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Education
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Toolkit



Activating the Recommendations of the United Nations High-Level Panel on the Teaching Profession

A Guide for Education Unions



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Education International (EI)

Education International is the Global Union Federation that brings together organisations of teachers and other education employees from across the world. Through our 383 member organisations, we represent more than 32 million teachers and education support personnel in 178 countries and territories.

Education International is the global voice of teachers and education workers.

Activating the Recommendations of the United Nations High-Level Panel on the teaching Profession

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Foreword

In September 2022, at the Transforming Education Summit, the United Nations identified education as a top global priority, focusing on the critical shortage of qualified teachers and funding for education systems.

As a result, for the first time ever, a UN High-Level Panel was created to examine the role of teachers and the support we need to strengthen our profession. Convened by the United Nations Secretary-General, the High-Level Panel on the Teaching Profession included government leaders, education ministers, employers, civil society representatives, union leaders, teachers and students. Education International was at the table as the voice of the profession. I was proud to serve as your representative.

The discussions were sharp and sometimes contentious and included the most relevant and difficult subjects in the education sector today, such as addressing the global teacher shortage, elevating the teaching profession and the importance of increased funding to achieve these goals.

I am very happy to say we achieved a breakthrough. Your message, our message, was adopted in a broad consensus and will be used by the United Nations to lead the global education dialogue about the future of our profession.

Every member reading the Panel's 59 recommendations will recognise our longstanding demands on a broad range of issues, from teacher pay and working conditions to professional respect. In brief, the Panel said teachers and education support personnel must be supported, valued, and paid their worth; with workloads and working conditions that support mental and physical well-being; negotiated salaries competitive with those in comparable professions and an end to the hiring of contract or unqualified teachers.

The Panel further said qualified teachers must be recognised as key partners for transforming education systems and must be involved in policy planning through social and policy dialogue between governments and education unions.

Importantly, collective bargaining and our right to take industrial action are recognised and reaffirmed.



Our tireless advocacy has brought us to this moment. With the Panel's recommendations, we now have a new set of tools to truly transform education and effect real change for millions of teachers, education personnel and students around the world. We must now take the next steps and make sure our governments answer the call.

The recommendations call for the creation of national commissions or other mechanisms that bring together teacher unions and governments to address the teacher shortage, support the teaching profession and monitor the implementation of the recommendations. Your advocacy will be key to making sure these commissions are set up and that they address the challenging issues you face.

Education International stands ready to support you. We have put together a guide to help you make the most of the recommendations and to help your advocacy for the right to education and the rights of teachers and support personnel everywhere.

Now is the time to organise and mobilise to make sure our governments implement the recommendations and fully fund education and invest in our profession. This is our moment.

Our union power can transform education all around the world.

A handwritten signature in black ink that reads "Susan Hopgood".

Susan Hopgood
President, Education International



Introduction

What is the United Nations High-Level Panel on the Teaching Profession?

The High-Level Panel on the Teaching Profession was convened by the United Nations Secretary-General in response to the global teacher shortage. **The Panel brought together academics, ministers, former presidents, teachers and students and their unions.** Education International was the voice of the profession on the Panel, and an active participant in the process. Tasked with providing policy advice for governments to ensure that every child's right to a professionally-trained, qualified, and well-supported teacher is fulfilled, the Panel identified 59 recommendations.

The creation of the High-Level Panel on the Teaching Profession

With the promise of universal quality education increasingly out of reach, the UN held the first-ever Summit of heads of state dedicated to education in September 2022. The [*Transforming Education Summit*](#) aimed to accelerate progress towards SDG4 and help transform education systems.

Education International (EI) [*called for greater investment in the teaching profession*](#) and concrete, tangible outcomes to fulfil the right to education for all.

In his conclusions, the UN Secretary-General recognised the need for fundamental change, to enable teachers to fulfil their roles in the education systems of the future:

The global teacher shortage must be tackled head-on, including by making the teaching profession more attractive for younger generations. This calls for decent working conditions and an enhanced status of teachers, including through wages comparable with professions requiring similar levels of qualifications, and continuous professional development.
(UN 2022; p. 5).

Yet, only about a third of the [*national commitments*](#) made by the countries participating in the Summit included concrete commitments to making teaching more attractive and only 20% included concrete commitments to increase teacher salaries ([*Education International; 2023, p. 5*](#)).



The need for follow-up action was clear and at the close of the Summit, the UN Deputy Secretary-General, Amina Mohammed, [announced the creation](#) of a High-Level Commission on the Teaching Profession (later renamed the High-Level “Panel”).

Panel members

The Panel brought together government ministers of education and labour, representatives of teacher unions and employers’ organisations, academics, civil society leaders, teachers and students representing every continent. You can consult the [the full list of the members](#) It was led by the former president of Estonia, Kersti Kaljulaid, and the former president of Trinidad and Tobago, Paula-Mae Weekes, and supported by a joint ILO-UNESCO Secretariat.

Process

The Panel met over several months in 2023 to discuss six imperatives for the future of the teaching profession: quality; equity, diversity and inclusion; humanity; sustainability; dignity; and innovation and leadership. These discussions informed the drafting of recommendations, which were then deliberated and adopted in New York in mid-September.

The Panel’s recommendations set out a roadmap for the global transformation of the teaching profession and reaching the targets of Sustainable Development Goal 4.

Why does the Panel matter for education unions?

The Panel is an unprecedented initiative from the United Nations, shining a spotlight, for the first time, on the teacher shortage and the urgent need to ensure that every education system provides teachers with the conditions necessary to provide quality education for all.

The Panel’s recommendations give education unions a historic opportunity for advocacy as they cover many core issues relating to the teaching profession, which can be harnessed for national campaigns. Referring to the Panel’s recommendations brings the weight of international policy from a UN-convened body to the table.



Do the Panel's recommendations matter for unions representing teachers in the early childhood (ECE), technical and vocational education and training (TVET), and further and higher education (FHE) sectors?

Yes! The Panel's recommendations provide policy advice to transform the teaching profession across all levels of education. Importantly for ECE and TVET unions, the recommendations call for *commensurate fairness between salaries at different levels of education, including early childhood and TVET* (Recommendation 36). This stand-out recommendation acknowledges the undervaluation of those working at these levels of education and the need to ensure decent work for all teaching professionals.

Higher education unions should note that the recommendations call on governments to ensure teachers' rights to *freedom of expression, freedom of thought, and academic freedom* (R2).

Do the Panel's recommendations matter for unions representing education support personnel?

Yes! Whilst the recommendations focus on the teaching profession, much of the policy advice such as the need for adequate salaries, decent working conditions and quality training opportunities also apply to education support personnel. In addition, the recommendations – in line with EI's *Declaration on the Rights and Status of Education Support Personnel* - explicitly recognise education support personnel's professionalism and the crucial role they play in ensuring quality education:

Education support personnel are key workers in education who should work interdependently with teachers and enjoy commensurate working conditions as teachers. Adequate support for teachers should be provided so that they can focus on teaching and spend less time on non-teaching tasks, which should be handled by dedicated and specialised professionals. (R39)

Furthermore – in line with EI's *Aveiro Statement* - the recommendations call for *investment in the provision of qualified education support personnel* (R8), a key demand of the Go Public: Fund Education campaign.



What is this toolkit?

This toolkit aims to:

- Help EI affiliates understand the Panel's recommendations.
- Provide a framework for EI affiliates to use the recommendations in their advocacy on key union issues.
- Support EI affiliates as they advocate for the implementation of the recommendations in their national and local contexts as part of the Go Public! Fund Education campaign.



Key Recommendations for Education Unions

With **59 recommendations**, the Panel’s advice is comprehensive and detailed.

Whilst all of the recommendations are important, some are especially relevant for education unions as they support demands that unions have been making for years. These demands can be grouped in six themes:

- pay, conditions and job security;
- professional practice;
- gender, equity and diversity;
- technology and the future of work;
- social dialogue and collective bargaining; and
- financing.

The table on the right shows how these six key themes are covered across the recommendations.

Below, some key recommendations are highlighted across the same six thematic areas. In addition, two key recommendations linked to ensuring accountability are highlighted.

Recommendation n°	Pay, Conditions and Job Security	Professional Practice	Gender, equity and diversity	Technology and the Future of Work	Social Dialogue and Collective Bargaining	Education Financing
Enabling the transformation of the teaching profession						
R01						
R02						
R03						
R04						
R05						
R06						
Investing in teachers						
R07						
R08						
R09						
Promoting equity, diversity and inclusion						
R10						
R11						
R12						
R13						
Elevating the status and dignity of the teaching profession						
R14						
R15						
R16						
R17						
R18						
R19						
Improving quality and fostering innovation in teaching through training and lifelong learning						
R20						
R21						
R22						
R23						
R24						
R25						
R26						
R27						
R28						
R29						
R30						
R31						
Ensuring sustainability, peace and democracy						
R32						
R33						
R34						
R35						
Fostering humanity in teaching through decent work						
R36						
R37						
R38						
R39						
Developing leadership in teaching						
R40						
R41						
R42						
Advancing human-centred education technology						
R43						
R44						
R45						
R46						
R47						
Transforming teaching through a new social contract for education and social dialogue						
R48						
R49						
R50						
R51						
R52						
Next steps for international action						
R53						
R54						
R55						
R56						
R57						
R58						
R59						



Pay, conditions and job security

The recommendations affirm that *secure employment and decent working conditions are foundational for recruitment and retention in the profession* (Recommendation 35) and that *the status and dignity of the profession needs to be protected and elevated* (R14).

