil, the Cook Islands, Greece, Guinea, Haiti, France, Malawi, the Netherlands, Portugal, Senegal, the Solomon Islands, and Turkey.

TABLE 3 : Legal status of teachers
Results by number of responses*

	Civil Servants	Contract employees	Number of respondent unions
Early childhood education teachers	30	26	45
Primary school teachers	44	25	55
Secondary school teachers	48	27	56
Vocational education and training teachers	30	23	40
Higher education teaching personnel	26	24	35
Education support personnel	21	18	28

**Unions could choose more than one response*

The increasing number of teachers employed on fixed-term contracts is also evident in the unions' open comments. In Greece, OLME reported that young entrants are increasingly employed in public schools for a period of a few months and are remunerated by EU-funded programmes. In Nepal, the NNTA noted that ECE teachers are employed only on a contractual basis because they are considered as 'initiators' and not teachers, while a significant number of teachers with a civil servant status are retiring and newly recruited teachers are employed on contract. In the Netherlands, AOb stated that the number of teachers hired on payroll constructions or as independent

own account workers' is rising in all sectors except primary education. In the US, the NEA indicated that, while in the past, the majority of higher education teaching personnel were civil servants, today a growing majority are contract employees.

In Argentina, CONADU explained that higher education teaching personnel are regarded as public employees rather than civil servants, since their salaries are paid by the state, but their contracting system and the guarantee of stability are different compared to civil servants. The NZEI Te Riu Roa in New Zealand also pointed to a distinction between civil servants and public sector employees - primary school teachers are actually public sector employees. In France, the UNSA said that regardless of the personnel recruited (teachers or ESP), they can be civil servants, implying that they are recruited by competitive examination and are appointed to their posts for life, contract civil servants under public law, meaning that they have a contract with the state, or private law contract employees, who are considered the same as any other employee in the private sector.

These different legal statuses reveal the employment condition of teachers in different countries and are closely linked to the administration bodies responsible for teachers' employment. Table 4 below presents the levels of administration responsible for employing teachers in the public sector. As evidenced, most unions referred to central governments as the body responsible for employing teachers in most sectors of public education, with the exception of higher education. When this is correlated with the number of unions that accorded a civil servant or contractual status to teachers, it can be seen that central government or regional authorities generally employ teachers as civil servants while contract teachers are in most cases employed by local authorities or directly by educational institutions.

TABLE 4: Administrative level responsible for employing teachers
Results by number of responses*

	Central government	Regional authorities	Local authorities	Education institutions themselves	Number of respondent unions
Early childhood education teachers	23	9	20	17	46
Primary school teachers	33	10	23	17	56
Secondary school teachers	37	7	18	14	56
Vocational education and training teachers	26	5	9	12	40
Higher education teaching personnel	16	4	4	23	35
Education support personnel	15	8	10	12	29

**Unions could choose more than one response*

Specifically in countries where public school teachers predominantly have a civil servant status – Argentina, Costa Rica, Cyprus, Germany, Ghana, Haiti, India, Iraq, Malaysia, Peru, Sri Lanka, Spain, Togo, Uganda, Uruguay, Venezuela, and Zimbabwe – the employer is the central or regional authority. However, in countries such as Bosnia and Herzegovina, Denmark, Ireland, Latvia, Russia, Sweden, and the UK, where teachers are mainly employed on a contractual basis, the employer seems to be local authorities or institutions themselves.

2.4 Recruitment, retention, and development of teachers

In this section, unions were asked to indicate the minimum qualification required to enter the teaching profession, taking account of the different education sectors they represent. According to the ILO/UNESCO 1966 Recommendation (Article 13), 'completion of an approved course in an appropriate teacher-preparation institution should be required of all persons entering the profession' (UNESCO and ILO, 2008, p. 25).

In early childhood and primary education, almost half of the respondent unions (47 per cent) indicated that teachers are required to have at least a teacher education certificate or diploma in order to teach at those levels. In VET, the proportion of responses between teacher education certificate and undergraduate degree were similar (nearly 34 per cent). Nearly half of the unions (47 per cent) reported that an undergraduate degree is a minimum qualification to teach secondary education, whereas half of the unions representing teachers in higher education reported that at least a master's degree is required to enter the higher education sector in their countries. Very few unions reported that no requirements are necessary to enter the profession across all education sectors. The overall results are shown in Figure 8 below.

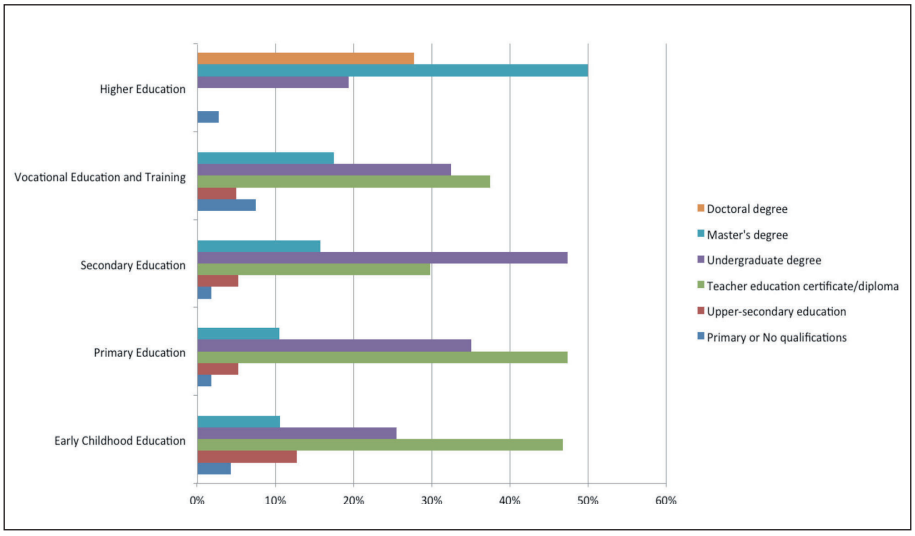

Figure 8: Minimum qualification required to enter the teaching profession
Results by sector of education, ECE: 100% = 47 unions, PE: 100% = 57 unions, SE: 100% =57 unions, VET: 100% = 40 unions, HE: 100% = 36 unions

In most countries where teacher education is required to enter the profession, unions reported that the number of years necessary to qualify to teach vary from one to six years depending on the different education sectors. In early childhood and primary education, many unions, particularly in Africa, indicated that two or three years are required, while four years was the commonly cited number for unions in Europe. Only one year was the case in Senegal and Togo and six years in Honduras. In secondary and vocational education, the majority of respondent unions indicated four years as a necessary preparation period, with many unions reporting five years in Latin America and Northern Europe. Only one year was reported for VET in Australia. As regards higher education, more mixed results can be seen, ranging from one year in Morocco and Senegal to nine years in Latvia, while many unions indicated five or six years as a minimum requirement.

In terms of entry into the academic profession, more than half of the unions representing higher education (57 per cent) indicated that there is a probationary period on initial entry to higher education in their respective countries. Such a probationary period is recognised by the UNESCO 1997 Recommendation (Article 42) as 'the opportunity for the encouragement and helpful initiation of the entrant and for the establishment and maintenance of proper professional standards, as well as for the individual's own development of his/her teaching and research proficiency' (UNESCO and ILO, 2008, p. 60). However, several unions noted that this is not the case in their countries, including Argentina, Costa Rica, Haiti, Latvia, Norway, Portugal, Senegal, Sweden, and Zimbabwe.

TEACHER SHORTAGE

> *Authorities should recognize that improvements in the social and economic status of teachers, their living and working conditions, their terms of employment and their career prospects are the best means of overcoming any existing shortage of competent and experienced teachers, and of attracting and retaining in the teaching profession substantial numbers of fully qualified persons. (ILO/UNESCO 1966 Recommendation, Article 145, as cited in UNESCO and ILO, 2008, p. 44)*

This article by the ILO and UNESCO identifies a clear link between the socio-economic status of teachers, the attractiveness of the teaching profession, and the shortage of qualified teachers. Burns and Darling-Hammond (2014) also argue that key determinants of attraction to teaching are salary and occupational reputation, while working conditions and professional development opportunities help to retain teachers in the profession.

As the survey findings demonstrate, the majority of unions (60 per cent) reported that the teaching profession is not considered an attractive profession for young people in their countries. When this is correlated with the hiring of unqualified teachers, it can be seen that 73 per cent of unions that indicated that teaching in not an attractive profession also reported that hiring of unqualified teachers is 'very common' (50 per cent) or 'somewhat common' (23 per cent) in the sectors of education they represent. Moreover, unions reported high teacher attrition in secondary education (51 per cent), as well as in VET (50 per cent). Significant percentages have also been noted in ECE (43 per cent) and primary education (44%), while in higher education the percentages were lower (31 per cent). This staff attrition could be explained when considering some of the reasons of status decline provided by education unions in Section 2.2 above (e.g. austerity measures, budget cuts, staff reduction, and increased workload). Figure 9 below provides an overall image of the supply and availability of qualified teachers across participating countries. As can be seen, 56 per cent of respondents indicated a shortage, 29 per cent an oversupply, and 15 per cent neither a shortage nor oversupply. Unions reported a serious oversupply in Cyprus (Greek sector), Greece, Honduras, and Portugal, and a serious shortage in Benin, Brazil, France, Ghana, Guinea, Haiti, Kenya, Malawi, Morocco, and Sweden. An oversupply, as well as a shortage was reported in Australia, Botswana, Cyprus (Turkish sector), Malaysia, Nepal, the Philippines, Senegal, Uganda, the US, and Zimbabwe.

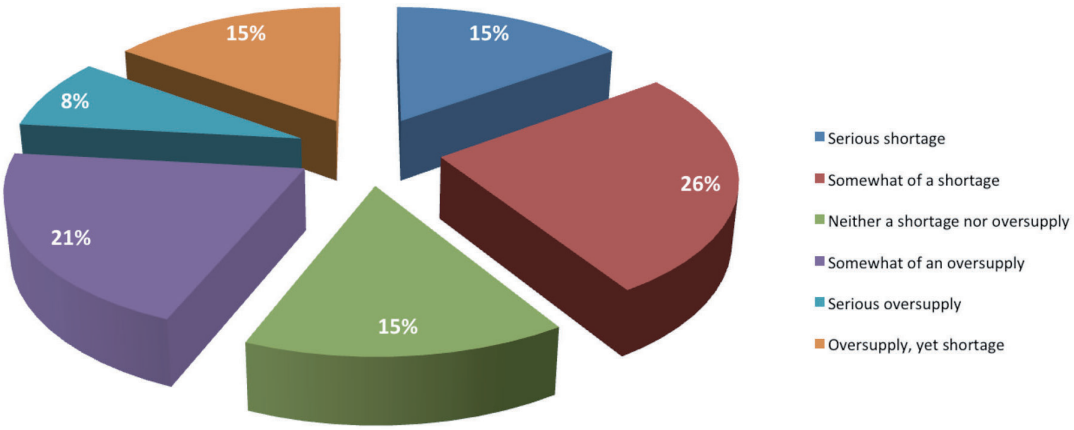

Figure 9: The supply and availability of qualified teachers
Results by union, 100% = 73 unions

Particularly in Africa, 11 out of 12 unions reported teacher shortages and high teacher attrition rates in all sectors of education resulting in high percentages of overcrowded classrooms, increased workload, and hiring of unqualified teachers, while at the same time qualified teachers are having difficulties in finding employment. The Ghana National Association of Teachers (GNAT) in Ghana stated that there are nearly 32,000 non-professional teachers employed in the educational system that should gradually be replaced by qualified teachers. In Malawi, PSEUM reported that due to a serious shortage of qualified teachers, the government introduced in-service training of non-qualified teachers through distance learning. In Kenya, UASU reported that teachers have to teach extra hours due to shortages and job freezes. In Senegal, UDEN indicated that young people choose to go into teaching, because they have few alternative career prospects upon completing their Bachelor or Master's studies, and Syndicat des Professeurs du Sénégal (SYPROS) noted that currently employed teachers are waiting for training, while qualified teachers cannot find a job. In Botswana, the Trainers and Allied Workers Union (TAWU) reported that there are many teachers working part-time, yet there is still a shortage, and in Uganda, UNATU stated that there are many unemployed qualified teachers because of school budget cuts and a restriction on staff numbers.

In general, unions that reported a shortage of teachers put this down to several inter-related factors, including low professional status, staff ceilings, poor salaries and working conditions, unattractiveness of the profession, privatisation of educational institutions, low enrolment in teacher education institutions, and attrition. In the US, the NEA stated that there are many qualified candidates who do not want to teach in certain communities or schools due to low pay and/or poor working conditions. In Cyprus, KTÖS reported that the government has been reluctant to provide permanent contracts in recent years and an increasing number of teachers are working for a short period of time. In Haiti, the Confédération Nationale des Educatrices et Educateurs d'Haiti (CNEH) and the Union Nationale des Normaliens/Normaliennes et Educateurs/Educatrices d'Haïti (UNNOEH) indicated that there are just a few training centres and their extremely high tuition costs deter new entrants. In France, the UNSA reported that the secondary and VET teaching professions are not attractive enough. Quite an alarming situation was reported by the CNTE in Brazil, where the Ministry of Education estimated a shortage of approximately 300,000 teachers in particular subjects (sciences, foreign languages, and the arts), while simultaneously around 350,000 teachers teach subjects without having the required training. Of particular concern is the situation in Peru, where the Sindicato Unitario de Trabajadores en la Educación del Perú (SUTEP) noted that there are now some 250,000 unemployed teachers, as a result of the privatisation of higher education.

On the other hand, oversupply was often attributed to a mismatch between enrolment rates in teacher education institutions and available teaching positions. In New Zealand, the NZEI Te Riu Roa stated that there is no workforce planning, since universities train as many teachers as they can without considering the projected needs of specific education sectors. Similarly, in Armenia, the Branch Republican Union of Trade Union Organisations Workers of Education and Science of Armenia (CRSTESA) reported that the number of qualified teachers graduating from university is greater than the number of positions in the education system. Yet, in countries where an oversupply was combined with staff limits imposed by the government, unions reported an oversupply as well as a shortage.

In both cases, the situation varies according to subject, jurisdiction, and rural or urban area. When unions that reported a teacher shortage were asked to indicate if this is higher in rural or urban areas, 23 unions indicated a higher teacher shortage in rural areas and 10 in urban areas. Also, as illustrated in Figure 10 below, a majority of those unions (62 per cent) stated that hiring of unqualified personnel is very or somewhat common practice in their countries. This was mainly emphasised in Africa, as mentioned above, and in Europe – Cyprus (Turkish sector), France, Iceland, the Netherlands, Norway, Sweden, and Turkey. Similar responses were also received from Brazil, Haiti, Morocco, Nepal, the Solomon Islands, the US, Uruguay, and Venezuela.

