

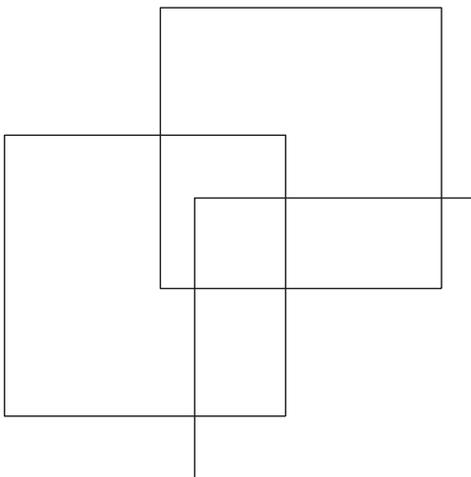


International
Labour
Organization



Final report ¹

**Global Dialogue Forum on Employment Terms
and Conditions in Tertiary Education**
(Geneva, 18–20 September 2018)



Geneva, 2019

Sectoral
Policies
Department

¹ In accordance with established procedures, this final report will be submitted to the 335th Session of the Governing Body of the ILO (March 2019) for its consideration.

GDFTE/2018/9

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INTERNATIONAL LABOUR OFFICE, GENEVA

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First edition 2019

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Final report, Global Dialogue Forum on Employment Terms and Conditions in Tertiary Education (Geneva, 18–20 September 2018), International Labour Office, Sectoral Policies Department, Geneva, ILO, 2019.

ISBN 978-92-2-132989-3 (print)
ISBN 978-92-2-132990-9 (Web pdf)

Also available in French: *Rapport final*, Forum de dialogue mondial sur les conditions d'emploi du personnel de l'enseignement supérieur (Genève, 18-20 septembre 2018), ISBN 978-92-2-132991-6 (print), ISBN 978-92-2-132992-3 (Web pdf), Geneva, 2019 and in Spanish: *Informe final*, Foro de diálogo mundial sobre las condiciones de empleo del personal de la enseñanza superior (Ginebra, 18-20 de septiembre de 2018), ISBN 978-92-2-132993-0 (print), ISBN 978-92-2-132994-7 (Web pdf), Geneva, 2019.

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Printed by the International Labour Office, Geneva, Switzerland

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I. Introduction

1. The Global Dialogue Forum on Employment Terms and Conditions in Tertiary Education was held at the International Labour Office in Geneva from 18 to 20 September 2018. The Governing Body of the ILO decided to convene the Forum at its 329th (March 2017) and 332nd (March 2018) Sessions, and approved the Forum's composition.
2. The purpose of the Forum was to discuss employment terms and conditions, professional rights and social dialogue mechanisms, including collective bargaining and collegial governance in tertiary education, with the aim of adopting points of consensus, including recommendations for future action by the International Labour Organization and its Members.
3. The Forum was attended by 63 participants, including 42 Government delegates and advisers from 26 member States, as well as eight Employers' and eight Workers' delegates and one adviser from the Workers' group, and five observers from intergovernmental organizations and international non-governmental organizations.
4. The Officers of the Meeting were:

<i>Chairperson:</i>	Ms M. Nojszewska-Dochev (Government, Poland)
<i>Government group coordinators:</i>	Mr A.B. Jillo (Government, Kenya) Mr B. Verlaan (Government, Netherlands)
<i>Employers' group coordinator:</i>	Ms M.I. León Klenke (Employer, Peru)
<i>Employers' group secretary:</i>	Mr M. Espinosa (International Organisation of Employers)
<i>Workers' group coordinator:</i>	Mr D. Robinson (Worker, Canada)
<i>Workers' group secretary:</i>	Mr D. Sinyolo, (Education International)

II. Opening sitting

5. The Chairperson recalled that the purpose of the meeting was to discuss employment terms and conditions, professional rights and social dialogue mechanisms, including collective bargaining and collegial governance in tertiary education, with the aim of adopting points of consensus, including recommendations for future action by the ILO and others. The topic was important, and involved many challenges and opportunities now faced by workers in tertiary education. As noted in the issues paper, tertiary education had expanded dramatically in the past 15 years, drawing on an increasingly mobile international workforce, new funding sources, and new technologies to provide higher education to a growing number of students. This expansion had provided new opportunities for learners, for businesses, for employment, and for research and development, but also some challenges. While conditions of employment for tertiary education workers were diverse and varied, a significant number of such workers faced serious decent work deficits, ranging from employment instability to discrimination and lack of access to social dialogue. In the light of these trends, the Governing Body had mandated the Forum to provide governments and social partners an opportunity to explore the issues related to challenges and opportunities in employment terms and conditions in tertiary education, and to hopefully agree on ways forward to improve such conditions.

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6. The Secretary-General of the Meeting, Ms Alette van Leur (Director, ILO Sectoral Policies Department), noted that tertiary education had gained renewed attention as a development strategy, which was reflected in Sustainable Development Goal 4 on quality education and its target 4.3, “by 2030 ensure equal access for all women and men to affordable quality technical, vocational and tertiary education, including university”. The Education 2030 Framework for Action called for various strategies to improve the sector, and tertiary education was acknowledged as a key factor in developing a qualified workforce, boosting employability as well as earnings, equality, health, and overall human capacities. It was the human beings among governments, workers and employers, who would make a difference in delivering these education goals by 2030.
 7. The Forum offered a unique opportunity for constituents to examine and discuss the labour dimensions of tertiary education, and to consider how recent changes presented both opportunities and challenges for those working in the sector. She hoped that the Forum would address the question of how ILO constituents in the sector could best harness social dialogue to effectively ensure a fair balance between the needs of tertiary education institutions, teachers, governments, learners, and other stakeholders on a variety of issues.
 8. The Executive Secretary, introducing the background paper,¹ stated that the issues paper was intended to provide an oversight of trends and issues in relation to employment terms and conditions in tertiary education. It was based on available data and research at the global level, as well as more in-depth studies on a number of countries. It identified a number of main drivers behind the trends in tertiary education working conditions. These include the massification of tertiary education, as more learners were gaining access to tertiary education pathways. Enrolment in tertiary education had more than doubled since the turn of the millennium, reaching some 213 million learners in 2015.
 9. To keep pace with this expansion, many countries had expanded public tertiary education provision, while others had turned to new funding models, combining public and private financing or relying on private providers. In some instances, new technologies such as the Internet had enabled tertiary education to reach new learning audiences and areas that were under-serviced by higher education institutions. Tertiary education had become global through international learner and scholar exchanges. The emergence of new fields of study and fresh demands in the labour market had also had an important impact on employment opportunities and career paths in tertiary institutions.
 10. In relation to these trends, the paper examined terms and conditions of employment with regard to such topics as wages, hours of work and workload, employment relationships, and equality. It also examined access to and participation in social dialogue, including collective bargaining. Among the topics specific to the tertiary education sector were such issues as academic freedom, collegial governance, and forms of quality assessment. While such issues were not specifically addressed by international labour standards, they were taken up by the 1997 UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel (hereinafter the 1997 UNESCO Recommendation), which drew heavily on international labour standards. The implementation of the 1997 UNESCO Recommendation was also monitored by the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART), which would meet in Geneva two weeks hence. These issues were clearly within the ILO’s scope of work.
 11. The Employers’ group coordinator noted that basic education was compulsory, but that this was not the case for higher education. The increase in demand for tertiary education seen over the previous 20 years was essential to national development, and massification offered an opportunity to educate larger numbers of people. Governments should be encouraged to

¹ GDFTE/2018.

adopt flexible and generic regulations, such as minimum requirements for hiring teaching staff in tertiary education, which should apply to both the public and private sectors and should foresee the development of the latter. This had implications for patterns of financing, as acknowledged by the World Bank in 2015. Governments should also promote decent employment conditions, especially as regards social security and occupational safety and health. It was essential to enable citizens to access higher education appropriately. It was necessary to align higher education more closely with the labour market: studies by major consultancy firms had identified this gap between curriculum content and the skills needed in the labour market. It was at the same time necessary to acknowledge that the sector had three main branches: that conducting research, that which taught mainstream curricula, and that which addressed vocational needs, all of which contributed valuable knowledge to society.

- 12.** The Workers' group coordinator acknowledged that tertiary education played a key role in social, cultural and economic development, and access to it was essential to achieve the Sustainable Development Goals (SDGs): this would not be possible without talented, professional, committed and supported teachers. The profession needed a supportive working environment with decent working conditions that fostered continuous learning and research. In this respect, he called attention to the importance of implementing Sustainable Development Goal 8 on sustainable economic growth and decent work for all. The paper accurately identified the many factors causing strain and stress for the workforce of the sector. Most notable among these had been the growth in many parts of the world of precarious and fixed-term employment contracts. Contrary to the provisions of the 1997 UNESCO Recommendation, many of these contracts provided very low rates of pay, few if any benefits, and no job security; and without job security, there was no formal protection for academic freedom. The growing number of cases of stress and mental health issues among teaching staff could be attributed to the increasing trend in precarious work, in which women and minority groups were over-represented. The persistence of the gender pay gap in tertiary education remained a problem, and attention should be given to salary and promotion structures, which were biased against women and minority groups. A second key trend identified in the issues paper, and linked to the matter of precarious labour, was that of changing financing models. In particular, many countries had been experiencing decreased public funding of tertiary education and an increasing reliance on private sources of funding that were driving inequalities in access, increased and unsustainable student debt loads, and contingent employment contracts. Social dialogue, including collective bargaining and collegial governance, would help find solutions to such challenges. To do so, governments, employers, and unions had to ensure that there were sufficiently strong labour market institutions and good governance practices in place. This meant full recognition and implementation of the ILO Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). This Forum should not be an end in itself, but a pathway to the development of an appropriate ILO instrument to protect tertiary education personnel in precarious employment. His group therefore expected the forum to propose the convening of a meeting of experts to develop the proposed instrument in the next ILO biennium.
- 13.** The Government group coordinator noted that governments were constrained by competing demands for budgetary allocations, which had resulted in inadequate infrastructure, understaffing, overcrowded classrooms and private sector under-regulation. As a result, the quality of education had been undermined, reducing public confidence. Failure by governments to provide adequate funding had also indirectly resulted in a brain drain of teachers to other countries and the availability of fake degrees.
- 14.** The representative of the Government of the Democratic Republic of the Congo considered that there was a need to focus on the link between universities and the labour market: graduates faced major difficulties in finding jobs. Greater attention was needed as to the

practical content of curricula: employers frequently complained that they could not find candidates for employment with the right skill profiles.