Key recommendations on this topic include:

1. Competitive and fair salaries:

- Salaries should be *at the same level as compared to other professions with similar educational requirements*. (R36)
- *There should be commensurate fairness between salaries at different levels of education, including early childhood education and TVET*. (R36)
- *Gender pay equity should be ensured*. (R36)
- Governments should *support teachers working in crisis settings and ensure they receive timely, adequate, and regular salaries*. (R10)
- *Bonuses and incentives...should be accorded to teachers working in rural, indigenous and tribal, remote, and hardship settings to encourage experienced teachers to serve in these areas*. (R11)

2. Quality working conditions:

- *Working conditions should provide for:*
 - *stable contractual forms;*
 - *a safe and healthy workplace;*
 - *manageable teacher-to-student ratios;*
 - *safe, affordable, and adequate housing, and*
 - *adequate social protection and pensions (among others)*. (R37)
- *Governments must:*
 - *Ensure social protection;*
 - *Guarantee freely available pathways to high quality training*
 - *Address the need for child and family care*. (R10)



3. Putting an end to precarious employment:

- *Governments should immediately begin phasing out the use of contract teachers and the hiring of unqualified personnel to fill teacher shortages.* (R19)

4. Teacher wellbeing:

- *Working conditions should promote teachers' mental health and holistic well-being.* (R38).
- *Governments should promote the wellbeing of teachers [all teachers working in contexts of crisis displacement] by addressing their physical, emotional, and psychological needs.* (R12)

5. Manageable workloads:

- Teachers should have *balanced workloads.* (R37)
- *Working time arrangements should allow for adequate rest and work-life balance.* (R37)

Professional practice

The Panel underlines the importance of defending and promoting professional teaching. It outlines multiple strategies to promote quality teaching and learning and ensure a professional, skilled and motivated workforce.

Key recommendations on this topic include:

1. Quality initial teacher training

- *High quality initial teacher training should be publicly funded for all prospective teachers, including through stipends and other monetary and nonmonetary incentives.* (R20)
- *Private providers of teacher education should be appropriately regulated to ensure quality.* (R21)
- *New teachers should be provided with adequate induction and mentorship.* (R26)



2. Quality continuous professional development

- *Opportunities for continuous professional development should be equitable, free of charge, and part of official duties. (R25)*
- *Continuous professional development should be designed and determined in dialogue with the teaching profession. (R25)*
- *Governments should develop policies that set out clear career pathways and include resources and staff dedicated to teacher professional development and lifelong learning within defined vertical and horizontal career paths. (R29)*

3. Professional standards

- *Shortages are exacerbated by the continued attrition of teachers, the use of contract and unqualified personnel to fill teacher gaps (paragraph 2, p1); Governments should immediately begin phasing out the use of contract teachers and the hiring of unqualified personnel to fill teacher shortages. (R19)*
- *Teachers at all levels should at minimum have a first-level higher education degree, and ideally a master's degree or equivalent. (R21)*
- *Teachers' organisations, in consultation with relevant stakeholders, should develop, implement, and monitor professional standards for teachers to hold the profession accountable to the highest standards and to build a sense of profession that brings teachers together around a common ethos, body of knowledge, and know-how. (R49)*
- *Refugee and displaced teachers should be provided entry pathways into the education workforce of host communities, in line with national teaching standards. (R13)*

4. Professional autonomy

- *Policies should ensure teacher agency and autonomy. (R15)*
- *Adequate resources must be provided to ensure security and freedom from intimidation and interference. (R18)*
- *Teachers should not be rigidly bound to assessments and pedagogies that fulfil narrow criteria for learning success. (R3)*
- *Policies should promote teaching as a collaborative profession, with adequate space, time, and resources for collaborative planning, communities of practice, and reflective and reflexive practice by and among teachers, within and beyond their education institution. (R27)*



- *Clear and purposeful distributed leadership should encourage teachers to lead within their schools and should be an integral part of fostering quality teaching and innovation. (R41)*

5. Transforming teaching

- *Policies should support teachers to guide students through the process of self-discovery and enable inclusive, effective, and relevant learning. (R16)*
- *Teachers should be prepared to be not only providers of information, but also active and innovative guides and leaders of their students' learning. (R23)*
- *Teacher training should prepare teachers to provide learner-centred quality education that is holistic, transformative, inclusive, effective, and relevant. (R24)*
- *In view of the urgent planetary environmental crisis, education for sustainable development, including climate and ocean literacy, should be integrated into curricula and teaching as a cross-cutting issue from early childhood through tertiary education. Teacher training and professional development should be developed accordingly, and teachers should have access to free, quality, and up-to-date teaching and learning materials on these topics. (R32)*
- *Teachers should be trained to prepare learners to be active and responsible global citizens in their own communities, in their countries, and in the world to advance human rights. Teachers should guide learners in their understanding of social justice, respect for diversity, and global solidarity. In this way, teachers can sow the seeds of a culture of peace. (R33)*

Gender, equity and diversity

The Panel calls on governments to develop policies and measures *to promote equity, diversity and inclusion in the teaching workforce, in particular for vulnerable and marginalized groups, beginning with workforce planning* (R10). It sets out a series of recommended policy actions to *attract marginalised groups into the profession and ensure they are supported to remain in teaching* (R10). It also highlights the need to support teachers working in difficult contexts.



Key recommendations on these topics include:

1. Inclusive, safe and non-discriminatory work environment

- *Guarantee an inclusive environment for teachers in all their diversity, including those with disabilities. (R10)*
- *Protect teachers from all forms of violence and harassment, including gender-based violence. (R10)*

2. Gender pay equity

- *Gender pay equity should be ensured. (R36)*

3. Women's leadership

- *Ensure career development and upward mobility for female teachers. (R4)*
- *Promote women and marginalised groups into leadership positions. (R10, R42)*

4. Supporting teachers in emergency contexts

- *Governments should develop clear policies to support all teachers who are working in crisis-affected regions, refugee camps, and local areas prone to violence such as gang activity. Such policies should aim to provide adequate support and access to professional development, promote the well-being of teachers by addressing their physical, emotional, and psychosocial needs, and raise the status of all teachers working in contexts of crisis and displacement. (R12)*
- *Education funding needs to be managed to ensure continuity in case of disruptions due to crisis. There should be consideration for hazard pay. Teachers working in crisis-settings must receive timely, adequate, and regular salaries. (R12)*

5. Empowering refugee teachers

- *Refugee and displaced teachers should be provided entry pathways into the education workforce of host communities, in line with national teaching standards. (R13)*
- *Employment of teachers in camps for refugees and displaced: persons should be provided under conditions guaranteeing fundamental principles and rights at work. (R13)*



Social dialogue and collective bargaining

The Panel's recommendations make clear that: *Governments should ensure that teachers and their organisations can engage in social dialogue, including collective bargaining, and policy dialogue on all matters affecting the profession.*

Key recommendations on these topics include:

1. Guaranteeing existing rights

- *Governments should fully implement enabling rights for education and decent work for teachers, in line with international standards, including freedom of association and collective bargaining, freedom of expression, freedom of thought, and academic freedom. (R2)*

2. Social dialogue at the core

- *Coordinated and institutionalised social dialogue... should be the principal means for developing policies on education, teaching, and the teaching profession. (R48)*

3. Collective bargaining

- *Employment conditions should be determined through social dialogue, including collective bargaining. (R35)*

4. Policy dialogue

- *In addition to issues related directly to employment and working conditions, social dialogue should also cover wider education policy issues, in particular in relation to technology and the transformation of education, just transitions, and teaching for entry into the world of work. (R48)*

5. Right to strike

- *Teacher unions must be able to take industrial action as a last resort to ensure decent working conditions. (R35)*



Technology and the future of work

The Panel recognises that technology is *a transformative force in education* (R43) and advises governments on how to ensure that the digital revolution and artificial intelligence are harnessed in support of quality teaching and learning. It stresses that governments should advance *human-centred education technology*.

Key recommendations on this topic include:

1. Teachers are irreplaceable

- *Technology, including artificial intelligence (AI), should not become a substitute for teachers but should empower teachers.* (R43)
- *At no point should technology replace the human relationship with the teacher.* (R46)
- *Policies should recognise human relationships as the fundamental basis for the teaching profession, including the teacher-student relationship.* (R14)

2. Teacher agency

- *Teachers need autonomy and pedagogical choice in how they use technology.* (R44)

3. Teacher involvement

- *Governments should develop policies through social dialogue around the use of education technology.* (R46)
- *The teaching profession should be involved in the design, piloting, and evaluation of artificial intelligence tools considered for use in education.* (R46)
- *The development of educational technologies should respond to the needs of teachers and learners.* (R46)

4. Digital safety

- *Teacher and student data and privacy protections should be safeguarded.* (R44)



5. Holistic learning

- *The digital revolution and artificial intelligence must be...integrated through active and human-centred teaching and learning methods and practices. (R43)*

Financing

The panel calls for *adequate and equitable funding for education and lifelong learning*. It also calls for sustainable investment in the profession, recognising that such investment is cost-effective: *Long-term funding for well-qualified and well-supported teachers is an investment in the quality and sustainability of education systems and is more efficient than short-term measures to fill teacher gaps, which result in high turnover and attrition.*

Key recommendations on this topic include:

1. Meeting financing targets

- *Funding for public education should be guaranteed as at least 6 per cent of GDP and 20 per cent of total government expenditure, as set out in the Education 2030 Framework for Action, and should allow for increasing investment per capita. (R7)*
- *Education budget tracking and evaluation mechanisms and analysis should ensure transparency and accountability for spending. (R9)*

2. Stopping austerity and ending public sector wage bill constraints

- *Spending should be transparent and shielded from austerity measures including in policies promoted by international financial institutions. (R7)*
- *International financial institutions should end all public sector wage bill constraints and austerity measures that impact education spending, in particular teacher recruitment, retention and wages. (R55)*



3. Tax and debt justice

- *Tax revenue should allow for sustainable education financing. (R7)*
- *Debt relief and forgiveness measures need to be developed to ensure education financing. (R55)*

4. Investing in the profession

- *Governments should invest in teachers through:*
 - *competitive teacher salaries and incentives;*
 - *high-quality, accessible, and affordable teacher training and continuous*
 - *professional development (CPD);*
 - *quality teaching and learning materials, and*
 - *the provision of qualified education support personnel. (R8)*

5. Ensuring teachers in emergencies get paid

- *The international community should establish a Global Fund for Teachers' Salaries to provide time-bound support for sufficient, timely, and regular payment of salaries of teachers working in crisis-affected contexts or similar situations of threat or vulnerability. (R54)*

Ensuring accountability

To support implementation of the recommendations, the panel recommends:

1. National teaching commissions

- *Governments should establish national commissions or other mechanisms, which should include relevant financial authorities, representatives of teachers' organisations, and other relevant stakeholders, to assess and tackle shortages of adequately trained teachers. (R5)*



2. International convention

- *The United Nations system should adopt an up-to-date international instrument, including a convention or a revision of existing instruments, on the teaching profession. (R53)*

The following chapters of this toolkit expand on some of the key recommendations made across six themes. The chapters summarise the recommendations made on the theme. They also provide:

- useful international and regional resources;
- toolkits and research that EI affiliates can use as they advocate for implementation of the recommendations; and
- examples of how some EI affiliates are campaigning on certain issues.





