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**DÉCLARATION DU TUAC À LA
RÉUNION DE 2004 DES MINISTRES DE L'ÉDUCATION
AMÉLIORER LA QUALITÉ DE L'ENSEIGNEMENT POUR TOUS**

Dublin, 18-19 mars 2004

Lors de sa 1071e session, tenue le 26 novembre 2003 [C/M(2003)26], le Conseil a noté que le Secrétaire général organiserait une consultation conjointe avec le BIAC et le TUAC avant la réunion du Comité de l'Éducation au niveau ministériel.

Afin de faciliter cette consultation, le TUAC a préparé la déclaration ci-jointe qui est diffusée aux participants de la réunion pour INFORMATION.

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**DÉCLARATION DU TUAC
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Améliorer la qualité de l'enseignement pour tous

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Introduction

Améliorer la qualité de l'enseignement pour tous est un **objectif** que la délégation syndicale **approuve pleinement**. Tel est notre premier message important. Le sujet de la réunion ministérielle résume quel est le principal défi à relever pour parvenir à la qualité et à l'équité dans l'enseignement.

La délégation syndicale à la réunion des ministres de l'Éducation de l'OCDE se compose de représentants des centrales syndicales nationales et des syndicats de l'enseignement. Leurs mandants partagent un même intérêt et une même aspiration : l'excellence dans l'enseignement et un accès équitable à cette excellence.

Les mandants des syndicats des pays de l'OCDE, à savoir les salariés, veulent la meilleure éducation pour leurs enfants et un accès équitable à un enseignement de qualité ; ils veulent en outre un accès équitable à la formation permanente et aux possibilités de formation tout au long de leur vie.

Les mandants des syndicats de l'enseignement – enseignants et autres personnels de l'enseignement - quant à eux, veulent avoir la satisfaction de travailler dans des systèmes éducatifs qui fonctionnent bien en termes de qualité et d'équité.

Compte tenu de la nature des enjeux de l'éducation en ce début de 21^e siècle, il existe des raisons valables pour que les responsables de l'éducation, au niveau politique - c'est-à-dire, les ministres – **établissent un partenariat** avec les centrales syndicales et les syndicats de l'enseignement. Ce sera notre second message important mais pour faire preuve de réalisme à ce propos, nous ajouterons que les relations entre les ministres de l'Éducation et les syndicats sont souvent conflictuelles. Un dialogue en matière de partenariat devrait viser, entre autres, à dépasser les frustrations réciproques pour reconnaître la valeur d'un débat solide mais constructif sur les objectifs de l'éducation et sur les moyens à mettre en œuvre dans nos sociétés pour atteindre ces objectifs.

Dans notre troisième message, nous souhaitons insister sur le fait que les **syndicats et les employeurs partagent un large terrain d'entente** en ce qui concerne les problèmes de politique d'éducation et de formation. Le TUAC et le BIAC font tous deux valoir l'importance de fondements solides pour l'enseignement général de tous les citoyens, la nécessité de développer les compétences au-delà des savoirs fondamentaux en écriture, lecture et calcul ou des compétences professionnelles, l'importance de l'enseignement pour l'innovation et l'intérêt de la formation tout au long de la vie.

Les syndicats sont donc prêts à nouer un dialogue constructif, axé sur des résultats, avec les pouvoirs publics et les entreprises, sur les questions suivantes :

- Relever les niveaux de performance pour tous,
- Améliorer l'offre d'enseignants et l'efficacité de ce personnel
- L'éducation et la cohésion sociale, et
- L'éducation au service de la citoyenneté démocratique.

