Agriculture and Rural Development

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TEACHING TEACHERS: PRIMARY TEACHER TRAINING IN EUROPE -STATE OF AFFAIRS AND OUTLOOK

STUDY

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PRIMARY TEACHER TRAINING IN EUROPE

- STATE OF AFFAIRS AND OUTLOOK

STUDY

This document was requested by the European Parliament's Committee on Education and Culture.

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DIRECTORATE GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICY

CULTURE AND EDUCATION

TEACHING TEACHERS: PRIMARY TEACHER TRAINING IN EUROPE

- STATE OF AFFAIRS AND OUTLOOK

STUDY

Abstract

This study provides input to the European Parliament's Committee on Education and Culture on teacher quality in primary schools in Europe. It assesses the state of initial teacher training, early career support and continuous professional development in Europe from the perspective of individual teachers and teacher educators. We report on the extent to which these subsystems within the continuum of teacher education help teachers confront challenges in their classrooms, at school and system level. The report takes stock of reforms in the sector following previous recommendations. The study concludes with policy recommendations on how to further improve teaching quality through teacher education.

CONTENTS

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LIST OF ABBREVIATIONS

AT	Austria
ATEE	Association for Teacher Education in Europe
CTE	Continuous Teacher Education
ECS	Early Career Support
ETUCE	European Trade Union Committee for Education
EU	European Union
FI	Finland
FR	France
IE	Ireland
ISCED	International Standard Classification of Education
IT	Italy
ITE	Initial Teacher Education
LT	Lithuania
MS	Member State
NL	Netherlands
NQT	Newly Qualified Teacher
OECD	Organisation for Economic Cooperation and Development
PISA	Programme for International Student Assessment
PLA	Peer Learning Activity
TIMMS	Trends in International Mathematics and Science Study
TWG	Thematic Working Group

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EXECUTIVE SUMMARY

Aim of the study

Teachers are the most important in-school factor influencing the quality of pupils' learning. In this study we follow a multi-level approach to teacher quality in which the training and professional development of teachers are seen as instrumental to pupils' learning and educational achievement.

Teachers experience a large variety of challenges related to teaching and teaching effectiveness, as well as increasing societal demands for educational effectiveness. This calls for systemic changes to the teaching profession, but also for increased emphasis on teacher education and training.

The main questions for this study are: (1) to what extent are the European teacher education systems currently fit for their purpose? and (2) how can improved initial and continuous teacher education help teachers face current and future challenges?

This study explores how national strategies put in place to improve teacher quality relate to different stages in teachers' careers and to a continuum of teacher education. Teacher education can be seen as including three stages: Initial Teacher Education (ITE), Early Career Support (ECS),and Continuous Professional Development (CPD).

The study is based on a review of the available literature and policy documents, interviews with relevant stakeholders at EU level, and in-depth country analyses based on interviews with schoolteachers, teacher educators, ITE programme managers, students and policymakers in seven Member States (Austria, Finland, France, Ireland, Italy, Lithuania and the Netherlands).

Conclusions

The conclusions are grouped into three sets. The first category consists of conclusions relating to developments at EU level:
- At European level, teacher training is high on the agenda and many useful studies and handbooks have been provided. However, direct practical impacts are difficult to see.
- National reforms are generally in line with the recommendations from EU documentation. Teacher training is high on the political agenda in many countries and reforms are generally targeting the challenges encountered.

The second category consists of conclusions related to challenges and reforms:
- The challenges at classroom level are addressed by all structures (ITE, ECS and CPD). Policy reforms however, focus primarily on ITE and to a lesser extent on CPD and ECS.
- School level challenges are scarcely addressed by teacher education policies. These can be more effectively addressed by other policy reforms related to labour conditions and school organisation (resources).
- The system level challenges are addressed by ITE reforms, but are related to other policy fields as well (labour conditions, financial frameworks, perceptions of the teaching profession).

The third category consists of conclusions related to teacher training structures and reform strategies:

- Reforms mostly focus on ITE. In general, when ITE is considered to be in place, other parts of the continuum receive more policy attention. Teacher training is only rarely interpreted as a continuum consisting of ITE, ECS and CPD. Consequently, there is a lack of coordination between the structures (regarding which challenge is targeted by which structure).
- ITE programmes vary considerably among the countries studied, depending on national conceptions of what is a good teacher. In this context, any ITE reform will give rise to considerable political and societal debate.
- Early Career Support has gained prominence on the policy agenda. However, in many countries the approaches are still underdeveloped.
- Continuous Professional Development is provided in most countries. However, there is a general lack of incentives to enrol in CPD (related to career progression), in combination with individual attitudinal barriers to participation.

Recommendations

Several recommendations can be provided to ensure that teacher training structures are in place to support teachers in dealing with the challenges they face.

Recommendation 1 (to European, national local stakeholders, schools and teachers): **Approach teacher training as a continuum in which ITE, ECS and CPD are all involved to address the practical challenges of teaching.** In this light, it is recommended to:
- Structure the ECS and CPD provisions offered into continuous learning pathways, building on previous stages of the continuum.
- Provide transparency for both ECS and CPD in order to better link the provisions offered.
- Provide transparency in the expectations employers have concerning the continuous development of teachers.

Recommendation 2 (to national stakeholders, schools and teachers): **When developing and implementing reforms, take into account the already accomplished results at European level on teacher training.** It is recommended to:
- Use the relevant EU literature to put particular issues on the national agenda (ECS and CPD).
- Make use of the relevant documentation to develop national, local or school level ECS and CPD structures.

Recommendation 3 (to national and local/school level stakeholders): **Teacher training reforms should be in line with reforms in school organisation and labour conditions. In addition, the financial resources available should be sufficient to implement reforms.** In this light, is it recommended to:
- Give support to teacher learning by organising attractive training options.
- Create incentives for learning by strengthening human resource management in schools and linking continuous development to teachers' careers.
- Adjust labour conditions, school organisation and school cultures in order to establish more differentiated career pathways, create stimulus for in-school collaborative learning, and give teachers more time for tasks related to school development.
Ensure that when implementing reforms the financial resources are sufficient to pursue the policy objectives.

1. BACKGROUND AND AIM OF THE STUDY

1.1. Aim of the study

In order to facilitate young people with the best starting point for their future, the quality of primary school teachers should be high. There are significant correlations between teacher quality and student performance[1]. Teachers are the most important in-school factor influencing the quality of pupils' learning: up to three quarters of school effects on pupil outcomes can be explained by teacher effects[2].

The importance of teacher quality in relation to pupil achievements is echoed by policymakers at all levels, including European level[3]. At the same time, as emphasised by European Commission documents, teacher quality is under pressure. Firstly, the profession of teaching is firstly becoming more and more complex; secondly, the demands placed upon teachers are increasing; and thirdly, the environments in which they work are becoming more and more challenging[4].

This study will provide input to the European Parliament's Committee on Culture and Education (CULT) on the issue of teacher quality in primary schools within Europe (ISCED level 1[5]). It will do so by generally examining the state of primary teacher training in Europe and by setting out detailed recommendations on how to ensure that the quality of teaching is high, in order to prepare teachers to respond to the challenges facing education and training systems in the EU today and tomorrow. The study thus includes the following elements:

- A description of primary teacher training in Europe in terms of structures, organisation, attendance and policies. Teacher training consist of a continuum of Initial Teacher Education (ITE), Early Career Support (ECS) and Continuous Professional Development (CPD) (description);
- Identification of the challenges facing education and training systems in the EU today and in the future, at macro, meso and micro level, and of the challenges related to teachers and teaching (assessment);
- Providing policy recommendations aimed at ensuring that teachers are better prepared to face these challenges via ITE, ECS and CPD (recommendation).

Demarcations

Limiting the present study to *primary* education - as a distinctive phase with its own characteristics and specific teacher education systems – will enable it to gain in analytical clarity and practical usefulness via more focused descriptions and assessments. However, the issues and challenges at hand are not unique to primary education, and the study's conclusions and recommendations may be relevant for other phases of schooling as well.

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[1] See: Barber, M. and Mourshed, M., (2007), How the world's best-performing schools come out on top. London: McKinsey; Hattie, J., (2009). Visible learning. A synthesis of over 800 meta-analyses relating to achievement. London: Routledge; Snoek, Marco, Swennen, Anja, van der Klink, Marcel, (2011). The quality of teacher educators in the European policy debate: actions and measures to improve the professionalism of teacher educators, in: Professional Development in Education, 37:5, pp. 651-664.

[2] Rivkin, Steven G., Hanushek, Eric A., Kain. John F, Teachers, Schools, and Academic Achievement, in: Econometrica, Vol. 73, No. 2. (March 2005), pp. 417-458.

[3] See Chapter 2.

[4] European Commission, Communication to the Council and the European Parliament: Improving the Quality of Teacher Education, Brussels, 3 August 2007, COM(2007)0392.

[5] International standard classification of education (ISCED), 2011 edition: Level 1 (primary education) begins between five and seven years of age, is the start of compulsory education where it exists, and generally covers six years of full-time schooling.

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In addition, while the study acknowledges the importance of differences in cultures, traditions, values and pedagogic choices related to primary education across national and linguistic borders, it will not emphasise these dimensions in discussing challenges faced by teachers and solutions found[6].

1.2. Conceptual framework and research questions

The conceptual framework describes how different concepts are related to each other. It provides the analytical framing of the subject under study and therefore, structures the information gathered in the course of the study in order to draw conclusions. The figure below provides a concise overview of the conceptual framework. Its components are discussed in the sections that follow.

Figure 1: Schematic overview of conceptual framework
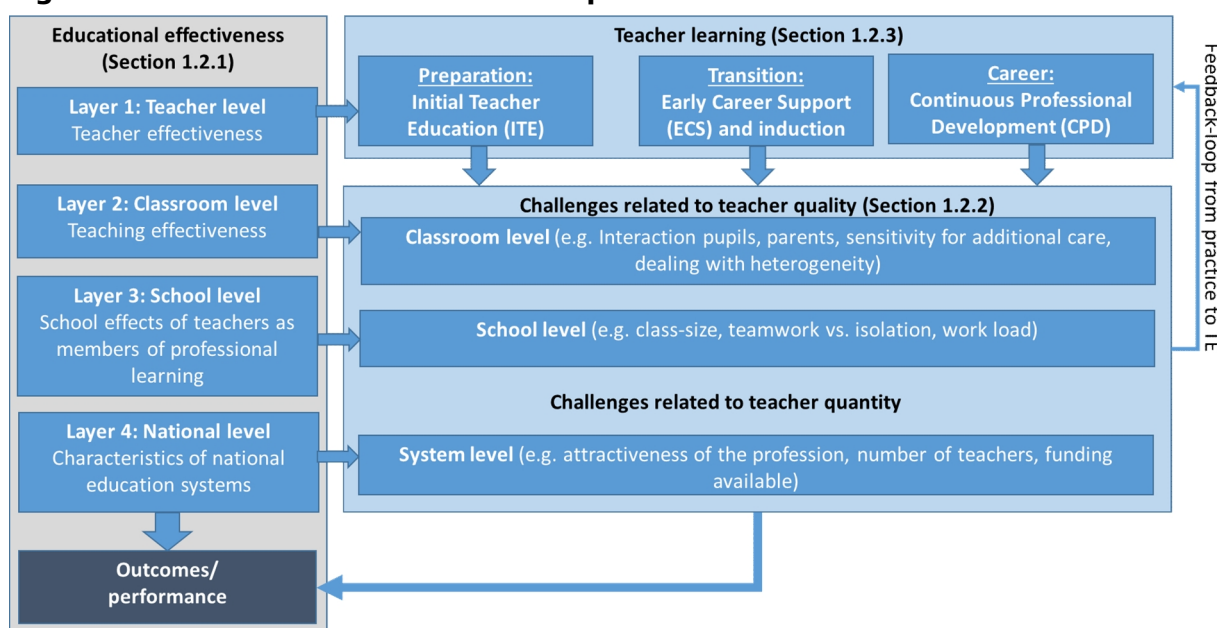
Source: Authors

1.2.1. Educational effectiveness: system quality and performance

Teacher quality is – as mentioned – the most important in-school factor influencing pupils' achievement and, as such, overall educational system performance. Teacher quality and, therefore, effectiveness - meaning that the teacher quality produces results (student achievement) - are dependent on the teacher's persona, the classroom environment, school organisation and the systemic context. This concept of teacher quality sees the professional development of teachers as instrumental towards pupils' learning and educational achievement[7]. It describes the quality of the educational system at four levels/layers, finally leading to outcomes[8]:

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6   Here we refer to the important work of others, for instance, the extensive body of literature in relation to reformers of education systems (Froebel, Pestalozzi, Herbart, Dewey, Montessori and others) and the international comparative studies on cultures and pedagogies (see for example Alexander, R.J. (2000), Culture and Pedagogy: International Comparisons in Primary Education).

7   In line with Scheerens, J. (ed.) (2010). Teachers' Professional Development: Europe in international comparison, a secondary analysis based on the TALIS dataset. European Commission, Luxembourg, 2010.

8   Clarke, D.J. and Hollingsworth, H. (2002). Elaborating a model of teacher professional growth. Teaching and Teacher Education, 18, pp. 947-967.

Layer 1: Individual teachers' personal characteristics (competences, beliefs and attitudes). This layer relates to the quality of teachers in relation to the development of their personal competences and attitudes. Teachers should have the relevant attitudes when educating young people. In terms of professional development, the initial teacher education system and recruitment systems should be able to provide and select teachers with the relevant competences and attitudes. In order to establish a clearer idea about what characteristics are associated with effective teachers, the following table provides an overview.

Table 1: Characteristics associated with effective teaching

Cluster	Characteristic	Description
Professionalism	Commitment	Commitment to do everything possible for each student and enable all students to be successful
	Confidence	Belief in one's ability to be effective and to take on challenges
	Trustworthiness	Being consistent and fair; keeping one's word
	Respect	Belief that all persons matter and deserve respect
Thinking/ reasoning	Analytical thinking	Ability to think logically, break things down, and recognise cause and effect
	Conceptual thinking	Ability to see patterns and connections, even when a great deal of detail is present
Expectations	Drive for improvement	Relentless energy for setting and meeting challenging targets, for students and the school
	Information-seeking	Drive to find out more and get to the heart of things; intellectual curiosity
	Initiative	Drive to act now to anticipate and pre-empt events
Leadership	Flexibility	Ability and willingness to adapt to the needs of a situation and change tactics
	Accountability	Drive and ability to set clear expectations and parameters and hold others accountable for performance
	Passion for learning	Drive and ability to support students in their learning and to help them become confident and independent learners

Source: European Commission (2010). Teachers' Professional Development: Europe in international comparison, a secondary analysis based on the TALIS dataset, ed. Jaap Scheerens. Luxembourg 2010[9].

Layer 2: Teaching effectiveness in the classroom. This layer emphasises the knowledge, skills and competences of teachers in terms of instructional, didactic and pedagogical repertoires in order to make the learning environment an effective one. In terms of professional development, this means that teachers should be able to update and upgrade their knowledge and competences with regard to these repertoires.

Layer 3: Teachers' cooperation in school contexts. This layer focuses on the position of teachers in the broader school context, in terms of working in teams and contributing to effective structures and climates of schooling.

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[9] Scheerens, J. (ed.) (2010). , Teachers' Professional Development: Europe in international comparison, a secondary analysis based on the TALIS dataset. European Commission, Luxembourg 2010.

Layer 4: National policies and organisational features. This layer is more concerned with macro-level (national) structures impacting the quality of teachers, including, for instance, issues of autonomy, accountability and evaluation within educational systems.

Outcomes of the system: Pupil achievements relate to the aims of the national school system and range from more humanistic, less quantitative outcomes, to more quantitative performance indicators related to specific measurable skills (e.g. mathematics or literacy)[10]. The latter, due to being internationally comparable, gain in importance as a proxy for system quality[11].

1.2.2. Challenges for teacher quality

For each of the above-mentioned layers, challenges can be identified that hamper the effectiveness of the system in general, and in particular the effectiveness of teachers operating in the classroom and the school environment. In this study, the focus is on operational/practice-related challenges at classroom and school level (second and third layer), although these are of course closely related to the individual teachers' personal characteristics (first layer) and system characteristics, such as whether there is a shortage or an oversupply of teachers (fourth layer). Therefore, the classroom and school level challenges are reviewed taking into account the broader context (predominantly, system characteristics).

Research indicates that there is a large variety of **challenges to teacher and teaching effectiveness**. For instance, Eurydice 2009 provides four clusters of situations[12]:

- **Problems of a personal nature** relate in particular to burnout or stress characterised by physical and nervous exhaustion. Teachers under stress find it hard to carry out their duties properly and effectively.
- **Interpersonal conflicts** involving pupils, parents and/or colleague, especially conflicts of a disciplinary nature relating to pupils (disruptive classroom behaviour, verbal and/or physical attacks on teachers, etc.).
- **Teaching problems** relating to difficulties teachers may have in adapting to new teaching methods or didactic media.
- **Work with pupils with additional needs**, i.e. pupils from immigrant backgrounds, those with social problems (arising from disadvantaged backgrounds) and/or those with learning disabilities.

In addition, many of the difficulties that teachers encounter are related to developments beyond the classroom (**school organisation**). Aspects of the school environment influencing teachers' effectiveness include, for instance, working conditions (e.g. pay levels), class sizes, number of teaching hours, issues of teamwork emphasis and isolation of teachers; impact of the new assessment culture regarding student achievement; and teacher stress and the risk of burnout[13]. This is supported by a survey carried out by the European Trade Union Committee for Education (ETUCE), which points out that the stress experienced by teachers is due not to personal problems but, rather, to factors relating to

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[10] For a discussion of the underlying tensions between 'effective' and 'good' education, see Biesta (2010), Good Education in an Age of Measurement: Ethics, Politics, Democracy. Boulder, CO: Paradigm Publishers.
[11] See: Programme for International Student Assessment (PISA) (2012); Trends in International Mathematics and Science Study (TIMMS) (2011).
[12] Eurydice (2009), Key Data on Education in Europe, p. 165.
[13] IBF (2013), Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe, vol. 1, p. 71.

the organisation of their teaching activity. The authors conclude that stress is the result of a rising workload for teachers[14].

With regards to the **macro/system-level challenges** related to teacher quality, the literature emphasises the relationship between the quality of the system and the attractiveness of the teaching profession. A study on the attractiveness of the profession identifies four major negative factors: 'deterioration of working conditions, difficulty in adapting to frequent changes of the education system, loss of autonomy and a poor image of teachers amongst the general public'[15]. In countries where attractiveness is high, quality, measured by student achievement, tends to be high as well[16]. Other macro-level factors that influence the quality of teaching are the general socio-economic situation, teacher numbers and the level of funding available for professional development.

What is concerned is not only current challenges for the teaching profession, but also **future challenges**. The OECD report of 2009 concludes: 'The roles of teachers and schools are changing and so are expectations about them: teachers are asked to teach in increasingly multicultural classrooms, integrate students with special needs, use ICT for teaching effectively, engage in evaluation and accountability processes, and involve parents in schools'[17]. In addition, the World Summit on Teaching concluded that teachers need to help pupils acquire not only the skills that are easiest to teach and easiest to test but, more importantly, ways of thinking (creativity, critical thinking, problem-solving, decision-making and learning); ways of working (communication and collaboration); tools for working (including information and communications technologies); and skills around citizenship, life and career and personal and social responsibility for success in modern democracies[18]. In conclusion, today's society calls on teachers to be high-level knowledge workers 'who constantly advance their own professional knowledge, as well as that of their profession. Teachers need to be agents of innovation and no less, because innovation is critically important for generating new sources of growth through improved efficiency and productivity'[19]. The teaching profession in many countries is undergoing a paradigm shift (see textbox)[20].

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[14]   EI/ETUCE (2001), Study on Stress: the causes of stress for teachers, its effects, and suggested approaches to reduce it.

[15]   IBF (2013), Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe, vol. 1, p. 67.

[16]   As illustrated in IBF (2013), volume 1, pp. 59-60: 'It appears that the requirement of a professional Master's degree for teachers with ample time devoted to practical training would have a positive impact on the image of the teaching profession'.

[17]   OECD (2009), Creating Effective Teaching and Learning Environments, TALIS, Paris.

[18]   OECD (2011), Building a High-Quality Teaching Profession – Lessons from around the World.

[19]   Schleicher, A. (2012), Preparing Teachers and Developing School-Leaders for the 21st Century – Lessons from around the World. OECD, Paris.

[20]   Hargreaves, Andy (2000), Four Ages of Professionalism and Professional Learning, Teachers and Teaching, 6:2, pp. 151-182.

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Four Ages of Professionalism and Professional Learning

Andy Hargreaves conceptualises the development of teacher professionalism as passing through four historical phases in many countries:

- the pre-professional age, in which a 'good teacher' was a 'true teacher' who demonstrated loyalty and gained personal reward through service, 'whatever the costs';
- the age of the autonomous professional, in which teachers had the right to choose the methods they thought best for their own students;
- the age of the collegial professional, characterised by increasing efforts to build strong professional cultures of collaboration in order to develop common purpose, respond effectively to rapid change and reform, and create an ongoing professional learning culture for teachers, the latter being intended to replace earlier patterns of staff development that are seen as over-individualised, episodic and weakly connected to school priorities;
- the age of the post-professional or postmodernity, marked by a struggle between, on the one hand, forces and groups intent on deprofessionalising the work of teaching and, on the other, forces and groups that seek to redefine teacher professionalism and professional learning in more positive and principled postmodern ways that are flexible, wide-ranging and inclusive in nature.

Many countries are developing their systems while keeping in mind the collegial professional, although traces can also be found of systems of autonomous professionals and even of the pre-professional age.

1.2.3. Teacher quality development

Given the challenges and the increasing societal demand related to educational effectiveness, some studies and reports conclude that teaching needs to be reinvented. One study declares: 'It is time to promote new approaches. The traditional isolation of teachers in their classrooms needs to give way to teamwork, based on collective reflection and individual autonomy as well as on more autonomy for the schools'[21]. This calls for both systemic changes in relation to the teaching profession, but also for increased emphasis on teacher development.

The main question for this study is to what extent teacher education systems in the EU are currently fit for this purpose and how improved initial and continuous teacher education can better prepare teachers in primary education to face these challenges[22].

The study will explore in depth the various strategies put in place to improve teacher quality, in relation to the different stages of the teaching career aligned with a continuum of teacher education. This continuum 'describes the formal and informal educational and developmental activities in which teachers engage, as life-long learners, during their teaching career'[23]. This career can be seen as consisting of three stages[24]:

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[21]   IBF (2013), Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe, vol. 1.