15. The Workers' group coordinator observed that the weak labour market had been responsible for the high levels of unemployment, rather than the higher education system.
16. In reply to a question by the representative of the Government of Saudi Arabia, the Employers' group coordinator explained that the Employers' group represented only private employers in the sector. Governments could speak for the public sector.
17. The Workers' group coordinator emphasized that it was important to focus on the purpose of the Forum, which was to address terms and conditions of employment in the sector. Problems in the transition from school to work were acknowledged, but as the Organisation for Economic Co-operation and Development had observed, a higher education qualification resulted in better employment outcomes. The problem was one of aggregate demand, and a lack of job opportunities, as illustrated by a Beveridge curve.
18. The representative of the Association of Commonwealth Universities (ACU) stated that her organization represented over 500 universities across six continents. As an international organization they remained aware of the issues faced by member States and universities, ranging from how employment terms were set and how salaries were set, new forms of employment, and other issues mentioned in the issues paper. These included massification, which was a major issue for a number of their universities which faced staff shortages, and other issues, such as an ageing workforce, for example in Canada, which also caused problems for renewal and retention of staff. The ACU played an active role in human resource development through various methods: these included supporting staff mobility, to promote which it had granted some €100 million a year, including bursaries to attend international conferences, carrying out research, and collaboration with other universities. It had collected data on salaries and benefits, the only organization in the world to do so annually. However, such data was not a ranking, but rather support for capacity building. It also acted as a convening body, having a strong base of over 500 members. It was supported by those active in human resource development, and organized conferences for capacity building in human resources; it also gave bursaries to human resources staff to enable them to visit other countries and learn.
19. The representative of the Government of Honduras would welcome an opportunity to discuss mobility programmes with other participants. Good terms and conditions of employment for university workers were important, particularly for professors and teaching support staff. Attention should be given to those conditions, and also to infrastructure and resources for research programmes. The link between university and society should be strengthened by addressing employment needs.
20. The Workers' group coordinator suggested that terms and conditions of employment should be approached in the broader sense. Researchers often depended on external financial resources, which made their tenure vulnerable. University work could be divided into research, teaching, and service provision, but this was threatened by recent trends which detracted from this traditional role.
21. The Employers' group coordinator stated that general conditions of work for research professors, like other teaching staff, should be set out in legislation. For example, in Latin America, universities were mandated by law to have a vice-dean for research on their governing body; part of the university budget was allocated to research, and researchers received bonuses for the work that they did. University research departments often contracted with the researcher to conduct specific research with funds made available to the university from outside: university staff could use such resources to innovate in fields of

pure research and technology. It was not considered vulnerable work, but was covered by the general working conditions of tertiary education staff.

22. The Government group coordinator asked the ACU to make its comparative data study available, as it would be useful in determining terms and conditions of service, which were influenced by a host of other factors.

III. Consideration of the proposed points for discussion

1. Challenges and opportunities for governments and for employers and teaching personnel and their representative organizations, with respect to employment terms and conditions in tertiary education, including massification, globalization, increased privatization, new technologies, changing employment relationships, changing patterns of funding, new fields of study and teaching modalities, and emerging labour market demands

23. The Workers' group coordinator considered that the key issues were increasing precarity and non-standard forms of employment. The latter were found across the labour market as a whole, but were especially prevalent in tertiary education, where they were undermining academic freedom. The 1997 UNESCO Recommendation concerning the Status of Higher-Education Teaching Personnel was particularly relevant here, since precarity affected the ability to teach, engage in research, and participate in the governance of institutions, a traditional role for higher education staff. This meant reduced equity: women and minorities in particular were under-represented among full-time staff. It also affected the quality of the education provided, since it detracted from the student experience of higher education. He had himself worked as a non-standard university instructor in Canada, and recounted the difficulties faced by graduates in obtaining references for their work: their teachers were no longer around. Terms and conditions of employment hence had an impact on the learning environment.
24. Precarity also undermined the governance of tertiary educational institutions: teaching staff had a role to play in this respect, but short-term staff were excluded from participation in collegial bodies, placing the burden of such work increasingly on others' shoulders. Precarity in turn made the profession less attractive: recruitment to higher education teaching would only improve when the terms and conditions of employment were decent, since even people with doctorates were hesitant on account of their probable insecure employment status, increasing workload, and poor salary and benefits. Like any other workers, tertiary education staff required a supportive working environment, which would in turn be positive for students. A talented committed core of teachers was needed to ensure the quality of any university.
25. Privatization was a source of further problems. Privatization was a symptom of reductions in public spending: cutbacks in public sector staff had resulted in increasing reliance on the private sector. It had increased significantly in recent years, distorting access to higher education institutions and their financing. Such "mushrooming" set regulatory challenges to ensure the quality of the education provided, especially in view of the increasing number of unofficial online universities offering worthless qualifications. Increasing privatization had

also contributed to the increase in non-standard forms of employment, which could be addressed by increased collective bargaining and social dialogue. The Workers' group coordinator also highlighted challenges for equality and equity, especially as regards gender issues. Many countries had improved their performance regarding gender bias, but in higher education this was less visible in science, technology, engineering and mathematics (STEM) disciplines, where not only women, but also indigenous people and minorities were under-represented. Public-private partnerships (PPPs) in tertiary education, of which there were many bad examples, were a major challenge, and the role of social dialogue in this area would hopefully be addressed in the Forum's discussions. The enjoyment of fundamental rights was declining among tertiary education workers. All such trends needed close monitoring, and practical solutions were needed. Efforts to raise awareness of the 1997 UNESCO Recommendation could help improve the overall situation.

26. The Employers' group coordinator considered that the key issues were digitization, artificial intelligence, climate change, sustainable development, and gender equality. Education was a fundamental human right, but the massification that had taken place over the past two decades could not be seen as negative: while basic and secondary education had spread worldwide, this was not the case of higher education. People now had the opportunity to enter tertiary education, fulfil their capacity and develop their potential. Matching supply and demand to produce a more educated public was a real challenge. University teachers were an essential part of the equation in higher education, since they were the ones helping students to become future professionals. Teachers should enjoy the necessary terms and conditions of employment to do their job properly and offer quality tuition: such conditions had to be guaranteed, but at the same time clear regulations were needed, such as minimum standards (for example, qualifications). Working conditions needed to be flexible, however, without necessarily implying precarious work.
27. The profession needed not only full-time professors, but also part-time teachers who could maintain their links to the productive sector and share their knowledge and professional experience in real time, as was the case with judges and other professionals. Meritocracy could be used to promote tenure status. The sector had to be accountable, since financing came from taxpayers. Public universities had to be maintained based on the financial capacity of each country. In certain countries, especially in Africa, public universities did not receive sufficient funding, and were hence unable to meet students' demands. The private sector therefore had to fill the gap. Promoting the participation of the private sector in the tertiary education sector was hence important, and could involve subsidies, tax privileges and other incentives. Much remained to be done to ensure that teachers met the requirements in terms of qualifications, and there was a need for improved teacher training.
28. The Government group coordinator observed that massification had brought to light the inadequate infrastructure and inadequate human resources in the tertiary education sector, undermining salary and benefit levels. Appointment processes were politicized in a number of countries, both in public and private institutions, though more indirectly in the latter. Gender inequality was an issue requiring attention, since it was not conducive to best performance of the sector. Fraudulent internet degrees also required attention. The lack of decent terms and conditions of employment was undermining the quality of tertiary education research, and academic freedom: standards should be applied. The rapid changes in information and communications technology posed both problems and opportunities. Governments should cut waste to increase tertiary education resources. Quality was also advanced by the retention of core teachers involved. It was important for tertiary education to address labour market needs and ensure its graduates were employable.
29. The representative of the Government of the Islamic Republic of Iran proposed that attention also be given to the role of the tertiary education sector in lifelong learning.