Les ministres n'ignorent pas que le fait de partager des objectifs et l'ouverture au dialogue n'équivalent pas à un consentement. Loin de là ! Au contraire, les syndicats, qu'ils représentent les travailleurs en général (les « consommateurs ») ou le personnel de l'enseignement en particulier (les « fournisseurs »), ont souvent l'impression qu'un problème crucial reste celui du décalage entre les déclarations d'intentions et l'affectation des moyens financiers ou autres indispensables à la réalisation desdites intentions. En fait, les syndicats remplissent une fonction très utile et souvent méconnue dans les sociétés démocratiques, qui consiste à ramener aux réalités. Le procédé n'est peut-être pas toujours très bienvenu mais la réalité restant ce qu'elle est, ceux qui exercent une responsabilité politique ont généralement intérêt à prêter attention aux messages transmis par les organisations représentatives. Et ce sont surtout nos sociétés et leurs citoyens qui en retirent un avantage.

Le présent document préparé par le TUAC examine et commente la dure réalité des écoles et autres établissements d'enseignement dans les pays membres de l'OCDE. Le message est dur parce qu'il s'agit d'une dure réalité. L'argument essentiel que nous présentons repose sur le fait que les pouvoirs publics n'ont qu'à s'attaquer de front à la question de l'investissement. On ne résoudra pas les problèmes en essayant d'opérer des changements dans l'éducation par le biais de ce que l'on appelle l'évaluation des performances, sans allouer les **ressources nécessaires à l'instauration de la qualité et de l'équité**. Nous en donnons les raisons. Nous reconnaissons en outre qu'il s'agit d'un débat important et que nous sommes prêts à participer à ce débat dans chacun des pays.

Nous faisons valoir dans notre message final que, quel que soit le dialogue engagé au niveau de l'OCDE, à Dublin, avec ses contraintes de temps et son inévitable niveau de généralité, **il faudra poursuivre ce dialogue, au niveau national, entre les pouvoirs publics, les syndicats et les entreprises**. Avec un peu de clairvoyance et de sagesse, les parties au dialogue pourront travailler efficacement ensemble pour réaliser le potentiel de l'éducation en tant que force contribuant au développement équilibré des sociétés de nos pays et au bien-être de leurs citoyens.

I. Résumé des principaux points

1. Pour relever les nouveaux défis de la mondialisation de l'économie, il faut un large concept en matière de politique d'éducation, un concept qui tienne compte de l'évolution des besoins sociétaux. L'enseignement et la formation doivent :
 - Devenir plus accessibles à tous ;
 - Etre plus axés sur l'apprenant et se dérouler davantage en collaboration ;
 - Etre mieux adaptés à la diversité de nos sociétés et de nos économies.
2. Les syndicats continuent de diffuser le message en matière d'enseignement. Ils sont disposés à apporter leur contribution à la transformation des systèmes d'enseignement et de formation afin de relever plus efficacement les défis engendrés par les transformations de l'économie et de la société, l'innovation et l'évolution technologique. Dans notre vision de l'avenir, chaque travailleur sera un apprenant et chaque représentant syndical sera un représentant de cette société de l'apprentissage.
3. Dans de nombreux pays, l'investissement public dans l'éducation et la formation a subi les répercussions négatives de la politique des pouvoirs publics qui a consisté à diminuer la part

relative des ressources au profit de l'orientation des résultats. Mais les autres « solutions » manquent de crédibilité.

