

# **Teacher Education in Europe**

ETUCE - European Trade Union Committee for Education

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## ***Preamble***

*This report is concerned with teacher education in Europe, at the European, national and institutional level. However, the report must be read in its broader context - the education system as a whole, at all levels, and in wider social, economic and cultural contexts, and how teachers interact with these wider contexts. Teacher education must prepare people for entry to a profession and a working environment which faces constant changes and new demands, but it is important for entrants to teaching to have a firm basis on which to build. They must possess self-knowledge and self-confidence as teachers and must be capable of developing and adapting their role through dialogue and initiatives : they must be equipped for an active part within the education system.*

*They must be aware of the wide scope of thier professional role, but also of its boundaries. Teacher education both in the initial phase and in the equally important continuing professional development, must develop in teachers the personal qualities, knowledge and skills to teach and develop their students' potential. This must be achieved in the wide and changing context we have mentioned, also taking account of the universal values which education must seek to promote, and the multi-cultural society and global context in which education plays a key part. On the other hand, teachers must be aware of the limits to their responsibilities which they themselves should bear. Teachers must develop strong cooperative approaches with parents, with an awareness of their respective responsibilities. Finally, teachers must have a strong sense of their own worth, and the status, including pay and conditions, which they have a right to expect.*

## CHAPTER 1

### *The ETUCE and Teacher Education*

1.1 The importance of Teacher Education still has to be properly recognised in the European Union. It is the bedrock of the education system. For some years higher education has been more or less a permanent item on the agenda of General Assemblies in the ETUCE. Within this item we have also dealt with teacher education. However, on several occasions member organisations have expressed a wish to go deeper into the problems of this specific topic and in the General Assembly 1991 in Luxembourg it was decided that the ETUCE should initiate specific considerations in the area of teacher education.

1.2 Teacher education is dealt with in the Memorandum from the Commission and the ETUCE included reference to these aspects in its responses to the Memorandum on Higher Education published in 1991.

1.3 Also, separate comments were then sent to the Commission on the teacher education aspects of the Memorandum (Document 10, presented to the ETUCE Assembly, December 1992.) The 1992 Assembly agreed to an Executive Board proposal that a Working Group on Teacher Education should be set up, and this was done in early 1993, under the Presidency of Kristian Pedersen (then Vice President, now Treasurer of ETUCE). Paul Bennett, a member of the Executive Board since the General Assembly 1993, served as Secretary. Members of the Working Group are listed in Appendix A.

1.4 The Working Group was asked to prepare a Report and Action Programme, and also to organise a Colloquium during the course of its activities, in order to involve as many ETUCE affiliates as possible in the preparation of these documents. The key dates for the Working Group are as follows :

	1993	
First meeting	Brussels	29/30 April
Second meeting	Leuven	21/22 June
Third meeting	London	28/30 October
	1994	
Colloquium	Brussels	10/11/12 February
Fourth meeting	Paris	10/11/12
	March	
Consideration of Report and Action Programme by Executive Board :		26 April
Report and Action Programme and amendments considered by General Assembly : to be followed by publication		30/31 May

1.5 It was made clear in the setting up of the Working Group that its remit should cover the teacher education needs of all teachers, from pre-primary and primary to higher education, and the Working Group has sought to achieve this breadth of view, although inevitably the main focus of the Report is on teacher education for primary and secondary school teachers. For special aspects of this Report, we have taken the advice of the ETUCE's Higher Education Working Group (now the Higher Education Standing Committee), and also of the Equal Opportunities Standing Committee.

1.6 The Working Group's activity has taken place in the context of important developments in the European Communities. These include the ratification of the Maastricht Treaty, with the transition to the European Union, a re-affirmation of subsidiarity, and most significant for our work, the approval of Articles 126 and 127, putting education on a firmer footing within the European Union. Also, a range of important documents, including the Green Paper on Social Policy, all came out during 1993. We have tried to take account of these developments during our deliberations. We are particularly conscious of the division of responsibilities between the European Union and the Member States, arising from Maastricht. The Union's role in the sphere of education is limited to that of a catalyst and a disseminator of good practice, giving incentives for example in respect of the European Dimension. Also, the Union has direct responsibility for mobility of teachers and students. Educational content and structures are the responsibility of the Member States. Therefore, as well as the dialogue which ETUCE will have with the European Institutions, it is important for the affiliated organisations to use our work as the basis for discussions with their national governments.

1.7 We know that the European Commission is taking a close interest in our work. This interest was expressed by Hywel Jones as Task Force Director during the ETUCE's deliberations on the Higher Education Memorandum, and has been demonstrated materially by the substantial financial support from the Commission for the project. Without true financial support, substantial parts of the project would not have been possible. Papers for all meetings of the Working Group were sent to the Task Force, and a representative of the Task Force was present at an early meeting of the Working Group, and also at the Colloquium.

1.8 In conclusion, we would emphasise the value we place on these relations with the institutions of the European Union, and would expect this relationship to continue through the consideration of our report and action following from it. The ETUCE is the Social Partner representing teachers in the European Union: we represent 2.8 million teachers in more than 60 organisations in the European Union and the former EFTA countries. The ETUCE is an Industry Committee within the framework of the European Trade Union Confederation (ETUC), and draws legitimacy from this established position, as well as exerting influence on educational matters in the wider European Trade Union movement through this channel. We are confident that we represent the views of our members on these important matters concerning teacher education; and we are equally confident that the ETUCE and its affiliates are ready and willing to play a continuing part in the formulation and implementation of teacher education policy in Europe.

1.9 Please note that the main chapters of this Report are intended to be used on their own as statements of ETUCE policy, as well as to be read as a coherent whole. Therefore,

some of the key issues are intentionally dealt with in more than one chapter.

## CHAPTER 2

### *Summary*

*Note: This chapter summarises the main themes of the Report, and the notes after each paragraph indicate the chapters in which these themes are discussed.*

2.1 Teacher education must promote the personal and professional development of teachers throughout their careers. The professional role demands that teachers must be reflective and adopt a self-analytic approach to their working lives. The central purpose of teacher education is to develop in teachers qualities, knowledge and skills to meet the needs of pupils/students, and through this also to meet wider social and economic needs. (5, 6)

2.2 These values must be promoted through the content and methodology of education. Teacher education must promote key values in the teacher and in the educational system - respect for other human beings, and their relationship to society and the environment; democracy; equal opportunities and a transcultural approach, which promotes respect for a diversity of cultures, and effectively combats racism and xenophobia. (5, 6, 8, 9)

2.3 To achieve these purposes, teacher education must play its central part in the development of a high status teaching profession, protecting the autonomy of the teachers' professional work. The teaching profession is a unified profession with some key common characteristics for all teachers, from pre-primary to higher education. All teachers should have high qualifications and in acknowledgement of this and of their important role in society, enjoy high status. With these characteristics should go substantial professional autonomy for the individual teacher, and participation on a representative basis in educational decisionmaking affecting teachers, within the structures of the public service. The EU, ILO and OECD recognition of the role and status of teachers is to be welcomed. Teacher education, like the education system itself, must achieve a balance in its staff to reflect society as a whole, taking into account gender, disability and sexual orientation. (5, 6).

2.4 Teacher education must be recognised as a part of higher education, with recognised equivalences with other higher education disciplines and qualifications, and with the capacity to engage in educational research and draw on research findings. In order to cover the breadth of subject study, education science, methodology and practice, initial teacher education courses must not be reduced from their present lengths. (5, 10).

2.5 Teacher education must promote the application of educational research in teaching, as part of a continuous process of interaction with schools and school teaching : there must be an inter-change between teachers in schools, teacher educators and researchers. (5, 7).

2.6 Teacher education is a career-long process: each phase must take account of the other and there are expectations on teachers, their employers and the public authorities to facilitate life-long learning and the professional development of teachers. In return, there is an

expectation that teachers will engage in professional renewal and updating. This has financial implications which the public authorities must take into account. (6).

2.7 Teacher education comprises four elements to be undertaken in an inter-related way -subject study, educational science including pedagogy, teaching methodology/didactics and practice. An appropriate balance of all these elements must be achieved and they should inter-act with one another in a dynamic way, at each stage of a teachers' professional development. (10).

2.8 The European Dimension is important to teacher education, and must involve recognition of Europe as a whole, balanced with respect for national and regional diversity, shared knowledge and experience and mobility of teacher education students and teachers. The European/national dynamic must be given reality through the effective use of the subsidiarity principle. The European Dimension must be realised particularly through the promotion of mobility of teachers in all phases of education, teacher education students and educational researchers; the development of language skills. Also, the European Dimension must embrace European national and regional perspectives, the cultures of the ethnic minority communities and a broad international perspective. It must not lead to a "Fortress Europe" mentality. (4).

2.9 Education is an investment in the value of the individual and the realisation of their full potential, and also in the social, economic and cultural life of individual countries and of Europe. Teacher education is the most fundamental aspect of this investment, in view of its capacity to shape the rest of the education system. This is a crucial factor to be taken into account in European Union programmes, since money spent on teacher education has a powerful multiplier effect as teachers and teacher educators communicate with their own pupils and students. (5, 7).

2.10 European teacher education should be supported more fully by the institutions of the European Union, particularly through its programmes (particularly the new SOCRATES programme). SOCRATES must learn the lessons of its predecessors, particularly ERASMUS and LINGUA, which are widely regarded as excessively bureaucratic, and in which too little has been done to involve teacher education and teachers in the school. Also, SOCRATES requires an advisory committee with a significant representation from ETUCE as the key Social Partner in this field. (4, 12).

2.11 The ETUCE proposes the establishment of new bodies for teacher education in Europe, a network and a teacher education institute, in both of which the ETUCE itself would expect to play a major part. The network and institute would support one another and conduct research, disseminate research findings and information about teacher education, promote the European Dimension; disseminate best practice, for example in respect of the role of the teacher or intercultural education, and provide the crucial teacher union perspective which is inadequately represented or totally missing from most of the existing structures of this kind. (12).

2.12 The principles in the Report are relevant to teachers in all sectors, including post-school education, although it is acknowledged that the actual pattern of initial and in-



service education is very different at present for these sectors than for the school and pre-school sectors. It is suggested that for higher education in particular, appropriate opportunities and incentives are created to promote the professional development of teachers in the sector. (11).

2.13 The ETUCE itself and its affiliated organisations need to promote these principles in their relationships with policymaking bodies for teacher education at the European, national and institutional level, and seek to get them adopted. Also, the ETUCE and its affiliates must apply the principles in the development of their own policies, and in the review of their own structures, and to discuss them as appropriate at European, national and local level. (12).

## ***CHAPTER 3***

### ***The Organisation of Teacher Education. A Descriptive Overview***

3.1 Initial teacher education systems vary greatly for different kinds of school from country to country and sometimes even within each country as well. Teacher education systems reflect differences in national educational systems as well as other variations in cultures and in social systems. The duration of professional teacher education varies greatly too. Institutions have different patterns of organisation. However, the same or similar elements are everywhere: the subjects/subject knowledge and didactics, educational sciences and teaching practice. This report will seek to identify common themes and also elements and trends of best practice, as the basis for the development of teacher education in Europe.

Inevitably, there are questions of definition which arise between the teacher education system of different countries, and between the education systems themselves. Different terms carry different meaning or more subtly, different values, from one country to another. One example of this is the different phases of the education system in the schools, where a wide variety of definitions and student age-ranges applies for each phase. We have adopted the broad sequence of educational phases or sectors of the school system as follows:-

- pre-primary (early childhood education);
- primary
- secondary (in some countries divided into "upper" and "lower" secondary)
- post-school (including higher education)

We recognise that these phases are broad and open to interpretation, but believe that they are sufficiently distinct and self-explanatory to enable us to identify their different characteristics and needs for the purposes of teacher education.

3.2 Teacher education, like the education system itself, reflects broad demographic and social trends, as well as the demands which changes in education (for example, new subjects or themes in the curriculum, the use of new technologies and teaching media). The speed of change and the size of the teaching force in Europe (the ETUCE itself represents 2.8 million European teachers) has led to a change in emphasis from initial teacher education to professional education throughout teachers' careers. This has not downgraded initial professional education - far from it; but it has led to the need for this initial education to be seen as the basis for a continuing process, as well as generating an increasing demand for in-service education itself. This chapter goes on to give a brief, and necessarily simplified overview of the organisation of teacher education in different European countries.

#### **Organisation and Structure**

3.3 The subject and professional studies are organised in a concurrent or consecutive way depending on the country and the category of teacher. Primary teachers usually have a concurrent system, which includes practice in a variety of different arrangements. The lower secondary teachers have a concurrent system in some countries. In many countries the concurrent part begins at the outset, but in others after some months or one or two years. In other countries both the lower secondary teachers have professional studies including practice consecutively to other studies.

3.4 The amount of teaching practice and educational studies ranges from almost zero (secondary teachers in a few countries) up to more than fifty percent. In most countries, there is a high proportion of teaching practice in teacher education courses. In some countries teacher education is integrated while in others it is modularized, and there may also be one or two phases. There are a number of different approaches to the teacher education curriculum. Indeed in many countries there are systems other than those mentioned above. In this overview only the main systems are presented.

### **Education Institutions**

3.5 In most of the countries primary and secondary teachers are educated at a higher education or university level. In the one exception, the primary teachers study at upper secondary level, but after 1993-1994 this provision will be transferred to the universities. The culture of professional education follows in some cases the seminarian traditions and to an increasing extent the academic, university cultures, where the education and research have a close connection, together with practice.

3.6 The upper secondary teachers always have, and the lower secondary teachers in most cases have a university degree in the subject/subjects they teach. Primary teachers have a special degree or a higher education diploma. In a number of countries primary and lower secondary teachers are educated in the same institute. In other countries all the secondary teachers are educated according to their own system. In every country there are two or even more organisational structures for the education of different teacher categories.

3.7 Educational sciences, theory and practice are organized in different institutional ways. There are faculties of education, departmental structures, fragmented structures and special institutes. In many countries teacher students practise in schools which have close contacts with the institute/university. In some countries pedagogical studies including practice is connected with the probation period. The crucial question is how to organize all the elements of teacher education mentioned above in the best possible way to guarantee the high quality of the skills and knowledge for the future teachers.

3.8 The education of vocational teachers is difficult to compare because there is inadequate detail and knowledge about it. In fact the concept of vocational education and the standard on the vocational teacher education varies greatly from one country to another. In some countries, the initial education for vocational teachers is organised in close connection with other teacher education, particularly with secondary teachers. Elsewhere, the studies are arranged in specialised institutions.

3.9 Pre-primary teachers are educated together with the primary teachers in a number of countries. In some countries there are no special programmes, and they actually study to be primary teachers. In a few countries pre-primary teachers have special institutes.