Pay, Conditions and Job Security

Education unions can use the Panel's recommendations to support their demands for improved salaries, employment and working conditions.

What does the Panel say on salaries?

The Panel affirms the need to elevate the status and dignity of the teaching profession.

Competitive salaries are essential to recruit and retain teachers in the profession, yet half of all countries pay primary teachers less than other professions requiring similar qualifications (UNESCO 2023 p. 14). Therefore, the Panel stresses that: *Teachers should receive salaries and benefits at the same level as compared to other professions with similar educational requirements.* (R36).

El members in Mongolia and across the world demand fair salaries

Met with high inflation and the cost of living crisis, teachers in many parts of the world are struggling to make ends meet and low salaries are dissuading young people from joining the profession. EI affiliates across the world are demanding above-inflation salary increases for their members, through collective bargaining, campaigning and industrial action. For example, in *Mongolia*, the Federation of Mongolian Education and Science Unions is campaigning for a 50% salary increase. The union considers teachers' work to be highly undervalued, which contributes to the teacher shortage.

The panel affirms that *there should be commensurate fairness between salaries at different levels of education, including early childhood education and TVET* (R36). Teachers at these levels of education are widely undervalued. In early childhood education (ECE), for example, *a recent survey* of over 4,000 ECE teachers found that about a quarter were dissatisfied with their salaries.

The Panel stresses that *gender pay equity should be ensured* (R36). This requires non-discrimination in employment conditions, as



well as *ensuring career development and upward mobility for female teachers* (R4).

The Panel recognises that in many crisis-affected countries, teachers are not paid on time or in full, or can have difficulties accessing their salaries. It therefore emphasises that: *teachers working in crisis-settings must receive timely, adequate, and regular salaries* (R12). The panel also calls on the international community to *establish a Global Fund for Teachers' Salaries to provide time-bound support for sufficient, timely, and regular payment of salaries of teachers working in crisis-affected contexts or similar situations of threat or vulnerability* (R54). Such a fund would help guarantee the labour rights of teachers working in crisis-affected areas, and in turn support the provision of quality education for all students in these areas.

Teachers' rights in crisis

In Lebanon, teachers have experienced up to six-month delays in the payment of their salaries. The Lebanese lira has been rapidly depreciating, yet some banks have blocked teachers' access to their salaries in full, disbursing only small amounts at a time. Coordinated international efforts could support the government to ensure that public sector teachers are paid regularly and on time.

What does the Panel say on working conditions?

Recognising that *secure employment and decent working conditions are foundational for recruitment and retention in the profession* (R35), the Panel calls for education systems to provide quality working conditions in a broad range of areas:

Working conditions should [also] provide for

- *stable contractual forms;*
- *a safe and healthy workplace;*
- *manageable teacher-to-student ratios;*
- *support structures for managing problematic student behaviour;*
- *balanced workloads;*
- *safe, affordable and adequate housing;*
- *relevant, quality, and accessible training and professional development opportunities;*



- equitable access to technology and other resources;
- adequate social protection and pensions;
- and working time arrangements (including duties beyond classroom teaching such as lesson preparation, marking, and out-of-class student and parent engagements) that allow for adequate rest and work-life balance. (R37).

It also highlights the importance of promoting teacher wellbeing:

Working conditions should promote teachers' mental health and holistic well-being. Educational jurisdictions should, in collaboration with teachers and their organisations, develop systemic teacher well-being policies that are reflected in teachers' conditions of service. (R38).

Many EI affiliates have found that their members are being driven away from the profession by high workloads and stress. Unions point out that teachers are impacted not only by long working hours, a poor work-life balance and high work intensity but also emotional strain due to challenging student care responsibilities, and a feeling of guilt when having insufficient time to attend to student needs after fulfilling administrative duties. These issues have a gender dimension, with women teachers' emotional labour often exacerbated by additional care responsibilities at home.

Importantly, as teacher well-being is a multi-faceted and highly contextual concept, the recommendations highlight that policy to promote teacher well-being must be developed in collaboration with education unions.

Global research on teacher wellbeing shows systemic change needed

A 2023 survey of 26,000 education workers across 11 countries highlights the urgent need for a systematic approach to the health and well-being of educators. The [*International Barometer on Education Staff*](#) (I-BEST) reveals a poor state of mental health for educators in many countries, insufficient support systems, and a lack of occupational medicine.

What is the situation in your country? Education unions can shine a light on teacher well/ill-being by surveying their members and presenting the results to the government, along with union proposals to tackle any issues that may arise.



What does the Panel say on job security?

The Panel takes a strong, clear position against precarious work in the profession. It recommends that:

Governments should immediately begin phasing out the use of contract teachers and the hiring of unqualified personnel to fill teacher shortages. Policies should seek to train persons working under such arrangements to become qualified teachers, including through recognition of previous experience and accreditation of the necessary skills and competencies for effective performance in educational work. (R19)

Education International and its members have for years campaigned against the use of contract teachers, which is not the answer to the teacher shortage: it is neither cost effective nor sustainable. The hiring of unqualified or underqualified teachers on short-term contracts also contributes to the deprofessionalisation of teaching and undermines quality education.

Teachers in Mexico and Morocco are granted job security

Education unions campaigning for an end to contract teachers are making headway in some countries. For example, in Mexico, 800,000 contract teachers were 'regularised' into the workforce, and in Morocco, 140,000 teachers on insecure contracts were granted tenure in 2023.

Education unions should unionise contract teachers, support them, and campaign for them to be upskilled and provided secure employment conditions.



Professional Practice

Education unions can use the Panel's recommendations to support their demands for increased education financing as part of the [Go Public: Fund Education campaign](#).

What does the Panel say on quality teaching?

Quality Initial Teacher Training

The Panel make three key recommendations on initial teacher training. First, it calls on governments to further invest in teacher training: *high quality initial teacher training should be publicly funded for all prospective teachers, including through stipends and other monetary and nonmonetary incentives* (R20). This is a crucial step towards ending the teacher shortage and ensuring a more diverse teaching workforce, as the provision of economic support facilitates access to the profession for low-income students.

Secondly, it recognises that teacher training must be of high quality. Responding to the fragmentation of initial teacher training in some countries and the questionable quality of some for-profit training providers, the Panel warns that *private providers of teacher education should be appropriately regulated to ensure quality* (R21).

Thirdly, the Panel underlines that *new teachers should be provided with adequate induction and mentorship* (R26), thereby signalling the importance of supporting early career teachers, increasing their sense of relevance and helping tackle teacher attrition.

A new international tool to compare teacher training programmes and ensure quality: ISCED-T

As part of its commitment to monitor SDG 4, the UNESCO Institute for Statistics (UIS) has developed a framework to categorise initial teacher training programmes according to the level of the qualification obtained upon completion of the course, the target teaching level of the teacher training programme, the minimum level required for entry into the programme, the theoretical duration of the course, and the teaching practice ratio (the percentage of the course that is made up of an in-school work-based component).



The *International Standard Classification of Teacher Training Programmes (ISCED-T)* aims to encourage countries to further professionalise their teaching workforce by raising the level and quality of training required to enter the profession.

Quality Continuous Professional Development

Regarding continuous professional development (CPD), the Panel stresses that teachers are lifelong learners and that *opportunities for continuous professional development should be equitable, free of charge, and part of official duties*. (R25). This is a clear call for policy change and investment in CPD in countries where teachers are prohibited from accessing CPD. Too often, teachers have to bear the cost of CPD or do the training as unpaid hours.

The Panel also emphasizes the need to ensure that CPD is relevant and based on teachers' needs, by involving teacher representatives: *Continuous professional development should be designed and determined in dialogue with the teaching profession* (R25).

CPD should not consist of one-off learning opportunities but should be integrated into teachers' professional journeys and support teachers to follow an empowering career pathway. The Panel recommends that: *Governments should develop policies that set out clear career pathways and include resources and staff dedicated to teacher professional development and lifelong learning within defined vertical and horizontal career paths* (R29).

Continuous professional development throughout the career: the case of Singapore

In Singapore, teachers are provided with an annual entitlement of 100 hours of CPD per year. There is an emphasis on school-based professional development and motivating and empowering career pathways. Teachers are able to choose between three 'career tracks' and are then supported to develop and progress along different fields of excellence (pedagogy, leadership or a specialism). Call on your government to fund quality CPD and engage with teacher representatives to ensure that the CPD offered meets teachers' needs.



Professional standards

The Panel stresses the need for a professional teaching workforce. In a historic move, the Panel specifies a recommended minimum level of education for teachers: *Teachers at all levels should at minimum have a first-level higher education degree, and ideally a masters degree or equivalent* (R21). In some countries, this represents a need for bold action to raise the qualification standards for entry into the profession.

The Panel calls for the development of professional standards, defined by the profession, in every country: *Teachers' organizations, in consultation with relevant stakeholders, should develop, implement, and monitor professional standards for teachers to hold the profession accountable to the highest standards and to build a sense of profession that brings teachers together around a common ethos, body of knowledge, and know-how.* (R??)

A tool to help you to develop professional standards: the EI/ UNESCO Global Framework of Professional Teaching Standards

Are there professional standards for teachers in your country? If not, education unions should take the lead to define the rights and responsibilities of the profession. The [EI/UNESCO Global Framework of Professional Teaching Standards](#) can help you as you develop contextually relevant and teacher-led professional standards in your country.

What does the Panel say on professional autonomy?

The Panel calls for a range of policies to promote teacher agency. It recommends policies that promote a collaborative profession and professional leadership:

Policies should promote teaching as a collaborative profession, with adequate space, time and resources for collaborative planning, communities of practice, and reflective and reflexive practice by and among teachers, within and beyond their education institution. (R27)

Clear and purposeful distributed leadership should encourage teachers to lead within their schools and should be an integral part of fostering quality teaching and innovation. (R41)

It also highlights the need for governments to invest in actively protecting against threats to professional autonomy, noting



that: *Adequate resources must be provided to ensure security and freedom from intimidation and interference* (R18). Intimidation and interference is a problem that must be urgently addressed: in 2023 alone, there were over 400 attacks on the higher education community across 66 countries (*Scholars at Risk; 2023*). Teachers whose professional autonomy is undermined by school leaders, government employees, parents or students are less likely to remain in teaching.

