



Teacher Education in Europe

An ETUCE Policy Paper

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Foreword

In 2004, the ETUCE launched the Campaign *Europe Needs Teachers!* This Campaign has served as an excellent platform for the ETUCE to draw attention to teacher education at EU level by recommending three main priority areas of action:

- Improving initial teacher education to ensure high-quality pedagogical and professional training of new teachers;
- Recruiting and retaining a sufficient supply of qualified teachers in order to maintain and improve the quality of the teaching profession;
- Ensuring that professional development is an entitlement for teachers and that it is integrated into the teaching profession.

In June 2006, the ETUCE established a working group with the purpose of reviewing the ETUCE publication on teacher education from 1994. In the light of developments in teacher education policies at international level – notably at EU level – and the reforms undertaken in teacher education programmes in many EU countries since 1994, the ETUCE felt that a review of its policy on teacher education was needed. The intergovernmental process for creating a European Higher Education Area (the Bologna Process), which was initiated in 1999, now counts 46 participating countries and is likely to have a significant impact on teacher education. The EU Education & Training 2010 process has addressed the issue of teacher education from the outset. The words of Mr Jan Figel', European Commissioner for Education, at the ETUCE Hearing on Teacher Education in January 2005, testify to the commitment of the Commission to improving the quality of teacher education: "Europe needs highly qualified and motivated teachers. And we can only achieve this if we invest in teacher education". So far this commitment has resulted in a European Commission Communication in August 2007 on *Improving the Quality of Teacher Education* and in subsequent Conclusions from the Council of Education Ministers in November 2007. The ETUCE has participated in developing this work as part of expert groups within the Commission.

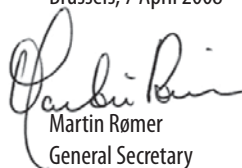
This policy paper presents the ETUCE's vision of teacher education in the 21st century. The first chapter comprises an executive summary, chapter 2 sets out the political background and reasons for which

the ETUCE needs to develop a new policy on teacher education today, while chapters three to six deal in detail with, respectively, initial teacher education, teacher educators, recruitment and retention of teachers, and the continuous professional development of teachers. Finally, chapter 7 addresses the specific challenges facing teachers in the multicultural and knowledge-based society of today.

In March 2008, a major conference was held in Bled, Slovenia, which was dedicated to the discussion of the draft policy paper on teacher education. The conference brought together 80 representatives from 27 European countries, ensuring that the content of the policy paper is the result of a broad consensus among teachers' union representatives across Europe.

In presenting this policy paper, it is my pleasure to thank the members of the ETUCE Teacher Education Working Group for the impressive and difficult task they completed in developing this paper: Paul Bennett, UCU UK, Maria Braganca, FNE Portugal, Odile Cordelier, SNES France, Charlotte Engel, DLF Denmark, Marjatta Melto, OAJ Finland, Jorunn Dahl Norgård, UEN Norway, and Rudy Van Renterghem, COC Belgium. Special thanks go also to Annemarie Falktoft from the secretariat for her continuous hard work at keeping all the issues together.

Brussels, 7 April 2008



Martin Rømer
General Secretary



Executive Summary





This ETUCE Policy Paper sets out the ETUCE's vision of teacher education in today's society. It emphasises the intrinsic link between a high quality of initial teacher education, the quality of education provided to children and young persons at all levels of the education sector, and the attractiveness and status of the teaching profession itself. Research shows that teacher quality is the most important within-school factor influencing students' performance. This policy paper sets out detailed recommendations on how we can ensure that the quality of teaching is high and that teachers are prepared to respond to the significant challenges facing education and training systems in the EU today.

In order to fulfil the requirements placed on teachers today, it is the ETUCE's firm belief that the objective should be that all teachers are educated to Master's level. The demands that teachers face today in terms of in-depth subject knowledge, advanced pedagogical skills, reflective practice and ability to adapt teaching to the needs of each individual as well as to the needs of the group of learners as a whole, require that teachers are highly educated and equipped with the ability to integrate knowledge and handle complexity at the level which characterises studies at the Master's level.

In summary, the ETUCE advocates **an initial teacher education at Master's level** which:

- Provides in-depth qualifications in all relevant subjects, including in pedagogical practice and in teaching transversal competences
- Is research-based, has high academic standards and at the same time is rooted in the everyday reality of schools
- Includes a significant research component and produces reflective practitioners
- Gives teachers the skills needed to exert a high degree of professional autonomy and judgment in order to enable them to adapt their teaching to the needs of the individual group of learners and the individual child or young person
- Offers the right combination between theory and pedagogical practice and benefits from partnerships between teacher education institutes and schools
- Encourages mobility of teachers within the different levels and sectors of the education system, provided that adequate re-qualification is acquired.

The ETUCE also argues that more attention should be paid to the **role and profile of teacher educators**, in particular by:

- Recruiting a sufficient number of teacher educators who possess at least a Master's Degree and preferably a Doctoral Degree in education or another subject closely related to teaching and who at the same time have practical experience of the classroom reality
- Ensuring a good working environment and good working conditions for teacher educators, including: a reasonable teacher/student ratio; opportunities for cooperation among teacher educators locally, nationally and internationally; research facilities within the teacher education institution; opportunities for mobility; access to modern teaching equipment; competitive salary schemes; access to continuous professional development
- Strengthening the role of initial teacher education institutes in providing continuous professional development programmes for all teachers.

With a view to **recruiting and retaining a sufficient number of qualified teachers**, the ETUCE calls for:

- Increased efforts to raise the status of teachers, in particular by: strengthening/preserving teachers' professional autonomy; increasing confidence in the teaching profession; ensuring that the authorities responsible for education have the necessary competences; passing on a positive message about the teaching profession.
- An improvement in teachers' working conditions and working environment, in particular by: encouraging all teacher organisations to develop strategies to improve teachers' working conditions; calling on employers to secure a good start for new teachers and improve arrangements for senior teachers; providing teachers with guaranteed development possibilities, including continuous professional development and further education; ensuring attractive professional pay levels and career progression for all teachers including ensuring that a teacher's pay level corresponds to the length of their education and to comparable professional career developments in society; ensuring that teachers enjoy a good physical and psychological working environment, support from management and respect for the job of teacher; ensuring that working time corresponds to demands and resources; ensuring that teachers have an influence on and participate in decisions that affect their working conditions.

- Governments, employers, teacher education institutions and teachers through their trade unions to be involved in comprehensive workforce planning to ensure that the supply of teachers is maintained.

High-quality **continuous professional development** must be an integral part of professional life for all teachers, not a 'bolt-on extra':

- Sufficient time should be provided to teachers for guaranteed professional development.
- Each part must recognise its responsibilities: teachers must recognise the importance of acquiring new knowledge; authorities/ employers must ensure that CPD is an entitlement for teachers.
- CPD should be covered financially by employers: no financial costs should befall individual teachers as a result of a need to undertake compulsory CPD.
- Fully qualified substitute teachers must be available to take over classes when teachers are away for CPD, if it has not been planned in such a way as not to interfere with a teacher's timetable.
- Experience and knowledge gained through CPD should be officially acknowledged and given appropriate credit, according to content and level.
- Any evaluation or appraisal system should be based on trust and on the acceptance and cooperation of teachers.
- The relationship between research and schools and other educational centres must be reinforced, including possibilities for teachers to take part in research projects, and partnerships between teacher education institutions and schools must be strengthened.
- Possibilities for mobility should be expanded; though it must be voluntary, mobility should be seen as an integral part of CPD.
- The role of teacher unions in CPD should be strengthened.

The ETUCE highlights that **the induction phase**, of at least one year's duration, must involve systematic guidance and support for newly qualified teachers and must be both a right and an obligation for the newly qualified teacher. For the newly qualified teacher, the induction phase must include:

- a reduced teaching timetable with no corresponding decrease in remuneration;
- attending a mandatory guidance programme;

- access to appropriate support resources;
- opportunities to relate theory to practice in a systematic way;
- support from mentors and other colleagues;

Mentors in initial training and in the induction phase should be fully qualified and experienced specialist teachers. Employers must provide the means by which the mentors' skills and professional characteristics can be established, adequately assessed and enhanced, in particular through ensuring that:

- appropriate incentives are available in order to recruit and retain qualified mentors;
- all mentors are offered a salary and/or time allowance that corresponds to the workload arising from the demands and responsibilities of their role;
- mentors have the right and obligation to engage in continuous professional development;
- all experience and knowledge gained through continuous professional development is acknowledged.

The final chapter of this policy paper places teacher education into the broad social and economic context in which teachers and the education system must work. The ETUCE emphasises that teachers and their unions are important actors in society and contribute to shaping social attitudes and policies. It is important for teachers to carry the consciousness of this pro-active social role with them in their day-to-day professional work. The final chapter thus seeks to reflect on a number of the societal issues which teachers must engage in today, including the emerging knowledge society and its impact on equity in education; the growing cultural diversity in society and promoting equal opportunities for all learners regardless of social, economic, cultural, ethnic and racial background or sexual orientation.

Although the policy paper dedicates separate sub-chapters to describe the specificities of teacher education for different categories of teachers, e.g. early childhood teachers and VET teachers, the recommendations presented in the policy paper as a whole concern all categories of teachers.



A policy for teacher education in Europe





An evolving policy

Teacher education is 'the bedrock of the education system'. This assertion, made in the ETUCE publication 'Teacher Education in Europe' in 1994, remains true today. A high quality teacher education is essential for the quality and relevance of education at all levels, and to the high status of the teaching profession itself. For these reasons, the teachers' trade union movement has a strong continuing interest in teacher education. Our longstanding interest and concern has now been picked up by the key European and international policy structures: for example, the European Union and the OECD are now actively working to address the agenda which the teachers' unions have identified (see Boxes A and B on EU and OECD developments). They often agree on the problems we face, but not always on the solutions. In addition, recent over-arching EU or pan-European developments like the Lisbon Strategy or the Bologna Process are likely to have a significant impact on teacher education. The ETUCE therefore believes that it is timely for us now to publish our vision of teacher education for the 21st century.

In the 14 years since the preparation of our earlier statement, a number of major trends in the classroom and in the school community have reinforced the importance of teacher education. The information technology revolution has taken a central role in the classroom and has transformed aspects of the curriculum. Globalisation and awareness of global issues, as well as the development of policy within the EU itself, now play a more significant part in school life. Schools are now expected to address in a more direct way, a wide range of social issues including living in multi-cultural societies, issues of gender and sexuality, as well as the different learning opportunities opened up by IT. The learning process itself faces radical new approaches and influences.

Children themselves make even higher demands of education, and are developing more autonomous skills. Pressures are growing from children and their parents to maximise their educational potential, with a greater proportion than ever now aspiring to higher education. National governments and European institutions now recognise a highly educated population as a key determinant of economic success and sustainability. In some countries, governments or other public authorities are making new demands for performance measurement or ranking in education, which are not only giving teachers new tasks but also adding to the stress of the teacher's job. These growing societal pressures all place

new demands on teachers. The new demands for access to higher education, which are bringing greater numbers and diversity of the student population, also have had a dramatic and challenging impact on teaching and academic life within higher education itself.

All these phenomena are reflected in the shift of mainstream education from the margins to the centre of the European agenda in the last 15 years. The Lisbon Strategy for a Europe of Knowledge depends on the role of education and of teachers for its successful achievement, and is just part of the European Union's steadily increasing interest in education. The EU is a player in the Bologna Process, an inter-ministerial process covering 46 countries working towards a coherent model of European higher education transcending the boundaries of the EU and moving much more rapidly by inter-governmental agreement than the EU was able to do.

The ETUCE itself is now working with the European Union institutions to address a far wider range of educational issues in greater depth, than ever before. Teacher education and supply is perhaps the most important and influential of those issues. It is also an issue with the capacity to unify the teaching profession and strengthen its sense of common purpose. This publication sets out to review ETUCE's policy on teacher education for the 21st century, taking account of the trends identified above.

A key concept in teacher education is that of the teacher as a high status professional: qualified to higher education level, with a recognised range of professional competences, able to exercise a significant degree of professional autonomy and judgement, and expected both to take responsibility for their own continuous professional development and to contribute to the profession as a whole and the development of educational policy and practice. Initial teacher education and induction must be expected to lay the foundations for this rounded high status career.

A high quality teacher education based on an integrated system of initial education, induction and continuous professional development is needed more than ever, to address the ongoing demands on teachers, and the increasing pace of change and of new demands they will face during their professional lifetimes. A firm initial foundation is essential to equip new teachers with the knowledge, competences, skills, attitudes, awareness and confidence required to teach, to be pro-active and to manage change as professionals in a rapidly evolving environment. We would echo

the emphasis which the 1994 publication gave to the need to build continuous professional development into all teachers' careers from the outset, to ensure they can meet the continuing professional challenges they face. It is reasonable to assume that the challenges and changes to be met by new teachers entering the profession today will be at least as great as those the current generation have faced. We need to equip our teachers to fulfil their role as leaders and role models in a society in radical transition.

There is no doubt that the improvements of teacher education advocated for in this policy paper will require significant increases in resources. Considering the positive impact it will have on the quality of education and on students' achievements, this investment is clearly worthwhile.

Recruitment and retention of teachers

The importance of teacher education in the context of teacher supply cannot be ignored, which in turn involves broad issues relating, for example, to the demography of the profession, political decisions regarding the size of primary and secondary school classes, and the attractiveness of teaching as a career. In the years since the publication of the 1994 statement, the ETUCE has placed considerable emphasis on the issues of recruitment and retention, as teaching has lost ground to other professions and career paths, and in some countries serious teacher shortages have arisen. The ETUCE has urged the public authorities to address these shortages, in particular by improving the attractiveness of teaching as a profession, with enhanced status, pay and conditions and improved career prospects. So far, too little has been done to avert the problem, which amounts to a slowly growing crisis in the worst affected countries.

At the present time, teacher supply faces a new challenge in a number of European countries, from the approaching retirement from teaching of the 'baby boomer' generation born in the decade after World War Two. That generation entered teaching during the 1960's after post-war reconstruction was complete, at a time of great optimism and expansionism in education in many countries. At a time when opportunities for entry to mainstream higher education were more limited than now, in some countries teacher education was also a way into further study for many young people who would otherwise have been denied a higher education. In

many countries, battles were fought and won over the rightful place of teacher education as a part of higher education.

The size of the 'baby boomer' generation, the values it espoused, and the accumulated experience it has built up, have had a profound influence on education over the last 40 years. Subsequent intakes of teachers have often faced greater uncertainties, rapid changes and a questioning of the teacher's place in education and society. The loss of the 'baby boomers' may be seen as a further tilt away from old certainties and towards a more complex and more challenging future.

In the immediate future, the teaching profession will have to recruit and retain teachers in most European countries at a higher rate than it has done in recent years if it is to match the numbers who will retire and those who will be lost to other causes. Public authorities and schools will need to address the issues that arise from the loss of a high proportion of their most experienced teachers, often with special responsibility for the development and delivery of the curriculum, continuous professional development of teachers, or school management.

The ETUCE has also argued that recruitment policy should reflect the full spectrum of society in terms of gender, class, ethnic origins or beliefs, sexuality and disability: after all, schools are microcosms of society. We have been particularly concerned that in a number of countries teaching, particularly at the primary level, is becoming an overwhelmingly female profession. We believe that more should be done to attract and retain teachers from across the social spectrum, particularly men. Governments must be pro-active in promoting inclusive recruitment policies and must remove any barriers, formal or informal, to entry to teacher education arising from racist, sexist or homophobic beliefs and behaviour.

Teacher education institutions and programmes are key tools for the recruitment of teachers – in effect, the shop window of the profession for many considering entry to teaching. Their programmes of study must look relevant, exciting and attractive. They must find a balanced way of combining theory, knowledge and skills, and supervised practice to ensure that entrants to the profession are able to combine the key elements of their education effectively in the classroom.

Also, unlike 40 years ago, teacher education programmes need also to acknowledge that the skills which teachers acquire equip



them for a number of other professional careers, and that a number of prospective teachers will find their way into those alternative careers immediately after qualifying or after only a few years experience of the classroom. Equally, students on programmes leading to other professions may find themselves attracted to teaching and cross over onto teacher education programmes. This two-way fluidity is inevitable, and has been fostered by the trend for teacher education students to study alongside other students in broad-based institutions. It is another inter-generational change – away from the certainties and rigidities of a ‘career for life’, and reflects the changing patterns of 21st century society. Entry to teaching from quite different careers by mature entrants following successful practice in another career path should be encouraged under certain circumstances and provided that adequate re-qualification is achieved and the standards of qualifications are maintained. Not only is this a source of high quality teachers, but it strengthens the links between education and other fields of society and employment. These students too need to be encouraged to enter teaching with programmes that can accommodate their needs. Developing programmes that facilitate alternative and more flexible routes into the teaching profession must however not be used by public authorities as an excuse to reduce investment in teacher education or as easy solutions to address immediate crises in recruitment.

A current problem which has grown significantly in some national systems, is that of the ‘pool of inactive teachers’ – people who have trained as teachers but who for whatever reason, have left the profession. Many of these may be working in other professions but others are economically inactive. There is enormous potential for attracting them back into active work as teachers. However, for these inactive teachers as for other potential practitioners, the right conditions – in particular the attractiveness of the school environment and of teaching as a well rewarded, high status career supported by appropriate professional development including professional development specifically designed to support them as they re-enter teaching after a break – have to be achieved. It must be recognised that growing numbers of teachers, as of members of other occupations, are likely to wish to have available greater flexibility in their patterns of employment. This will impact on the numbers of teachers to be recruited and educated.