[22]   This study will not extensively address other crucial factors for school and system effectiveness, such as school organisation or funding. These factors will only be discussed in relation to the question of teacher training.

[23]   Teaching Council Ireland (2011), *Policy on the Continuum of Teacher Education*. The continuum of teacher education has traditionally been referred to internationally as the 'three Is' of: initial teacher education, induction and in-career development.

A) **Initial teacher education**. This concerns teacher education typically before any form of qualification or certification. In most countries, this takes 3-4 years for primary-level teachers[25].

B) **Early career period** or induction period for newly qualified teachers (NQTs). At this stage, a starting teacher is in charge of and responsible for a class for the first time (even if on a partial basis).

C) **Continuing professional development** (CPD). This relates to teachers' lifelong learning throughout their career.[26]

1.2.4. Research questions

On the basis of the conceptual framework, a number of operationalised research questions are defined, as summarised in the box below.

Box 1: Research questions

Policy debates related to the topic and future policy action (Chapters 1 and 2)
- What challenges, problems and future scenarios are being discussed in current policy debates, both at MS and EU level?
- What initiatives have been taken in relation to teacher education at European level?

Challenges related to the primary teaching profession (Chapter 3)
- What are the main common difficulties related to the primary school teaching profession?
    - at classroom level (micro): pedagogical and didactic challenges (children, parents, technology);
    - at school level (meso): work organisation, teacher autonomy, changing institutional contexts;
    - at system level (macro): changing socio-economic context; teacher shortages, ageing, declining numbers of applicants for TE

Organisation of primary school teacher training
- How are ITE, ECS and CPD organised in Europe? What differences exist between MS regarding requirements, structures, providers, policies and strategies and outcomes (qualification levels)?

Conclusions and recommendations
- How are the challenges at different levels in different Member States alleviated by ITE, ECS and CPD?
- What policy recommendations, both at MS and EU level, can be provided to further support policymakers, schools, teachers and teacher trainers in addressing the identified challenges?

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[24] IBF (2013), vol. 2.
[25] Eurydice (2012), Key Data on Education in Europe.
[26] This study focuses on stages within the teaching profession, meaning that career shifts into management positions are excluded.

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1.3. Methodology and structure of the study

The study provides a general overview of the three different phases of teacher education in the EU, while focusing in greater detail on reform strategies at country level in seven Member States. The research methodology was as follows: firstly, taking stock of the available literature and policy documents at EU level and supplementing this with interviews with relevant stakeholders, again at EU level; and secondly, gathering new information by means of country visits including interviews with teachers, teacher educators, teacher training students and policymakers in seven Member States, together with the study of policy documents at country level.

The countries for the in-depth analysis were selected in a two-stage approach. In the first stage of the selection a set of criteria were used to establish a balanced selection aimed at capturing the diversity of systems, traditions, and geographical areas within Europe:
- Geographical balance in accordance with types of welfare state
- Size of the country
- ITE model
- Education level requirements
- Recruitment models
- Employment status of teachers
- System outcomes

The second stage concerned an assessment of system characteristics, developments and practices seen as deserving of being looked into further:
- Existence of national induction programme (ECS)
- Existence/emphasis on CPD
- Systemic measures to enhance the attractiveness of the profession

On the basis of the indicators and the developments and practices identified, the following countries were selected: **Austria, Finland, France, Ireland, Italy, Lithuania** and **the Netherlands**. Annex 1 contains a more elaborate description of the methodology, the selection process and the rationale for this selection.

The in-depth studies consisted of interviews and an analysis of national policy documentation. Interviews were conducted with teachers, teacher educators, student teachers and policymakers. Depending on the national context and focus, on-site semi-structured interviews were conducted with 5 to 13 persons in each Member State. The interviews were used to identify the main problems for individual primary school teachers and the perceived strengths and weaknesses of the teacher education systems. These interviews form the essential qualitative basis for Chapter 3.

National policy documents, such as overview studies, academic studies, position papers and websites, were studied to gain a full understanding of primary education, the teacher education system, the position of teachers and national policies.

The information from the desk research, interviews and in-depth country visits was analysed and forms the basis for this study. The report consists of the following chapters:
- European-level developments in primary teacher education (this chapter provides information on the policy background)
- Challenges for the teaching profession
- Initial teacher education
- Early career support
- Continuous professional development

2. CONCLUSIONS AND RECOMMENDATIONS EUROPEAN LEVEL DEVELOPMENTS IN PRIMARY TEACHER EDUCATION

KEY FINDINGS

- The **European Commission plays a supporting role** in relation to policy development in the Member States relating to education and training (through Thematic Working Groups (TWG), Peer Learning Activities (PLAs) and project funding).
- Primary teacher education has been **on the European policy agenda in a consistent fashion** since the Lisbon Declaration.
- When assessing the themes and topics addressed at European level over the years, on the one hand one can see that there is **continuity** in terms of recommendations:
  - Define the professional competences and qualities required of teachers in a framework based on teachers' learning outcomes.
  - Redesign recruitment systems in order to recruit the best into teaching.
  - Ensure systematic induction support for new teachers
  - Support continuing professional development for educational staff.
- On the other hand, several **new themes and topics in teacher education** are now the subject of policy focus. In the last few years, the following new actions have been recommended to support teachers and trainers at the Member State level:
  - Strengthen the profession by developing the quality and cooperative character of teacher educators;
  - Encourage a practice of reflection, feedback and research in the profession
  - Review in-service learning provision to ensure that teachers take part in career-long *collaborative* professional learning.
  - Financing quality education and teacher development in a time of crisis and budgetary constraints;
  - Focus on international benchmarks and measurable outcomes.
- The proposed changes and recommendations are profound. Most would require long-term education reforms, in both primary and higher education. Moreover, the ambitions declared are not matched by equivalent financial resources. This, however, does not detract from the fact that developments are taking place in Member States, schools and initial teacher education institutes, with support from the TWG in terms of policy focus and outputs.

Current policy developments at European level are described first, before the study goes on to examine issues of ITE, ECS and CPD at Member State level. Key questions here are the challenges, problems, recommendations and future scenarios being discussed in current policy debates on teacher education at EU level, and the nature of the initiatives taken in relation to ITE and CPD at European level.

2.1. European level cooperation in primary teacher education

Under the principle of subsidiarity the Member States are in charge of their education and training systems. However, they cooperate within the EU framework in order to achieve common goals. Since the Maastricht Treaty (1992), the European Union has had the competence to support Member States in developing general education and training

policies. With the adoption of the Lisbon strategy and its continuation in the 'Education and Training 2020' (ET2020) strategy, the Member States have agreed to focus on four strategic objectives[27]:

- Making lifelong learning and mobility a reality;
- Improving the quality and efficiency of education and training;
- Promoting equity, social cohesion and active citizenship;
- Enhancing creativity and innovation, including entrepreneurship, at all levels of education and training.

For the common objectives, benchmarks have been established and progress is monitored closely[28]. In addition, the European Commission organises peer learning activities (PLA's) between Member States interested in sharing best practices and jointly developing national policies and systems. Working groups have been set up in successive waves since the Lisbon meeting in order to support the implementation of the common objectives. Furthermore, the initiatives are supported through EU programmes such as the Lifelong Learning Programme, its predecessors and its successor, the Erasmus+ programme, launched in 2014[29].

In the last decade, primary teacher education has received attention in key policy documents (of the Commission, Council and Parliament), and in joint work in the framework of the Open Method of Coordination (OMC) at European level. We will first focus on developments with regard to key policy documents, and will then discuss the work carried out through the OMC.

2.1.1.   Key policy documents on primary teacher education

Primary teacher education has long been on the European policy agenda. In 2004, the Council and Commission Joint Report on 'Progress Towards the Lisbon Objectives in the Fields of Education and Training' called for the development of common European references and principles for the competences and qualifications needed by teachers and trainers to stimulate national reforms[30]. This report placed the motivation and quality of education and training staff at the heart of any educational reform. It emphasised the importance of implementing measures in order to make the teaching profession more attractive and further consolidate continuing training for educational staff, so as to enable them to meet the challenges arising from their changing roles in the knowledge-based society and the transformation of education and training systems[31].

The relationship between the issue of 'changing roles in the knowledge-based society' and the continuing training of teachers remained high on the policy agenda after 2004. The 2007 communication on 'Improving the Quality of Teacher Education' proposed guidelines for Member States, among them being: to improve initial and continuing teacher training arrangements; to work on the subject knowledge and pedagogical skills of teachers in response to the challenges facing them; to promote the status of the profession; and to encourage the practice of reflection and research in the profession[32].

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[27]   European Council (2009), Council conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training (ET 2020), OJ C 119, 28.5.2009, p. 2.

[28]   See Eurostat: http://epp.eurostat.ec.europa.eu/portal/page/portal/eurostat/home

[29]   European Parliament and European Council (2013).

[30]   European Council (2004), Education and Training 2010, 'The Success of the Lisbon Strategy Hinges on Urgent Reforms', Council, 6905/04, Brussels, 3 March 2004.

[31]   Ibid.

[32]   European Commission (2007), 'Improving the Quality of Teacher Education', COM(2007)0392.

This was broadly reaffirmed in 2008 by the Ministers of Education[33]. In 2009, the ET2020 strategic framework (as mentioned above) emphasised the need for continued cooperation to achieve high-quality teaching, appropriate initial teacher education and continuous professional development for teachers and trainers[34].

In 2012, the Commission presented 'Rethinking education', an initiative aimed at encouraging Member States to ensure that young people develop the skills and competences needed by the labour market. This agenda more strongly linked educational reforms to the (economic) perspective of combating youth unemployment and boosting skills supply[35].

This communication restated the goals of strengthening the professional profile of all teaching professions, but also identified a new challenge: to increase teachers' digital competence. Underlying this communication was a Commission staff working document – 'Supporting the Teaching Professions for Better Learning Outcomes'[36]. This working document set out recommendations ('policy pointers') for achieving coherent and comprehensive systems for the recruitment, selection, education, induction and career-long individualised professional development of teachers. Five key actions were recommended to support teachers and trainers at the Member State level, mainly elaborating on previous recommendations:

- Define the professional competences and qualities required of teachers in a framework based on teachers' learning outcomes. The document already outlined possible ways to describe the core fields, such as a competence framework for teaching staff;
- Redesign recruitment systems in order to recruit the best into teaching;
- Ensure systematic induction support for new teachers;
- Review in-service learning provision so as to ensure that teachers take part in career-long collaborative professional learning; and,
- Base teacher development on regular feedback on teachers' performance.

In addition, two key actions were recommended to support *teacher educators*: firstly, to develop an explicit profile of the competences required of teacher educators; secondly, to reinforce cooperation among all key actors at all phases of teacher education.

2.1.2. Joint work in the context of the Open Method of Coordination

As indicated above, the European Commission plays a supporting role in relation to policy development by the Member States in the field of education and training. This supporting role in relation to primary school teacher education, is embodied primarily in a Thematic Working Group (TWG) and in the Peer Learning Activities (PLAs) which have been organised in recent years. The TWG related to 'Teacher Professional Development' has

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[33] European Council (2008), Council conclusions of 21 November 2008 on preparing young people for the 21st century: an agenda for European cooperation on schools (2008/C 319/08), OJ C 319, 31.12.2008, p. 20. In 2008 the ministers of agreed to focus their cooperation on: 1) The attractiveness of teaching as a profession; 2) Structured early career support; 3) The supply, quality and take-up of teachers' continuous professional development programmes; 4) Reviewing teacher recruitment, placement, retention and mobility policies, in order to maximise their impact on the quality of school education; 5) Expanding opportunities for teachers to spend a period of time in another Member State.

[34] European Council (2009), Council conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training (ET 2020), OJ C 119, 28.5.2009, p. 2.

[35] European Commission (2012a), Rethinking education: Investing in skills for better socio-economic outcomes, communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, COM(2012)0669.

[36] European Commission (2012b), Supporting the Teaching Professions for Better Learning Outcomes, SWD(2012)0374, Strasbourg, 20 December 2012.

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taken different forms over the years, and will appear in a new configuration in 2014[37]. The work of the TWG has resulted in the following recent outputs[38]:

Guidance for policymakers:
- Supporting Teacher Competence Development (2013)
- Supporting Teacher Educators (2013)
- Support for new teachers (Induction) (2010)

Literature Reviews:
- Teachers' core competences: requirements and development (2011)
- Quality in Teachers' continuing professional development (2011)

Peer Learning Activity Reports:
- Policies on teachers' continuing professional development (CPD): balancing provision with the needs of individual teachers, schools and education systems (2013)
- Supporting the acquisition and continuous development of teacher competences (2011)
- Defining and describing teachers' competences (2011)
- School Leadership for Learning (2010)
- The professional development of Teacher Educators (2010)

Moreover, the Commission offers financial support to projects linked to teacher education through the Comenius programme (within the broader Lifelong Learning programme, or since early 2014 the Erasmus+ programme). Through this programme, the EU invests millions of euros every year in projects that promote school exchanges, school development, teacher education, school assistantships and more. This supports the development of new pedagogical approaches and helps teachers develop their competences and skills through experience abroad.

2.1.3. Effects or impact of policy attention

There is general agreement within Europe on the importance of quality primary education and, therefore, also on the need for quality teachers. This is demonstrated by the proliferation of policy documents, the numerous priorities set and common objectives defined. and the large amount of detailed analytical work done. In addition, the work of the TWG came over as well received by the stakeholders interviewed at European and national level. At Member State level outputs of the TWG are used to develop systems and structures. For instance, the Handbook on Induction is regarded as a very helpful source for setting up induction programmes, and the PLAs offer policymakers in several Member States new ideas and best practices to further develop in their own countries. These developments are often taking place below the radar of European level policy developments.

On the other hand, as there is little visible in the way of any shift in policy priorities related to primary teacher education, it appears that the challenges have remained the same over the years and that despite policy attention these challenges are not being sufficiently addressed.

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[37]   European Commission (2013), OMC Thematic Working Groups in Education and Training.
[38]   See: http://ec.europa.eu/education/policy/strategic-framework/expert-groups_en.htm#schools.

The changes and recommendations proposed in the policy documents are profound. Most would require long-term and fundamental education reforms, in both primary education and higher education (initial teacher training institutions). These ambitions are not matched by the equivalent financial resources. This is increasingly the case given the financial and fiscal crises since 2009. Budgets for education, and in particular teacher education, are now under severe pressure in many Member States[39].

2.2. Current (emerging) themes and topics

When assessing the themes and topics addressed at European level over the years, on the one hand one can see that there is continuity, but on the other hand there are clear indications that new themes and topics are receiving policy attention. Whereas in 2004 the quality and motivation of teachers was positioned as an essential prerequisite for improving learning outcomes of European students, by 2012 the focus had shifted towards those who teach teachers, their selection and professional development: 'Teacher educators guide teaching staff at all stages in their careers, model good practice and undertake the key research that develops our understanding of teaching and learning'[40].

Current emerging themes and topics concern:
- **Quality of teacher educators**: More and more emphasis is being put on the quality of ITE programmes and the role of teacher trainers in them[41]. In many Member States teacher educators have an orientation which is more academic than didactic.

- **Induction programmes and recruitment procedures for teachers**: The transition from ITE to the labour market (schools) has for years now been seen as an important topic. It has received renewed impetus at MS level with the publication of the Handbook for Policymakers[42].

- **Changing profile of teachers into lifelong learners**: Lifelong learning is a key concept in European education policies: citizens need lifelong learning to keep their competences up-to-date and to fully participate in society and the economy. The same is true for teachers: in order to remain competent in an ever more rapidly changing environment, teachers need to keep on learning throughout their career.

- **Financing quality education and teacher development in times of crisis and budgetary constraints**: Studies indicate that the image and attractiveness of the profession increases when pay levels are raised and working conditions improved. In addition, attractiveness impacts on the quality of teachers[43]. As the 2012 ETUCE survey indicates, the economic downturn impacts on the budget policymakers can invest in education,[44] and it will therefore continue to be difficult to raise the quality of education in the current economic conditions.

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[39] See: ETUCE (2012), Analysis of a mini-survey on the impact of the economic crisis on teacher education in the European Union.

[40] European Commission (2012), Commission Staff Working Document Supporting the Teaching Professions for Better Learning Outcomes Accompanying the document Communication from the Commission Rethinking Education: Investing in skills for better socio-economic outcomes(COM(2012)0669), p. 64.

[41] See: European Commission (2013), Supporting Teacher Educators for better learning outcomes.

[42] European Commission (2010), Developing coherent and system-wide induction programmes for beginning teachers: a handbook for policymakers, Commission Staff Working Document SEC(2010)0538.

[43] IBF (2013), Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe (2 volumes).

[44] ETUCE (2012), Analysis of a mini-survey on the impact of the economic crisis on teacher education in the European Union.

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- **Focus on international benchmarks and measurable outcomes**: There is an increasing focus on international benchmarks such as TIMMS and PISA as proxies for quality education. Although these international benchmarks are valuable for purposes of comparison between countries, they only partially assess the (measurable) outcomes of education. Countries tend to focus more and more on increasing their performance against these measurable indicators and neglect other educational elements that are important for the child's development. This tendency might be reflected in changes in the type of material selected for ITE programmes.

2.3. In conclusion: TE is much debated, but is there concrete action?

The quality of primary education, the role teachers have in relation to quality education, and the part played by teacher education programmes are all factors that are widely acknowledged as being important in terms of providing the young generation with a good start in life. Although at European level these issues are on the policy agenda, it is not clear yet what reforms or concrete changes have taken place in recent years in the Member States to equip teachers in Europe with the right set of knowledge, skills and attitude to meet the challenges they currently encounter. In order to shed light on this, in the following chapters will describe and assess policy developments and reforms in relation to ITE, ECS and CPD at Member State level. This assessment will inform the conclusions in Chapter 7 and the recommendations to be made for future policy actions at EU and MS level.

3.   CHALLENGES FOR THE TEACHING PROFESSION

KEY FINDINGS

- The classroom level is the level that directly relates the teacher to teaching effectiveness. It involves both individual teachers' personal characteristics and the instructional or didactic repertoire that teachers have at their disposal to effectively manage the learning process. Primary school teachers focus first and foremost on their immediate working environment in the classroom. Dealing with pupils and parents and finding effective teaching methods for heterogeneous classes are their prime concern.
- Aspects of school organisation that, according to teachers, influence their teaching effectiveness include working conditions (pay levels, class size, teaching hours), the proliferation of tasks and expectations, bureaucracy, lack of support for further learning and lack of ICT infrastructure.
- System-level challenges that influence teaching quality from a work-floor perspective are the status and attractiveness of the teaching profession, demographic trends affecting pupil numbers, and an ageing teaching workforce.
- Policy debates at national and international level regarding the future of primary education and teaching apparently do not find their way (back) into the classroom or are not strongly related to the issues that are most pressing for teachers today. At the same time, teachers are highly critical of (national) reforms and policies that set ambitious objectives without supplying funds to actually make them work in daily practice.

The aim of this study is to assess strategies for improving teaching quality through teacher education. As has been emphasised in the analytical framework in Chapter 1, teacher quality is dependent on the teacher's persona, the classroom environment, the school situation and the systemic context. This multi-level approach to teacher quality sees the professional development of teachers as instrumental to pupils' learning and educational achievement. This chapter lays the groundwork for the necessary assessment by addressing the aims related to these strategies from the point of view of individual teachers and teacher educators in seven Member States, asking the question: *What are the main challenges for teacher effectiveness at classroom level, school level and national level?*

In the first section that follows, the focus will be on operational or classroom- level challenges. The second and third sections will examine the blockages existing at the level of the school and those related to characteristics of the education and training systems. The final sections show in what ways the different issues have been addressed by recent policies regarding the different phases of the continuum of teacher education.

3.1. Classroom level challenges for teachers

The classroom level is the level that directly relates the teacher to teaching effectiveness. It involves the individual teacher's personal characteristics as regards being an effective teacher, and the instructional or didactic repertoire the teacher has at his or her disposal to effectively manage the learning process.

Europe-level overviews of the challenges that teachers experience at classroom level report on such factors as stress, burnout, conflicts with pupils, parents and colleagues, and problems teachers have in adjusting to new methods or means of teaching[45]. In the interviews in the seven selected countries teachers indicated those challenges and added a few more. Primary school teachers focus first and foremost on their immediate working environment in the classroom. Dealing with parents and finding effective teaching methods for heterogeneous classes are their prime concern. These blockages will be discussed in the following sections.

Pupils behaviour and diversity

In four of the seven Member States studied (AT, FR, LT, NL), the interviewed teachers indicated they find it difficult to deal with **disruptive classroom behaviour by pupils**. Primary school teachers also frequently state that pupils manifest more behavioural problems than in the past, and feel they are not prepared sufficiently to deal with these problems.

At a more general level, teachers see their classes becoming more **heterogeneous** in terms of skills levels, cultural backgrounds, expectations and behaviour. Different forms of diversity can be found across regions or even specific neighbourhoods. Sometimes teachers refer to children from minority or immigrant backgrounds, while others point to gaps between pupils from privileged and disadvantaged backgrounds. Also, teachers indicate that they are expected to adjust their teaching to differences in learning speed and abilities between pupils.

A specific challenge is teaching classes that increasingly include pupils with **special educational needs** (SEN). Several Member States have recently pursued policies for more inclusive education, integrating pupils with special educational needs in general education. These special educational needs can include learning disabilities, communication disabilities, emotional and behavioural disorders, physical disabilities and developmental disabilities[46]. This raises particular challenges for teachers, such as dividing their time effectively between SEN pupils and the other pupils, being able to diagnose learning difficulties, and providing additional care and assistance. Teachers need time, training and space to move from a focus on 'additional needs' to providing learning opportunities for all[47]. Therefore, although inclusive education has developmental and psychological benefits for the SEN pupils, in all seven Member States teachers identified the issue as a challenge.

> *'The policy has been changed concerning children with special educational needs, the aim being to integrate them more into the 'original classes'. This is a good idea, but there should be more assistance, because the primary school teacher is not educated to deal with children with special educational needs' (teacher, FI).*

Didactics

Overall, teachers indicate that they would like more training in **classroom management** in order to effectively meet demands for more diversified or personalised teaching to deal with the ever more heterogeneous pupil population. For beginning teachers in particular, it is difficult to set aims or targets for their lessons. As a result, it is difficult for them to

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[45]   Eurydice (2009), Key data on Education in Europa, p. 165.

