United Nations Transforming Education Summit

Thematic Action Track 3: Teachers, teaching and the teaching profession

Discussion Paper (Second draft – 3 June 2022)

I. Context, challenges and opportunities

Teachers, trainers and other education personnel are generally considered the single most influential variable in an education system for achieving learning outcomes.¹ The achievement of SDG 4 and the transformation of education will depend heavily on teachers and education personnel that are empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems.² The challenge of Action Track 3 of the Transforming Education Summit is to seek commitments and action to create such an education workforce in a manner that is sustainable and achievable.

Currently, teachers and education personnel are confronted by four major challenges: teacher shortages; difficulties in assuring the qualifications and professional development needs of teaching personnel; low status and working conditions, and lack of capacity to develop teacher leadership, autonomy and innovation.

In 2016, it was estimated that 69 million teachers were needed globally to meet SDG 4. Without enough teachers, classrooms are overcrowded, teachers are overworked and demotivated, and the quality of teaching is inadequate to enable all learners, especially the most vulnerable, to achieve learning outcomes. While this number has decreased as we approach the target year, it is estimated that sub-Saharan Africa will still need 15 million teachers.⁵ Inequitable deployment and distribution of teachers is also a major challenge that impacts shortages in rural and hard-to-reach locations.

² Education personnel includes teachers but also administrators, trainers, education support personnel, and other workers who may be involved in formal or informal education.
³ Education 2030: Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4.
⁴ To achieve universal basic education by 2030, the world education systems will require additional 24.4 and 44.4 million teachers respectively in primary and secondary. Sub-Saharan Africa and Southern Asia account for over 76% of the need for new teachers in developing countries. In Sub-Saharan Africa, 70% of countries for primary against 90% for secondary face serious teachers’ shortages leading to the continent being home to the most overcrowded classes; hence the most overburdened teachers.
⁵ International Task Force on Teachers for Education 2030. 2021. Closing the gap: Ensuring there are enough qualified and supported teachers in sub-Saharan Africa. Paris: UNESCO.
Before the COVID-19 pandemic, teachers in many countries, especially in Sub-Saharan Africa (1 in 3) and Southern Asia (1 in 4), lacked the minimum required qualifications and training. Changes brought forth by the pandemic, including widespread digitalization and increasing inequality, have further underscored the need to transform teaching and to better train and support education personnel. This transformation is needed to a variety of situations and challenges, such as climate change, displacement and conflict, to work closely with parents, communities and other sectors, and to contextualize and adapt teaching to the learners’ needs.

The digital transformation and the use of technologies hold promise for expanding education access and enriching provision for more learners. Yet, lack of access to such technologies and requisite infrastructure, and a dearth of skills for their use by leaners and teachers remains an important obstacle for unlocking their potential. The role of the teachers has also expanded from knowledge providers to knowledge producers and sense-makers of complex realities. Today teachers are called to facilitate learning but also to help students develop a sense of belonging and responsibility for the world. Thus, teacher professional development needs to include topics such as health, sustainability, global citizenship and “21st century skills”.

Another key obstacle in developing quality teachers is working conditions and remuneration, which deter youth from entering the profession and in-service teachers from remaining in it. Teacher wages remain comparatively low in many countries, and in crisis-affected areas, teachers are often paid late or not at all. Many teachers face violence and harassment, as well as burn-out and stress linked to the demands of growing portfolios of duties that range from instruction to health to pastoral care. The active participation of teaching personnel and their representative organizations in the development of short, medium-term, and long-run strategies to support educational transformation is crucial to ensure that their expert perspective and professional needs are considered, alongside those of learners and society at large.

Accelerating progress toward SDG 4 and transforming education is only possible when all education personnel are professionalized, trained, motivated, and supported — in all settings, including crises and refugee contexts, and at all levels of education from early childhood to TVET, adult and higher education. This requires the recognition and funding of education as a public good, and appropriate policies that recognize teaching as a collaborative endeavor performed by professionals who can contribute to the production of knowledge that will support future transformations in education. (UNESCO, ILO, UNICEF and Education International, 2021).