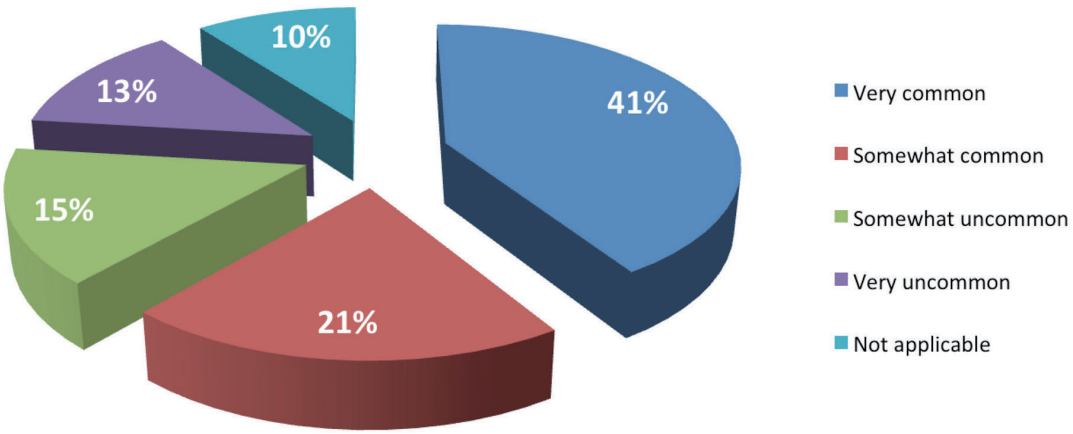

Figure 10: Hiring of unqualified teachers
Results by union, 100% = 39 unions

PROFESSIONAL DEVELOPMENT OF TEACHERS

The literature has shown that continuous and sustained professional development activities have a significant positive impact on teaching and learning (Burns and Darling-Hammond, 2014). Thus, the ILO/UNESCO 1966 Recommendation advocates the establishment of an in-service education system that should be available for free to all teachers (Article 32) and acknowledges that teachers should be given the opportunities and incentives (Article 34), as well as the time necessary to participate in in-service programmes (Article 91) (UNESCO and ILO, 2008, p. 28 and p. 36).

Figure 11 below shows the proportion of union responses on a number of issues related to teachers' professional development. As can be seen, a significant number of unions (63 per cent) indicated that initial education, generally considered essential for professional teaching, is not provided free of charge in many countries, while in other countries it is provided 'to some extent but not sufficiently'. Almost half of respondent unions (49 per cent) indicated that continuous professional development (CPD) is provided 'to some extent but not sufficiently' in their countries and a higher proportion of unions (59 per cent) reported the same for free access to CPD. In Bosnia and Herzegovina, Costa Rica, France, Greece, Haiti, Honduras, Togo, and Honduras, unions reported that CPD programmes are not free of charge.

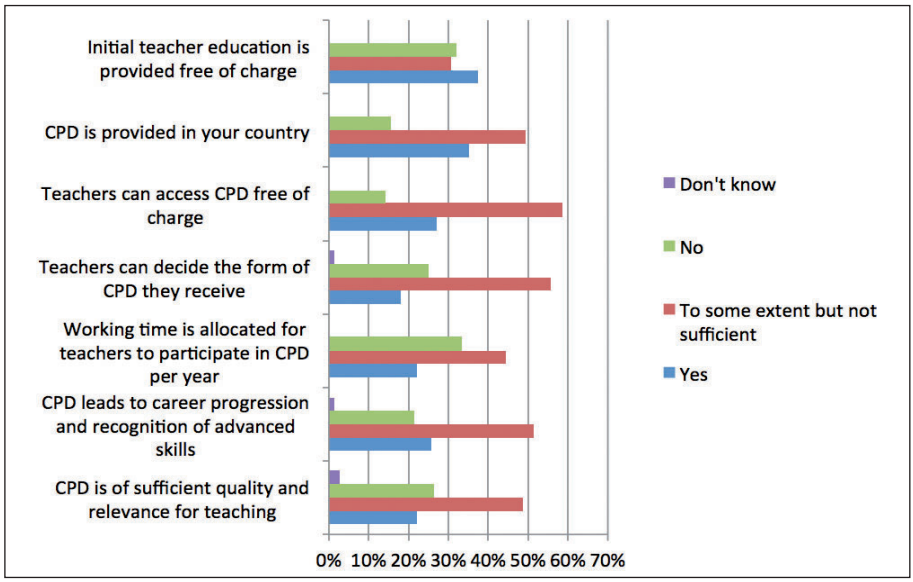

Figure 11: Teachers' professional development
Results by union, 100% = 72 unions

Only 18 per cent of unions stated that teachers can decide the form of CPD they want to receive and approximately a third of respondents (33 per cent) mentioned that teachers' participation in CPD is not included in their working hours. The data also shows that taking part in CPD programmes does not guarantee career progression or recognition of advanced skills, while the quality of CPD and its relevance for teaching is questioned by the vast majority of respondents, nearly 73 per cent.

2.5 Consultation of profession regarding key educational issues

Hargreaves and Flutter (2013, p. 51) conclude that 'teachers need a voice that will be listened to and taken seriously if they are to make the public aware of their responsibilities and expertise'. In this respect, the ILO/UNESCO 1966 Recommendation (Article 77) suggests that education authorities should help in the establishment of panels, either within the school or the community, that would promote teachers' cooperation and take account of their views and proposals (UNESCO and ILO, 2008, p. 34). This can ensure that teachers are heard as experts and share the ownership of decisions within their working environment.

However, teachers' trust has been compromised in recent decades by increasing efforts to explain and predict student 'outcomes' and link them to individual teachers. This sustains the view that wants teachers to become more accountable for the performance of their pupils, regardless of influences external to the school (MacBeath, 2012). As a policy concept that has become very central in global education agendas, accountability can have very different implications for teachers' work and professionalism, depending on how it is being recontextualised in particular locations (Verger et al., 2013).

As shown in Figure 12 below, a significant percentage of education unions (64 per cent) reported that teachers in their countries are to some extent held accountable through test results, while in several countries this is the norm – Costa Rica, Fiji, Ghana, Guinea, Honduras, Japan, Liberia, Malawi, Russia, Senegal, Spain, and the UK. Over a third of respondents (37 per cent) said the statement that 'teachers are held accountable through inspections' was 'completely true' and more than three-fifths (66 per cent) of respondents noted it was 'to some extent true' that 'teachers are trusted to use their professional judgement and expertise'. For equal proportions of respondents (25 per cent) it was 'completely true' or 'not at all true' that 'cooperation of teachers at school level is promoted by the authorities'.

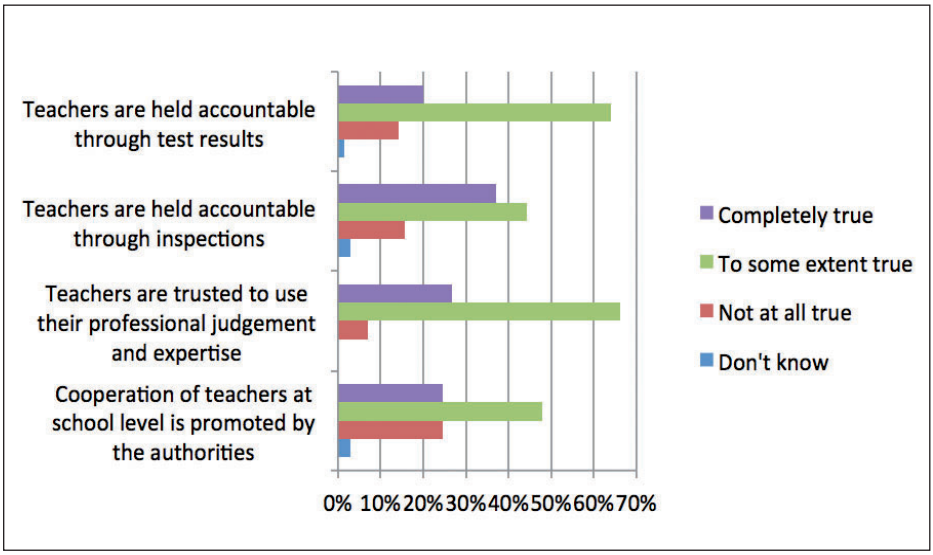

Figure 12: Teacher trust issues
Results by union, 100% = 71 unions

Unions were also asked to indicate how frequently the government consulted them on a number of issues. The responses indicate that consultation was more frequently associated with issues related to policy rather than pedagogical issues. As evidenced in Figure 13 below, a high proportion of unions, corresponding to almost a third of respondents, indicated that they are 'sometimes' consulted on educational policy, school organisation, and curriculum development. At the other end of the scale, over half of respondents (58 per cent) indicated that they are 'never' or 'rarely' consulted on pedagogical practice and a great majority (63 per cent) noted the same for the development and selection of teaching materials. The latter is not in line with Article 62 of the 1996 Recommendation, which states that 'teachers and their organizations should participate in the development of new courses, textbooks and teaching aids' (UNESCO and ILO, 2008, p. 32).

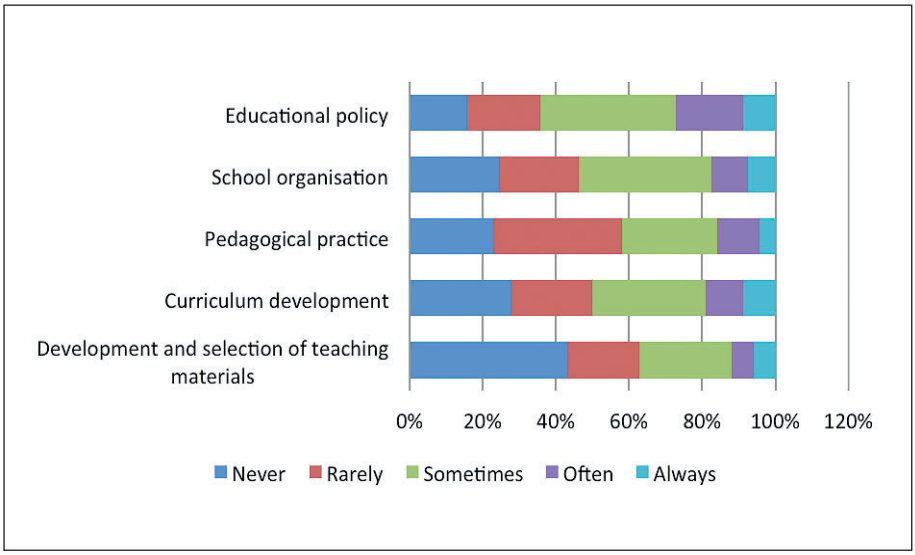

Figure 13: Frequency of union consultation on key educational issues
Results by union, 100% = 70 unions

UNIONS' INFLUENCE AND THEIR RELATIONSHIP TO GOVERNMENT

Overall, most unions (44 per cent) evaluated their ability to influence education policy and reforms in their countries as moderate, while a significant percentage (35 per cent) rated this ability as slight. Only six unions in Australia (IEUA), Botswana (TAWU), Costa Rica (Asociación Nacional de Educadores/ANDE), Honduras (Colegio Profesional Superación Magisterial de Honduras/COLPROSUMAH, Colegio de Pedagogos de Honduras/COLPEDAGOGOSH) and Togo (Fédération des Syndicats de l'Education Nationale/FESEN) considered that they had no such ability at all, whereas nine unions in Argentina (CONADU), Brazil (PROIFES-Federação), Cyprus (OLTEK), Denmark (Danish National Federation of Early Childhood and Youth Educators/BUPL), Iraq (KTU), Ireland (Irish National Teachers' Organisation/INTO, TUI), Kenya (UASU), and Malawi (PSEUM) considered themselves to be 'highly influential'.

The unions that rated their ability to influence policy and reform as moderate or high attributed this to systematic mobilisation, advocacy campaigns, regular consultation with government officials (particularly prior to the drafting or enactment of laws), influence on curriculum development, and invitation to decision-making fora or

education-stakeholder meetings. In Uruguay, the Federación Nacional de Profesores de Enseñanza Secundaria (FENAPES) reported that influence is exerted through systematic mobilisation to defend public education and protect it from programmes or policies imposed by international organisations. In Brazil, CNTE stated that trade unions put up stiff resistance to the neoliberal reforms of the 1990s and stimulated reforms in financing for education, establishment of national salaries, and approval of the new education plan which earmarks 10 per cent of GDP for education. In Armenia, CRSTESA reported that unions help develop educational policy under their collective agreement.

On the other hand, unions that evaluated themselves as 'not at all' or 'slightly influential' attributed this to a lack of involvement in decision-making, poor or no social dialogue and/or collective bargaining. Unions also noted that governments consult but do not hear them and/or reported having limited influence only on specific issues. Moreover, they cited different policies adopted by different Ministers and individual or organisations' interests that undermine public education as hindering their ability to effectively influence policy or reform. In Spain, the Central Sindical Independiente y Sindical de Funcionarios (CSI-F) stated that no meetings have taken place with the trade unions in recent years, since collective bargaining was abolished. In Venezuela, the Federación de Educadores de Venezuela (FEV) reported that teachers have no direct participation in the decision-making process, while consultations with government occur only from a distance and are not taken into account. In Senegal, SYPROS noted organisational challenges (union fragmentation and low capacity for analysis) resulting in unions being trapped and debating only cyclical issues, such as payment of wages and allowances. Quite worrying is also the situation in Turkey, where Eğitim Sen reported that despite their strikes and awareness-raising campaigns, they are unable to contact or lobby the Ministry of Education due to its negative attitude towards them.

When unions were asked to evaluate their relationship to government, most unions (41 per cent) described it as 'frequently changing'. Nearly a third of respondents (32 per cent) described it as 'conflictual' and one-fifth (21 per cent) as 'collaborative and supportive'. Figure 14 below provides an overall picture of this situation.