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- 30.** The Employers' group coordinator supported this proposal: further education opportunities should be offered to graduates and faculty members: access to tertiary education, master's level and doctorates could be provided through programmes to promote extended education. As regards research, many countries in Latin America had vice-deans for research, who oversaw the areas of research, innovation and funding, and research professors received an additional 50 per cent of their salary if they also offered tuition. Statistics showed that the share of women in part-time work in tertiary education was higher than that of men. In this regard, women should be encouraged to work as full-time faculty members by raising their interest in areas where they were under-represented, such as STEM disciplines. Some countries implemented quotas or other systems, but that was not the best solution. Vocational training institutions should also employ more women.
 - 31.** The Workers' group coordinator noted that the work of doctors, judges and architects was not normally precarious: he acknowledged the importance of employed professionals such as doctors and lawyers who taught students part time, as well as contract workers who covered temporary shortages due to maternity leave, sabbaticals, and other reasons. The issues paper focused on the growing number of casual employees in tertiary education, which should be a main focus of the discussion. Women should also be incorporated in full-time teaching. Governments were responsible for ensuring funding for education, and lifelong learning should be accessible to all. Technological change was a constant in history, but in order for new information and communications technology to be effectively integrated in education, it should not be imposed, but should proceed from pedagogical needs identified by faculty members to ensure its best possible use.
 - 32.** The representative of the Government of Saudi Arabia considered that technological innovations in higher education should not be made simply to lower the costs, since this would impair the quality of education. Tuition by e-learning and distance learning was more appropriate for teaching lower levels, such as undergraduates, in some fields.
 - 33.** The representative of the Government of Islamic Republic of Iran emphasized the value of face-to-face tuition in ensuring genuine education and the development of individual capacity. This did not necessarily occur with e-learning.
 - 34.** The Workers' group coordinator observed that the introduction of technology that was not driven by pedagogical rationale failed. He stressed that face-to-face interaction was important: distance learning did not fully engage students, and should only be used to supplement face-to-face tuition. Social dialogue was also relevant in this context, but the situation was unhealthy in some countries.
 - 35.** A Worker participant stated that collective bargaining rights did not exist in his country, even though the new Constitution adopted in 2013 specifically provided for such rights. The Government was unable to create the environment needed for proper social dialogue. Nor did workers enjoy the right to strike, which was a natural extension of such rights. The need for social dialogue and collective bargaining was urgent.
 - 36.** The Employers' group coordinator observed that new technologies introduced through the fourth industrial revolution meant that many jobs would change and be automated. But while automation was taking over some jobs, new ones were coming into being. Online learning and distance learning enabled the participation of non-mobile and remote students in tertiary education. New technologies provided greater access to education for disabled persons, and many people found jobs through the Internet and worked online. The way people learnt had also changed – self instruction was increasing through such online platforms as YouTube, and provided people with family responsibilities the time and flexibility needed.
 - 37.** The representative of the Government of the Islamic Republic of Iran considered that the sector must collect and respond to feedback from students and faculty members about online

learning. It was clear that mixed methods should be used – online was more suited to younger students, but students at higher levels required more personal interaction.

38. The Government group coordinator agreed. Universities needed to retain a core of permanent staff to ensure continuity, and should set some percentage as a target for core staff. There were disadvantages to online learning, however, even though it helped fill gaps in education systems. The use of contract work was not a bad idea overall, particularly with regard to the use of experienced professionals.
39. The representative of the Government of Saudi Arabia added that different forms of tuition provided required different tools. Preparing students for labour market entry was different from lifelong learning. Practical experience was essential. The Employers' group coordinator agreed that online learning was not suitable for all students.
40. The Workers' group coordinator emphasized that new methods of education should be guided by appropriate criteria. Online courses introduced without attention to the needs of the subject had seen very poor results, as they did not invest in quality. As regards social dialogue, he referred to gaps in collective bargaining, both in the public and the private sector. Attention should also be given to the impact of the commercialization of public institutions, which adversely affected working conditions.
41. The Worker participant from the United Kingdom referred to the distortions that had resulted from commercialization in England: the country now had the most expensive tuition in the world and pressure was placed on students by the debt of student loans, which had led to a decrease in part-time students, who could not afford the fees: the market model affected a specific class of learners. An additional result was a decline in the number of part-time students, mature students and lifelong learners. Meanwhile, staff faced increased monitoring and assessment. The model distorted the priorities of institutions – rather than invest in teaching staff, funds had been allocated to buildings, marketing, and public relations in order to attract students for money, rather than in ensuring the quality of teaching. The increase in for-profit education had brought a decrease in the quality of education. Market models were not appropriate for all forms of tuition.
42. The Employers' group coordinator considered that regulatory systems were needed to improve quality control in public and private universities to ensure quality education for all. However, online courses were only appropriate for some disciplines. In Peru, students in poor and very poor districts in remote rural areas were eligible for publicly funded grants to enable them to access the tertiary education system. The for-profit education sector in Peru had filled the gaps in the free state tertiary education system, and was now larger than the state sector, but quality was an issue for both. All tertiary education institutions in Peru were required by law to undergo the "licencing" process and to pass evaluation and certification processes on compliance with basic quality criteria to continue offering their services to students. To date, many institutions that had not managed to attain those basic standards had been closed. It was essential to ensure good quality education.
43. The Government group coordinator stressed the need to establish institutions, such as education boards and university councils agreed to ensure quality of provision in both public and private universities. In his own country, Kenya, the Council for Higher Education regulated all tertiary education institutions, which was effective in ensuring oversight.
44. The representative of the Government of the Islamic Republic of Iran observed that establishing national education boards and quality assurance were major challenges for higher education. In her country, the national body that inspected the quality of higher education, which was non-governmental, performed this oversight role.

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45. The representative of the Government of Brazil stated that in his country the quality control system applied to more than 4,400 institutions and to 8 million students nationwide. As prescribed by the Constitution, a mandatory evaluation and assessment system had been created in 2004 to assess the performance of students, as well as undergraduate courses and institutions, through the application of several indicators. The results were combined with information on the working conditions of teachers and with students' opinions and perceptions about the courses and infrastructure of the educational centres. Based on the findings a grade ranging from 1 to 5 was attributed to each academic course. Officials from the Ministry of Education paid visits to the centres that had received less than three points over a three-year period to collect in situ information to take a decision on whether to close a specific course with a low graduation level.
 46. The representative of the Government of South Sudan stated that public universities could not accommodate the large demand for higher education in her country. In her country, private universities were required to supplement public education, but often did not meet requirements. The Ministry of Education had been forced to shut down some universities that fell short of standards. Many citizens were also educated outside South Sudan and checks and evaluations were needed to ensure the legitimacy of the diplomas received by graduates.
 47. The representative of the Government of Honduras stated that, in her country, teachers were paid in accordance with a collective bargaining agreement. It would be necessary to hold national and regional forums to improve awareness and analysis of the general situation regarding universities. Loans provided to graduate students were repaid after the completion of their studies.
 48. The Workers' group coordinator noted that with regard to quality assurance in higher education, peer review was a method commonly used in many jurisdictions, which was the most effective method. He recognized the efforts of the Government of Honduras to create fair terms and conditions of employment in higher education. This again underlined the importance of social dialogue.
 49. The Worker participant from Argentina, also representing Public Services International (PSI) and the Federation of Workers of the Universities of the Americas (Confederación de Trabajadores y Trabajadoras de las Universidades de las Américas, CONTUA) underlined the importance of tripartism and social dialogue: first, in terms of the application of standards; second, in terms of inclusive and fair access to higher education; and third, in view of the need for the sector to observe the rules of decent work. Important standards were available to provide guidance and rules, such as Convention No. 87, Convention No. 98, the Labour Relations (Public Service) Convention, 1978 (No. 151), and the Collective Bargaining Convention, 1981 (No. 154). Governments, employers and workers had realized that there was a problem with higher education that affected all staff – not only teaching personnel but also support staff. He supported the 1997 UNESCO Recommendation. Efforts should be made to promote the conclusions of the Global Dialogue Forum on Challenges to Collective Bargaining in Public Services (2014), which were based on the 2013 General Survey of the Committee of Experts on the Application of Conventions and Recommendations concerning labour relations and collective bargaining in the public service. There was evidence that countries with collective bargaining had better terms and conditions in tertiary education and better outcomes. In order to realize decent work in tertiary education, social dialogue should be firmly established as a basis for determining decent terms and conditions of employment, together with the ratification and effective application of international labour standards and implementation of the conclusions mentioned.
 50. The representative of the Government of Honduras stated that the SDGs had triggered broad discussions on hard topics in her country. Members of Parliament had discussed the major

question of how to address the challenge of providing equal access to tertiary education. They were aware that many young people that could not go to university belonged to vulnerable groups.

- 51.** The Workers' group coordinator stated that massification had an impact on working conditions. It was essential to ensure that tertiary education was sufficiently staffed. Investment was needed not only in buildings but also in the intellectual infrastructure of tertiary institutions. The expansion of tertiary education necessarily meant a greater diversity of student profiles, which in turn increased the need for different support structures. This particularly affected support staff, such as counsellors. The expansion of tertiary education was important and essential to progress towards the achievement of SDG 4 on quality education.
- 52.** The Employers' group coordinator disliked the term "massification", which had negative overtones. In many countries in Latin America, basic education was poor: numeracy and literacy skills in particular were of low quality, and this affected access to tertiary education.
- 53.** The representative of the Government of the Islamic Republic of Iran said that, in her country, massification presented both opportunities and challenges. It represented increased opportunity and greater equality of access to higher education. They had 4 million tertiary education students, which meant that nearly every family had one student, and this had positive effects on quality of life. The main challenge was the lack of teachers: the teacher–student ratio had significantly decreased with massification.
- 54.** The representative of the Government of the Democratic Republic of the Congo called for greater attention to redistributive financing and changing employment relations. Redistributive financing could be understood as the diversification of income streams for educational institutions or a fair distribution of the public budget; he requested clarification on this point. Trends in popular perception reflected the mistaken perception that everybody had to go to university, and this had led to massification. Greater efforts should be made to promote vocational training. Many universities were training students who ended up unemployed. There was a need for greater emphasis on practical experience during studies, not only after graduation.
- 55.** The Workers' group coordinator acknowledged that technology was increasingly being used, but emphasized that its introduction must be based on pedagogical needs identified by teachers who needed training in the proper use of technology. The discussion should also cover aspects of globalization, including how it affected education and educational institutions. Education had always been global in vocation and entailed mobility of staff.
- 56.** The Employers' group coordinator referred to basic minimum standards in education that allowed teachers to be more mobile. There was a need for more practical content in courses of a vocational nature to ensure that students were in touch with the real market. However, this also posed challenges, for instance in Peru, where a legal standard dating from 1995 regulated pre-professional and professional internships aimed at students and graduates as well as work placements for students and teachers that treated such placements as a labour issue rather than academic training. It had not been possible to harmonize efforts to align educational supply and demand with the needs of the labour market to allow more young people to access training in the form of real-world work situations while studying at further education institutions without such experiences becoming economic burdens that discourage businesses from participating and being open to such initiatives. Many employers in Peru and across the globe believed that recent graduates of technical and professional degree courses lacked some of the skills required on their recruitment to various job positions and employers had therefore needed to "reinvest" in the training of their new employees. To tackle this problem, it would be essential to initiate dialogue between the interested parties

with a view to introducing an appropriate minimum regulation that prevents abuse by any party.