The Panel also warns against policies that stifle professional autonomy, such as high-stakes testing, advising that teachers should *not be rigidly bound to assessments and pedagogies that fulfil narrow criteria for learning success* (R3). Teachers need the tools, trust and time to deliver a broad and holistic curriculum: *to prepare learners to be active and responsible global citizens in their own communities, in their countries and in the world to advance human rights ... understanding of social justice, respect for diversity and global solidarity. In this way, teachers can sow the seeds of a culture of peace.* (R33)

El resolution reaffirms the importance of professional autonomy

In 2020, following the atrocious murder of French and history teacher Samuel Paty, EI's Executive Board adopted a resolution that reaffirmed teachers' right to choose the teaching and learning methods they use, and called on education ministers worldwide to take concrete measures to protect and support education staff.

The resolution calls on EI affiliates to *"integrate even more strongly into their national and regional activities and demands the issues of teachers' pedagogical freedom, e.g. the teaching of critical thinking as a fundamental objective of the school curriculum"*.



Gender, equity and diversity

Across many of the recommendations, the Panel emphasises the need to prioritise equity. Education unions can use the Panel's recommendations to support their advocacy.

The teaching profession is key to making our current societal structures and systems fairer and more equal. Although the Panel calls for policies that promote an inclusive, diverse and equitable profession and education system, it does not go far enough in pushing back against racism, patriarchy and other systems of oppression.

What does the Panel say on gender, equity and diversity?

The Panel calls for inclusion and diversity to be at the centre of every government's comprehensive teacher policy. It stresses that teacher policy development must be based on analysis of *disaggregated data on teachers* (R4) and that workforce planning should address equity issues (R5).

It recognises the need to *ensure equitable deployment of qualified teachers across all regions, levels of education, and all sectors of society, especially the marginalized and most vulnerable* (R6). A series of policy actions are recommended to attract marginalized groups into the profession and ensure the support they need to remain in teaching (R10). These include the following:

An inclusive, safe and non-discriminatory work environment

The Panel underlines the importance of an inclusive, safe and non-discriminatory work environment for all teachers, calling on governments to *guarantee an inclusive environment for teachers in all their diversity, including those with disabilities* (R10) and *protect teachers from all forms of violence and harassment, including gender-based violence* (R10).



Campaigning for a world of work free from violence and harassment

[*ILO Convention 190*](#) (C190) is the first international treaty to recognise the right of everyone to a world of work free from violence and harassment, including gender-based violence.

Governments that ratify C190 will be required to introduce the laws and policy measures needed to prevent and address violence and harassment in the world of work.

[*Education International*](#) and [*workers globally*](#) call on all governments to ratify the convention and take concrete policy steps to eliminate violence and harassment from all workplaces, including education institutions.

Join the campaign and call on your government to ratify C190 now! You can use [*this toolkit*](#) to inform your members about the Convention and build their capacity to join the campaign too.

Support and targeted policies

Every teacher, regardless of identity, has the right to decent working conditions. Targeted policies are also important to attract marginalized groups into the profession and ensure they are supported to remain in teaching. The Panel calls on governments to (among other things):

- *ensure adequate social protection;*
- *provide for safe, affordable and adequate housing;*
- *guarantee freely available pathways to high quality training, adequate compensation and working conditions;*
- *address the need for child and family care.* (extracts from R10).

Many of these support mechanisms are essential to enabling a diverse workforce. For example, quality housing provided close to school is essential for women teachers, who are at greater risk of sexual harassment if travelling a long way to work.

The provision of childcare and working arrangements that provide work-life balance can support women teachers' well-being, as women often have a high mental load and bear the brunt of care responsibilities on top of their professional duties, which can negatively impact their well-being. Ensuring women teachers have access to free professional development opportunities can enable them to advance in their career and support women's leadership.



El research in Latin America illustrates the strain on women teachers due to multiple care responsibilities

Women teachers often have multiple unpaid care responsibilities. During the COVID-19 pandemic, governments in the Latin American region made decisions that suddenly and profoundly affected everyday life and human relationships. Teaching and care work were most affected by the pandemic. Both are highly feminised areas, a fact that facilitates their devaluation in status and society. A recent study from EI Latin America asks, *Who is going to foot the bill?*

Pay equity

The Panel calls for *gender pay equity and commensurate fairness between salaries at different levels of education* (R36). In many countries, early childhood teachers are particularly undervalued and underpaid, which chiefly impacts women, who make up the majority of workers in the sector.

To ensure equitable deployment of teachers, the Panel also encourages governments to provide incentives to teachers working in marginalized contexts: *Bonuses and incentives, such as transport and housing, should be accorded to teachers working in rural, indigenous and tribal, remote and hardship settings to encourage experienced teachers to serve in these areas.* (R11)

This is a vital component of a comprehensive teacher policy that aims to achieve quality education for all. Without incentives, acute teacher shortages are all too often more pronounced in the areas where experienced teachers are needed the most.

Promoting women's leadership and participation

Despite the majority of teachers, globally, being female, women are not equally represented in school leadership structures.

The Panel calls on governments to *promote women and marginalized groups into leadership positions* (R10) and *ensure career development and upward mobility for female teachers.* (R4).



Promoting women's leadership in unions in Africa

Education unions aim to support women's leadership in the union movement. Recent research from EI Africa on the obstacles and opportunities for women's leadership in the region provides a set of recommendations for unions to improve women's access to union leadership roles. These include policy and constitutional reform, funding of women's structures, and gender training for men and women.

Teachers in emergency contexts

The Panel recognises that teachers' rights must also be respected during times of crisis. It stresses the need to support teachers working in emergency contexts. Firstly, it recommends policies that *provide adequate support and access to professional development, promote the well-being of teachers by addressing their physical, emotional, and psychosocial needs, and raise the status of all teachers working in contexts of crisis and displacement* (R12). Secondly, it underscores that *teachers working in crisis-settings must receive timely, adequate, and regular salaries* (R12).

The Panel further calls for governments to facilitate the employment of refugee teachers: *Refugee and displaced teachers should be provided entry pathways into the education workforce of host communities, in line with national teaching standards* (R13).

It also underlines that teachers of refugees and displaced students must enjoy basic labour rights: *Teachers working in camps for refugees and displaced persons are should be employed under conditions guaranteeing fundamental principles and rights at work* (R13).



Technology and the Future of Work

Education unions can use the Panel's recommendations to support their advocacy around technology and the future of work, as part of the [Go Public: Fund Education campaign](#).

What does the Panel say on technology?

Humans at the centre

The Panel underlines the importance of advancing *human-centred* education technology:

Technology is a transformative force in education. The digital revolution and artificial intelligence must be pedagogically harnessed by teachers and integrated through active and human-centred teaching and learning methods and practices. (R43)

In response to the risk that technology in education displace other important learning areas and purposes of education, the recommendations specify that: *Technological learning practices should be supplemented by special attention to developing social and emotional skills of learners* (R47). This aligns with EI's longstanding call for a broad notion of quality education and its equitable provision.

The Panel underscores teacher professional autonomy and agency in all decisions relating to technology: *Teachers need autonomy and pedagogical choice in how they use technology to ensure that a given technology improves learning* (R45).

The Panel also highlights the need for digital safety arguing that: *teacher and student data and privacy protections should be safeguarded* (R44).



Technology on teachers' terms: a brief to support your advocacy

EI and the Global Monitoring Report's [*Advocacy Brief on Teachers and Technology*](#) can support your union's advocacy for the implementation of the Panel recommendations on technology. The brief argues that technology can support the facilitation of teaching and learning processes but requires further research, contextualisation, consultation with teachers and integrated support.

It provides recommendations for teachers to ensure that the use of technology in education keeps students and teachers at the centre.

Teachers at the table

Importantly, the Panel calls on governments to involve education unions in decision-making around the use of technology in education, through social dialogue.

Governments should develop policies through social dialogue around the use of education technology. Such policies should ensure sustainable and equitable procurement and deployment of technology, autonomy with respect to content, and the involvement of the teaching profession and student organizations in the design, piloting and evaluation of artificial intelligence tools considered for use in education. The development of such tools should be informed by pedagogical practice, curricula and context considerations, and should respond to the needs of teachers and learners. (R46)

The involvement of the teaching profession is critical to ensuring that education technology is developed and used to support the provision of quality education and not to serve commercial or business interests.

What does the Panel say on artificial intelligence?

Many of the Panel's broader recommendations on technology are relevant in relation to artificial intelligence (AI). The recommendations also specifically call for AI to be *pedagogically harnessed by teachers* (R43, quoted above) and for the teaching profession to *be involved in the design, piloting, and evaluation of AI tools considered for use in education* (R46).



Ensuring unions are meaningfully involved in decision-making on technology in education

El's [Teaching with Tech report](#) calls for education unions to strengthen their capacity to engage in policy decision-making related to the use of education technologies and data governance.

El's online course on education and technology on the ALMA platform can help you better understand the issues, the state of play, and what education unions can do to protect public education from corporate interests and safeguard teachers' professional autonomy. To take the course or to request that it be made available to your members, email alma@ei-ie.org.

Collective agreements to ensure technology on teachers' terms

El affiliate CTERA signed a [landmark collective agreement](#) with the Argentinian government in 2020, which combated teachers' work overload whilst teleworking during the COVID-19 school closures. The agreement set out the first-ever defined concept of the right to disconnect and required the Ministry of Education to invest in providing technological resources for distance education.

The agreement shows the importance of social dialogue with education unions on matters relating to technology. The right to disconnect recognises teachers need for rest, privacy and a healthy work-life balance, and helps avoid teacher burn-out and attrition from the workforce.



El research on AI and education outlines the role of unions to ensure ethical AI

El's recent report on [*The Unintended Consequences of Artificial Intelligence \(AI\) and Education*](#) analyses the potential benefits and risks of AI for quality and equity in education and the teaching profession. It underlines the critical importance of transparency, privacy, fairness and human agency when using AI in education.