### **Duration of Education**

3.10 The minimum duration of teacher education does not vary very much from country to country in the different teacher categories, but the categories vary according to the school systems. Therefore it is possible to give only a simplified description. Pre-primary teachers study mostly three years, in a few countries four. Primary teachers study 4-5 in most of the countries, with the exceptions having three year courses. A number of countries have lengthened duration or are considering doing so. The education of lower secondary teachers mostly take 4-7 years. The variations are difficult to identify, with the information available. Upper secondary teachers are educated for 4-7 years, the average is 5-6 years. The trend of these developments cannot be identified from the reports. Also, it depend how different countries define or measure periods of academic subject or professional study. As will have been seen, there is a wide variety of teacher education provision, within certain limits. The following tables set out these variations in a schematic form.

**TABLE 1****Primary Teachers - Years of Study**

	<b>1986</b>	<b>1990</b>	<b>REMARKS</b>
<b>Belgium</b>	3	3	concurrent
<b>Denmark</b>	4	4	concurrent
<b>France</b>	4	2+2	university course + teacher training college studies after 1992-93 3+2 (IUFM)
<b>Germany</b>	5	3-4	(+18 month-2 years) Grundt/Haupt/Realschule studies are in two phases
<b>Greece</b>	2 (4)	4	concurrent
<b>Ireland</b>	4	3+1	concurrent, includes induction
<b>Italy</b>	4	4	concurrent on secondary level after 1993-94 university level
<b>Luxembourg</b>	3	3	concurrent
<b>Netherlands</b>	4	4	concurrent
<b>Portugal</b>	3	3/4-5	concurrent two cycles on basic education
<b>Spain</b>	3	3	concurrent after 1993 teachers of pupils 12-14 studies of 5 years (LOGSE)
<b>United Kingdom</b>	4	4  3-4	BEd, concurrent, primary teachers mostly (+1) PGCE, degree + education studies 1/3 of primary teachers

Resources: 1986 V. Blackburn, C. Moisan



**TABLE 2****Lower Secondary Teachers - Years of Study**

	<b>1986</b>	<b>1990</b>	<b>REMARKS</b>
<b>Belgium</b>	3	3	concurrent
<b>Denmark</b>	4	4	concurrent
<b>France</b>	4/6	3-4 (+1+1)	degree + (preparation) + induction after 1992-93: 3+2 (IUFM) and aprégés 4+(1)+1
<b>Germany</b>	5	3-4 (+2) 4-5 (+2)	Haupt/Realschule Gymnasium studies are in two phases
<b>Greece</b>	5	4-5	includes pedagogical courses
<b>Ireland</b>	4	3-4 (+1)	degree + Higher Diploma in Education
<b>Italy</b>	4	4-6	degree, after 1993-94 also pedagogical studies
<b>Luxembourg</b>	7	4-3 (+3)	degree + professional phase
<b>Netherlands</b>	4	4	grade 2 includes teachers training course grade 1 degree + teacher training course
<b>Portugal</b>	5	5	mostly includes pedagogical element
<b>Spain</b>	6	5+1	degree + teaching proficiency course after 1993 5 (LOGSE) pupils age range 14-18 to 12-18
<b>United Kingdom</b>	4	3-4  4	PGCE degree + education studies, lower secondary studies mostly BEd, concurrent

Resources: 1986 V. Blackburn, C. Moisan

**TABLE 3****Upper Secondary Teachers - Years of Study**

	<b>1986</b>	<b>1990</b>	<b>REMARKS</b>
<b>Belgium</b>	5	4-5	includes pedagogical course
<b>Denmark</b>	5 1/2	5-6 (+1/2)	degree + paedagogikum
<b>France</b>	6	3-4 (+1+1)	degree + (preparation) + induction after 1992-93: 3+2 (IUFM) and aprégés 4+(1)+1
<b>Germany</b>	6	3-4 (+2) 4-5 (+2)	Haupt/Realschule Gymnasium studies are in two phases
<b>Greece</b>	5	4-5	includes pedagogical courses
<b>Ireland</b>	4	3-4 (+1)	degree + Higher Diploma in Education
<b>Italy</b>	4	4-6	degree, after 1993-94 also pedagogical studies
<b>Luxembourg</b>	7	3-4 (+3)	degree + professional phase
<b>Netherlands</b>	6	4+1	grade 1 degree + teacher training course
<b>Portugal</b>	5	5	mostly includes pedagogical element
<b>Spain</b>	6	5+1	degree + teaching proficiency course after 1993 5 (LOGSE)
<b>United Kingdom</b>	4	3-4 (+1)  4	PGCE degree + education studies, upper secondary teachers mostly BEd, concurrent



Resources: 1986 V. Blackburn, C. Moisan  
 1990 Joanna Métais and Helen Boreland - Vinas

**TABLE 4**

**Initial training in the EC Member States - Links with universities**

<b>Level</b>	<b>Pre-School</b>	<b>Primary</b>	<b>Lower secondary</b>	<b>Upper secondary</b>
<b>Belgium</b>	non-university	non-university	non-university	university
<b>Denmark</b>	non-university	non-university	non-university	university
<b>FRG</b>	non-university	university	university	university
<b>Greece</b>	university	university	university	university
<b>Spain</b>	university	university	university	university
<b>France</b>	university	university	university	university
<b>Ireland</b>	non-university	university	university	university
<b>Italy</b>	non-university	non-university	non-university	university
<b>Luxembourg</b>	non-university	non-university	university	university
<b>The Netherlands</b>	non-university	non-university	non-university	university
<b>Portugal</b>	non-university	non-university	university	university
<b>United Kingdom</b>	university	university	university	university

Source: EURYDICE - "Measures to Combat School Failure: A Challenge for the Construction of Europe". European Commission 1993 (D/1993/4008/15)

**TABLE 5****EFTA-Countries 1991 - Years of Study**

	<b>Primary</b>	<b>Lower secondary</b>	<b>Upper secondary</b>	<b>Remarks</b>
<b>Austria</b>	3	3-6	6	
<b>Finland</b>	5	5-6	5-6	figures from national research
<b>Iceland</b>	3	4	4	after 1993 primary teacher 4 years
<b>Norway</b>	3	3-6	5-6	
<b>Sweden</b>	3 1/3	4 1/2	5	
<b>Switzerland</b>	2 - 3+2	5 - 4+2	5 - 6 1/2	

Resource: 1991 Friedrich Buchberger

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## **CHAPTER 4**

### ***European Dimension to Teacher Education including Mobility***

4.1 ETUCE takes the view that the European Dimension is a concept which, applied to education, means that students and teachers must be conscious of both their common cultural base and the rich national and regional diversity they share, and have access to the opportunities that living in Europe offers, in terms of employment, culture and personal development. The ETUCE strongly takes the view that the European Dimension must embrace the whole of Europe and not only the 12 member states of the European Union, and include not only the indigenous cultures, but those of migrant communities in Europe. The frequent use of the term "Europe" to mean only the Union is an unfortunate and restrictive trend, which accords less and less with the reality of Europe as we approach the 21st century. The boundaries of the European Union itself are set to expand further as a number of countries particularly those in EFTA, are seeking Union membership, while other countries in the Mediterranean basin and in Central and Eastern Europe are also developing a closer relationship with the Union and are asserting their European consciousness. The European Union itself is increasingly seeking to involve the countries of this wider Europe in its programmes and deliberations.

4.2 The European Dimension must be an *inclusive* concept which does not deny or suppress the distinctive characteristics of individual cultures represented throughout Europe, nor exclude a wider international perspective. The European Dimension must be given reality not only within the European Union and in the context of economic issues, but taking into account the whole of Europe, in the context of social, educational and cultural needs as well as economic priorities. Therefore the education system, teachers and students all need to have their horizons widened to take account of this broader European concept. This is all the more important in view of the clear threats of divisiveness, inter-cultural tension and xenophobia, which we have witnessed in recent years from Germany to Northern Ireland, from Belgium to former Yugoslavia. The European Dimension must be developed in parallel with a wider international perspective, which works against any pressures for a "Fortress Europe", but enables Europe to draw upon its wide range of historic, cultural and linguistic links, as well as its economic relationships, with the wider world. The European Dimension may be used as a model of diversity which can provide both fruitful exchanges and lessons for other regions of the world, while Europe has much to learn from other countries and regions.

### **Green Paper and Memorandum**

4.3 The European Commission Green Paper on the European Dimension of Education<sup>1</sup> published on 29 September 1993, provides another significant step forward in the development of Union thinking on the European Dimension. We welcome the Green Paper's endorsement of the European Dimension to teacher education, particularly the statement that "the accent should be put on transnational cooperation between teacher training institutions, especially in the form of networks, using the medium of exchanges and building on the pilot actions already started" (Paragraph 30). However, we believe that the Green Paper does not sufficiently acknowledge the central importance of teacher education, both pre-entry and in-

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<sup>1</sup>(Com (93) 457 final)

service, in promoting the European Dimension in education generally and in developing the multiplier effect referred to in paragraph 26. The forthcoming White Paper needs to give greater weight to support for teachers, in respect of teacher education programmes at all stages in teachers' careers, as well as in related fields like curriculum development. Reliance on subsidiarity in this important field will not be sufficient. The ETUCE itself is well placed to help develop the networks mentioned in the Green Paper.

4.4 The Green Paper refers to "the "added value" - of Community action in the sphere of education. This "added value" would contribute to a European citizenship based on the shared values of interdependence, democracy, equality of opportunity and mutual respect; it would also help to extend the opportunities for improving the quality of education; and finally, it would help pupils towards social integration and a better transition to working life". We are concerned with giving these ideals reality, while maintaining and protecting the diversity and plurality which the European Union itself favours.

4.5 The ETUCE supports the view which the European Commission expressed in the Memorandum on Higher Education to the effect that in teacher education the European Dimension should be based upon a "European experience" and once again we would assert that this must embrace the whole of Europe in such a concept.

4.6 The Memorandum said:

"The inclusion of a European Community dimension in the curriculum of pupils both at elementary and secondary levels of education is necessary so that they understand the political, economic, cultural and social realities in which they are growing to adulthood and in which they will come to exercise themselves as Community citizens. *It is most important that this dimension should rest firmly on a foundation of European experience and that teachers who are charged with devising, interpreting and ultimately teaching such a dimension should be able to draw on such experience.* [Original emphasis]. The acquisition of European experience by teachers would also be supportive of the more widespread understanding of the different systems of education and of their aims and philosophies and would help to define the areas of common approach and of possible convergence, which would facilitate catering for the education of a more mobile European population. European experience would also be a factor in encouraging the mobility of teachers themselves and thereby enhancing the availability of a European dimension and extending the range of knowledge, skills and experience available to the European education systems". (paragraph 133)<sup>2</sup>

4.7 This statement admirably sets out the importance of the European Dimension and the breadth of the concept. While the Memorandum goes on to suggest some ways in which the concept can be given reality, there is little evidence so far that the European Union itself is likely to give sufficient priority to this, and it is likely that none or few of the countries of the EU will be willing to take up this challenge without the active encouragement of the European

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<sup>2</sup>Commission of the European Communities : Task Force Human Resources. Education, Training, Youth : Memorandum on Higher Education in the European Community, Brussels December 1991

Union institutions.

## **Mobility**

4.8 The ETUCE believes that free mobility of teacher education students and teachers, as well as other people engaged in the education process, is a central part of the concept of the European Dimension and of giving it concrete reality. Mobility requires the support of significant resources in European Union programmes to enable a significant number of teacher education students and teachers to move freely within the European Union and the wider Europe, for study and for work. Such opportunities are needed to meet individuals' patterns of study and work and opportunities must be created which fit these study/work patterns at whatever stage in individuals careers they are undertaken. Teachers and teacher education students must broaden their views of other cultures, including those from which immigrant communities come, and this could involve travel to countries outside the European Union. Teacher mobility must be voluntary : it must not be used by governments simply as a means of solving problems of teacher supply, or of cutting the costs of educating or employing teachers.

4.9 We are conscious that ERASMUS and LINGUA have played a significant part in opening up both opportunities and, more generally, *expectations* of mobility. These expectations have not always been met and this is particularly true in the field of teacher education, where only a limited amount has been achieved. On the other hand, if these programmes were properly developed significant spin-off effects in terms of the effects of teachers' first hand European experience on school students could be expected. The reality is that only 4.1% of ERASMUS and LINGUA Action II students in 1993/4 are in the broad subject area of education as a whole (ERASMUS Newsletter, Vol 1993 - No. 16). The Higher Education Memorandum outlines some of the problems, for example, the shortness of some teacher education courses and the difficulty of fitting in worthwhile experience in schools in a short ERASMUS visit. Also, it points to the inability of ERASMUS to provide the all-important elements of in-service education for teachers already in the workforce. The LINGUA programme, like ERASMUS, has roused considerable expectations, which have proved extremely difficult to meet within the limited resources available (and it must be said, in the face of the opposition of a handful of Governments to the effective development of the scheme in their countries). LINGUA does provide some limited opportunities for in-service study abroad for practising teachers. The ETUCE believes that increased emphasis must be placed on the area covered by the LINGUA programme, and within it opportunities must be found for more teachers to have the opportunity to improve their language skills even in their own countries or by travel abroad. Only by improved language skills can all the countries of the European Union and of the wider Europe be involved in the European Union or in the wider economic and social Europe. The new SOCRATES programme will be discussed in the final chapter, but it is important to say here, that the lessons of ERASMUS and LINGUA must be learnt, and SOCRATES must give higher priority than previous programmes to teacher education. This is particularly true as teacher education has an important multiplier effect. SOCRATES must also be less bureaucratic and more "user friendly" than ERASMUS or LINGUA.

4.10 Teacher education students are an obvious and important target for European programmes if they are intended to reach a wider range of people than those directly involved by

participation in the programmes. We support the Memorandum's recognition that the ERASMUS scheme has not met the needs of teachers and teacher education students. We would also support the suggestion that a review of these needs with a view to the development of "a separate scheme for teachers, or a modification and special priority within an existing programme which would support their initial and continuing training needs in a European context". However, not only is such a review long overdue, but the current general realignment of existing programmes seems to offer a unique opportunity to give proper support to initial and in-service teacher education as the current round of programmes comes to an end. The in-service needs of practising teachers are an obvious case for special treatment, particularly given the high proportion of the teaching workforce for the 21st century who are already in post. The Memorandum itself goes on:

"Exceptional treatment of the teaching profession would be justified not only by the anomalies in its training structure, but also by the importance of the European Dimension in education, by the extent to which teachers are multipliers of knowledge and experience gained and by the significant contribution which can be made to European understanding and cohesiveness by a more mobile teaching force".

4.11 The Memorandum also addresses the needs of those teachers who do not have the opportunity to study abroad, and suggests a number of actions at institutional, national and Union level:

"This experience should be such as to enable teachers to properly interpret Europe to their pupils and to provide a European frame of reference for their work in various aspects of the schools' curricula. It should also include a comparative knowledge of the educational systems within the Member States of the Community. This would give teachers a comparative context for the work they do, it would put them in a position to advise pupils whose families may be intending to migrate within the Community and it would also be supportive to mobility among teachers themselves. Cooperation between institutions at Member State and Community level, staff exchanges, support for special in-service courses, dissemination of materials in different media, open and distance education, all are ways, in addition to study abroad, through which European experience in teacher education could be strengthened".