Throughout Europe, the challenge of teacher supply and retention has been met in part by the recruitment of teachers from other

countries, including from outside Europe. There is also a growing tendency towards mobility of teachers within Europe. These trends have raised complex practical and ethical issues. These include the need to protect incoming teachers from exploitation, measures to integrate them into host schools and to ensure that their professional training matches the host system’s needs, and the need to protect their home countries’ education systems from the loss of cadres of trained teachers. At its best, the employment of teachers from other countries can create a ‘win-win’ situation, but this outcome needs to be consciously worked for if it is to be achieved. Incoming teachers will have particular needs for induction and re-orientation, from the host countries’ teacher education systems. The ETUCE asserts that the EU should support the development of international protocols and agreements which outlaw active recruitment from less developed countries while affording teachers opportunities for mutual professional development through opportunities to work in other countries and cultures.

Finally, head teachers and others in management roles are drawn primarily from among the teaching force itself. We would argue strongly that this is right and should continue to be the case, for reasons of career progression but also in order to ensure the professional integrity and collegiality of schools and their managements. But it means that teacher supply policy must take account of this factor which will take a number of teachers wholly or partly out of front-line teaching; and also that teacher education and recruitment strategies and curricula must bear in mind that a significant minority of entrants to teaching will be called upon to take up management positions at a later stage of their careers. The overall calibre of the teaching profession must be sustained to ensure that a cadre of staff with the capacity to grow into these management roles is available.

Qualifications and competences

Teaching is a demanding profession requiring a complex matrix of knowledge and competences. In most European countries, teacher education qualifications are firmly recognised as part of higher education. The ETUCE strongly supports higher education status for teacher education qualifications and will strongly resist any attempt to diminish this status. The ETUCE will resist any attempts to dilute or shorten courses, for example under the rubric of the Bologna Process and its prescribed lengths of degree courses. We strongly assert that professional education at least to Masters’

level in the Bologna system should become the objective for all teachers. Teacher education courses have varied in length, and this to some extent is determined by a number of educational and social circumstances: we do not intend to be prescriptive about the length of such qualifications but it is clear that the total length of initial study, including subject and professional studies together with teaching practice, will need to be at least as long as what is required for a Master's Degree course.

In a number of countries a range of different courses and programmes of study and practice now lead into a teaching career, in order to reflect the needs of an increasingly diverse range of entrants. This is welcome but we would strongly assert that such welcome flexibility should not diminish the level of achievement to be reached by entrants before they can be considered as a qualified teacher.

A key aspect of partnership in teacher education, professional development and the maintenance of a self-regulating profession is the existence of statutory and/or publicly recognised professional structures responsible to and accountable primarily to teachers but also including the voices of other interested parties. The responsibility of such a structure for the development and maintenance of professional standards reduces opportunities for direct interference by governments with short term and/or ill-informed proposals for directing the teaching profession.

Teacher education courses need to cover educational theory, pedagogy and classroom techniques, as well as exposure to a range of related disciplines including child psychology and the law relating to education. In addition, courses need to properly integrate teaching practice in schools, under controlled conditions, mentoring and supervision. All this is on top of subject knowledge. Also, as society changes public authorities regularly add new requirements to teachers' workloads, like multi-cultural education, or information technology applications in the classroom; and these need to be addressed in teacher education. Teacher education students need to be able to absorb and reflect on this broad range of knowledge and competences, and they need to be supported in this process.

In order to enhance initial teacher education at Master's level research in education should be strengthened. There is a need for more knowledge in Europe about learning and teaching as well as interdisciplinary research in these fields. In addition, more teacher educators

with third cycle degrees in education should be available to educate students with education as a main subject at Master's level.

Initial teacher education must be acknowledged to be the first, important stage in the formation of a teacher. In particular, it must be carefully articulated with the induction of teachers into the profession. Initial education should also instil the expectation that teachers have the right and responsibility to participate in continuous professional development throughout their careers.

Continuous professional development

One of the key features of the 1994 ETUCE statement was the emphasis it placed on continuous professional development – it said, 'during teachers' professional careers assumptions concerning the nature and purpose of learning and education; the value systems of schools and of society; and the interests, capabilities and ambitions of children and adolescents will all be very much altered from the assumptions of the profession they entered. As professionals, teachers adapt to changed circumstances and demands with varying degrees of sensitivity and adequacy, but reliance on this alone is unreasonable. The employers of teachers and teachers themselves must recognise their responsibility for ensuring that, throughout their careers, teachers are able to adapt and up-date their professional skills.'

This assertion is even more true today, given the increasing pace of change and new demands on teachers. Assumptions about teachers' rights and responsibilities to undertake CPD must be built into each phase of teacher education including initial education.

Teacher education for all

This publication is concerned with all teachers at all levels. Teacher education programmes are needed for teachers in post school education and in specialist fields of teaching as much as those in pre-primary, primary and secondary education. That is not to say that 'one size fits all': for example, teachers in higher education, the majority of whom will have studied to postgraduate or PhD level, and who still have a major research component to their job, will require different formats for teacher education than entrants to school teaching. Teachers taking on managerial, leadership or counselling roles in education at any level, or changing their teaching



roles in other ways, will also require carefully tailored professional education. The ETUCE believes that teacher education must develop a diversity of programmes and means of delivery to meet the wide range of needs across the education system; planning and providing for such diversity must however not be used as an opportunity to reduce standards of teacher education for any group.

The relationship and balance between higher education institutions and schools

It is clear from the foregoing comments, that teaching must be a highly qualified and high status profession. Teacher education must also be able to draw on – and contribute to – educational research: there is a need for a two-way flow between teaching and its related activities and research into all aspects of the teaching / learning process. We believe strongly that teacher education should be the responsibility of the universities and other higher education institutions. The trend that we observed at the time of the previous ETUCE publication on teacher education in the early 1990's, the shift of teacher education from monotechnic institutions to inclusion within universities or other institutions with a wider discipline base, has continued. In most countries of Europe, teacher education is now taught alongside at least some other disciplines, and in many cases it has the benefit of being included in universities teaching and undertaking research across a more or less complete range of disciplines.

This is welcome as long as the key characteristics of teacher education are protected: it must be recognised as part of a continuous process in which teachers renew their knowledge and competences throughout their careers; and higher education institutions must deliver it in close partnership with schools in which teacher education students gain first hand experience. Such partner schools will need to work with the universities to determine the exact balance in the teacher education curriculum taught in the two environments.

These issues will be considered in more depth in the following chapters.

Textbox A EU policy development on teacher education

At EU level, the cooperation on teacher education among Member States have increased in recent years in the context of the increased political cooperation on education since the launch of the Lisbon Strategy in 2000. The improvement of the education of teachers and trainers was identified as one of the key objectives to improve the overall quality of the education and training systems in the EU. In 2002 the Commission established an expert group with representatives of Member States, social partners and other stakeholders to support the implementation of this objective, notably through identifying key issues and exchanging best practices. In 2004, the Commission was given the mandate by the Council of Ministers to begin the development of *Common European Principles on Teacher Competences and Qualifications*, a common framework to support policy reforms on teacher education in the Member States. The expert group developed a set of common principles which were presented in 2005, but it was not until August 2007 that the Commission formally presented the results of its work on teacher education in a Communication on *Improving the Quality of Teacher Education*.

In its work on teacher policy, the Commission is drawing on data from both the OECD and Eurydice: in 2002-2004, Eurydice published four reports as part of a comprehensive survey on "The Teaching Profession in Europe: Profile, Trends and Concern". In the context of the development of EU indicators in education, the EU has also entered into a formal cooperation with the OECD on the collection of data. The data which will be collected via the TALIS survey will formally provide the basis of an EU indicator on teachers' continuous professional development. This indicator will add to the three existing indicators on teachers at EU level which long have been acknowledged as inadequate as they only relate to the issue of shortages/surpluses of teachers.

The Commission's Communication on *Improving the Quality of Teacher Education*, finalised in August 2007, presents an analysis of the challenges facing teacher education today and proposes policy steps to be addressed at national and EU level. Contrary to the work that was underway in 2004-2005, the emphasis here is less on defining a "profile" of teachers and more on the policy steps needed in the light of the current challenges. Among such challenges, the Communication highlights the limited access to professional development for teachers in many Member States, the low investment in professional development across the EU, as well as the lack of coherence and continuity between initial education, induction and continuous professional development.

In the Communication, the Commission suggests a number of policy steps. These involve lifelong learning for teachers, including appropriate induction, mentoring, discussions on development needs between teachers and school principals, and ensuring that adequate funding is available to these ends. Other policy steps include ensuring that teachers have the skills to identify the needs of each individual learner and support them to be fully autonomous learners, to work in multicultural settings, and to help young people acquire the key competences. Teachers should moreover be encouraged to continue to reflect on their own practice in a systematic way and to engage in classroom-based research. Furthermore, the Commission recommends that teacher education programmes should be available in the Master and Doctorate (as well as Bachelor) cycles of higher education.



Textbox B

The OECD and teacher education in the EU

The OECD launched a review of teacher policy in 25 countries in 2002. Based on national reports submitted by each country as well as external reviews of 10 countries, the OECD published in 2005 the report *Teachers Matter: Attracting, Developing and Retaining Effective Teachers* which sets out policy suggestions on a wide range of issues within teacher policy. As the rationale behind the review, the OECD cites the increasingly complex demands on schools and teachers as well as research indicating that teacher quality is perhaps the policy area most likely to lead to substantial gains in student performance. Since 2005, the OECD has as a follow-up been preparing a large-scale questionnaire survey of teachers and school principals – TALIS – which will be conducted in Europe in the spring of 2008. Eighteen EU countries will participate in the survey which will collect data on teachers' beliefs and attitudes, their professional development, and on school management.

In its policy suggestions in *Teachers Matter*, the OECD states that the overarching priority for countries should be to have a clear and concise profile of what teachers are expected to know and be able to do, as well as performance standards for what counts as accomplished teaching. The OECD underlines that the profile should be evidence-based and it should build on the active involvement of the teaching profession in defining competences and standards of performance.

Secondly, the OECD highlights the importance of viewing teacher development as a continuum and in lifelong learning terms. The OECD notes that in most countries it is initial teacher education that is most in focus, but it recommends that, in terms of debates over the length of teacher education, countries will see a better value of increasing resources to induction and professional development rather than increasing the length of initial teacher education. As policy responses to ensure teachers' professional development, the OECD highlights that the teacher profile should include a clear set of expectations about teachers' own responsibility for their continuous development. It moreover recommends that a combination of three strategies to integrate professional development throughout the career would provide the most comprehensive model: i) entitlements determined via collective bargaining; ii) incentive-based, linking professional

development to needs identified in an appraisal system and/or making professional development a requirement for salary increases; iii) linking professional development with school improvement needs.

The main theme in the policy suggestions regarding initial teacher education is to make it more "flexible and responsive". This includes providing opportunities to train as a teacher after having completed other studies; an increase in the common components of teacher education for different levels of education in order to increase the opportunities for teachers to switch between different levels during their career; alternative routes into teaching for mid-career changers; as well as retraining and upgrading programmes for existing teachers to gain new qualifications to teach in other types of schools or in other subject areas. Improving the entry selection into teacher education is also seen as critical, especially in countries with teacher shortages, given the risk of a higher number of graduates not properly motivated to enter the teaching profession if admission to teacher education is unrestricted. As regards the content of teacher education programmes, the OECD notes that the general impression from the country reports in the survey is that there still is a concern over whether teachers in primary school are sufficiently grounded in subject matter content and whether they have the skills for ongoing development, whereas in relation to secondary teachers the concern rather regards a lack of pedagogical skills, especially for new teachers. There is also a concern about limited cooperation between teachers, as well as too little sharing of experience between practicing teachers and teacher educators. In response, the OECD calls in general for an improvement of the practical field experience during initial teacher education, especially more practical experience early in the programme, an improvement of induction programmes, as well as more partnerships between schools and teacher education institutions and measures to encourage schools to develop as learning organisations.

Chapter 3

Initial teacher education





3.0 General purposes

The quality of teacher education

The quality of teacher education has become a key issue in recent years. The professional dimension of initial teacher education is high on the European agenda and in some countries teacher education programmes and teacher education institutes are being reviewed. There is a growing interest in how best to define the competences and qualifications that are required to be admitted as a qualified member of the teaching profession. However, despite recent reforms in a number of countries, initial teacher education is in several respects still not preparing teachers adequately for the complexity of the teaching career today. In this chapter, the ETUCE sets out a policy vision for initial teacher education that, if implemented, will not only bring about significant improvements in terms of teacher quality but will also contribute to restoring the high status and respect which the teaching profession deserves. The ETUCE believes strongly that the length and content of teacher education programmes have a major impact on the quality of teachers. The status of teachers must derive from their qualifications, skills and competences.

Teacher education at Master's level

Teaching is a demanding job. Hefty work demands are placed on teachers and they are expected to have a wide range of knowledge, skills and competences, to be qualified professionals and to respond to a diversity of tasks they carry out in schools. In today's society, teachers are taking on an increasing degree of responsibility in the classroom as well as in the wider school environment. As schools and other educational institutions function more and more as an open learning environment, teachers no longer work together only with their peers but collaborate also with other professionals and members of the community. They maintain contacts with parents, higher education institutions and with colleagues from other schools from the same country or from abroad. In addition teachers are expected to deal with complex social and personal problems of children and young persons which may lead to disaffection and learning problems and on some occasions also to direct anti-social and violent behaviour in schools.

Initial teacher education must be well structured and run for long enough to make it possible to provide in-depth qualifications in all relevant subjects, including in pedagogical practice. In order to fulfil the requirements for becoming a teacher today, it is the ETUCE's firm belief that the objective should be that all teachers are educated to a Master's level. The demands placed on teachers today in terms of in-depth subject knowledge, advanced pedagogical skills, reflective practice and ability to adapt teaching to the needs of each individual child/pupil/student as well as to the needs of the group of learners as a whole, require that teachers are educated at a highly advanced level and equipped with the ability to integrate knowledge and handle the degree of complexity which characterises studies at a Master's level. Under the subheadings below, the key elements of teacher education are dealt with in more detail.

The Ministers of Education in the EU recently made a joint recommendation advocating that teachers should achieve a high level of skills during their initial teacher education. The principal aspects of this recommendation are in line with the ETUCE's vision of teacher education. These skills include: teaching a series of transversal competences; creating a safe and attractive school environment; teaching effectively in heterogeneous classes of pupils from diverse social and cultural backgrounds and with a wide range of abilities and needs; working in close collaboration with colleagues, parents and the wider community; developing new knowledge and being innovative through engagement in reflective practice and research; and becoming autonomous learners in their own career-long professional development.¹ *In the opinion of the ETUCE, the next step Ministers must take is to put forward concrete proposals for teacher education at Master's level.*

Although primary school teachers in only 6 countries of the EU today study to the level of the Master's Degree (Estonia, Finland, Germany, Poland, Portugal and Slovenia), developments are moving in the right direction in Europe. Serbia recently introduced a Master's level programme of study for primary school teachers, and in Iceland the Minister of Education has proposed a bill that will introduce a Master's Degree for all teachers, including teachers in early childhood education. There is no doubt that the fact that teachers in Finland have for many years been required to complete a Master's Degree has contributed to the attractiveness, the high professionalism and

¹ Conclusions from the Council of Ministers (Education) on *Improving the Quality of Teacher Education*, November 2007

the high social status of the teaching profession in this country and in turn to the outstanding success of its school system.

» In-depth qualifications in all relevant subjects, including pedagogical practice

Initial teacher education must be of high quality. It should be research-based and meet high academic standards, and at the same time be rooted in the reality of everyday life in schools. Teachers have to be familiar with and able to use the latest research both within their respective subject areas and relevant disciplines as well as in terms of pedagogical knowledge in order to perform high-quality teaching. It is essential for there to be a close connection between the theoretical elements of teacher education and practice in the classroom.

Initial teacher education must provide teachers with qualifications in all relevant subjects, as well as pedagogical practice. Teacher education must provide a combination of knowledge of academic subjects and knowledge and skills in educational science, including pedagogy, methodology and didactics. The study of child development (psychological, emotional, social, cognitive, etc.) must be an inherent part of educational science. At the same time, student teachers must develop skills in human relations, communications, team working, the prevention or management of conflicts, both with adults and with children and adolescents, as well as learn to reflect on their own practice, adapt and innovate. Specifically, initial teacher education must provide teachers with the dispositions and skills required to contribute actively to collegial working at all levels within the school. With the welcome emphasis in recent years on the importance of developing transversal competences amongst pupils (learning-to-learn, social and civic competences, etc.),² it is equally essential that student teachers should work in an interdisciplinary manner during their studies so as to develop their own cross-cutting skills (learning-to-learn, critical thinking, social justice etc.) as they become specialised in achieving transversal objectives for pupils' learning outcomes across the traditional curriculum subjects and themes. As stated by the European Commission, teachers are increasingly asked "to develop more collaborative and constructive approaches to learning" and increasingly "called upon to help young people become fully autonomous learners by acquiring key skills rather

than memorising information".³ Also, the fact that a number of European countries are currently in the process of developing competence-based and outcome-based curricula for schools⁴ will evidently have to be taken into account by teacher education institutions and adequately reflected in their curricula.

Moreover, it is essential that the teaching of the academic subjects in teacher education is done in the context of teacher education. The acquisition of subject knowledge during teacher education must be seen as an integral part of the acquisition of skills in transferring this subject knowledge to future learners.

» Various teaching methods

Teacher education must prepare prospective teachers with the knowledge and practical skills to judge which teaching methods are most appropriate to the needs of the different groups of children/pupils/students and of the individual child/young person. Teachers must have knowledge and skills in the range of pedagogical approaches available to them, including, but not restricted to, the ever growing range of media and approaches made available through developments in ICT. Being able to adapt teaching so that the learning needs of the class as a whole are reconciled with the needs of the individual pupils is one of the most complex yet also most rewarding of a teacher's tasks. To this end, teachers must possess research-based knowledge that gives them the competence to exert the high degree of autonomy of judgement which is required to adapt their teaching methods to each situation.

