



EUROPEAN COMMISSION
Directorate-General for Education and Culture

WG1.1/10/004

**IMPLEMENTATION OF
“EDUCATION & TRAINING 2010”
WORK PROGRAMME**

**WORKING GROUP A
“IMPROVING THE EDUCATION OF TEACHERS AND
TRAINERS”**

**PROGRESS REPORT
SEPTEMBER 2004**

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EXECUTIVE SUMMARY

Teaching and training are at the heart of the knowledge society. The development of a common European framework for teacher and trainer competences and qualifications will provide a catalyst for the development of policies to increase the quality of teacher and trainer education, increase the capacity for innovation, and thereby contribute to the Education and Training 2010 priority of increased investment in the development of human resources.

The changing role of teachers and trainers in the knowledge society provides a compelling reason for the development of such a common framework. It can provide references and principles which are aimed at informing and supporting national policies and providing an opportunity for convergence of systems where appropriate.

The European dimension should be at the heart of the initial and continuing education of teachers and trainers if they are to be supported in their crucial tasks of raising awareness of the importance of the European project among young people, and preparing them to play their role as active citizens at local, national and European levels.

Mobility provides a powerful means of enabling teachers and trainers to educate their learners for European citizenship and of deepening their own sense of being European citizens working in the field of education and training. Mobility throughout the continuum of their professional development should therefore be considered a priority, and a central tenet of the common framework for competences and qualifications.

The continuing professional development of teachers and trainers over the period of their initial education, through induction phases, the early stages of full professional activity, and continuing professional development, provides the cornerstone for the development of a high quality education and training system. Such continuing professional development should be seen holistically, embracing a wide range of activities which contribute to building a positive learning environment for all actors in the education and training process.

Indicators are an important instrument of the open method of coordination. They also contribute to the development of a culture of quality within education systems by measuring progress. Information on how individual countries use indicators for supporting policy development in the areas of the professional development of teachers and trainers could be usefully included in their biennial reports to the Commission. This will facilitate the preparation of a mapping exercise on the existence and use of indicators in this area and an exploration of good practice with a view to suggesting possible strategies at a European level.

Any indicators proposed in relation to the professional development of teachers/trainers should be seen in terms of their relevance for pupil/trainee outcomes and performance. The measurement of professional development should also be linked to the quality goals of the school and how these impact on teachers' participation in professional development activities.

Progress in teacher and trainer education along the lines indicated in this report requires major input and commitment at national level. There needs to be more engagement with those who have policy responsibility for teacher education and curriculum development at national level; key players in teacher education need to know more about the process; there needs to be more networking between the various actors involved in the expert groups at national level and with practitioners.

I. INTRODUCTION: PROGRESS IN EDUCATION AND TRAINING 2010

1. This report relates to the work undertaken by the European Commission Expert Group on Improving the Education of Teachers and Trainers (Group A) in the context of the follow-up of the Lisbon Council, which set as a main objective that the Union should become “the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion” (European Council, Lisbon, March 2000).

2. To achieve this ambitious goal, Heads of States and Government asked for “not only a radical transformation of the European economy, but also a challenging programme for the modernisation of social welfare and education systems”. In 2002, they went on to say that by 2010, Europe should be the world leader in terms of the quality of its education and training systems.

3. Making this happen will mean a fundamental transformation of education and training throughout Europe. This process of change will be carried out in each country according to national contexts and traditions and will be driven forward by cooperation between Member States at European level, through the “open method of co-ordination”¹. It involves the sharing of experiences, working towards common goals and learning from what works best elsewhere.

4. To ensure their contribution to the Lisbon strategy, Ministers of Education adopted in 2001 a report on the future objectives of education and training systems² agreeing for the first time on shared objectives to be achieved by 2010. A year later, the Education Council and the Commission endorsed a 10-year work programme to be implemented through the open method of coordination. Approved by the European Council, these agreements constitute the new and coherent Community strategic framework of co-operation in the fields of education and training.

5. The first Joint Interim Report of the Council and the Commission (*JIR*)³ on the implementation of the Lisbon strategy in the fields of education and training was adopted by the Council on 26 February 2004 and transmitted to the 2004 Spring European Council. Although it was too early to produce a substantial document on progress achieved since

¹ While respecting the breakdown of responsibilities envisaged in the treaties, the “open method of coordination” provides a new cooperation framework for the Member States with a view to convergence of national policies and the attainment of certain objectives shared by everyone. It is based essentially on:

- identifying and defining jointly the objectives to be attained;
- commonly-defined yardsticks (statistics, indicators) enabling Member States to know where they stand and to assess progress towards the objectives set;
- comparative cooperation tools to stimulate innovation, the quality and relevance of teaching and training programmes (dissemination of “best practice”, pilot projects, etc).

² <http://register.consilium.eu.int/pdf/en/01/st05/05980en1.pdf>

³ “*Education and Training 2010*” — *The Success of the Lisbon Strategy Hinges on Urgent Reforms*, adopted jointly by the Council and the Commission on 26 February 2004

Lisbon, the report contains key messages and priorities to guide future action and support progress more efficiently and effectively

6. The message put forward by the Commission in its November 2003 contribution to this report remains the main thrust of the joint report: “The pace of reforms of education and training systems should be accelerated” if the overall Lisbon objectives and the one specifically set for education and training are to be achieved by 2010 and “the “Education & Training 2010” programme should be duly taken into account in the formulation of national policies”. In its conclusions drawn on the basis of the joint report, the European Council reaffirms the crucial role of education and training in the success of the main Lisbon goals and underlines the need to invest more, and more efficiently, in human capital as a condition to growth, productivity, social integration and inclusion. The Council stresses the need for reform and investment in the key areas for the knowledge society and supports the putting in place of lifelong learning strategies in all Member States by 2006

7. The *JIR* highlights the importance of teachers and trainers across all of the Education and Training 2010 process. It stresses that the success of the proposed reforms depends on the availability of high quality teachers and trainers who can implement reforms on the ground. The work undertaken by Group A over the past year has focused on the need to ensure that governments are provided with policy recommendations which will be useful in developing their teacher education policies.

8. The report presents the work undertaken by Group A since September 2003 and identifies ways of responding to the challenges in relation to teachers and trainers which were articulated in the *JIR*. It focuses on two major areas, namely improving the quality of teacher and trainer education through the development of common European framework for teachers’ and trainers’ competences and qualifications; and the development of a strategy on indicators for measuring improvements in the professional development of teachers/trainers. It concludes with a section on future priorities for progress by suggesting ways in which the work undertaken to date can contribute a European added-value to the development of teacher /trainer education policies which respond to the challenges identified in the *JIR*. In a final *post scriptum*, some information is provided in relation to recent developments in a number of countries in the field of teacher/trainer education where the influence of the work undertaken in Group A has been considered useful.

A list of the members of the group can be found in Annex I.

II. JOINT INTERIM REPORT: an impetus for the work of Group A in 2004

9. The Joint Interim Report of the Council and the Commission “Education and Training 2010” emphasised the central role of teachers and trainers in the knowledge society. It highlighted the need to support ongoing professional development, the importance of a common qualifications framework in order to ensure transparency between systems, and the issue of attracting and retaining high quality graduates in the profession.

10. Similarly the 1st Activity Report of Group A⁴ on improving the education of teachers and trainers shared this emphasis and stressed the importance of developing:

⁴ “Improving the Education of Teachers and Trainers-Progress Report November 2003

- coherent lifelong teacher education and professional development policies;
- appropriate quality assurance and accreditation systems;
- new types of partnership between teacher education institutions and schools and a research-based teacher education;
- appropriate participation of the stakeholders in policy development and evaluation.

11. The central role of teachers as key actors in attaining objectives in the field of basic skills, information technology, citizenship education and making learning more attractive was also stressed by many other expert group reports⁵.

2.1. Work undertaken by Group A since autumn 2003

12. In order to ensure an efficient treatment of the key messages about teachers and trainers identified in the JIR and the first year activity report it was decided to take the work forward by focusing in sub-groups on three areas, which taken collectively provide a basis for addressing the central question of improving the quality of teacher and trainer education. These groups⁶ focused on:

1. Supporting teacher professionalism
2. Identifying appropriate indicators
3. Quality assurance and teachers and trainers

The objective in each of these sub-groups has been to produce material which is relevant for policy makers and which can support decision-making at national and European levels.

13. The work has been premised on the need to ensure that the initial and continuing education of teachers and trainers is seen in a lifelong learning perspective, that supporting their professional development over the continuum of their careers is seen as a quality assurance issue, and that suitable indicators are developed for measuring their professional development. The need to ensure that the process of reflection on how to improve the education of teachers and trainers contributes to the process of policy making at national level has been an underpinning principle of the work undertaken in Group A. This Activity Report proposes ways in which the idea of a common European framework for teacher and trainer competences and qualifications, launched in the *JIR*, can be taken forward and contribute an added-value to the quality of teacher and trainer education in Europe. It also proposes a strategy for the development of indicators on progress in the professional development of teachers and trainers which should assist countries in their policy development.

⁵ The reports of the expert groups in the field of Basic Skills, ICT and Teacher Education, Making Learning more attractive all make reference to the importance of teacher education. In 2004 this common interest in the importance of teacher/trainers education has been an underpinning principle of the work carried out in Group A.

⁶ The discussion papers prepared by each of these sub groups are to be found in Annexes II, III and IV

2.2. Investment in the quality of teachers and trainers and the success of the reforms

14. The *JIR* stresses that the success of the reforms which are necessary to achieve the objectives set out for education and training by 2010 depends directly on the motivation and the quality of teachers and trainers⁷. Changes in working conditions and career structure and improved opportunities for professional development are needed in order to attract and retain the best talents in the profession. In order to improve quality the *JIR* emphasises that teachers and trainers must be prepared “for their changing roles in the knowledge-based society and in transforming the education and training systems” and that in order to enable teachers and trainers to meet these challenges, Member States should consolidate the education of teachers and trainers in a lifelong learning perspective. This investment in teachers and trainers represents the qualitative aspect of what is deemed as the first priority lever of success of the Education and Training 2010 Process — “focus reform and investment in the key areas”. The fact that the current demographic profile of primary and secondary teachers in Europe will require the recruitment and training of over a million teachers by 2015 gives increased relevance to this investment.

2.3. European Framework for the Quality of Teachers’ and Trainers’ Competences and Qualifications

15. The *JIR* emphasises that within the context of a strategic approach to lifelong learning that European common references and principles should be developed as a matter of priority, in the context of the implementation of the Objectives and Copenhagen Processes. These common European references and principles will encourage and support national reform policies and promote mutual trust among the key players and should be seen “as part of the implementation of the work programme of the objectives of education and training systems and of the Copenhagen Declaration”⁸. One such framework relates to “the competences and qualifications needed by teachers and trainers in order to fulfil their changing roles”. Other areas which are seen as key elements of a lifelong learning strategy⁹ — equipping all citizens with the key competences they need; creating learning environments which are open, attractive and accessible to everyone; targeting efforts at the disadvantaged groups — provide further outcome-based criteria for the development of such a framework.

16. Other key elements of the Europe of education and training mentioned in the *JIR*¹⁰ — the general European qualifications framework, the increase of mobility and the European dimension of education — are also closely connected with the development of a framework of common European references and principles for the policies regarding the quality of teachers’ and trainers’ competencies and qualifications.

⁷ JIR, 2.1.2

⁸ JIR, 2.2.3

⁹ JIR, 2.2.1 and 2.2.2

¹⁰ JIR, 2.3.1, 2.3.2 and 2.3.2

III. DEVELOPING A COMMON EUROPEAN FRAMEWORK: GUIDING PRINCIPLES

17. The work undertaken in relation to supporting teacher professionalism, quality assurance and the development of indicators to measure professional development provides substantial material for reflection on the issues which should be addressed by European and national authorities if the recommendations on teachers and trainers in the *JIR* are to lead to the implementation of measures which support the development of high quality professional development policies in Europe. As suggested in the *JIR*, these measures are best seen within a common European framework providing a reference for the development of policies which support the continuum of professional development in a Lifelong learning context and ensure that learners at all levels benefit from the contributions of highly qualified, widely experienced teachers and trainers who are engaged in a continuing process of professional development. A common framework supporting the development of quality teacher and trainer education in Europe will also contribute to the development of transparency and mutual trust between systems.

18. The following general guiding principles should be taken into account in the development of such a framework:

- Teaching/training should be seen as a profession based on a professional, tertiary level, university, or equivalent, research-based initial education for teachers and/or other appropriate professionally recognised levels for trainers;
- The issue of competences in teacher /trainer education should be seen in a lifelong learning perspective ;
- The process of continuous professional development should be ‘owned’ by both individuals and institutions in a context of partnership between teachers, their constituent organisations, employers, parents’ associations and education authorities;
- Mobility should be seen as an integral part of professional development at initial training and continuing professional development stages. It should be seen as contributing a European added-value to the development of optimum learning environments for all young people and should be appropriately recognised and accredited;
- The European dimension should have a much stronger presence in initial teacher education curricula and programmes;
- Appropriate professional support should be provided for those responsible for the education of teachers and trainers;
- Effective support structures are necessary at European level in order to promote the European dimension of the professional development of teachers and trainers and build new knowledge in the field of educational research.

19. The reflection on the content and scope of a European framework for teachers' and trainers'¹¹ competences and qualifications should also be informed by developments within the broader field of Lifelong Learning as well as in the ongoing work in the follow-up of the Copenhagen Declaration and Bologna Process. This section highlights some of the important elements which such a reflection can bring to the development of such a framework after an initial consideration of its scope¹².

3.1. Guidelines for policy measures at national and European level

20. The common European framework should refer to references and principles and be aimed at supporting and encouraging national policies as well as providing an opportunity for systems convergence where appropriate¹³. These references and principles are guidelines for what governments may be required to do (regulation, financing, supporting, control, evaluation...) in order to ensure that teachers and trainers have the competences and qualifications needed to fulfil their evolving roles as agents of change in education and training systems. The framework should also provide an incentive to individual countries as they develop their policies in teacher/trainer education. As the common framework will be developed as a way of ensuring that Education and Training 2010 makes a qualitative contribution to the quality of teacher trainer education, the open method of coordination (OMC) can provide the dynamic for its development and implementation. Whether the common framework could also be a reference for other European initiatives, such as those belonging to education and training programmes (Erasmus, Comenius, Leonardo, Gruntvig...) should also be examined.

21. The references and principles should predominantly refer to outcome-centred policies but some input and process-centred policies should also be considered, particularly in relation to qualifications.

3.2. Lifelong learning perspective for teachers' and trainers' competences and qualifications

22. The competences and qualifications needed by teachers and trainers must be understood in a lifelong learning perspective in two ways:

¹¹ In Group A it was agreed that the framework should refer to teachers and trainers as defined below in footnote 26, not including, however, lecturers in higher education and the university sector with the exception of teacher and trainer educators.

¹² The recommendations made by Group A in its 2003 activity report also provide some useful contributions for the framework.