4.12 We would support these suggestions, but would assert that urgent action is needed at all levels, institutional, national and Union in order to put them into effect. Also, given the size of the teaching profession, special attention must be paid to both the cost implications, and the effectiveness of promoting the European Dimension through initial and continuing teacher education programmes. On the other hand, the limitations of one-country visits must be recognised : means should be found of sharing a range of national experiences more widely. One means would be through the development of a programme of European teachers sabbatical leave for work study in another country.

4.13 The ETUCE has given consideration to this question on a number of occasions, and has explored the possibility of developing a European teacher education *institute* (analogous to CEDEFOP for vocational education), and a *network* of teacher education institutions. We strongly welcome the positive reference in the Commission's Green Paper on

the European Dimension to networking, and urge the full participation of the ETUCE in dialogue with the European Commission, in order to develop an effective network. Although we believe that the idea of a European institute has merits, we also recognise the practical problems, and believe that a *network* drawing on as wide a range of institutions as possible across the European Union, would have the advantages of inclusivity and accessibility which are necessary if the needs of all teachers in the initial, induction and in-service phases of their careers, are to be met. A network could also be highly cost-effective, and draw substantially on existing resources and initiatives. Adverse comments have frequently been made concerning the level of bureaucracy associated, for example, with ERASMUS. We believe that a limited amount of European Union resources could facilitate the development of a European teacher education network which could promote programmes, share data, pool research, and develop new models of teacher mobility, providing a major new emphasis for the European Dimension in education. A teacher education network should involve the representative organisations of teachers in Europe as key partners: for this purpose, this means the ETUCE and its affiliates.

### **Mutual Recognition**

4.14 An equally important element in the development in the European Dimension, is the mutual recognition of qualifications, the development of credit transfers and, specifically to teacher education, a positive endorsement of elements in teacher qualifications gained in a second country. While the steps taken in the first and second European Union Directives on the recognition of qualifications<sup>3</sup> between EC countries have been important symbolically, there is little evidence that the new opportunities afforded by the directives have been widely taken up in the teaching profession. It may be necessary to recognise that teaching is a special case, which is particularly important in the promotion of mobility and the wider European Dimension. There is a range of national requirements with respect to teacher education qualifications which, taken together with broader cultural and linguistic expectations in particular countries, greatly inhibit opportunities for teachers and teacher education students working or studying abroad. These problems arise in respect of teachers educated in European Union countries, but even more so for teachers educated outside the Union, including teachers from ethnic minorities whose involvement in schools is essential for the building of a multi-cultural society. Also, national requirements must deal in broad levels of attainment rather than rigid and arbitrary demands which may exclude teachers who have entered teacher education as mature students.

4.15 Some of the national requirements are authentic, and others are less so, and we believe the ETUCE and its affiliates have a role in monitoring and advising the European Union and national governments on these matters. Clearly the national characteristics which currently exist are often of great significance, and the principle of subsidiarity, strongly endorsed within the Maastricht Treaty, must be respected. However there is scope for the encouragement of a general reduction of unnecessary national requirements on the part of the European Community, together with the specific, positive promotion of teacher mobility. There is also a need for precision in European Union decisions and legislation. For example, the first Directive on mobility refers to entry to courses based on the completion of secondary education, whereas, France, the reality is that the courses referred to may require the completion of the baccalaureate.

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<sup>3</sup>First Directive (89/48/EEC) and Second Directive (92/52/EEC)

Therefore the directive should properly refer to the *successful* completion of secondary education.

4.16 Elsewhere in this Report, we note the widely differing lengths of teacher education courses, and variations in their key components. We do not accept that these are necessarily obstacles to mobility. The mutual recognition of teachers' qualifications must be promoted on the basis of equivalence, not the pursuit of identically matching qualifications, with the key criteria being an individual's capacity to do the job. As well as a mobility issue, this is crucial for a positive equal opportunities policy.

4.17 We are aware of the interest which the Task Force has taken in possible systems of credit transfer, and we believe that this would be a valuable exercise in the extension of mobility and mutual recognition of teachers' qualifications. It is a task in which the network referred to above, could be usefully involved - indeed, one in which a network could play a central part. Certainly, a European credit transfer system, by accrediting key components of study undertaken in another country, would ensure that teachers or students were not penalised for study elsewhere in the Union, by the undue lengthening of their courses.

4.18 It seems likely that the future could see a growth in bilateral patterns of recognition between two or more teacher education qualifications systems within the European Union or the wider Europe, and we may therefore see the development of a "patchwork quilt" effect of varying and possibly widely divergent mutual recognition systems and consequently very different levels of opportunities for teachers to travel and work or study abroad according to which country they are based in. This could prove particularly damaging if opportunities for mobility disproportionately benefitted students or teachers in richer countries, or those whose languages were the principal Union languages (French, English, German), at the expense of the other countries. Already, there have been significant problems in the ERASMUS scheme in exchanges between institutions in the rich and the less advantaged countries, in spite of the efforts of the ERASMUS officials and staff in the participating institutions. We believe the European Union should monitor this potential development in respect both of teacher mobility and of programmes and seek to ensure that opportunity for study or working abroad for teachers is spread as widely and evenly as possible. The Structural Funds should also be used to help redress these imbalances.

4.19 This approach also includes the wider Europe referred to at the beginning of this chapter. On the other hand, it must be recognised that as the European economic area develops and grows more inter-dependent, there will be a parallel growth in the diversity of cultures and languages which must be addressed. This may well require a changed, broader approach to issues of recognition and mobility on the part of the European Union Institutions. Obviously it will have implications too for the level of funding available to give effect to mobility programmes.

4.20 The question of mobility for teachers within Europe must be set in the context of the social policy of the European Union which has successfully broken down barriers to residence, working and studying in different countries of the European Union. Teachers, like other workers, are acquiring a range of new rights which they must be made aware of, and



encouraged to use.

4.21 As well as all programmes of initial teacher training and further training, the exchange programmes for teachers and students at all levels should not be neglected. To young people who are used to exchanges in the primary and secondary phase of their education, exchange opportunities in post-school education and in-service education and in-service exchanges will be a matter of course. It is to be hoped that increasingly, teacher education students will be able to draw on earlier experience as school students, of other parts of the European education system, as SOCRATES develops the work begun by LINGUA and other programmes.

4.22 On the other hand, it must be emphasised that the wider European mobility of teachers and teacher education students, as well as other students in further and higher education, is not wholly or even mainly about the benefit or personal development of the individuals concerned: it is one of the crucial factors in the achievement of a genuine and harmonious European economic and social area. The ETUCE believes that education will play the role of the central and positive link in the social, cultural and economic development of the new Europe. Policymakers at Union and national levels must take full account of this in their decisions.

4.23 We know that the European Union Task Force has taken a close interest in possible systems of credit transfer, and that these have been given some consideration in the European Commission Memorandum on Higher Education, which said "there will be a greater demand than hitherto for quick, flexible and accurate mechanisms for the award of credit for previous academic qualifications and periods of study carried out in other Member States". We believe that credit transfer must be developed and improved, with the necessary safeguards for teacher quality and for the ability of teachers to work and communicate in the education systems of other countries. In the development of credit transfer, particular attention must be given to the core or compulsory elements of teacher education courses in order to ensure that teacher education students do not unnecessarily have to repeat large parts of their courses if they should choose to study abroad. We believe that study in a second country should *enhance* students' qualifications and employability, not penalise the students concerned.

4.24 The European Dimension must be given reality, not only within the European Union and in the context of economic issues but taking into account the whole of Europe, in the context of social, educational and cultural needs as well as economic priorities. We believe that as well as the social educational and cultural arguments' the economic rationale for the promotion of the European Dimension through education will be of crucial long-term importance, in the creation of a genuine Single Market, in which the resources of the European Economic Area can be deployed to their full potential and to the benefit of the citizens of Europe. The social and cultural aspects to the European Dimension are equally important, and will play a key part in creating self awareness of ordinary people that they are citizens, not only of their own countries but of Europe too. The education system and teachers have a particular responsibility to achieve a shift in attitudes, knowledge and skills on the scale required, and they must be given the tools to do so.

## **CHAPTER 5**

### ***Recruitment, Initial Training and Status of Teachers***

#### **Access and recruitment**

5.1 The quality of teachers is the prime influence on the quality of education received by all our pupils, in all sectors of the education system. The supply and quality of new teachers has to provide guarantees for the future. Both should be subject to the rigorous and consistent attention of national and local governments; policy makers; providers of initial and in-service teacher education; representatives of teachers in trade unions and professional associations; managers and practitioners themselves.

5.2 The ETUCE reaffirms its commitment to the achievement of equal access and entitlement as central characteristics of the education systems throughout Europe. For pupils, equality of opportunity means the provision of an education matched to the individual needs, which positively addresses the values of distinct cultures and through the curriculum, provides experiences which are relevant and challenging to all young people. In order to meet these challenges, initial and continuing teacher education must promote a strong awareness among new teachers, of the unacceptability of all forms of discrimination and prejudice, whether these be racist, sexist, on the grounds of ethnicity or religion, disability or sexual orientation. Equally, access to the teaching profession itself must be free of these forms of discrimination. New teachers themselves must be encouraged to understand the complex and harmful effects of negative stereotyping, on pupils' learning and on working relationships with colleagues in schools and with the parents and families of their pupils.

5.3 Safeguarding and enhancing the quality of the teaching profession is the responsibility of all those whose decisions affect its well-being. Initial teacher education must be significantly located within higher education, in order to achieve the relevant level and status of teacher education, and to ensure continuing contact with research into educational theory and practice: the quality of teacher education must be assured by the maintenance of the level of attainment of those entering teacher education; of the course content and level of teacher education itself; and the level of attainment of students at the end of the course. The ETUCE strongly asserts the need for the job of teaching to be viewed as a high status professional task, equivalent in its importance to the practice of medicine, law and other professions and like them requiring a rigorous period of preparation. Teacher unions have an important and indeed an essential role to play in satisfying this need. They will need to exercise this role in a number of forums, at European, national and institutional level, as Social Partners in dialogue with governments and employers, and through their responsibilities for the curriculum and for the development of the teaching profession. They must also bear in mind the different patterns of teacher qualifications and employment at national level.

5.4 The principle of access to teaching being through the achievement of a highly valued degree-level and/or postgraduate level period of prolonged preparation, must, simultaneously, be balanced with the need to maintain equality of access. The ETUCE supports

strongly the development of courses which give access to higher education for students from a wider range of social and educational background; accreditation criteria which acknowledge the prior experience and qualifications of mature entrants from other professions and other countries; and the means by which the equivalent qualifications of teachers from abroad can be taken into account. It is important that only candidates with the right qualities for teaching or with clear potential should be admitted to teacher education, recognising the differences between subject expertise and pedagogic expertise. Recruitment choices must be the responsibility of the teacher education system itself. Professional counselling for teacher education students, and where they are unable to handle the demands of teaching, the possibility of easy transfer to other higher education courses, will help to protect both the quality of teachers and the interests of the individual.

5.5 However, the legitimate need to ensure wide access must not be used as an excuse to lower standards of initial teacher education across the board. Moreover, these principles must be applied equally to all courses of initial teacher education, irrespective of the age range of the pupils for whom students are being prepared.

### **Initial teacher education**

5.6 Initial teacher education should lead to a recognition of new teachers as having a training in the education sciences including pedagogy, as well as expertise in one or more discrete curriculum areas, together with methodological expertise and classroom practice. These areas of expertise should be recognised as not mutually exclusive or in a hierarchy of importance; for example great expertise in one's chosen subject should not be seen as superior to considerable expertise in the theory and practice of teaching and learning. Teachers of pupils of all ages require all these sets of expertise. This is explored in greater depth in Chapter 10. Initial teacher education sets standards of performance which can be built on during subsequent professional development : without a strong foundation such subsequent professional development will be less effective.

5.7 Currently, different patterns of initial teacher education exist across Europe, incorporating both specific vocational courses and others which require a general level of qualification for subsequent entry to initial teacher education. Research in this field should aim to highlight the effects of different routes into teaching in terms of its outcomes from the perspective of the new teachers themselves, experienced teachers and employers and incorporate an investigation of policies on admissions and access to courses, in order to determine the extent and practice of equal opportunities policies in these areas.

5.8 In view of this wide diversity of patterns of initial teacher education across the European Union, it is important to look at best practice, in terms of breadth and relevance of knowledge and skills, and the high professional competence of the qualified teacher. No single model will suit all circumstances. The ETUCE gives its support to the concept of courses comprising inter-related elements, where teaching studies and subject studies are interwoven, on the basis that such courses allow for the ongoing growth and education of the individual student, whilst simultaneously providing a specific professional training. Such courses have the advantage of attracting into higher education those who may never otherwise have considered

entry, other than through wishing to teach. Equally however, there is value in high quality single track courses which prepare individuals already educated to degree level in a subject or specialism for a career in teaching, although such routes are less appropriate for teachers of younger children. The balance of course provision will vary with the needs of different national systems.

5.9 The ETUCE notes that there currently exist significant differences in the length and nature of the training received by teachers in different phases of the education system throughout Europe. We do not believe that there is any justification for general reductions in course length and status. Similarly, whilst the ETUCE has stated its support for adaptations to courses including shortened course lengths and part-time study, in order to take into account the previous accredited qualifications and experience of mature entrants and entrants from other countries, the ETUCE insists that such initiatives be monitored for quality and standards of both entry and output. No matter how precisely defined the number of hours of any course, it is necessary to question whether shorter or part-time courses will be able to maintain comparable standards to those achieved by their longer, full-time counterparts.

5.10 The potential for access to research work in higher education courses run at undergraduate and postgraduate level, is a very valuable preparation for students who may, at a later date, wish to continue their studies through sabbatical or part time higher degree course. This is another reason why the involvement of higher education in initial teacher education must be promoted. Nowadays pupils are required to get the ability to acquire new knowledge and new skills, the ability to identify problems and develop possible solutions. In a modern society there is a requirement for all to have access to up-date information and be able to handle it critically and creatively and to have a positive attitude to lifelong learning. Also teachers are often more and more independently responsible for their own work due to the decentralisation of decisionmaking. Therefore future teachers need thorough knowledge, ability to use basic material and to create curriculum and teaching. For all this, teachers need high standard education including some research experience. Teachers are well placed to participate in research or to make use of research findings into the learning process; they have both the professional experience and the ability to understand research in this field. Not all teachers will wish to engage in research, but where they do, they should have access to the necessary time and resources.

5.11 Whilst preserving high academic standards on courses of initial teacher education, it is vital that institutions of higher education and their partner schools, are equipped to prepare students to meet the social and political challenges of working in the wider world. Awareness raising of issues such as class, race, ethnicity, gender, disability and special educational needs should be a structured component of all courses of initial teacher education.

5.12 Similarly, the interpersonal skills of new teachers must be developed alongside their understanding of the effects of cultural distinctions and socio-economic circumstances, on pupils' learning. While some would argue that it is on practice-placement in schools that student teachers will be forced into an awareness of these issues, it is essential that the theoretical contribution of courses, including reference to research, seeks to demonstrate the

relationship between such factors and educational achievement. It is the reality of the classroom that will throw into relief the stark effects of low levels of family literacy; yet new teachers still require the appropriate teaching strategies and the wider understanding of the social and personal origins of learning difficulties, before they can begin to address the difficulty faced by an individual pupil in relation to reading and writing.