» A significant research component

The ETUCE strongly supports the principle that development in education should be evidence-based, and therefore not only is it necessary for prospective teachers to acquire in-depth knowledge of the latest research within their respective subject areas, but initial teacher education must also include a significant component of development work and research projects. Student teachers must acquire theoretical knowledge and skills in research methodologies to organise, implement and analyse research and development work usually within their own classroom or school and elsewhere. This is essential for enabling teachers to be reflective practitioners

² Cf. the Education Council and European Parliament Recommendation on *Key Competences for Lifelong Learning* (2006)

³ European Commission: *Communication on Improving the Quality of Teacher Education*, August 2007

⁴ Commission Staff Working Document accompanying the Council and Commission joint 2008 Progress Report on Education and Training 2010, p. 47



throughout their careers and to assess and improve their teaching; it will also increase teachers' ability to conduct research themselves into their own practice and cooperate with research institutions on research projects as part of their teaching career. The models of research used are built upon a concept of teaching as praxis and require the students or teachers to both examine critically the theories they espouse in the light of their findings in school and to examine critically their findings in the light of theory.

Today, the research component in teacher education in the majority of EU countries is far from adequate. The ETUCE expects to see significant improvements in this area in the near future, not least in the wake of the recent emphasis which the EU Education Ministers gave to the need for today's teachers to "develop new knowledge and be innovative through engagement in reflective practice and research".⁵

» Qualified and motivated students

Teacher education programmes must be able to recruit the most qualified candidates. Ensuring that the teacher education is at a high level is one of the most important means to attract and recruit the best-qualified students (see chapter 5 on the recruitment and retention of teachers). This is also why the ETUCE rejects the view of the OECD that rather than prolonging the duration of initial teacher education, governments should invest in continuous professional development.⁶ If initial teacher education is not at a sufficiently high level, the education programme will not be attractive to the best-qualified candidates. Moreover, initial teacher education must equip teachers with the competences and skills they need to become truly reflective practitioners and thus motivated to engage in and gain full benefit from continuous professional development. The fact that teacher education institutions in Finland have on average four times as many applicants as they are able to admit, testifies to the attractiveness of a teacher education programme at Master's level.

At the beginning as well as during the degree programme, teacher education institutions must set clear guidelines and expectations of the students' efforts and achievements, and the institutions must do their utmost to ensure that student teachers remain motivated and genuinely engaged with the teaching profession. Guidance must be available to assist at an early stage those failing to progress satisfactorily in their studies.

⁵ Council Conclusions on Improving the Quality of Teacher Education (November 2007)

⁶ OECD 2005

» Encouraging teacher mobility between different sectors of the education system

Teacher education must provide prospective teachers with enough expertise to encourage mobility between different sectors of education and different professions within the education sector. There should be close links and possibilities for mobility between the different sectors of the teaching profession from early childhood teachers to university teachers, provided that adequate re-qualification is acquired. Teacher education must open up the possibility for postgraduate studies, and possibilities for teacher education programmes at Doctoral level must be available in order to allow teachers with a Master's qualification to develop their expertise and raise their level of qualification should they wish to do so.

A broad initial education has the capacity to prepare teachers to respond to the constant changes of the employment market and to the challenges of mobility. The ETUCE also stresses the importance of looking at the qualifications of teachers in the context of the European Qualifications Framework and the National Qualifications Frameworks. Teachers' qualifications must be placed at the appropriate level in both the national and European qualifications frameworks.

» The professional autonomy of the teacher

A highly qualified profession ensures a good balance between the professional autonomy of teachers and their public and social accountability. The professional autonomy of the teacher is of crucial importance in developing quality in education. Professional autonomy is dependent on the recognition of teachers' rights to contribute to the development of policy, planning and practice at all levels of the education system and to give shape to the education provided to pupils within the framework of the national/regional legislation, the curriculum, the policy of the institute and its objectives and action plans. Teacher education must develop the skills required by all teachers to work collaboratively within and beyond their school. Professional autonomy means that it is the teacher who makes the choices about methods and how to accomplish learning based on his/her professional knowledge as well as on knowledge about the individual learners. There must be general confidence in the professional expertise of the teacher. How teaching is carried out in the classroom should never be prescribed by persons outside the classroom reality.

The teaching profession and teacher educationists must take responsibility for suggesting new methods and ways of working based on research. This does not imply that authorities should not also suggest new teaching methods through in-service training, professional development and other means. For teachers to be given different approaches and models for their teaching is important and necessary, but it must never turn into a process of dictating which methods to use.⁷

Institutional framework and duration

Teacher education takes place in many different institutions bearing many different names. It may take place in universities, university colleges, or specialist institutes. Its duration varies between countries. The length of teacher education programmes for primary education is 3 years in 8 EU/EFTA countries, 4 years in 15 countries and around 5 years in 7 countries. Two countries, Ireland and Romania, have teacher education programmes of both 3 and 4 years in length.⁸ Within the UK, Scotland has teacher education programmes of both 4 and 5 years. For lower secondary education the average length of teacher education is 4.5 years, and for upper secondary education the average is 4.8 years.⁹ The general trend has been for the length of initial teacher education to increase, and in our view this is consistent with our call for teachers to be educated to Masters' level. In many countries primary teacher education has been increased to four years as it has reached university level, and secondary teacher preparation has increased by a year as it has become a post-graduate qualification.

The structure of study for teaching qualifications varies across Europe. Two dominant modes exist: the concurrent model and the consecutive model. In the former, theory and practice are combined during the initial education. In the latter, the teaching qualification is achieved by undertaking pedagogical studies/training after the initial education is completed. Also, a higher level of teacher qualification or a qualification for another teaching position can be achieved through additional studies by an individual teacher during their career.

In terms of structure, teacher education at Master's level can be organised in several different ways. In most cases it will entail: a)

combining pedagogical and subject studies in the same institution or department of a university; b) combining studies for a Master's Degree in education and subject studies in the same or another department of the university/college; or c) combining pedagogical studies in a specific department of the university/college and studies for a Master's Degree in a specific subject in another department of the university/college. In other cases it implies that students with a degree in a specific subject subsequently receive pedagogical training which is similarly challenging in the demands it makes of the students to qualify as a teacher, such as can be the case for teachers at upper secondary level.

The ETUCE has for many years strongly asserted that teacher education must take place at a higher education establishment. However, arguing for teacher education at Master's level for all teachers does not imply that teacher education necessarily should take place at universities; it can also take place at university colleges or other higher education institutes.

National governments must finance initial teacher education; prospective teachers must not be expected to cover the costs of their education. Quality standards for degree programmes as well as proper quality assurance mechanisms must be put in place by the recognised public authorities. In countries where several models of teacher education exist side by side, measures must be taken to ensure that they conform to a common high standard and enable teachers to be mobile within their field.

Theory and practice

One of the key elements in teacher education is to ensure the right combination between theory and practice. This also includes ensuring the right combination between teaching practice as an element in formal education programmes at the teacher education institute and teaching practice arranged as separate periods at a school. The proportion of time spent specifically on professional training varies across the EU. The latest data available show that when teacher education is provided at university level, the proportion of professional training varies between 13 and 70% (for primary school teachers), with the highest proportions in Ireland, Hungary, Malta, Finland and Slovenia. For lower secondary teachers, the proportion of time spent on professional training is generally lower: it ranges between 9.1% and 58.3%, with only three countries above 50%: Belgium (French Community),

⁷ See ETUCE: *Quality in Education*, 2002

⁸ Eurydice: *Key Data in Education 2005*, p. 206-207 (data from 2002/2003). The length recorded includes any final on-the-job qualifying or induction phase.

⁹ *Ibid*, p. 208-211



Germany and Malta. For the upper secondary level, the proportion of professional training in teaching skills (both theoretical and practical) rarely exceeds 30%, except in Germany, Malta, the UK, and, to a lesser extent, in Italy, Luxembourg and Austria, at just above 30%. In most other EU/EFTA countries, the proportion varies between 14 and 30 %.¹⁰

¹⁰ Ibid, p. 206-211 (data from 2002-2003).

Teacher education programmes should provide solid training in subject knowledge and relevant theoretical disciplines together with methodological expertise and teaching practice. School practice is sometimes seen as disconnected from the coursework in teacher education. The combination between theory and practice in teacher education needs to be improved in order to facilitate teaching.

¹¹ Ritva Jakkuri-Sihvonen, Hannele Niemi, *Research-Based Teacher Education in Finland*, 2006.

Textbox C

The relation between theory and practice in research-based teacher education in Finland

In Finland, efforts to bring theory and practice as close as possible to each other in a teacher education at Master's level have led to a system where every university's education faculty has a school connected to it for pupils from close neighbourhood and with competent teacher educators as teachers. In these schools teacher students monitor and practice teaching guided by teachers and other professional experts of the university in learning, teaching and education and in subject knowledge. In addition students practice also in other schools guided by specially trained and experienced teachers.

The goal is that teacher students achieve knowledge of subject and education, pedagogic skills and ability to use the knowledge and advanced methods when teaching in any school environment. The aim of pedagogical studies is to create opportunities to learn pedagogical interaction, to learn how to develop own teaching skills, and to learn how to plan, teach and evaluate teaching in terms of curriculum, the school community, and the age and learning capacity of pupils. Students should also learn how to cooperate with other teachers, parents and other stakeholders and representatives of society. The aim of the guided practice is to support student teachers in their efforts to acquire professional skills in order to research, develop and evaluate teaching and learning processes. In addition, students should be able to reflect critically on their own practices and social skills in teaching and learning situations. During guided practical studies, students should meet pupils and students from various social backgrounds and psychological orientations and have opportunities to teach them according to curriculum.

The system concerns primary and lower and upper secondary school teachers with some differences. Primary teachers have science of edu-

cation as their major (125 ECTS), and the degree (300 ECTS) requires completion of a Master's thesis. The topic of the thesis may be highly school-related and are often action research projects.

The lower and upper secondary school teachers complete a major in their academic teaching subjects and minor in pedagogy (300-350 ECTS in total). Their educational studies focus on didactics and include practice (at least 60 ECTS). Today in most of the cases educational studies are completed concurrently with their academic studies in major field. Only a few students take the opportunity to study pedagogy as a one-year block after completing other studies. 60 ECTS of pedagogical studies are obligatory for qualification as a teacher.

An important aim of pedagogically-oriented studies in Finland is to educate teachers who are able to study and develop their own research-based practices, to find and analyse problems they may face in their future work. Research studies provide an opportunity to complete an authentic project, in which students must formulate a problem in the educational field, be able to search independently for information and data related to the problem, elaborate them in the context of recent research in the area, and synthesise the results in the form of a written thesis. They learn to study actively and to internalise the attitude of researches as they do their work.

In Finland, the responsibility for providing education for teachers at primary and secondary level was transferred to universities in 1971. In the 1980s a reform of teacher education was implemented which entailed a requirement for all prospective teachers to complete a Master's degree.¹¹

The trend towards establishing specific school and college or university partnerships that create linkages between teacher education coursework and school practice is gaining ground (OECD 2005: 108). To be effective these partnerships must operate both at the level of the system and at the level of the individual school. Teachers who support students in their practical placements must be recognised as professional partners in this process.

Relationships between initial teacher education institutes and schools

The ETUCE believes that it is necessary to create better links between teacher education programmes and school practice. For the ETUCE, schools are also learning environments for teachers in training, as the more experienced teachers acting as mentors play an important role in helping future teachers to analyse their classroom practice. This also means that mentors should have suitable professional development (recognised if appropriate through qualifications) and access to research in order to fulfil this task. The ETUCE believes that the presence of mentoring systems within schools should be developed (see chapters 4 and 6).

Establishing better partnerships between initial teacher training institutions and schools can contribute greatly to developing schools as learning communities in general. In addition to providing practice training to student teachers, schools are also learning communities for practising teachers, teacher educators and other stakeholders in education. There is still a need for more research into the most favourable conditions for such partnerships, but experience shows that teachers who are engaged in such partnerships gain a greater sense of involvement in educational developments and opportunities to update their knowledge and skills while the teacher education institutions in particular benefit from the contact with everyday life in schools and learn from good practices in schools.¹² Experience also shows that one key condition for a well-functioning partnership is that the role of each partner is carefully defined from the outset.

Teacher education and ICT

Future teachers should be given the opportunity to master ICT technically and pedagogically. A recent EU survey found that over 90% of classroom teachers use computers to prepare lessons and

¹² Cf. Kari Smith, Presentation on *Partnerships*, EI/ETUCE seminar on Teacher Education, Bled, March 2008.

74% also use them as a teaching aid, although there are differences between countries ranging from 95% in the UK to 35% and 36% in Greece and Latvia respectively. The survey also found that primary school teachers were generally less competent than upper secondary and vocational teachers. The survey did not, however, give any information about the extent to which ICT is used for specific pedagogical purposes.¹³ In a recent survey carried out by the ETUCE, the large majority of respondents affirmed that ICT is formally included in teacher education programmes, but half of the respondents pointed out that the economic resources available for ICT in teacher education are not yet sufficient.¹⁴

For the ETUCE it is important to encourage and support teachers in developing their professional skills in the use of ICT. Only highly skilled teachers can use their professional skills and knowledge to determine the most effective pedagogical uses of ICT for their pupils and students. However, teachers must retain their key role in the learning process. The ETUCE strongly emphasises that ICT is not a replacement for teachers. Consequently the ETUCE strongly recommends that teachers are given adequate ICT education through initial teacher education, in-service training and professional development. This should also be supported by the development of educational research with a view to analysing the different pedagogical ways of using ICT.¹⁵

Teachers' ownership of the quality of teacher education

A key means of improving the quality of initial teacher education is to build on the expertise of practising teachers. Teachers and their unions must be closely involved in the development of initial teacher education and continuing professional development programmes and in defining professional standards, in order to draw on their expertise and experience as well as to strengthen teachers' ownership of the quality of both the initial education of new members entering the profession and of serving teachers.

An important way to implement such partnership in teacher education and professional development is the establishment of statutory and/or publicly recognised professional structures responsible to and accountable primarily to teachers but also

¹³ Empirica (2006) "Benchmarking Access and Use of ICT in European Schools 2006", cf. European Commission Staff Working Document: *Progress towards the Lisbon objectives in education and training: Indicators and Benchmarks* (2007), p. 95

¹⁴ ETUCE Survey: *Trends in Teacher Education: A survey carried out in 2006*, p. 16

¹⁵ See also the ETUCE Policy Paper on ICT in Education (2006)



including the voices of other interested parties. The responsibility of such a self-regulating structure for the development and maintenance of professional standards enhances professionalism and ensures continuity.

Teacher education and the Bologna process

The impact of the Bologna process on teacher education is a topic to which the ETUCE continues to be attentive and for which it continues to develop further analysis. As a matter of fact, this process, which started in 1999, has developed over the years as a major reform movement involving 45 countries. It is characterised by the implementation of a 3-cycle degree structure which has led to the introduction of study programmes based on three main cycles (Bachelor/Master/Doctorate), more effective recognition of degrees and periods of study and the promotion of quality assurance systems.

A recent study into curriculum reforms in higher education commissioned by the European Commission has looked specifically into recent reforms to implement the Bologna Process degree structure in teacher training. The researchers encountered particular challenges in studying this field as there has so far not been any systematic monitoring or coordination among teacher education institutions regarding the implementation of the Bologna reforms. The diversity of institutional and structural settings across teacher education programmes moreover means that there is a variety of ways in which teacher training can be adapted to the Bologna cycles, and the study found that, in general, most countries “are still trying to come to terms with dovetailing teacher training with the two-cycle degree structure”¹⁶.

It should be noted that in some countries the implementation of the process has been used as a pretext for reducing the content and the length of teacher education programmes where in fact the Bologna Process gives no instructions in such matters. The ETUCE asserts that this process should not lead to any dilution of teacher education qualifications, or any shortening of courses.

For the ETUCE, teacher education should be delivered across all three cycles of higher education in order to ensure that it is placed at the highest possible level.

¹⁶ *The extent and impact of higher education reforms across Europe. Final report to DG Education and Culture prepared by the Center for Higher Education Policy Studies (CHEPS), the Netherlands (2007), p. 39-42*

Identifying a profile of teacher competences and qualifications

Trying to identify the skills and competences that teachers should have, given their changing roles in today's knowledge society, is a general trend that can be observed in many policy reforms about initial teacher education programmes. For policy-makers, this approach consists in elaborating professional profiles and standards that will provide a framework to guide not only initial teacher education but also teacher induction and certification. It is a matter of concern that in some cases this has been used as a means of limiting teachers' professionalism rather than, as should be the case, enhancing their ability to think critically and take decisions informed by research.

Some definitions of “profiles” are being used to reflect in an adequate manner the tasks that teachers are expected to fulfil. Therefore the emphasis is not so much on the actual contents of the curricula but on the competences that teachers are able to show throughout their career. There is a shift in emphasis from certification based on the mastery of curricula to certification based on competences. Entrants into the teaching profession are expected to demonstrate that they have reached the status of qualified teachers by meeting a wide range of demands including knowledge, skills and competences, and professional values and practice. The competences described must not be low-level, narrowly defined behaviourist specifications of knowledge and actions; rather they should be high-level, broadly defined statements of the characteristics which mark teachers at different stages in their careers. They should be built on a concept of teaching as praxis in which theory, practice and the ability to reflect critically on one's own and others' practice illuminate each other rather than on a concept of teaching as the acquisition of technical skills. However, it should be clear that some skills and qualifications can only be acquired after starting work as a teacher. This is why initial teacher education should be viewed and conceived as a solid foundation on which to build continuous professional development (see chapter 6).

Teaching skills are not static elements; they evolve throughout the different stages of a teacher's career and are part of an ongoing process. Similarly, qualifications cannot be viewed as static: a number of teachers obtain additional qualifications during their career, e.g. through further specialisation. Continuity throughout a teacher's career can be promoted through the use of a common

structure for the frameworks of competences used at different stages. All standards should require the development of professional knowledge and understanding, professional skills and professional values and commitment. But it is not sufficient solely to develop these three aspects; rather to ensure professional action they must be interlinked.