¹³ It could be useful for other purposes such as providing greater transparency between national systems; facilitating the mobility of more teachers, trainers and trainee teachers; making it easier for national frameworks to recognise training and learning in other European countries...

- Teachers and trainers need to be capable of contributing to the successful launch of young people as lifelong learners.¹⁴ Their initial education and training provides the first essential building blocks to enable them to play this role;
- There needs to be a cumulative process of acquisition of competences and qualifications over the full span of professional life; the framework should therefore be focussed on the continuum of the professional development of teachers and trainers (initial, mentored induction, and ongoing phases) and the capacities they need in order to fulfil their changing role in a society of lifelong learning.

3.3. Changing role of teachers and trainers and their lifelong learning outcomes

23. The changing role of teachers and trainers in the knowledge society is one of the compelling reasons for promoting the idea of a common framework for their competences and qualifications. It should also inform the development of references and principles for the national definition (and, in an indirect way, for institutional/professional definition) of learning outcomes of their lifelong learning.

24. When referring to the areas where the efforts of education and training policies should focus in order to make lifelong learning a reality, the JIR describes the following key priority areas which will condition and influence the changing role of teachers/trainers¹⁵:

- *Promoting the acquisition by all citizens of the key competences they need;*
- *Creating learning environments which are open, attractive and accessible to everyone;*
- *Pursuing the contribution of education and training to social inclusion policies.*

3.4. European dimension of competences and qualifications

25. The need to establish a Europe of education and training provides a further driving force for the development of references and principles relating to competences and qualifications. In this context, the JIR stresses the need to :

- *consolidate the European dimension of education,*
- *to increase mobility and*
- *to put in place a European qualifications framework;*

¹⁴ The Progress reports on the follow-up to the Council resolution on lifelong learning acknowledge that working in a lifelong context requires changes in the role of teachers and trainers, more specifically in teaching and learning methods (above all, as a consequence of the widespread use of ICT) as well as in the teacher/learner relationship; to create an awareness of the need for a lifelong commitment to learning is the first task of teachers and trainers, who should also act more and more as coaches for independent learning. The Progress reports recognize that it is a major task to assist the teachers and trainers “to face up to, welcome and then adapt to these changes”.

¹⁵ More details about the changing role of teachers and trainers can be found in the reports of the Working Groups of the Objectives Process (including the Group A final report of 2003) and of the Copenhagen Declaration. See also below points 5.1 and 5.5.

3.5.1 Education for European citizenship and the lifelong learning outcomes of teachers and trainers

26. The important role of the school in educating for European citizenship highlights another changing dimension in the role of teachers and trainers, which provides possible guidelines for outcome-centred policies related to their competences and qualifications. All education systems should ensure that by the end of their secondary education, pupils are informed about and understand what European integration is about, and have acquired the knowledge and competencies they need to prepare them for their role as future citizens of Europe. Teachers and trainers also have a key role in promoting mobility of young people including those in vocational education and training.

27. Teachers'/trainers qualifications¹⁶ must also include in their outcomes their education as European citizens, with a key contribution to make in raising awareness of the European project in their chosen professional fields.

28. The European dimension of education should mean that students and teachers are conscious of their common cultural base and the rich national and regional diversity they share. The European dimension must embrace the whole of Europe, not only the EU Member States, and not only include the indigenous cultures, but also those of migrant communities in Europe. It should be an inclusive concept, which does not deny or suppress the distinctive characteristics of individual identities or cultures represented throughout Europe, nor exclude a wider international perspective. Teachers, as well as students, need to have their horizons widened to take account of this broader European concept. This is all the more important in the view of the clear threats of divisiveness, inter-cultural tension and xenophobia. 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 also has much to learn from other countries and regions.

3.5.2 European mobility as a means of promoting lifelong learning outcomes for teachers and trainers

29. Mobility for professional development reasons in the European education and training space is a powerful means of enabling teachers and trainers to educate pupils for European citizenship and to become themselves educated as European citizens working in the field of education and training. The JIR recognises that “the level of participation in mobility exchanges (...) among teaching and training staff is inadequate¹⁷ and establishes that “particular attention should be paid to mobility of teachers and trainers as part of their career development”¹⁸. Mobility of teachers and trainers during the continuum of their professional development (pre- and in-service) should be a central tenet of the framework. Institutions of

¹⁶ Some useful contributions on this issue are to be found in the recent ENTEP document *What is a “European Teacher”?* ENTEP refers to the European Network for Teacher Education Policies-network of teacher education policy makers set up by Ministers of Education of the EU in 2000.

¹⁷ JIR, 1.1.4

¹⁸ JIR, 2.3.2

initial and continuous professional development should be encouraged to integrate mobility projects into their mainstream programmes and recognise them as essential components of such programmes. Future teachers of European languages should be required to spend an extended and appropriately structured stay in the country/ies of the target language.

30. Such mobility can have diverse forms and should not be restricted to participation in different courses within pre- and in-service teacher education programmes. Mobility also means that teachers and trainers have the opportunity to see how different educational issues can be dealt with within various contexts. This may include contacts between schools and establishing networks between schools working on different aspects of school development. Such contacts could be an exchange of experiences, but also long-term contacts. It may also mean that individual teachers have the opportunity of participating in in-service education programmes in a country other than their own. Mobility periods are not only related to the experience and career of the individual, but also to the development of schools as learning organisations.

Overcoming the obstacles: financing, language and recognition

31. Mobility for the professional development of teachers and trainers requires the support of considerable resources in the EU programmes to enable a significantly greater number of teachers to participate in mobility programmes in other countries. The Commission has already proposed a tripling of the amounts available to support mobility in the new generation of education and training programmes. Apart from the increase of funds for EU programmes, supporting mobility also needs to be prioritised in public policies at national level.

32. Lack of language knowledge and difficulties in recognition of the learning acquired during mobility periods, including for career development purposes, are the most frequent obstacles to mobility linked to the competences and qualifications of teachers and trainers.

33. National strategies and measures are also needed in order to ensure that the European objective of mother tongue plus two European languages is reached. The study of European languages in every initial teacher education programme as well as in teachers' and trainers' continuous education should also be promoted. Nevertheless, lack of knowledge of language of the origin/destination country should not be seen as an obstacle *per se* and used as an excuse for not undertaking mobility; this need not be so, if exchanges for professional development are subject based and properly supported by targeted language training beforehand.

34. Recognition in terms of professional or academic qualifications, as well as of career progression, the instruments developed in the framework of the Copenhagen Declaration and the Bologna Process (European frameworks for transparency of qualifications and competencies, for the validation of non-formal and informal learning, for quality assurance... all to be integrated in the European Qualifications Framework) will be useful in eliminating some of the obstacles to mobility and, therefore should inform the development of the framework.

3.5.3. Links with the EQF and specificity of the framework

The recognition of qualifications and the European labour market

35. The *JIR*¹⁹ identifies the need for a European Qualifications Framework (EQF), covering higher education and vocational education and training (Bologna Process and Copenhagen Declaration), aimed at the mutual trust in, and recognition of, qualifications everywhere in Europe. The common European framework for teachers' and trainers' competences and qualifications should be seen within this broader context.

Learning outcomes and quality assurance instruments

36. There are already some characteristics of the EQF mentioned in the *JIR*, such as the use of learning outcomes and competences as descriptors of qualifications, as well as the recourse to mutually validated quality assurance instruments, that should be borne in mind in drawing up the specific framework related to teachers and trainers. The common European framework can also make a significant contribution to the quality of teacher and trainer education. Indeed, both these dimensions are pinpointed in the Bologna Process and the Copenhagen Declaration also gives specific attention to the latter.

Developing this framework in articulation with the EQF:

37. The European Qualifications Framework is largely concerned with facilitating the recognition of qualifications between systems. While the common European framework for teachers and trainers' competences and qualifications will not exclude the recognition issues, the focus will be on the quality of their education and professional development and the recognition of mobility for professional development purposes. Procedural and legal matters relating to recognition in a labour market context will be dealt with within the context of the European Qualifications Framework and European directives. It is important however that the development of the common framework for teacher and trainer competences is informed and appropriately articulated with the development of the EQF.

IV. BROADER FACTORS IMPACTING ON THE DEVELOPMENT OF A COMMON EUROPEAN FRAMEWORK

4.1. The Bologna Process: European Higher Education Area in Teacher Education

38. In the vast majority of European countries initial teacher education takes place within higher education institutions. Higher education also plays a role in teachers' continuous professional development sometimes delivering courses, which award second or third cycle degrees. Therefore, in drawing up the common European framework for teachers' and trainers' competences and qualifications, it is necessary to give greater consideration to the place of their education within the European Higher Education Area and the Bologna Process. The enhancement of quality and the promotion of European mobility are common goals of the Bologna Process and of the European framework for teachers and trainers. But there is a need for adaptation of the general references common to all higher education programmes to the specificities of teachers' competencies and qualifications. The perception in some countries that teaching is a 'national' profession makes this a more complex task than in other higher education fields.

¹⁹ JIR, 2.3.1

Level of teacher education programmes

39. Group A emphasizes the professional character of teacher education which awards a higher education and scientific-based qualification. For this reason, teacher education within the Bologna Process should be developed on the same basis as for other professional programmes (medicine, engineering etc). Apart from this, a broader integration of teacher education in universities is imperative, whenever this does not happen: teacher education programmes must be delivered in all three cycles of the higher education degree structure and be research-based, which implies that much more attention should be paid to the promotion of teacher and school education research and the development of new knowledge, namely by including this field in the European Research Area.

Degree structure, competences and qualifications profile, external quality assurance

40. In order to achieve comparability (of quality and structure) and some convergence in the higher education teacher education area, nearly all the instruments of the Bologna Process require adaptation, namely:

- the implementation of the easily readable and comparable three-cycle degree structure and of a credit system;
- the development of descriptors for the learning outcomes of the programmes;
- the implementation of an external quality assurance (accreditation) system based on mutually shared criteria and methodologies;
- the adoption of a lifelong learning perspective in higher education.

All these issues must be dealt with in the framework for teachers' qualifications addressing initial teacher education as part of the Bologna process and ensuring that it becomes part of the European higher education space. While some work has been done within ENTEP and the TUNING²⁰ project in relation to the implications of the Bologna Process for teacher education, more work is necessary: there is a need to establish a forum to specially address the issue of teacher education within the Bologna Process in order to ensure greater coherence between national teacher education strategies within the Education and Training 2010 Process.

4.2. The Copenhagen Declaration

41. The Copenhagen Declaration, focusing on vocational education and training (VET) in the framework of a lifelong learning process, deals with some specific issues that challenge the role of all learning facilitators (teachers, trainers, mentors, tutors...) working in the field. The majority of these issues are addressed by policy initiatives to be taken at European level concerning the setting up of:

- a single European framework for transparency of VET qualifications;
- a European framework for validation of non-formal and informal learning;
- a European quality assurance framework for VET;
- a European credit transfer system for VET.

²⁰ Pilot project of higher education institutions to explore ways of ensuring greater convergence and common understanding between degree programmes and curricula supported by the European commission in the framework of the Socrates programme.

Changing role of VET teachers and trainers

42. Undoubtedly, all these frameworks and systems are relevant for the VET learning facilitators' role and, therefore, should be borne in mind in the development of principles and references for policies regarding their competences and qualifications. This role includes identifying, assessing and recognizing non-formal and informal learning, developing VET programmes according to a credit transfer system, completing a 'Europass' for each graduate and managing and ensuring VET quality; it is also expected that they perform all these tasks within the context of a European framework.

Teacher and trainer training seen as VET

43. Teacher and trainer education programmes, when provided by non-higher education institutions (as the Copenhagen Process does not explicitly consider higher education vocational programs), can be seen as belonging to the VET field and therefore all the VET issues analysed (transparency of qualifications, credit transfer system, validation of prior learning and quality assurance systems...) are also relevant for them²¹ and could be a source of inspiration in drawing up references and principles for the policies regarding the quality assurance in relation to teachers and trainers competencies and qualifications. The qualifications and competences of VET teachers and trainers and the identification of their learning needs by VET providers are seen as input and process standards for VET quality.

Identification of the learning needs of teachers and trainers

44. The learning needs of teachers and trainers within all forms of VET are one of the priorities of the Copenhagen Declaration for enhanced European cooperation in VET²². Within Group A work has commenced on the identification of common criteria and methodologies for detecting the learning and professional development needs of teachers/trainers within the VET system through the use of a quality assurance analysis grid to be used in case studies.

45. This grid has been based on the analysis grid developed by the Technical Working Group working on Quality Assurance in VET²³. It has adapted the existing grid of the Common Quality Assurance Framework (CQAF) with a view to identifying key questions with which all decision makers are confronted when setting up mechanisms to identify the learning and professional development needs of teachers and trainers. These questions will guide the collection of data on best practises in Member States and provide conclusions at two levels:

- *common criteria* for quality assurance: these will be aspects and elements repeated in all good practices and experiences in different Member States;
- *contextual quality assurance criteria*: these are aspects which appear only in certain contexts or situations and which also ensure quality.

²¹ Those provided by higher education institutions should be seen in the framework of the Bologna Process, which also addresses these issues.

²² This issue is within the remit of Group A of Objective Process, while the other issues are addressed by other Technical Working Groups set up as part of the follow-up of the Copenhagen Declaration.

²³ A major outcome of the TWG's work during 2003 has been the development of a 'Common Quality Assurance Framework (CQAF) based on stock taking from existing experiences and knowledge within and across Member States, and the analysis of 'good practices'. These provided a basis for consensus building on a common framework.

46. Key quality analysis questions have been developed for each aspect of the CQAF (planning, implementation, evaluation and assessment and review). These questions form the QA grid for the case studies which will form the next stage of work to be completed in this area. Common quality criteria will have to be identified to cover each aspect of the CQAF. Considering the variety of choices made by Member States to deal with quality assurance and development in VET, the common criteria will be presented as possible answers associated to specific questions which are transversal to any VET system or provider when reviewing best practices concerning the identification of learning and development needs of teachers and trainers in Member States. The results of these case studies will be useful in working out principles and references for policies regarding the identification of learning needs of VET teachers and trainers, as well of general school education teachers, namely for their continuous professional development.

4.3. Good practice in the continuous professional development of teachers and trainers

47. Initial teacher/trainer education must be regarded as a starting point for continuing professional development. A mentored induction phase should be regarded as an important bridge between initial teacher education and the assumption of full responsibilities as a teacher/trainer. Such a phase would allow new teachers to develop their newly acquired competences while being supported by experienced colleagues. In-service programmes make it possible for the teacher/trainer to improve and further develop skills and knowledge needed for his/her work. Continuing education may also make it possible for teachers to acquire qualifications, which will allow them to undertake education research, as already mentioned in the context of the Bologna Process.

48. Among the contributions mentioned above for drawing up the framework, a number also regard the professional development of teachers and trainers when they are already teaching or training (for instance, learning outcomes, mobility and validation of informal and non-formal learning, quality assurance). Group A agreed on some further ideas about their continuous professional development that could be useful in generating references and principles for the common European framework. These ideas refer to the role of schools/training centres and of teachers/trainers, as well as to non-traditional learning opportunities for continuous professional development.