The Summit’s Thematic Action Track (AT) 3 on Teachers, teaching and the teaching profession focuses on responses to the following issues to transform education: i) teacher shortages; ii) teaching personnel qualifications and emerging professional development needs, iii) status and working conditions; and iv) teacher leadership and innovation.

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7 ILO, The future of work in the education sector in the context of lifelong learning for all, skills and the Decent Work Agenda, 2021.
8 UNESCO, ILO, UNICEF and Education International: Joint message on the occasion of World Teachers’ Day, Teachers at the heart of education recovery, 5 October 2021
II. What does the transformation look like?

An empowered education workforce: professionalized, trained, motivated, and supported

a) An adequate number of qualified teachers

Education systems need to recruit adequate numbers of teachers and other relevant personnel with the minimum required qualifications to meet learners’ needs.

In the short-term, to respond to the COVID-19 pandemic, countries need added flexibility that enable expanding the pool of candidates to enter the teaching profession, including calling back retired teachers, and upgrading contract teachers and volunteer personnel to stable career professionals through training and qualification schemes. Teacher migration from countries with adequate supplies of teachers can be facilitated, in line with international principles on fair migration. This can also include appropriate accreditation of refugee teachers. To address the immediate need for more qualified and trained teachers – including more women – countries can recruit teachers directly from underserved areas or provided pathways to qualification for unqualified teachers and trained them in schools supported by distance learning or through micro credential schemes, while making sure that adequate professional standards are maintained.9 The use of itinerant teachers to support learners with disabilities has proved successful in countries in Sub-Saharan Africa.10

In the medium-term, strengthened licensing and accreditation schemes, including the recognition of prior and experiential learning, can provide new pathways for teacher qualification. Recognition of prior learning schemes should be organized in a manner that maintains the credibility of the teaching profession and ensures that standards are maintained. Likewise, in-service training can help teachers meet the minimum required qualifications. Since teacher attrition is highest in the first few years of teaching, induction programmes should be strengthened. Such measures can incentivize high-achieving graduates and those already teaching (but lacking qualifications) to look to teaching as an attractive career option. Career guidance interventions in secondary and tertiary institutions can help steer promising students into teaching careers, including those from rural and remote regions. Including trainee teachers in the workforce as part of a learning team provides better initial training and enables them to play a key role in supporting learning.11 Advancement opportunities for teachers have to be diversified and clear from the very beginning of the teaching career. They should include vertical and horizontal promotion opportunities, role transfers to other educational positions, increased responsibility in terms of leadership, administration or specialization. All of these opportunities and prospects should be clear to early-career teachers.

10 Humanity & Inclusion, submission to TES, 2022.
Particular attention needs to be given to attracting stable, gifted and experienced teachers to hard-to-staff schools (from poor districts, disadvantaged rural areas, historically marginalized communities etc). This represents a significant priority aimed at increasing equity within educational systems, including through affirmative action and incentives. Measures need to ensure gender equality in the education workforce, including by promoting women in STEM, TVET and leadership positions, and men into such areas as early childhood education.

In the longer-term, countries need to invest heavily in improving teachers’ salaries and working conditions and provide teachers with opportunities to grow and develop, such as taking on flexible career paths, which include mentoring their peers, leadership or policy support positions. Education systems should reward innovation, teacher agency and autonomy. Such reforms require longer-term investments and a restructuring of teacher career paths to align with teacher education programming. They may also require, in some cases, lifting wage constraints on public spending to ensure adequate salaries for teachers. In least developed country contexts, special drawing rights, as well as restricting or forgiving debt in return for investments in teachers and education could be considered. Moreover, using better data in smarter ways can drive more equitable allocation and improve the quality and availability of teachers in the most marginalized communities. Workforce planning, deployment, and management need to be improved, which means robust data must be available and utilized. The development of robust Education Management Information Systems, through a web-enabled system can help in the collection and analysis of data to ensure efficient use of resources.

b) All teachers have quality initial training and continuous professional development throughout their careers