Teacher education and the “Education and Training 2010” process

In the context of the “Education and Training 2010” process, the Commission published in October 2005 a working paper entitled “Common European Principles for Teacher Competences and Qualifications”. The paper describes the tasks and values of the job of the teacher as one who is able to:

- Work with others: they work in a profession which should be based on values of social inclusion and nurturing the potential of every learner. They need to have knowledge of human growth and development. . . .;
- Work with knowledge, technology and information: they need to work with a variety of types of knowledge. Their pedagogical skills should allow them to build and manage learning environments and retain the intellectual freedom to make choices on the delivery of education. . . .;
- Work with and in society: they prepare learners to become globally responsible in their role as EU citizens.;¹⁷

This document also puts forward for the first time a set of four principles which can be read as recommendations to policy-makers at the national and regional levels. It is obvious that the emphasis on the competences and qualifications of teachers must be developed as a matter of priority. Nevertheless, nothing is mentioned in terms of the length of teacher education programmes.

- “A well-qualified profession: high-quality education systems require that all teachers are graduates from higher education institutions and those working in the field of initial vocational education should be highly qualified in their professional area and have a suitable pedagogical qualification. . . .”
- “A profession placed within the context of lifelong learning:

teachers should be supported in order to continue their professional development throughout their careers. . . .”

- “A mobile profession: mobility should be a central component of initial and continuing teacher education programmes. . . .”
- “A profession based on partnerships: institutions providing teacher education should organise their work collaboratively in partnership with schools, local work environments, work-based training providers and other stakeholders. . . .”

The ETUCE fully supports these main guiding principles as they present the teaching profession as a highly qualified profession seen as a continuum which includes initial teacher education, induction and continuing professional development. However, these common European principles are broad and can only be used as policy guidelines. It is difficult to assess their impact on some of the policy reforms that have been implemented in initial teacher education.

In 2007, the European Commission issued a Communication on *Improving the Quality of Teacher Education* which in many ways presents a satisfactory analysis of the challenges facing teacher education today. Contrary to the work that was underway in 2004-2005, the emphasis here is less on defining a “profile” for teachers and more on the policy steps needed at national and EU level in the light of the current challenges. In its response, the ETUCE welcomed the Communication’s attention to the existing challenges with regard to the limited access to professional development for teachers in many Member States, poor investment in professional development across the EU, as well as the lack of coherence and continuity between initial education, induction and continuous professional development. While the Council of Ministers in its Conclusions in response to the Communication agreed with the Commission’s analysis of the existing challenges, the ETUCE expressed regret at seeing that the Ministers failed to bring forward any firm commitment in relation to raising the level of qualification and the degree of practical experience of teacher education. The Ministers confirmed their general intention to promote that teachers acquire a high level of competences during their initial education, as stated above, but failed to express any substantial recommendation as regards the need to raise the actual level of qualification of teachers.

¹⁷ Common European Principles for Teacher Competences and Qualifications, drawn up by Commission working group A, 2005



3.1 Teachers in Early Childhood Education

In this section dealing with teachers in the early stages of the education sector, Early Childhood Education (ECE), the term 'teachers' is used to refer to the qualified professionals in ECE. For different historical and traditional reasons the terminology of ECE and the professions involved differ greatly between the European countries, and a tremendous variety of staff are involved in ECE today from non- or low-qualified staff members to well-educated professionals such as (pre-school) teachers, educators and pedagogues. This field is on the one hand closely connected to lifelong learning and teaching and on the other hand also related to the care sector of a modern welfare society.

Raising the status of ECE teachers

It is widely recognised today that education in early childhood is of great importance – both for its own sake and in providing the foundation for subsequent learning and for an individual's success in later life. Yet in many systems, early childhood teachers still do not enjoy the same status as teachers in later stages of the education sector. For many years, the ETUCE has advocated that teachers in the early phases of the education sector should have the same level of qualifications and same status, rights and rewards as teachers in later phases.¹⁸ It goes without saying that the ETUCE's call for all teachers to be educated to Master's level also applies to teachers in early childhood education.

A qualified profession

The education of teachers for ECE is closely related to teacher education for other levels of education and should be seen as an integral part of the teaching profession. Early childhood teachers should have a high level of initial education as well as access to high-quality continuous professional development. There should be close links and possibilities for mobility between the different sectors of the teaching profession from ECE to university teachers, provided that adequate re-qualification is acquired.

The tasks and role of teachers in ECE require highly specialised

knowledge and skills, including competences shared with other professions. The needs of young children, and the curriculum they follow, require that teacher education for early childhood teachers concentrates on psychological, developmental and expressive aspects of education. It must not be reduced to only being a matter of care. While the child-centred approach should inform all phases of school education, this is of particular relevance for early childhood teacher education. Teachers in early childhood education also need to be particularly skilled at communicating and developing strong links with parents.

In most EU/EFTA countries, initial teacher education for ECE takes place at the tertiary level, except in Austria and Malta where it is provided at upper secondary level and non-tertiary post-secondary level, and in the Czech Republic and Slovakia where it is provided at both upper secondary level and tertiary level. In Belgium, France, Cyprus, Portugal and the UK, teacher education for ECE is similar to study for teaching at primary level. Teacher education for ECE takes mostly 3-4 years to complete (including any final on-the-job qualifying phase), except in France, Poland and parts of the UK (England, Wales and Northern Ireland) where it takes five years. The initial education is provided following the concurrent model in all countries except in France where it is provided through the consecutive model, where the theoretical and practical professional training take place after the general courses. In the UK both the concurrent and consecutive models are available.¹⁹ The data referred to here relate to teacher education for ECE from the age of three.

In most countries, staff who have no teaching qualifications can be employed as childcare assistants, who play a valuable role that is distinct from that of the teacher. They cannot replace a qualified teacher. It is vital that there are sufficient numbers of teachers, and that teachers have the main responsibility for the children's education. The ETUCE stresses that it is necessary for governments to recognise their responsibility not only to raise the proportion of teachers in ECE but also to enhance their effectiveness by providing and making mandatory appropriate education for assistants and other non-professional staff members in ECE.

In 2002, the EU Heads of State and Government set specific targets for EU Member States to provide childcare, by 2010, to at least 90% of children between the age of 3 and the mandatory school age and to at least 33% of children under 3 years of age. In 2005,

¹⁸ ETUCE: *Teacher Education in Europe*, 1994.

¹⁹ Eurydice: *Key Data in Education 2005* (data from 2002-2003), p. 201-205

85.7% of all 4-year-old children in the EU were participating in education, but the extent of ECE provision varies greatly between the EU countries. For 4-year-olds, participation rates range from almost universal access in France, Belgium, Italy, the UK and Spain, to low rates in Poland (38.1%), Finland (46.7%), Ireland (45.4%) and Greece (57.8%).

Targets regarding participation rates have consequences for the recruitment and retention of ECE teachers as well as the quality of their work. The ETUCE was thus pleased to see that the EU Ministers of Education in their Conclusions from an informal meeting on ECE “attached particular importance to the quality of training of early childhood educators as well as the development of curricula and they highlighted the need of providing early childhood education institutions with adequate staff and funds.”²⁰

Continuous professional development

While access to continuous professional development must be increased for all categories of teachers, there are indications that early childhood teachers have even fewer opportunities for professional development throughout their careers. Governments must invest adequately not only in initial education, but also in continued professional development. As for other sectors, it is necessary to strengthen the links between the provision of continuous professional development and the initial teacher training institution also with regard to early childhood teachers. The ETUCE believes that training should be based on and linked to research in early childhood education; early childhood teachers must also be given opportunities to become involved in practice-oriented research or to undertake further studies. It is also particularly important that career opportunities for ECE teachers are improved, for instance through various forms of leadership within ECE.

Gender issues

The vast majority of early childhood teachers are women. This raises important questions about recruitment policies and the need to attract more men to the profession, but it also raises questions about gender inequality and especially the gender pay gap. Early childhood professionals are often underpaid and the

status and salary level of early childhood professionals is in many countries lower than that of those teaching at other levels in the education sector.

3.2 VET teachers and trainers

In some ways one could say that all teachers at the different levels of the education system fulfil different tasks, which to some extent require different qualifications and skills. In this respect, a teacher in Vocational Education and Training (VET) is as similar, or different, as other teachers. Still, what distinguishes VET teachers from other teachers is their “twofold skills need”. VET teachers need a high level of skill in both their professional occupation/background and to be able to transfer these skills on to learners. What kind of education a VET teacher needs, or is required to have, varies across the countries of Europe, across different subjects, and across different fields and professions.

In some fields, and countries, VET is the responsibility of companies, whilst in some countries VET is a public responsibility and in others it is partly a public and partly a private responsibility. It is common to distinguish between VET teachers and VET trainers, and between VET teachers with an academic background and VET teachers with a background in another profession. It is therefore difficult to identify VET teachers’ education in terms of number of years or levels.

Professional identity

Teachers in VET most often start out as skilled workers. They have qualifications which impart an identity, or belonging to their original occupation or craft. They may be a hairdresser, electrician, baker and so on. In countries where VET is an integral part of the public education system, and where there is an apprenticeship system such as that in Germany or Norway, it is common for teachers to be responsible for the time during which learners are in school, whereas trainers are responsible for that part which takes place in the company. This shows that both VET teachers and trainers have a different starting point in their profession. They already have their professional identity as a skilled worker in their field of work.

Silent knowledge

In addition to teaching, a VET teacher is required to study theoretical disciplines, the pedagogical perspective, and remain up-to-date

²⁰ *Education Unites* - Conference of the European Education Ministers, Heidelberg, 1/2 March 2007: FINAL COMMUNIQUÉ



on the practice of his or her own profession. Many VET teachers feel that the latter is the most important aspect of their job. In addition to the compulsory theoretical subjects taught in school, VET also rests upon a strong professional identity. This is one of the main things which a VET teacher must be aware of and transfer to learners. In many professions, this is what is called “silent knowledge”: what it is or how it is done is not written down, it is not something that you can read about in a book and there are no rules that can be easily adopted. It is mainly done through practice, observing and testing. The teacher’s role is to guide and correct the learner. This issue is a very important part of becoming and being a VET teacher and it should be properly acknowledged.

Quality in VET

Teacher education is perhaps the most important element, or means, to secure quality in VET. The “twofold skills approach” which is required of VET teachers places a special focus on their competences. Although the practical experience of VET teachers within their specific profession must be highly valued and promoted, the ETUCE is convinced that VET teachers employed in VET schools as part of initial VET should also be educated to a Master’s level. In addition to educating students in initial VET so that they can qualify in their specific vocation, initial VET must also provide students with a broad and increasing range of general knowledge and skills. Initial

Textbox D

New entry pathways to teacher education in higher education for prospective VET teachers in Austria

In October 2007 in Austria new Pedagogical Universities – “Pädagogische Hochschulen” – (PH) started to train all teachers for primary schools and for the lower level of secondary schools. They also train teachers for practical VET subjects in part-time vocational schools for apprenticeships, “Berufsschulen” (dual system), and for vocational schools and colleges, “Berufsbildende mittlere und höhere Schulen” (BMHS). Those new PHs are established as universities awarding credit points at the level of the ECTS.

Until 2007, the admittance to VET teacher training at the former “Pädagogische Akademie” was possible without having acquired the “Matura” (Higher Education Entrance Exam) because the “Pädagogische Akademie” had the status of a postsecondary institute, not of a university. To be admitted it was only necessary to have a high professional qualification by providing evidence of a Master Craftsman Exam as well as several years of professional practice at a high level, but it was not necessary to have passed the “Matura”.

As the new PHs now have the status of universities it is necessary to pass the Higher Education Entrance Exam, the “Matura”, in addition to the above mentioned professional qualification in order to be accepted as a student. But most of the students recruited from the area of practical work do not possess the “Matura”.

After an initiative of the Austrian teacher union “GÖD-Lehrer” those students may start their studies at the PH without the “Matura”. The curricula of the PH during the first two semesters makes it possible to acquire the “Matura” in addition to their regular studies. This prevents a loss of time for those students, as they are not forced to acquire the “Matura” in advance and externally.

Prospective VET teachers can thus finish their studies not only with the BA degree but also with the “Matura”. This prevents future discrimination for them in their career and in salaries and also prevents any disregard of their status among their colleagues.

In addition they are enabled to continue further studies at universities to achieve a Master’s degree.

By offering additional chances for further careers this provision has a very positive effect on the recruitment of more motivated and successful teacher candidates among persons employed in the world of business.

VET schools also play a very important role in combating social exclusion and dropping out. Teachers in VET must be adequately prepared to respond to these tasks, and in the opinion of the ETUCE this entails that VET teachers should have opportunities to qualify to a Master's level.

High drop-out rates in VET are common in almost every European country. Both teachers' and trainers' competences must be discussed in addressing this important issue.

A third key prerequisite to achieving a high level of quality in VET is the link between a teacher's tasks and their relationship to - and cooperation with - the social partners at all levels. Extensive cooperation between institutions/teachers and companies is crucial to guaranteeing quality and continued relevance to practice in VET. Furthermore, it is necessary for teachers in VET to renew their professional skills through the opportunity to work in the professional field in which they teach by way of sabbatical leave.

Fourthly, it is quite common for teachers in VET, especially in areas with few students, or where there is a lack of qualified teachers, to teach in related subjects or trades.

The ETUCE will work:

- to enhance the status of VET teachers in general
- to improve the quality of VET education for teachers and trainers
- to improve VET teachers' employment terms and working conditions
- to integrate the VET teachers' perspective when talking about teachers in general
- to support initiatives to generate more information and research on VET issues.

3.3 Teachers in Special Needs Education

At present, 2.2% of the total population in compulsory schooling in the EU is taught in special settings because of their special education needs. This average has not changed between 1999/2001 and 2004/2006. However, there are variations between countries and while the percentage of pupils in segregated settings decreased in 11 countries, it in turn increased in another 12 of the 25 countries

for which data are available. Between countries, the percentage varies from 0.5% (in e.g. Italy, Portugal, Sweden and Norway) to up to 4% and 5% (in e.g. Belgium, the Czech Republic, Estonia, Finland, Latvia and Slovakia).²¹ This section puts forward the ETUCE's policy on the training needed for teachers working with pupils with special educational needs in special educational settings and in mainstream schools.

Special needs education in initial teacher education

The ETUCE strongly recommends that training for teaching pupils with special needs should be a part of initial teacher education for all teachers, as most teachers will have children with special needs in their classrooms at some stage throughout their careers. The European Agency for Development in Special Needs Education monitors the situation regarding how teachers are trained for working with children's special educational needs. In all countries, student teachers receive some form of compulsory education concerning pupils with special needs during their initial education, but the Agency finds that this varies greatly in duration, content and organisation across Europe. Differences regarding content in initial teacher education also reflect, to some extent, disparities in inclusion policies. The Agency summarises the situation as the following: "Initial training in special needs education appears to be delivered in three ways:

- by providing general information, which is the case for all countries, but which seems to be of limited use for future teachers;
- by providing specific subject studies, in some of the countries; this seems to ensure better knowledge in special needs even if differences in content and duration are quite large across the countries;
- by permeating all subject studies, in a limited number of countries; this situation is referred to by the Netherlands, Norway, England and Wales."²²

The European Agency for Development in Special Needs Education highlights that in most countries, the basic education student teachers receive in special needs education is often too general,

²¹ European Commission: *Progress Towards the Lisbon Objectives in education and training – indicators and benchmarks*, chapter on "Improving Equity in Education and Training", October 2007, p. 36-37

²² "Special Education across Europe in 2003", a report from The European Agency for Development in Special Needs Education, page 30



vague or insufficient. The ETUCE agrees with this analysis, and highlights that as a minimum, all prospective teachers should during their initial education receive adequate knowledge of the procedures to be followed for identifying, assessing and meeting special educational needs in mainstream education. In addition, all teachers must have access to continuous professional development to enhance their expertise in teaching pupils with special needs in mainstream schools.

Specialist training in special needs education

Supplementary training must be available for teachers wishing to specialise in working with pupils with special educational needs, either in specialist schools and other educational centres or in mainstream schools. This most often takes place after initial teacher education. Such supplementary education is compulsory only in a few countries, but in most countries it is in practical terms a prerequisite for being employed in a specialist school or as a specialist teacher in a mainstream school. The duration and type of supplementary education varies to a great extent between countries. Most countries offer supplementary education both in relation to a particular need (typically lasting one year) as well as a broader specialisation (lasting 2-4 years). In some countries, prior professional experience as a teacher is required before entering a supplementary training course to specialise as a special needs teacher.²³

Depending on whether the supplementary education is general or addresses a particular need, the ETUCE stresses that training should cover a relevant combination of the following subjects: teaching techniques, curricular adaptations, learning difficulties, behavioural problems, specific knowledge of particular disabilities (e.g. visual, aural, intellectual disabilities), including specific techniques such as sign language. Special educational needs teachers must also have access to continuous professional development throughout their career.

Cooperation between classroom teachers and specialist teachers

The ETUCE agrees with the European Agency for Development in Special Needs Education that more should be done to also support mainstream teachers in dealing with pupils with special educa-

tional needs in order to ensure the best learning conditions for all pupils within an inclusive education system.²⁴ It is important in this context to note the essential role played by classroom teachers in relation to pupils with special needs in mainstream schools. Support for pupils with special needs in mainstream schools is most often provided by a specialist teacher either inside or outside the classroom, and sometimes in cooperation with other professional groups, e.g. medical staff or therapists. The specialist teacher is sometimes employed full-time in the school and sometimes employed by a specialist school or other educational centre providing support services to mainstream schools. The support given is most often focused directly on the pupil, and less on giving support to the classroom teacher.