[46]   Intellectual giftedness can also be seen as a special educational need, but the term is not generally used for the group in question.

[47]   European Agency on Special Needs and Inclusive Education (2013), Organisation of Provision to Support Inclusive Education: a literature review.

explain what their pupils have learned during those lessons. In a few educational systems, teachers indicated that their initial teacher education curriculum was focused too much on theory and too little on classroom practice.

> *'The ITE programmes lack interactive approaches to teacher education and have in general a theoretical focus' (teacher, IT).*

In Chapter 4 we will see that some Member States have responded to these challenges by increasing the time spent on practical placements. Some countries are also reforming their ITE curriculum, including more training on issues such as dealing with parents and dealing with heterogeneity.

On the other hand, many teachers point out that there are limits to what one can learn in an ITE setting. More attention to teaching practice periods and practical training is advocated, while there is also the realistic observation that classroom management is one of the competences that grows with **experience**. From this perspective, the ITE programme should provide the basic teacher quality which needs to be further developed throughout one's career.

Role of parents
In all seven countries in our study teachers identified **involving parents in a positive way** in their work as one of the main blockages, despite differences in vision of what is, can and should be expected of parents in the relationship between school and parents[48].

Teachers struggle with two separate sets of problems. Firstly, there is the issue of how to deal with more vocal and direct demands by parents on teachers while maintaining *educational professionalism*. Secondly, teachers indicate that they have to deal with a group of parents who are too little involved in the school and in their children's education. The reasons for this lack of involvement range from lack of time - both parents are working – to differences in expectations. Some parents expect the school to solve any **pedagogical issues** with their children.

3.2. School organisation and teachers

In addition to the problems teachers experience directly in working with pupils (classroom level challenges), there are several issues related to **school organisation**, such as how the school is structured, the division of responsibilities, the facilities provided and the general structural and financial framework in which teachers have to operate. Aspects of school organisation that, according to the literature, influence teachers' effectiveness include working conditions (pay levels, class size, teaching hours), emphasis on teamwork and the issue of isolation of teachers, impact of the new assessment culture regarding students' achievement, and the issue of teacher stress and the risk of burnout[49] The in-depth analyses carried out in the seven Member States reveal that the same issues recur, although not necessarily with the same emphasis.

Proliferation of tasks and working conditions
Teachers feel that over the years schools have become **(over)burdened by a multitude of tasks** were not previously the school's responsibility. In the interviews, teachers linked

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[48] See: Hujala, E., Turja, L., Gaspar, M.F., Veisson, M. and Waniganayake, M. (2009). Perspectives of early childhood teachers on parent-teacher partnerships in five European countries. *Early Childhood Education Research Journal*, 17(1), pp. 57-76.

[49] IBF (2013), Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe, vol. 1, p. 71.

this trend to greater expectations by parents as regards the pedagogical function of schools to the role teachers should play in the social and personal development of children. Teachers feel that schools, in a way, have become the answer to all social ills in need of public attention and policymaking. This issue was brought to the fore by teachers in four of the seven countries (FR, FI, IE, NL).

> *'The main problem is that we have to teach pupils too many things in a limited time period. How to behave, how to use ICT, how to swim, and, of course, subject knowledge'* (teacher, FR).

This multitude of tasks and expectations leads to increased demands on the curriculum, and sometimes to calls for a longer school day (more hours of effective teaching time). On a more fundamental level, it means, for some teachers, a change in professional identity.

> *'Nowadays, the big question is whether the teacher is someone who imparts subject knowledge or also someone who is responsible for educating children in how to behave in society, which was in the past mainly the parents' responsibility. In recent years, teachers have become more and more responsible for educating the pupils in such skills'* (teacher, FI).

At the same time, the focus on 'delivering results' and accountability of the educational system has led to more '**bureaucracy**', as teachers in some Member States are asked to plan and adjust their teaching to individual students' needs and document progress on the individual level.

> *'Because we now have to document all the things we do for each pupil of our class, the workload has increased. As a result, many primary school teachers are complaining about the lack of time left in practice for our core activity, i.e. "teaching"'* (teacher, NL).

At the same time, teachers in four of the seven Member States face (or fear) **budget cuts** (NL, IE, LT and FI), in the wake of general pressure on public spending in times of economic stagnation in combination with stringent (European) oversight of budget deficits. In some Member States budget cuts have led or will lead to **larger classes, higher pupil-teacher ratios, longer working hours or fewer assistants in schools**. In Italy, France and Austria, the issue was not brought up: Italy has a set limit to class size.

Schools for learning?
A second challenge that teachers experience at the level of school organisation is the **absence of support for further learning**. Teachers in Italy, the Netherlands and Lithuania indicated that schools lack the resources to support the further development of teachers. Teachers therefore have limited time and limited or no financial means to participate in continuous professional development. In Lithuania, beginning teachers point out that even though they were educated in ITE to become lifelong learners, their schools often cannot meet their requests for professional development.

Lastly, in three Member States, teachers indicate that a **lack of ICT infrastructure** in schools is hampering the effective use of ICT by teachers. At the same time, lack of ICT skills – mainly in the case of older colleagues - was also a concern of many teachers. The main point is that teachers need to have ICT skills and be able to teach them to their

students. Having more advanced skills is enabling pupils to use ICT in order to learn more efficiently and acquire in-depth knowledge of their school subjects[50].

3.3. System level challenges for teachers

The third layer in our analytical framework on educational effectiveness is national policies and organisational features. This layer concerns more macro, system or national level structures impacting on the quality of teachers.

Challenges at this level that are found in the literature emphasise the relationship between the quality of the system and the attractiveness of the teaching profession (see Chapter 1). Other macro level factors that influence the quality of teaching are the general socio-economic situation, the number of teachers and funding available for professional development. The in-depth country analyses, although focusing on lower level blockages teachers are facing, identified a number of system level blockages that are of importance.

Status of the profession

There are considerable variations between Member States in how the status of teachers is perceived. In Finland and Ireland, the profession of primary school teacher in Finland and Ireland, is respected as having a high status. In four Member States (FR, AT, LT and NL), low or declining status of the profession was seen as an obstacle for improving the quality of schools. In these countries, teacher educators, as well as more experienced teachers, explained that they had to deal with a vicious circle in which due to the lower status of the teaching profession, Initial Teacher Education programmes are on average attracting weaker students. This results in lower quality at ITE level, which is a hindrance for improving the competence level of beginning teachers.

One aspect of a high-status profession is pay. In many European-level recommendations it is stated that pay levels for primary school teachers are too low. In the interviews, teachers tended to take the view that the problem was not the level of pay as such (though in a few of the Member States studied it was), but, rather, teachers' lack of ability to influence subsequent **pay rises** by acquiring higher levels of qualification or experience. We will address the links between continuous professional development and professional career opportunities in Chapter 6.

What **can** be influenced through teacher training is **professional autonomy**. Many teachers indicated, as reported above, that they lack autonomy as regards their professional development (CPD). When asked to identify problems, a number of teachers felt that they were losing control or autonomy over the core of their profession; namely the decisions concerning the content of their teaching and the methods used .

> *'Teachers lack social recognition, experience contempt and loss of autonomy, and lack the career prospects, continuing education and human resources that could help them advance in their professional life'* (teacher, FR).

Control over one's work is an important factor in job satisfaction. For example, teachers in the Netherlands report the highest job satisfaction of all (public sector) employees. This is mainly due to their relatively high level of independence in their daily work[51].

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[50] For detailed information, see the UNESCO ICT Competency Framework for Teachers (http://www.unesco.org/new/en/unesco/themes/icts/teacher-education/unesco-ict-competency-framework-for-teachers/).

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Demographics and labour market effects

In some Member States, due to demographic developments such as the ageing population and migration, schools are facing the problem of **declining pupil numbers**. This issue is usually most pressing in rural areas, though several school systems have to deal with an overall fall in pupil numbers. This decline results in depressed **employment prospects** for the younger generation of teachers, who find it hard to find full-time and permanent positions.

Ageing of the current teacher workforce is the other demographic issue facing the profession in several Member States. Despite extensive reporting on this issue at national and European policymaking level, none of the teachers in our study identified it as one of the most pressing problems.

3.4. In conclusion: Practical experiences and the policy debate

It is frequent for recommendations and conclusions in international reports to focus at a more analytical level on such aspects as teamwork, future skills, assessment cultures and evaluation and accountability processes[52]. One of the overall observations in this study is that those issues were rarely mentioned by primary school teachers themselves: if comments were made on them, it was by teacher educators. This is of potential interest, since we specifically tried to arrange interviews with 'ordinary' teachers in our study. It seems that policy debates at national and international level regarding primary education and teaching ('what, how and why') do not find their way (back) to the classroom or are not strongly related to the most pressing issues for teachers today.

A few observations may help us understand this gap between 'classroom reality' and policy debates. Firstly, teachers in most countries might not be used to reflecting on the wider conditions affecting their work or to considering issues that might arise in the future. Secondly, most primary school teachers appear not to be actively involved in national policy debates on school organisation, curricula, educational values or didactics.

This raises the question whether teacher education systems have succeeded over the years in providing teachers with the skills, habits and awareness that would enable them to critically assess and adapt their teaching.

A second set of challenges that figure prominently in the interviews with primary school teachers across Europe concerns a number of conditions that are seen as critical for educational effectiveness, such as workload, increasing class sizes and bureaucracy. Teachers are highly critical of (national) reforms and policies that set ambitious objectives without supplying the funds that would make it possible to actually achieve them in daily practice. A number of policies and instruments that are potentially beneficial for early career support and continuous professional development are scarcely being taken up thanks to lack of time or financial means: the next three chapters will include detailed examples of this.

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[51] See: Ploeg, J. van der (2003), Arbeidssatisfactie onder leerkrachten, in *Pedagogiek* 23(4), 2003, pp. 276-290.

[52] See the discussion in Chapter 1, as well as reports such as: Schleicher, A. (2012), Preparing Teachers and Developing School-Leaders for the 21st Century – Lessons from around the World, OECD, Paris, or: Hargreaves, A. (2000), Four Ages of Professionalism and Professional Learning, Teachers and Teaching, 6:2, pp. 151-182.

4.   INITIAL TEACHER EDUCATION

KEY FINDINGS

- Reforms in ITE programmes and selection procedures can help overcome the following classroom challenges encountered by teachers: 1) dealing with heterogeneous groups and pupils with special educational needs; 2) dealing with parents; 3) increasing specific competences and skills such as ICT and foreign languages. Furthermore, such reforms can help create a more stimulating learning culture at school level. At system level, selection policy for ITE can be oriented towards attracting the 'best' students, improving the image of the profession, and regulating employment prospects;

- With regard to reforms intended to raise the qualification level of ITE courses, of the Member States studied five have not raised that level (NL, IE, LT, IT, and FI). France has raised the level from a bachelor's to a master's degree, and Austria is planning to raise the level;

- Changes in the length of ITE courses have been made by two of the seven Member States (IT and IE). In addition, in Austria course length will be extended from the 2015/16 academic year;

- The most common entrance requirements for potential student teachers are: 1) proof of successful termination of secondary education; and 2) an entrance test. The tests focus on (specific) knowledge (NL), on motivation and practical skills (LT), or on both (AT, IT, FI, and FR). Four of the seven selected countries (NL, FI, FR, and LT) have recently reformed their entrance tests, and Austria is planning to do so in the near future;

- In general, the ITE programmes of the seven selected Member States include, as a minimum, the subject areas taught in primary schools (literacy, numeracy, history, etc.), pedagogics, technology/ICT for teaching and learning purposes, didactics, subjects related to heterogeneity in the classroom, a practical training component and a thesis at bachelor's or master's level. In most of the selected Member States the programmes also include 'research skills'.

- Six of the seven selected countries have recently reformed their ITE programmes. Some have altered the balance between subject knowledge and how to apply that knowledge (NL, IE, FR, AT, and IT); some have added particular skills needed in today's society (in LT, IE, NL, FR, and IT);

- Four countries (LT, IT, IE, and FR) have extended the practical training component; Austria plans to do so for 2015/2016. It has been found that the practical training component in the former ITE programmes was not sufficient to prepare student teachers for the full scope of their intended profession;

- Primary (student) teachers see the challenges for ITE programmes as being related to both organisation and content. Most reforms in ITE focus on programme content rather than on organisation. Positive examples of reforms targeting content issues can be found in France and Ireland.

4.1. Introduction: challenges and ITE programmes

For most teachers, their career starts at the stage of Initial Teacher Education (ITE). ITE is thus seen as a major arena for policies intended to improve teacher quality. Reforms aimed at improving teacher quality by means of changing ITE programmes predominantly focus on two areas, namely on putting systems in place for attracting or selecting 'better' students for ITE, and on improving the objectives, orientation, content and organisation of the programmes.

As indicated in the previous chapter, teachers experience a wide range of challenges at classroom, school and system levels. Some of these challenges can be anticipated in quality ITE programmes. The following obstacles can be (partially) removed through changes to the ITE programme of one or another kind:

- At classroom level, ITE can prepare intending primary school teachers to deal with **heterogeneity in groups and pupils with special educational needs** (SEN). This would mean instruction to develop competences in care-related subjects, tailored learning strategies for children with SEN, skills for diagnosing possible SEN status, and more advanced skills in classroom management and organisation. Furthermore, ITE programmes can teach skills enabling teachers to **deal with parents**. This concerns both competences to deal, on the one hand, with parents who are particularly demanding or wish to interfere with teaching, and on the other, with parents whose lack of involvement which increases the burden of care-related tasks for the teacher. In addition, ITE programmes can teach students an area of skills which have become more important. This includes **skills in using ICT or technology** in their lessons and competences enabling them to teach a **modern foreign language**;

- At school level, ITE programmes can stimulate a **learning culture**, through teaching intending teachers how to reflect on their performance and to use these reflections in combination with educational science to improve their performance.

- At system level, selection requirements for entering ITE can ensure that only **the 'best' students gain access**, improve the **image of the profession** and avoid negative **employment prospects** by making it more difficult to meet the requirements or to get through the selection round(s) and restricting the number of student placements for ITE.

This chapter discusses different strategies for reforming ITE programmes that have been taken up in the seven selected countries with a view to overcoming the problems identified as confronting teachers. It provides an overview of the strategies deployed, showing which aspects tend to be considered as having priority in the selected countries and which topics are not high on the policy agenda.

In the countries studied in depth, policies have been put in place to improve the overall quality of ITE. Such reform strategies may focus on aspects including:

- Changing the qualification level and length of the ITE programme, e.g. by raising it from Bachelor's to Master's level and extending its length from 4 to 5 years;

- Reforming access to the ITE programme, e.g. establishing selection procedures;

- Changing the content of the ITE programme, for instance including more care-related subjects;

- Changing the balance between theory and practice, by increasing the time devoted to in-school teaching practice.

The sections that follow outline the reforms affecting the ITE programmes which have been put in place in the seven selected Member States in the last ten years, in each of the areas referred to above. Reforms which are currently in preparation have also been taken into account.

4.2. Changing the education level and duration of the ITE programme

The organisation of ITE programmes for primary school teachers differs across the Member States and reflects the variations in education systems. In general, initial teacher education programmes are offered at institutions of higher education - either by universities or by more professionally oriented higher vocational institutions. In three of the countries studied, ITE programmes are only offered by universities (FR, FI, and IT); in three others, they are the preserve of higher vocational institutions (IE, NL, and AT); and finally, in one country (LT), they may be provided by both types of institution. ITE courses may be offered only by state institutions (e.g. FI) or by both private and state institutions (e.g. AT and IE).

In the Member States examined, responsibility for the content of ITE programmes is divided between the government and the ITE providers:

- The **government** (usually the Ministry of Education and Science) in most countries agrees on central guidelines for the content of ITE programmes. An exception here is Ireland, where instead of the Ministry, the Teaching Council[53], a statutory body, has a leading responsibility in drafting policies related to teacher education;

- The **ITE providers** are responsible for the content of the ITE programmes, subject to the central guidelines set by the government. In some countries (e.g. the Netherlands) these central guidelines are very general and give much autonomy to ITE providers. In other countries, such as Ireland, the guidelines (in the Irish case as laid down by the Teaching Council) describe the learning outcomes of the ITE programmes in more detail, leaving less autonomy to ITE providers.

4.2.1. Level of qualification of ITE programmes

In 2007, both the European Commission and the Council emphasised in their communication on improving the quality of teachers and teacher education that ITE should be provided at higher education level in order to ensure teacher quality. Furthermore, European policy documents have been consistent in recommending making teacher education available at all three levels: Bachelor's, Master's and PhD.[54].

At the moment, in the selected countries ITE courses for primary teachers function either at Bachelor's level (NL, IE, LT, and AT) or at Master's level (FR, FI, and IT). With regard to reform of the level of qualification in the selected countries, three situations can be distinguished: 1) no changes have been made concerning the level of ITE programmes in recent years; 2) the level of ITE programmes has been raised from a Bachelor's to a Master's degree; and 3) a reform is planned to raise ITE to Master's level. These three different country situations are further described below.

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[53]   http://www.teachingcouncil.ie/about-us/introduction.767.html
[54]   See Chapter 2 for more details.

No changes have been made with regards to the level of ITE programmes in recent years

In five of the selected countries, no reforms have taken place to raise the level of ITE (**LT**, **IT**, **NL**, **FI**, and **IE**). In three of those five, ITE programmes operate at Bachelor's level (LT, NL and IE), while two (IT and FI) run their programmes at Master's level. The main reason for not introducing a reform to raise the level of ITE appears to be variations in focus as to how to improve the quality of primary school teachers. For instance, in **Ireland** and **Italy** the focus is on extending the length of the ITE programmes (see later in this section). In the **Netherlands**, a policy measure has been implemented to stimulate current teachers to raise their qualification level (see Chapter 6). In **Lithuania**, a Teacher Training Regulation is in force which sets out the models for teacher training, the requirements for and content of educational courses and the requirements governing providers of such courses. In **Finland**, teacher quality is not part of the discussion on the quality of school education, as there is general satisfaction with that aspect.

The level of ITE programmes has been raised from a Bachelor's to a Master's degree

In **France**, before the 2010 reform of ITE for primary school teachers, the qualification degree for the ITE programme was at Bachelor's level. Following the reform, it is now set at Master's level. In addition, as of the academic year 2013/2014, both the content and the organisation of the ITE programmes have been changed (see text box).

Introduction of 'New Master's' in France

On July 2013, the French Minister of Education introduced the new Higher Schools of Teacher Training and Education (Écoles supérieures du professorat et de l'éducation: ESPEs)[55]. The ESPEs have been operational since September 2013 and provide both initial teacher education for teachers at all levels of the education system and continuing teacher education. Before the establishment of the ESPEs, the University Institutes for Teacher Training (Instituts universitaires de formation des maîtres or IUFMs) were the main provider of teacher education. One of the main differences between the two structures is that the ESPEs are conceived as a form of 'special institution' devoted to ITE and are integral parts of the university system, whereas the IUFM were institutions that worked closely with the universities. Furthermore, the ESPEs educate teachers of all education levels, whereas the IUFMs educated only primary and secondary school teachers.

In addition, the ESPEs have set up a new type of Master's course, 'Professions in teaching, education and training' (Métiers de l'enseignement, de l'éducation et de la formation - MEEF) for the academic year 2013-2014. These 'New Master's' emphasise the importance of a good balance between subject knowledge and practical training. Courses include both specific modules related to the education level for which the teacher is trained and modules for all students aimed at learning to teach in a shared professional culture. The programme provides students with specific subject knowledge, didactic and pedagogic knowledge and competences, and general knowledge of education sciences. In addition, it educates students on how to use digital tools in their lessons. Furthermore, the programme places more focus on research skills and on innovative teaching practices.

The reform was initiated in response to a perceived deficit in the teacher training system, namely the lack of an appropriate balance between theory and practice. Due to the fact that the former government abolished a specified ITE programme for teachers in 2010, graduates had less practical learning experience. With the 'New Master's' programmes, the 'specified' ITE programmes are reintroduced for teachers of different education levels, with a balance between theory and practice[56].

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[55] Ministère de l'éducation nationale, Lancement des Écoles supérieures du professorat et de l'éducation, 2013: http://www.education.gouv.fr/cid72783/lancement-des-ecoles-superieures-du-professorat-et-de-l-education.html.

[56] Ministère de l'éducation nationale: http://multimedia.education.gouv.fr/2013_espe_lancement/#/2/.

A reform is planned to raise ITE to Master's degree level

In **Austria**, following the introduction of a federal framework law for a new teacher training system (in German, 'Bundesrahmengesetz zur Einführung einer neuen Ausbildung für Pädagoginnen und Pädagogen')[57] in 2013, there is now a legal foundation for the implementation of a new ITE. This reform will ensure that the ITE programme for primary school teachers includes both a Bachelor's programme and a Master's programme, and is expected to be implemented for the academic year 2015/2016. Currently, the ITE for primary school teachers consists only of a Bachelor's programme. The need for a new ITE programme was identified on the grounds that the demands and responsibilities assigned to teachers have changed. It was also considered that because teachers were more oriented to theoretical knowledge than to practical competences, they were not well-prepared to deal with the heterogeneity of their pupils and that, therefore, a new ITE programme should anticipate the new skills teachers need and ensure that teachers' skills are up-to-date[58].

4.2.2. Duration of the ITE programme

The duration of the different ITE programmes tends to be related to their level. The three countries which have set the ITE programme as a Master's qualification (FR, FI, and IT), operate a five-year programme. The length of the programmes in the other four countries, where Bachelor's level applies, is either three years (AT and IE) or four years (NL and LT). Reforms concerning the length of ITE programmes are mainly related to (changes in) the level of the qualification degree for primary school teachers. In three of the seven countries (IT, AT, and IE), reforms have either been initiated in recent years or are about to take place regarding the length of the ITE programme.

In **Italy**, the ITE programmes were extended from 4 to 5 years in a reform introduced by the Ministry (Ministerial Decree No 249/2010) in 2010. As already mentioned, in **Austria** a reform concerning the ITE programme is expected for 2015/2016, extending the duration of the ITE programme. The current ITE consists of a three-year Bachelor's programme: this will be changed to a four-year Bachelor's programme plus a one-year Master's programme (thus to a total of five years instead of three). In **Ireland**, the length of the programme has been extended by one year (see text box).