The report calls for “ethics by design” when developing AI in education, meaning that ethical considerations must be embedded into AI designs from the beginning. It also provides education unionists with guidance on how to ensure that teaching with and about AI is aligned with the principles of social justice and human rights.

Use the report to inform your union’s advocacy for ethical AI tools that support educators to deliver quality education for all.

What does the Panel say on the future of work?

The recommendations stress that technology, including artificial intelligence (AI), *should not become a substitute for teachers but should empower teachers to guide their learners’ quest for inquisitive, critical, creative, and lifelong learning* (R43).

The Panel further affirms the importance of the teacher-student relationship, emphasising that: *At no point should technology replace the human relationship with the teacher* (R46) and policies should *recognise human relationships as the fundamental basis for the teaching profession, including the teacher-student relationship* (R14).

Recognising the teacher: student relationship as intangible heritage of humanity

El affiliate, FENPROF, of Portugal, is leading global advocacy efforts to persuade UNESCO to recognise the teacher-student relationship as an integral part of the intangible heritage of humanity.

Such recognition would acknowledge the centrality of the teacher-student relationship for quality education and the continuing relevance of the teaching profession. The application for recognition as intangible heritage aims to foster deeper societal appreciation for educators, to elevate their status and encourage governments to dignify them with quality working conditions.



Social Dialogue and Collective Bargaining

Education unions can use the Panel's recommendations to support their demands for strengthened social dialogue and collective bargaining.

What does the Panel say on social dialogue and collective bargaining?

Fulfilling trade union rights

The Panel reaffirms the need to fulfil existing rights that provide the foundation for quality education and quality teaching:

Governments should fully implement enabling rights for education and decent work for teachers, in line with international standards, including freedom of association and collective bargaining, freedom of expression, freedom of thought and academic freedom. (R2)

The international standards and rights referred to include:

- *The ILO/UNESCO Recommendation concerning the Status of Teachers* (1966), *the UNESCO Recommendation concerning the status of Higher-Education Teaching Personnel* (1997) and *the ILO Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel* (2013).
- *ILO Convention 87 on Freedom of Association and Protection of the Right to Organise*
- *ILO Convention 98 on the Right to Organise and Collective Bargaining*
- *ILO Convention 151 on Labour Relations*
- *ILO Convention 154 on Collective Bargaining*
- *The ILO Declaration on Fundamental Principles and Rights at Work*
- *The Universal Declaration of Human Rights* (1948)
– including articles 18, 19, 20, 23, and 24.



Social and policy dialogue

The Panel emphasises the importance of coordinated and institutionalized social and policy dialogue.

Key recommendations in this area include:

All governments should adopt, implement, and regularly revise, as needed, a comprehensive and holistic national teacher policy, aligned with national priorities and the overall education strategy and plan, through social dialogue with representative teachers' organizations and in consultation with other stakeholders (R4)

Governments should also ensure that teachers and their organizations can engage in social dialogue, including collective bargaining, and policy dialogue on all matters affecting the profession. (R15)

Employment conditions should be determined through social dialogue, including collective bargaining. (R35)

Governments should develop policies through social dialogue around the use of education technology. (R46).

Coordinated and institutionalized social dialogue between governments (at the appropriate level), representative teachers' organizations, and relevant employers' organizations should be the principal means for developing policies on education, teaching, and the teaching profession. In addition to issues related directly to employment and working conditions, social dialogue should also cover wider education policy issues, in particular in relation to technology and the transformation of education, just transitions, and teaching for entry into the world of work. Collective bargaining should be used to determine conditions affecting teachers. (R48)

Importantly, the Panel calls for education union's involvement on a broad range of policy issues in education (beyond policies directly impacting the profession). These include new areas such as ensuring a just transition to a zero-carbon, sustainable and climate-adapted education sector, and ensuring the ethical integration of technology into teaching and learning.

Collective bargaining

Collective bargaining is the strongest form of social dialogue and, thanks to strong advocacy from Education International's president and Panel member Susan Hopgood, it is referred to three times across the recommendations (in R2, R15 and R35, see above). Fulfilling teachers' right to collective bargaining helps to



ensure that teachers have decent working conditions, and in turn contributes to tackling teacher shortages.

Defending union rights with EI's Trade Union Rights Toolkit

Where trade union rights, including the right to collective bargaining, are violated, EI can support your union to defend your members' rights. The [EI Trade Union Rights Toolkit](#) provides practical guidance on how to submit complaints to international and regional bodies and thereby put pressure on your government to guarantee your rights. International standards can be crucial elements within strategies to protect rights and create enabling environments for organising and bargaining; the toolkit will inform you how to utilise these supervisory mechanisms.

A new social contract

The Panel calls for *a new social contract for education*. This aligns the Panel's recommendations with the ILO's calls for [a new social contract in the world of work](#) and the UNESCO Future of Education Commission's call to [renew the social contract for education](#).

The Panel highlights the responsibilities of governments, employers and teacher unions with regard to social dialogue under a new social contract. It also highlights the role of students and other education stakeholders in policy dialogue. Teacher unions are encouraged to develop professional standards (R49) and lead the profession by engaging in research and dialogue with education systems and teacher training institutions (R50).

EI Toolkit to support Union Renewal

Would your union to be more engaged in social dialogue, represent its members better and more readily respond to the multiple challenges facing teachers today? EI's [Toolkit for Union Building – Making Education Unions More Effective](#) can support your union to ensure it remains relevant and takes the lead on all matters relating to the profession by engaging in a process of union renewal. In line with EI's Resolution on [Renewal – the New Imperative](#), adopted at the Bangkok World Congress in 2019, the toolkit provides step by step guidance for EI members to reflect on current experiences and bring about strategic organisational change.



The right to strike

Finally, the Panel emphasises the right to strike: *Teacher unions must be able to take industrial action as a last resort to ensure decent working conditions.* (R35). The Panel's reaffirmation of this right is significant, as some countries' consideration of teaching as an essential service during the COVID-19 pandemic put this right at risk. Where social dialogue is not possible or negotiations fail, many EI affiliates have used strike action to bring the Education Ministry to the table or to enable effective collective bargaining

Union mobilisation delivers in Quebec

EI affiliates across the world are exercising their right to strike and collective bargaining in order to secure much needed investment in the profession. For example, in Quebec, Canada, EI affiliate, CSQ, joined with public sector unions to call for increased pay and improved working conditions. *Nine days of strike action, combined with strong union mobilisation and many weeks of intensive collective bargaining* led to an agreement with the provincial government, which was submitted to the union members for approval. The *Front Commun* trade union alliance negotiated pay increases of more than 17% over 5 years, which is the biggest increase in decades over the life of a collective agreement. Garnering public support was key to the success of the negotiations, as was the strategy of working in solidarity with other unions as a united front across sectors.



Financing

Central to the recommendations is the urgent need to ensure the public funding needed to create an enabling environment for the profession to flourish. Education unions can use the Panel's recommendations to support their demands for increased education financing as part of the [Go Public: Fund Education campaign](#).

Transforming education financing through the 4Ss

Education financing activists call for enhanced education financing through the 4 'S':

- Share** Increase the budget allocation for education as a share of government spending
- Size** Increase the overall amount spent on education
- Scrutiny** improve transparency of education budgeting to ensure accountability
- Sensitivity** ensure education financing is used effectively and equitably.

What does the Panel say on education financing?

Share

The recommendations call for adequate and sustainable funding for education, reaffirming existing international benchmarks on the share of public expenditure that should go to education, and noting the need for an increase in per-pupil spending:

Quality education is not possible without adequate financing. Funding for public education should be guaranteed as at least 6 per cent of GDP and 20 per cent of total government expenditure, as set out in the Education 2030 Framework for Action, and should allow for increasing investment per capita in education. (R7)

The need to reaffirm these benchmarks is clear: data from 178 countries for 2017 to 2022 showed that over a third of countries did not meet either of the benchmarks ([GEM report: 2023](#)).



Navigating education financing policy with EI's policy roadmap

EI's roadmap to financing education provides policy guidance to governments on how to ensure adequate, sustainable, predictable and principled education financing. Use the roadmap to press your government to take a rights-based approach to education financing.

Size

Tax

More money can be invested in education when the overall size of public budgets is increased by broadening the tax base. Whilst the recommendations fell short of calling for progressive tax reforms to support education financing, they do highlight that *tax revenue should allow for sustainable education financing* (R7).

Tax justice is a key part of the solution needed to close the financing gap and achieve Sustainable Development Goal 4 (SDG 4). The annual education financing gap to achieve SDG 4 in low- and lower-middle income countries is USD 97 billion, and estimates suggest that USD 483 billion is lost annually to global tax abuse (*the Tax Justice Network: 2021*).

Education unions join with tax activists to demand tax justice and increased tax revenue for education

Education International is a member of the *TaxEd Alliance*, a partnership of global tax justice and education actors that campaign for progressive and sustainable tax reforms to increase education financing. The TaxEd Alliance aims to improve mechanisms for cross-sector dialogue between civil society working on tax and education and to build the advocacy capacity of its members. The alliance has carried out research and campaigns in more than 10 countries. Education unions can collaborate with tax justice campaigners in their countries to fight for fair tax reforms and sustainable education.

Austerity

The recommendations also respond to the crisis in quality public services caused by austerity policies, which in 2023 were estimated to affect more than 85% of the world's



population ([Eurodad: 2023](#)). The panel recommends that: *spending should be transparent and shielded from austerity measures, including in policies promoted by international financial institutions* (R7). This recommendation encourages governments to push back against the harmful policies of the International Monetary Fund (IMF), which continues to steer countries towards fiscal constraints rather than promoting investment in quality public services.

Debt

A key factor in enabling low-income countries to reject the policy steers of international financial institutions like the IMF is debt relief. The Panel recognises that: *debt relief and forgiveness measures need to be developed to ensure education financing* (R55). In March 2022, 58% of lower-income countries were either in or at high risk of debt distress ([GEM report: 2023](#)). Unions across the world can show solidarity with workers in low-income countries by campaigning for debt relief now.

Scrutiny

The Panel underscores the need for transparency and accountability in education financing: *Education budget tracking and evaluation mechanisms and analysis should ensure transparency and accountability for spending* (R9).