In the short term, to support recovery from COVID-19 education disruptions, teacher continuous professional development needs to integrate pedagogies and capacity building to embrace hybrid modes, to address learning loss, and prevent school dropout. Educational processes should comprise identifying, developing, experimenting, assessing, evidencing and scaling-up the most effective teaching that combines in-person and distance online/offline provisions to ensure that all learners, regardless of age, gender and location, can learn through blended pedagogies. It is important, however, that technology enables, but does not drive, teacher professional development. While it is important to invest in infrastructures and tools, education should be supported in the design of strategies that make use of already available technologies, including low-tech solutions, in order to ensure rapid impact and high inclusion. Developing educators’ capacity to conduct rapid assessments of all students’ learning

12 Namibia, submission to the TES, 2022.
levels upon their return to school and as regular practice so as to be able to implement differentiated instruction to ensure all children achieve foundational learning can also be an important measure. 14

In the **medium term**, teacher development needs to innovate and transition from course-based training to a continuum of collaboration and exchange among teachers, schools, and education systems. The promotion of communities of practice and peer-learning spaces where teachers may be able to exchange and share the result of their innovations and experimentations, but also their professional needs, can also advance the sense of purpose and of belonging to a professional community. Promoting teacher-led research and rewarding research and innovation by teachers, can foster greater status and motivation. The development of school leaders is also critical; peer learning schemes for head teachers and school leaders have been promising in supporting teachers. 15 Quality control and monitoring frameworks for teacher education institutions need to be strengthened and due investments in such institutions should be commensurate with overall investments in the education workforce.

In the **longer term**, it is necessary to broaden the agency and autonomy that teachers have to interpret and manage the curriculum, to adapt and prioritize content and pedagogy, and to transform educational provision, both pedagogically and in terms of the organization of learning and schooling, in order to address the individual profile and potential of each learner. The expanded role of educators in relation to education for sustainable development, global citizenship, peace and non-discrimination requires adequate skills training, professional learning and development. Teacher involvement in the identification of training needs and in the design of training delivery is essential.

c) **Improved status and working conditions of teaching personnel**

To ensure quality education, and to make the teaching profession more attractive for younger generations, decision makers need to ensure decent working conditions and an enhanced status of the profession, including through wages comparable with professions requiring similar levels of qualifications, so that teachers can assume an active role in the transformation of education processes. Teacher motivation also needs to be more consistently taken into consideration in discussions in relation to the teaching profession.

In the **short term**, teachers should urgently be guaranteed decent work, including respect for fundamental principles and rights at work, including safety and health at work, mental well-being for all education personnel, as well as protection against violence and harassment and communicable diseases. 16 It also means ensuring adequate social protection, housing or suitable accommodation and transportation allowances for those who work in remote rural communities, or paid leave for further

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16 ILO, Conclusions of the Technical meeting on the future of work in the education sector in the context of lifelong learning for all, skills and the Decent Work Agenda, 17–21 May 2021
professional development and research. Working conditions for the teaching profession need to ensure quality teaching and learning, especially in terms of workloads and work intensity, balance of teaching and non-teaching working time, appropriate accountability mechanisms, as well as a supportive environments and infrastructure. Equity in access to quality professional development and education technology should be ensured for all teachers, along with salary scales established through social dialogue that may be linked to progressing teacher careers.

In the medium term, global changes and the transformation of education need to be reflected in the status of teachers. Therefore, teachers should be perceived as actors of change and must be part of the decision-making process concerning education to protect their educational autonomy and ensure enabling working conditions. This includes strengthening freedom of association of teachers and social dialogue in education.\textsuperscript{17} Reducing teachers’ administrative workload is another important step, as it often diverts them from the core of their mission and crowds out the instructional process. Such a step could additionally free up time for proper professional growth.