## **Status of teachers**

5.13 At the heart of the debate about the status and effectiveness of teachers, there lies a whole set of attitudes about the nature and location of their professional education which is integral to the discussion about initial teacher education. Two seemingly opposing models of initial training are put forward and the merits of each, debated. On the one hand, supporters of "hands on" learners insist that the only way to become an effective teacher is by learning alongside other, experienced practitioners; rehearsing and imitating what is observed, without necessarily having an underlying appreciation of the principle involved. Those on the other side maintain that new teachers need to be taught the essential principles about their role, which, in carefully structured situations, they can then explore and apply, involving themselves in continuous, critical evaluation of their progress. ETUCE favour this second model. However, we do not believe the two models to be mutually exclusive, although the "hands on" model is not acceptable on its own, and must be set alongside theoretical elements in a balanced course of study. If new teachers and those who are responsible for their professional development are to progress, both personally and professionally, it is vital that elements of both models are common to all courses of initial teacher education. It is the role of initial teacher educators to steer for students a carefully planned pathway which effectively combines these two styles of learning. These issues are considered further in Chapter 10.

5.14 This can best be achieved through the establishment of proper partnerships between higher education institutions and schools and a carefully drawn up definition of their respective roles in relation to teacher education. The ETUCE believes that through the development of such partnerships, student teachers will be provided with, on the one hand, a set of strategies, knowledge and organisational skills to be used in everyday contact with pupils and parents and on the other, with an ever-increasing set of evolving attitude and values which characterise professional individuals and contribute to their own personal growth. Teachers must be thoroughly trained, but at the same time, equipped personally with the disposition to develop themselves as individuals and professionals. Moreover, the central focus of their training and in-service work, must be the learning experience of their pupils. In order to be able to critically evaluate the experience, teachers need the maturity and self-esteem which their own experience of success in education can provide. They exert an enormous influence on the lives of pupils and carry for society the heavy responsibility of helping to prepare young people for adult life. They must be prepared as individuals as well as managers, organisers and experts in pedagogy, for this role. In any teacher's career, working with other professionals and negotiating on behalf of pupils will be part of their duties. Again, maturity, confidence and self-knowledge, will be crucial to their success.

5.15 The ETUCE recognises that school-based professional preparation is an important component of the theoretical and practical aspects of initial teacher education. However, it asserts strongly that a job as complex as teaching, requires a rigorous and specific preparation and that in recognition of this, the responsibility for training students must fall predominantly on those whose main commitment is the education of teachers, as opposed to the education of pupils. Wholly school-based initial teacher education courses will force upon schools an unacceptable compromise, whereby the interests of pupils and student teachers would come into conflict, and the quality of teacher education will be undermined. They will, furthermore, lead to too narrow an emphasis upon the apprenticeship model of learning at the expense of students' theoretical development and practising teachers' time and energy. The ETUCE therefore firmly rejects the notion of wholly school-based training.

5.16 Both initial and in-service professional education should incorporate an introduction for teachers to the expertise of the other professionals with whom they will come to contact, such as support services, educational psychologists and speech therapists. These aspects of their work are seldom covered in courses of initial teacher education and knowledge of the extent of inter-agency support available to schools is crucial for all teachers.

5.17 The ETUCE believes that nowhere is continuing professional education more important than in the earliest stages of a teacher's career. The European Union, the OECD and other bodies now recognise that professional and vocational education is an investment. The great investment made by governments in initial teacher education should be maximised through the provision of comprehensive programmes of induction, available as a national entitlement for all new teachers. Induction programmes should be built around clearly agreed entitlements for new teachers, including a reduced class-teaching commitment and cover, to enable full participation. The aim of induction should be clearly stated as to assimilate new entrants to a particular school, but also to the educational scene and professional culture of the region and country concerned. Good induction also serves another purpose; wastage rates amongst new teachers call for incentives to those just joining the profession to both apply for posts and to remain in teaching, thereby building up their expertise and becoming a rich resource for colleagues and pupils alike.

5.18 Finally, there is also a need to consider the relationship between teaching as a career and other areas of employment which, at any one time, may be competing with the education world, for high quality recruits. Salary levels, conditions of service in different professions and the speed with which one can move on, in career terms, in other sectors, all play a part in the decision about whether to embrace or reject teaching as one's chosen profession. The guarantee of continuous professional development and of a system of sensitive appraisal of individual strengths and weaknesses, which is sufficiently resourced, are all motivating factors for those considering teaching as a career. Teachers who are valued will in turn value their role, as educators of pupils and as individuals who collectively, exercise a major influence on the values and attitudes of generations of young people.

## **CHAPTER 6**

### ***The Professional Teacher***

6.1 The status of teaching as a profession and of all teachers, is inextricably linked to the value placed on both, by pupils, parents and wider society. The ETUCE believes that it is the role of governments to help positively to form public opinion about the importance of teachers, teaching as a profession and the crucial contribution made by education to society. Government policy on initial teacher education must take into account the need of the profession to be so identified.

6.2 Furthermore, there must be a process of building towards a consensus about an appropriate balance of the professional autonomy of teachers and their public and social accountability. Parents, pupils and teachers as professionals, all have rights and responsibilities which need to be clearly articulated, shared and respected by the other parties. These rights and responsibilities must be understood and supported by governments; not exploited for short-term political gain. The ETUCE calls on governments to take account of the views of all those involved in educating teachers and to base decisions about the investment in, and planning of, initial and in-service teacher education, on the priorities identified by them and the wider public.

6.3 The ETUCE strongly reaffirms its belief in the need for unity between teachers, their trade union representatives and those in higher education responsible for preparing future members of the teaching profession. Such unity will provide a powerful defence against attempts to develop a hierarchy of teaching qualifications which denigrates the expertise and status of the teachers of the youngest pupils. There is far more to unite teachers of all phases than there is to fragment them. Issues to do with pedagogy, values and beliefs lie at the heart of professionalism and transcend those which are phase-specific. The achievement of this unity will be difficult but ETUCE and its affiliates must work towards this objective. At the same time, moves towards the establishment of a hierarchy of teaching must be resisted through an emphasis on parity of status in terms of training, in-service opportunities, pay and promotions prospects. It is recognised that in some countries, professional structures and trade union structures are regarded as incompatible or even opposed to one another. The ETUCE believes strongly that teacher trade unionism at the national and European levels has a crucial part to play in defending the role of the teacher, for the benefit of pupils, schools, and society as a whole, as well as of the teachers themselves.

6.4 The status of teachers must derive from their qualifications, knowledge and skills and their commitment to their pupils : status must be reflected in the autonomy of the teacher in the classroom, the high level of pay, conditions of service and working environments which they should expect and their involvement in educational decisionmaking, either directly at the school level or through their representative organisations. These factors should unify teachers : the profession should not be divided by often arbitrary internal divisions or external challenges to its authority. ETUCE has always welcomed the special recognition of the status of teachers by bodies such as the European Union, OECD and ILO.

6.5 A key element in the definition of a professional is the emphasis on rigorous and continuing study. This argument applies whether professional development is to be compulsory or voluntary. It is the professional responsibility of a teacher to be committed to his or her own professional development - a responsibility which employees must recognise and support. There should be an expectation that teachers will take part in in-service education as part of their professional activity in acknowledgement of the changing nature of teaching and the environment in which it operates. The issue is rather the extent to which the employer makes available the appropriate resources and has in place acceptable conditions of service, whereby continuous professional development is integrated into the working life of the teacher and is thus not regarded by either the employer or the teacher as an optional extra.

6.6 The responsibility, however, cannot be regarded as entirely that of the teacher. Where changes in professional skills are required to respond to a changed job description or because of national or local educational priorities then the organisation, management and resourcing of the change is clearly the responsibility of the employing body.

6.7 There is a further aspect of professionalism which relates to the organisation of professional development and it is the power and autonomy teachers are able to exercise over the direction of their profession. The complex decisions and judgements which are part of the professional's sphere must be recognised. In education as in other professions, the government's role is to set the political and social context in which professional judgements are made, and in partnership with the professionals, to make decisions about the resources required. It is vital that the determination of the direction of change or of priorities by Government, employers or management do not deprive the teaching profession of autonomy in the essential professional elements of the developmental programmes which accompany it.

6.8 Professional autonomy and responsibility in teaching as in other professions, are crucial to the healthy and effective working of sophisticated pluralistic societies and economies. Entry to the teaching profession is a serious matter: Entrants should recognise from the outset the professional responsibilities which they are undertaking, and demonstrate the necessary maturity and personal qualities. In return they should benefit from professional autonomy and the protection and the support of their profession as well as appropriate rewards in respect of salary, conditions of service, job security and career prospects. Governments and employers, for their part, must recognise the autonomy and high status of teachers on a par with other professions. Teachers individually and collectively must have responsibility for the development and implementation of pedagogy and teaching methods.



## **CHAPTER 7**

### ***Teachers, Careers and Professional Development***

#### **The Nature of Professional Development**

7.1 The ETUCE is firmly committed:

i) to high quality comprehensive, continuous and professional development for all teachers as an integral feature of teachers' conditions of service and as a demonstration of teachers' professionalism, as well as a means of advancing the profession as a whole; and

ii) to the concept of professional development as a key feature of preparation for career development and in the successful induction into posts of changed responsibility.

The case for this and professional development is supported by a number of factors which are considered in turn below.

7.2 Teachers play a key role not only in the transmission of culture but in preparing students for a future where continuous change is a certainty. Changes in society and in the family, technological and cultural changes influence not only the curriculum but the dynamics of the classroom and the school.

7.3 During teachers' professional careers assumptions concerning the nature and purpose of learning and education; the value systems of schools and of society; and the interests, capabilities and ambitions of children and adolescents will all be very much altered from the assumptions of the profession they entered. As professionals, teachers adapt to changed circumstances and demands with varying degrees of sensitivity and adequacy, but reliance on this alone is unreasonable. The employers of teachers and teachers themselves must recognise their responsibility for ensuring that, throughout their careers, teachers are able to adapt and update their professional skills. The employers must create the conditions in which, in consultation with teachers, well planned professional development policies can be agreed, so that professional development is an integral part of teachers' careers, beginning with the induction phase. Such policies are particularly important in meeting the needs of women teachers and teachers from ethnic minorities.

7.4 Initial teacher education can be no more than a preliminary to the professional development required both for specific career routes within teaching and for the continuous development required of a professional. In-service professional development, across the European Union involving some four million professionals, must always have a high priority, and becomes especially significant where there is an expressed political wish to promote new dimensions in education, such as the European Dimension for all. As the Green Paper on the European Dimension states "Teacher Training is the main tool in the development of teachers'

pedagogical practices. It therefore should be in the forefront of action to promote pedagogical innovation as well as to develop the European dimension in teaching. Indeed, teachers and their trainers have an important role to play in the definition and introduction of new teaching areas. They are therefore the main players in integrating the European Dimension into the content and practice of education." (Commission of the European Communities, 1993)

7.5 Furthermore, since the nature of much social, technological and cultural change is that it challenges previously-held beliefs and assumptions and requires new skills, it must be recognised that the personal value systems and personal/professional competence of teachers will frequently be challenged. Teachers need a managerial environment in which the personal demands which professional development makes of them is respected with trust, privacy and high-quality support.

### **School effectiveness : The quality of teaching and learning.**

7.6 Raising educational standards is the common goal, placing an emphasis on teaching quality and school effectiveness in meeting the range of educational needs of its students. There is now a widespread acceptance that various organisational and managerial strategies should be deployed to improve the effectiveness on a school, the morale and motivation of the teachers and the quality of teaching and learning. For example, effective management has been associated with a concern to build a learning environment; regular discussion of teaching methods; regarding professional development as an integral part of the job; the encouragement of experimentation and reasonable risk taking and with providing training opportunities, disseminating research into new developments in teaching and rewarding professionalism. Encouraging continuous professional challenge and development is thus clearly marked as a necessary element in the effective school.

7.7 Many would go further and argue that professional development is essential to all school improvement and that student achievement can be substantially increased by a reservoir of effective teaching skills and strategies virtually unknown to most teachers. They need to be taught these skills and strategies if their students are to have improved learning opportunities, and the time and resources need to be available for this. An important secondary question is what conditions and what cultures advance or inhibit teachers' professional development. Put briefly isolation, unsupported individualism, uncertainty and an unsympathetic environment all tend to inhibit professional growth and suppress initiative and risk taking. In contrast, interdependence, joint work, such as team teaching and mentoring, collective decisionmaking and responsibility all enhance the potential for professional growth.

7.8 Additionally, the design and quality of the professional development programmes themselves have a dramatic effect on the transfer of skills into the classroom. Feedback from professional colleagues, and additional coaching in post is required if new teaching skills are to be integrated into existing behaviour patterns. This suggests a level of investments in career-long professional education that has scarcely yet been considered as the essential baseline for changes that will have the most important influence on the quality of education.

7.9 An additional outcome of these developments is an acceptance that school based/school focused development activities, sometimes based on the intent of the school to improve its problem solving capacities, is a more legitimate focus for effective change off-site, one-off courses attended by individuals. Other trends, such as allowing teachers to contribute to their own professional development priorities, individually through appraisal and corporately through staff developments plans, or where schools can manage their own in-service training budget according to their perceived needs, fit firmly into this philosophical framework. Such involvement in determining the focus of professional development is an essential element in professionalism and that the changes which are the aim of professional development will not be achieved without the commitment of the staff.

7.10 Less well developed is an appreciation that an effective system will require a group of development specialists, who can form the basis of coaching teams and support colleagues from the basis of a high level of competence in demonstrating skills and providing feedback. All teachers will need increasingly to develop team skills both for teaching and other educational activity, as one of their range of techniques.

7.11 It must be accepted that, as teachers' careers progress and the roles and job descriptions of teachers become more varied and specialised, appropriate preparation and development for career changes and, thereafter, induction programmes when in post, should become the expected entitlement of all teachers. While some staff development can draw on resources within individual schools, the essence of staff development requires that teachers share experience with professional colleagues in other schools, in other disciplines and in teacher education institutions, as well as having opportunities for study on work visits to other countries.

### **Teacher Education as a dynamic and open system**

7.12 Static or linear conceptions of teacher education must be replaced by a holistic understanding of the inter-relatedness of teachers' personal and professional development with research and development, school improvement and the changing social and political aspirations for the education service and by an appreciation that a dynamic system will challenge existing organisational structures and power bases and require responsiveness to the needs of the practitioners. Both teachers and teacher educators need staff development, career development and professional development throughout their careers.

### **The induction phase**

7.13 The induction phase is an important bridge between initial teacher education and the reality of teaching in a school. Unlike teaching practice periods during initial education, the new teacher is a professional, working full-time in the school. This is a significant change, with very different expectations on the teacher. However, the induction phase, of at least one school year, should enable new teachers to develop their newly acquired competences effectively by:-

- Having less than a full teaching timetable;
- Being supported by other colleagues, perhaps formally by a mentor;

- Having access to appropriate support resources
- Having opportunities to relate theory to practice in a systematic way.