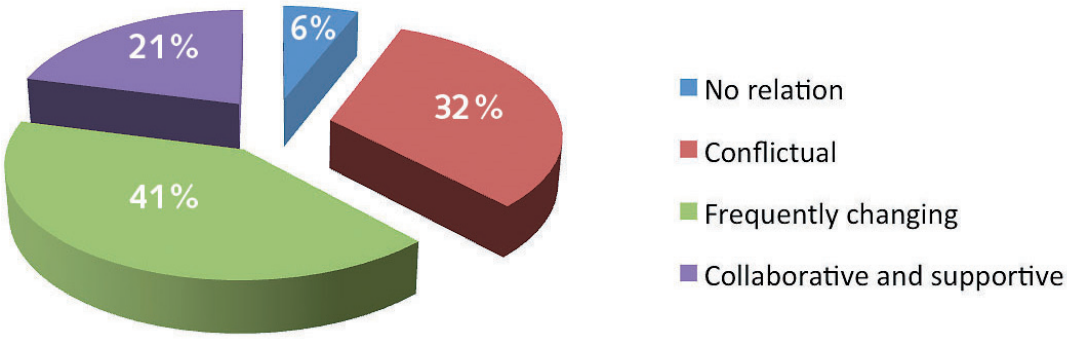

Figure 14: Relationship between education unions and government
Results by union, 100% = 73 unions

By correlating this relationship to the ability of unions to influence policy and reforms, it can be seen that unions indicating no or slight influence (31) are more likely to describe their relationship to government as 'conflictual' (17) or 'frequently changing' (12), whereas unions that evaluated their ability to influence as moderate or high (40) were more likely to report a 'frequently changing' (18) or 'collaborative and supportive' (14) relationship to government. It can thus be noted that there is a connection between the ability of unions to influence policies and the relations developed between unions and government.

COMMUNICATION WITH MEMBERS

Despite unions' ability to influence policies and their relationship to government, the overwhelming majority (90 per cent) stated that unions have 'free access to reach teachers in schools'. Only six unions in Costa Rica (Sindicato De Trabajadores Y Trabajadoras De La Educacion Costarricense/SEC), Fiji (Fiji Teachers Union/FTU), Malaysia (Malaysian Academic Movement/MAM), Spain (FETE-UGT), the US (AFT), and Venezuela (FEV) reported that this is not always possible.

Figure 15 below illustrates the different ways that unions employ to communicate or source feedback from their members ranked from the most to least cited answers.

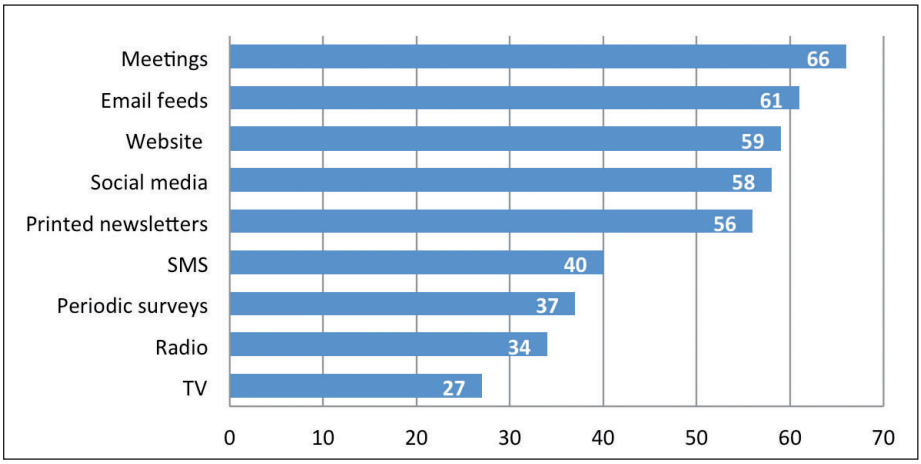

Figure 15: Ways used by unions to communicate with and source feedback from members

Results by number of responses

Meetings, email feeds, and the organisation's website are the answers most commonly referred to by unions. Additional ways of communicating with members include advertising in cinemas (Lärarförbundet), workshops (Union of Sri Lanka Teachers' Solidarity/USLTS), visits to schools/institutions (AOb, IEUA, OLME), conferences (TAWU, UNSA), webinars, telephone and focus groups (AFT).

2.6 Pay, benefits, and working conditions

Among the various factors that influence the status of teachers, particular importance is accorded to salary, social security protection, and working conditions. According to the ILO/UNESCO 1966 Recommendation (Article 114), the standing of teachers and the level of appreciation for their work, as in other professions with similar qualifications, are largely dependent on their economic position, while Article 126 acknowledges that all teachers should be protected by social security measures (UNESCO and ILO, 2008, p. 39-41). Stability of employment and security of tenure in the teaching profession are also regarded as essential in the interest of education and in that of teachers, as cited in both the 1966 and 1997 Recommendations (UNESCO and ILO, 2008, p. 29, 61). Table 5 below indicates how many unions regarded the following statements on teachers' pay and tenure as corresponding to the specific sectors of education they represent.

TABLE 5: Teachers' pay and permanent employment

Results by number of responses*

	Early Childhood Education	Primary Education	Secondary Education	Vocational Education and Training	Higher Education	Number of respondent unions
a) Teachers' salaries are comparable to those for professions with similar qualifications	13	24	20	13	17	33
b) Teachers' salaries provide them with the means to ensure a reasonable standard of living for themselves and their families	17	34	30	25	29	49
c) Teachers' pay is linked to performance as measured by student test scores	3	7	7	3	5	11
d) Teachers are paid on an incremental salary scale	29	44	40	33	23	51
e) Teachers are granted life-time employment (tenure)	24	35	35	31	33	47

** Unions could choose more than one response*

When considering the total number of unions representing each sector (ECE: 49 unions, PE: 57 unions, SE: 57 unions, VET: 41 unions, HE: 36 unions), it can be seen that almost half of unions across all sectors referred to teachers 'paid on an incremental salary scale' and 'granted life-time employment'. The latter results could be explained by the higher proportion of civil servant status accorded to teachers, as illustrated in Table 3 in section 2.3 above. Permanent employment appears to be granted more often in the higher education sector and less in ECE.

Moreover, not many unions indicated that teachers' pay is linked to performance as measured by student test scores; this was mainly in countries where teachers are held accountable through test results, as mentioned in the preceding section. Of special concern is the fact that a particularly low number of unions referred to teachers' salaries as comparable to those of professions with similar qualifications. The overall situation was a little better with respect to teacher salaries being perceived as sufficient to ensure a reasonable standard of living for themselves and their families. However, in ECE, very few unions reported that this is the case in their countries.

In terms of changes in teachers' salaries over the past five years, most unions (48 per cent) reported 'some increase', whereas 'some decrease' or a 'significant decrease' was reported by one-third of respondents (33 per cent). A significant decrease has occurred in Botswana, Cyprus, Greece, Honduras, Ireland, the Netherlands, Portugal, and Spain. The overall results are shown in Figure 16 below.

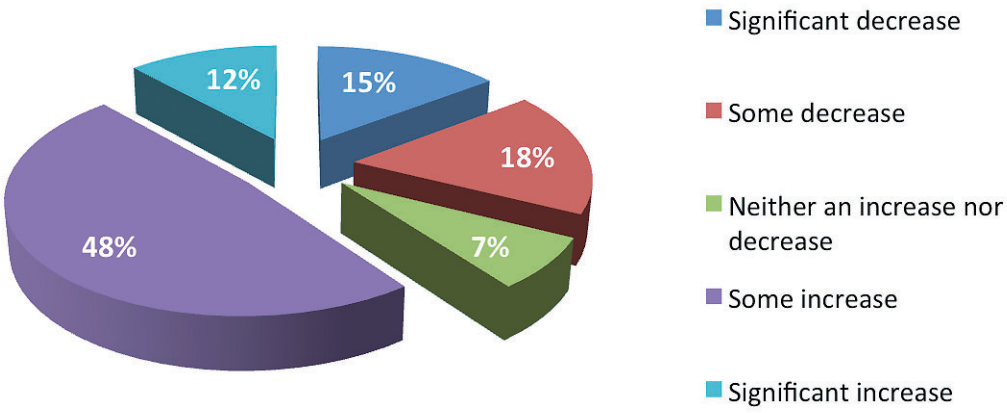

Figure 16: Change in teachers' salaries over the past five years
Results by union, 100% = 73 unions

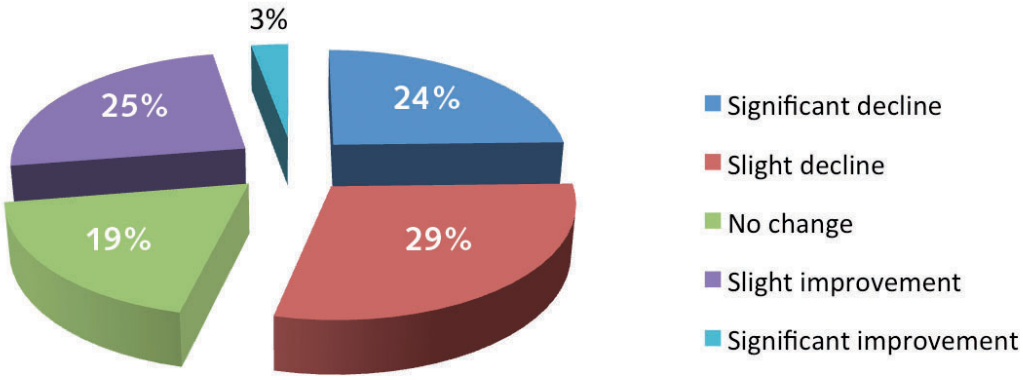

Figure 17: Change in teachers' working conditions over the past five years
Results by union, 100% = 73 unions

On the contrary, the majority of unions (53 per cent) reported a decline in teachers' working conditions, as illustrated in Figure 17 above. Only 28 per cent reported an improvement, while a greater proportion of respondents (19 per cent) stated that 'no change' has occurred.

By correlating what has happened to teachers' working conditions and salaries to change in teacher status, as described in section 2.2 above, a clear connection between the two can be identified. Figures 18 and 19 below show that the vast majority of unions which reported a slight or significant teacher status improvement in their countries over the last ten years indicated that their salaries and working conditions have generally improved, while the opposite was the case for unions reporting a status decline.

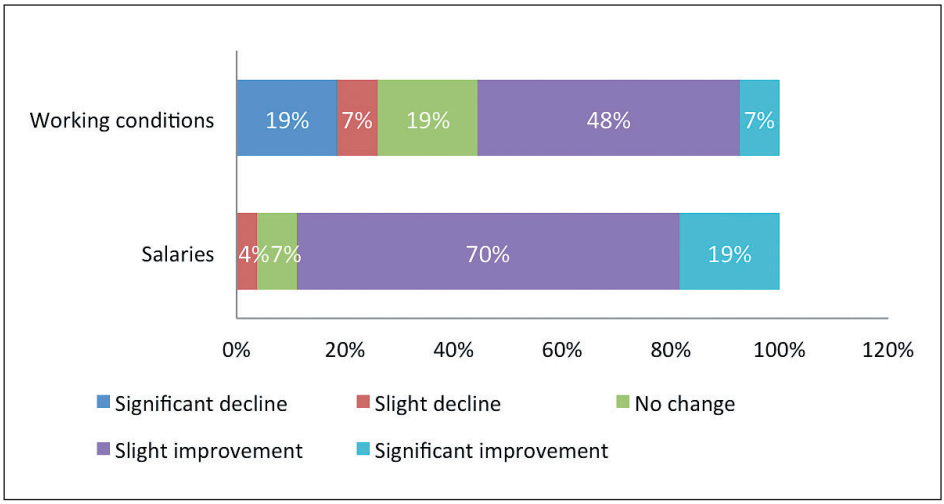

Figure 18: Responses of unions that indicated a slight or significant teacher status improvement during the last 10 years, in relation to change in working conditions and salaries over the past five years

Results by union, 100% = 27 unions

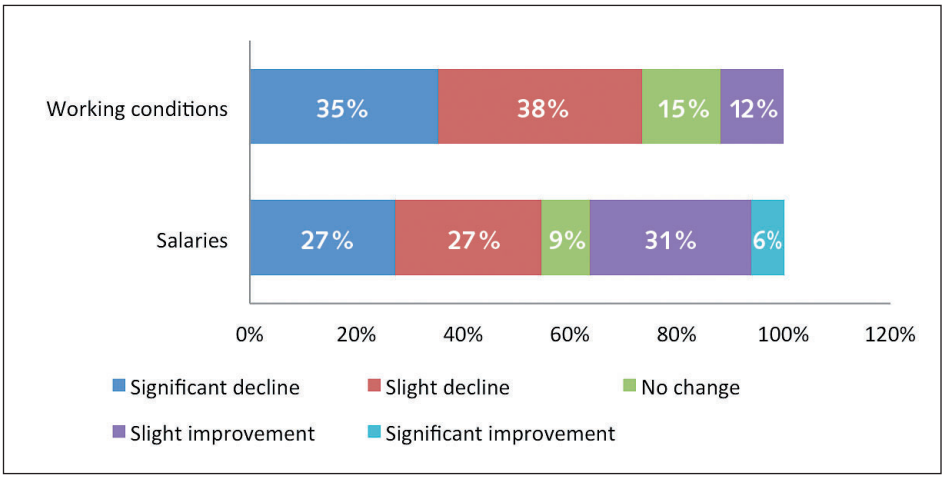

Figure 19: Responses of unions that indicated a slight or significant teacher status decline during the last 10 years, in relation to change in working conditions and salaries over the past five years

Results by union, 100% = 27 unions

SOCIAL BENEFITS

Figure 20 below shows which social security protections and benefits are made available for teachers, as reported by unions. It can be seen that the vast majority of respondents indicated that pensions are generally granted for teachers. In addition, a number of social security measures such as annual holiday pay, employment injury benefits, invalidity/disability benefits, and sickness or health benefits are reported by most unions as available for teachers in their countries. However, a very high proportion of negative responses were reported for unemployment and transportation benefits, while a significant majority of unions reported that housing allowances are not granted for teachers.

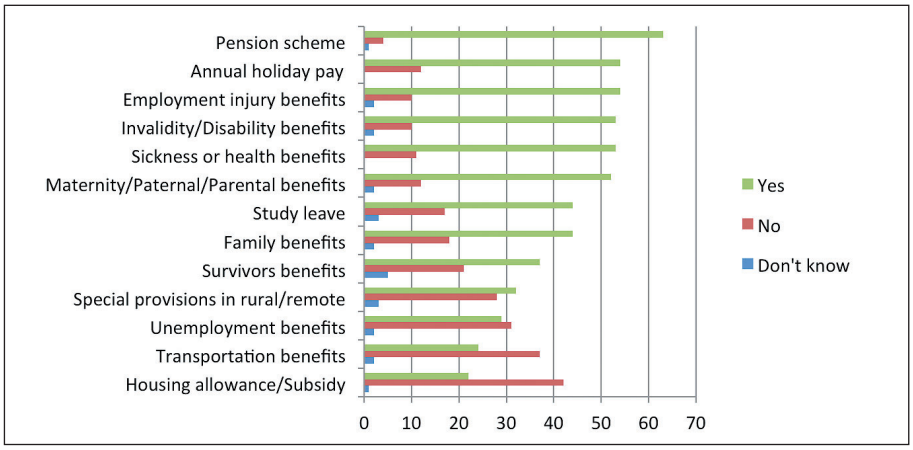

Figure 20: Security protections and benefits
Results by number of responses

In addition, several unions reported other benefits or described how social security works in their countries. The UNSA in France responded that there is a complementary social welfare scheme (teachers' health insurance fund), reduced interest loans (cooperative bank), and other financial assistance, such as places in kindergartens or social housing for low income families. In Brazil, PROIFES-Federação indicated that teachers receive a monthly food allowance, while the INTO replied that teachers in Ireland have career breaks and opportunities to be seconded to work on curriculum development, professional development, and teacher education. In the US, the AFT reported that K-12 teachers and ESP pensions are under extreme attack in many states, since many elected leaders are manufacturing a crisis in order to drastically cut or even eliminate defined benefit pensions. In Sri Lanka, the Union of Sri Lanka

Teachers' Solidarity (USLTS) mentioned that female teachers are not given the one-hour breastfeeding time that is generally provided to other professions. Finally, the NZEI Te Riu Roa noted that many of the above-mentioned benefits are provided generally for all citizens rather than specifically for teachers.