Length of the ITE Bachelor's programme in Ireland

In Ireland, the Teaching Council is the statutory body that is responsible for setting and updating the standards for entry to the teaching profession. Reviewing and accrediting programmes is one of the ways in which the Teaching Council fulfils this responsibility[59]. In order to make sure that the ITE programmes meet the Council's accreditation requirements, the Council published the criteria and guidelines for programme providers[60] in 2011. This document made it clear that the ITE programme leading to a Bachelor's degree should be changed from a three-year to a four-year full-time programme. At the same time, the content should be reconfigured to ensure a greater integration of academic and practical elements. This new ITE programme started in 2012.

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[57]   See: http://www.bmukk.gv.at/schulen/lehr/labneu/index.xml.
[58]   See: http://www.bmukk.gv.at/schulen/lehr/labneu/warum.xml for the arguments underpinning the reform.
[59]   See: http://www.teachingcouncil.ie/initial-teacher-education-ite/review-and-professional-accreditation-of-existing-programmes-of-ite.460.html.
[60]   Teaching Council (2011), Initial Teacher Education: Criteria and Guidelines for Programme Providers.

The changes made in the ITE programmes are influenced by the framework set by the Teaching Council's document 'Policy on the Continuum of Teacher Education'[61]. This document highlights the evolving and dynamic context in which teachers are operating and the increasing complexity of their role as teacher. In addition, teachers need to be stimulated to reflect on their teaching performance and to be prepared to become 'lifelong learners'. For that reason, the Teaching Council thought it necessary to refresh the ITE programmes to ensure that beginning teachers are well-prepared to face the challenges of tomorrow.

To conclude, the following table provides a summary overview of whether and how countries have reformed the level and duration of their ITE programmes.

Table 2: Reforms related to the level and duration of ITE programmes

MS	Level of ITE	Length of ITE
NL	No changes	No changes
IE	No changes	From a 3-year to a 4-year programme
FR	ITE at MA level (since 2010)	No changes
LT	No changes	No changes
AT	MA level in 2015/16	In 2015/16 from a 3-year to a 5-year programme
FI	No changes	No changes
IT	ITE at MA level (since 97/98)	From a 4-year to a 5-year programme

4.3. Changing the procedures for entering the ITE programme

In order to improve the quality of future teachers, the authorities responsible can set higher requirements for admission to the programmes and change the recruitment and selection procedures for ITE[62].

In most Member States, the basic entry requirement for ITE programmes is the school leaving certificate giving access to higher education. In addition, Member States often also take account of student performance and use specific selection methods[63]. Regarding the methods used in the selected Member States, the main entry requirement takes the form of a test. In addition, some countries restrict the number of student places for ITE programmes, in order to have control over the number of teachers.

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[61]   Teaching Council (2011), Policy on the Continuum of Teacher Education.
[62]   Musset, P. (2010), *Initial Teacher Education and Continuing Training Policies in a Comparative Perspective*, OECD, Paris.
[63]   Eurydice (2013), *Key Data on Teachers and School Leaders in Europe 2013 Edition*, Luxembourg: Publications Office of the European Union.

Restricting student placement in ITE programmes

Three of the seven selected Member States (**IE**, **IT**, and **FI**) have set limits on the number of student places on ITE programmes. In these countries the authorities responsible determine the number of student places based on the need for primary school teachers in schools. For each ITE provider (i.e. universities or other types of higher education institution), a maximum number of student places is determined. The reason for setting limits is to exercise control over the number of teachers entering the teaching profession. Given that teaching is a fairly static profession (most teachers enter the profession via the ITE programme and leave it on retirement), it is possible to foresee the number of teachers needed in the future and to translate this into a given number of student places on the ITE programme.

Limits on student places do not always cover all providers of ITE programmes. In **Ireland,** for instance, the Department of Education and Skills only determines the number of student placements for state-funded ITE providers. Private providers who also offer ITE programmes have no restrictions on student numbers. At the moment, this is causing an oversupply of primary school teachers on the labour market. Several respondents indicated that this means it is likely that more able students will opt for other courses with better labour market prospects.

In **Finland**, the limits placed on student numbers have led to shortages of teachers in some areas (e.g. in Helsinki), but this creates the opportunity for students to work as unqualified teachers. This in turn causes students to take longer to complete their ITE programme, and in particular the thesis which is part of it.

Entry requirements

Setting limitations on student places is closely related to setting entry requirements for the ITE programme. Setting requirements is aimed at selecting motivated and competent students, in order to increase the quality of future teachers. A distinction may be made between entry requirements based on individuals' school-leaving grades and those based on performance in an entrance exam. Concerning the first, **Ireland** is the only country of the seven to operate a selection procedure based on students' grades obtained in the national school-leaving exam. For this procedure, the Minister for Education and Skills, in consultation with the Teaching Council, has specified minimum grades in six subjects[64]. There are specified minimum grades for Irish, English and maths, and students need to choose three other subjects, for which the grade also has to be above a specific threshold. The grades are converted into points, which are then used to select the 'best' students. The number of points needed to gain access to a given ITE programme depends on the quota allocated to the ITE provider concerned (see earlier in this section). In addition, a number of places are reserved for students from the *Gaeltacht* (i.e. the Irish-speaking areas).

The other selected countries make use of entrance tests, making this the most common entrance requirement for potential ITE students. Generally, this test is taken either before or at the beginning of the school year (**Lithuania**, **Austria**, **Italy**). In **the Netherlands**, however, students have three chances to pass the test before the end of the first year of study. In **France** students may only take part in the competitive examination at the end of the first year of their Master's course. These tests are therefore not really entrance

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[64]   See: http://www.education.ie/en/Education-Staff/Information/-New-Teachers/-Initial-Teacher-Education-ITE-Primary.html.

exams, but, rather, a kind of mid-term test aimed at establishing whether students show sufficient progress in their studies.

The content of these tests varies. There are tests that are focused on (specific) knowledge (**NL**); tests that focus on motivation and practical skills (**LT**); and tests focusing on both areas (**AT, IT, FI,** and **FR**). As an example, the text box below provides a description of the **Lithuanian** test, which evaluates the student's motivation and also his or her aptitude for the teaching profession.

Motivational test in Lithuania

The entrance exam is intended to assess the applicant's conscious determination to take up study programmes within the area of 'education and development' leading to a teaching qualification and in the context of a professional career which requires that qualification. In addition, it is a preliminary assessment of the person's aptitude to undertake and discharge such duties.

The bar is set differently for admission to a study programme and being awarded a scholarship. For universities the mark required for admission should be at least 16 out of 20; for colleges, 11 out of 20. Students with lower marks may still be admitted but will have to pay the college fees themselves. Hence, there is a clear difference regarding applicants for Universities and for colleges.

The admission mark has a number of different components, one of them being the recently re-implemented 'motivation test' (this was re-introduced as a project and will be continued in the coming years). The test consists of a written and an oral part and evaluates the applicant's motivation for working with children.

The motivation assessment consists of two parts: a structured, non-standardised written questionnaire, and a semi-structured interview by an examining board.[65] All applicants are asked to motivate – **in writing** - the choice of field for their planned professional career, to discuss a situation in which they have encountered a variety of people (with individual differences), and talk about their activities at school and/or in the community. The evaluation is focused on whether the entrants provide arguments in their responses for their choice based on their own experience, highlighting their personal qualities and moral values, revealing their understanding of the inalienable dignity of all persons and their openness to diversity, reflecting on their social activity and its importance, and demonstrating an appropriate sense and use of language.

During **individual interviews** with the members of the board, entrants are asked between five and seven questions on issues relating to factors including their choice of prospective career, their teaching experience and strategies for overcoming learning difficulties, their cooperative experience and their long-term vision of professional activities. Assessment is focused on whether, in their responses, the entrants substantially relate the issues discussed to educational activities, revealing willingness to solve problems, reflecting on the conditions for successful cooperation and personal responsibility, and demonstrating appropriate communication skills.

As a result of the test, the applicants considered to be the most highly motivated are admitted to follow the programme within the university.

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[65] The motivation assessment is performed by members of the examining board appointed by the Lithuanian Higher Institutions' Association for Organising Joint Admission (Lithuanian Acronym – LAMA BPO). The responses to the written questionnaire are assessed and the interviews carried out by two members of the board. One must have a university qualification in psychology, while the other may be a teacher at any higher education institution; the two of them may not be from the same institution.

In **Italy**, students need to pass a university-organised entrance exam. This exam is generally perceived as very formal and not selecting on the basis of capabilities and motivations appropriate for enrolment in ITE. According to the students, it is easy to pass as it does not properly assess the skills and competences needed for the ITE programme: the exam does not ascertain capabilities and motivations related to the teaching profession.

Policy reforms in relation to admission to ITE programmes
Four of the seven selected countries (**NL, FI, FR**, and **LT**) have recently reformed their admissions test, and **Austria** is planning to reform access to the ITE programme in the near future. In **France**, where the 'New Master's' has been introduced, the content of the competitive examination has also been renewed. The main change was regarding the new competitive examination evaluating students on both theoretical knowledge and capacity to teach. In **Austria**, as part of the planned reform of ITE, the entrance requirements for primary teacher education will also change. The text of the new law says that this evaluation must test subject knowledge, pedagogical competences and psychological and personal competences (working under pressure, communication skills, etc.). The colleges will be responsible for the test. They can decide to add more topics, add a self-assessment element or hold interviews as a second or third entry requirement. In **the Netherlands**, a literacy and numeracy test has been introduced to guarantee a certain level of competence. Students need to pass this test to be allowed to continue their studies.

Literacy and numeracy test in the Netherlands
The literacy and numeracy test has existed as a requirement for ITE students to advance to the second year of study. It was considered necessary to introduce this test in order to ensure higher literacy and numeracy skills among ITE students.

The test is based on national standards and is taken by students at the start of the ITE programme. Students who fail the test may resit. Student who fail to pass the test by the end of the first year are not allowed to continue[66].

According to a teacher educator interviewed, many students entering the ITE programme on the basis of a secondary vocational education qualification fail to pass the test and as a result have to leave the programme. Despite this high early failure rate, the literacy and numeracy test is not seen as a negative development, but as contributing to improving the quality and image of the primary school teacher in the Netherlands. The Dutch Ministry of Education, Culture and Science considers the test to be effective, as it is one of the measures that ensure a higher take-up rate for ITE among pre-university students[67]; more talented students are thus now entering the ITE programme.

The reform related to the entrance test in **Finland** was an initiative on the part of the universities aimed at simplifying the ITE admission procedures and creating a level playing field between universities in terms of quality. In 2006, the universities decided to cooperate over entrance requirements. This cooperation resulted in the creation of a nationwide entrance test (see text box below). This test now forms the first phase of the admission procedure, with the universities being free to devise the second phase.

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66 See: http://www.rijksoverheid.nl/onderwerpen/taal-en-rekenen/taal-en-rekenen-op-lerarenopleidingen.
67 Netherlands Ministry of Education, Culture and Science (2012), Nota werken in het onderwijs 2012.

Nationwide entrance test and other selection methods for ITE in Finland

Cooperation in student selection for teacher education programmes in the different universities has been stepped up since 2006. A network called VAKAVA (a national cooperation network for admission to teacher education programmes, consisting of seven universities)[68], was created in order to simplify admission procedures and establish closer cooperation between universities. Another objective was to make student selection more user-friendly for applicants.

Since 2011, as a result of the VAKAVA project, there has been a nationwide entrance test known as the 'VAKAVA examination' to enter teacher education for almost all education levels (including special educational needs teachers). This nationwide entrance test ensures that the same standards are required of every applicant, whatever the university. For this test, students have to read a dedicated manual consisting of a large number of research papers on educational topics, which is made available a month before the test. The test consists of multiple-choice questions aimed at determining whether the student has understood the papers in the book. Students who fail the test may resit a year later. Only the best-performing students gain access to the second phase of the selection procedure. This phase varies between universities. The University of Helsinki accepts 316 applicants for the second phase, and its test consists of the following stages:

- In groups of four, applicants have 15 minutes to read a short text. In these 15 minutes the student has to prepare a statement for group discussion;

- The group discussion is between the four applicants and takes about 15 minutes. It is observed and evaluated by three teacher educators;

- After the group discussion, the three teacher educators interview the four applicants separately.

This process as a whole takes three days. The University of Helsinki selects 120 students at the end: the number of successful candidates corresponds to the quota of student places available.

In conclusion, the following table provides an overview of recent policy reforms relating to the selection of students for ITE programmes:

Table 3: Recent changes in selection procedures for ITE programmes

MS	Selection of students
NL	Literacy and numeracy test
IE	Ideas for raising minimum standards
FR	Changes in content of competitive examination
LT	Reintroduction of motivation test
AT	Aptitude test instead of suitability test; universities free to devise a second phase (2015-2016)
FI	Nationwide entrance test; second phase varying between universities
IT	No changes

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[68] See: http://www.helsinki.fi/vakava/english/index.htm.

4.4. Changing the content of the ITE programme (curriculum reform)

The quality of primary education largely depends on the content of ITE programmes. The programme determines the knowledge, skills and experience that student teachers acquire before embarking on their teaching career. Moreover, it enables a country to ensure that all teachers have studied the same programme and end up with similar levels of qualification[69]. Generally, ITE programmes include a general and a professional component. The general component consists of the subject areas forming part of the primary curriculum (subject knowledge); and the professional component consists of practical skills, theoretical skills and practical training (pedagogic and didactic competence)[70]. Member States typically operate two models, namely[71]:

- Concurrent model: In this model the general component and the professional part are taught at the same time;
- Consecutive model: In this model ITE students study the subject part first and then continue with the professional part.

With the introduction of the 'New Master's' programme in France (see text box earlier), all selected Member States are currently using the concurrent model for their main ITE programme for primary school teachers.

The content of the ITE programmes
As discussed in the first chapter, studies and policy documents emphasise that teachers have to be critical and reflective in order to deal with changing techniques, a rapidly changing social environment and a changing curriculum (for primary education). They have to be 'innovative agents' with research skills that enable them to follow and interpret recent research findings so as to improve their effectiveness and reflect on their own performance[72]. In general, the ITE curricula in the seven selected countries consist of the following elements:
- Subjects taught at primary level (literacy, numeracy, history, etc.)
- Educational science and/or pedagogical studies;
- Technology/ICT in teaching and learning;
- Didactic skills;
- Subjects related to heterogeneity in the classroom;
- Practical training and school placement period;
- A Bachelor's/Master's thesis.

There is explicit attention for 'educational sciences' or pedagogical theory in four of the selected countries (**NL**, **FI**, **AT**, and **LT**). In more and more countries teachers are being taught to 'reflect' on their own performance and the performance of both other students and primary teachers during practical training periods. More with regard to practical training will be discussed in the next section.

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[69] Musset, P. (2010), Initial Teacher Education and Continuing Training Policies in a Comparative Perspective, OECD.

[70] Eurydice (2013), Key Date on Teachers and School Leaders in Europe, 2013 Edition, Luxembourg: Publications Office of the European Union.

[71] Snoek, M. and Zogla, I. (2013), Teacher Education in Europe; Main Characteristics and Developments.

[72] See for example: Schleiger (2012), Preparing Teachers and Developing School-Leaders for the 21st Century – Lessons from around the World: Paris, OECD.

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Alongside these main elements of the curricula, there are additional subjects which are less often mentioned as a main element of ITE. For instance, in the **Netherlands** and **Ireland,** 'professional development' is a part of the programme in which students learn to integrate what they have learned (e.g. theories or methods) into practice, the aim being to provide a basis for a collaborative dialogue on teaching. Another subject which is specifically mentioned in three countries (**NL**, **FR** and **IE**) is how to deal with parents ,or in a broader perspective, 'communication skills' (e.g. **FI**).

Reforms or changes made to ITE programmes
Regarding recent curriculum reforms in the seven selected Member States, the following situations can be distinguished:
- A renewed balance between subject knowledge and learning how to apply that knowledge, through practical training and research;
- Adding particular skills which are needed in today's society.

In the light of recent reforms in the curriculum, five of the seven selected Member States (**NL**, **IE**, **FR**, **AT**, and **IT**) are renewing the balance between subject knowledge and subjects aimed at learning how to apply that knowledge. In four of these countries (**IE**, **FR**, **AT**, and **IT**) this means that more weight is given to school placements and to research skills (see Section 4.5). In **the Netherlands**, the balance in the ITE programme has been renewed through the introduction of 'knowledge foundations' (kennisbases).

Knowledge foundations and tests in the Netherlands
In 2008, the Netherlands Ministry of Education, Culture, and Science presented a new quality agenda for teacher education[73]. In recent years, ITE providers have started work on implementing the agenda. One of the points on the agenda was the development of 'knowledge foundations' and of tests based on national quality standards. 'Knowledge foundations' means a sum of knowledge, competences and attitudes which students need to master, as determined by groups of teachers and experts.

There are 'knowledge foundations' for Numeracy-Mathematics, Language and 'Guidance on Yourself and the World' (i.e. subjects including geography, history, etc.). Since 2010, the ITE programmes have been based on these national norms. The aim is that all knowledge foundations and related assessment instruments should be implemented by 2016.

According to both a student and a curriculum coordinator interviewed, the introduction of knowledge foundations and tests has the effect of raising the level of the ITE programme. Students experience the programme as more demanding, mainly through the following components:
- the number of assignments for each subject has increased;
- there is an increased amount of subject-knowledge to be learned;
- 'knowledge tests' have been introduced;
- there are now assignments in which students have to combine practice with subject knowledge;
- students are now required to follow training in research skills and to carry out a research assignment.

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[73]　Ministry of Education, Culture, and Science (2008), Kwaliteitsagenda voor het opleiden van leraren 2008-2011 - http://www.rijksoverheid.nl/documenten-en-publicaties/rapporten/2008/10/10/kwaliteitsagenda-voor-het-opleiden-van-leraren-2008-2011.html.

Another trend in the changes being made in ITE programmes is **the addition of particular skills which are needed in today's society**. Three developments can be noticed; firstly, the introduction of SEN-related subjects (**LT, AT** and **NL**); secondly, the introduction of ICT and learning technology subjects (**LT** and **IE**); and finally, the introduction of a foreign language requirement (**FR** and **IT**).

The ITE programmes of six countries (**LT, NL, IE, IT, FR**, and **FI**) currently include a subject that deals with children with special educational needs and with 'heterogeneity' in the classroom. In some countries this is a standard element of the programme, in others it is optional. Due to the fact that special educational needs schools will disappear in **Austria**, and the children concerned will be integrated into ordinary schools, ITE programmes will in future teach students about children with special educational needs, as all teachers will be confronted with SEN pupils.

The obligation to master English at a certain level in **Italy** leads to a number of (practical) implementation problems in universities. University teachers often do not have the necessary language knowledge, and the proficiency level of students entering university is low.

In conclusion, the following table provides an overview of recent changes to ITE programmes in the wake of widening demands:

Table 4: Recent reforms in the ITE programme in the seven selected countries

MS	More demands on the ITE curriculum
NL	Introduction of the national knowledge foundations and tests. In addition, some subjects are added as a result of policy initiatives or changing needs of teachers.
IE	A number of compulsory subjects have been added, such as ICT in Teaching and Learning.
FR	Balance between practical training and subject knowledge
LT	More emphasis on SEN; psychology of children in at-risk groups; use and inclusion of IT in didactics; use of Moodle, interactive blackboards, etc.
AT	Changes will focus on more basic elements which every teacher should master (15/16)
FI	No changes
IT	Ministerial Decree 249/2010 lays down the programme for the 5-year ITE Master's course. Universities have autonomy in further developing course content.

4.5. Changing the balance between theory and practice

One of the major changes with regards to the ITE programmes in recent years concerns the balance between theory and practice. In most of the selected countries, more emphasis is put on practical experience within the ITE programme.

Here it must be emphasised that the distinction between theory on the one hand and practice on the other is not clear/cut. The distinction refers in the first place to the contrast between an academic learning environment in which students are educated in specific subject knowledge, and a work-based learning environment in which students have to use the knowledge, skills and competences they have obtained in a practical classroom environment. This however, does not mean that the practical part is completely 'theory-free' or that the theoretical part is completely 'practice-free': the academic environment permits substantial emphasis to be placed on practical experience, via role-playing, simulation, etc.

The share allotted to practical, work-based experience in teacher education changes as the programme advances. Students' obligations as regards practical training tend to increase incrementally. In the first year students simply observe a primary school teacher at work; in the second year they prepare a limited number of lessons under the supervision of a teacher; and in the third year they are responsible for teaching a class for a period of time. Observation of primary school teachers by students is a frequent element of practical training.

Reforms

Two countries that have not implemented significant changes in the share of practical training in ITE programmes are **Finland** and **the Netherlands**, Both countries make use of 'training schools' to organise the practical training. In the **Netherlands** students follow a programme developed by the ITE provider and the training school together on the basis of a partnership agreement. A teacher from the school is appointed as mentor, and receives additional training for this purpose. Partnerships can apply for grants through the Dutch Ministry of Education, Culture and Science[74]. In **Finland**, each ITE provider has its own 'training school'.

University-linked training schools in Finland

In Finland, every ITE provider has one or two training schools attached to it. The training schools can provide primary, lower and upper secondary education. The university cooperates with teachers from the training school to arrange the practical training element in the ITE programmes for primary teachers. The training school linked to the University of Helsinki is known as the 'Viikki training school'[75]. In the ITE programme of the University of Helsinki, students have to follow three courses of practical training at this school:

1. **Orientation teaching practice** (3 ECTS): This takes place in the first year, and includes lessons in didactics and 'how to get to know the pupil'. Students observe the practice and write a report on an individual pupil at the school. At the end of the first year students go back to the same class and teach the subjects of 'Finnish' and 'Drama' for 18 hours;

2. **Minor subject teaching practice** (9 ECTS): students teach five subjects at the school in their third study year;

3. **Main subject teaching practice** (8 ECTS): In their fifth study year, students do their 'Master Practice', which they have to do in another, 'ordinary' school that does not have specific links to a university.

Primary-level school teachers at the Viikki training school supervise the students during their periods of practical training. In addition, a university staff member observes the students' performance.

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[74]   Regioplan (2013) inventarisatie opleiding in de school,. see also:
      http://www.leraar24.nl/dossier/724/opleiden-in-de-school.
[75]   See: http://www.vink.helsinki.fi/index.php?del=0&id=820.

In four of the selected countries (**IE**, **FR**, **LT**, and **IT**) the practical training component has been extended. In **Austria**, it will be extended as part of the planned reform of the ITE programme for 2015. The main reason for this change is to provide students with a better preparation to work in real-time classroom situations. Extending the practical training provides students with a better idea of the full scope of the profession; not only about what happens in the classroom, but also dealing with parents, observing improvements and discussing issues with colleagues.