4. Les syndicats se déclarent en faveur de l'objectif visant à améliorer les résultats des élèves. Cependant, ils ne sont pas convaincus de la nécessité de mettre en place des évaluations obligatoires au niveau national pour les élèves et les enseignants, fondées sur des critères uniformes.
5. Il ne suffit pas de relever les critères de performances pour améliorer les résultats de l'enseignement. L'amélioration de la qualité de l'enseignement et de l'apprentissage doit être liée à la notion d'équité.
6. Les syndicats se préoccupent également des questions de mise en œuvre qu'il faut s'employer à résoudre. Trop souvent, les responsables de la politique de l'éducation s'efforcent de mettre au point des normes tout comme ils le feraient pour une réforme décidée en haut lieu, c'est-à-dire des normes qui sont totalement séparées des besoins et des réalités de la classe. De plus, ils ne se préoccupent pas assez de l'élaboration du programme correspondant aux niveaux à atteindre.
7. L'élaboration et la mise en œuvre de normes doivent devenir un processus ouvert d'enseignement et de participation. Il faut prendre en considération le risque de voir le système d'évaluation devenir prédominant dans la classe. L'éducation ne doit pas être remplacée par un enseignement axé sur les évaluations.
8. Les politiques destinées à améliorer la qualité de l'éducation doivent aller au-delà de l'élaboration et de la mise en œuvre de normes et d'évaluations. Il faut que les investissements ayant comme objectif d'améliorer la qualité des enseignants et de l'enseignement soient au cœur même de la réforme actuelle et future de l'éducation à tous les niveaux d'enseignement et de formation. Les stratégies visant à améliorer la qualité de l'éducation doivent comporter :
 - Une augmentation des ressources pour les écoles et le renforcement du soutien apporté aux enseignants ;
 - Un véritable engagement pour rendre les salaires des enseignants plus attractifs et pour s'attaquer au problème de la charge de travail excessive et inutile autour de l'enseignement ;
 - La valorisation du statut de l'enseignement et de l'éducation dans nos sociétés ;
 - L'amélioration de la formation initiale des enseignants ;
 - Le droit, pour tous les enseignants, à disposer de programmes de développement professionnel continu.
9. Afin de parvenir à mettre en place une véritable société de l'apprentissage, nous invitons les ministres de l'Éducation à mettre au point des politiques destinées à :
 - Augmenter le niveau d'investissement dans les ressources humaines parce que l'absence d'investissements en matière d'éducation et de formation coûtera plus cher à long terme ;

- Faire en sorte que les écoles disposent des équipements nécessaires et que les enseignants soient formés à préparer les apprenants à l'économie du savoir ;
 - Remplacer les méthodes punitives d'évaluation par des méthodes reconnues par les enseignants et les communautés éducatives, qui apportent un soutien et un encouragement ;
 - Habilitier les enseignants à participer activement à une réforme qualitative de l'éducation ;
 - Faire participer les enseignants et leurs syndicats à la réforme de l'éducation ainsi qu'à la gouvernance des établissements d'enseignement afin de favoriser l'adhésion à ces réformes et de renforcer l'efficacité et les ambitions de l'éducation et de la formation ;
 - Maintenir et renforcer le rôle des établissements publics d'enseignement et les encourager à promouvoir la démocratie, la bonne gouvernance, le développement participatif et les droits de l'homme.
10. Une stratégie de cohésion sociale doit comporter des mesures de lutte contre la pauvreté et l'exclusion sociale, notamment dans les domaines du logement, de la santé, de l'enseignement et de la formation, de l'emploi et de la répartition du revenu, de l'éducation et des services sociaux. Elle doit non seulement traiter les symptômes de l'exclusion mais chercher aussi, de manière plus positive, à intensifier les forces qui contribuent à faire naître la solidarité et un sentiment d'appartenance.

(TEXTE DISPONIBLE EN ANGLAIS SEULEMENT)

II. The challenges for education policy in a global economy

11. We all know that education is the key to participation in the global economy of the 21st century, with its technological revolutions in communications and transfer of information, as well as major changes in production, transport and distribution, and the economic value of knowledge. This global economy is based upon levels of mobility unprecedented in human history - mobility of information, of finance, of goods and services, and of people; but also mobility of disease, of crime, of arms and instruments of repression. Extremes of wealth and poverty within and among countries are greater than ever before. In this new era with its opportunities and risks, high quality education is more relevant than ever in seeking to build societies that are fair and just for all their citizens, that respect universal values of democracy and human rights, and whose development - social as well as economic - will be equitable and sustainable. The development of high quality education systems in all countries, including the expansion of primary, secondary and vocational education as well as of higher education, is an essential precondition for the training of workers needed for economic and social development. Priority must be given to capacity-building within the education sector as a whole.