2.7 Freedom of expression, association and collective bargaining

> *The teaching profession should enjoy academic freedom in the discharge of professional duties. Since teachers are particularly qualified to judge the teaching aids and methods most suitable for their pupils, they should be given the essential role in the choice and the adaptation of teaching material, the selection of textbooks and the application of teaching methods, within the framework of approved programmes, and with the assistance of the educational authorities. (ILO/UNESCO 1966 Recommendation, Article 61, as cited in UNESCO and ILO, 2008, p. 32)*

With respect to teachers' professional freedom, the survey findings are quite mixed, as can be seen in Figure 21 below. Approximately an equal number of unions, corresponding to over one-third of respondents, noted that they somehow agree or disagree that 'teachers have the freedom to determine what and how to teach without interference, according to professional standards', while a significant percentage of unions (23 per cent) gave a neutral response.

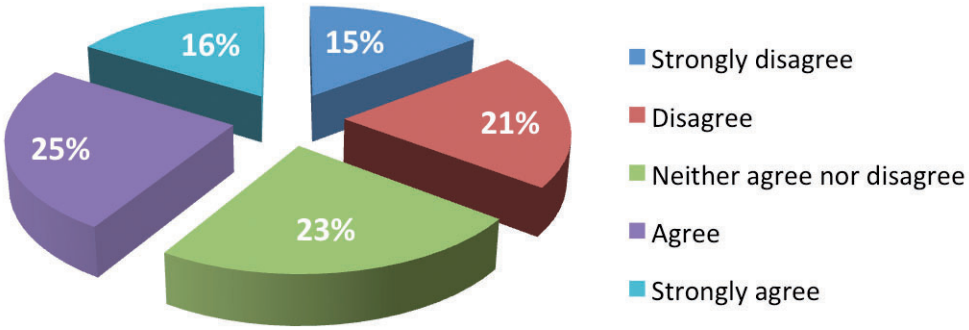

Figure 21: 'Teachers have the freedom to determine what and how to teach without interference, according to professional standards'
Results by union, 100% = 68 unions

However, the results are more straightforward in relation to freedom of association, as illustrated in Figure 22 below. The great majority of unions (81 per cent) reported that freedom of association is guaranteed to some degree for teachers in their countries. Yet some unions in Botswana, Costa Rica, Honduras, Iraq, Malaysia, Peru, the Solomon Islands, South Korea, and Turkey stated that this freedom is limited to some degree.

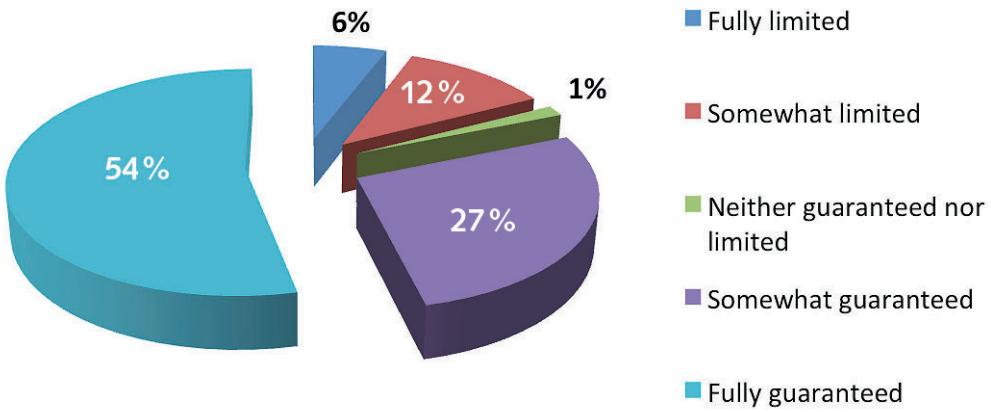

Figure 22: Freedom of association
Results by union, 100% = 69 unions

Moreover, the survey responses show that an overwhelming majority, 58 unions, report that teachers have the right to strike in their countries, although unions in Botswana, Honduras, Japan, Malaysia, South Korea, Turkey, and Zimbabwe reported that this is not the case in their countries. By correlating this to the findings mentioned above, it can be seen that unions which mentioned a limited freedom of association were more likely to report that teachers do not have the right to strike in their countries.

Unions were also asked to indicate to what extent employment and career opportunities for teachers are influenced by their personal beliefs, ethnicity, gender, and union membership. As seen in Figure 23 below, over three-fifths of respondent unions stated that these issues do not have a significant impact on their teaching careers; this proportion was higher for 'ethnicity' and 'gender'. Nevertheless, it is noteworthy that 'political views' and 'union activism' receive a higher number of responses showing some form of significant influence. Particularly in Benin, Bosnia and Herzegovina, Costa Rica, Cyprus, Greece, Honduras, Kenya, Malaysia, Peru, Portugal, Sri Lanka, Turkey, Venezuela, and Zimbabwe, unions reported that teachers' employment and career prospects are 'very influenced' or 'extremely influenced' by their political views.

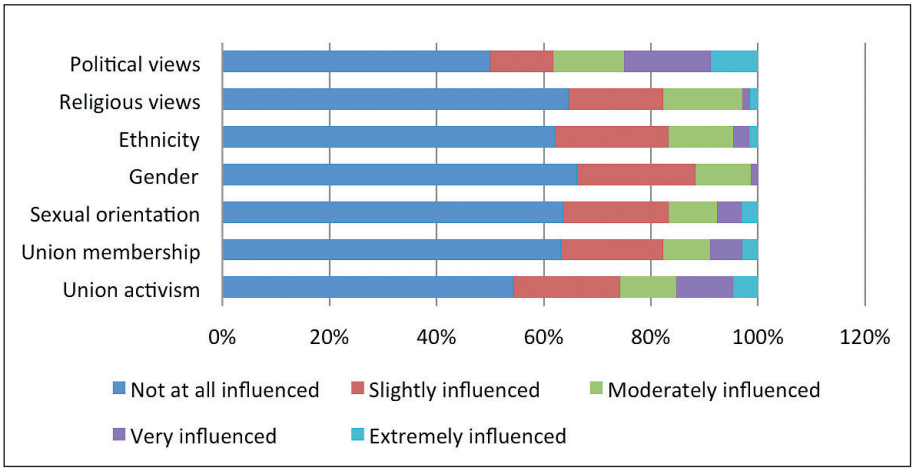

Figure 23: Issues that influence employment and career opportunities for teachers
Results by union, 100% = 68 unions

FORMS OF UNION ACTIVISM

Education unions employ a variety of means to improve teachers' labour conditions. The survey findings identify two categories of union activism – communication-oriented and action-oriented – that summarise the practices most unions employ to ensure and protect teachers' rights. Communication-oriented activism refers to practices that aim to raise public awareness, ensure informed bargaining with government, and improve teachers' self-esteem, while action-oriented activism implies that union members participate in collective actions that push national authorities to respect their rights and meet their demands. Both can be effective in different ways depending on the different national contexts, though in some countries action-oriented union activism is rarely employed or may even be illegal. Table 6 below provides an overview of union activism forms, as reported by unions.

TABLE 6: Forms of union activism

Communication-oriented	Action-oriented
Press releases, letter writing, social media campaigns, social dialogue, stakeholder meetings, consultation, advocacy, negotiation, collective bargaining, lobbying, grassroots activism, conferences or seminars, information or petition campaigns, distribution of leaflets, celebrating World Teachers' Day	Strikes, industrial action, demonstrations, rallies, street marches, sit-ins, occupation of public buildings, picketing, stoppages, hunger strikes

COLLECTIVE BARGAINING

Most unions (57) responded positively to the question about whether their government allows for union representation in collective bargaining. However, 11 respondents reported that their governments do not allow for union representation in collective bargaining in their countries – Botswana, Costa Rica, the Cook Islands, Fiji, Greece, Haiti, Honduras, Malaysia, and the UK.

Unions that responded positively with regard to their representation in collective bargaining were asked to note which teachers' labour conditions, illustrated in Figure 24 below, are subject to bargaining between the government and union representatives. Salaries and working conditions are more likely to be subject to bargaining compared to conditions of employment and equity issues, which are not subject to bargaining, according to 12 unions.

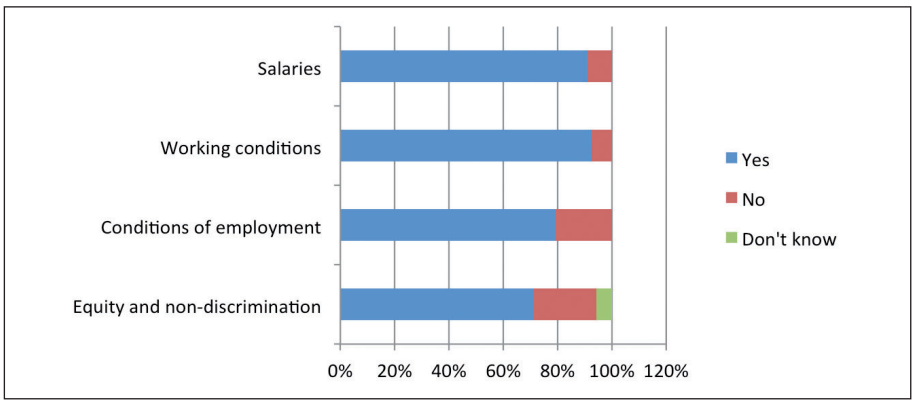

Figure 24: Conditions subject to bargaining with union representatives
Results by union, 100% = 56 unions

Moreover, a significant number, 27 unions, reported that collective agreements have been unilaterally altered or cancelled over the last five years in their countries. The AEU reported that the reason which the Australian authorities have given for doing so was an electoral mandate or an economic imperative, and that the union has therefore attempted negotiation, mounted legal challenges, and conducted electoral campaigns. In Denmark, the DLF mentioned that the association of local authorities declared unilaterally in 2013 that negotiations with teachers' unions had broken down, resulting in a four-week lockout of teachers that ended when the parliament passed a law on teachers' working conditions, which was very similar to the employers' demands. In Guinea, the Fédération Syndicale Professionnelle de l'Education (FSPE) replied that the government abolished collective agreements due to a lack of financial resources, macroeconomic conjuncture, and the loan conditionalities of the World Bank and the International Monetary Fund (IMF). In Spain, Portugal and Greece, the reason given was the economic crisis to which unions responded with general strikes. Last but not least, quite an alarming situation was reported by the KTU (Korea), which described government efforts to ban the union in 2013, because nine dismissed teachers had maintained their union membership. The result was for the government to disrupt collective negotiations and abolish collective agreements.

2.8 Academic freedom and professional autonomy

> *Higher-education teaching personnel are entitled to the maintaining of academic freedom, that is to say, the right, without constriction by prescribed doctrine, to freedom of teaching and discussion, freedom in carrying out research and disseminating and publishing the results thereof, freedom to express freely their opinion about the institutions or system in which they work, freedom from institutional censorship and freedom to participate in professional or representative academic bodies. All higher-education teaching personnel should have the right to fulfil their functions without discrimination of any kind and without fear of repression by the state or any other source. (UNESCO 1997 Recommendation, Article 27, as cited in UNESCO and ILO, 2008, p. 56)*

As a fundamental right that ensures the quality work of academics, academic freedom needs to be protected against any form of violation. The survey findings reveal that the majority of unions representing higher education report that violations of academic freedom are rare or uncommon in their countries. Yet unions in Bosnia and Herzegovina, Botswana, Honduras, Kenya, Malaysia, and Turkey stated that violations of academic freedom are common or very common and that unions themselves are

the ones monitoring violent practices, as well as defending academic freedom. The overall results are shown in Figure 25 below.

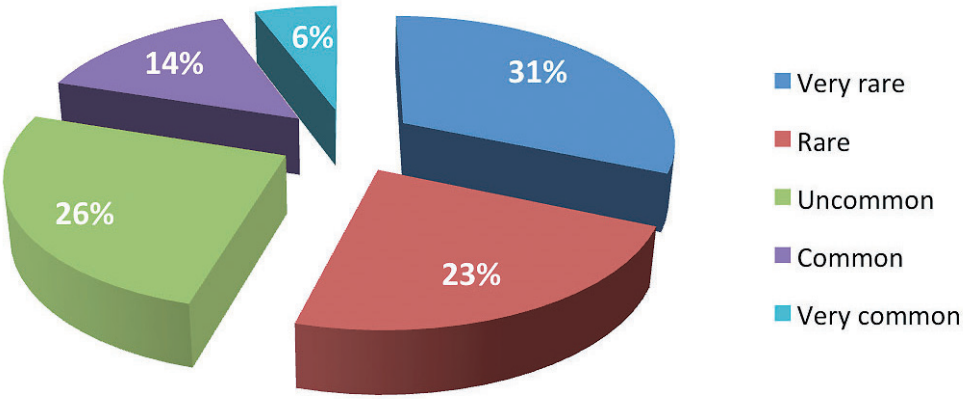

Figure 25: Violations of academic freedom
Results by union, 100% = 35 unions

With respect to specific practices that threaten academic freedom, the least commonly cited practice was government censorship or repression of academics' teaching and research work, whereas institutional censorship and government control were reported as common practices by over one-third of respondent unions. In addition, the influence of industrial or corporate interests on the work of academics were noted by unions in Costa Rica, Honduras, Malaysia, Spain, Turkey, the US, and Zimbabwe.

Figure 26 below illustrates the extent to which certain provisions described in the educational objectives and policies of the 1977 Recommendation apply to the higher education teaching profession in participating countries. As can be seen, the overwhelming majority of unions reported that academics have to some extent the freedom to determine what and how to teach without interference. This proportion is higher than the positive responses received for the same question in the preceding section, where unions representing all sectors could respond. Thus, by correlating the two, it is evident that higher education teaching personnel enjoy greater freedom and autonomy in the content and methods of their teaching compared to teachers in other education sectors.