²³ Ibid., p. 33-35

²⁴ Ibid., p. 26-30 and 36





The role and profile of teacher educators in initial teacher education

The roles and profiles of teacher educators in Europe vary significantly from country to country and from one teacher group to another. The various profiles of teacher educators include:

- academic staff in higher education institutes who are teachers of education or teaching subjects
- education researchers
- other teachers of didactics or general courses
- supervisors of practice in schools closely linked to initial teacher education institutes
- trained and experienced teachers supervising practice in other schools
- tutors (counsellors, coordinators, mentors, guides etc.) supervising prospective teachers at the “on-the-job” qualifying phase
- networks of supporters in the “on-the-job” qualifying phase.

Educators teach theory and/or undertake research in subject or educational knowledge and/or teach the practice of the diverse skills teachers need in school work. The aim of combining theory and practice has been achieved in a number of ways across Europe. Teacher education is provided by universities (faculties of education and some others), equivalent institutes, and through practice in certain schools in cooperation with institutes.

There are two main models for the organisation of studies: the concurrent model and the consecutive model. Some countries provide both options. In the concurrent model, professional studies start alongside subject studies from an early phase; and in the consecutive model there is a distinct second phase for professional studies after subject studies.

In a few countries for primary education and in many countries for secondary education, teacher education ends with an “on-the-job” qualifying or induction phase, which could be defined as a period of transition between the initial education of teachers and their entry into professional life as fully fledged teachers. It can also constitute the final phase of initial education. At this stage the prospective teacher is assisted by a tutor (counsellor, coordinator, mentor, guide etc.).²⁵

²⁵ Eurydice: *Key Data in Education 2005*, p. 201-211.

The improvements needed in teacher education vary from group to group and country to country: some focus more on subject knowledge, some more on pedagogy, and some on combining studies. Development work is a must and a greater emphasis on links to research is needed. Research opportunities should be available for all teacher educators. Inter-faculty research is also needed.

Because teacher educators are key in providing and improving high-quality teacher education, the European Union and Member States should pay more attention to their recruitment, qualifications, retention, working conditions and opportunities for professional development and professional renewal.

Qualifications and competences of educators in initial education

It is certain that teacher educators need to be highly qualified in their professional area, since in today’s society the general requirements placed on teachers are continuously growing, but it is also essential for teacher educators to have thorough knowledge of the practice field and close contact to the everyday reality of schools, so that the knowledge of theory and practice are not separate items but interact in the education provided to future teachers. Teachers should acquire skills and knowledge that enable them to reflect on the processes of learning and teaching through an ongoing engagement with subject knowledge, curriculum content, pedagogy, innovation, research, the social and cultural dimensions of education and national and international education policy – and to work in ever more complicated school environments. Teacher educators should be able to provide student-centred education in close cooperation with other colleagues. As outlined in the previous chapter, the ETUCE emphasises that all teachers should be educated to Master’s level in higher education and, of course, teacher educators must have the qualifications required to be able to teach at that level.

In addition, the Commission stated in its Communication on Improving the Quality of Teacher Education (3.8.2007) that those responsible for educating teachers (and for educating teacher educators) should possess practical experience of teaching and have attained a very high standard in the skills, attitudes and competences demanded of teachers. The ETUCE welcomes this statement. Teacher educators of professional studies need to be part of the teaching profession and have a suitable teaching qualification.

Unfortunately at present in most of the Member States many universities do not provide the highest level of studies in education. In fact, all teacher educators should have the opportunity to be educated at university so as to fulfil the high demands placed on them. All those employed specifically as teacher educators must be given opportunities and support enabling them to study for a Doctoral Degree in education or another subject closely connected to teaching. Tutors and others who supervise or teach practice should in the future have a Master's Degree. It is necessary to provide them with opportunities to achieve these requirements. Vocational education needs trainers who work as mentors out in the workplace. They must be required to have competence in their subject and its pedagogy.

The ideal qualifications are not yet established everywhere in Europe, but they should be seen as a goal in order to guarantee the improvement of teacher education. For the moment it is necessary to recruit teacher educators who meet at least the current requirements. In the near future many teacher educators will retire and will have to be replaced; thus many more teacher educators will need to be educated and recruited. This must be taken into account both at EU level and in the Member States.

Working environment of initial teacher education

A good working environment with modern equipment is needed to make teaching more efficient and learning easier. The teacher/student ratio must be reasonable to permit an individual approach in teaching.

The diverse cooperation of educators locally, nationally and across Europe which is now expected will only be possible with adequate resources and well-organised opportunities. Local, national and European networks are needed for working together with colleagues from other institutes and other sectors.

Mentors in the induction phase

The ETUCE believes that systematic, mandatory programmes of guidance and support for newly qualified teachers during the first year of professional life should be both a right and an obligation for the newly qualified teacher. Mandatory programmes of guidance must take place in close cooperation between the newly qualified

teacher, the school/work place and the teacher education institution. Of course, when implementing policies for the induction phase it is necessary to take account of differing national cultures and policies and to respect differences in educational systems. This goes for continuous professional development in general.

Mentor teachers should be in charge of providing teacher induction, often in cooperation with the school principal and other senior teachers. They must support newly qualified teachers in the process of reflecting and planning their professional development. An induction model demands involvement and cooperation between several parties: the school leader, the mentor, the teacher and the teacher training institution. The mentor should be the closest partner for the newly educated teacher and support their adjustment and personal growth. The teacher is responsible for their own professional development and the teacher training institution should engage in mentor training and develop seminars around the support programmes for newly qualified teachers.

Mentors in initial education as well as in the induction phase should be fully qualified and experienced specialist teachers. They should be expected to demonstrate relevant skills, understanding and professional characteristics and be up to date, and have such knowledge of current best practice so that they can fulfil their delegated responsibilities for staff development. Employers must, therefore, provide the means by which such skills, understanding and characteristics can be established, adequately assessed and enhanced.²⁶ Mentors need not necessarily be the longest-serving teachers: they may be experienced younger teachers provided they have successfully integrated their teacher education and practice, and are able to share their knowledge and enthusiasm with new teachers.

Educators of in-service training and professional development

In most cases, in-service and further education are not provided by initial teacher education institutes. In some countries, educators who run professional development programmes are teachers working only temporarily as teacher educators.

The ideal situation would be to have professional development of teachers integrated into initial education institutes, i.e. universi-

²⁶ On the induction phase and the role of mentors, see also chapter 6.



ties or colleges. This would ensure that educators have the right qualifications and skills and provide teachers with intellectual challenges enabling them to strengthen their critical reflection on their own practice by becoming acquainted with the latest research within their field. It goes without saying that schemes whereby experienced teachers run continuous professional development programmes are also highly valuable. Crucially, a balance must be ensured whereby teachers have access to various programmes provided by both teacher educators and by experienced teachers temporarily working as educators. These formal methods, however, could be supplemented by informal options. European-level cooperation in providing further education should also be strengthened.

Professional development and working conditions of teacher educators

In order to meet the demands placed on the profession, all teacher educators - including mentors at schools - should be given the opportunity to undertake proper lifelong learning of their own. Ongoing professional development is a must. Both time and financing should be made available. Agreements should be reached to allow sabbatical years for professional development. This must include provision for qualified replacement staff. Educators also need access to research facilities within the teacher education institute in order to carry out research to develop both their individual and general knowledge of teaching and education.

Career development should be possible as should opportunities for horizontal mobility within the profession.

In the European context, programmes for long-lasting exchanges and studies are needed in the EU and EFTA countries, and there must be general European cooperation in this field. The new Lifelong Learning Programme will increase support for teacher mobility and for cooperation projects between teacher education institutes.

The Comenius programme includes opportunities for mobility, cooperation, studies and networks for teachers, some of which are also available to teacher educators. Teacher educators and their institutes should also make full use of the Erasmus and Leonardo da Vinci programmes for personal development, networking and cooperation.

Moreover, individual mobility should be possible for educators, enabling them to work abroad and return with increased knowledge, experience and ideas without running up against practical problems. Mobility fosters an exchange of knowledge.

The working conditions and status of teacher educators at universities and colleges need to be competitive and their careers attractive. With regard to mentors, the ETUCE is seeking to ensure that appropriate incentives are available to permit recruitment and retention of qualified mentors, including a salary and/or time allowance commensurate to the workload arising from the demands and responsibilities of the role as a mentor, salary policies which reflect the increased workload and responsibility of mentors and acknowledgement of the experience and knowledge gained through continuous professional development.

Chapter 5

Recruitment and retention of teachers





The recruitment of teachers is a growing problem in a number of European countries. Many teachers will retire within the next 5 to 10 years and it is proving difficult for the teaching profession to recruit enough qualified teachers to meet with demand. At the same time, trends show that increasing numbers of teachers are leaving the profession after just a few years, which is a big problem in some countries.

The European Commission estimates²⁷ that the EU needs to attract 1 million new qualified teachers over the next 10 years, just to replace those retiring. Figures for the EU also indicate that the great majority of teachers retire from their profession as soon as they are offered an opportunity to do so.

Although there will be considerable differences amongst and within Member States, it is estimated that the birth rate in the EU-27 will increase over the next 10 years and that the number of students in education systems will increase in general, if the aim of young people completing an upper secondary education is to be achieved (cf. EU benchmarks²⁸). Immigration into Europe is equally expected to increase the number of children and young people entering the education system.

The Member States and their public authorities will need to develop planning systems which can forecast the demand for teachers in line with these demographic changes and with the requirements of such policy decisions as reductions in class sizes and which will ensure that there are sufficient initial teacher education places available to meet these informed forecasts and plans. The ETUCE warns that the risk of a significant shortage of teachers is very real in several Member States and demands that governments plan the intake into teacher education according to the need. However, the ETUCE does not believe that a recruitment system based on quotas is the solution. Governments, employing authorities, teacher education faculties and teachers through their trade unions must all be involved in a comprehensive workforce planning exercise to ensure that the supply of teachers is maintained and to ensure that teachers are offered high quality placements in schools during their pre-service education.

In a survey carried out by the ETUCE in 2006²⁹, 57% of the participating member organisations agreed that attracting qualified candidates to teacher education is a problem. Problems of attraction are mainly reported in northern (except Finland) and central Europe and less often in southern and eastern parts of Europe. The survey also presents some of the reasons given for the problem of attracting qualified candidates: low salaries, low status, bad reputation/publicity, limited career possibilities, poor working conditions and unemployment within certain subjects.

In addition to the general problem of attracting and retaining qualified teachers, a majority of countries represented in the ETUCE have difficulties attracting male students and minority students to the profession. In 2002, over 70% of primary school teachers in all EU countries (except Luxembourg) were women, with four countries (Italy, Latvia, Lithuania, and Slovenia) even recording female representation of more than 95%. At lower secondary school level, the percentage of women teachers is less dominant although they are still in a majority, while at the upper secondary level the percentage ranges between 34% (Malta) and 76% (Latvia).³⁰ A recruitment policy must be put into effect which seeks to attract a teaching body that reflects the full spectrum of society in terms of gender, class, ethnic origin, religion, sexuality and degrees of disability.

If the profession fails to attract new teachers and retain the good staff who are already in schools, many countries will suffer from a lack of teachers, and subsequent employment of untrained teachers in schools. Research results demonstrate³¹ that the quality of teachers and their teaching is the most important factor in relation to the benefit students draw from education. The school is at the top of the political agenda all over Europe, and so is the need to increase the quality and professionalism of education systems. Consequently, it is vital for the profession to be in a position to recruit and retain qualified teachers.

Some countries are already facing the challenge of dormant teachers (those inactive or working outside the profession). Given that initial teacher education equips graduates with a range of skills that are also highly useful in other professions, it is inevitable that some graduates may choose a career outside teaching from the outset. Some may wish to take up a teaching post at

27 *Progress towards the Lisbon objectives in education and training*, p. 6. Commission staff working document, 2006

28 *Progress towards the Lisbon objectives in education and training*, p. 14. Commission staff working document, 2006

29 *Trends in Teacher Education*, p. 8-9. ETUCE, 2006

30 Eurydice 2005, p. 234-236

31 OECD: *Teachers Matter*, p. 12. OECD, 2005

a later stage in their career. Equally, students in other degree programmes may wish to switch over into a teacher education programme. Experienced professionals from other educational backgrounds may likewise be attracted to teaching and wish to re-qualify as a teacher. Entry into teaching by mature candidates can be a valuable source of high-quality teachers provided that adequate re-qualification is achieved. This two-way fluidity is inevitable and it is essential for recruitment policy to take due account of this. The problem, of course, occurs when a country faces a lack of qualified teachers. Often this leads to an increasing number of teaching posts being occupied by persons without a teaching qualifications, or a cut-down of teaching posts which in turn leads to a higher teacher:pupil ratio. In some cases, governments have chosen to shorten the length of teacher education in order to counter the teacher shortage. All such short-term responses evidently worsen the quality of education. The ETUCE equally stresses that developing programmes that facilitate alternative and more flexible routes into the teaching profession must not be used by public authorities as an excuse to reduce investment in teacher education or to come up with easy solutions to address immediate crises in recruitment.

But how can teachers be drawn back into the profession once they have been out? What has to be done if Europe is to recruit and retain teachers on a larger scale? And how can the ETUCE work to strengthen this field?

The status of teachers

Although there are still significant differences across the EU Member States, the decline of the status of teachers in society is a problem throughout Europe.

In the "old" EU Member States many teachers are experiencing a weakening of confidence from the state in the professional work they carry out. Since the 1990's many countries have seen increased centralisation in the regulation of the education sector with a greater focus on centrally regulated quality assurance of the entire education sector. Many teachers see this as an inspection, often ill-informed and/or motivated by narrowly defined political interests, of their work and lack of confidence in them as professionals.

The increased focus on quality assurance and efficiency improvement has resulted in new legislation in many countries, including the intro-

An Example: Role models for teacher education and teaching

The Danish minister of education has established a body of role models to attract young people to teacher education. 40 student teachers and newly qualified teachers will work as ambassadors for teacher education and teaching on high schools and in the local community. The task is among other things to put teacher education and teaching on the agenda through stories about professional teachers.

duction of national tests and publication of the corresponding results leading to a simplistic ranking of schools' performance.

In recent years, the role of international surveys, such as PISA, has been gaining ground in the debate about schools and teachers. The media often focus on the problems in schools and other educational centres and on the negative stories rather than the positive ones, which may be a contributory factor in the falling interest in the teaching profession.

In some of the new EU Member States, the trend is towards state decentralisation of responsibility and management, including for the education sector, to the local level. In some cases the local authorities concerned have not had the necessary competence to take on the new tasks. If adequate training has not been provided as part of the decentralisation process, local authorities may have little experience in delegating responsibility, in recognising professionalism and in supporting collegiality and, at the same time, they may not possess detailed knowledge of the education sector, its concrete framework and conditions. This may result in "de-professionalisation" of the education sector.

In cooperation with the national teacher organisations, the ETUCE will work to:

- strengthen/preserve the professional autonomy of teachers
- increase confidence in the teaching profession
- disseminate positive stories about the teaching profession
- ensure that those responsible for the education sector have the necessary expertise
- expose the reasons for loss of status of teachers
- acknowledge and encourage mobility within and outside the teaching profession.



Teacher education at Master's level

Raising the level of qualifications of teachers is arguably one of the most important means to raise the status and attractiveness of the teaching profession. As outlined in chapter 3, it is the ETUCE's firm belief that in the light of the complexity of the job of teaching today, all teachers should as a minimum be educated at Master's level. In the context of recruiting qualified candidates into teacher education it is however also important to recognise that teacher education is important in its own right. In addition to ensuring that the career of teaching is attractive, teacher education itself must be rendered attractive as a course of study.

Working conditions

Many newly trained teachers get a shock when they begin working in the school and face the full reality of teaching. In spite of practice periods during their study, it can feel overwhelming to be alone with the responsibility for one or more classes. One major problem is that an increasing number of teachers leave teaching after just a short period.

Part of this 'practice shock' can be prevented by offering assistance to the new teachers when they are employed. This could be in the form of introduction arrangements, mentoring schemes, tutoring, supervision or networks (see chapter 6).

The OECD³² indicates that bad working conditions are often the reason why teachers leave the profession. This is mostly due to an excessive amount of work, lack of resources, time and support and the handling of difficult students and parents. There is no doubt that enhancing the working conditions of teachers, particularly reducing the workload, would significantly increase the attractiveness of the teaching profession.

In order to attract and retain teachers in the profession the teacher's job has to offer possibilities for career development. Career development may be partly about advancing to a higher position, e.g. as leader, and partly about making a career within one's subject area. This is important, as professional development may be motivated by a wish for a professional lift within the subject area at least as much as a wish to move on from the profession or

from the classroom into school management. It is important that those teachers who do not wish to move to positions of greater management responsibility are afforded equally accessible and satisfying opportunities for professional and career development. The wish to teach and work with children is indicated as the main reason for becoming a teacher in many countries³³. Therefore it is vital that teachers are given opportunities for education and career development related to their professional expertise and interests. Career development possibilities should also include possibilities for teachers to undertake periods of practical training in companies. This is as relevant for teachers in general education as it is for teachers in VET schools.

As mentioned above, a large group of teachers are due to retire within the next ten years. In order to secure a sufficient number of teachers in schools, it is necessary to focus on arrangements that encourage experienced teachers to continue working in schools. According to the ETUCE survey on trends in teacher education,³⁴ 68% of the participating organisations have developed strategies to retain teachers in the workforce. The ETUCE members are agreed on the incentives needed to make it attractive for senior teachers to continue working up until retirement age and thus keep their valuable experience in the school: through salary policies and improvement of working conditions including more flexible patterns of employment for those who wish, e.g. reduced working time, and the right to high-quality professional development.