### **The nature and responsibilities of management**

7.14 All teachers throughout their careers, are to a greater or lesser extent managers of resources and the curriculum. If teachers are to consider their practices, develop new skills evaluate their work they require a climate which is supportive and which values risk taking and experimentation, where it is soundly based in research and planning. This is likely to require a radical alteration in the climate of the school. To develop teachers must build their own confidence that their expertise is valued. As part of a commitment to teacher development, schools must have participative and consultative structures, which involve teachers in the direction and aspirations for the school, in determining its priorities and in their own staff development needs. It is important for both students and teachers, that schools are demonstrably democratic and accountable institutions.

7.15 Many teachers will during their careers, move to a variety of formal management positions, and these are important career opportunities for teachers. While other specialist management roles may exist in schools which do not require that they have a background in teaching, we would strongly assert that those concerned with educational or professional management must themselves have been teachers. On the other hand, teachers who move into management roles must have appropriate management education, for their own development and to meet the needs of the school. The importance of management career opportunities in no way detracts from the need to recognise teaching itself as a career of high status and value. However, it must be recognised that too often appointments to management posts reinforce social stereotypes. Special measures are needed to ensure that women, teachers from ethnic minorities and teachers with disability, are able to compete for management posts on equal terms.

7.16 All teachers acting formally in the role as mentor to another colleague, but most particularly those involved in the initial training and induction of new entrants, should be expected to demonstrate relevant skills, understandings and professional characteristics and be up to date, and with such knowledge of current best practice that they can fulfill their delegated responsibilities for staff development. Employers must, therefore, provide the means by which these skills, understandings and characteristics can be established, adequately assessed and enhanced.

7.17 Career development into managerial and administrative routes or into specialised areas, such as meeting the needs of young people with learning difficulties or disabilities or staff development specialists, should be similarly treated. Management training should fully recognise the central role of human resource management in enhancing the quality of teaching and the understanding of the management of professional development should be a prerequisite for all managers in education.

### **Resources and conditions of service**

7.18 It should be acknowledged that the intensified demands of social and educational change require an appreciation that development is an integral part of the teacher's job and not a bolt-on extra or a second-rate priority. A prime resource is the provision of additional time so that teachers can work and plan collaboratively. It must be acknowledged that to change teaching styles and to develop new skills requires practice, feedback and coaching in post, as well as time away from the classroom in many cases.

7.19 The demands of a highly skilled profession are varied and frequently personalised. All forms and patterns of development should be considered, from whole school staff development activities, personalised coaching of teaching skills and sustained sabbaticals. Professional development should be an entitlement, but it should not be inflexible. As the European Commission has agreed, investment in education and in teacher education is a key part of economic and social development, and the education infrastructure must be seen as a national and European priority.

7.20 The greatest challenge for those planning in-service work, is the need to define the specific and complementary roles of schools and providers. Appropriate incentives must be available to teachers to undertake in-service development and to provide it on occasion, to colleagues. No financial costs must fall on individual teachers, as a result of the need to undertake professional development. Education systems and, where appropriate individual schools should receive specific sums and resources to spend on in-service provision, with clear criteria being established at school level, for assessing the professional development needs of individuals and groups of teachers. Such assessments should include the extent to which higher educators can continue to be involved in teachers' professional education, beyond the initial stage. Teachers' unions must be involved in the determination both of resource distribution and of assessment criteria, to maximise the benefit of schools and teachers. The professional development needs of all teachers, whatever the size, level or location (including rural or inner city schools) must be identified and met.

### **Professional responsibility**

7.21 Successful teaching and teacher education require a commitment to professional development by teachers and educational institutions. There will always be a need for teachers to reflect on their work as a part of normal practice and to develop their own critical skills, for example in respect of gender and racial stereotyping. However, teachers and teacher educators must also be prepared to take up the more formal and rigorous opportunities open to them and remain responsive and open to change on the basis of sound argument and evidence. Teachers and teacher educators must be prepared to work collaboratively, to work in teams and coaching groups and to share their competence with others.

7.22 It is the responsibility of those who employ teachers to ensure the availability of professional development opportunities, is . At the same time, the ETUCE believes that individual teachers themselves have a responsibility to request and undertake professional development. Teachers assume an expectation upon them to take part in in-service activity, in acknowledgement of the changes and developments to which education is subject.

## **The profession's involvement in its own professional development**

7.23 Appraisal can be beneficial for the teaching profession, as long as it is clearly seen as part of a process which is supportive to the teacher, and is under the control of the teaching profession itself. The ETUCE opposes forms of appraisal which are part of narrow managerial or finance-led systems. Schemes of appraisal have the potential to contribute to career development, staff development and professional growth where they are set in the managerial climate outlined above and where the focus is the new levels of professional purpose and mastery and a more sophisticated understanding of the context in which the teacher works, not simply accountability and an emphasis on minimal levels of competence. Appraisal can be seen as structured professional collaboration which can be especially valuable because of its focus on the specific needs of the individual and an appreciation of their contribution. Therefore appropriate courses or programmes need to be available to teachers on a voluntary basis, so that the benefits of the appraisal process can be gained.

7.24 Priorities which have been previously set by governing bodies of schools now must be set by teachers and teacher educators having a stronger input. As models of induction, initial teacher education, appraisal and collaboration develop, placing more and more responsibility for the profession's development on the profession, better consultative and evaluative mechanisms should be developed. The teaching profession must have ownership of the nature of change and be consulted on the time-scale for implementation. The existence of a statutory professional body, controlled by teachers themselves, is one way to facilitate this process, but this would need to take account of differing national cultures and policies.

7.25 Teachers' trade unions have a vital role to play in representing their members in the course of consultation and in disseminating information. The ETUCE should place particular emphasis on all aspects of teacher development in its role as Social Partner at the European Union level.

## **The role of higher education.**

7.26 We have seen that the status of teachers is unlikely to be raised unless the expertise of teachers is more widely understood and acknowledged. Part of this process is the recognition of the professional skills of teachers within the appropriate levels of accreditation and certification in a nation's higher education system. Only in this way will teaching maintain justifiable parity of esteem with other professions. It is important that the developing skills of teachers and the increased and specialised responsibilities in their careers are formally recognised at the appropriate level of higher education. As part of this recognition, all forms of professional development of teachers should be given appropriate credit, according to content and level.

7.27 However, this does not imply that higher education should determine the nature or the methods of in-service education nor that teachers' professional development is not enhanced, except by courses directly linked to higher education institutions. As we have outlined the day to day quality of a teacher's professional development is more likely to be determined by

the quality of professional collaboration in the workplace than by the intermittent intervention of outside agencies.

7.28 Higher education must be sensitive to a growing self-confidence in the teaching profession and re-assess its role and relationship with the teaching profession. One likely role for higher education in the future is as consultants to groups of teachers in schools or to schools on their selected emphasis for school improvement and the implementation of changed practices. Such consultants should have the role of "critical friends" to teachers : to credibly carry out this role, the consultants must have recent and relevant school experience. It should be expected that teachers will have an increased interest in regarding their professionalism as based on the refinement of teaching methods and strategies which advance effective learning. Higher education institutions must develop educational research programmes which inform initial and in-service teacher education and which reflect and influence actual classroom practice in a diversity of school environments.

7.29 Higher education institutions must recognise the fact that teachers apply their understandings in an action-directed and pragmatic context. It should challenge orthodoxies from a sound research base. It should have as a priority the dissemination of new findings on effective teaching and learning, on enhancing children's self esteem and motivation and on the effective management of learning in the school environment, where children are members of dynamic groups as well as individual learners. Higher education must develop for teachers opportunities for reflection, for example on the philosophical purpose of education, its changing place in a changing society, and on the role and experience of becoming, being and growing as a teacher.

7.30 ETUCE fully supports the Commission's statement that 'Dissemination of innovation in and between teaching systems contributes to an improvement in the quality of education and should for that reason be encouraged. It would be facilitated if transnational networks of researchers and teachers, based on themes of common interest to be defined by those involved at the appropriate levels, were to be established'. (European Commission 1993). Such partnerships may also be seen as having a vital role in achieving the objects of Article 126 of the Maastricht Treaty 'the Community shall contribute to the development of quality education by encouraging cooperation between member States'. The ETUCE welcomes the recognition in the Delors White Paper of the importance of continuing education and lifelong learning.

7.31 ETUCE should encourage Community action aimed at encouraging the academic recognition of post-initial education qualifications and of the 'added value' for improving the quality of education to be achieved by promoting trans-national cooperation and networks and by developing exchanges of information and experience in the professional development of teachers, on issues related to the quality of education common to the profession across the European Union. Distance learning may have a role in teacher education as in other fields, but it must be recognised that teacher education is a complex process which depends particularly on face-to-face contact between students and teacher educators, as well as interaction between the students themselves. Distance learning must not be introduced simply to cut costs.

## **Career development**

7.32 New avenues for career development through initial teacher education, mentoring and staff development activities must be recognised and preparatory training courses be developed and provided as an entitlement. The professional development of colleagues is an additional and important responsibility and should be recognised as such. Preparation for the role should be as serious as for teaching itself. Particular attention should be paid to teachers in the early years of teaching, and to the transition from training to teaching. Induction into the profession should be seen as an essential element in career development, but if it is isolated from the features of successful staff and professional development outlined above it will have limited impact. Re-training for a new aspect of teaching or for movement outside the teaching profession should be seen as legitimate areas of career development. The need for induction into new posts of responsibility should be fully recognised. Induction may include the provision of a mentor. Support networks, less formal mentoring and opportunities for reflection should also be encouraged during induction. Developmental opportunities should be available for all aspects of a teacher's career. To gain a diversity of experience, sabbatical leave should be available periodically, for use in other educational institutions, different work environments, or other countries in Europe or elsewhere. Better means of disseminating the lesson of such experiences should be explored, in order to create a multiplier effect. It should be fully acknowledged that the prime aim of staff development and professional development is the improvement of children's learning. Classroom teaching is the central career in the teaching profession and resources should be equitably distributed across all areas of development.

7.33 It is particularly crucial that teachers and their trade union representatives play a role in the development and control of both initial and in-service education, thereby ensuring a balance of priorities between professional and trade union views and official policies. At any one time, central government priorities for in-service education may not be those identified by teachers themselves. Trade unions and professional associations must exert their influence to ensure that both the issues and the resources for in-service education, are appropriate and satisfactory.



## **CHAPTER 8**

### ***Teacher Education and Equal Opportunity***

8.1 Equal Opportunity is clearly a matter of central significance for teacher education. The status of teachers, and their place in society as role models and social agents, combined with the predominance of women in the teaching profession and the problems they face in achieving equal opportunity themselves, all combine to underline the importance of this issue. Teacher education in the three phases of initial, induction and in-service education, can play a major part in addressing equal opportunities issues and in promoting equal opportunity. Equal opportunities issues need to be addressed across the full range of the teacher education curriculum as with the school curriculum. For example, there is a need for research into ways in which girls and boys learn and the ways in which they are socialised and the different timescales within which these processes occur, and the findings of such research must be made available to teachers. Research has confirmed the fact that teachers in mixed-sex classes give disproportionate attention to boys, who tend to be more attention-seeking. Research can also help to counter false gender-based stereotypes. In addition, female and male teachers need to be taught the skills of criticism (including self-criticism) and evaluation which are essential to enable them and their students to form independent critical judgements of social developments, and the influences of the media in their educational development. Also, teachers need to be aware of the different ages at which girls and boys achieve or under-achieve in schools. Appropriate measures to take these factors into account can help reverse the higher drop-out rate of girls from school.

#### **The Curriculum**

8.2 A key component of equal opportunities in the teacher education curriculum must be the problems associated with educational textbooks and other classroom media. Teachers need to be trained to assess textbooks critically, particularly from the equal opportunities standpoint. In some European countries official procedures have been adopted to monitor and approve new textbooks before they are authorised for use in education, while on the other hand there are strong pressures throughout Europe to allow the "market" to decide on which books are to be used. Where monitoring groups exist they should consist of both men and women and representatives of minority groups, especially ethnic minorities. Censorship should be avoided; existing textbooks can be used in a critical way. However, it should be borne in mind that experience in some countries suggests that the open-ended "marketplace" can lead to a deterioration in the quality of textbooks generally, and particularly an undermining of equal opportunities principles. The key factor is the professional role of teachers in choosing materials.

8.3 Teachers must receive professional education in respect of the development of the curriculum, and this will need to be an ongoing process throughout their careers. It is expected that human rights and equal opportunities issues will be addressed in the curriculum, and teachers need to be able to operationalise these elements of the curriculum. There are few if any subjects in the school curriculum in which content and/or teaching methods do not require

an equal opportunities perspective.

8.4 Teacher education must be informed by ongoing research on the learning styles of boys and girls, and also on the ways in which teachers, relate to pupils and their learning. Also, teacher education students need to be aware of the different expectations which teachers may frequently have of boys and girls as learners, wholly or partly based on stereotyping. Following on heightened awareness, there are implications for both teaching technique and curriculum content. Expectations of differential performance in "boy's" and "girl's" subjects must be identified and resisted. However, teachers need to be made aware of the frequently observed different abilities and preferences of boys and girls for "open-ended" and "closed" tasks. Although many teacher education students are resistant to attitudinal advice, it is important for them to be assessed for attitudes towards equal opportunities issues, perhaps at the time of entry to teacher education. It must be recognised that teacher education students, particularly those entering in their late teens, are still in a period of personal development, and their views can be influenced by the adoption of appropriate approaches to issues such as equal opportunities. However, attitudes are also shaped by peer groups and by cultural factors. Some would argue that teachers are not or should not be social agents - we would assert that they are, whether they wish to be or not.

8.5 Teacher education must equip potential teachers to recognise the existence and also the dangers of value-laden language and must also equip teachers with the appropriate communication skills. Experience suggests that, in some instances, some teacher education students, including young women, need assistance in developing their speaking and self-projection skills, and sometimes also require assistance in the promotion of their own self-confidence. The value of team working to promote self-awareness and assertiveness must be emphasised.

### **Wider issues of disadvantage**

8.6 It is important that the full range of equal opportunities issues as well as gender, including economic disadvantage, social ethnic and religious background and disability should be addressed. Teachers require good evaluative skills in respect of their own judgements, choices and performance. Self-awareness is a crucial aspect of achieving equal opportunities policies. The ETUCE itself needs to address the broader aspects of equal opportunity in greater depth, in respect of both preparing teachers for the diversity of student need they will encounter, and in opening up a teaching career to individuals facing different forms of disadvantage. Teachers who overcome disadvantage or disability are particularly significant as role models in schools.