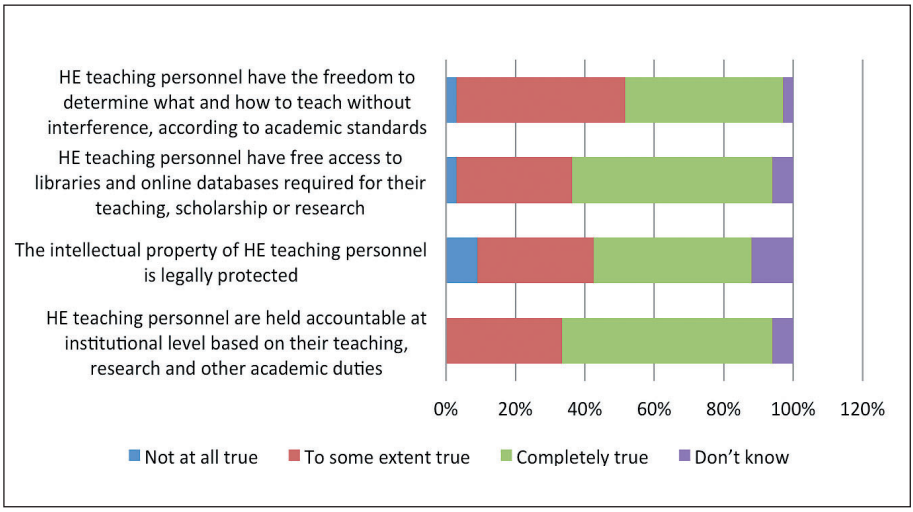

Figure 26: Extent to which certain criteria apply to higher education
Results by union, 100% = 33 unions

Furthermore, the highest percentages of 'completely true' responses were received with regard to free access to libraries and online databases, as well as the accountability of higher education teaching personnel at institutional level based on the quality of their work. In terms of the legal protection of academics' intellectual work, unions in Costa Rica, Turkey, and Zimbabwe stated that this is 'not at all true'.

2.9 Institutional rights, duties, and responsibilities

According to the 1997 Recommendation, the autonomy of higher education institutions (HEIs) is necessary for higher education teaching personnel to enjoy academic freedom. This autonomy is defined as:

> *That degree of self-governance necessary for effective decision making by institutions of higher education regarding their academic work, standards, management and related activities consistent with systems of public accountability, especially in respect of funding provided by the state, and respect for academic freedom and human rights. (Article 17, as cited in UNESCO and ILO, 2008, p. 52)*

As illustrated in Figure 27 below, over three-fifths of respondent unions reported that the autonomy of HEIs is legally protected in their countries. In terms of accountability though, a greater proportion of respondents noted that HEIs are held accountable at a national or regional level for their teaching and research through independent accreditation rather than for their funding.

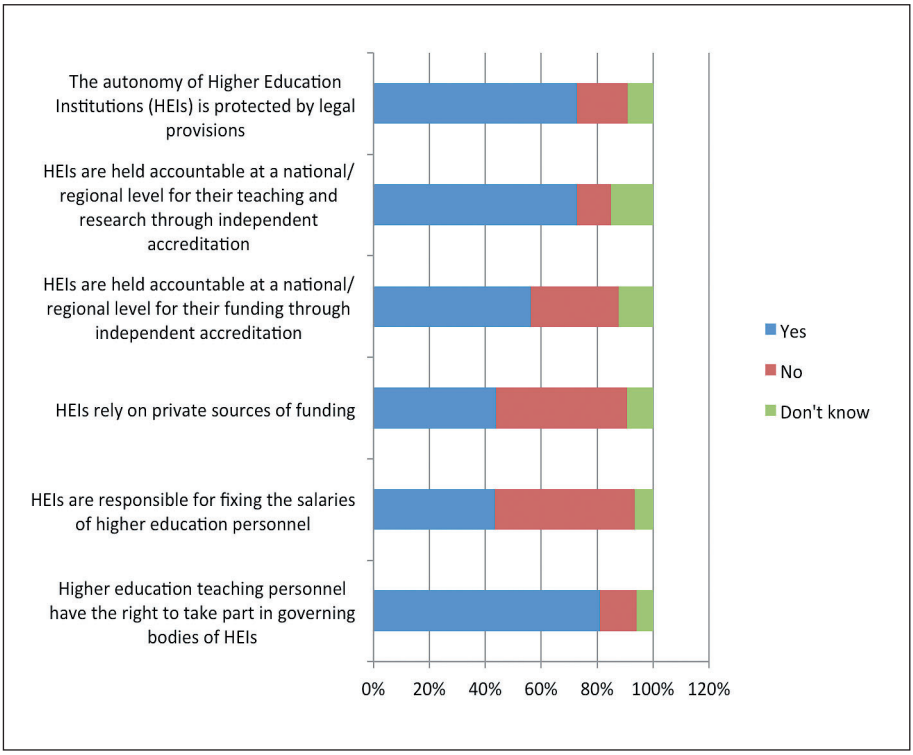

Figure 27: Institutional rights, duties, and responsibilities

Results by union, 100% = 33 unions

A higher proportion of negative responses, corresponding to half of respondents, can be seen in terms of HEIs' private sources of funding and responsibility for fixing the salaries of their employees. Finally, the majority of unions noted that higher education teaching personnel can take part in the governing bodies of HEIs, which is of particular importance considering that universities are involved in complex relationships with organisations that are commercially and politically strong (Temple, 2012).

2.10 Improving teacher status

In this section, unions were asked to provide their comments and proposals on how to improve the status of teachers and the teaching profession and linked their proposals to what should be prioritised in policy making. Their responses raised the most crucial factors that impact teacher status and showed that decision-makers should attribute greater value to the implementation of the ILO/UNESCO recommendations.

Most unions referred to **working conditions and salaries** as issues that could directly improve teachers' occupational status and personal self-esteem. They argued that teachers' pay needs to be commensurate with their significant responsibility to educate and that salaries should be enough to meet their needs without driving them to find a second job. Teacher salaries must also be proportionate to their workload and any extra service appropriately remunerated. Newly recruited teachers should receive the same salary with gradual increments in order to retain and attract young people to the profession. In terms of working conditions, there is a general consensus that permanent employment and stability have to be ensured and collective bargaining agreements and social dialogue reinstated in countries where they have been abolished. At the same time, it is argued that teachers deserve access to good social security. Particular reference is made to social housing, especially for teachers in rural or deprived areas. Educational facilities also need to be improved, so that teachers can perform their teaching and research duties properly, with easily accessible, quality teaching materials and equipment.

High quality teacher education, professional development opportunities, and attractive career prospects were key measures highlighted as key to increasing the status of the profession. Many unions reported that providing free initial and continuous professional development, especially in countries where pre-service education is considered insufficient, can ensure the quality of teachers entering or currently working in schools. Professional development should reflect the daily practice and needs of teachers, the needs of local communities, modern pedagogical practices and innovations, diverse students' needs, curricular content to be taught, parental involvement, classroom management, and constructive assessment. Professional development should also lead to career progression and recognition of advanced skills, so that qualified teachers can cover the needs of administrative positions in educational institutions and governing bodies.

Moreover, **career progression and opportunities to work in other areas of education,** such as curriculum development, textbook writing, and teacher training programmes,

could help to retain teachers and motivate them to improve their professional and academic skills. Workforce planning, raising the standards for entering the profession, and recruiting more qualified candidates are also proposals that can tackle shortages and oversupplies, ensuring that the most motivated candidates enter the profession.

Academic freedom, autonomy, and involvement in decision-making were cited by unions as critical factors to increase teachers' professionalism, strengthen their voice, and help them to defend their rights. Autonomy for teachers to exercise their professional judgment is seen as crucial. Teachers need more autonomy to decide the content and methods of their teaching, address curriculum needs, and evaluate their students, without the pressure of a high-stakes accountability system. Teaching to the test has become a common practice in several countries and is interpreted by unions as a lack of trust and a barrier to effective teaching. Unions propose instead the development of accountability policies to promote 'support and improve' rather than 'test and punish' models. In this respect, governments could develop better relations with the education workforce and build a culture of trust by taking account of teachers' views and involving them in educational planning through partnerships. The way that governments refer to teachers is also seen as of vital importance. Yet in some countries, national authorities tend to discriminate against teachers and restrict their rights, for example in Korea where the KTU mentioned that the government should grant all teachers the right to exercise their political freedoms equally and allow dismissed or retired teachers to retain their union membership.

A strong public education system placed at the centre of local communities and a positive media image could further help to raise awareness of the everyday challenges that teachers face and improve public opinion of the profession. By creating strong links between schools and communities, people will understand better what schools and teachers do for their children and respect for the profession will grow. Teachers need to feel valued as professionals and receive adequate recognition and reward. The media could help this through public awareness campaigns recognising the social impact of teachers' work, creating an environment of trust, and helping to attract young people to the profession, especially in countries facing shortages.

Policy makers and local officials need to show their real support for teachers by prioritising policies to reflect the measures described above. These policies will help teachers to enter and stay in teaching, raising their professional self-esteem to align with the high level of social expectation. At the same time, it is believed that excessive privatisation policies that de-professionalise teachers have to stop.

THE ROLE OF UNIONS IN PROMOTING TEACHER STATUS

When unions were asked about their role in improving the status of teachers and teaching, their responses indicated a variety of strategies that can make a policy difference on behalf of teachers. Yet for these strategies to have a real and significant impact, the overwhelming majority of respondents made it clear that there should be a regular dialogue between education unions and government. A more active role for unions in education policy making can ensure that professional issues and the welfare conditions of teachers will be effectively addressed.

Unions can play a key role in creating a body of professional knowledge and practice guaranteeing rigorous, transparent, and supportive methods for developing teacher capacity, from beginning to experienced teachers to those in leadership positions. This could be achieved by taking approaches to bargaining that would enhance professional aspects of teachers' and support personnel roles, such as career development and qualifications. Other recommendations to enhance professionalism and help to meet the expectations and hopes of children, parents and community, include organising workshops and campaigns on the rights and responsibilities of teachers, advocating policies to support professional educators and quality public education at local, national and international levels, as well as driving and monitoring education reforms.

It is further argued that unions should provide alternatives to competition-oriented education policies and fight against undemocratic practices in schools. Very strong hierarchical systems reflecting militaristic practices undermine teachers' professional judgment and raise feelings of fear and stress. Moreover, unions, particularly in Africa, referred to their fight against early school leaving, their efforts to get children back to school, and their struggles to develop public schooling, while unions in countries facing austerity highlighted their endeavours to lessen the impact of the crisis, defend teachers' rights, and prevent violations of international labour standards.

Several respondents also noted that unions should organise information campaigns advocating the importance of the teaching profession for society at large and the values that it stands for. It is considered essential that unions continue to mobilise public opinion in order to give teachers better visibility, make their role in society better understood, and rally more leaders of civil society to their cause. There should be efforts to promote the public and media image of unions as organisations standing for equity and quality in education. Last but not least, unionising teachers from the private sector was reported by some unions as a way to improve teacher status.

CHAPTER 3

Conclusions and Recommendations

> *Teaching is a profession that lies at the heart of both the learning of children and young people and their social, cultural and economic development. It is crucial to transmitting and implanting social values, such as democracy, equality, tolerance, cultural understanding and respect for each person's fundamental freedoms. (Education International, 2011, Article 29)*

This chapter summarises the survey findings, correlating data when possible and providing recommendations for education unions, policy makers and the CEART. The general perception is that more policy initiatives need to be taken for the ILO/UNESCO Recommendations to be implemented worldwide. At this point, particular reference is made to the EI Policy Paper on Education produced at the 6th World Congress, which outlines many key issues identified in this survey and offers suggestions on how to tackle them.

3.1 Main research findings

The analysis of the research findings reveals education unions' perspectives on a number of issues that proved to have various impacts on the status of teachers and the teaching profession. As evidenced particularly in unions' open responses, teacher status is linked to aspects of quality education as generally defined by EI (2011, Article 9) in terms of context and culture. Specifically, teacher status is clearly related to the national socio-cultural and economic context, job security, salaries and working conditions, teachers' professional development, representation of the teaching profession, professional autonomy, social dialogue, and involvement in decision-making.

This study argues that national context matters if the necessary conditions for recruiting and retaining teachers in the profession are to be met. National education systems face various challenges subject to internal or external influences, some of which may constitute common threats to teacher status (e.g. global economic crisis, privatisation, shortages or oversupplies, underfinancing, and governmental attitude). The goal of investing a substantial amount of state budgets in education equal to at

least six per cent of GDP has yet to be achieved for many countries particularly in Africa, where incentives to ensure an adequate supply of teachers are still lacking, leading to severe shortages, overcrowded classrooms, and the hiring of unqualified personnel. But in several developed countries as well, the global economic downturn has resulted in austerity measures that have dramatically affected teachers' salaries, working conditions, and authority, and have led many politicians to adopt a pejorative rhetoric against teachers, creating a public mistrust towards the profession. Even in Asian-Pacific countries where teachers traditionally enjoy high status, such as Japan, Malaysia, Sri Lanka, and South Korea, the restrictive attitude of government against teachers and unions – translated into limited freedoms for expression, association, and collective bargaining – can result in a decline in status.

Affiliated unions raised concerns about excessive ongoing privatisation practices in their countries and connected their negative effects to a recent decline in teacher status, arguing that competitive attitudes, precarious employment, and high-stakes evaluation demotivate teachers and create unstable working conditions. This can be compounded by the fact that state school teachers are increasingly employed on a contractual basis and their job security is questioned. EI's survey findings show a tendency to merge the status of civil servant with that of contract employee, implying that permanently employed teachers who retire are replaced by newly recruited teachers on a temporary contract. Combined with high attrition rates, as reported by unions, this tendency explains why fewer and fewer teachers are being granted permanent employment. Job insecurity is thus one of the most probable reasons why over half of respondent unions noted that teaching is not an attractive profession for young people, with unqualified personnel increasingly hired as teachers in their countries.

Salaries and working conditions were two of the most crucial factors found to be strongly linked to teachers' occupational status and personal self-esteem. Survey findings show that an improvement or decline in salaries and working conditions over the years has a proportionate impact on teacher status. Yet, working conditions in particular have declined in most participating countries in recent years. As for social security measures, a significant lack is identified in transportation benefits and housing allowances, which are essential incentives for teachers who work in rural, isolated, or deprived locations.

It is perhaps not surprising that the findings from this study indicate that teachers' professional development is essential for their status. However, in many countries, the minimum qualification required to enter the profession is lower than university level, mainly for early childhood and primary education, while there is not always a

probationary period on initial entry to higher education. Moreover, initial and continuous professional education is not free in all cases nor is it included in teachers' working time, as reported by a large proportion of respondents. Quite alarming is the fact that the quality of professional education programmes is questioned in most participating countries and does not guarantee career progression, which unions consider essential for retaining teachers in the profession. Some cases have also been reported where teachers' career prospects are influenced by their political views and union activism.