Although the practical training component in the ITE programme in **Italy** has increased, students indicate that the quality of the practical experience depends too heavily upon the tutor (a primary school teacher) assigned to the student. In addition, students would like to spend a longer period in the school environment. Currently, the programme mixes up the theoretical and the practical parts, so that, for example, a student may spend two or three hours teaching a training school and attend a lecture afterwards. Students would rather be involved full-time in the school environment in order to better understand how the schools operate in reality. In **France**, in addition to the recent extension of the practical component, it may be noted that ITE students receive a remuneration for their practical training periods, starting from the second year of the Bachelor's programme. Student teachers In the second year of the Master's programme also receive a (full) salary.

> **The 'New Master's' programme and practical training in France**
> Under the 'New Master's' programme as introduced in 2013, students enrol in a *concurrent programme.* In the first Master year, the amount of practical training is 6 weeks, divided between the first and second semesters. In the second Master year, students spend half their time at their EPSE and half their time in practical training. In practice, this means 12 hours (or two school days) per week of practical training over a period of 36 weeks. Students receive a full salary for the practical training in their second Master year, provided they have passed the competitive examination[76].
>
> Another important element of the French reform is the measure 'Teaching jobs for the future' ('Emplois d'avenir professeur' – EAP)[77]. This measure is intended to encourage students from low-income backgrounds to enrol in ITE programmes by offering financial incentives.

In conclusion, the following table provides an overview of recent changes to the balance between theory and practice within ITE programmes:

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[76] Ministère de l'éducation nationale (2013) La refondation de l'école fait sa rentrée (http://multimedia.education.gouv.fr/2013_DP_rentree/files/assets/downloads/publication.pdf).
[77] See: http://www.education.gouv.fr/cid61330/les-emplois-d-avenir-professeur.html.

Table 5: Recent reforms towards more practical training

MS	More practical training?
NL	No changes
IE	The time for school placement has been extended to 30 weeks.
FR	More weight given to practical training to achieve the right balance with subject knowledge
LT	The extended practice period in the fourth year is now 6 weeks instead of 4.
AT	The new programme will include more practical training.
FI	No changes
IT	The 249/2010 Ministerial Decree determined that programmes should include practical training and internships.

4.6. In conclusion

Initial Teacher Education prepares students to be good teachers, able to deal with the challenges and difficulties related to their profession. The changes to the ITE programmes in the last decade in the seven Member States studied in depth relate to the increased responsibilities of teachers in today's society and the demands which primary school teachers are confronted with today. In order to equip tomorrow's teachers with the right competences, the ITE programmes are changing, though the pace of change varies between countries. Some countries have implemented far-reaching reforms, such as changing the degree level and/or the duration of their programmes. Other countries have changed their ITE programme only slightly, adding some elements to the curriculum focusing on emerging subjects, such as dealing with children with special educational needs or how to use ICT in the classroom.

In general, curricular reforms are strongly focused on the main problems teachers face at classroom level (e.g. SEN issues, lack of ICT skills, low foreign language proficiency). In addition, through the focus on enabling teachers to be 'reflectors' by teaching them action-based research skills, ITE reform tends to impact on the development of a learning culture in schools (this being viewed as a blockage at school level). In conclusion, the selection method applied for entrants to ITE programmes can have an impact on the image of the profession, since more stringent procedures can increase enrolment of more talented students (as the evidence from the **Netherlands** shows). It may be concluded overall that **reforms in ITE are responsive to the main challenges teachers face.**

The in-depth country studies revealed many interesting practices as regards reform. With regard to the curricular challenges, **Lithuania** is a positive example of a country where in recent years the ITE programme has put more emphasis on children with special educational needs. With regard to technology, in **Finland** there has been a decision at university level to incorporate more ICT courses in the programme. This was based on feedback received to the effect that the ICT skills of beginning teachers could be improved. Furthermore, the changes concern increasing the amount of practical training and the introduction of research skills, in order to better prepare student teachers for the complexities of the profession. Positive examples are the 'New Master's' programme in **France** and the reconceptualised ITE programme in **Ireland,** which struck a new balance

between theoretical and practical learning (see text boxes in previous sections). These examples are related to overcoming the challenges at school level and stimulating a learning culture.

Despite the fact that many reforms are strongly focused on the main challenges teachers face, student teachers still note some challenges for improvement within the ITE programmes:

1) Insufficient connection between subject knowledge and practical training (IE and FI);
2) Lack of interactive lessons in the ITE programme (AT and IT).
3) Lack of skills on the part of teacher educators that would enable them to integrate ICT into their teaching (FR and FI).

The first challenge is that student teachers would like to see how methods learned in ITE programmes work in practice. The second challenge is that there should be more variation in the didactic repertoire of teacher educators, as well as more room for discussion and critical reflection about what student teachers are taught during lessons. The curricular challenge indicated by primary (student) teachers is that ITE should teach them to incorporate the newest learning methods and available technologies, for example using I-pads, blended learning, or 'flipping the classroom'. In conclusion, ITE programmes are not yet completely fulfilling their stated aims in terms of interactive lessons or technology-supported and integrated learning.

Despite the reforms and changes of the last decade, the quality of ITE programmes remains a subject of institutional, societal and political debate among teachers and students, generating ideas on how the programmes can be improved (modernising the curriculum, more interaction, connecting theory and practice, etc.).

5. EARLY CAREER SUPPORT

KEY FINDINGS

- Early career support can provide additional support to beginning teachers to help them deal with many of the challenges arising at classroom level, such as: dealing with diversity and heterogeneity within the pupil population; general classroom management (maintaining order, keeping track of time, ensuring that no pupil is left behind with regard to the programme); motivating pupils to learn; and dealing with parents on a day-to-day basis.

- Only a few countries offer coherent system-wide induction programmes, though the majority of Member States offer beginning teachers access to some forms of support measures, especially mentoring.

- The issue is on the agenda in all the Member States studied in depth, but there are great differences in the design and implementation of programmes.

- In some Member States, such as Italy and Ireland, induction forms part of the trial period required prior to obtaining a permanent position or a licence. Induction in France starts in the final year of ITE, which includes a large proportion of practical training. Lithuania, Finland and the Netherlands lack a national induction programme, as schools are responsible for ECS. In all these countries and in Austria, initiatives are being taken to (further) develop support mechanisms for beginning teachers.

- Some key challenges were identified. In none of the countries studied in depth, is a lower workload for beginning teachers a part of national policies or labour contracts. The combination of support and formal assessment leads to stress for beginning teachers and potential loyalty conflicts within schools.

- If support is linked to a permanent posting it is not very well targeted, since many beginning teachers start their careers with temporary or part-time postings.

- ECS systems are currently too narrowly focused on improving new teachers' functioning, neglecting potential benefits for the school organisation.

5.1. Introduction: teacher blockages and early career support

Candidates who successfully complete initial training and recruitment procedures in most European education systems are then immediately given full responsibility for an entire class. As a consequence, beginning teachers experience what might be called a 'practice shock'[78].

As discussed in Chapter 3, most challenges that beginning teachers face are similar across countries and intrinsic to the profession. Early career support (ECS) can help beginning teachers confront the blockages. At classroom level this primarily means gaining experience in dealing with particular issues and difficulties in a correct way. For beginning teachers 'practice shock' can concern, for instance: dealing with diversity and heterogeneity within the pupil population; general classroom management (maintaining order, keeping track of time, ensuring that no pupil is left behind with regard to the programme); motivating pupils to learn; and dealing with parents on a day-to-day basis. Early career support plays a less important role as regards dealing with challenges at

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[78] Stocking et al. (2003) From Student to Teacher: reducing practice shock and early dropout in the teacher profession, *European Journal of Teacher Education*, vol. 26(3).

school and system level; it is, however, important since it can help prevent beginning teachers from dropping out of the profession.

As the Commission notes in its communication 'Rethinking Education', early career support, in the form of induction and mentoring programmes, can help new teachers cope with the challenges, improve the quality of teaching, facilitate the professional development of teachers, and reduce the number of teachers who leave the profession early[79].

In this chapter we explore how educational systems currently support teachers in their transition from student to teacher (Section 5.2). This section includes information on if and how the selected Member States have recently changed policies in the field of ECS and how these are related to access to the profession. Sections 5.3 and 5.4 deal with the issue of what we have learned from teachers and teacher educators about constraints and successes, and consider what conclusions and recommendations are appropriate.

5.2. Overview – forms of Early Career Support

The aim, form and organisation of ECS vary between Member States. According to Eurydice data and the Handbook on Induction[80], the majority of Member States offer beginning teachers access to support measures, usually directly after gaining their qualification. Only a few countries offer coherent system-wide induction programmes. Most Member States which do not have a formal or obligatory induction programme offer other types of support for beginning teachers in primary education. In others, schools are responsible for the organisation of early career support.

Induction is generally conceived in terms of a formalised support programme for new entrants to the teaching profession[81]. Some countries offer such programmes as an option which the beginning teacher may choose; in other countries, enrolling in an induction programme is a mandatory requirement for entering the profession (linked to licensing). Generally, these national induction programmes are complemented by different forms of informal support at the school level[82], such as:

- appointing a mentor with responsibility for assisting new teachers (in general an experienced teacher or the school head);
- regular meetings to discuss progress or problems;
- assistance with planning and evaluating lessons;
- participation in other teachers' class activities and/or classroom observation;
- special compulsory training; and
- visits to other schools or resource centres.

If we examine the ECS systems in place in the seven selected Member States, three different situations can be identified:

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[79] European Commission (2012), Rethinking Education: Investing in skills for better socio-economic outcomes - COM(2012)0669.

[80] European Commission (2010), Developing coherent and system-wide induction programmes for beginning teachers: a handbook for policymakers - European Commission Staff Working Document SEC(2010)0538.

[81] See for an overview and definitions: European Commission (2010), Developing coherent and system-wide induction programmes for beginning teachers: a handbook for policymakers - European Commission Staff Working Document SEC(2010)0538.

[82] See for an overview and definitions: European Commission (2010), Developing coherent and system-wide induction programmes for beginning teachers: a handbook for policymakers - European Commission Staff Working Document SEC(2010)0538.

- Induction forms part of the trial period prior to obtaining a permanent position;
- Induction forms part of the final year of ITE, in which practical training plays a major part;
- No national induction programme exists but initiatives are being taken to develop such programmes.

In the next sections, these three situations are illustrated with country descriptions.

5.2.1. Induction as an aspect of access to the profession

In a few of the Member States that were studied in depth, forms of ECS are related to formal stages of licensing and recruitment regulating access to the profession. At this point, various practical aspects are briefly introduced.

Recruitment

Across Europe the recruitment of teachers is organised in different ways, depending on the body responsible and the regulations in force. In general, three different 'systems' can be discerned for the recruitment of teachers[83]:

- The most common method in Europe is **open recruitment**, in which the school - with or without the involvement of the local authorities - decides whether or not to accept a candidate, without interference from the national authorities. Anyone holding a teaching qualification may apply for a vacant position. This system is used in a vast majority of European countries, among them Finland, the Netherlands, Ireland, Lithuania and Austria.
- In some countries, such as Greece, Spain and France, centralised **competitive examinations** are organised to select candidates for the teaching profession. Belgium (French and German-speaking communities), Cyprus and Luxembourg use a system called 'candidate list'. Applications for employment are organised by putting the names and qualifications of candidates on a list for the education authority.
- Some southern European countries use a **candidate list** in combination with open recruitment (Portugal) or competitive examinations (Italy and Malta).

An example of a system based on competitive examinations is provided by **Italy**. In that country, the recruitment of permanent teachers is organised on the basis of a national competition (a national professional entry test leading to being placed on a waiting list). The competition exists for purposes of obtaining a permanent position within a school. Recent graduates have to pass a written exam and an oral test in order to be accepted on a list for a specific province. When the graduate is on the list, he/she can be offered a job at a school in that province. The list-based systems make it difficult to transfer to other parts of the country. The period between graduation and being placed permanently in a school may be one of several years. During this period teachers have less favourable working conditions, e.g., they cannot accumulate pension rights. Schools cannot recruit autonomously and have to take the teachers assigned to them. They cannot differentiate or create additional conditions to recruit specific teachers.

Licensing

To gain access to the profession of primary school teacher, possessing a formal teaching qualification (see Chapter 4) is the first necessary step. In most Member States, a qualified teacher needs an additional 'teaching licence'. Licences are sometimes specific

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[83] For a full overview, see Eurydice (2013), *Key Date on Teachers and School Leaders in Europe. 2013 Edition*, Luxembourg: Publications Office of the European Union.

for a particular level of the education system (early childhood education, primary education, secondary education), or they may be good for multiple levels of the system.

Licensing and recruitment practices are closely related in some countries. Passing the competitive examination or being included on a 'candidate list' can be regarded as a 'licence to practise' and a precondition for obtaining a permanent teaching position. In some countries, completion of some form of ECS is required to obtain this teaching licence.

In **Italy**, the induction programme is considered as a trial period to assess whether the school will keep the newly appointed teacher on a permanent contract.

Induction of teachers in Italy

Under Italy's labour contract law[84], after appointment to a permanent teaching position teachers must go through a trial period; the trial period corresponds to a one-year training and support programme. The labour contract foresees the guidance and support of a tutor selected by the Teachers' Assembly and appointed by the head of the school. In addition, it introduces the teacher to in-depth knowledge of the typical aspects of the teaching profession (methodological, psychopedagogical, relational and communicational, legal and administrative aspects). It also offers optional opportunities to improve ICT skills and foreign language knowledge, with a view to obtaining internationally recognised certifications. Since the school year 2001-2002, such activities have been organised according to an integrated e-learning model.

At the end of the academic year, the probationary teacher has to write a report on the activities and training experience carried out and discuss it with the Committee for the Evaluation of Teachers in order to obtain confirmation of the permanent posting. This committee is staffed by colleagues from within the school.

This induction is only available for permanent teaching positions, and most, if not all, young teachers enrol in the profession via temporary positions. In many cases, teachers become permanent only after 8-10 years of temporary postings. In reality, the induction period is in fact more of a 'trial' period than an induction into the profession.

Another Member State where induction is linked to the probationary period for starting teachers is **Ireland**. Irish School Management Boards are free to appoint applicants to any job vacancy (open recruitment). An ITE graduate needs to be registered with the Teaching Council to work as a teacher. Beginning teachers who have the required degree are registered conditionally. In order to become fully registered, all Newly Qualified Teachers (NQTs) have to go through a three-year probationary period. The probation requirements for primary school teachers must be met within the three years of the conditional registration. The probation period involves two or more visits from an inspector of the Department of Education and Skills. The inspector will assess whether the NQT meets the service requirements (a period of satisfactory service in a school), demonstrates professional competence in a school setting, and has taken part in the **National Induction Programme for Teachers**. An NQT complying with all requirements will receive full registration from the Teaching Council.

The Irish Department of Education and Skills has recognised the importance of the transition from an initial teacher education programme into employment by working as a

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[84]   Contratto Collettivo Nazionale di Lavoro Comparto Scuola, article 68.

teacher in a school, and has accordingly established the National Induction Programme for Teachers (NIPT, see text box).

National Induction Programme for Teachers (Ireland)[85]
The aim of the NIPT is to support newly qualified teachers in their first year of teaching by providing a high-quality, effective programme of induction that elaborates on the curriculum at the initial teacher education stage

After almost a decade of experimentation through the National Pilot Project on Induction, participation in the programme became a requirement for full registration in 2012. Ireland made the strategic choice not to invest in longer ITE, but, instead, to focus on the continuum of teacher education and to invest in the induction phase and in continuous professional development[86].

The NIPT offers a series of workshops throughout the year at national level, with courses provided in Education Centres around the country. The workshops are available to all newly qualified teachers who are on probation and who have been granted conditional registration by the Teaching Council. Since 2012, all new teachers are required to attend 10 workshop sessions during their three-year probation period. The workshops concern topics such as classroom management, dealing with demanding parents, organisation and planning[87].

The NIPT is complemented by the support, advice, teacher observation opportunities and feedback provided by head teachers and other teachers to newly qualified teachers in schools. In a school, the head pairs the beginning teacher with an experienced teacher who can help in areas like personal planning and school organisation. In practice there is no specific financial support for this mentoring function of the experienced teacher, nor is there obligatory training for mentors.

5.2.2. Induction starting in the final practical training year of ITE

In **France,** the education system is characterised by a strong state presence in the organisation and funding of education. The state organises the teacher admissions procedure, recruits teachers - who become civil servants - and provides them with in-service training. Students who have completed the first year of their Master's can sit regional competitive examinations ('**concours'**) for the recruitment of primary teachers. The number of places open each year under the various competitive recruitment exams is determined by a ministerial decree based on forecast student numbers. **Students who have passed the examination receive a full salary during their practical training in the second year of their Master's**.

Successful candidates are appointed as trainee civil servants and are placed in charge of a class as part of the second year of their Master's. They also have one day of academic instruction per week provided by the university. In this specific context, the support given by the University may be considered as simultaneously part of the initial training and a part of early career support.

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[85] http://www.teacherinduction.ie/
[86] Politis, Yurgos (2012) The National Induction Programme for Teachers (NIPT), ATECI Commissioned Report 2010-2012.
[87] For a full current overview, see:
http://www.teacherinduction.ie/images/pdfs/Standard_Documents/NIPTWorkshopOverview.pdf.

In addition, supervision and advice are provided by an experienced teacher, who also observes the student's teaching. In-school support from colleagues is provided in line with Ministerial Circular No 2011-073 of 31 March 2011, which recommends providing substantial support for new teachers by means of a supervision arrangement involving tutoring and training periods throughout the year. Tutors must be experienced teachers and are assigned to a student for the entire training year.

Early career support for beginning teachers in a regular situation (those who have finished their Master's) is available in the form of training by pedagogical counsellors and primary education inspectors, who are employed by the local education authority *('académie')*. This support may be offered to any teacher on the request of the head teacher. Teachers and heads state that the degree of support provided varies from one '*académie*' to another.

5.2.3. No national induction programmes

The other four of the seven countries studied in depth currently lack systematic induction programmes for new teachers (FI, AT, LT and NL). In **Lithuania**, **the Netherlands** and **Finland** it is not the role of government (national or local) to decide whether or not ECS is offered to new primary school teachers: the schools themselves determine whether ECS is provided for new recruits (see, for instance, the Netherlands- text box below).

Early career support as a school responsibility in the Netherlands

In the Netherlands there is no national induction programme or statutory national structure for early career support. School governing bodies are responsible for human resource management and for supervising and supporting beginning teachers. The necessary funds come from the general school budget and are allocated to primary or secondary school governing bodies to spend at their discretion. They may spend the lump sum allocated on offering teachers higher pay, supervising trainee teachers, reducing the workload for beginning teachers, or investing more in the professional development of all staff.

Despite the absence of a national induction programme, almost 80 % of beginning primary teachers receive some form of induction or support. 60 % of beginning teachers are positive about the support they have received, despite the fact that only 20 % of beginning teachers work in a school that has actually organised a dedicated programme for them[88].

In a typical primary school, the internal supervisor and the unit leader of the school support the beginning teacher in their first year. The unit leader is available for practical questions and the internal supervisor often visits the class and gives feedback to the beginning teacher. If the beginning teacher runs a classroom with another colleague, this colleague will be given extra hours to inform the new colleague about the school's organisational and educational processes (e.g. how to report on pupils' progress).

A report by the Inspectorate of Education on the quality of ECS in (lower secondary) schools argues that ECS in schools should be improved in two areas. First, support is not adjusted to the actual learning needs of beginning teachers. Second, the implementation of support by colleagues is neither systematically organised nor part of the quality management system in schools.

Recently, the Dutch Minister of Education, Culture and Science decided that EUR 80 million should be invested in improving early career support for teachers. These financial resources are part of a broader set of policy measures to improve quality in the teaching profession, as indicated in the National Strategy on Teachers, and will be devoted to some sixteen initiatives aimed at ensuring a better connection between initial teacher education and practice[89].

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[88]   See Regioplan (2013) Loopbaanmonitor Onderwijs 2012.
[89]   See: http://www.rijksoverheid.nl/nieuws/2014/02/13/betere-start-voor-beginnende-leraar.html.

A difficulty in those Member States that leave induction programmes to the individual schools is that many primary schools, owing to their small size (in conjunction with low turnover of staff), only very infrequently employ new staff. For primary schools, therefore, organising ECS is unlikely to become the routine activity that it may be for secondary schools, which are mostly larger.

Solutions for this problem of scale are forms of ECS organised by regional school boards that are responsible for a whole cluster of schools. For example, in **Finland** the issue of scale is tackled by means of a peer group mentoring model for early career support at the municipal level (see text box below).

Peer group mentoring for beginning teachers in Finland

In 2010, the Finnish Ministry of Education and Culture launched the 'Osaava programme' for 2010-2016. The aim of this programme is that universities and local authorities should work together, in 'local or regional networks', to develop activities which support the professional development of teachers. As a part of this programme, the Osaava Verme (a collaborative network bringing together the Finnish teacher education institutions, including both the vocational teacher education institutions and the teacher education departments of universities) has developed a model for early career support known as 'Peer Group Mentoring' (PGM). The peer-group mentor training programme is now widespread across Finland and is arranged both nationally and regionally, in every university which provides teacher education.

Beginning teachers are not obliged to enrol in the PGM, but they may sign up for it via their municipality. A group will start if the municipality can afford to pay the salaries of the mentors and if there are enough beginning teachers wishing to participate. Usually, these groups consist of 5 to 8 beginning teachers. Therefore, the starting date of a PGM in a given year may vary, but is usually in September or October. The group decides together how often it will meet (usually once a month).

The idea of the PGM is that teachers discuss and reflect upon their problems and find solutions together. The groups are organised very informally: indeed, meetings could be in an informal place such as a bar. The group decides whether or not to speak about specific topics during each meeting. The mentor of the group is not an advisor, but more someone who leads and listens to the group discussion. However, the mentor can also join the conversation as a peer. In addition, the mentor does not necessarily have to be an experienced teacher. To be eligible for the role of mentor, teachers have to follow specific training courses, which are provided at university level.