In the longer term, a culture of collaboration between teaching professionals, their representative organizations, governing bodies and other social actors needs to be established to ensure extensive support for teachers, and for the public sector in general. This collaboration should include social dialogue and teacher participation in decision-making processes affecting education and the teaching career including in the bodies set up for this purpose (e.g. local education groups or equivalent structure). Efforts should be made to reflect the importance of teachers and the complexity and expertise of teaching professionals in media and government communication to promote trust in teachers, to appeal to both the intrinsic and extrinsic motivations of educators. Countries can be supported to develop comprehensive teacher policies to develop strategies to strengthen the profession. Mentoring, school-based continuous professional development, and championing of high-performing teachers can lead to improvements.\textsuperscript{18}

d) Teaching personnel’s leadership and innovation are recognized and supported

Teachers’ capacity for innovation is one of the keys to building resilient education systems. Since teachers are best placed to assess the conditions of their own classrooms and communities, governments need to promote their leadership to generate meaningful transformations. Experimentation and adaptation must take place within clear policy frameworks. Governments, teacher education institutions and other actors must balance structure and flexibility to foster both bottom-up (grassroots) and top-down (system-wide) innovations.

\textsuperscript{17} Since its establishment in 1951, the ILO Committee on Freedom of Association (CFA) has examined more than 300 allegations of violations of freedom of association and collective bargaining concerning teachers’ unions.

In the short term, effective teacher innovations can be deployed and scaled up to support continued learning and recovery efforts at school or district level, by supporting implementation of the RAPID Learning Recovery Framework (UNICEF, UNESCO, WB, 2022).

In the medium term, teaching personnel, and especially school leaders, can be encouraged to work with schools to design and implement interventions to reach every child, assess learning levels, prioritize teaching the fundamentals, increase catch-up learning, as well as develop children’s well-being so that they are ready to learn.

In the longer term, there is the need to reshape the teaching profession to accommodate a career pathway, beginning with opportunities for teachers to take on leadership roles as part of their professional development. Teacher leaders provided with specialized training could be responsible for leading school “learning teams” to transform the education workforce (Education Commission, 2019). This would require governments to invest in new policies and plans to enable an organizational restructuring to integrate teacher leaders in a transformed school model.

III. Mapping of key investments, interventions and game changers

Key action areas and actors

Action areas include:
- Financial incentives and support for the development of comprehensive policies for teachers and teaching personnel.
- Development of standards and competency frameworks and for teachers and support staff
- Integrating ICT into teacher education and practice.
- Design of certification mechanisms and continuous upgrading programme of in-service teaching personnel, coupled with career and mobility opportunities.
- Improving the qualifications of teaching personnel in fragile contexts and in addressing vulnerable groups
- Promoting equality and equity within the education workforce
- Promoting robust social dialogue in education and the participation of teachers in educational decision making, from the classroom to the policy level.

Key actors include:
- National governments and ministries of education, training, labour, finance and youth
- Teachers and their representative organizations, as well as other education personnel
- School leaders and principals, managers and their associations
- Employers of teaching personnel (public, private, communities/CSO)
- Private sector (employers’ organizations, businesses)
- Teacher education and development bodies and professional regulation bodies
- Universities and researchers
- Development partners and donors
- Civil society actors, faith-based organizations and other social partners in education
- Student organizations

Successful policy interventions and good practices across different regions

Drawing on the analysis above, AT3 identified eight strategies for creating an effective education workforce:

**Strategy 1: Develop comprehensive national policies for teacher and teaching personnel.** Drawing on the UNESCO/TTF’s Teacher Policy Development Guide, this can include support for the development or implementation of teacher policies aimed at elevating the quantity, quality, status and working conditions of teachers, as well as costing of teacher policies that are comprehensive, credible, crisis-sensitive and embedded in Education Sector plans. Teacher policies should include:

**Strategy 2: Develop standards and competency frameworks for teachers, including the integration of ICT into teacher education and practice.** This includes an agreement of the minimum knowledge, skills and ethical standards all teachers should observe, based on global (e.g. UNESCO-EI Global Framework) and regional frameworks. All countries should develop national frameworks to guide teacher education, CPD, and careers schemes. As part of this, an integrated strategy is needed to develop the digital skills to teach effectively with ICT, providing devices and the connectivity needed to produce and leverage available digital resources, share knowledge with peers, enrich and transform teaching practices. Digitalization strategies in a number of countries have shown that such investments can expand access to education but need to be accompanied by measures to ensure equitable, sustainable and inclusive access to and capacity to use education technologies both for educators and learners, appropriate training for educators, decent work in relation to the use of technology, including in respect to work-life balance, and protection of privacy and data.