57. The Workers' group coordinator considered that the future of work had to mean the future of decent work. It was unethical for graduates to work for free for employers for the sake of the prestige of employment. The role of basic research should not be undermined, and its value had to be recognized to ensure that research academics and students brought benefits to knowledge and society: curiosity was the basis of discovery, and was not always definable in terms of goals. The benefits of original thinking were often unforeseeable and could not be programmed. For example, the simple question of what made the sky blue had brought reflection on the scattering of light, which had ultimately resulted in the invention of lasers and other optical devices.
58. The representative of the Government of the Islamic Republic of Iran emphasized the value of diversity, flexibility, and an interdisciplinary approach to curriculum content.
59. The Government group coordinator observed that institutions had to respond to market conditions through multi-stakeholder dialogue. As a regulator, governments had to ensure oversight of tertiary education. Appropriate evaluations to ensure that standards were met were crucial. The emergence of new forms of work would continue, such as teleworking, and flexibility was required.
60. The representative of the Government of the Democratic Republic of the Congo pointed out that education was a means of acquiring skills and knowledge useful to the development of society. There was a need to align teacher training more closely with the job market, and governments had a duty to ensure this. It was therefore important to connect new fields of study to the job market. The redistribution of finance in higher education teacher training needed better definition.
61. The Employers' group coordinator stated that tertiary education did not take place only at university, but also in tertiary education institutes. Matching supply to demand was essential. Academic subsidies had to be aligned with market demand.
62. The Workers' group coordinator considered that the Forum should discuss the responsibility of employers to provide on-the-job training, even though some jobs required specific training. A study by the Wharton School of Business in Pennsylvania had shown that employers were relatively vague about what skills they sought from tertiary graduates. Precarious employment was not a new phenomenon, but had rather existed for a long time: employers had in recent years resorted to more precarious forms of employment in order to circumvent international labour standards and other regulations. Increased privatization and the role of social dialogue also deserved attention, since in many countries the related institutions were weak.
63. The Employers' group coordinator did not consider that part-time teachers' employment was necessarily precarious. Precariousness derived from informality and inappropriate working conditions. Most Latin American universities had quotas for a certain percentage of full-time core teachers in higher education: since 2014 this had been set at 50 per cent. Decent terms and conditions of employment must be ensured for tertiary education employees.
64. The Workers' group coordinator stated that some part-time work was not necessarily precarious. Precarious work was characterized by insecure employment. Precarity meant that employees were unable to plan their lives. The issues paper had referred to "contingent non-standard employment" which had an impact on workers' health and lives. "Contingent" should be understood in opposition to continuing or secure.

2. How governments and social partners can better address these challenges and take advantage of opportunities, in particular with regard to mobility of teaching personnel, gender equality, employment relationships, employability and professional development

65. The Employers' group coordinator stated that governments should encourage women's participation and careers in tertiary education, and should promote policies to close the gender pay gap, since women often earned up to 30 per cent less for exactly the same job. Action plans could be developed to assist students in higher education with problems that might arise during the course of their studies with regard to inequality. Governments should implement minimum statutory standards to guarantee basic equality in higher education and ensure equality of opportunity. Inspections should be implemented in a clear and regulated manner with a view to verifying compliance with basic equality and working conditions. Access to tenure and permanent jobs should be regulated and based on merit, as they depended on public finance. This would allow teachers to better structure their careers. The attractiveness of the sector could be increased through ongoing training, scholarships, and publicly funded programmes. As regards SDG 17, there was a need to promote private investment in education, including through PPPs. This would mobilize the exchange of technical capacity and financial resources. Over-regulation of the sector should however be avoided, and flexible contracts were preferable.
66. The Workers' group coordinator highlighted the importance of the issue of precarious employment. Robust and strong social dialogue mechanisms, including collective bargaining, could alleviate precariousness while negotiating proportionality in reliance on permanent contracts. The 1997 UNESCO Recommendation laid down key principles that had yet to be fully implemented. The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) only met once every three years to discuss the implementation of the 1997 UNESCO Recommendation and 1996 ILO/UNESCO Recommendation concerning the Status of Teachers, and should meet more regularly. He shared the concern on gender equality and extended it to minority groups and indigenous peoples. Structural discriminatory practices needed to be considered to tackle inequality, since precarious work significantly affected women and there was a heavy bias in the allocation of research funding. There was a need for caution in using merit-based systems, since merit-based pay increases were in practice largely granted to men, and meritocracy could exacerbate discrimination. In line with the basic principles enshrined in international instruments, governments should retain primary responsibility for the funding of education systems, which should represent at least 20 per cent of the budget or at least 6 per cent of GDP. Leveraging private sector funds and the commercialization of education systems could create distortions, as noted by the Worker participant from the United Kingdom. A number of agreements had already been concluded on academic staff mobility, and new agreements should be negotiated in the spirit of social dialogue. Agreements should also take into account the issue of brain drain, not only from South to North but also from the public to the private sector. Recognition of the qualifications of migrant workers and refugees should be facilitated with the assistance of UNESCO so as to ensure their mobility. Lastly, the ILO could offer solutions in the framework of ongoing discussions on non-standard forms of employment: an ILO meeting of experts should be convened to discuss the issue of precarious employment in tertiary education, recognizing the unique and particular manifestations of precarity in the sector.
67. The Government group coordinator noted that teachers were a special group of workers, and an engine of development. Governments must renew and strengthen their commitment to such workers and to social dialogue in the sector. Social dialogue and reviews of laws and policies were key to democratic decision-making within institutions. Depoliticizing and

democratizing institutions would help ensure academic freedom. Such mechanisms should be consultative and inclusive, enabling teachers and universities to play a significant role in decisions affecting their institutions. With regard to gender issues, women who had shown academic excellence should be supported in order to increase the number of female professors. Thresholds should be established to control the number of flexible contracts, and fulfilment of these criteria could be used in ranking systems. Staff development was essential, and must be supported and allocated sufficient resources. Private institutions needed to be subject to regulations to ensure standards were maintained and improved. PPPs were becoming more common and needed to be regulated to ensure standards. Universities could establish technological development and appraisal centres to promote the use of technology as a pillar for institutional advancement.

68. The representative of the Government of the Netherlands stated that as a result of effective social dialogue, temporary workers in the Netherlands were guaranteed all benefits enjoyed by regular workers, including parental and annual leave. He encouraged the promotion of social dialogue and exchanges of good practices with other countries and established communities of universities.
69. The representative of the Government of the Islamic Republic of Iran considered that governments should support the mobility of academic staff. She referred to the Bologna Process as a successful example of negotiating mobility between countries.
70. The Workers' group coordinator welcomed governments' renewed commitment to tertiary education workers. With regard to the democratization of institutions, the 1997 UNESCO Recommendation provided guidance on institutional autonomy and academic freedom, among other issues. He welcomed the proposal to improve working conditions by establishing thresholds, and paid tribute to efforts in the Netherlands to use social dialogue to protect precarious workers.
71. The Worker participant from Australia said that tenacity and resilience were necessary to maintain the effectiveness of programmes aimed at eradicating discrimination against women. Nevertheless, precarious and non-standard work had created a new equity gap, as gender equality initiatives in general did not apply to contract workers. In Australia, much work had been done to promote women working in STEM professions, albeit only with limited success. There remained a preference to allocate research grants to men, as such grants were made with a view to continuous research and a good publication record, which was not so easy for women to ensure, since they traditionally took more time off to meet family responsibilities. Women on short-term contracts who took time off often found it difficult to return to work.
72. The Employers' group coordinator welcomed the consensus among the groups to recognize the importance of social dialogue and basic working conditions in the sector. In relation to the term "precarious workers" used by the Workers, she cited paragraph 45 of the 1997 UNESCO Recommendation:

45. Tenure or its functional equivalent, where applicable, constitutes one of the major procedural safeguards of academic freedom and against arbitrary decisions. It also encourages individual responsibility and the retention of talented higher-education teaching personnel.

73. Teachers on variable contracts could also show individual responsibility. In Peru, teachers not working throughout the entire year could still receive social security benefits. Since teaching programmes were organized in different ways, with many of them based on semesters, modules or cycles, they all required different systems. Flexible work was not about avoiding payment, but about the rationalization of resources. As opposed to arbitrary assessments, merit-based systems should be promoted as a basis for according seniority, as well as accountability. This would also help achieve gender equality. Governments found it

virtually impossible to allocate 6 per cent of GDP to education. Efficiency was needed to ensure resources were not wasted. Some universities had returned as much as 15 per cent of their budget at the end of the financial year as they had not been able to use that money. PPPs could be used to address areas such as management and educational infrastructure.