Although the social representation of teachers is crucial for their status, teachers and education unions are portrayed negatively in most media, sometimes coloured by how politicians refer to them. This representation is also affected by the relationship between government and unions, which was often reported as unstable or conflictual. EI's survey findings show that the relationship developed between unions and government is related to unions' ability to influence education policy and reforms. While the government is likelier to consult unions on policy issues, they are rarely consulted on pedagogical matters. Yet unions attribute great importance to teachers being heard on matters related to their daily practice and participating in social dialogue and decision-making to achieve an improvement in status.

This study further contends that teacher status varies according to education sector. ECE teachers and ESP are accorded a lower occupational status compared to other sectors, particularly higher education. For ECE, most unions reported lower standards for entering the profession, fewer opportunities for permanent employment, as well as inadequate pay and working conditions. Female teachers are predominantly employed in early childhood and primary education, with a higher proportion of male teachers reported in secondary and higher education. Correlating this to teachers' occupational status and pay, a connection between feminisation of the teaching profession, lower status, and reduced levels of remuneration can be identified, which reaffirms UNESCO's view (as cited in Hargreaves and Flutter, 2013, p. 14) on status and feminisation of teaching, mentioned in the literature review above. In the main, early childhood and primary school teachers are placed at a disadvantage, as their workload is inadequately distributed between teaching hours and hours spent planning, preparing, and evaluating students' work.

In higher education, teachers are more likely to decide on the content and methods of their teaching compared to teachers in other sectors and largely have the right to participate in the governing bodies of their institutions. However, institutional censorship and government steering of teaching and research are commonly cited practices for this specific sector of education, while in many countries HEIs rely on private sources of funding.

3.2 Policy recommendations

Attracting motivated individuals to the profession, providing them with the means to develop into high-quality professionals and motivating them to stay in education are the key determinants for any policy recommendation on teacher status. Considering that high occupational prestige and status is of critical importance to educational systems, policy recommendations made in this study include:

- National authorities should ensure that at least six per cent of their GDP is invested in education for a balanced development of all education sectors. As the provision of free quality education is a public responsibility of the state, governments need to regulate the expansion of private education and its effects on equity and quality education. EI (2011, Article 4) believes that privatisation in and of education poses considerable risks for the realisation of the right to education, for educational quality and equality, and that education must not be subject to commercial rules of trade treaties.

- In achieving quality education, teachers should be supported by education support staff who enjoy equal status to and receive similar salaries and working conditions to other education employees with comparable qualifications.

- Entry into the profession and career progression must not discriminate on the basis of gender, race, sexual orientation, disability, political, cultural, or religious beliefs, union membership or activism. Migrant teachers are a growing phenomenon worldwide and access to better data on this phenomenon is critical to understanding teacher migration trends and their impact (Caravatti et al., 2014).

- Teacher education of high quality and standards is necessary for new entrants to the profession and must be fully funded. National authorities should ensure initial pre-service training for all new entrants that covers subject knowledge, pedagogy, and training in diagnosis of students' learning needs, with sufficient time to develop these skills (Global Campaign for Education and Education International, 2012, p. 4). During their career, teachers should have access to free CPD, included in their annual workload, and be able to determine their own professional development needs. Participating in professional development programmes should ensure career progression opportunities for all teachers.

- The status of young teachers and education support staff deserves particular attention, especially in times when precarious employment is on the rise.

Stability and security of employment in all education sectors must be protected to ensure that teachers stay in teaching, particularly in countries facing shortages.

- Public authorities must offer a range of incentives to ensure an adequate supply and availability of teachers. Teacher shortages should be tackled through sufficient initial training, recruitment of qualified teachers, in-service training of unqualified teachers currently employed, competitive salaries, and working conditions. Oversupply and an unequal distribution of qualified teachers should be addressed through better workforce planning and higher educational standards for entering the profession.

- There is an urgent need to make the teaching profession more attractive. EI (2011, Article 30) argues that public authorities and leaders of education institutions need to keep teaching attractive by offering working conditions, social security arrangements, pension schemes, and salaries comparable to those of professionals with similar qualifications. Additional incentives that can help teachers to feel respected and trusted in society include enhancing their autonomy to exercise professional judgement and involving them in the whole decision-making process, from formulation to evaluation. The latter can guarantee that educational reforms are based on needs analysis and correspond to the priorities identified by schools and other local stakeholders (Verger et al., 2013). Building a culture of trust, rather than one of high-stakes accountability, can boost teachers' self-confidence.

- Governments should promote a positive image of teachers and their organisations. Teachers are not to be blamed for the challenges within and of education systems. A collaborative and supportive relationship between government and education unions requires a process of social dialogue that 'should aim to improve the quality and status of education, professional standards and conditions' (EI, 2011, Article 38). Thus, freedom of association and collective bargaining must be protected, as should the right to strike.

- All sectors of education must be adequately respected for their contribution to society. Particularly for early childhood and primary education, there should be additional remunerated working time for non-teaching activities, security of employment, and adequate salaries and working conditions, all measures which could contribute to increasing the occupational prestige of teaching in these sectors.

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APPENDIX 1

Overview of respondents

Respondent unions by region, country, name, sector of education and membership

Region Africa							
Benin	SYNAEM-B: Syndicat National des Enseignants des Ecoles Maternelles du Bénin	ECE, ESD	3,710	Malawi	PSEUM: Private schools employees union of Malawi	ECE, PE, SE, HE, ESD	2,800
Botswana	TAWU: Trainers and Allied Workers Union	VET, HE, ESD	2,500	Senegal	SYPROS: Syndicat des Professeurs du Sénégal	SE, VET, HE	1,795
Ghana	GNAT: Ghana National Association of Teachers	ECE, PE, SE	160,000	Senegal	UDEN: Union Démocratique des Enseignant(e)s du Sénégal	ECE, PE, SE, VET, ESD	10,000
Guinea	FSPE: Fédération Syndicale Professionnelle de l'Education	ECE, PE, SE, VET, HE, ESD	30,129	Togo	FESEN: Fédération des Syndicats de l'Education Nationale	ECE, PE, SE, VET, ESD	15,000
Kenya	UASU: Universities' Academic Staff Union	HE	8,000	Uganda	UNATU: Uganda National Teachers' Union	PE, SE, VET	159,700
Liberia	NTAL: National Teachers' Association of Liberia	PE, SE, VET, ESD	11,697	Zimbabwe	ZIMTA: Zimbabwe Teachers' Association	ECE, PE, SE, VET, HE, ESD	42,000
Region: Arab Countries Cross-Regional Structure							
Morocco	SNE/FDT: Syndicat National de l'Enseignement - Féd. Démocratique du Travail	PE, SE, HE	40,000				
Region: Asia-Pacific							
Australia	AEU: Australian Education Union	ECE, PE, SE, VET, ESD	193,532	Malaysia	MAM: Malaysian Academic Movement	HE	300
Australia	IEUA: Independent Education Union of Australia	ECE, PE, SE, VET, ESD	75,000	Nepal	NNTA: Nepal National Teachers' Association	ECE, PE, SE	70,000

Cook islands	Tereora College	SE	650	New Zealand	NZEI Te Riu Roa: New Zealand Educational Institute Te Riu Roa	ECE, PE, ESD	49,600
Fiji	FTU: Fiji Teachers Union	ECE, PE, SE, VET, HE, ESD	3,500	Philippines	ACT: Alliance of Concerned Teachers	ECE, PE, SE, HE, ESD	100,000
India	AIPTF: All India Primary Teachers' Federation	PE	2,300,000	Solomon Islands	SINTA: Solomon Islands National Teachers' Association	ECE, PE, SE, VET, HE	m
Iraq	KTU: Kurdistan Teachers' Union	ECE, PE, SE, VET, HE	60,000	South Korea	KTU: Korean Teachers' and Education Workers' Union	ECE, PE, SE	53,208
Japan	JTU: Japan Teachers' Union	ECE, PE, SE, VET, HE, ESD	190,000	Sri Lanka	ACUET: All Ceylon Union of English Teachers	ECE, PE, SE, ESD	2,000
Malaysia	NUTP: National Union of Teaching Profession	ECE, PE, SE, VET, HE, ESD	190,000	Sri Lanka	USLTS: Union of Sri Lanka Teachers' Solidarity	ECE, PE, SE, HE	3,944
Region: Europe							
Armenia	CRSTESA: Branch Republican Union of Trade Union Organisations Workers of Education and Science of Armenia	ECE, PE, SE	62,000	Ireland	INTO: Irish National Teachers' Organisation	PE	33,392
Bosnia and Herzegovina	HESUEBH: Higher Education and Science Union of Employees in Bosnia and Herzegovina	HE	4,761	Ireland	TUI: Teachers' Union of Ireland	SE, VET	m
Bosnia and Herzegovina	ITUPEW-BiH: Independent Trade Union of Primary Schools Education of Bosnia and Herzegovina	ECE, PE	970	Latvia	LIZDA: Latvian Educational and Scientific Workers' Trade Union	ECE, PE, SE, VET, HE, ESD	30,025
Cyprus	KTÖS: Cyprus Turkish Teachers' Trade Union	ECE, PE, HE	1,626	Netherlands	AOb: Algemene Onderwijbond	PE, SE, VET, HE, ESD	86,000

Cyprus	KTOEÖS: Cyprus Turkish Secondary Education Teachers Union	PE, SE, VET, HE, ESD	2,513	Norway	NAR: Norwegian Association of Researchers	HE	19,000
Cyprus	OLTEK: Association of Teachers of Technical Education Cyprus	SE, VET	473	Norway	UEN: Union of Education Norway	ECE, PE, SE, HE	160,000
Denmark	BUPL: Danish National Federation of Early Childhood and Youth Educators	ECE, PE	55,000	Portugal	FNE: Federação Nacional da Educação	ECE, PE, SE, VET, HE, ESD	25,500
Denmark	DLF: Danish Union of Teachers	PE, SE	88,817	Russia	ESEUR: Education and Science Employees' Union of Russia	ECE, PE, SE, VET, HE, ESD	3,020,000
Estonia	EEPU: Estonian Educational Personnel Union	ECE, PE, SE, VET, ESD	6,300	Spain	CSI-F: Central Sindical Independiente y Sindical de Funcionarios	ECE, PE, SE, VET, ESD	3,000
France	CGT Educ'action: Confédération Générale du Travail Educ'action	PE, SE, VET	13,000	Spain	FETE-UGT: Federación de Trabajadores de la Enseñanza de la UGT	ECE, PE, SE, VET, HE, ESD	786,110
France	UNSA Education: Union Nationale des Syndicats Autonomes - Education	ECE, SE, VET, HE	77,549	Sweden	Lärarförbundet	ECE, PE, SE, VET, HE, ESD	230,000
Germany	GEW: Gewerkschaft Erziehung und Wissenschaft	VET	20,000	Turkey	Eğitim Sen: Education and Science Workers' Union of Turkey	ECE, PE, SE, VET, HE, ESD	115,000
Greece	OLME: Greek Federation of Secondary State School Teachers	SE, VET	45,000	United Kingdom	NASUWT: The National Association of Schoolmasters Union of Women Teachers	ECE, PE, SE, VET	293,000
Iceland	KI: Kennarasamband Íslands	ECE, PE, SE	10,200				

Region: Latin America							
Argentina	CONADU: Federación Nacional de Docentes Universitarios	HE	15,000	Honduras	COLPEDAGOGOSH: Colegio de Pedagogos de Honduras	ECE, PE, SE, HE	5,819
Argentina	CTERA: Confederación de Trabajadores de la Educación de la República Argentina	ECE, PE, SE, VET, ESD	360,000	Honduras	COLPROSUMAH: Colegio Profesional Superación Magisterial de Honduras	ECE, PE, SE, VET	m
Brazil	CNTE: National Confederation of Education Workers	ECE, PE, SE, ESD	1,104,000	Peru	SUTEP: Sindicato Unitario de Trabajadores de la Educación del Perú	ECE, PE, SE	350,000
Brazil	PROIFES-Federação: Federação de Sindicatos de Professores de Instituições Federais de Ensino Superior	HE	8,000	Uruguay	FENAPES: Federación Nacional de Profesores de Enseñanza Secundaria	SE	11,300
Costa Rica	ANDE: Asociacion Nacional de Educadores	ECE, PE, SE, VET, HE, ESD	15,000	Uruguay	FUM-TEP: Fed. Uruguaya de Magisterio - Trabajadores de Educación Primaria	PE	1,600
Costa Rica	SEC: Sindicato De Trabajadores Y Trabajadoras De La Educacion Costarricense	ECE, PE, SE, VET, ESD	31,267	Venezuela	FEV: Federación De Educadores De Venezuela	ECE, PE, SE, VET	5,000
Region: North America/Caribbean							
Canada	CTF: Canadian Teachers' Federation	ECE, PE, SE	200,000	United States of America	AFT: American Federation of Teachers	ECE, PE, SE, VET, HE, ESD	1,600,000
Haiti	CNEH: Confédération Nationale des Educatrices et Educateurs d'Haiti	ECE, PE, SE, VET, HE	13,000	United States of America	NEA: National Education Association	ECE, PE, SE, VET, HE, ESD	2,093,610
Haiti	UNNOEH: Union Nationale des Normaliens/ Normaliennes et Educateurs/ Educatrices d'Haïti	ECE, PE, SE, VET, HE	11,874				

APPENDIX 2

National education demographic context

The following data aim to present an overview of education demographic context in respective countries as reported by respondent unions, taking account of different education sectors when possible. Numbers that do not refer to a specific sector imply an approximate total number of teachers or workload across sectors. Where unions in the same country provided different responses, both are mentioned. [1]