**Strategy 3: Design certification mechanisms and continuous upgrading programmes of in-service teaching personnel.** This can include the recognition, accreditation, and certification of prior and experiential learning among volunteer teachers, community teachers, and other education personnel, including teaching aides. An important element in improving the social and professional status of teachers is the official recognition and acquisition of qualifications, with a view to their full professionalization.

**Strategy 4: Promote wider education workforce team-based approaches to support teaching and learning.** Emerging evidence suggests that supporting teachers and learners with a team of education professionals and other roles can be an effective way to improve learning and promote a broad range of education outcomes. (D’Amour et al., 2009). While few education systems employ formal team structures, many already include elements of team approaches, such as teachers working together in professional learning communities or school principals working with district officials and teachers to
engage caregivers in student learning. At school level, teams should include management as well as experienced mentors, with both expected to support and improve instructional practice of teachers by providing guidance, carrying out classroom observation sessions and providing high-quality feedback.

**Strategy 5: Empower leadership, motivation and innovation**: This can include incentive programmes for teacher innovations and collaborative work. Fostering the agency and autonomy of teachers by co-creating educational resources and implementing continuous reforms of the curriculum and evaluation frameworks. Capacity building in social dialogue and system transformation needs to accompany this process.

**Strategy 6: Promote robust social dialogue and teacher participation in educational decision making.** Social dialogue, including collective bargaining, can ensure decent work and fair working conditions for teaching and education personnel. Bringing knowledge and experience from social partners in the development of policy can prevent labour conflicts in the education sector. Training partners on social dialogue, in particular interest-based bargaining techniques, can be one way to improve labour relations in education and forge collaboration on strengthening education systems.¹⁹

**Strategy 7: Prioritize integrated national reform strategies and effective functional governance.** Education, teaching and training are not the remit of education ministries alone. Investment in education and teaching requires a whole-government approach to ensure adequate financing, sustainable domestic revenue through fair taxation and appropriate levies, and social policies to ensure an enabling environment for education, with strong support equality and equity, decent work to ensure work/life balance, and measures to bolster public support and authority for teachers and educators. Education goals need to be set in relation to social, labour market and individual needs, with possibilities of success through a diversity of learning pathways. An integrated teaching career management system is needed to motivate high-performing teachers while helping personnel who need further training. Monitoring and evaluation of teaching is needed to ensure efficient use of resources and effective results. At the same time, there is a need to assess performance based on variations in learning outcome acquisition by students, thus better rewarding teaching staff who make a difference in disadvantaged communities.

**Strategy 8: Honour commitments made set out in the Call to Action on Education Finance (2021) on education financing.** This includes ensuring that the target of 20% annual expenditure on education also invests in strengthening the capacities and improving the working conditions of teachers, recognizing the instrumental role that they play in determining learning outcomes.

IV. Synergies and alignment across Action Tracks and their sub-themes

**Action Track 1: Inclusive, equitable, safe and healthy schools**

Teaching personnel and particularly teachers and school leaders are at the front lines of ensuring that education is inclusive with regard to gender, disability, ethnicity, social class and other factors. They are important agents of change through their work (what they teach), but also by who they are (role models). In educational settings, teaching personnel can demonstrate positive attitudes towards learners of differing abilities, those who speak a minority language at home, or those who arrive from a different region or country (including internally displaced and refugee populations). They can strengthen scientific and critical thinking skills, promote tolerance, encourage dialogue, improve gender equity, advance important cultural and social values, and create a more sustainable and peaceful world.\(^{20}\)\(^{21}\)\(^{22}\)

Promoting gender equality, including women and staff from minority backgrounds or with disabilities, and gender-sensitivity in the teaching workforce can be an important strategy to engage both boys and girls meaningfully in learning.\(^{22}\) Promoting and supporting women to take on leadership roles is also important, as selection processes often disadvantage women, leading to their underrepresentation in leadership roles at all levels in the education system.