Unions and other education stakeholders play a crucial accountability role when it comes to education financing, at local, regional and national levels.

Transforming Education Financing: A toolkit for activists

Take action to transform education financing! This [toolkit for activists](#) can help you to access, understand, analyse and scrutinise education budgets, to ensure that funding is allocated and actually arrives where it is needed most.

Sensitivity

Increasing the sensitivity of education budgets requires spending funds effectively, on items that will enhance equitable and inclusive quality education. Teachers are a key budget item.



What does the Panel say on investing in teachers?

The recommendations call for investment in the profession, emphasising that cost-cutting measures (such as underspending on teacher professional development or hiring underqualified teachers on precarious contracts) are a false economy. Such measures represent an unsustainable solution to the teacher shortage and jeopardise quality education. Investing in the profession is essential to making teaching attractive and to ending teacher shortages in the long term:

Long-term funding for well-qualified and well-supported teachers is an investment in the quality and sustainability of education systems and is more efficient than short-term measures to fill teacher gaps, which result in high turnover and attrition. Governments should invest in teachers through competitive teacher salaries and incentives, high-quality, accessible and affordable teacher training, and continuous professional development (CPD) and quality teaching and learning materials, as well as through the provision of qualified education support personnel. (R8)

Furthermore, the Panel makes it clear that governments should not be discouraged by international financial institutions from spending on teacher salaries:

International financial institutions should end all public sector wage bill constraints and austerity measures that impact education spending, in particular teacher recruitment, retention and wages. (R53).

Low-income countries are too often subject to conditions or policy steers from the International Monetary Fund to cut or freeze the public sector wage bill. Recent analysis of 15 low-income countries found that all 15 were encouraged by the IMF to cut or freeze the wage bill for three or more years ([*Education International and Action Aid: 2022*](#)).



IMF steers to limit the public sector wage bill exacerbate the teacher shortage

Public sector wage bill constraints undermine quality education by lowering teacher salaries or reducing the number of teachers that can be hired. This exacerbates teacher shortages and creates poor teaching and learning conditions. [*Teachers impacted in Nepal, Malawi, and Zambia*](#) report that their salaries are too low to enable them to rent decent housing and that they are forced to take on second jobs. Call on your government to actively set ambitious targets to increase public sector wage bills and ensure teachers are paid a fair wage.





Advocating for Implementation

To make a difference for teachers and students, the recommendations must be endorsed and implemented. Education unions have an important role to play in ensuring that this happens.

Disseminate and raise awareness of the recommendations

As a first step, EI invites all its member organisations to spread awareness of the Panel's recommendations in their national contexts. Your union can ensure that union members, governments, and other stakeholders are aware of and understand the Panel's policy advice. Here are some ways to do this:

- ***Inform your members*** about the Panel and its recommendations. You can adapt and share EI's explanatory resources with your members.
- ***Hold a public event*** to present the Panel's recommendations and provide an opportunity for discussion. You could invite an EI representative or a member of the Panel to take part.
- Refer to the Panel's recommendations when engaging in ***social dialogue*** with your government.
- ***Engage with allies/build alliances*** – share information on the Panel with parent and student organisations, NGOs and other education stakeholders.
- ***Use the media*** – write an op-ed or do an interview about the Panel's recommendations. EI has templates and quotes you can use.

Unions and their allies should call for the development of accountability structures and tools to support implementation.



Call for the development of accountability structures and tools to support implementation

Unions should demand that the Recommendations are implemented in their country.

- ***Call for your government to develop a costed, time-bound implementation plan*** to put the recommended policy reforms into practice. Offer your support to develop the plan.
- ***Urge your government to establish a national commission on the teaching profession***. The Panel says:

Governments should establish national commissions or other mechanisms, which should include relevant financial authorities, representatives of teachers' organizations and other relevant stakeholders, to assess and tackle shortages of adequately trained teachers. Such commissions or mechanisms should address labour market analyses, recruitment, teacher migration, attrition and retention, compensation, status and rights, workload and well-being, equity (including the ratio of qualified teachers to students), equality and infrastructure. (R5)

Such a commission would ensure that governments take the teacher shortage seriously and engage in evidence-informed planning and action to sustainably tackle present and future shortages. Importantly, the commission should include teachers' organisations, ensuring that education unions participate in analysing and developing solutions to the teacher shortage. Express your willingness to help your government set up a national commission and your eagerness to contribute to its work.

- ***Call for the development of an International Convention on the Teaching Profession***. The panel says:

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



of Experts on the Application of the Recommendations concerning Teaching Personnel or a similar body. (R53)

Education International supports the development of a stronger, binding international instrument on the teaching profession. EI is urging the UN and the ILO to move forward with this work in a timely manner. You can support EI's advocacy at the international level by asking for your government to request progress from international bodies on this agenda.

Hold your government accountable

Your government has a responsibility to act on the recommendations of the High-Level Panel on the Teaching Profession. Even where formal accountability and monitoring mechanisms do not exist, there are many ways you can hold governments to account, for example:

- ***Request a biannual meeting with your government*** to review progress on the recommendations' implementation.
- ***Commission research*** to explore the progress on certain recommendations from the perspective of your members and present the findings to the government.
- ***Prepare campaign materials*** to explore the progress on certain recommendations from the perspective of your members and present the findings to the government.





Conclusion

The High-level Panel on the Teaching Profession's Recommendations provide an historic advocacy opportunity for education unions. For the first time since the [*1966 ILO/UNESCO Recommendation Concerning the Status of Teachers*](#), the United Nations has prioritised the development of policy advice to transform the teaching profession.

The Panel's recommendations have not come a day too soon. The global teacher shortage is a crisis which, unless urgently addressed, will put at risk any hope of fulfilling every student's right to education and achieving equitable, inclusive, quality education for all.

The 59 recommendations cover a broad range of issues and reiterate a number of demands that have been central to our movement for years across each of the six thematic areas identified in this toolkit. Whilst some recommendations could have been more ambitious, many are bold steers that reflect union policy proposals and core union values.

But policy advice is just a start.

Success is when the recommendations are implemented globally. It is when every teacher in every classroom in every region of every country is motivated, supported, and empowered by quality working conditions and decent salaries. It is when teachers have a voice in education policy decision-making. It is when the teaching profession is inclusive, diverse, and equitable. It is when every child, no matter where they grow up, is taught by a qualified, trained, and professional teacher.

These recommendations are a tool to support our movement's ongoing work to get there. Use them as you campaign for policy reform in your national contexts and as you campaign for increased education funding to finance these reforms. Join EI's **Go Public: Fund Education** campaign and demand investment in the profession, which is critical for quality education.

The next steps are to be written together by our movement.





Annex: Transforming the teaching profession: Recommendations of the UN Secretary-General's High-Level Panel on the teaching profession



TRANSFORMING THE TEACHING PROFESSION: RECOMMENDATIONS OF THE UNITED NATIONS SECRETARY- GENERAL'S HIGH-LEVEL PANEL ON THE TEACHING PROFESSION

An urgent call to action

The United Nations Secretary-General's High-Level Panel on the Teaching Profession met at United Nations Headquarters in New York on 14 and 15 September 2023.

The High-Level Panel notes with alarm the persistent and increasing teacher shortages around the world. These shortages are exacerbated by the continued attrition of teachers, the use of contract and unqualified personnel to fill teacher gaps, the lack of professional development and support, inadequate working conditions and salaries, and the enormous hardships faced by teachers working in crisis contexts. All these factors drive talented young people away from the single most important element in education systems – the teaching profession – thereby imperilling global progress towards all the Sustainable Development Goals (SDGs).

To tackle this challenge, education systems and the teaching profession must be transformed, from outside and within. Societies need to actively invest in public services such as education, value public workers such as teachers, and create conditions in which teaching and learning are supported by communities, parents and learners. Teachers need to work in a climate of security, support, well-being, and decent working conditions. At the same time, governments, learning institutions, teacher organizations and other stakeholders need to work together within the profession to develop teachers that can give learners the best chance to succeed in life.

The Vision Statement of the Secretary-General on Transforming Education



(2022) and the International Commission on the Futures of Education (2021) set out a new social contract for education in which teachers not only impart skills and knowledge, but also act as knowledge producers, facilitators, and guides in the comprehension of complex realities. They must be trained and empowered to work collaboratively with learners to actively transform teaching and learning. They must be able to promote learning based on experience, enquiry and curiosity, and to develop the capacity, joy and discipline for problem solving. They must be able to prepare learners for citizenship, life and work, and to contribute to the sustainability of the planet and their communities. A whole-of-society approach to education and learning can enable teachers to transform into agents of change, so that they can work together with all stakeholders in trust to build a world based on social justice and sustainability.

The High-Level Panel affirms that education is a human right and a public good and that teachers play a central role in achieving SDG 4 on inclusive and equitable quality education and lifelong learning opportunities for all. The High-Level Panel recalls the continued relevance of the ILO/ UNESCO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997), and the importance of international standards on education, human rights and labour for the teaching profession.

In view of the above, the High-Level Panel adopts the following Recommendations and calls upon all

relevant stakeholders – governments at the national and sub-national level, teachers' organizations, employers' organizations, school and higher education systems, teacher education institutions, civil society, students, international youth organizations, international finance institutions and others – to implement them to transform the teaching workforce into a high status, highly qualified, well-supported, properly remunerated, and highly respected profession, which is capable of guiding and promoting inclusive, effective, and relevant learning.

These recommendations apply, as relevant, to all levels and streams of education, from early childhood through tertiary education, including to special education, vocational education and training, and non-formal education. They apply to all relevant levels of government. While teachers in public, private, or community institutions are the focus of these recommendations, the High-Level Panel also recognizes the key importance of education support personnel.

We firmly believe that investments in the humanity, dignity, quality, innovation and leadership, and sustainability, as well as equity, diversity, and inclusion of the teaching profession, are the key to unlocking the transformative potential of education.

The success of education systems is directly tied to the success of the teaching profession. When we begin with transforming education systems, we can transform conditions of work in schools, transform the practice of teaching, transform learning, and transform lives.