49. Professional development not only provides opportunities for the individual teacher/trainer to develop competences but also for the development of the school/training centre. As a part of their efforts to improve the quality of education and training, schools/training centres may decide about and organise different types of professional development or other appropriate forms of cooperation with teacher education institutions, while teachers and trainers may also be motivated to undertake a training activity in order to achieve a new teaching position. Both of these types of professional development are legitimate and provisions should be made to support both in terms of resources for both schools and individuals. Employers of teachers and teachers themselves must therefore recognise their responsibility in ensuring that teachers are able to adapt and up-date their professional knowledge and competencies, throughout their careers. A supportive structure in schools/training centres will help the teachers/trainers with their continuous professional development.

50. Better consultative and evaluative mechanisms should be developed for identifying the needs of professional and school development and the teaching profession must have ownership of the nature of change and be consulted on the modalities of implementation. Allowing teachers to contribute to their own professional development priorities, individually through appraisal and corporately through staff development plans, or where schools can manage their own in-service training budget according to their perceived needs, may be ways of supporting school development.

51. Professional development and school development should be seen holistically, embracing a range of activities in addition to traditional in-service training courses, such as initial teacher education, mentoring, and coaching, undertaken in schools to support the teacher in her/his efforts to improve performance and bring a wide range of experience back to the school. Effective school management must be regarded as the ability to build a learning environment: stimulating regular discussion of teaching methods, and encouraging experimentation and reasonable risk taking, seeing therefore professional and school development as an integral part of the job; disseminating research into new developments in teaching; providing appropriate training opportunities; rewarding professionalism. Interdependence, joint work, team teaching, mentoring, collective decision-making and responsibility all enhance the potential for both professional and school development.

4.4. Social significance of the competencies and qualifications of teachers and trainers

52. The development of a set of references and principles for the policy measures related to the competences and qualifications of teachers and trainers should lead to a reflection on the social expectation of teacher/trainers and their role in the education process. Among the questions which might be considered in this context are the nature of the education and training systems desired by our societies, their responsiveness to differentiated target group needs, their relation to civic, social and professional expectations and the social and economic vision of society they offer.

V. THE QUALITY OF THE PROFESSIONAL DEVELOPMENT OF TEACHERS: DEVELOPING A STRATEGY ON INDICATORS

53. The establishment of indicators is an important component of the open method of coordination (OMC, Indicators, and the development of common benchmarks can contribute to the development of a culture of quality of education systems by measuring progress in each objective area, at community level. They also provide helpful information for ministers and policy-makers in creating and implementing more effective national policies in the field and can be used as an instrument for stimulating the exchange of good experiences and new ways of thinking about policy approaches²⁴. Therefore, it is important to limit the areas for which indicators are established to those that are most appropriate for policy development needs.

²⁴ Indicators provide a useful starting point for a dialogue between Member States on reasons for differences in performance: Why is country X performing better than country Y? How come system X is more equitable than system Y? What are the factors behind good performance? Questions like these should allow Member States to identify elements of successful policy practice and allow them to learn from each other.

5.1. Four new indicators

54. Among the already defined 29 indicators for measuring progress towards the 13 objectives of the Education and training 2010 programme, the three indicators selected in the objective area of teachers and trainers only measure issues that relate to shortages/surpluses of teachers and do not address the strategic area of the quality and content of teaching. Following the invitation made in the *JIR*²⁵ and in order to measure the quality of teacher and trainer²⁶ education throughout the continuum of professional life in the context of lifelong learning, Group A together with the Standing Group on Indicators and Benchmarks (Joint Group) have worked out a list of new indicators and a strategy for their development:

- *Levels of satisfaction with professional development programmes,*
- *The percentage of teachers and trainers who follow continuous professional training,*
- *Numbers of teachers/trainers with different levels of professional qualifications,*
- *Levels of investment in teacher and trainer education.*

Levels of satisfaction of teachers/trainers and with teachers/trainers

55. The issue of satisfaction of teachers and trainers with professional development programmes should address the perceptions of their need to develop and to adapt their knowledge and competences. It is likely that teachers who feel the need of further professional development will have different requirements relating to the quality and the content of teacher education and development programmes from those who do not perceive such a need.

56. For those teachers and trainers who perceive the need for further professional development or who actively participate in professional development programmes it is useful to measure levels of satisfaction in relation to the different aspects of their professional development programmes. These aspects could be:

²⁵ JIR, 3.2

²⁶ The working definition of teacher and trainer used in the reflection on the question of indicators was :

- *Teacher* is a person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and the regulations of a given country. The word “equivalent” is needed because in some countries there could be groups of teachers – in particular settings or types of schools or training institutions or centres – with different titles, e.g. “educators”, “trainers”, “instituteurs”, etc., but holding the same status as teachers and for whom statistical data collected are traditionally included under the term “teachers”.
- The word “*teacher*” should be used for teachers as well as for professional trainers who hold a teacher status, while the word “*trainer*” should apply exclusively to those professional trainers who do not have the legal status of teachers, nor are they grouped with teachers in the official statistics. Since these trainers may include different categories of professionals, like technical or laboratory assistants, instructors for different types of job, tutors, etc., it would certainly be useful to collect data on their initial qualification, continuous professional development and investment in it. In this case, the problem would be chiefly the distinction between “professional trainers” and “part-time or occasional trainers”. The two categories could be grouped together, but the data should be collected separately, in order to allow for a detailed picture of the training supply.

- access to continuing professional development programmes seen at two levels:
 - the perspective of school/training centre development policy (if the schools/training centres enable teachers to participate in these programmes; if the further professional development of teachers/trainers is a part of the school development/training centre policy)
 - the perspective of provision (does provision meet the needs of teachers/trainers, and provide teachers/trainers the possibility to participate in the programmes they wish to participate in)
- quality of content of continuing professional development programmes
 - Teachers/trainers' perspective (do programmes meet their needs, and expectations)
 - Teaching/training process perspective (do programmes help teachers/trainers to innovate their teaching/training and contribute to innovation in teaching/training practice)

57. For those teachers/trainers who do not feel any need to undertake continuing professional development or who do not participate in professional development programmes, detailed information relating to age, level of qualification, duration of their teaching/training career, type of school/training centre, organisation of school/training centre, level of responsibility of headteachers and teachers/trainers etc. would be useful. This information could provide information on relations (if they exist) between school/training centre context and teachers/trainers' profile, and willingness of teachers/trainers to develop their own knowledge and competencies and to innovate in their teaching/training.

58. Pupils'/students' and parents' responses in relation to satisfaction with the learning experiences provided by schools and teachers should be also be collected to enable detailed analysis of the possible outcomes of continuous professional development of teachers and trainers.

Percentage of teachers and trainers undertaking continuous professional development

59. In this area it seems to be useful both to measure the percentage of teachers and trainers who undertake continuous professional development activities (both obligatory and voluntary) and to collect further supporting information on schools/training centres, as well as the profiles of teachers/trainers undertaking professional development activities and those who do not undertake such development. Such information will provide a view of the situation at Member State level relating to numbers of those participating and not participating in continuing professional development, in addition to information on the profile of teachers/trainers, schools and educational systems with greater or lesser degrees of provision of support for the continuous professional development of teachers and trainers.

Percentage of teachers and trainers with different levels of professional qualification

60. It is useful to collect data and to measure progress in relation to two areas:

- percentage of qualified teachers/trainers, unqualified teachers/trainers and teachers/trainers qualified in other disciplines at each level of education and the different national requirement for teachers/trainers at each level of education
- percentage of teachers/trainers with different initial qualifications at each level of education and numbers of those who formally improve their qualifications in terms of acquiring a higher degree or attaining further specialisation.

Levels of investment in teacher and trainer continuous professional development

61. The level of investment in teachers' and trainers' continuous professional development indicates the importance of this area in the context of national educational policies. The data collected in the field of investment should inform on the different means of funding, including teachers/trainers' private expenditure for their professional development activities and other resources, and give the proportion of different resources of funding²⁷.

5.2. Strategy for the development of indicators

5.2.1 A short term strategy (less than a year)

62. The limited working time has shown that more information will have to be collected in order to gain a more holistic approach to indicators in the areas discussed. Some instruments are available in the surveys used across EU (and other) countries and can be used²⁸. However, it is necessary to establish a fuller picture of how individual Member States use indicators for policy developments in the area of teachers and trainers.

- *Mapping and peer learning exercises*

63. It is suggested that information on how the individual countries use indicators for supporting policy development in the area of professional development of teachers and trainers should be included in the joint reports that the Council and the Commission will submit every two years to the Spring European Council based on the information provided by national reports. Following the reception of these national reports, it is suggested that a mapping exercise producing a systematic overview of the use of indicators in this area and a peer learning exercise exploring good policy practices with a view to suggesting strategies applicable on a European level should be undertaken.

- *Explorative study for developing a conceptual framework and identifying needed human and financial resources*

²⁷ The Copenhagen Coordination Group has also proposed "investment in training of trainers" as one of the input/process quality indicators for VET at systems level. Three possibilities for the quantification of this indicator are suggested: amount of financial means spent, number of trainers participating, number of training days in relation to the number of trainees.

²⁸ Such as TIMSS (Third International Mathematics and Science Study), PISA (Programme of International Student Achievement), PIRLS (Progress in International Reading Literacy Study), ISSUS (The International Survey of schools at Upper Secondary School Level).

64. An explorative study on possible links between the 4 areas of indicators is suggested. This would be the first step in the development of a conceptual framework in which indicators needed are clearly defined within a system. In such a framework each indicator in the four areas should find its location and its functional link with all others.

65. The study should also analyse human and financial resources needed for a possible data collection. The amount of resources needed to collect data on the four areas in a systematic, cyclic way depends on the framework adopted. Given the two types of instruments suggested – questionnaires and official statistics and records – the resources needed would be concentrated chiefly on the questionnaires. This procedure would involve four target populations (teachers/trainers, school heads, students, families) and therefore four probability samples. The amount of human and financial resources needed would be too huge in terms of cost-effectiveness if a survey is limited to these four areas. A much more modest amount of resources would be needed if the four areas were part of a broader design: a survey, for instance, of the type of OECD ISUSS, obviously extended to all ISCED levels (except 5 and 6) and to the 4 populations mentioned above.

5.2.2 A medium term strategy (2-3 years)

- *Enhanced cooperation with OECD*

66. The Commission has already raised the question of increased cooperation on the question of indicators with the OECD. Further work is now necessary both at Commission level and within the OECD in order to ensure that this work progresses in the most effective way and provides information which enables us to address the shortcomings in internationally comparable data on teachers' professional development.

67. Discussions are already underway within the OECD and the Commission in relation to the most effective way of organising future work in this area.

- *Eurydice analysis of national teacher/trainer education evaluation systems*

68. Eurydice could be requested to analyse the existence (or non existence) of quality assurance and evaluation practices for teachers' education in Member States, including the existing national standards (basic profile, content, components etc.) for teacher and trainer education. This analysis, which would be qualitative in nature, should look at the kind of internal (self-evaluation) and external evaluation system established in Member States with regard to teacher and trainer education. The analysis should also look at the link between educational reform (for instance, curricula reform) and reform of teacher and trainer education.

5.3. More research needed

69. The identification of the four indicators has been premised on the assumption that there is a relation between them and the continuing professional development of teachers and trainers and, ultimately, that there is a clear link between such professional development and the learning experience of young people; that it contributes to higher quality of the teaching profession, to better classroom and school practices and to higher achievement of students. It is, indeed, important to think of any indicators proposed in terms of their relevance for pupil outcomes and performance. Apart from this, the measurement of professional development

should also be linked to the quality goals of the school and how these impact on teachers' participation in continuing professional development activities. Therefore, the discussion on indicators needs to go beyond the statistical information and examine what factors contribute to the quality of pupils' learning experience, which is more a matter of research. For giving a scientific basis to the aforementioned assumptions, studies made at European level should be promoted regarding the variables having impact on teachers' and trainers' professional development and the relationship of this with classroom and schools practices, as well as with student learning.

VI. FUTURE WORK RELATED TO OBJECTIVE 1.1

70. It is clear that we have now come to an important juncture in the work of Group A. In the course of the last two years, and increasingly since the publication of the *JIR* there is a sense that it is important to move forward into a new phase of our work. This will be characterised by an emphasis on the implementation of recommendations, the identification of areas where work at a European level can most effectively respond to individual country needs, the need to bring a new policy impetus to the quality of teacher education in Europe by developing a common framework for teacher and trainer competences and qualifications, and the need to insure that we have suitable indicators for measuring progress.

71. This report has highlighted the areas where work can most effectively be undertaken at a European level, notably in relation to the common framework and the development of a strategy on indicators. However, progress at a European level alone will not be enough. There needs to be more engagement with those who have policy responsibility for teacher education and curriculum development at national level; key players in teacher education need to know more about the process; there needs to be more networking between the various actors involved in the expert groups at national level and with practitioners, projects presented within the Socrates and Leonardo programmes need to contribute to increasing our knowledge of the impact of the recommendations we make.

72. This report therefore proposes a two-pronged strategy for the further development of work in relation to teachers and trainers over the coming eighteen months:

6.1. Progress at European level: further development of the common framework

73. Significant progress has been made in identifying the scope and guiding principles of a common European framework for teachers' and trainers' competences and qualifications. It is now necessary to finalise this work, in order to ensure its scientific credibility before it is discussed at a broader level of teacher education practitioners and policy makers. This process should provide a catalyst for advancing reflection on the most appropriate contribution that work at a European level can make to improve the quality of teacher and trainer education. The following steps will contribute to advancing this work:

- Further development and refinement of the common framework by a high level focus group of teacher educators mandated to prepare an outline of the common framework by the end of the year

- Major European conference, hosted by the Commission to bring together key teacher educators policy makers, representatives of the stakeholders and civil society in order to “test” the validity and relevance of the common European framework;
- Building on the results of this conference to prepare a Commission and Council recommendation on the quality of teacher and trainer education to be presented by the end of 2005.
- Greater exploitation of the context provided by OMC in order to ensure more sharing of experience in relation to policy practice (a mapping exercise and peer learning) in the field of strategies at national level for the quality of teaching and training competencies and qualifications;

6.1.2. Identification of learning needs of teachers and trainers in VET

74. It is intended to pilot the analysis grid of learning needs with selected case studies on VET teacher and trainer training providers, and to develop an outline proposal for a quality analysis framework (including common quality criteria). This framework may enable countries to develop, improve, monitor and evaluate their own systems and methods applied for the identification of learning needs and for the professional development of teachers and trainers.

6.1.3. Strategy for developing indicators

75. A more permanent sub-group consisting of members from the Standing Group on Indicators and Benchmarks and Group A should be established in order to advise on strategy in relation to the development of indicators and to help ensure that work in this area responds to both qualitative and quantitative needs.