12. The relationship between education, economy and society is interactive. Education has always both reflected and been influenced by changes in economy and society. So the current period of rapid, and even fundamental changes in economy and society, presents major new challenges for education. Those challenges include:
 - Achieving education for all;
 - Making life-long learning a reality for all;
 - Reaffirming the values of education in relation to personal development, the world of work and the rights and responsibilities of citizenship in democratic societies;
 - Rethinking educational content and methods, taking into account the potential and the consequences of new technologies;
 - Recruiting enough qualified personnel to work in the education sector;
 - Re-defining and strengthening the key role of teachers as providers and managers of learning opportunities;
 - Interacting with a broader spectrum of partners, parents and local communities, trade unions and enterprises, and non-governmental organisations.

13. However, the global economy also brings threats to education, including:
 - Commercialisation of educational services, with consequent risks of increasing inequality, discrimination and deepening of the digital divide;
 - Pressures from a trade agenda that fails to take accounts of the role of education in national societies;
 - Changes in the role of the State, with more emphasis on regulation and less on guarantees of equity and non-discrimination;
 - Efforts to implement short-term and short-sighted solutions to new challenges, such as hiring staff without appropriate training and experience for teaching;

- Decreasing attention paid to the values underlying democracy, and increasing attention to the values of competition and the market; indeed the introduction, under the guise of 'reform', of a culture based on self-interest to the exclusion of social responsibility, with the consequent risk of undermining the ethical values of education and of the teaching profession;
 - For the education sector as a whole, the very existence of education as a public service might be at stake.
14. Clearly, these issues – the challenges and the trends – have implications for the nature of education in general and for the working conditions of teachers and education employees in particular, and therefore concern the latter directly. Consequently, these issues must be tackled, as a matter of priority, by the unions which represent those working in the education sector as well as by national trade union centres and their international organisations. For example, trade union centres and education unions assert that education policy and reform must guarantee citizens the right not simply to education, but to quality education, without it being undermined by international trade policy. Domestic policies aiming to protect the cultural diversity of their countries, communities and their minorities must not be considered as "obstacles" to international trade.

III. Trade unions continue to spread the message of learning

15. It has always been a central objective of trade unions to assert the right to education and training for working people and their families. That objective has also included the creation of opportunities for education and training, notably through the workers' education movement. In recent years, trade unions, realising the problems caused for their members by lack of skills and competencies, have worked to develop broader access to learning for employees. We now put learning and the development skills at the top of our agendas. We negotiate training agreements with employers, raise members' awareness of learning, advise learner members and help to broker the provision of education and training with colleges and universities. Union representatives are being trained and accredited as "learning representatives". Much innovative work is being done but much more is needed if lifelong learning is to be made a reality. We argue that there is a need for individual entitlements to access foundation levels of learning and skills, and for employers to be given obligations and incentives to provide such opportunities. Our vision is for every workplace to be a learning centre, every worker a learner and every union representative a learning representative.
16. Trade unions, in particular teaching and education unions, are working to strengthen high quality public education as a cornerstone of democratic societies. Teachers and education personnel are expected to manage new educational and teaching challenges. In a nutshell: trade unions are prepared to contribute to transforming education and training systems to address more effectively the challenges brought about by globalisation, related economic and social changes, innovation and technological progress.

IV. Developing and implementing standards for teaching and learning – raising the bar for student achievement – inputs and outputs

17. Education and training, ie human capital, is seen as an indispensable resource for the growth of modern economies. A broad consensus exists that education and training hold the key to the future, being among the most significant investments a society can make to further its own development. However, in many countries public investment in education and training has not kept pace with the widely acknowledged need, while the private sector has not been able to scale up substantially its levels of investment in human resources.¹
18. In many countries, public investment in education and training has been affected negatively by a shift in education policy away from input towards output orientation. For some commentators and politicians, schools, and in particular public schools, have become a new prime target of blame for all societies' ills. They have criticised public investment in schools and offered instead a menu of supposed alternatives to fix the schools, including testing, vouchers and ending certification of teachers. Thus, one of the underlying factors in this shift is the assumption that linking assessments based on high stake tests will motivate teachers to perform better and students to reach higher levels of achievement. Such alternative "solutions" avoid the central issue – the need to invest financial and human resources in education.