Country	% GDP on education	Years of compulsory education	Minimum legal age of employment	Number of full-time teachers		Number of part-time teachers		Number of ESP		Annual workload of teachers		Number of migrant teachers
				Male	Female	Male	Female	Male	Female	Working hours in total	Teaching hours	Total
Argentina	6.5	14	16	HE: 9,256	HE: 11,099	HE: 71,577	HE: 62,213	m	m	HE: 1,600	m	m
Armenia	2.5	12	16	4,100	34,900	3,000	18,000	m	m	1,440	792	m
Australia	4.4	10	15	ECE: 19,200 PE: 25,811 SE: 51,816 / PE: 110,206 SE: 73,751 VET: 22,400		m	m	m	m	ECE: 1,172 PE: 1,211 SE: 1,234 VET: 1,524	ECE: 884 PE: 871 SE: 804 VET: 795	m
Benin	m	m	18	1,237	2,473	m	m	m	m	648	m	m
Bosnia and Herzegovina	m	12	18	HE: 2,500	HE: 1,500	HE: 500	HE: 500	m	m	ECE: 1,800 PE: 1,800 HE: 2,000	ECE: 700 PE: 700 HE: 500	m m
Botswana	7.83	12	18	m	m	m	m	m	m	m	m	m
Brazil	6	14	16	208,553 HE: 86,807	625,658	328,453 HE: 8,389	985,359	1,200,000		1,800	1,200	2,139
Canada	6.7	11	14	304,002		92,001		m	m	m	m	m
Cook islands	3	12	16	120		m	m	m	m	m	m	30
Costa Rica	6-7.1	9-11	15-18	ECE: 1 PE: 1,500 SE: 20,000 VET: 1,546 HE: 1,200	ECE: 1,544 PE: 32,700 SE: 15,000 VET: 3,000 HE: 800	ECE: 0 PE: 1,000 SE: 2,000 VET: 1,500 HE: 500	ECE: 2,000 PE: 4,000 SE: 500 VET: 500 HE: 1,000	PE: 9,808 SE: 2,813 VET: 2,104		m	m	5,000
Cyprus (Greek sector)	10.2	10	15	SE: 1,939 VET: 401	SE: 3,846 VET: 101	m	m	m	m	SE: 1,482 VET: 1,482	SE: 936 VET: 936	m

1 m: *missing or incomplete data*

Cyprus (Turkish sector)	12.81	10	16-18	PE: 477 SE: 596 VET: 208	PE: 1,037 SE: 1,425 VET: 302	132	258	PE: 226 SE: 229 VET: 101		PE: 950 SE: 950 VET: 950	PE: 950 SE: 760 VET: 760	m
Denmark	7.9	10	18	15,799 ECE: 1,500 PE: 3,000	39,005 ECE: 13,000 PE: 6,000	ECE: 500 PE: 2,000	ECE:13,000 PE: 5,000	m	m	ECE: 1,924 PE: 1,924	ECE: 1,630 PE: 1,630	m
Estonia	6.7	9	17	ECE: 42 SE: 2,011 VET: 754	ECE: 7,827 SE: 12,215 VET: 1,375	m	m	ECE: 3 SE: 20 VET: 1	ECE:426 SE: 808 VET: 26	ECE:35/week PE: 35/week SE: 35/week VET:35/week	ECE:32/week PE: 23/week SE: 22/week	m
Fiji	m	10	15	m	m	m	m	m	m	1,776	1,776	m
France	6.9	11-13	14-16	PE: 64,000 SE: 160,000	PE: 256,000 SE: 220,000	SE: 6,022 VET: 1,177	SE: 37,764 VET: 3,421 HE: 12,489	m	m	1,607 ECE: 972 SE: 684 VET: 702 HE: 1,607	800 ECE: 900 SE: 648 VET: 648 HE: 192	10,000
Germany	5	12	16	VET: 52,126	VET: 32,763	VET: 9,896	VET: 27,639	m	m	VET: 2,140	VET: 1,000	7%
Ghana	6.1	11	18	110,072	119,243	21,021	11,219	m	m	ECE: 2,080 PE: 2,080 SE: 2,080	ECE: 1,000 PE: 1,400 SE: 800	m
Greece	2.7	9	m	SE: 23,276 VET: 8,386	SE: 37,397 VET: 6,781	m	m	m	m	m	m	m
Guinea	3.06	6	20	ECE: 893 PE: 24,538 SE: 16,030 VET: 558 HE: 6,094	ECE: 1,933 PE: 9,913 SE: 958 VET: 628 HE: 327	m	m	m	m	ECE: 1,080 PE: 1,920 SE: 960 VET: 960 HE: 640	ECE: 960 PE: 1,153 SE: 612 VET: 612 HE: 384	m
Haiti	3-5	9-13	16-18	120,451 PE: 12,534 SE: 1,993		SE: 9,897		m	m	1,920	1,110 PE: 1,000 SE: 960	m
Honduras	7-9	6	14-18	ECE: 100 PE: 15,900 SE: 9,000 HE: 2,000	ECE: 3,000 PE: 19,000 SE: 10,000 HE: 3,000	m	m	m	m	1,560	1,440	m
Iceland	7.8	10	13	ECE: 170 PE: 500 SE: 880	ECE: 2,760 PE: 2,120 SE: 1,620	ECE: 130 PE: 140 SE: 290	ECE: 2,020 PE: 590 SE: 540	m	m	ECE: 1,800 PE: 1,800 SE: 1,800	ECE: 1,560 PE: 641 SE: 595	m
India	4	8	18	PE: 4,612,429		m	m	m	m	PE: 45/week	PE:45/week	m
Iraq	2	6	18	ECE: 1,887 PE: 41,073 SE: 7,403 VET: 1,078 HE: 2,700	ECE: 2,502 PE: 54,447 SE: 9,815 VET: 1,431 HE: 1,800	PE: 5,000 PE: 40%	PE: 60%	m	m	ECE: 598 PE: 598 SE: 598 VET: 598 HE: 798	ECE: 545 PE: 545 SE: 545 VET: 545 HE: 700	1,578
Ireland	6.4	11-12	15-16	PE: 4,675 SE: 23,907 VET: 1,719	PE: 28,717	PE: 791		m	m	PE: 1,079	PE: 915 SE: 735	m
Japan	5	9	16	ECE: 7,373 PE: 156,444 SE: 146,114 VET: 7,146	ECE:103,738 PE: 261,109 SE: 108,121 VET: 8,866	ECE: 3,508 PE: 8,639 SE: 18,875 VET:64,846	ECE: 16,519 PE: 24,056 SE: 21,174 VET: 44,092	ECE: 10,693 PE: 20,081 SE: 12,016 VET: 7,146	ECE: 9,528 PE: 54,111 SE: 19,761 VET: 8,866	2,085	m	m

Kenya	5	8	18	HE: 7,630	HE: 370	m	m	m	m	m	m	m
Latvia	5.5	9	15	ECE: 9,836 PE: 17,698 VET: 2,899		VET: 1,162		m	m	PE: 916 SE: 916 VET: 916 HE: 1,000	ECE: 1,260 PE: 756 SE: 756 VET: 756 HE: 600-1,000	m
				HE: 2,968	HE: 1,284							
Liberia	m	m	18	m	m	m	m	m	m	m	m	m
Malawi	m	m	m	m	m	m	m	m	m	m	m	m
Malaysia	m	6-11	15-18	ECE: 996 PE: 72,701 SE: 55,457	ECE: 7,590 PE: 167,684 SE: 125,012	m	m	PE: 200,000		ECE: 787 PE: 1,155 SE: 1,365 VET: 1,680 HE: 1,680	m	200
Morocco	6	6	15	PE: 128,566 SE: 594,607		m	m	m	m	PE: 1,020 SE: 710-816	PE: 1,020 SE: 710-816	m
Nepal	m	m	m	m	m	m	m	m	m	m	m	m
Netherlands	6.8	12	16	PE: 123,600 SE: 83,200 VET: 41,100 HE: 32,323		m	m	PE: 6,005 SE: 10,780 VET: 7,595 HE: 5,302	PE: 25,416 SE: 15,511 VET: 12,380 HE: 7,598	PE: 1,659 SE: 1,659	PE: 750 SE: 750	m
New Zealand	6	13	14	PE: 4,708	PE: 22,771	PE: 1,471	PE: 8,414	m	m	PE: 2,000	PE: 960	m
Norway	6.8	10	m	ECE: 19,500 PE: 32,941 SE: 17,872		HE: 1,000		m	m	ECE: 1,750 PE: 1,687 HE: 1,950	ECE: 741 PE: 657	m
				HE: 6,800	HE: 5,200							
Peru	3	11	18	ECE: 91,684 PE: 211,292 SE: 190,308		42,000		m	m	ECE:30/week PE:30/week SE:24/week	m	m
Philippines	2.3	12	18	900,000		300,000		100,000		1,600	1,200	m
Portugal	4.1	12	16	ECE: 182 PE: 12,002 SE: 22,069 VET: 3,945 HE: 19,854	ECE: 16,957 PE: 45,069 SE: 54,032 VET: 4,939 HE: 15,628	m	m	10,963	68,965	ECE: 1,289 PE: 1,289 SE: 1,289	ECE: 965 PE: 875 SE: 770	m
Russia	4.2	9	14	1,754,000		m	m	830,000		m	m	m
Senegal	6	10	18	ECE: 30% PE: 30% SE: 70% VET: 70%	ECE: 70% PE: 70% SE: 30% VET: 30%	ECE: 20% PE: 20% SE: 20% VET: 20%	ECE: 80% PE: 80% SE: 80% VET: 80%	40%	60%	ECE: 120 PE: 120 SE: 120 VET: 120	ECE: 300 PE: 300 SE: 300 VET: 300	m
Solomon Islands	m	m	m	m	m	m	m	m	m	m	m	m
South Korea	4.9	9	15	ECE: 931 PE: 42,496 SE: 105,084	ECE: 47,599 PE: 140,176 SE: 142,753	m	m	m	m	PE: 1,974 SE: 2,054	PE: 694 SE: 560	
Spain	4.55-4.86	10	16	ECE: 51,655 PE: 228,104 SE: 222,969		m	m	m	m	1,450	1,300	m
				HE: 70,006	HE: 45,325						PE: 800 SE: 713	
Sri Lanka	1.7	16	18	239,766		m	m	m	m	1,200 HE: 1,600	1,000 HE: 1,200	m
Sweden	7.3	9	15	ECE: 51,500 PE: 76,000 SE: 27,000		m	m	ECE: 40,000 PE: 20,000		ECE: 1,760 PE: 1,760 SE: 1,760 VET: 1,760 HE: 1,760	ECE: 1,600 PE:800-1,000 SE:800-1,000 VET: 800-1,000	m

Togo	4.42	15	18	ECE: 241 PE: 29,324 SE: 14,591 VET: 1,118	ECE: 2,723 PE: 5,041 SE: 1,054 VET: 132	m	m	PE: 1,020 SE: 376 VET: 256	PE: 329 SE: 94 VET: 64	m	m	m
Turkey	3.24	12	16	ECE: 3,387 PE: 120,661 SE: 195,232 VET: 87,894 HE: 71,271	ECE: 59,940 PE: 167,783 SE: 202,925 VET: 73,394 HE: 50,172	m	m	m	m	ECE: 1,100 PE: 720 SE: 840	ECE: 1,100 PE: 720 SE: 840	m
Uganda	3.19	14	18	PE: 104,494 SE: 44,611	PE: 65,009 SE: 12,582	m	m	m	m	PE: 2,080 SE: 2,080 VET: 2,080	PE: 720 SE: 720 VET: 720	m
				VET: 8,084								
United Kingdom	5.95	14	16	m	m	m	m	m	m	1,265	m	m
United States	6.91	9-10-14	14-16	3,057,700-5,048,000 HE: 762,000		HE: 762,000		3,098,937 ECE: 756,668 HE: 467,684	ECE: 2,108,732 HE: 684,427	1,800	1,100	13,000
Uruguay	4.5	9	15-16	55,000 SE: 18,000		m	m	m	m	SE: 480	SE: 440	m
Venezuela	5	15	18	140,000	210,000	60,000	90,000	m	m	ECE: 1,300 PE: 1,300 SE: 1,400 VET: 1,400	ECE: 1,300 PE: 1,300 SE: 1,000 VET: 1,000	m
Zimbabwe	1.8	7	18	ECE: 7,652 PE: 30,494 SE: 17,513	ECE: 8,916 PE: 35,537 SE: 20,409	4,434	5,166	PE: 481 SE: 751	PE: 559 SE: 874	PE: 1,360 SE: 1,360	PE: 1,360 SE: 1,360	m

APPENDIX 3

Survey on the status of teachers

Section 1: Background information about the responding organisation

1.1 Name of the organisation: .....

1.2 Country: .....

1.3 Region:

- ❑ Africa
- ❑ Arab Countries Cross-Regional Structure
- ❑ Asia-Pacific
- ❑ Europe
- ❑ Latin America
- ❑ North America/Caribbean

1.4 Which sector(s) does your organisation represent?

Please check all that apply:

- ❑ Early Childhood Education
- ❑ Primary Education
- ❑ Secondary Education
- ❑ Vocational Education and Training
- ❑ Higher Education
- ❑ Education Support Personnel

1.5 What is your total membership? | |

1.6 What percentage of the total education workforce is your membership? *(Indicate by level, if applicable)*

Total	%
Early Childhood Education	%
Primary Education	%
Secondary Education	%
Vocational Education and Training	%
Higher Education	%
Education Support Personnel	%

1.7 Name of the person(s) completing the survey: .....

.....

1.8 Position/Job title of the person(s) completing the questionnaire: .....

.....

1.9 Contact for clarification: e-mail and phone number: .....

.....

1.10 Website of the organisation: .....

Section 2: National education demographic context

2.1 % GDP spent on education:	%

2.2 % of government spending on education *(indicate by level, if applicable):*

Total	%
Early Childhood Education	%
Primary Education	%
Secondary Education	%
Vocational Education and Training	%
Higher Education	%
Education Support Personnel	%

2.3 % GDP spent on teachers' salaries in total:	%
2.4 Years of compulsory education:	
2.5 Minimum legal age of employment:	

2.6 Access to publicly funded education is provided free of charge:

	Yes	No
Early Childhood Education	❑	❑
Primary Education	❑	❑
Secondary Education	❑	❑
Vocational Education and Training	❑	❑
Higher Education	❑	❑

2.7 Number of full-time teachers in your country *(indicate by level and gender, if applicable):*

	Male	Female	Total
Total			
Early Childhood Education			
Primary Education			
Secondary Education			
Vocational Education and Training			
Higher Education			

2.8 Number of part-time teachers in your country *(indicate by level and gender, if applicable):*

	Male	Female	Total
Total			
Early Childhood Education			
Primary Education			
Secondary Education			
Vocational Education and Training			
Higher Education			

2.9 Number of education support personnel (non-teaching personnel) in your country *(indicate by level and gender, if applicable):*

	Male	Female	Total
Total			
Early Childhood Education			
Primary Education			
Secondary Education			
Vocational Education and Training			
Higher Education			

2.10 Please indicate the annual workload of full-time teachers in your country, as regulated by law:

	Total number of working hours (per annum)	Number of teaching hours (per annum)
Total		
Early Childhood Education		
Primary Education		
Secondary Education		
Vocational Education and Training		
Higher Education		

2.11 Are there migrant teachers working in your country?

Yes	No	Don't know
❑	❑	❑

2.12 If yes in the previous question, please indicate their number: [ ]

2.13 Are people with disabilities represented in the teaching workforce in your country?

Yes	No	Don't know
❑	❑	❑

2.14 Are there minority groups, which are NOT proportionally represented in the total teaching workforce in your country?