**AT 2: Learning and skills for life, work, and sustainable development:**

Teachers, in particular TVET teachers and trainers, will also be the key to developing lifelong-learning strategies and ensuring that education responds to the needs of the labour market. This will require social dialogue around skills needs, assessment strategies and sectoral development policies to be coordinated with education systems.

**AT 4: Digital learning and transformation:**

Developing the digital capability and skills of teachers is key to preparing students for the needs of changing societies and economies. This will require improving the quality of initial and continuing teacher training and development and enhancing supports for lifelong learning. Such training should

\(^{20}\) UNESCO, 2013. Teachers – Education Sector technical Notes
cover the use of technology, pedagogy and content knowledge, and ethics, safety and well-being in relation to digital technologies. Training and professional development need to be affordable and accessible to all teachers, and should take into account gender and rural/urban dynamics.\textsuperscript{23}

\textbf{AT 5: Financing of education}

Further coordination with AT5 is being planned to ensure commitments made on education financing can also address teacher professional and working conditions.

\textbf{V. Accountability and follow-up mechanisms}

Recommendations to inform voluntary national commitments - to inform the national consultations and the summit

Three key action areas should be given priority consideration to inform voluntary national commitments:

1. \textit{Accelerate efforts to improve the status of teachers and their working conditions to make the teaching profession more attractive through robust social dialogue and teacher participation in educational decision making}. This includes putting teacher perspectives at the centre of all decision-making in education and measures to increase teacher autonomy. A national indicator for this could be an index of qualified and supported teachers and national social dialogue mechanisms in place.

2. \textit{Accelerate the pace and improve the quality of teacher professional development through the adoption of comprehensive national policies for teacher and teaching personnel}. Such policies can cover initial teacher education and continuous in-service training and include the updating, development and implementation of professional teaching standards and competency frameworks to guide teacher education curricula, mentorship programmes, qualification and accreditation processes, and teacher formative assessment. A national indicator of teacher polices could be developed in this regard.

3. \textit{Improve the financing for teachers through integrated national reform strategies and effective functional governance and dedicated financial strategies}. A whole-of-government approach to improving conditions for teachers, fostering innovation, and financing education as a public good can increase the supply of qualified teachers and make a quality education workforce sustainable. A national benchmark of public investment in teaching could be developed.

Key initiatives/coalitions/networks/platforms that can support, with the SDG4-Education 2030 High-Level Steering Committee, the post-Summit follow up and monitoring – main actions and accountability

Global, regional and national coalitions of teachers and their representatives, education authorities, civil society organizations and academics can be leveraged and promoted as part of the follow up to the Transforming Education Summit. At the heart of this is the notion that teacher voices and experience should be placed at the centre of education decision-making, including in relation to responses to current and future disruptions and the transformation of education systems.

- At the global level, international coalitions such as the International Task Force on Teachers for Education 2030, also known as the Teacher Task Force (TTF) and representative bodies will continue to ensure that teacher perspectives are part and parcel of global education movements. They also lead the way for advocating for the teacher profession and elevating the status of teachers. Working with member states and regional bodies, they can also provide cross-national platforms for information sharing, monitoring and evaluation. Other international initiatives, such as the Education Workforce Initiative and the Global Education Forum Education Workforce Working Group, can also play an important role in these efforts.

- Greater international regular monitoring of respect of teacher rights, as set out in the 1966 ILO/UNESCO Recommendation on the Status of Teachers, could be carried out through appropriate bodies by the international system, such as the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART).

- Regional bodies are a key player to ensure that promising practices, policy innovation and national initiatives are shared across countries, to champion change and strengthen teacher policies. They can also support monitoring and follow up of national commitments to education more broadly, and teacher development in particular.

- At the national level, (as well as sub-national level, for countries with devolved education system governance), teacher representative bodies, civil society and community organisations can ensure that grass-root teacher innovations are fostered and brought to the level of national authorities, so that the reality of teacher experiences is taken into consideration in policy making and forms a virtuous cycle within decision-making processes. They can also support this dialogue through advocacy and training.