74. The Employers' group secretary considered that it was not for the Forum to recommend the convening of a tripartite meeting of experts on precarious work in the sector: there was no consensus on this matter. It was not for global dialogue forums to propose such meetings, since decisions on the programme of work were the responsibility of the Governing Body. Several related meetings had already taken place, such as the 2015 Meeting of Experts on Non-Standard Forms of Employment and the 2016 Tripartite Meeting of Experts to Develop Guidance on Fair Recruitment. The 2019 Centenary discussion on the future of work would provide further and more appropriate opportunities for both employers and workers to discuss the topic.
75. The Workers' group secretary recalled that the initial proposal had been for terms and conditions of employment in tertiary education and non-standard forms of work and precarity in the sector to be the subject of a meeting of experts, but that the compromise solution had been to convene the present Global Dialogue Forum while retaining the possibility of a subsequent meeting of experts. This had been agreed in good faith, and the Workers hoped this would be respected. An instrument for the sector was required to address its unique features and the particular challenges related to precarious work. While the Governing Body decided the programme of meetings, the consensus points adopted by the Forum would offer an appropriate opportunity to recommend a meeting of experts.
76. The Secretary-General of the Meeting explained that the Governing Body had established sectoral advisory bodies to determine the work required for each biennium, which in turn made recommendations to the Governing Body. The next session of the advisory bodies was scheduled to take place in January 2019, when they would recommend a list of meetings for the 2020–21 biennium. There were 22 sectors in all, each with their own needs, and this must be taken into account. With respect to violence and harassment at work, the ILO was currently in the process of adopting standards, having held a first discussion on the adoption of standards on "Violence and harassment in the world of work" at the 107th Session of the International Labour Conference (ILC) in 2018. A second discussion would take place at the 108th Session of the ILC in 2019.
77. The representative of the Government of the Islamic Republic of Iran stated that an expert meeting would be beneficial in view of the specific nature and problems of the sector. The meeting could recommend that governments give particular attention to terms and conditions of employment in tertiary education.
78. The representative of the Government of the Netherlands remarked that there were already a number of instruments in place, which had not been applied effectively. He suggested focusing on the effective application of existing instruments rather than adopting new ones.
79. The Workers' group coordinator suggested postponing discussion on this matter to the next sitting so that the governments could coordinate their response. As regards student assessment, he recalled research by Philip B. Stark, who had demonstrated how assessment tests could be arbitrary and discriminatory. Student evaluations tended to judge women and minority teachers as less able or suitable for promotion, as demonstrated by the outcomes of arbitration cases in Canada. Close monitoring was needed to ensure such evaluations contributed to equality. He expressed his appreciation of the Employers' reference to the 1997 UNESCO Recommendation. The section on employment security provided important guidance on how to address the challenges arising from precarious work.

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- 80.** The Worker representative from PSI expressed concern over PPPs. She referred to a 2016 UNESCO report on PPPs as an education policy approach, which had found that PPPs were often the most expensive method of financing. Evidence of the impact of PPPs on efficiency was limited and weak; and they faced challenges in reducing poverty and inequality. Furthermore, PPPs suffered from a lack of transparency and limited public scrutiny, which undermined their accountability. It was important to monitor PPP models to ensure good quality and efficiency.
 - 81.** The Employers' group coordinator disagreed with the Workers' view that PPPs were a form of privatization. Public sector educational institutions were free to meet their needs as they saw fit. Education was a public service, but it was serviced by both the public and private sector. In Peru, PPPs had been successful in closing gaps in the sector, for instance, with regard to basic infrastructure. Governments should avoid over-regulating PPPs so that they could operate more effectively.
 - 82.** The Government group coordinator observed that there were both positive and negative evaluations of PPPs in higher education. However, all mechanisms had shortcomings: exclusively public funding was often considered inefficient and not cost-effective. Private universities played a significant role in filling the gaps in publicly funded education. Where problems arose regarding quality standards, this was in part due to failure of oversight by the institution. Education existed to benefit society as a whole, and ensuring that graduates were employable and could meet the demands of society was critical. Internships were a method of short-term engagement with industry to ensure workers developed relevant skills.
 - 83.** The representative of the Government of the Democratic Republic of the Congo stated that PPPs should be discussed in terms of their impact on the terms and conditions of employment of teaching staff. He questioned whether PPPs led to the best working conditions or fostered continuous improvement in the quality of teaching. In his country education was regarded as a public service and a responsibility of the State, according to the Constitution. The role of the State was extremely important, and he could not support any approach that did not treat education as a public service. With regard to gender equality, he proposed a bottom-up approach, where girls' access to and participation in primary-level education was encouraged.
 - 84.** The representative of the Government of the Islamic Republic of Iran explained that in her country higher education was treated as an engine of development and regarded as a public service. However, in some areas the private sector was necessary to fill in gaps in the provision of education.
 - 85.** The Employers' group coordinator reiterated that resort to PPPs did not amount to the privatization of the sector, but contributed to it by filling in gaps and mobilizing financial resources. While basic education was a fundamental right and was obligatory in most countries, tertiary education was not. Education was a public service, but its needs could also be addressed by the private sector. A number of charters and instruments existed to provide guidance on coordination between private enterprises, such as the Guidelines on Cooperation between the United Nations and the Business Sector. The private sector was also comprised of citizens who wanted to contribute to the development of their countries and societies.
 - 86.** The representative of the Government of Saudi Arabia asked the Employers' group to provide statistics on the number of students being taught in the private sector, as it was thought to be low in comparison to that taught in the public sector. Regarding student evaluations, he acknowledged that the evidence clearly suggested that results reflected an element of gender, racial and other biases. Student evaluations were important, however, and teachers should also be evaluated based on the outcomes of higher education, on whether students had gained the knowledge and skills that they needed, on the quality of research, and on the publications produced. In his country gender equality had been improved by

offering the same starting salary regardless of gender. As a result, 55 per cent of teachers and students in universities were female.

87. The representative of the Government of Honduras observed that in her country PPPs had neither been as successful as expected nor played the role described in the examples given by the Employers' group coordinator with respect to Peru. If the problems involved could be overcome, they would welcome PPPs, but the issue required further examination.
88. The Employers' group coordinator stated in reply that UNESCO statistics indicated that 40 per cent of all graduates worldwide had been educated in the private sector, but in some countries this was higher. For instance, in Peru up to 70 per cent of all students were privately educated.
89. The Workers' group coordinator referred to the report of the UN Special Rapporteur on the Right to Education to the UN Human Rights Council in 2015, who had expressed "concern at the rapid increase in the number of private education providers and the resulting commercialization of education, and examined the negative effects of this on the norms and principles underlying the legal framework of the right to education as established by international human rights treaties". He agreed with the observations by the representative of the Government of the Democratic Republic of the Congo, that PPPs and privatization should be seen in terms of their impact on terms and conditions of work in the sector. In this regard, precarious employment was more pronounced in the private sector. One example of this was the fact that there were no permanent teaching staff at the University of Phoenix, which was an online institution where all teaching personnel were employed on part-time contracts. Since the terms and conditions of workers directly affected the learning conditions of students, mutually beneficial solutions should be sought.
90. The Employers' group coordinator suggested that governments should establish systems for the promotion of teachers, such as bonuses, means for career development, and minimum requirements for teachers' access to further education. PPPs and private sector investment could help promote these and ensure that teaching staff received better career development opportunities. In many countries, only a low percentage of teaching staff held master's degrees. In most countries in the region, doctoral degrees were required for doctoral programmes, while undergraduate courses only required master's degrees.
91. The Workers' group coordinator noted that the issue of employability applied to both students and teaching staff. As regards the former, research was clear that in general students holding a graduate certificate enjoyed better career opportunities and livelihoods than those who did not. PhD students were hesitant to enter the profession on account of employment conditions and security of employment. Professional development was best addressed through social dialogue and collective bargaining, with workers and their representatives identifying professional gaps and opportunities for improvement. A large number of staff had no access to professional development as a result of their being employed on non-standard contracts. A vicious circle had emerged, in which researchers were employed on short-term contracts only to suffer when potential employers questioned their research record. Precarious contracts had become a lifelong trap, with a recent survey in Canada showing that 25 per cent of precarious teaching staff remaining on such contracts for more than 20 years. The sector needed to mend its employment structure, which was becoming increasingly fragmented.
92. The representative of the Government of the Islamic Republic of Iran shared her experience with regard to gender equality in tertiary education: the Government had encouraged women to pursue management vacancies in universities and in positions in the Ministry of Higher Education, as was the case for her own position as Head of the Institute of Research and Planning. The authorities had tried to diversify appointments of academic staff and had

worked to change and improve the promotion process. These practices represented a new direction and attitude and a good practice for gender equality.