An attractive pay structure is decisive in attracting and retaining teachers in the profession.³⁵ The increased demands being placed on teachers and the current teacher shortage must be reflected in pay levels as well as pay progression. In some countries within the EU salaries are extremely low – compared to general costs – for those teachers who are at the beginning of their career. This affects the motivation to teach and to stay in the profession. In the period 1994–2002, teachers' relative salaries fell relative to GDP per capita in the OECD countries.³⁶ Teachers' salaries – both the starting salary as well as the rate of progression and the salary for the experienced teacher – must be competitive with comparable professions in order to attract and retain able candidates in the profession. There

32 OECD: *Teachers Matter*, p. 199. OECD, 2005

33 OECD: *Teachers Matter*, p. 68. OECD, 2005

34 *Trends in Teacher Education*, p. 17. ETUCE, 2007

35 The European Commission recently quoted several research studies which had found pay level to be a decisive factor in taking up and staying in the profession, especially for men.

See the Communication: *Improving the Quality of Teacher Education*, 2007, p. 9–10

36 OECD 2005, p. 77

is in general a wide gap between the expectations of teachers and the attention given to their working conditions and salary level. In some countries, teachers work under very difficult conditions, e.g. where the actual working time per week by far exceeds the norm set by law, or where the low salary level forces teachers to take on a second job, or where the number of contact hours set by law is so high that it leaves limited time for other important tasks in a teacher's job such as preparation, evaluation, etc. There is no doubt that the quality of teaching suffers and the teaching job becomes less attractive when teachers are given difficult circumstances under which to work.

In some countries precarious employment conditions, notably short-term contracts, are becoming an increasing problem – especially for newly qualified teachers. It is evident that this situation only adds to the problem of retaining teachers in the profession and must be countered.

In cooperation with the national teacher organisations, the ETUCE will work for:

- employers to secure a good start for new teachers
- all teacher organisations to develop strategies to improve teachers' working conditions, including strategies for collective bargaining, e.g. a light workload for teachers entering the profession
- all teacher organisations to inform teachers about their rights on the labour market
- guaranteed development possibilities, including continuous in-service training and further education
- improved arrangements to be established by employers for senior teachers
- teachers' pay level to correspond to the length of their education and to comparable professional career developments in society
- attractive professional pay levels and career progression for teachers.

Working environment

The working environment has a substantial influence on job satisfaction, and this also goes for the school. Stories of poor working environment influence young people who are considering whether to apply for teacher education, and cause established teachers to leave the job. Consequently, a good working environment is decisive for securing the work of teachers, but also for recruiting

and retaining teachers in the profession.

School management is also important for teacher retention. A collegial approach to management contributes to creating a positive and stimulating environment by supporting teachers, helping them to navigate through schools that are often very complex and where many demands and expectations are placed on them and above all by recognising their contribution to the development of the school. The importance of good staff relations cannot be underestimated and these relations need the support of pro-active policies. Schools that encounter staff relations difficulties should have access to support services to help solve the problem.

Most teachers and school leaders are enthusiastic about their profession – this is good for job satisfaction, for students, for the workplace and, in the long term, for society. But if the teacher is to stand up to the job, there must be space for reflection and personal development. If a person is constantly met with demands of change and new tasks, there is a risk that these changes will be seen as threats. This will be even more the case where these demands and tasks are derived from an agenda which seeks to limit teacher autonomy and impose bureaucratic models of accountability based on outdated theories of line management or from a political agenda which denigrates public service and seeks to open this up to needless marketisation.

It is essential that the safety and well-being of teachers is looked after. Teacher stress and burnout are major occupational illnesses among teachers. There is little acknowledgement among policy-makers of the pervasiveness of stress in teaching and its impact on the quality of teachers' personal lives, on their classroom practice and on the school community in general, and national strategies are still lacking in a number of countries. The ETUCE recently took new action to remedy this lack. During 2007, the ETUCE undertook a new survey among its affiliates on work-related stress in teaching with a view to supporting teacher unions in implementing the European Social Partners' cross-sectoral framework agreement on work-related stress from 2005. The ETUCE regrets that the issue of stress at work has so far not been a part of the European Commission's 5-year Strategy on Health and Safety at Work.

The possibility to participate in and exert an influence on the working environment, representation on the governing bodies of schools and a role in collective decision-making have a positive



impact on teachers' working environment and job satisfaction. Such participation and collegiality must be genuine rather than trivial or tokenistic. This goes for pupils and students as well.

More and more teachers are exposed to violence in relation to their work. Violence can be physical, including hitting, kicking, biting, throwing objects etc. Violence is more often psychological, such as threats, harassment, verbal bullying etc. Such psychological violence must not be regarded as less important than physical aggression. Both the public authorities and the school must ensure that teachers are protected as best as possible from physical and psychological violence and threats. In 2008, with funding from the European Commission, the ETUCE is undertaking a project aimed at sharing experiences and identifying good practices among teachers' unions in the EU on their strategies for combating violence in schools.

In cooperation with the national teacher organisations, the ETUCE will work to ensure that:

- teachers are ensured a good physical and psychological working environment
- teachers receive support from management and respect for the teaching job
- teachers' working time corresponds to the demands placed on them
- teachers have an influence on and participate in their working conditions.

Continuous professional development





A lifelong learning perspective

There is widespread agreement that the initial education of teachers cannot provide them with all the knowledge and skills needed to handle various tasks throughout their future professional life. Becoming a teacher is increasingly acknowledged to be a gradual process, which means that teacher education must be seen as a career-long process placed within the context of lifelong learning.

One of the key features of the 1994 ETUCE statement was the emphasis it placed on teachers' continuous professional development. Given the rapidly changing nature of society and the amount of new expectations and challenges currently confronting teachers, the need for continuous professional development is even more important today, not least in order to meet the challenges deriving from the expectations set out in the Lisbon Strategy.

Throughout their careers, teachers face strong demands to continuously update their knowledge and skills due to the introduction of, for instance, new curricula, changes in the characteristics and learning needs of students or new research on teaching and learning. Thus, teachers need appropriate in-service training which enables them to build constructively on the foundation of their initial training (Eurydice 2004, OECD 2005).

In the perspective of lifelong learning, the teaching profession should be seen as a continuum which includes initial teacher education, induction and continuing professional development and in which each phase must take account of the others. The concept of continuous professional development must not only refer to the importance of lifelong learning, but also to coherence between initial and in-service education. The ETUCE believes that strong partnerships between teacher education institutes, teacher trade unions and working life are necessary to promote maximum consistency and continuity in all the phases of the continuum. At the same time it is important to underline that professional development should not only be a response to system and school needs. Teachers also need personal enrichment through their professional development.

Continuous professional development – the status quo

Although professional development is now receiving more policy attention, it is still often fragmented and limited in scope. Teachers' participation in professional development varies widely across countries as well as within countries. In most countries there is no minimum requirement for teachers to engage in professional development. In those countries that have set minimum requirements, the requirement is most commonly five days per year (OECD, 2005). The 2000 PISA survey indicated that an average of about 40% of teachers had attended a program of professional development in the previous three months. In general, almost all countries report difficulties in updating teachers' skills (OECD, 2005). The OECD report from 2005 suggests that there is more extensive teacher participation in professional development than the minimum requirements would imply. It is, however, difficult to estimate and analyse the actual amount of teacher participation (e.g. also ETUCE 2007). This is partly because professional development encompasses a large variety of activities which may be defined as formal, non-formal and informal.³⁷

A survey carried out by the ETUCE in 2006 showed that about half of the participating member organisations considered the conditions of continuous professional development to be unsatisfactory. Continuous professional development was an integrated part of the conditions of employment in only half of the organisations, for 35 % 'to some extent'. Furthermore, merit awards in relation to continuous professional development were granted in half of the countries concerned, but only 27 % noted unreservedly that merit awards were part of a collective agreement.

The most typical form of reward is a salary increase or the possibility of a career move (indirect). The survey also showed that 72 % of the participating organisations had developed strategies for continuous professional development, in which making CDP an individual right for the teacher was a top priority.

The extent to which professional development is relevant for the individual teacher and the school is an important question.

³⁷ *Formal learning* refers to learning through a programme of instruction in an educational establishment, adult training centre or in the workplace, which is generally recognised through a qualification or a certificate. *Non-formal learning* refers to learning through a programme, but is not usually evaluated and does not lead to certification. *Informal learning* refers to learning resulting from daily work-related, family or leisure activities (OECD).

More than half of the organisations that took part in the ETUCE survey were dissatisfied with the quality, the quantity and the subjects offered in in-service and postgraduate training. While the main concern is to ensure that all teachers can access the right to in-service and post-graduate training, questions of quality and subjects offered are equally important. The ETUCE welcomes the words spoken by European Commissioner Ján Figel' at the conference in Lisbon in 2007, underlining that access to a well-resourced system for continuous professional development is crucial.³⁸

The ETUCE also believes that the OECD's Teaching and Learning International Survey (TALIS) will expand knowledge on teachers' continuous professional development in the future. TALIS is the first international survey where the major focus is on the learning environment and the working conditions of teachers in schools. The survey report will analyse the level and types of professional development undertaken by teachers and its perceived impact; the support teachers receive for undertaking this professional development; their professional development needs; and how professional development is incorporated into the feedback received by teachers (OECD 2007).

Continuous professional development – ETUCE Policy

- The ETUCE asks that all teachers, including teacher educators and mentors in the work field, are guaranteed continuous professional development and that continuous professional development is integrated systematically into the teaching profession. Teachers who are employed on a part-time basis must be as fully entitled to professional development and support as those who are employed on full-time contracts.
- Continuous professional development of expertise and skills for teachers should be both a right and an obligation for the individual professional. Continuous professional development must be a result of a personal motivation as well as an external demand.
- While teachers have a right and an obligation to undergo continuous professional development, the managers of school systems have an obligation to provide the necessary range of opportunities including drawing upon courses and post-graduate training of high relevance and quality, which teacher

education institutions have an obligation to provide.

- Selection for and access to professional development must be provided in a way which recognises the interests of the individual teacher as well as the priorities of the school and ensures that allocation of resources is fair and transparent. Building the right to and the conditions of CPD into contractual agreements and teachers' conditions of service is a powerful means both of ensuring that provision is made and that teachers have ownership of their own professional development.
- All forms and patterns of development should be considered, from whole school staff development activities, personalised coaching of teaching skills and sustained sabbaticals. Professional development must be flexible.³⁹ For teachers and trainers in VET schools, periods of practical training in companies should be made available as part of continuous professional development.
- The employers of teachers and teachers themselves must recognise their responsibility for ensuring that, throughout their careers, teachers are able to adapt and update their professional skills. Employers must create conditions in which, in consultation with teachers, well-planned professional development policies can be agreed, so that professional development is an integral part of the teacher's career, beginning with the induction phase.⁴⁰
- Proper quality assurance mechanisms must be in place to ensure the quality of programmes of continuous professional development for teachers.

There must be a mutual understanding between teachers, their employers and the public authorities to facilitate lifelong learning and the professional development of teachers. Teachers must recognise the importance of acquiring new knowledge and competences and engage in professional renewal and updating. The authorities must launch consistent national strategies ensuring that professional development is an entitlement for teachers, in practice and not only in theory. When continuous professional development is compulsory, the government must provide the funds. However, improving access to and funding of continuous professional development must not be done at the cost of lowering the quality, funding and importance of initial teacher education.

³⁸ Portuguese Presidency of the Council of the European Union Conference 'Teacher professional development for the quality and equity of lifelong learning'

³⁹ Quoted from ETUCE 1993, pg 51

⁴⁰ Quoted from ETUCE 1993, page 46



The intensified demands of social and educational change require continuing professional development to be an integral part of teaching and not a bolt-on extra or a second-rate priority. Continuous professional development must be built into teachers' careers from the outset. It must be acknowledged that the development of teaching methods and new skills requires practice, feedback and training in the post, as well as time available outside the classroom. A prime resource is the provision of time for teachers to prepare and to work and plan collaboratively. Teachers need time to reflect collectively with their colleagues on their practice to a much greater extent than is possible today.

It is essential for teachers' continuous professional development to be planned in such a way that their absence from school does not have negative consequences for pupils and/or colleagues. Professional development must be an integral part of a teacher's career so that time is made available when planning a teachers' work scheme, or if not, a fully qualified substitute teacher must take over the classes in their absence.

Access to professional development must be facilitated for all and training opportunities must be more diversified in terms of content and methods. The ETUCE will work to ensure that:⁴¹

- Sufficient time is provided for teachers to have guaranteed professional development
- Continuous professional development is covered financially by the employer at national and/or regional level (No financial costs must fall on individual teachers, as a result of the need to undertake compulsory professional development.)
- Continuous professional development is included as part of central and local collective agreements
- Quality in-service training is provided continuously as an integral part of professional life
- Teachers are guaranteed access to lifelong learning schemes
- Cooperation between schools, teacher education institutions and/or research centres is an integral part of the professional development.
- Any evaluation or appraisal system is based on trust and the acceptance and cooperation of teachers. To be credible, systems of professional development must avoid any suspicion of patronage and therefore must ensure that any merit awards, whatever their form, are conferred through a process agreed by

collective negotiation and agreement.

- Fully qualified substitute teachers are available to take over classes when teachers are away for continuous professional development, if the professional development has not been planned in such a way so as to not interfere with a teacher's teaching scheme
- The experience and knowledge gained through continuous professional development is officially acknowledged and given appropriate credit, according to content and level
- Relevant competences gained through non-formal and informal learning, such as competences achieved in practical life are recognised in line with competences obtained in formal education. The ETUCE welcomes this broad definition of continuing professional development since it permits teachers to learn flexibly and in ways which suit their professional needs and interests.
- Common action programmes are developed in co-operation with stakeholders, i.e. teachers' unions, federations of local governments, the ministry of education/authorities and teacher training institutions
- Leave of absence is established, for instance on the basis of 1 term / semester every 7th year
- The role of teachers' trade unions in continuous professional development is strengthened, e.g. through relations to teacher education institutions, providing professional training, or providing information about training opportunities, in addition to the role the union may play in negotiating terms and conditions of continuous professional development for teachers through local, regional or national collective bargaining.

The ETUCE also believes that it is vital to reinforce the relationship between research and activities in the education system. The ETUCE would thus like to see greater numbers of preschool and school teachers being given the opportunity to engage in development and innovation work related to their own work, in cooperation with established researchers in universities/colleges of education. This entails that the proper conditions are put in place to enable teachers to engage in research, as they cannot be expected to do this on a regular basis on top of their teaching duties.

Teachers must be encouraged to share their expertise and experience more systematically. There is a growing interest in ways to build cumulative knowledge across the profession, for example by

⁴¹ ETUCE Statement 2005: Europe needs teachers – Hearing on Teacher Education and ETUCE 1993

Textbox E

Teachers' continuous professional development guaranteed by the national collective agreement in the education sector in Bulgaria

Since 2004, the national collective agreement in Bulgaria covering pre-primary, primary and secondary education sectors includes several provisions on teachers' continuous professional development. The text of the Agreement is compulsory in all its parts for all its signatory bodies - the Ministry of Education, the workers' and the employers' organisations. The Agreement therefore applies to all the affiliates of the signatory parties. Workers who are not affiliated to any education trade union are allowed to join the collective agreement if their employer takes part in it.

Part III of the Agreement concerns the employment, professional development and qualifications of those working in the education sector.

Thus, article 5 of the 2007 national collective agreement provides for joint discussions between the three parties of the Agreement on the financial supplies for:

- the professional development of teachers prior to the new school year particularly as regards the professional development needed in advance of any new educational curriculum to be implemented at the beginning of the next school year
- the additional qualification for foreign language teachers
- the technological and pedagogical equipment necessary for the teaching of any new curriculum, also in foreign languages and ICT teaching

strengthening connections between research and practice and encouraging schools to develop as learning organisations (OECD 2005).

Induction phase

The point at which newly educated teachers transfer from a training institution, which has provided them with the necessary grounding, to a real school environment is of vital importance. Providing support and systematic guidance to teachers at this stage has critical

The collective agreement thus gives national teacher trade unions the right to co-decide on the necessary financial means for the successful implementation of the new curricula prior to its implementation, as well as on how the financial funds available will be used in terms of teachers' professional development. A specific attention is given to foreign language teaching and to the need for continuous professional development for foreign language teachers.

Article 6 of the same 2007 collective agreement provides for the right for teacher unions and employers to receive preliminary information by the Ministry of Education on the number of cuts in teacher positions. Consequently, national social partners have the right to jointly discuss with the Ministry of Education on the opportunities to be offered to these teachers for acquiring additional qualifications, in order to be redeployed in the national education system.

The 2008 national collective agreement, which is currently being negotiated and is expected to be signed, elaborates further the provisions in the article 5 of the 2007 agreement. Thus, the joint discussions between the three parties will additionally look at the financial supplies for the continuous qualification of ICT teachers and for the additional professional development of teachers on project work development.

implications for their subsequent professional commitment and also in preventing newly educated teachers from leaving the teaching profession after only a few years. Thus, the induction phase must be regarded as an integral part of professional development (Eurydice 2002, ETUCE 1993, OECD 2005, *Eisensmith 2007*).

Measures introduced to ease the transition of new teachers into working life are a recent and not very widespread development. However, since the beginning of the 21st century, an increasing



number of education authorities have begun to recognise the importance of this transition phase, and have planned or are planning programmes to enable new teachers to move more easily and successfully into professional life (Eurydice 2002). Still, this development is not yet widespread enough. Only half of the countries in Europe offer new teachers any systematic kind of support in their first year of teaching. Between school systems there are very different provisions for the transfer progression from initial teacher education into teaching as a full profession. For instance, the duration of programmes varies from seven months to two years. In most countries, mentor teachers, often in cooperation with the school principal and other senior teachers, are in charge of providing teacher induction (OECD 2005).

The ETUCE believes that systematic guidance and support for newly qualified teachers during the first year of professional life should be both a right and an obligation. High-quality follow-up schemes demand a *mandatory programme* for guidance and must take place in close cooperation between the newly qualified teacher, the school/workplace and the teacher education institute. The ETUCE believes that strong partnerships between teacher education institutions and schools or other educational centres are of vital importance in designing high-quality and relevant guidance programmes. As mentioned above, the nature/organisation of the induction phase varies from country to country. When implementing policies for the induction phase, there is of course a need to take account of differing national cultures and policies and to respect differences in educational systems. Solutions may vary nationally. Induction must not diminish the need to invest in initial education and secure a high level of qualification of new teachers. This goes for continuous professional development in general. Teacher unions can also play an important role in supporting new teachers in their work by providing activities for them.