In **Lithuania,** a major issue being worked on by the Ministry is working on is that of providing more working placements for young teachers, in the context of an ageing workforce and a falling population in rural areas. The Ministry has started work on the admission process and intends to improve the induction arrangements for beginning teachers. A project was initiated to develop a structural full mentoring system for teachers in their first year. The project developed the system, trained teachers and developed supporting material. Unfortunately, lack of funds led to implementation being discontinued. Therefore, induction remains a discretionary matter for the schools, which do not receive specific funds for this purpose. Mentoring takes place on a voluntary basis and at the discretion of the school head. At school level, alternative but less favourable models for ECS exist. Many university graduates first work as teaching assistants in a school: over time and if their work is considered satisfactory, they can apply for a regular teaching position in the same school.

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In **Austria** there is currently no national induction programme for beginning primary teachers, the Ministry's position being that primary school teachers have enough practical training in their ITE programme. For secondary teachers there is a national induction programme because their educational programme offers less practical training. In the near future, however, an induction programme for beginning teachers is foreseen for primary teachers too: this will apply to the first crop of graduates from the new four-year Bachelor's programme in 2019 (see Chapter 4). During the induction programme, beginning teachers will be mentored by experienced primary school teachers, who will have to follow a training course of 60 ECTS in order to become mentors.

5.3. Challenges in relation to ECS and conditions for quality ECS systems

Challenges in relation to ECS

Although it is widely acknowledged that ECS is helpful to alleviate a number of challenges faced by newly recruited teachers, many Member States still lack systematic induction programmes for new teachers. The issue has been discussed in all the Member States studied in depth. There are nonetheless great differences in the development and implementation of programmes. The following key challenges may be identified with regard to the ECS systems in the countries concerned:

- In none of the countries studied in depth is the notion of a **lower workload** for beginning teachers part of national policy or reflected in employments contracts.

- The **combination of support and formal assessment** leads to stress for beginning teachers (as mentioned above for Ireland) and potential loyalty conflicts within schools. The same goes for the support arrangements in France, which are organised by the same bodies (the '*académies*') that are responsible for oversight of the profession.

- Beginning teachers also have to deal with a **precarious labour market position** (temporary or part-time employment with no job security). Where early career support is linked to a permanent post, these forms of support are not very well targeted. For example, in Italy and Ireland, though structured induction programmes are in place, the fact that early career patterns involve a prevalence of temporary postings means that most teachers spend the first years of their career on temporary contracts with no formal entitlement to ECS, and thus induction is not available for those most in need of it.

- In most of the countries studied, there are **weak systematic links between ECS and ITE systems**. In France, however, where ECS is now in place, if only for student teachers during their practical training in their second Master's year, one can say that the divide between ITE and ECS is beginning to blur.

- Mentoring is the exclusive domain of experienced (senior) teachers. Other, more equal and more informal forms of learning – peer group learning, collegial visits, self-reflection – are not yet being put to good use.

Conditions for quality ECS systems

In 2010, the European Commission published a Staff Working Document entitled 'Developing coherent and system-wide induction programmes for beginning teachers: a handbook for policymakers'[90]. This document related to European-level peer learning activities in the field of ECS. It set out a number of preconditions for successful induction

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[90] SEC(2010)0538.

programmes, and these are confirmed as being essential by the results of our in-depth studies:

- **Financial support:** Induction and other support measures for beginning teachers require an investment of adequate financial and time resources. For beginning teachers it is essential that they should have a reduction in their workload, without any reduction in pay. Mentors also need to be allowed sufficient time for their duties.

- **Clear roles and responsibilities:** A second condition is the need for clear roles and responsibilities to be defined – and owned – by all stakeholders. In some countries ECS is institutionalised and intertwined with access to the profession. In these cases, however, the combination of support and assessment is hampering the effectiveness of the support role.

- **ECS as part of a continuum:** Induction needs to be seen as part of a continuum. The knowledge, competences and skills involved build further on the education and training provided within the ITE programme, and feed into CPD later in the teacher's career. This means in practice that there need to be effective links and strong communication lines between the providers of these different systems. This calls for a common language in which to discuss teacher qualities. **In Ireland**, a committee of the National Induction Programme for Teachers, which consists of representatives of the Department of Education and Science and the Teaching Council, as well as teacher educators and education centre directors, is now working on means of aligning the ITE concurrent programme with the National Induction Programme.

- **Wider aims:** The handbook promotes a culture that is focused on learning by both beginning teachers and experienced teachers and stresses collaboration, leadership of learning, the promotion of a learning environment conducive to learning, and a view of beginning teachers as being an asset to schools.

- **Quality management**: Mentors must be selected according to rigorous criteria: seniority and hierarchical criteria are less important than qualities such as interpersonal skills, communication skills and knowledge regarding how (beginning) teachers learn. One of the keys for effective ECS reform is formal support and training enabling experienced teachers to become tutors or mentors. Only in Finland has it been made clear that (peer group) mentors have the professional obligation to follow training to equip them for their role.

5.4. In conclusion: Early Career Support and school development

By their nature, ECS systems tend to focus on supporting beginning teachers. However, many teachers noted that new teachers can also support schools. They often bring new skills to schools, such as working with ICT, research skills, knowledge of new didactic or pedagogical approaches and being accustomed to group work. Schools rarely make full use of these skills. Several beginning teachers indicated they could not (fully) employ their skills, due to an unsupportive work environment and schools being reluctant to change. The ECS systems that do exist currently focus too narrowly on improving new teachers' functioning, neglecting potential benefits for the school organisation.

6. CONTINUOUS PROFESSIONAL DEVELOPMENT

KEY FINDINGS

- Continuous Professional Development (CPD) can provide **solutions for all the challenges teachers encounter** in their work at classroom level. Furthermore, it can support creating an institutional learning culture at school level and could help in enhancing the image of the profession by professionalising teachers.

- In some Member States CPD is included as a **right** in labour contracts or collective labour agreements (for instance the Netherlands, Lithuania and Italy). It can also be considered an **obligation** or professional duty for teachers to maintain their competence level (as in France, Austria, and Finland). In Ireland CPD is neither a right nor an obligation. Important policy changes are foreseen in relation to this issue in both Ireland and the Netherlands.

- There is often **no direct link between CPD and career progression**. However, being involved in CPD can impact the career progression of teachers in some countries.

- Most policies concerning CPD activities in the countries studied relate to **formal courses and programmes**. Less attention is given to informal learning or the development of learning cultures in schools, although in Ireland and Finland policies stimulate more informal and non-formal modes of CPD.

- **The supply of CPD follows demand**. Many different types of public and private providers are involved.

- With regard to **responsibility for funding and providing CPD**, in many countries a distinction is made between CPD related to policy implementation and CPD directed at self-development of teachers. The first falls under the responsibility of the state, the latter under the responsibility of the local authority, school or teacher. Some countries have structures in place to minimise costs to teachers, or offer means of support such as organising CPD during working hours or having recourse to substitute teachers.

- **The barriers facing teachers who wish participate in CPD** are a mix of attitudinal, situational and institutional. In many countries, CPD is often not regarded as a part of work, and activities have to be conducted in the **teachers' own time**. Most policy initiatives and CPD policy programmes focus on levelling the situational and institutional barriers, but do not attempt to tackle the most persistent **attitudinal barriers** (e.g. lack of motivation). Positive examples of targeting such barriers can be found in Finland, the Netherlands and Ireland.

- **Key system components** for teacher education systems to enable all teachers to acquire and develop their competences include (EC, 2013):
  - stimulating teachers' active engagement in career-long learning and competence development, in effective ways;
  - assessing the development of teachers' competences, with tools that are aligned with the purpose and design of the teacher competence model being used in each system;
  - providing coherent, career-long learning opportunities of an appropriate and relevant nature, through which all teachers can acquire and develop the competences they need.

- Given these key conditions, **much work still needs to be done**, although interesting initiatives in these directions are emerging (IE, LT, FI and NL)

6.1. Introduction: Challenges faced by teachers and CPD

In a context of rapid social change, teachers have to be prepared to deal with the effects of changes in society that influence their profession. As noted by the European Commission, ITE will not be able to prepare teachers for all the changes they will experience across their working lives[91]. For that reason, teachers need to update their skills and competences through in-service teacher education[92]. In-service teacher education or continuing professional development (CPD) may be defined as a sum of 'activities sought to update, develop and broaden the knowledge teachers acquired during the ITE and/or provide them with new skills and professional understanding'[93]. Teachers in countries that have introduced changes in curriculum, school organisation or teaching methods as a result of new research on teaching or to adapt to changing student needs, have a particular need to enrol in CPD in order to update their skills[94].

As indicated in Chapter 3 above, there are a number of challenges teachers are facing for which can be dealt with by means of CPD or CTE (Continuing Teacher Education):

- At the classroom level, CPD can help teachers increase and enhance their competences in **dealing with parents**. This includes both dealing with more demanding parental involvement and with parents who show a lack of involvement and thus increase teachers' care-related burden. Furthermore, specific CPD programmes, courses and other trajectories can help teachers develop competences in handling **heterogeneity within the pupil population and pupils having special educational needs**. This includes competences in the field of more advanced classroom management, competences in care-related subjects, diagnostic skills to be able to diagnose SEN and, finally, competences to develop more individualised learning trajectories for pupils. In addition, CPD can support teachers in obtaining more general competences which are gaining importance in their profession. This can include, for instance, **ICT skills** and competence in a **foreign language**.

- At school level, CPD can play an important role in establishing an **institutional learning culture**, making it normal practice to reflect on the work of colleagues, initiate peer groups and peer learning activities or enrol on short courses.

- The direct impact of CPD on system-level blockages is limited. However, CPD can help **enhance the occupational image** of the teaching profession, making it a more attractive career choice for talented students.

In the following sections, the systems in place in the selected countries will be presented. In section 6.2 the legal status of CPD is discussed; in section 6.3 the organisation of CPD at Member State level is explained; and section 6.4 goes on to deal with the challenges facing CPD and the conditions required for quality CPD systems. Section 6.5 offers some concluding remarks with regard to CPD in each of the countries concerned.

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[91] European Commission, Improving the quality of teacher education: Communication from the Commission to the Council and the European Parliament, 2007, COM(2007)0392.

[92] Finnish Institute for Education Research, Education and Training 2010: Three studies to support School Policy Development, Lot 2: Teacher Education Curricula in the EU, 2009.

[93] OECD, Teachers matter: attracting, developing and retaining effective teachers. Paris, 2005.

[94] Musset, P., Initial Teacher Education and Continuing Training Policies in a Comparative Perspective, Paris: OECD, 2010.

6.2. CPD as a right or a professional duty

The organisation of CPD in Member States is very heterogeneous; it differs with regard to responsibility, types of provider and funding (section 6.3). In addition, countries vary as to whether CPD is conceived as a right for teachers, an obligation or neither a right nor obligation[95]. In some Member States CPD is included as a right in labour contracts or collective labour agreements. This is for instance the case in four of the countries which are studied in depth. For instance in **Lithuania**, each teacher has the right to 5 days of professional development per year. In **Italy,** according to the labour contract, permanent teachers may attend an in-service training, known as '150 hours' (Decree 249/2010of the Ministry of Education, Universities and Research) and organised by the Ministry of Education. This arrangement corresponds to the legal right enjoyed by all employees to benefit from 150 hours a year to attend training during working time in order to obtain a higher professional qualification (Law 2003, DPR 395/88). However, in reality the number of places is limited and has been decreasing for financial reasons. Teachers also have the right to attend five training days a year, provided they can find someone to replace them without creating any extra costs for the school. With regard to CPD being a right, a distinction should be made between permanent and temporary positions, the concept of 'right' applying only to the former. In **the Netherlands,** primary school teachers may spend 10 % of their time on professional development as stated in collective agreements.

In other circumstances, CPD can be both a right and an obligation, seen as a professional duty if teachers are to maintain their competence level. For instance, in **France** primary teachers are obliged to spend 18 hours a year participating in CPD courses that are chosen from a limited list determined by the local authority and the relevant universities. In **Austria**, primary school teachers employed by the *Länder* (federal states) also have the legal obligation to take part in in-service teacher training courses for 15 hours per school year. If there have been major school reforms, teachers can be obliged to enrol in a specific course. School heads can oblige teachers to take part in in-service and continuing training events, in line with the quality development plan of the school (location-specific development plans). In **Finland**, teachers are currently obliged to participate in CPD for three days a year. In **Italy**, the labour contract does not include compulsory CPD, and indeed even states that teachers cannot be obliged to participate in CPD. It is however, an obligation of the school to invest in CPD for its staff. As we have seen for the three Member States where CPD is obligatory, a fixed amount of time per year has to be devoted to CPD. In France, this is 18 hours; in Austria, 15 hours; and in Finland, three days.

In **Ireland**, it is neither a right nor an obligation to participate in CTE activities; however, free courses are provided by state-funded organisations. The great majority of teachers participate in some form of CPD. Significant numbers of teachers also follow long-term certificated courses, on a part-time basis and largely at their own expense. In addition, the Teaching Council is working on a new framework in which obligatory participation should be included. In the future in **the Netherlands,** teachers will also be obliged to enrol in CPD courses and to record all activities in the 'teacher register' (see text box below).

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[95]   For a European overview, see: European Commission, Key Data on Teachers and School Leaders in Europe, Eurydice, 2013.

The teacher register in the Netherlands

Since 2011, all authorised (primary) teachers in the Netherlands may register themselves in the **'teacher register'**. At the moment, teachers are not obliged to register, but the government plans to make registration mandatory from 2017[96].

The register serves two purposes. Firstly, it makes teachers' abilities and competences more transparent; secondly, it ensures that teachers regularly and systematically update their competences. A register will stimulate teachers to improve their competences, as well as enhancing the status of the teacher given that it inspires and motivates teachers to work on skills development. Furthermore, the register strengthens both the profession and professional identity. By registering, teachers commit themselves to enrolling in continuing teacher education. The nature of the activities concerned is restricted by a number of criteria, relating to relevance, content, size and appreciation. In addition, the activities should in a form that can be certified or validated[97].

Interesting to note is that the initiative for the teacher register came from the teachers themselves. It was initiated by the organisation 'Onderwijscoöperatie' (Cooperation in Education)[98], consisting of different stakeholders (labour unions). The initiative is supported by the government and the school associations.

The table below provides a summary overview of the legal issues related to CDP in the seven countries.

Table 6: Legal issues related to CPD

	CPD as a right for teachers	CPD as an obligation for teachers
NL	Yes (10 % of working time)	No, but changing
IE	No	No, but changing
FR	Yes (18 hours)	Yes (18 hours)
LT	Yes (5 days)	No
AT	No	Yes (15 hours)
FI	No	Yes (3 days)
IT	Yes (150 hours)	No

Source: Authors

CPD and career progression

As indicated, CPD is in many countries a right and/or an obligation (professional duty). In some countries, it is linked to career progression and benefits. In **Lithuania**, teachers are provided conditions for continuing professional development. The education law of 2011 obliges teachers to upgrade their professional qualifications.

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[96] See: http://www.rijksoverheid.nl/documenten-en-publicaties/kamerstukken/2013/10/04/kamerbrief-over-het-lerarenregister.html.

[97] Onderwijscoöperatie (2012), Registerleraar.nl, voorlopige regelement 2013: https://www.registerleraar.nl/doc/pdf/Voorlopig%20Reglement%20registerleraar%20versie%202%200%20%20120121123_31312.pdf.

[98] https://www.onderwijscooperatie.nl/.

In addition, participation in continuing professional development leads to higher pay or improved career benefits.[99] There are four qualification categories established for teachers: teacher, senior teacher, teacher–methodologist and teacher–expert.

Other countries do not have a strict connection between CPD and career progression. However, as for example in **France**, participation in CPD may be taken into account in annual individual evaluations. Since 2010 in **the Netherlands**, schools receive additional financial resources to diversify teaching positions and create better paid posts (in Dutch: *functiemix Leerkracht*)[100]. As a result of this policy measure, schools receive financial resources to recruit or educate teachers to higher skill levels in order to raise the general quality of teaching. Promotion to such better remunerated positions is not, however, directly linked to CPD and depends on the discretion of the school management. In **Finland**, participation in continuing professional development activities does not provide teachers with formal benefits such as salary increases or promotions. Teachers, however, participate more than they are formally required to do. In **Italy**, this is not the case, since as a result of a lack of 'return on investment', teachers are reluctant to invest in developing their competences.

6.3. Organisation of CPD

As mentioned above, CPD can be a right or an obligation for teachers. However, what is provided in the form of CPD and how it is organised is another matter. Issues related to the organisation of CPD concern responsibility for deciding what courses should be followed, the organisations offering CPD programmes, and, finally, resources (time and budget).

Content and delivery of CPD

CPD courses deal with a wide range of issues, with demand usually being driven by supply. Subjects may include teaching methodologies, special educational needs, literacy and numeracy, leadership development, induction, substance misuse prevention, child protection, school self-evaluation and curricular support. In addition, CPD concerns not only formal and school-based learning trajectories, but also non-formal and informal learning and reflection activities. The latter go more in the direction of creating a general learning culture in the schools. The types of CPD activities organised in the different Member States take a wide variety of forms, including peer learning activities, participation in conferences, workshops and seminars, one-day events, short courses, online courses and longer credit-bearing programmes. The methods used in CPD are increasingly oriented to a digital learning environment. For instance, in **Italy**, in the last ten years the use of blended e-learning, which integrates on-line activities with class teaching, has seen a significant improvement; however, programmes and projects are at present strongly influenced by the difficult economic and financial climate and by the need for cost restraint.

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[99] Under the Lithuanian education law of 2011, the purpose of supporting measures for teachers is to provide information, expert advice and professional development assistance enhancing the effectiveness of education and promoting the teacher's professional growth. Teachers are assisted in their efforts to improve their performance and ensure better quality through counselling and guidance and the creation of conditions for their professional development. Assistance to teachers is rendered by providers of psychological, special educational and social educational assistance, as well as by specialists in continuing professional development and healthcare, professional associations and others. Continuing professional development of educational staff is an integral part of non-formal adult education.

[100] See: http://www.functiemix.minocw.nl/.

In **Lithuania**, recently, the government determined what kinds of activities are considered to constitute CPD for teachers (see text box below):

On 30 May 2012, the **Teachers' Professional Development Plan** was approved by the Lithuanian Minister of Education and Science. This plan recognises the following forms of professional development:

* individual learning (including academic activities and research and professional publications);
* collegial knowledge sharing (participation in methodological groups and associations of subject teachers, demonstration and reflective supervision of lessons and other educational activities, coaching, mentoring and consultation);
* specialised events and activities (seminars, courses, projects, internships, training);
* academic studies (studies for a higher degree, studies in a different intellectual field, study programmes aimed at retraining but not leading to a degree, etc.);
* public activities (social activities, cultural activities, artistic expression).

The plan states that teachers' professional development should be seen as a continuation of the training they received in higher education institutions and should last for their entire professional career.

In general, it can be concluded that most of the policies with regard to CPD activities in the countries studied relate to formal courses and programmes. Less attention is given to more informal learning and the development of learning cultures in school. Positive examples related to this, however, can be found in **Ireland** (see text box below on the Teacher Council) and **Finland** (see text box on the Osaava programme).

Responsibility for providing CPD

With regard to responsibility for providing CPD, in many countries a distinction is made between CPD related to policy implementation and CPD aimed at self-development of teachers. The former is usually provided under the responsibility of the state, either by government institutions or by universities, generally with funding from the state. The latter fall under the responsibility of local authorities, schools or teachers, and may have a wide variety of providers; these courses may be funded variously by the state, local authorities, schools or the teachers themselves.

In **Finland**, for instance, continuing education and training has been divided into two variants on the basis of the decision-making bodies responsible. Firstly, the primary legal responsibility for in-service teacher training rests with the body responsible for the educational institution concerned, usually a local authority. This type of in-service training is organised during working hours. Secondly, the state is responsible for programmes relating to education policy and priorities. The number of applications for continuing education programmes focusing on the priorities of education policy is well in excess of the capacity for funding such programmes. This being said, teachers have the responsibility and power of decision as regards participating in such programmes, and are eligible for various forms of study grant. Continuing teacher education is organised by different types of training provider, among them universities' continuing education units, vocational teacher education colleges, university departments of teacher education, teacher training schools, university summer courses and various private organisations.

A particular example of CPD in relation to policy reforms can be found in **Italy**. In relation to the recent additional requirement for teachers to have an English proficiency level of

B2, mass training programmes are being designed.[101] The terms of teachers' labour contracts mean, however, that these courses are not obligatory.

In most countries, whether teachers can participate in CPD courses depends on the decision of the school administration. This is, for instance, the case in **Lithuania**, where responsibility for CPD lies with the school head, and **Austria**, where, in line with the quality development plan of the school, heads may oblige teachers to take part in in-service and continuing training programmes.
n **France**, local authorities are responsible for continuing teacher education (see text box below).

Continuing teacher education organised by local authorities in France

In France, Continuing teacher education is organised by the local authorities known as '*académies*'[102], in conjunction with the universities. Primary school teachers are obliged to take part in continuing teacher education for 18 hours per year. Within the 18 hours some courses are included which are obligatory; others are chosen by the teachers. The choices are however, limited by a list of courses ('Academic Training Plan': PAF – Plan académique de formation). Every year teachers can sign up for courses provided on the list offered by the '*académie'*. Generally, CPD is imparted in the form of group courses, thus ensuring that teachers can discuss the material with their peers. The courses cover a wide variety of subjects.

In addition, primary school teachers can also participate in courses on their own initiative. In that case, teachers have more choices open to them than is the case with the list for the 18 hours' compulsory CPD. Mostly, these are group courses lasting one or two weeks, in which case the teachers are replaced by substitutes during their absence.

However, signing up for a particular course is no guarantee for admission. Admission to CPD is based on the amount of points a teacher has accumulated. The number of points depends on the number of years' teaching experience and on the evaluation report received by the teacher from the inspector. Normally, the academic inspector of primary education visits schools to evaluate beginning teachers after their first year, and experienced teachers on average every three or four years.

In **Ireland**, teachers are – as seen above - not obliged to participate in continuing teacher education. However, the Department of Education and Skills is responsible for CPD and offers courses through the body known as 'Professional Development Service for Teachers' (PDST)[103]. The aim of the PDST is to support the continuing and professional development of teachers as lifelong learners. In addition to providing support in response to schools' identified needs, it responds to needs identified following a Whole School Evaluation (WSE) under Section 24 of the Education Act of 1998. These courses are free of charge and provided through the local Education Centre Networks[104]. The aim of the PDST is to provide high quality professional development and support so as to empower

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[101] These programmes are developed by INDIRE (the National Institute for Documentation, Innovation and Research in Education - www.indire.it). In the past INDIRE was asked directly by the Ministry to train teachers. Currently, it is asked to develop projects, but schools are autonomous as regards requesting participation in the courses.