8.7 The development of teachers' status, and the role of the teacher as a member of a profession must be explored, and in addition there is a need for the development of self-regulation by representative teachers' bodies, in which women teachers must play their full part and must assert their own priorities. Teachers must be equipped to play a key role in combating gender stereotyping, not least with their position as role models in developing their own status and career opportunities. It is important for more men to enter the teaching profession, with the

implications this has for the public perception of teachers' status, and also for salaries and conditions of service. On the other hand, the needs of women teachers, in respect of career patterns (including career breaks for family responsibilities), and child minding facilities must all be asserted as immediate issues. (The fact that these needs apply equally to men is a longer term social issue).

### **From theory to practice**

8.8 Equal opportunities practice requires first hand experience, and it is particularly important for teacher education students and new teachers to be given assistance in making the translation from equal opportunities theory to practice in both school based periods of initial professional education and in the induction phase. Team work between teachers and counselling personnel can assist in this process.

8.9 The methods of organisation of initial, induction and in-service courses can themselves have a promotional or inhibiting effect on equal opportunities. The organisers of courses must pay particular attention to the timing and location of courses, the availability of credit accumulation and transfer, nursery provision and appropriate and convenient access to teaching practice. All these issues must be carefully monitored by the teachers' professional organisations. In addition, teacher education institutions and decisionmakers in the field can be pro-active in promoting women's opportunities to return to teaching after a career break or a period in a different job. For example, this can be achieved through the development of courses enabling women to return to teaching after raising families, refresher courses, specialist courses to prepare teachers for promotional movement into other educational jobs, for example in management, counselling or staff development. Equally important is the assertion of the importance of the classroom role of the teacher and the high status deriving from the teacher role itself.

8.10 Although issues of sex education, sexuality and sexual orientation are not always regarded as equal opportunities issues in themselves, we feel it is important that these issues are properly addressed. The same principles of self-awareness and critical analysis of media and other cultural influences, are of great importance. Also the objective transmission of knowledge and the promotion of responsible and tolerant attitudes and the countering of prejudice, are all key elements of the teacher's role and have clear equal opportunities aspects. Teachers must be ready to address issues of sex and sexuality as these will be issues in the classroom from time to time. In this field as in others, there will be a need for expert contributions to supplement individual teachers' own work. Teachers must be aware of the influential position in forming opinions on issues such as homosexuality, acknowledging that even in the most liberal of European countries, many gay students face problems or harassment either from their peers or from the authorities reflecting religious or cultural norms. Teachers need to be aware of the varying legal situations in their own and other countries, and the different cultural attitudes towards sex and sexuality issues in both the predominant and the minority cultures in their country.

8.11 Teacher education must prepare teachers for these issues on as broad a basis as possible, having regard to the mobility of teachers within Europe in future. We note that the ETUCE itself was unable to arrive at a conclusion in an internal debate on Aids a few years ago, in the face of strongly held and divergent views on this issue. Issues of sexuality and sexual orientation may be addressed in a number of aspects of the school curriculum, including biology, psychology and social studies : where these subjects are not in the curriculum, they should be included, as well as sex education. Small group working in this area can be particularly important in breaking down young people's resistance to discussing such important but sensitive matters. On the other hand, it is important to avoid interference in people's personal lives, including those of teachers themselves. Simplistic right/wrong attitudes must be avoided and clear distinctions must be made between factual information and the expression of values.

## **Counselling**

8.12 Teachers have an important counselling role which may link to that of role model, although it must be recognised that all teachers are not fitted to fill the role of counsellor on all subject areas, nor do they necessarily see themselves in this broad role. This may well apply particularly to issues of gender and sexuality. Teachers cannot be required to undertake these wider counselling tasks, although inevitably the teaching role lends itself to that of counsellor. Teachers must have appropriate training in this area, including the development of relationships with parents as partners in the educational process. This is a need which will continue throughout teachers' careers.

8.13 There are clearly a number of ways in which teachers' organisations at national and European level must address the issues dealt with in this chapter. Certainly, while some teachers' organisations are in the forefront of the fight for equal opportunities, and in some cases work in an educational and social environment which is positive about equal opportunities, others only make formal acknowledgement of equal opportunities concerns, while some have still not yet reached that point. Teachers' organisations at national and European level need to ensure that women are adequately represented throughout their structures, and that the organisations themselves develop and implement effective equal opportunities policies both for the educational and employment systems in which they work, and equally important for their own internal union practices. An essential part of these policies and practices will be *monitoring*. The ETUCE will need to lead its affiliates in a wide ranging approach to equal opportunities policies, in teacher education, recruitment and the curriculum, as well as more widely in the promotion of teachers' status, conditions of service and career development. It seems likely, that as with teachers' organisations, there will be goals which some education systems have already achieved, but which are still only aspirations, or even not yet under discussion in other countries. There will be a need to develop a code of best practice on equal opportunities within the ETUCE itself, drawing widely on the experience of individual national systems and unions, and to promote this as a matter of priority.

## **CHAPTER 9**

### ***Teacher Education for Intercultural Education : Fighting Racism and Xenophobia***

#### **Goals for Teacher Education**

9.1 It is essential for teacher education to produce persons who have the character and the professional skills to promote the equal participation of all children and young people irrespective of origin in education and competently to nurture their development in an atmosphere of tolerance and mutual respect. However, it must be recognised that education alone cannot solve society's problems. Whereas the working methods of universities have always had to be "international", if only to work in the international academic community with the results of their teaching and research, schools have always been predominantly national or local in their organisation and staffing, in spite of the fact that at least in the big European cities, schools often contain a significant group of students with diverse ethnic or national backgrounds. This diversity is not yet adequately reflected in the composition of the teaching staff and certainly not in the curricula of schools. The ETUCE believes that this situation must change, and that teacher education (both initial and in-service) is a good starting point for effecting such change, beginning with the student recruitment policy and teacher education. Intercultural/multicultural education must be an underlying principle within teacher education.<sup>4</sup> We recognise that many people will see this as being overtly "political" - it is, but addresses important social and political issues, for young people, teachers and schools, and in any event, all education has an overt or covert political aspect.

9.2 Without advocating a harmonisation or even an abolition of specific national and regional characteristics (which is in any case unlikely), ETUCE believes that a period of study or work abroad ought to be a normal part of teacher training. The conditions ought to be created (eg through the "comparative knowledge of different training systems", which the Commission demands) so that a European school without foreign teachers from EU and non-EU member states, or without a balance of ethnic groups present in the local community, will

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<sup>4</sup>**Terminology:** we are conscious of the different terminology relating to this field, in which *inter-cultural* education and *multi-cultural* education are two of the most widely recognised terms. Whatever the terminology, we believe that the concept must be all-embracing : it must acknowledge the diversity and richness of different cultural groups, including migrants, settled ethnic minority populations, traveller communities and refugees. It must also recognise the problems of xenophobia, racism and discrimination which these groups often face, and the need for both positive approaches supporting cultural diversity and strong anti-racist policies. Education is one key area in which these social issues must be addressed.

become a rare exception, particularly in the cities. Although such an objective goes beyond the specific issue of teacher education, it has clear implications for the teacher education system.

9.3 As a central principle, teacher education must play a key part in both fighting racism and xenophobia, and in promoting multicultural/intercultural education and cultural diversity, through the promotion of positive values and norms. These goals must also be pursued through the development of a curriculum reflecting the richness and diversity of the cultures in society. The content of the chapter on the European Dimension, including particularly our strong opposition to a "Fortress Europe" mentality, are also of relevance to this chapter.

9.4 Teachers' initial and continuing professional education must enable all teachers to promote children and young people of all age groups and irrespective of origin and to educate them to become responsible tolerant members of society. What is called for here is not just for teachers to have professional abilities in the narrow sense; rather, the skills of a teacher must also include the ability to foster communication and cooperation within ethnically heterogeneous groups so that the members of the group treat each other as equals.

9.5 Alongside subject-related education (including teaching methods for the particular subject), teacher education should draw on both pedagogic psychology and the social sciences (to provide key skills of analysis and communication on social and political subjects) as well as practice-oriented education in group dynamics (including conflict training), learning via project work, counselling for pupils and parents and training in tolerance enhancing awareness of discrimination and learning counter-strategies. Educational science and methodology in all subjects must take account of the fact that we are living in a multicultural society.

9.6 It is particularly important to address the need for teachers from ethnic minorities and the need for more school teachers and teacher educators to be recruited from the ethnic minorities. Teaching as a career must be actively promoted among pupils from ethnic minorities. The education system needs them not only as teachers to give instruction in their mother tongue, but also as teachers for other school subjects. Teachers' qualifications must be recognised from one country to another to the greatest extent possible, with only the necessary additions or changes to enable them to work effectively in the second country, and teachers must have the same conditions of service and working conditions as the indigenous teachers.

### **Requirements of Teacher Education**

9.7 During teacher education, all future teachers must be given the opportunity to gain experience in teaching multicultural classes. This is true for all students of all subjects. It must be acknowledged that there are practical problems of giving all teacher education students experience in teaching multi-cultural classes, and this problem must be addressed in practical ways, perhaps by providing some elements of courses or teaching practice in a different institution or even a different region from that in which the student is conducting her or his main study. For example, we have noted the practice developed by the church-run colleges in one country, of providing teaching practice and courses for teacher education students from rural or small town settings in the capital for one month.

9.8 The "European Dimension" must be understood as an integral and balanced part of intercultural education. It is essential to develop a human cultural and social understanding for one another, and this can obviously not be reduced to some generalised "European" view of things. The concept of the "European Dimension" can appear to be arcane and technical without a practical meaning, and it is important for this concept to be given practical reality. Also it is important to recognise that teachers in the education system for many years have often faced radical changes in the character of schools, the curriculum, and the student population, and they therefore need updating and in-service education. There is a need for a practical approach to teaching in schools with a predominantly ethnic minority intake, addressing both the problems of ethnic diversity in a particular school, and of schools with a single predominant ethnic minority group (which may be the majority in a particular school). Teachers must be made more conscious of the characteristics of their own ethnicity and of other minorities, including doing practical work with other minority groups. The ETUCE held an important Colloquium on Inter-Cultural Education in Antwerp in February 1993, and the ETUCE itself must learn the lessons of this event and build a continuing strategy for intercultural education and anti-racism. The teacher trade union power structures themselves must also take account of the need to promote participation by ethnic minority members, and provide positive role models for existing teachers and new members.

9.9 Intercultural learning should be the underlying principle not only of school education but also of teacher education. Not only school staff but also the staff of teacher education institutions must include an increasing number of staff who are members of ethnic minorities, and recruitment and promotion policies will not be developed accordingly. This must be true at all levels of the hierarchy. The problems of gaining employment as a teacher which are faced by teachers with qualifications from outside the European Union must be addressed at Community level, and at national and institutional level. Also, the problems faced by non-European citizens in obtaining free movement within the European Union must be acknowledged and combatted.

9.10 Each and every student in teacher education should have obtained credits, in intensive courses of study of the culture of at least one of the countries of origin of his or her future pupils - and this should mean that all students should participate in such courses and should not be excused on the grounds that they intend to teach in a region with few ethnic minority pupils. Also it must be noted that in many European countries, ethnicity or culture is not defined by country or origin, as many minorities had been residents in their present countries for several generations. There is a need for teacher education courses to contain intensive elements of comparative cultural studies. Flexible structures should be provided to meet future needs with regard to the educational needs of newly identified ethnic minorities, including recent migrant communities.

## **Language**

9.11 All students in teacher education must have a working knowledge of at least one foreign language. This not only facilitates cross-border exchanges but is also the precondition for their being able to take up chosen courses of study on offer in a language that is not the official language of the country in which they are resident. The official language of a country must also be given a far greater weighting both as a foreign language and/or as a second mother tongue, in order to meet the needs of ethnic minority students with different first languages. (It should be noted that at least one country prefers the term "home language" to reflect the meaning of the concept of "mother tongue" more precisely). Courses in the official language as a second/foreign language should be offered in their own right at all institutions of tertiary education engaged in teacher training. All students who have taken courses in the official language of the country in question shall also have to take foundation courses in teaching this languages as a foreign language and/or as a second mother tongue. This is particularly important as a counter-balancing factor for the use of mother tongue languages in schools and to give members of minority communities full access to the majority languages, in order to avoid creating cultural ghettos. While some national education systems have strong language components, a working knowledge of at least one foreign language is still only a distant aspiration in a few countries.

9.12 Teachers who give instruction in a mother tongue must be accorded the same status as their colleagues. This will occur as a matter of course in the future if the various "mother tongues" are offered to a greater extent as subjects in their own right and if higher education including teacher education is made more appealing for members of ethnic minorities. Corresponding promotion programmes for potential students from ethnic minorities must be made available throughout the EU.

9.13 Special language programmes must be provided, and particular weight must be attached here to the acquisition of skills in one of the minority languages. More effort and resources must be devoted to providing education in the various languages spoken by pupils of different countries of origin. We recognise the major resource implications of mother tongue teaching. It is regrettable that in at least one country specialist provision for work with immigrant communities has come under threat in recent years. Lessons held in their mother tongue must be accorded the same status as all the compulsory courses. At the same time, the range of classes offered must also take into account the fact that the role played by teaching in a mother tongue is not the same for subsequent generations of pupils from ethnic minorities and will become more a matter of "instruction in a second mother tongue" or "foreign language instruction", which is then open to pupils irrespective of what their mother tongue might be.

## **Exchanges and in-service education**

9.14 In the framework of existing EU programmes and forthcoming programmes to be tailored specifically to the needs of prospective school teachers, a wide variety of courses of study on intercultural education must be developed and recognised throughout the EU. Special (EU) programmes must be provided to promote both cross-border student and lecturer exchanges and exchange schemes involving pupils and teachers. These programmes must also



take countries that are not EU member states into account, to the extent that pupils come from these countries. The exchange programmes must also be made available in other education institutions and not just in schools. During initial and subsequent teacher education, teachers must be encouraged to cooperate with counsellors in social education, psychologists and parents and the commensurate organisational structures must be created. Encouragement must be given to people from various disciplines cooperating in project groups; participation in such work shall be recognised for credits during teacher training. Alongside the exchange programmes during teacher training and further training, a European Year of Further Training ("Sabbatical") shall, in particular, be exploited as an opportunity for more intensive intercultural study. A major role here could be played by a future European structure to support the professional education of teachers, which the ETUCE has repeatedly demanded be established. This could take the form of the networks and institute discussed elsewhere in this report.

9.15 The groundwork for further in-service education must be laid during **initial** professional education to ensure that teachers in the course of their professional lives can build on the experiences made during training. Corresponding opportunities to sit in on classes, for supervision and for collaborative assessment must be made available. Opportunities for further training at institutions of tertiary education must be provided particularly for teachers from ethnic minorities, including those already teaching in their own mother tongue in order, where necessary, to give them the chance to improve their status and move up the salary scale while still engaging in their professional activities.

### **The wider context**

9.16 The resource issues raised at Community, national and institutional level must be addressed in order to meet the practical difficulties of fighting xenophobia and racism and developing trans-cultural approaches. It must be acknowledged that xenophobia and racism represent the biggest single issue in conflicts around the world. Teacher education must provide positive responses in terms of inter-cultural education as well as helping to fight racism, recognising the importance of achieving attitudinal change. In particular all teacher education must encourage mutual understanding and respect and support for democratic values, and provide teachers and students with the intellectual means to challenge inequality and injustice.