Appointed mentors must support newly qualified teachers in the process of reflecting on and planning out their professional development. An induction model requires involvement and cooperation between several parties: the school leader, the mentor, the teacher and the teacher education institution. The school leader must be responsible for creating an environment that supports learning and professional development. The mentor should be the closest partner for the newly educated teacher and support their adjustment and personal growth. The teacher is responsible for their own professional development, and the teacher education institution should

engage in mentor training and develop seminars for the support programmes for newly qualified teachers (Eisensmidt 2007).

The induction phase, lasting at least one school year, should enable new teachers to develop their newly acquired competences by:

- giving them less than a full teaching timetable without a decrease in remuneration
- making attendance of a guidance programme mandatory
- providing support from mentors and other colleagues in day-to-day activities
- providing access to appropriate support resources for day-to-day activities
- offering opportunities to relate theory to practice in a systematic way.

The induction phase must be seen as a measure of shared interest and benefit for the newly qualified teacher, the workplace and the teacher education institution. Established teachers can both impart knowledge through the dissemination of their own experience and further develop their own qualifications in meeting with newly qualified teachers and the teaching institutions. Initial teacher education is improved by knowledge of the realities of everyday life of both established and newly qualified teachers. Through participation in systematic guidance for newly qualified teachers, this knowledge can be acquired by the teacher educators and used in their own teaching.

Mentors

Mentors in initial training, as well as in the induction phase, should be fully qualified and experienced specialist teachers. Teachers acting formally in the role of mentor in the induction of new entrants should be expected to demonstrate relevant skills, understanding and professional characteristics and be up to date, and have sufficient knowledge of current best practice so that they can fulfil their delegated responsibilities for staff development. Employers must, therefore, provide the means by which such skills, understanding and characteristics can be established, adequately assessed and enhanced.⁴²

In cooperation with the national teacher organisations the ETUCE will work to ensure that:

- appropriate incentives are available in order to recruit and retain qualified mentors

⁴² This paragraph is quoted from ETUCE 1994, pg. 50. See also chapter 4 on teacher educators

Textbox F

Guaranteed provision of a full year's paid induction to all teachers graduating from initial teacher education in Scotland

All graduates from an initial teacher education course in a Scottish University, both those using the concurrent model (Bachelor of Education) and those using the consecutive model (Post-Graduate Diploma in Education) are guaranteed a paid full time one year induction post in a Scottish public school.

When teachers graduate from these courses they will have attained the Standard for Initial Registration; they will then be entitled to be provisionally registered with the General Teaching Council for Scotland (GTCS) the statutory professional body with which all teachers in public schools must be registered and which is responsible for approval of all teacher education courses. By the end of the induction year they will have attained the Standard for Full Registration. Both Standards have the same format and structure which facilitates planning progression from initial registration to full registration. The maintenance of these Standards is the responsibility of the GTCS. These Standards consist of four key components:

- Professional values and personal commitments
- Professional knowledge and understanding
- Professional and personal attributes
- Professional action

All newly qualified teachers as they graduate from initial teacher education are asked to complete a simple form on which they list in order of preference five education authorities (local councils) in which they would be willing to spend their induction year. All applicants are guaranteed an induction post in one of these authorities; while their first choice of authority is not guaranteed the majority are deployed in their first or second choice authority.

The induction year involves full time paid employment in one school. During this period the new teacher is provided with a timetable which involves class commitment for only 70% of the contractual

maximum contact time of other teachers. This allows probationers space and time for induction and staff development to support entry into the profession.

Clear guidance is provided by the GTCS on the structure and content of this induction. The responsibility for providing this lies with the employing education authority (local council) and this is effected through the head teacher nominating a member of staff within the school as a mentor for the probationer. It is her/his responsibility to ensure that the probationer has access to a wide range of staff development opportunities, ensures that these match the needs and interests of the probationer and observes and discusses the probationer's teaching with her/him. Education authorities support this with training for mentors and with the provision of professional development opportunities directed at all of their probationer teachers.

It is the responsibility of the headteacher at the end of the session, using information provided by the mentor, to inform the GTCS as to whether in her/his view the probationer teacher has achieved the Standard for Full Registration. The success rate is very high. Regular reports are made to the GTCS throughout the session to ensure that supportive action can be taken if it seems likely that the probationer will fail to achieve the Standard at the end of the year.

This policy was implemented in 2002. The development and implementation of the Teacher Induction Programme is included within *A Teaching Profession for the 21st Century*, the negotiated agreement between the teacher unions, the local authorities as employers and the government.



- a salary and/or time allowance is provided that is commensurate with the workload arising from the demands and responsibilities of the role as a mentor
- mentors have the right and obligation to engage in continuous professional development
- salary policies reflect the increased workload and responsibility of mentors
- the experience and knowledge gained through continuous professional development is acknowledged.

Teacher mobility

Both the Bologna Process and the Lisbon Strategy have launched several initiatives to coordinate national policies on initial teacher education, teacher competences and qualifications.⁴³ Mobility depends on increased mutual recognition of teaching qualifications both within and across national borders. By removing barriers, these initiatives are likely to promote mobility among students and teachers. As the trend towards globalisation increases, it is likely that teachers will become more internationally mobile in the coming years.

Compared to other professions, the overall mobility of teachers and student teachers between European countries is very low (GHK 2006:5, EAG 2006, Smith 2007). And despite policy initiatives to enhance teacher mobility, there are still several constraints. Working conditions and relative wage differentials, legislation related to the teaching profession of the country of immigration and the country of origin, recognition of qualifications due to disparate teacher education systems and family and cultural circumstances (language barriers) can reduce teachers' possibilities for mobility.

It is crucial both that those who work or study in another country have their status recognised in the host country and that their participation is recognised and valued in their home country. This is, however, also difficult to achieve. Teachers' professional learning is to a large extent local in character and their teaching is related to a unique context reflecting a specific educational and cultural tradition as well as national and local educational policy (Smith 2007). Still, by focusing on core elements in teaching which correspond across national and cultural borders, mobility may be stimulated.

⁴³ European Reference Framework on Key Competences for Lifelong Learning: European Qualifications Framework

Factors which enhance teacher mobility include demand for teachers in specific subject areas and disciplines (e.g. mother tongue education due to increased immigration), mobility schemes (guidance, financial support) and regional imbalances in demand and supply within one country (GHK 2006:6).

The ETUCE believes that common principles for teacher qualifications and key competences will enhance mobility, but does not necessarily accept that differing lengths of teacher education courses for instance or variation in key competences should be obstacles to mobility. The mutual recognition of teachers' qualifications must be promoted on the basis of equivalence, not the pursuit of identically matching qualifications, with the key criterion being an individual's capacity to do the job. As well as being a mobility issue, this is crucial for ensuring a positive equal opportunities policy.⁴⁴ In order to improve the recognition of qualifications across national borders, more information needs to be made available on the content of national teacher education programmes.

The ETUCE supports the recognition of the teaching profession as a mobile profession given in the Communication from the European Commission, which says:

"... mobility is a central component of initial and continuing teacher education programmes. Teachers are encouraged to work or study in other European countries for professional development purposes..." (Improving the Quality of Teacher Education, page 12).

The concept of a teaching profession open to mobility must include mobility of teacher educators, teachers and student teachers. These three groups enjoy unequal possibilities for transnational mobility, with teachers being the group facing the fewest opportunities and most restraints or obstacles (Smith 2007). The ETUCE believes that the new Lifelong Learning Programme (2007-2013) will increase support for teacher mobility in a European context.

While teachers must be given opportunities to move from employment in one European country to another and while any artificial barriers to such cross-border movement should be removed, all pupils are entitled to receive a high-quality education that is appropriate to them. It is therefore necessary for Member States to ensure that pupils are taught by teachers who are educated to graduate standards in line with the policy expressed here and that

⁴⁴ Quoted from ETUCE 1994.

pupils are taught by staff who are aware of the cultural and social contexts within which they are working and who are fluent to an appropriate level in the language of instruction. The EU should support Member States in developing language assessment and teaching programmes which permit the development of such fluency.

Over recent decades there has been an inflow of immigrants and refugees into the Member States of the European Union. Some are highly qualified individuals, including teachers. In some cases such teachers have found it difficult to gain employment within the Member State in which they are living, sometimes due to legal barriers preventing all refugees from seeking employment, sometimes because of difficulty in proving that they have the appropriate qualifications and experience. The European Union should seek to ensure that Member States do not place unnecessary barriers in the way of such teachers gaining employment and should support states in developing language programmes and any additional support required to ensure such teachers can work effectively in the schools in the country in which they are resident.

A mobile teaching profession must encompass both flexibility between different levels of education and mobility across countries. Enhanced flexibility (across countries or between different levels of education) is important for broadening teachers' skills and for teachers own career development possibilities. Mobility provides many benefits for the individual student or teacher concerned, as well as for school systems. The possibility to qualify to work at different levels of education is important for teachers' continuous professional development.

The ETUCE believes that mobility is an integral part of professional development and must be recognised as such. Recognition of the knowledge and skills acquired during studies or working abroad is an important incentive for enhancing mobility among teachers. Teacher mobility may provide a balanced supply of posts in all regions and countries. Despite this, teacher mobility must be voluntary and not be used by governments simply as a means of solving problems of teacher supply in different levels of education or across regions, or of cutting the costs of educating or employing teachers. Nor must mobility policies deprive economically disadvantaged areas of their qualified teachers.

The ETUCE believes that mobility is important in preparing teachers to face the many challenges of multicultural classrooms, and agrees

with the following recommendations given by an expert group within the European Commission to national and regional policy-makers with a view to enhancing mobility:

- "Mobility projects for teachers should be facilitated and promoted as an integral part of initial and continuous professional development programmes.
- Initial and continuous professional development programmes should ensure that teachers have the knowledge and experience of European co-operation to enable them to value and respect cultural diversity and to educate learners to become EU citizens and globally responsible.
- Opportunities to study European languages, including the use of specialist's vocabulary, during initial teacher education and in continuous professional development programmes should be available and promoted.
- Priority should be given to developing greater trust and transparency of teacher qualifications within Europe to allow for mutual recognition and increased mobility"⁴⁵

The ETUCE itself could set up a teacher education network with the specific task of providing support to professional development at a European level and in the first instance sharing information on best practice. It could:

- Provide professional development programmes and support cross-border development of regional cooperation between schools and universities/teacher education institutions;
- Provide virtual campuses for exchanges of good practice and new ideas;
- Cooperate with universities/teacher education institutions to set up courses credited as part of the national teacher education provision.

In the medium term, it might attract EU funding and develop from there.

As regards teachers' occupational mobility, the ETUCE highlights that it is important to continue the current developments towards implementing structured systems for recognition of skills and experience gained *outside* education as a means of both encouraging greater mobility among teachers and providing flexible re-entry pathways into the profession.

⁴⁵ *Common European Principles on Teacher Competences and Qualifications*, Working Paper drafted by the European Commission's expert group on Teachers and Trainers (2005)



Chapter 7

Teacher education and society today and tomorrow





The ETUCE is convinced that teacher education must prepare its students to deal adequately with the demands of today's societies. This chapter differs in nature with the other contributions of the publication as it more generally reflects on a limited number of specific issues we consider to be relevant to teacher education.

The ETUCE aims to set the future of teacher education in Europe in the broad social and economic context in which teachers and the education system must work. In particular, this chapter aims to set the scene and to reflect our awareness of the underlying issues, particularly regarding social change and social diversity. It is, however, important to acknowledge that there is not necessarily a single or a 'correct' mode of analysis or way forward: we must recognise that the debate will continue around these issues. It is clear that we can only provide a temporary 'state-of-the-art' and that we cannot come to final or definitive conclusions.

Nevertheless, it is of utmost importance that teachers of teacher education and their students are exposed to these debates and develop the necessary analytical tools and the values to form balanced judgments on them. We hope, nevertheless, that this chapter will provide some support in these matters, and will stimulate further reading and consideration.

It will be clearly understood that the ETUCE considers it as fundamental that teacher education not only needs to train its students in the context of dealing with diversity and increased demands of other stakeholders in education, but also to recruit a student body reflecting the diverse composition of contemporary society, support them in the most appropriate manner and provide backup in the initial professional phase and further professional development in the course of their careers.

Teachers in society

Teachers by definition work in a social, economic and scientific environment in which changes, and debate about the nature and the consequences of those changes, is ongoing. They need to equip their learners with the analytical and critical tools to make sense of this world, and to help them develop the whole spectrum of their capacities, including the capacity to be both open to new ideas and to challenge them.

It must be emphasised that teachers, as professional workers, and their unions, are important actors in society, and contribute to shape social attitudes and policies. Certainly they are not passive recipients of societal change. It is important for teachers to carry the consciousness of this pro-active social role with them into their day-to-day professional role. They carry a major responsibility for forming the future society.

A changing environment

All over the world, people migrate towards economically more prosperous areas. Migration is probably almost as old as mankind. Also ethnic diversity is not a recent phenomenon. Neither is ethnic integration or strife for that matter. Considering human history, there is nothing unique about the causes, effects and consequences. We also keep in mind that general trends also show distinguishable differences in the respective regions, and also more locally there can be specific developments.

In recent history, Europe was for a very long time mainly an emigration continent, even after the Second World War. Since the 1960's however, millions of migrants have started a new life in western Europe. Most of them came from the Mediterranean area. During the 1980's also increasing numbers came from Asia, Africa and to a lesser extent from Latin America. After the fall of the Iron Curtain eastern European people and inhabitants of the former Soviet republics also moved westwards. Europe is currently an immigration continent but still seems reluctant to acknowledge the facts.

While education must prepare all children and young people to be citizens of multi-cultural societies, specific provision must be made to ensure that there are sufficient qualified teachers in all countries who can ensure that children who have recently migrated can be supported in learning the language in which schooling is provided. In doing so, public authorities must recognise and support the rights of children and young people to develop and use their own first language. Besides dealing with education in increasingly multi-cultural societies, schools are also expected to address in more direct ways diversity and social issues such as relationships, gender and sexuality.

Changing family patterns

Increasing numbers of children live in single-parent families (usually single mothers), newly composed families, single-sex families,

co-parenthood arrangements or other forms of non-traditional living. These forms of cohabitation are unequally divided between the social strata. Parents with only a lower secondary education diploma are more heavily represented in these categories than parents with higher education degrees. The PISA studies in both 2000 and 2003 found that the rate of educational success for children of single parents is lower than that for other children. The differences are not very large, but are stable, although they differ between countries. Of the OECD countries in Europe, the differences are largest in Belgium, Ireland and the Nordic countries, while smaller and statistically insignificant in Latvia, the Czech Republic, Slovakia, Austria, Iceland and Turkey.⁴⁶ On the basis of existing research, it is not possible to give any exhaustive explanations for the effect of family structures on school achievements. But it is noticeable that in most countries the “effect of family structure persists even after adjusting for a number of other socio-economic factors”.⁴⁷ Co-operation between school and parents has a positive effect on the support given by parents to their children, hence reducing the risk of lower achievement.

Alongside the increasing diversity of cohabitation forms, we find a growing diversity of education settings. Pluriformity is also increasing within more traditional two-parent families. Most parents combine careers with family responsibilities. Divided attention between work and family increases the autonomy of the children and reduces or often alters the role of the parents in education.

Schools are expected to deal with this diversity and to take up a larger share of the responsibility for the development of the children.

People with different abilities

In many countries the debate has arisen about the place where people with other abilities should be trained. This is an attempt not only to provide an answer to the question of whether it is in the best interest of the learner with a learning difficulty to be trained either in a specialised institution or in a general school. It is also a matter of the abilities of teachers to deal with a plethora of learning disorders. At present, 2.2% of the total population in compulsory schooling in the EU is taught in special settings because of their special education needs. This average

⁴⁶ Measured by PISA 2000 and 2003; cf. European Commission: *Progress Towards the Lisbon Objectives in education and training – indicators and benchmarks*, Chapter on “Improving Equity in Education and Training”, October 2007, p. 48–49

⁴⁷ *Ibid.*, p. 50

figure has not changed between 1999/2001 and 2004/2006. However, there are variations between countries and while the percentage of pupils in segregated settings decreased in 11 countries, it in turn increased in another 12 of the 25 countries for which data are available. Between countries, the percentage varies from 0.5% (in e.g. Italy, Portugal, Sweden and Norway) to up to 4% and 5% (in e.g. Belgium, the Czech Republic, Estonia, Finland, Latvia and Slovakia).⁴⁸

The drive towards a knowledge society

The appeal for a performing knowledge society increases the economic importance of education and training. In many future scenarios knowledge is given a central role. Through the scientific and technological developments the span and rhythm of knowledge development has increased dramatically. It has a growing impact on economical and general developments of societies. It makes them more complex and demanding.

An orientation towards a knowledge society focuses attention on those who do not possess the required competencies or who are simply unqualified. There are a number of different definitions of unqualified school-leavers, and a range of estimates and figures are in circulation, of differing levels of reliability. The European Commission estimates that almost 80 million persons aged 25–64 in Europe have low levels of formal qualifications.⁴⁹ Central is the assumption that persons who did not reach a certain level of schooling do not possess sufficient competences for the knowledge society and the labour market. Governments increasingly have the tendency to reduce education to the achievement of ‘employability’ and the needs of the labour market. Teachers are in the forefront of resistance to this tendency.

Children and their parents are also expressing increased demands of education. Pressure is growing to maximise the educational potential, alongside the increasing massification of higher education.