93. The representative of the Government of the Democratic Republic of the Congo stressed the importance of the employability of students, as graduates should be of use to potential employers and to society. Employability should be a measure of the quality of the teaching received. Curricula should be redesigned to better match training to employment. Continuous training and education were needed by teaching staff, including scholarships and university courses. In his country, the National Institute for Vocational Training (Institut National de Préparation Professionnelle) had entered into a partnership with the Federation of Businesses of the Congo (Fédération des Entreprises du Congo) to provide recent graduates with practical training to improve their employability. Ensuring the right match between skills and employment was necessary and depended upon action by the State.
94. The representative of the Government of Saudi Arabia observed that the alignment of students' skills with the labour market was normally monitored with statistics, in terms of how many graduates found employment in their chosen profession. However, it was important to align skills with employability more widely. Scientific and professional organizations should be active in linking higher education and the development of skills to market needs.
95. The representative of the Government of the Netherlands stated that in order to prevent lifetime employment traps in precarious work and other non-standard forms of employment, it was important to clearly understand the motivation for employing workers under such contracts. In the Netherlands, there had been some growth in contract work in tertiary education, but it was not alarming, since universities on the whole sought to retain teachers and their knowledge. Further research should be conducted on the rationale for temporary contracts in the sector. One research experiment in the health sector had paid one group of doctors a monthly salary, and another on the basis of their actual work activities: those paid a monthly wage were far more effective in terms of service to patients.
96. The representative of the Government of the Democratic Republic of the Congo emphasized the need to differentiate between the skills of different categories of teaching staff. While some professors were highly skilled at educating students, others did not have such skills and were better suited to research. Workforce mobility could help solve the issue of gaps in education and provide for specialist knowledge where needed. In his country Belgian professors had helped teach students in the National School of Polytechnic Studies.
97. The Government group coordinator noted that there was increasing demand for the experience of professional teaching staff, particularly through consultancies in the private sector. Such income was often shared between the university and staff working as consultants, and both benefited from the additional income. Procurement laws and processes could be simplified, particularly to enable public sector professionals to earn additional income in other capacities.
98. The Employers' group coordinator added that governments should implement regulations to ensure that students and teachers could undertake internships overseas and improve their knowledge, skills and employability. She agreed with the Government of the Netherlands that part-time and full-time workers who did not have access to benefits could be regarded as employed in precarious work.
99. The Workers' group coordinator identified the importance of career progression for academic staff. Women and minority groups were disadvantaged as a result of structural discrimination.

100. The Worker participant from Australia added that the inclusion of indigenous people in higher education in Australia had been a major challenge. The Government had found that to increase the number of indigenous people in education, they had to increase the number of indigenous staff so that students could recognize people like themselves in education. Enabling indigenous employees to participate in the legal framework of the collective bargaining agreement also helped improve the situation. Subsequently, indigenous participation in tertiary education had reached the government target.

3. Recommendations for future action by the International Labour Organization and its Members

101. The Workers' group coordinator proposed the following recommendations:

- Social dialogue and collective bargaining were extraordinarily important in view of the range of existing challenges in the sector. The ILO should play a role in facilitating efforts to build capacity to participate in robust social dialogue and collective bargaining processes.
- The ILO and UNESCO should play a more prominent role in disseminating and further publicizing the 1997 UNESCO Recommendation. This could be achieved by working directly with governments, including through training efforts and capacity-building events. The Joint ILO/UNESCO Committee of Experts on the Recommendations concerning Teaching Personnel (CEART) should meet more regularly to ensure better implementation of its principles.
- Both equality and equity issues had been discussed by the Forum: private and public sector employers should ensure workplaces were harassment and violence free. ILO Members could map visible and invisible barriers to equity so as to focus efforts on their removal. Recruitment practices and the uneven distribution of incentives and rewards could exacerbate inequality in some contexts. In this sense, the ILO could play a role in the analysis of proactive measures that could aid career advancement, including for colleagues that had been put at a disadvantage in the past.
- Regulatory measures were needed: the ILO should explore thresholds and limits that could be applicable to the use of temporary and precarious employment contracts.
- Proper funding and professional development could also provide an avenue for the improvement of terms and conditions of employment in the sector. This included teachers, researchers and support personnel, who should enjoy access to ongoing education. Attention to quality of education also implied attention to the needs of minorities.

102. The Employers' group coordinator regarded the following as priorities:

- The promotion and recognition on a global scale of qualifications and competency frameworks for the tertiary education sector.
- Member States should be encouraged to make additional public funds available to the sector: funds specifically earmarked for procurement purposes would ensure adequate private participation in the sector.
- To promote good terms and conditions of employment, attention should be given to the different legal forms available for contract employment so as to address the needs of

students, aid curriculum development, and ensure protection of the rights of existing full-time staff, while also creating opportunities for students to enter the sector.

- Quality standards were needed to guide access to and choice of courses.
- Efforts should be made to strengthen work towards the achievement of SDG 17, “strengthen the means of implementation and revitalize the global partnership for sustainable development”, in order to mobilize exchanges of knowledge and enhance technical capacity and resources.
- It was important to guarantee access to good terms and conditions of employment in tertiary education, based on merit and accountability.
- Minimum standards were clearly needed in key areas, such as the level of state support for public and private sector tertiary education institutions.
- Opportunities should be promoted for teaching staff and students to access lifelong learning so as to ensure their employability. This could be discussed through social dialogue procedures.
- International exchange agreements could also promote increased quality standards for teaching personnel, and at the same time improve skills and employability: technological innovation and the increasing use of PPPs could translate into additional resource mobilization and new financial flows into the sector.

103. Referring to the Workers’ suggestion on regulatory thresholds and quotas, she stated that her group could not support this idea. International standards on quotas and thresholds could jeopardize basic quality conditions for private and public sector tertiary education. This matter should be left to individual countries to decide.

104. The Government group coordinator stated that the Governments had a consensus on the following recommendations:

- Since it was difficult to clearly identify issues concerning terms and conditions of employment in the tertiary education sector at a global level, individual countries should be encouraged to establish national education forums, convened by governments, in which all stakeholders could participate, and the ILO should lend support to the creation of such forums. It could conduct a survey to identify issues and inform policy decisions by member States.
- Governments must ensure the independence of tertiary education and its freedom from politicization.
- In the spirit of social dialogue, special sectoral councils were needed alongside the national education forums: the ILO should support these where they existed, and encourage their creation where they did not.
- Action was needed to eradicate fraudulent online qualifications. Member States should be encouraged to suppress the organizations and individuals offering them.
- Public resources should be allocated to enhance terms and conditions of employment in tertiary education, including through private sector initiatives supporting research in collaboration with industry.
- The common set of values underlying decent work, as expressed in international labour standards, should be more actively promoted in the tertiary education sector.

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- 105.** The Employers' group coordinator agreed that fraudulent qualifications should be eradicated. This implied regulations on conditions for the authorization of degrees and quality standards.
- 106.** The Workers' group coordinator observed that views seemed to be converging on the need to promote increases in public resources for the sector in order to honour international obligations. Fraudulent degrees should be outlawed. However, the proposed recommendations did not adequately address the mandate of the Forum as expressed in its agenda item, which referred specifically to terms and conditions of employment in tertiary education, on which clear policies were needed.
- 107.** The Workers' group secretary emphasized the need to focus on specific outcomes to ensure that in the coming biennium the ILO addressed the issues effectively. The Forum should therefore call for the convening in the next biennium of a meeting of experts with a view to the adoption of an instrument. Without this the Forum would only have scratched the surface of the problems, which would remain unaddressed. The ILO Meeting of Experts on Non-Standard Forms of Employment of 2015 had specifically recommended that "consideration should be given to evaluating the need for additional international labour standards, possibly through a meeting of experts, on fixed-term contracts and terms and conditions of employment". This was a core area of concern for the ILO. The initial proposal by the Workers had been for a meeting of experts, but they had accepted in good faith that the present Global Forum should first sound out the issues. Their understanding had been that the Forum would be followed by a meeting of experts.
- 108.** The Secretary-General observed that the proposals made did not address what might be done by the Office. Future work in this area would naturally depend on decisions regarding ILO resources as a whole. The participants could usefully read the recommendations of the ILO Meeting of Experts on Non-Standard Forms of Employment of 2015, which was on the ILO website.²
- 109.** The Employers' group coordinator was not opposed to the idea of a subsequent meeting of experts, but it was not for the meeting to pre-empt a decision on the matter. The Employers had negotiated in good faith: it was for the Governing Body to decide on the more general allocation of resources for ILO sectoral work.
- 110.** The Employers' group coordinator observed that, to promote SDG 17, attention should be given to PPPs to encourage the exchange of knowledge, technical expertise, and resources in order to promote, inter alia, improvements in the terms and conditions of employment of tertiary teaching staff.
- 111.** The Workers' group coordinator recalled the statement by the representative of PSI, who had referred to negative experience of PPPs with regard to the growth of non-standard forms of employment. They were not directly relevant to the agenda. Most attention seemed to have been given by the Forum participants to the concerns of teaching and research staff, but support staff should also be considered. The 1997 UNESCO Recommendation merited better dissemination, and training should be offered by the ILO on its implications, since it was a roadmap to good practice. Other concerns included institutional autonomy, and fair and decent working conditions for tertiary education employees. As regards the idea of national education forums, he requested more details. Such bodies should not sideline conventional social dialogue mechanisms.
- 112.** The Government group coordinator considered that social dialogue in the tertiary education sector needed to be strengthened, and the sector closely monitored on this point. A

² https://www.ilo.org/travail/whatwedo/eventsandmeetings/WCMS_310212/lang--en/index.htm.

comprehensive approach was needed to address the challenges faced by national institutions, both nationally and through the ILO. Social dialogue should be informed by stakeholder forums to ensure inclusivity, in the form of national education forums, addressing in particular the issues that were undermining tertiary education. ILO work on non-standard forms of education should address the tertiary education sector in particular; the 1997 UNESCO Recommendation should at the same time be promoted and publicized more actively.