Enabling the transformation of the teaching profession

- 1.** Teachers are the central element in the transformation of education systems. Yet teachers do not work in a vacuum. To be effective, they require an enabling environment and holistic social support for their work. Governments should develop economic and social policies that support teaching and learning through adequate and equitable funding for education and lifelong learning. Such policies should ensure that parents and families have time and capacity to support learners, that learners have access to adequate nutrition and health-care services, that learning spaces are safe and inclusive, that learning institutions have adequate infrastructure and connectivity, and that the teaching profession enjoys high status and support.
- 2.** Governments should fully implement enabling rights for education and decent work for teachers, in line with international standards, including freedom of association and collective bargaining, freedom of expression, freedom of thought, and academic freedom.
- 3.** Education goals should aim to promote varied and well-supported learning pathways for success in life. Learning should be based on principles of cooperation and solidarity, not exclusion and individualistic competition, and should foster relationships, empathy, compassion, ethics, and environmental and social consciousness, no matter which learning pathway is undertaken. Teachers should be able to support multiple pathways to life success, and not be rigidly bound to assessments and pedagogies that fulfil narrow criteria for learning success.
- 4.** All governments should adopt, implement and regularly revise, as needed, comprehensive and holistic national teacher policies, aligned with national priorities and the overall education strategy and plan, through social dialogue with representative teachers' organizations and in consultation with other stakeholders. National teacher policies should cover attraction to the profession and recruitment, initial training, deployment, career pathways, in-service training and professional support, employment and working conditions, including retention, reward, recognition, and remuneration commensurate with qualifications. National policies should also address teaching standards, governance, management, well-being, assessment of teachers and monitoring of quality, and strategies for inclusion and diversity, including policies aimed at gender equality, such as attracting male teachers at the early childhood and primary levels, ensuring career development and upward mobility for female teachers, and attracting women into science, technology, engineering, and mathematics (STEM) disciplines. Such policies should be based on an analysis of current research and disaggregated data on teachers.
- 5.** Governments should establish national commissions or other mechanisms, which should include relevant financial authorities, representatives of teachers' organizations and other relevant stakeholders, to assess and tackle shortages of



adequately trained teachers. Such commissions or mechanisms should address labour market analyses, recruitment, teacher migration, attrition and retention, compensation, status and rights, workload and well-being, equity (including the ratio of qualified teachers to students), equality and infrastructure.

6. Governments should develop and maintain a Teacher Management and Information System aligned to education management information systems, to strategically predict and manage demand for teachers, track their professionalization and career development, and ensure equitable deployment of qualified teachers across all regions, levels of education, and all sectors of society, especially the marginalized and most vulnerable.

Investing in teachers

7. Quality education is not possible without adequate financing. Funding for public education should be guaranteed as at least 6 per cent of GDP and 20 per cent of total government expenditure, as set out in the Education 2030 Framework for Action, and should allow for increasing investment per capita in education. Such spending should be transparent and shielded from austerity measures, including in policies promoted by international financial institutions. Tax revenue should allow for sustainable education financing.
8. Long-term funding for well-qualified and well-supported teachers is an investment in the quality and sustainability of education systems and is more efficient than short-term measures to fill teacher gaps, which result in high turnover and attrition. Governments should invest in teachers through competitive salaries and incentives, high-quality, accessible, and affordable teacher training and continuous professional development (CPD), and quality teaching and learning materials, as well as through the provision of qualified education support personnel.
9. At the same time, the efficiency and efficacy of education funding and spending on teachers needs to be monitored and evaluated. Schools and tertiary education institutions need a degree of financial autonomy, so that they can invest funds in the improvement of quality in ways that respond to teacher needs. Education budget tracking and evaluation mechanisms and analysis should ensure transparency and accountability for spending. Where needed, institutions should receive training and support for financial management.

Promoting equity, diversity and inclusion

10. Governments should develop policies and measures to promote equity, diversity and inclusion in the teaching workforce, in particular for vulnerable and marginalized groups, beginning with workforce planning. Targeted policies should attract marginalized groups into the profession and ensure they are



supported to remain in teaching. Such policies should include provisions to promote women and marginalized groups into leadership positions, protect teachers from all forms of violence and harassment, including gender-based violence, and ensure social protection. Policies should also guarantee freely available pathways to high-quality training for teaching, adequate compensation and working conditions, an inclusive environment for teachers in all their diversity, including those with disabilities, and address the need for child and family care for teachers.

- 11.** Bonuses and incentives, such as transport and housing, should be accorded to teachers working in rural, indigenous and tribal, remote, and hardship settings to encourage experienced teachers to serve in these areas.
- 12.** Governments should develop clear policies to support all teachers who are working in crisis-affected regions, refugee camps, and local areas prone to violence such as gang activity. Such policies should aim to provide adequate support and access to professional development, promote the well-being of teachers by addressing their physical, emotional, and psychosocial needs, and raise the status of all teachers working in contexts of crisis and displacement. Education funding needs to be managed to ensure continuity in case of disruptions due to crisis. There should be consideration for hazard pay. Teachers working in crisis-settings must receive timely, adequate, and regular salaries.
- 13.** Refugee and displaced teachers should be provided entry pathways into the education workforce of host communities, in line with national teaching standards. Governments should facilitate the recognition of teachers' qualifications and experience acquired across borders, including through dedicated procedures based on the UNESCO Global Convention on the Recognition of Qualifications concerning Higher Education, to facilitate retention and continuity in the profession through local integration, repatriation, and resettlement. Employment of teachers in camps for refugees and displaced persons should be provided under conditions guaranteeing fundamental principles and rights at work.

Elevating the status and dignity of the teaching profession

- 14.** The status and dignity of the teaching profession need to be protected and elevated. This can be achieved through policies that recognize human relationships as the fundamental basis for the teaching profession, including the teacher-student relationship.
- 15.** Teacher status and dignity are also directly related to teachers' ability to influence policies regarding their work, including curricula and pedagogical practices. Policies should ensure teacher agency and autonomy based on knowledge, competence and responsibility within education goals, and should foster a climate of trust and respect between school authorities, communities, learners, and teachers. Governments should also ensure that teachers and their organizations can



- engage in social dialogue, including collective bargaining, and policy dialogue on all matters affecting the profession.
16. Within the transformation of education, the sources of identity, dignity and respect for teachers also must change. Teachers are no longer solely providers of knowledge, but now have the essential role in guiding learners through the process of self-discovery by promoting inclusive, effective, and relevant learning. Governments should develop educational policies that promote this cultural change.
 17. To inspire and attract young people into the profession, countries should promote public recognition of the teaching profession through advocacy and coherent policies, messaging that acknowledges teachers' social importance and professional expertise, and recognition of outstanding teachers.
 18. Violence, harassment and intimidation or threats from whatever source undermine the status and dignity of teachers and their educational functions. Adequate resources must be provided to ensure security and freedom from intimidation or outside interference for teachers and schools. Governments should develop policies that deter future threats by holding perpetrators accountable.
 19. Governments should immediately begin phasing out the use of contract teachers and the hiring of unqualified personnel to fill teacher shortages. Policies should seek to train persons working under such arrangements to become qualified teachers, including through recognition of previous experience and accreditation of the necessary skills and competencies for effective performance in educational work.

Improving quality and fostering innovation in teaching through training and lifelong learning

20. High quality initial teacher education and training should be publicly funded for all prospective teachers, including through stipends and other monetary and non-monetary incentives.
21. Teachers at all levels should at minimum have a first-level higher education degree, and ideally a master's degree or equivalent. Higher education institutions should be coordinated, regulated and monitored to ensure coherence, comparability and quality in teacher education. Private providers of teacher education should be appropriately regulated to ensure quality.
22. Initial teacher training should integrate theory and practice in order to foster teaching skills and enable teachers to fulfil their roles.
23. Initial teacher training and CPD need to be transformed to prepare teachers to be leaders in a new learning environment and in new roles. Teachers should be prepared to be not only providers of information, but also active and innovative guides and leaders of their students' learning and social development process, to support the development of higher order thinking skills, problem



solving, and ability to learn independently and cooperatively.

- 24.**Teacher training should prepare teachers to provide learner-centred quality education that is holistic, transformative, inclusive, effective and relevant, including through mother-language based education, where appropriate. It should be aligned to serve national development and wider sustainable development goals. Such preparation will develop teachers to be leaders and lifelong learners.
- 25.**The capacity for educational leadership must be enhanced through high-quality CPD, including exchange programmes and research initiatives, which should be an integral part of teachers' careers. To support teachers in their needs, CPD should be designed and determined in dialogue with the teaching profession. Opportunities for CPD should be equitable, free of charge, and part of official duties. Elements of quality CPD include sustained duration, focused content, active learning, a collaborative nature, modelling of effective practice, and the provision of coaching and expert support and opportunities for feedback and reflection.
- 26.**New teachers should be provided with adequate induction and mentorship under experienced and suitably qualified teachers, with reduced workloads and adequate resources in initial years designed to allow for development of their skills. Mentorship should be provided for several years, and mentors should be trained, supported, and compensated.
- 27.**Policies should promote teaching as a collaborative profession, with adequate space, time and resources for collaborative planning, communities of practice, and reflective and reflexive practice by and among teachers, within and beyond their education institution. Such efforts can be supported by education authorities. Teachers should be encouraged to use inter-disciplinary teams to teach core curricula content through thematic units.
- 28.**To strengthen collaboration further, governments should foster local, regional, and international teacher collaboration through partnerships between educators and schools to share best practices and resources, develop repositories of open digital educational resources, create exchange programmes for teachers and foster research collaboration, and develop and maintain digital platforms that connect teachers, researchers, policymakers, and organizations.
- 29.**Governments should develop policies that set out clear career pathways and include resources and staff dedicated to teacher professional development and lifelong learning within defined vertical and horizontal career paths.
- 30.**Governments should implement accountability measures and robust evaluation systems for teaching. Methods of assessing teacher performance that consider the complex role of teachers in diverse settings should be established, with the aim of developing and improving the quality of teaching and its effective impact on learning through formative support. Teacher and student organizations should take the lead in defining and



demanding quality teaching. Methods should also include tools for learners to provide constructive feedback to their teachers.

31. Teaching also prepares learners for work. The private sector can support this dimension of education by implementing learning partnerships between enterprises and schools and technical and vocational education and training (TVET) institutions, including internships and apprenticeship experiences for learners, and by offering work experience exchanges for teachers.