Yes	No	Don't know
❑	❑	❑

2.15 If yes in the previous question, please provide some comments:

[ ]

Section 3: Evaluation of the general perception of teachers' occupational status in your country

3.1 What status does your society accord to teachers?

	Very low	Low	Average	High	Very high
Early childhood education teachers.	❑	❑	❑	❑	❑
Primary school teachers	❑	❑	❑	❑	❑
Secondary school teachers	❑	❑	❑	❑	❑
Vocational education and training teachers	❑	❑	❑	❑	❑
Higher education teaching personnel	❑	❑	❑	❑	❑
Education support personnel	❑	❑	❑	❑	❑

3.2 How would you generally evaluate the status of teachers and/or education support personnel in relation to other professions with similar qualifications in your country?

3.3 Where would the status of teaching in rural areas be ranked when compared to teaching in urban areas?

Much lower	Lower	Same	Higher	Much higher
❑	❑	❑	❑	❑

3.4 Has there been any change in teachers' status during the last 10 years in your country? It has…

Significantly declined	Slightly declined	Not changed	Slightly improved	Significantly improved
❑	❑	❑	❑	❑

3.5 Please explain your answer to the previous question:

3.6 The image of, and attitude to teachers promoted by the mass media in your country is generally

Very negative	Negative	Neutral	Positive	Very positive
❑	❑	❑	❑	❑

3.7 The image of, and attitude to education unions promoted by the mass media in your country is generally

Very negative	Negative	Neutral	Positive	Very positive
❑	❑	❑	❑	❑

Section 4: Organisation of the education system in your country

4.1 Is the provision of education recognised legally as a responsibility of the State in your country?

Yes	No	Don't know
❑	❑	❑

4.2 What is the legal status of teachers working in the public sector in your country?
(*If teachers are employed either as civil servants or contract employees in the public sector in your country, please check both*)

	Civil servants	Contract employees
Early childhood education teachers	❑	❑
Primary school teachers	❑	❑
Secondary school teachers	❑	❑
Vocational education and training teachers	❑	❑
Higher education teaching personnel	❑	❑
Education support personnel	❑	❑

4.3 In the previous question, if there is any Other legal status that applies to teachers working in the public sector in your country, please state that here:

4.4 Who is responsible for employing teachers in the public sector in your country?
(If more than one body is responsible for employing teachers, then please check all that apply)

	Central government	Regional authorities	Local authorities	Educational institutions themselves
Early childhood education teachers	❑	❑	❑	❑
Primary school teachers	❑	❑	❑	❑
Secondary school teachers	❑	❑	❑	❑
Vocational education and training teachers	❑	❑	❑	❑
Higher education teaching personnel	❑	❑	❑	❑
Education support personnel	❑	❑	❑	❑

4.5 To what extent do the following issues apply in your country?

	Not at all	To some extent	To a great extent
a) Expansion of private educational institutions	❑	❑	❑
b) Proliferation of private tutoring	❑	❑	❑
c) Competition for funding between educational institutions	❑	❑	❑
d) Overcrowded classrooms	❑	❑	❑

4.6 Please indicate whether the following issues on educational facilities apply in your country:

	Yes	To some extent but not sufficient	No	Don't know
a) Are educational institutions safe from natural disasters?	❑	❑	❑	❑
b) Are educational institutions in general appropriate for teaching and learning?	❑	❑	❑	❑
c) Is there sufficient teaching equipment?	❑	❑	❑	❑
d) Do teachers have a staff room at school?	❑	❑	❑	❑
e) Are student materials available to all students free of charge?	❑	❑	❑	❑

Section 5: Recruitment, retention and development of teachers

5.1 Please indicate the minimum qualification required to enter the teaching profession in your country, by level:

	Primary or No qualifications	Upper-secondary education	Teacher certificate/ diploma	Undergraduate degree	Master's degree	Doctoral degree
Early Childhood Education	❑	❑	❑	❑	❑	❑
Primary Education	❑	❑	❑	❑	❑	❑
Secondary Education	❑	❑	❑	❑	❑	❑
Vocational Education and Training	❑	❑	❑	❑	❑	❑
Higher Education	❑	❑	❑	❑	❑	❑

5.2 If teacher education is required to enter the teaching profession in your country, please indicate the number of years required to be qualified to teach in each of the following levels:

	Number of years
Early Childhood Education	
Primary Education	
Secondary Education	
Vocational Education and Training	
Higher Education	

5.3 Please indicate whether the following issues on the recruitment of teachers apply in your country:

	Yes	No	Don't know
a) Are there more applicants willing to become teachers, than the available positions in the teaching profession?	❑	❑	❑
b) Is the teaching profession an attractive profession for young people?	❑	❑	❑
c) Is there a probationary period on initial entry to teaching in higher education?	❑	❑	❑

5.4 Please indicate if there is high teacher attrition in your country, by level:

	Yes	No	Don't know
Early Childhood Education	❑	❑	❑
Primary Education	❑	❑	❑
Secondary Education	❑	❑	❑
Vocational Education and Training	❑	❑	❑
Higher Education	❑	❑	❑

5.5 In general how would you describe the supply and availability of qualified teachers in your country?

❑ 1) Serious shortage
❑ 2) Somewhat of a shortage
❑ 3) Neither a shortage nor oversupply
❑ 4) Somewhat of an oversupply
❑ 5) Serious oversupply
❑ 6) Oversupply, yet shortage
❑ 7) Don't know

5.6 Please explain your answer to the previous question:

5.7 If there is a shortage of teachers in your country, is it higher in rural or urban areas?

❑ 1) Rural areas ❑ 2) Urban areas

5.8 If there is a shortage of teachers in your country, can you indicate the subject areas and/or levels of education that are mostly affected?

5.9 If there is a shortage of teachers in your country, is the hiring of unqualified personnel a common practice?

Very common	Somewhat common	Somewhat uncommon	Very uncommon	Don't know	Not applicable
❑	❑	❑	❑	❑	❑

5.10 Please indicate whether the following issues on professional development of teachers apply in your country:

	Yes	To some extent but not sufficient	No	Don't know
a) Is initial teacher education provided free of charge?	❑	❑	❑	❑
b) Is Continuing Professional Development (CPD) provided in your country?	❑	❑	❑	❑
c) Do teachers have the opportunity to access CPD free of charge?	❑	❑	❑	❑
d) Can teachers decide what form of CPD they receive?	❑	❑	❑	❑
e) Is there working time allocated for teachers to participate in CPD per year?	❑	❑	❑	❑
f) Does CPD lead to career progression and recognition of advanced skills?	❑	❑	❑	❑
g) Is CPD of sufficient quality and relevance for teaching?	❑	❑	❑	❑

Section 6: Profession consultation on key educational issues

6.1 Please indicate to what extent are the statements below true of the teaching profession in your country:

	Not at all true	To some extent true	Completely true	Don't know
a) Teachers are held accountable through test results	❑	❑	❑	❑
b) Teachers are held accountable through inspections	❑	❑	❑	❑
c) Teachers are trusted to use their professional judgment and expertise	❑	❑	❑	❑
d) Cooperation of teachers at school level is promoted by the authorities	❑	❑	❑	❑

6.2 Please indicate how frequently education unions are consulted by the government in matters such as:

	Never	Rarely	Sometimes	Often	Always
a) Educational policy	❑	❑	❑	❑	❑
b) School organisation	❑	❑	❑	❑	❑
c) Pedagogical practice	❑	❑	❑	❑	❑
d) Curriculum development	❑	❑	❑	❑	❑
e) Development and selection of teaching materials	❑	❑	❑	❑	❑

6.3 How would you rate the ability of education unions to influence the policy and education reforms in your country?

Not at all influential	Slightly influential	Moderately influential	Highly influential
❑	❑	❑	❑

6.4 Please explain your answer to the previous question:

6.5 How would you describe the relationship between education unions and government in your country during the last 5 years?

No relation	Conflicting	Frequently changing	Collaborative and supportive	Other (Please, specify)
❑	❑	❑	❑	❑

6.6 Does the union have free access to reach teachers in schools?

Yes	No	Don't know
❑	❑	❑

6.7 How does the union communicate/get feedback from its membership?

Please check all that apply:

- ❑ a) Website
- ❑ b) Social media
- ❑ c) Email feeds
- ❑ d) SMS
- ❑ e) Printed newsletters
- ❑ f) Radio
- ❑ g) TV
- ❑ h) Meetings
- ❑ i) Periodic surveys
- ❑ j) Other (Please, specify): .....

Section 7: Pay, benefits and working conditions

7.1 If the statements below apply to any sector(s) of education that you represent, please check the appropriate box(es). If not, then leave the box(es) empty.

	Early Childhood Education	Primary Education	Secondary Education	Vocational Education and Training	Higher Education
a) Teachers' salaries are comparable to those for professions with similar qualifications	❑	❑	❑	❑	❑
b) Teachers' salaries provide them with the means to ensure a r easonable standard of living for themselves and their families	❑	❑	❑	❑	❑
c) Teachers' pay is linked to performance as measured by student test scores	❑	❑	❑	❑	❑
d) Teachers are paid on an incremental salary scale					
e) Teachers are granted life-time employment (tenure)	❑	❑	❑	❑	❑

7.2 Generally speaking, what has happened to teachers' salaries over the past 5 years in your country?

Significant decrease	Some decrease	Neither an increase nor decrease	Some increase	Significant increase
❑	❑	❑	❑	❑

7.3 Generally speaking, what has happened to teachers' working conditions over the past 5 years in your country?

Significant decrease	Some decrease	Neither an increase nor decrease	Some increase	Significant increase
❑	❑	❑	❑	❑

7.4 Which of the following social security protections and/or benefits are generally made available for teachers in your country?

	Yes	No	Don't know
a) Sickness or health benefits	❑	❑	❑
b) Unemployment benefits	❑	❑	❑
c) Pension scheme	❑	❑	❑
d) Employment injury benefits	❑	❑	❑
e) Family benefits	❑	❑	❑
f) Maternity/Paternal/Parental benefits	❑	❑	❑
g) Invalidity/Disability benefits	❑	❑	❑
h) Survivors benefits	❑	❑	❑
i) Housing allowance/Subsidy	❑	❑	❑
j) Transportation benefits	❑	❑	❑
k) Annual holiday pay	❑	❑	❑
l) Study leave	❑	❑	❑
m) Special provisions for teachers in rural or remote areas	❑	❑	❑

7.5 In the previous question, if there is any Other social security protection and/or benefit that you would like to mention, please state that here:

Section 8: Freedom of expression, association and collective bargaining

8.1 To what extent do you agree that teachers in your country have the freedom to determine what and how to teach without interference, according to professional standards?

Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Don't know
❑	❑	❑	❑	❑	❑

8.2 To what extent is the right to freedom of association guaranteed for teachers in your country?

Fully guaranteed	Somewhat guaranteed	Neither guaranteed nor limited	Somewhat limited	Fully limited	Don't know
❑	❑	❑	❑	❑	❑

8.3 Do teachers have the right to strike in your country?

Yes	No	Don't know
❑	❑	❑

8.4 What forms of union activism are common in your country?

8.5 Does the government allow for union representation in collective bargaining?

Yes	No	Don't know
❑	❑	❑

8.6 If yes in the previous question, please indicate whether the following conditions are bargained with representatives of education personnel in your country:

	Yes	No	Don't know
a) Salaries	❑	❑	❑
b) Working conditions	❑	❑	❑
c) Conditions of employment	❑	❑	❑
d) Equity and non-discrimination	❑	❑	❑

8.7 Have collective agreements been unilaterally altered or cancelled in the last 5 years?

Yes	No	Don't know
❑	❑	❑

8.8 If yes in the previous question, what was the reason given by the authorities and what initiatives has the union undertaken?

8.9 To what extent are employment and career opportunities for teachers in your country influenced by their:

	Not at all influenced	Slightly influenced	Moderately influenced	Very influenced	Extremely influenced
a) Political views	❑	❑	❑	❑	❑
b) Religious views	❑	❑	❑	❑	❑
c) Ethnicity	❑	❑	❑	❑	❑
d) Gender	❑	❑	❑	❑	❑
e) Sexual orientation	❑	❑	❑	❑	❑
f) Union membership	❑	❑	❑	❑	❑
g) Union activism	❑	❑	❑	❑	❑

8.10 In the previous question, if there is any Other condition that you would like to mention, please state that here:

Section 9: Academic freedom and professional autonomy

9.1 Are violations of academic freedom common in your country?

Very rare	Rare	Uncommon	Common	Very common
❑	❑	❑	❑	❑

9.2 If violations of academic freedom are common in your country, who monitors them?

9.3 Do any of the following threaten academic freedom in your country?

	Yes	No	Don't know
a) Government censorship/repression of teaching and/or research	❑	❑	❑
b) Institutional/internal censorship of teaching and/or research	❑	❑	❑
c) Government steering of teaching and/or research	❑	❑	❑
d) Industrial/corporate influences over teaching and/or research	❑	❑	❑

9.4 Please indicate to what extent are the statements below true of the higher education teaching profession in your country:

	Not at all true	To some extent true	Completely true	Don't know
a) Higher education teaching personnel have the freedom to determine what and how to teach without interference, according to academic standards	❑	❑	❑	❑
b) Higher education teaching personnel have free access to libraries and online databases required for their teaching, scholarship or research	❑	❑	❑	❑
c) The intellectual property of higher education teaching personnel is legally protected	❑	❑	❑	❑
d) Higher education teaching personnel are held accountable at institutional level based on their teaching, research and other academic duties	❑	❑	❑	❑

Section 10: Institutional rights, duties and responsibilities

10.1 Please indicate whether the following issues on higher education institutions apply in your country:

	Yes	No	Don't know
a) Is the autonomy of Higher Education Institutions (HEIs) protected by legal provisions?	❑	❑	❑
b) Are HEIs held accountable at a national/regional level for their teaching and research through independent accreditation?	❑	❑	❑
c) Are HEIs held accountable at a national/regional level for their funding through independent accreditation?	❑	❑	❑
d) Do HEIs rely on private sources of funding?	❑	❑	❑
e) Are HEIs responsible for fixing the salaries of higher education personnel?	❑	❑	❑
f) Do higher education teaching personnel have the right to take part in governing bodies of HEIs?	❑	❑	❑

Section 11: Improving teacher status

11.1 What could be done to improve teacher status?

11.2 What should be prioritised in policy making to improve teacher status?

11.3 What roles should or could unions play in promoting teacher status?

Supply and availability of teachers

Attractive career prospects

Quality teaching Teach Education

Freedom of association

and collective bargaining **Teacher**

Education Professional development

Social dialogue Working conditions

Education Support Personnel **Academic**

freedom Salaries Job security

Respect Consultation Social trends

Education unions Autonomy

Supportive environments Trust

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ISBN 978-92-95100-88-6 (PDF)