IV.1 Investing in learning and the acquisition of skills – the gap between rhetoric and reality

19. OECD countries as a whole spend 5.9 per cent of GDP on their educational institutions at primary, secondary and tertiary level, mostly in the public sector, of which two thirds goes to general (as distinct from specialised tertiary level) education. About 13 per cent of all OECD public spending is devoted to education. According to the 2003 issue of Education at a Glance the share of GDP spent on education showed a decrease for about two thirds of OECD countries. The average spending of 24 countries in 2000 was 0.1 % below the average for 1995² . Reducing public resources allocated to education has worsened conditions of learning and teaching. Recruitment and retention of teachers has now become a real problem.
20. Current trends in the financing of education and training are in striking contrast to the rhetoric about their increasing importance. Conventional wisdom says that governments have reached the limits of spending because neither voters nor corporations will accept tax increases or new levies to be used in order to provide for increases in public spending on education and training. Against this background, pressures from policymakers focus on controlling costs in education, on the implementation of education standards, on the measurement of learner outcomes, on increasing the efficiency of teaching as well as on privatising parts of the public school system. In order to bring the promise of a quality education for all, policymakers are pressing for higher standards, and the development and implementation of high standards of teaching and learning has become the stated objective of education reform. We agree. But you cannot do it without the resources. While it can be argued that increased funding in itself is not sufficient to improve the quality of education, it

¹ See OECD (ed.): Education at a glance, Paris 2003, pp 216 f and Tab. B3.1 on p. 219

² OECD: Education at a Glance, 2003, pp 200-207

is not credible to argue that decreased funding will allow for the quality of learning and teaching to be improved.

21. An OECD report, released in January 2004, provided further evidence of insufficient public funding of educational institutions.³ Whereas mainly public investment over the past 20 years has brought modern Information and Communications Technologies (ICT) into nearly all schools in the most advanced OECD countries, the extent to which computers are in day-to-day use in these schools remains disappointingly low. Despite the money spent on ICT, fewer than 20 per cent of students attend schools where there are enough workstations for every teacher to have one. And in 11 out of 14 countries surveyed, a shortage of computers for students was cited as one of the biggest obstacles to wide ICT use. According to the report, educational use of computers is in fact sporadic across all countries. On average, the principals of around only 20 per cent of students across the countries surveyed reported that computers are used "a lot." Given the explosion in use of ICT in other walks of life, these figures are surprisingly low. Principals also report that recruiting ICT teachers is by far the most difficult recruitment problem that they face.

IV.2 The current focus of education reform: development and implementation of standards for teaching and learning

22. Trade unions support the goal of boosting the educational achievements of students. However, we are not convinced that compulsory nationwide tests for students and teachers, based on one-size-fits-all standards can be applied. Moreover, we are concerned about the potential misuses of testing. For instance, many of the qualities required for successful and effective teaching – passion, dedication and the joy of teaching – are exactly the qualities that cannot be measured by a test. Tests can be used in an arbitrary manner. Trade unions oppose the abuse, misuse or overuse of standardised testing.
23. Higher educational achievement is possible and many initiatives have successfully demonstrated the improvements that can be accomplished. However, aiming to simply raise standardised test scores is not going to achieve better educational outcomes. High, clearly defined standards should be set and the means provided for all schools to enable students to work to attain them. It is not acceptable for education policies and governmental financial allocations to encourage or sustain two-tier education systems – one for those with socio-economic advantages, the other for the poorer and disadvantaged people in society. The concept of raising the quality of teaching and learning must be linked to the concept of equity, so as to ensure that no student is left behind.
24. Standards-based education reform must address both equity and quality concerns facing public education. Assessment as part of standards-based reform must be founded on well-designed tests providing an objective measure of how well students are doing. They can and should motivate youngsters to learn. However, it is important to emphasize that in a standards-based system, the primary purpose of assessments should not be to sort "winners"