Ensuring sustainability, peace and democracy

32. In view of the urgent planetary environmental crisis, education for sustainable development, including climate and ocean literacy, should be integrated into curricula and teaching as a cross-cutting issue from early childhood through tertiary education. Teacher training and professional development should be developed accordingly, and teachers should have access to free, quality, and up-to-date teaching and learning materials on these topics.
33. Teachers should be trained to prepare learners to be active and responsible global citizens in their own communities, in their countries, and in the world to advance human rights. Teachers should guide learners in their understanding of social justice, respect for diversity and global solidarity. In this way, teachers can sow the seeds of a culture of peace.
34. Adaptation and contingency strategies should be developed, sufficiently funded, and implemented to make educational institutions more resilient to the negative impacts of climate change, natural disasters, and other emergencies.

Fostering humanity in teaching through decent work

35. Secure employment and decent working conditions for teachers are foundational for recruitment and retention in the profession. Employment conditions should be determined through social dialogue, including collective bargaining. Teacher unions must be able to take industrial action as a last resort to ensure decent working conditions.
36. Teachers should receive salaries and benefits at the same level as compared to other professions with similar educational requirements. Gender pay equity should be ensured, and there should be commensurate fairness between salaries at different levels of education, including early childhood education and TVET.
37. Working conditions should also provide for stable contractual forms; a safe and healthy workplace; manageable teacher-to-student ratios; support structures for managing problematic student behaviour; balanced workloads; safe, affordable and adequate housing; relevant, quality, and accessible training and professional development opportunities; equitable access to technology and other resources; adequate social protection and pensions; and working time arrangements (including



duties beyond classroom teaching such as lesson preparation, marking, and out-of-class student and parent engagements) that allow for adequate rest and work-life balance.

- 38.** Working conditions should promote teachers' mental health and holistic well-being. Educational jurisdictions should, in collaboration with teachers and their organizations, develop systemic teacher well-being policies that are reflected in teachers' conditions of service.
- 39.** Education support personnel are key workers in education who should work interdependently with teachers and enjoy commensurate working conditions as teachers. Adequate support for teachers should be provided, so that they can focus on teaching and spend less time on non-teaching tasks, which should be handled by dedicated and specialized professionals.

Developing leadership in teaching

- 40.** Strong and collaborative school leadership is a key strategy for making the profession attractive and bolstering recruitment and retention. Like teachers, school leaders should benefit from mentoring and CPD, as well as opportunities for collaboration and reflective and reflexive practice.
- 41.** Clear and purposeful distributed leadership should encourage teachers to lead within their schools and should be an integral part of fostering quality teaching and innovation.
- 42.** Governments should develop and implement effective policies with clear goals to promote women and marginalized groups into leadership positions. This should include targeted, free, and accessible professional development opportunities and leadership training, and fair and transparent promotion procedures.

Advancing human-centred education technology

- 43.** Technology is a transformative force in education. The digital revolution and artificial intelligence must be pedagogically harnessed by teachers and integrated through active and human-centred teaching and learning methods and practices. Such tools should not become a substitute for teachers, but rather should empower teachers to guide their learners' quest for inquisitive, critical, creative, and lifelong learning.
- 44.** Teachers need autonomy and pedagogical choice in how they use technology to ensure that a given technology improves learning. Where technology is used, teacher and student data and privacy protections should be safeguarded.
- 45.** Teacher training and practice should ensure that teachers and learners can be both creators and autonomous users of technology, not just passive consumers.
- 46.** Governments should develop policies through social dialogue around the use of education technology. Such policies should ensure sustainable and equitable procurement and deployment



of technology, autonomy with respect to content, and the involvement of the teaching profession and student organizations in the design, piloting, and evaluation of artificial intelligence tools considered for use in education. The development of such tools should be informed by pedagogical practice, curricula, and context considerations, and should respond to the needs of teachers and learners. At no point should technology replace the human relationship with the teacher.

47. Technology in the classroom can change the teaching process towards supported learning and can facilitate lifelong learning. Technological learning practices should be supplemented by special attention to developing social and emotional skills of learners.

Transforming teaching through a new social contract for education and social dialogue

48. Coordinated and institutionalized social dialogue between governments (at the appropriate level), representative teachers' organizations and relevant employers' organizations should be the principal means for developing policies on education, teaching, and the teaching profession. In addition to issues related directly to employment and working conditions, social dialogue should also cover wider education policy issues, in particular in relation to technology and the transformation of education, just transitions, and teaching for entry into the world of work. Collective bargaining should be used to determine conditions affecting teachers.
49. Teachers' organizations, in consultation with relevant stakeholders, should develop, implement and monitor professional standards for teachers, to hold the profession accountable to the highest standards and to build a sense of profession that brings teachers together around a common ethos, body of knowledge, and know-how.
50. Teachers and their organizations should engage in research and dialogue with education systems and teacher training institutions, to ensure that teachers can play a leadership and innovation role in relation to new subject matters, pedagogies, and technologies within a learner-centred approach. Part of this work should be the creation of strong partnerships between innovative schools and teacher preparation programmes that enable prospective teachers to learn in practice as well as in theory.
51. Employers' organizations should engage in active social dialogue with representative teachers' organizations and ensure decent work in private education establishments. They should also engage in wider policy dialogue on education matters, particularly in relation to technology, the regulation of private education providers, and the transformation of education and teaching for entry into the world of work.
52. Student engagement and meaningful participation of students in the co-creation and evaluation of teaching



and learning should be regarded as a fundamental value and integral building block of educational quality.

Next steps for international action

- 53.** In view of the recommendations made above, the United Nations system should adopt an up-to-date international instrument, including a convention or a revision of existing instruments, on the teaching profession. Such an instrument should build on the principles set out in the ILO/UNESCO Recommendation concerning the Status of Teachers (1966), the UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (1997), and other relevant standards and tools. The application of such an instrument should be monitored through a strengthened mandate for the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel or a similar body.
- 54.** The international community should establish a Global Fund for Teachers' Salaries to provide time-bound support for sufficient, timely, and regular payment of salaries of teachers working in crisis-affected contexts or similar situations of threat or vulnerability.
- 55.** International financial institutions should end all public sector wage bill constraints and austerity measures that impact education spending, in particular teacher recruitment, retention, and wages. Similarly, debt relief and forgiveness measures need to be developed to ensure education financing.
- 56.** The international community, in collaboration with social partners and relevant stakeholders, should promote teacher professional standards, including the UNESCO-Education International Global Framework of Professional Teaching Standards, and the use of standard classification systems, like UNESCO's ISCED-T to monitor the length, quality and relevance of teacher education.
- 57.** The international community, in particular donors, should foster global development cooperation to support institutionalized social and policy dialogue mechanisms in the education sector, in particular by strengthening the capacity of social partners to engage in policy development on the transformation of education, in line with international labour standards and principles of freedom of association.
- 58.** ILO and UNESCO should collaborate to strengthen data collection and country reporting on teachers and their working conditions, as well as research on good practices in transforming the teaching profession.
- 59.** The Recommendations of the High-Level Panel should be taken up by the relevant bodies in the global education architecture for follow-up, namely the SDG-Education 2030 High-Level Steering Committee and the Global Education Cooperation Mechanism, relevant bodies of the ILO, UNDP, UNESCO, UNICEF, UNHCR and other agencies, and relevant technical initiatives such as the International Task Force on Teachers for Education 2030.



Annex: The High-Level Panel on the Teaching Profession

The High-Level Panel on the Teaching Profession was established by the UN Secretary-General as a follow-up to the Transforming Education Summit, 2022, to produce a set of evidence-informed recommendations on how to deliver on the commitment that every learner has a professionally trained, qualified and well-supported teacher who can flourish in a transformed education system.

The Panel's report, to be delivered in early 2024, will serve as a contribution to broader efforts to achieve Sustainable Development Goal 4, as an input to ongoing preparations for the 2024 Summit of the Future and help advance follow-up on the Transforming Education Summit.

Co- Chairs

- H.E.Ms. Kersti Kaljulaid, Former President of the Republic of Estonia
H.E. Ms. Paula-Mae Weekes, Former President of the Republic of Trinidad and Tobago

Members

- Ms. Ligia Deca, Minister of Education, Republic of Romania
Mrs. Ida Fauziyah, Minister of Manpower, Republic of Indonesia
Ms. Matsie Angelina Motshekga, Minister of Basic Education, Republic of South Africa
Mr. Jaime Perczyk, Minister of Education, Republic of Argentina
Ms. Jutta Urpilainen, Commissioner for International Partnerships, the European Commission
Mr. Sebastien Berger, Executive Director, Global Student Forum
Mr. Gerhard F. Braun, Chair, German Employers Association's Education Committee
Mr. Mamadou Cellou Souare, La Confédération Générale des Entreprises de Guinée
Ms. Linda Darling-Hammond, President and CEO of the Learning Policy Institute and Charles E. Ducommun Professor of Education Emeritus at Stanford University
Ms. Susan Hopgood, President, Education International
Mr. Gorgui Sow, Independent Education Policy and Advocacy Specialist
Ms. Manal Hdaife, Primary School Principal, Lebanon, and Chair of the Arab Countries Cross-Regional Structure (ACCRS) of Education International
Mr. Mike Thiurman, General Secretary of the Singapore Teachers Union
Ms. Denise Vaillant, Academic Director, Institute of Education, ORT University (Uruguay) and Chair of the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel
Ms. Andria Zafirakou, Winner of the 2018 Global Teacher Prize, the United Kingdom
Mr. Tiago Pitta e Cunha, Chief Executive Officer, Oceano Azul Foundation

Ex-officio members

- Ms. Audrey Azoulay, Director-General of UNESCO
Mr. Gilbert Houngbo, Director-General of the ILO
Mr. Leonardo Garnier, Special Adviser to the UN Secretary-General on follow-up to the Transforming Education Summit





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Education
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Activating the Recommendations of the UN High-Level Panel on the teaching Profession

*A Guide for Education
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Education International represents organisations of teachers and other education employees across the globe. It is the world's largest federation of unions and associations, representing thirty million education employees in about four hundred organisations in one hundred and seventy countries and territories, across the globe. Education International unites teachers and education employees.



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