113. The representative of the Government of the Philippines considered that the convening of a meeting of experts would be appropriate in order to ensure that work in this area moved on and to expand understanding of the issues. It would ultimately be for the Governing Body to decide. Governments needed to listen to the Workers' points.
114. The representative of the Government of the Islamic Republic of Iran emphasized that the recommendations of the Forum must address the central concern of its agenda: terms and conditions of employment in tertiary education. This implied the need for feedback from the target population.
115. The representative of the Government of Malaysia supported the view of the Government of the Philippines regarding a meeting of experts. He agreed that feedback was needed from the target population.
116. The Workers' group secretary considered that a meeting of experts would be the most appropriate format in which to pursue the issues further: such a meeting would provide feedback from the very target population in question, and it was not out of order for a global forum to recommend that one be convened. The Workers had endeavoured to include in the Forum experts from the sector. As already noted, it would be for the Governing Body to decide the outcome.
117. The Employers' group coordinator did not reject the idea of a meeting of experts, but simply observed that follow-up on the Forum's recommendations would be for the Governing Body to determine based on the needs of all 22 sectors covered by the ILO. They agreed that the ILO should conduct a survey of issues with a view to the possible convening of a meeting of experts.
118. The representative of the Government of Niger considered that the proposed national education forums could address two major problems: the deficiencies in social dialogue in the sector, which prevented issues being communicated, and the need to exchange views and expertise. The forums should include teachers and students. A meeting of experts would help bring the need for social dialogue to the fore at national level, which required an appropriate legal and institutional framework. Member States would need assistance to develop such mechanisms.
119. The Government group coordinator stated that a meeting of experts implied movement towards an ILO Recommendation and would offer an opportunity to promote the recommendations of the Global Dialogue Forum.

IV. Discussion of the draft points of consensus

120. The Forum considered document GDFTE/2018/5, which included the suggested points of consensus drafted by the Office on the basis of the plenary discussions, and discussed amendments point by point.

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121. In point 1, the Government group coordinator proposed to insert references to “social responsibility” and “preparing future teachers”. The meeting agreed.
 122. In point 2, the Employers’ group coordinator proposed to add a reference to “increasing diversity of fields of study”. In the last sentence, she proposed to replace the words “greater student fees” with “variation in student fees” because fees were subject to market fluctuations.
 123. The Workers’ group coordinator proposed to insert a reference to “life chances” before the term “employability”. This idea sought to emphasize that, in addition to employability, access to tertiary education had multiple other social benefits, which should also be taken into account. In the last sentence, he proposed to replace the words “poorly qualified” with “inadequately qualified” to be more accurate. Lastly, he questioned the need for the term “academic” and inquired whether governments had intended to refer to all appointments or only administrative ones.
 124. The Government group coordinator proposed to replace, in the last sentence, the words “political interference in academic appointment processes” with the phrase “interference in institutional autonomy” so as to broaden the subject of interference.
 125. The meeting agreed with the proposed changes and the point was adopted.
 126. Regarding point 3, the Workers’ group coordinator raised concerns over the term “flexibility”; in his view the meeting had not discussed the importance of flexibility. Part-time and insecure work were affecting students and teachers negatively; the sentence should not have a positive tone. He wanted on record that flexibility posed threats to decent work, and that this was not common ILO language.
 127. The Employers’ group coordinator wished to remind the participants of the evolution of work – from industrialization to modern trends of employment – and the need to adapt to changing work environments. It was inevitable that new types of contracts would emerge. The quality of work had not been affected by the rise of new forms of contracts. She argued that part-time employment also included professionals who taught classes in academic institutions, which was beneficial for students entering the labour market. Furthermore, she highlighted the importance of focusing on workers’ access to their rights rather than restrictions. Short-term courses and new fields of study sometimes required temporary appointments. She finally added that not all countries suffered a lack of equality between genders, and that the points of consensus should also focus on recruitment and retention of more women.
 128. The Government group coordinator added that a certain amount of flexibility in the field was essential, but preferred a reference to “some degree of flexibility”.
 129. The Workers’ group coordinator proposed a change in the second sentence of the point to: “The use of part-time and fixed-term teaching personnel may be necessary in certain circumstances to meet temporary staffing requirements” and to delete the rest of the original sentence.
 130. The Government group coordinator noted that Governments had two goals to serve, on the one hand to ensure that small and medium-sized enterprises were flexible and on the other hand to make sure that companies were adaptable to ensure that people had access to decent jobs.
 131. After a lengthy discussion during which various other amendments were proposed, no agreement could be reached on the use of the term “flexibility” in the paragraph. As no consensus could be found, the point was deleted.

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132. In point 4, a similar discussion arose as in point 3. The Workers' group coordinator requested to replace "minimum guarantees and flexibility" with "appropriate guarantees and adaptability". He pointed out that the term "adaption" was used in the conclusions of the Meeting of Experts on Non-Standard Forms of Employment (Geneva, 16–19 February 2015),³ and that the Forum should use the same terminology.
 133. The Employers' group coordinator wished to maintain the word "flexibility".
 134. The Government group coordinator noted that the term "flexibility" related to contracts while employers sought to work with flexibility in the context of operations. From the government position the suggestion to use the word "adaptability" would be accepted, as "adaptability" was also related to the changes of circumstances without necessarily being linked to contracts.
 135. After a lengthy discussion during which various other amendments were proposed, no consensus was found, and as a consequence the point was deleted.
 136. In point 5, the Employers' group coordinator suggested to modify the first sentence which would read: "all workers, where appropriate, in tertiary education ...". She suggested to change the second sentence to read: "should have access to decent working conditions, as well as opportunities for career development". This would imply deleting "equal" before "opportunities". Finally, she proposed to add "should be guaranteed through minimum requirements and social dialogue".
 137. The Workers' group coordinator said that it would be possible to replace "where appropriate" in the first sentence with "applicable".
 138. The Government group coordinator agreed with the proposal to add "applicable" in the first sentence. He would also add a reference to "social protection".
 139. The Workers' group coordinator agreed that it was important to have decent working conditions but would prefer to also see "equal" opportunities. However, he approved the employers' proposal. With regard to the minimum requirements, he suggests to refer to "appropriate regulations".
 140. The Employers' group coordinator and the Government group coordinator accepted the Workers' change.
 141. The Workers' group coordinator suggested that the last sentence read: Relevant regulations and "collective agreements should be sufficiently adaptable" and effectively enforced.
 142. The Employers' group coordinator agreed with the changes but wished to retain the word "flexible".
 143. The Government group coordinator preferred the word "adaptable" in the text as it was a more neutral and useful term to have the message understood worldwide.
 144. The meeting ultimately agreed to the Workers' group proposal and the point was adopted, as amended.
 145. In point 6, the Workers' group coordinator wanted to include other issues of diversity in the text. He also proposed to change the second sentence to read: "Strategies for promoting

³ [GB.323/POL/3](#).

equity can involve implementing quotas and/or targets in hiring, addressing disparities in pay structures and benefits ...”. Finally, in the last sentence he wished to replace: “Encouraging and fostering women’s participation” by “Facilitating women’s participation in”. The word “encouraging” appeared to blame women for not participating in STEM disciplines, whereas the word “facilitating” supported governments in playing a more active role in view of identifying structural barriers.

146. The Employers’ group coordinator agreed with the proposed changes.
147. The Government group coordinator suggested to introduce “and in research” in the last sentence after the word “disciplines”.
148. The representative of the Government of the Democratic Republic of the Congo pointed out that in other languages “facilitating” could mean lowering standards for women.
149. The Employers’ group secretary proposed to use the word “promote”. The meeting agreed and the point was adopted as amended.
150. In point 7, a number of amendments were proposed. An important discussion arose concerning PPPs.
151. The Workers’ group coordinator, recalling a previous intervention of his colleague from PSI regarding PPPs and that no consensus had been reached on the advocacy of PPPs, proposed to amend the first part of point 7 to read as follows: “Private funding sources can fill gaps in public tertiary education resources. Further research should evaluate the effectiveness of private funding for knowledge sharing and professional development.”
152. The Employers’ group coordinator insisted on keeping the PPPs in the text as they were also mentioned in the SDGs.
153. The Government group coordinator said that he shared the view of the Employers’ group that PPPs should remain part of the complete text.
154. The representative of the Government of the Philippines stated that the first part of the point spoke of two modes: private funding and PPPs. If purely private funding was to be accepted, then there was no reason why it could not be allowed to have a public–private collaboration in the educational sector.
155. As consensus could not be found on this issue after a lengthy discussion, the point was deleted.
156. In point 8, the Employers’ group coordinator suggested that the text be changed to “... to ensure quality education”, and in the final sentence change “including” to “as for example”. The meeting agreed and the point was adopted as amended.
157. In point 9(a), the Workers’ group coordinator suggested after “... various forms” that “including collective bargaining,” be added.
158. The meeting agreed and the point was adopted as amended.
159. In point 10(a), the Employers’ group coordinator referred to the previous amendment to have “when applicable” added. The changes were adopted.