9.17 The EU must make funds available to finance school-related research that serves to shed light on individual aspects of intercultural education and prepare or back up exemplary trial projects. This must also apply to other institutions of education.

9.18 It must be acknowledged that multi-culturalism is a factor in otherwise apparently homogeneous societies where the teaching of more than one indigenous language effectively reduces the possibility for the teaching of a third language in the early years of the school curriculum. The question of foreign or regional language needs must be tackled, bearing in mind the number of regional languages in many of the European countries.

9.19 The structural problems associated with the issues raised in this chapter must be resolved, for example the early drop-out rate among immigrants and ethnic minority students, exacerbated by language difficulties. It was noted that in some schools a huge number of

languages were spoken, raising chronic questions of resources and also the practical difficulty of mother tongue teaching, as well as the considerable organisational problems of such multi-lingual schools. On the other hand, it was pointed out that several of the European countries with small populations, including some of the Scandinavian ones, managed to introduce one or two national languages and English or another foreign language into the curriculum at a very early level.

9.20 In respect of all these issues, the parents must be fully involved as partners, although recognising that in some cases parental or cultural attitudes engendered through the family could create difficulties for students and their teachers. The importance of teacher education must be recognised in the development of teachers' own critical faculties and the promotion of these in their students, including the awareness and criticism of stereotyping in the media and development of analytical skills.

9.21 The particular problems associated with the arrival of new migrant groups, including refugee groups, and the possible need for schools and their teachers to address new and unfamiliar cultural issues as well as meeting new groups' practical needs, must be addressed. The diversity of ethnic minorities' needs and characteristics must be recognised, expressed for example in wide ranges of parental attitudes, attitudes to gender issues and so on. On the other hand some issues which society could treat as relating only to ethnic minorities, must be acknowledged to have a wider aspect (for example, the problems of inner cities). An encouraging trend is the growing involvement of ethnic minorities in the mainstream of social and political life in European countries. This trend must be developed, so that all ethnic minority communities play their full part in European societies and be balanced by a respect for the values and customs of those societies. The practical difficulties of addressing diverse ethnic minority issues within each European country, including the differences between different sub-national governments, must not prevent all those engaged in teacher education from working for solutions. A further aspect of diversity which must be recognised is that whereas racism in some European countries or regions focuses on *colour*, in others it is essentially about the *origins* of ethnic minority groups.

## **CHAPTER 10**

### ***The content of Teacher Education***

#### **Underlying Factors**

10.1 In earlier chapters we have argued in favour of the fact that teacher training, among other elements, should be characterised by the following methodologies:

- The child-centred approach
- Practice as being of equal value to academic work
- The concept of the team approach
  - Self analysis and reflection by the teacher
- Teachers as managers of the curriculum and resources
  - Effective use of research and its findings

And the following areas of content:-

- European Dimension
- Inter-cultural education
- Equality of opportunity
- Personal development of the child
- Environment awareness
- Respect of democratic values

There must be an inter-related approach to these methodologies and areas of content.

Core elements in the teacher education and in the teacher education curriculum follow from this.

10.2 There is a real distinction between the study of an academic subject for its own sake, and its study in the context of teacher education, as a subject to be delivered in the school curriculum, and in relation to the necessary pedagogy, method and practice. We believe that these elements need to be closely integrated, and that the objective of developing teaching competence must be kept in mind. This is equally necessary where teacher education students are taught academic subjects in the same classes as subject specialists in higher education. Special attention must be paid, perhaps separately, to the needs of the teacher education students. The same principles regarding academic subjects, apply in the case of in-service education and to the formation of the teacher educators themselves.

10.3 As distinct from other higher education, teacher education must be characterised by a special way of perceiving the coherence and the totality of education and its various elements, its special subjects, disciplines, and approaches, and finally a special

understanding of subjects included in the teacher education : Subjects interpreted as teacher education subjects with special attention to their application in practice in a particular profession - and not only as academic disciplines. As a consequence, teacher education is characterised as profession-oriented, and the teacher obtains a "qualified status", as well as an academic qualification.

10.4 Dimensions in teacher education which should be an element in all activities of teacher education, or which the teacher should acquire as a totality during his/her teacher education, include both professional and educational knowledge. Teacher education must provide the students with professional knowledge and skills in a number of disciplines/subjects/fields - a professional knowledge or skill which has its point of departure in practice and in the subjects as they are applied in the teaching of children.

### **The dynamics of teacher education**

10.5 Teacher education contains four broad areas : subject study, educational science including pedagogy, methodology and didactics, and practice. Teacher education should be framed as a totality with a close coherence and inter-relationship between these different elements of education and with an equality between them, as expressed in the diagram on the following page. In this diagram, interaction between the "four circles", takes place in the areas of overlap. The "four circles" themselves are not mutually exclusive: each will be designed and applied as part of a package, and each will be complementary to the other three: the methodologies outlined in paragraph 10.1 will support all four elements. Teacher education students will be expected to broadly make progress in all four of the "circles" concurrently and to use their growing knowledge and experience across the boundaries. It must be borne in mind that this is a part of a dynamic, not a static process. In some national systems, there is pressure towards a more narrow competence based approach to teacher education, and indeed all education. This approach is unacceptable : teacher education must be built on the balance of elements described in this chapter.

10.6 Educational knowledge must include the ability to structure material, and to communicate with pupils, teachers, other staff members, and parents. For the personal development of the student/teacher this means that he/she has to make a real choice, based on real arguments, and must be interested in children and in their learning capacity, and in children in a social and cultural context.

The main practical issues of teacher education in practice and in the school are:-

- analysing the environment in which the school works
- what is the working plan of the school?
- how is the responsibility of the team and the individual teacher formulated?
- in what way is the relationship with the parents organised?
- what kind of problems are there in the functioning of the school in the local community?
- what kind of relationship is there with other social and cultural institutions in

- the community?
- how can the student work in classroom practice and in the school environment?
  - how does the teacher training institution organise the possibilities of reflection by the student of his/her experience in the school?

10.7 In addition to this professional and educational knowledge, students should, during their education, be supported to develop attitudes and personal qualities related to personality, understanding of human nature, education, and their profession. These qualities encompass as "generally accepted values and fundamental knowledge", such elements as:

- general education/political education
- understanding of life in general in relation to nature and to society in a local, national, and international context : "good orientation in a very complex world"
- critical and analytic faculties (including a capacity for self-criticism)
- the ability of the students to build up their self-knowledge: you must know who you are and what relation you have with the immediate environment, national European, and global environment.
- education to participate and live in a democratic society

10.8 The methodology of teaching in all its aspects will call upon the resources of all the four "circles" identified above. In the past at least, practical skills have often taken second place to more theoretical work, but they must be given their proper importance, both through study and through carefully prepared and supervised practice. This applies, for example to the teacher's role as manager of the curriculum and resources; in the development of teamwork with other teachers, and in the use of projects and fieldwork. Also, teacher education students must develop their skills in managing a class, and in reconciling the needs of the class as a whole with individuals, whether they are slow learners or gifted students. The relevant diagnostic and counselling skills of teachers are also an important part of teacher education - as well as recognition of the boundaries of the teacher's role, that is when to call on other teachers or other professionals or when to refer a problem back to a student or to his/her parents.

10.9 For new teachers, classroom management capabilities sometimes include what are referred to as "classroom survival techniques". There is a real truth in this phrase. Entrants to teaching need to be aware of the real potential for conflicts and emotional difficulties in the classroom and in school life generally, and to be assisted in developing skills and strategies to deal with them. Also, they will need to be able confidently to deal with current youth culture (including relevant minority cultures), to identify the hidden meaning in different forms of behaviour or expression. The recent EURYDICE report "Measures to Combat School Failure: A Challenge for the Construction of Europe"<sup>5</sup> makes welcome reference to the importance to teacher education in developing the means of reducing school failure, which is of critical importance for social and economic cohesion. The skills identified in these paragraphs should

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<sup>5</sup>Published by the european Commisison 1993 (D/1993/4008/15)

provide part of the solution to the problem of school failure. It must be emphasised that it is extremely difficult to teach the skills in isolation. Careful teaching and guidance on the basis of recent experience should be followed by simulation exercises away from the school classroom, and then by well organised practice in schools. All these elements have their part in the preparation of the teacher with the relevant survival skills and strategies.

## **CHAPTER 11**

### ***Sectoral Issues***

11.1 We have taken the principled view that many of the professional needs of teachers are broadly the same : for example, all teachers require knowledge of their subject or subjects, education science, methodology/didactics and practice. However, it is clear that different approaches to different sectors of education exist in most if not all European countries to a greater or lesser extent and it is important to take account of this fact. One unifying factor, in our view, is the need for a high professional status and autonomy in professional life for **all** teachers. Also, there is a need to be alert to the differences in requirements for teachers in different sectors, and to how far these differences are justified by the actual circumstances and how far they are a legacy of past practices or historical differences in status. The following comments are based broadly around three sectors, recognising that sectors and the boundaries between them vary from one country to another, and conclude with a brief note on teacher educators. We believe that the underlying principles of the whole Report are relevant to all teachers, at all levels.

11.2 Although the Report does not deal in detail with vocational education or adult continuing education, which is organised on a number of different bases in different countries of Europe, we believe that the broad principles of this Report will apply to teachers in these sectors too. We would urge the ETUCE to pick up this suggestion and to do more detailed work in the context of vocational education teachers.

11.3 Although it is not a sectoral specialism, the needs of students with learning difficulties or disabilities, whether they are involved in education on an integrated or a separate basis, must be taken account of in courses of teacher education. All teachers will need some basic skills in diagnosing and meeting the needs of students with learning difficulties or disabilities, and there also need to be specialist courses for teachers of these students. Again, we would recommend that the ETUCE itself does further work in this area, in the context of a coherent overall policy on students with learning difficulties and disabilities. Such an overall approach would also need to address issues relating to the promotion of access for these students, for example in order to build effective communications and teaching/learning techniques with blind or deaf students.

#### **Pre-primary and primary education**

11.4 It is widely accepted that education in the early childhood years are of great importance - both for its own sake and in providing the foundation for all inter learning and the basis of an individual's success in later life. Yet in many systems, pre-primary and primary education and its teachers do not enjoy the same status or rewards as colleagues in later phases of education. We believe that this is wrong, and that the status of teachers in the earliest phase of education should have the same level of qualifications, same status and rewards as teachers in later phases.

11.5 However, the needs of young children, and the curriculum they follow, require that teacher education for pre-primary and the early years of primary education concentrates on psychological, developmental and expressive aspects of education rather than the subject-based emphasis of later phases. While the child-centred approach should inform all phases of school education, it will be of particular relevance for pre-primary and primary teacher education. However, the curriculum for this age range in schools will progressively increase the subject-based proportion of time allocated from one year to the next, and professional education must allow for this.

11.6 Teachers in pre-primary and primary education are likely to find that they are required to develop stronger links with parents than teachers of older children. Professional education must take account of this, paying particular attention to what can be expected from parents, where boundaries of responsibility lie, etcetera.

11.7 There are high concentrations of women teachers in the pre-primary and primary phases in many countries. This raises important questions about recruitment policies - including how far positive attempts should be made to achieve a more-balanced teacher force in this phase, bearing in mind the importance of role models in the formative years. Also, the high number of women teachers raises sharp questions about gender equality, particularly if, as in a number of countries, men gain a disproportionately big percentage of the senior or managerial posts. This is an important matter which should be addressed, particularly through appropriate in-service education and awareness of the need to promote equal opportunities in interviews, appointments and promotions. (Teacher unions cannot be complacent, given the similar disproportion in representative positions often held by men, in a predominantly female sector).

## **Secondary education**

11.8 There is a wide divergence between national systems in respect of the boundary between primary and secondary education, and in the structure of secondary education itself, with divisions into lower and upper secondary sectors being commonplace. However, one general characteristic is the increase in subject specialism as pupils progress through the later years of primary school and into secondary education. The secondary school phase faces the problems of adolescence and of transition from childhood to young adulthood and from dependence to (relative) independence. Many of the entrants to teacher education for the secondary sector have themselves only recently passed through this phase of their lives - they may not yet have fully absorbed the experience and lessons of their own secondary school years. Certainly their own education is, by definition, still in process.

11.9 Teacher education for the secondary phase must take account of these characteristics of the schools and their students, and of the would-be teacher. Students in the secondary schools will be challenging, demanding, stimulating, confrontational. Teacher education must develop in the student teacher, the personal qualities to deal with these young people, perhaps only 5-10 years younger than themselves. The "four circles" identified in chapter 10 are relevant in this phase as in the others, but a particular emphasis will be given to subject education, and qualified teachers in this sector will be expected to reach and maintain a significant level of academic attainment. Teachers will also need to be prepared to work with



and promote the young peoples' own contributions to working methods in the classroom and elsewhere.

11.10 Secondary education equips its students to go into further education, the world of employment, and adult society generally. In this process, teachers are both mentors and role models. Teacher education needs to prepare its students to fulfil these roles, which extend in a number of ways outside the classroom, and include the general development of social and life skills, communication and citizenship. Consciousness of the world of young people and capacity to be an authoritative teacher while respecting students' own qualities, individually and collectively, all require the fostering of qualities which should be present in any entrant to teacher education.

### **Higher education**

11.11 In post-school education, whether vocational, adult continuing or higher education, it is common for there to be no formal requirement for teachers to have received professional teacher education, although there is a wide diversity of practice from one country to another. In *higher education* in particular, it is generally accepted that a high level of study in an academic discipline is sufficient. There are customary and practical reasons for this situation. For example, a university lecturer may have done ten years study up to and beyond a doctorate before obtaining an initial university post; a university teacher may describe himself or herself as a historian or a physicist, rather than a teacher; and in some countries, university academics are described formally or informally as researchers who teach, rather than vice versa.

11.12 It could be argued forcefully that all teachers owe it to their students to acquire the skills to teach competently. On the other hand, it is unlikely that the university sector and university teachers (who enjoy a high degree of autonomy compared with other teachers) will shift to a pattern of universal teacher education, and certainly not a pre-entry model like those for the school sectors. On the other hand, there are a number of factors which may indicate that change of a less radical sort is practicable, and may come to be accepted as desirable by teachers in higher education themselves.

11.13 Higher education in many European countries has been transformed into a mass system in recent years, or is still in the process of doing so. This has implications for the size of classes, the character of the teaching process, and the balance between teaching and research, all of which are themselves outside the scope of this report. However, they do have implications for teacher education. The levels of stress among teachers in many universities have increased dramatically. Teacher unions will have a range of responses to this, but part of the answer to these questions could be in appropriate forms of teacher education, so long as it remained at the teachers' own initiative, and was not done at the expense of their research work. On the other hand, it is illogical that a high priority should consistently be attached to research in terms of tenure, promotions, grant, when teaching often takes up an equal or greater proportion of a university academic's professional life. It may be appropriate to give recognised teaching skills greater importance in promotion criteria in higher education than hitherto.