76. At an initial stage its tasks could include:

- Analysing how the national reports can be used for gathering more information in relation to our needs
- Providing input for an explorative study on the conceptual framework for the development of indicators.
- Discussing in detail how cooperation with the OECD can contribute to satisfying our data needs

6.2. Progress at national level and among the stakeholders

77. Work on the development of the common European framework, quality assurance and indicators at European level will provide a catalyst for the development of an enhanced policy-making process leading to the preparation of a Commission and Council Recommendation on the quality of teacher education. However it is important that those who are responsible for teacher and trainer education at national level find material which will be useful as they reflect on policy development and the process of reform of systems which is necessary, if the challenges identified in the JIR are to be effectively addressed. It will therefore be important to put in place appropriate strategies at national level which will ensure that more information about what is happening in Education and Training 2010 in general and in the area of teacher/trainer education in particular is made more widely available.

78. If teachers and trainers are seen as key actors in ensuring the success of reforms, then it will be necessary that they know what is happening in the follow-up of the Lisbon agenda and have an opportunity to be involved in the process of reflection, discussion and decision-making at appropriate levels. Increasing use of information seminars and cross-thematic working groups can play an important role in responding to the need to insure that information circulates more widely.

79. Many countries have already started to reflect on the most effective way of ensuring progress in the thematic areas covered by the Education and Training 2010 groups within an integrated approach to lifelong learning. Such approaches are welcome and should provide a basis for addressing teacher education within a wider framework at national level. Lifelong learning competences, the links between schooling/training and the world of enterprise, education for citizenship and inclusiveness provide a backdrop for reflection on what we need teachers and trainers to be able to do. However, issues such as curriculum design, assessment, languages, mobility and recognition may require the involvement of colleagues from outside the immediate teacher/trainer education field in order to ensure that real reform is facilitated.

80. Stakeholders can also play an important role in involving their national associations in debate and in ensuring that their members at national level are aware of the opportunities which exist for learning about progress within Education and Training 2010 and for engaging actively in the process of reflection which is driving the process.

POST SCRIPTUM

POLICY DEVELOPMENT IN LINE WITH RECOMMENDATIONS CONTAINED IN 2003 ACTIVITY REPORT

In the field of teacher/trainer education policies there are some recent developments, in several European countries, covering, at least, a part of the continuum of teacher/trainer education (initial, mentored induction and continuous professional development). Most of these reforms are related to objective 1.1 and to the type of policy recommendations made by Group A in its 2003 report. They are still under consideration or at legislative level and, in some cases, their implementation has started. This annex refers to some of these developments²⁹, including those regarding the degree structure of teacher education programmes in the context of the Bologna Process³⁰

1. The continuum of professional development of teachers and trainers

- *Appropriate participation of the stakeholders in policy development and evaluation*

➤ In the Netherlands several stakeholders participate in the process of developing the competence requirements for Dutch teaching staff. First of all, the profession submits a proposal to a national platform composed of experts representing teacher education institutions, teaching staff and their employers. Once this platform has evaluated the proposal, it submits it to the Government which sets out the official mandatory requirements

- *Enhanced teaching profiles*

➤ In the Netherlands, the recent Education Professions Act (2004) stipulates that competence requirements must be set as a quality standard for teaching staff and the teacher education institutions must adapt their programmes to these requirements. Furthermore, the employers/schools are responsible for ensuring that their staff maintains their competence levels. A draft of the competency requirements to be met by teachers has already been drawn up.

➤ The Flemish Community of Belgium has agreed on a proposal to update the Decree on the basic competencies for teachers to be submitted to Parliament after scrutiny by advising bodies. The changes are related to the needs identified by a large-scale survey carried out among all teacher education programmes. As a result, special attention is given in this updating to the following competencies: ICT; working with diversified public and linguistic skills.

²⁹ Based on the written contributions of members of Group A, representing 13 countries and one stakeholder.

³⁰ The policies which were visited last year as part of the programme of study-visits will not be included, as they are presented in the Activity Report 2003.

- Newly developed standards with key competencies for initial teacher and trainer education will be implemented in Poland from the next academic year.
- From 2003-2004, only teachers with a higher education diploma (ISCED 5A or 5B) are entitled to work in schools in Latvia; those lacking this required level of education, will have to acquire additional education in order to reach necessary qualification.
- According to government proposals, currently under debate in England, by 2006, 90% of full-time and 60% of part time VET teachers should be qualified to teach or enrolled on appropriate courses. And by 2010 all of them should have Further Education Training Organisation approved teacher training qualification. There is also to be a full-scale revision of standards for VET teacher and trainer training which links in with employer needs and professional standards overall.

- *Appropriate teacher/trainer education quality assurance and accreditation systems*

- A national institution for quality assurance in teacher education and the accreditation of continuous teacher education providers was established in 2003 in Romania.
- In the Czech Republic a system for accreditation of continuous professional development of teachers is being implemented.
- The Norwegian Agency for Quality Assurance in Education has been established as an independent government body, with the aim of supervising and developing the quality of higher education in Norway through evaluation, accreditation and recognition of quality systems, institutions and course provision; in 2005 it will evaluate general teacher education.
- A system of accreditation of higher education schools, including those whose mission is teacher education, as well as of in-service teacher education providers and activities is being implemented in Poland.
- The area of quality analysis and assurance in the field of teacher education is one that will receive further attention in Ireland.

2. Initial teacher/trainer education

- *Bologna degree structure*

- The implementation of the Decree on the Structure of Higher Education, in the context of the Bologna Process, will start from academic year 2004-2005 in both the Flemish and the French Communities of Belgium; the former structure will be replaced by a Bachelor/Master

structure for all disciplines, including teacher education: the programmes preparing the pre-, primary- and lower secondary school teachers are awarding a bachelor degree; those preparing upper secondary school teachers, a master degree.

- In Sweden a ministerial working group has proposed a new general degree structure for higher education. The teaching degree is still a professional degree awarded between 210ECTS(bachelor level) and 310 ECTS (master level). A new Government Bill in March 2005 will propose the introduction of changes from 2007.
- The Norwegian higher education degree structure will be Bachelor (3 years)+ Master (2 years)+ PHD (3 years). Teacher education is offered both at university (five years master) and at state university colleges (bachelor + one year) for general teacher education. In this case, the fourth year can be either at lower level or a module in a master degree, which student can complete later (LLL).
- From the same academic year the implementation of the new Bachelor/Master degree structure in teacher education also starts in Poland.
- Romania's Ministry of Education has designed and proposed for Parliamentary approval a law dedicated to the Bologna Process application in higher education and also in teacher education.
- The reform of teacher education induced by the Bologna Process is also under consideration in Latvia.

- *Mobility*

- The Norwegian government has decided that each student is entitled to a period of study abroad as an integrated part of his/her Norwegian higher education degree programme. It is the responsibility of the Norwegian higher education institutions to arrange for these stays abroad. The institutions receive approximately Euro 700 per incoming and outgoing exchange student Teacher education is also a part of this system

- *Alternative pathways*

- In order to attract highly motivated teaching personnel that in normal circumstances would be discouraged by lengthy extra studies, the Flemish Community of Belgium is currently financing a project in validation of prior learning in teacher education; thus, students with qualifications or work experience in other relevant fields (social work, psychological studies, child care) have the opportunity to obtain a bachelor degree in primary school teacher education in a significantly shorter time than that usually required.
- A new education programme to enable those working in schools without a

full teaching qualification has started in 2002. The programme which runs until 2006 will enable 4000 people to complete their earlier education to teaching degree level. The course comprises half time school-based work completed by following a normal teacher education programme in a teacher education institution.

- In Norway, since autumn 2001 persons aged 25 and above, without upper secondary education, may apply for university education. Based on the applicants' non-formal learning, the university or university college in question will determine whether applicants are qualified to enter a relevant course. Because of this, very many older students have started teachers' programmes in Norway in recent years.

3. Continuous professional development

- *Mentored induction*

- A national pilot project on mentored induction for teachers has been underway in Ireland for the best part of two years. It is an action-research project organised under the two distinct strands of primary and post-primary level education and aimed at the identification of best practice towards the development of a national induction programme in this important area of the teacher education continuum.

- *Ongoing phases of continuing professional development*

- Much of the continuous professional development of primary teachers in Ireland is associated with the recently revised national curriculum and includes in-service training and support for teachers in the implementation of the new curriculum, as well as support at a whole-school level for curriculum planning and implementation
- The Flemish Community of Belgium is currently financing extra in-service education related to the competencies to which the initial education so far did not give enough attention, as the above mentioned survey showed; the French Community is supporting similar initiatives for updating teacher educators.
- In the Czech Republic it is compulsory for all types of schools to have a long-term plan for continuous professional development of teachers.
- In England, there is an intention by Government to introduce and fund an entitlement to Continuous Professional Development (CPD) for VET teachers/trainers and some discussion as to whether to make CPD voluntary or mandatory. There is to be a key role for the new (late 2004) Life-Long Learning Sector Skills Council linking employers' and VET teachers' professional needs when developing programmes for CPD.

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"Objective 1.1: Improving the education of teachers and trainers"

EUR 25	
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Sub-Group of Group A-Improving the Education of Teachers and Trainers
Supporting the professionalism of teachers and trainers
Draft strategic paper for discussion by plenary meeting of Group A (Improving the Education of Teachers and Trainers) on 7-8 July

Section 1: Introduction

1. The joint interim report for Education and Training 2010¹ highlights the central role of teachers and trainers in ensuring the success of the reforms which are necessary if European countries are to achieve the objectives set for education and training in the lead-up to 2010. Their motivation and quality are key elements in ensuring the success of reforms. The current demographic profile of primary and secondary teachers in Europe will require the recruitment and training of over a million teachers by 2015. These twin factors provide the context within which our reflection on how we need to support teacher professionalism in Europe should take place.
2. Two challenges are posed, namely,
 - The need to regenerate and make the teacher/trainer profession more attractive by attracting the best talent through attractive working conditions and adequate career structure and development
 - The need for high quality continuing professional development in order to prepare teachers for their changing roles in the knowledge-based society and in transforming education and training systems.
3. The Interim Report stressed that the development of a common European framework for the recognition of competences and qualifications, the removal of obstacles and provision of support to mobility, beyond what is available in the Community programmes, are key areas where the pace of reform should be accelerated in meeting the Lisbon objectives. A common framework can contribute to the development of the quality teacher and trainer professional development in Europe.
4. The European dimension of teacher and trainer education is a key underlying concept in the reflection on how to improve the quality of teacher education and ensure that European education systems are capable of implementing the reforms required by the knowledge society. It is a dimension which should be seen in the widest geographical terms and be characterised by openness to heterogeneity and other cultures.
5. While teachers and trainers are the focus of our work in Group A it is essential to remember that pupils'/trainees' learning is at the heart of the Education and Training 2010 process. Ensuring that young people are suitably prepared to continue their learning and to be fully participating members of society underscore the emphasis on education and training in the follow-up of the Lisbon process. In addressing the question of supporting professionalism the approach has been inclusive of teachers and trainers as both roles are important in the process of lifelong learning.

¹ Education and Training 2010 - The Success of the Lisbon Strategy hinges on Urgent Reforms 6905/04 Educ 43

6. This paper concludes with a number of messages to policy makers about what needs to be done in order to ensure that the Joint Interim Report recommendations on the importance of initial teacher education and continuing professional development throughout the continuum of the teacher career are implemented. A final section suggests next steps for taking forward this work.

Section 2: Teachers and Trainers in a Lifelong learning perspective

1. A discussion on teaching and training will necessarily address the large variety of roles within each system which contribute to quality. However, for the purposes of its discussion the working group has focused on those whose primary activity is in teaching or training and whose professional development can be enhanced by the existence of a common reference framework and the opportunity for mobility.
2. Teacher and trainer education should be seen within the context of policies developed within a Lifelong Learning framework and integrate the experience of the work carried out within under the Bologna and Copenhagen processes. This reflection should also be informed of the need to integrate the work undertaken in the Lisbon follow-up with that undertaken in the follow-up of the Bologna and Copenhagen processes.
3. The added-value which comes from addressing the needs of teacher and trainer education at a European level provides the strength of the process. The work on examining collectively how we address some of the key issues in education and training contributes to the mutual trust between systems which provides a cornerstone for progress in achieving the targets set by the Lisbon agenda. There are four substantive subjects which shape this reflection:
 - Common framework for qualifications and competencies: expectations, scope, content and possible models
 - The implications of the Bologna process for initial teacher education
 - Promoting the continuous professional development of teachers throughout the continuum of initial education, induction and inservice education
 - Developing a culture of mobility: content and recognition issues
4. Collectively these subjects provide a blueprint for ensuring that pupils in schools, young people undergoing training, and adult learners will have the benefit of a high quality learning experience supported by professionals capable of conceptualising and structuring their responses to learners needs in an evolving knowledge society. A society which is not only predicated on the economic and social needs but which is centred on values of openness, tolerance and respect for difference.

Section 3: Supporting professionalism

a) Common framework for qualifications and competencies: expectations, scope, content and possible models

Background

1. The joint interim report asked for both “the development of common European references and principles which could support national policies” (2.2.3) and “the need for a European qualifications framework” (2.3.1).

2. It makes clear that “a framework of this kind in Europe should naturally be based on the national frameworks which themselves must be coherent and cover higher education and vocational education and training. The necessary mutual trust can only stem from quality assurance instruments which are appropriately compatible and creditable so that they can be mutually validated.” The interim report establishes that “common references and principles... contribute to mutual trust between the key players and encourage reform.”

Scope

3. One of the first decisions concerns the breadth of any fFramework. While it is possible to include everyone who works in an education and/or training role, it may be wiser to set limits. Decisions will need to be made over whether the Frameworkframework includes:
 - all those following initial teacher training programmes;
 - serving qualified teachers ;
 - school support staff;
 - unqualified teachers;
 - staff working in pre-school settings;
 - headteachers;
 - lecturers working in the higher education and university sector;
 - trainers whose main role involves working in a publicly-funded training role;
 - private sector trainers working in industry, commerce etc.
4. The fFramework could also cover formal and informal training and learning, rather than just including qualifications. If the informal sector and trainers in the private sector are included the task is considerably enhanced and there will be a greater need for quality assurance to be addressed.
5. It is suggested that the Frameworkframework exclude lecturers in the higher education and university sector as their work will be covered by the Bologna and Tuning processes. Following earlier discussions it is also suggested that private sector trainers (who work in industry) should not be included.

Purposes

6. For a fFramework to be effective it is necessary to set out its purposes, partly to guide development but also to aid implementation. The purposes of any FrameworkFramework could be to:
 - promote the quality of teacher education in Europe
 - provide greater transparency between national systems;
 - develop greater mutual trust;
 - facilitate the mobility of more teachers, trainers and trainee teachers;
 - make it easier for national frameworks to recognise training and learning in other European countries;
 - help officials design and evaluate their own national framework;
 - provide an alternative view, hopefully based on good practice, for national officials to consider.
7. A number of models can be developed to meet the above purposes. In each of these models there is a debate to be had regarding what is best undertaken at national as opposed to European level. The Working Group has seen its task as the suggestion of a framework which both allows Member States to make their own decisions, and provides an opportunity for systems to converge where this is appropriate.