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160. In point 10(c), the Employers' group coordinator proposed that the wording "ensure sufficient public funding for tertiary education" be changed to cover infrastructure and research.
 161. The Workers' group coordinator suggested that, after the word "teaching", the phrase "and non-teaching personnel" be added to be inclusive of all who worked in the sector.
 162. The meeting agreed and the point was adopted, as amended.
 163. In point 10(d) the Employers' group coordinator stated that the text should be amended to use "adequate" instead of "greater" and that the word "private" be deleted from the text.
 164. The Workers' group coordinator agreed and further suggested the text be edited to read: "... oversight of public and private tertiary education providers". The meeting agreed and the point was adopted as amended.
 165. In relation to point 10(e), the meeting decided that, as no consensus had been found on point 7, this point would be deleted as well.
 166. In point 10(f), the Workers' group coordinator suggested to amend the clause (f) of paragraph 10 and add "without undermining social dialogue and collective bargaining mechanisms" at the end of the sentence, after "education policy".
 167. The Employers' group coordinator suggested to keep "social dialogue" but to avoid including "and collective bargaining mechanisms".
 168. The Workers' group coordinator requested that "social dialogue mechanisms" be considered as a compromise. This was agreed and the point was adopted, as amended.
 169. In point 10(g), the Workers' group coordinator suggested to delete "degree" and add "of qualifications" after "recognition", as the aim of the international recognition process was about qualifications and not degrees. The meeting agreed to this proposal.
 170. The Government group coordinator requested to delete the reference to UNESCO. The representative of the Government of Brazil agreed and questioned the capacity of the Forum to direct member States to work with UNESCO. He suggested referring to "appropriate institutions". The meeting agreed and the point was adopted as amended.
 171. In point 11(a), a discussion arose about strengthening the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART). The Office explained that there were internal non-financial means by which the work of the CEART could be supported, but any steps beyond its current mandate, such as increasing the frequency of meetings, would have to be approved by the Governing Body and the UNESCO Executive Board.
 172. The Government group coordinator proposed "support measures" for the CEART. The meeting agreed and the point was adopted.
 173. Regarding point 11(b), disagreement arose as to whether to refer to a possible tripartite meeting. The Employers' group secretary stated that there was concern over the fact that the idea of convening a tripartite meeting was put forward before any consensus was reached. The specific sequence of steps had to be strictly followed: agreeing on the points of consensus, undertaking research, and then, based on the recommendation by the advisory bodies, deciding to convene a tripartite meeting or not. The idea of a meeting of experts put forward to the last advisory bodies had been rejected, and a consensus was made to convene

the Global Dialogue Forum. The Employers' group was not excluding the possibility of a further meeting, if needed and recommended by the advisory bodies, but that this possibility would have to be considered only further to additional research. This was a principle of good governance.

- 174.** The Workers' group secretary recalled the compromise that had been made to convene a Global Dialogue Forum. First there would be a study and then, on the basis of the outcomes of the study, a Global Dialogue Forum would be held where the decision to organize another tripartite meeting or not could be made. There was no problem for the Forum to suggest holding, as a possible future action, a tripartite meeting, and furthermore, there was precedent on this. It had been agreed to follow a two-stage approach.
- 175.** He further proposed dropping reference to the need for both flexibility and decent work and to refer to language adapted from the 2015 Meeting of Experts on Non-Standard Forms of Employment, which had called for consideration to be given for additional labour standards through the meeting of experts to address non-standard forms of employment.
- 176.** The Employers' group secretary responded that the ILO was already active on non-standard forms of employment and that there was no need to dedicate a tripartite meeting to this issue in the tertiary education sector. He noted that cross-sectoral meetings of experts had taken place, and that it was not possible to address this matter specifically for each and every sector. The last proposed amendment from the Workers' group was not acceptable.
- 177.** The representative of the Government of Niger considered that the issue of tripartite meetings formed part of the framework of the ILO and was an essential tool of collective bargaining. Tripartite meetings also served to resolve certain matters within an institutional setting, including to discuss labour standards and that was the basic core of the ILO.
- 178.** The Government group coordinator indicated having strong reservations with the specific reference to the tripartite meeting in the text.
- 179.** After further discussion, no agreement on amendments could be reached. The meeting decided to adopt the point without amendment.
- 180.** The Employers' group secretary stated that because the meeting could not reach agreement, the meeting of experts should not take place, nor should such a proposal be submitted to the sectoral advisory body sessions in January 2019.
- 181.** The Workers' secretary stressed that the door to organize the meeting of experts should not be closed because the discussions were premature. This proposal should be discussed at the forthcoming advisory body.
- 182.** The points of consensus were adopted as a whole.

V. Consensus points of the Forum ⁴

1. Challenges and opportunities with respect to employment terms and conditions in tertiary education

- 183.** Quality tertiary education is an important means for economic, social and cultural development. It is integral to SDG 4 on quality education and SDG 8 on economic growth, full and productive employment and decent work for all. Tertiary education is vital for preparing learners for social responsibility and employment, preparing future teachers, providing lifelong learning and research, and teaching core skills and basic knowledge for life.
- 184.** Massification, growing privatization, technological advancements, and changing patterns of funding and labour market demands have resulted in both challenges and opportunities in tertiary education. Access to tertiary education has greatly increased over the past two decades, especially for those traditionally unable to access the education system, providing greater life chances and employability for learners and teachers, as well as allowing them to better adapt to changes and the increasing diversity of fields of study. These trends have also in some cases resulted in understaffing, hiring of inadequately qualified teaching personnel, the granting of low-quality degrees, variation in student fees, and interference in institutional autonomy.

2. Steps governments and social partners can take to better address the challenges and take advantage of opportunities in tertiary education

- 185.** Fundamental principles and rights at work, social protection and applicable international labour standards apply to all workers in tertiary education, regardless of the nature of their employment relationship. Staff under various employment arrangements, such as full-time, part-time, fixed-term, replacement and temporary, should have access to decent working conditions, as well as opportunities for career development. This should be guaranteed through appropriate regulations and social dialogue, which establish, among other things, measures to promote merit in recruitment and career development, diversity, quality assurance and continuing professional development. Relevant regulations and collective agreements should be sufficiently adaptable and effectively enforced.
- 186.** Gender equality, inclusion and non-discrimination are pivotal to improving employment terms and conditions in tertiary education. Strategies for promoting equity could involve establishing and implementing quotas and/or targets in hiring, addressing disparities in pay structures and benefits, addressing structural discrimination in tenure and promotion procedures, and changing institutional cultures. Promoting women's participation in science, technology, engineering and mathematics (STEM) disciplines and in research is supportive of this direction.
- 187.** Collegial governance and social dialogue in tertiary education, including collective bargaining, are critical to ensure quality education, promote academic freedom and maintain

⁴ These points of consensus were adopted by the Global Dialogue Forum on 20 September 2018. In accordance with established procedures, they will be submitted to the Governing Body of the ILO at its 335th Session in March 2019 for its consideration.

working conditions that may help make tertiary teaching an attractive option for professionals and graduates. All staff, regardless of employment status, should have the opportunity to participate in social dialogue, including for example in efforts that promote staff development, mobility and career development opportunities.

3. Recommendations for future action by the International Labour Organization and its Members

188. Governments and social partners should, with the support of the ILO, as appropriate, engage in effective social dialogue in its various forms, including collective bargaining, in order to promote decent work and productive employment in public and private tertiary education.

189. Governments should:

- (a) adopt, implement and enforce national laws and regulations to ensure that the fundamental principles and rights at work and applicable international labour standards protect and apply to all tertiary education workers;
- (b) ensure that employment relationships in tertiary education are fully aligned with decent work principles as well as with national law and practice;
- (c) ensure sufficient public funding for tertiary education, infrastructure and research, and for the professional development of tertiary education teaching and non-teaching personnel, and the effective use of such funding;
- (d) develop and promote quality standards and adequate oversight of public and private tertiary education providers;
- (e) consider organizing national education forums to start bringing together social partners and other stakeholders to engage in consultation on education policy, without undermining social dialogue mechanisms;
- (f) through appropriate institutions, promote international recognition of qualifications, mobility of tertiary education workers and institutional autonomy, and cooperate to counter the issuance of unofficial academic degrees.

190. The Office should:

- (a) take additional concrete steps to promote the principles of the 1997 UNESCO Recommendation, including through regional activities, and through support measures for the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) with a view to raising the visibility and effectiveness of its work;
- (b) undertake and disseminate research on: terms and conditions of employment of education support personnel; obstacles to, and good practices in, achieving gender equity in tertiary education; as well as policies and practices in the use of contingent fixed-term employment in tertiary education which recognize the need for both flexibility and decent work. The research is to inform possible future action which could include a tripartite meeting.

VI. Concluding remarks

- 191.** The Employers' group coordinator paid tribute to the hard work done by participants. The world was changing, and retaining a focus on decent work was a challenge. It was essential to ensure respect for employers and workers and their organizations, and the broad set of stakeholders comprising the ILO were valuable allies. The Forum had been positive and had been a valuable opportunity to share experience.
- 192.** The Workers' group coordinator paid tribute to the valuable background work and organization by the Office. The sector faced many challenges on its path to decent work for all. Work in this area should continue. While the points adopted were not comprehensive in the Workers' view, they offered a valuable foundation for future work, and participants should not be discouraged. Education was a vital sector for the production, discussion, and dissemination of knowledge and for social and cultural development, and continued ILO attention to its problems was essential.
- 193.** The representative of the Government of the Netherlands, speaking on behalf of the Government participants, thanked the Office for its excellent preparation and organization of the Forum. The issues paper was particularly valuable. Working in the ILO had been a very pleasant experience, and he thanked other participants for their valuable input.
- 194.** The Secretary-General congratulated the Chairperson on her inexhaustible patience. The discussion had been difficult at times, but her attention to inclusivity had smoothed the proceedings. She thanked all those responsible for ensuring the successful completion of the work.
- 195.** The Chairperson thanked participants for their constructive work. It had been a challenging experience to chair such a meeting, and she had learned much. The ILO should continue its work in this important sector, and she paid tribute to the successful outcome of the Forum.

Geneva, 20 September 2018