³ OECD: Completing the foundation for lifelong learning. An OECD survey of upper secondary schools, Paris 2004, pp 74

from "losers" – rather, they should ensure that all students have the knowledge and skills that they need to succeed at the next level and trigger help and support for those who would otherwise be left behind.

25. While supporting for standards-based reform and rising achievement rates, trade unions have concerns about implementation that need to be addressed. In too many instances, education policymakers pursue standards as just another top-down reform, divorced from the needs and realities of the classroom, neither giving enough attention to the content and quality of standards nor to the participation of education practitioners in the process of designing and implementing them. Moreover, they pay too little attention to developing the curriculum necessary for achieving the standards. Needed support for children at risk is too often unavailable, and where it is, the quality is often doubtful. And, high stakes tests which have the effect of narrowing standards and the curriculum are being imposed with negative consequences for students, teachers and schools. While concerns about implementation take many forms, a central issue has been the inadequacies of the tests, particularly when they are used for accountability with very high stakes.
26. If we want all students to reach higher standards, education policymakers and governments must pay more attention to proper implementation. Sufficient resources must be made available to get the job done. Teachers must understand what the standards are and how to teach to achieve them. They must be offered opportunities for professional development that focus on deep content knowledge, clear instructional strategies, and the assessment tools necessary for determining student progress toward meeting the standards. Evaluations must be compatible with the standards and curriculum.
27. In order to achieve the goals of standards-based reform, education policymakers and governments must develop:
 - High-level content and performance standards for what students should know and be able to do;
 - Standards aligned with the curriculum;
 - The capacity of schools and teachers to help students meet standards;
 - Assessments aligned with the curriculum and standards;
 - Accountability systems that use the results of assessments and other variables to provide support to schools that fail behind.
28. Moreover, educational policymakers and governments must:
 - Explain and justify the standards they set and the performance levels they require
 - Work with teachers, students, parents and the public on a shared development of standards, and a shared understanding of what is expected;
 - Ensure that teachers and their unions have a voice in the development of standards and curriculum assigned to them as well as in the development, implementation, evaluation and use of curriculum-based assessment;
 - Develop approach to assessment which do not lead to a two-tier curriculum, in which subjects such as art, music, foreign languages are placed on the lower tier;

- Provide resources to ensure that all children, especially those in high-poverty areas, have properly trained and credentialed teachers and that they get the added support and time they need to meet the standards.

IV.3 Developing and implementing standards must become an open process of learning and participation

29. The call to raise the quality of learning and teaching by implementing higher standards, testing and by making schools accountable has certain political appeal. However, without a significant investment in school education and in the training of teachers, so as to raise all young students up to the new standards, the move to implement new testing regimes can be counterproductive. “High-stakes” testing has been promoted by education policymakers and governments as a way to raise educational standards of poor and disadvantaged students, but it has been shown in a number of cases to adversely affect the quality of education for these students. Teachers, education administrators and parents are therefore increasingly concerned that the growing emphasis on testing could adversely affect the quality of education and make it increasingly difficult to recruit, train and retain effective teachers of high quality in the public system.
30. Within the classroom, the regime of the test is gaining dominance - education is replaced by teaching to the test. A particular pressure to raise test scores and assessment results, caused by a rigid “pass or fail” regime and related financial rewards or punishments, can lead teachers to spend more class time drilling students in preparation for the tests, often at the expense of the substance of the curriculum. A similar effect can result from merit pay systems in schools, whereby teachers are punished or rewarded on the basis of their students’ performance on the tests, and are thus expected to contribute to raising achievement levels.
31. Moreover, efforts of schools to maintain achievement levels or to prevent them from dropping in order to avoid budget cuts or sanctions have contributed to the creation and ongoing expansion of a global testing industry with huge financial stakes and its own vested interest in further growth. Thus, more and more specialised companies are providing schools with software and facilitators to coach students in “test-preparations”, such that test-taking becomes a skill in itself. It is worrying that the expanding assessment industry is bound up with the agenda of “educational reform” in an increasing number of countries.
32. In a number of cases the implementation of standard based reform has come at a major cost: dropout rates rose, teachers had to emphasize tests and drills at the expense of the broader curriculum, or administrators manipulated the process of testing for the sake of maintaining schools. There is a simple conclusion to be drawn from this: serious policies to raise the quality of learning and teaching must provide more help and fewer sanctions for low performing students and schools.