Framework models

8. In considering how the fFramework could operate, it is worth considering some conceptual models. The following paragraphs set out how the fFramework could be devised with some pros and cons of different models. In each case the models discussed are based on outcomes rather than inputs or processes. This reflects the need to respect subsidiarity and provide as much autonomy as possible.
9. The framework could act as an umbrella under which each European system could be located. This has the advantage of encompassing existing systems and approaches but is unlikely to provide any pressure or incentives for individual countries to change their approach.
10. The framework could consist of a core plus options approach. In this model the Council framework sets out a list of things that should be in every country's system, plus a list of things that would be desirable. Depending on the size of the core, this model could be developed through consensus with the developmental process as a key means of promoting mutual recognition and trust. The model encourages convergence while allowing individual countries the autonomy to develop their own approach.
11. The framework could consist of a specification setting out what should be included in any national system. This type of specification would not say how issues should be addressed thereby allowing individual countries to develop their own system e.g. the specification could include who it is aimed at, the quality assurance approach, the length of time the framework lasts etc. While each country would be asked to address each issue within the specification, there would be no central prescription about how they are addressed.
12. The framework could be a set of guidelines based on current good practice. These guidelines would be developed at European level and individual countries would be invited to sign-up to their implementation. This system would be slow to develop and its impact may be limited due to the need to gain consensus on what is good practice.
13. The framework could be a set of expectations which countries are asked to adopt. Developed at European level these expectations would set out what individual countries would need to do to have their system recognised by the European framework. This approach could be seen as enhancing national systems as those within the Common European Framework will have had their system externally scrutinised. There could be some confusion with this model as the status of the expectations may not be clear and some countries may feel that the Council is imposing a new system.

Content of a framework

14. Once the model of the fFramework has been discussed, its content should be considered:
e.g.

- outcomes of training programme;
- the context of any training;
- the length and level of any training;
- which organisation delivered or validated the training;
- the internal and external quality assurance processes associated with the outcomes of learning;
- whether the training was informal or formal, and led to qualifications or credit;
- whether training was compulsory or voluntary.

15. The impact of the fFramework will need to be considered, as this may affect the recommendations from Group A. If the impact is seen as bureaucratic there may be resistance from Member States to modify or enhance their existing approach. For a fFramework to be successful it should build on the strengths of existing systems, provide opportunities for Member States to learn from each other, and add value to what could be delivered at national level.

16. The implementation of the Framework is also important. If implementation is difficult, perhaps because national policy development takes no account of a European perspective, it may be helpful to recommend timescales for a staged implementation or suggest two or more levels of 'compliance' with the Framework.

b) Implications of Bologna Process for teacher education

1. Here we examine some of the issues which are important in addressing the place of initial teacher education within the European higher education area. The quality of teaching over the career-span is considerably enhanced by the quality of initial teacher education. In the vast majority of European countries initial teacher education takes place within higher education institutions. It is therefore necessary to give greater consideration to the place of teacher education within the European higher education area and the Bologna process, particularly in relation to issues of such as the implications of the proposed degree structure, and the content and European dimension of initial teacher education programmes.

1. Specific requirements of initial teacher education programmes

2. Initial teacher education programmes should be determined by content needs, and the need to address effectively the competencies required by teachers during the stages of initial, induction, early professional life and continued professional development.
3. There is a tendency in many European countries to move towards a model of unified initial teacher education programme which encompasses integrated practice components. Such a model enables us to emphasize the professional character of teacher education and to reflect on its development within the Bologna process on the same basis as for other professional
4. programmes (medicine, engineering etc).

2. Increasing comparability

5. In order to achieve transparency, comparability and some convergence within the field of Teacher Education as a part of the European Higher Education Area future work is needed at a European level towards achieving a higher degree of comparability between Teacher Education programmes. More work is necessary in order to identify distinct teacher categories and identify similarities and differences in regard to their education. Such work has only begun, e.g. within the second phase of the Tuning Project. However the adoption of a system of easily readable and
6. comparable degrees requires further similar work.

3. Research-based teacher education

The potential of research to contribute to the quality of teacher education should also be strengthened. The second pillar of the knowledge based society- The

7. European Research Area should also include Teacher Education.

4. Continuous professional development

8. It is important to identify those parts of continuous professional development that belong to the European Higher Education Area: sSpecialisation? cCareer development? dDoctoral programmes? What parts (areas) of education after the initial programme could (should) be formalized and adapted to the two (three) cycle degree system as proposed under Bologna?

5. Need for more formalised dialogue between Education and Training 2010 and Bologna Process

9. While some work has been done within ENTEP and the TUNING project in relation to the implications of the Bologna Process for teacher education, there is a need to establish a forum to specially address the issue of the relations between Teacher Education and within the Bologna Process in order to ensure greater coherence between national teacher education strategies within the Education and Training 2010 process.
10. The Bologna process emphasizes quality assurance. Teacher Education programmes are nationally evaluated in most instances and in several countries elaborate systems of accreditation have been introduced. The consequences, however, still are unclear and have not been analysed for Teacher Education, following the agreement of the Berlin conference that by 2005 national quality assurance systems meeting a number of demands should be in operation.

c) Continuous professional development of teachers throughout the continuum of initial education, induction and inservice education

1. Lifelong learning perspective

1. During teachers' professional careers assumptions concerning the nature and purpose of learning and education; the value systems of schools and society; and the interests; capabilities and ambitions of children and adolescents will alter considerably. Employers of teachers and teachers themselves must therefore recognise their responsibility for ensuring that, throughout their careers, teachers are able to adapt and up-date their professional knowledge and skills.
2. Professional development should include both in-service training and education to make the teacher more able to deal with the tasks involved in her/his present work and to in-service training which enables the teacher to broaden competencies and address new content areas.
3. Professional development should be seen holistically, embracing a range of activities in addition to traditional in-service training courses, such as mentoring and coaching, undertaken in schools to support the teacher in her/his efforts to improve performance.
4. Initial teacher education must be regarded as a starting point for the professional development. An induction phase may be regarded as an important bridge between initial teacher education and work. Such a phase will allow the new teachers to develop their newly required competences by being supported by experienced colleagues. Different in-service programmes will make it possible for the teacher to improve and further develop skills and knowledge needed in the job. A supportive structure in the schools will help the teachers with their continuous professional development. Further education may also make it possible for teachers to get the qualifications, which will allow them to undertake education research.

2. Broader organisational issues-supportive school communities

5. Professional development also contributes to school development, and to individual teachers' opportunities to develop their skills. Schools may as a part of their efforts to improve the quality of education decide about and organise different types of professional development while teachers may also be motivated to achieve a new teaching position.. Both these types of professional development are legitimate and provisions should be made to support both in terms of resources for both schools and individuals.
6. Better consultative and evaluative mechanisms should be developed. The teaching profession must have ownership of the nature of change and be consulted on the modalities of implementation.

7. A great challenge for those planning professional development is the need to define the specific and complementary roles of schools and providers.

3. Link between continuing professional development and school development needs

8. Effective school management must be regarded as the ability to build a learning environment; stimulating regular discussion of teaching methods; seeing professional development as an integral part of the job; encouraging experimentation and reasonable risk taking; providing appropriate training opportunities; disseminating research into new developments in teaching and rewarding professionalism. Interdependence, joint work, team teaching, mentoring, collective decision-making and responsibility all enhance the potential for professional growth.
9. Feedback from professional colleagues and additional coaching in post are required if new teaching skills are to be integrated into existing behaviour patterns. This can only be achieved through career-long professional development. Allowing teachers to contribute to their own professional development priorities, individually through appraisal and corporately through staff development plans, or where schools can manage their own in-service training budget according to their perceived needs may be ways of supporting school development.

4. What does the European dimension mean in this context? European network ideasupport measures?

10. The European Dimension in education should mean that students and teachers are conscious of 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 European Dimension must embrace the whole of Europe, not only the EU member states, and not only include the indigenous cultures, but also those of migrant communities in Europe. The European Dimension should be an inclusive concept, which does not deny or suppress the distinctive characteristics of individual cultures represented through Europe, nor exclude a wider international perspective.
11. Teachers, as well as students, need to have their horizon widened to take account of this broader European concept. This is all the more important in the view of the clear threats of divisiveness, inter-cultural tension and xenophobia. 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.
12. Increased opportunities for teachers to participate in different types of activities related to their professional development in other countries could be a central part of the concept of the European Dimension.
13. The European dimension in the context of professional development also means that teachers could be given the opportunity to see how different educational issues can be solved and dealt with within various contexts. This may include contacts between schools and establishing networks between schools working on different aspects of school development. Such contacts could be an exchange of experiences at one occasion, but also long-term contacts. It may also mean that individual teachers are given the opportunity to get in-service training and education in another country than their own. Such activities may include school visit programmes, but also participation in different courses within teacher education and in-service training programmes.
14. Adding a European Dimension to teachers' professional development requires the support of considerable resources in the EU programmes to enable a significant number of teachers to participate in professional development programmes in other countries. Different EU programmes have played an important part in opening up such opportunities, but it has not been enough to meet all expectations. In order to do this in a more systematic way it may be appropriate to envisage

other types of structure to provide support for professional development at a European level namely by,

- promoting the European Dimension in education through research and information work;
- organising or helping universities and teacher education colleges to organise, courses on different aspects of the European Dimension in education,
- offering in-service education for teachers alone or in cooperation with different national agencies responsible for this at national level;
- compiling relevant data, research, reports etc. on education in general and teacher education in particular in Europe, including liaison with Eurydice and CEDEFOP;
- conducting research projects on alone or in cooperation with universities and research institutes on European education in general and teacher education in particular from a comparative perspective.

d) Developing a culture of mobility: content and recognition issues

1. Mobility is a major component of the 'European dimension', for both career and professional development purposes. As career development is generally linked to questions of formal recognition, it is useful to discuss mobility and its added value for professional development purposes. Within the context of the open method of coordination there is not only a new context for mobility, but mobility also contributes to the perfecting of the method itself. It enables mutual learning, the development of mutual trust and the creation of a closer union.

General Framework Context

2. There are organisational and individual dimensions to mobility: mobility periods are not only related to the experience and career of the individual, but also to the development of schools as learning organisations.
3. Partnerships between institutions play an important role in facilitating the recognition/ validation of the mobility period abroad by providing an appropriate context for the development of agreements, flexible models and appropriate measures for mutual recognition.
4. Length of mobility should be related to its nature. If the purpose is to observe a case of a 'good practice' a short stay can be enough, but if the intention is to study deeply any dimension of education than a longer period should be advisable.

National policies

5. European programmes for education and training that support mobility can no longer be seen as the only way of supporting mobility. It should also be part of national priorities and involve national authorities.
6. As a first — and difficult step - national funds have to be allocated to the mobility of teachers.

For the management of these funds we consider two models:

- either they are directly allocated to training centres/institutions who are responsible for the design, selection and implementation of mobility training programmes;
- or we consider mobility as part not only of personal and organisational development but also as an important instrument of national policies. In this case, mobility could be seen as an excellent instrument for the 'internationalisation of education' and national departments for this purpose could be an interesting development.

Llanguages

7. National strategies and measures are needed in order to ensure that the European objective of mother tongue plus 2 foreign languages is reached.
8. An initial step towards the achievement of this objective should be to include the study of a foreign language in every initial teachers' training curricula.
9. Concerning the training of teachers of foreign languages, an extended and appropriately structured stay in the country/ies of the target language should be mandatory.
10. Knowledge of language of the origin/destination country should not be seen as an obstacle *per se* and used as an excuse for not undertaking mobility. This need not be so, if exchanges for professional development are subject based and properly supported by targeted language training beforehand.
11. Being aware that the knowledge of the language of the destination country is an advantage in the understanding of reality, what we consider that is relevant is the knowledge of a 'working language'.

4. The contribution of a European qualifications and competences framework

12. In addition to issues relating to immediate recognition, the experience of the teachers and trainers who participate in mobility, and who gain assistance in order to integrate their newly gained knowledge into their own educational and professional environment, helps to improve and simplify the contents of teaching profession through encouraging mutual learning between national systems. Moreover, if free movement is accepted as a basic community right, education systems should not impede this by national traditions of awarding qualifications and diplomas.

5. How to recognise the professional development gained during mobility?

13. Recognition should enable proof that the project carried out during the mobility was part of a formal study or training programme. Institutions of initial and continuing professional development should be encouraged to integrate mobility projects into their mainstream programmes and recognise them as essential components of such programmes.
14. Such recognition could be an important component of a competence portfolio or other instrument permitting transparency between systems such as a Europass-type document. Any documentation included in a transparency instrument should provide for a transparent presentation of the knowledge and skills gained during a mobility period.

6. Who are the actors involved in recognition?

15. - institutions providing initial and continuous professional development programmes and including the projects of mobility into these programmes
- employers (headmasters, principals of schools and universities, local, regional or national authorities)

Section 4: Messages for policy makers

1. The five subjects discussed above have provided substantial material for reflection on the issues which should be addressed by European and national authorities if the recommendations on teachers and trainers in the joint interim report are to lead to the implementation of measures which support the development of high quality professional development policies in Europe.

2. These measures are perhaps best seen within a common European framework to support the development of quality of quality teacher and trainer education/trainer education in Europe which will contribute to the development of transparency and mutual trust between systems. A common framework can also provide a reference for the development of policies which support the continuum of professional development in a Lifelong learning context and ensure that learners at all levels benefit from the contributions of highly qualified, widely experienced teachers and trainers who are engaged in a continuing process of professional development.
3. The issues which such a framework should address are:
 - Teaching/training should be seen as a profession based on a professional, tertiary level, university or equivalent -based initial education for teachers and/or other appropriate professionally recognised levels for trainers
 - The process of continuous professional development should be 'owned' by both individuals and institutions in a context of partnership between teachers, their constituent organisations and education authorities
 - Teacher /trainer education should be seen in a lifelong learning perspective in order to improve skills for present jobs and to acquire further competencies
 - Appropriate professional support should be provided for those responsible for the education teachers and trainers
 - The European dimension should have a much stronger presence in initial teacher education curricula and programmes
 - Effective support structures are necessary at European level in order to promote the European dimension of the professional development of teachers and trainers
 - Mobility should be seen as an integral part of professional development at initial training and continuing professional development stages. It should be seen as contributing a European added-value to the development of optimum learning environments for all young people and should be appropriately recognised and accredited.

Section 5: Next steps

1. The work undertaken in sub-group 1 leads us to suggest that further work on teachers and trainers should take place within the context of an increased reflection on the scope, content, and implementation of a common framework of reference for teacher/trainer competencies and qualifications.
2. Such a process can provide a catalyst for the developing the framework within the broader Lifelong Learning context, addressing issues of transparency between systems of education and training and supporting mobility for professional development purposes.
3. The following steps may contribute to advancing this work:
 - Testing and piloting of proposed framework through use of focus groups and pilot projects
 - greater exploitation of the context provided by OMC in order to ensure more sharing of experience in relation to policy practice (a mapping exercise and peer learning in the field of strategies at national level for the recognition of competencies and qualifications)

- work at a European level in order to ensure that appropriate measures are taken to ensure that policy development reflects the centrality of teachers/trainers in the Education and Training 2010 process. Such work may, in appropriate circumstances lead to a Recommendation on teacher/trainer education.