11.14 For the reasons outlined above, few teachers in post in universities have

formal teacher education qualifications. Also, turnover of staff in universities is relatively slower than that in schools in many countries. Therefore, it would seem appropriate to begin with programmes of voluntary staff development. This should be firmly in the hands of the academic community itself. It should be linked to an increase in the importance of good teaching as a criterion in career advancement and promotion. Since university-level education is international in character to a far greater extent than other phases of education, and since there is already a strong sense of academic community in Europe, the European Commission should allocate resources to develop incentive measures to promote staff development at this level within the national higher education systems of the EU. There has been a trend, encouraged by a number of academic centres in Europe concerned with the process and structure of higher education itself, towards more academic conferences, journals on and papers, dedicated to the *teaching process* in particular disciplines or in higher education generally. This is a welcome trend, to be encouraged so long as it is a genuine sharing and promotion of expertise, rather than a finance-led trend whose objective is to further increase the workload on teachers in higher education. Any staff development or in-service education directed at university teachers must demonstrably *improve* their professional life.

11.15 Institutional best practice suggests that a number of effective forms of staff development already exist, which could be encouraged more widely. These include induction courses including pedagogic elements; regional staff development centres for higher education; institutional budgets setting aside a percentage of the payroll for staff development; mentors and support for academics to attain a certain competence in teaching (which is sometimes a condition of tenure). It is clear that the solution to the teacher education needs of university staff will contain a number of strands, will be focused on staff development, and it will not be obligatory. On the other hand, faced with pressures towards casualisation of higher education teaching (part-time contracts, temporary contracts, teaching by junior research staff) teacher education qualifications could be a useful instrument in the hands of the staff themselves.

### **The staff of teacher education institutions**

11.16 It is reasonable to expect that teacher educators should themselves have professional teacher education as well as strong academic qualifications in their subject area and proven competence and relevant experience in the sector which they are preparing entrants to teaching. Also, they must have the capacity to *teach how to teach* their subject, as opposed to simply being able to teach the subject itself. Teacher educators are in a unique position to shape future classroom practice. They therefore must be in contact with - or in advance of - current thinking relating to this sector, ranging from educational research through to classroom practice. Together, these demands on teacher educators are formidable. The recruitment of teacher education staff, and the availability of regular and systematic forms of professional renewal and development (including research) are of great importance. Also, it is crucial that teacher education institutions give an example to the schools by achieving a balance in their staff particularly between genders and ethnic groups. In addition, the use of team teaching, reflecting such balances and bringing research findings into relationship with teaching practices, is highly desirable. The European Commission should give priority to renewal/development programmes, which must be a classic example of the "multiplier effect", in respect of the numbers of teachers who could be affected through such a programme. National governments

too should be particularly concerned to develop the quality of teacher education staff.

## **CHAPTER 12**

### ***The Role of European Institutions and Programmes***

#### **A European Dimension in teacher education**

12.1 It is clearly stated in the Maastricht Treaties that education and training are primarily national concerns. It is important that the independence of the existing education systems and cultural diversity of Europe is respected. The implementation of the Maastricht Treaties must build on the principle that the responsibility for the content and the organisation of teacher training remains vested with the separate countries. The Maastricht Treaties also state that the EU has an overall responsibility to improve the quality of education and training, to facilitate and encourage the cooperation between the member states and to facilitate the exchange of experiences and information in the field of education. It must also be a responsibility of the EU to encourage the introduction of a European Dimension into education. According to the principle of subsidiarity we consider it a task of the Communities to recognise and promote the different national and regional traditions and develop adequate programmes for that purpose. This is not to say that the countries of Europe do not have a great deal to learn from one another and to share in teacher education as in education more generally. They also have responsibilities as members of the European Union, to promote the European Dimension in the curriculum and mobility of teachers and students.

12.2 The respect for the education systems in different countries does not exclude the EU from promoting the development of quality education and training by supporting cooperation amongst European countries and supporting and adding to the measures they take. The conclusion of the Maastricht Treaty, with Articles 126 and 127 on educational matters, together with the emphasis in the Treaty on subsidiarity, gives the basis for new initiatives which must find the most useful balance between national diversity and the sharing of experience and best practice.

12.3 If the aim is to promote the development of education and training there must be greater investment in teacher education. Teacher education is the main tool in the development of teachers' pedagogical practices. If the awareness among teachers about Europe today and its constructions for tomorrow is to be increased, this must also affect the orientation of the teachers training. This ought to be a responsibility for the EU to help the member states to ensure that a European Dimension is also present in the teachers' professional education.

#### **European programmes and teacher education**

12.4 The Community has launched several programmes aimed at greater mobility of students, mutual recognitions of diplomas, cooperation between universities etc. ERASMUS has been the biggest among those programmes. Most of the programmes that have been launched have a general orientation, which means that teacher education students could also take part in the programmes. This is specially true for the areas covered by ERASMUS and LINGUA, and the new SOCRATES programme which subsumes them, must take this into

account.

12.5 However, it also means that teacher education has not had the priority it deserves in these programmes. So far the EU programmes have been focused on the Higher Education level without being able to cover sufficiently the specified field of teacher training. The fact that teacher education students can participate in Community programmes is of course very valuable, but the question must be raised if the training of teachers did not ought to be considered to be a task of special concern. If the European Union institutions responsible for education want their statements concerning opportunities for teacher education students to study abroad, to be taken seriously, the EU must provide well-resourced special teacher training programmes, and we will look to the new SOCRATES programme to do this. The ETUCE believes it should be represented on the advisory committee of SOCRATES as the key Social Partner in the field. The European Commission should also develop mechanisms and programmes to facilitate the mobility of teacher education students and teachers by extending the credit awarded for particular elements of teacher education courses between one country and another. In addition it might be possible to give consideration to the development of common modules for use in different countries, and this is a task which would be greatly assisted by the development of a network or institute like that proposed later in this chapter.

### **European Education Research**

12.6 Current developments, which imply an increasing cooperation between countries in education, also highlights the need for education research dealing with the comparison of national educational systems and education problems on a European level. There is a need to find ways to stimulate and facilitate the cooperation between research institutes and universities on educational research issues. The teacher unions should develop the union perspective on research, in collaboration with the relevant institutions.

12.7 Several EU institutions deal with different aspects of educational research. EURYDICE gathers valuable information about the education systems in the EU states, and provides a potential basis for more specific networking and databases in the field of teacher education. ETUCE supports EURYDICE and recognises the important progress EURYDICE has made in recent years, but believes that more should be done to promote knowledge of EURYDICE and its publications among teachers as a whole. This requires action by EURYDICE itself, and by others, including the teachers' unions. EUROSTAT gathers statistics about several aspects of the development in the EU member states, and also on education and training. CEDEFOP is gathering information about vocational training in the member states. ARION provides study visits for education specialists. This work is very important and can be of even greater importance in the future. The main feature of the present work done by these institutions is the compiling of data. In the long run another aspect must be added to this and that is European education research, meaning comparative studies of different aspects of education in different countries. There might also be a need in such research to give special emphasis to questions related to multicultural education, language teaching and education for immigrants.

### **European Teacher Education Institute and Network**

12.8 With a view on the realisation of the concept of introducing a European Dimension into teacher education and to support the development of research on European teacher education, we suggest that an independent teacher education institute should be created, maybe an autonomous institute (with branches in the different countries) or linked to a network of teacher education institutes that already exist in the different countries. Obviously, the network model could be set up more quickly. There would be a need for financial support from the European Commission.

12.9 Such a structure could have six main tasks:-

- \* to organise, or to help universities and teacher education colleges to organise, courses on different aspects of the European Dimension in education.
- \* to offer in-service education for teachers on its own or in cooperation with different national agencies responsible for this at national level.
- \* to conduct research projects, particularly promoting school-related research.
- \* to compile relevant data, research, reports etc. on education in general and teachers training in particular in Europe, including liaison with EURYDICE and CEDEFOP.
- \* to conduct research projects on its own or in cooperation with universities and research institutes on European education from a comparative perspective.
- \* to promote intercultural education through research and information work.

12.10 The institute/network could help teacher education colleges and universities to set up and organise courses on different aspects of education in Europe as a part of the basic teacher education. The institute can give suggestions about topics, literature etc. and even lecturers. The institute could also take the full responsibility of a course and organise it for a college or university at the same college or university or at the institutes own premises. Another possibility would be to assist in the preparation and assessment of exchange programmes and individual preparation and processing of experiences.

12.11 Further professional development programmes could be provided through this structure, but also with the support and (cross-border) development of regional cooperation between schools and universities as well as of educational management. The institute/network could support colleges, universities or other institutes dealing with in-service education for teachers, organising courses or giving other assistance needed in order to provide for better information and training, particularly about a European Dimension on education.

12.12 It could also maintain a data bank covering all areas of a possible exchange

about education in Europe of relevance for teachers' basic education and in-service education. Colleges, universities and other institutes dealing with teachers education and in-service education for teacher would be given access to the data bank. The data bank could also be used to produce course material for courses that the institute is organising or helping others to organise.

12.13 The institute or network ought to have the capacity to conduct or coordinate some research projects, which it initiates itself, on topics of special concern for teachers education from a European perspective. This will be of crucial importance to maintain competence on a high level in the institute. If the institute does not have its own research projects it will have difficulties in recruiting good lecturers. An institute without its own research will also be a less attractive partner to colleges and universities than an institute that can offer not just administrative skills but also specialised knowledge on interesting subjects.

12.14 An institute or network would probably not have the capacity to work from the very start with all of the tasks outlined above. It could start with the two tasks concerning teacher education and in-service education. The data bank could be developed gradually as the activities and the resources of the new structure grows. The ability to undertake its own research projects could be added to its other activities when other things function smoothly and when appropriate opportunities occur. It would be essential for these proposed structures to be stable, have a continuing existence, and involve teacher union representation in their government.

12.15 The institute or network could also have an important role to play in the support to the educational systems in Eastern and Central Europe. Many teachers in those countries need in-service education about language teaching, democracy in society, the European Union etc. In-service education in these subjects could be organised with the assistance of a European teacher education institute, which would be not only an EU-sponsored institute but also could have some kind of link to the Council of Europe. The institute and network could be financed and run in cooperation by the EU, EFTA and the Council of Europe, with the involvement of the teachers' union through the ETUCE.

12.16 The idea of creating a special structure of the sort we have outlined for teacher education and in-service education has been discussed positively in ETUCE on several occasions. We are well aware of the dangers, and warnings that the ground is littered with skeletons of miscarried projects attempting to create such specialist institutes. It is important to consider whether an institute is a better solution than networking teacher education institutions together. However, the development of a network is difficult to follow for the Social Partners if they are not involved from the very beginning in the establishment of such networks, and the ETUCE has a right to expect, as the representative body of European teachers, to be involved in the planning and establishment of a network for teacher education.

12.17 A special language programme for teachers and lecturers should be set up not only for initial teacher education but also for the purpose of in-service education. We welcome the proposals of the Commission with regard to "staff exchange programmes and subsidies for special in-service education courses".

12.18 A special programme should be set up to establish and develop the concept of the European Year of Further Training. All teachers in the EU should have access to European further training programmes. Wherever possible, this participation should go beyond EU citizens (to include all residents in European countries). Colleagues who lecture in schools or at universities in EU member states but are not EU citizens, should be granted equal rights; any special needs should be taken into account. Consideration should be given to the wider involvement of other countries in appropriate ways.

12.19 The recent promotion of a post-graduate "European teacher education certificate" by the ERASMUS teacher programme should be developed from its present limited levels, within the new SOCRATES programme : in time all the teacher education institutes in the EU should be involved in it.



# **APPENDICES**

## **APPENDIX A**

### *Membership of the Teacher Education Working Group*

Francis Vander Mynsbrugge	ACOD	Belgium
Gaston De La Haye	CCPET	Belgium
Camille Dieu	CGSP	Belgium
Luc Robijns	COC	Belgium
Dirk Koppen	COV	Belgium
Michel Bastien	FIC	Belgium
Peter Dawson (Observer)	EI	Belgium
Stig G. Lund	BUPL	Denmark
Ebba Kjaer Rasmussen	DLF	Denmark
Andreas Striib*	DM	Denmark
Marjetto Melto	OAJ	Finland
Jean-Michel Laxalt	SE/FEN	France
Alain Savreux	SNAEN	France
Alain Becker	SNEP	France
Jean-Marie Maillard	SNES	France
Michel Marucelli	SNIDEN/FEN	France
Pierre Frackowiak	SNIDEN/FEN	France
Till Lieberz-Groß	GEW	Germany
Dr. Ludwig Eckinger	VBE	Germany
Pat Burke	IFUT	Ireland
Grainne O'Flynn	TUI	Ireland
Ferdinand Milbert	SNE/CGFP	Luxembourg
Roel Heinstra	ABOP	Netherlands

Herman Brinkhoff	KOV	Netherlands
Berit Ostering	NL	Norway
José Joao Jorge Mendes Lucas	FENPROF	Portugal
Gert Berntsson	Läraryörbundet	Sweden
Roger Green	ATL	United Kingdom
Ian McPherson	EIS	United Kingdom
Mick Carney	NAS/UWT	United Kingdom
Alan John	NATFHE	United Kingdom
Michael Barber**	NUT	United Kingdom
Kristian Pedersen (Chair)	DLF-Belgium and ETUCE	Belgium
Paul Bennett (Secretary)	NATFHE and ETUCE	United Kingdom

\* Replaced by Nils-Georg Lundberg

\*\* Resigned during the course of work

Corinne Hermant of the EU Task Force Human Resources Education Training Youth, acted as an observer/correspondent during the work of the TEWG and we gratefully acknowledge her support.

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## **APPENDIX B**

### ***Reading List***

Commission of the European Communities : Task Force Human Resources. Education, Training, Youth : Memorandum on Higher Education in the European Community, Brussels, December 1991.

European Commission Green Paper on the European Dimension of Education (Com (93) 457 (final)).

European Commission Green Paper on Social Policy.

First Directives on the recognition of qualifications (89/48/EEC) and Second Directive (92/52/EEC).

EURYDICE - "Measures to Combat School Failure : A Challenge for the Construction of Europe" - European Commission 1993 (D/1993/4008/15) (Com (93) 457 Final).

SOCRATES Programme

Comments on Teacher Education aspects of the Higher Education Memorandum (Document 10, ETUCE Assembly, December 1991).

Speech by Norman Goble 1983 - (inc. ILO/UNESCO Digest reference).

Blackburn, V. and Mosan. 1986. The in-service training of teachers in twelve Member States of European Community. Education Policy Series. Presses universitaires Européennes. Maastricht.

Boreland-Vians, Helen. 1991. Initial Teacher Training. A comparative description. EURYDICE. Brussels.

Italian EURYDICE Unit 1991. Initial Teacher training in the Member States of the European Community. Brussels.

Le Métails, Joanna. 1991. Initial Teacher Training in the European Community. An Overview. EPIC Europe. Education Policy Information Centre. National Foundation for Educational Research.

The report on "Teacher education in Europe" was published in 1995 by the  
CSEE/ETUCE, Bld. du Roi Albert II, 5 , 8ieme étage, 1210 Brussels.