Growing cultural diversity, the complexity of the knowledge society and the increasing speed of societal changes put a large pressure on people and reduce their certainties in life. The quality of life is increasingly dependent on the degree in which they succeed in

⁴⁸ *Ibid.*, p. 36–37

⁴⁹ I.e. persons with only lower secondary education or less. *Ibid.* p. 146



developing their competencies. Quality of life can be approached from the limited perspective of the labour market, however, in a broader perspective it has to do with other domains such as enjoying nature, culture and artistic expressions, or stable relationships. Schools are expected to take up a role in that as well.

The knowledge economy increases the importance of education and training in society. Knowledge and competences are becoming increasingly important for the individual opportunities in life and contribute to the welfare and well being of societies. More than ever we need to know about rapidly changing educational opportunities and how these are divided between groups or strata in our societies. The processes that distribute knowledge and skills have become the basis of social inequity. Education is equally part of these processes, along with the media and informal learning. The link between poverty, exclusion and qualification levels is a matter for further research. It will nevertheless have an impact on schools, staff and their training programmes.

Social factors

Social strata clearly remain the main reference in determining school success. It is less clear whether the ethnic background may also have an impact on the process through education. Some regional studies suggest that in primary education the effects of ethnic origin cannot be found. Differences can be allocated solely to the educational level of the parents. Starting from the level of secondary education, the same studies suggest that ethnic descent could have an independent effect on learning results.⁵⁰ This is confirmed by the OECD PISA study, although a large part of the differences between the performance of native and pupils with a background of recent immigration can be explained by the fact that pupils with an immigrant background have on average a weaker socio-economic background than native pupils. There are, however, significant variations between countries: the differences between the performance of native and ethnic minority pupils are lowest in Sweden, Norway, the Netherlands, Denmark and France, and largest in Belgium and Germany, although the difference in Germany is reduced significantly when adjusting for the social background factor.⁵¹

⁵⁰ Reference: R. Van Esbrouck, et.al (2007)

⁵¹ Data only available for EU/EFTA countries participating in PISA. European Commission: *Progress Towards the Lisbon Objectives in education and training – indicators and benchmarks*, Chapter on “Improving Equity in Education and Training”, October 2007, p. 51-52

Certain studies claim that education to some extent reproduces the inequities of society or certainly seems to confirm them. And yet education offers the opportunities to overcome a lack of opportunities. The gap between high and low qualified, however, is increasing and is manifesting itself as a new division line in all aspects of life: from cultural and political preferences, attitudes, aspirations and educational patterns, to work, income, health and life expectancy. The patterns have usually been established by the end of secondary education.

Although social environment, educational background of the mother and linguistic background – the use of the school language versus other mother tongues or dialects - have been recognised as strong influencing factors, a successful education career is often seen as the result of individual effort and merit. This has an impact on how people experience social inequality. Those who fail in education see that often as the result of their own mistakes and shortcomings. This often ends in feelings of guilt, and withdrawal into subcultures, reinforcing the existing division.

Economy and technology

Commercialisation is infiltrating every aspect of human life. Public authorities in an increasing number of cases shift traditional public services into the hands of commercial enterprises. Also education is facing the threat of commercialisation. In particular, the fact that public authorities fail to provide sufficient funding for education is of grave concern. As the ETUCE has stressed for many years, education is a public responsibility and needs to be funded by public means.

Current society is increasingly dependent on information and communication technology. A new dichotomy is arising between people having access to and knowledge in ICT and those who have not. At present, nearly 40% of the population aged 16 to 74 in the EU have no computer skills and more than 30% have never used a computer.⁵² This is likely to increasingly impose limits on active participation in society including the workplace. Europe cannot afford to have an insufficiently trained labour force and therefore knowledge about ICT for all is indispensable. It is the role of education to educate learners and enable them to use ICT effectively and henceforth to prevent an increasing gap in society.

⁵² Ibid, p. 83-87

The last decade has been characterised by an increasing societal demand for sustainability. This has been reinforced by the growing awareness that human activities have a severe impact on their environment. Global warming provides the clearest evidence of this. Education is increasingly expected to make its learners aware of this.

Meeting societal expectations

Within teacher education, the principles of diversity extend beyond issues related to race, gender, or physical abilities to differences in culture, lifestyle, age, background, experience, religion, economic status, sexual orientation or marital status. For the ETUCE, inclusion is the essence of a pedagogic environment where all learners have the chance to participate in creating learning successes, where all learners are valued for their skills, experiences and perspectives they bring into the classroom.

To support their efforts, schools aiming at more cultural diversity could develop local partnerships with external organisations to contribute to greater social cohesion. They should work to increase the ethnic diversity of their teaching staff, and support the recruitment and integration of staff of diverse origins.

The ETUCE stresses that schools should assess external trends and prepare for social changes. They must offer opportunities to their staff to enable them to communicate and work effectively with learners and colleagues from diverse cultural backgrounds.

To meet societal expectations teacher training institutions should attract students from a large variety of backgrounds. Their programmes have to evolve at the same pace as the surrounding society. Nevertheless, they have to remain very critical and academically independent. They also have as a social duty to stimulate the debate with the society they are part of.

Teacher education institutions should also address problems of inclusion. Increasingly large groups in society expect schools to deal with inclusive education. Learners with a need for additional support for learning – whether physical, psychological, mental or other – increasingly expect to be integrated into mainstream learning environments. The balance between specialised environments for learners with learning handicaps and general learning environments is generating fierce debate in many European countries.

Teachers will face the consequences of these debates.

Compulsory education and lifelong learning

It is noteworthy that young people entering the schools system may spend up to a third of their lifetime in (full-time) education of one form or another, to a large extent as part of legal requirements and in particular compulsory education. Never in history has this phenomenon occurred on such a large scale. This represents a major new challenge to teachers. Not only do they need to stimulate their learners throughout that span of time, but they need to meet the evolving needs of their learners throughout that long period.

In addition, current society and the labour market require people to constantly refresh, maintain or upgrade their levels of schooling. New forms and new levels of education and training are being developed. Adult learners require other approaches and other forms of educational settings, such as video conferencing, distance learning, e-communication or evening classes.

New curricula for teacher education

As the populations of today's European societies and the student population in European schools becomes increasingly diverse, educators must respond with efforts that meet the needs of all learners. They must develop culturally sensitive curricula that integrate multicultural viewpoints and histories, apply instructional strategies that encourage all learners to achieve, and review school and government policies related to educational equity.

A recent study by Eurydice found that the vast majority of EU/EFTA countries can be seen to take an intercultural approach in the school curricula (defined as 'the set of processes through which relations between different cultures are constructed'). In particular, promoting an appreciation of cultural diversity is omnipresent in all curricula. In most cases, the intercultural approach is among the general aims of the national curricula and is reflected in the subjects, skills or values that are to be developed on a cross-curricular basis. It is never a subject in its own right. However, until now there has been very little evaluation of how schools actually implement the intercultural dimension of the curricula. Only four countries have undertaken such an evaluation, which may be a



result of the fact that an intercultural approach has only recently been introduced in the curricula.⁵³

Teacher education programmes in particular are responsible for preparing future teachers to promote meaningful, engaged learning for every student or pupil, regardless of race, gender, ethnic heritage, or cultural background.

Voices calling for multicultural education are growing more audible in the mainstream, yet in many countries opposition is fierce. Multicultural education owes its momentum to a variety of interrelated factors. Foremost among these factors is the growing demographic diversity of Europe's societies that is (or should be) reflected in the nations' schools.

Academic underachievement of many minority students is a threat to societal progress and cause of severe concern. Such relatively low achievement is attributable to a complex configuration of causes, one cause being the lack of equity of opportunity to learn.

Multicultural education is even more important considering the poor conditions of contemporary race relations. A condition that was made apparent not only by relatively recent events in Central Europe, but also by outbursts of racial violence in Antwerp (Van Themsche racial shooting May 2006) or London, suburb riots in Paris, or the position of the Roma and other minorities in many European countries. But these negative trends are contradicted by a multitude of spontaneous expressions of social solidarity. Nevertheless, schoolchildren are sensitive to the existence of racism and discrimination, and they are most vulnerable to the effects of them.

Equity in learning

Individual teachers in individual classrooms and the teams in the pedagogical entities play an important role in providing equity of opportunity to learn and in diminishing the effects of racism, but more comprehensive conceptions of multicultural education capture the school's crucial role as well.

Multicultural education could be defined as a comprehensive effort designed to increase educational equity for a range of cultural, ethnic, socio-economic groups. This suggests that existing concepts

of education are inadequate for promoting multicultural equity. And it is the same concepts that have given shape to the training of teachers in the past. Their education may have been either characterized by the process of assigning students to different groups, classes, or programs based on measures of intelligence, achievement, or aptitude, or by instruction that appeals to a limited range of learning styles, or curricula that did not include the contributions of people of diverse cultures. Competition, which implies that equitable outcomes are not possible, is an underlying concept of this type of schooling.

The ETUCE stresses that education for a multicultural society should strive for equity of opportunity to learn, largely through the convergence of three practices: diversity in group, interactive instruction that appeals to a wide variety of learning styles, and an inclusive curriculum.

From a multicultural perspective, all students should receive an education that continuously affirms human diversity, a programme that embraces the history and culture of minority or racial groups, and that teaches people to take charge of their own destinies. With regard to teaching, a multicultural perspective assumes that teachers will hold high expectations for all students and that they will challenge those students who are trapped in a cycle of poverty and despair to rise above it.

Yet neither the educational experiences nor the backgrounds and attitudes of prospective teachers seem to equip them sufficiently to participate in the culture of schooling envisioned for an increasingly pluralistic society. Overwhelmingly white and middle class, prospective teachers in Europe are typically monolingual, and they bring only limited intercultural experience from their own backgrounds.

Integrating education

To address these issues, we face the importance of integrating multicultural education within the teacher education curriculum. According to a study by Eurydice, topics associated with an intercultural approach are included in curricula for initial teacher education or in-service training in all EU/EFTA countries except Estonia and Bulgaria. However, it varies whether this entails developing an intercultural approach via certain subjects (e.g. foreign language, the language of instruction, geography, history) or specific modules

⁵³ Eurydice: *Integrating Immigrant Children into Schools in Europe* (2006). Data from 2003-2004, p. 57-61

training teachers for an intercultural approach, e.g. training in the ability to handle relations between pupils of different cultural origin.⁵⁴ These approaches must not be seen as mutually exclusive.

The ETUCE stresses that an effective teacher education policy for the 21st century must include as a major focus the education of all teachers, in composition mirroring the complex fabric of society, in ways that will help them receive the competences (knowledge, skills, and attitudes) needed to work effectively with students from diverse backgrounds.

To be effective and equitable teachers, education students must understand and appreciate human diversity. Teacher education should therefore include broad education, not only an initial course in multicultural education but multiculturalism throughout the teacher education curriculum. This should be supported by field experiences in a multicultural setting that are challenging the cultural competency of each student.

The task facing programmes of teacher education is enormous, for amounts to no less than preparing students to serve as effective teachers for every pupil. It means that teacher education programmes must emphasise cultural sensitivity, linguistic diversity, and instructional strategies for teaching culturally diverse classes. Of importance in undertaking this task is the understanding that multicultural education is for all learners, all classrooms, and all educational institutions. That means, regardless of demographic composition or location (cities, suburbs, small towns or rural areas).

Interactive education

Teacher education cannot ignore such issues as the increasing threat of commercialisation, the increasing impact of ICT and the call for sustainability. As society has great expectations towards its schools, teachers need to be prepared to deal with these matters. Teachers are not only crucial in their contribution to critical reflection on society, they also need to prepare their learners to adapt a similar reflective approach to their environment. In that perspective, education and its staff needs to maintain its independence. It is therefore one of the main responsibilities of the civil society to fund and to protect education as a public service.

ICT is becoming a major factor in current societies, and it is an unavoidable aspect of daily life particularly for children and young people. It can also be a useful tool in learning activities. Teachers need not only to be aware of the growing impact, but also to make creative use of the opportunities offered, and be critical of the limitations. A recent EU survey found that over 90% of classroom teachers use computers to prepare lessons and 74% also use them as a teaching aid, although there are differences between countries ranging from 95% in the UK and 35% and 36% in Greece and Latvia. The survey did however not give any information about the extent to which ICT was used for specific pedagogical purposes.⁵⁵

If humanity hopes to survive, the only perspective is aiming at a sustainable environment. Again education has to make learners sensitive to sustainability and make them sufficiently critical for PR exercises that have little to do with effective sustainability that contributes to the survival of the different forms of life we currently know and should safeguard for the future generations.

Education for diversity

The task of preparing prospective teachers to serve as effective teachers for all learners must be approached holistically. Teacher educators should emphasize multicultural education to ensure equity of opportunity to learn, both in the teacher education classroom and in the future classrooms of students. Teacher educators should use multicultural education to targeting those preconceptions of students that are relevant to educating school children of and for diversity.

Students in teacher education should be helped to develop a clearer sense of their own ethnic and cultural identities and also to examine their attitudes toward other ethno-cultural groups. They are to be taught about the dynamics of prejudice and racism and how to deal with them in the classroom. Of relevance also, are the dynamics of privilege and economic oppression and about school practices that contribute to the reproduction of societal inequalities. Teacher education curricula must address the histories and contributions of various ethnic and cultural groups.

⁵⁴ Eurydice: *Integrating Immigrant Children into Schools in Europe* (2006). Data from 2003–2004, p. 62–65

⁵⁵ Empirica (2006) "Benchmarking Access and Use of ICT in European Schools 2006"; cf. European Commission Staff Working Document: *Progress towards the Lisbon objectives in education and training: Indicators and Benchmarks* (2007), p. 95



Future teachers are to be given information about the characteristics and learning styles on which learners draw, but they ought also to be taught about the limitations of this information. The teacher education curriculum should also give much attention to socio cultural research knowledge about the relationships among language, culture, and learning. The students need to know about various procedures by which they can gain knowledge about the communities represented in their future classrooms.

Students should appreciate how to assess the relationships between the methods used in classrooms and the preferred learning and interaction styles in their students' homes and communities. They should be taught how to use various instructional strategies and assessment procedures that are sensitive to cultural and linguistic variations, and how to adapt classroom instruction and assessment to accommodate the cultural resources that their learners bring with them to school.

It is to be recommended that students are also exposed to examples of the successful teaching of ethnic or language minority students. Like school teaching, teacher training needs to be embedded in a group setting that provides both intellectual challenge and social support.

Taken together, the ETUCE is convinced that the above-mentioned elements provide an introduction to the education of teachers for diversity. But they do not provide a self-contained unit of instruction. The education of teachers for diversity does not constitute a specific area of study. It is related in some degree to most areas both within and outside education. Teacher educators are to be encouraged to draw on their own areas of expertise, such as instructional methodology, social, psychological, and historical foundations of education, clinical education, and history. Educators should also be encouraged to journey down additional pathways of exploration and additional reading.

To be truly effective, multicultural education both in early childhood centres, primary and secondary schools and in teacher education programmes must be part of a total approach. It requires a great deal of planning, collaboration, implementation strategies, and evaluation. Anything less may lead to inadequate results. It is crucial that full recognition is given to the additional support which pupils whose mother tongue differs from the majority language(s) of the country/region they are living in may need; it may hinder the

integration and educational success of children if they are not able to acquire a sufficiently high degree of linguistic competence in the (official) language(s) of the region they are living in.

Finally, education programmes for teachers need to be firmly founded on high-level research. The interaction between teaching and research is essential for every form of higher education, no less for teacher education.

Diversity within teacher education

The ETUCE states that recruitment policy should reflect the full spectrum of society in terms of gender, class, ethnic origin, religion, sexuality and degrees of disability. Clearly, as stated earlier, schools are microcosms of society. It is essential that the EU institutions condemn and take steps to counter, as incompatible with the fundamental rights of European citizens, the statements or actions of the governments of any Member States which condone racist, sexist or homophobic behaviour, including the placing of any such barriers to initial teacher education or employment as a teacher in any educational establishment within their jurisdiction.

Teacher education institutions and programmes are key tools for the recruitment of teachers. They are often besides the individual experience, the image builders of the profession for many considering an entry into teaching. The programmes of study must not only be adequate and relevant, but also generate a degree of excitement and attractiveness.

Certainly, they must find the right balance between theory, knowledge and skills, and supervised practice to ensure that entrants to the profession are able to combine the key elements of their education effectively in the classroom. But importantly they must be sufficiently attractive to the diverse groups in today's society. Therefore the teacher education programmes should avoid a language that describes students as under prepared, culturally disadvantaged, unmotivated or at risk. Too often programmes focus on academic survival and on adapting the students to fit the institutions. Programmes should not be targeting weaknesses and deficit but rather students' own strengths and experiences.

So the question is how to develop a culture and climate that attracts students and encourages them to excel in teacher training.

We need institutional infrastructure that provides high levels of support to every student. Whatever his or her background, they have the right to receive intensive mentoring, tutoring and counselling. On the other hand, they have the duty to achieve their full potential. There is absolutely no reason to lower any academic standard whatsoever. That would be counterproductive.

Words in action

The teacher education institute should support diversity in both action and words. It must therefore give priority in the allocation of resources to ensuring that diversity works for all students. Institutions should therefore aim at identifying possible institutional obstacles and trying to find solutions for these obstacles. All stakeholders can contribute to the students' academic successes and should encourage them.

One should not forget that we aim at increasing the attraction, education and entry to teaching of students that often are of a first generation, a below average income, underrepresented and/or often under-served by society. We deal with a challenging mixture of students living on the boundaries of cultural, political or economic dislocation or marginalisation. Others will be under family, social or financial pressures. And many will have to deal with their individual fears and anxieties.

A teacher education programme should aim at developing an academic environment in which all students can build on their personal cultural experience and be fully engaged in all aspects of students' activities. Teacher education students must be equipped with the professional confidence to deal with and to build on the challenges of society in order to bring out the potential of their own students, in a context of social justice and common values.

Finally, the ETUCE considers every potential recruit lost to the teaching profession as one too many.

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