**SUB GROUP OF GROUP A – IMPROVING THE EDUCATION OF TEACHERS AND TRAINERS AND
THE STANDING GROUP ON INDICATORS AND BENCHMARKS**

**Developing Indicators for Measuring the Professional Development
of Teachers and Trainers**

**Draft strategic paper for discussion by plenary meeting of Group A (Improving the
Education of Teachers and Trainers) and the Standing Group on Indicators**

I. Introduction

1. The Joint Interim Report from the Council and the Commission¹ underlined the need to improve the quality and comparability of the existing indicators, particularly in the field of lifelong learning. It noted the lack of indicators to monitor progress towards the objectives of education and training systems in Europe in certain key areas. Finally, it invited the Standing Group on Indicators and Benchmarks and all working groups to propose by the end of 2004 a limited list of new indicators and their modalities of development.
2. In the objective area of teachers and trainers the lack of appropriate indicators for measuring progress is apparent. The Commission's staff working paper: "*progress towards the common objectives in education and training*"² uses 29 indicators for measuring progress towards the 13 objectives of the Detailed Work Programme. In the objective area 1.1 teachers and trainers, three indicators are suggested namely:
 - Age distribution of teachers together with upper and lower retirement age.
 - Number of young people in the 0-15 and 16-19 age groups and as percentage of total population.
 - Ratio of pupils to teaching staff by education level
3. The three indicators selected in this objective area measure solely issues that relate to shortages/surpluses of teachers and do not address the strategically very important area of the quality and content of teaching.
4. Consequently, to respond to the above call from the Council and discuss the first steps involved in developing a short, medium and long-term strategy for measuring progress in the objective area of teachers and trainers a working-group on indicators was set-up drawing on the expertise of both working Group A and the Standing Group on Indicators and Benchmarks(Joint Group)³.

¹ "*Education and training 2010*"- *The Success of the Lisbon Strategy Hinges on Urgent Reforms*, adopted jointly by the Council and the Commission on 26 February 2004.

² http://europa.eu.int/comm/education/policies/2010/doc/progress_towards_common_objectives_en.pdf

³ Please find in annex the mandate of the sub-group on the development of indicators for measuring improvement in the education of teachers and trainers and in particular their continuous professional development

5. One particular issue that the indicators joint group was asked to analyse was how to “*measure improvement in the education of teachers and trainers and in particular their continuous professional development*”.

The areas which might be addressed within this overall frame were enumerated in the mandate as:

Levels of satisfaction with initial teacher education programmes,

The percentage of teachers and trainers who follow continuous professional training,

Numbers of teachers/trainers with different levels of professional qualifications,

Levels of investment in teacher and trainer education.

II. Interpretation of the mandate

Issues and challenges

1. The mandate of the joint group was to prepare a proposal for measuring progress in the area of the Objectives Group 1 particularly focusing on *measuring improvement in the education of teachers and trainers and in particular their continuous professional development*. The main challenge is addressing those issues which contribute to a change in the quality of teacher and trainer education throughout the continuum of the profession(s) in the context of lifelong learning. This continuum reaches from pre-service education to retirement from the teaching profession (see figure 1).

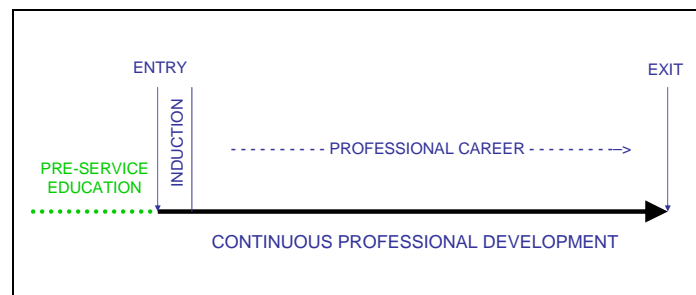


Figure 1: Measuring progress along the continuum in teacher professional development

2. Some people argue that teacher education starts as early as when the future teacher commences his or her school career as a student in primary school. By the end of schooling they will have been socialised by teaching and learning for more than a decade. Pre-service teacher education usually marks the official beginning of professional education/training, but its effectiveness can only be measured years later when the fully qualified teacher/trainer gets the professional status of employment. At the beginning of the career some countries offer an induction phase which serves as a support structure in the first years of independent teaching. Other countries offer mentoring programmes in certain areas.

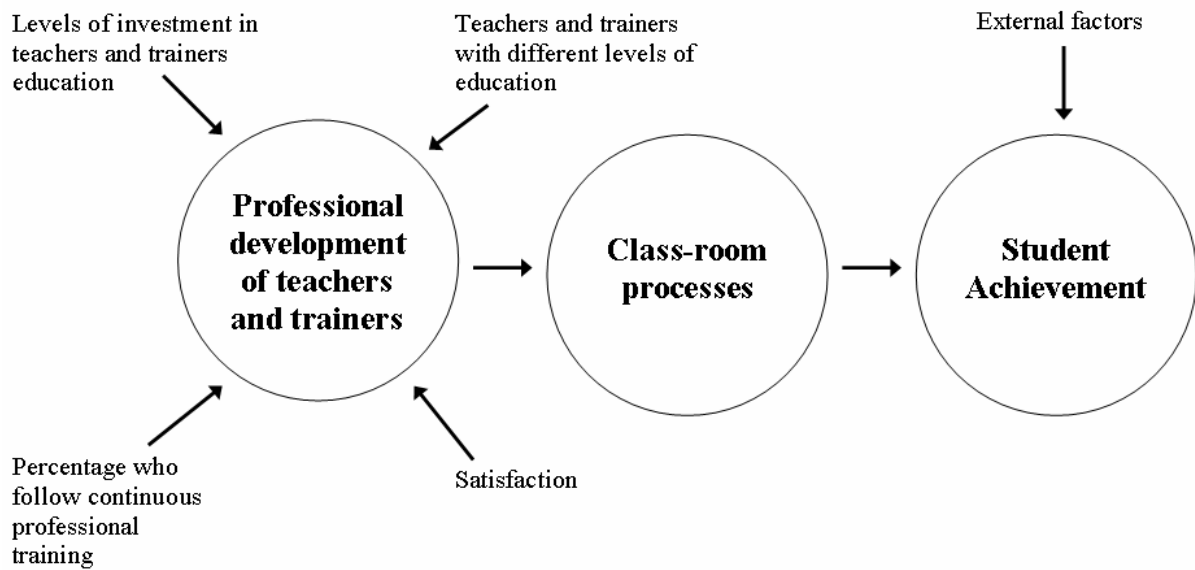
A specific note on lifelong learning of teachers and trainers

3. Lifelong learning is seen as an important element in the policy response within the framework of the Lisbon strategy⁴. It is seen as a means of ensuring greater levels of competence and increased productiveness in European economies.
4. However, in terms of the professional development of teachers and trainers (lifelong learning) the issue of productiveness is a complex one. Can we assume that a teacher's participation in some form of continuing professional education leads automatically to a corresponding improvement in the quality of education? Should the contribution of teachers be seen only in terms of student achievement?
5. In the continuum of a teacher's professional life (see fig. 1) the theme of continuous professional development (lifelong learning) has revealed its crucial importance only recently, as the ageing of teachers' population became a serious problem. Recruitment of new young teachers is proving increasingly difficult – at the same time the rapid evolution in knowledge and science, in any field, requires a continuous updating and mastering of teaching disciplines and teaching style and method. However, when it comes to lifelong learning, countries have very different policies in attracting teachers and trainers to continuous professional development. Therefore the challenge for measuring progress in quality lies in the complexity of the different phases along the continuum of professional development.
6. Reflection on these questions has been premised on the assumption that there is a clear link between the continuous professional development of teachers and trainers and the learning experience of young people; that it contributes to higher quality of the teaching profession, to better classroom practices and to better achieving students.
7. This is also the assumption implicit in the Joint Interim report, which states that:

“The success of the reforms undertaken hinges directly on the motivation and the quality of the training of education and training staff. Member States should therefore, where necessary, and in accordance with national legislation and practices, implement measures to make the “teacher/trainer profession more attractive. This includes steps to attract the best talents to the profession and to retain them, including through attractive working conditions and adequate career structure and development. They must be prepared for their changing role in the knowledge-based society and in transforming the education and training systems. In particular, Member States should, according to national legislation and practices, further consolidate continuing training for educational staff to enable them to meet these challenges”.

8. In the sub-group it has been assumed that there is a relation between the 4 areas suggested in the mandate and the professional development of teachers and trainers. The graph below illustrates the assumed relationship between the central variables.

⁴ The Joint Interim Report emphasises that Member States should put in place comprehensive, coherent and concerted strategies.



9. In responding to the mandate, within the limits of the considerations above, this paper proposes a short, medium and long-term strategy for measuring progress.

The Standing Group on Indicators and Benchmarks and Group A are invited to:

- Comment on further issues related to the 4 areas which might be considered relevant - *please see pages 6-8*
- Comment on the proposed short and medium -term strategy – *please see pages 8-11*
- Advice on the feasibility of implementing such a strategy in the short- and medium term.
- Comment on the suggested next steps – *please see page 12*

III. Overview of existing surveys

1. The Joint Group looked at surveys undertaken by international organisations and research in individual countries. The investigations could suggest the main lines of a possible framework for planning a systematic data collection, throughout the EU, for a number of core indicators on teachers' professional development. Teachers' profession and status is one of the main topics of educational research and large scale surveys at both national and international levels. A questionnaire for teachers is included in most surveys or research projects in order to collect significant information and data on the quality of educational provision, process and outcomes.
2. However, international research projects are usually focused on particular or specific aspects of education or a particular level of schooling. And the sampling designs are aimed at collecting useful inputs that help contextualising the expected core information. This is the case for most international surveys where information on teachers is given in the context of student achievement.
3. The surveys used across EU (and other) countries, such as TIMSS⁵, PISA⁶, PIRLS⁷, ISSUS⁸, et al.), differ from each other on several aspects: scope, objectives, target population, sample design and sample size, structure of research instruments, strength of the method, etc. These surveys do in general include context information collected through a questionnaire on: "*teacher satisfaction*" and on "*the percentage of teachers and trainers who undertake continuous professional development*". However, when it comes to "*the number of teachers/trainers with different levels of professional qualifications*" and "*levels of investment in teacher and trainer continuous professional development*", the information is scarce⁹.
4. The surveys mentioned above are considered valid for our present purposes, in terms of their methodology, sample design, implementation and results, within the limits of their terms of reference. However, given the different objectives, target populations, methodologies and instruments, and the different years of implementation of these studies, any comparison between them, both at national and cross-national level, is problematic.
5. Data in teachers' surveys, in particular when related to initial training and professional development, should be interpreted with care, given the large age range of the teacher population. During the last decades, the education systems have been reformed more or less deeply almost in all countries. And the same has happened for the initial teacher training. So the older teachers spontaneously compare the model they experienced two or three decades ago with the more recent ones. And the data they report in the interviews should be decoded within this framework.

⁵ Third International Mathematics and Science Study

⁶ Programme of International Student Achievement

⁷ Progress in International Reading Literacy Study

⁸ The International Survey of Schools at Upper Secondary Level

⁹ For an overview of teacher questions in international surveys, please see Lucio Pusci contribution of 29 March 2004 on Circa.

6. Some data have to be interpreted within the structural framework within which they have been launched. They mostly cover teachers (not trainers) and are sample-based. The data may be provided by the school heads (like in PISA), so they represent the ‘official’ situation as known by the school principals and the school records. There is little information about self-directed and self-financed professional development activities of teachers. Furthermore, the information on continuous professional development cannot be correlated with general teachers’ characteristics, like age, gender, initial education and training, teaching subject or subject area or with pupil performance.
7. In other cases the data only cover a certain teacher population, and in particular teachers of specific subject matters. This limitation affects the impact of the data collected, since a continuous professional development is important for all teachers, but for teachers of some disciplines professional development might be more crucial than for others. Another weak point of these surveys is that they collect data at a specific moment in time and do not allow for a longitudinal study.

IV. Scope of the areas to be measured

1. In addressing the four areas outlined in the mandate this paper seeks to describe in some detail what the content and scope of such an exercise might be. The particular emphasis is on continuing professional development within the continuum of initial, induction and ongoing professional development phases.
2. First, though a few paragraphs on “*definitions and terminology*” and on “*voluntary or obligatory continuous professional development programmes*”.

Definitions and terminology

3. There are different concepts of what counts as a teacher or trainer in different countries. For comparative purposes in indicator work it is therefore crucial to clearly define the terms ‘teacher’ and ‘trainer’. Annex 1 presents the working definition used during discussions in the sub-group. Further work is needed in order to ensure that such definitions are workable at a broader level.

Voluntary or obligatory continuous professional development programmes

4. Teachers and trainers participate in continuous professional development programmes which may in some cases be obligatory and in other cases are on a voluntary basis. There are many variations between both practices. While obligatory professional development of teachers and trainers belongs to the official national requirements for their further development, participation of teachers and trainers in the voluntary professional development programmes expresses different individual needs of teachers and trainers in relation to the changes of their profession, knowledge and competencies they have to update. It is therefore important to measure satisfaction of teachers and trainers with the continuous professional development programmes carried out on a voluntary basis, to measure teachers’ and trainers’ satisfaction with the different aspect of these programmes (access to these programme, satisfaction with their quality and content) showing how national systems and policies in the field of improving and promoting further professional development of teachers and trainers are effective.

Levels of satisfaction

5. The issue of satisfaction of teachers with professional development programmes should be seen in its broadest sense and should address teachers' perceptions of their need to develop and to adapt their knowledge and competencies. It is likely that teachers who feel the need of further professional development will have different requirements relating to the quality and the content of the teacher training and development programmes from those who do not perceive this need.
6. For those teachers who perceive the need for further professional development or who actively participate in professional development programmes it is useful to measure levels of satisfaction in relation to the different aspects of their professional development programmes. These aspects could be:
 - a) access into continuing professional development programmes seen at two levels
 - the perspective of school development policy (if the schools (headteachers) enable teachers to participate in these programmes, if the further professional development of teachers is a part of the school development policy)
 - the perspective of provision (does provision meet the needs of teachers, and provide teachers the possibility to participate in the programmes they wish to participate)
 - b) quality of content of continuing professional development programmes
 - Teachers' perspective (do programmes meet their needs, and expectations)
 - Teaching process perspective (do programmes help teachers to innovate their teaching and contribute to innovation in teaching practice)
7. For those teachers who do not feel any need to undertake continuing professional development or who do not participate in professional development programmes, detailed information relating to age, level of qualification, duration of their teaching career, type of school, organisation of school, level of responsibility of headmasters and teachers etc. would be useful. This information could provide information on relations (if they exist) between school context and teachers' profile, and willingness of teachers to develop their own knowledge and competencies and to innovate in their teaching.