[102] An *académie* is a regional body responsible for implementing national education policies. There are in total 30 *académies* in France. Each *académie* is under the authority of a Rector, appointed by the President of the Republic.

[103] http://www.pdst.ie/.

[104] http://www.ateci.ie/education-centres.html.

teachers and schools to provide the best possible education for all pupils[105]. The Education Centres also offer courses additionally to those required by the PDST. Furthermore, CPD programmes are also provided by colleges of education, universities, private providers and other bodies.

In addition to the PDST, universities and colleges of education also provide CPD courses. These include certified continuing professional development courses, but also various shorter non-certified courses, while some institutions also engage in research and development courses with clusters of schools in their vicinity, with a strong professional development dimension. A range of other agencies offer CPD programmes of various types. These include teacher unions and school management/trustee bodies.

An important body related to CPD in Ireland is the Teaching Council (see text box below).

The role of the Teaching Council in Ireland

In accordance with Section 39 of the Teaching Council Act, 2001, the Teaching Council is responsible for promoting engagement with and conducting research into CPD, as well as reviewing and accrediting CPD programmes[106]. In its policy document, the Council defines CPD as follows;

'Continuing professional development (CPD) refers to lifelong teacher learning and comprises the full range of educational experiences designed to enrich teachers' professional knowledge, understanding and capabilities throughout their careers'.

The Council's policy on CPD is that 'effective CPD provision requires the adoption of a coherent national framework that is informed by international and national research evidence and that caters to individual teacher, school and system needs'.

The Teaching Council would like to see teachers have to prove their participation in CPD in order to renew their registration with it. Currently, it is working on a framework for this. The Teaching Council is aware of the resistance of teachers when something is made compulsory. For that reason, it is seeking a framework which is flexible enough to allow teachers to undertake any type of professional development. For example, the new framework is being designed to respect different types of 'informal learning', such as discussions and information exchanges between teachers through, for instance, social media such as Twitter, a practice currently frequent among teachers. The new framework will probably be implemented in March 2016.

In **Lithuania**, teachers typically attend conferences and other events or follow specific training days. These events are organised by private organisations during holiday periods, and teachers can register for them. There are around sixty such organisations in Lithuania: they are not university/college based and it is a private market. In addition, teachers' associations hold conferences and training events. The rhythm of attendance at such events depends on the teacher and the school head. An indicative figure (from the school visited in Vilnius) is that teachers participate in these events no more often than once a month.

In recent years in **Finland,** reforms have been initiated to improve the organisation of CPD. The text box below provides an illustration of the Osaava programme.

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[105] http://www.pdst.ie/node/4045.
[106] See: Teaching Council, The continuum of Teacher Education, 2011:
       http://www.teachingcouncil.ie/_fileupload/Teacher%20Education/FINAL%20TC_Policy_Paper_SP.pdf.

Osaava: CDP reform in Finland

In 2010, the Finnish Ministry of Education and Culture launched the 'Osaava programme' 2010-2016.[107] The reasons for developing and launching this programme were, firstly, the declining number of teachers who participated in CPD and, secondly, the manifold demands on the expertise of teachers (e.g. their ability to develop their own work while acknowledging their ethical and social responsibilities) in the context of the changes their profession is facing. Furthermore, it has become clear that there were significant differences in participation in CPD courses between different regions and groups of teachers. According to a study by the Ministry[108], the main reasons for non-participation were: problems in arranging substitutes, teachers being too busy, training programmes not meeting the needs of teachers, travel time being needed to participate in a course, and the additional work created by the training programmes.

The Osaava programme is intended for principals and for teachers in primary education, general upper secondary education, vocational education and adult education. The role of the programme is to stimulate CPD providers, schools and their staff to ensure systematic development of their skills and acquisition of the competences needed in the work environment. In this context, the main focus is to establish models which would make the supply of CPD more demand-driven. As a preparatory action for this, the Ministry analysed which particular groups of teachers rarely participate in CPD. The outcome of this analysis identified as particular target groups teachers over 55, part-time teachers, teachers in the early stages of their career, and, finally, the management of educational establishments. The Ministry provided this information to CPD providers (including universities) to enable them to identify the needs of these groups and translate them into a tailored CPD offer.

The main components of the Osaava programme are[109]:
1. National programmes which include training programmes for principals, peer group mentoring for new teachers, and the development of information and communications technology for teaching purposes in schools responsible for teacher training practice periods.
2. Development of local training structures and encouraging participation in training. This includes activating teachers who rarely participate in training, as well as taking into account the training needs of teachers aged over 55 and of part-time teachers.
3. Measures to support the development of the working community, which include the promotion of wellbeing at work, quality development and the use of information and communications technology in teaching.
4. Training networks which create operating models for the systematic development of the skills of teaching staff (e.g. mapping training needs, performance appraisals, staff training and development plans).

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[107]   See: Opetustoimen henkilöstön ammatillisen osaamisen varmistaminen (Osaava), Opetusministeriön työryhmämuistioita ja selvityksiä 2009:16:
http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2009/liitteet/tr16.pdf?lang=fi.

[108]   See: Ministry of Education and Culture. 2009. Opetustoimen henkilöstön ammatillisen osaamisen varmistaminen (Osaava). Opetusministeriön työryhmämuistioita ja selvityksiä 2009:16. (Ensuring the professional skills of teaching staff (Osaava). Ministry of Education and Culture working group minutes and reports 2009:16.).

[109]   Mikkola, A. (2013), Finnish Ministry of Education and Culture, Teachers' professional development – A Finnish example.

Annually, a dialogue known as a 'broad forum' is held between the government, participants and CPD providers in order to exchange good practices that have been developed in the programme and discuss topical issues of importance for the education sector and innovative education solutions.

The government finances the programme. Most of the funding goes to local authorities, who finance the local and regional education networks for CPD training and other measures on the basis of applicants.

An interesting outcome of the Osaava programme is the establishment of 'peer group mentoring' (PGM; vertaisryhmämentorointi (or Verme) in Finnish) within universities, with the aim of supporting beginning teachers (as discussed in Section 5.2)[110].

Furthermore, the Ministry focuses special attention on the many small local authorities in Finland, so as to stimulate them to cooperate with the universities in their region in order to identify and develop the CPD offer. The reason is that small local authorities have fewer financial resources than their larger counterparts, and therefore need additional support in establishing sustainable structures. Cooperation in networks formed by smaller local authorities in relation to their CPD provision makes it more cost-effective to negotiate with providers (universities) that offer CPD.

With regard to the results of the programme, although they are not yet complete the figures so far indicate an increase in participation of the target groups. The target groups consist of 60 000 teachers, and already over 70 000 teachers have participated in parts of the Osaava programme.

In general, the fact that in most of the countries studied universities are responsible for the ITE does not necessarily mean that they are a major player on the CPD market as well. As can be seen, many other types of providers are involved, and in some countries (for instance **Italy** and **Lithuania**) the universities are hardly involved in CPD. Where they are involved, it mostly concerns longer, credit-bearing longer programmes (for instance Master's programmes), or short courses organised by 'market' organisations associated with the university (**the Netherlands**). Examples of universities playing a major role in CPD can be found in **Finland** and **France**.

Resources for CPD (time and funding)
In many countries, although CPD is included in labour contracts as a right or a professional obligation, it is often not regarded as a part of work and activities have to be conducted in the teacher's own time. For instance in **Italy**, participating in CPD is usually in the teacher's own time and sometimes, for particular, non-standard courses, the costs are paid by the teachers out of their own pocket. Training initiatives are also generally not considered as part of the teaching timetable. In **Lithuania**, the conferences, events and short courses take place in the afternoon, when teachers do not have classes. Teachers are generally not compensated for attending these activities. In other countries, the situation is less informal, as teachers can participate in CPD during working hours while substitution is arranged and they are compensated if the activity takes place after working hours. For instance in **France**, a substitute will be arranged by the local authority when a CPD course takes place during working hours. In **Finland**, paid substitutes are also arranged, by the state or the local council. In **Ireland**, schools do not receive financial

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[110] The network of Teacher Education Institutes participating in the Osaava national programme: http://ktl.jyu.fi/ktl/osaavaverme/mainenglish/whatis.

resources to arrange substitutes. In **the Netherlands**, it depends on the school whether a substitute is arranged. The school receives financial resources for teachers benefiting from a doctoral scholarship or a teacher development grant (see below) to arrange a substitute.

In **Lithuania** and in addition to the possibility to participate in short CPD trajectories, a policy was implemented to enable teachers to take sabbatical leave in order to further their own education (see text box below).

Sabbatical leave in Lithuania

Teachers have the legal right to request a period of sabbatical leave after 8 years of employment. This leave can be used to work on, for instance, a subject such as textbook development with the intention of progressing in one's career (e.g. by becoming an educational expert).

No teacher, however, had made use of the sabbatical leave option, the reality being that it has a number of downsides. For the school administration, having a teacher on sabbatical raises internal problems such as finding a replacement for that teacher's normal duties. For the teachers, one year off means in reality being off the job forever. Parents may also object to sabbatical leave as they may not want the teacher of their child to be on leave for a year (also given that teachers stay with the same pupils for four years).

Sabbatical leave is a good idea insofar as it stimulates teachers to further develop themselves, but as things stand it does not really fit the reality of the profession. The provision will be amended by shortening the duration of the sabbatical to 2-3 months, thus making it more attractive to teachers, for instance in the case of mobility actions (which are especially relevant for language teachers).

With regard to the funding of CPD, a similar distinction can be made to that regarding responsibility. Thus, various options exist: the state funds certain types of provisions; funding may be provided by local authorities or by the schools; or, finally, teachers pay for the courses themselves. For instance, in **Ireland** the Ministry provides funding for support services to schools and education centres. In addition, the state ensures that certain CPD courses are free of charge for teachers. The school is required to make resources available for staff development needs. The principal is required, with the support of the staff and governors, to provide a school environment that promotes professional development of the teachers. In **Finland**, courses offered by the state or the local authority are free of charge for teachers. Studies have shown, however, that owing to the fact that smaller municipalities have fewer financial resources there are significant regional differences in access to continuing education. Clear regional differences were also identified in participation in professional development[111].

On the contrary, with regard to financial support, in **Lithuania** formally no structural financial support measures are in place: either the teachers pay for CPD or the school funds the activity. In **Italy**, where schools formally have the responsibility to provide/fund CPD, they also lack the resources to do so and therefore, the major part of the costs are borne by the teachers themselves. In **the Netherlands**, teachers can make use of grants

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[111] Finnish Ministry of Education and Culture. 2009. *Opetustoimen henkilöstön ammatillisen osaamisen varmistaminen (Osaava).* Opetusministeriön työryhmämuistioita ja selvityksiä 2009:16. (Ensuring the professional skills of teaching staff (Osaava). Ministry of Education and Culture working group minutes and reports 2009:16.).

to participate in CPD programmes. This interesting development was initiated in the Netherlands in order to increase the quality of teachers through CPD. The initiative provided financial and organisational support (see text box below). In addition to this, more general courses, study days and conferences are funded by the schools.

Teacher Development Grant and the PhD scholarship in the Netherlands

Since 2008, teachers in the Netherlands may request a 'Teacher Development Grant' (in Dutch: *Lerarenbeurs*), which provides financial support for raising the professional level or expanding the professional expertise of teachers. The Teacher Development Grant is primarily intended for acquiring a formal degree in a relevant subject.

Interest in this scholarship is high: almost 15 000 primary school teachers received a grant between 2008 and 2011. Since 2012, the conditions for the grant have changed, and it is no longer possible to request it for a shorter (one-year) study period[112]. In consultation with the social partners, the Ministry decided that grants would in future only be offered for Bachelor's or Master's courses.

Thanks to the Teacher Development Grant, a large number of primary teachers have participated in the Master's programme in special educational needs. This programme trains teachers in how to offer extra care and commitment to pupils with special educational needs. In this Master's programme teachers can choose between twelve different 'learning routes' (e.g. learning route behaviour specialist or learning route language specialist)[113]. The rising number of primary teachers holding a Master's degree can have major positive effects on educational quality, as teachers thus become more capable of reflecting on their work and familiarising themselves with action-based research. However, the impact on educational quality depends on whether the teachers concerned are given additional tasks and/or functions enabling them to make use of their knowledge.

In 2013, a large-scale survey, commissioned by the Ministry of Education, Culture, and Science, was conducted among teachers and administrators at primary, secondary, vocational and higher education levels[114]. This survey covered various subjects related to the work of teachers, including the Teacher Development Grant. At the time of the survey some 10-15 % of the teachers concerned were participating in a training course. One third of the teachers surveyed said their training was paid for by the Teacher Development Grant. A similar number indicated that their employers were paying for the training. More than half (53.6 %) of the primary school teachers in receipt of a Teacher Development Grant indicated that they either probably or certainly would not have taken part in the training without the Teacher Development Grant.

The Dutch central government allocated EUR 61 million for the Teacher Development Grant for the school year 2013-2014, enabling some 8 100 teachers to benefit from the grant.

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[112] Dutch Ministry of Education, Culture, and Science, Nota werken in het onderwijs, 2012.
[113] See, for example: http://www.windesheim.nl/werk-en-studie/opleidingen-en-cursussen/educatie/pedagogisch-didactische-vaardigheden/onderwijs-pagina-master-special-educational-needs/inhoud-opleiding/.
[114] Regioplan, Onderwijs Werkt, 2013: http://www.rijksoverheid.nl/documenten-en-publicaties/rapporten/2013/02/28/onderwijs-werkt.html.

In addition, in 2011 the Ministry introduced **the PhD scholarship** (in Dutch: *Promotiebeurs*), which gives teachers the opportunity to take a doctoral degree at a university. To this end the teacher has to carry out research over a period of four years. Teachers are free to decide, in consultation with the university staff member assigned to them, on the subject of their research. The aim of the PhD scholarship is that the teacher's research will make a contribution to the profession. In addition, the presence of a large number of teachers with PhDs in the schools raises the quality of education and strengthens the link between universities and schools[115].

The PhD scholarship is intended for teachers at primary, secondary, vocational and higher vocational levels, as well as for special education teachers. The teacher must have a permanent contract and at least one year's experience. Women teachers are particularly encouraged to submit an application.

The primary school receives a grant to compensate for the teacher's absence, and the teachers continue to be paid their salary. Over the period 2011-2014 there was an annual application round. Research proposals are accepted in line with a number of criteria: quality, motivation and persuasiveness of the applicant, and quality and expected impact of the proposed research[116].

In comparison with the first year (2011). 2012 and 2013 saw were fewer applications (around 150 compared to 225 in 2011).[117] In February 2014, 37 teachers were in receipt of a PhD scholarship[118]; the total sum available in 2014 for that year's round of PhD scholarships was EUR 9.5 million. However, it appears from the interviews conducted for this study that the PhD scholarship option is rarely taken up by primary school teachers.

6.4. Challenges in relation to CPD and conditions for quality CPD systems

Although CPD can support teachers in overcoming a number of barriers faced by them, in many countries teachers have difficulties accessing CPD trajectories. These challenges relate to a complex country-specific situation in terms of rights, obligations, incentives, awards, professionalism and provision of CPD. The challenges touched upon in the previous sections can be grouped into three categories of barriers (attitudinal, situational and institutional)[119]:

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[115] See: http://www.nwo.nl/financiering/onze-financieringsinstrumenten/nwo/promotiebeurs-voor-leraren/promotiebeurs-voor-leraren.html.

[116] See: http://www.nwo.nl/financiering/onze-financieringsinstrumenten/nwo/promotiebeurs-voor-leraren/promotiebeurs-voor-leraren.html.

[117] See: http://2012.nwojaarverslag.nl/jaarverslag-2012/S_1030_NWO-strategie39Groeienmetk18/S_1032_Talentenvrijonderzoek20/S_1034_Talentprogramma39s22/a1017_default.

[118] See: http://www.nwo.nl/actueel/nieuws/2014/minister-bussemaker-reikt-promotiebeurzen-voor-leraren-uit.html.

[119] The literature on barriers to learning is rich and extensive. Some key sources are: Cross, K.P. (1981): Adults as Learners: increasing participation and facilitating learning, San Francisco: Jossey-Bass; Knapper, Christopher and Cropley, A. J. (2000), Lifelong Learning in Higher Education. Other sources; and: Pont, B. (2004),'Improving access to and participation in adult learning in OECD countries', European Journal of Education, 39(1), pp. 31-45.

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Attitudinal barriers
1) Teachers lack competences and opportunities to continue learning;
2) Teachers lack the motivation to invest in competence development later on in their career;
3) There is a lack of transparency regarding teachers' competences and training needs.

Situational barriers
1) Teachers lack the financial support that would enable them to participate in CPD. They have to invest in their CPD themselves;
2) Teachers lack time to participate in CPD, or else their time investment is not rewarded/compensated;
3) There is a general lack of support structures (e.g. substitution arrangements).

Institutional barriers
1) There is a lack of relevant CPD supply;
2) There is an absence of a learning culture which would stimulate teachers to participate in CPD or peer learning activities;
3) There is a lack of incentives/rewards associated with CPD.

These barriers may be identified in most of the Member States studied. In many cases they do not apply to all teachers or all schools or regions, but to particular groups of teachers, schools and regions. This is especially true for the attitudinal barriers. Most policy initiatives and CPD policy programmes focus on levelling the situational and institutional barriers, but leave the most persistent, attitudinal barriers aside. However, positive examples of targeting the dispositional barriers include the **Finnish** Osaava programme, directly targeting those who may resist engagement in learning (see text box above) and the **Dutch** Teacher Register initiative. The latter provides opportunities to make competences more transparent and to make it easier to base decisions on which training courses are relevant (see text box above). Lastly, the **Irish** Teaching Council's Policy on the Continuum of Teacher Education emphasises the need to develop professionalisation at all levels (teacher, school, system).

Given these barriers, we may identify a number of key conditions for building effective CPD systems. The European Commission document of 2013, 'Supporting teacher competence development for better learning outcomes', [120] already exhaustively listed a number of key system components for teacher education systems to enable all teachers to acquire and develop the competences they need, namely:

- **stimulating teachers' active engagement in career-long learning and competence development, in effective ways**. This includes engaging through providing relevant offers, developing competence plans, ensuring adequate provision of time and resources and providing material and non-material incentives, such as:
  - opportunities to develop as professionals;
  - opportunities to fulfil other roles and take on wider school responsibilities;
  - recognition by colleagues and education authorities;
  - seeing their pupils succeed;
  - the appreciation of the school head;
  - the respect of the local community, including parents; and
  - higher pay.[121]

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[120] European Commission, Supporting teacher competence development for better learning outcomes, 2013, p. 34-35.

[121] European Commission, Supporting teacher competence development for better learning outcomes, 2013, p. 35-36.

- **assessing the development of teachers' competences, with tools that are aligned with the purpose and design of the teacher competence model being used in each system.** Assessing teachers' competences inter alia raises teachers' awareness of the need for competence development and can help increase trust in the teaching staff. The assessment should be based on a shared framework of competences and an agreed assessment framework[122].

- **providing coherent, career-long, appropriate and relevant learning opportunities, through which all teachers can acquire and develop the competences they need.**

Given these key conditions, much work still needs to be done, although interesting initiatives in this direction are emerging, such as the Irish continuum policy for teacher education, the Finnish peer learning activities, the Dutch teacher register and the Lithuanian development of the Teachers' Professional Development Plan.

6.5. In conclusion: plea for an institutional learning culture

Quality CPD structures have an effect on the quality of primary school education in two ways:

- In a short-term perspective, teachers should be able to regularly update their competences and to keep up with current pedagogical and didactic approaches. They also need to be enabled to relate their professional activity to developments in society. This is directly linked to overcoming the difficulties related to the classroom level (e.g. classroom management, dealing with SEN, dealing with parents).

- In a long-term perspective, CPD enhances teachers' professional attitude and by doing so improves the image of the profession. This relates to the challenges at school and system level as identified in Chapter 3.

More important than enrolling teachers in CPD courses and programmes is the need to ensure the existence of a broad learning culture among schools' teaching staff, characterised by feedback, peer learning activities and action-based research. Traditional forms of continuous training such as seminars and conferences are considered the least beneficial by teachers and the least effective by academics. These forms of training are associated with 'scattering, waste, no connection with local problems or specific school problems, no coherence with ITE or new urgent needs of teachers'[123]. It becomes more and more important to see the impact of CPD on schools and pupils - to actively share experiences with colleagues, and to create room for experiential learning (freedom to experiment and freedom to learn from failure)[124] - in other words, to see CPD as an important element in creating an institutional learning culture.

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[122] See European Commission, Supporting teacher competence development for better learning outcomes, 2013, pp. 36-38, for an extensive discussion on choices to be made in relation to establishing competence and assessment frameworks for teachers.

[123] IBF, Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe, vol. 1, 2013.

[124] European Commission, Supporting teacher competence development for better learning outcomes, 2013, p. 41.

7.   CONCLUSIONS AND RECOMMENDATIONS

7.1.   Conclusions

This study has examined the state of primary teacher training in Europe in order to offer detailed recommendations on how to prepare teachers to respond to the challenges facing education and training systems in the EU, today and in the future. The conclusions are grouped into three sets: conclusions related to developments at EU level; conclusions related to challenges and reforms; and finally, conclusions related to teacher training structures (ITE, ECS and CPD).

7.1.1.   Conclusions related to developments at EU level

Before presenting the conclusions on challenges and reforms, a first conclusion is offered regarding the relationship between the work being done at European level and actual reforms in the Member States.

> **A) Key conclusion related to EU documentation: at European level, the issue of teacher training is high on the agenda, and many useful studies and manuals have appeared, but the direct practical impact is difficult to discern.**

The European Commission plays a support role in relation to Member States' policy developments in the field of education and training (through TWG, PLAs and project funding). Primary teacher education has consistently been on the European policy agenda since the Lisbon Declaration. When assessing the themes and topics addressed at European level over the years, one can see that there is continuity of recommendations but also that new themes and topics have emerged. The proposed changes and recommendations are profound. Most would require long-term education reforms in both primary and higher education. Despite the fact that national reforms are moving in the direction of the recommendations made in the European documentation, ambition is not being matched by financial resources.