IV.4 Quality education: The focus must go beyond attainment levels

33. Policies to raise the quality of education must go beyond developing and implementing standards and tests. They must include the development of a broader set of quality indicators

as well as their application for quality evaluation of schools and learning outcomes. In addition to indicators focusing on educational achievements, particular attention must be given to the need to monitor at least three important areas. First, the area of educational success and transition, second the process of steering school education and the participation of parents and other stakeholders and third the area of educational resources and structures.

34. Indicators regarding educational success and transition must include dropout-rates and the completion of upper secondary education as well as participation in tertiary education. Because school performance and the outcome of learning are also determined by the infrastructure and resources provided, some more indicators are required. They should cover at least educational expenditure per student, participation rates in pre-school education as well as education and training of teachers.

V. Making the profession of teaching more attractive and providing better opportunities for professional development

35. In OECD countries, a positive point to make is that the quality of pedagogy amongst teachers is the highest it has ever been. Yet quality can always be improved. Teachers need to receive continuing professional development as an entitlement, not as a “bolt on” to all their other responsibilities. Professional development needs to be properly funded and allocated specifically for that purpose.
36. Improving the quality of teaching in our schools continues to be a central focus of educational reform policies. There are several good reasons for this. Many students attend schools that are old, overcrowded and in need of repair. Schools are facing a wave of teacher retirements. At the same time, the retention rates of new teachers are shockingly low – a high percentage of newly appointed teachers leave the classroom within the first three years. One reason is that the pay of starting teachers is low compared to other professions requiring the same level of qualifications. Not surprising, teachers who resign often refer to inadequate salary and benefits as well as a lack of professional prestige as major reasons for leaving the profession. Other reasons why teachers leave, like the workload surrounding teaching, a lack of support from the administration and a lack of effective professional development, mirror the loss of financial resources to education. Thus, making the teaching profession more attractive and providing better opportunities for professional development must be made central to any strategy to improve the quality of teaching and learning.
37. It is important to note that the process and objectives of policy reform in education have also impacted, often negatively, on the status of the teaching profession as well as teacher supply and demand. Policymakers often blame teachers for the “failure” of schools, or of their “reforms”. They blame their professional education, what they teach and how they teach. Simplistic and punitive reform efforts that rely on “high stakes” testing reflect a tendency to blame the personnel, particularly teachers, for all that is wrong with education. The same applies to the increasing importance of free market rhetoric and economic rationalism in education. It is rhetoric which emphasizes an individualistic, competitive and user-pays model with winners and losers. This contrast with the collaborative, co-operative and democratic approach which most teachers believe underpins quality teaching and learning

and their strong commitment to the education and welfare of every student. It is an approach which seeks to raise educational levels for all, not just a few.