Percentage of teachers and trainers undertaking continuous professional development

8. As stated above teachers and trainers' participation in continuous professional development programmes may be undertaken on an obligatory or voluntary basis.
9. In this area it seems to be useful both to measure the percentage of teachers and trainers who undertake continuous professional development activities (both obligatory and voluntary) and to collect further supporting information on schools, as well as the profiles of teachers undertaking professional development activities and those who do not undertake such development. Such information will provide a view of the situation at the

Member States relating to numbers participating and not participating in continuing professional development in addition to information on the profile of teachers/trainers, schools and educational systems with greater or lesser degrees of provision of support for the continuous professional development of teachers and trainers. Such information will be helpful ministers and policy makers in creating and implementing more effective national policies in this field.

Besides pupils'/students' and parents' responses in relation to satisfaction with the learning experiences provided by schools and teachers should be collected for detailed analyses of the possible outcomes of continuous professional development of teachers and trainers.

Percentage of teachers and trainers with different levels of professional qualification.

10. Continuous professional development programmes provide teachers/trainers with opportunities to improve their own qualification in terms of increasing specialisation and/or the acquisition of new competencies.

It is therefore useful to collect data and to measure progress in relation to two areas:

- a) percentage of qualified teachers/trainers, unqualified teachers/trainers and teachers/trainers qualified in other disciplines at each level of education and the different national requirement for teachers/trainers at each level of education
 - b) percentage of teachers/trainers with different initial qualifications in each level of education and numbers who formally improve their qualifications in terms acquiring a higher degree or attaining further specialisation.
11. These data will provide ministers and policy makers with information on the current situation in terms of the proportion of teachers/trainers with different qualifications in their countries and information on one of the aspect of the effectiveness of their policies in the field of continuous professional development of teachers/trainers and , information on how national systems of continuous professional development of teachers/trainers promote improvement of formal qualification of teachers and trainers.

Levels of investment in teacher and trainer continuous professional development.

12. The level of investment in teachers' and trainers' continuous professional development indicates the importance of this area in the context of national educational policies. It is therefore useful to measure the level of investment in this field. The data relating to the levels of spending is important if ministers and policy makers are to develop appropriate policies in this area.
13. The data collected in the field of investment should inform us on the different means of s of funding, including teachers' private expenditure for their professional development activities and other resources. The proportion of different resources of funding could provide a useful picture of the situation in the Member States in this field.

V. Strategy

The role of indicators and benchmarks in the Open Method of Co-ordination

1. It is clear from the Lisbon conclusions and subsequent European Council conclusions that indicators and benchmarks occupy a central role in the open method of co-ordination.
2. The stated ambition of becoming the most dynamic knowledge based economy in the world could become hollow if it does not entail the measurement of progress relevant in policy areas. Therefore, ambitious guidelines and benchmarks are needed to break down the overall ambition in achievable goals in different policy areas.
3. Indicators are consequently used for measuring progress in all objective areas and towards the common benchmarks in areas where these have been adopted.

A word of caution

4. The OMC asks for an increased culture of sharing of information, experiences and best practice in order to progress towards the common objectives. Simple data gathering will not give the full picture - for example, counting the attendance of professional development activities will not respond to the quality question. In this case it would be interesting to find out how much continuous professional development contributes to the development of teaching and learning or the development of the school as a system.
5. However, indicators provide a useful starting point for a dialogue between Member States on reasons for differences in performance. In a sense, indicators function as “tin openers” providing a starting point for policy discussion lying like the meat in the tin. Indicators invite questions. Why is country X performing better than country Y? How come system X is more equitable than system Y? What are the factors behind good performance? Questions like these should allow member states to identify elements of successful policy practice and allow them to learn from each other. Therefore, indicators can be used as an instrument for stimulating the exchange of good experiences and new ways of thinking about policy approaches and also for measuring progress according to certain principles.

Objectives for a strategy in short, medium and long term

A short term strategy (less than a year)

6. The limited working time in the joint group has shown that more information will have to be collected in order to gain a more holistic approach to indicators in the areas discussed. Some instruments are available and can be used (see above). However, it is necessary to establish a fuller picture of how individual Member States use indicators for policy developments in the area of teachers and trainers.

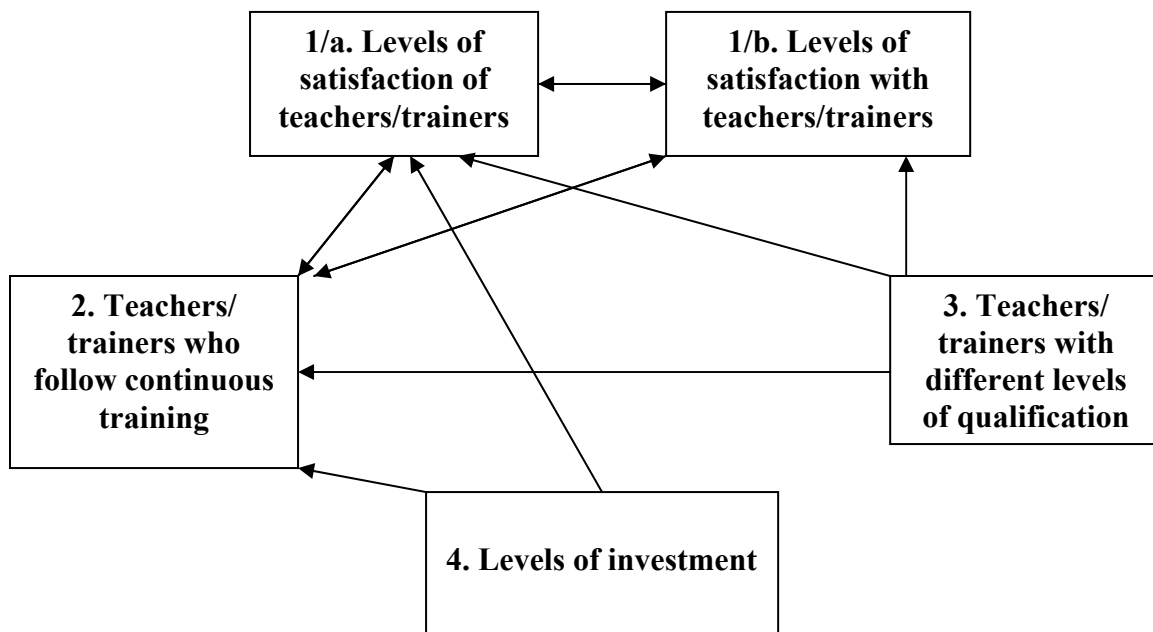
7. Within the framework of Education and Training 2010, the Council and the Commission will submit every two years a joint report to the Spring European Council on the implementation of the work programme (“Education and Training 2010”). In this context, Member States will provide the Commission with the necessary information on actions taken and progress made at national level towards the common objectives.
8. It is suggested that information on how the individual countries use indicators for supporting policy development in the area of professional development of teachers and trainers should be included in these reports:

Following the reception of these national reports, it is suggested that a mapping exercise and a peer learning exercise should be undertaken:

Mapping exercise: For clarifying the information received a systematic overview of the use of indicators in this area should be produced.

Peer learning: Examples of good policy practice in terms of using indicators for monitoring professional development of teachers and trainers should be explored with a view to suggesting strategies applicable on a European level for monitoring this area.

9. It is suggested to undertake an explorative study on possible links between the 4 areas suggested in the mandate (please see graph below). This would be the first step in the development of a conceptual framework in which indicators needed are clearly defined within a system. In such a framework each indicator in the four areas should find its location and its functional link with all others. The study should also analyse human and financial resources need for an eventual data collection.
10. The amount of resources needed to collect data on the four areas in a systematic, cyclic way depends on the framework adopted. Given the two types of instruments suggested – questionnaires and official statistics and records – the resources needed would be concentrated chiefly on the questionnaires. This procedure would involve four target populations (teachers/trainers, school heads, students, families) and therefore four probability samples. The amount of human and financial resources needed would be too huge in terms of cost-effectiveness if a survey is limited to the four areas of Sub-group 2.
11. A much more modest amount of resources would be needed if the four areas of Sub-group 2 were part of a broader design: a survey, for instance, of the type of OECD ISUSS, obviously extended to all ISCED levels (except 5 and 6) and to the 4 populations mentioned above.
12. Group A and the SGIB are asked to advise on the feasibility and desirability of such a study, which could in some cases base itself on already existing national data.
13. Work on indicators in this field could also be seen as an area where the new ISPRA centre for educational research could provide a useful contribution.



A medium term strategy (2-3 years)

14. The Commission has already raised the question of the inclusion of a teacher option in PISA 2006 and the Education Committee of OECD has agreed this suggestion. Further work is now necessary both at Commission level and within the OECD concerning the development of this approach. This survey aims to describe the learning environment of the students in PISA. The teacher component would be based on a thorough review and analysis of the teacher and teaching effectiveness research literature and this review could possibly be used to modify the principal and student questionnaires as well. This option provides a ready opportunity for a “triangulation” approach with the existence of the student and principal questionnaires.
15. The Group A and SGIB are asked to advise on the appropriateness of the information collected through this survey. A positive response to this suggestion could imply:
 - A discussion in the Education Committee (EU) on using PISA 2006 as a vehicle for gathering information relevant to the Lisbon process. And the appropriateness of encouraging EU to take part in the survey. In case of a positive answer:
 - The setting up of a small sub-group that could (in co-operation with the OECD) work on how to satisfy our information need through PISA 2006.
16. EURYDICE could be requested to analyse the existence (or non existence) of evaluation practices for teacher education in Member States. This analysis, which would be qualitative in nature, should look at the kind of internal (self-evaluation) and external evaluation system established in Member States with regard to teacher and trainer education. The analysis should also look at the link between educational reform (for instance curricula reform) and reform of teacher and trainer education.

17. The teacher group is asked to advise on the desirability of undertaking such a survey.
18. A conceptual framework for measuring progress in the education of teachers and trainers has been developed (please see short term strategy). A simultaneous collection of data for all the four areas and their variables could be developed for measuring progress in measuring improvement in the professional development of teachers and trainers. The outcome could be a routine instrument which is applied regularly. The feasibility conditions include the development of a framework to be agreed upon from expert groups and the Commission; the design, development and piloting of the measurement instruments, in particular the questionnaires, but also the standards to be adopted in official statistics and school records as e.g. the teacher portfolio; sampling design and sampling procedures where needed (e.g. levels of satisfaction...); debate on the results of pilot study, adjustment of the instruments; dry-run; field study.
19. On this basis, the advice of Group A and SGIB is needed in terms of deciding on its implementation.

IV. Next steps

1. If the Working Group A and the Standing Group on Indicators and Benchmarks are in agreement with the proposed strategy, a first step could be to set-up a more permanent sub-group consisting of 4-6 members from the Standing Group on Indicators and Benchmarks and Working Group A. A separate expert might be recruited to advise on the steps to undertake.
2. This group should monitor the implementation of the strategy and meet when needed. First task could be:
 - To analyse how the national reports can be used for gathering more information regarding in relation to our needs.
 - To provide input for the explorative study on the conceptual framework.
 - To discuss in detail how the teacher option in PISA 2006 can contribute to satisfying our data needs.

Mandate: Sub-Group on the development of indicators for measuring improvement in the education of teachers and trainers and in particular their continuous professional development

I. Introduction

In the Commission's draft of the joint interim report, 29 indicators are suggested for measuring progress towards the 13 objectives of the Detailed Work Programme. In the objective area 1.1 teachers and trainers, three indicators are suggested namely:

- Age distribution of teachers together with upper and lower retirement age.
- Number of young people in the 0-15 and 16-19 age groups and as percentage of total population.
- Ratio of pupils to teaching staff by education level

These indicators do not adequately reflect the complexity of this objective area. The three indicators selected in this objective area measure solely issues that relate to shortages/surpluses of teachers and do not address the strategically very important area of the quality and content of teaching.

Both the Standing Group on Indicators and Benchmarks (SGIB) and the Expert Group on improving the education of teachers and trainers (Group A) are aware that the indicators proposed in this objective area do not measure a number of other core issues of relevance for progress in this objective area.

One particular issue that has been stressed in Group A is the **importance of being able to measure improvement in the education of teachers and trainers and in particular their continuous professional development.**

Both the reports produced by Group A and the Copenhagen Process Technical Working Group on Quality in VET also provide a basis for a reflection on the question of appropriate indicators. Among the areas which might be addressed are:

Levels of satisfaction with initial teacher education programmes,

The percentage of teachers and trainers who follow continuous professional training,

Numbers of teachers/trainers with different levels of professional qualifications,

Levels of investment in teacher and trainer education.

These proposals have already been discussed during the consultation on the first group of proposed indicators between Group A and SGIB. The important question now is to look at

how these areas can be addressed at an operational level in terms of their feasibility, links with quality and measurement of progress. A more detailed account of the discussion in the SGIB can be found in the “Results of the consultation of the Working Groups on the work of the Standing Group on Indicators and Benchmarks”.

II. Organisation of the work

The most appropriate way of taking forward this work is in a smaller sub-group.

Membership

The subgroup will be comprised of 3/4 members of Group A or experts with substantial interest in and experience of development of indicators relating to supporting teacher and trainer/competence and 2-3 members or experts suggested by the SGIB. Academic expertise will also be available as required in order to progress the work.

The Commission will invite expressions of interest from the members of Group A and the SGIB and will decide on the final composition of the sub-group based on the subject to be discussed, the need for a balance of experience and expertise and a European character in the composition of the group.

Relation with the plenary group

Maintaining open lines of communication and ensuring that the members of the plenary group have an opportunity to comment on progress will be an important part of the management of the work of the sub-group. Comments on working papers will be invited through CIRCA and a news forum will be opened at appropriate intervals.

Work programme for the sub-group

The sub-group will meet three times between March and June, with the expectation that significant work will be carried out between meetings, and material produced in order to ensure a successful outcome to its work.

Academic support

Expert academic support will be made available as appropriate. This academic support may be made available by a member or members of the plenary group or may be sourced outside depending on the subject matter and organisational requirements. The Commission will draw up an appropriate contract with the designated expert in order to ensure the provision of these ad hoc, limited scale services.

The sub-group will also have the services of Eurostat, Eurydice and Cedefop as necessary.

III. Mandate

The task force will prepare a proposal for measuring progress in this objective area particularly focusing on **measuring improvement in the education of teachers and trainers and in particular their continuous professional development.**

The task force should consider proposals made by working group A:

1. Levels of satisfaction with initial teacher education programmes,
2. The percentage of teachers and trainers who follow continuous professional training,
3. Numbers of teachers/trainers with different levels of professional qualifications,
4. Levels of investment in teacher and trainer education.

The group should also contemplate the use of qualitative indicators that evaluate or analyse policy practices. Similarly data that exist at national level may be useful for measuring progress at national level and could serve as input for developing a European quality indicator.

The group should take into consideration work being done by OECD and in particular INES network C and in the Copenhagen Process Technical Working Group on Quality in VET. The results of the EURYDICE survey on teachers should provide input to the work of the group. Finally, the group should take into consideration data available nationally.