7.1.2.   Conclusions related to challenges and reforms

The study has mapped the main challenges teachers face today at classroom, school and system levels and the training structures which can support them in overcoming these blockages (ITE, ECS and CPD). Attention has been focused on policy reforms in relation to teacher training structures (ITE, ECS and CPD). A first general conclusion can be drawn:

> **B) Key conclusion related to challenges and reforms: teacher training is high on the political agenda in many countries and reforms are generally both targeted to meet the challenges encountered and in line with the recommendations made in the EU documentation.**

The study has identified numerous developments regarding teacher training in the Member States examined. In the last decade a large number of reforms have been initiated relating to problems at classroom, school and system levels. Even if the EU documentation is not explicitly referred to, most reforms are practical first steps in the direction of the recommendations that have been on the agenda for some time. Most of the newer themes, such as strengthening the profession of teacher educator and focusing on collaborative learning, have not yet been followed up by practical reforms in the countries studied in depth.

The table below provides a summary overview of the challenges addressed by policy reforms related to the three stages of teacher training (ITE, ECS and/or CPD).

Table 7: Overview of challenges and areas of reform (ITE, ECS and CPD)

	Challenges	Area of reform		
		ITE	ECS	CPD
Classroom level	Disruptive pupil behaviour, heterogeneity in the group and SEN pupils	X	X	X
	Classroom management and organisational skills	X	X	X
	Dealing with parents on a day-to-day basis	X	X	X
	Using ICT in the classroom and in work generally	X		X
	Foreign language skills (IT and FR)	X		X
School level	More tasks associated with being a teacher (e.g. care-related tasks)			
	More bureaucratisation/administration			
	Larger classes, longer hours, less support			
	Lack of learning stimulus in schools	X	X	X
System level	Status and attractiveness of the profession	X		X
	Quality of student enrolment in ITE	X		
	Demographics and the labour market	X		

Source: Authors

It can be concluded that many of the challenges can be addressed by teacher training structures. It is mostly the ITE system that can have an impact; however, ECS and CPD also play important roles in confronting the daily problems teachers experience. Taking this table and the underlying evidence as reference points, the following key conclusions can be drawn:

> **C) Key conclusion related to challenges at classroom level: issues at classroom level are addressed by all structures (ITE, ECS and CPD), but policy reforms focus primarily on ITE and only to a lesser extent on ECS and CPD.**

The ITE systems in general are more developed than the CPD and ECS systems in the countries studied. Reforms focus mostly on the ITE systems in order to tackle the barriers identified. Nonetheless, interesting practices of reforms can be found in many of the countries affecting all structures and aimed at tackling some of the challenges at classroom level. For instance, in Lithuania in the ITE programme the amount of practical training has been increased; in Italy policy reforms in ITE and CPD aim to increase foreign

language proficiency; in Finland and Ireland both in ECS and CPD peer learning activities are being introduced to deal with many of the blockages identified; and in the Netherlands many credit-bearing CPD courses (Master's programmes) focus on dealing with SEN pupils.

> **D) Key conclusion related to challenges at school level: school level blockages are hardly addressed through teacher education policies, and can more effectively be addressed by other policy reforms related to labour conditions and school organisation (resources).**

Teacher training is not a remedy for all difficulties encountered. Resolving challenges of a more organisational nature or related to school infrastructure may be contingent on improving teachers' working conditions or increasing resources for schools and the school system - a difficult message to get across in times of fiscal crisis and budgetary constraints.

A school level challenge that can be addressed directly by teacher training structures is the lack of a learning culture within the organisation. Teachers can be trained to become lifelong learners in ITE; to acquaint themselves with reflection and peer learning in ECS; and to continue to invest in their professional development in CPD. When the school and its staff are open to creating such a learning culture, the benefits will be reaped not only by the individual teacher but also by the school as a whole – and the pupils. Developments in this direction may be found in many of the countries studied: in Austria the new ITE programme emphasises the importance of teachers having an action-based research background; in Ireland, the National Induction Programme for Teachers links individual teacher development to school development; and the Dutch Teacher Development Grant provides an impetus at school level for creating a learning culture through the presence of highly educated staff in the schools.

> **E) Key conclusion related to challenges at system level: the system level blockages are addressed by ITE reforms, but also concern other policy fields (working conditions, financial frameworks, perceptions of the teaching profession).**

Although the system level issues relate to other policy fields as well, the organisation of ITE can affect these blockages. At ITE level, curriculum quality can be improved and additional entry requirements can be set to attract more talented students and make ITE a preferred career choice. Improvements in CPD can also enhance the attractiveness of the teaching profession by raising the professional status of teachers and changing school cultures. Interesting practices can be found in Lithuania, where student motivation is linked to grants for ITE courses, and in France, where students on the ITE Master's programme receive a financial compensation in their second year (of practical training).

7.1.3. Conclusions related to teacher training structures (ITE, ECS and CPD).

On the basis of the analysis relating to the seven Member States, the following key conclusions may be formulated regarding teacher training structures (ITE, ECS and CPD):

> **F) Key conclusion related to the teacher training continuum: reforms mostly focus on ITE, and teacher training is only rarely interpreted as a continuum including ITE, ECS and CPD; there is therefore a lack of coordination between reforms of the three stages of teacher training (which challenge is targeted by which structure), and only when ITE is considered to be sufficiently updated do the other parts of the continuum receive more policy attention.**

In all the Member States studied in depth, ITE reforms have taken place or are planned to take place in the near future. In most countries when teacher training is discussed, the focus is on ITE. Teacher training is therefore, often not regarded (yet) as a continuum encompassing initial training, induction and in-service training. When confronted with blockages, policymakers tend to turn to ITE first for solutions, when in fact in many cases the blockages could more effectively be addressed via ECS or CPD.

Only some countries, however, also explicitly target ECS and CPD. Where this is the case, the ITE programme is generally considered to be of a high level. For instance, in Finland ITE is acknowledged by both teachers and international organisations (the OECD and the EU) to be of high quality. As a consequence, the focus of policy initiatives is on improving the quality of the ECS and CPD structures.

G) Key conclusions related to reforms in Initial Teacher Education: ITE programmes differ to a large extent in the countries studied, depending on the national conceptions of what is a good teacher, and for this reason any reform of ITE will stir up considerable political and societal debate.

ITE programmes may function at Bachelor's or Master's level, may last 3, 4 or 5 years, may strive for different types of balance of theory and practice and may organise their feedback loop with the world of work differently. How the ITE programme is organised is closely related to the national conception of what a teacher and an ITE programme should be. The crucial role of ITE in ensuring a well-qualified teaching force - educating the citizens of the future - makes it a hot topic in discussions on improving the quality of primary education. Reforms of ITE tend to stir up a great deal of political and societal debate. Even in those Member States without major reforms under way, the curriculum and organisation of ITE are still, and will remain, the subject of national public debate. In the Netherlands, for instance, there are no proposals to extend the study period or to raise the standard level from Bachelor's to Master's, but ITE issues are frequently debated in parliament.

H) Key conclusions related to reforms in relation to Early Career Support: ECS is gaining prominence on the educational agenda, but approaches in many Member States are still underdeveloped.

Only a few Member States offer coherent system-wide induction programmes, though the majority offer beginning teachers access to some kinds of support measures, especially mentoring. The issue is on the policy agenda and policies are generally in the direction recommended in (international) publications, such as the Handbook published by the European Commission. However, in general, the approaches are patchy and minimally structured and the links with ITE programmes and CPD trajectories are underdeveloped. Positive examples of ECS developments can be found in the Irish National Induction Programme for Teachers. Also, ECS systems are currently too narrowly focused on improving new teachers' functioning, neglecting the potential benefits for school organisation.

I) Key conclusions related to reforms in relation to Continuous Professional Development: in most countries CPD is provided, but enrolment is limited by lack of incentives (relating to career progression) or individual (attitudinal) barriers to participation.

CPD may be considered a right or an obligation; it may be seen as the responsibility of the state, the school or the teacher; and it may be offered by universities or other

(private) providers. Whether CPD consists of formal courses and programmes or more informal/non-formal peer learning activities, peer sessions, or peer observation also varies. In many countries, CPD is often not regarded as a part of work and activities have to be conducted in the teachers' own time and funded privately. Most policy initiatives and CPD policy programmes focus on levelling the situational and institutional barriers (provision, funding, time), but leave the most persistent, attitudinal barriers intact (learning competences, motivation, transparency in competences). Positive examples which target the attitudinal barriers can be found in Finland, the Netherlands and Ireland. Integrating CPD into an overarching institutional learning culture would help increase participation on the part of those teachers who are less willing to engage.

7.2. Recommendations

In the light of the above conclusions, the following recommendations may be made to European level stakeholders, national level stakeholders, regional/local level stakeholders and the teachers themselves, with a view to ensuring that the training structures exist for providing teachers with the tools to confront the challenges facing them. Three sets of recommendations are thus made in view of this study's findings:

Recommendation 1 (to European, national and local stakeholders, schools and teachers): Approach teacher training as a continuum in which ITE, ECS and CPD are all involved, in order to alleviate the practical challenges encountered in teaching.
Challenges are most effectively confronted when all systems are in tune. This means that new teachers graduating from an ITE programme should not be expected to know everything, but that by means of ECS and CPD they should be supported in their further development. ECS and CPD should therefore, be seen as part of the continuum beginning with the ITE, and not as 'quick fixes' to circumstantial problems. We therefore recommend the following:

- Structure the ECS and CPD offer into continuous learning pathways, building on the previous stages of the continuum;
- Ensure transparency for ECS and CPD in order to better link the provisions offered;
- Ensure transparency in employers' expectations regarding the continuous development of teachers.

Recommendation 2 (to national stakeholders, school and teachers): When developing and implementing reforms, take into account the important work done at European level on teacher training.
The initiatives taken at EU level have yielded important insights for teacher training. The policy documents, studies and handbooks produced form a useful body of knowledge for further developing ECS and CPD structures. These documents should be taken into account as inspiration for new policy developments and for identifying chances and pitfalls in the implementation of policies. We therefore recommend the following:

- Use the EU literature to help place particular issues on the national agenda (ECS and CPD);
- Make use of the EU documentation in developing national, local or school level ECS and CPD structures.

Recommendation 3 (to national and local/school level stakeholders): Teacher training reforms should be in line with reforms in school organisation and labour conditions, and the level of financial resources should be sufficient to enable the implementing of reforms.

To achieve maximum impact of teacher training reforms, these reforms have to be in line with changes in school organisation and teachers' conditions of work. Both strands of reform should start out from a conception of what kind of professional the teacher should be (autonomous, collegial, or flexible/post-modern[125]) and how the future nature of schools is foreseen. This impacts both the internal incentives (e.g. motivation) for teachers to engage in ECS and CPD, and the external incentives (e.g. time, financial factors) to do so. We therefore recommend the following

- Offer support to teacher learning by organising attractive training options;
- Create incentives for learning by strengthening human resource management in schools and linking continuous development to teachers' careers;
- Adjust conditions of work, school organisation and school cultures in order to create more differentiated career pathways, stimulate in-school collaborative learning and give teachers more time for tasks related to school development.

In practice, financial resources often limit the way reforms in ITE, ECS and CPD take shape. The intentions behind policy initiatives may be good, but the lack of financial resources limits the actual impact of reforms. Even more precarious is the situation in some countries where reforms are felt to be synonymous with budget cuts. It is therefore recommended to ensure that when reforms are implemented the financial resources are sufficient for pursuing the policy objectives.

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[125] See Chapter 1, and Hargreaves (2000).

ANNEX 1: METHODOLOGY AND SELECTION OF COUNTRIES

Methodology

The following sections describe the research activities underlying this study.

Research activity 1: Desk research background (policy and theory)

The **aim** of the first research activity was to describe the policy context and to develop a theoretical framework for identifying relationships between the different concepts used, such as 'initial teacher training', 'continuous teacher training', 'societal benefits', 'quality', 'competence', 'context', 'educational systems', etc. It also analysed the issue of the relationship between teacher training and broader societal effects. The **methodology** consisted of desk research, going in two directions:

In **describing the policy context**, all major sources took the form of studies published in recent years on this subject (and related topics) by the European Commission, the European Parliament and the Council. These included legal texts (resolutions, communications, working papers etc.), and also documents associated with the Open Method of Coordination (OMC) relating to this theme. This included documentation from PLAs (peer learning activities), position statements from stakeholders (e.g. ETUCE), parliamentary reports, studies and questions, and other documents.

To arrive at policy conclusions and recommendations, it is one thing to be aware of policy developments. It is, however, another thing to have a **theoretical understanding** of the subject for the purpose of assessing and evaluating research findings. The research activity therefore also included collecting and examining the scientific literature and the relevant studies by the OECD and UNESCO in this field, so as to help create a theoretical framework for relating the different research findings. The **result** of research activity 1 was the development of a far-reaching insight into the policy context and theoretical background.

Research activity 2: EU-wide overview of teacher training structures and policies

The **aim** of the second research activity was to arrive at a EU-wide overview of teacher training structures and policies. The **methodology** consisted of desk research and interviews. The research team collected data at the European level. The main sources were **existing studies and overview reports** on teacher training. Furthermore, **national documentation** was assessed to the extent possible (i.e. to the extent that such documentation was available). Topics analysed at Member State level included, for instance:

The teaching profession:

- How is access to the teaching profession regulated?
- Are there different pathways for becoming a teacher?

Teacher education (programme):

- At what level is ITE offered (what is the level of the degree in education?)
- How are recruitment and selection for ITE organised? What are the differences between countries?

- How is the ITE programme/curriculum organised?
- How is CTE organised and regulated?

Governance of ITE:

- Who is responsible for ITE/CTE?
- Who decides on the teacher education curricula and/or programmes?
- What are the rules for providers of ITE/CTE?
- What is the rationale behind the choices made?

To complete the EU picture, **interviews** were organised with EU level **stakeholders** (see Annex 3 for a complete list of contributors), including parents, schools, pupils' and teachers' associations and participants in the European level policymaking process (TWG). The interviews covered a variety of subjects, such as availability of data on teacher education, current policy debates, common challenges for teachers and training systems, interesting policy initiatives, and lessons for the future. The **result** of research activity 2 was a general overview of teacher training systems in Europe, accompanied by an initial indication of potential blockages, solutions and recommendations.

Research activity 3: In-depth analysis of blockages and solutions

The **aim** of the seven in-depth Member State case studies was to gather information – going beyond the 'state of play' – on effective policies to enhance teaching quality through teacher education policies.

The in-depth studies consisted of interviews and an analysis of national policy documentation. Interviews were conducted with teachers, teacher educators, student teachers and policymakers. Depending on the national context and focus, on-site semi-structured interviews were conducted with between 5 and 13 persons in each of the Member States concerned. The interviewees in schools and teacher training institutes were selected through snowballing, while explicitly seeking to avoid policy bias. They were informed of the aim of the study and the interview, and explicit consent was given for use of the information provided. For a full overview of respondents for each country, see Annex 3.

The interviews were used to identify the main problems faced by individual primary school teachers and the perceived strengths and weaknesses of the teacher education systems. The semi-structured interviews were guided by checklist, and mainly addressed the following **key issues**:

- How is ITE/CTE organised?
- What are the blockages teachers encounter with regard to:
  - Macro level: changing socio-economic context; teacher shortages, ageing, declining number of applicants for TE
  - Meso level: work organisation, teacher autonomy, changing institutional contexts;
  - Micro level: pedagogical and didactic challenges, children, parents, technology.
- In what ways are teachers supported in their professional development (ITE/CTE) to mitigate the blockages encountered?
- Are there other structures in place besides ITE/CTE to support teachers in mitigating the blockages encountered (counselling, induction, etc.)?

- How is the feedback loop organised from teachers to ITE and CTE in order to improve TE (in order words, in what way is feedback from teachers taken into account in improving TE programmes)?
- Are there interesting policy initiatives on TE related to the challenges which teachers face (e.g. to improve teacher quality or raise teacher numbers)? What are the key characteristics of these initiatives?

In addition, national policy documents, such as overview studies, academic studies, position papers and websites, were studied to gain a full understanding of primary education, the teacher education system and the position of teachers. Special attention was paid to interesting national policy initiatives related to TE.

This **resulted** in an understanding of the blockages existing and provided illustrations of how blockages can be or have been overcome. The solutions can also be found at macro, meso or micro levels (improved TE programmes, better induction programmes at institute level, or classroom peer review).

In analysing the in-depth country discussions, the focus was firstly on linking blockages and solutions within a country, and secondly, comparing countries in order to identifying patterns of resolving blockages, the ways in which TE is organised and the general national context.

Research activity 4: Analysis and reporting

The aim of research activity 4 was to analyse the information gathered in the previous activities and to draw up the report. On the basis of the information gathered in the previous research activities, the research team formulated the conclusions and recommendations, addressed to EU level stakeholders, national level stakeholders and institutional stakeholders, that are contained in this report.

Country selection

The seven countries were selected in a two-stage approach. In the first stage a set of criteria were used for establishing a balanced selection that would capture the diversity of systems, traditions and geographical areas within Europe. The second stage concerned an assessment of country characteristics, developments and practices worth looking further into. Both stages covered issues related to the different stages of teacher training. The general criteria were as follows:

- **Geographical balance and type of welfare state**: the selection should achieve a wide geographical coverage within the EU, taking account of the different types of welfare state existing.[126]
- **Country size**: the selection should include both large and small countries.

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[126] The classification of welfare states is based on Esping-Andersen (1990) as further developed by Soede & Vrooman (2004) and Jehoel-Gijsbers (2008). This classification consists of six country groups. **The Nordic group**, consisting of Sweden, Denmark and Finland, which combine a high degree of level security with an average pension size (social-democratic regime); **the Continental cluster** (Belgium, France, Germany, Luxembourg and Austria), which score around the mean on both dimensions (corporatist regime); the **Anglo-Saxon group** made up of the US, Canada, Australia, the UK and Ireland, with a (below) average level of social security and a low level of collective pensions (liberal regime); **the Mediterranean cluster** (Italy, Portugal, Spain and Greece) with a relative high level of pensions, but a low general level of social security (Mediterranean regime); the **Eastern European group** to which Poland, Hungary, the Czech Republic and Slovakia belong, with a (below) average score on both dimensions (new Member States' regime); and the **hybrid cluster** consisting solely of the Netherlands. See: Esping-Andersen, G. (1990), The three worlds of welfare capitalism, Cambridge: Polity Press; Jehoel- Gijsbers, Gerda, Vrooman, Cok, (2008), Social exclusion of the elderly, a comparative study of EU Member States, ENEPRI Research report No 57 AIM WP8.1, September 2008.

- **ITE model**: the selection should take both consecutive and concurrent TE models into account.
- **Educational level**: the selection should take into account the differences in the educational level (Bachelor's or Master's) required for entry into the teaching profession.
- **Recruitment models**: the selection should take into account the three different recruitment models (competitive examination, open recruitment, candidate list).
- **Employment status of teachers**: the selection should take into account whether the employer is the school, the local education authority, or an authority at higher level.
- **Existence ECS**: The selection should take into account both countries that invest heavily in ECS (induction, mentoring etc.) and those that do so only to a limited extent. It should cover both countries that have a national induction programme and those that do not.
- **Existence of/emphasis on CPD**: the selection should take into account the divergences in emphasis on CPD in the different countries, and of the various conceptions of CPD: as a professional obligation, as a condition for promotion, and as optional.
- **Enhancing the attractiveness of the profession**: the selection should look at whether systemic measures are in place to enhance the attractiveness of the profession.
- **System outcomes**: the selection should take into account the differences in PISA scores of the Member States (2012 PISA scores).[127]

In relation to the second stage, the research team made use of a recent study on the attractiveness of the teaching profession[128] which included discussion of interesting characteristics/developments/practices in all the countries, relating to: 1) the ITE model; 2) ECS; and 3) CPD. On the basis of the indicators used and the developments and practices identified, the following Member States were selected: **Ireland, Finland, Lithuania, the Netherlands, Austria, France and Italy**.

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[127] OECD (2013), PISA 2012 Results in Focus: What 15-year-olds know and what they can do with what they know: http://www.oecd.org/pisa/.

[128] Attractiveness is a multidimensional concept. The IBF study provides a general definition: 'Attractiveness of the teaching profession is a set of characteristics of this profession that make it relatively attractive to skilled candidates with respect to other professions requiring the same level of qualification and that encourage competent teachers to stay in the profession.' Numerous different dimensions are involved, but here the research team takes into account whether there are any policy measures in place to enhance attractiveness (see: IBF (2013), Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe, volume 2).

The table below provides an overview of the selected countries according to the criteria set.

MSs	IE	FI	LT	NL	AT	FR	IT
Geographical balance/ type of welfare state	1. Anglo-Saxon	2. Nordic	3. Eastern European	4. Hybrid	5. Continen-tal	6. Continen-tal	7. Mediter-ranean
8. Size of the country	9. Small	10. Small	11. Small	12. Small	13. Small	14. Large	15. Large
16. ITE model	17. Both	18. Concur-rent	19. Concur-rent	20. Concurrent	21. Concurrent	22. Conse-cutive	23. Concurrent
24. Education level	25. Ba (3 years)	26. Ma (5 years)	27. Ba (4 years)	28. Ba (4 years)	29. Ba (3 years)	30. Ma (5 years)	31. Ma (5 years)
32. Recruitment model	33. Open	34. Open	35. Open	36. Open	37. Open	38. Competi-tive exami-nation	39. Competi-tive exami-nation
40. Employment status	41. School	42. Local	43. School	44. School	45. Top-level	46. Top-level	47. Top-level or schools
48. Existence of ECS (national induction programme)	49. Yes	50. No	51. No	52. No	53. Yes	54. Yes	55. Yes
56. Existence/ emphasis on CPD	57. Optional	58. Profes-sional duty	59. Profes-sional duty/necessary for promotion	60. Optional	61. Profes-sional duty	62. Neces-sary for promo-tion	63. Profes-sional duty
64. Attractive-ness of the profession	65. Systemic measures	66. Without signifi-cant measu-res	67. Systemic measures	68. Without significant measures	69. Significant measures	70. Signifi-cant measures	71. Without significant measures

72. System outcomes (PISA scores) (2012 data collection)	73. Statistically significantly above the OECD average	74. Statistically significantly above the OECD average	75. Statistically significantly below the OECD average	76. Statistically significantly above the OECD average	77. Statistically significantly above the OECD average	78. Not statistically significantly different from the OECD average	79. Statistically significantly below the OECD average

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POLICY DEPARTMENT **B**
STRUCTURAL AND COHESION POLICIES

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