38. The profession of teaching is also affected by social change within our societies. Changes in the structure of families, the increasing social and cultural diversity of school populations, prevailing youth unemployment, the negative impact of flexible working time regimes, labour market activation policies promoting low wage employment leading to long working hours, have meant that greater responsibility for much of the socialisation and general care of students has fallen onto schools and, in particular, teachers.
39. As a consequence of these and other developments, there has been a significant increase in both the general workload and levels of stress and strain experienced by teachers. The effect of this on teachers' morale is exacerbated by their perception that they are not receiving sufficient support from governments and communities. In order to address the issue of teacher shortage, focused and long term policy strategies must be implemented linking the raising of standards to policies that are tackling the workload of teachers and strengthening their professional development, ensuring that reform and investment are dealt with together.
40. Investing in improving the quality of teachers and teaching must become a central feature of current and future education reform. Strategies that would gain the support of TUAC and education unions must include:
 - Improved resources for schools and increased support for teachers, including improved induction programs and an increase in professional development and training programs, facilitating the development and acquisition of new professional competencies;
 - A serious commitment to improve salaries of teachers and to tackle the workload of teaching;
 - Governments must ensure that teachers do not routinely undertake administrative and clerical tasks; have a reasonable work/life balance; have a reduced burden of cover for absent colleagues; have guaranteed planning, preparation and assessment time within the school day to support their teaching; and have a reasonable allocation of time available for participation in school governance;
 - Enhancement of the status of teaching in our societies and
 - Resources to improve initial teacher education.
41. TUAC and teachers unions urge governments to develop national action plans to address the issue of improving teacher supply and effectiveness in close co-operation with all major stakeholders of education, unions, employers and parents. Teachers must also be given a say in governance decisions affecting the ways in which their institutions are organized in order to educate and train better, more effectively and more ambitiously.

VI. Education and social cohesion

42. Educational institutions at all levels have a role in promoting democracy, good governance, participatory development and human rights. Their role is to respond to all educational needs, including special learning needs, those whose first language is not the home language and those with disabilities. The entitlement to lifelong learning must be extended throughout

society. Full access to education and training for everybody will reinforce the foundations and processes of democracy. When democracy is underpinned in this way, citizens are more likely to promote and defend it. Education and training must include the use of new technology in teaching and learning - one of the characteristic features of the transition to a knowledge-based economy. However, with regard to the new challenges facing education, old questions re-emerge. What is the purpose of education? What are the social and political commitments to education? How does one define quality education? What should be taught and learnt and at what stage and in which context should that learning take place? Also, it must be emphasized that education has intrinsic value. The promotion of the pleasure of learning for its own sake will enhance education and training for vocational purposes and employment. It also contributes to social cohesion and a sense of involvement in society.

43. Social cohesion relates to what binds societies together. Social cohesion is an essential condition for security. Divided and unequal societies are not only unjust, they cannot guarantee stability in the long term. Many people are excluded in practice from the benefits of social and economic progress. When governments commit but fail to deliver, loss of confidence, alienation and disillusion with political processes become more apparent – and thereby weaken democratic foundations. It is increasingly recognised that governments need to aim not only at making the economy work but also at enabling society to work for all. Economic development without accompanying social development will result sooner or later in serious problems.
44. A social cohesion strategy must involve action to combat poverty and social exclusion, particularly in areas such as housing, health, education and training, employment and social services. Gross disparities in the distribution of income and wealth also impinge on social cohesion. But any strategy must go beyond treating the symptoms of exclusion and also seek, more positively, to strengthen those forces that help to create social solidarity and a sense of belonging.
45. Policies contributing effectively to social cohesion must:
 - Recognise human dignity, making the individual person the centre of policies and guaranteeing human and social rights;
 - Help to revitalise economies and capitalise on the contribution made by the social partners and other interested bodies, particularly in creating employment, stimulating enterprise and ensuring employment opportunities for all;
 - Meet people's basic needs and promote access to social rights⁴;
 - Develop an integrated approach bringing together all the relevant policy areas.

⁴ These goals are expressed in international instruments such as the United Nations Covenant on Economic, Social and Cultural Rights, UNESCO and ILO Conventions, and the Council of Europe conventions in the fields of employment, education, health, social protection and housing