Outcome

The sub-group will prepare a proposal for measuring progress in relation to **measuring improvement in the education of teachers and trainers and in particular their continuous professional development.**

This strategy will function as a basis for a discussion during the plenary meeting of group A and SGIB in June/July.

Definition of teachers and trainer

Teacher

A definition functional to the task of collecting data for indicators can be based on the legal status of teachers in the different countries: “Teacher is a person who is acknowledged the status of a teacher (or equivalent) according to the legislation and the regulations of a given country”. The word “equivalent” is needed, in this framework, because in some countries there could be groups of teachers – in particular settings or types of schools or training institutions or centres – called in different ways, e.g. “educators”, “trainers”, “instituteurs”, etc., but holding the same status of teachers and for whom statistical data collected are traditionally included under the term “teachers”.

Trainer

For this purpose in definitional terms the word “*teacher*” should be used for teachers as well as for professional trainers who hold a teacher status, while the word “*trainer*” should apply exclusively for those professional trainers who have not the legal status of teachers, nor are grouped with teachers in the official statistics. Since these trainers may include different categories of professionals, like technical or laboratory assistants, instructors for different types of job, tutors, etc., it would certainly be useful to collect data on their initial qualification, continuous professional development and investment in it. In this case, the problem would be chiefly the distinction between “professional trainers” and “part-time or occasional trainers”. The two categories could be grouped together, but the data should be collected in a disaggregated way, in order to allow for a detailed picture of the training supply.

Brussels, 16 June 2004
EAC/B1/ES-GR A3

GROUP A – IMPROVING THE EDUCATION OF TEACHERS AND TRAINERS

Subgroup 3 Quality assurance (QA) and teachers and trainers in VET

Draft paper for discussion by plenary meeting of Group A on 7-8 July 2004

1. Policy background

The Council Resolution¹ and the Declaration² of the European Ministers of Vocational Education and Training on the Promotion of Enhanced European Co-operation in VET set out the policy agenda for quality assurance and teachers and trainers:

“Promoting co-operation in quality assurance with particular focus on exchange of models and methods, as well as common criteria and principles for quality in vocational education and training”

“Identifying the learning needs of teachers and trainers in all forms of VET”

2. Cooperation on Quality Assurance

The first priority on QA has been implemented through a Technical Working Group (TWG) on Quality Assurance. A major outcome of the TWG's work during 2003 consisted of the development of a 'Common Quality Assurance Framework' (CQAF) based on stock taking from existing experiences and knowledge within and across Member States, and the analysis of the 'good practices'. These provided a basis for consensus building on a common framework.

The CQAF is designed to help Member States and participating countries to develop, improve, monitor and evaluate their own systems and practices, supported by a common reference system and concrete reference tools. Thereby, the CQAF contributes to increasing transparency and consistency between Member States' policy initiatives, while fully respecting their responsibility for the development of their own systems. It contributes also to achieve greater convergence towards European objectives in the field of VET.

¹ 19 December 2002 (JO 2003/C 13/02)

² Adopted in Copenhagen on 29 and 30 November 2002

This approach has recently been endorsed by the Education Council of 28 of May in its Conclusions on Quality Assurance in Vocational Education and Training (http://www.europa.eu.int/comm/education/policies/2010/et_2010_en.html). The Conclusions stress that a Common Quality Assurance Framework “can contribute to increasing transparency and consistency between Member States policy initiatives, while fully respecting their responsibility for the development of their own systems”, and “constitutes an appropriate common European framework and systematic approach to quality assurance (...)”.

3. Quality assurance and identification of the learning needs of teachers and trainers

The second area under the thematic priority on Quality Assurance (QA) is being developed by subgroup 3. The work builds on the baseline created by Group A and on the work developed by the TWG on Quality Assurance and in particular on the CQAF adopted by the Council.

The subgroup at its first meeting decided to focus its work on the identification of common criteria and methodologies to detect the learning and professional development needs of teachers/trainers and trainer trainers within the VET system using a QA analysis grid.

The group started its work by discussing the changing roles and competences of teachers/trainers of VET, their contribution to quality in training and their new roles, needs and competences in quality approaches, within a lifelong learning perspective. On these themes a contribution has been provided by Cedefop and a case study from Germany on methods to construct a curriculum for teacher training at vocational schools (see annex 2 and annex 3). Unfortunately there has been no time to discuss these contributions in the second meeting of the group where work has focused on the development of the analysis grid to be used for the case studies.

3.1. Quality: concepts and definitions

The group considers that “*quality*” is context-dependent i.e. without a concrete context it is difficult to define quality. In a specific context, however, it becomes possible to broadly define *quality* as the fulfilment of a goal. *Quality* can also be expressed as the relation between experience and expectation. Taking advantage of this definition of quality requires a clear description of the context. This description has to include goals, experience and expectations from a number of different actors. These actors are the decision-makers (government and social partners), the managers of the education/training organisation, the teachers and trainers themselves and the trainees/students themselves.

A quality management approach is any integrated set of policies, procedures, rules, criteria, tools and verification mechanisms that together have the purpose of ensuring and enhancing the quality of VET provision.

Analysis of different QA approaches at system level has shown that although concrete decisions/mechanisms concerning quality are context dependent, the basic structure of such mechanisms are not, but may be described as more or less common to all work on quality. These common issues can be considered as cross-roads indicating common characteristics of a quality map; which leave it up to decision makers to decide both on *where to go* (objectives/goals) and *how to go there*. These common characteristics include a range of options illustrated by the examples of “good practice” from Member States. These examples should be considered as illustrative rather than normative.

3.2. Developing an analysis grid for QA

The sub group decided to use the basic structure of the analysis grid developed by the Technical Working Group working on Quality Assurance in VET, as a means of achieving its *goals*. To that end it has adapted the existing grid of the CQAF in the perspective of identifying key questions relevant to which all decision makers are confronted when setting up mechanisms to identify the learning and professional development needs of teachers and trainers. These questions will guide the collection of data in the coming period on best practises in Member States and provide conclusions at two levels:

- *common criteria* for quality assurance. These will be aspects and elements repeated in all good practices and experiences in different Member States;
- *contextual quality assurance criteria*. These are aspects which repeat only in certain contexts or situations and which also ensure quality.

3.3. The CQAF: operational features

The CQAF constitutes a European reference framework to ensure and develop quality in VET, building on the key principles of the most relevant existing quality assurance models. It may be considered as *a cross reading instrument* that can help policy makers and practitioners to get a better insight of how the existing QA models work, to identify areas of provision that need improvement, and take decisions on how to improve them based on common quantitative and qualitative references. It also allows for capturing and classifying best practice within and across Member States.

The CQAF can be applied at both the system and VET provider levels and can therefore be used to assess the effectiveness of VET.

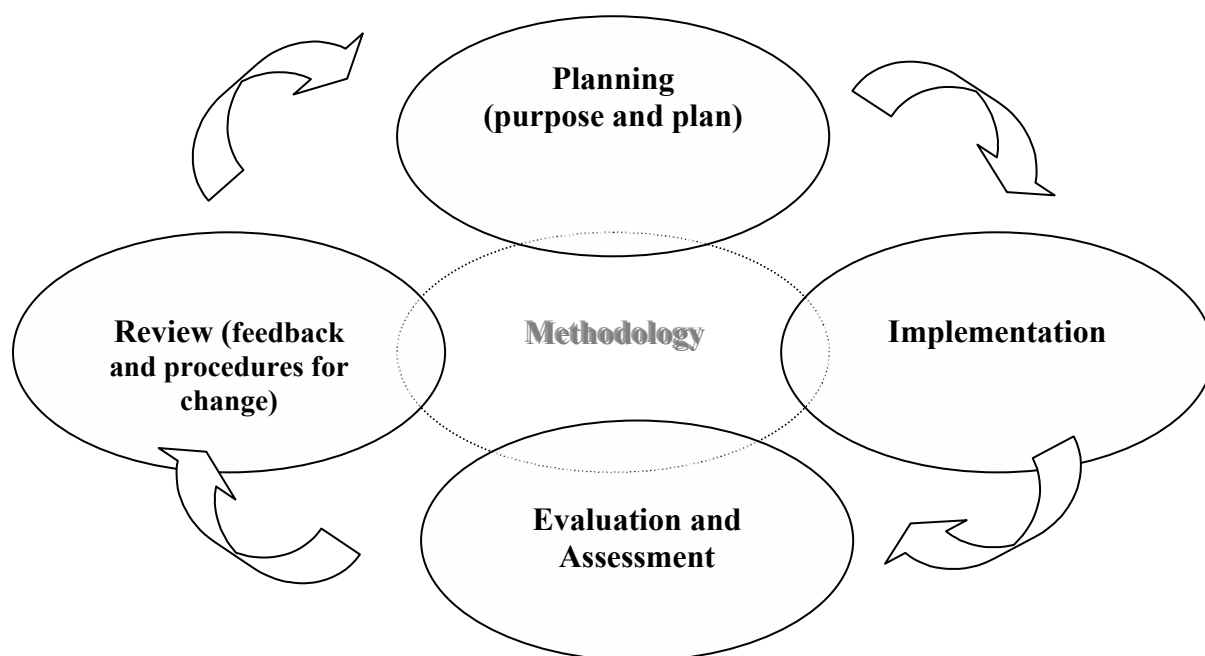
The CQAF developed by the TWG on QA in VET comprises:

- a model, to facilitate planning, implementation, evaluation and review of systems at the appropriate levels in Member States;
- a methodology for assessment and review of systems: the emphasis has been given to self assessment, combined with external monitoring;
- a monitoring system: to be identified as appropriate at national or regional level, and possibly combined with voluntary peer review at European level;
- a measurement tool: a set of reference indicators aiming at facilitating Member States to monitor and evaluate their own systems at national or regional levels.

Quality assurance and development are a continuous process. The model of CQAF itself is not an exception to this and includes the following interrelated elements/phases:

- Planning
- Implementation
- Evaluation and assessment
- Review

DIAGRAM. QUALITY ASSURANCE MODEL



For the four phases of the CQAF (planning, implementation, evaluation and assessment and review), key quality analysis questions .have been developed by the group. These questions form the QA grid for the case studies For each one of these phases common quality criteria will have to be identified. Considering the variety of choices made by Member States to deal with quality assurance and development in VET, the common criteria will be presented as possible answers associated to specific questions which are transversal to any VET system or provider when reviewing best practices concerning the identification of learning and development needs of teachers and trainers .in Member States.

3.3.1. Planning (purpose and plan)

This relates to the setting up of clear and measurable goals regarding policies, procedures, tasks, and human resources.

Goals and objectives should be formulated in clearly understandable terms and as far as possible they should be combined with definitions of measurable indicators as this allows for checking the achievement of the planned objectives, in later stages.

Quality in VET is not primarily a technical issue. It is always linked to specific policy, institutional or/and individual goals and objectives which are to be achieved, according to different time frames. Therefore, it is crucial that relevant national, regional and local stakeholders take part in the decision making process on goals and objectives concerning the quality of VET

Table 1. PLANNING: QUALITY CRITERIA

Key Questions	Answers on system level	Answers at provider level
1. Describe the procedure for identifying VET teachers' and trainers professional development and learning needs		
2. Which are your objectives/values relating to teachers'/trainers' professional development (learning needs and competencies)		
3. Are the European goals included in the goals you have set (inclusion; access, LLL, mobility)		
4. Which actors are involved in planning learning needs (e.g. social partners; local authorities; teachers...)		
5. What is the time span for your planning? How often is it done?		
6. Are your objectives relating to professional development measurable? If yes, how?		

3.3.2. Implementation

Work by the TWG on QA has shown that it is essential to establish key principles that underpin the implementation of the planned actions in order to ensure effectiveness in achieving the goals and objectives which have been planned. These principles have to be coherent with the goals that have been set.

Such coherence can be achieved in many ways for example through regulations, funding incentives, provision of guidelines on how to proceed at local level, building capacity of key actors on quality issues through training, combination of internal quality systems at provider level with external inspections, etc..

Whichever approach is chosen, it is essential that expectations are transparent and that the procedural steps, including time-spans and tasks to be fulfilled are clear for all the relevant actors involved. Developing ownership and personal motivation amongst management, teachers/trainers and trainees, are important preconditions to achieve coherence between goals, objectives and implementation.

Table 2. IMPLEMENTATION: QUALITY CRITERIA

Key Questions	Answers on system level	Answers at provider level
1. How do you translate the identified learning needs into learning activities (e.g. training programme, curricula, mentoring)		
2. What are the key principles which shape or underpin the implementation process (e.g. cost effectiveness, consultation)?		
3. Which actors are involved in the process of implementation?		
4. What is the role of management in the implementation?		
5. How is the implementation process supported? (in terms of human and financial resources)		

3.3.3. Evaluation and Assessment

This covers designing evaluation mechanisms according to the context, defining the frequency and scope of evaluations, and providing evidence of the findings of the evaluation to those concerned, including strengths, areas for improvement and recommendations for action.

In general, the assessment and evaluation phase consists of two parts, i.e. the collection and processing of data and the discussions on the results which have been achieved.

The effectiveness of assessment depends to a large extent on a clear definition of the methodology and frequency of data collection, but also on the involvement of the relevant actors/stakeholders (e.g. current and former trainees, employers and trade union representatives) to the discussions arising from evaluation results.

Table 3. EVALUATION AND ASSESSMENT: QUALITY CRITERIA

Key Questions	Answers on system level	Answers at provider level
1. How is the evaluation/assessment system organised? Define input, process, output and outcomes		
2. How do you ensure that your assessment and evaluation is relevant and systematic?		
3. Which actors (e.g. managers, teachers, students, parents, employees of students) and stake-holders participate in the assessment/evaluation process and what roles do they play in the assessment and evaluation process?		

3.3.4. Review (feedback and procedures for change)

Quality assurance and development is a continuous and systematic process. It must undergo constant review combining self-assessment with monitoring by an external body, processing feed-back and organising procedures for change.

Despite the fact that the other elements of the quality cycle are valuable , work of the TWG on QA so far shows that, in practice, this last phase of the cycle is quite often the weakest.

A key element in this phase is to make available publicly the results of the quality assessment procedure and to foster an open debate with the relevant stakeholders on the factors which might have contributed to certain results.

TABLE 4. REVIEW : QUALITY CRITERIA

Key Questions	Answers on system level	Answers at provider level
1. How the results of the assessments and evaluations are communicated and made more transparent (inside and outside the organisation)?		
2. What is the process for translating the assessment and evaluation results into corrective actions? Who (actors and stakeholders) are involved in this?		
3. How do you implement corrective actions?		

4. Next steps

The above QA analysis grid will be presented to the plenary group A in July for comment and further modification, after which the subgroup intends to pilot the analysis grid with selected case studies on VET teacher and trainer training providers Group A members are also invited to provide case studies to subgroup 3.

The group aims to collect the case studies during summer and early autumn, analyse them at a meeting before the end of the year so as to ultimately develop an outline proposal for a quality analysis framework (including common quality criteria). This framework may enable countries to develop, improve, monitor and evaluate their own systems and methods applied for the identification of learning needs and for the professional development of teachers and trainers.
